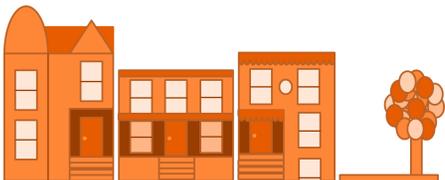


# Jackson Ward Neighborhood Plan



Stephanie N. Kensler  
Master of Urban and Regional Planning Program  
L. Douglas Wilder School of Government and Public Affairs  
Virginia Commonwealth University  
Spring 2014





Copyright Stephanie N. Kensler, 2014, All Rights Reserved.

# Jackson Ward Neighborhood Plan

**Prepared for:**

Richmond Redevelopment & Housing Authority

**Prepared by:**

Stephanie N. Kensler

Master of Urban and Regional Planning Program

L. Douglas Wilder School of Government & Public Affairs

Virginia Commonwealth University

**Professional Plan Panel:**

James Smither

Term Faculty Member, L. Douglas Wilder School of Government & Public Affairs

Virginia Commonwealth University

Marcia Davis

Chief Real Estate Officer

Richmond Redevelopment & Housing Authority

Meghan Gough, PhD.

Assistant Professor, L. Douglas Wilder School of Government & Public Affairs

Virginia Commonwealth University

# Acknowledgements

The *Jackson Ward Neighborhood Plan* was prepared for the Richmond Redevelopment and Housing Authority and was made possible in part by the tremendous amount of support I received throughout this process. I am truly grateful for each of my panel members, classmates, family and friends, who provided encouragement and assistance along the way.

A special thanks to:

**Ronnie Clements**

PhD Student, VCU

**Elizabeth Seward**

REACH Team Director, VHDA

**Bruce DeSimone**

Senior Community Housing Officer, VHDA

**Keith Sherrill**

Community Housing Officer, VHDA

**Brad Eickemeyer**

Fiancé

**Josh Son**

2nd Year MURP Student, Jackson Ward Resident

**Marissa Marklevitz**

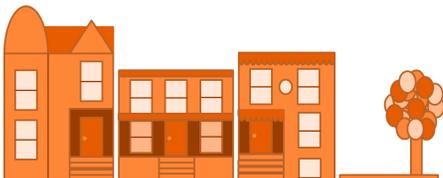
2nd Year MURP Student, Jackson Ward Resident

**Mario Wells**

Community Outreach Program Support Trainee, VHDA

**Aine Norris**

Editor



# Table of Contents

<b>I. Executive Summary</b>	.....	<b>p. 7</b>	<b>V. Recommendations</b>	.....	<b>p. 44-77</b>
<b>II. Introduction</b>	.....	<b>p. 8-19</b>	Vision Statement	.....	p. 45
The Client	.....	p. 9	Goal #1	.....	p. 46-67
The Neighborhood	.....	p. 10-11	Jackson Place Case Study	.....	p. 48-65
Purpose of the Plan	.....	p. 12-13	Goal #2	.....	p. 68-75
State of the Art	.....	p. 14-16	Goal #3	.....	p. 76-77
Precedent Plans	.....	p. 16	<b>VI. Conclusion</b>	.....	<b>p. 78-79</b>
Approach & Methodology	.....	p. 17-18	<b>VII. Appendices</b>	.....	<b>p. 80- 109</b>
Roadmap to the Plan	.....	p. 19	Implementation Matrix	.....	p. 82-89
<b>III. History</b>	.....	<b>p. 20-27</b>	City Comparison	.....	p. 90-91
<b>IV. Existing Conditions</b>	.....	<b>p. 28-43</b>	Population Projections	.....	p. 92-93
Demographic Profile	.....	p. 29-31	Survey Data	.....	p. 94-107
Zoning	.....	p. 32	Resources	.....	p. 108-109
Schools	.....	p. 33	<b>VII. References</b>	.....	<b>p. 110-111</b>
Transportation	.....	p. 34	<b>IX. Figure Credits</b>	.....	<b>p. 112-115</b>
Safety	.....	p. 35			
Stakeholder survey	.....	p. 36-39			
SWOT Analysis	.....	p. 40-43			



This page was intentionally left blank.

# Executive Summary

Jackson Ward is centrally located in the city of Richmond, just northwest of downtown. The neighborhood is most well-known for its storied past as a major center for African American life and culture. Just as segregation policies contributed to the success of the neighborhood, desegregation played an important role in disinvestment within the area during the mid-20<sup>th</sup> century, because African Americans now had the choice of where they wanted to live and spend their money.

Fortunately, the neighborhood was quickly recognized as being an important historic resource and since 1976 has been listed on several historic registers both at the local and national level. Historic recognition was the first step to a rejuvenated Jackson Ward. In the past several decades other types of reinvestment have followed. Since 2000 the interest in living and operating businesses in the neighborhood has increased significantly. Today Jackson Ward is a thriving urban neighborhood, with a diverse population, established business community and a strong civic association.

However, while some parts of the neighborhood are revitalized, there are still sections plagued by blighting influences in need of improvement that, continually holding the neighborhood back. Through qualitative and quantitative analysis three primary issues were identified that need to be addressed in Jackson Ward:

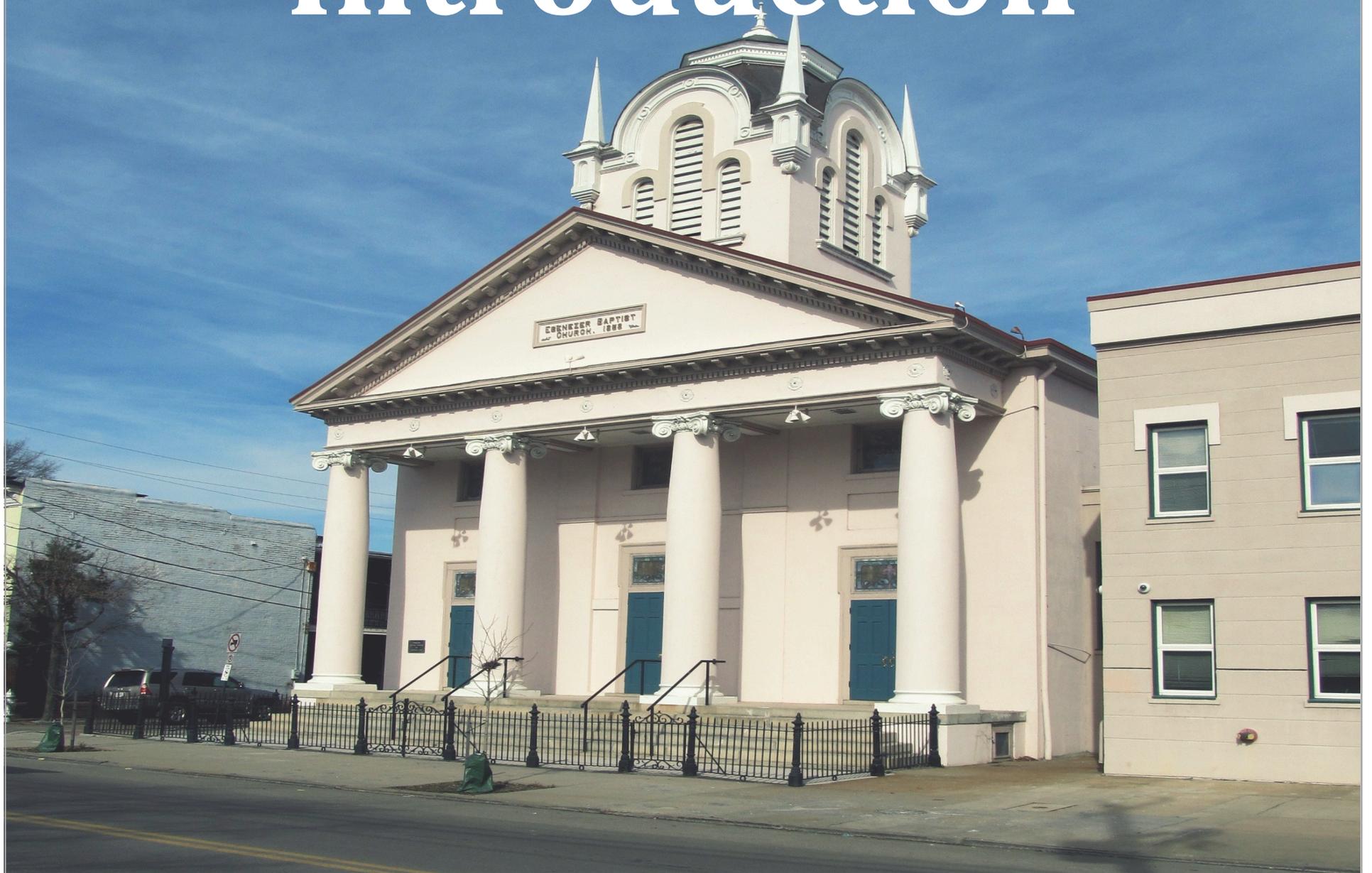
**Vacant land and buildings:** Being an urban neighborhood there is little opportunity for expanding the boundaries of Jackson Ward. As the neighborhood continues to grow it is important to make use of all of the available space. This can be accomplished by developing vacant land and reinvesting in vacant buildings.

**Improve existing conditions:** Jackson Ward would benefit from improvements to existing conditions throughout the neighborhood to make it a safer, more accessible and more attractive place to be.

**Social tensions:** Because Jackson Ward has changed so much over the past several decades; there have been major demographic shifts in the neighborhood. There is evidence these changes have contributed to social tensions between different ages, races and tenures.

Addressing these issues is a critical component to the long term success of Jackson Ward. Although this plan has been prepared for the Richmond Redevelopment & Housing Authority it is important that other stakeholders in Jackson Ward support the plan and continue to work towards the betterment of their community.

# Introduction



## The Client

The *Jackson Ward Neighborhood Plan* was requested by the Richmond Redevelopment & Housing Authority. This plan also fulfills the requirements of the Master of Urban and Regional Planning program in the L. Douglas Wilder School of Government and Public Affairs at Virginia Commonwealth University (VCU).

Established in 1940, the Richmond Redevelopment & Housing Authority (RRHA) has grown into the largest public housing authority (PHA) in Virginia (Richmond Redevelopment & Housing Authority, 2005). Their work focuses on improving the quality of life for those served through the provision, distribution and maintenance of affordable housing, community revitalization efforts and strategic economic development throughout the City of Richmond.

In the organization's most recent Strategic Plan their Mission, Vision and Values were re-evaluated. The new mission of the organization is "To be a catalyst for quality affordable housing and community revitalization" (Richmond Redevelopment & Housing Authority, 2010). As this plan has housing and revitalization components, the strategies employed are in line with the mission of Richmond Redevelopment & Housing Authority towards improving the quality of life for residents in Jackson Ward.



Figure 1: Richmond Redevelopment & Housing Authority Office



Figure 2: RRHA Logo

## The Neighborhood- Setting & Context

The Jackson Ward neighborhood in Richmond, Virginia has a famed history both locally and nationally. Once referred to as the “Black Wall Street” and the “Harlem of the South” this thriving center for African American life and culture fell victim to urban renewal. Highways I-95 and I-64 were built through the center of the neighborhood effectively dividing the northern and southern sections into two separate communities: Gilpin or North Jackson Ward (north of the interstates) and Jackson Ward (south of the interstates). This event, coupled with desegregation and suburbanization, ultimately led to disinvestment in the neighborhood. However, all was not lost for Jackson Ward; its historic significance played a major role in bringing attention back to the community. The neighborhood has since been placed on several historic registers including the City Old and Historic District list and the National Register of Historic Places. Although the importance of the neighborhood has since been recognized and Jackson Ward is flourishing, there is still room for improvement. To solidify Jackson Ward as a thriving neighborhood that provides opportunity for various demographics to live, work and play, it is important to undertake a comprehensive and unique neighborhood plan that acknowledges the historic character and existing urban fabric as well as the potential for new development, while meeting the needs of local residents and stakeholders (current and future).



Figure 3: Jackson Ward Neighborhood Banner



## Boundaries

For the purpose of this plan, Jackson Ward is defined by North Belvidere Street (east), Interstates 64 and 95 (north), North 3<sup>rd</sup> Street (west), and the alley between West Marshall Street and West Broad Street (south).

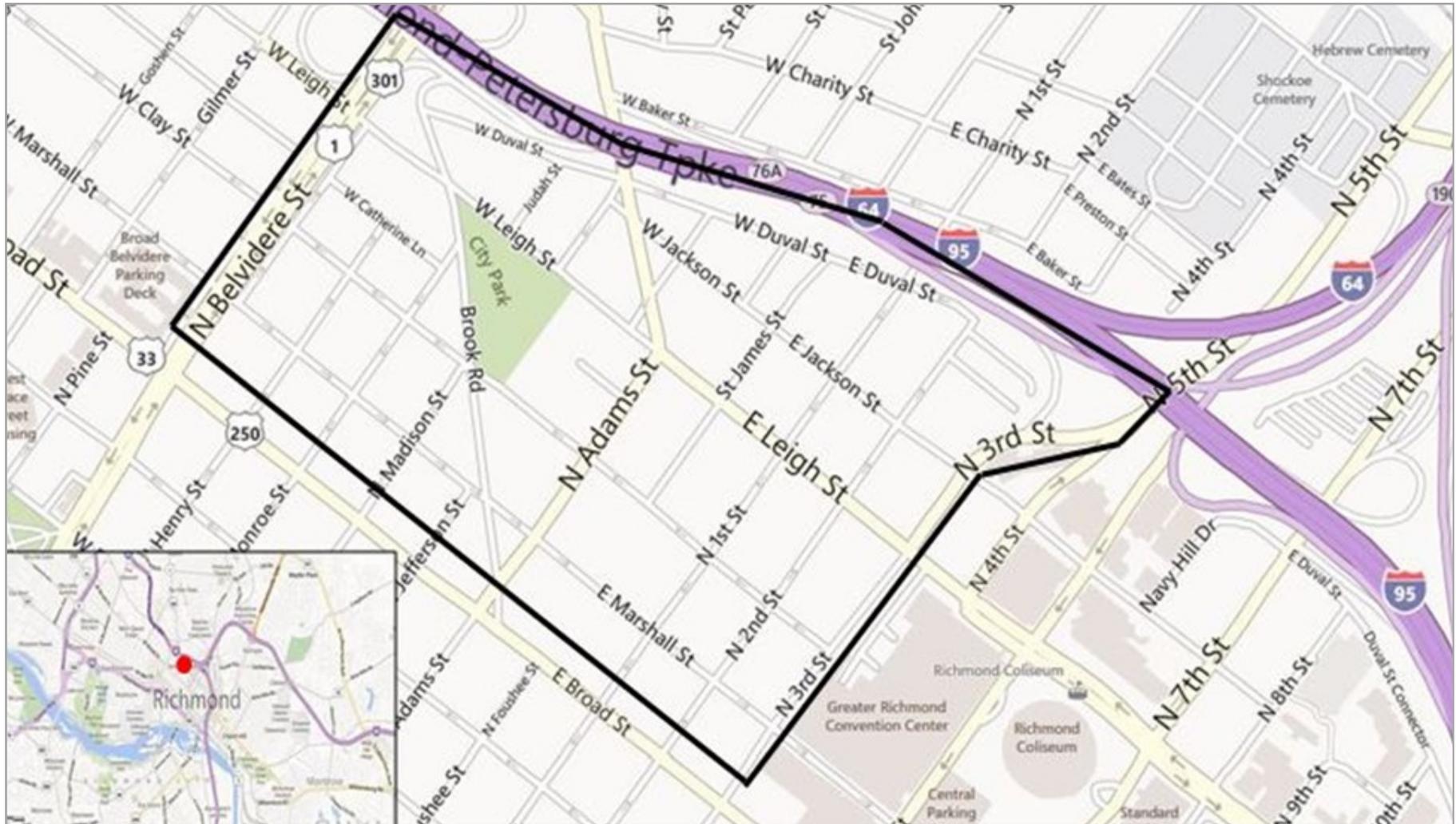


Figure 4: Jackson Ward Neighborhood Plan Boundaries and Location within the City of Richmond

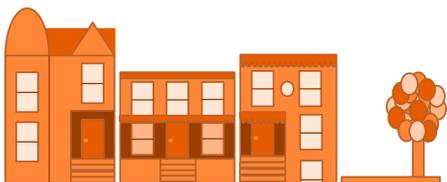
## Purpose of the Plan

The purpose of this plan is to serve as both a guide for improvement and a protection plan for the Jackson Ward neighborhood. Jackson Ward needs this plan because as investment continues to return, it is crucial to have strategies in place to ensure the neighborhood continues in a direction that is both positive and appropriate. This plan aims to be comprehensive in scope to ensure many different groups can participate and take ownership in the community's future.

The *Jackson Ward Neighborhood Plan* assesses what the neighborhood has and what it is lacking, then recommends strategies to help fill those needs. A comprehensive plan specifically for Jackson Ward will help control future development in the neighborhood. Individuals and developers have taken note of the recovering economy and housing market and are buying houses to renovate for sale and undertaking new construction. Although in theory this is positive it is important to put guidelines in place assuring that the neighborhood does not again fall victim to the latest development trends.

In recent years, Jackson Ward, at least in part, has been involved in many other planning initiatives including the Richmond Downtown Plan (2009), VCU Master Plan (VCU 2020), Abner Clay Park Conceptual Plan, Master Plan for the Revitalization of North Jackson Ward and a ULI Study of Jackson Place. However, based on this review of existing plans it does not appear that there is a current comprehensive plan solely focused on the Jackson Ward (south) neighborhood.

Being the established, historic neighborhood that it is, Jackson Ward deserves a plan for its own future rather than being subject to pressures from surrounding initiatives. Both VCU campuses as well as downtown Richmond have plans involving Jackson Ward and it is critical to the long-term success of the neighborhood that a plan is in place to illustrate an alternate future as defined by local stakeholders. The amount of land owned by RRHA in the neighborhood serves as a key tool in controlling how the neighborhood develops over the next decade.



## *Client Benefits*

Richmond Redevelopment and Housing Authority is an important partner in this effort because of the quantity of land owned in Jackson Ward and mission to do revitalization. However, development of land is only part of a neighborhood plan and it should be noted that other community stakeholders are encouraged to take part in planning and implementation. As the requesting entity for this plan, the benefits for RRHA are twofold:

- 1) This plan presents an opportunity to productively use some of their land which could include affordable housing and/or retail.
- 2) Revitalization is important to RRHA; because they receive capital improvement funds they are able to implement strategies for the neighborhood at large to improve the quality of life for residents.



Figure 5: RRHA owned land along N. 2nd Street

## State of the Art

Neighborhood planning is a process unique to each situation in which it is applied. The *Jackson Ward Neighborhood Plan* is a comprehensive plan that proposes strategies for improving on areas of need presented based on research of existing conditions. Although neighborhood planning tends to be project-specific, there are general guidelines and trends that can be applied across the board.

