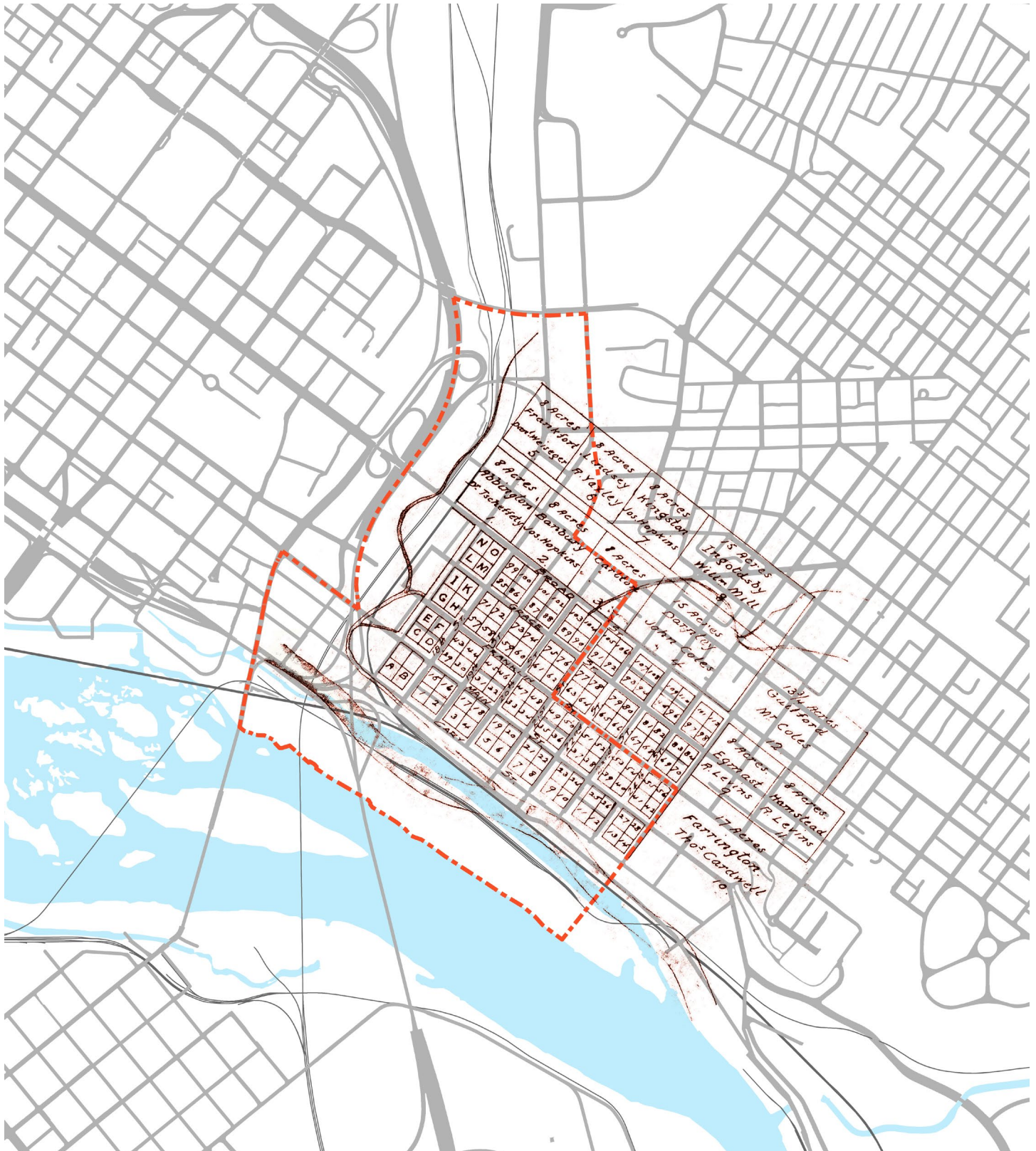


# Shockoe Small Area Plan

## A GUIDE FOR GROWTH AND COMMEMORATION







# Foreword



Insert text from Mayor and Shockoe Alliance

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“Cities are recognizing the value of their histories as a way to attract creative industries, investment, new residents and tourists through heritage and arts districts, adaptive re-use of heritage buildings and cultural tourism. These special districts provide a sense of place, linking past, present and future in a complex changing community. A heritage building will have a meaning for newcomers that is quite different from the meanings of indigenous people. Celebrating the diversity of stories in a place creates a “cultural commons” rather than an “attraction.”



Gail Lord and Ngaire Blankenberg, “Cities, Museums and Soft Power.” The AAM Press, 2015 (2) Robert Putnam, “Bowling Alone” Toronto, 2000



# Executive Summary

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## The Vision for Shockoe:

In 2037, Shockoe is a welcoming, inclusive, diverse, innovative, equitable, and thriving community; honoring and commemorating its past and ensuring a high quality of life for all.



**Shockoe Square Rendering Illustration**

The Shockoe Small Area plan lays out a guide and vision for making Shockoe a national and international destination through the recognition and memorialization of the powerful and complex narrative of the oldest sector of the City once tied to the domestic trade in enslaved Africans. The development of the Heritage Campus will serve as an economic catalyst for the district. The plan also describes mechanisms for protecting and preserving Shockoe's historic assets and character while supporting development and a thriving, diverse, and equitable neighborhood.

**Shockoe's Beginnings:** In 1737, **Major** William Mayo laid out a four-block by eight-block grid on land owned by William Byrd II. The grid contained 0.23 square miles and extended from Dock Street, on the south, to Broad Street, on the north, and from 17th Street, on the west, to 25th Street on the east. The grid would be extended and morphed to meet the curve of the James River and topography as the City of Richmond grew. This small area would witness the founding of a city and a nation, the establishment of religious freedom, and the growth of a massive trade in enslaved Africans.

Today, Shockoe retains the intact street grid established in 1737 and possesses the majority of the surviving buildings in the City constructed prior to 1800. Because of its **long history** and evolution, Shockoe has the character of a small town within the confines of a city which gives it a unique significance and rare opportunity to be something incredibly special.

**Community Priorities:** Across the many studies, public engagement activities, and **various** plans prepared for Shockoe, there is a consistent call for the recognition and **commemoration** of Shockoe's history. There is also a call to address the barriers that prevent Shockoe from reaching its full potential. These **barriers** include but are not limited to flooding, lack of green-space, incompatible industrial zoning, a lack of multi-modal supports, deteriorated public infrastructure, a perception of being unsafe, and a general feeling of neglect and disinvestment. The goals outlined in this plan are integrated into the fabric of the overall area as opposed to isolated solutions focused on a single resource or property.

At the heart of the Small Area Plan is the guidance from the **Shockoe Vision** Statement which identifies the major goals and objectives for the creation of a functional, vibrant, and inclusive community that recognizes the historical and cultural significance of Richmond.

**Heritage Campus:** A central feature of the Shockoe Small Area Plan is the proposed development of a Heritage Campus, (the Campus), that not only links key sites within Shockoe but also links the history of Shockoe to the broader narrative of the city, the state, and the nation. The final design, naming, **and long term governance** of the campus will be **determined through** an extensive community engagement process.

The Campus will serve as a **key destination** and take advantage of publicly accessible and connected parks, plazas, and public art to link the African Burial Ground **Memorial site**, the Lumpkin's Jail/Devil's Half Acre site, and **other** possible archaeological sites tied to the history

of the neighborhood and the domestic trade in enslaved Africans. The campus will also **link** residents and visitors to Main Street Station and a tourism hub that will serve local and regional museums, neighborhoods, and other destinations.

The Campus plan includes the development of the Shockoe Bottom **Memorial Park**, a publicly-driven vision and design. The Memorial Park as conceived is centered on 9-acres of City-owned property, which includes the Lumpkin's Jail/Devil's Half Acre site, the African Burial Ground **Memorial site**, and other sites associated with the domestic trade in enslaved Africans. The park will serve as a space for remembrance, commemoration, and reflection. (<https://drive.google.com/file/d/0ByGRw5JOG3LPRklodjJOdINXcUU/view?resourcekey=0-7IHG8vsdvW-uE-HcsA2jVQ>)

The plan also recognizes the development of the **Museum** of the American Slave Trade by the National Slavery Museum Foundation (Foundation) as another primary element of the Campus. The museum is intended to be a memorial, and interpretive space built around the archaeological remains of the Lumpkin's Jail/Devil's Half Acre site. As a hub the museum would connect the Slave Trail, Memorial Park, African Burial Ground **Memorial site**, and other places of significance close to the site and throughout the city. The museum would put Richmond in the context of the larger national and international narrative on enslavement.

There also needs to be a place within the campus where the **entire history** of Shockoe is told, including the story of Virginia's **indigenous peoples, enslavement**, and the major contribution of Richmond's **Jewish citizens** and other **immigrant populations**. This center could also link resources in Shockoe to the many other museums and institutions in the city that tell various aspects of its history.

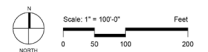
The four interrelated practices of Coming to the Table RVA perhaps best describe the grand aspirations for the Heritage Campus that:

- It will be a place for truth-telling.





Small Area Plan





- It will be a place for repairing the legacy of enslavement and its current harms.
- It will take us into a greater vision of democracy and build relationships that will heal wounds.
- It will inspire people to take action for our common good.

Planning and design efforts for the campus should **recognize the role water has played** and still plays in Shockoe and respond to site conditions that present constraints to development. Much of the district, located between N. 18th Street and I-95, is in a **floodway and floodplain** which present significant challenges to development but also create opportunities for innovative

design. Development, site planning, landscape design, and infrastructure projects should be approached in an eco-centric manner that respond to these constraints with a balance of functional engineering, placemaking, and education.

**Infrastructure Needs:** Shockoe will not be successful if the area continues to appear neglected and the infrastructure and services to **support the needs of residents, businesses, property owners, and visitors** are perceived as seriously lacking. City leadership and property owners will need to ensure maintained investment in the area if it is to be successful for businesses, residents, and visitors.



**Vision for Shockoe: Develop the Heritage Campus, encourage new in-fill development while protecting the architectural character and historic scale of the area**

In recent years, Shockoe has begun to make the **transition** from a largely **industrial** and **commercial** area and is returning to its beginnings as a densely populated mixed-use neighborhood. For over 100 years, Shockoe has carried industrial zoning which in combination with a densely developed urban streetscape and predominately commercial and industrial land uses has discouraged the **creation of green-space**. Historically, Shockoe has been devoid of green-space. When Shockoe was laid out in 1737 there was a "common" along the river front which was pasture land for the livestock in the area. A small playground was established in the early twentieth century on the site formerly occupied by the Seabrook Warehouse. It was mostly paved and offered few trees for shade. This playground closed in the 1970s when there was no longer the population in the neighborhood to support the need.

Features associated with **a thriving residential district** such as sidewalks, street trees, bicycle facilities, and calm neighborhood streets need to be improved and invested in to support the growth and sustainability of a residential neighborhood. The daily needs of residents and business owners must also be met through improvements to infrastructure, municipal service delivery, multi-modal supports, and public safety.

**Equity:** The Shockoe Small Area Plan also contains social aspirations to create a place of equity and justice – these are the lenses through which all proposals should be viewed. In 2019, Ebony Walden Consulting in partnership with the Sacred Ground Historical Reclamation Project, the National Trust for Historic Preservation, and Preservation Virginia prepared the *Shockoe Bottom Equitable Economic Redevelopment Resource Guide*. This document, tailored to the future development of Shockoe, can be accessed here ([https://drive.google.com/file/d/1927WwC7vx7np\\_Qj3kw2wBqEvsY5kMRVK/view](https://drive.google.com/file/d/1927WwC7vx7np_Qj3kw2wBqEvsY5kMRVK/view)). These equity goals also include aspirations for housing choice and access as outlined in *ONE RICHMOND: An Equitable Affordable Housing Plan*. ([https://www.rva.gov/sites/default/files/2021-02/20200928\\_Informal-An\\_Equitable\\_Affordable\\_Housing\\_Plan\\_Draft.pdf](https://www.rva.gov/sites/default/files/2021-02/20200928_Informal-An_Equitable_Affordable_Housing_Plan_Draft.pdf))

**Implementation:** A key component of the Shockoe Small Area Plan are the implementation strategies built on community priorities which are organized around **Big Moves** to be undertaken over the **next five years**. The Big Moves are a way to consolidate and focus the six topic visions, **nine** goals, twenty-five objectives, and **122** strategies contained in the plan. The Big Moves include recommended **physical improvements** as well as **policies and initiatives** critical to achieving the Shockoe Vision Statement.

## The Big Moves

**Develop the Heritage Campus:** Develop the Heritage Campus and its many components, including a memorial park, museum, interpretation of the Lumpkin's Jail/Devil's Half Acre site, and gateway plaza as a national destination that tells and honors a complete history of Shockoe and the City.

**Re-zone Shockoe:** **Develop a form-based zoning code for Shockoe that directs growth to appropriate areas while maintaining the existing scale and architectural character.**

**Protect Historic Resources:** Develop initiatives and policies that protect and incentivize the preservation of Shockoe's many historic buildings **and sites**, some of which are exceptionally rare.

**Enhance the Quality of Life:** Develop initiatives and policies that dispel the sense of neglect and disinvestment, increase a feeling of well-being and safety, and create an atmosphere in which businesses, residents, and visitors can thrive.

**Expand Business Opportunities:** Encourage the development of programs and initiatives that support the retention and creation of small, women-and minority-owned and operated businesses in Shockoe.



**Expand Housing Opportunities:** Encourage the development of housing options in Shockoe that expand the inventory of affordable, mixed-income, and ownership opportunities.

**Priority Projects:** Within the Big Moves are five priority projects to be implemented over the next 12 to 18 months:

**Prepare a Request for Proposal to Hire a Cultural Resource Management Firm:** The selected firm will perform the necessary research and analysis to create a comprehensive historic context, prepare archaeology sensitivity maps, evaluate the contribution and significance of built resources, and further analyze the African Burial Ground Memorial site to determine if any portion of the site or burials extend beyond the edge of I-95. This additional study will form the basis for a comprehensive preservation plan for Shockoe. The plan will be developed through a public process, including developers, property owners, and other interested parties. The plan will include treatment options and protocols, and may make recommendation for further protective measures including but not limited to an archaeology ordinance, demolition review ordinance, and the expansion of the City Old and Historic District.

**Prepare a Request for Proposal:** Work with the City's Public Art Commission (PAC) to prepare a Request for Proposal (RFP) for the design of the Heritage Campus, focusing on the city-owned land including the African Burial Ground Memorial site and the Lumpkin's Jail/Devil's Half acre site. The scope of work should include flood management, commemorative design, landscape architecture, and extensive community outreach especially among the descendant community. The design strategies should include short term projects to enhance and improve the appearance and visitor experience while longer range projects are being designed, funded, and built.

**Temporary Interpretive Center:** Explore the possibility of creating a temporary, interim

interpretive center in Main Street Station dedicated to the domestic trade in enslaved Africans once centered in Shockoe.

**Re-zone Shockoe:** Initiate the public process to re-zone Shockoe in a manner that encourages development while protecting historic buildings and the architectural character of the area. New form-based code should be considered.

**Create a Business Improvement District (BID):** The City will work with the community and a non-profit partner to develop a Business Improvement District for Shockoe that can supplement city service delivery, enhance safety, and support local businesses. The BID will be charged with fully addressing the quality of life issues currently faced in Shockoe.

In many ways since the planning process began in 2019, the City of Richmond has changed. A global pandemic, of a magnitude unseen in over 100 years, has dictated nearly every aspect of daily life. Protests in the spring of 2020, brought the need for social justice and equity into every discussion and decision making processes. Finally, the Lost Cause, white supremacist monuments that dominated Richmond's landscape for over 100 years were removed or re-imaged. The re-imagined Lee Monument has been named one of the most influential forms of American protest art since World War II. In light of these many changes, now is the time to honestly and accurately tell Richmond's true and complete history and Shockoe stands in a unique space to convey the full story. This plan for Shockoe is an integral part in bringing this vision to fruition.



## Topic

# 1

**History and Culture:** Shockoe is a community that promotes the significant history of the area through placemaking, memorialization, interpretation, preservation, and education; while also supporting the area as a part of a growing, dynamic city.

### Goal 1: Historic Preservation

Support growth that preserves the historical urban fabric and enhances an understanding of Richmond's multi-faceted past. (R300 Goal 3)

**Objective 1.1:** Develop an intentional, coordinated program for the commemoration of history and culture throughout Shockoe. Use public art, architecture, and landscape elements to create strong visual, physical, and public connections among historic buildings and sites in Shockoe that also extend to the larger community and other cultural and historic resources in the city.

**Objective 1.2:** Develop a Campus that includes a Memorial Park, the Lumpkin's Jail/Devil's Half Acre site, a Museum of the American Slave Trade, the African Burial Ground [Memorial site](#) and links the Campus to Shockoe restaurants and businesses, the multi-modal Main Street Station via the 17th Street Plaza, the Virginia Capital Trail, and the Low Line creating a unique destination for residents and visitors to the city.

**Objective 1.3:** Create policies, guidelines, and programs for the protection, preservation, restoration, and commemoration of buildings and sites that contribute to Shockoe's unique and important role in the history and culture of Richmond and the United States.

The commemoration and recognition of the many contributions and sacrifices of Richmond's free and enslaved African population are primary to the goals of the Shockoe Small Area Plan. As the oldest district in the City, Shockoe has the potential to reveal information related to both the prehistoric and historic development of the area. The identification, analysis, and protection of archaeological sites, especially those associated with the trade in enslaved Africans is a high priority especially in parts of the area that are facing development pressure. Recommendations for protecting the existing historic buildings and guiding architecturally compatible new development are also key components of the Plan.



The development of the Heritage Campus is a critical element in the commemoration and recognition of the contributions and sacrifices of Richmond's enslaved and free African population and a major economic development catalyst for the future of Shockoe as a national and international destination









# **Sites Associated with the Trade in Enslaved Africans ca. 1853 and Identified Archaeological Resources**

## **Building Types**

- Fraternal
- Hotel
- Jail
- Trader's Office

- Identified Archaeological Resources (VA Dept. of Historic Resources)
- Shockoe Study Area Boundary

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

Shockoe possesses a high probability of yielding information important in prehistory or history. As the center of a robust trade in enslaved Africans, during the mid-1800s, Shockoe has a unique opportunity to reveal information related to the trade and domestic lives of free and enslaved Africans. A thorough archaeological analysis of Shockoe's history and built environment will help to better identify where these potential resources are located.

## Topic

## 2

**High-Quality Places:** Shockoe is a well-designed neighborhood connected by a network of public facilities and open spaces providing services to residents, businesses, and visitors.

### **Goal 2:** Complete Neighborhoods

Establish a neighborhood that has multi-modal access to nodes connected by major corridors in a gridded street network. (R300 Goal 1)

**Objective 2.1:** Rezone Shockoe to match the future land use map and recommended heights for new buildings. **As part of the re-zoning, implement form-based zoning design standards in lieu of separate overlay districts that encourage growth in strategic areas and support economic viability, while protecting the historic scale and character of the area. Encourage** the replacement of surface lots with active uses and structured parking. **Promote** Shockoe as an Eco-district with green practices and policies, and encourage appropriate infill design.

**Objective 2.2:** Develop and implement a best practice strategy in the neighborhood to address activities that present a public safety issue for residents and businesses, and are a deterrent to attracting future residents, customers, and visitors.

**Objective 2.3:** Commit to a program for cleaning alleys and collectively address issues to improve trash collection, street and sidewalk cleaning, and graffiti removal **by creating a Business Improvement District (BID) to supplement municipal service delivery.**

**Objective 2.4:** Strengthen policies and enforcement to address dilapidated and blighted properties that pose a safety hazard.

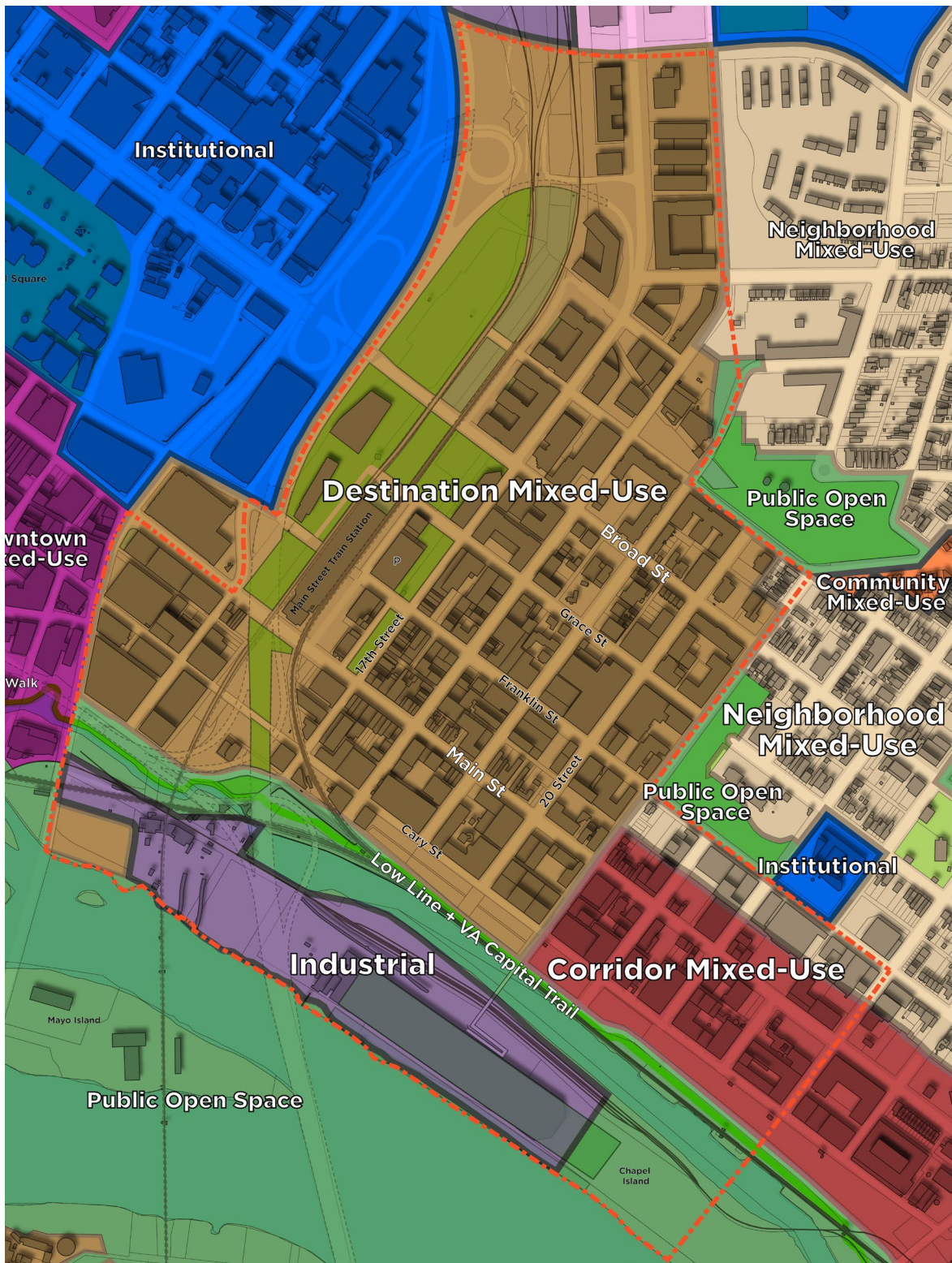
### **Goal 3:** Planning Engagement

Foster a planning engagement culture that effectively and equitably builds people's capacity to organize and improve Shockoe. (R300 Goal 5)

**Objective 3.1:** Increase public knowledge of planning processes and continuously engage civic associations, special interest groups, and traditionally underrepresented groups in the planning process.

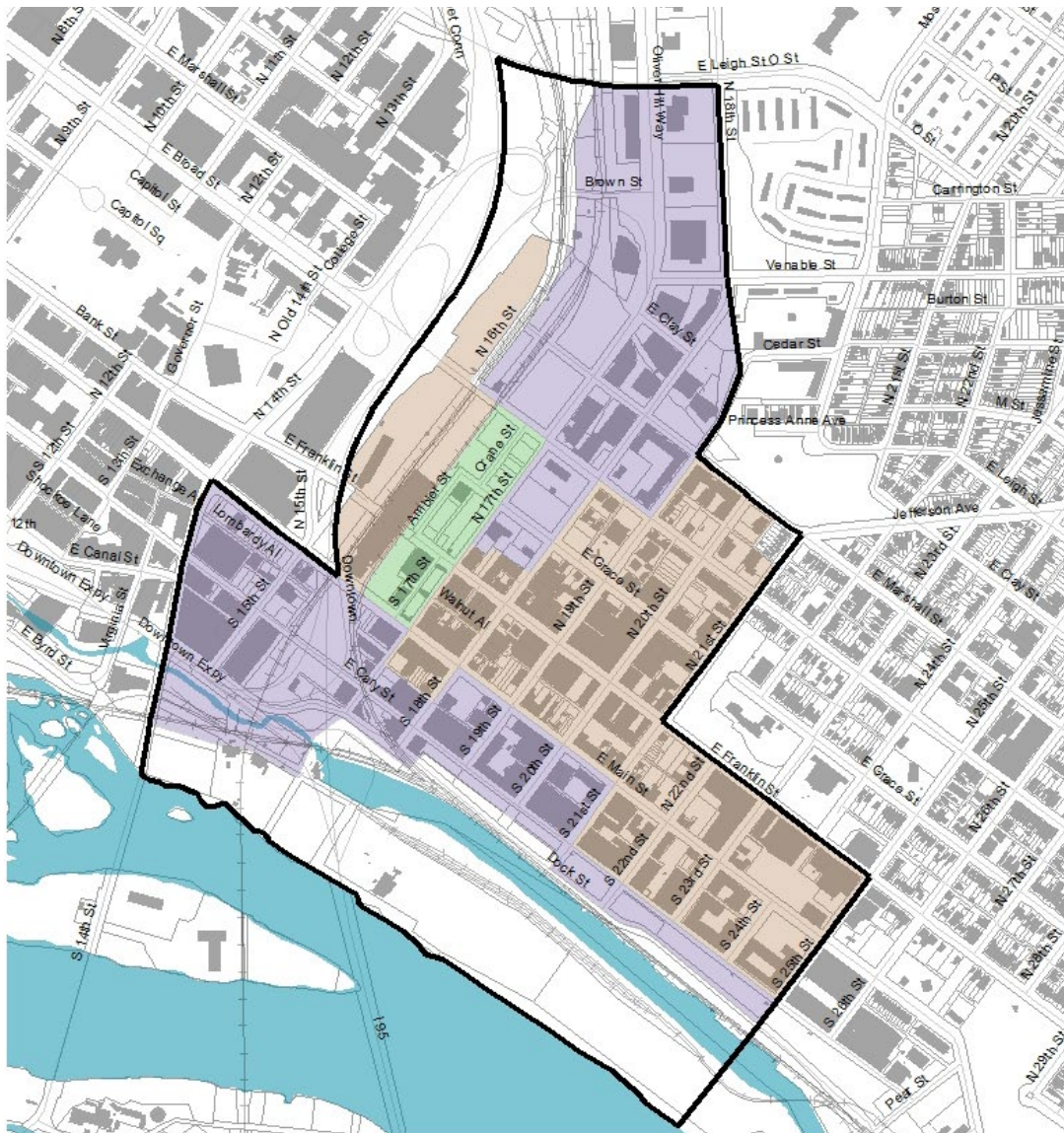
Future Land Use is a broad, general description that can be applied to different areas of the city. It sets a tone for an area but is not regulatory. The recommended heights for new buildings sets the context for the Future Land Use by creating a more refined vision where new buildings are in scale with the existing historic buildings. The combined vision created by the Future Land Use Map and height recommendations will be implemented through zoning which is a separate process from the plan.





The Future Land Use designations in the Shockoe Small Area Plan are the same as those in Richmond 300 and the Pulse Corridor Plan for this area. Future land use designations are both visionary and strategic, and include language about how the area should look and feel in the future, but do not specify what an owner can or cannot legally do with their property.





### Recommended Heights for New Buildings

- 2 to 5-Stories
- 2 to 8-Stories
- 2 to 12-Stories
- Shockoe Study Area Boundary

Zoning, streetscape projects, park and open space projects, transportation improvements, and economic development programs are all tools utilized to achieve the vision.





## Topic

## 3

**Equitable Transportation:** Shockoe prioritizes the movement of people over the movement of vehicles through a safe, reliable, equitable, and sustainable transportation network.

### Goal 4: Non-Car Network

Enhance walking, biking, and transit infrastructure to provide universal access to all users, prioritizing low-income areas and areas within the high-injury street network (R300 Goal 8)

**Objective 4.1:** Improve sidewalks, crosswalks, and ADA facilities to ensure accessibility and safe mobility to the maximum extent possible, including to transit facilities.

**Objective 4.2:** Improve streetscapes to create a safe, engaging pedestrian experience by providing consistent streetscape components where they do not already exist. (Pulse Corridor)

**Objective 4.3:** Improve bicycle infrastructure throughout Shockoe including a direct connection from the Virginia Capital Trail to the Cannon Creek Greenway, and the Franklin Street terminus at the Capital.

**Objective 4.4:** Increase the number of intercity travel options connecting Shockoe to other regions and localities.

### Goal 5: Street Connections and Bridges

Build and improve streets and bridges to expand connectivity for all users. (R300 Goal 9)

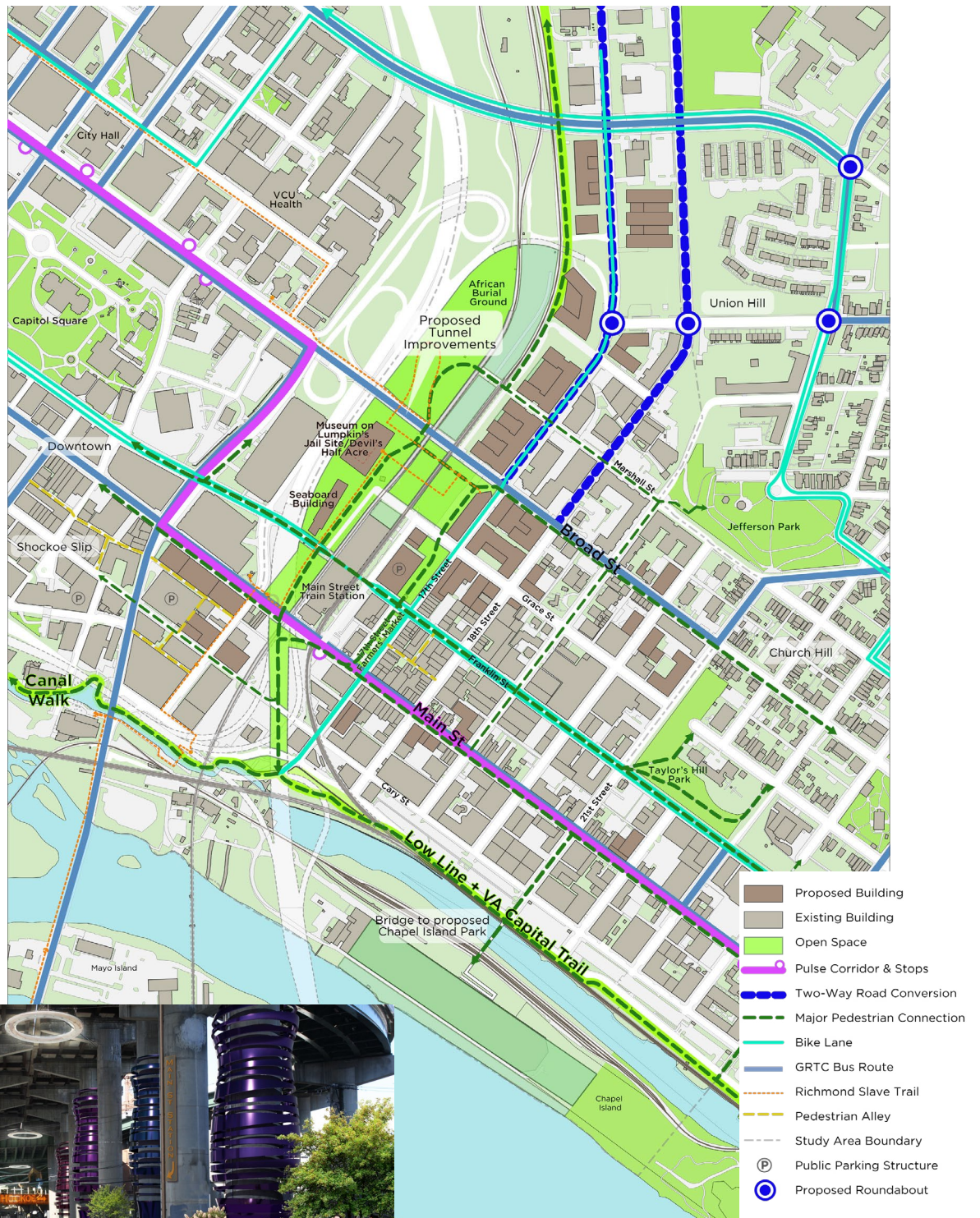
**Objective 5.1:** Implement parking strategies that effectively manage supply and demand of parking, as identified in the Desman Parking Study report, and improve the physical appearance of surface parking lots.

**Objective 5.2:** Create great streets using coordinated design standards and branding to define Shockoe as a unique place within the city through improvements to paving, landscaping, lighting, site furnishings, and signage.

**Objective 5.3:** Strengthen the street network by improving multi-modal access and comfort.

**Objective 5.4:** Improve connectivity to nearby neighborhoods, downtown, and the James River through consistent streetscape and shading.

Because of the limited development opportunities in Shockoe, creating a strong multi-modal network that connects Shockoe to adjacent neighborhoods, the larger city, and the region is key to its economic success.



Neighborhood Connectivity Plan



Linear Park under I-95



## Topic

4

**Diverse Economy:** Shockoe is home to a variety of businesses and industries that offer opportunities for quality employment and capital investment.

### Goal 6: Business Creation, Retention, and Attraction

Foster an environment that supports the growth of existing and new small, medium, and large businesses, focusing on Nodes, major corridors, and industrial centers (R300 Goal 11)

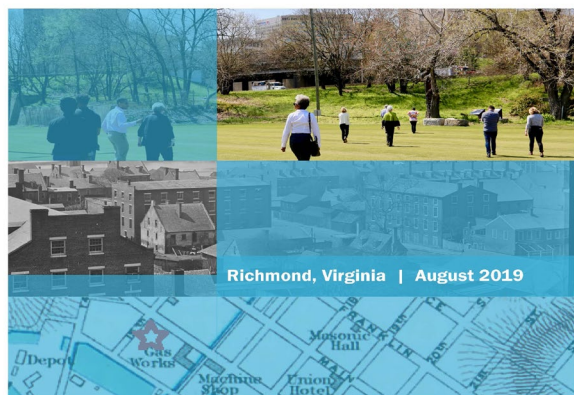
**Objective 6.1:** Implement an economic development strategy for Shockoe for a comprehensive approach to attracting a sustainable mix of commercial uses that includes policies and marketing strategies to attract and support locally- and minority-owned businesses, and focuses on culturally-relevant and diverse business and entertainment including artists and galleries, music and food venues, neighborhood services, business incubators, and maker-space to promote locally-sourced products.

**Objective 6.2:** Attract new and sustain existing minority-owned businesses to Shockoe.

**Objective 6.3:** Implement a job creation and workforce preparedness program in conjunction with major regional technology and health care employers.

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

## Shockoe Bottom Equitable Economic Redevelopment Resource Guide



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

Report prepared by  
EbonyWaldenConsulting  
Facilitating Change

In Partnership with  
National Trust for  
Historic Preservation

Preservation  
Virginia





## Topic

## 5

**Inclusive Housing:** Shockoe is a community where all people can access quality housing choices.

### Goal 7: Housing

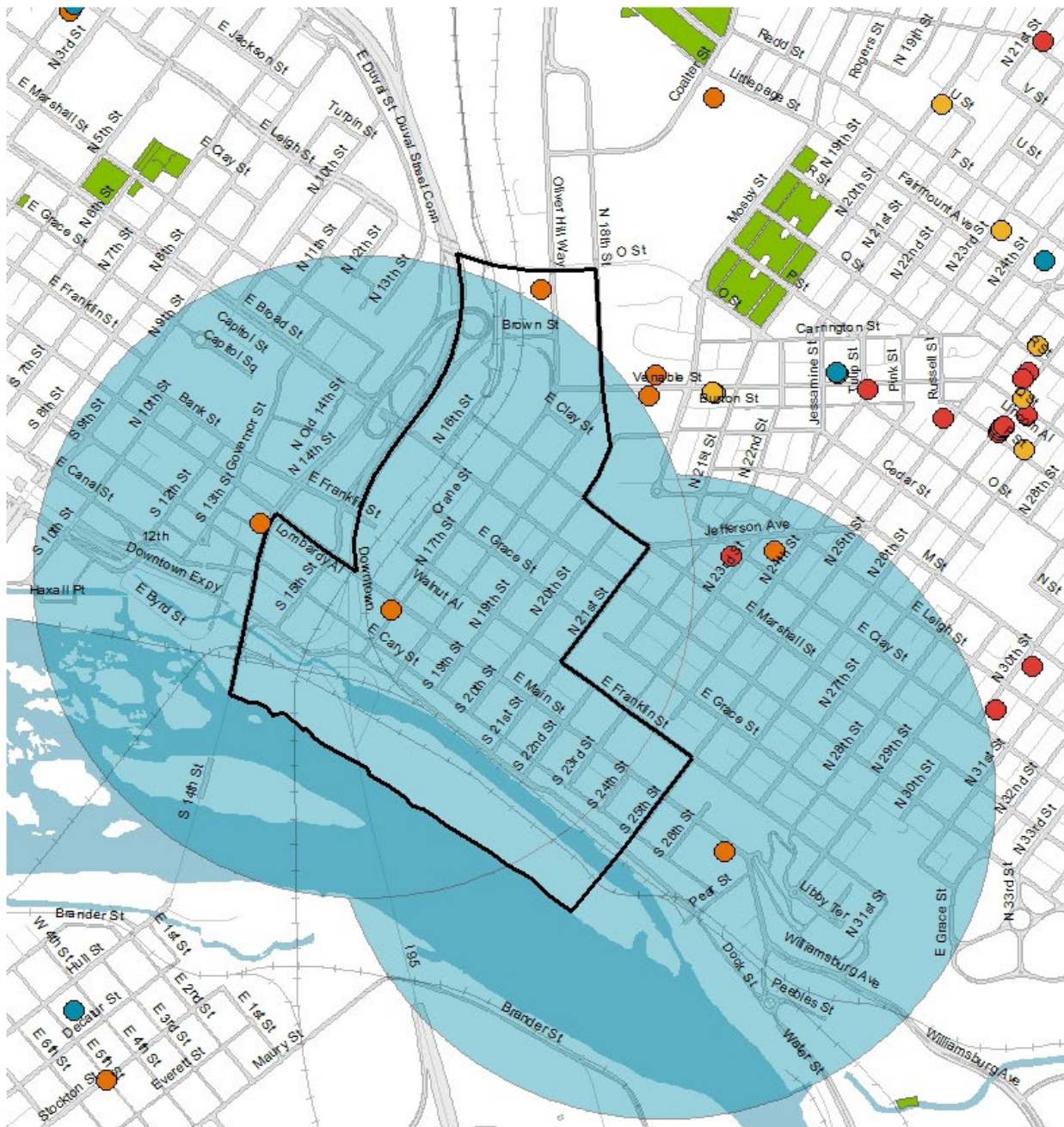
Preserve, expand, and create mixed-income communities and foster the inclusion of increased affordable housing by preserving existing housing units and developing new ones—both rental and owner occupied—throughout the city (R300 Goal 14)

**Objective 7.1:** Develop incentives and policies, and partner with the private sector and non-profits toward improving affordable housing options and inventory, [targeting 60% of the Area Median Income \(AMI\)](#).

**Objective 7.2:** Stabilize residents and businesses that are vulnerable to involuntary displacement due to increasing property values and rents.

Currently, the majority of the housing units in Shockoe, 83%, are renter occupied with an average rent of approximately \$1,300 which is affordable to a single individual making almost \$52,000 annually making them accessible to individuals earning above the 80% Area Median Income. Most housing units are one and two bedroom apartments located in converted tobacco warehouses and larger new buildings. New affordable, ownership, and family oriented units should be added to the housing stock in Shockoe to make the neighborhood accessible to all.





## Affordable Housing

● Affordable Housing Projects

● Community Development Block Grant  
& Home Projects 2015-2020

● Low Income Housing  
Tax Credit Projects 1992-2021

● Maggie Walker Community  
Land Trust Properties

■ Richmond Redevelopment and  
Housing Authority Properties

■ 10 Minute Walk Radius from Pulse Stations

— Shockoe Study  
Area Boundary

## Topic

## 6

**Thriving Environment:** Shockoe is a sustainable and resilient community with healthy air, clean water, and a flourishing ecosystem.

### Goal 8: Clean Water

Improve local water quality and manage the built environment to reduce air pollution and carbon emissions from building and enhance and protect natural assets such as the James River (R300 Goal 16)

**Objective 8.1:** Implement drainage improvements and enhance landscape standards to mitigate the environmental conditions resulting from flooding, heat gain, and poor drainage.

### Goal 9: Resilient and Healthy Communities

Mitigate climate impacts by increasing green space and decreasing carbon emissions while positively, adapting to the effects of a changing climate via RVAgreen 2050, and ensure that all residents have equitable access to nature and a healthy community (R300 Goal 17)

**Objective 9.1:** Improve existing parks and establish new green space.

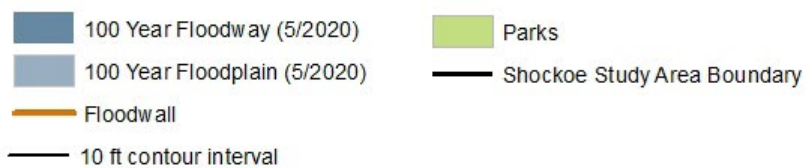
**Objective 9.2:** Increase the tree canopy, where possible.

**Objective 9.3:** Support district-wide energy and water management initiatives.

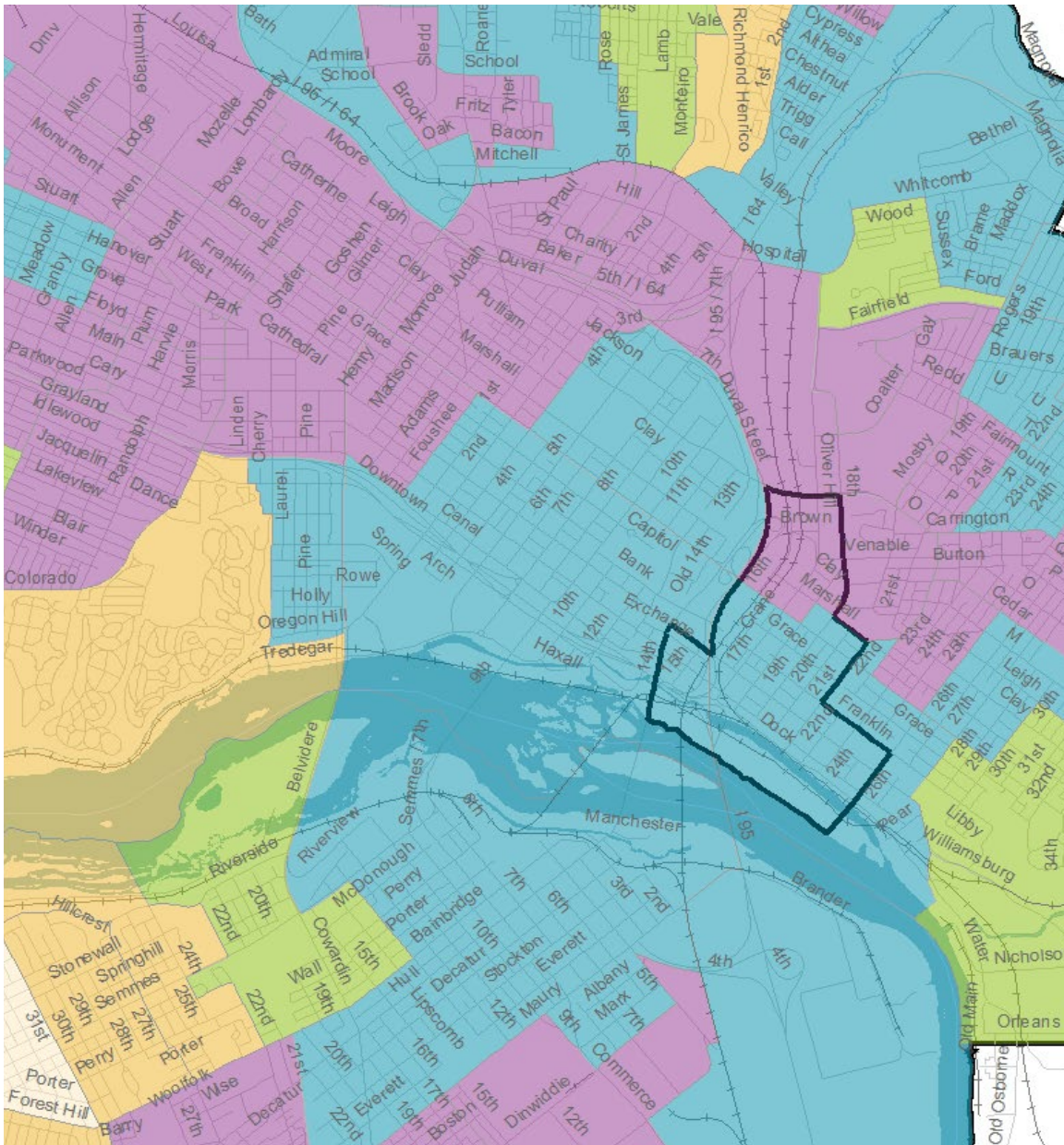
Shockoe is faced with numerous environmental issues that arise from its location at the lowest point in the Shockoe Valley and its industrial past. The area was long impacted by flooding from the James River which was remedied in 1994 with the construction of a floodwall along the river. The Shockoe Creek watershed is the cause of modern flooding in the area. A lack of trees and greenspace have resulted in a high heat index for Shockoe.