One important resource in the formulation of this plan is *A Guide to Community Planning* from the Enterprise Foundation. Published in 1999 this resource states “a neighborhood plan is based on critical analysis of data collected about the neighborhood and translates strategic thinking into tangible, measurable projects that can be funded by a variety of sources” (The Enterprise Foundation, 1999, p. 2). This document also encourages the importance of a neighborhood plan being participatory for residents and stakeholders. Outlined in the *Guide to Community Planning* are specific steps for the creation of a neighborhood plan including suggestions for getting started, gathering data, and implementation. According to this guide there are 3 specific purposes of a neighborhood plan:

- 1) Build consensus within the neighborhood
- 2) Establish specific development objectives
- 3) Identify mechanisms for implementation (p.2)

Another planning practice that will influence the *Jackson Ward Neighborhood Plan* is New Urbanism, particularly as it applies to urban

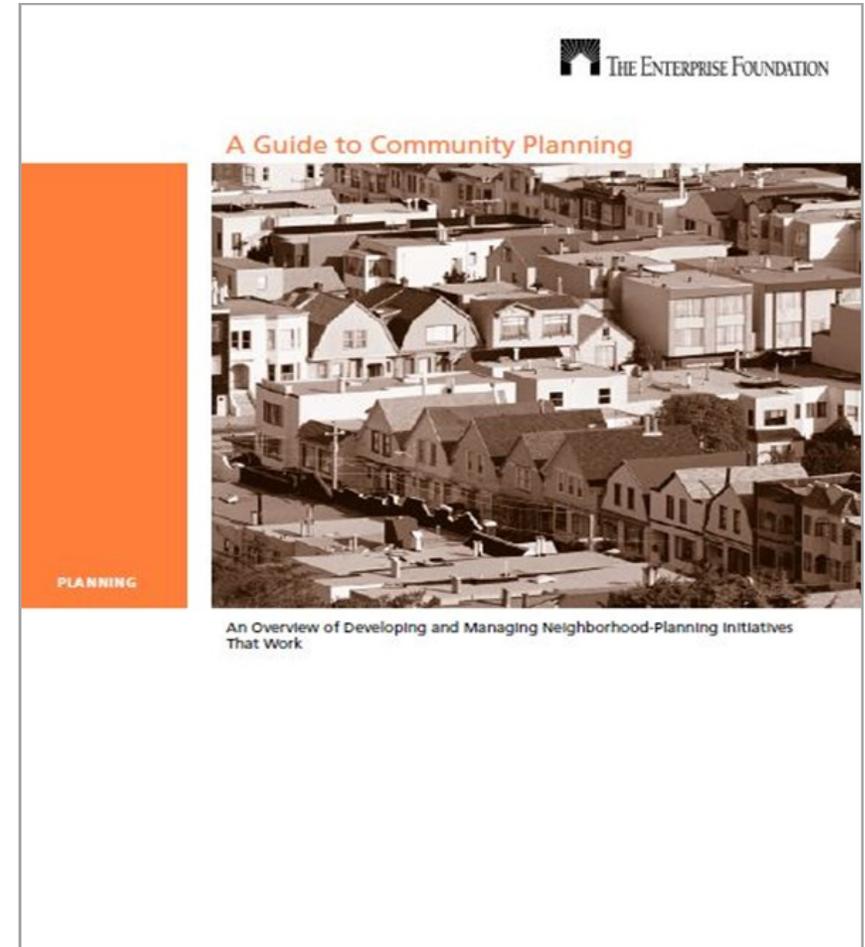
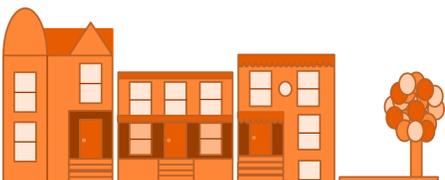


Figure 6: Cover image of *A Guide to Community Planning*

environments. These types of projects draw inspiration from pre-WWII development patterns. New Urbanism and mixed-use neighborhood have become almost synonymous. *The Charter of the New Urbanism* serves as the best practice guideline for New Urbanist developments; of the 27 best practices listed in the Charter, 18 (66%) directly apply to this plan. The two most common criticisms of New Urbanism are that it is an anti-urban and unaffordable pattern of development. The following two pieces of literature illustrate New Urbanism in an urban and affordable context are:

*New urbanism and the city: Potential applications and implications for distressed inner-city neighborhoods:*

In 2000 Charles Bohl examined New Urbanism as it applies to urban areas and presented ways in which its principals have been utilized in various development scenarios. This article is important to the development of the *Jackson Ward Neighborhood Plan* because it places New Urbanism in an urban context while providing examples of different ways its principals can be applied to various development scenarios. This plan hopes to learn from previous developments, such as those described by Bohl and provide a mixed housing stock of varying costs and tenures, be pedestrian and bike friendly, provide quality design and open space, as well as offer retail and services needed by residents. (Bohl, 2000)

These two pieces of literature collectively helped with the development of this Affordable Housing in New Urbanist Communities: A Survey of Developers:

*Affordable Housing in New Urbanist Communities: A Survey of Developers:*

This article discusses the results and implications of a survey administered to developers of New Urbanist projects inquiring about the inclusion of affordable housing in their developments. This is important to the *Jackson Ward Neighborhood Plan* because it addresses the affordability criticism of New Urbanism and provides different suggestions on ways that developers can overcome these barriers. Organizations such as RRHA could also benefit from the suggestion to develop outreach programs to educate developers about different financing options and benefits of including affordable housing in New Urbanist projects. Affordable housing is a large component of RRHA's mission and having this information will inform decisions about recommendations for this plan. (Johnson & Talen, 2008)

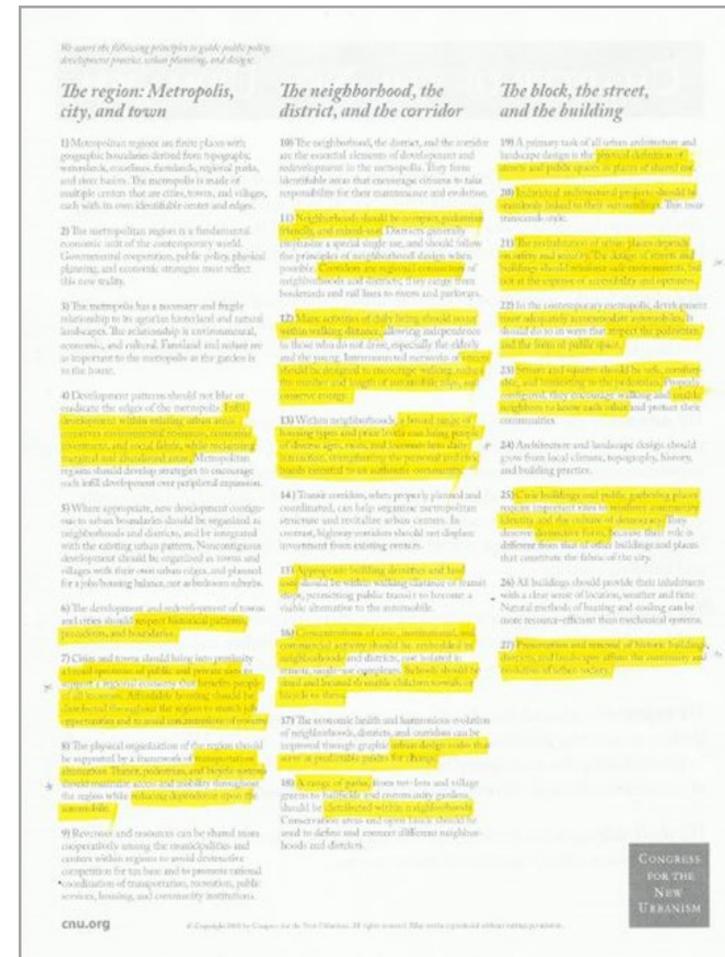


Figure 7: Charter of the New Urbanism w/ applicable principles highlighted

plan because they acknowledge the importance of New Urbanism's principals while re-focusing them in a more practical and equitable context to address the needs of society. They also bring to light important questions to consider when looking at New Urbanist principals as a way to improve a neighborhood through conversations of historic preservation, design, sense of community, cost and affordability.

## Precedent Plans

Precedent plans serve as examples of planning strategies in action. For the *Jackson Ward Neighborhood Plan* the two precedent plans are the *Monroe Ward Neighborhood Plan (2008)* and *Quad Communities: Connecting Past, Present, and Future (2005)*.

*Monroe Ward Neighborhood Plan (2008)*: This plan was created for the Monroe Ward neighborhood in Richmond, Virginia as a Professional Plan project in 2008. The two part plan included an analysis of existing conditions (zoning, SWOT, design analysis, etc.) and the plan portion containing the vision, goals and objectives. Throughout this plan many New Urbanist principals are indirectly utilized including parks/open space, diverse development (commercial, office, and residential—varying tenure and cost), historic preservation, various modes of transportation and sustainability. (Dastgheib, 2008)

*Quad Communities: Connecting Past, Present and Future (2005)*: This plan was created in 2005 by Quad Communities Development Corporation as a Quality of Life Plan for LISC/Chicago's New Communities Program. QCDC operates in the Southside of Chicago and developed this plan with the goal of improving quality of life for residents in this area. Similar to the *Monroe Ward Neighborhood Plan* this plan includes many New Urbanist principals indirectly in addition to community engagement strategies. (Quad Communities Development Corporation, 2005)



Figure 8: Cover of *Monroe Ward Neighborhood Plan*

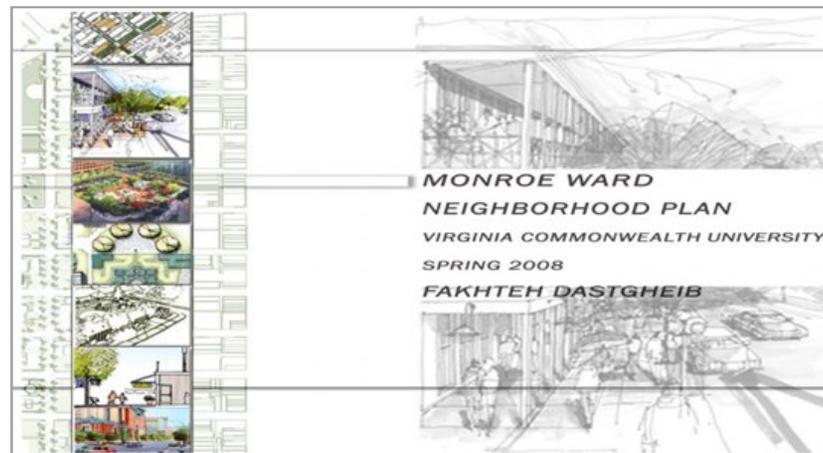


Figure 9: Cover of *Quad Communities: Connecting Past, Present and Future Plan*

## Approach and Methodology

For this plan to be a realistic, implementable, and ultimately successful plan there are several important questions to be answered. These primary questions, along with others that may arise along the way, are important to understanding the neighborhood. This information directly guides the recommendations section of this plan.

### *Client Specific Questions*

- What land in Jackson Ward does RRHA own?
- What is RRHA's vision for its land?
- What plans/priorities does RRHA already have in the area?
- What role do community members play in RRHA's vision/plans?
- What are the different options for financing potential projects?

### *Neighborhood Specific Questions*

- What is the development potential of prioritized vacant land/properties in Jackson Ward?
- How do we preserve/maintain the historic character of the neighborhood?
- What are the zoning codes for the neighborhood?
- What is in the neighborhood? (apartments, convenience stores, etc.)
- Where do the City Old & Historic District Design Guidelines cover?
- What is missing from the neighborhood that could be beneficial?

### *Community Specific Questions*

- Who makes up the Jackson Ward community? (Demographics)
- Who are the stakeholders in the neighborhood?
- What types of visions do residents have for Jackson Ward?



## *Community Specific Questions Continued*

Are there social tensions in the neighborhood? If so, how can they be mitigated?

What strategies can be used to avoid displacement of existing residents?

The answers to these questions came from multiple sources including:

U.S. Census Bureau

City of Richmond

Stakeholder Survey

Other plan documents/studies

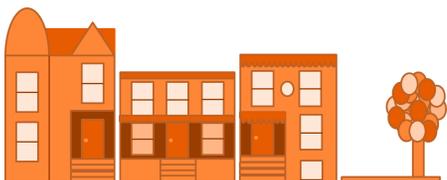
Historic register nominations

Crime reports and

Meetings with staff at RRHA and other non-residential stakeholders (businesses, patrons, etc.)

Information for this plan also came from neighborhood residents because if implemented, this plan could have an impact on their lives. Local residents were given the opportunity to provide opinions and visions for Jackson Ward. As this is a neighborhood victimized by urban renewal it is important to establish rapport with the community and involve them throughout the process. This means there is potential for multiple interactions with local residents and stakeholders as the plan moves toward implementation. Depending on needs of the community, various public engagement techniques could be utilized including, but not limited to, surveys and public meetings. The local civic association, Historic Jackson Ward Association, is an important partner for this plan. They will be crucial in the community engagement, and implementation stages, as they possess local knowledge, alternate perspective and critical mass.

Once the aforementioned quantitative and qualitative data is gathered, analysis will be critical to accurately represent trends and existing conditions in Jackson Ward. This analysis will guide the recommendations phase of the plan. The primary data analysis tools used for this project were GIS and Excel. A SWOT analysis was also important to the recommendations for this plan.



## Road map to the Plan

The remainder of the *Jackson Ward Neighborhood Plan* is organized into the following sections:

### *Part I: History*

The first section of this document examines the history of the neighborhood. Jackson Ward is a historically significant neighborhood both in Richmond and beyond. It is important to look at the history of the neighborhood to fully understand how it developed and ultimately the conditions that exist today. Because this history is so critical to the neighborhood it is given its own section in the document.

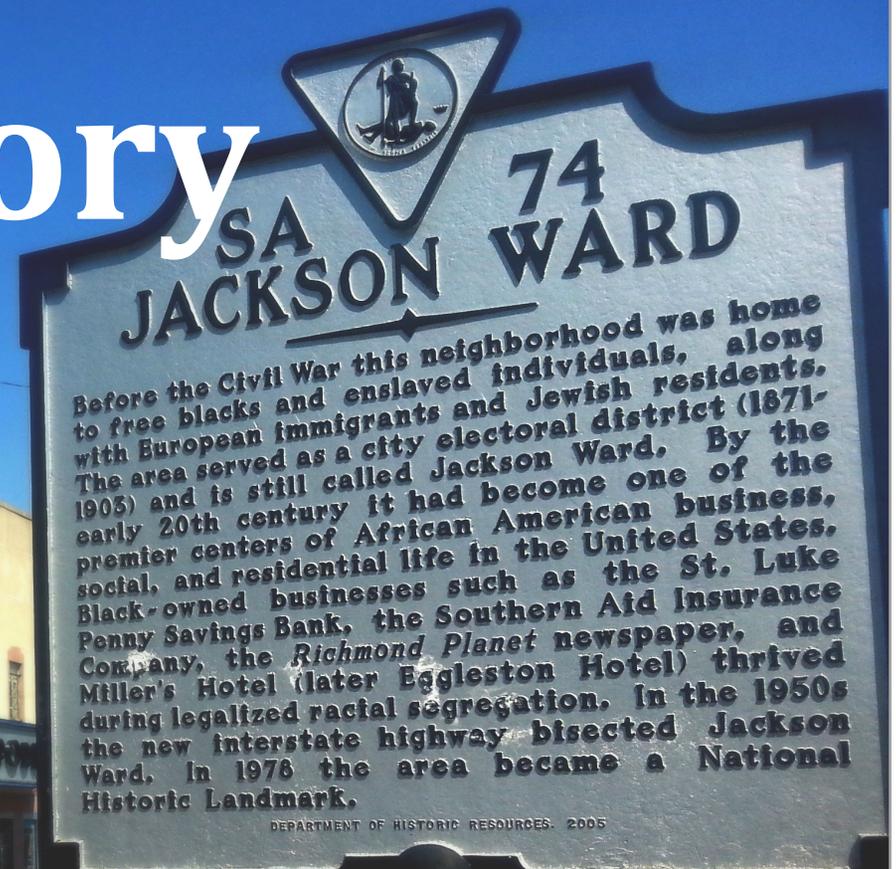
### *Part II: Existing Conditions*

The existing conditions section of the document gathers data to answer the previously posed questions. This is the research section of the plan that will inform the recommendations for RRHA and the community moving forward..

### *Part III: Recommendations*

The final section of the plan is the recommendations. These recommendations were developed based on the information gathered during the existing conditions research phase. The recommendations section includes goals as well as objectives and strategies for accomplishing tasks. Recommendations aim to be as detailed as possible, meaning they identify responsible parties, time tables, and potential funding sources (if applicable).

# History



The area that would become Jackson Ward was originally owned by William Byrd III. In 1769 he subdivided his land into 100 acre lots as prizes for a lottery of his real estate. At that time, this property was still outside city limits. In 1793 the city annexed a large parcel (~1 ½ sq. miles) that included present day Jackson Ward. As the city expanded towards this area the current land owners (Jacksons, Foushees, Duvals, and Coutts) began subdividing and selling their land. A diverse group of people including free African Americans, European immigrants, artisans and businessmen started building homes on these new subdivided lots. There was also a large Jewish population in this part of the City. A significant portion of the neighborhood was already developed before the Civil War. The 1861-1865 map of the City of Richmond reflects this development pattern and shows the extension of the street grid as far east as Belvedere Street.

The name 'Jackson' was associated with the neighborhood as early as the 1830's being linked to Jackson's beer garden, Giles Jackson's relationship to the neighborhood, and the term for the area north of Broad Street as Jackson's Addition. The name became official in 1871 based on the earlier name associations with the area and because there were other wards in the City dawning presidential names (i.e. Monroe Ward). The neighborhood would function as an official political subdivision in the City (ward) from 1871 to 1905.

In the diverse neighborhood of Jackson Ward, a group of free African Americans lived on Duval Street, near Ebenezer Baptist Church, in an area known as "Little Africa". Over the next century this small niche community would grow into the center for African American life and culture for which we know Jackson Ward today.

The foundation for success of the neighborhood was laid before emancipation when African Americans were forced to be resourceful and learn various trades. This self-help attitude became increasingly important with the implementation of Jim Crow laws that restricted African Americans throughout the City. After the Civil War many freed African Americans moved to Jackson Ward. African Americans not only lived in the community, they also had a hand in building some of the most prominent buildings including the Maggie Walker House (1888), Sixth Mount Zion Church (1884) and the Taylor Mansion (1909). By the turn of the century African Americans comprised the majority of the population within the neighborhood and there was an established culture of entrepreneurs and professionals contributing to an economically and socially thriving Jackson Ward.



Figure 10: Taylor Mansion (taken 1978)

Although once a diverse neighborhood, Jackson Ward was not immune to the phenomenon of white flight. By the 1930's the only people living in the neighborhood were African American. Public policy and local opinions about the place of African Americans place in society created a completely segregated Jackson Ward.

During its heyday Jackson Ward operated as 'city within a city' where no needs of Richmond's marginalized African American population went unmet. The commercial core of Jackson Ward was 2<sup>nd</sup> Street (also referred to as "Two Street") which would have included establishments such as beauty parlors, hotels, real estate companies, banks, barbers, insurance companies, repair shops, drugstores, restaurants and grocers. Also along 2<sup>nd</sup> Street were entertainment establishments including the Hippodrome (1945), one of several theaters in Jackson Ward, which hosted famous entertainers like Duke Ellington, Billie Holiday, Nat King Cole and Louis Armstrong. Because "Two Street" hosted businesses operating day and night, the street was often referred to as "never closing". The success of 2<sup>nd</sup> Street really came from the desire of African Americans to have access to the goods and services restricted from them by mainstream society.

The neighborhood was also home to Armstrong High School, the only African American high school in the City for some time. Additionally, hotels in Jackson Ward were the only ones in the City of Richmond open to African Americans.

Religion was important part of life in Jackson Ward. The first two churches in the neighborhood were the Third Street Bethel African Methodist Episcopal Church (1857) and Ebenezer Baptist Church (1858). Eventually, in part due to segregation, six more churches were created from the Ebenezer congregation. Other prominent churches in the neighborhood included: Sharon Baptist Church, Sixth Mount Zion Baptist Church, Hood Temple AME Zion Church, Hood Temple, Adams and Clay, All Saints Pentecostal Church and Mosby Memorial. Several of these still occupy their 19<sup>th</sup> century buildings.

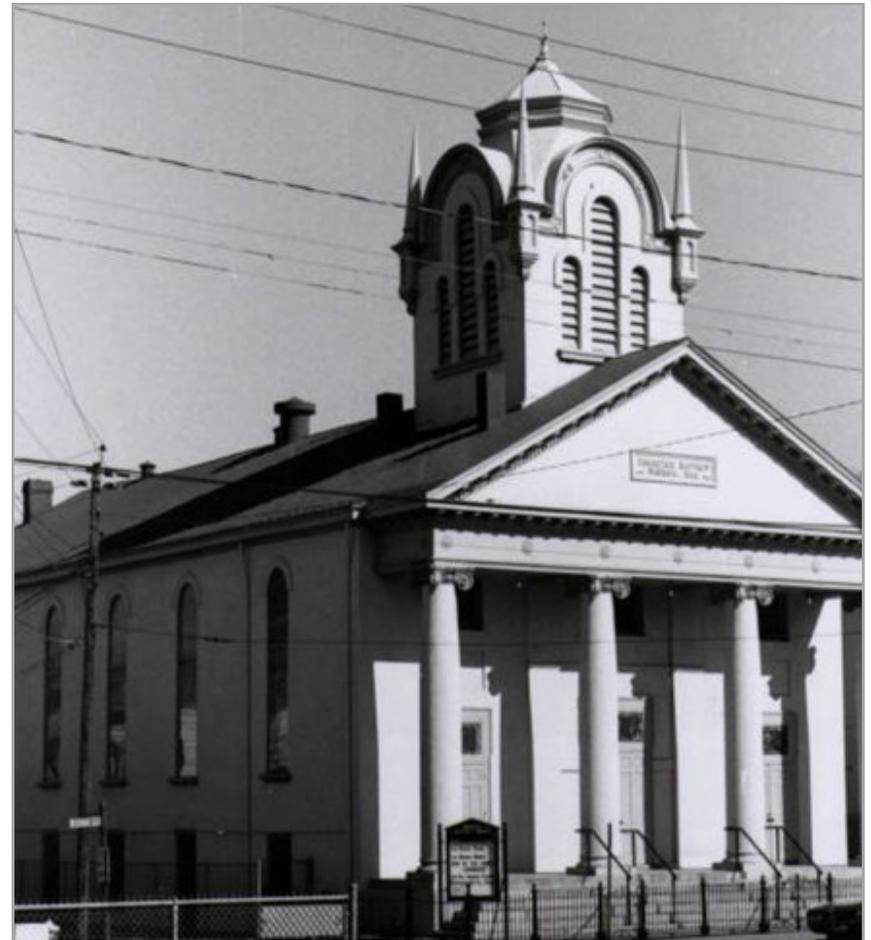
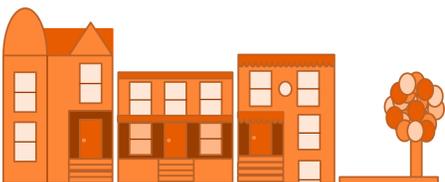


Figure 11: Ebenezer Baptist Church (taken 1978)



The responsibility for success of the neighborhood was on both the businesses and the consumers. The neighborhood showed great pride in their race and supported themselves during turbulent times. Many successful businesses came out of Jackson Ward including St. Luke Penny Savings Bank and the True Reformers Bank- the first African American bank in the United States. Along with successful businesses that came from Jackson Ward came many well-known and influential individuals including: Maggie L. Walker, Bill “Bojangles” Robinson, John Mitchells, W. Brownes, and Giles B. Jackson.