## Flood Hazard Areas







## Urban Heat Vulnerability



Large expanses of asphalt paving and few trees and greenspace contribute Shockoe's urban heat vulnerability





## CHAPTER 1

# Introduction





# Background

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It is from Shockoe, that the history of Richmond can be traced from antiquity to the present day. The City's physical, cultural, religious, legislative, and judicial history was formed in Shockoe.

Shockoe is located in what was once the territory of the Powhatan Confederacy of Virginia Indians for thousands of years prior to 1607. It has long been held that the name of the area came from the name of the creek but the Powhatan called the creek – Chyinek. The name, Shockoe, believed to be Algonquian for “of stone,” is thought to refer to the broader place -- not just to the falls or the creek. It was William Byrd II who gave the name “Shaccoe” to his 800-acre plantation on the north bank of the James River and subsequently to the creek which flowed through his property. In 1663, Byrd established a tobacco warehouse on the west side of the creek at Rock Landing, near the present day intersection of Dock and S. 15th Streets. An area east of the creek (17th Street)

was laid out in 1737, and incorporated as a town in 1742. The new town had a population of 250, contained 0.23 square miles, and extended from the James River north to Broad Street and from 17th Street east to 25th Street. In the mid-1800s, Shockoe was one of the largest centers for the domestic trade in enslaved Africans; second only to New Orleans. It was also a transportation and manufacturing center. Throughout its history it has been plagued by floods and the devastation they bring. Fires and floods have reshaped the community numerous times over the past three centuries.

Today, it is home to over 3,300 residents and more than 300 businesses and growing. In the 1980s, to distinguish the two sections of Shockoe, the area west of 14th Street was dubbed “Shockoe Slip” and the area to the east was called “Shockoe Bottom.” The term Shockoe will be used throughout this document because this plan covers portions of both neighborhoods.



Modern view from Taylor's Hill Park with 1863 image overlaid

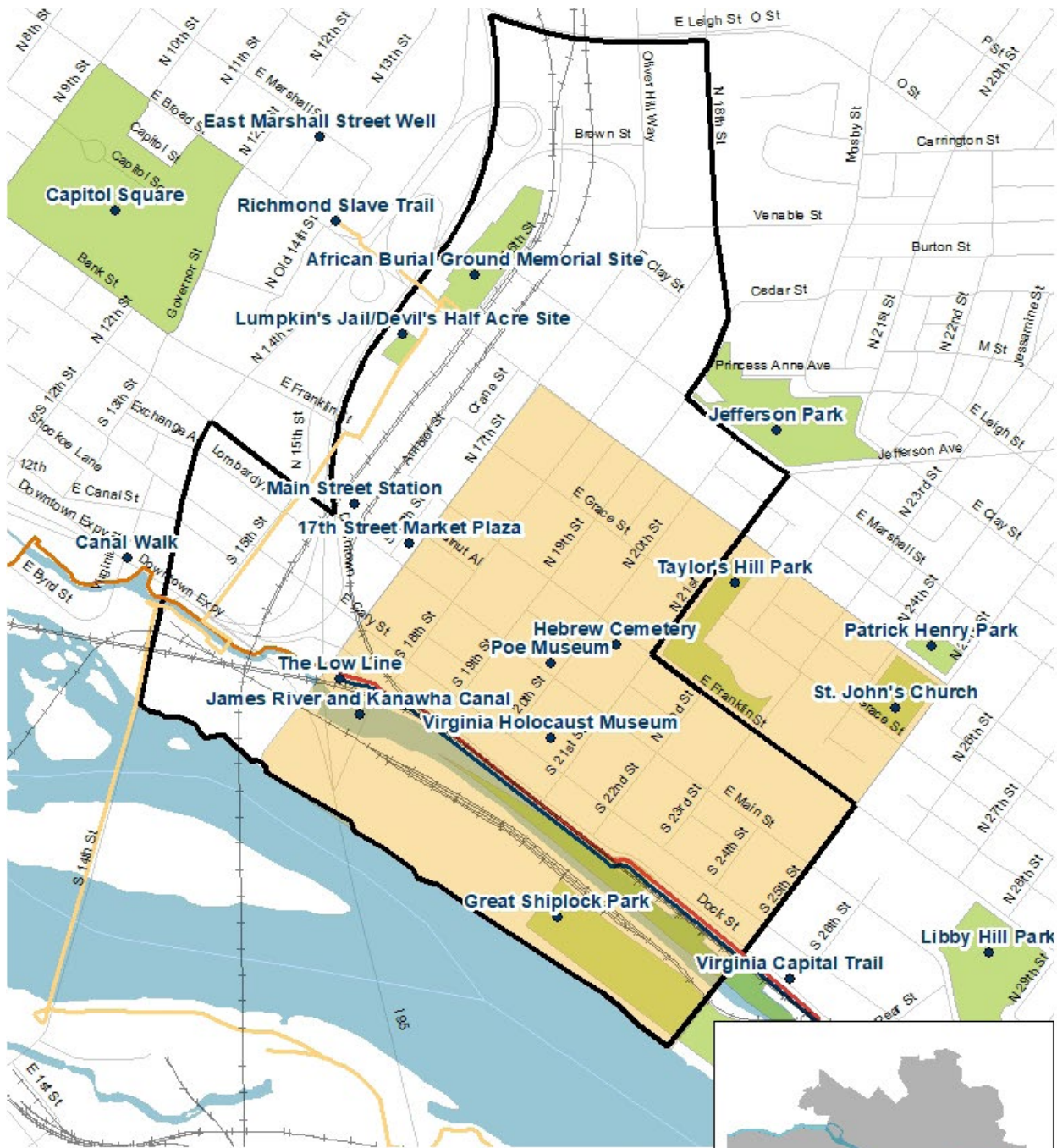
In 2018, the ULI-Rose Fellowship, a collaboration of nationally-recognized urban planners, selected Richmond and Shockoe for an intensive year-long planning study. In their final analysis, the Rose Fellowship visualized Shockoe as a place for understanding the totality of Richmond's complex history -- as a place for redemption and memorialization, and as a place from which all of Richmond's residents can move forward as part of an inclusive community and share in the success of the city. The ideas for a reconciling, inclusive community envisioned by the ULI-Rose Fellowship are brought together in this plan.

The creation of the Shockoe Small Area Plan was guided by the Shockoe Alliance, with support from the office of Mayor Stoney, the office of Deputy Chief Administrative Officer Sharon Ebert, the Department of Planning and Development Review, and the consulting firms of Kimley-Horn and AECOM. The Shockoe Small Area Plan was developed through community engagement and input to guide the growth of Shockoe in a manner that honors the deep and complicated history and creates an atmosphere where all Richmonders can thrive.

## Study Area

The boundaries of the Shockoe Small Area Plan are largely defined by topography, the James River, and Interstate 95, as shown in Figure 1. The study area is located to the east of Downtown in the valley formed by Shockoe Creek at the bases of Church Hill and Union Hill on the east and Shockoe Hill to the west. Specifically, the study area is bound by the James River on the south; 25th, 21st and 17th streets on the east; Franklin, Marshall and Leigh streets on the north; Interstate 95 and 14th Street on the west. The study area contains 235 acres, or 0.37 square miles. The study area includes much of the 1742-boundary of Richmond when it was incorporated as a town. The northeast corner of the 1742-boundary is not included in the Shockoe Study Area because it is separated by topography and is now considered part of Church Hill. The boundary extends to the west to incorporate the location of Byrd's Shockoe Warehouse established in the 1660s, and north into Shockoe Valley, historically known as Butchertown.





## Shockoe Small Area Plan Boundary

- Landmarks
- 1742 Town Boundary
- Shockoe Small Area Plan Boundary
- Canal Walk
- Richmond Slave Trail
- The Low Line
- Virginia Capital Trail



FIGURE 1 // Shockoe Study Area Boundary

## ULI-Rose Fellowship

The Shockoe Small Area Plan is a direct result of the ULI-Rose Fellowship recommendations for Shockoe. The Daniel Rose Fellowship was a collaboration between the Rose Center for Public Leadership, the National League of Cities, and the Urban Land Institute. Each year, the Fellowship selected four cities for a yearlong program of professional development, leadership training, and assistance with a local land use challenge. The City of Richmond was selected for the Class of 2018, the final class of the Rose Fellowship, along with Salt Lake City, Columbus, and Tucson. The Richmond team consisted of Mayor Levar Stoney, Council President Cynthia Newbille, Deputy Chief Administrative Officer of Operations Robert Steidel, and Jane Ferrara, at that time Deputy Senior Director of Economic and Community Development. Ellyn Parker, Public Art Coordinator, served as the project manager, and Jane Milici and Jeffrey Geiger represented ULI Virginia.

In February 2018, a panel of experts from around the country spent four days in Richmond during which they conducted site visits, stakeholder meetings, and community engagement workshops. They provided the City's team with a framework and ideas to start addressing their challenge. Among the recommendations for Shockoe was the need for a Shared Vision. The panel found that the process of unearthing the physical evidence of Richmond's role in the trade in enslaved Africans has elevated the question of how to reconcile its past, present, and future. They suggested that the public process should not be constrained only to commemoration and development of the Lumpkin's Jail/Devil's Half Acre site, and that Richmond needs to have a broader conversation



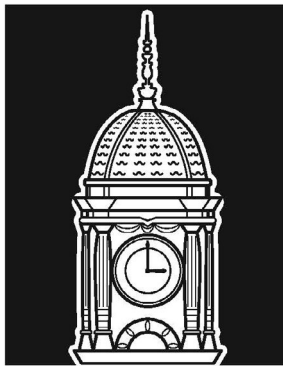
ULI-Rose Fellowship Panel, 2018

### Richmond's ULI-Rose Fellowship Land Use Challenge:

How can Richmond leverage the assets and investments in Shockoe Bottom to create a destination that protects its cultural and historic heritage, encourages economic development and is sustainable?



about truth and reconciliation without a specific site or project in mind. They observed that for Richmond to move forward as an inclusive community, all of its residents need to understand the unvarnished story of its past, and that only then can a conversation about how to tell the story, memorialize the ground, and redeem Shockoe take place. Finally, they stated that for Richmond to reach its full potential, all its residents must share in the success of the city.



## SHOCKOE ALLIANCE

The ULI-Rose Fellowship advocated for the development of an inclusive community engagement strategy. To this end, in the fall of 2018, Mayor Stoney established the Shockoe Alliance to ensure that all Shockoe stakeholders are heard and play a part in creating a Shared Vision. The Alliance began as a 14-member body made up of both citizens and City staff. Their first task, under the guidance of Kimley-Horn, a consulting firm engaged by the City, was to craft Mission and Vision statements that would direct their work. In March 2020, the membership of the Shockoe Alliance expanded to 23 citizen members to capture a more diverse set of voices, as the planning process continued. City staff now serve in an advisory/technical role.

The citizen members of the Shockoe Alliance have dedicatedly served the City for over three years as an advisory body for the creation of the Shockoe Small Area Plan. Their commitment to the process has been exemplary and greatly appreciated. As the City moves from planning to implementation, we will be seeking partners for the development and governance of the Heritage Campus.

## Mission of the Shockoe Alliance

The City of Richmond's Shockoe Alliance is charged with guiding design and implementation of concepts and recommendations for the future of Shockoe as a holistic area rooted in history and informed by those with shared interests to advance these efforts in support of the mission.

The Shockoe Alliance aims to strike a balance between preservation, interpretation, restoration, and development, using Shockoe's wealth of cultural and historical memory to maximize its impact on the contemporary community in the form of economic development, recreation, and education.

## Vision of the Shockoe Alliance

Our vision is to promote awareness and understanding of the significant history of Shockoe through sensitive memorialization, interpretation, preservation, and education, with honesty and authenticity, while embracing the opportunity to define Shockoe as a vital asset of Richmond's cultural heritage, historic character, dynamic growth, and unique sense of place.

## Principles behind the Shockoe Alliance Vision

- A Unique Sense of Place;
- Preservation, Interpretation, Education, and Memorialization of Shockoe's History
- An Equitable Community
- A Safe, Highly-Connected, Efficient, Multi-modal Transportation Network
- A Vibrant, Economically Sustainable, Equitable, and Inclusive Neighborhood



# A Brief History of Shockoe

1600



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

1607

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



1620

Plymouth Colony established in Massachusetts



1619

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

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



## The Legacy of the Byrd Family

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

## 1662

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

## 1680-1705



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



# 1700



## 1775-83

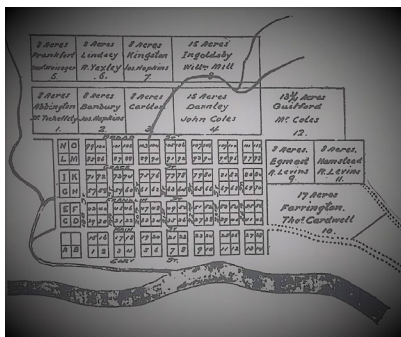
American Revolution

## 1781

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

## 1754-63

French and Indian War



## 1737

Mayo's Plan for Richmond

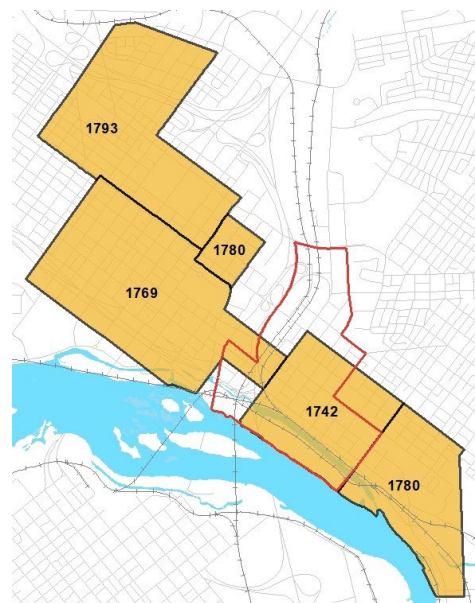
## 1742

Town of Richmond established

Population: 250  
Area: 0.20 square miles

## 1769

Annexion  
Population: 574  
Area 0.74 square miles



1779

Richmond became the third Capital of the Commonwealth of Virginia

1782

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

Town incorporated "to be stiled the city of Richmond"

1789

Beth Shalom, 1st Jewish congregation established in Shockoe

1790

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

1797

Friends Meeting House constructed at 19th and Cary

1778

Virginia General Assembly prohibited the importation of enslaved Africans

1780

First Market established in Shockoe

Annexation  
Population: 684  
Area: 1.08 square miles



1793

Annexation  
Population: 4,354  
Area: 1.49 square miles

1786

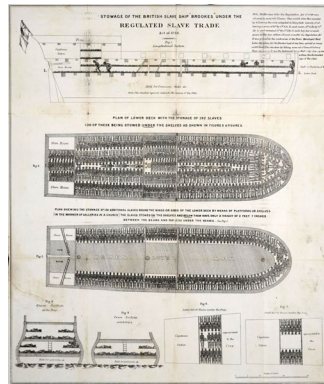
Virginia Assembly enacted the Statute for Religious Freedom which disestablished the Church of England and guaranteed freedom of religion to people of all faiths



1800

1808

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



1812-19

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

1841

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

**Gabriel** was executed at the gallows just north of Broad Street at the “Burial Ground for Negroes” for attempting to organize a mass uprising of enslaved and free Africans at Brookfield Plantation in Henrico County

1810

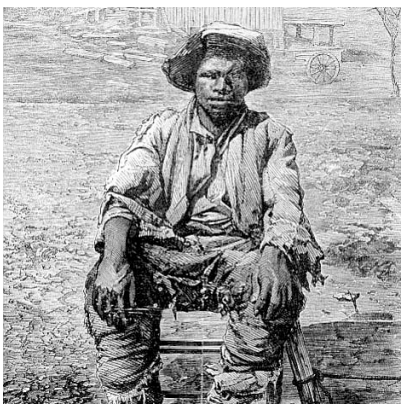
Annexation  
Population: 9,735  
Area: 2.40 square miles

1812-15

War of 1812

1836

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



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



Created by Richmond architect, Burt Pinnock, this recreation of Lumpkin's Jail was drawn from historic records, photographs, and maps

## Ca. 1840-1865

Over 60 traders in enslaved people were operating in or near Shockoe. This does not include the numerous other businesses that supported the trade such as tailors, cobblers, blacksmiths, banks, and insurance companies.

### 1850s/60s

Five major railroads in Richmond

### 1860

Census listed 55 tobacco factories in Shockoe

### 1861-65

American Civil War

## 1867

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

Annexation

Population: 38,710

Area: 4.90 square miles

## 1842

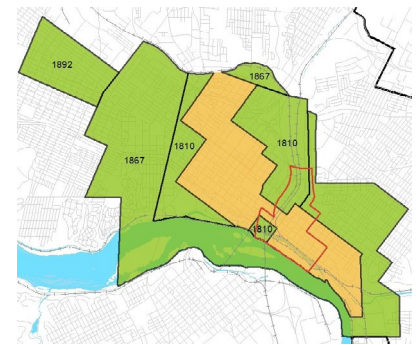
City of Richmond incorporated and chartered

## 1854

Anthony Burns was held for 4 months at Lumpkin's Jail/ Devil's Half Acre. His description published in 1856, in *Anthony Burns: A History by Charles Emery Stevens*, was used to confirm the location of the jail in 2006

## 1863

Emancipation Proclamation

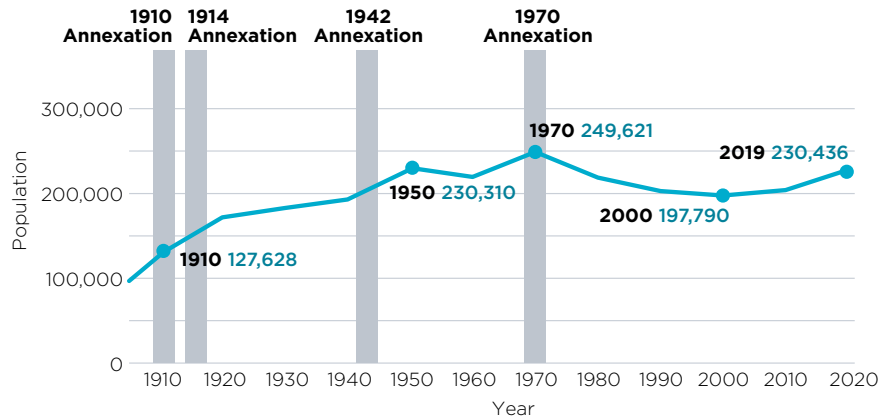


## 1892

Annexation

Population: 81,388





#### Historic Population

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

## 1900 to Present

**1914-18**

World War I

**1929-39**

Great Depression

**1939-45**

World War II

**1950-53**

Korean War

**1910**

Annexation  
Population:  
127,628

**1914**

Annexation

**1923-27**

Shockoe Creek  
channelized

**1949**

Annexation





## 2003, 2008, 2013

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

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



## 1958

Richmond-Petersburg Turnpike Completed

## 1994

Floodwall dedicated

## 2018

Shockoe Alliance established

## 1965-75

Vietnam War

## 1970

Final Annexation  
Population: 249,621  
Area: 62.5 square miles

## 1998

Slave Trail Commission established by City Council

## 2005-2008

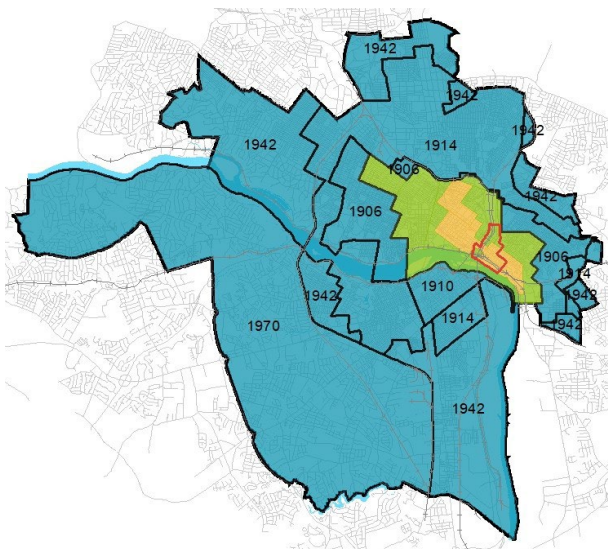
Archaeological investigation of the Lumpkin's Slave Jail/Devil's Half Acre site was conducted

## 2007

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

## 2011

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







## CHAPTER 2

# Planning Process



# Purpose and Process

## Purpose

The Shockoe Small Area Plan is a stand-alone document to guide the growth of Shockoe for the next 16 years, until 2037 when the first plan for Shockoe will be 300 years old. It is also an integral tool in the implementation of the *Pulse Corridor Plan* (2017) and *Richmond 300: A Guide for Growth* (2020). The Shockoe Small Area Plan will bring together the policies and guidance embedded in the *Pulse Corridor Plan*, *Richmond 300*, previous planning efforts, and the recommendations of the ULI-Rose Fellowship.

Like other planning efforts, the Shockoe Small Area Plan is built on a process of community engagement that allows for collective decision making. At its heart, the plan is about guiding physical design and the implementation of design concepts and recommendations, including the expressed goals for creating an innovative space of memorialization, learning, and transformation while protecting the area’s cultural and historic heritage and furthering a vibrant existing neighborhood for residents, businesses, and visitors.

## Planning Process

In 2018, the Shockoe Alliance, in collaboration with Kimley-Horn and the City’s Department of Planning and Development Review, began the process to create a small area plan for Shockoe. The Alliance convened its first public visioning session on April 15, 2019. This meeting identified eleven themes for the plan. The Shockoe Alliance hosted two additional community meetings on July 17 and December 4, 2019, which added action items to each of the themes. There were approximately 570 participants at these meetings, site tours, and on-line, with over 2,070 pieces of data collected.

The public process, including Shockoe Alliance meetings, was interrupted from March to June 2020 by the worldwide COVID-19 pandemic. The Alliance resumed their monthly meetings in June via an electronic meeting platform. Staff continued to work on a draft of the plan which was shared with the Alliance in August 2020. A more refined draft of the plan was presented to the Alliance in February 2021 and the Alliance held a series of smaller more focused topic

### PLANNING PRECEDENTS



driven meetings in March and April. The draft plan was presented at a series of meetings during the summer of 2021 and refined again based on comments received. The final Shockoe Small Area Plan will be incorporated into, and amend, *Richmond 300* and is scheduled to be adopted by City Council in the winter of 2021.

## History of Planning in Shockoe

There have been numerous plans and planning studies specific to, or incorporating, Shockoe that have focused on its many unique qualities and challenges. Each of the plans and studies have contributed greatly to the current planning process for Shockoe by providing in-depth analysis in specialized areas. Below is a list of the more recent and relevant plans, studies, and concepts for Shockoe (the plans marked with an asterisk [\*] were included in the ULI analysis):

### Plans adopted by Richmond City Council:

- Shockoe Bottom Land Use and Development Strategy (January 2000)
- Master Plan Richmond 2000-2020 (January 2001)
- Richmond Downtown Plan (July 2009)
- Richmond Bicycle Master Plan (2011)
- Richmond Riverfront Plan (November 2012, Downriver Riverfront Plan amendment September 2017)
- RVAgreen A Roadmap to Sustainability (2012)
- Richmond Connects: Richmond Strategic Multimodal Transportation Plan (July 2013)
- RVAgreen 2025 (expands on 2012 plan)
- Pulse Corridor Plan (July 2017) \*
- Richmond 300 (December 2020)

### Studies and Site Plans prepared for the City:

- Archaeological Data Recovery Investigation of the Lumpkin's Slave Jail Site (2010)
- Shockoe Economic Revitalization Strategy (2011)\*
- Cultural Context and Thematic Study/Dutton

Report (2014)

- Richmond Speaks (2016, Lord Cultural Resources)
- SmithGroup Lumpkin's Jail/Devil's Half Acre Site Plan (2018) \*
- DESMAN Parking Study for *Richmond 300* (2018-2019)
- Shockoe Valley Streets Improvement Project (on-going, 30% design plans conceptually approved by the Urban Design Committee and the Planning Commission)

### Independent Plans and Studies:

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

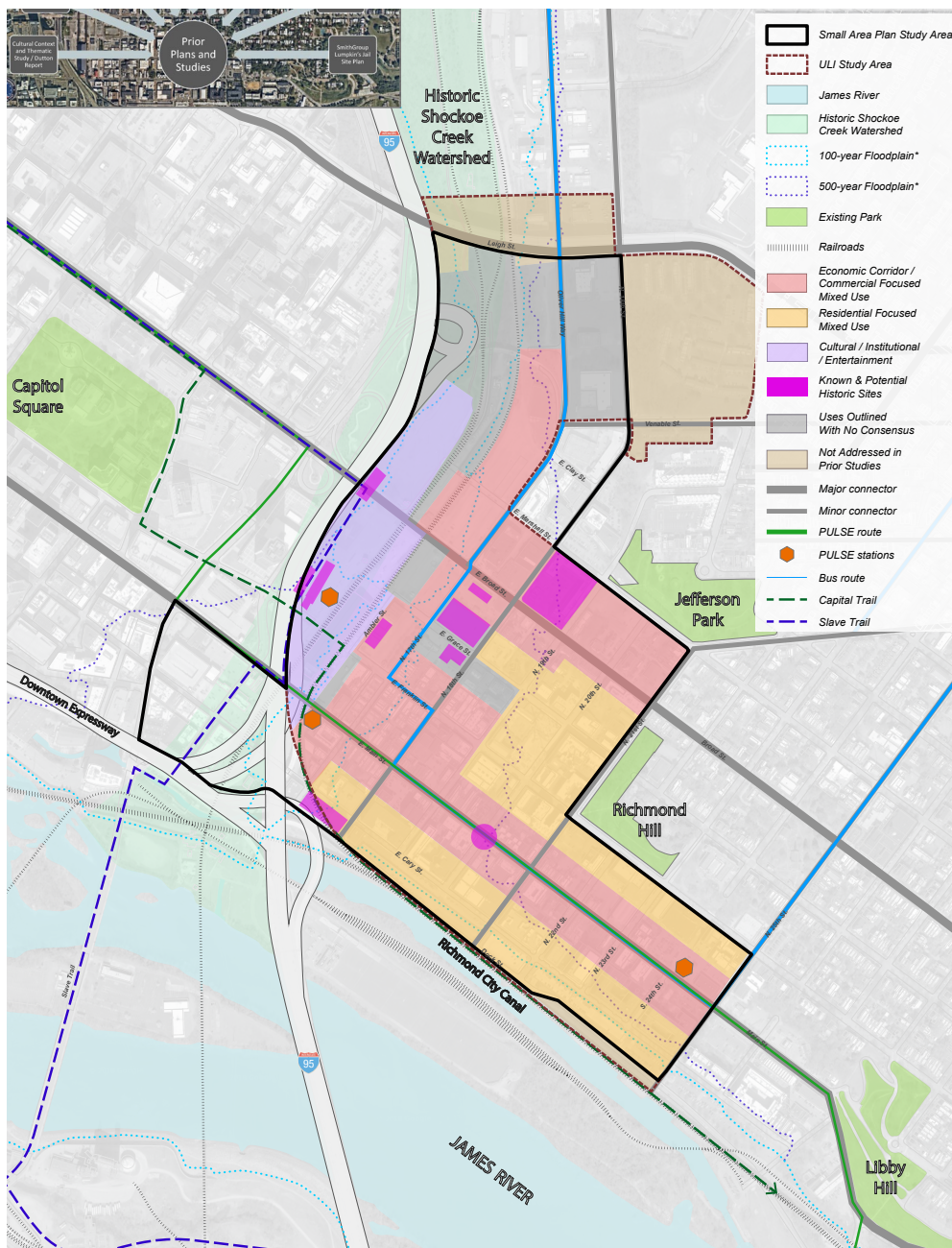
## ULI Plan Analysis

As part of the Rose Fellowship process, the Urban Land Institute (ULI) synthesized nine existing plans, concepts, and proposals for Shockoe to find shared elements and conflicts, see Figure 2. The documents reviewed included four plans adopted by City Council, an Economic Revitalization Strategy commissioned by the City, a major street project, plans for the Lumpkin's Jail/Devil's Half Acre site, a citizen plan for a Memorial Park, and a cultural resource study. The four documents on the previous page marked by an asterisk [\*] were evaluated in more detail. The boundaries and topics varied among these documents but they shared common themes and patterns. Education and interpretive history were identified as the hub around which all other planning elements should revolve.



“Richmond’s history began in Shockoe. This place tells the globally-significant and complex American story of the contradictions between the ideal of personal freedom, the reality of American slavery, and the struggle for economic justice. Over the centuries the area has evolved, buffeted by social, cultural, and economic forces; and yet, it endures as a testament to the power of place that must be preserved and protected for the future.”

ULI



## Recurring Themes

- Historical and Cultural Assets
- Land Use
- Zoning
- Economic Development
- Connectivity/ Access
- Housing
- Infrastructure

FIGURE 2 // Plan Analysis Map prepared by ULI

# Planning Themes and Topics

The Shockoe Small Area planning process synthesized the principles and visions of the Pulse Corridor and Richmond 300 plans, the themes and patterns identified by the ULI, and the recommendations of the ULI-Rose Fellowship. Through this process, and with public dialogue, eight common themes were identified to guide the development of goals, objectives and implementation strategies for Shockoe.

## Pulse Corridor Plan

The *Pulse Corridor Plan* adopted six guiding principles of Transit-Oriented Development (TOD) to guide the goals and recommendations contained in the plan. These principles were further refined and informed through public consultation.

- **Mixed-Use** Housing, employment, entertainment, and daily needs are near each station area. Mixed-use can be vertical (contained a single building) or horizontal (contained in adjacent buildings) within a neighborhood context.
- **Viable Transportation Options** Walking and biking to accomplish everyday tasks is an option for people living and working near station areas.
- **Dense, Compact Development** New buildings are taller and larger in the Pulse Corridor to add housing and jobs to create a more walkable and vibrant area.
- **Historic Preservation** Retaining existing historic buildings is a priority. Smaller historic buildings add to a diversity of style and use along the Corridor.
- **Transit Access** Individuals have easy access to the Pulse and to the local transit network, enabling fewer or no car trips.
- **Connectivity** A well-connected street grid and transit network is the glue that leads to successful Transit-Oriented Development.

## Richmond 300: A Guide to Growth

Richmond 300 developed five topic visions that will guide how the city should physically grow over the next 20 years. These topic visions were developed through a variety of public engagement tools.

- **High-Quality Places** Richmond is a well-designed city of communities interconnected by a network of Nodes, public facilities, and open spaces providing services to residents, businesses, and visitors.
- **Equitable Transportation** Richmond prioritizes the movement of people over the movement of vehicles through a safe, reliable, equitable, and sustainable transportation network.
- **Diverse Economy** Richmond is home to a variety of businesses and industries that offer opportunities for quality employment and capital investment.
- **Inclusive Housing** Richmond is a city where all people can access quality housing choices.
- **Thriving Environment** Richmond is a sustainable and resilient city with healthy air, clean water and a flourishing ecosystem.

### Shockoe Small Area Plan

↑  
Richmond 300

↑  
Pulse Corridor Plan





CHAPTER 3

# Shockoe Small Area Plan



# Vision for Shockoe

The name Shockoe Bottom is a modern appellation from the 1980s and has evolved to be identified with a fairly limited geographic area representing a portion of the once contiguous neighborhood and its historic boundaries. The term Shockoe will be used throughout the Small Area Plan to reinforce the notion of a larger, cohesive, and functional neighborhood.

The Vision Statement for Shockoe represents the highest priority goals and aspirations to guide its future. The Vision is derived from five principles for guidance related to physical design and supportive policies working together to achieve the ultimate goals.

The Shockoe Small Area Plan is essentially three documents in one. It is a stand-alone planning document to guide future development in the study area. It is the implementing document for two of the station areas included in the *Pulse Corridor Plan*. Lastly, it is an implementation tool for the Shockoe Priority Growth Node identified in *Richmond 300*. The Shockoe node is one of five, Downtown sub-nodes. “Nodes are places in Richmond where people and jobs are today and continue to grow into the future. Nodes are the places of convergence of many uses and include offices, shopping, housing, and/or public gathering places as well as access to multiple modes of transportation.” Priority Growth Nodes are places where the city is encouraging the most significant growth in population and development over the next 20 years. Shockoe certainly meets the criteria for a node as a place where many uses and transportation converge and with 44 acres of vacant or underdeveloped land it can certainly accommodate growth. However, the challenge will be how to encourage and support growth while respecting the unique historic character of the area, telling the full story of Richmond’s past, and incorporating social justice and equity into the decision making process.

## Shockoe’s Vision:

In 2037, Shockoe is a welcoming, inclusive, diverse, innovative, equitable, and thriving community; honoring and commemorating its past and ensuring a high quality of life for all.

## Principles Behind the Vision

- **A Unique Sense of Place:** Shockoe highlights the significant stories and history through artful, sensitive, and community-driven methods that create engaging public spaces for unstructured and programmed community gatherings; develops a mix of uses for an active, live-work-play neighborhood; fosters high-quality architecture and site design that integrates the historic character of the place, is appropriately scaled, with forward-thinking design that is uniquely Richmond; and establishes an urban form that is both authentic and unique to the place.
- **An Equitable Community:** Shockoe includes an equitable mix of market-rate, workforce, and affordable housing types with a range of options for homeownership and rental lifestyles; and fosters a mix of incomes and a diverse, inclusive, multi-generational community.
- **An Environmentally Sustainable Community:** Shockoe is adapted to the watershed; considers the opportunities and challenges it presents in a modern urban environment; develops as an historical, eco-district that is intentional in its design to be healthful, clean, and beautiful; and is an innovative center for clean air and water practices and technologies.



- **A Safe, Highly-Connected, Efficient, Multi-modal Transportation Network:** Shockoe establishes a safe, highly-connected, pedestrian-centered community that integrates reliable, efficient transit options; integrates public amenities with strong connectivity to the Riverfront, open spaces, residential neighborhoods, and local destinations; and aligns land use with multi-modal transportation solutions.
- **A Vibrant, Economically Equitable and Inclusive Neighborhood:** Shockoe creates a destination for new business and promotes the growth of existing businesses; attracts a mix of compatible and complementary uses to create a center with a variety of housing, services, retail, office and entertainment uses to attract residents and businesses; maximizes efficient land use through integrated parking solutions and reduces the number of surface parking lots; provides opportunities for culturally-significant development to flourish in Shockoe; and enhance economic development with community assets such as museums, public art, memorials, walking tours, cultural programs, and other interpretive elements.

## Organization of the Plan

As an implementation tool for *Richmond 300*, the Shockoe Small Area Plan will be organized around the five *Richmond 300* topics plus the topic of History and Culture. History and Culture was added as a separate topic because it is of fundamental importance to the future vision for Shockoe. This planning document will be organized by the following six topics. The eight themes, identified in the Shockoe public meetings, are shown in parentheses.

- **Topic 1:** History and Culture (History and Culture)
- **Topic 2:** High-Quality Places (Placemaking, Land Use, Public Safety)
- **Topic 3:** Equitable Transportation (Transportation)
- **Topic 4:** Diverse Economy (Economic Vitality and Sustainability)

- **Topic 5:** Inclusive Housing (Equitable and Inclusive)
- **Topic 6:** Thriving Environment (Infrastructure and Environment)

The six topics are critical to the success of the plan through stakeholder and community engagement, and as such, are of equal importance and dependent upon one another to achieve the Vision. Under each of the topics is a secondary vision statement. With the exception of the vision statement for History and Culture which was crafted by the Shockoe Alliance, all of the other topic vision statements are drawn directly from *Richmond 300*. They have been modified slightly to fit Shockoe. The Topic Vision Statements are supported by a series of goals, objectives, and strategies. Each of the goals and objectives builds upon and are in alignment with those found in the *Pulse Corridor Plan* and *Richmond 300*. Those relationships are identified within the Plan for reference and to reinforce the importance of coordinated planning efforts by the City and the community.

- **Goal:** Broad, long-term aim that defines fulfillment of the Vision
- **Objective:** Specific, quantifiable, realistic targets that measure the accomplishment of the goal
- **Strategy:** Broad activity required to achieve an objective, create a critical condition, or overcome a barrier

The Small Area Plan is composed of two sections -- Physical Planning and Design Improvements, and Implementation Strategies. Physical Planning and Design improvements represent changes to physical form and built solutions that improve the appearance, function, and design aesthetic to achieve the vision for Shockoe.

Implementation Strategies relate to actionable items associated with coordinated policies, codes, branding, and economic development to support and promote the creation of a cohesive neighborhood that addresses the key vision statements, goals, and objectives.



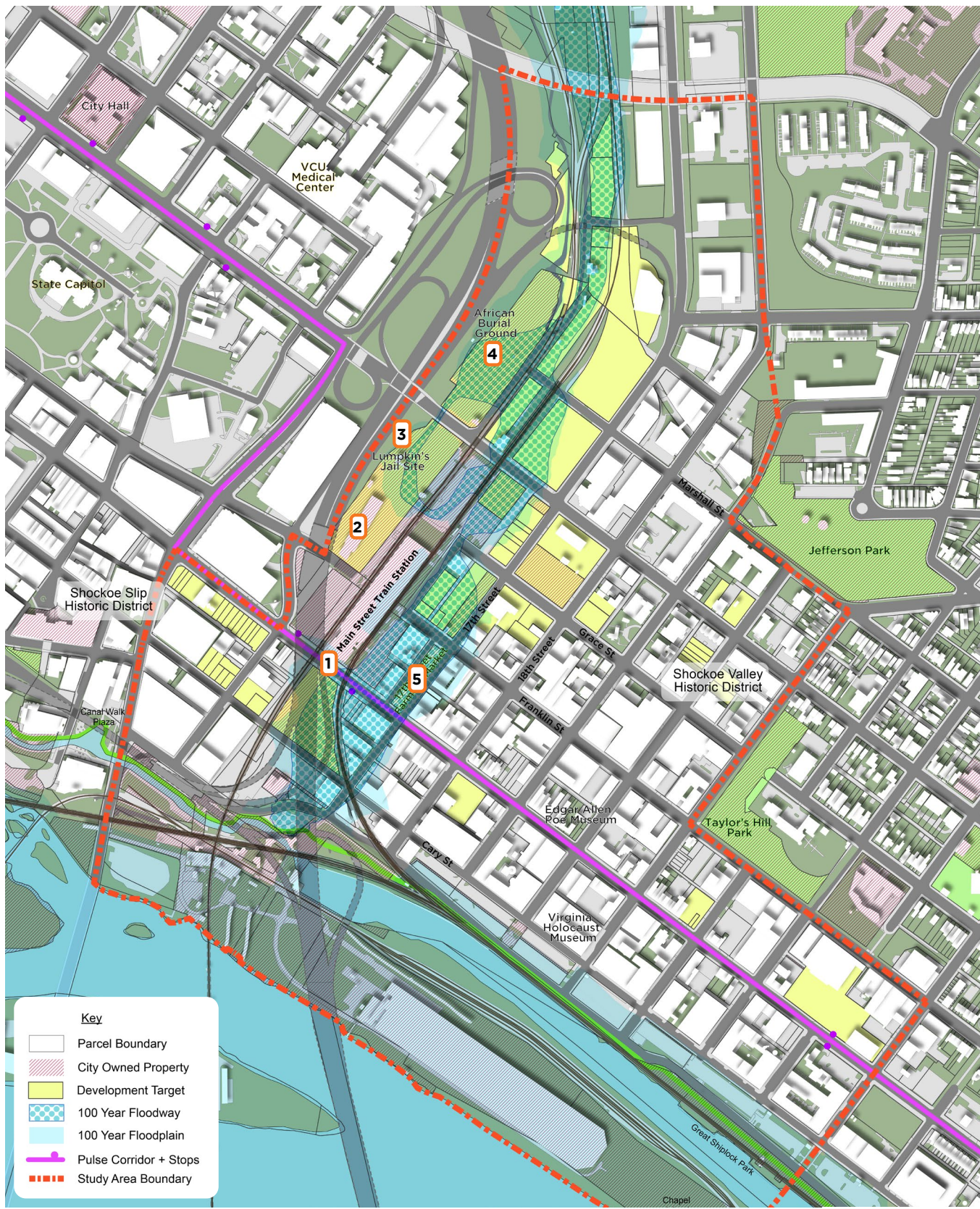
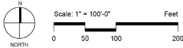


FIGURE 3 // Existing Conditions Map

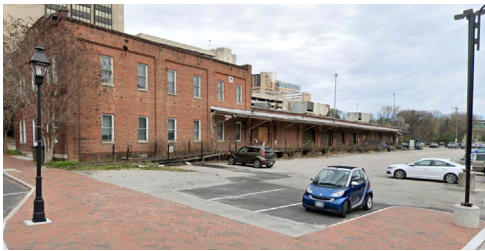




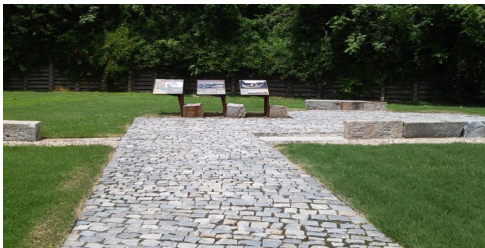
## Key Site Elements



1 Main Street Station



2 Historic Seaboard Building



3 Lumpkin's Jail Site



4 African Burial Ground Memorial Site



5 17th Street Market Plaza

Many of the priorities cross over from physical improvements to implementation strategies, and are supportive of one another. Most, if not all, could be characterized as important to the overall goal of establishing an identity that is uniquely Shockoe. There are many layers of action items to be identified and described within each specific priority, requiring the work of the Shockoe Alliance, the City, and community partners moving forward toward realizing the vision of the Small Area Plan.

## Existing Conditions

The existing conditions in Shockoe are illustrated in Figure 3 and key site elements are shown in photographs on this page.

### History & Culture

Shockoe reflects the significant role it has played throughout Richmond's history. A dominant element that unites the Shockoe area are its historic assets. Shockoe contains many of the oldest buildings in the City; and though many of Shockoe's earliest buildings have been replaced, the area still contains numerous examples of [eighteenth](#), nineteenth, and early-twentieth-century architecture. Some of the most notable historic assets are associated with one of Richmond's darkest eras, the domestic trade in enslaved Africans. The 17th Street Market Plaza, which was the site of the City's "First Market" since the 1780s; the African Burial Ground, circa 1750 to 1799; and the nineteenth-century-era Lumpkin's Slave Jail site, which was partially excavated in 2008. Chapter 4, "History and Culture," takes a deeper look into these topics.

### Urban Design

Another element that defines Shockoe's physical environment is the character of the buildings and streetscape. The diversity of building types in Shockoe, especially along E. Main Street with its businesses, shops and retail storefronts, give it the feeling of a small town located in the heart of a modern city. Shockoe's buildings range

from 2- to 3-story brick buildings in the center with 4- to 6-story buildings on its periphery, and a few, 8-story buildings south of E. Main Street. Cobblestone streets, brick sidewalks, and decorative streetlamps punctuate much of Shockoe's streetscape. Tobacco Row, Shockoe's industrial core, is architecturally dominated by buildings once tied to the storage and processing of tobacco. A lack of way-finding, boundary signage, or unified area branding, however, detracts from a sense of place in the area. Strategies for placemaking can be found in Chapter 5, "High-Quality Places."

### **Transportation**

Shockoe has been a transportation hub for much of its history, including travel by river, canal, rail, and interstate highway. Today, Main Street Station is the area's most iconic building. The Seaboard building, the only surviving freight depot in the area, is located directly west of Main Street Station. The elevated train tracks adjacent to Main Street Station, visually separate the neighborhood, and the multi-lane I-95 highway defines the character of western portion of the area. Though Shockoe's original street grid remains, it is not pedestrian-friendly because of a lack of shading, vacant storefronts, and some areas where sidewalks are missing or damaged. Furthermore, much of Shockoe's landscape is dominated by surface parking lots, especially, west of 19th Street and north of E. Main Street. Shockoe has some pedestrian- and bike-friendly infrastructure, including the Low Line, the Virginia Capital Trail, and bike lanes on a few streets. Connectivity is enhanced through two GRTC Pulse stops in Shockoe and a few less frequent GRTC routes on Main and Broad streets. The Virginia Capital Trail, a 52-mile multi-use bike green-way that connects Richmond's Capital Building to Jamestown, the site of Virginia's first Capital. Transportation-related goals are elaborated on in Chapter 6, "Equitable Transportation."

### **Economy**

Though Shockoe's population has more than tripled between 2000 and 2019, the number

of employees still outnumbers residents in the district. Shockoe is home to many different businesses, with the largest sector being dining and drinking establishments. Once a thriving residential neighborhood in the 1700, 1800, and early-1900s, Shockoe's many dwellings were razed and the land converted to industrial and commercial uses, or parking lots. Shockoe's long history as an industrial center has resulted in pockets of M-1 Light Industrial and M-2 Heavy Industrial zoning, which allow for incompatible new development and numerous rezoning requests. A number of nightclubs in the area, which operate under conditional use permits, are perceived as contributing to criminal activity in the area and policing methods that contribute to a sense of insecurity. Many former industrial buildings have been converted to apartment buildings meaning that the most predominant housing type in the area is large multi-family buildings with 50 or more units. Learn more about these topics in Chapter 7, "Diverse Economy," and Chapter 8, "Inclusive Housing."

### **Environment**

The environmental quality in Shockoe has long been problematic. The low-lying topography of the area has always been an issue; as the lowest point in the Shockoe Creek Watershed, floods throughout Richmond's history have resulted in loss of life, infrastructure, and millions of dollars in damages in Shockoe. Since much of the area is located within FEMA's 100- and 500-Year Floodplain, and because climate change will increase the intensity and frequency of floods, mitigating and controlling the effect of floods in Shockoe will be of the utmost importance going forward. Climate change will also continue to increase the impacts of the urban heat island effect in the area. Shockoe's landscape is dominated by impervious surfaces, such as parking lots, and seriously lacks green-space and a tree canopy. Consequently, Shockoe is one of the most heat-vulnerable areas in the entire City. Goals for increasing Shockoe's environmental quality are found in Chapter 9, "Thriving Environment."



## Small Area Plan

The illustrative plans, that follow, aim to visually describe the goals and objectives set forth elsewhere in the Shockoe Small Area Plan. They address such issues as where and to what intensity infill development should take place and the relationship between open space and other aspects of the area which are key factors in the plan's framework.

The proposed Campus contains a number of historic and culturally sensitive features so the plan is focused on this area. The plan envisions, as illustrated in Figure 4, how to

connect these elements in a thoughtful and respectful manner. It is also important that the Campus has a cohesive design that relates to the larger Shockoe neighborhood and the City of Richmond. A strong pedestrian connection through the Campus to Broad Street, Main Street and to the trails along the Riverfront are key to the plan's structure.

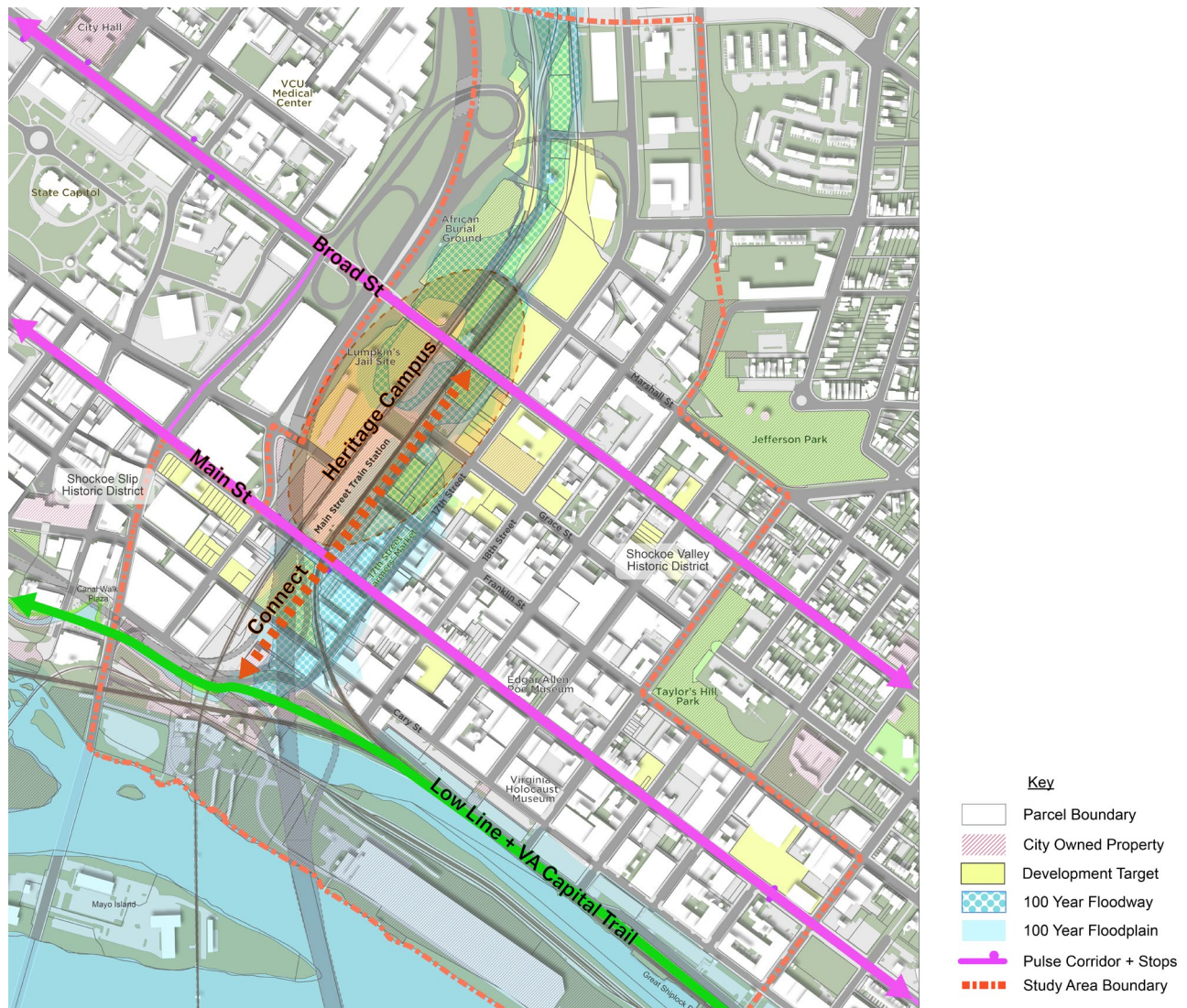


FIGURE 4 // Important Connections Map





FIGURE 5 // Small Area Plan with Architectural Elements



## Architectural Elements



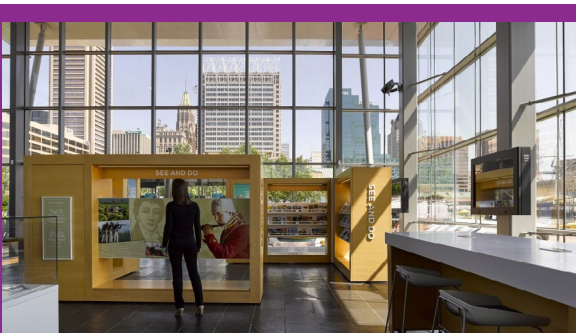
1

Museum on Lumpkin's Jail Site



2

Minority business incubator/maker space in Historic Seaboard Building



3

Visitor center and exhibit space on ground floor with affordable housing on floors above



Interpretative elements for archaeological sites



4

Automated parking garage over ground floor outdoor market





## Architectural Elements

Placement of architectural elements in the plan were dictated by two main forces. The first was the relationship to both existing historic and cultural sites, and other proposed cultural amenities. The second being the relationship to the floodway that winds its way through much of the underdeveloped land and is very difficult on which to build. Images on page 61 and Figure 5 show possible concepts for new architectural elements,.

### Museum on Lumpkin's Jail Site

A museum is currently planned on the former Lumpkin's Jail/Devil's Half Acre site. It is envisioned to house an exhibit of the archaeological site on the Museum's ground floor. How this building interacts with the floodway and how large a footprint it covers will be determined as the design process continues in the future.

### Seaboard Building

The historic seaboard building currently houses a number of administrative functions for Main Street Station. This could continue to be the case in the future, or it could be renovated to house a variety of community function such as a maker space or minority, small business incubator.

### Automated Parking Garage

The City of Richmond currently plans to build an automated parking garage near Main Street Station in the floodway. [The parking garage will include free, secure, ground level indoor parking for bicycles.](#) The ground floor of this garage could potentially house a sheltered outdoor market as an extension of the space on 17th Street. This space could serve the market users during inclement or uncomfortably warm weather.

### Affordable Housing Development and Public Space

A multi-family residential building could potentially be built on the southwest corner of Broad and 17th Streets. The ground floor of this building could activate the proposed Shockoe Plaza with a visitor center, exhibit space related to the archaeological sites on the property, or a restaurant with outdoor seating.

## Open Space Elements

Like the architectural elements, the placement of open space elements in the plan, illustrated by a series of images on page 65 and in Figure 6, were dictated by two main forces -- existing historic and cultural sites and proposed cultural amenities, and the relationship to the floodway.

### Shockoe Bottom Memorial Park

In 2016, the Center for Design Engagement (CDE) prepared a design proposal for the Shockoe Bottom Memorial Park. This design was the culmination of nearly a decade of community engagement lead by the Sacred Ground Historical Reclamation Project. More information on Shockoe Bottom Memorial Park and its many components is documented in a report titled *A Community Proposal for Shockoe Bottom Memorial Park* (<https://www.sacredgroundproject.net/p/blog-page.html>).

A central focus of the Memorial Park is the African Burial Ground [Memorial site](#), which is sacred space and must be treated differently than other parts of the area. [This is the site chosen by the community to honor the African Burial Ground which existed nearby from ca 1750-1799 to 1816 as the only municipal burial ground for free and enslaved Africans in the City of Richmond. Like many other significant and sacred sites, such as the Shockoe Hill African Burial Ground, Shockoe Valley, Navy Hill, and Jackson Ward, associated with Richmond's black residence, the burial ground was desecrated by early municipal projects and buried over during the construction of I-95.](#) The final appearance of this space will be determined by a careful design process involving key stakeholder input. This sacred space should be treated with reverence and respect, and its relationship with the rest of the park will be key to properly honoring the importance, weight, and history of the space.

Additional elements of the Memorial Park which would be agreed upon in a future design process could include a main lawn, walking paths and trails, gardens, and a small waterway symbolizing the historic Shockoe Creek, which existed on this land before it was rerouted through stormwater pipes.

A number of design features more thoroughly addressed in the CDE document, include:

- The Grove of Light, which consists of light columns featuring historically significant imagery designed to make Shockoe visible up and down Broad Street, from passing Amtrak trains, and from I-95;
- Space for group gathering and performance; and
- An Interpretive and interactive wall of historic information and imagery.





FIGURE 6 // Small Area Plan with Open Space Elements



## Open Space Elements



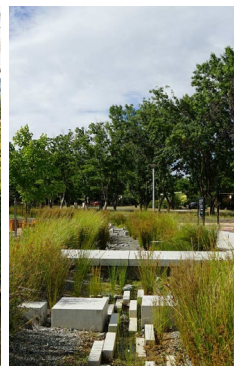
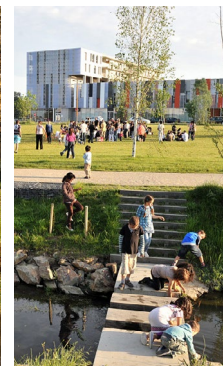
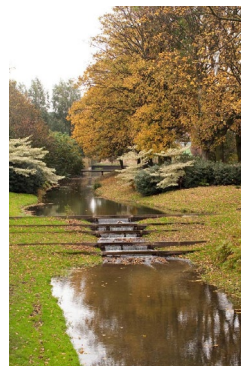
**1** Bright and inviting linear park under I-95



**2** Shockoe Square



**3** Outdoor market space



**4** African Burial Ground Memorial, Reflection Lawn and symbolized Shockoe Creek



**5** Stormwater sculpture garden and retention area



Additionally there are elements illustrated in these graphics that could be included in a successful plaza design, such as:

- Trees and other shading-devices to provide comfort during warmer months of the year;
- Comfortable seating; and
- An active building fronting on the plaza that could house a visitor center or exhibit space relating to archaeological findings on the site

### **Shockoe Square**

Shockoe Square, illustrated in Figure 7, is a defining outdoor feature of this plan and creates a gateway into the Campus from Broad Street. What has been conceptualized in this document is meant to build on the design developed by CDE, the Sacred Ground Historical Reclamation Project, and the community.

Designing Shockoe Square will be a delicate balancing act between providing a welcoming public square and gathering space to the community while also honoring the enslaved peoples and telling the horrible history of this location.

### **Outdoor Market Space**

A pedestrian plaza connecting the 17th Street Market Plaza with Shockoe Square is envisioned in these plans. This plaza could serve as overflow space for the existing market or could also be utilized for other outdoor uses at a future date.

A pedestrian plaza could also be a feature of the historic Seaboard Building once it is renovated. This space would be designed to best serve the building's future use, whether that be associated with the train station or a potential small business incubator for minority businesses.

### **Stormwater Sculpture Garden and Retention Park**

In the long term the land between the railroad tracks north of Broad Street could perform a necessary stormwater management function for Shockoe. This sizable amount of land

could be designed in a way to better control and filter stormwater. This area could also be multi-functional providing walking trails and a sculpture garden within the stormwater park, creating a place of reflection amid a native plant landscape while performing as a necessary piece of green infrastructure.

### **Linear Park Under I-95**

Major objectives of the Shockoe Small Area Plan include establishing new green space and improving multi-modal connections. A linear park under I-95 would accomplish both by connecting the Riverfront trails and Canal Walk at the south, with the cultural elements of Shockoe to the north. This space is currently dark, disorienting, and under-utilized but has many layers of history and infrastructure weaving through it, as seen in Figures 8, 9 and 10.

A linear park design for this site calls for a number of elements, including a wide shared-use path winding between the columns. Other supporting elements that would contribute to a successful space would include:

- Lighting and colorful site furnishings to brighten up the space.
- Shade loving native plants could soften the cold concrete and steel of the highway overhead.
- Stormwater could be celebrated and used by the plants in rain garden planters.
- Proper way-finding elements would help to orient people traveling through the space.
- Finally it would be a missed opportunity if Richmond did not tap into its local talent to design and implement a series of murals or sculptures to activate the space and brighten the concrete highway columns.

In the end a much needed connection, as well as an activated outdoor space for the community could be created, as seen in Figures 8, 9, and 10.



FIGURE 7 // **Rendered Illustration of Shockoe Square viewed from Broad Street**



Shockoe Square Existing Conditions

“Shockoe Square would be the new gateway into the Shockoe Bottom memorial sites and would be the place where visitors and Richmonders can gather to start their explorations of the history of Shockoe Bottom, to begin walking tours, to hear music and drama performances, view outdoor films, and to learn of public art projects and other historic landmarking efforts around the city. As important as Shockoe Bottom is, the trade in human beings shaped virtually every area of the city; we hope the Shockoe Bottom Memorial Park will be seen and experienced as the center of a citywide effort to re-present Richmond’s past.”

*-A Community Proposal for Shockoe Bottom Memorial Park*





Existing Condition under I-95



FIGURE 8 // Diagram of Linear Park under I-95





FIGURE 9 // **Linear Park under I-95**



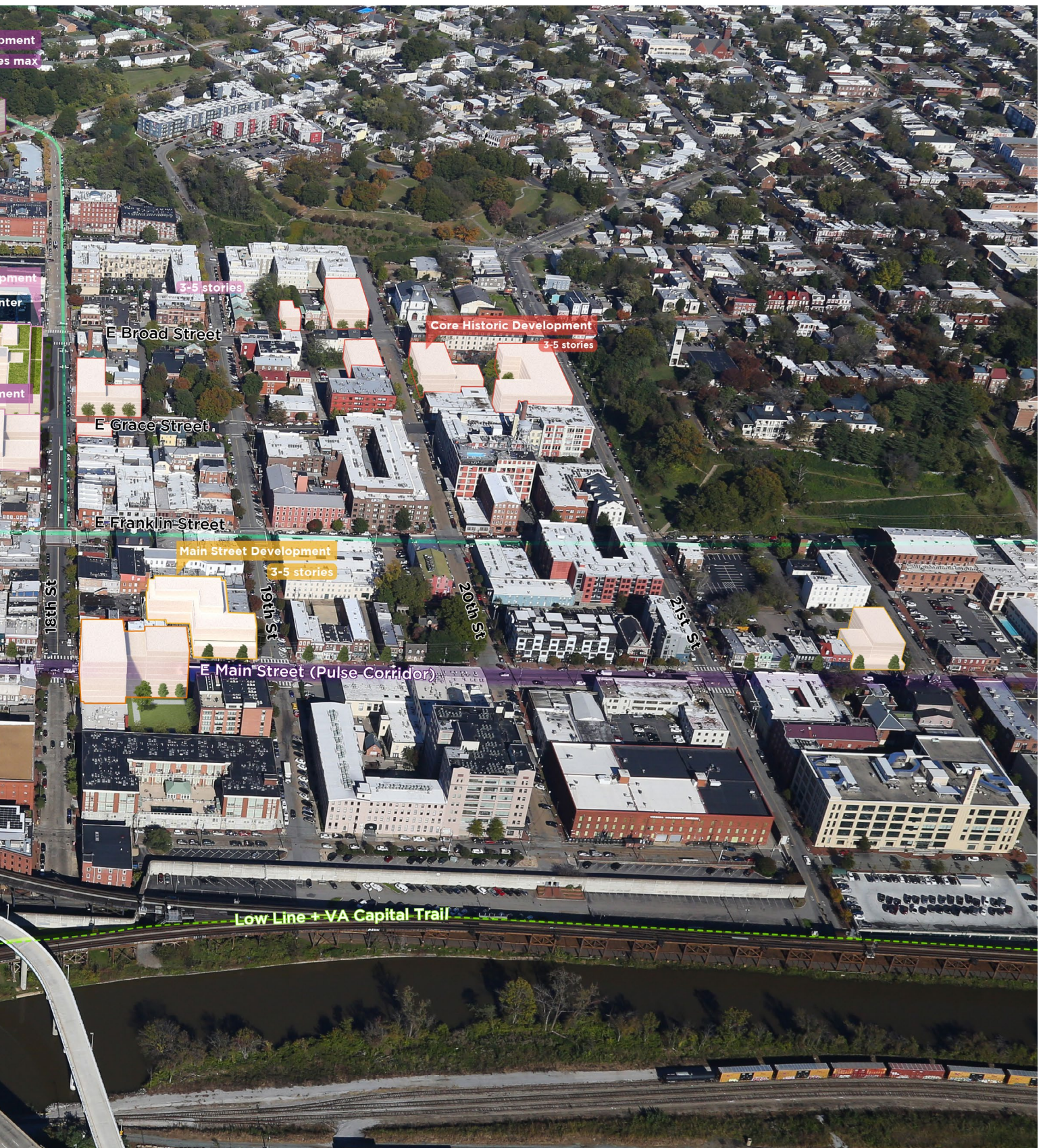
FIGURE 10 // **Linear Park under I-95: Sculptural alternative**





FIGURE 11 // Shockoe Conceptual Aerial







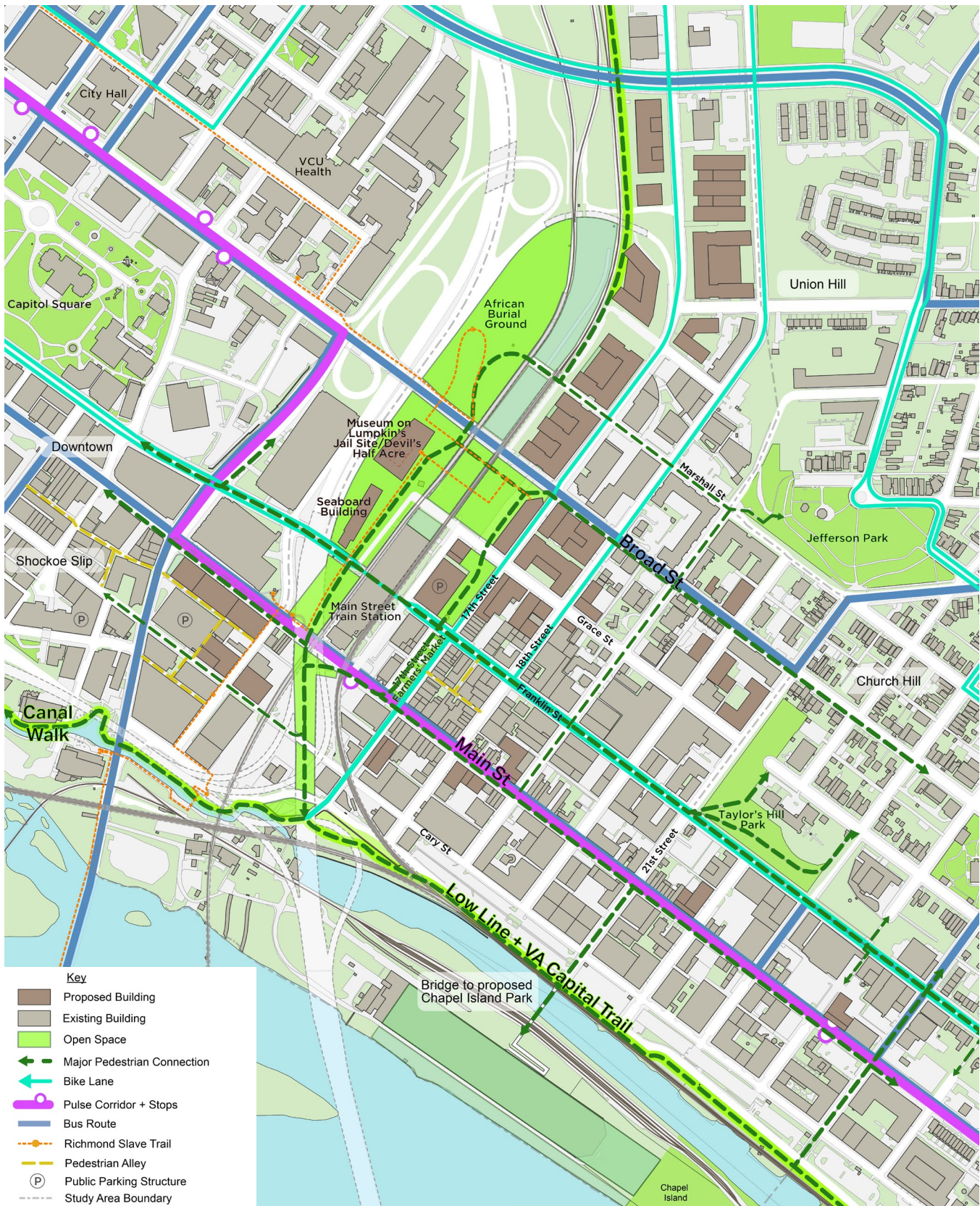


FIGURE 12 // Neighborhood Connectivity Plan



## Neighborhood Connectivity Plan

People enter and exit the Shockoe neighborhood through four main modes of transportation; walking, biking, in a private vehicle, or on public transportation. These methods of transport through Shockoe are described in the following text, and illustrated in Figure 12.

### Pedestrian Connections

A major goal of the Small Area Plan is to establish better pedestrian connections through the planned Campus which connects the major east-west axes of E. Broad Street, E. Main Street with The Low Line and Virginia Capital Trail. From Shockoe's center connections are made west to Downtown and Shockoe Slip under the highway along Main and Franklin Streets. A trail connection is envisioned to the north through Shockoe Valley.

Jefferson Park and Taylor's Hill Park stairways serve as important vertical connections over the significant elevation change between Shockoe and the Union Hill and Church Hill neighborhoods. The stairways present ADA accessibility challenges. Consideration should be given to creating infrastructure that provides for wheelchair movement in the form of properly inclined paths **that are also wide and smooth. These paths will also be used by bicyclist and families with small children and strollers.**

Main Street and the trails along Canal Street connect to the neighborhoods and public space along the River to the south. Finally, there is an envisioned pedestrian bridge extending from 21st Street across the Canal to a large public green space planned on Chapel Island, as seen in Richmond's Riverfront Plan ([https://www.rva.gov/sites/default/files/Planning/PDFDocuments/MasterPlan/RiverfrontPlan/Plan/9\\_Chapel\\_Island.pdf](https://www.rva.gov/sites/default/files/Planning/PDFDocuments/MasterPlan/RiverfrontPlan/Plan/9_Chapel_Island.pdf)).

The existing street grid and several interesting alleys create a good pedestrian network. Improved sidewalks on both sides of every street

along with the planting of street trees would make this network even stronger.

### Bike Connections

Franklin Street serves as the main East-West bike axis traveling through Shockoe. Likewise, 17th and 18th Streets serve circulation North-South, and 17th St connects the neighborhood to The Low Line and Virginia Capital Trail. This connection around the levee is not ideal and could be improved along with the proposed linear park under I-95.

### Automobile Connections

The majority of people enter and leave Shockoe in private vehicles. There are major highway entrance/exit ramps west of the neighborhood from Interstate 95. The Desman Parking Study found that there was a lack of readily accessible parking in Shockoe that can be addressed through regulation changes and planning. A new automated parking garage is planned near Main Street Station.

### Public Transportation Connections

The Pulse, Richmond's bus rapid transit (BRT) route, runs through Shockoe making two stops along E. Main Street. This system along with other Greater Richmond Transit Company (GRTC) routes connect Shockoe to other neighborhoods and destinations in Richmond. There are limited transit connections to Henrico and Chesterfield Counties, including Richmond International Airport.

The Megabus, with intercity bus service to over 100 cities, has a stop directly across E. Main Street from Main Street Station.

Main Street Station is currently served by Amtrak with two round trips daily. When the Transforming Rail in Virginia improvements are fully built there will be eighteen round trips leaving Main Street Station daily.



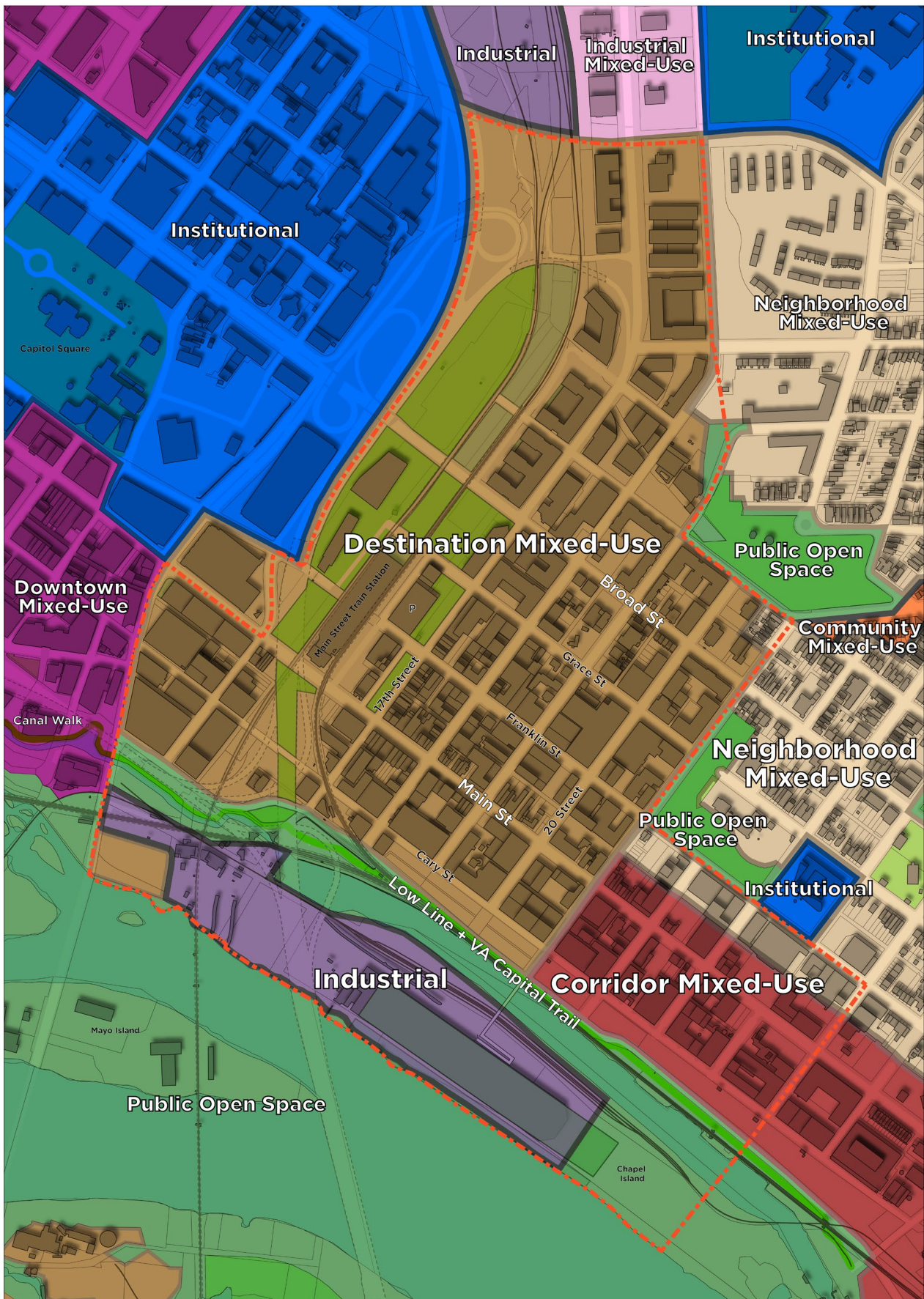


FIGURE 13 // **Future Land Use Map**  
(Richmond 300, adopted Dec. 2020)

## Future Land Use

The Future Land Use map, as shown in Figure 13, and the accompanying descriptions were developed as part of the *Richmond 300* process. Adopted by City Council in December 2020, *Richmond 300*'s vision will guide land use and growth throughout the City for the next twenty (20) years. The proposed new land uses place an emphasis on the expansion of, and the re-establishment of the historic mixed-use character of Shockoe where residential, commercial, and institutional uses coexist. The map recognizes a large area for public open space, the site of the African Burial Ground Memorial site, and includes open space as a secondary use in all land use categories.

The designation of Destination Mixed-Use will foster the creation of a signature destination, the Heritage Campus, which is anchored by a variety of public spaces and buildings. It will encourage the reactivation of areas under transportation infrastructure for green and public space. The land use designation also supports the infill of existing surface lots. While infill is encouraged the opportunities represent a relatively small percentage of the land area.

The floodplain and floodway issues will also need to be addressed before some of these areas are suitable for development. Zoning, archaeological, and architectural guidelines, accompanying this land use map, will also need to be carefully crafted to protect the existing historic built environment and archaeological resources.

Below are the Land Use descriptions contained in *Richmond 300*, with some changes to better address the unique characteristics found in Shockoe.

## Destination Mixed-Use

Key gateways featuring prominent destinations, such as history and cultural venues, retail, and large employers, as well as housing and open space. Shockoe is located at the convergence of several modes of transportation, is a

mixed-use neighborhood, and the proposal for the development of the Campus, which is envisioned to be an internationally and nationally recognized destination, makes Shockoe ideally suited for the Destination Mixed-Use designation.

**Development Style:** Higher-density transit-oriented development encouraged on vacant or underutilized sites. New development should be urban in form and may be of larger scale than existing context where appropriate. The building size, density, and zoning districts for these areas may vary significantly depending on historical densities and neighborhood characteristics. New development in Shockoe should respect the scale of the existing context. Development should enhance the public realm and create a sense of place. Many buildings are vertically mixed-use. Developments continue and/or introduce a gridded street pattern to increase connectivity.

**Ground Floor:** Ground floor uses engage with and enliven the street. Monolithic walls are discouraged, while windows, doors, storefronts, and other features that allow transparency and interaction between building and street are encouraged. Active commercial ground floor uses are required on street-oriented commercial frontages.

**Mobility:** Bicycle, pedestrian, and transit access are prioritized and accommodated. Bike parking is provided. Driveway entrances are required to be off alleys whenever possible; new driveways are prohibited on priority and principal street frontages. Surface parking is prohibited as a principal use; when surface parking is provided as an accessory use, it should be located to the rear of buildings and screened by shade trees. Parking requirements are reduced to allow more market-based parking strategies, including shared parking.

**Intensity:** Buildings typically a minimum height of five stories. New buildings that are taller than historical buildings should step back from the build-to line after matching the height of the predominant cornice line of the block, especially



buildings fronting E. Broad and E. Main Street.

**Primary Uses:** Office, retail, personal service, multi-family residential, and cultural uses

**Secondary Uses:** Institutional and governmental uses, and open space

## Corridor Mixed-Use

Found along major commercial corridors and envisioned to provide for medium- to medium-high-density pedestrian- and transit-oriented development.

**Development Style:** The building size, density, and zoning districts for these areas may vary significantly depending on historical densities and neighborhood characteristics. Future development should complement existing context. Uses may be mixed horizontally in several buildings on a block or vertically within the same building. Developments continue to introduce a gridded street pattern to increase connectivity.

**Ground Floor:** Ground floor uses engage with, and enliven, the street. Monolithic walls are discouraged, while windows, doors, storefronts, and other features that allow transparency and interaction between building and street are encouraged. Active commercial ground floor uses are required on street-oriented commercial frontages.

**Mobility:** Pedestrian, bicycle, and transit access are prioritized and accommodated. Bike parking is provided. Driveway entrances are required to be off alleys whenever possible; new driveways are prohibited on priority and principal streets. Parking areas are located within the structure and to the rear of buildings and require screening; shared parking requirements are encouraged.

**Intensity:** Buildings generally ranging from two to ten stories, based on street widths and depending on the historic context and stepping down in height adjacent to residential areas. New buildings that are taller than historical buildings should step back from the build-to line

after matching the height of the predominant cornice line of the block.

**Primary Uses:** Retail/office/ personal service, multi-family residential, cultural, and open space.

**Secondary Uses:** Single-family houses, institutional, and government.

## Neighborhood Mixed-Use

Cohesive highly walkable urban neighborhoods that are predominantly residential with a small, but critical, percentage (around 10%) of parcels providing retail, office, personal service, and institutional uses.

**Development Style:** These areas feature a variety of building types that are very close to one another and create the perception of a unified street wall. The building size, density, and zoning districts for these areas vary depending on historical densities and neighborhood characteristics. New development should be in scale with existing context. Setbacks, plazas and parks create a sense of place and community gathering areas. New developments continue and/or introduce a gridded street pattern to increase connectivity.

**Ground Floor:** Regardless of use, buildings should engage the street with features such as street-oriented facades with windows and door openings along street frontages. Appropriate setbacks, open space, front porches, and other features that provide a sense of privacy should be provided for residential uses.

**Mobility:** Bicycle, pedestrian, and transit access are prioritized and accommodated. Bike parking is provided. New driveways are prohibited on priority and principal street frontages. Vehicular access to parcels should use alleys wherever possible. Parking lots and parking areas should be located to the rear of street-facing buildings.

**Intensity:** Building heights are generally two to four stories. Buildings taller than four stories are found at corner sites and along prominent roads. Parcels are generally between 1,500 and 5,000 sq. ft. Residential density of 10 to 30 housing

units per acre.

**Primary Uses:** Single-family houses, duplexes, small multi-family residential (typically 3 to 10 units)

**Secondary Uses:** Large multi-family residential (10+ units) are found at corner sites and along major roads, retail, office, personal service, cultural, institutional and governmental uses, and open space



## Development Potential

According to the City Assessor's records there is approximately 3.7 million square feet of residential development and 770,000 square feet of commercial development in Shockoe. Commercial development includes restaurants, bars, general retail, and services. Currently, the residential development includes a few single family dwellings, duplexes, and condominiums, but the vast majority are apartments.

A general [development guideline](#) is that fifteen-square feet of residential development is required to support one-square foot of commercial development. Given this ratio, the current residential square footage in Shockoe can support approximately 250,000 square feet of commercial uses. Said another way, Shockoe needs a total of 11.6 million square feet of residential development to support the existing commercial development, or almost 8 million additional square feet.

Currently, there are about 1.74 million square feet of developable area that is currently held as vacant lots, surface parking or underutilized buildings that do not contribute to the historic character of the area. The development of surface parking lots as illustrated in the images to the right is a high priority. The level of residential development needed to support the existing or future commercial development may not be possible within the boundaries of Shockoe. Therefore, the development of the Heritage Campus, as a major regional and national destination is key to the economic vitality of Shockoe. It is also important to strengthen the connections between Shockoe and the nearby residential areas in Church Hill, Union Hill, and the remainder of downtown and to improve the overall appearance of the area through infrastructure improvements.

Future development in Shockoe will need to be carefully managed and balanced. There are portions of Shockoe where growth is limited by existing infrastructure like the

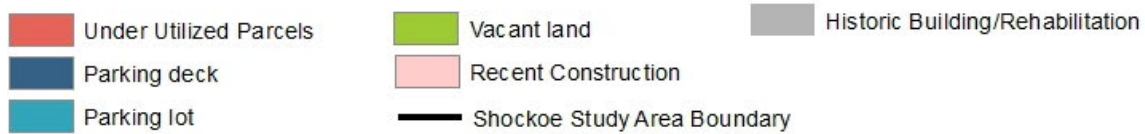
floodwall, Interstate-95, railroad tracks, and by the floodway and floodplain. Shockoe is also the oldest area of the City and possesses an architectural character and scale that is unique and worthy of protection and preservation. Figure 14 and 15 illustrate the development opportunities and constraints in Shockoe. The POD guidelines included in the Pulse Corridor Plan and adopted as part of the Monroe Ward rezoning [can](#) be adapted and modified [as part of a new form-based zoning code](#) to address the specific requirements in Shockoe [and](#) to ensure that new development is compatible with the existing historic scale and character.



[New development on existing surface parking lots is a high priority](#)



## Development Opportunities

FIGURE 14 // **Development Opportunities**







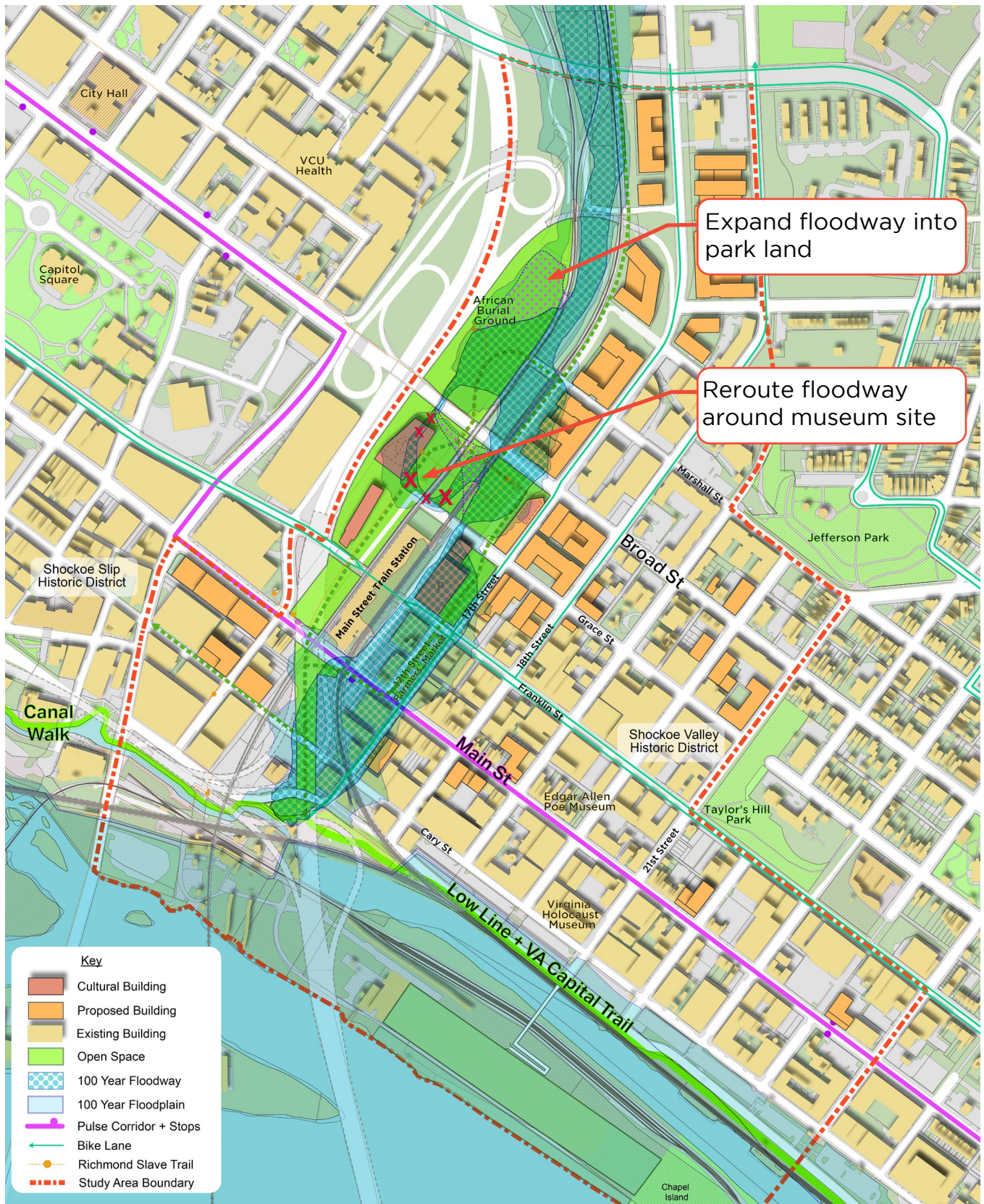


FIGURE 16 // Flood Map



## Planning around the Floodway

Design in the context of the floodway and flood plain will require ongoing study. Future buildings and open space in the Small Area Plan were sited with both urban relationships and circulation in mind. But the major driver of building and open space siting was the floodway.

The floodway covers a sizable portion of land in Shockoe, as seen in Figure 16. To just relegate this land to surface parking lots is a waste of space and opportunity. There is potential to construct buildings on the edge of the floodways and even in flood plains with proper mitigation measures. There are also ways to design successful public open spaces in floodways, as seen in Figure 17. Important structures, memorials, or hard-scape elements are placed on the high ground (The area least likely to flood). Multi-use lawns can be placed in

the mid-ground and handle flooding during rare large storm events. Finally, meadows and bio-retention planting can be placed in the lowest areas to handle storm water during everyday storm events.

Ultimately the issue of flooding in this plan is due to large areas of the watershed up-stream of Shockoe. These other areas of Richmond and Henrico County uphill from Shockoe may be better at handling their stormwater volumes in the future, but this will always be a valley that water eventually flows through. Despite this, there are ways to mitigate flooding by properly citing buildings and structures and routing stormwater flows. Stormwater even has the ability to become an asset to the outdoor spaces in Shockoe, providing interesting design features and irrigation for plantings, if these spaces are designed properly.

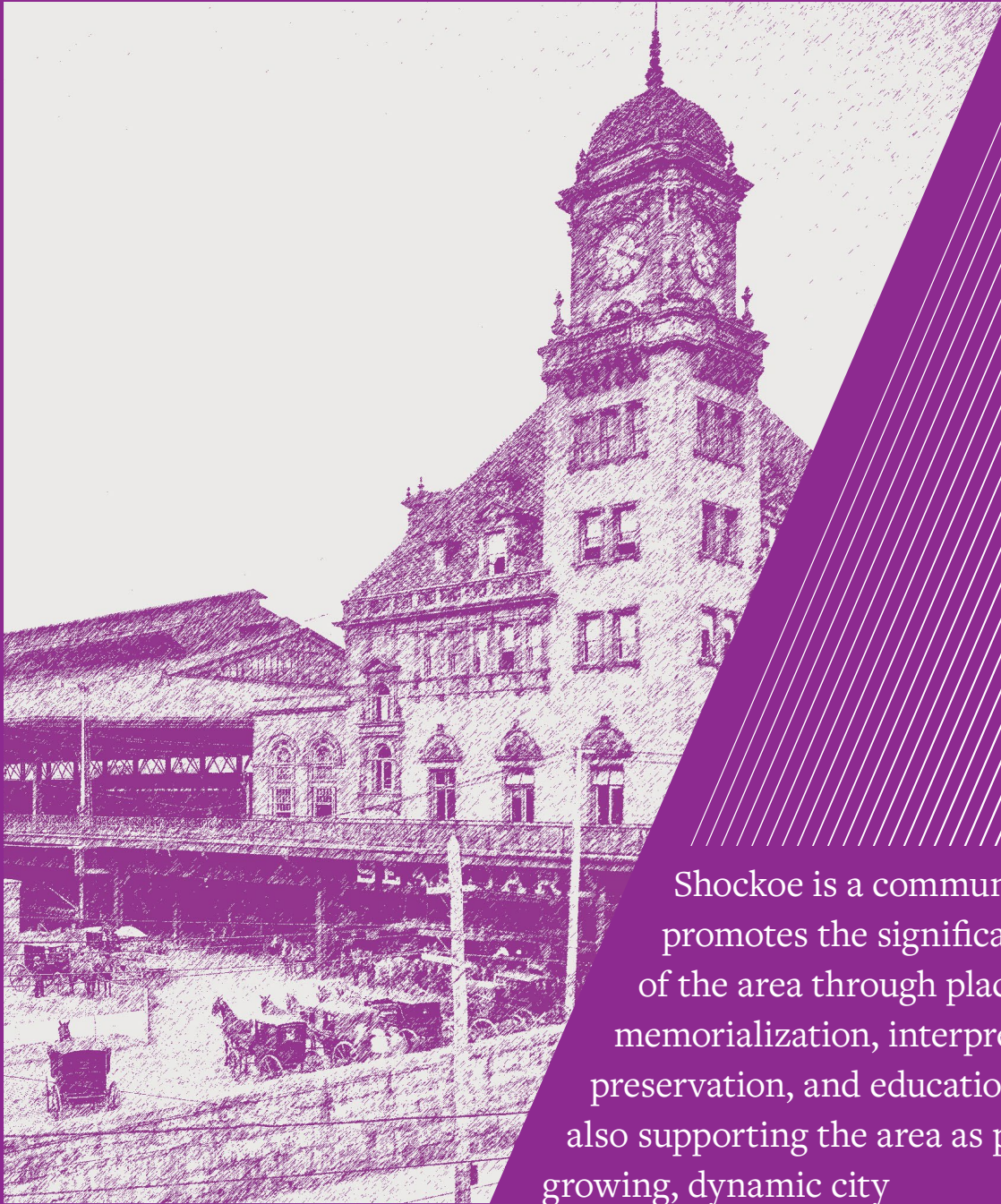


FIGURE 17 // Example illustration of Park Space that Can Also Hold Flood Water Volume



## CHAPTER 4

# History and Culture



Shockoe is a community that promotes the significant history of the area through placemaking, memorialization, interpretation, preservation, and education; while also supporting the area as part of a growing, dynamic city



# Goal 1: Historic Preservation

Support growth that preserves the historic urban fabric and enhances an understanding of Richmond's multi-faceted past. (R300 Goal 3)

## Objective 1.1

Develop an intentional, coordinated program for commemoration of history and culture throughout Shockoe. Use public art, architecture, and landscape elements to create strong visual and physical connections among historic buildings and sites in Shockoe that also extend to the larger community and other cultural and historic resources in the city.