Being the hub of African American life in Richmond, Jackson Ward was affected by and critical to the Civil Rights movement. The concentrated population of educated African American professionals created an environment where they could challenge segregation as leaders of the movement. In Jackson Ward there were many lawyers and businessmen working towards desegregation, including Oliver Hill. Both the Virginia Chapter and Richmond Branch of the NAACP had their offices in Jackson Ward. In a bittersweet way, the success of Jackson Ward was in part due to segregation and their fruitful efforts towards integration led to the eventual disinvestment in the neighborhood.

Simultaneously as the Civil Rights efforts were occurring in Jackson Ward, the City of Richmond was dividing the neighborhood with major urban renewal projects. The Richmond-Petersburg Turnpike bisected the neighborhood into a northern and southern portion, while an extension of Belvedere Street segmented the western most portions of the neighborhood from Jackson Ward at large. Although these developments were supposed to ‘remove blight’ they also forever changed the landscape of a once linked, thriving community. Residents of Jackson Ward had little power to fight these projects but they were able to win one battle: Sixth Mount Zion Baptist (1884). The church was slated to be demolished for the interstate but the neighborhood insisted it be saved. Ultimately the community won out and the highway was adjusted to go around the church.



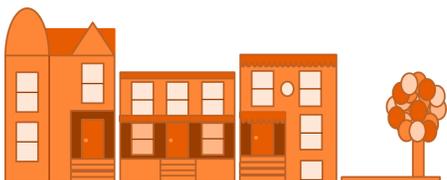
Figure 12: Interstate bisecting Jackson Ward

Urban renewal was just one of the issues leading to the decline of Jackson Ward. The eastern portion of the neighborhood was also demolished to build the Richmond Coliseum and an expanded VCU-MCV campus. These issues, coupled with desegregation, led to a decline in the neighborhood with residents moving to other parts of the city; and businesses soon followed.

For Jackson Ward, however, its unique history, beautiful architecture and prime location led to a resurgence of interest in the neighborhood soon after. Jackson Ward was first nominated for the National Register of Historic Places in 1976. In this nomination the Virginia Historic Landmarks Commission noted people were starting to recognize the value of the neighborhood and that protection needed to be in place to preserve it. Also in 1976, Jackson Ward was listed as a Virginia Historic Landmark. Following the 1976 listings, the neighborhood was listed as a National Historic Landmark in June of 1978. Jackson Ward is one of only two districts in Richmond, the other being Monument Avenue, to be recognized as a National Historic Landmark. In 1987 Jackson Ward was listed as a City Old & Historic District, which offers more protection than the designations at the national level. (Virginia Historic Landmarks Commission, 1976; Cowell, Hill, Horner, Lucia, & Sadler, 2002; Kraus, 2005; Salmon, Kausner, & Neville, 2007; National Park Service)



Figure 13: Jackson Ward Historic Marker



## Historic Register Nominations

National Register Nomination- 1976	National Register Nomination- 2002	National Register Nomination- 2005	National Register Nomination- 2008
<ul style="list-style-type: none"> <li>Prepared by the Virginia Historic Landmarks Commission</li> <li>42 city blocks</li> <li>600+ homes</li> <li>Period of significance: 1800-1899 &amp; 1900+</li> <li>Areas of significance:               <ul style="list-style-type: none"> <li>Architecture</li> <li>Commerce</li> <li>Education</li> <li>Politics &amp; Government</li> <li>Religion</li> <li>Social &amp; Humanitarian</li> </ul> </li> <li>Renewed interest in Jackson Ward, but no protections in place.</li> </ul>	<ul style="list-style-type: none"> <li>Goal → Expand significance to 'Civil Rights Era' (1940-70)</li> <li>Add 13 properties with Civil Rights connection &amp; 8 associated with specific people</li> <li>Since 1992 City survey, Civil Rights associated buildings had been lost</li> <li>Neighborhood on the National Trust's list: <i>America's Most Endangered Places</i> (2001)</li> <li>Nomination cites recent loss of an office tied to Oliver Hill.</li> </ul>	<ul style="list-style-type: none"> <li>Goal → Physical boundary expansion to include 00 block of E. Marshall Street.</li> <li>Previously excluded b/c of perceived loss of historic fabric               <ul style="list-style-type: none"> <li>Most was actually never developed.</li> </ul> </li> <li>Transitional space from all commercial to all residential.</li> <li>Add 13 dwellings, 5 commercial, 1 warehouse, &amp; 1 factory (from period of significance)</li> <li>Developers requesting expansion were interested in Samuel Binswanger House (ca. 1847)</li> </ul>	<ul style="list-style-type: none"> <li>Goal → Physical boundary expansion to include:               <ul style="list-style-type: none"> <li>411-413 N. Adams</li> <li>South side of 400 blocks of N. 1<sup>st</sup>, 2<sup>nd</sup>, &amp; 3<sup>rd</sup> St.</li> <li>North side of 100 &amp; 200 blocks of E. Marshall St.</li> </ul> </li> <li>Fits with neighborhood (scale &amp; materials)</li> <li>Represents small commercial spaces throughout the neighborhood.</li> <li>Overlooked in original nomination b/c they were not residential.</li> </ul>

Figure 14: Summary of Jackson Ward National Register Nominations by Year

## Architecture

Jackson Ward as we know it today was developed primarily as a middle class, residential district in the mid-19<sup>th</sup> century. Most of the buildings in the neighborhood are townhouses with some freestanding residences throughout, typically developed on small, narrow lots with shallow front yards (usually < 10 ft. deep). The most prevalent architectural styles in the neighborhood are Greek Revival and Italianate. The typical building material is brick, but there are some frame buildings. Many houses in Jackson Ward have very detailed porches: both wood and cast iron. The neighborhood has arguably the largest collection of cast iron porches in the City. The architecture from this period can be best observed on Marshall and Clay Streets.



Figure 15: Jackson Ward Streetscape





Figure 16: Tucker Cottage (taken 1978)

### *Residential*

The two oldest buildings in the neighborhood are the Tucker Cottage (1802) at 701 Chamberlayne Pkwy. and the residence at 133 W. Jackson Street (prior to 1813). Another notable residence in the neighborhood is the W. L. Taylor House (1907) which was the largest home of an African American in Richmond when it was built. The Maggie L. Walker House (1889) was home to the first female bank president in the United States. The homes on the 100 block of East Leigh Street used to be referred to as 'Quality Row' for the many noteworthy African Americans who lived there. Finally, the residence at 00 Clay was converted into the first library for African Americans in Richmond in the 1920's.

### *Public Buildings*

Beyond the previously discussed churches, Jackson Ward is home to several important and architecturally significant public buildings. The Booker T. Washington School (1871) on Leigh Street is the oldest public school building in Richmond and served as an African American high school in the 1890's. Another important building is the Steamer Company #5 (1884). The First Battalion Virginia Volunteers Armory (1895), also on Leigh Street, is the oldest armory building in Virginia and likely the only armory in the United States built specifically for African American soldiers. Also in Jackson Ward is the old Armstrong High School (1922) which was the only high school built for African Americans before 1938. (Virginia Historic Landmarks Commission, 1976; Cowell, Hill, Horner, Lucia, & Sadler, 2002; Kraus, 2005; Salmon, Kausner, & Neville, 2007; National Park Service)



Figure 17: First Battalion Virginia Volunteers Armory (taken 1978)

# Existing Conditions



## Demographic Profile

A critical component of understanding a neighborhood is knowing who lives there and understanding their socio-economic situation. This can be achieved by gathering quantitative data from the U.S. Census Bureau. Once this information is compiled, it can be analyzed and used to make recommendations on what is needed by neighborhood residents.

Jackson Ward is in Census Tract 302 within the City of Richmond. The most recent and complete data for the neighborhood is from 2012. According to the 2012 American Community Survey (ACS) the population of Jackson Ward was 2,535. There were 81 more females than males in the neighborhood and the median age was approximately 24 years old. Over 80% of the neighborhood reported being “One Race”. Approximately 52% of those with one race were White while fewer than 23% were Black or African American. Less than 2% of the neighborhood reported being Hispanic/Latino. (U.S. Census Bureau, 2008-2012)

## Housing Characteristics

In 2012 the ACS reported 759 households in Jackson Ward with an average household size of 2.54. There were 1,029 housing units in the neighborhood, over 73% being occupied. Of those occupied units, renters occupied twice as many units as owners. Similarly, over 65% of the dwellings in Jackson Ward had 2 or more units. Most of the housing in the neighborhood is over 70 years old, with approximately 83% built in 1939 or before. Of the owner occupied units in Jackson Ward the median value in 2012 was \$221,300. The median payments for housing in the neighborhood in 2012 were \$1,586 for a mortgage and \$1,045 for rent. Finally, over 75% of residents moved to Jackson Ward in the year 2000 or later. (U.S. Census Bureau, 2008-2012)

<b>Jackson Ward, Tract 302</b>		
Source: 2012 ACS		
<u>Subject</u>	<u>Number</u>	<u>Percent</u>
Total Population	2,535	100%
<b>Sex</b>		
Male	1,227	48.4%
Female	1,308	51.6%
<b>Age</b>		
Under 18 years	175	6.9%
18 to 34 years	1,747	68.9%
35 to 64 years	529	20.9%
Over 65 years	84	3.3%
Median Age (years)	24	-
<b>Race</b>		
One Race	2,083	82.2%
White	1,328	52.4%
Black or African American	577	22.8%
Other	178	8.55%
Two or More Races	452	17.8%
<b>Ethnicity</b>		
Hispanic/Latino of any Race	44	1.70%
<b>Housing Occupancy</b>		
Total Housing Units	1,029	100%
Occupied Units	759	73.8%
Vacant Units	270	26.2%
<b>Housing Tenure</b>		
Total Occupied Units	759	100%
Owner Occupied Units	252	33.2%
Renter Occupied Units	507	66.8%
<b>Year Structure Built</b>		
Total Housing Units	1,029	100%
1939 or Before	856	83.2%
1940 to 1959	57	5.5%
1960 to 1999	93	9.1%
2000 to 2009	19	1.8%
2010 or Later	4	0.4%

Figure 18: 2012 Demographic & Housing Data for Jackson Ward (Tract 302)

## Economic Characteristics

In 2012 the American Community Survey reported that of 2,399 people in Jackson Ward old enough to be in the labor force 60.8% actually were. The most common occupations were Sales & Office occupations (31.9%) and Management, Business, Science, & Arts occupations (31.8%). The median household income in 2012 was \$38,220. The average commute time to work was around 15 minutes with over 50% of the population driving alone. The percentage of all people in Jackson Ward living below the poverty line was 33.3%. (U.S. Census Bureau, 2008-2012)

## Social Characteristics

Educational attainment for the neighborhood is reported for those 25 years and older. Within Jackson Ward in 2012 that population consisted of 1,164 people. Over 90% of these individuals had at least a high school degree. Furthermore, 34.8% had at least a bachelor's degree. Another important social characteristic to analyze is disability status. In Jackson Ward 14.3% of the civilian population reported having some type of disability. According to the 2012 ACS no one under the age of 18 reported any disabilities. Of those 18 to 64 years old 12.5% reported having a disability, the most common being a cognitive difficulty. The next largest percentage was an ambulatory difficulty. Of the population 65 years and older 94% reported having some type of disability. All of these individuals reported having an ambulatory difficulty. The next largest percentages were cognitive (1.2%) and self-care difficulty (1.2%). (U.S. Census Bureau, 2008-2012)



Jackson Ward, Tract 302		
Source: 2012 ACS		
Subject	Total	Perecent
<b>Employment Status</b>		
Population 16 years and over	2,399	100%
In labor force	1,459	60.8%
Employed	1,250	52.1%
Unemployed	209	8.7%
<b>Occupation</b>		
Civilian employed population 16 years+	1,250	100%
Management, business, science, and arts occupations	397	31.8%
Service occupations	224	17.9%
Sales and office occupations	399	31.9%
Other	230	18.4%
<b>Income</b>		
Median household income (dollars)	38,220	-
All people under the poverty line	-	33.2%
<b>Commuting to Work</b>		
Workers 16 years and over	1,212	100%
Car, truck, or van -- drove alone	670	55.3%
Mean travel time to work (minutes)	14.9	-
<b>Educational Attainment</b>		
Population 25 years and over	1,164	100%
Less than high school degree	94	8.1%
High school graduate (includes equivalency)	207	17.8%
At least some college	836	71.8%
<b>Disability Status</b>		
Total civilian noninstitutionalized population with a disability	359	14.3%

Figure 19: 2012 Economic & Social Data for Jackson Ward (Tract 302)

<b>Neighborhood Change 2000-2012</b>			
	<u>2000</u>	<u>2010</u>	<u>2012</u>
Population	1,609	2,055	2,535
Median Age	27.1	24.6	23.9
One Race			
White	26.7%	47.3%	52.4%
African American	64.9%	41.1%	22.8%
Other	6.0%	7.8%	7.0%
Two or More Races	2.5%	3.8%	17.8%
Median Income	\$20,156	\$39,722	\$38,220
Occupancy Rate	30.2%	69.5%	73.8%
Vacancy Rate	69.8%	30.5%	26.2%
Median Home Values	\$94,200	\$249,100	\$221,300
Median Mortgage	\$922	\$1,671	\$1,586
Median Rent	\$589	\$854	\$1,045
At least high school	70.5%	85.2%	91.9%
At least bachelors	23.8%	45.0%	34.3%
Poverty Rate	31.4%	24.0%	33.3%
Unemployment Rate	7.0%	10.0%	8.7%

Figure 20: Select Neighborhood Indicators over 12 Years

### Change over time

For the purpose of analyzing how the neighborhood has changed it is important to look at demographic indicators over a period of time. For the purpose of this plan the time periods being analyzed are 2000, 2010 and 2012. Depending on the year, the data either came from an American Community Survey or the Decennial Census. In general, most indicators increased over the 12-year period. (U.S. Census Bureau, 2000, 2010, 2006-2010, 2008-2012)

### City Comparison

Comparing Jackson Ward to the City of Richmond at large provides context for whether the indicators in the neighborhood are better or worse than its surrounding city. This comparison can be found in the appendices of this document.

## Zoning

The zoning in Jackson Ward is either residential, business or, in some areas, a combination of both. Different zones in the neighborhood include:

R-6: Single Family Attached Residential

R-53: Multifamily Residential

R-63: Multifamily Urban Residential

R-73: Multifamily Residential

B-1: Neighborhood Business

B-2: Community Business

B4: Central Business District

RO-2: Residential-Office

RO-3: Residential-Office

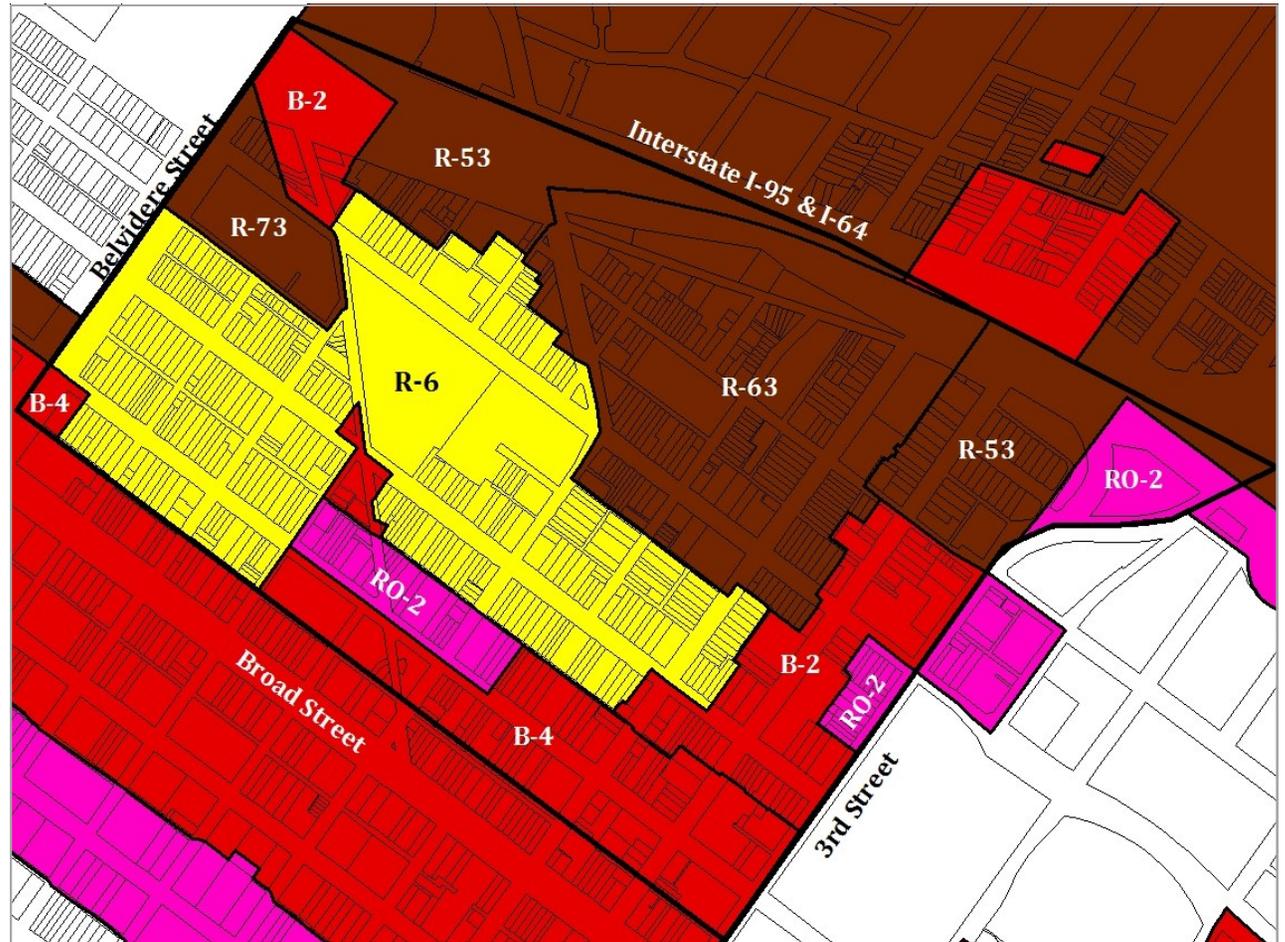
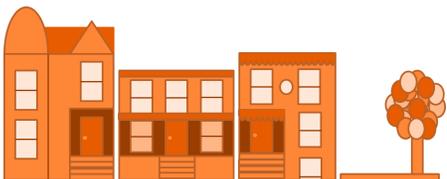


Figure 21: Jackson Ward Zoning Map

A detailed description of these zones can be found in City Zoning Ordinance (listed in Resource section of this document). Understanding the zoning code of Jackson Ward is important because this legally binding, city document explains what can and cannot be built in the neighborhood and thus critical to analyze before attempting to make recommendations for potential development. (City of Richmond, 2004, p. 15-17, 34-36, 37-44, 45-48, 54-58, 59-62, 85-87, 88-93, 102-110)



## Schools

School aged children (5-19) make up 26.6% of the population in Jackson Ward. In Jackson Ward, as with many places, schools are an important factor in attracting people and keeping them in a neighborhood. According to the 2012 American Community Survey most school-aged children in Jackson Ward attend public school (96%). The public school system in Richmond is Richmond Public Schools (RPS). For Jackson Ward, the zoned Richmond Public Schools neighborhood children attend are:

- George Washington Carver Elementary School (1110 W. Leigh Street)
- Albert Hill Middle School (3400 Patterson Avenue)
- Armstrong High School (2300 Cool Lane)



Figure 22: Map of Zone Richmond Public Schools for Jackson Ward

The only Richmond Public School within the neighborhood is the Richmond Alternative School (RAS) at 119 W. Leigh Street. (Richmond Public Schools)

Jackson Ward is also in close proximity to several universities and community colleges including Virginia Commonwealth University and Virginia Union University.

## Transportation

The way people get around a neighborhood is another important factor to analyze as it can influence desire and/or ability to use a space. Being an urban neighborhood, various modes of transportation are present in Jackson Ward. On a normal day one can find people walking, biking, taking public transit, or driving around the neighborhood. The following analysis details conditions faced by each of these groups:

***Pedestrians:*** Individuals walking around the neighborhood typically have access to wide, brick sidewalks. However, there are places in the neighborhood where the sidewalks could use repair or there are no sidewalks at all.

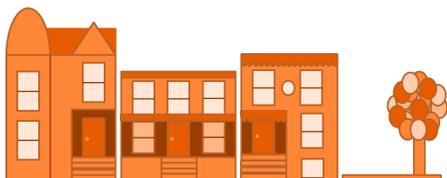
***Cyclists:*** There is little to no cycling infrastructure in Jackson Ward. There are no dedicated bike lanes or sharrows in the neighborhood and bike parking is limited. Existing street patterns may also make it uncomfortable to bike in the neighborhood.

***Public Transit Riders:*** The primary public transportation entity in the City of Richmond is GRTC (Greater Richmond Transit Company). There are four GRTC lines that run through at least part of Jackson Ward, #74, #32, #37, and #45 (GRTC, 2013).

***Drivers:*** In Jackson Ward, most streets are lined with on-street parking. There are also some surface parking lots in the neighborhood. Automobiles travel through the neighborhood on one and two way streets.



Figure 23: Map of GRTC Routes in Jackson Ward



## Safety

Safety of a neighborhood is something that can be real or perceived and have a powerful impact on the success of a community. For the City of Richmond, crime data can be accessed through the city website. On the Crime Incident Information Center one can select date ranges, crime types and locations to display incidents. For the purpose of this study all crime types were analyzed on an annual basis (1/1-1/1) in Jackson Ward (city defined boundaries). The most recent data shows from January 1, 2013 to January 1, 2014 there were a total of 691 incidents. These incidents are categorized into nine types: Homicide, Sex Offense, Robbery, Assault, Burglary, Vice, Theft, Vehicle Theft and Other. It is important to note that a majority of these incidents fall into the 'Other' category (350). Incidents in the Other category can include, but are not limited to, issues such as Code Violations and Court Documents. The second largest category of incidents in the neighborhood for this time period was Theft (163). The crimes per capita in Jackson Ward from January 1, 2013 to January 1, 2014 were .35 crimes per person. For comparison purposes, the crimes per capita for the City of Richmond were .16 crimes per person for the same time period. Crime statistics were also analyzed over time for comparison purposes. In general, over the last 14 years (January 1, 2000 to January 1, 2014) crime was at its lowest in 2004 and highest in 2011. Since 2011 crime has decreased in the neighborhood. When looking at crimes per capita in 2000, 2010 and 2012 there was also a decrease. (City of Richmond Police Department, 2014)

Figure 24: Crime Type Distribution for 2013-2014

2013-2014 Crimes for Jackson Ward								
Homicide	Sex Offense	Robbery	Assault	Burglary	Vice	Theft	Vehicle Theft	Other
2	3	17	59	46	38	163	13	350
<b>Total: 691</b>								

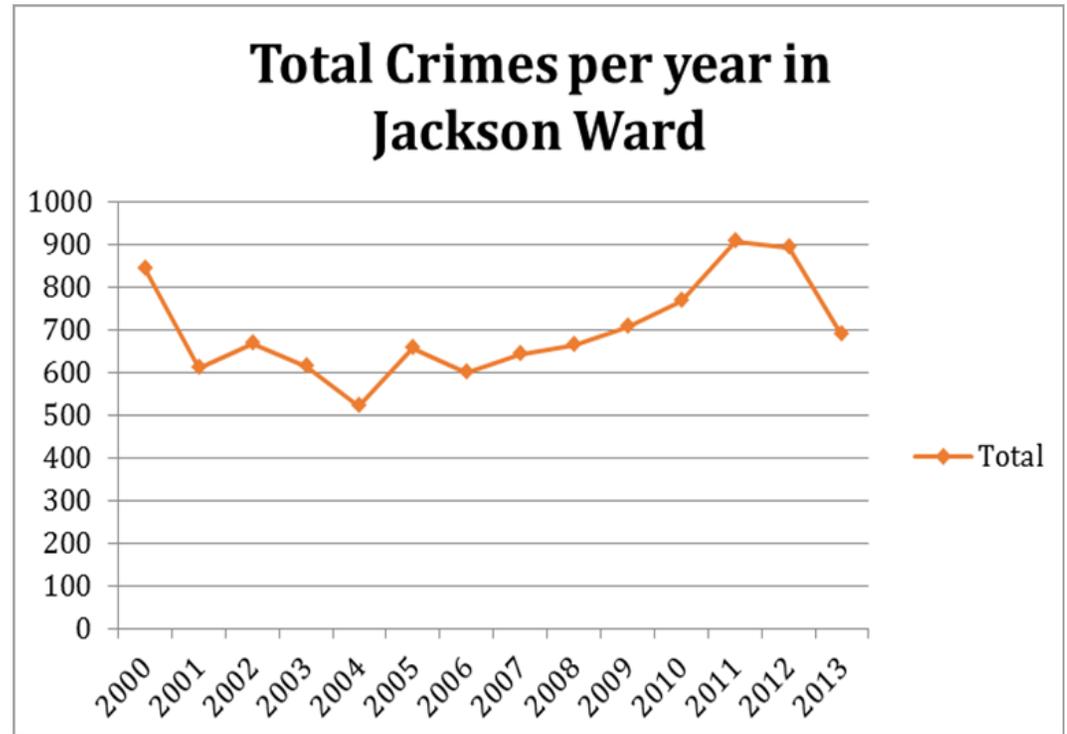


Figure 25: Crimes per year in Jackson Ward from 2000-2013

## Stakeholder Survey

A survey was conducted of stakeholders in Jackson Ward including residents, businesses and others. The survey was distributed electronically, with hard copies offered. Stakeholders were identified and contacted through conversations, email, websites and Facebook. The survey included both closed and open ended questions as well as requested basic demographic information. The goal was to learn what was good about Jackson Ward, what was less than good and what the neighborhood needed. Complete survey results can be found in the appendices.

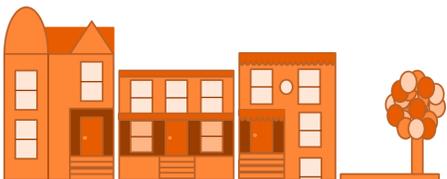
There were 39 responses to the survey. The breakdown of survey participants can be seen in Figure 27. Respondents were encouraged to select more than one affiliation with the neighborhood if applicable.

Demographic data on respondents was collected to evaluate what types of people participated in the survey. From this information it can be determined how representative this sample was of all stakeholders in Jackson Ward and if additional outreach needs to be employed.

The first demographic question that was asked, related to where in Jackson Ward people were living, working, and visiting. Each affiliation was asked separately, aggregate results are summarized here. Based on the map provided in the survey, respondents chose their respective zone. Zones 2, 3 and 4 had similar representation (~ 30% each) while respondents from Zone 1 made up less than 10%. Demographic data was also collected on age, occupation and gender. In summary, over 70% of respondents were 18-34 years old, most (95%) identified as either a student or employed full time and there were more males than any other gender.

<b>Stakeholder Survey Respondents</b>		
<u>Affiliation</u>	<u>Number</u>	<u>Percent</u>
Resident	16	41%
Business/Establishment	1	3%
Visitor/Patron	15	38%
Resident & Business/Establishment	1	13%
Residents & Visitor/Patron	5	13%
Business/Establishment & Visitor/Patron	1	3%
All 3	0	0%
<b>Total</b>	<b>39</b>	<b>100%</b>

Figure 26: Distribution of Survey Respondents



Neighborhood specific questions were asked to each group to determine their relationship with Jackson Ward and how they perceived its strengths and weaknesses. Summarized results are on the following pages. Complete survey results can be found in the appendices.

### *Residents:*

Based on questions asked of residents most of them have lived in the neighborhood for 5 years or less (68%) and only 9% have lived in Jackson Ward for more than 10 years. There was a 50/50 split between owners and renters; most respondents do not participate in the local civic association. When asked about what types of development residents would like to see in the neighborhood the top three responses were recreational space, retail/commercial and single family residential. The biggest concerns with new development were parking and architectural style. Residents were also asked about housing costs in Jackson Ward and only 9% reported the neighborhood having above average prices. Also in relation to affordability, residents were asked how they felt about more mixed income housing in the neighborhood. Over half (53%) reported being unsure or disapproving, which could indicate an education/outreach opportunity.

Residents were also asked a series of open-ended questions. The first question asked why they decided to move to Jackson Ward. The most frequent responses were: location, architecture, history, affordability, and walkability. They were also asked to list their favorite part(s) of Jackson Ward. Again, location was the most common response, followed by walkability, restaurants, diversity, history, and Abner Clay Park. Several respondents listed specific locations within the neighborhood they particularly enjoy. Equally important to what people like about Jackson Ward, it was also critical to know what they did not like. The most common responses to this question were crime, parking, expensive establishments, and litter. Residents were also asked what they felt would make Jackson Ward better. Most frequently, people felt that renovating Abner Clay Park, improving sidewalks, and more retail would improve the neighborhood. Finally, residents were asked to provide specific suggestions of businesses/establishments they felt Jackson Ward was lacking. The most common response was affordable restaurants and bars followed by convenience stores.

### *Business/Establishment:*

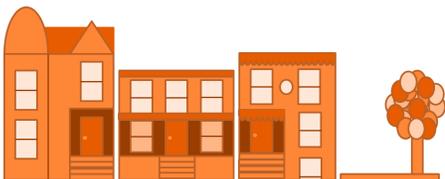
Based on questions asked of those associated with a business/establishment 66% have been in operation for 5 years or less while the remaining 33% have been in operation for more than 10 years. It was a 2:1 split between those who originally started their business in Jackson Ward and those who did not. Of those who identified being associated with a business/establishment, 66% of them own their space. There was an equal distribution between three types of businesses/establishments: retail, entertainment, and other. Similar to residents, this affiliation was also asked about what types of new development they would like to see in the neighborhood. The top two responses were: recreational and retail/commercial. This group was concerned about architectural styles and parking when considering new development.

Those associated with businesses and establishments were also asked a series of open-ended questions. The first question was why they decided to locate their business in Jackson Ward. Responses included location and because “no one was offering their product”. The next question asked what their favorite part of the neighborhood was. History and location were again mentioned in conjunction with murals and the people in Jackson Ward. They were also asked what they liked least about the neighborhood. Crime was the most frequent response followed by concerns over lack of parking. Finally, the respondents were asked what they felt would make the neighborhood better, and responses included more retail establishments and incentives for small businesses, better policing, as well as parking permits.

### *Visitor/Patron:*

Based on questions asked to visitors and patrons of Jackson Ward, over 50% of respondents typically come to the neighborhood less than once a week. Half of the respondents said they came to Jackson Ward on both weekdays and weekends. When asked what they came to Jackson Ward to do the top three responses included: recreation, visit friends/family, and business. It was also important to know how respondents got to Jackson Ward as this has implications for issues like parking. The most frequent response was that people drive to Jackson Ward. However, the second and third responses, walking and biking, were close behind.

Similar to the previous groups, visitors and patrons were asked several open-ended questions. The first question asked about their favorite part of Jackson Ward. The most common response was the architecture. Similarly, they were also asked what they liked least about the neighborhood. Crime was the most frequently reported answer, followed by lighting, social tensions and need for aesthetic improvements. Finally, they were asked what they thought would make Jackson Ward better. The two most common responses were more businesses and less crime. (Jackson Ward Neighborhood Plan- Stakeholder Survey, 2014)



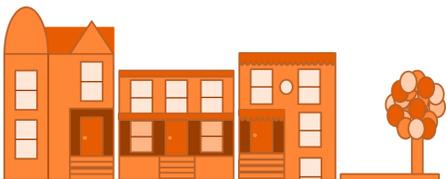
Like	Dislike	Neighborhood Needs
<ul style="list-style-type: none"> <li>• Architecture</li> <li>• Affordability</li> <li>• Artsy</li> <li>• Abner Clay Park</li> <li>• Bikeable/Walkable</li> <li>• Location</li> <li>• History</li> <li>• Not too crowded</li> <li>• City life</li> <li>• Diversity</li> <li>• Quite</li> <li>• Businesses</li> <li>• Public Transit</li> <li>• Murals</li> <li>• Unique Spaces</li> <li>• Art Galleries &amp; Cultural Institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Parking</li> <li>• Crime</li> <li>• High cost of establishments</li> <li>• Littering</li> <li>• Lack of variation in businesses</li> <li>• Vacant Lots/Buildings</li> <li>• Poor property maintenance</li> <li>• Too much VCU &amp; college students</li> <li>• One-way Streets</li> <li>• Poor Lighting</li> <li>• Graffiti</li> <li>• Social Tensions</li> </ul>	<ul style="list-style-type: none"> <li>• Small Grocery/Market</li> <li>• More Families</li> <li>• More Green Space</li> <li>• Infrastructure Improvements</li> <li>• Neighborhood Watch</li> <li>• Parking solutions for residents and businesses</li> <li>• Fill empty storefronts</li> <li>• Mixed-Use Buildings</li> <li>• Community Garden</li> <li>• Increased Density</li> <li>• Reconnect with North Jackson Ward</li> </ul>

Figure 27: Survey Summary:- Most Common Responses

## SWOT Analysis



Figure 28: SWOT Analysis Summary



A SWOT analysis is a tool used to evaluate the strengths, weaknesses, opportunities and threats something faces, in this case a neighborhood plan. In a SWOT analysis the strengths and weaknesses are internal factors, meaning they come from within the neighborhood while the opportunities and threats are external, coming from outside the neighborhood. Based on previous qualitative and quantitative research a SWOT analysis for Jackson Ward looks like this:

### *Strengths*

There are many aspects of Jackson Ward that will aid in moving forward with not just this plan, but the neighborhood as a whole. The location, architecture, urban fabric and history of Jackson Ward are all desirable amenities that many people are starting to look for in neighborhoods as housing preferences switch from the suburbs to the cities. There is also a strong, well established civic association in Jackson Ward that does a lot of work in the community and maintains critical external partnerships with entities like the city, local law enforcement and VCU. Other amenities that make Jackson Ward an attractive neighborhood are the large, multi-use Abner-Clay Park and the arts and culture scene. Finally, vacant land is also a strength of the neighborhood. Although it can be seen as a weakness, vacant land creates the opportunity for new development to meet neighborhood needs.

### *Weaknesses*

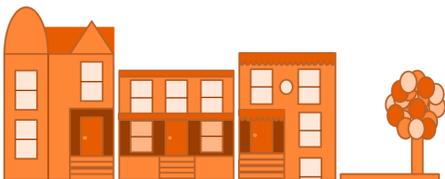
Although there are many strengths in Jackson Ward there are also several internal weaknesses that could prove problematic in moving forward with a neighborhood plan. Like many urban s there are still some areas in Jackson Ward that suffer from the symptoms of blight, including crime, vacancies and property maintenance. That being said, there are also parts of the neighborhood that can be rather high cost in terms of both housing and establishments. Furthermore, there is evidence of social tension in the neighborhood between the different demographics. Finally, the lack of certain amenities in Jackson Ward could be a factor in attracting and retaining residents and businesses. Some of these amenities include: lack of usable parking, lack of green spaces and need for infrastructure improvements and enhancements.

## *Opportunities*

There are also opportunities outside of Jackson Ward to capitalize upon when moving forward with this plan. Again, the location of Jackson Ward is critical. The neighborhood being so centrally located within the city creates a high demand area, making it easier to encourage investment and various types of development. Capitalizing on the historic designations of the neighborhood and showing the benefit of investing in these areas through education and outreach will only benefit Jackson Ward. Also, there is opportunity to capitalize on existing spaces in the neighborhood to bring people to Jackson Ward for events. Places such as Abner Clay Park would be ideal locations to host city wide events. Finally, the neighborhood could embrace and work with one of the largest landholders in Jackson Ward- RRHA. As Richmond Redevelopment & Housing Authority owns a lot of land they are a major actor in how the neighborhood develops. Beyond that however, being an arm of the city they could prove a valuable resource to relay information or get projects moving.

## *Threats*

Similar to weaknesses, the external threats to Jackson Ward could cause problems in moving forward with a plan for the neighborhood. A major threat to Jackson Ward is its location surrounded by large development entities by way of downtown and both VCU campuses (Monroe Park & MCV). Although these entities could be valuable partners for the neighborhood, it is possible they could want to further development in Jackson Ward that may not be in line with neighborhood goals. Other external factors such as crime and the local school system could also be a threat, potentially deterring people from living in the neighborhood. Finally, there are certain policies that could affect future development in the neighborhood. These include limited funding for projects as well as the complexity that often accompanies applying for these dollars (i.e. tax credits). The regulations or perceived regulations of the historic register designations (federal and local) could also be a reason people choose not to develop (or redevelop) in Jackson Ward.



This page was intentionally left blank.

# Recommendations



## Vision Statement

To solidify Jackson Ward as a thriving neighborhood that provides the opportunity for various demographics to live, work and play, it is necessary to undertake a comprehensive and unique neighborhood plan that acknowledges historic character as well as the potential for new development that meets the needs of local residents and stakeholders. This, in conjunction with improving existing conditions, and strengthening a sense of community will make a great Jackson Ward even better.

## **Goal 1: Bring vacant, blighted and/or undeveloped properties back to productive assets for the neighborhood.**

**Being an urban neighborhood there is little opportunity for expanding the boundaries of Jackson Ward. As the neighborhood continues to grow it is important to make use of all of the available space. This can be accomplished by developing vacant land and reinvesting in vacant buildings.**

### Objective 1.1: Develop vacant land appropriately for the neighborhood while meeting market demands.

*Although Jackson Ward is a revitalizing urban neighborhood, there are still places in the neighborhood with missing teeth, or vacant lots. Putting these sites into productive use allows for better aesthetics, an increased tax base and the opportunity to fill neighborhood needs. That being said, because Jackson Ward is such a historic neighborhood, it is important new development fits with the surrounding area.*

#### *Strategy 1.1a: Identify vacant land and ownership in Jackson Ward.*

Vacant land can be both a good and bad thing for a neighborhood. As land sits vacant it creates holes in the urban form and contributes to blight (or perception thereof). However, vacant land also presents the opportunity for new development in the neighborhood.

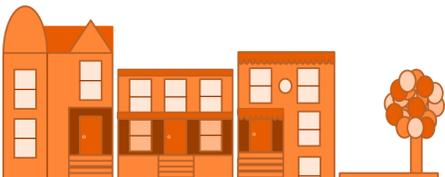
Issue: There are vacant lots throughout Jackson Ward.

Recommendations:

- Use City Assessor's Parcel Map to identify vacant lots and who owns them.

Who: City of Richmond Assessor's Office, Student Intern

When: Year 1



### *Strategy 1.1b: Develop Vacant Land*

In general, developing land can be a complicated and lengthy process. When quality, neighborhood conscious development is the goal more careful planning and review is required.

Issue: Land is a finite resource in Jackson Ward. Development of vacant land needs to, and will, occur, but it needs to be done responsibly and appropriately.

Recommendations:

- Identify strategic development sites in Jackson Ward and develop acquisition strategies where appropriate.
- Identify appropriate uses for sites based on neighborhood needs (survey) and market demands (study).
- Create mock-up development scenarios for sites to use in RFP's and explore funding options.