- a. Through community engagement develop an intentional, coordinated process for the recognition, commemoration, and memorialization of the cultural influences and contributions of free and enslaved Africans, Virginia Indians, Jewish and other ethnic and cultural groups in Shockoe.
- b. Through community engagement consider creating a trail to include the East Marshall Street Well Project, the Shockoe Hill African Burial Ground [Memorial site](#), and the East End, Evergreen, and Oakwood cemeteries that connects to the Richmond Slave Trail as a continuum of the remarkable histories which speak to enslaved as well as free life (pre and post Emancipation) in Richmond
- c. Consider creating a Shockoe [Interpretive Center](#), at Main Street Station or another location in Shockoe, as a community hub and point of origin for visitors that commemorates, interprets, and educates people about the diverse cultures and histories in Shockoe and the role of free and enslaved peoples in the development of Shockoe, Richmond, and our nation.
- d. Work cooperatively with other museums and institutions of higher learning to develop a city-wide network for commemoration and learning.

## Objective 1.2

Develop a Campus that includes a Memorial Park, the Lumpkin's Jail/Devil's Half Acre site, a Museum of the American Slave Trade, the African Burial Ground [Memorial site](#), and links the Campus to Shockoe restaurants and businesses, the multi-modal Main Street Station via the 17th Street Plaza, the Virginia Capital Trail, and the Low Line creating a unique destination for residents and visitors to the city.

- a. Include funds in the 2022-2023 CIP budget and future budgets for the design and construction of the Campus and the Museum of the American Slave Trade. Create a process for the review and coordination of all city projects and CIP funding that will have an effect in Shockoe
- b. Hire or contract a grants writer to help identify and secure non-city funding for the support and development of the Campus and its associated projects
- c. Issue a Request For Proposal to hire a Cultural Resource Management firm to [perform the necessary research and documentation to form the basis for a comprehensive preservation plan for Shockoe. The plan should include treatment options and protocols and should consider recommendations for an archaeology ordinance, demolition review ordinance, and the expansion of the City Old and Historic District. The plan will be developed through a public process, including developers and property owners.](#)
- d. Consider creating a temporary/interim museum to the domestic slave trade and the Lumpkin's Jail/Devil's Half Acre site in Main Street Station.

- e. Incorporate when complete the site feasibility study for the Lumpkin's Jail/Devil Half Acre site as part of a comprehensive study to evaluate the effect of the recently established floodplain and floodway limits on the development of the Campus and its associated projects
- f. Initiate public visioning process for the development of the Campus, to launch the first phase of creation of a significant public space, development of the heritage sites, and appropriate memorialization. This process should build upon prior work by the Slave Trail Commission, the Shockoe Bottom Memorial Park Plan, Richmond Speaks ([https://richmond.com/pdf\\_a9972ad0-9d3a-11e5-9c70-5fded778cdb5.html](https://richmond.com/pdf_a9972ad0-9d3a-11e5-9c70-5fded778cdb5.html)), and the Lumpkin's Jail/Devil's Half Acre public meetings (<https://www.lumpkinsjail.org/process/community-meetings-and-feedback>).
- g. Through a community process select a name to replace the temporary, working title -- Heritage Campus -- to identify the broader heritage area
- h. Encourage and support foundations and non-profit entities that have been or may be established to further individual projects within the Campus
- i. Develop a plan for incorporating public art in Shockoe to reinforce the history, culture, and overall brand. Explore non-statue public art options.
- j. [The City will issue and Request for Interest to nonprofit organizations to establish a governance body to ensure descendant community involvement in the development of the Heritage Campus, provide fund raising expertise to ensure that the Heritage Campus is well maintained and viable into the future.](#)

## Objective 1.3

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

- a. Through a community process including developers and Shockoe property owners create a [Preservation Plan for Shockoe to include an Archaeological Ordinance](#) that establishes treatment standards and procedures to protect and preserve historic resources and provide clear guidance for private development and public infrastructure projects regarding land disturbance activities in Shockoe.
- b. Support and encourage new development while preserving historic buildings to increase vitality at the street and neighborhood levels. (Pulse Corridor)
- c. Explore creating a program for the transfer of development rights for increased height and density within [designated growth areas throughout the City](#) to capture the zoning value of historic structures [to](#) protect them from demolition (Pulse Corridor)
- d. Consider a small, targeted expansion of the Shockoe Valley Old and Historic District to protect the pre-1800 core of historic buildings and the surrounding architectural character of the district while encouraging compatible infill.
- e. Explore other mechanisms, such as a Demotion Review Ordinance, for protection of clearly identified buildings whose age and architectural character are reflective of Shockoe's role in Richmond's history.



- f. Protect the architectural character of the area while encouraging compatible in fill through the creation of architectural design standards, a pattern book, of Plan of Development overlay
- g. Develop design standards for public infrastructure projects as a guide for open space and plazas, streetscape design, and general urban design practices including streetscape standards for material palettes, signage, paving, landscaping, lighting, outdoor dining, and public sidewalks.
- h. Preserve, expand, and further connect the gridded street and alley network. Given the importance of the street grid to Richmond's urban environment, in terms of both connectivity and neighborhood cohesion, every effort should be made to preserve the grid, including alleys, as the city develops. (Pulse Corridor)
- i. Explore options through tax abatement or other mechanisms to incentivize the rehabilitation and reuse of historic buildings

# History and Cultural Context

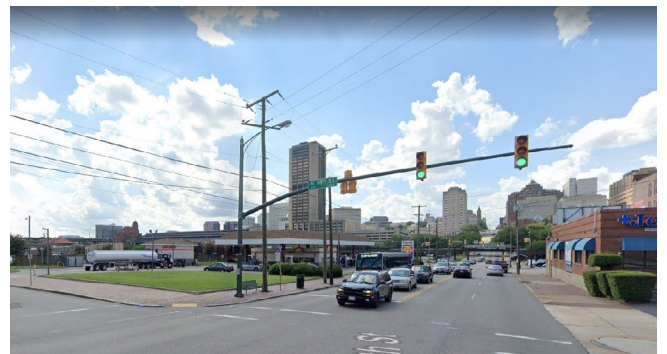
Shockoe was the birthplace of Richmond and served as the commercial and industrial heart of the city for almost 300 years. In its formative years, it also functioned as the social and governmental center. From the 1830s through 1865, Shockoe was the second largest center for the domestic trade in enslaved Africans in the United States -- second only to New Orleans in that period, itself a principle destination for those sold from Richmond. This history has brought Shockoe national and international recognition as an international Site of Conscience. A Site of Conscience is a historic site, museum or memory initiative that connects past struggles to today's movements for human rights and social justice. From the Virginia Indians, to English settlers, to enslaved, free, and escaped Africans, to Jewish and many other ethnic and cultural groups, Richmond's story is complex and inseparable from the Shockoe of today. A process similar to the rubric of best practices established by the National Summit on Teaching Slavery could be utilized to ensure that the telling and commemorating this complex, multi-layered, and often difficult story will guide the planning process for Shockoe.

Shockoe's long trajectory of development and mix of uses has resulted in a diverse built environment punctuated by a diminutive stone dwelling, large twentieth-century factories, and twenty-first century mixed-use infill. Very little remains of the early city except for the gridded-street pattern, and a few dwellings that survive in what was once a thriving residential neighborhood. In 1787, after a devastating fire in Shockoe, building codes were created that required all new buildings to be constructed of brick; therefore, few, rare frame buildings are an anomaly. The historic core is dominated by two- and three-story buildings, with newer four to eight-story buildings ringing the edges.

A major aspect of planning in an area like Shockoe is the character of the historic built



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



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

environment, especially when history and culture are seen as the primary informants in the planning process. Floods and fires have shaped and re-shaped Shockoe throughout much of its existence. The channelizing of Shockoe Creek in the 1920s, the construction of the Richmond-Petersburg Turnpike in the 1950s, and slum clearance in the 1960s did much to destroy Shockoe's historic buildings and sites, including the "Burial Ground for Negroes," established ca. 1750-1799, as well as blocks of 18th and 19th century residential and commercial buildings.

Despite decades of destruction, Shockoe still contains many of the oldest buildings in the city and possesses the character of small town



nestled in a modern city. The surviving historic architecture in Shockoe tells us a great deal about the people who lived, worked, and worshiped in the neighborhood. We can also learn a great deal about urban space and form by understanding what remains and what has been lost or buried.



Channelizing Shockoe Creek in the 1920s

*Valentine Museum*



220 N. 18th Street, demolished

*Valentine Museum*



100 Block N. 19th Street, demolished

*Valentine Museum*





## Domestic Buildings

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

Source: 1886 Sanborn Fire Insurance Map

FIGURE 18 // Domestic Buildings (1895 Sanborn Fire Insurance map)



## Domestic Architecture and Development

A neighborhood of single-family dwellings is not how one tends to think of Shockoe, but until the 1960s the blocks north of E. Franklin Street and east of N. 18th Street were lined with dwellings of all sizes from near mansions to modest one-story cottages, as shown in Figure 188. Many of the larger houses had outbuildings in their rear yards that served a multitude of functions including as the dwellings and work spaces for enslaved Africans. The upper floors of the stores and shops fronting E. Main Street served as residences, and there were dense tenements fronting the main streets and tucked into the alleys and side streets. Over the decades many of these dwellings were replaced with industrial and commercial buildings or razed as part of slum clearance projects. Very few dwellings still remain in Shockoe and many of those that remain were saved through the efforts of Historic Richmond and Preservation Virginia. It is also not surprising that most of the remaining dwellings have been adapted for offices and even a museum. Ironically, industrial buildings are being adapted for residential, office, and commercial uses.



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

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



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

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



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

By 1830, with a population of 16,060, Richmond was the twelfth most populous city in the United States, and would continue to grow at a rapid rate in the years leading up to the Civil War. Much of this growth was spurred by the arrival of the railroads and the iron industry and a resultant demand for housing. Blocks



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



of row houses, as seen here in Elm Tree Row, built in 1853-1854, were typical of the simple Greek Revival-style residences built throughout Richmond during the flush times of the 1840s and 1850s.

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

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

Demolition was one tool commonly used in the “equal but separate” arsenal. As early as 1913, City policies began to call for the elimination of substandard and alley dwellings which were prevalent in Shockoe and largely occupied by African Americans. Demolition in the guise of community improvement left large sections of Shockoe vacant and poor, minority residents displaced. City Planners and policy makers created blight to serve racism.”

In the years following World War II, Shockoe was given over more and more to commercial and industrial enterprises, and families who were prospering following the Great Depression began to leave the neighborhood and seek housing elsewhere. The channelization of the Shockoe Creek in the 1920s and the construction of Interstate-95 in the 1950s displaced many,



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



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

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



## Houses of Worship

### Status

- Demolished
- Standing
- Shockoe Study Area Boundary

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

FIGURE 19 // Houses of Worship



## Houses of Worship and Community

Following the passage of the Virginia Statute of Religious Freedom in 1786, which abolished allegiance to the Church of England, many new denominations took root in Shockoe, as shown in Figure 199. The building where Virginia's General Assembly met in secret during the American Revolution and where the statute was written was just outside of the study area at the northwest corner of E. Cary and 14th Streets. The majority of these new denominations – Methodists, Baptists, Quakers, and Episcopalians – were tied to England and others were tied to Ireland, Scotland, Germany, and Eastern Europe. Between 1829 and 1855, 1.7 million immigrants arrived in the United States from Ireland, 1.2 million from Germany, and others from England and France in lesser numbers. In 1860, Richmond's population was 37,968, of whom 6,358 were foreign-born.

First Baptist Church was the second organized congregation in Richmond, the first being St. John's Episcopal Church, still standing at N. 25th and E. Broad Streets. Baptists began meeting in and around Richmond as early as 1780, with black and white worshiping together in the same sanctuary. They built the first sanctuary in 1800 at the corner of E. Broad and College Streets, and in 1841, built a new sanctuary further west on E. Broad. The original building was turned over to the enslaved and free African members of the congregation and thus the First African Baptist Church was organized. Although the congregation was black, under Virginia law the minister had to be white. When the black congregation outgrew the original 1800 building, they constructed a new sanctuary on the site. This building still stands today as part of the VCU Health campus. Smaller Baptist congregations grew throughout Shockoe, serving both free and enslaved members. Bethlehem Baptist Church, an African American congregation established in 1892, began meeting in a small frame residence they purchased in the center of the block between E. Broad and E. Marshall Streets, with an entrance along N. 18th Street. They met there for several years

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

#### Still Standing

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

#### Demolished

- Friends Meeting (1797)
- Methodist Meeting House (1799)
- Trinity Methodist (1814)
- First Presbyterian (Christ Church) (1816)
- Beth Shalom (1822)
- Sycamore Disciples (1833)
- Beth Ahabah (1848)
- First Presbyterian (1853)
- Broad Street Methodist (1858)
- Beth Israel (1867)
- Keneseth Israel (1869)
- 18<sup>th</sup> Street Baptist (1886)
- First Independent Universalist (1833)
- Bethlehem Baptist (1893)
- Hoge Memorial Presbyterian (1897)

until they built a small frame chapel at 1000 Buchanan Street (currently 18th Street) in 1907. That chapel was remodeled in 1914 and the congregation remained there until the 1960s when a fund was started to move to a new location. In 1961, they purchased the former Fairmount Avenue Methodist Church building at 1920 Fairmount Avenue, where they continue to meet. The church, especially, the Baptist Church, formed the heart of black community and education.

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



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



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



Beth Shalom Synagogue, built 1822, demolished



## Methodist Episcopal Church.

The Scots, who were widely engaged in the tobacco industry, established a Presbyterian Church in Shockoe in 1815 on E. Grace Street between N. 17th and N. 18th – it was known as the “pineapple church” because of the shape of its steeple. In 1829, they built a new church on the north side of E. Franklin between N. 13th and N. 14th Streets, and moved again in 1851 to Capitol and N. 10th Streets to accommodate their growing congregation, which was also migrating west to more affluent areas of the city.

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

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

The ties of Jewish families to Shockoe are almost as old as the city itself. Isaiah Isaacs, the first recorded Jewish citizen of Richmond, was living in Shockoe by 1769. His business partner Jacob Cohen arrived shortly after the Revolutionary War. The first Jewish congregation, Beth Shalom, was established in Shockoe in 1789. By 1790, with a population of 28 males, Richmond had the 4th largest Jewish population in the United States. In the 2000 block of E. Franklin Street is the Old Hebrew Cemetery, abandoned in 1817 with most of the remains moved to the Hebrew



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



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



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



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

grouping of buildings has been converted into condominiums.

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

Cemetery at N. 4th and Hospital Streets. The land for this cemetery was donated by Isaiah Isaacs. The first synagogue built in Virginia, Beth Shalom, was erected on Mayo Street in Shockoe in 1822. It was demolished during the construction of Interstate 95. The congregation followed the Sephardic ritual which was familiar to Jewish residents from Spain, Portugal, North Africa, and the Middle East.

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

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





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

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

## Commerce and the Domestic Slave Trade

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

Between 1526 and 1860, the Trans-Atlantic Trade in enslaved Africans shipped between 10 and 15 million people from the west coast of Africa to the Americas. The trade in enslaved Africans was long dominated by Spain and Portugal, but with the expanding colonization of North America the British became a major player in the trade by 1660. The majority of the enslaved were taken to the West Indies and Central and South America. About 400,000 were transported to the British colonies in North America, with about 100,000 arriving in Virginia, often by way of the Caribbean islands. Approximately 20,000 enslaved Africans were brought by ship to the Upper James River markets at Rocky Ridge (Manchester) and Shockoe.

The first enslaved Africans arrived in the British colony of Jamestown, Virginia in 1619 aboard British privateers - the White Lion and the Treasurer. The “20 or so” enslaved Africans were from the country of Angola. By 1649, it is estimated that there were 300 enslaved Africans in Virginia, and by 1671 the enslaved



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



1700 block E. Main Street, north side



population had grown to almost 2,000. By 1660, the concept of slavery was being solidified in the statute books of the colonies – there was no longer a blurred line between servant and slave. White Virginians purchased approximately 100,000 enslaved Africans before the end of legal importation in Virginia in 1778. Most of the early sales occurred along the major rivers at plantations and small towns, and most often aboard ships that carried 150 to 200 enslaved people. By 1750, nearly 80% of enslaved Virginians had been born in the colony.

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

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

During the 1840s, Richmond, namely Shockoe, took on importance as the center of the selling and hiring of enslaved Africans, as seen in Figure 2020. Richmond’s dominance is due, in part because of Richmond’s unique system of “industrial slavery and living apart,” and because of its access to transportation and financial networks. The growth of the industry in the trade in enslaved Africans is illustrated by the growth in the number of agents, traders, auctioneers, and commission merchants engaged in the sale and leasing of enslaved Africans – 9 agents in 1845, 28 “Negro” traders in 1852, and 18 “Negro” traders, 18 agents, and 33 auctioneers by 1860. There were also a myriad of other businesses – tailors, blacksmiths, bankers, and insurance agents – that supported and profited from the trade. The City benefited by imposing fees



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

and taxes on auctioneers, traders, and jailers. Richmond’s enterprise in enslaved Africans was second only to that of New Orleans, Louisiana. It is believed that 300,000 to 350,000 enslaved Africans were “sold south” from Virginia, with the majority sold from the many establishments concentrated in Shockoe.

In 1806, the Virginia legislature passed a law that required all newly emancipated enslaved Africans to leave the state within twelve months. The law was largely unenforceable and most emancipated Africans simply refused to leave the state, primarily because of family ties and access to employment. The law remained on the books until the end of African enslavement, making living in Virginia extremely risky. Escaped Africans from the surrounding region, especially from the counties of Chesterfield, Hanover, King William, Goochland, Caroline, and the City of Petersburg made their way to Richmond because its urban center was a more promising destination for escape than the north. Most escaped Africans in the region lacked contacts or networks in northern cities, and many had trade networks and family ties in the city. Over the next 60 years, Richmond’s growing black population, as seen in Table 1,

was composed of enslaved persons and free blacks, which included a significant number of free persons, illegally living in the State, and escaped Africans, living as refugees. From the 1840s on, enslaved and free black city dwellers increasingly crowded together in the northwest part of the City, now Jackson Ward, and around Shockoe Creek close to the docks, as seen in Figure 211. Richmond industry was dependent on, and profited from, black labor so there was little attempt to separate enslaved, free, and refugee.

The Emancipation Proclamation declared all enslaved people in the seceded states free on January 1, 1863, but the institution of slavery was not abolished in the United States until the 13th

Amendment, was ratified in 1865. Even so, new discriminatory practices were amplified in Jim Crow laws, redlining, restrictive deeds, and the curtailment of voting rights, to name a very few.

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

TABLE 1 // **Richmond Population, 1800-1870**

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





## Building Types

-  Fraternal
-  Hotel
-  Jail
-  Trader's Office

## Commercial Buildings

(1886 Sanborn Fire Insurance Map)

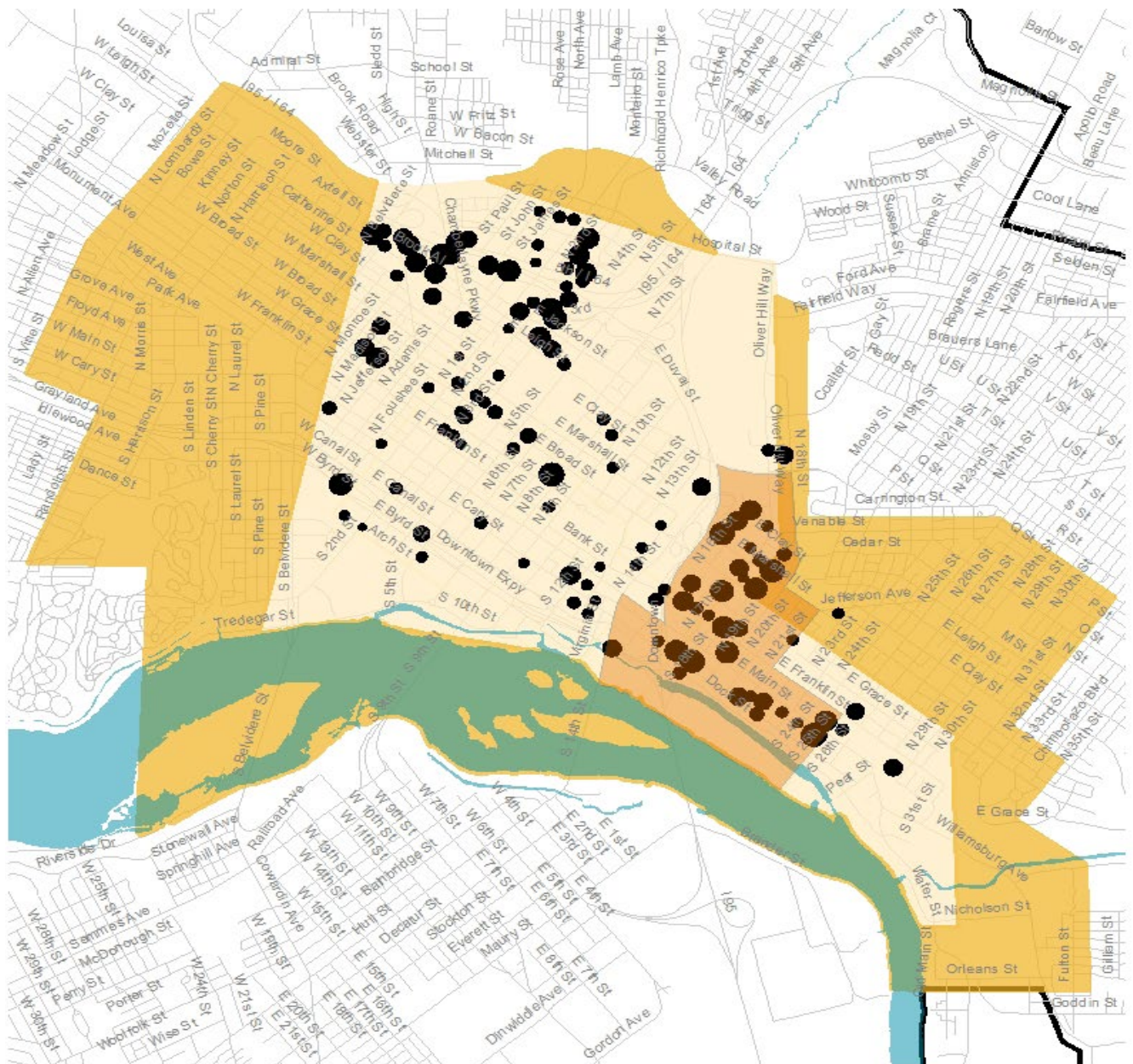
- |   |             |   |            |
|---|-------------|---|------------|
|  | Carpenter   |  | Stables    |
|  | Coal Yard   |  | Stores     |
|  | Lumber Yard |  | Warehouse  |
|  | Office      |  | Shockoe St |

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

— Shockoe Study Area Boundary

FIGURE 20 // Sites Associated with Traders in Enslaved Africans





## 1858 Distribution of Free and Enslaved Black Population

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

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

FIGURE 21 // 1858 Distribution of Free and Enslaved Population



## Manufacturing

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

Buildings tied to the storage and processing of tobacco dominate Shockoe's industrial architecture, as seen in Figure 222. The 1819-City directory listed eleven tobacco factories. This number grew to forty-one by 1855 and by 1858, fifty-three chewing tobacco factories were listed. Five new factories were constructed in 1852, alone. Many of these early tobacco factories hired or owned enslaved workers. There was a revival in the tobacco industry in the 1870s and 1880s, spurred largely by the mass production of cigarettes. The late-nineteenth and early-twentieth centuries saw the merger of smaller manufacturers and the growth of huge conglomerates like the American Tobacco Company and Philip Morris, and the development of the large factories along E. Cary Street known as Tobacco Row. The tobacco companies began leaving Shockoe in the late 1980s; with the completion of the floodwall in 1995, many of the former warehouses were adaptively reused as offices, apartments, and the Virginia Holocaust Museum.



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



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



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



## Industrial Buildings (1895 Sanborn Fire Insurance Map)

- Other
- Tobacco
- Shockoe Study Area Boundary

FIGURE 22 // Industrial Buildings (1895 Sanborn Fire Insurance Map)



## Transportation

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

After 1854, the railroad supplanted the canal as the primary transportation system in Richmond. The rail legacy is still very visible in Shockoe through the elevated railroad tracks and the area's most iconic building - Main Street Station. Main Street Station was constructed in 1901 by the Seaboard Air Line, a principal north-south railroad, and the Chesapeake and Ohio, a major east-west carrier. The building was designed by the Philadelphia firm of Wilson, Harris, and Richards in a French Ecole des Beaux Arts influenced-style. The design symbolizes the importance of the rail terminal as a gateway entrance to the city. The train shed is one of the earliest examples of riveted steel truss construction, one of the last gable-roofed sheds to be built, and is one of the last still standing. Main Street Station was constructed as a segregated facility with separate waiting rooms for whites and blacks. Another example of railroad-related architecture is the Seaboard Building, built in 1910, one of the few remaining freight depots in Shockoe.



Main Street Station, built 1901  
1500 E. Main Street



Seaboard Building, built 1910  
1500 E. Franklin Street

## Destruction and Loss of Historic Character and Resources

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

The jail building at the Lumpkin's Jail/Devil's Half Acre site was demolished by 1876 and the entire site redeveloped as Richmond Iron Works by 1894. The demolition and replacement of many of Shockoe's eighteenth and early-nineteenth-century buildings began in the early-twentieth-century as illustrated in Figure 233. There was considerable demolition and redevelopment in Shockoe between 1901 and 1935, however the buildings constructed during this period have now achieved historic status. The grand hotels like the Union, Exchange, and Ballard were all demolished between 1900 and 1915. These buildings also served as offices for brokers and traders in enslaved Africans and auctions often took place in their basements and back rooms. Large portions of the 1900 block of E. Main Street were also demolished and replaced during this period.

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



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



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





## Year Built



FIGURE 23 // Year Built

## Historic Preservation

Shockoe has suffered from decades of destruction and neglect and a tremendous loss of historic fabric. Fortunately, historic preservation in Shockoe has been championed for decades by organizations like Historic Richmond, Preservation Virginia, and the Virginia Department of Historic Resources, who maintain easements on several properties. Numerous buildings have been restored, renovated, and adaptively re-purposed through projects utilizing State and Federal Historic Rehabilitation Tax Credits and the City's Partial Tax Exemption program. Because of these efforts, Shockoe still contains many of the oldest buildings in the City, as noted in Figure 23. Shockoe also possesses a high potential for the discovery of significant archaeological resources that may yield important information related to prehistory or history. These various resources require different measures of protection. The establishment of the Richmond Slave Trail and the Slave Trail Commission in the 1990s is an early example of historic preservation strategies for sites of significance to African American and American history.

A comprehensive preservation plan needs to be established for Shockoe that addresses both built and archaeological resources. To date, policies for dealing with built resources, such as City Old and Historic designation, have been implemented by the City but efforts to address and protect archaeological resources are non-existent. Archaeological sites in Richmond are only protected when there is a Federal involvement in a project (Section 106). While there have been archaeological studies in various sections of the City including Shockoe there is no City policy to collectively address how identified resources should be evaluated or dealt with.



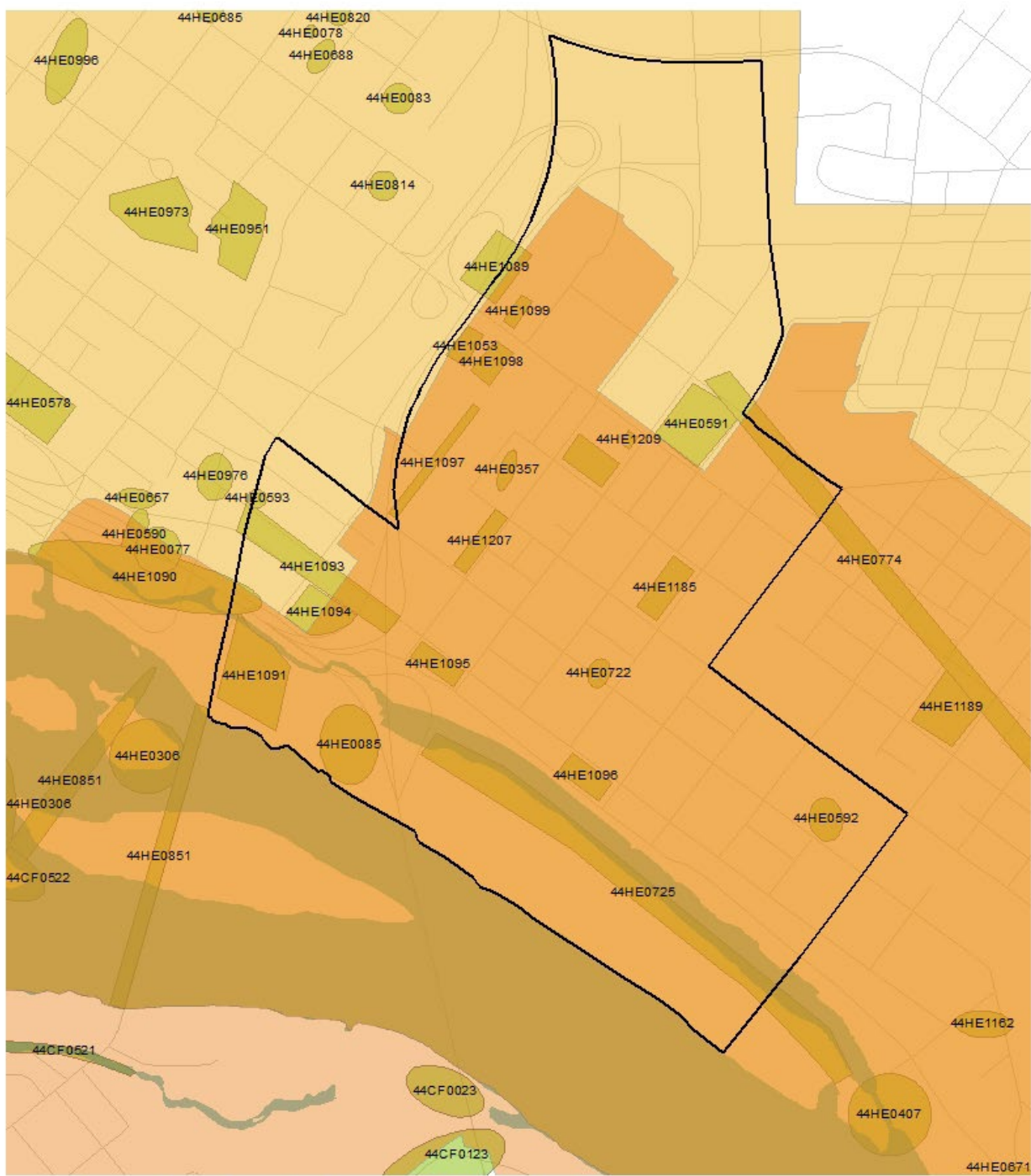
Lumpkin's Jail/Devil's Half Acre Excavation, 2008  
*James River Archaeology*

## Archaeology

Shockoe has been the subject of numerous archaeological investigations over the years, many associated with transportation or infrastructure projects like the Floodway Protection Project carried out in the 1980s. The projects illustrated on Figure 244 have been documented at varying levels. There are extensive reports associated with projects like the Lumpkin's Jail/Devil's Half Acre site while the reports have never been completed for other major projects such as the Floodwall. Many of the sites identified on Figure 24, such as the African Burial Ground Memorial site, have been identified and analyzed through map projections of known historic features and archival research.

Other sites, such as Lumpkin's Jail/Devil's Half Acre, Cedar and Broad, and Franklin Street were excavated to some degree. For the most part, the sites have revealed information about domestic occupation in Shockoe from the 18th through the late 20th century. The partial excavation of the Lumpkin's Jail/Devil's Half Acre site in 2008 successfully revealed numerous features of the site including the cobblestone plaza between the buildings and various foundation features. The artifacts





## Archaeological Sites and Priority Areas

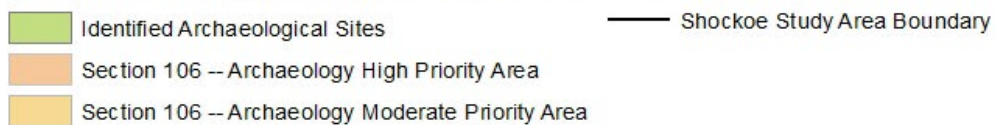


FIGURE 24 // Archaeological Sites and Priority Areas

uncovered were tied to the domestic occupation of the site. The excavation did not reveal any artifacts specifically tied to the trade in enslaved Africans but some artifacts were associated with enslaved occupants of the site.

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

### **City of Richmond Archaeological Policy**

The City does not have an archaeology policy and its major preservation authority -- City Old and Historic designation -- does not contain any guidance related to archaeology. Since much of the land in the Campus footprint is City-owned, and the purchase of additional parcels is possible, an avenue for assessing the effects of development is a commitment by the City. The City has committed to conduct archaeological review and assessment prior to starting its projects in Shockoe that include sub-surface disturbance.

A policy must be established by the City for Shockoe, that could be expanded city-wide, that creates guidelines for which activities would require review and what level of investigation would be required in sensitive areas where disturbance is expected. The City has a model for what these guidelines might look like as part of its Section 106 responsibilities as documented in its Programmatic Agreement with the Virginia Department of Historic Resources for Housing and Urban Development-funded projects. The Programmatic Agreement was revised and updated in 2019 and includes a map of high- and moderate-priority archaeologically-sensitive

areas. These broad areas, as seen in Figure 24, were identified by City staff working closely with archaeologists and DHR staff. These broadly identified areas are only applied when there is a Federal component to a project that is being reviewed through the Section 106 process.

### **Archaeology Code or Ordinance**

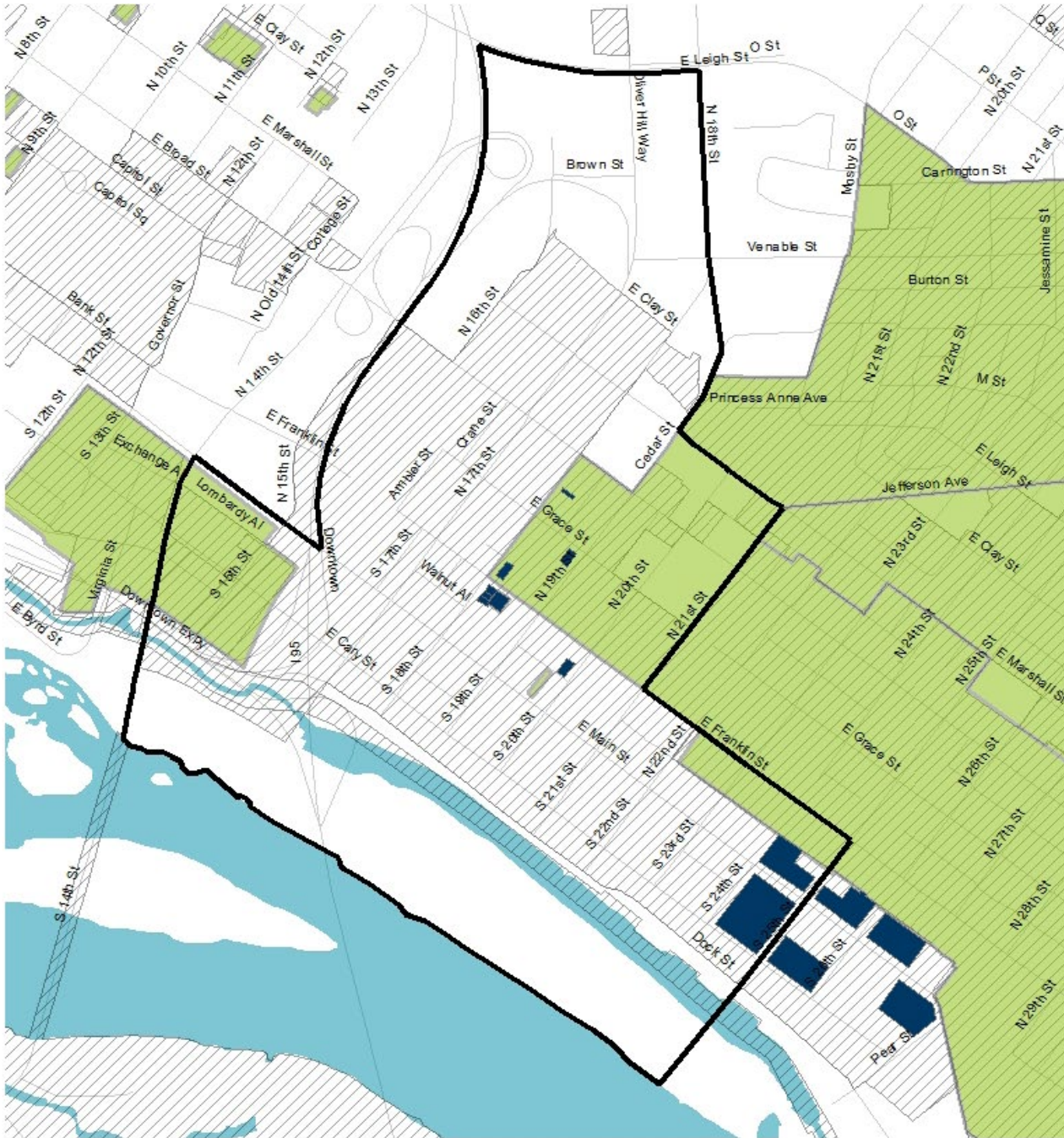
Given the sensitive resources in Shockoe, the development pressures from non-federal and non-state projects, and the complexity of the excavation conditions, this plan strongly recommends the creation of an archaeological protection zone or protection policy for land in Shockoe determined to be of unusual archaeological potential.

Alexandria, Virginia has led the United States in community established preservation efforts. The City Council established the first Archaeology Commission in the United States in 1975 and enacted the first Archaeological Resource Protection Code in 1989. This code has served as a preservation model for local jurisdiction across the nation and could serve as a model for Richmond (<https://www.alexandriava.gov/historic/archaeology/default.aspx?id=39208>)

For a Richmond code to be effective, it must first perform a compilation and evaluation of existing historic and archaeological studies and surveys of Shockoe. This compilation should be organized by historic themes and contexts, and should identify areas that require additional scholarship and research.

The preparation of a context report that describes the development patterns and trends in Shockoe, characterizes the effects of historic and modern development, and identifies how areas slated for disturbance should be evaluated for potential archaeological deposits, is strongly recommended. A system of expert review and public information must be incorporated into this process. There are examples of this in the Advisory Council on Historic Preservation's peer review options for particularly complicated data recovery excavations. Another model





## Historic Districts and Preservation Easements

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

FIGURE 25 // Historic Districts and Preservation Easements

is Fredericksburg's Working Group in their archaeological ordinance (<https://ecode360.com/FR3526/laws/LF1169776.pdf>). These should include a variety of stakeholders including people from development, tourism, and archaeologists from a variety of contexts who are well versed in urban contexts.

Field methods can include a combination of monitoring during construction at compromised sites; site sampling prior to construction; and recovery and recording of significant and unique sites prior to construction. The policy should also include the level of documentation required for each site and the disposition of recovered artifacts.

### **Preservation Easements**

Preservation Easements are voluntary and allow a private owner to guarantee the perpetual protection of an historic resource without giving up ownership, use or enjoyment of the property. There are often significant financial benefits associated with an easement donation. There are several preservation easements within the Shockoe Study Area as seen on Figure 25.

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

Properties would severely damage the historic and visual integrity of both districts.” At the time the easement was donated, 2701 E. Main Street was a vacant parcel. The easement limited the height of any new building on this site to twenty-feet above the crown of Cary Street so as to maintain the existing views of the James River and Kanawha Canal, Chapel Island, and the James River from Cary Street.

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

### **City Old and Historic Districts**

City Old and Historic Districts (OHD) are the only tool in the City’s arsenal that can protect historic buildings from insensitive rehabilitations, inappropriate new construction, and demolition. Figure 25 shows the OHDs located within the Shockoe Study Area. OHDs have the authority to protect archaeological sites, but the current guidelines would need to be expanded to address how potential effects on archaeological resources should be addressed and resolved. OHD guidelines may be amended or revised without Council action. OHDs are an overlay provided for in the City’s Zoning Ordinance, and the creation of a new district or the expansion of an existing OHD requires community support and approval by City Council.

This plan recommends the expansion of the Shockoe Valley OHD to include an area bound by N. 20th Street on the east; E. Main Street and the alley between E. Main Street and E. Cary Street on the south; N. 17th Street including the buildings at 101-111 N. 17th Street on the west; the buildings at 1704-1719 E. Franklin Street and 102-104 N. 18th Street back to the existing boundary of the district, as seen on Figure



## Protection of Historic Buildings

FIGURE 26 // **Protection of Historic Buildings**





## State and Federal Historic Tax Credit Projects

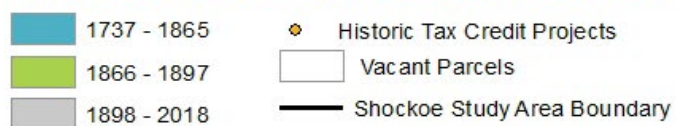


FIGURE 27 // State and Federal Historic Tax Credits Projects



266. This expansion would include some of the oldest buildings in the district that are not currently protected, create a buffer around the oldest buildings and most intact commercial blocks, and incorporate a number of buildings with preservation easements held by Historic Richmond.

### **Demolition Review Ordinance**

If the City Old and Historic District is not expanded to protect all significant resources, this plan recommends the creation of a Demolition Review Ordinance, as another tool to protect historic buildings. The City of Richmond does not have such an ordinance at this time but they are allowed under State enabling legislation.

Demolition Review Ordinances must be tied to a specific inventory of identified buildings that meet a set of criteria based on age, architectural character, historic significance, or another quality identified by the locality. These ordinances are often tied to a building being listed on or determined eligible for listing on the National Register of Historic Places.

A review process usually tied to a localities preservation board must be stipulated as well as an appeals process. Demolition Review Ordinances also contain language that an owner must explore alternatives to demolition or make an effort to sell the property at a reasonable market value for a prescribed period of time. Some locality's also require that there must be a Plan of Development for the property prior to the issuance of a demolition permit. The boundaries for a proposed Demolition Review District are shown on Figure 266. A Demolition Review Ordinance could be modeled in Shockoe and expanded to other critical areas and buildings in the City that are not currently protected by an Old and Historic District.

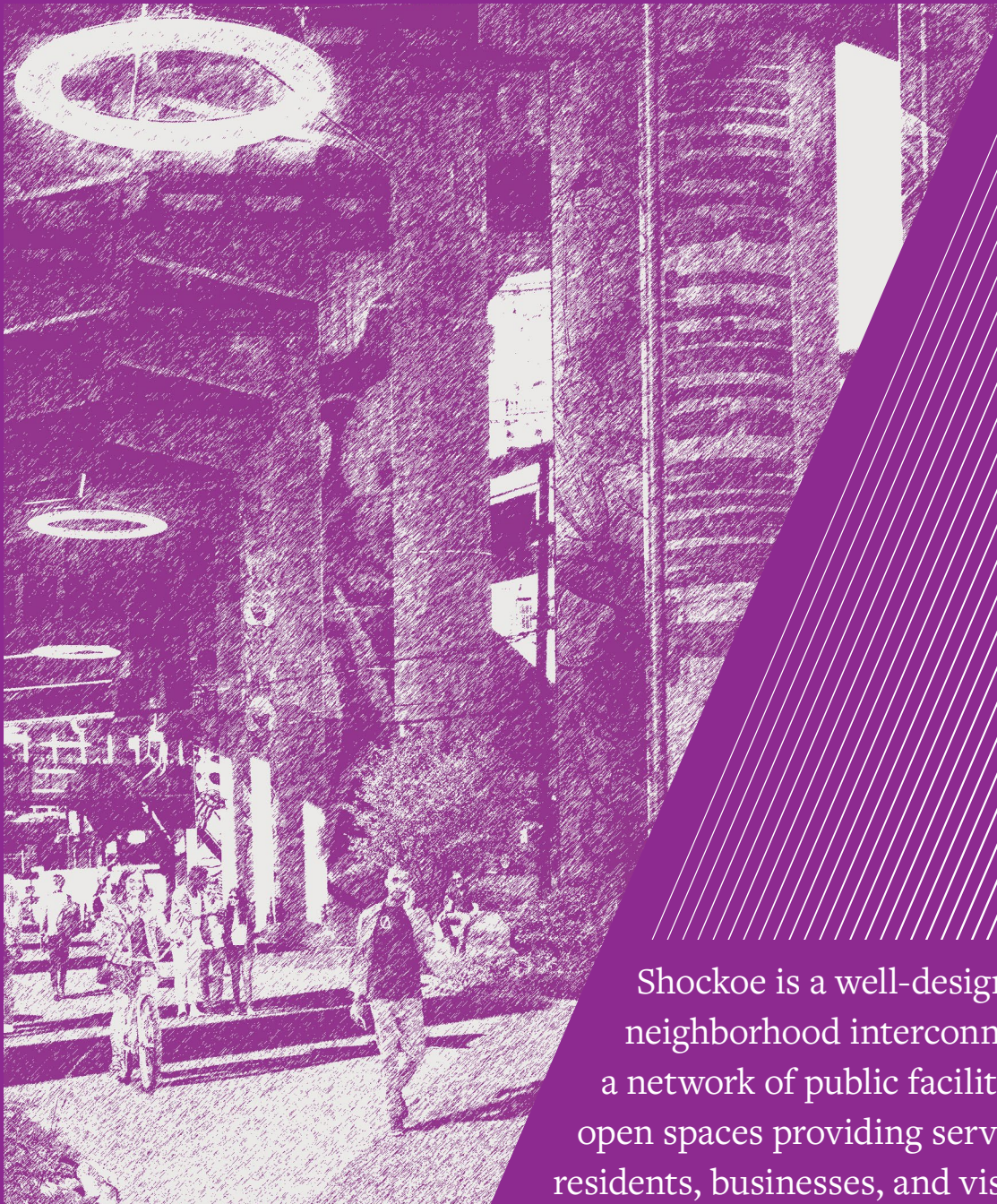
### **Virginia Landmark and National Register Historic Districts**

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

The Virginia Landmark and National Register Historic Districts within the Shockoe Study Area are shown on Figure 25. These districts do, however, make historic rehabilitation tax credit incentives available to property owners who make application and abide by the Secretary of the Interior's Standards. From 1997 to 2020, eighty-three projects in Shockoe applied for and received State and/or Federal tax credits, which represents an investment of over \$332 million in rehabilitation expenses, as shown in Figure 277. As a Certified Local Government, there are limited state and federal grant opportunities available to the City that might offset the cost of archaeological or architectural surveys and evaluations.