Who: City of Richmond Department of Planning and Development Review, City Council, Commission of Architectural Review, & Land Owners

When: Year 1-10



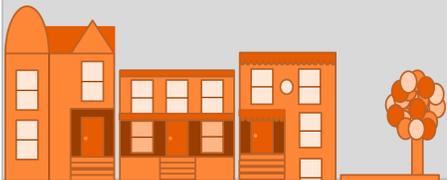
Figure 29: Vacant Lot along N. 2nd Street

# Jackson Place Case Study

High priority areas to develop in Jackson Ward are the Jackson Place sites. These sites were selected as the highest priority in the neighborhood for several reasons. First, they are owned by the same entity. This makes coordinating development easier, rather than working with multiple property owners. These sites are also the largest concentration of vacant land in the neighborhood. Finally, because of the location, new development could serve as a catalyst for radial reinvestment in areas like North Jackson Ward and N. 2<sup>nd</sup> Street. Located across 3<sup>rd</sup> Street from the Biotech Research Park there are over 5 acres of land to be developed. A majority of these undeveloped parcels are owned by Richmond Redevelopment & Housing Authority. Several previous plans have been created for the sites but have not come to fruition. As the market has begun to rebound and Jackson Ward continues to revitalize now is the ideal time to move forward with developing the sites. The following is an analysis of the Jackson Place sites including basic development potential.



Figure 30: Jackson Place Location within Jackson Ward



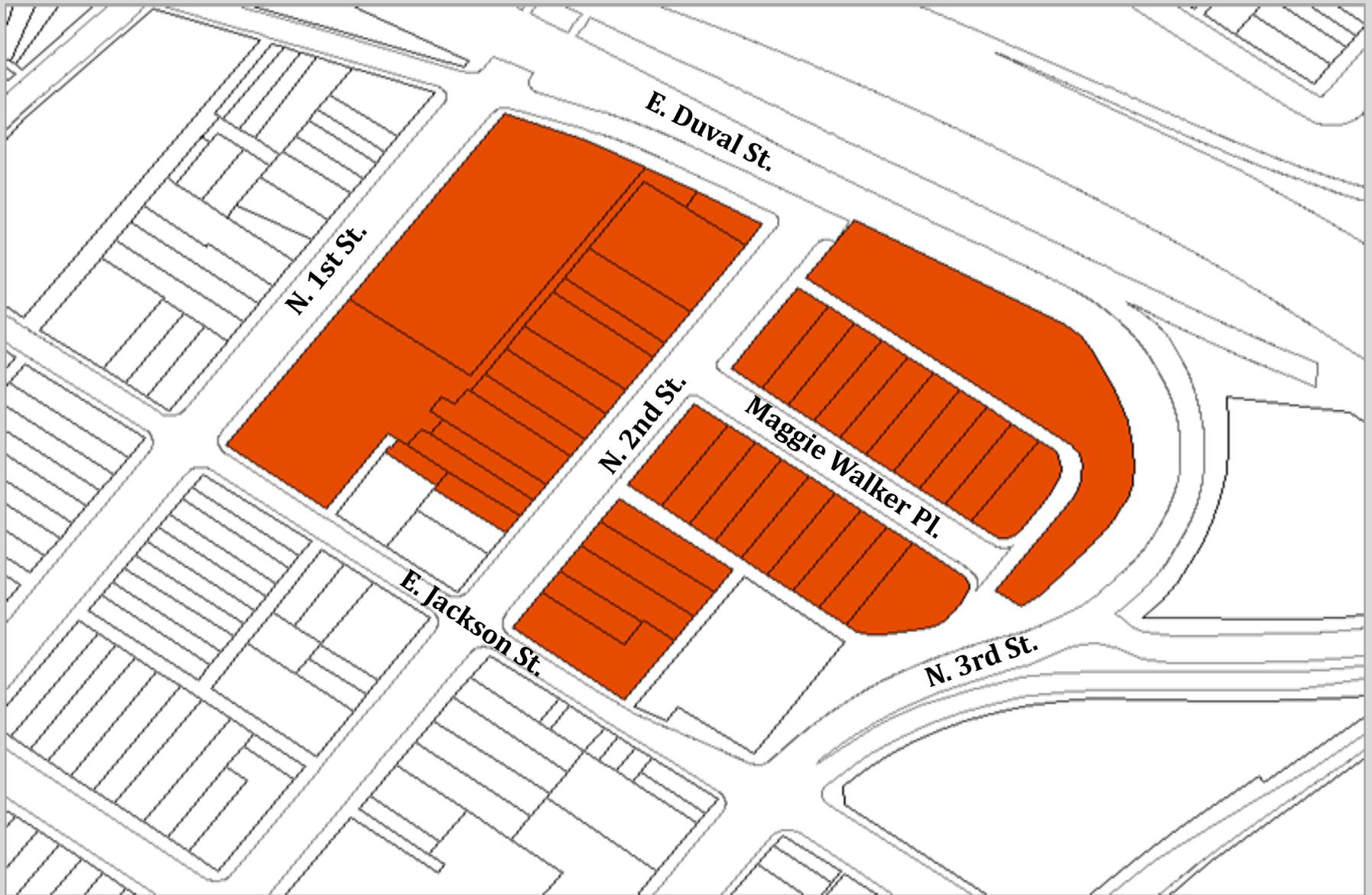


Figure 31: Jackson Place Parcels Detail

To achieve the maximum amount of benefit for the neighborhood these different parcels were consolidated and then subdivided into four different development sites to accommodate zoning and infrastructure requirements.

### Site #1:

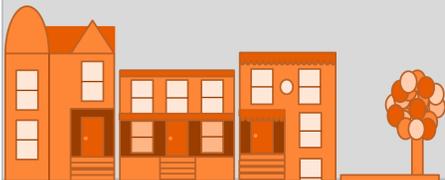


Figure 32: Parcels consolidated for Site #1



Figure 33: Existing Conditions on Site #1

This site would be the result of consolidating 4 parcels at the corner of 2<sup>nd</sup> and Jackson Streets. The current zoning is R-53 which is a Multi-family Residential district requiring 1,250 sq. ft. of lot space per unit. Due to this lot's location between the higher density Bio-tech Research Park and the lower density residential of the rest of the neighborhood an up-zoning to R-73 is recommended. This zone permits higher density residential with some commercial space. Having mixed use here will act as a transitional space from entirely business to entirely residential. The R-73 zone permits density based on an FAR (Floor Area Ratio) of 2. (City of Richmond, 2004, p. 48)



The development potential for this site based on an up-zoning to R-73:

The lot size for this site is 21,943 sq. ft. According to the R-73 zoning regulations 25% of the lot must be open space. This means a building on the site can have a footprint no larger than 16,457 sq. ft.

This development scenario creates a building on this site with a footprint of 16,419 sq. ft. At 4 stories this means the total square footage of the building is 65,676 sq. ft. The space in this structure is divided into 3 uses: parking, non-residential, and residential.

Parking for this site is garage parking on the ground floor of the building. The total space allotted for parking is 8,378 sq. ft. However, it is assumed that only 80% (6,702 sq. ft.) of this will be usable parking space due to accessory features like columns or driving lanes. Additional parking spaces not being used by residents and patrons of the non-residential use could be leased to nearby businesses as a source of revenue.

The non-residential space is also located on the ground floor of the building and takes up 3,842 sq. ft. (when accounting for halls and walls space). A use for this space has not been identified. However based on the stakeholder survey and surrounding uses a small grocery or neighborhood market would be ideal to carry the essentials. The success of this space is critical in the revitalization of N. 2<sup>nd</sup> Street, bringing it back to the thriving commercial corridor it once was by acting as a catalyst and anchor to spur development between Jackson St. and Broad. St.

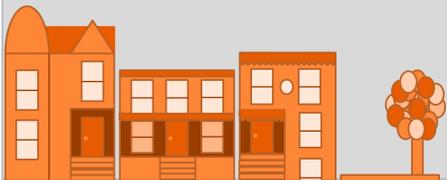
This building accommodates 41,996 sq. ft. of residential space (when accounting for halls and walls). The unit potential for this residential space was based on 600, 800, and/or 1,000 sq. ft. units. Although calculated separately, the highest and best use of this building would be a mix of these unit sizes. This would allow for 55 units in the building and the opportunity for affordable and market rate rents. The idea being that the market rate units can offset some of the subsidy needed for the affordable units.

<b>Site #1</b>	
Lot Size:	21,943
Developable Lot:	16,457
Open Space:	5,524
Building Footprint	16,419
Building Size:	65,676
Parking:	8,378
Halls & Walls:	6,702
Non-Residential:	4,803
Halls & Walls:	3,842
Residential:	52,495
Halls & Walls:	41,996
Unit Potential:	
<b>600 SF</b>	
All of Building	70
1/3 of Building	23
<b>800 SF</b>	
All of Building	52
1/3 of Building	17
<b>1,000 SF</b>	
All of Building	42
1/3 of Building	14
<b>Unit Totals</b>	
All 600 SF	70
All 800 SF	52
All 1,000 SF	42
1/3 of Each	55

Figure 34: Site #1 Development Potential Detail



Figure 35: Rendering of Development on Site #1



## Site #2:

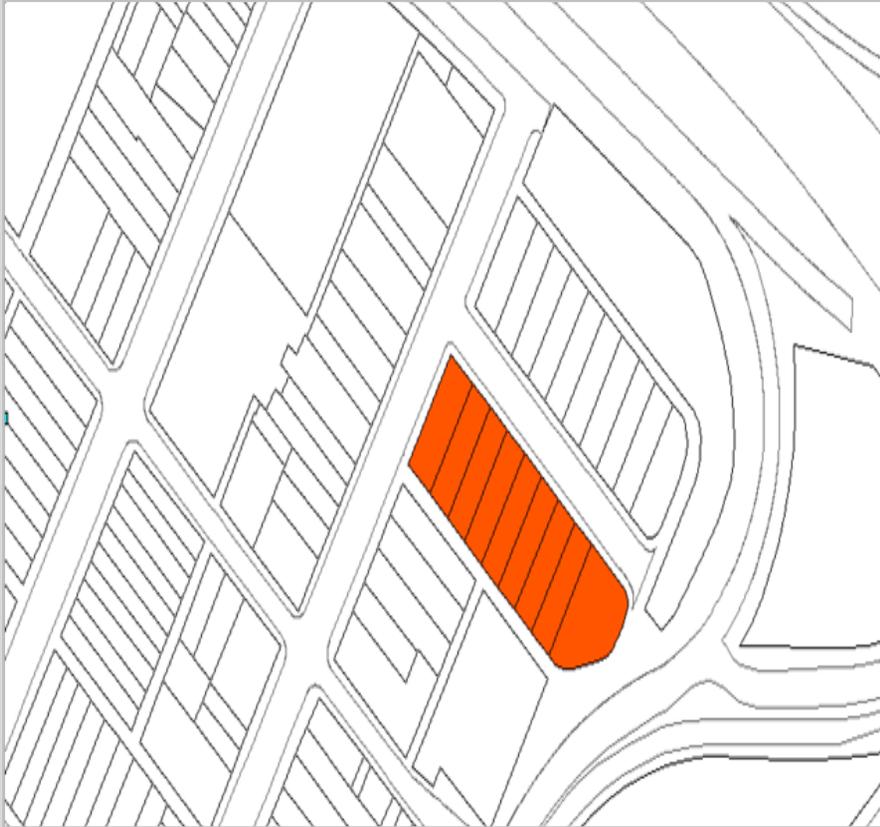


Figure 36: Parcels consolidated for Site #2



Figure 37: Existing Conditions Site #2

This site would be the result of consolidating 9 parcels on the south side of Maggie Walker Place. The current zoning is R-53, which is a multi-family residential district requiring 1,250 sq. ft. of lot space per unit. Due to this lot's location between the higher density Bio-tech Research Park and the lower density residential of the rest of the neighborhood an up-zoning to R-73 is recommended. This zone permits higher density residential with some commercial space. Having mixed use here will act as a transitional space from entirely business to entirely residential. The R-73 zone permits density based on an FAR (Floor Area Ratio) of 2. (City of Richmond, 2004, p. 48)

The development potential for this site based on an up-zoning to R-73:

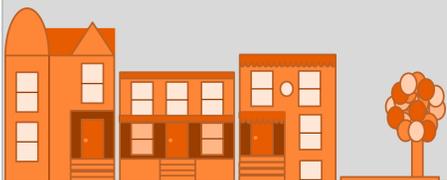
The lot size for this site is 32,549 sq. ft. According to the R-73 zoning regulations 25% of the lot must be open space. This means a building on the site can have a footprint no larger than 24,412 sq. ft.

This development scenario creates a building on this site with a footprint of 23,171 sq. ft. At 5 stories this means the total square footage of the building is 112,876 sq. ft. The space in this structure is divided into 3 uses: parking, non-residential, and residential.

Parking for this site is garage parking on the ground floor of the building. The total space allotted for parking is 7,579 sq. ft. However, it is assumed that only 80% (6,063 sq. ft.) of this will be usable parking space due to accessory features like columns or driving lanes. Additional parking spaces not being used by residents and patrons of non-residential use could be leased to nearby businesses as a source of revenue.

The non-residential space is also located on the ground floor of the building and takes up 7,074 sq. ft. (when accounting for halls and walls space). A use for this space has not been identified. Based on an analysis of existing conditions this space would be best used divided into two separate spaces: office (5,446 sq. ft.) and restaurant (1,628 sq. ft.). The offices could be occupied by a community based organization or the Biotech Park. A restaurant would meet the needs of new residents as well as the existing daytime population of the surrounding area.

This building accommodates 77,163 sq. ft. of residential space (when accounting for halls and walls). The unit potential for this residential space was based on 600, 800, and/or 1,000 sq. ft. units. Although calculated separately, the highest and best use of this building would be a mix of these unit sizes. This would allow for 101 units in the building and the opportunity for affordable and market rate rents. The idea being that the market rate units can offset some of the subsidy needed for the affordable units.



<b>Site #2</b>	
Lot Size:	32,549
Developable Lot:	24,412
Open Space:	9,009
Building Footprint	23,171
Building Size:	112,876
Parking:	7,579
Halls & Walls:	6,063
Non-Residential:	8,843
Halls & Walls:	7,074
Residential:	96,454
Halls & Walls:	77,163
Unit Potential:	
<b>600 SF</b>	
All of Building	129
1/3 of Building	43
<b>800 SF</b>	
All of Building	96
1/3 of Building	32
<b>1,000 SF</b>	
All of Building	77
1/3 of Building	26
<b>Unit Totals</b>	
All 600 SF	129
All 800 SF	96
All 1,000 SF	77
1/3 of Each	101

Figure 38: Site #2 Development Potential Detail



Figure 39: Rendering of Development on Site #2

### Site #3:

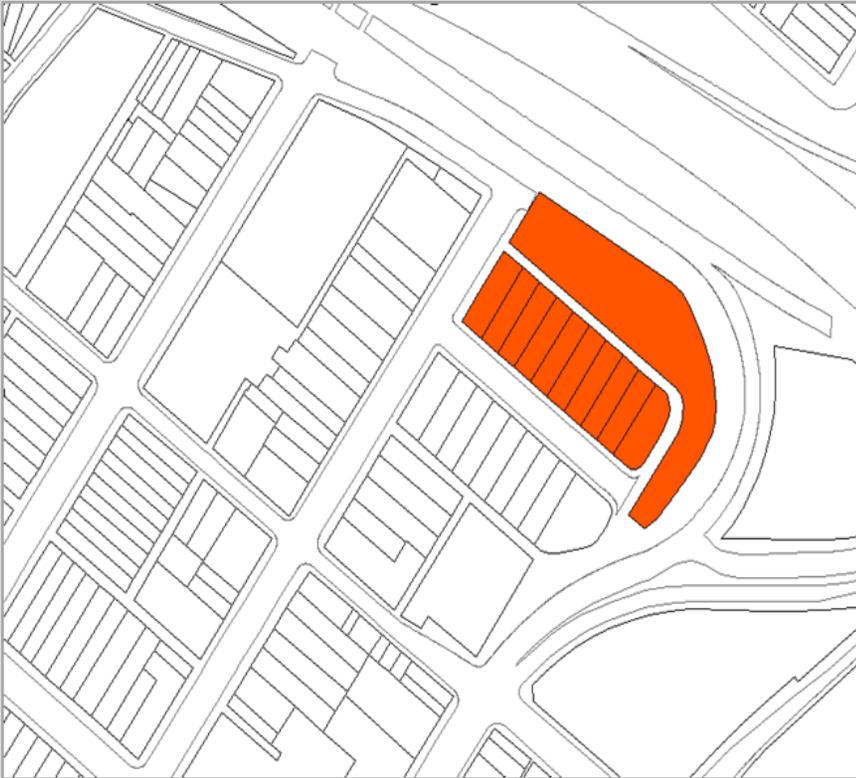


Figure 40: Parcels consolidated for Site #3



Figure 41: Existing Conditions Site #3

This site would be the result of consolidating the 10 adjacent parcels on the north side of Maggie Walker Place. The large 'J' shaped parcel is not developable. The current zoning is R-53, which is a multi-family residential district, requires 1,250 sq. ft. of lot space per unit. Because of this lot's location between the higher density Bio-tech Research Park and the lower density residential of the rest of the neighborhood an up-zoning to R-73 is recommended. This zone permits higher density residential with some commercial space. The R-73 zone permits density based on an FAR (Floor Area Ratio) of 2. (City of Richmond, 2004, p. 48)



The development potential for this site based on an up-zoning to R-73:

The lot size for this site is 33,776 sq. ft. According to the R-73 zoning regulations 25% of the lot must be open space. This means a building on the site can have a footprint no larger than 25,332 sq. ft.

This development scenario creates a building on this site with a footprint of 24,781 sq. ft. At 5 stories this means the total square footage of the building is 123,905 sq. ft. The space in this structure is divided into Parking and Residential. Because of the location of this site, tucked in the corner of the neighborhood, non-residential space was not the highest and best use for this site.

Parking for this site is garage parking on the ground floor of the building. The total space allotted for parking is 14,626 sq. ft. However, it is assumed that only 80% (11,701 sq. ft.) of this will be usable parking space due to accessory features like columns or driving lanes. Additional parking spaces not being used by residents and patrons of the non-residential use could be leased to nearby businesses as a source of revenue.

This building accommodates 87,423 sq. ft. of residential space (when accounting for halls and walls). The unit potential for this residential space was based on 600, 800, and/or 1,000 sq. ft. units. Although calculated separately, the highest and best use of this building would be a mix of these unit sizes. This would allow for 114 units in the building and the opportunity for affordable and market rate rents. The idea being that the market rate units can offset some of the subsidy needed for the affordable units.

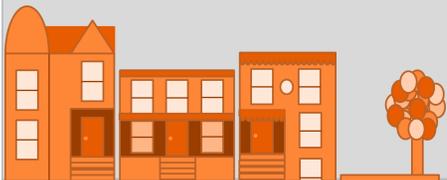
In addition to the 8,995 sq. ft. of green space on this site, the adjacent 'J' shaped parcel that was not considered for development, should be beautified and made into more usable green space, where possible, while still serving as a buffer between the interstate and proposed development.