## CHAPTER 5

# High-Quality Places



Shockoe is a well-designed neighborhood interconnected by a network of public facilities and open spaces providing services to residents, businesses, and visitors.



# Goal 2: Complete Neighborhoods

Establish a neighborhood that has multi-modal access to nodes connected by major corridors in a gridded street network. (R300 Goal 1)

## Objective 2.1

Rezone Shockoe to match the future land use map and recommended heights for new buildings. Implement [form-based zoning in lieu of a separate overlay districts](#) that encourages growth [in strategic areas and supports](#) economic viability, [while protecting the historic scale and character of the area](#). Encourage the replacement of surface lots with active uses and structured parking. Promote Shockoe as an Eco-district with green practices and policies, and encourage appropriate infill design.

- a. Update the map of Street-Oriented Commercial and Priority Streets along the Pulse Corridor to incorporate into the Zoning Ordinance. (Pulse Corridor)
- b. Develop design standards for on-street parking locations and orientation.
- c. Activate underutilized space, including surface parking lots and areas beneath road and rail infrastructure. Encourage replacement of surface lots with active uses and structured parking.
- d. Create a new mixed-use zoning district that allows mid-rise buildings, up to 8 stories in building height. (Pulse Corridor)
- e. Incentivize structured parking and require the wrapping of parking decks, discourage the development of new surface parking lots along the Corridor, and encourage redevelopment of existing surface lots as new infill sites. (Pulse Corridor)
- f. Require electric vehicle charging stations in new parking facilities and conduct a feasibility assessment for the installation of rooftop solar on any new parking facilities

- g. Develop policies to accommodate temporary uses of underutilized properties, such as alleys and surface parking lots, for art installations and pop-up businesses. Considered community gardens to activate vacant land.

## Objective 2.2

Develop and implement a best practice strategy in the neighborhood to address activities that present a public safety issue for residents and business, and are a deterrent to attracting future residents, customers, and visitors.

- a. Initiate [reviews of Conditional Use Permits](#) and Code Enforcement sweeps, including other City agencies as required, of nightclubs in conjunction with the Virginia ABC.
- b. Work with the Police Department to initiate a new safety program that includes the removal of street barriers at peak hours and places officers on the street with walking patrols or on bicycles.
- c. Consider a volunteer Ambassador/Docent program, organized by the local merchants association to engage with and assist the public, adding a perceived element of safety with more “eyes on the street.”

## Objective 2.3

Commit to a program for cleaning alleys, and collectively address issues to improve trash collection, street and sidewalk cleaning, and graffiti removal [by creating a Business Improvement District \(BID\) to supplement municipal service delivery.](#)

- a. Initiate conversations with the City Department of Public Works to discuss with Shockoe business and property owners the current level of city-provided services, identify gaps in service provided and the desired service level, and how to meet those needs.
- b. [Work with the City's Sustainability Office to create](#) and implement a food waste reduction program that would include composting, oil recycling, and material recycling.
- c. Require all businesses without code-compliant on site trash disposal to participate in the use of a new, shared dumpster or contract with a private trash disposal service.

## Objective 2.4

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

- a. Conduct frequent, monthly if possible, code enforcement sweeps around dilapidated and blighted properties that pose a public safety hazard
- b. Initiate Spot Blight proceedings for buildings that have become dilapidated and deteriorated to the extent that they endanger the public's health, safety or welfare.



# Goal 3 Planning Engagement

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Foster a planning engagement culture that effectively and equitably builds people's capacity to organize and improve Shockoe

## Objective 3.1

Increase public knowledge of planning processes and continuously engage civic associations, special interest groups, and traditionally underrepresented groups in the planning process.

- a. Create a Richmond planning knowledge program administered by PDR for Shockoe residents, business and property owners to learn about the planning process and understand how their voices can be incorporated into the planning decision-making processes, such as special use permits, rezonings, City Old & Historic Districts, and other planning regulations.
- b. Issue an annual Shockoe Small Area Plan report as part of the Richmond 300 report that tracks how the City is implementing Shockoe Small Area Plan strategies.
- c. Create a process to assist in the creation of a new civic associations in Shockoe or assist the existing civic association to expand their membership and strengthen their organization governance and operations.
- d. Work with the Shockoe Civic Association, residents, business and property owners to create a Business Improvement District in Shockoe to address the specific service and marketing needs of the neighborhood.

# High-Quality Places Context

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

## Land Use

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

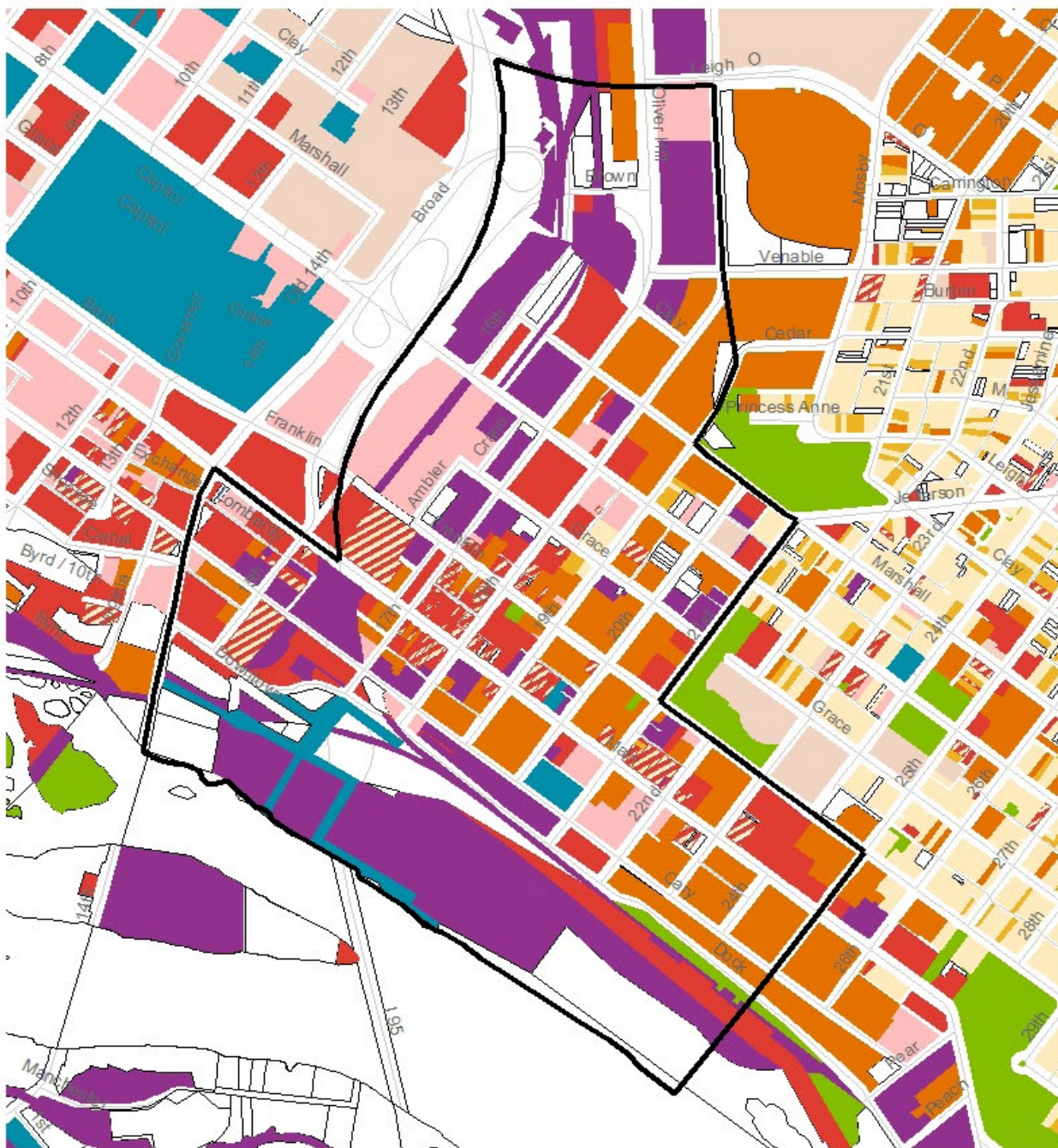
The Existing Land Use map, shown in Figure 288, reflects the loss of single-family residential housing in Shockoe and a dwindling industrial presence. It also reflects the trend of converting large industrial buildings to multi-family or mixed-use developments, encouraged largely by the introduction of Federal Historic Rehabilitation Tax Credits in 1986 and bolstered in 1997 with the introduction of a the Virginia Rehabilitation Tax Credit program. In recent years, there has been a reactivation of ground floor commercial spaces by restaurants,

start-ups, and small makers with residential uses on the upper floors, and the construction of new mixed-use buildings. These changes were encouraged by changes to City zoning and the creation of zoning districts designed to address the revitalization of Shockoe.

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

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





## Existing Land Use



FIGURE 28 // Existing Land Use



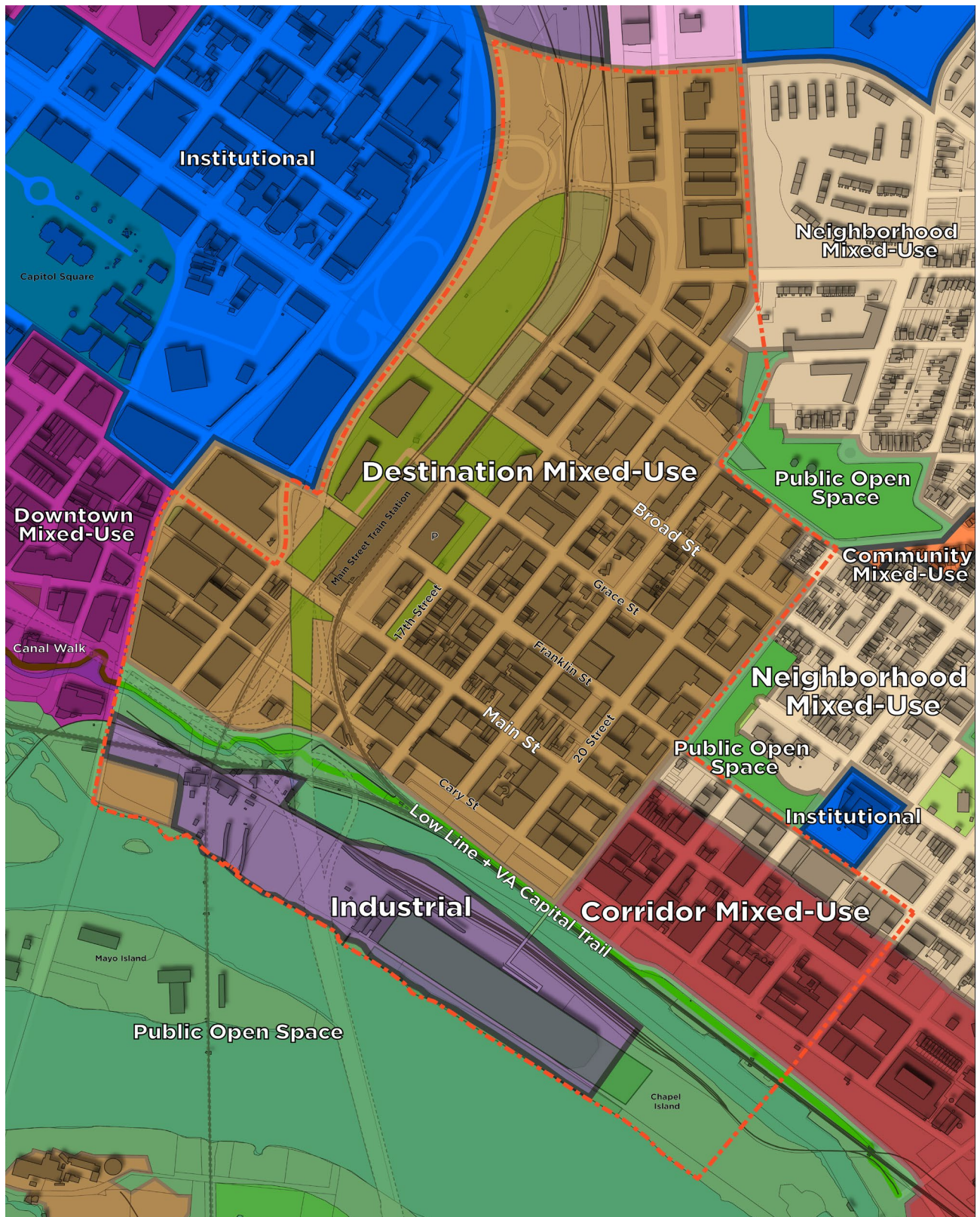


FIGURE 29 // **Future Land Use**

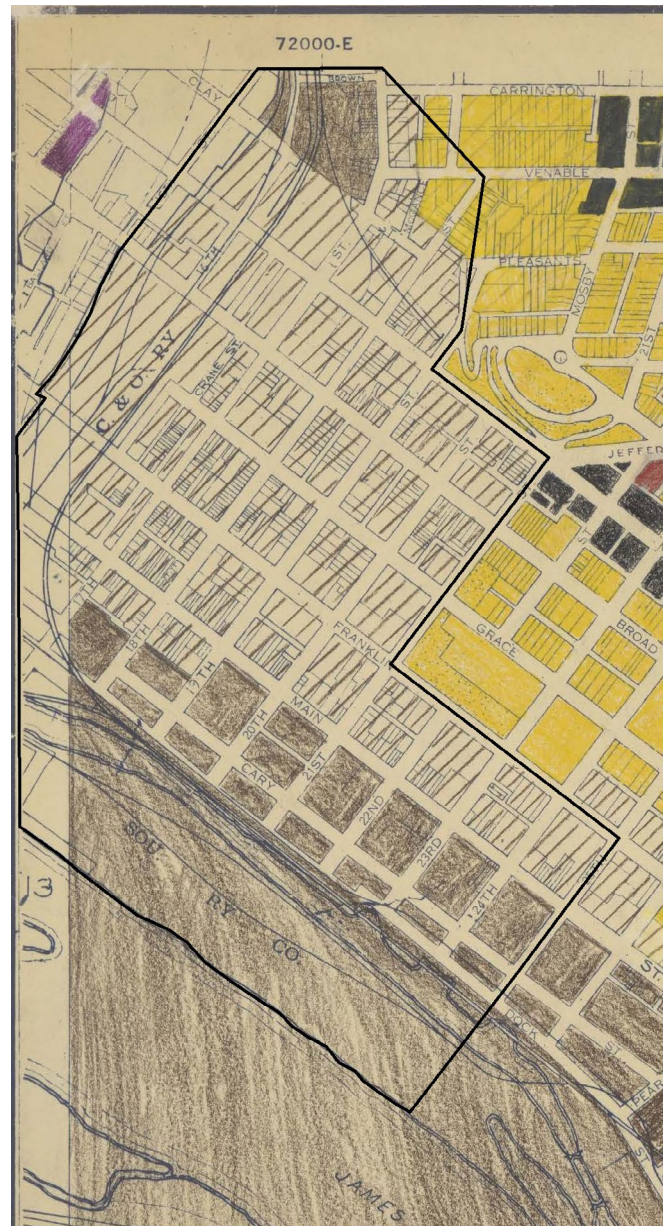


## Zoning

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

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

The existing zoning, shown in Figure 3030, for the most part is compatible with the character of Shockoe, except for the lingering M-1 and M-2 Industrial zones, which encompasses over 60% of the acreage. Table 2 illustrates the acreage



City of Richmond Zoning Map; Harland Bartholomew & Associates, 1946

and percentage of land in the Study Area covered by the each of the existing zoning.

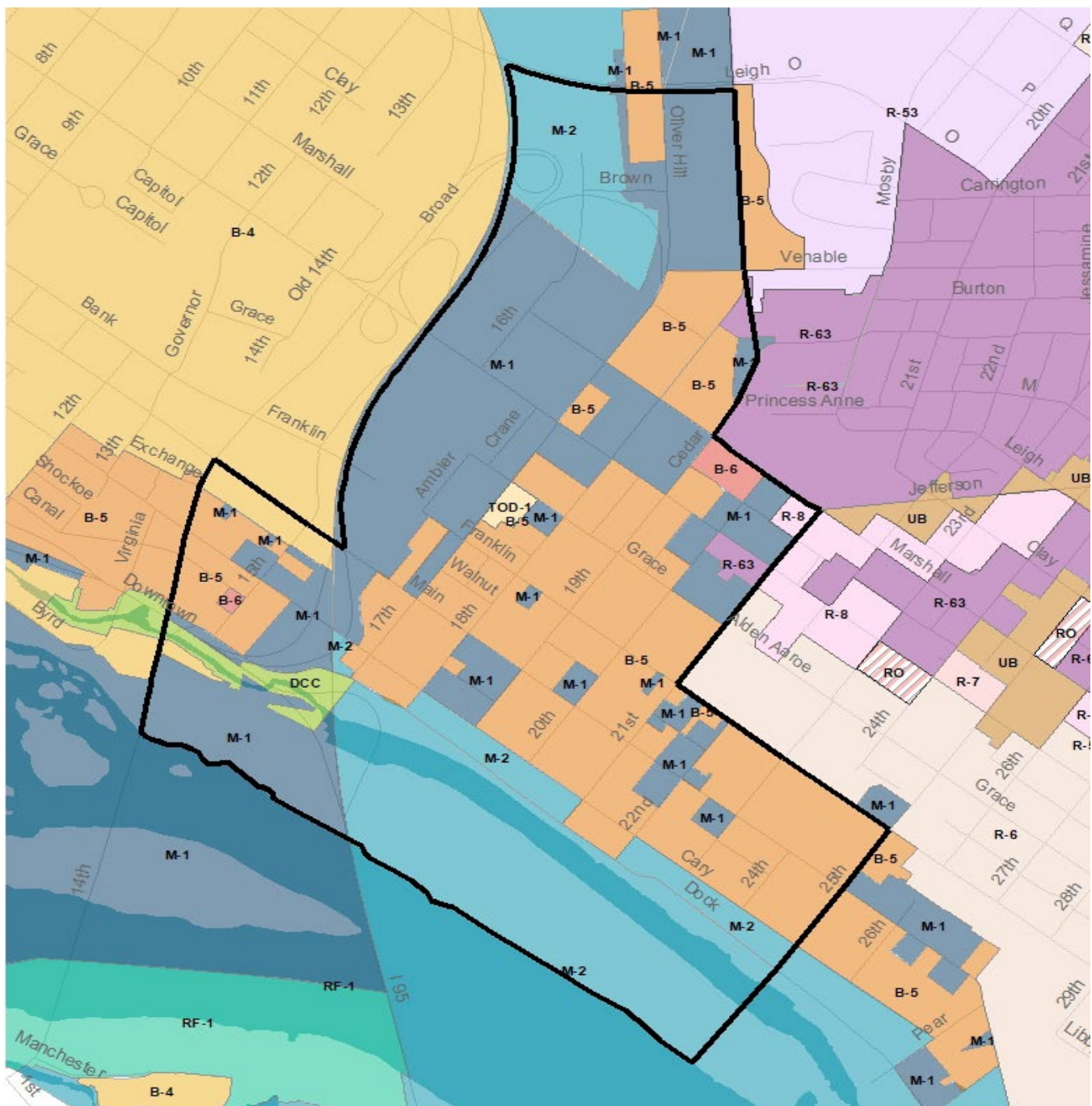
A priority of this plan is to rezone Shockoe to be compatible with the recommended building heights shown in Figure 31 and the Future Land Use Map Figure 29. These recommended heights for new buildings both encourage new development and respect the heights of existing historic buildings and protect the historic

TABLE 2 // Zoning Districts in Shockoe

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

character of Shockoe. Consideration should be given to implementing form-based zoning design standards as part of this process in lieu of other overlay district requirements. The rezoning of Shockoe will be accomplished through a separate public process once the Shockoe Small Area Plan is adopted.





## Existing Zoning

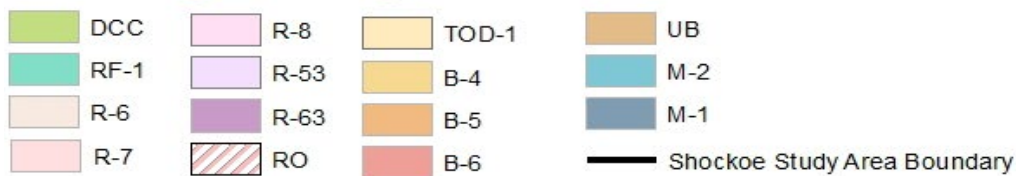
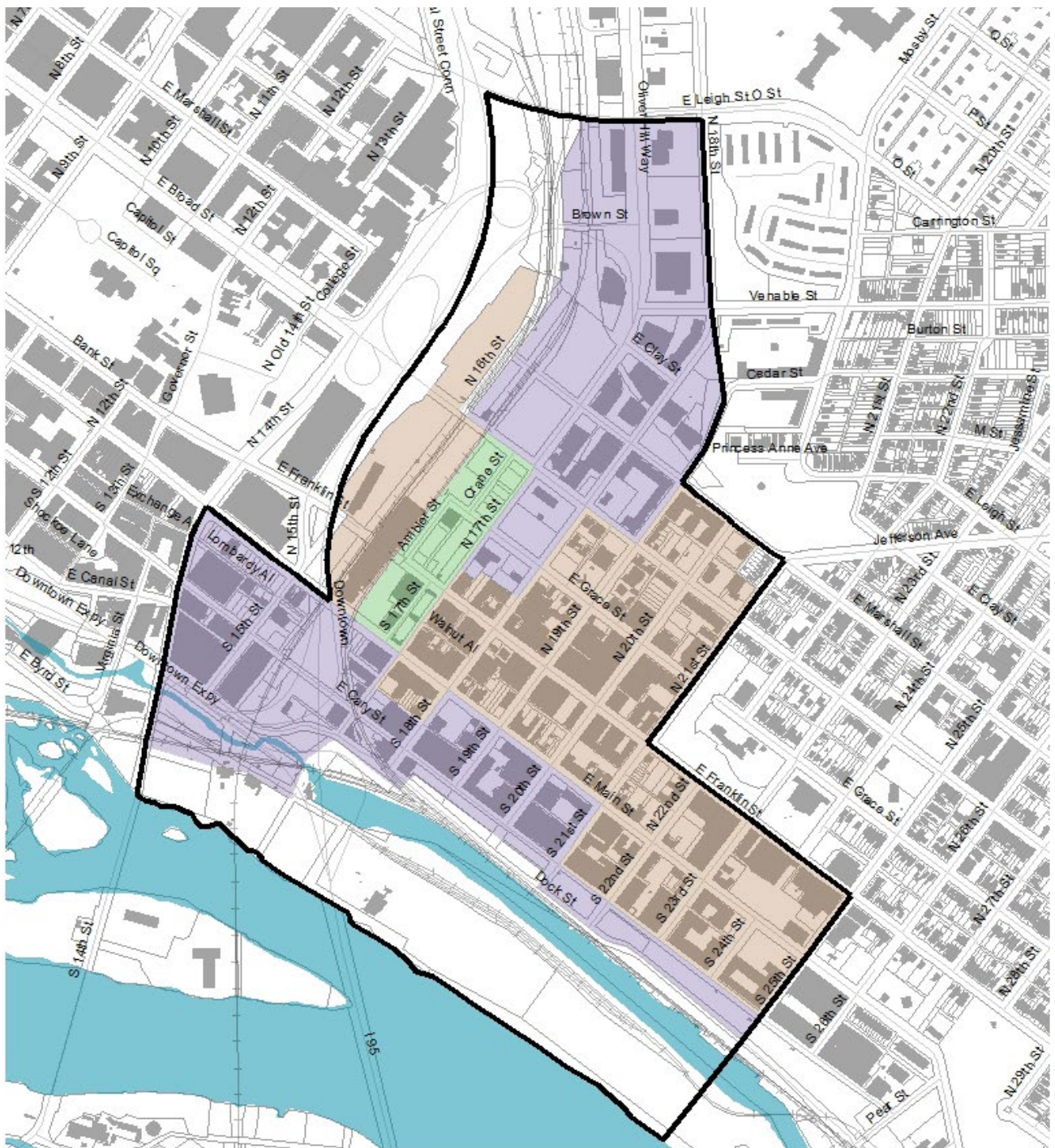


FIGURE 30 // Existing Zoning





## Recommended Heights for New Buildings

- 2 to 5-Stories
- 2 to 8-Stories
- 2 to 12-Stories

FIGURE 31 // Recommended New Building Heights



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

## Existing Architectural Character

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

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

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

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

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

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

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



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



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



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



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



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



## Form-Based Zoning

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

### Form Element #1

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

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

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

### Form Element #2

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

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

### Form Element #3

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

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

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

### Form Element #4

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

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

## **Form Element #5**

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

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

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

## **Form Element #6**

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

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

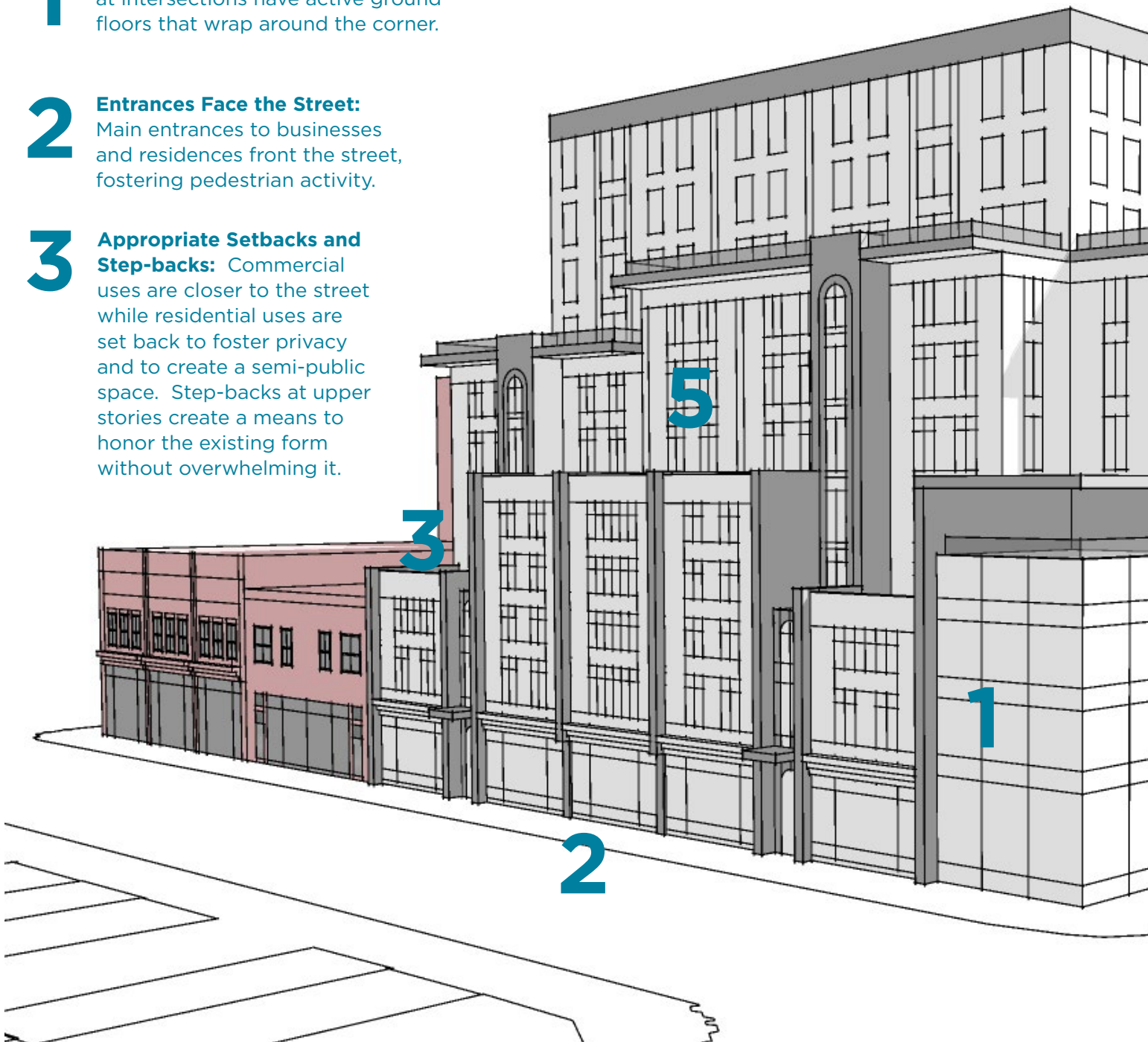


# Six Form Elements

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

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

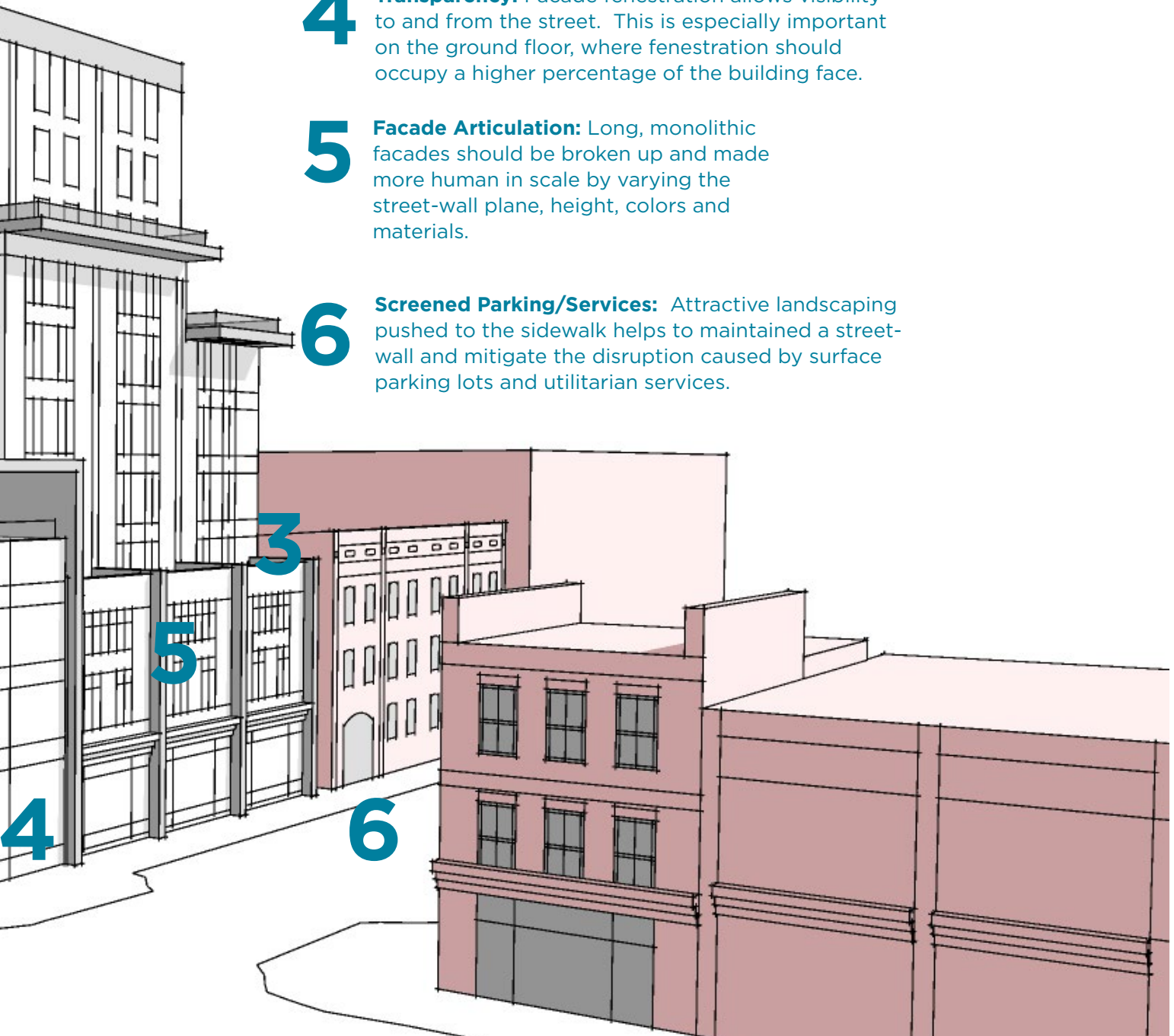
**3 Appropriate Setbacks and Step-backs:** Commercial uses are closer to the street while residential uses are set back to foster privacy and to create a semi-public space. Step-backs at upper stories create a means to honor the existing form without overwhelming it.



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

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

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





## Branding – Community Identity

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

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

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

- Public art and murals
- Public parks and gathering spaces
- Unique, local and locally-owned businesses
- Multi-cultural themed dining, retail and entertainment
- Safe, beautiful, and functional streetscapes
- Environmentally conscious and energy-efficient design

Community discussions should occur on the following topics, and serious consideration given



Branding is more than a logo. It is intentional. In Nashville, their brand "Music City" permeates everything they do from piped-in music at the airport and on

the streets to encouraging business and convention visitors to incorporate the brand in their materials and be "Brand Champions."

to the positive and negative impressions of each, and how to fix the negatives and build on the positives.

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

## Placemaking

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

Placemaking is rooted in community-based participation and the shaping of our public and private spaces to improve a community's cultural, economic, social, and ecological situation. Placemaking can take the form of large governmental actions such as zoning and capital

improvement projects but it can also be small-scale community-led space transformations, often referred to as tactical or guerrilla urbanism.

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

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

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

Creating different zones for motorists, bicyclists and pedestrians enhances the user experience and helps to make public spaces safer. Designing streets as a safe and comfortable

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

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

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

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



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

## Design Standards for the Public Realm

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

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

### Resources:

*The Public Art Network has created a resource guide for including public art in private development.*  
[https://www.americansforthearts.org/sites/default/files/pdf/2013/by\\_program/networks\\_and\\_councils/public\\_art\\_network/PublicArtPrivateDevelopmentFINAL.pdf](https://www.americansforthearts.org/sites/default/files/pdf/2013/by_program/networks_and_councils/public_art_network/PublicArtPrivateDevelopmentFINAL.pdf)

*In New York City, the Mayoral Advisory Commission on City Art, Monuments, and Markers has created a strategic plan for commemoration throughout the city:*  
<https://www1.nyc.gov/assets/monuments/downloads/pdf/mac-monuments-report.pdf>

### Streetscape

Streetscapes, the area from building face to building face, comprise a large percentage of publicly-owned real estate that is used daily

by a variety of consumers. As part of the City's Vision Zero Plan, a Better Streets Manual was created which serves as guidance for the design of Richmond's streets in a balanced manner for all users while protecting the most vulnerable – pedestrians and bicyclists.

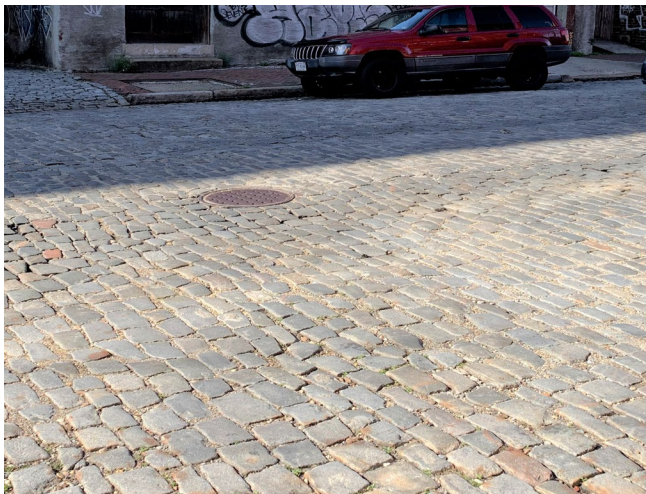
The streets in Shockoe are categorized as mixed-use, with high pedestrian volumes and bicycle activity. Sidewalk Zones are dedicated to pedestrians and can be designed to encourage walking by incorporating lighting, street trees, and street furniture. These zones should be accessible to all users and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

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

Shockoe has a streetscape character – cobble streets, brick sidewalks, decorative streetlights, and trees – which is enhanced by the architectural character of the buildings. Figure 322, Figure 333, and 34 illustrate where these character defining streetscape features are missing. The photographs to the right illustrate that the desired streetscape design pattern is not consistent across the area and is damaged or missing in places. This plan must commit to filling in the gaps and repairing damaged elements.

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

### UDC Guidelines



Restored cobblestone street

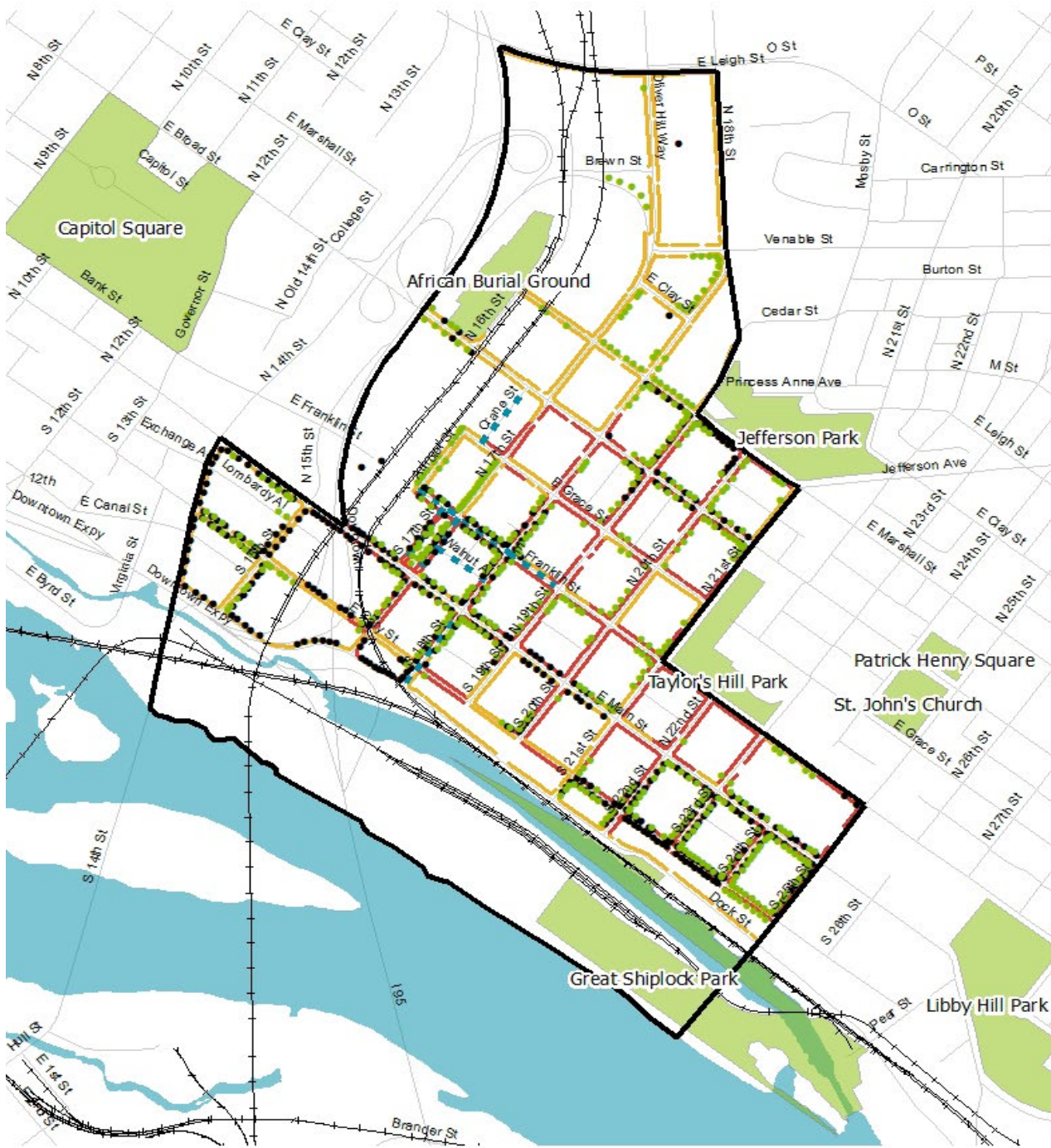


Desired streetscape palette with brick sidewalks, street trees, and ornamental street lights



Examples of damaged and missing sidewalks and inconsistent materials



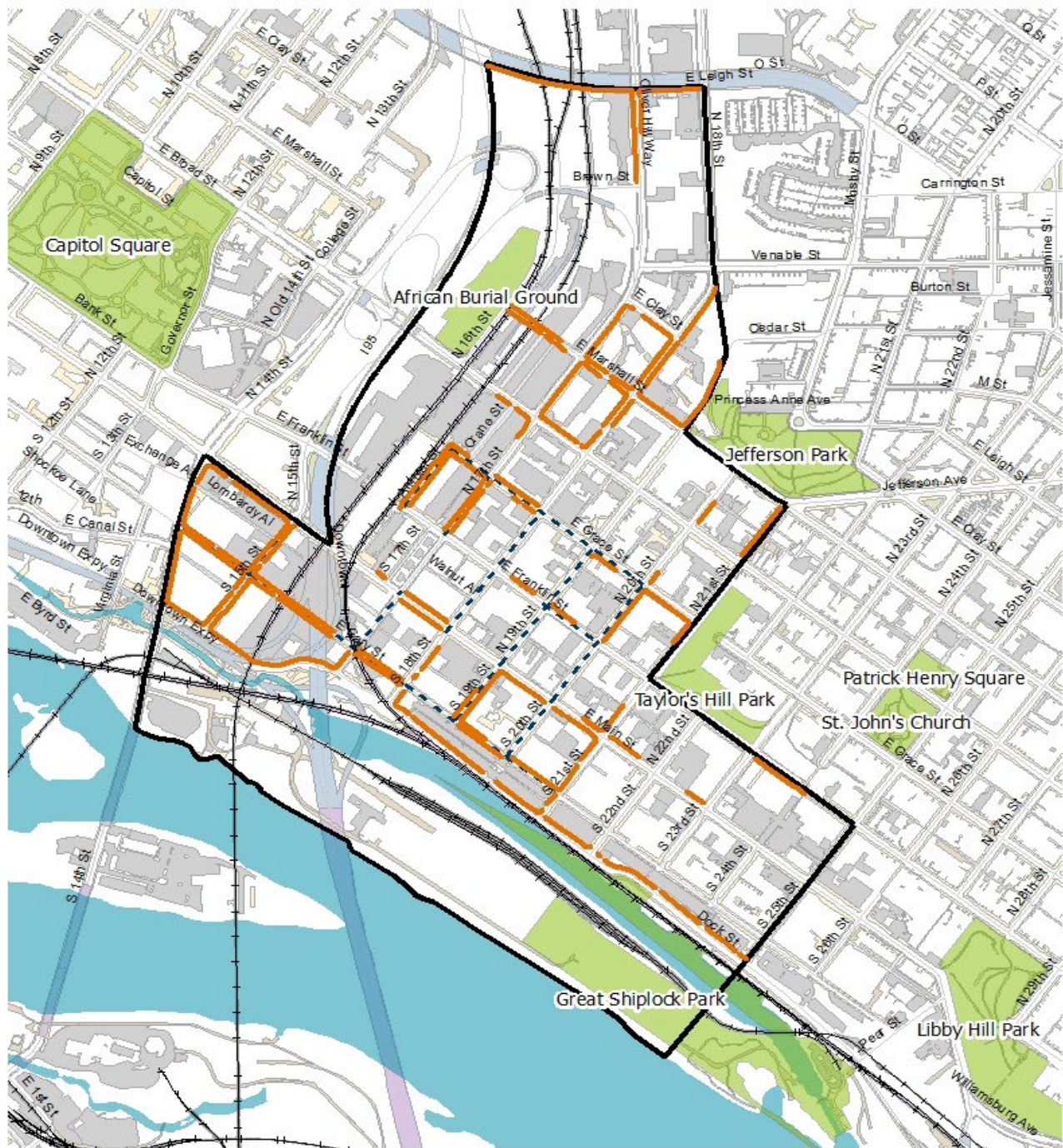


## Existing Streetscape

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

FIGURE 32 // Existing Streetscape



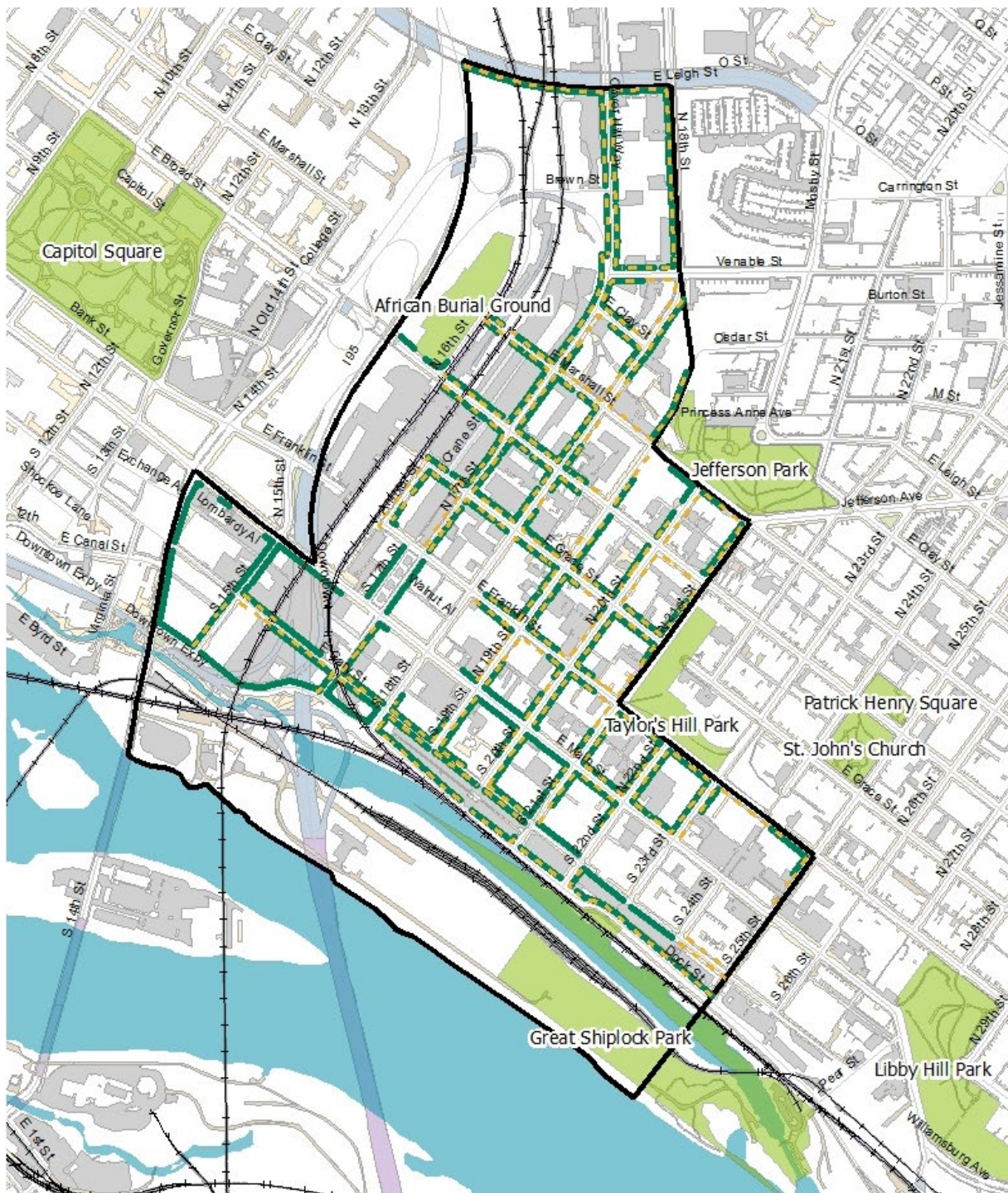


## Existing Streetscape Areas Lacking Brick Sidewalks and Cobblestone Streets

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

FIGURE 33 // Existing Streetscape: Areas Lacking Brick sidewalks and Cobblestone Streets Trees and Ornamental Lights





## Existing Streetscape Areas Lacking Trees and Ornamental Lights

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

FIGURE 34 // Existing Streetscape: Areas Lacking Trees and Ornamental Lights

## Parks and Landscape

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

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

Historically, except for a small, community playground that existed between the 1910s and 1970s there has never been a park in Shockoe. Today, with the exception of the Low Line, Low Line Green, and Great Shiplock Park, located at the southern edge of the area, there are no parks in Shockoe. With the exception of the African Burial Ground [Memorial site](#) there are no green-spaces, as seen in Figure 355. Large City parks sit at the crests of the hills to the east and Capitol Square lies to the west. The tree canopy is also seriously lacking because of overhead utilities. Many of the things that make a place hospitable and comfortable are not present. However, there is a great deal of open space in the form of surface parking lots and under-utilized areas below highways and elevated railroad tracks that could be re-purposed.

The goals for creative placemaking will help to guide and inform a process of reclaiming negative spaces and turning them into vibrant

parks and landscapes for public gathering, storytelling, and commemoration. Designed properly and incorporating green infrastructure practices, these places can also serve to help ameliorate the effects of stormwater. Green infrastructure includes a variety of water management practices to reduce flooding and polluted runoff by capturing, filtering, and reducing stormwater. Soils, plants, pervious materials, and retention design are among the tools that can be used to create environmentally responsible landscapes.

## Richmond Slave Trail

The Richmond Slave Trail is a self-guided walk, established in the 1990s, that chronicles the history of the trade in enslaved Africans in Richmond.

The trail begins on the south bank of the James River at Manchester Docks, a tertiary port in the Trans-Atlantic trade in enslaved Africans. The trail crosses the River to Shockoe where it tells of Richmond's role in the downriver, domestic trade in enslaved Africans. From 1840 to 1860, Richmond was a major market for the selling and leasing of enslaved Africans, second only to New Orleans. On the north side of the river, the trail passes the Reconciliation Statue commemorating the international triangular trade, past the Lumpkin's Jail/Devil's Half Acre site, and the African Burial Ground [Memorial site](#) to First African Baptist Church, a center of African American life in pre-Civil War Richmond. Potential additions along the trail would be the proposed museum at the Lumpkin's Jail/Devil's Half Acre site as well as the proposed Shockoe Square. Consideration should also be given to creating a new African American Heritage trail that connects the Marshall Street Well Project at VCU, the Shockoe Hill African Burying Ground, and other significant sites with a connection to the Richmond Slave Trail. This new trail would be a continuum of the important narrative told through the Richmond Slave Trail.





## Parks, Trails, and Commemorative Spaces

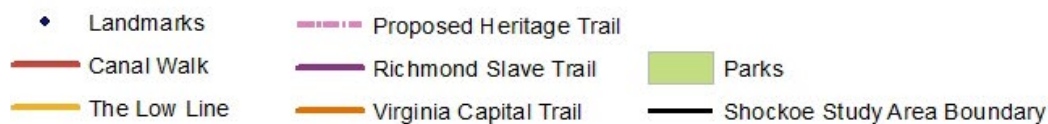


FIGURE 35 // Parks, Trails, and Commemorative Spaces

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

## Public Art

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

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

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

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

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

And focused on three project types:

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

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



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



## Public Safety

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

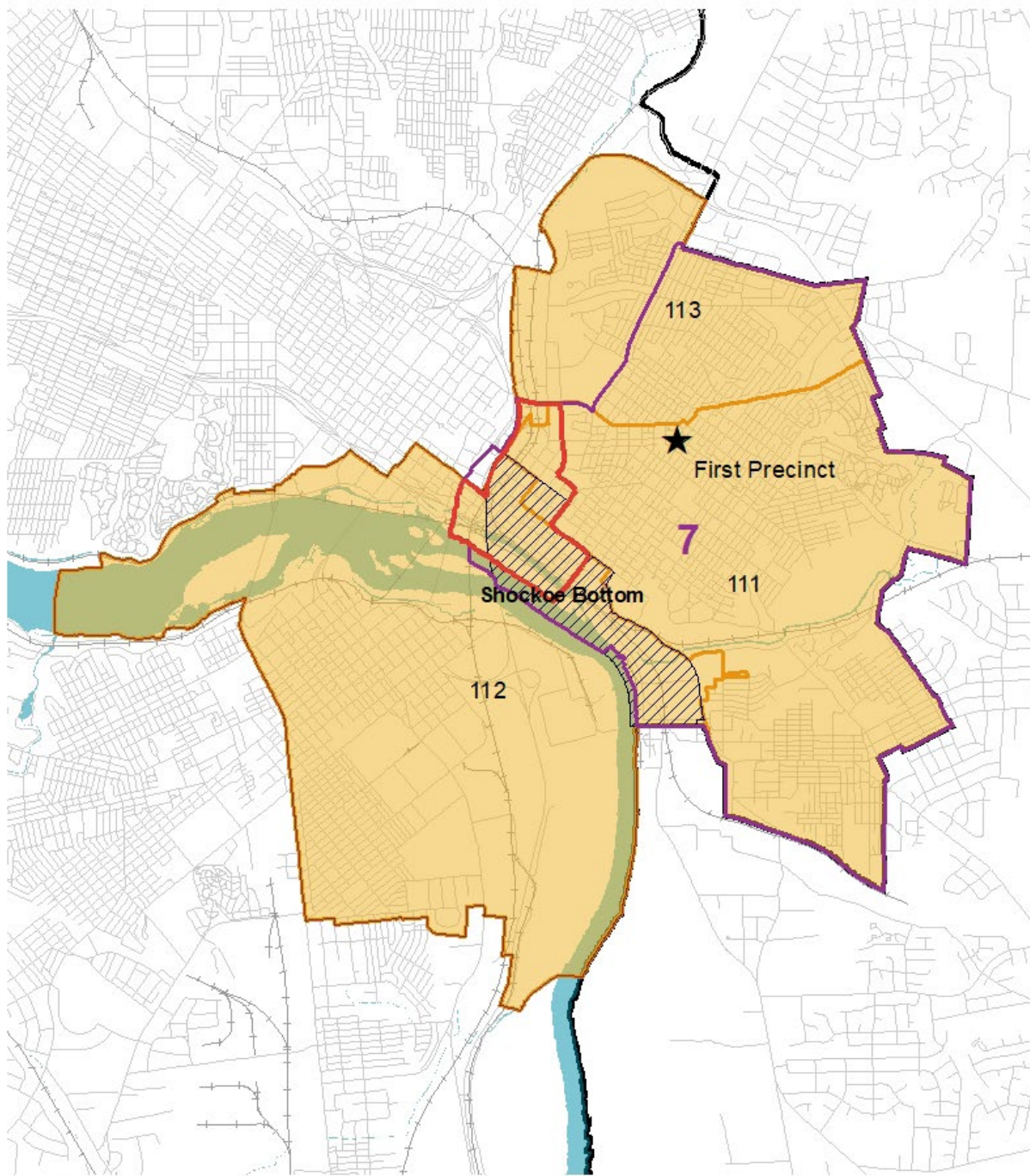
## Crime and Policing

Shockoe is located in the First Police Precinct, which covers the entire eastern side of the City and the northeast portion of south Richmond, including the communities of Manchester and Blackwell. The precinct is divided into three sectors. Shockoe is covered by Sectors 111 and 112, the boundaries of which are much larger than the study area. The Police Department also maintains crime statistics by neighborhood. For the purposes of this analysis the "Shockoe Bottom" neighborhood, as identified by the Richmond Police Department, was used and like the sector boundaries are larger than and do not align with the study area boundaries. The majority of the "Shockoe Bottom" neighborhood is located in Sector 112. The study area is also located in the Seventh Council District, see Figure 36.

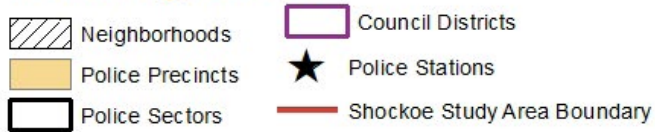
Figure 37, illustrates crime statistics in Shockoe for the period from January, 1, 2014 to December 31, 2020. Theft is defined as obtaining or exerting unauthorized control over the property of another - an example would be shoplifting. Burglary is differentiated from theft because it involves the act of breaking and entering into a dwelling or building with the intent of committing a crime. Vice is a broad category of crimes that "offend the morals of the community" and includes prostitution, pornography, gambling, and drug and alcohol offenses. Assaults and thefts account for the majority of crimes in the area each year. There were two homicides in 2017, three in 2019, and two in 2020.

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

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



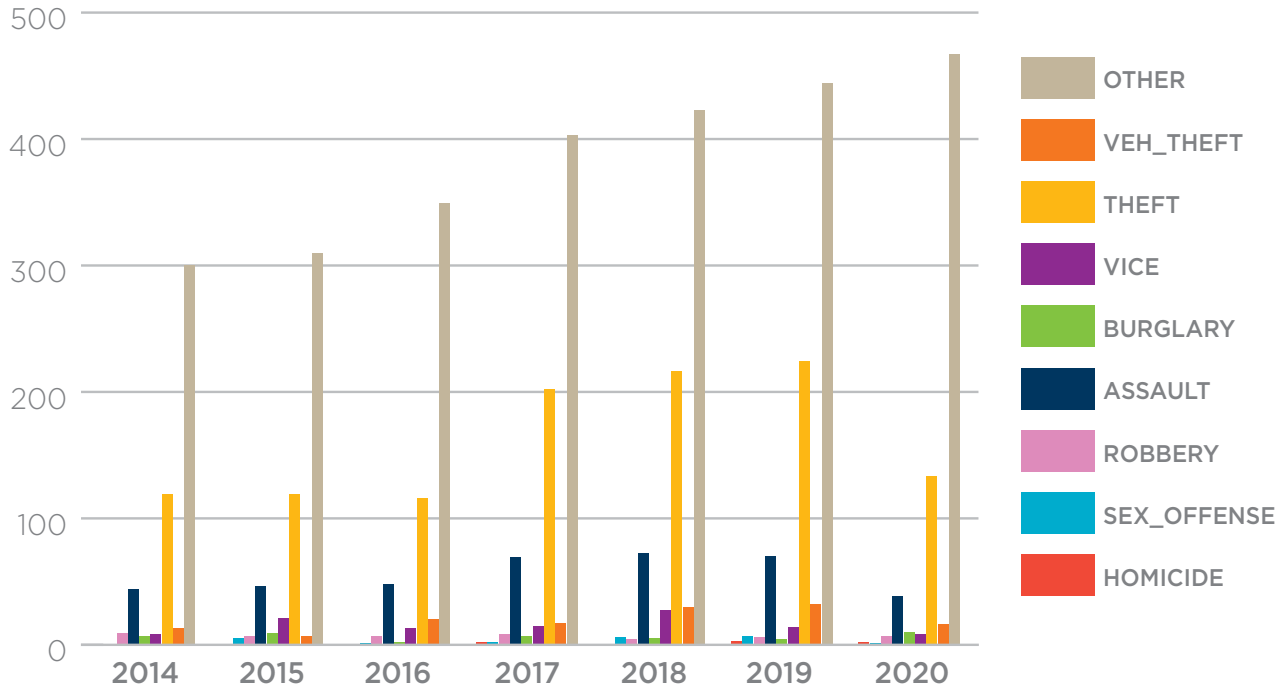
## Policing Areas



Source: City of Richmond Police Department

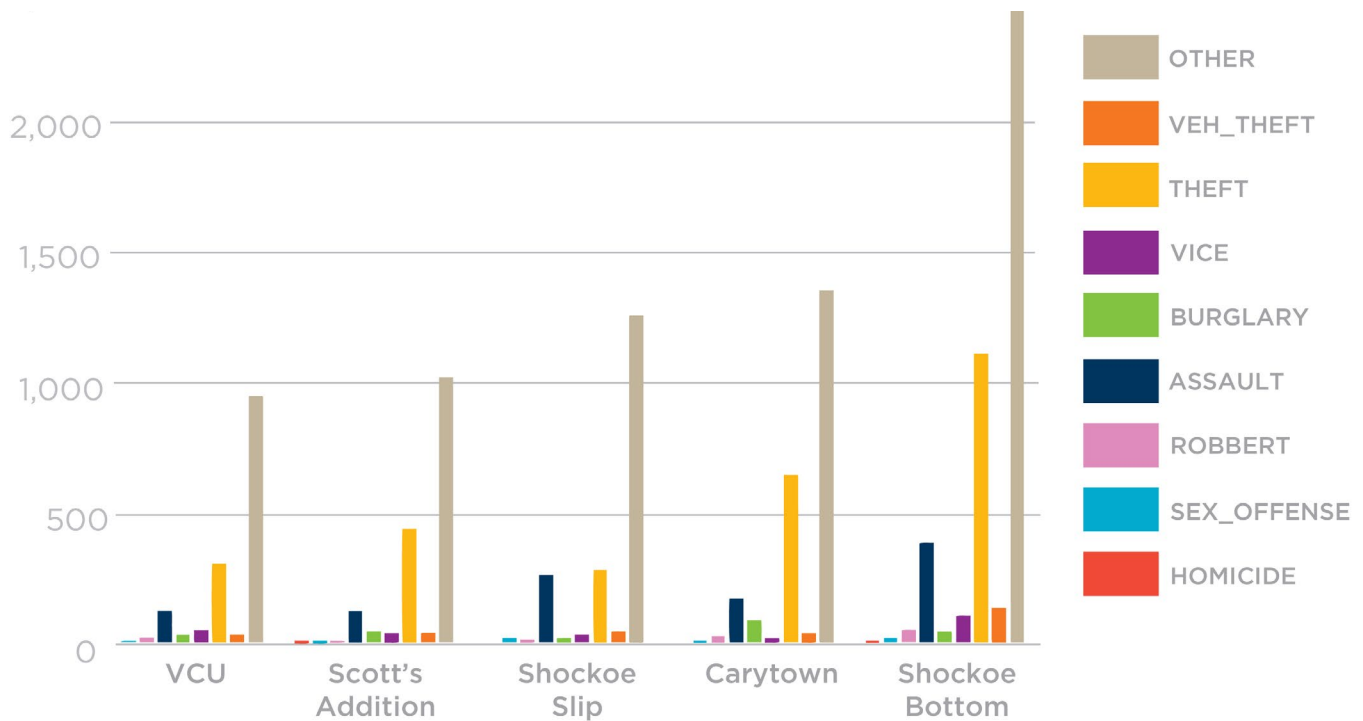
FIGURE 36 // Policing Areas





**FIGURE 37 // Crime Incident Information in Shockoe**

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



**FIGURE 38 // Crime Incident Comparison By Neighborhood**

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

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

When a comparison is made between crime in Shockoe and other similar mixed-use districts (Carytown, Scott's Addition, Shockoe Slip, and VCU) for the period from January 1, 2014 to December 31, 2020, incidents of crime in Shockoe were considerably higher -- 286% to 183%. There were 7 homicides in Shockoe, 1 in Scott's Addition and none in the other three areas. Burglaries were the only crime where Shockoe was not the highest -- Carytown had 87 burglaries to Shockoe's 44, see Figure 38.

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

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

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

urination, noise, traffic congestion, parking facilities, and pedestrian crowding are some of the other issues found in entertainment districts.

None police alternatives should be explored. There must be a dialogue between the Police Department, local residents, entertainment-business owners and patrons, politicians, and City officials. Working together they must determine what the community is willing to tolerate, what the community expects from the Police Department, and what the community is willing to pay for.

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

- **District Patrols:** These patrols engage with patrons when low-level crimes are observed, before they escalate into more serious crimes. Verbal warnings often suffice to educate citizens and, establish voluntary behavioral standards and compliance.
- **Staffing:** The demeanor of officers is extremely important in these crowded stressful situations. They must be personable, approachable, and versatile.
- **Diverse Patrolling Methods:** Different patrol methods respond better to a variety of situations, so a multi-pronged approach should be considered, which includes foot patrol, uniformed and plain-clothes officers, bicycles, marked and unmarked vehicles, motorcycles and possibly mounted patrols.
- **Patrol Support:** This involves a cooperative approach between private security and the local police. Private security can serve as the eyes and ears for the Police Department and provide a low-contact variety of intervention before a situation escalates.



- **Deployment:** This often involves patrols in concentric circles around a district to sift out potential problems before they even reach the district. It also means maintaining patrol integrity within sectors in the district to ensure that someone is always available.

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

## Service Delivery: Costs and Responsibilities

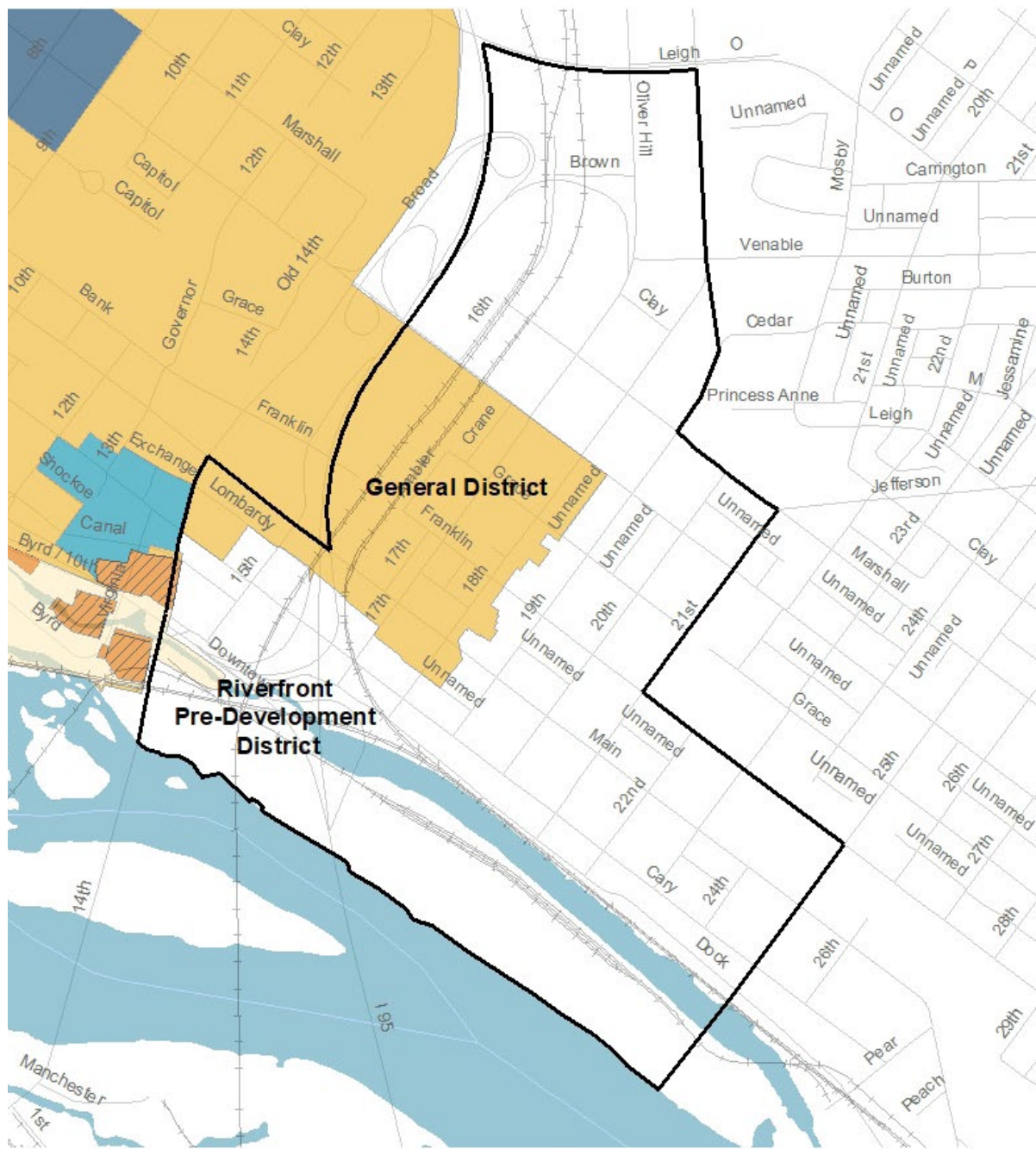
There is some misunderstanding among merchants and property owners over what services are provided by the City and what items are the responsibility of business and property owners. It will be very important moving forward to begin an open discussion about desired services, service delivery, and cost.

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

### Sidewalks, Streets and Alleys

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

Property owners are responsible for keeping sidewalks and alleys abutting their property free of rubbish, debris, litter, weeds, and snow. Property owners may not encroach upon streets, alleys, sidewalks, or other public right-of-way without authorization. Sidewalks are cleaned daily in the General (Special Assessment) District, [managed by Venture Richmond](#), as shown in Figure 399, at a fee of \$.05 per \$100 of assessed value.



## Special Assessment Districts



FIGURE 39 // Special Assessment Districts



## Graffiti

The writing, drawing, etching, scratching or marking an inscription, word, figure or design of any type on any public or private building without the permission of the owner is a Class 1 misdemeanor. The City is responsible for removing graffiti from public buildings and surfaces and may remove graffiti from private property that is visible from a public right-of-way, such as a street, sidewalk, or alley with the completion of a Consent to Enter and Release of Liability Agreement form signed by the property owner, but reserves the right to refuse to remove graffiti from private property. The removal of graffiti from private property is also predicated on the availability of resources -- funding and staffing.



Examples of graffiti in Shockoe

## Garbage and Recycling

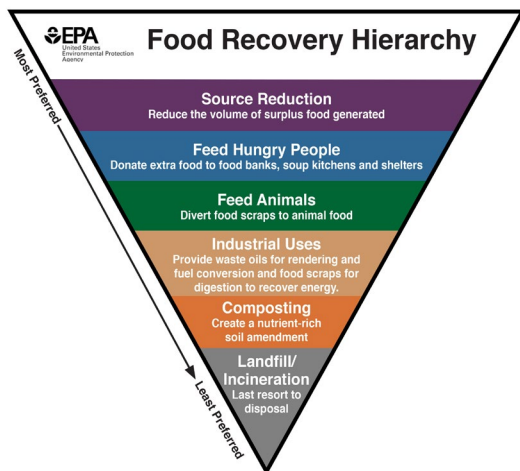
The numerous restaurants in the Shockoe generate large quantities of garbage, generally, in excess of the four-super-cans-per-week limit imposed by the City for commercial establishments. If a business exceeds the four-cans-per-week limit they are required to contract with a commercial service provider.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

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

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

**Another food related issue in Shockoe is the illegal dumping of used cooking oil down the storm drains which clogs the drains.**

Consideration should be given to more sustainable solutions that reduce the waste stream through recycling and composting initiatives. There is excellent information about methods and resources on the EPA website related to food recovery (<https://www.epa.gov/sustainable-management-food/sustainable-management-food-basics>).



Environmental Protection Agency (EPA) food Recovery Hierarchy

## Code Enforcement

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

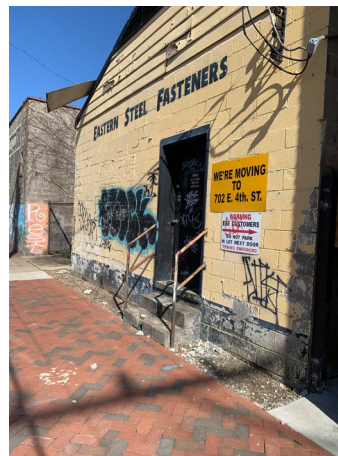
The mission of Code Enforcement is to educate property owners and enforce property maintenance regulations, protect the safety, health, and welfare of citizens, and support economically strong neighborhoods and businesses. Code Enforcement is primarily complaint-driven but staff also conducts proactive investigations. The inspectors utilize the property maintenance provisions of the Virginia Uniform Statewide Building Code and City environmental ordinances as a basis for compliance and citations. The most common issues encountered are accumulations of trash and refuse, tall grass and overgrown vegetation, building safety, and vacant buildings. The possibility of a focused Code Enforcement effort in Shockoe should be considered to identify and begin the process of remediating property maintenance and environmental violations.

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

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

## Facade Improvement Program

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



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



All of the initiatives in this section are as equally dependent on political will as they are on community will. Shockoe would benefit greatly from a new or expanded neighborhood association that broadly represents the interest of business and property owners, and residents. Because of the many expanded or special service needs in Shockoe it is recommended that a Business Improvement District be established. Venture Richmond currently manages a General Special Assessment District that provides limited services for a fee in a portion of the area but it is not structured to fully address the needs in the area.

### **Business Improvement Districts (BID)**

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

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

## CHAPTER 6

# Equitable Transportation



Shockoe prioritizes the movement of people over the movement of vehicles through a safe, reliable, equitable, and sustainable transportation network.



# Goal 4: Non-Car Network

Enhance walking, biking, and transit infrastructure to provide universal access to all users, prioritizing low-income areas and areas within the high-injury street network. (R300 Goal 8)

## Objective 4.1

Improve sidewalks, crosswalks, and ADA facilities to ensure accessibility and safe mobility to the maximum extent possible, including access to transit facilities.

- a. Install sidewalks. Construct sidewalks where missing in the neighborhoods along the Corridor and repair and improve existing sidewalks. Widen sidewalks based on changes in land use and redevelopment and minimize redevelopment that reduces sidewalk widths. Follow ADA guidelines to provide universal access. (Pulse Corridor)
- b. Provide wider sidewalks and streetscape where possible. Focus on areas where high-density redevelopment is occurring, through road diets, or setbacks of new development. (Pulse Corridor)
- c. Improve intersections to better accommodate pedestrians and cyclists. Utilize context-sensitive solutions and design to complete street standards. (Pulse Corridor)

## Objective 4.2

Improve streetscape to create a safe, engaging pedestrian experience by providing consistent streetscape components where they do not already exist. (Pulse Corridor)

- a. Implement enhanced public sidewalk standards to include improved lighting, repair of trip hazards (i.e. broken pavement, utility covers) and clear walking paths.
- b. Continue to implement pedestrian improvements to promote public safety and Vision Zero goals.
- c. Improve lighting. Install pedestrian-scale and -oriented lighting throughout the Corridor. (Pulse Corridor)

### Objective 4.3

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

- a. Install key projects referenced on the Future Connections Map and work towards more protected bicycle infrastructure in consultation with the *Bike Master Plan* and the Pulse Corridor Plan while balancing the needs of travel lanes, on-street parking, and bicycle infrastructure within a limited right-of-way. Co-locate bike-share stations near the Pulse station areas. (Pulse Corridor)
- b. Extend the VA Capital Trail to reach the Capitol. Explore opportunities for developments along the VA Capital Trail to provide amenities and infrastructure supportive of cyclists and pedestrians. (Pulse Corridor)
- c. Continue to expand bike facilities that will be designed to minimize bicycle level of stress, including fully-separated bike facilities that are either physically buffered on-street, or are off-street and at the level of the sidewalk.
- d. Improve the crossing conditions along E. Broad Street between 14th St and 17th Streets and along Dock Street for pedestrians and cyclists going to and coming from the Capital Trail and the Low Line. (Pulse Corridor)

### Objective 4.4

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

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



# Goal 5: Street Connections and Bridges

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Build and improve streets and bridges to expand connectivity for all users.  
(R300 Goal 9)

## Objective 5.1

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

- a. Create a new City-owned and operated structured parking facility to replace surface parking lots near Main Street Station.
- b. [Work with the Commonwealth of Virginia on a Memorandum of Understanding for the use of the 14th Street Parking Deck to support Main Street Station, tourists, and evening and weekend users.](#)
- c. Develop strategic parking assets where feasible. Consider incentivizing the construction of structures parking (wrapped in other uses) by offering a real estate tax abatement for those operators who make parking publicly available.
- d. Standardize curbside management by clearly marking no parking zones per current ordinance at intersections, curb cuts, and fire hydrants.
- e. Encourage property owners to consider shared parking spaces and expand the special off-street parking requirements in Code Section 30-710.2:3 to include zoning districts in Shockoe. (See Parking Study)
- f. Develop multi-use curbside management programs that accommodate residents, visitors, customers, and employees at appropriate time intervals. (See Parking Study)
- g. Use automated enforcement of curbside to increase compliance with regulations. (See Parking Study)
- h. Improve pedestrian infrastructure so pedestrians feel secure and comfortable walking to their destination. (See Parking Study)
- i. Discourage the creation of new surface parking lots along pedestrian-friendly and transit-accessible corridors. Explore opportunities to increase internal parking off of the alley system.
- j. Develop parking lot and parking garage screening standards to safely and beautifully screen unsightly parking facilities from the street
- k. Periodically evaluate on-street fee-for-use parking to ensure time frames and fees are still appropriate. (See Parking Study)
- l. Encourage reduced automobile parking in exchange for dedicated car-share spots, sponsoring a bike-share station and/or providing additional bike parking. (Pulse Corridor)
- m. Prioritize the creation of new alleys and improvements to existing alleys to create better access to parking and loading via alleys, reducing the need for driveway entrances along the primary streets, and creating pathways and places in Shockoe. (Pulse Corridor)
- n. Encourage car-sharing and other mobility device-sharing programs. These programs can reduce the need to own an automobile for residents and employees living and working in Shockoe, and provide flexibility of travel.

## Objective 5.2

Create great streets using coordinated design standards and branding to define Shockoe as a unique place within the city through improvements to paving, landscaping, lighting, site furnishings, and signage.

- a. Conduct an inventory of sidewalks, lighting, and trees and develop a three- to five-year budget within the City's CIP budget to repair/replace sidewalks and, install lighting, street furniture, and trees.
- b. Enhance the primary gateways into Shockoe with coordinated design improvements including standards for signage, streetscape, landscape, lighting, public art, and roadway design.
- c. Bury overhead utilities underground where physically and financially feasible. (Pulse Corridor)

## Objective 5.3

Strengthen the street network by improving multi-modal access and comfort.

- a. Pursue two-way conversions of the few one-way streets in Shockoe Bottom in consultation with the City's Strategic Multi-modal Transportation Plan, evaluating during implementation the balance of two-way conversion, on-street parking, and bicycle infrastructure. (Pulse Corridor)
- b. Work with the City and VDOT to resolve ramp and intersection configuration design for the Shockoe Valley Streets Project at northern gateway to Shockoe with a focus on non-vehicular and multi-modal friendly connections that reinforce the desired and predominant community block structure and a pedestrian-centric district. Resolve access issues to certain parcels caused by changes in the traffic pattern.

## Objective 5.4

Improve connectivity to nearby neighborhoods, downtown, and the James River through consistent streetscape and shading.

- a. Improve the Martin Luther King Bridge by adding shade and protected bicycle lanes.
- b. Consider creative vertical circulation solutions for pedestrian connectivity at key pedestrian nodes.
- c. Implement additional connections between Shockoe and the James River as described in the Richmond Riverfront Plan.
- d. Improve the existing Taylor's Hill sidewalks as a key connector to Church Hill.

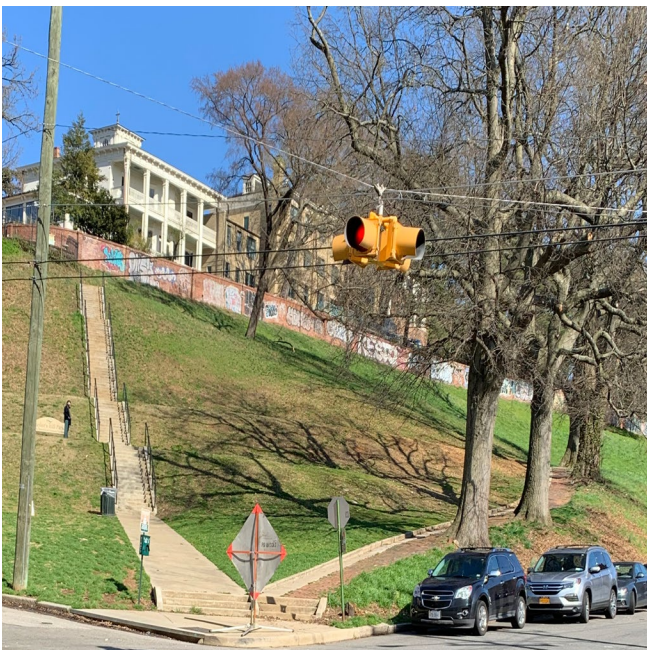


# Equitable Transportation Context

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

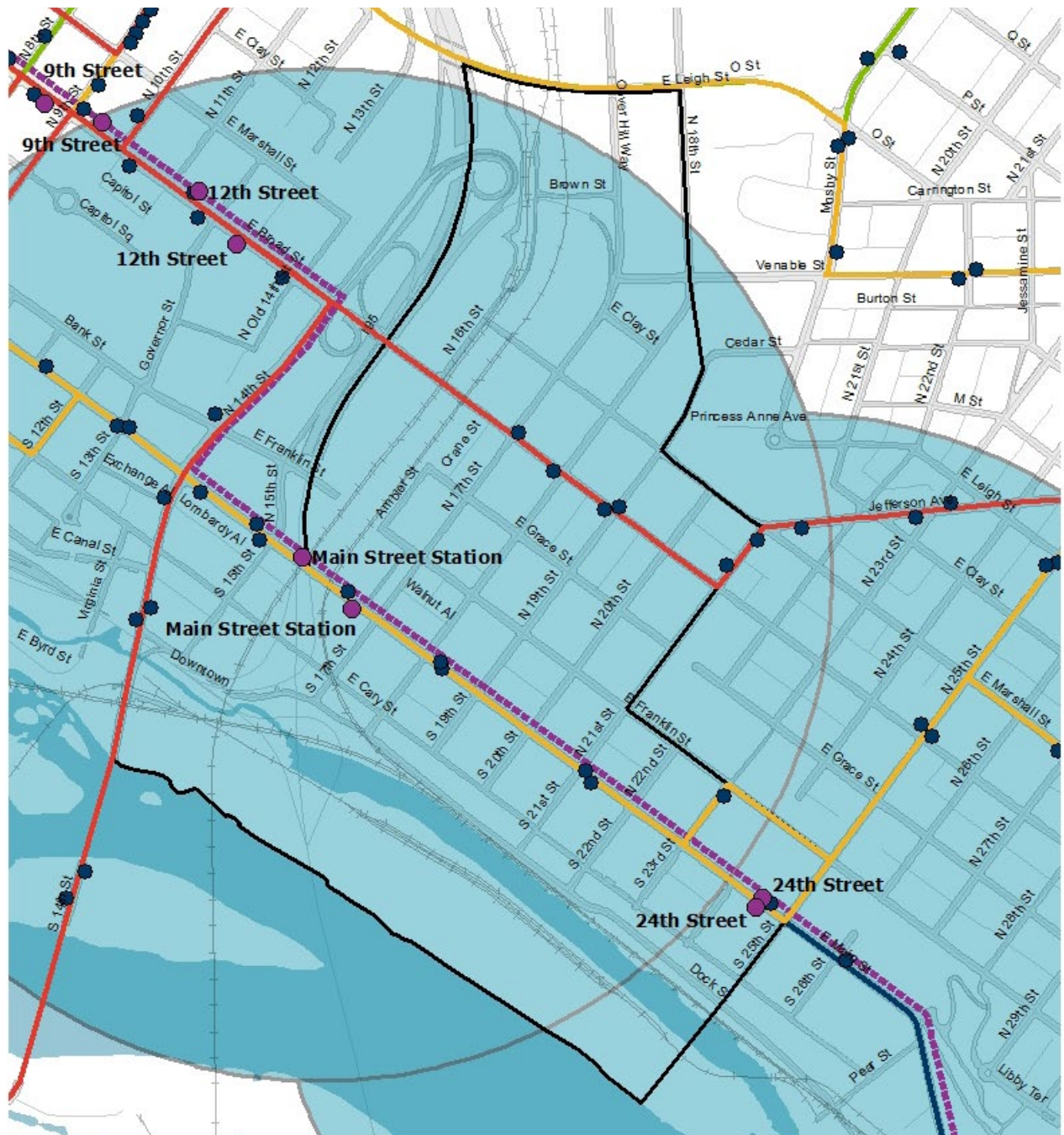
The topography and infrastructure in and around Shockoe have historically had a tremendous effect on how people and vehicles move through and experience the place. Shockoe sits at a low point between two hills – Church Hill to the east and Shockoe Hill to the west. Elevated railroad tracks split the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



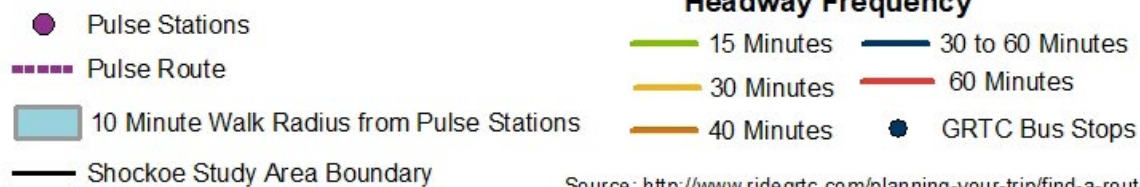
Steps from E. Franklin and N. 21st Streets to Taylor's Hill Park



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



## Public Transportation



Source: <http://www.ridegrtc.com/planning-your-trip/find-a-route> (10/4/2021)

FIGURE 40 // Public Transportation



## Pulse and Bus Transportation

The Pulse, a 7.6 mile bus rapid transit line, began operation in June 2018. It runs through Shockoe along E. Main Street from Rockett's Landing on the east to The Shops at Willow Lawn on the west. There are stops at N. 25th and E. Main Streets and in front of Main Street Station. During peak hours, 6AM to 7PM, the buses run on a 10-minute schedule. Bike riders can connect with the Pulse by loading their bike onto the front of the bus, parking their bike at a Pulse station, or borrowing a bike from a nearby RVA Bike Share location. Connections can be made to north-south bus routes along the Pulse Corridor, as shown in Figure 4040. The 14 Hermitage/E. Main Street bus runs along E. Main Street from N. 25th to N. 5th Streets on a 30-minute schedule. The 7A-7B Nine Mile Henrico runs along E. Broad Street from N. 21st Street to N. 7th Street on a 30-minute schedule [where the routes overlap](#).

## Pedestrians

An emphasis of the planning effort has been creating a pedestrian-friendly district with safe and pleasant areas for walking. Currently, large sections of sidewalks, especially in the northwest portion of the neighborhood, are missing or damaged and in need of repair. The entire district is devoid of trees and shade, which detracts from the pedestrian experience.

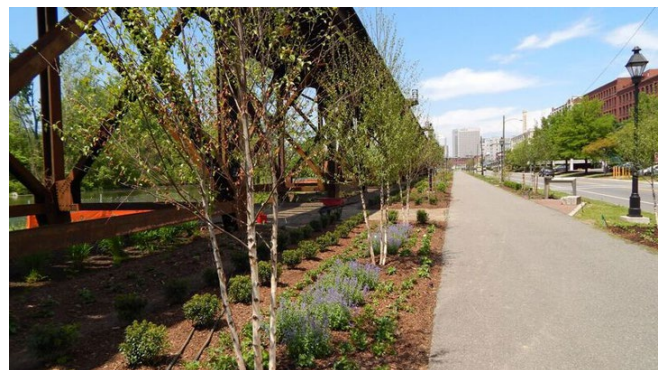


Richmond Slave Trail pavement marker

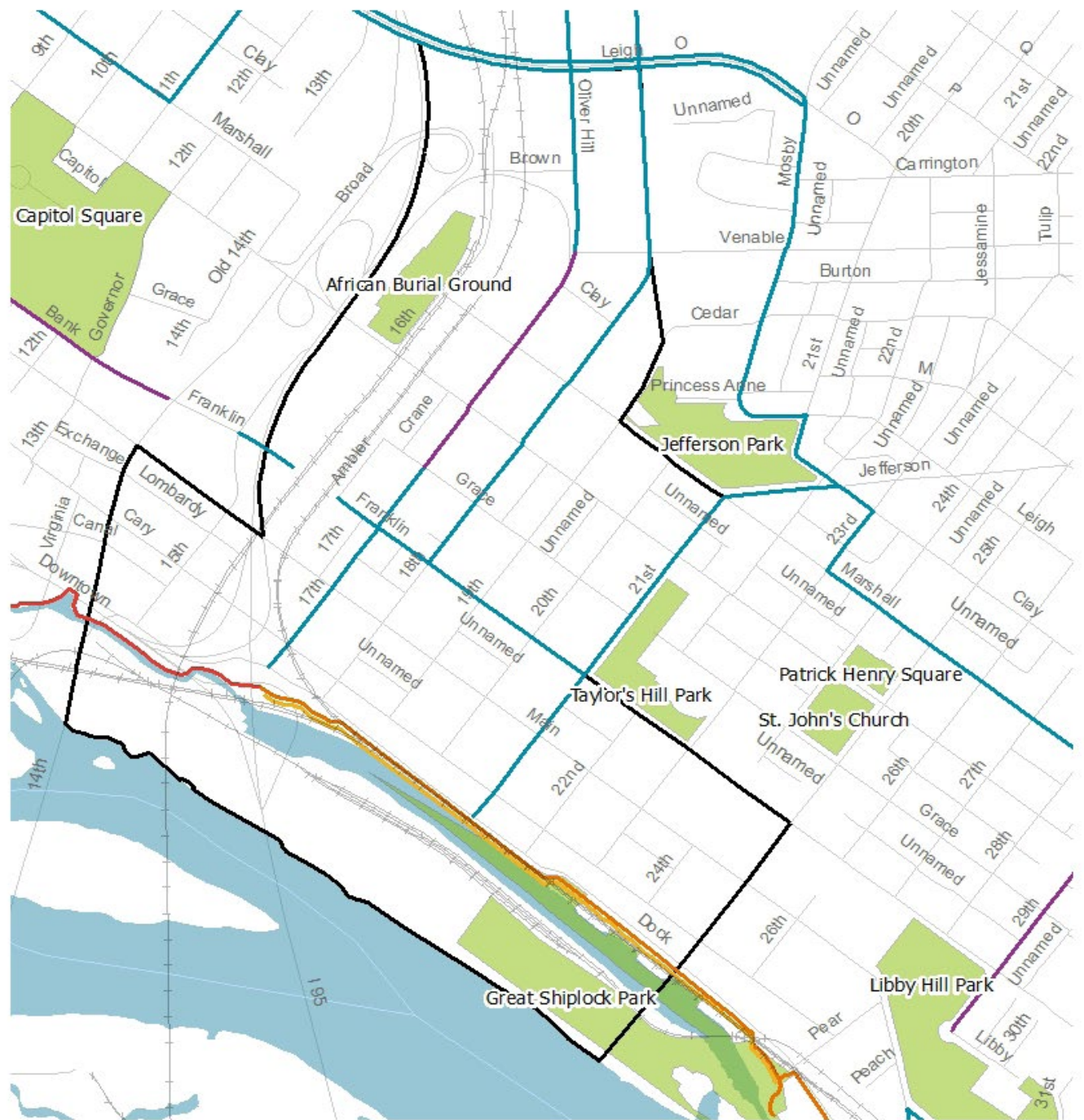
The larger bike and pedestrian infrastructure in and around Shockoe is well established. To the south are the Low Line, a linear urban green space, and the Virginia Capital Trail, a 51.7 mile, multi-use trail, which need to be connected to bike and pedestrian infrastructure in the neighborhood. The Richmond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

## Bicycles

In addition to the Low Line and Virginia Capital Trail, bike infrastructure in the neighborhood is focused on E. Franklin, 17th and 18th Streets and away from congested traffic areas along E. Main and E. Broad Streets, as seen in Figure 41. The Richmond Bicycle Master Plan approved in 2014 recommends buffered bike lanes on 17th and 18th Streets that would connect the Virginia Capital Trail to buffered bike lanes on E. Leigh Street. These lanes are included as part of the Shockoe Valley Streets Improvement Project.