<b>Site #3</b>	
Lot Size:	33,776
Developable Lot:	25,332
Open Space:	8,995
Building Footprint	24,781
Building Size:	123,905
Parking:	14,626
Halls & Walls:	11,701
Non-Residential:	-
Halls & Walls:	-
Residential:	109,279
Halls & Walls:	87,423
Unit Potential:	
<b>600 SF</b>	
All of Building	146
1/3 of Building	49
<b>800 SF</b>	
All of Building	109
1/3 of Building	36
<b>1,000 SF</b>	
All of Building	87
1/3 of Building	29
<b>Unit Totals</b>	
All 600 SF	146
All 800 SF	109
All 1,000 SF	87
1/3 of Each	114

Figure 42: Site #3 Development Potential Detail



Figure 43: Rendering of Development on Site #3



## Site #4:

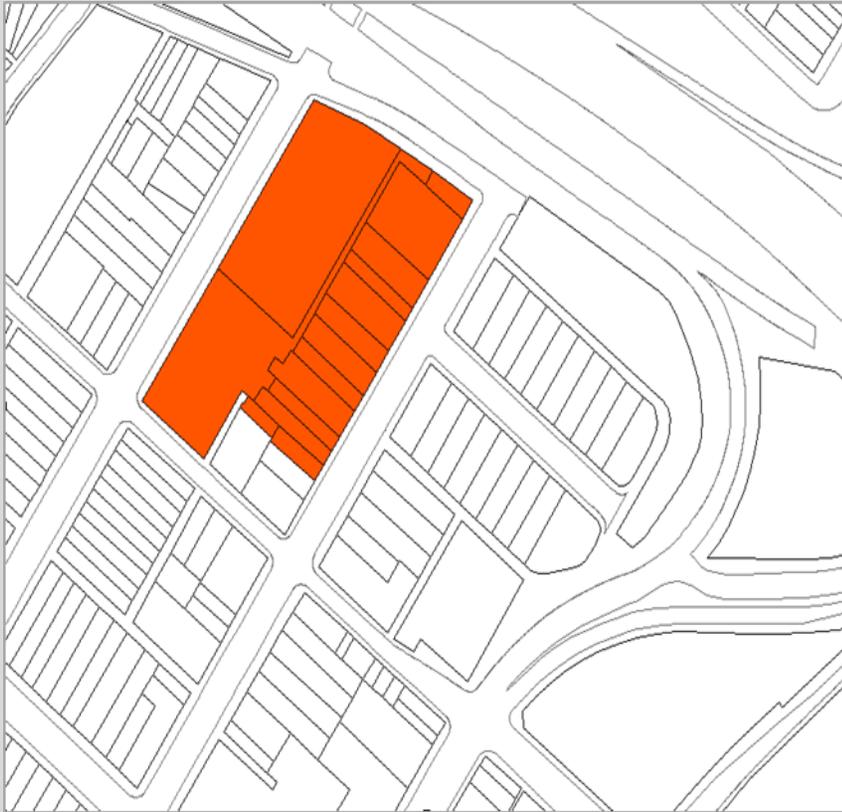


Figure 44: Parcels consolidated for Site #4



Figure 45: Existing Conditions Site #4

This site would be the largest development site as a result of consolidating 15 parcels. Current zoning for the parcels along 2<sup>nd</sup> Street is R-53 which is a multi-family residential district that requires 1,250 sq. ft. of lot space per unit (City of Richmond, 2004, p. 35). The two larger parcels facing 1<sup>st</sup> Street are currently zoned R-63 which requires 1,000 sq. ft. of lot space per unit (City of Richmond, 2004, p. 41). Because of this lots location between the proposed higher density, mixed use Sites 1, 2 and 3 and single family residential on the western side of 1<sup>st</sup> Street, Site 4 should be carefully scaled and massed to fit in with both uses. It is recommended that the R-53 parcels be up-zoned to R-63 so that the entire site is subject to the same zoning code regulations.

The development potential for this site based on the entire site being zoned R-63:

<b>Site #4</b>			
Recommended Zoning	Lot Area	Permitted Density	Maximum Allowed Units
R63	107,956 SF	1,000 SF/unit	107

Figure 46: Site #4 Summary

Development on this site is different than that of the previously discussed sites due to both size and location. This site should be developed more like a PUD (Planned Unit Development) rather than with one large building. General guidelines for laying out this site include:

- Development will fit in with surrounding blocks in both style and scale.
- Development will incorporate the existing historic convent.
- Development will include various types of housing units (tenures, sizes, and cost).
- Development will include adequate parking.

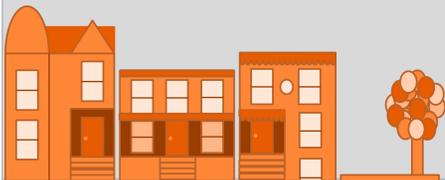
One development RRHA could look into, for an example of this type of development both from an affordable housing and aesthetics perspective, is the Old Town Commons project recently completed by the Alexandria Housing Authority. More information about this development can be found in the appendix of this document.

The total lot size for this site is 107,946 sq. ft. However, in accordance with the R-63 zoning requirements only 75,562 sq. ft. (70%) can be developed. The maximum number of units permitted by the zoning (based on entire lot size, not developable land) is 107.

This particular development scenario creates five different buildings on the site (residential & commercial), an alley and driveways as well as green space. Details for each building are explained on the next pages.

<b>Site #4</b>	
Total Units	86
Total Built SF	52,615
Roads/Driveways SF	15,731
Green Space SF	39,600
Total Non-Residential SF	1,402
Total Parking SF	23,273

Figure 47: Site #4 Development Potential Detail



## Historic Convent

Located at the corner of Duval and N 1<sup>st</sup> Streets, the building footprint of the Historic Convent is 3,180 sq. ft. Being that the building is two stories, the total square footage is 6,360 sq. ft. Once rehabilitated, the Historic Convent will be entirely residential. There is room for 7-700 sq. ft. units in the building. These units could be affordable and market rate.



Figure 48: Rendering of Historic Convent (Corner of E. Duval & N. 1st St.)

## New Mixed-Use Building

This development scenario proposes the construction of a new mixed-use building at the corner of Jackson and N. 1<sup>st</sup> Streets. This building will have a footprint of 1,752 sq. ft. At 3 stories, the total square footage for the building would be 5,256 sq. ft. Because the building is mixed-use, there will be commercial space on the ground floor (1,402 sq. ft.) and residential on the top two floors (2,803 sq. ft.). Although not explicitly identified, this space could be used for a small market, pharmacy or restaurant. The residential space permits 4-600 sq. ft. units. These units could be affordable and market rate.



Figure 49: Rendering of New Mixed Use Development (Corner of E. Jackson & N. 1st St.)

### New Row Houses (1<sup>st</sup> St.)

Along the remaining land facing N. 1<sup>st</sup> St. new row houses are proposed. These will be built as one large building of 39,876 sq. ft. that will be subdivided into 17-1,800 sq. ft. row houses. These units will either be 2 stories with rooftop space or 2 ½ stories. There is not parking in these units; however, garage parking should be available in the apartment building behind these row houses. These units could be affordable and market rate as well as homeownership, rented, or rent to own.



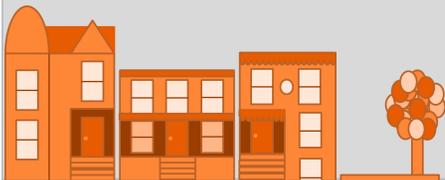
Figure 50: Rendering of New Row-houses on N. 1st St.

### New Apartment Building

The new apartment building is proposed to go behind the new row houses along N. 1<sup>st</sup> Street. This building will be a total of 58,773 sq. ft. and will include parking and residential spaces. The ground floor will be 19,673 sq. ft. of garage parking while the upper 2 stories will be 31,346 sq. ft. of residential units. The residential space allows for 39-800 sq. ft. units. These units could be affordable and market rate.



Figure 51: Rendering of New Apartments behind the New Row-houses on N. 1st St.



## New Row Houses(2<sup>nd</sup> St.)

This development scenario proposes construction of new row houses along N. 2<sup>nd</sup> Street. Similar to those facing N. 1<sup>st</sup> Street, these will be built as a large building (59,200 sq. ft.) and subdivided into 19-2,400 sq. ft. row houses. These units will be 3 ½ stories with outdoor roof space. Each unit also has a 20' x 20' garage on the ground floor, accessible from the rear. These units would likely be homeownership, but could be rented for families or rent to own.

### *Financial Tools:*

Development on any scale can be a very laborious process. One important component to understand in moving from concept to construction is the financial tools that could be utilized for a project. For the development scenario presented here, Richmond Redevelopment & Housing Authority has several financial tools they could explore in funding this project. For more information on these funding options, resources are provided in the appendix.

- National historic tax credit: *20% Rehabilitation Tax Credit*
- State Historic Tax Credits: *Virginia's Historic Rehabilitation Tax Credit Program*
- LIHTC: *Low Income Housing Tax Credit*
- Virginia Housing Development Authority programs
- CDBG: *Community Development Block Grant*
- City of Richmond Neighborhood Revitalization Programs



Figure 52: Rendering of New Row-houses on N. 2<sup>nd</sup> St.

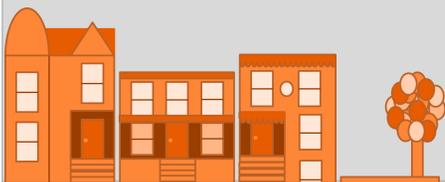
## *Summary*

If this development scenario was built it would result in the following for Jackson Ward:

- 356 new units
- 12,318 sq. ft. of non-residential space
- 47,739 sq. ft. of parking
- 63,128 sq. ft. of green/open space

Quantitative and qualitative data can be used to defend doing this type of development in Jackson Ward. First, population projections can be used to justify adding over 350 housing units to the neighborhood. Based on the population in Jackson Ward for 2000 and 2010 a growth rate was calculated at 2.5% per year. Extrapolating the population out 20 years (from 2010) there will be an estimated 3,375 people in Jackson Ward (increase of 1,315 people). The full population projection table can be found in the appendices of this document. If household size continues to be 2, there will be a need for 658 new units in the neighborhood. Similarly if household size increased to 3 there would be a need for 438 more units and if it increased to 4 the need would be 329. It is important to note that the growth rate used for these projections was derived from a time when the neighborhood was growing more slowly than has been observed in the last several years. This presents the potential that the population could be higher than projected in the future. This data shows that there is a clear need for more housing in Jackson Ward that development of Jackson Place could help meet.

Adding more non-residential (retail/commercial) space to the neighborhood is also important for several reasons. Having new, move-in ready space requires less start up investment, which can be attractive to some business owners. Furthermore, with the expected increase in population there will be an increased demand for services in the neighborhood. Finally because of the strategic location of Jackson Place, new businesses could serve as an anchor to bring people from Broad Street up 2<sup>nd</sup> Street, potentially leading to the revitalization of some vacant commercial spaces along 2<sup>nd</sup> Street.



Through qualitative research it became clear that parking was a concern for both residents and businesses. Until a full parking study is conducted in the neighborhood, no recommendations can be made about how to remedy the parking concerns in Jackson Ward. In the meantime, it is important that the problem not be further compacted by new development. Adding nearly 50,000 sq. ft. of new parking in Jackson Place will provide ample space for the new development as well as the potential for leftover spaces to be rented by surrounding businesses or residents. Similarly, stakeholders in Jackson Ward were concerned about the lack of open/green space in the neighborhood. Although Abner Clay Park is in Jackson Ward, it is out of the way for those on the east side of the neighborhood. Incorporating green space into Jackson Place will help make the area more desirable.



Figure 53: New Site Plan for Jackson Place

## **Goal 1: Bring vacant, blighted and/or undeveloped properties back to productive assets for the neighborhood.**

**Being an urban neighborhood there is little opportunity for expanding the boundaries of Jackson Ward. As the neighborhood continues to grow it is important to make use of all of the available space. This can be accomplished by developing vacant land and reinvesting in vacant buildings.**

### Objective 1.2: Decrease the number of vacant buildings in Jackson Ward.

*Vacant buildings are not only a missed opportunity for the neighborhood, but they also contribute to blight. In a neighborhood that is revitalizing like Jackson Ward the market is there to support turning these buildings back into productive uses. Furthermore, many of the existing structures in the neighborhood are historic and it is important to preserve them.*

#### *Strategy 1.2a: Identify Vacant Buildings and Owners*

Before a plan can be created to address vacant buildings it is important to understand the situation holistically to prompt strategic investment.

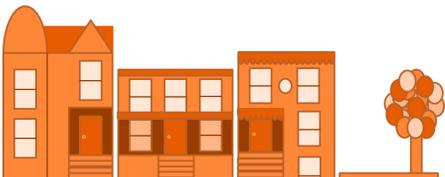
Issue: There are vacant buildings in Jackson Ward contributing to the perception of blight.

Recommendations:

- Create a more user friendly database of vacant buildings that can be sorted and analyzed.
- Identify vacant buildings and owners in Jackson Ward from the Department of Planning and Development Review's *Vacant Building List*.

Who: City of Richmond Department of Planning and Development Review, Student Intern

When: Year 1



*Strategy 1.2b: Develop plan to address vacant buildings.*

There are many different reasons a property may be vacant. It is important to have a plan in place for addressing each building in an appropriate and efficient manner. The more time these buildings sit vacant the longer they are a negative influence on Jackson Ward and hinder revitalization.

Issue: Vacant buildings can come with complex issues (property maintenance, tax delinquency, absentee ownership, etc.) that require time and resources to resolve.

Recommendations:

- Prioritize sites for reinvestment based on location and property conditions.
- Contact property owners and encourage them to reinvest in their properties.
- Develop an acquisition strategy for noncompliant properties.
- Identify new uses for acquired properties based on neighborhood needs (survey) and market demands (study).

Who: City of Richmond Department of Planning and Development Review, Property Owners

When: Year 1-5

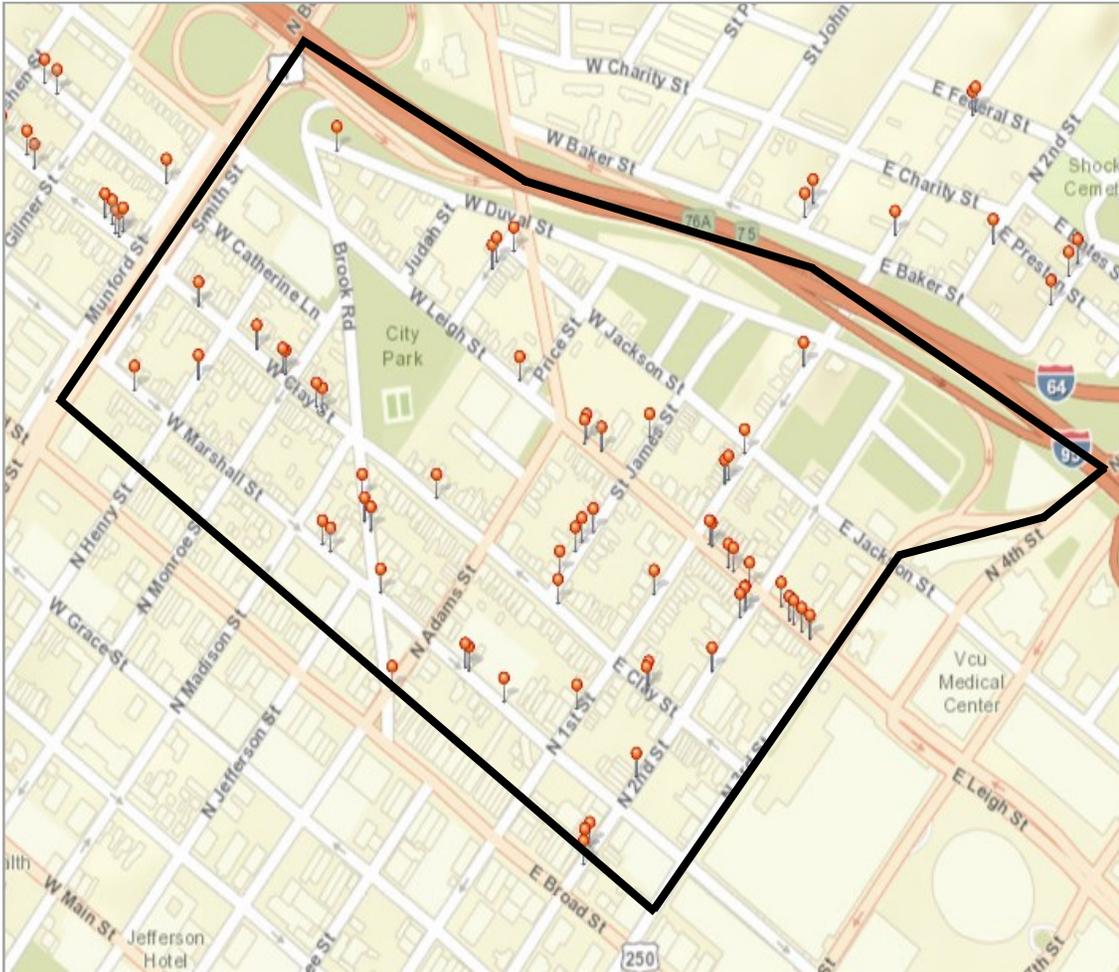


Figure 54: Map of vacant buildings in Jackson Ward

## Goal 2: Improve the existing conditions in Jackson Ward.

Through qualitative and quantitative research it became clear that Jackson Ward could benefit from improvements to the existing conditions in the neighborhood. The three primary areas that to improve upon are physical infrastructure, code enforcement, and aesthetics/urban design.

### Objective 2.1: Make infrastructure improvements to increase safety and accessibility.

*There are several types of infrastructure that could be improved upon in Jackson Ward to make it a safer, more accessible neighborhood. Addressing infrastructure issues could ultimately make the neighborhood more and potentially increase residents and business patrons. The different types of infrastructure in Jackson Ward in need of improvement are as follows:*

- Automobile Infrastructure
  - One-way streets
  - Parking
- Pedestrian Infrastructure
  - Sidewalks
  - Lighting
  - Trash/Recycling Receptacles
- Cycling Infrastructure
  - Sharrows/Bike Lanes
  - Bike Parking

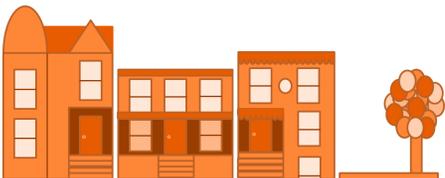


Figure 55: Sidewalk in Jackson Ward in need of repair

### *Strategy 2.1a: Improve Automobile Infrastructure*

Although Richmond is becoming more multi-modal there is still a strong preference towards driving and places only reachable by automobile. Therefore, it is important for Jackson Ward to accommodate the flow of automobile traffic efficiently and safely as well as address parking for residents and visitors.

Issue: Jackson Ward has issues with large one-way streets that facilitate speeding and inadequate parking options.

Recommendations:

- Conduct a traffic study to analyze feasibility of transforming Clay St. and Marshall St. from one-way to two-way streets while still maintaining on-street parking. This study should also look at the option of adding stop signs at more intersections along these streets to reduce the likelihood of speeding.
- Conduct a parking study to determine the parking need for the neighborhood. This should include the residential parking needs as well as that of businesses in and surrounding the neighborhood that have patrons/workings parking in the neighborhood.

Who: City of Richmond Department of Public Works, Virginia Department of Transportation

When: Year 1



Figure 56: Typical surface parking lot in Jackson Ward

### *Strategy 2.1b: Improve Pedestrian Infrastructure*

Being that Jackson Ward is urban, many people choose walking as their primary mode of transportation. It is important to have the infrastructure in place to accommodate these people as well as to encourage others to walk. There are areas in the neighborhood with excellent pedestrian infrastructure, but there are also places where it is lacking. Having a good pedestrian infrastructure can contribute to a more active and safe neighborhood.

Issue: The two primary pedestrian infrastructure issues in Jackson Ward are sidewalks in need of repair or non-existent and insufficient lighting.

Recommendations:

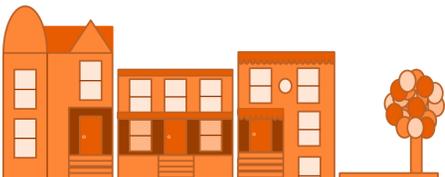
- Conduct a sidewalk study to determine what and where the sidewalk issues are. Important problems to identify include:
  - Where there are no sidewalks
  - Where the sidewalks are in disrepair (crumbling, uneven, etc.)
  - Where the sidewalk are too narrow
  - Where there are no curb cuts for ADA accessibility

The study and improvements should be completed in 3 years.

- Install additional lighting, ideally pedestrian scaled, throughout the neighborhood.
- Ensure that existing lighting is maintained and functioning.
- Add more trash cans/recycling bins throughout the neighborhood to make it more convenient for people to appropriately dispose of garbage rather than throwing it on the ground.

Who: City of Richmond Department of Public Utilities & Department of Public Works

When: Year 1, 2, 3



### *Strategy 2.1c: Improve Cycling Infrastructure*

There is increased interest in cycling in the City of Richmond. Being so centrally located, the neighborhood is ideal for cycling as a primary mode of transportation. As cycling infrastructure increases throughout the city it should also increase in Jackson Ward.

Issue: There is no bicycle infrastructure in Jackson Ward.

Recommendations:

- Conduct a study to analyze the feasibility of incorporating cycling infrastructure into the street network including sharrows and/or separate lanes for bike traffic.
- Incorporate bicycle parking facilities into public spaces such as Abner Clay Park and along sidewalks where appropriate.
- Encourage and/or incentivize local business owners to include bicycle parking facilities at their establishments.

Who: City of Richmond Department of Public Works, Department of Parks, Recreation, and Community Facilities, Department of Economic Development, Virginia Department of Transportation, and local businesses owners

When: Year 1, 2, 3



Figure 57: This could be installed in Jackson Ward outside of a salon or barber shop. It would connect the business with the public realm, increase cycling infrastructure, and act as public art to enhance the already strong arts culture in Jackson Ward.