Low Line and Virginia Capital Trail



## Bike and Pedestrian Facilities



FIGURE 41 // Bike and Pedestrian Facilities



## Automobiles

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

The planned Shockoe Valley Streets Improvement Project, see Figure 42, will act as an entrance into the City and will set the tone for Shockoe for the next generation or longer. The project is designed to enhance traffic flow from I-95 northbound into the city and ease congestion on E. Broad Street towards the VCU Health campus and other destinations Downtown. The project includes a series of roundabouts, converting Oliver Hill Way and N. 18th Street from one-way to two-way and adding protected bike lanes.

Designed for the more effective movement of cars, the project will have a substantial effect on the Shockoe neighborhood, especially the pedestrian experience on E. Broad Street at its intersection with Oliver Hill Way. The expansion of the intersection to accommodate a higher volume of traffic will divide the north side of E. Broad Street from the south side. The goal of the Shockoe Small Area Plan is to create a unified, pedestrian-friendly district. Emphasis must be placed on the pedestrian, and priority given to ease of crossing at all intersections rather than the movement of automobiles. Automobile traffic should be controlled, better distributed within this new network, and slowed. The improvements must be of the highest quality and enhance the future use and enjoyment of the district and not merely the effective and efficient movement of vehicles.

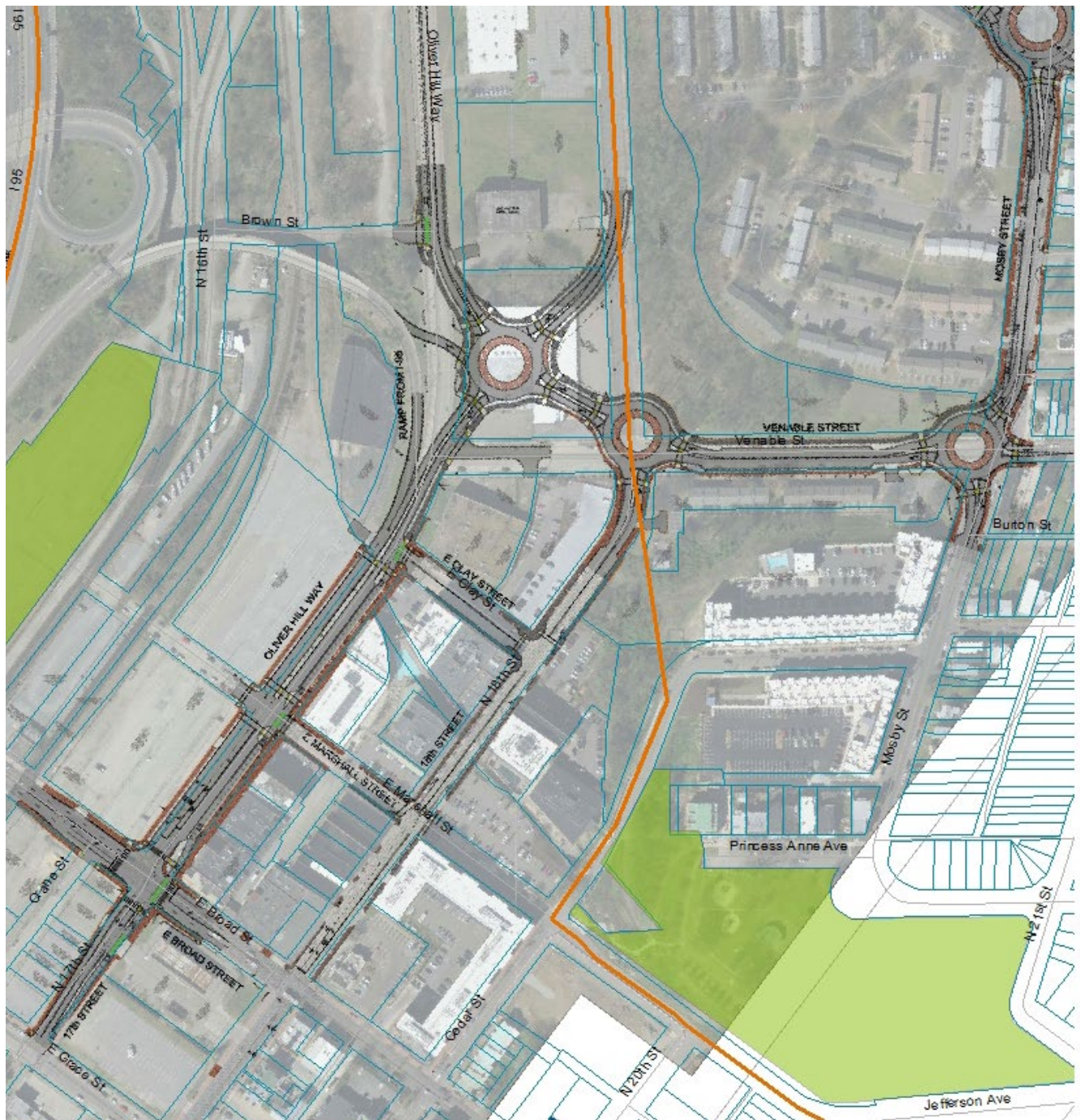


Main Street Station, a destination for high-speed rail

## Rail

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

Land around Main Street Station was purchased with Federal Transportation Authority (FTA) funds for the expansion of parking, baggage handling, Amtrak offices and security to support the growth of the station as a multi-modal hub. The passenger platforms at Main Street Station will also need to be elongated, and new structural piers to support the platforms installed, to accommodate the planned expansion of passenger service. The effect of



## Shockoe Valley Street Improvement Project

60% Design Development Drawing by RK&K

- Parcels
- Parks
- Shockoe Study Area Boundary

FIGURE 42 // Project Concept Plan, 2020

RK&K 60% Design Development Drawing



this project on historic resources and other modes of transportation is not fully known, but it will provide enhanced rail service to Shockoe and the city.

In March 2021, federal funds were committed for the construction of a new Long Bridge across the Potomac River, a major first step in improving rail transportation in Virginia. Phases 1 and 2 which include the construction of 37 miles of new track should be complete by 2030. The completion the segment to Richmond will require the acquisition of 44 miles of track and 145 miles of CSX right-of-way.

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

## Parking

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

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

but not in B-5 which covers the majority of the developed area in Shockoe. It would require a zoning amendment to extend shared parking to zoning districts in the area.

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

- Need for parking way-finding and more pronounced signage for public accessible off-street parking lots (completed)
- No standardized or clear visual indication of where curbside parking is allowed and prohibited in non-metered areas
- Many off-street parking lots have an unsightly appearance and do not conform to any basic design and layout standards. (The City is working on screening and parking standards)
- Uniform metered pricing throughout the central business district has no correlation to variation in parking demand intensity over the course of the day.

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



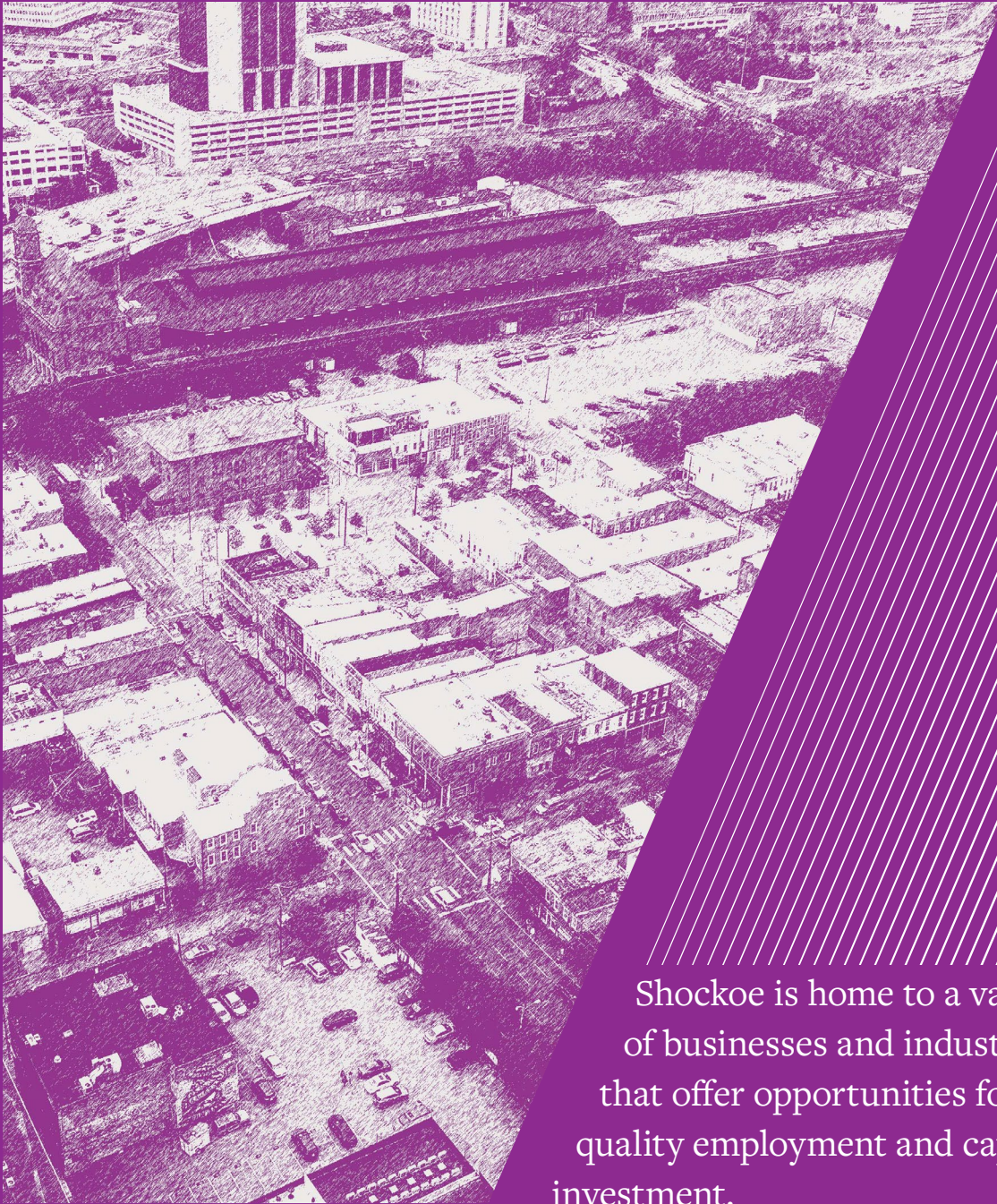
Private asphalt parking lots





## CHAPTER 7

# Diverse Economy



Shockoe is home to a variety of businesses and industries that offer opportunities for quality employment and capital investment.



# Goal 6: Business Creation, Retention, and Attraction

Foster an environment that supports the growth of existing and new small, medium, and large businesses, focusing on Nodes, major corridors, and industrial centers. (R300 Goal 11)

## Objective 6.1

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

- a. Develop the Campus as a catalyst project and key component of a cultural tourism and economic development strategy.
- b. Continue to encourage and support residential growth in Shockoe as an important component of the customer base required to support the local commercial base.
- c. Create an economic strategy that includes clustering and brand reinforcement with a focus on culturally-relevant, locally-owned and diverse business and entertainment.
- d. Explore the feasibility of reducing the Business, Professional and Occupational License fees and other incentive for all businesses with a focus on small, women and minority-owned businesses in Shockoe.
- e. Explore the feasibility of a year-round urban marketplace (e.g. Chelsea Market in NYC; Reading Terminal Market in Philadelphia; Eastern Market in DC) [to increase access to affordable groceries and fresh product and to provide a location for the sale of locally manufactured goods.](#)

- f. Re-imagine the role of the 17th Street Plaza in placemaking as part of an overall economic development strategy and as a component of the Campus.
- g. [Work with existing and new businesses to implement the parking strategies contained in Equitable Transportation which will increase space turn over and improve access for customers.](#)

## Objective 6.2

Attract new and sustain existing minority-owned businesses to Shockoe.

- a. Conduct a survey to identify existing minority owned businesses in Shockoe and establish aspirational goals for the number/percentage of minority businesses in the area.
- b. Direct new or expanding minority-owned businesses to locations in Shockoe by creating a customized incentive program to support small business, expanding the Facade Improvement Program to include Shockoe, and leveraging other existing programs such as C.A.R.E. (Pulse Corridor)
- c. Evaluate the feasibility and benefits of a special tax district for Shockoe that incentivizes investment (i.e., BID / CID / SSA / BIA BRZ)
- d. Incentivize transit-oriented development. Investigate strategies such as a tax increment finance district, a technology zone, and other incentives to support enhanced job creation opportunities in Shockoe. (Pulse Corridor)

- e. Investigate the revision of the City's tax abatement program, or create a new program, to incentivize the preservation of historic buildings especially ones rehabilitated for affordable housing or for small and minority-owned businesses in Shockoe to maximize the benefit to the City. (Pulse Corridor)
- f. Include economic development strategies to attract and support small and minority-owned businesses including the reduction of Business, Professional and Occupational License fees.

### Objective 6.3

Implement a job creation and workforce preparedness program in conjunction with major regional technology and health care employers.

- a. Explore creating a charter High School in Shockoe that is tied to the arts, urban agriculture, health care, or technology in partnership with local industries
- b. Identify current gaps and projected gaps between skills needed and the workforce and put workers in the center and support learning in the flow of work



# Diverse Economy Context

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

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

## 2019 Total Daytime Population

**Workers:** 3,742

**Residents:** 808

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

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

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

TABLE 3 // Businesses and Employees in Shockoe

Business Type	# of Businesses	# of Employees
Other Services	108	1,431
Eating & Drinking Places	44	524
Unclassified Establishments	35	28
Real Estate, Holding, Other Investment Offices	31	152
Construction	15	106
Miscellaneous Retail	11	49
Government	10	345
Legal Services	10	243
Health Services	9	122
Food Stores	9	113
Motion Pictures & Amusements	9	59
Insurance Carriers & Agents	8	59
Wholesale	7	96
Automotive Services	7	15
Securities Brokers	6	77
Manufacturing	4	214
Banks, Savings, & Lending Institutions	4	89
Transportation	4	56
Apparel & Accessory Stores	4	11
Education Institutions & Libraries	2	72
Auto Dealers, Gas Stations, & Auto Aftermarket	2	7
Hotels & Lodging	1	24
Home Improvement	1	3
Furniture & Home Furnishings	1	3
<b>Total</b>	<b>342</b>	<b>3,913</b>

Source: 2019 ESRI Business Summary



## Business Development Tools

There are numerous tools that can be used to support and grow existing businesses and encourage the establishment of new ones in Shockoe. These tools, informed by the values and principles of the Shockoe Bottom Equitable Economic Redevelopment Resource Guide, can help to create a Shockoe where all thrive and succeed. The Metropolitan Business League and the recently formed Jackson Ward Collective are focused on assisting small and minority-owned businesses. Figure 4343 illustrates several Business Incentive Areas within the Shockoe Study Area.

### Office of Minority Business Development

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

### Commercial Area Revitalization Effort (CARE Program)

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

### Enterprise Zone Program

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

### UrbanMain

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

### Tax Increment Financing (TIF)

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

### Technology Zone (TZ)

A Virginia locality can designate TZs with incentives to encourage the development of commercial and industrial business engaged in technological research, design and manufacturing.

## **Opportunity Zones**

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

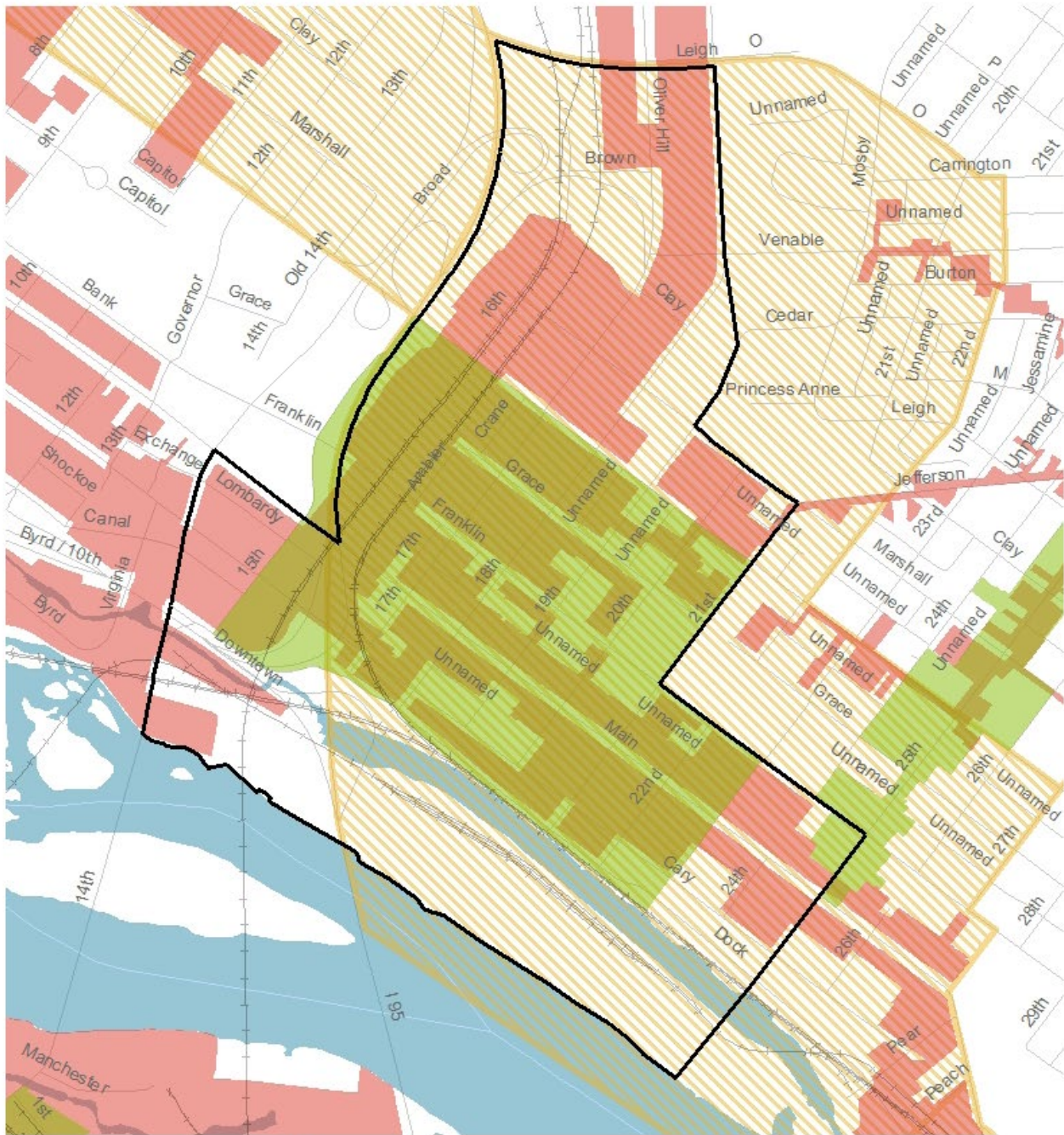
## **Partial Tax Exemption**

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

The Partial Tax Exemption for commercial and industrial structures carries two historic preservation related requirements. First,

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





# **Business Incentive Areas**

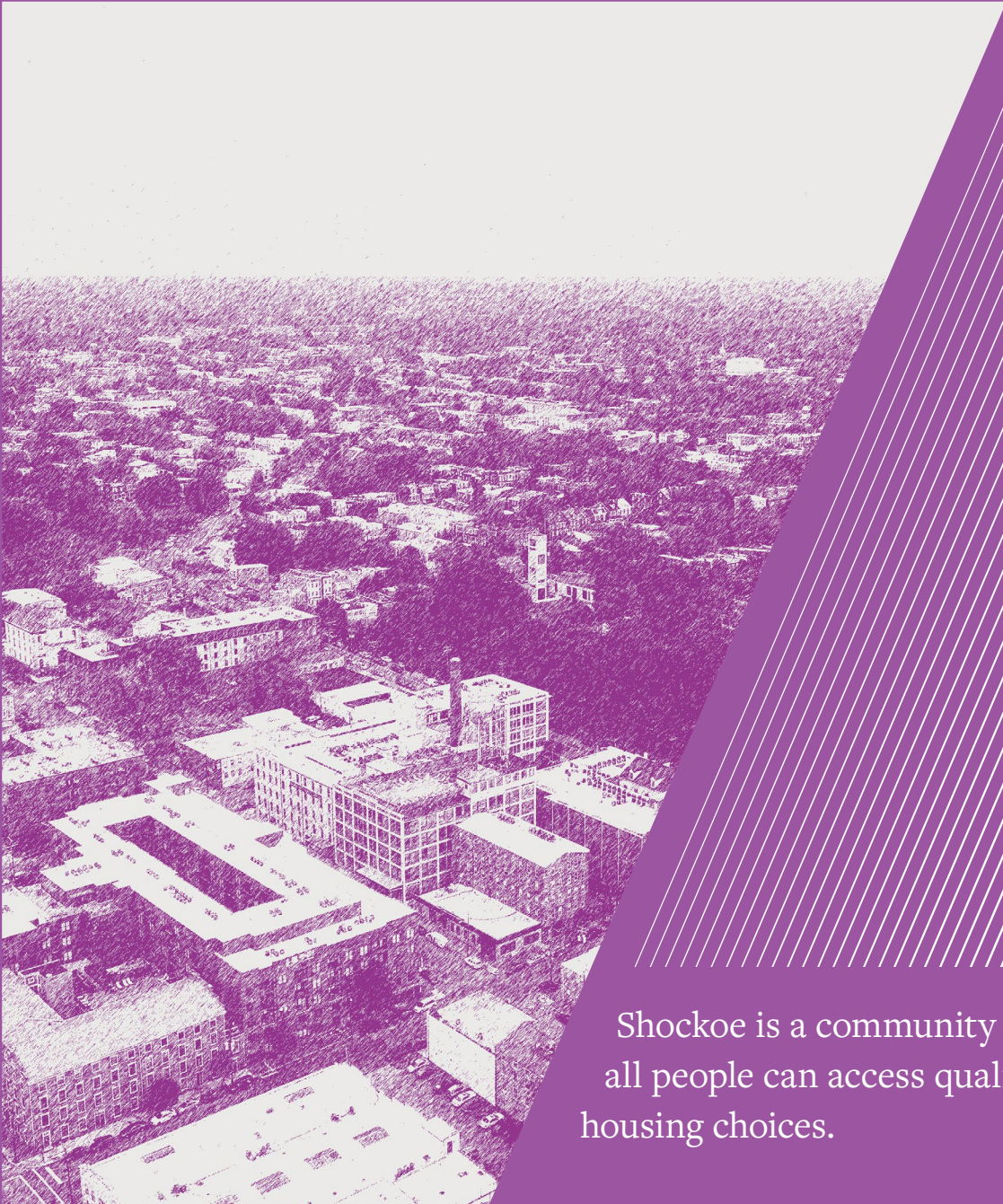
- CARE Areas
- Enterprise Zones
- Opportunity Zones
- Shockoe Study Area Boundary

FIGURE 43 // **Business Incentive Areas**



## CHAPTER 8

# Inclusive Housing



Shockoe is a community where  
all people can access quality  
housing choices.



# Goal 7: Housing

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Preserve, expand, and create mixed-income communities, and foster the inclusion of increased affordable housing by preserving existing housing units and developing new ones—both rental and owner occupied—throughout the city. (R300 Goal 14)

## Objective 7.1

Develop incentives and policies, and partner with the private sector and non-profits toward improving affordable housing options and inventory, [targeting 60% of the Area Median Income \(AMI\)](#).

- a. Issue a Request For Proposals for 212 N. 18th Street, “the Sand Lot,” for development as Affordable Housing.
- b. Encourage contextual small-scale infill development. Remove parking requirements for smaller-scale projects to reduce barriers to entry and diversity of housing choices. (Pulse Corridor)
- c. Explore affordable housing as an element of any redevelopment of City-owned land in Shockoe. (Pulse Corridor)
- d. Direct investments of City Affordable Housing Trust Fund to City-owned property in Shockoe to create more affordable housing.
- e. Foster a stronger relationship with the State Affordable Housing Trust Fund. (Pulse Corridor)
- f. Award bonuses for affordable housing which might include added building height, reduced parking requirements, [waived or reduced tap connection fees](#), or other incentives tied to the rehabilitation of historic buildings in exchange for the inclusion of affordable housing in projects. Update the City’s affordable dwelling unit bonus provisions to include mixed-use districts envisioned in the Future Land Use plan. (Pulse Corridor)
- g. Create and adopt an affordable housing strategy for Shockoe. In developing that strategy, conduct an inventory of housing stock and affordability in Shockoe, and set affordable housing goals. (Pulse Corridor)
- h. [Encourage existing Low-Income Housing Tax Credit projects to extend their terms of affordability when they expire.](#)
- i. Encourage an increased acceptance of Housing Choice Vouchers within existing rental units.
- j. Create homeownership opportunities through a variety of housing types such as townhouses, cooperative housings and other innovative ownership strategies.
- k. [Encourage privately-owned housing to work with area businesses to make units available to lower-income wage earners in the area so they can afford to live where they work.](#)
- l. Develop and implement energy efficiency and green building standards for affordable housing development [city-wide](#).
- m. [Consider the reduction of utility tap or hook-up fees to reduce the cost of construction when affordable housing units are included in the development.](#)

## Objective 7.2

Stabilize residents and businesses that are vulnerable to involuntary displacement due to increasing property values and rents.

- a. Address homeless issues, and loitering and congregating in the area, especially in the plaza and parking lot across Main Street from Main Street Station. [Direct individuals to services and supportive housing.](#)
- b. Provide a better and more inclusive range of housing options in the neighborhood.
- c. Create more equitable access to quality-of-life amenities, [including access to affordable groceries and fresh produce](#), health [care](#), and quality education.
- d. Create programs to increase energy efficiency of housing to reduce the energy burden on households to reduce overall housing costs.



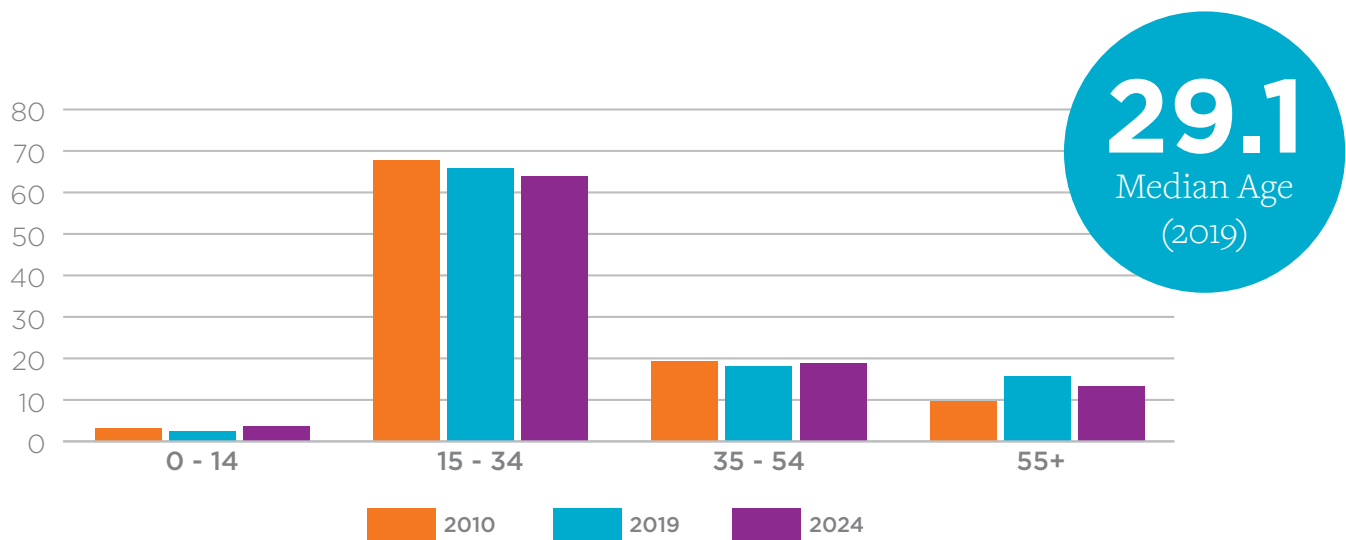
# Inclusive Housing Context

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

- The largest segment of the population, 77%, is between the ages of 15 and 44, and almost evenly split between males and females, as seen in Figure 44.
- Seventy-two percent of the population is white, 17% Black, and the remaining 11% is Asian, Hispanic, or two or more races, as seen in Figure 45.
- The population is well educated, with 74% of the population holding a Bachelor's Degree or a Graduate or Professional Degree.
- 83% are employed in white collar, management and professional jobs, and have a median household income of \$57,159.
- The majority of the population, 62%, is single, never married, with only 28% of the population married, and 9% divorced.

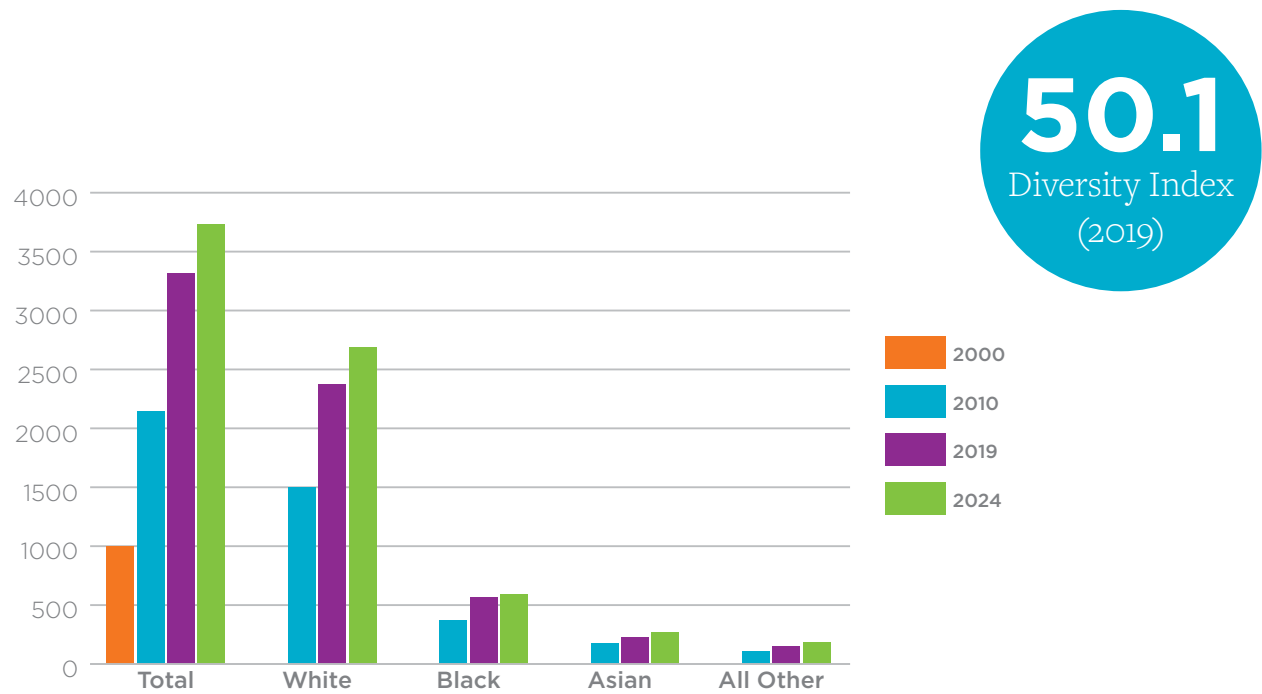
In 2010, the majority of Shockoe's 1,563 households were one-person households

- (63%), 37% of households were two-person households;
- and only 5% of households included children.



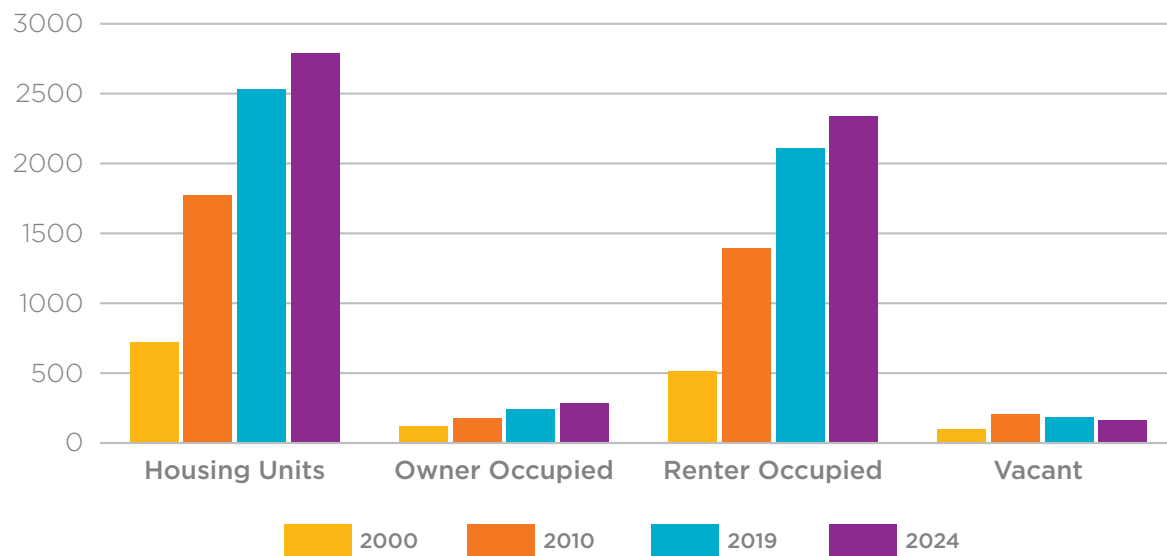
**FIGURE 44 // Age Distribution**

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



**FIGURE 45 // Racial Diversity**

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



**FIGURE 46 // Housing and Occupancy**

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



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

- The majority of these units, 83%, are renter occupied, as seen in Figure 46. The median gross rent in Shockoe is approximately \$1,177, with over 70% of the rental units leasing for between \$1,000 and \$1,999 a month. The average rent is \$1,311, which is slightly higher than the city-wide average of \$1,300.
- 39% of the households in Shockoe are cost-burdened or spend over 30% of their monthly income on housing.

The percentage of owner-occupied housing units is extremely low, at 11%, with a median value of \$390,000. Of the 172 owner-occupied units, 144 are owned by whites, and 28 are owned by blacks.

With the exception of 189 units in two Low-Income Housing Tax Credit projects, the majority of the housing within the study area is market rate. There are affordable housing units in the vicinity, developed through the Maggie Walker Community Land Trust (MWCLT), and ones that have received Low Income Housing Tax

## Shockoe Demographics

### **Median Household Income**

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

### **Median Home Value**

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

### **Housing Affordability Index**

- 69

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

- 33.4%

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

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

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

- Never Married: 62%

TABLE 4 // HUD Income Limits

<b>Richmond MSA</b>	<b>1 Person</b>	<b>2 Person</b>	<b>3 Person</b>	<b>4 Person</b>
30% AMI Extremely Low Income	18,800	21,450	24,150	26,800
50% AMI Very Low Income	31,300	35,800	40,250	44,700
80% AMI Low Income	50,050	57,200	64,350	71,500

Almost 35% of the city's households earn less than \$25,00 per year, which is 34% of the Area Median Income (AMI). An income of \$25,000 per year supports an affordable rent of only \$500 per month for a two-bedroom unit. Only about 19% of Richmond's rental housing units rent for less than \$500 per month.



- Maggie Walker Community Land Trust Properties
- Richmond Redevelopment and Housing Authority Properties
- 10 Minute Walk Radius from Public Transportation

— Shockoe Study  
Area Boundary

Pre-final Draft | October 5, 2021 (rev)



Credits (LIHTC), Community Development Block Grants (CDBG), or Home Investment Partnership Program (HOME) funds but none within the study area. Figure 477 illustrates the locations of affordable housing within the Shockoe Study Area and within a 10 minute walk of transportation nodes in the neighborhood.

Many of the new housing units added to Shockoe over the past ten years were accomplished with the use of either State and/or Federal Historic Rehabilitation Tax Credits, the City of Richmond's Partial Tax Exemption or a combination of these programs. The State and Federal Rehabilitation Tax Credit programs are not tied to affordable housing but they have encouraged the adaptive reuse of numerous historic buildings, especially large factory buildings, into multi-family housing or mixed-use projects. Figure 48, illustrates the number of projects in Shockoe that utilized these programs, which offer a subsidy to the developer.

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

In January 2021, the City of Richmond replaced its former Partial Tax Exemption Program with a new program that is focused on affordable housing. This new program is available for new single-family dwellings that are owner-occupied or renter occupied with a lease agreement containing a rent to buy option, a mixed-use building with a residential space available to families making up to 60% of the area median income, or a multifamily dwelling in which 30% of the units are available to families making up to 60% of the area median income. Under this program, the commercial portion of a mixed-use project is not eligible for partial tax exemption but there is a separate partial

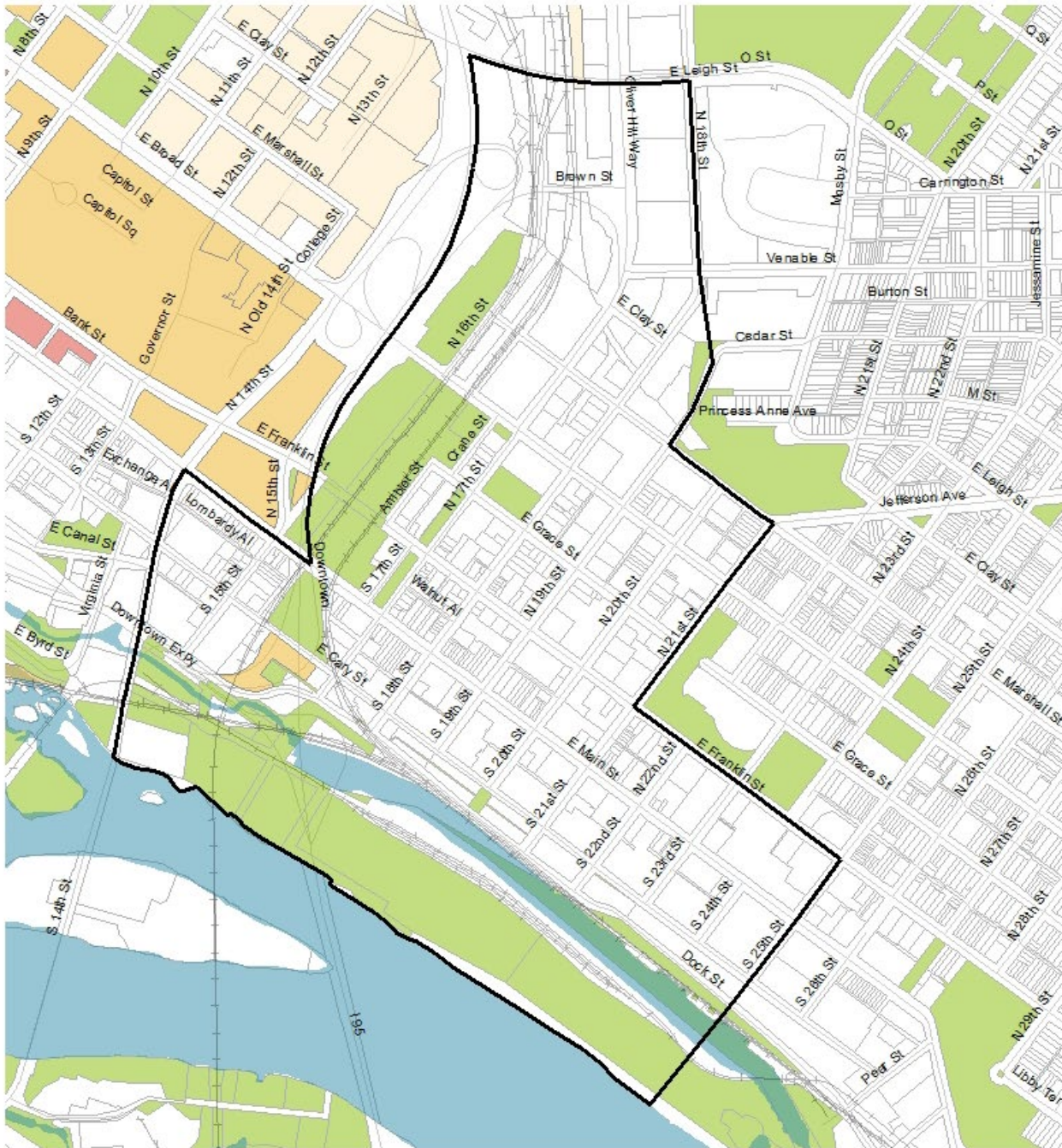
tax exemption program for commercial and industrial structures. However, a mixed-use property may not apply for both the residential and commercial exemption. This is a program that could be used to increase and encourage affordable housing in Shockoe. The Partial Tax Exemption for residential structures carries a historic preservation related requirement. No exemption is allowed if the substantial rehabilitation is achieved through the demolition and replacement of any structure either registered as a Virginia Landmark or determined by the Department of Historic Resources to contribute to the significance of a registered historic district.

Another effective tool for encouraging affordable housing are Community Benefits Agreements (CBAs). CBAs are one mechanism that can be used to ensure that private development has a public benefit. These agreements are designed to maximize returns on local government investment in development. They are usually tied to the development of publicly-owned property, see Figure 499, development that requires special land use approvals such as Special Use Permits or rezoning, or receive financial incentives from the City. Typically, community groups agree to support a project in exchange for commitments from the developer for benefits such as living wages, local hiring, and affordable housing.

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







## Government Owned Parcels

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

FIGURE 49 // Government-Owned Property

## Homeless Services

Richmond's homeless population reached a high of 1,158 single adults living unsheltered in 2009. The most recent 2021 Point in Time survey counted 838 individuals which was an increase from the 2020 count of 549 and the 2019 count of 497 persons. Some of these individuals are often seen in the parking lot across from Main Street Station and in other areas of Shockoe. Many of them dwell on the nearby islands in the James River or under the I-95 over pass.

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

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

- Provide greater financial support to organizations that help prevent individuals from becoming homeless;
- Create a minimum of 250 emergency housing units by partnering with existing registered nonprofits and faith-based organizations to offer emergency shelter with supportive services with low or no barriers to entry 365 days a year for anyone experiencing homelessness and eliminate the City-sponsored, seasonal Cold Weather Overflow Shelter;
- Increase the number of permanent supportive housing units by at least 300 units by providing financial assistance to the City's registered homeless service and housing providers;
- Increase financial support to the City's registered homeless providers to ensure supportive services are available to every

homeless person;

- Provide additional supportive services and housing to under-served populations that are experiencing homelessness;
- Promote connections to comprehensive services including employment resources and behavioral health services for persons experiencing or at risk of becoming homeless; and
- Educate our citizens on homelessness and provide collaborative leadership to all City registered homeless service and housing providers to ensure that programs are coordinated and effective.

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





CHAPTER 9

# Thriving Environment



Shockoe is a sustainable and resilient community with healthy air, clean water, and a flourishing ecosystem.



# Goal 8: Clean Water

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Improve local water quality and manage the built environment to reduce air pollution and carbon emissions from buildings and enhance and protect natural assets such as the James River. (R300 Goal 16)

## Objective 8.1

Implement drainage improvements and enhance landscape standards to mitigate the environmental conditions resulting from flooding, heat gain, and poor drainage.

- a. Commit resources to fund and implement major storm sewer infrastructure projects.
- b. Encourage and support infill development on underutilized parcels in the Shockoe by working with the Army Corps of Engineers to mitigate the floodplain and floodway. (Pulse Corridor)
- c. Implement energy-efficiency and green building requirements for any buildings requesting a zoning variance and/or site plan approvals

# Goal 9: Resilient and Healthy Communities

Mitigate climate impacts by increasing green space and decreasing carbon emissions while positively, adapting to the effects of a changing climate via RVAgreen 2050, and ensure that all residents have equitable access to nature and a healthy community. (R300 Goal 17)

## Objective 9.1

Improve existing parks and establish new green space.