## **Goal 2: Improve the existing conditions in Jackson Ward.**

**Through qualitative and quantitative research it became clear that Jackson Ward could benefit from improvements to the existing conditions in the neighborhood. The three primary areas that to improve upon are physical infrastructure, code enforcement, and aesthetics/urban design.**

### Objective 2.2: Increase Code Enforcement in the neighborhood.

*Code enforcement is an important tool in maintaining the physical condition of a neighborhood. Most of Jackson Ward is well maintained; however, there are some areas that could benefit from increased code enforcement.*

#### *Strategy 2.2a: Increased Frequency of Code Inspections*

The city code inspectors are critical to making sure violations are not occurring and those previously identified are being remedied.

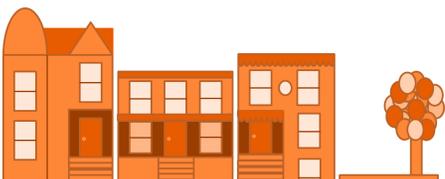
Issue: If code violations are not being reported and inspections are not occurring, issues are allowed to persist which contributes to blighted conditions in the neighborhood.

Recommendations:

- Increase the frequency of code inspections, especially when there are problem properties where the situation is not being remedied.

Who: City of Richmond Department of Planning and Development Review

When: Continuous



## Strategy 2.2b: Educate residents

Residents and business owners play an important part in code enforcement.

Issue: Residents and business owners may not know the process of reporting code violations or how to fix issues for which they were cited.

Recommendations:

- An educational pamphlet should be created to inform residents of the code enforcement process including how to appropriately report violations they observe and resolve violations for which they may have been cited.
- Have local code enforcement officer attend neighborhood and district meetings to meet stakeholders and answer questions.

Who: City of Richmond Department of Planning and Development Review, Residents & Business Owners

When: Continuous



Figure 58: City of Richmond Citizen's Request website for reporting code violations

## Goal 2: Improve the existing conditions in Jackson Ward.

Through qualitative and quantitative research it became clear that Jackson Ward could benefit from improvements to the existing conditions in the neighborhood. The three primary areas that to improve upon are physical infrastructure, code enforcement, and aesthetics/urban design.

### Objective 2.3: Secure aesthetics and character of Jackson Ward.

*Jackson Ward is a beautiful, urban neighborhood full of historic character. It is important to make sure its history remains intact moving forward as Jackson Ward continues to develop.*

#### *Strategy 2.3a: Create an Urban Design Overlay District*

Much of Jackson Ward is covered by the City Old & Historic District which means projects in these areas are subject to review by the Commission of Architectural Review to assure they fit with the neighborhood. However, there are places in the neighborhood not included in this designation meaning anything complying with the zoning code could be built.

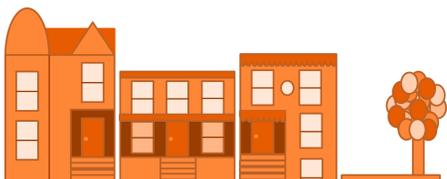
Issue: Not having design guidelines for the entire neighborhood creates potential for development that could be very disruptive to the urban form of Jackson Ward.

Recommendations:

- Develop an Urban Design Overlay District for all of Jackson Ward to ensure future development in the neighborhood contributes positively to the aesthetics and existing identity of the neighborhood.
  - Guidelines for this neighborhood should build upon existing City Old & Historic District standards and expand throughout all of Jackson Ward.

Who: City of Richmond Department of Planning and Development Review & Commission of Architectural Review

When: Year 1 & 2



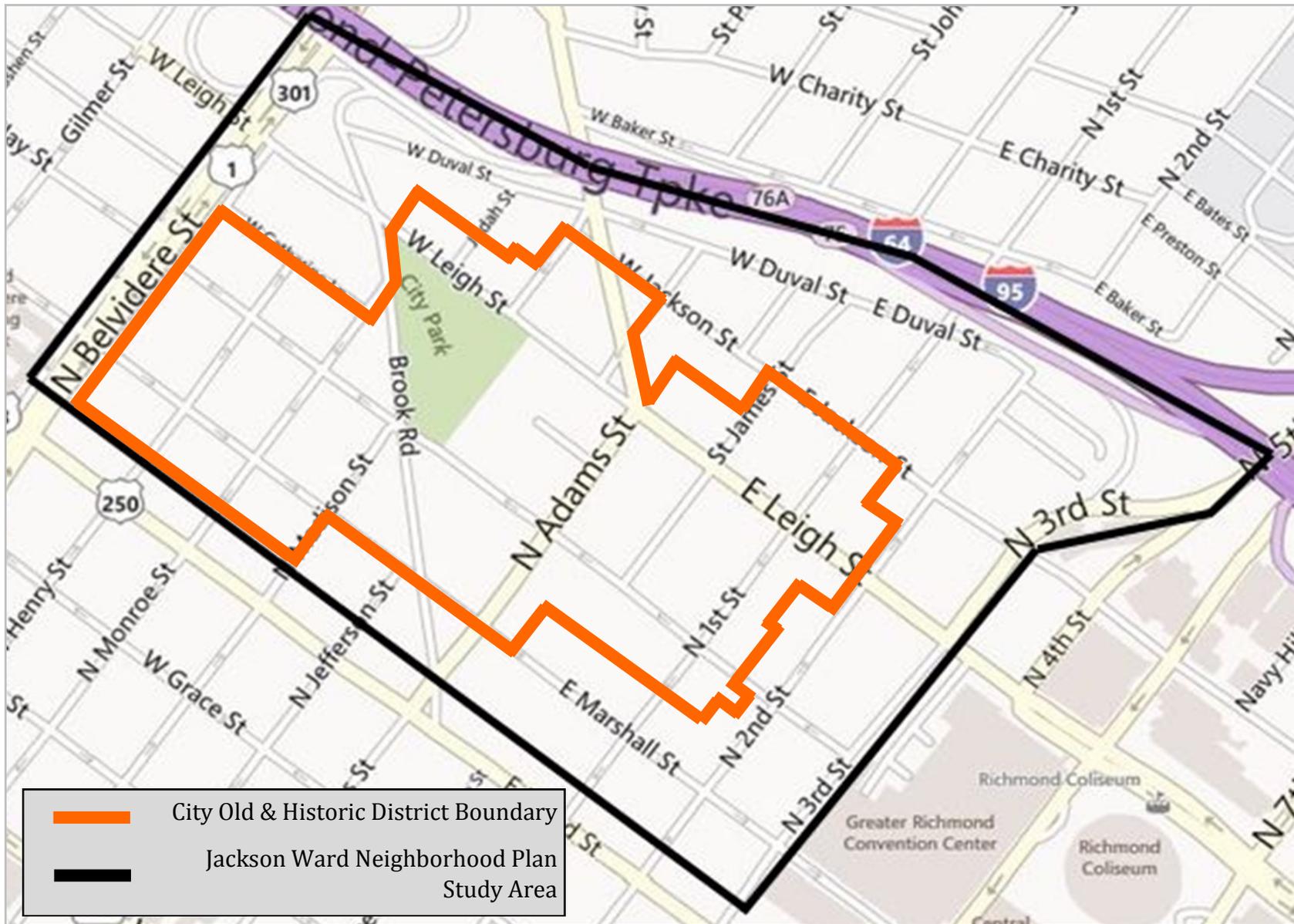


Figure 59: Current City Old & Historic District Boundaries in relation to the study area

### Goal 3: Foster and Strengthen a Sense of Community

Because Jackson Ward has changed so much over the past several decades, there have been major demographic shifts in the neighborhood. These changes have contributed to social tensions between different ages, races and tenures. Although there is a strong sense of community within each cohort, there is evidence of some contention between them. Jackson Ward is diverse and intertwining these different groups will lead to a stronger neighborhood.

#### Objective 3.1: Encourage Interaction between Diverse Groups.

*It is important to have opportunities in place where diverse groups in the neighborhood can interact with each other. Ideally this would lead to a dispelling of misconceptions and increased comradery rather than intolerance or simply coexisting.*

#### *Strategy 3.1a: Increase Civic Association Participation*

Civic Associations are great ways for neighborhood stakeholders to get involved. The Historic Jackson Ward Association is a thriving, well established civic association that could only benefit from increased community involvement. They host a variety of events, such as neighborhood cleanup days, that serve as a great way for residents to interact for the betterment of Jackson Ward.

Issue: Civic associations can sometimes be homogeneous. It is important that all neighborhood stakeholders are given the opportunity to participate and feel comfortable doing so.

Recommendations:

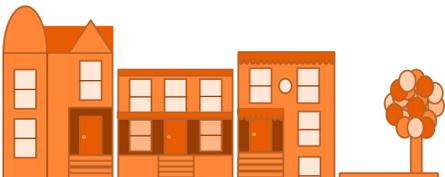
- Increase outreach efforts to new residents and businesses to Jackson Ward.
- Hold meetings on various days/times to accommodate as many different people as possible.

Who: Historic Jackson Ward Association, & local stakeholders

When: Continuous



Figure 60: Historic Jackson Ward Association Fall Clean-Up Day 2013



*Strategy 3.1b: Increase the number of neighborhood/city events hosted in Jackson Ward.*

Having events in the neighborhood encourage interaction between various groups of people as well as highlight the neighborhood and facilitate community pride.

Issue: Jackson Ward has the capacity to host more events to bring people to the neighborhood than is currently happening.

Recommendations:

- Identify the sites in the neighborhood capable of hosting events.
- Lobby with groups coordinating events to host them in Jackson Ward.

Who: Historic Jackson Ward Association, & 2<sup>nd</sup> District City Councilperson

When: Continuous

Objective 3.2: Increase Stakeholder Responsibility for the neighborhood.

*Having stakeholders involved in taking responsibility for their neighborhood provides a common ground for building relationships.*

*Strategy 3.2a: Implement a Neighborhood Watch program*

Neighborhood Watch programs have many benefits for communities. They present the opportunity to combat crime while fostering comradery among stakeholders working towards the common goal of improving their neighborhood.

Issue: Safety, both real and perceived, was a concern for stakeholders in Jackson Ward.

Recommendations:

- Create a formalized Neighborhood Watch program

Who: City of Richmond Police Department, Historic Jackson Ward Association, local residents & businesses

When: Continuous

# Conclusion

In Conclusion, Jackson Ward is changing. The neighborhood has changed dramatically over the years and continues to do so, now faster than ever. Currently, there is no plan for Jackson Ward to help guide these changes. Without a plan in place to define the future of the neighborhood it is left up to chance- which is not enough for an important historic resource like Jackson Ward.

The *Jackson Ward Neighborhood Plan* aims to manage these changes by ensuring the historic character of the community is respected while encouraging new, responsible development that meets neighborhood needs. This, in conjunction with improving existing conditions and strengthening a sense of community will help to make an already great Jackson Ward even better.



Figure 61: Rendering of Jackson Place with new development



This page was intentionally left blank.

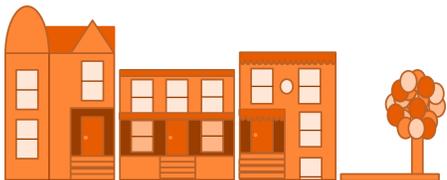
# Appendices



# Table of Contents

I. Implementation Matrix	.....	p. 82-89
II. City Comparison	.....	p. 90-91
III. Population Projections	.....	p. 92-93
IV. Survey Data	.....	p. 94-107
V. Resources	.....	p. 108-109

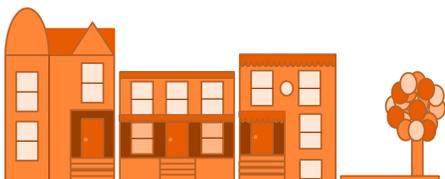
# Implementation Matrix



## Implementation Matrix

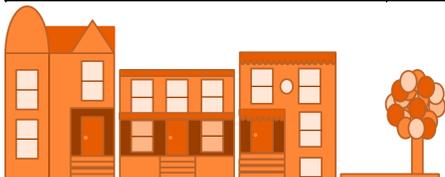
Strategies	Year										Facilitating Partners	Action Steps	√	
	1	2	3	4	5	6	7	8	9	10				
<b>Goal #1: Bring vacant, blighted, and/or undeveloped properties back to productive assets for the neighborhood.</b>														
<b>Objective 1.1: Develop vacant land appropriately for the neighborhood while meeting market demands.</b>														
Identify vacant land and ownership	■											Student Intern, City of Richmond Assessor's Office	Use City Assessor's Parcel Map to identify vacant lots and ownership.	
Develop vacant land												City of Richmond Department of Planning & Development Review, City Council, Commission of Architectural Review, Land Owners	Identify strategic development sites and develop acquisition strategies where appropriate.	
	■	■	■	■	■	■	■	■	■	■	■		Identify appropriate uses for sites based on neighborhood needs (survey) and market demands (study).	
													Create mock-up development scenarios for sites to use in RFP's and explore funding options.	
													Release RFP, Secure Developer, Begin construction.	
<b>Objective 1.2: Decrease the number of vacant buildings in Jackson Ward.</b>														
Identify vacant buildings and ownership	■											Student Inter, City of Richmond Department of Planning and Development Review	Use City's <i>Vacant Building List</i> to identify vacant lots and ownership.	

Strategies	Year										Facilitating Partners	Action Steps	✓
	1	2	3	4	5	6	7	8	9	10			
<b>Objective 1.2: Decrease the number of vacant buildings in Jackson Ward. (Continued)</b>													
Develop plan to address vacant buildings	■	■	■	■	■						City of Richmond department of Planning and Development Review, Property Owners	Prioritize sites for reinvestment based on location and property conditions.	
												Contact property owners and encourage reinvestment in their properties.	
												Develop acquisition strategies for noncompliant properties.	
												Identify new uses for acquired properties based on neighborhood needs (survey) and market demands (study).	
<b>Goal #2: Improve the existing conditions in Jackson Ward</b>													
<b>Objective 2.1: Make infrastructure improvements to increase safety and accessibility</b>													
Improve automobile infrastructure	■	■	■								City of Richmond Department of Public Works, Virginia Department of Transportation	Conduct a traffic study to analyze turning Clay. and Marshall St. into two-way streets with on street parking Also look at adding stop signs at more intersections along these street.	



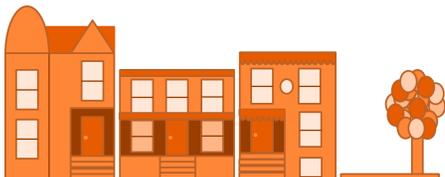
Strategies	Year										Facilitating Partners	Action Steps	✓		
	1	2	3	4	5	6	7	8	9	10					
<b>Objective 2.1: Make infrastructure improvements to increase safety and accessibility (Continued)</b>															
Improve automobile infrastructure	■	■	■									City of Richmond Department of Public Works, Virginia Department of Transportation	Conduct a parking study to determine the needs in Jackson Ward. This should include residential parking needs as well as businesses in and surrounding the neighborhood that have patrons/employees parking in the neighborhood.		
														Start and complete street projects by year 3.	
Improve pedestrian infrastructure	■	■	■									City of Richmond Department of Public Utilities, Department of Public Works	Conduct a sidewalk study to determine what and where the sidewalk issues are.		
														Install additional lighting, ideally pedestrian scaled, throughout the neighborhood.	
														Ensure lighting the existing lighting is maintained and functioning	

Strategies	Year										Facilitating Partners	Action Steps	✓
	1	2	3	4	5	6	7	8	9	10			
<b>Objective 2.1: Make infrastructure improvements to increase safety and accessibility (Continued)</b>													
Improve cycling infrastructure	■	■	■								City of Richmond Department of Public Works, Department of Parks, Recreation, and Community Facilities, Department of Economic Development, Virginia Department of Transportation, Local Business Owners	Conduct a study to analyze the feasibility of incorporating cycling infrastructure into the street network including sharrows and/or separate lanes for bike traffic.	
												Incorporate bicycle parking facilities into public spaces such as Abner Clay Park and along sidewalks where appropriate.	
												Encourage and/or incentivize local business owners to include bicycle parking facilities at their establishments.	
<b>Objective 2.2: Increase code enforcement in the neighborhood.</b>													
Increased frequency of code inspections	■	■	■	■	■	■	■	■	■	■	City of Richmond Department of Planning and Development Review	Increase the frequency of code inspections, especially when there are problem properties where the situation is not being remedied.	



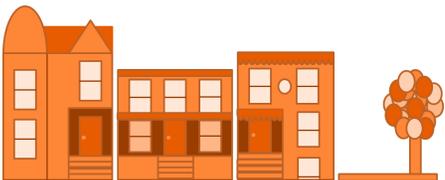
Strategies	Year										Facilitating Partners	Action Steps	✓
	1	2	3	4	5	6	7	8	9	10			
<b>Objective 2.2: Increase code enforcement in the neighborhood. (Continued)</b>													
Educate Residents	■	■	■	■	■	■	■	■	■	■	City of Richmond Department of Planning and Development Review, Residents, Business Owners	An educational pamphlet should be created to inform residents of the code enforcement process including how to appropriately report and resolve violations.	
												Have local code enforcement officers attend neighborhood and district meetings to meet stakeholders and answer questions.	
<b>Objective 2.3: Secure aesthetics and character of Jackson Ward.</b>													
Create an Urban Design Overlay District	■	■									City of Richmond Department of Planning and Development Review, Commission of Architectural Review	Develop an Urban Design Overlay District, with specific design guidelines- similar to City Old & Historic District regulations, for all of Jackson Ward to ensure that future development in the neighborhood contributes positively to its existing aesthetics and identity.	

Strategies	Year										Facilitating Partners	Action Steps	✓
	1	2	3	4	5	6	7	8	9	10			
<b>Goal 3: Foster and strengthen a sense of community.</b>													
<b>Objective 3.1: Encourage interaction between diverse groups.</b>													
Increase civic association participation	■	■	■	■	■	■	■	■	■	■	Historic Jackson Ward Association, Local Stakeholders	Increase outreach efforts to new residents and businesses in Jackson Ward.	
												Hold meetings on various days/times to accommodate as many different people as possible.	
Increase the number of neighborhood/city events hosted in Jackson Ward	■	■	■	■	■	■	■	■	■	■	Historic Jackson Ward Association, 2nd District City Councilperson	Identify sites in the neighborhood capable of hosting events.	
												Lobby with groups coordinating events to host them in the neighborhood.	
<b>Objective 3.2: Increase stakeholder responsibility for the neighborhood.</b>													
Implement a Neighborhood Watch program	■										City of Richmond Police Department, Historic Jackson Ward Association, Local Residents and Businesses	Work with local law enforcement to establish a Neighborhood Watch program in Jackson Ward.	



This page was intentionally left blank.