- a. Create new park space in Shockoe using City-owned land and incentives for privately-created public open space. (Pulse Corridor)
- b. Encourage the creation of small public spaces (green space and plazas) associated with new development and redevelopment of vacant lots, and as enhancements to underutilized space under elevated road and rail infrastructure.
- c. Develop policies for temporary uses such as parks, pop-up businesses, and community gardens to activate vacant or underutilized properties like alleys and surface parking lots.
- d. Create a more supportive environment around Main Street Station, an important anchor, with more public space and active uses to replace surface parking consistent with FTA requirements
- e. [Require the use of native plant species and ban the use of chemical herbicides and pesticides.](#)

## Objective 9.2

Increase the tree canopy, where possible.

- a. Fill empty tree wells and add tree wells in sidewalks to maximize the ability to plant trees throughout Shockoe. [Consider newer methods and strategies for planting trees so the root systems do no disrupt the integrity of sidewalks and require less maintenance.](#)
- b. Require developers to plant trees in their setbacks, where they exist, and in tree wells adjacent to their developments.
- c. Encourage property owners to take advantage of the City's "Adopt a Tree" program.
- d. Amend appropriate buffers in the Zoning Ordinance to require trees. (Pulse Corridor)

## Objective 9.3

Support district-wide energy and water management initiatives

- a. Create development codes and policies that promote Shockoe as a community Eco-District [including requirements for LEED certification, rooftop solar, and mandatory parking maximums.](#)



# Thriving Environment Context

## Flooding and Stormwater Management

Located at the confluence of the James River and Shockoe Creek, Shockoe has been inundated by flood waters throughout its entire history. The earliest documented flood was 1685, and the worst was in 1771 when the James River rose to nearly 40 feet – 28 feet above flood stage. Over a 200-year period, between 1816 and 2019, a total of 193 floods have been recorded on the James River in the vicinity of Richmond. In addition to river flooding, Shockoe is at the lowest point in the Shockoe Creek watershed, which drains approximately 8,000 surrounding acres.

After centuries of meandering along numerous paths through Shockoe as little more than an open sewer, Shockoe Creek was enclosed in a 17-foot-wide concrete box that closely followed the route of the creek. The work began in 1923 and was completed in 1927 at a cost of \$3.1 million, approximately \$46.4 million in 2020 dollars.

Following Hurricane Agnes in 1972, which was 6.5 feet higher than the historical 200-year-old record, planning and work began to construct a floodwall to protect both sides of the James River. The north bank has a 4,500 foot concrete floodwall that varies in height from 5 to 29 feet. The south alignment has 9,000 feet of earthen levee, 2,000 feet of bin wall (a gravity-retaining wall system) and levee, and a 2,000 foot concrete floodwall. The \$143 million project protects 750 acres from flooding. In 1994, the floodwall was dedicated. The project is equipped with operable gates to keep the rising waters of the James River from flooding Shockoe and Manchester.



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



Enclosing Shockoe Creek, ca. 1927  
*Valentine Museum*

On August 30, 2004, Hurricane Gaston stalled over Richmond, dropping over a foot of rain in a matter of hours and overwhelming the City's storm drains and pumps. The floodwaters did not come from the James River but rather followed the Shockoe Creek watershed. The water rose to over 10 feet in Shockoe, resulting in loss of life and over \$130 million dollars in damage. Over the next several years, in excess of \$20 million was spent to improve the drains, pumps, and retention basins. In spite of these improvements, Shockoe still lies within the 100-year and 500-year floodplains and floodways as defined by FEMA, see Figure 5050.

Construction is severely restricted in a floodway, and much of the western portion of the Shockoe planning area is located in a floodway. Projects within a floodway must receive an encroachment review which certifies that there will be ZERO increase in flood heights or increased flooding of adjacent or downstream properties as the result of the proposed improvements. A portion of the district surrounding the floodway is also located within a floodplain, which must be accounted for, and there is a substantial effect on the form and occupancy of buildings within floodplain boundaries. For example, the lowest floor must be one foot above the base flood elevation (100-year floodplain) and the lowest floor shall be used solely for parking, building access, and storage and have permanent openings to allow floodwaters to flow through. These requirements do not foster activated streets and pedestrian-friendly neighborhoods, important planning goals for the creation of a livable, vibrant, and sustainable Shockoe. Buildings are also required to carry flood insurance, which can be extremely expensive.

A primary goal of the Shockoe Small Area Plan is to identify ways to mitigate and control the effect of flooding in the area. This is necessary for Shockoe to reach its full potential and create an atmosphere where business and property owners in and around the floodway and floodplain are confident in their ability to safely invest in their property. One of the contributing factors to the numerous vacant properties on



Richmond Floodwall, dedicated 1994

the west side of the district is the ever present threat of flooding and damage. Methods to control floodwaters further up the valley, where there is undeveloped property in highway and railroad right-of-ways, should be explored to limit the amount of floodwater entering the more developed portions of the district. The reduction of impervious paved surfaces should also be explored, as well as the incorporation of flood control methods built into public open space and other site improvements. Building codes in this area should also make stormwater management a priority.



## Flood Hazard Areas

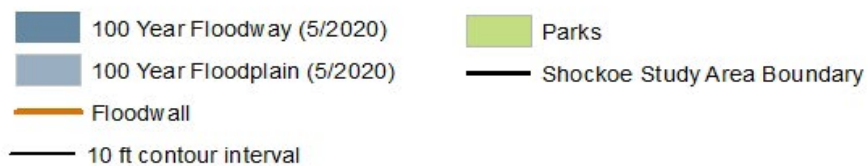


FIGURE 50 // Flood Hazard Areas

## Urban Heat Vulnerability

Urban heat vulnerability, as illustrated on Figure 522, is a term used to describe an area's conditions that make it heat-sensitive. An area's ranking is factored using a combination of the percent tree canopy, percent impervious surfaces, percent families in poverty, and the amount of afternoon warming during a heat event. The heat vulnerability index correlates to heat-related illness and to a person's opportunity to live a long and healthy life. The Health Opportunity Index factors 30 social, economic, education, demographic and environmental indicators affecting health. Shockoe ranks near the top on the scale of heat-related illnesses and in the lowest category on the Health Opportunity Index.

Recent research has also linked the mid-twentieth century practice of redlining to heat vulnerability. Figure 5151 illustrates areas of the City that were red-lined in 1937. Redlining was a discriminatory practice by which banks, insurance companies, and other institutions could refuse or limit loans, mortgages, and insurance within specific geographic areas that were identified as being risky. The determination of risk was almost always solely based on the racial composition of an area. Shockoe was not subject to redlining because it was zoned for industrial uses which suppressed residential development and investment in amenities like parks and green-space.

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

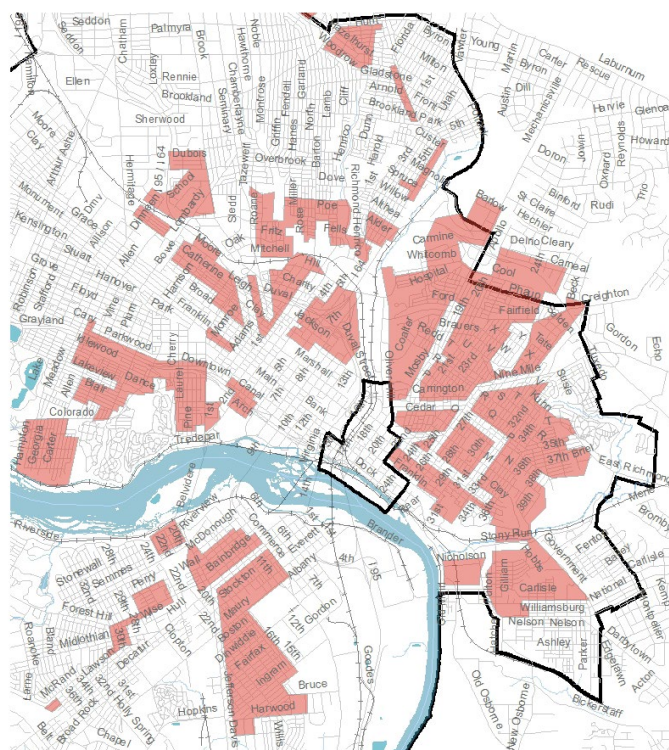
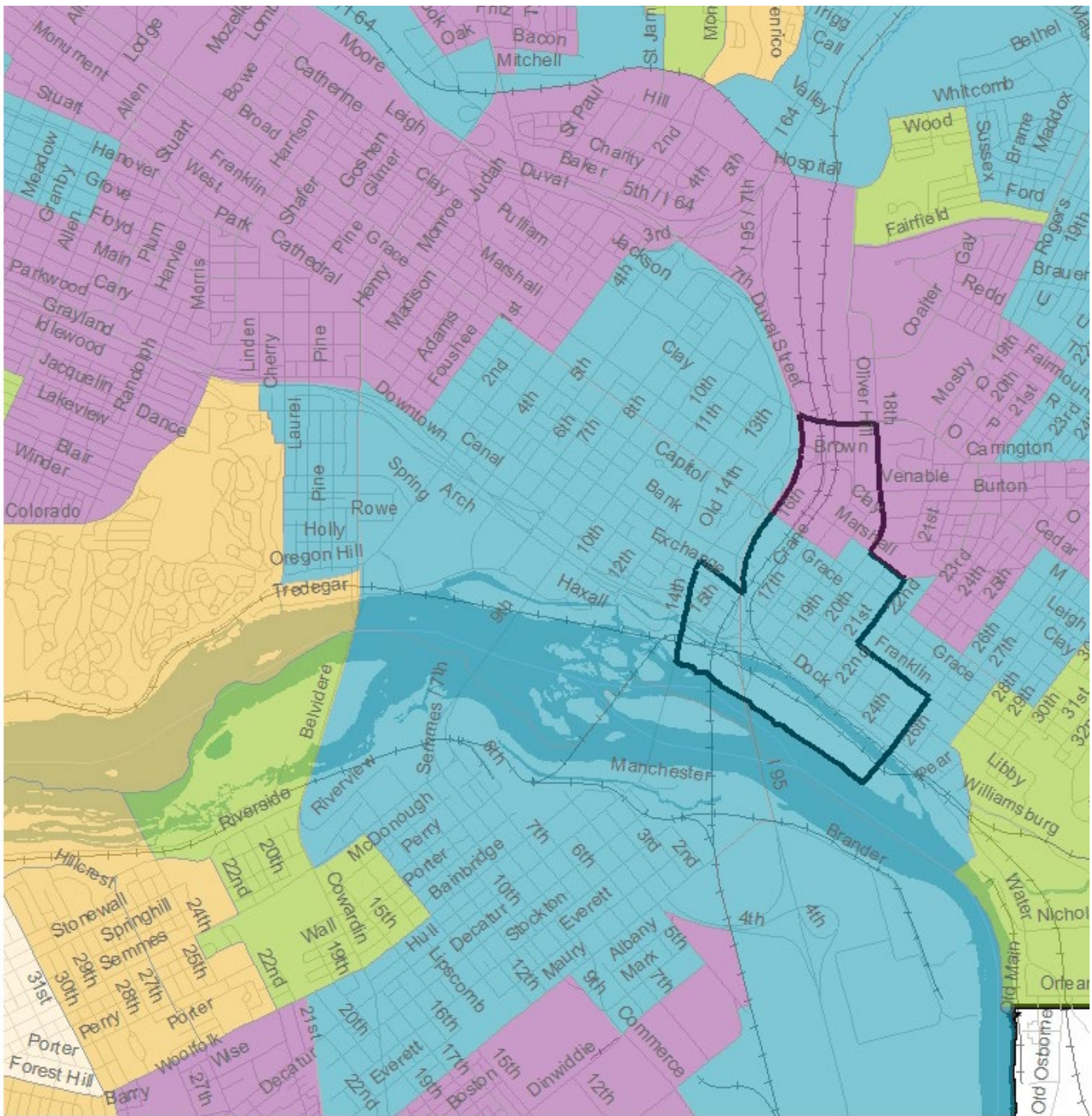


FIGURE 51 // 1937 Redlining Map





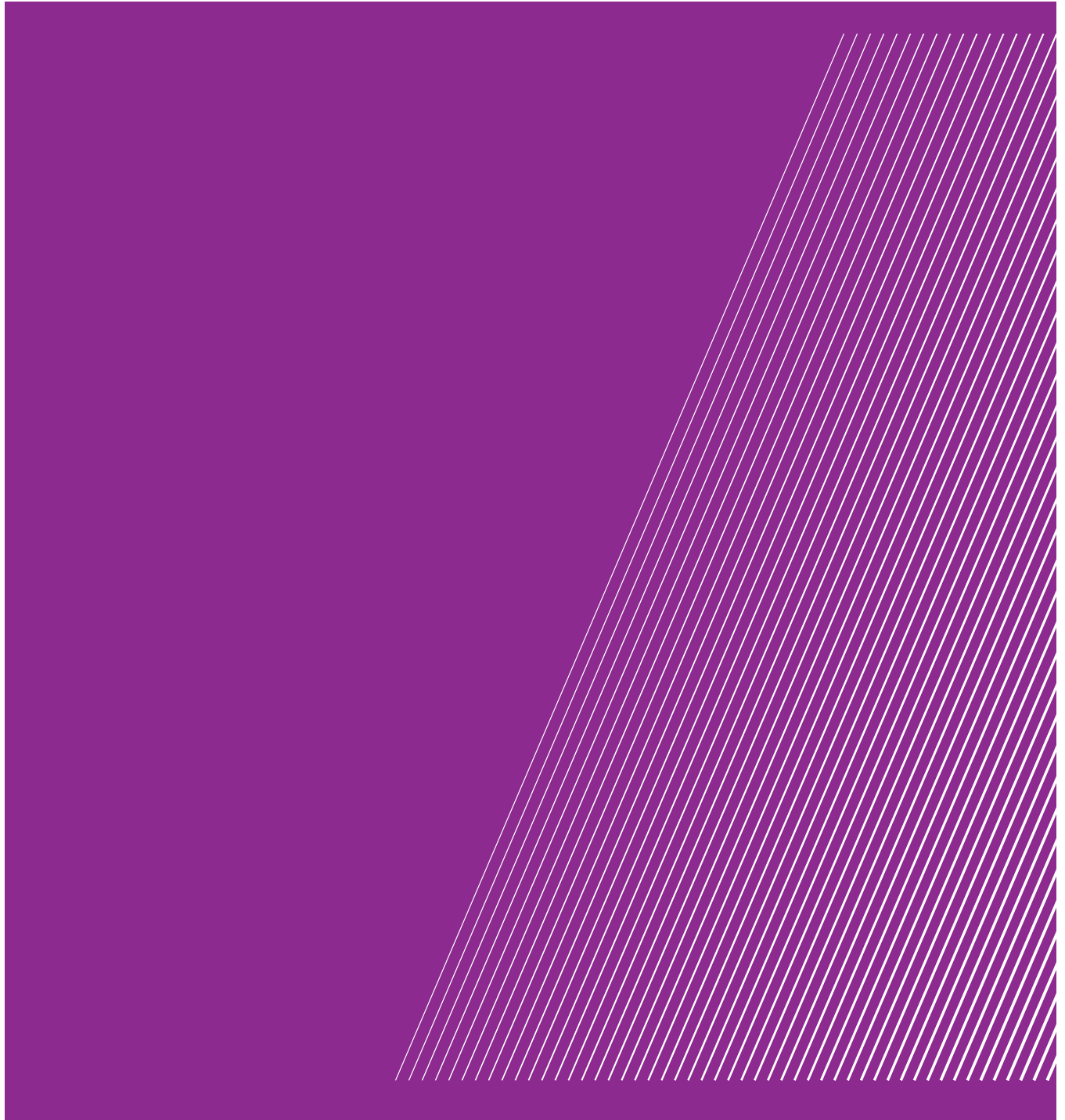
## Urban Heat Vulnerability



FIGURE 52 // Urban Heat Vulnerability

CHAPTER 10

# Implementation





# Implementation Approach

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This 170+ page document outlines an aspirational visualization for Shockoe through six topic visions, eight goals, 23 objectives, and 111 strategies. The expansive nature of the Shockoe Small Area Plan, which touches on many themes to guide Shockoe's future, can make it difficult to implement.

For the Shockoe Small Area Plan and its implementation to be successful it must include a broad base of constituencies. Shockoe would benefit from the expansion of the Shockoe Partnership and the Shockoe Bottom Business and Neighborhood Association to include more residents, business owner/operators, and property owners. These expanded organizations will be more inclusive and better advocates for Shockoe.

The sheer breadth and length of any comprehensive plan can make it difficult to execute; therefore, the Shockoe Small Area Plan outlines six Big Moves to be deliberately advanced over the next five years, and several metrics for the City to track. Annual reporting on progress in Shockoe will be incorporated into the reporting process for Richmond 300.

- Big Moves. Wide-reaching initiatives that touch many goals of the plan that will set Shockoe on track to reach its vision by 2037.
- Metrics. Key benchmarks for the City to track as it implements the Shockoe Small Area Plan.
- Reporting. Annual reporting will help implement the plan and communicate the progress with other City departments and the general public.

## Metrics

The metrics are not tied to specific goals in the plan but rather are benchmarks to see how Shockoe is changing over time. Metrics may shift due to trends outside the City's control; therefore, it is problematic to tie metric movement directly to City actions. New data for the metrics should be gathered every other year and shared in the annual report.

Metric	Desired Trend	Baseline Statistic	Baseline Year	Data Source	Data Notes
Total Population	Increase	3,316	2019	ESRI	2010 Census, ESRI Market Profile based on forecast for 2019 and 2024. Geographic area Shockoe Small Area Plan boundary
% Racial Diversity	Increase	28%	2019	ESRI	2010 Census, ESRI Market Profile based on forecast for 2019 and 2024. Geographic area Shockoe Small Area Plan boundary
Total Housing Units	Increase	2,527	2019	ESRI	2010 Census, ESRI Housing Profile based on forecast for 2019 and 2024. Geographic area Shockoe Small Area Plan boundary
% of housing occupied by a homeowner	Increase	11%	2019	ESRI	2010 Census, ESRI Housing Profile based on forecast for 2019 and 2024. Geographic area Shockoe Small Area Plan boundary
% of affordable housing units	Increase	9%	2021	VA DHCD	1992-2021 LIHTC units within the Shockoe Small Area Plan boundaries
Total Jobs	Increase	3,913	2020	Census	ESRI Business Analyst Online, Business Summary
Violent Crime	Decrease	70	2020	RPD	Crime Incident Reports for the Shockoe Bottom neighborhood
Property Crime	Decrease	274	2020	RPD	Crime Incident Reports for the Shockoe Bottom neighborhood
Brick Sidewalks	Add	40,000 square feet per year for the next 5 years	2021	GIS	Calculated from GIS within the Shockoe Small Area Plan boundary
Cobblestone Streets	Add	64,000 square feet per year for the next 5 years	2021	GIS	Calculated from GIS within the Shockoe Small Area Plan boundary
Street Trees	Add	150 trees per year for the next 5 years	2021	GIS	Calculated from GIS within the Shockoe Small Area Plan boundary
Ornamental Street Lights	Add	150 ornamental street lights per year for the next 5 years	2021	GIS	Calculated from GIS within the Shockoe Small Area Plan boundary



## Big Moves

The six Big Moves are wide-reaching initiatives that touch many of the goals of the plan and intentionally seek to expand equity, increase sustainability, and beautify Shockoe. Equity and sustainability are broad visions that are used to inform decision making processes throughout this plan and Richmond 300. Equity is based on the concept that decisions be made without bias or favoritism and expand opportunity and diversity. Sustainability applies to three primary aspects of development – environmental, economic, and social – with the tenant that present day activities should not deplete the ability of future generations to meet their own needs. Each Big Move is also tied to the primary vision for Shockoe related to History and Culture. There are several strategies throughout the Shockoe Small Area Plan that relate to each Big Move. If Shockoe can advance each of the Big Moves over the next five years, Shockoe will be well on its way to realizing its 20-year vision.

### The Big Moves

**Develop the Heritage Campus:** Develop the Heritage Campus and its many components, including a memorial park, museum, interpretation of the Lumpkin's Jail/Devil's Half Acre site, and gateway plaza as a national destination that tells and honors a complete history of Shockoe and the City.

**Re-zone Shockoe:** Direct growth to appropriate areas while maintaining the existing scale and architectural character of Shockoe.

**Protect Historic Resources:** Develop initiatives and policies that protect and incentivize the preservation of Shockoe's many historic buildings, some of which are exceptionally rare, and sites.

**Enhance the Quality of Life:** Develop initiatives and policies that dispel the sense of neglect and disinvestment, increase a feeling of well-being and safety, and create an atmosphere in which businesses, residents, and visitors can thrive.

**Expand Business Opportunities:** Encourage the development of programs and initiatives that support the retention and creation of small, women-and minority-owned and operated businesses in Shockoe.

**Expand Housing Opportunities:** Encourage the development of housing options in Shockoe that expand the inventory of affordable, mixed-income, and ownership opportunities.

Each Big Move description in this Chapter includes:

- Big Move name:
- Description:
- Key benefits:
- Description of how the Big Move advances equity, sustainability, and beauty:
- Alignment with Shockoe Small Area Plan goals and objectives; and a Lead Organization, time frame, and type of action listed for each action:
  - Legislative: actions that result in a new ordinance for City Council to adopt
  - Planning: actions that result in plans to guide future work
  - Advocacy: actions that require the City or other organizations to advocate the state or federal government for funding or legislative changes
  - Administrative: actions that City staff can undertake as part of their regular duties
  - Capital Improvement Project (CIP): actions that require City funding to create a new park, infrastructure, building or any other physical asset the City will own

## Big Move: Develop the Heritage Campus

Develop the Heritage Campus and its many components, including a memorial park, museum, interpretation of the Lumpkin's Jail/ Devil's Half Acre site, and gateway plaza as a national destination that tells and honors a complete history of Shockoe and the City.

### Description

In 2020, Mayor Levar Stoney announced the desire to create a Heritage Campus in Shockoe. The Campus would bring together two major citizen driven projects – the Memorial Park and the Museum of the American Slave Trade – along with new projects to intentionally link the Heritage Campus to the adjacent businesses and residences, the riverfront, nearby neighborhoods, other museums and cultural sites, and the region.

### Key Benefits

The creation of the Heritage Campus has a number of benefits. It creates an international destination by focusing on the domestic slave trade that was centered in Shockoe for a 30 year period and dominated the American south for over 100 years. The Campus also creates a focal point around which commemoration in Shockoe and the City can revolve. The Campus creates a gateway into Shockoe, will spur development throughout the area, and redevelop an area that is currently dominated by surface parking lots.

### Vision Alignment

**Equity:** Richmond, like many cities, has presented a singular narrative that did little to acknowledge the contributions of its diverse citizenry. As the former capital of the Confederacy, Richmond's historic narrative has long been tied to a revisionist, Lost Cause-version of history. Over the years, Richmond has striven to tell a more complete story but now with the city-wide removal of the Confederate monuments the opportunity is primed for expanding the story in an equitable way and

Shockoe is the place to do it. The first physically, organizing plan for Richmond was laid out in 1737 and encompassed 18-blocks that form much of Shockoe, today. Shockoe was once home to a diverse population of Virginia Indians, free, enslaved, and refugee Africans, and immigrants from many regions of the world, but today it is largely a white neighborhood. The planned Heritage Campus will tell Richmond's story in an equitable manner, honoring the many who made vital contributions to the City.

**Sustainability:** Environmentally, Shockoe exhibits the impacts of past destructive methods to contain a creek that once flowed through the district and its long history as an industrial area. In order to support equitable, beautiful, and sustainable development in Shockoe, the existing floodway and floodplain must be addressed with environmentally, sensitive forms of water management. Shockoe also has a high Heat Vulnerability index because of the large number of impervious parking lots and a significant lack of trees, shade and greenspace. The design of the Heritage Campus calls for the re-purposing of surface parking lots as greenspace, flood management, and the planting of trees and the installation of shading devices.

**Beauty:** The area designated for the development of the Heritage Campus is currently largely occupied by surface parking lots, which are not attractive, do not create a sense of place, and create a poor pedestrian environment. The plan for the Heritage Campus is to create a series of contemplative, commemorative parks, and greenspaces and add iconic art and architecture where appropriate. These changes will enhance the historic character and charm of the district.



## **Goal Alignment**

**History and Culture:** Objective 1.1 calls for the development of an intentional, coordinated program for the commemoration of history and culture throughout Shockoe as a visible brand. Use public art, architecture, and landscape elements to create strong visual and physical connections among historic buildings and sites in Shockoe that also extends to the larger community and other cultural and historic resources in the city. Objective 1.2 calls for the development of the Campus that includes the Memorial Park, the Lumpkin's Jail/Devil's Half Acre Site, a Museum of the American Slave Trade, the African Burial Ground [Memorial site](#), and links the campus to Shockoe restaurants and businesses, the multi-modal Main Street Station via the 17th Street Market Plaza, the Virginia Capital Trail, and the Low Line creating a unique destination for residents and visitors to the city.

**Equitable Transportation:** Objective 3.3 calls for improved bike infrastructure throughout Shockoe including a direct connection from the Virginia Capital Trail to the Cannon Creek Greenway.

**Thriving Environment:** Objective 7.1 calls for the implementation of drainage improvements and enhanced landscape standards to mitigate the environmental conditions resulting from flooding, heat gain, and poor drainage. Objective 8.1 calls for improving existing parks and establishing new green space. Objective 8.2 calls for increasing the tree canopy where possible.

## Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Complete feasibility analysis at Lumpkin's Jail site	Administrative/CIP	Goal 1	PDR/ECD	FY21
Explore modified design of structure at this site if necessary	Administrative	Goal 1	PDR/ECD	FY22
Explore alternate Museum site if necessary	Administrative	Goal 1	PDR/ECD	FY22
Work with the Public Art Commission (PAC) to develop a Request For Proposal (RFP) for a consultant to lead community engagement and design of the Heritage Campus, its related components, and flood management	Administrative	Goal 1	PDR/ECD	FY22
Community engagement as part of the Heritage Campus design should identify short term beautification, commemoration initiatives that are not dependent on long range infrastructure or building projects	Administrative	Goal 1	PDR/ECD	FY23
Design and begin construction of a commemorative space at African Burial Ground <a href="#">Memorial site</a>	Administrative/CIP	Goal 1	PDR/ECD	FY24
Design and construct an entry plaza (on city-owned property at 1621-27 E Broad St) as a gateway to Heritage Campus	Administrative/CIP	Goal 1	PDR/ECD	FY24
Design pedestrian and bicycle connection between riverfront and Heritage Campus -- I-95 linear park	Administrative	Goal 1	PDR/ECD	FY25
Develop interim museum exhibition on the Domestic Slave Trade/Lumpkin's Jail/ Devil's Half Acre site at Main Street Station	Administrative	Goal 1	PDR/ECD/ Foundation	FY23
Develop Museum of the American Slave Trade	Advocacy	Goal 1	PDR/ECD/ Foundation	FY25



## Big Move: Re-zone Shockoe

Direct growth to appropriate areas while maintaining the existing scale and architectural character of Shockoe.

### Description

The Zoning Ordinance is a legal document that outlines what property owners may build on their land and how the building and site must be designed. A frequently cited impediment to development in Shockoe is uncertainty and much of that uncertainty is tied to zoning. Large areas of Shockoe are zoned M-1 and M-2 which permit light and heavy industrial uses that are incompatible with the vision for Shockoe. In order to achieve the vision for Shockoe, the M-1 and M-2 parcels need to be re-zoned to allow residential uses and include form requirements that support the architectural aesthetic and mixed-use character of the area.

### Key Benefits

The complex historic development pattern in Shockoe has small-scale, single family dwellings next to large, factory buildings. [The implementation of a form-based zoning ordinance](#) could allow higher density, in certain areas and blocks, [and foster](#) new construction that is compatible with the architectural character of the area and respects the sensitive historic buildings and sites. As a multi-modal, destination experiencing development pressures, rezoning with design guidelines could direct and make development possible in sections of the district that can accommodate growth in a manner that is sensitive to the historic, architectural character of the area. The future development of the many small buildings in Shockoe will require flexible solutions including ground floor residential uses in existing small scale commercial buildings and shared parking or waived parking, which can be built into the zoning. Finally, many of the methods and tools for protecting historic properties are tied to the Zoning Ordinance.

### Vision Alignment

**Equity:** The existing small commercial buildings in Shockoe are ideal for live-work, maker spaces that support small, women-and minority-owned businesses. Smaller buildings provide access to housing, business and ownership opportunities, and allow for a variety of uses and business types. Affordable housing initiatives may also require zoning changes.

**Sustainability:** The continued development of Shockoe, supported by appropriate zoning, adds to the economic sustainability of the area and encourages new investment. Re-zoning will encourage infill development near existing transportation assets and existing employment, residential and commercial areas. Thus, reducing greenhouse gas emission related to transportation because people will have the opportunity to live and work in areas that are easily accessible by non-car options.

**Beauty:** The new zoning district will seek to allow development that is harmonious with and supportive of the architectural scale and character of Shockoe, and encourage redevelopment on vacant lots and surface parking areas.

### Goal Alignment

**Historic Preservation:** Objective 1.3 calls for the creation of policies, guidelines, and programs for the protection, preservation, restoration, and commemoration of buildings and sites that contribute to Shockoe's unique and important role in the history and culture of Richmond and the United States.

**High-Quality Places:** Objective 2.1 calls for the rezoning of Shockoe to match the future land use map and the implementation of zoning changes that encourage the replacement of surface parking lots with active uses and structured parking, promote Shockoe as an Eco-district with green practices and policies and encourages appropriate infill design.

**Diverse Economy:** Objective 5.1 calls for the implementation of an economic development strategy for Shockoe for a comprehensive approach to attracting a sustainable mix of commercial uses to include policies (some of which may include zoning changes) and marketing strategies to attract and support locally- and minority-owned businesses, and focuses on culturally-relevant and diverse business and entertainment including artists and galleries, music and food venues, neighborhood services, business incubators, and maker-space to promote locally-sourced products.

**Inclusive Housing:** Objective 6.1 calls for the development of incentives and policies, and partnerships with the private sector and non-profits toward improving affordable housing options and inventory.

## Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Through a separate public process, re-zone Shockoe to align with the Future Land Use map and recommended heights for new buildings. Adopt a form-based code that will direct higher density development to appropriate areas and protect the historic scale and character of the area.	Legislative	Goal 2	PDR	FY22



## Big Move: Protect Historic Resources

**Protect Historic Resources:** Develop initiatives and policies that protect and incentivize the preservation of Shockoe's many historic buildings and archaeological sites, some of which are exceptionally rare.

### Description

Shockoe is the oldest neighborhood in the City of Richmond. It contains the highest concentration of buildings constructed prior to 1800, and 70% of the buildings are over 100 years old. Shockoe also has a high potential of possessing archaeological sites tied to the founding of the City, the domestic trade in enslaved Africans, and Virginia Indians. The protection and preservation of the historic building and sites that help to tell Shockoe's story is a primary goal that was affirmed during numerous public meetings. Among the historic preservation initiatives are a demolition do-no-harm-policy, an Archaeology Ordinance, and the possible expansion of City Old and Historic designation to more of the area. The Pulse Corridor Plan and Richmond 300 include historic preservation as key guiding principles.

### Key Benefits

The value of historic preservation has been well documented over the years. Not only does the preservation of historic buildings add to the aesthetic of community appearance, neighborhood walk-ability, and a unique sense of place but, historic preservation also contributes significantly to local and regional economies through rehabilitation construction activities, heritage tourism, and downtown revitalization. Historic preservation is also increasingly being viewed as a tool for equity both through the protection and preservation of resources tied to communities of color but also through increased economic development opportunities.

### Vision Alignment

**Equity:** The National Trust for Historic Preservation's recently completed study,

Preserving African American Places, states that "older buildings provide residents with more affordable commercial space and housing options – key assets for African Americans and communities of color. ... To keep our cities equitable, accessible and prosperous, with opportunities for all, we must work to reuse older buildings to create more jobs and walkable neighborhoods, supporting more minority- and women-owned businesses and addressing urban issues of affordability and displacement – issues that disproportionately impact African Americans. In short, cities need old building and new solutions for revitalization."

**Sustainability:** The preservation of historic buildings is considered one of the highest acts of sustainable development. It is the ultimate recycling project. Demolition of existing buildings results in the loss of embedded energy, the energy required to create the building, and the adding of tons of construction debris into landfills. Historic materials are generally more durable, especially when properly maintained, and historic buildings can also be sensitively retrofitted to be more energy efficient. The preservation of existing buildings also reuses existing infrastructure and does not consume additional land.

**Beauty:** Historic buildings add variety and beauty to the built environment. The quality of materials and decorative details are visually appealing, contribute to a sense of place, and create a rich palette in an urban area.

### Goal Alignment

**History and Culture:** Objective 1.3 calls for the creation of policies, guidelines, and programs for the protection, preservation, restoration, and commemoration of buildings and sites that contribute to Shockoe's unique and important role in the history and culture of Richmond and the United States.

**High-Quality Places:** Objective 2.4 calls for the strengthening of policies and enforcement to address dilapidated and blighted properties that pose a safety hazard.

## Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Issue a Request for Proposal (RFP) for a Cultural Resources Management firm to perform the necessary research and analysis to guide the creation of a comprehensive preservation plan for Shockoe. The work will involve the creation of a comprehensive historic context, prepare archaeological sensitivity maps, evaluate the contribution and significance of built resources and further analyze the African Burial Ground Memorial site.	Administrative	Goal 1	PDR	FY22
Issue a Request For Proposal (RFP) for a Cultural Resource Management firm to prepare an Archaeological Plan and Ordinance for Shockoe. The firm would establish a task force (VA DHR, Council of VA Archaeologists, business and community representatives, development community) to advise on and guide the creation of policies for the protection of archaeological sites.	Administrative	Goal 1	PDR	FY23
Establish a working group to study the expansion of the City Old and Historic District designation.	Administrative/ Legislative	Goal 1	PDR	FY24
Issue a Request For Proposal (RFP) for a Cultural Resource Management Firm to prepare a Demolition Delay Ordinance. The firm would establish a task force (VA DHR, preservation organizations, business and community representatives, development community) to advise on and guide the creation of policies for the protection of historic buildings from demolition.	Administrative	Goal 1	PDR/ECD	FY24



## Big Move: Enhance the Quality of Life

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

### Description

Shockoe's long history as an industrial area has resulted in a growing residential neighborhood that lacks many of the amenities that enhance the quality of life such as greenspace and consistent infrastructure. The impact of dramatic flooding events has also left areas of the neighborhood under developed. The numerous vacant lots, surface parking areas, graffiti, neglected buildings, and poorly maintained infrastructure is a primary concern that has been raised in public meetings. There is also a sense that Shockoe is unsafe, which is exacerbated by poor crowd management and policing methods during certain hours of the evening. The general concern is that if the overall quality of life in Shockoe is not addressed then it will not thrive as a destination.

### Key Benefits

Creating a safe and welcoming atmosphere for residents, business and property owners, and visitors will help Shockoe thrive and support the proposal for the Heritage Campus and other development projects.

### Vision Alignment

**Equity:** As the quality of life in Shockoe increases so do the opportunities for the creation of small and minority owned businesses, affordable housing, and heritage development tied to telling a more equitable and complete story of the city's history.

**Sustainability:** The sustained economic, environmental, and social viability of Shockoe is intrinsically tied to creating a safe and healthy atmosphere for residents, business and property owners, and visitors.

**Beauty:** Healthy and safe communities are thriving, beautiful places to live and work and visit.

### Goal Alignment

**High-Quality Places:** Objective 2.2 calls for developing and implementing a best practice strategy in the neighborhood to address activities that present a public safety issue for residents and businesses, and are a deterrent to attracting future residents, customers and visitors. Objective 2.3 calls for committing to a program for cleaning alleys and collectively addressing issues to improve trash collection, street and sidewalk cleaning, and graffiti removal. Objective 2.4 calls for the strengthening of policies and enforcement to address dilapidated and blighted properties that pose a safety hazard.

**Equitable Transportation:** Objective 3.1 calls for improving sidewalks, crosswalks, and ADA facilities to ensure accessibility and safe mobility to the maximum extent possible, including to transit facilities. Objective 3.2 calls for improving streetscapes to create a safe, engaging pedestrian experience by providing consistent streetscape components where they do not already exist.

**Thriving Environment:** Objective 7.1 calls for the implementation of drainage improvements and enhanced landscape standards to mitigate the environmental conditions resulting from flooding, heat gain, and poor drainage. Objective 8.1 calls for the improvement of existing parks and the establishment of new green space. Objective 8.2 calls for increasing the tree canopy, where possible. Objective 8.3 calls for supporting district-wide energy and water management initiatives.

## Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Expand the membership and outreach of the existing business and neighborhood associations to include additional residents and businesses to better advocate on behalf of Shockoe for needed improvements	Advocacy	Goal 2	PDR/Civic Organizations	FY22
Work with the newly expanded civic association, residents, business and property owners to establish a Business Improvement District.	Advocacy	Goal 2	PDR	FY22
Make streetscape improvements to include repairing existing brick sidewalks, replacing concrete sidewalks with brick, planting trees in empty tree wells, installing trash receptacles	CIP	Goal 2	DPW	FY23
Implement composting/ recycling/ garbage collection program focused on restaurants and apartment buildings	Advocacy	Goal 2	DPW/Civic Organizations	FY24
Enforce existing rules regarding refuse pick-up	Administrative	Goal 2	DPW	FY22
Work with Parking Management firm to eliminate free on-street parking, install new time - limited parking signage, or meters and enforce	Administrative	Goal 2	DPW	FY22
Draft ordinance to create a "Shockoe Revitalization Area" where an additional \$30 is added to parking tickets. The excess fees would go into a fund to be used for projects in Shockoe	Legislative		DPW	FY22



Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Work with the Administration and the Richmond Police Department to develop an event policing strategy for Shockoe that would have officers patrolling the streets and interacting with patrons. This may require the creation of a service district that assesses additional fees or a cooperative agreement with businesses and large property owners to contract with private security firms.	Advocacy	Goal 2	Administration	FY22

## Big Move: Expand Business Opportunities

Encourage the development of programs and initiatives that support the retention and creation of small, women- and minority-owned and operated businesses in Shockoe.

### Description

The majority of existing businesses in Shockoe are service oriented and on average employ fewer than 15 people. There currently is not an estimate of how many of these Shockoe businesses are minority- or female-owned. The need for creating more business and career training opportunities city-wide is acute, especially when incomes are not keeping pace with inflation and 26% of Richmond's residents live in poverty. Shockoe offers a unique opportunity to be a center for equitable business creation and training. The Shockoe Bottom Equitable Economic Redevelopment Resource Guide provides numerous strategies for achieving equitable economic development.

### Key Benefits

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

### Vision Alignment

**Equity:** Equitable economic development builds community wealth and strives towards racial justice, ultimately dismantling past and present systems of racial discrimination.

**Sustainability:** Economic sustainability is achieved when all persons are given equal opportunity to succeed.

**Beauty:** Vibrant, diverse businesses and the preservation of small historic commercial buildings contribute to the beauty and viability of the area.

### Goal Alignment

**History and Culture:** Objective 1.3 calls for the creation of policies, guidelines, and programs for the protection, preservation, restoration, and commemoration of buildings and sites that contribute to Shockoe's unique and important role in the history and culture of Richmond and the United States.

**High-Quality Places:** Objective 2.1 calls for the rezoning of Shockoe to match the future land use map. Implement zoning changes that encourage the replacement of surface lots with active uses and structured parking, promote Shockoe as an Eco-district with green practices and policies, and encourage appropriate infill design. Objective 2.2 calls for the development and implementation of a best practice strategy in the neighborhood to address activities that present a public safety issue for residents and businesses, and are a deterrent to attracting future residents, customers, and visitors.

**Equitable Transportation:** Objective 3.1 calls for improving sidewalks, crosswalks, and ADA facilities to ensure accessibility and safe mobility to the maximum extent possible, including to transit facilities. Objective 3.2 calls for improving streetscapes to create a safe, engaging pedestrian experience by providing consistent streetscape components where they do not already exist. Objective 3.3 calls for improving bicycle infrastructure throughout Shockoe including a direct connection from the Virginia Capital Trail to the Cannon Creek Greenway.



Objective 3.4 calls for increasing the number of intercity travel options connecting Shockoe to other regions and localities.

Objective 4.2 calls for implementing parking strategies that effectively manage supply and demand of parking, as identified in the Desman Parking Study report, and improve the physical appearance of surface parking lots. Objective 4.2 calls for creating great streets using coordinated design standards and branding to define Shockoe as a unique place within the city through improvements to paving, landscaping, lighting, site furnishings, and signage. Objective 4.3 calls for strengthening the street network by improving multi-modal access and comfort. Objective 4.4 calls for improving connectivity to nearby neighborhoods, downtown, and the James River through consistent streetscape and shading.

**Diverse Economy:** Objective 5.1 calls for the implementation of an economic development strategy for Shockoe for a comprehensive approach to attracting a sustainable mix of commercial uses that includes policies and marketing strategies to attract and support locally- and minority-owned businesses, and focuses on culturally-relevant and diverse business and entertainment including artists and galleries, music and food venues, neighborhood services, business incubators, and maker-space to promote locally-sourced products. Objective 5.2 calls for efforts to attract new and sustain existing minority-owned businesses to Shockoe. Objective 5.3 calls for the implementation of a job creation and workforce preparedness program in conjunction with major regional technology and health care employers

**Inclusive Housing:** Objective 6.1 calls for the development of incentives and policies, and partnerships with the private sector and non-profits toward improving affordable housing options and inventory. Objective 6.2 calls for efforts to stabilize residents and businesses that are vulnerable to involuntary displacement due to increasing property values and rents.

## Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Explore the feasibility of reducing the Business, Professional and Occupational License fees and other incentive for all businesses with a focus on small, women- and minority-owned businesses in Shockoe.	Administrative	Goal 5	DED	FY23
Conduct a survey to identify existing small, women- and minority-owned businesses in Shockoe and establish aspirational goals for the number/percentage of minority businesses in the area.	Administrative	Goal 5	DED/OMBD	FY22
Expand the Facade Improvement Program to targeted areas in Shockoe and provide adequate funding	Legislative	Goal 5	PDR	FY23
Identify current gaps and projected gaps between skills needed and the workforce and put workers in the center and support learning in the flow of work	Administrative	Goal 5	OMBD/DED	FY22



## Big Move: Expand Housing Opportunities

Encourage the development of housing options in Shockoe that expand the inventory of affordable, mixed-income, and ownership opportunities.

### Description

Currently, there are approximately 2,500 housing units in Shockoe, 83% are renter occupied and over 70% of those lease for over \$1,000 a month. Only 9% of the housing units in Shockoe are classified as affordable, having been developed with Low Income Housing Tax Credits or some other subsidy, and 39% of Shockoe's households are cost-burdened by spending over 30% of their monthly income on housing. Seventy-two percent of Shockoe's population is white and only 17% Black and the remaining 11% is Asian, Hispanic, or two or more races. If Shockoe continues to grow at the same rate, about 2.4% annually, it will have a population over 5,000 and require over 1,300 new housing units. To be a truly, equitable and inclusive community Shockoe needs to expand its inventory of affordable, mixed-income and ownership opportunities.

### Key Benefits

Expanding housing opportunities for all income earners by encouraging the development of a variety of housing options in Shockoe will expand the areas where people of various income levels can live and expand their opportunities to live near work, transit and other amenities. Expanding the number of quality housing units that are affordable to lower-income households is essential in narrowing health disparities. Finally, creating more housing options and opportunities helps to provide homes for the areas growing population.

### Vision Alignment

**Equity:** Equal access to quality housing, regardless of race, income, and sexual orientation is essential to creating a thriving Shockoe.

**Sustainability:** Because of Shockoe's proximity to mass transit and access to multiple transit options, the adaptive reuse and construction of new affordable housing units is environmentally sustainable because it will reduce the need for automobiles for commuting and reduce greenhouse gas emissions.

**Beauty:** The addition of compatibly designed affordable housing will only add to Shockoe's diverse architectural character and enhance the beauty of the area.

### Goal Alignment

**History and Culture:** Objective 1.3 calls for the creation of policies, guidelines, and programs for the protection, preservation, restoration, and commemoration of buildings and sites that contribute to Shockoe's unique and important role in the history and culture of Richmond and the United States.

**High-Quality Places:** Objective 2.1 calls for the rezoning of Shockoe to match the future land use map. Implement zoning changes that encourage the replacement of surface lots with active uses and structured parking, promote Shockoe as an Eco-district with green practices and policies, and encourage appropriate infill design. Objective 2.2 calls for the development and implementation of a best practice strategy in the neighborhood to address activities that present a public safety issue for residents and businesses, and are a deterrent to attracting future residents, customers, and visitors.

**Equitable Transportation:** Objective 3.1 calls for improving sidewalks, crosswalks, and ADA facilities to ensure accessibility and safe mobility to the maximum extent possible, including to transit facilities. Objective 3.2 calls for improving streetscapes to create a safe, engaging pedestrian experience by providing consistent streetscape components where they do not already exist. Objective 3.3 calls for improving bicycle infrastructure throughout Shockoe including a direct connection from the Virginia Capital Trail to the Cannon Creek Greenway. Objective 3.4 calls for increasing the number of intercity travel options connecting Shockoe to other regions and localities.

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**Inclusive Housing:** Objective 6.1 calls for the development of incentives and policies, and partnerships with the private sector and non-profits toward improving affordable housing options and inventory. Objective 6.2 calls for efforts to stabilize residents and businesses that are vulnerable to involuntary displacement due to increasing property values and rents.

## Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Issue a Request for Proposal for the development of 212 N. 18th Street, a city-owned property, for affordable housing	Administrative	Goal 6	HCD	FY22
Award bonuses for affordable housing which might include added building height and reduced parking requirements or other incentives tied to the rehabilitation of historic buildings in exchange for the inclusion of affordable housing in projects.	Administrative	Goal 6	PDR	FY23
Create homeownership opportunities through a variety of housing types such as townhouses, cooperative housings and other innovative ownership strategies.	Administrative	Goal 5	HCD	FY24



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