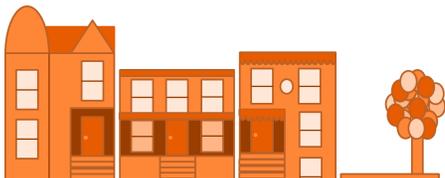
# City Comparison



<b>Neighborhood-City Comparison (2012)</b>		
	Jackson Ward	City of Richmond
Population	2,535	205,348
Median Age	23.9	32
One Race	82.2%	96.9%
White	52.4%	43.1%
African American	22.8%	49.9%
Other	7.0%	3.8%
Two or More Races	17.8%	3.1%
Median Income	\$38,220	\$39,445
Average Income	\$42,721	\$61,808
Occupancy Rate	73.8%	85.2%
Vacancy Rate	26.2%	14.8%
Median Home Values	\$221,300	\$198,500
Median Mortgage	\$1,586	\$1,553
Median Rent	\$1,045	\$863
At least high school	91.9%	80.6%
At least bachelors	34.3%	33.8%
Poverty Rate	33.3%	26.7%
Unemployment Rate	8.7%	7.1%

Source: U.S. Census Bureau

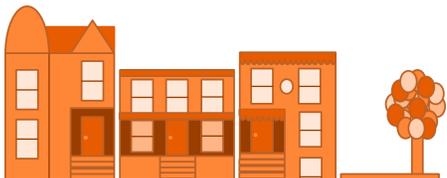
# Population Projections



<b>Population Projections</b>		
Jackson Ward Populations		
2000		2010
1,609		2,055
10 Year		
P(0)= 1,609		
P(10)=2,055		
% Change over 10 years= .277 (28%)		
Average % Change per year= .025 (.25%)		
Formula: $P_0(1+.25)^P$		
Year	P	Population
2000	P0	<b>1,609</b>
2001	P1	
2002	P2	
2003	P3	
2004	P4	
2005	P5	
2006	P6	
2007	P7	
2008	P8	
2009	P9	
2010*	P10	<b>2,055</b>

Year	P	Population
2011	P11	2,111
2012	P12	2,164
2013	P13	2,218
2014	P14	2,273
2015	P15	2,330
2016	P16	2,389
2017	P17	2,448
2018	P18	2,509
2019	P19	2,572
2020**	P20	2,637
2021	P21	2,702
2022	P22	2,770
2023	P23	2,839
2024	P24	2,910
2025	P25	2,983
2026	P26	3,058
2027	P27	3,134
2028	P28	3,212
2029	P29	3,293
2030***	P30	3,375
*Calculated- 2,060 (MOE +/-5)		
**Increase 582 (2010-2020)		
***Increase 1,320 (2010-2030)		

# Survey Data



## Stakeholder Survey Results

Date Range: 2/7/2014 to 3/6/2014

Total Responses- 39

### Respondent Breakdown

Affiliation	Number	Percent
Resident	16	41%
Business/Establishment	1	3%
Visitor/Patron	15	38%
Resident & Business/Establishment	1	13%
Resident & Visitor/Patron	5	13%
Business/Establishment & Visitor/Patron	1	3%
All 3	0	0%

### Resident Specific Questions

Question	Number	Percent
How long have you lived in Jackson Ward?		
Less than 1 year	4	18%
1 to 5 years	11	50%
6 to 10 years	5	23%
More than 10 years	2	9%
Do you own or rent your residence?		
Rent	11	50%
Own	11	50%
Do you participate in your local Civic Association?		
Yes	4	17%
No	19	83%

What types of new development would you like to see in the neighborhood? (Select All)		
Residential- Single Family	15	24%
Residential- Multifamily	6	10%
Retail/Commercial	16	26%
Recreational Space	17	27%
Institutional	8	13%
Do you have any specific concerns about new development? (Select All)		
Building Height	5	14%
Architectural Styles	13	37%
Parking	13	37%
Others	4	11%
In your opinion, how would you rate the overall cost of housing in Jackson Ward?		
Above Average	2	9%
Average	14	64%
Below Average	6	27%
How would you feel about more mixed income housing in the neighborhood?		
Approve	11	48%
Disapprove	4	17%
Unsure	8	35%

Why did you decide to move to Jackson Ward? (Open Ended)

I decided to move to Jackson Ward because had friends I was moving in with, I stayed because I thoroughly enjoyed the

Architecture, affordable, close to restaurants, galleries, music venues

I purchased a house.

close to school

Close to MCV. My wife is in school there so she can walk.

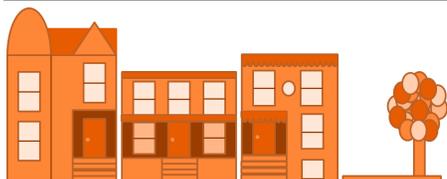
The potential - location is perfect, artsy scene, quaint but not impoverished, there's a park, families, bikeable, proximity to stores and places we frequent.

The architecture and history were also HUGE draws for us

I was renting in Jackson Ward because I worked here, and I fell in love with the neighborhood and those who live here. So, I called a realtor and asked if he knew of any houses in Jackson Ward that needed to be fixed up and would be affordable. The first house he brought me too was the one I bought. It was a shell of a house, but in it I saw great potential, and I loved how Jackson Ward seemed to keep with the historic nature of homes, so I wanted to fix one up rather than have it torn down. I'm still in that house, and it's been 13 years. I love the people here, and would never think of moving away. When I speak of neighbors, I'm not speaking of those in homes on my street, I'm speaking of everyone in Jackson Ward. There's never a time when you go walking that you aren't greeted with smiles and "hellos" from everyone you pass by. Jackson Ward really is a beautiful place to live!

Wanted to live in a diverse community.

City vibe and historic charm and past.



Found a great house built in 2007 near VCU Campus. I work at the Cary Street Gym and my house in the Jackson Ward is only a short distance away.

Closer to Campus. A little cheaper than the fan.

I moved to the city in 2012 and was open to several areas. I wanted something within the "city proper" as I call it, so anything between 195 and Libby Hill Park west to east and the river and the interstate south to north. We were open to most areas but the more we looked, the more we like the location of Jackson Ward to places we'd want to go. It's also not too crowded and when we looked at our apartment, it felt more real and gritty compared to areas like the Fan that everyone told us to move to. There aren't as many restaurants and shops as other areas, but it's so easy to get to them.

I care about black history and wanted to do what I could to help preserve a historic home. Also, when I moved here in 2002, the neighborhood was just beginning to turn around. I bought my house at a great price and even received grant money.

Found a nice cheap house to rent with the right number of bedrooms myself and my roommates needed.

My roommate found the house, it suited all of our needs and is beautiful.

Jackson Ward's history, architectural aesthetic, location, and rent prices were all reasons for moving to the neighborhood.

Great prices, quiet street, historic architecture, walkable to restaurants/retail.

wanted ease of condo living vs house, wanted walkability

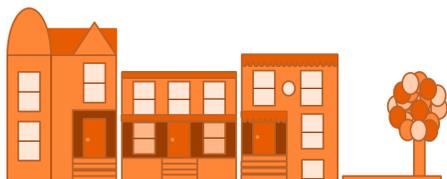
location

When I moved in, my rent was very cheap, and I love the feel of the neighborhood. I needed to have a front porch with an active streetscape to enjoy, and Jackson Ward fit the bill.
Because the houses are larger, and the rent is not as high as other places. The park is nice nearby, and it's genuinely a good location.
What is your favorite part(s) about Jackson Ward? (Open Ended)
Walking down Marshall and Clay Street, the local restaurants and shops popping up, the close proximity to the fan and the bottom.
sense of history, diversity
The amenities, its history and its style.
close to school
Centrally located.
The eclectic vibes - artsy, collegiate, professional, families all in one small neighborhood. The park is also awesome to have.
The people! The history. Being so near the river. Being able to walk everywhere I need to go. The historic homes.
Walkability... close to James river..like city life.
Public transportation, walking distance to VCU, First Fridays art walk, and cool restaurants.
The immediate neighborhood is tightly knit. We all know one another. Despite the reputation of the Jackson Ward, our neighbors are either students at VCU/MCV, the elderly, or "family" people. We look out for one another and try to stay together as a neighborhood.
Charming.

Our stretch of 2nd between Broad and Marshall is cool and a rapidly growing part, with a recent new restaurant and two new ones opening soon as well as new apartments. Parking is pretty easy. I like the feel of the neighborhood. Feels more down to earth than a lot of other areas of the city.
What I enjoy most is the diversity of residents.
The field that's near the fire department. All other places I've walked around seem run down/sketchy (lived on Henry st. on the other side of broad closer to Rite Aid)
Artist culture, historical design aesthetic.
The walkability, sense of community, and access to entertainment.
Location for sure.
so many places to eat/drink within walking distance, being close to First Fridays, the growing retail presence
location
100-300 W Blocks of Clay Street, St. James St. between Clay and Leigh, the strange commercial corridor on Clay between 2nd and 3rd, Brook Road from Adams to Leigh
The park, though it could use some help.

What do you like least about the neighborhood?	(Open Ended)
The dilapidated buildings, vacant lots.	
people dropping trash, speeders who forget people live here	
Unnecessarily HUGE one way streets making it dangerous to play/walk/bike/drive. Safety at night.	
feels unsafe and run down	
2 things: I genuinely feel unsafe walking/running around outside of my zone. I also dont like the fact that it seems like every other store is a barbershop.	
Proximity to projects and low income/high crime the projects bring to Jackson Ward. Can sometimes give us a bad rep...	
The crime. Lack of parking.	
Crime	
People who disrespect the neighborhood by littering and trashing up their front yards. Cleanliness, street lights can sometimes be turned off, thus leaving sidewalks dark and unappealing.	
The disparity in housing, visuals, etc. One block can look quite nice, while the adjacent looks completely dilapidated.	
Gun violence. I walked home one evening and there was a dead dude lying in the ground outside my door.	
Just the other day there were a bunch of gun shots. I looked out the window and saw two cops running around with their guns out. It's ridiculous. This doesn't happen in the fan.	

Several times a week I see people brazenly litter. Not just looking around to make sure no one sees you drop a candy wrapper, but throwing entire styrofoam containers and even entire bags with no hesitation. I'm a little worried about the fact that so many of the restaurants opening up in and near the area are what the average person would call expensive both in terms of alcohol and food. I hope the neighborhood continues to have and gains more hole in the wall kind of places.
The perception that it is unsafe.
The residents. People asking me for money for the bus right when I park my car outside my house, large crowds on my block at night usually resulting in police intervention, neighbors window was broken through with a beer bottle or brick one night. Someone was murdered last year on the 1200 block of marshal I believe. 20 something year old former college student shot at his front door. Another murder earlier this year in the Rite Aid parking lot.
CRIME, college kids renting houses and partying too hard/not taking care of the properties. Intimidating looks/words from strangers based on the color of my skin.
The availability of mid-priced restaurants and the perception and reality of violent crime nearby.
The crime!! Always looking over my shoulder.
parking issues, mostly people ignoring signs for the reserved spaces at my condo building
rather ghetto area, in my times living near there i've seen fights, muggings, and shootings. not a fan.
Pace of gentrification, lack of cheap and decent shops and restaurants. Also, the amount of surface parking lots on the eastern side is out of control.
Parking



The fact that is a majority of college students/life. It's kind of sad to see VCU taking over the area and pushing other people out.
What do you think would make the neighborhood better? (Open Ended)
more families.
improve Abner Clay Park
Cohesive neighborhood watch, redevelopment of Abner Clay park, two way streets, increased police presence.
more retail space and restaurants and parking
Different Commercial/retail stores.
More families, more restaurants - events at the park
More park space. We are planning to renovate Abner Clay Park, and the city seems to be on board with helping to fund the project. I hope this pans out because we need a nice park in the neighborhood.
An established 2nd street business area.
Abner Clay Park needs a renovation, so, more green, open spaces for people to gather. Improve the sidewalks by repairing old brick with new brick. Smooth out walkways and allow for better mobility.
A tighter knit community to raise awareness about the issues in the Jackson Ward including crime and negligence to maintain property.
Infill the parking lots. Repave the streets. Put in a bike lane on Marshall or something similar.
Better litter management by both citizens and the city. Run down residential properties being renovated. There are several empty store fronts that will hopefully be filled as the neighborhood improves. Some more business that mixes retail/food into pre-existing residential, like Pork Chop & Grits being on the bottom floor of a townhouse.

Sharing of parking spaces. There is a doctor's office on the corner of Leigh and St. James with a HUGE parking lot would be ideal for night-time parking by local residents.
If VCU PD expanded patrols into that neighborhood, and if a vcu office of some sort was placed there. (There's a random office near FeedMore and the SPCA, they can put one in Jackson Ward if they had a place to do it.)
rethinking the section 8 model, spreading some of that population out so that poverty isn't so dense. Less fancy establishments that don't cater to the historical population of the neighborhood, more thorough police patrolling to include the alleyways, better street lighting.
More individuals that are renovating businesses or residences that intend to live in the community rather than rent or flip. Obviously this is a difficult/impossible thing to control, but the community can help shape the culture of the neighborhood by offering things that would be attractive to long term investment.
A local organic market. More useful park for children. Fix the sidewalks.
a Trader Joe's! lol... a small grocery would be nice tho. the more retail the better. a bakery?
not sure. but anything to make the overall "appearance" better.
redevelop the parking lots, create an environment where a greater diversity of stores can exist.
Community Parking deck
Less VCU involvement/ownership/gentrification

Are there any specific types of businesses/establishments you feel the neighborhood is lacking? (Open Ended)
A Bakery (bread not cupcake), affordable places for undergraduates to eat.
more low cost places to eat, community garden, used book store,
Bakery/pie shop/daytime eatery. Low key, low cost bar/restaurant, convenience store (not like Rite Aid), book store, coffee shop (another, Lift it great), specialty shops
Can't think of anything specifically...
A grocery store.
I tend not to stray too far into the Jackson Ward, staying more or less in the immediate vicinity. To be honest, I'm not entirely sure what is already here and what is missing.
More modern bars. Saison is nice but needs more.
Maybe a place similar to Hoppy Dog which closed recently, where you can get beers outside what you find at the many nearby corner stores, as well as some foods. Maybe something like Strawberry St. Market in the Fan.
This isn't very specific but more non-food retail shops. Shakoor's Merchandise on 2nd is a good example.
I'm surprised that we don't have a pizza by the slice place. But all of those types of things will come. Retail/commerce follows density.
VCU only. Convince stores/ cheap restaurants and fast food will just bring more danger to the area.
Mid-priced restaurants of any kind and markets/grocers.

A local organic market. Basically somewhere that sells quality produce and a few of the everyday necessities.		
see above--small grocer, bakery, another coffeeshop, bookstore		
Small Grocery (PUT ONE AT MARSHAL and 2nd!), cheap neighborhood bar		
I have no reference to know what it would need, many places lack comic books stores or what have you, but its location seems perfectly fine for walking to other places one would "need."		
restaurants in general (that aren't super fancy), clothing stores to suit a wider demographic, small corner markets in which to purchase staple goods that don't harbor a threatening environment and discourage loitering.		
Business/Establishment Specific Questions		
Question	Number	Percent
How long has your business/establishment been in Jackson Ward?		
Less than 1 year	1	33%
1 to 5 years	1	33%
6 to 10 years	0	0%
More than 10 years	1	33%
Did you originally start your business/establishment in the neighborhood?		
Yes	2	66%
No	1	33%

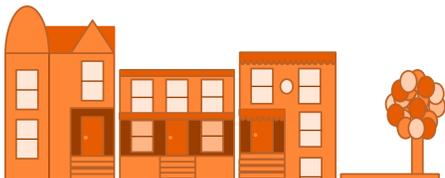


What type of business/establishment do you operate?		
Retail (i.e. shops, corner stores, etc.)	1	33%
Health/Beauty (i.e. doctors office, barber, nail salon)	0	0%
Entertainment (i.e. clubs, theaters, etc.)	1	33%
Religious (i.e. churches)	0	0%
Other	1	33%
Do you own or rent your space?		
Rent	1	33%
Own	2	66%
What types of new development would you like to see in the neighborhood? (Select All)		
Residential- Single Family	1	14%
Residential- Multifamily	0	0%
Retail/Commercial	2	29%
Recreational Space	3	43%
Institutional	1	14%
Do you have any specific concerns about new development? (Select All)		
Building Height	0	0%
Architectural Styles	2	50%
Parking	2	50%
Others	0	0%
Why did you choose to open your business/establishment in Jackson Ward? (Open Ended)		
there was no one else offering the products in the neighborhood that I offer.		
Central location...		
We actually run our business from our home in Jackson Ward. It is not open to the public.		

What is your favorite part(s) about the neighborhood? (Open Ended)
Historic atmosphere, murals on the many buildings. People are very friendly
Location.
What do you like least about the neighborhood? (Open Ended)
No parking for residents and businesses.
High Crime area
The crime. We have caught 3 attempted break-ins to our cars in the past year.
What do you think would make the neighborhood better? (Open Ended)
Offer parking permits to resident and business owners as they do in the fan. Offer incentives to get people to open small businesses in the neighborhood. A park.
Retail establishment
Better police presence. Not just the day after a crime spree. Always.

Visitor/Patron Specific Questions		
Question	Number	Percent
How often do you typically come to Jackson Ward?		
Less than once a week	13	57%
Once a week	1	4%
More than once a week	9	39%
When do you typically come to Jackson Ward?		
Weekend	5	23%
Weekdays	6	27%
Both	11	50%
What do you come to Jackson Ward for? (Select All)		
Business	8	19%
Recreational Space	14	33%
Worship	0	0%
Work	5	12%
Visit Friends/Family	11	26%
Other	5	12%
How do you get to the neighborhood?		
Drive	8	36%
Walk	7	32%
Bike	6	27%
Public Transportation	0	0%
Other	1	5%

What is your favorite part(s) of the neighborhood?	(Open Ended)
Club 533	
Architecture. I love the iron framed porches, brick homes, street grid and layout.	
Clay Street between 2nd and Adams Streets, Adams Street between Broad and Leigh Streets, All of the architectural curiosities like the milk bottles, gallery 5. Saison, Mama J's etc..	
good restaurants	
The historic architectural character of the neighborhood.	
All of the historical landmarks	
The Park is really nice, the houses are genuinely pretty/large.	
Renovated old houses and architecture	
The architecture and history	
I like how there are many cool alley ways and paved sections behind houses/apartments.	
The area around Brook/Adams/Marshall/Broad	
I love the architecture and the unique identity that the neighborhood possesses.	
The Art Galleries and other cultural institutions.	
I enjoy Jackson Ward because of its importance in Richmond's cultural history. It's encouraging to see the neighborhood continue to gain prominence and lose its stereotype as a "dangerous" place. The people and businesses in the area deserve praise.	
Urban Design - row houses, iron railings, brick facades, street grid	
Central location - great neighborhood right downtown	
History of the location	
Its architecture and location close to so many amenities	

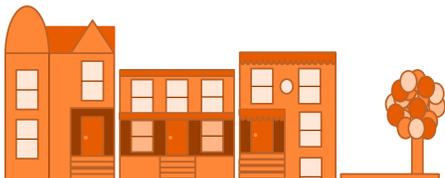


What do you like least about the neighborhood?	(Open Ended)
Crime	
I wish that the north Jackson Ward was more closely linked with Jackson Ward proper -- the interstate is an uninviting divide. Also, I'd like more small businesses (and a diversity of businesses) to consistently thrive in Jackson Ward.	
College infiltration and the inherent lack of respect for their neighbors, the culture and rich history of the community. The graffiti that makes no attempt at artistic expression but is simply writing (and is increasingly prevalent). Robberies, murders, vandalism, transients who cause trouble, a lack of cohesion between established neighbors and new residents who have good intentions - presumably because of prejudiced judgements.	
shady area	
Some undesirable activities on Broad at 2nd and 3rd	
Lack of safety.	
Many places in the neighborhood is abandoned	
Gentrification/VCU majority area, lack of real diversity in that sense	
Crime rate	

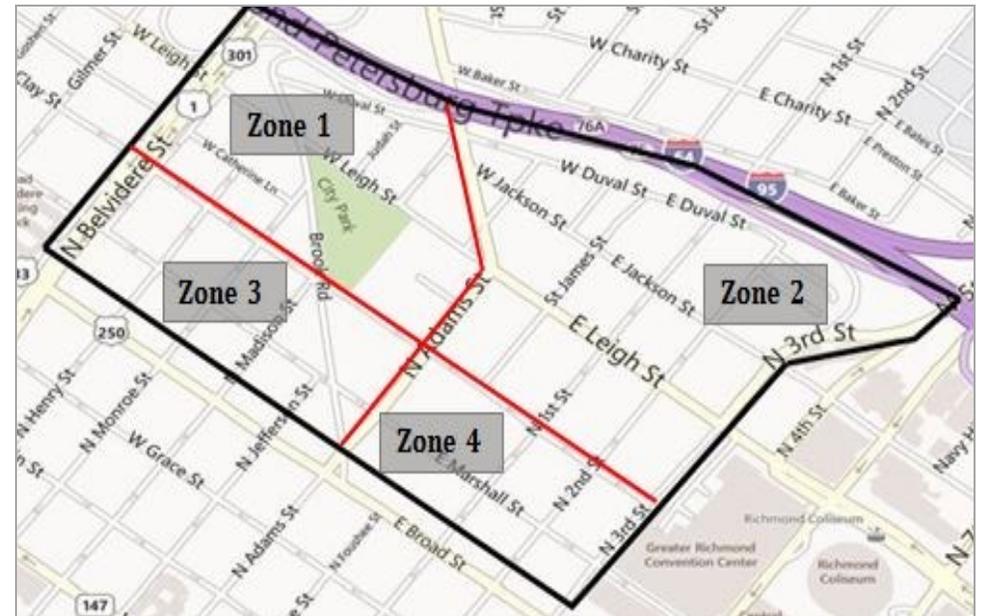
The apparent separation of those who have resided there all their lives and the student/VCU community.
I don't like the lighting in the neighborhood. The street lamps are not placed strategically at all.
A lot of missing teeth. Safety issues. Could use more green space.
The crime rates and feelings of insecurity alone at night.
Jackson Ward could use some aesthetic improvement. Many properties should be renovated and/or cleaned, but I realize how difficult that can be.
Poor lighting at night.
Sidewalks
From an outside perspective, it seems kind of sketchy, esp. at night.

What do you think would make the neighborhood better?	(Open Ended)
Retail	
More historic renovation, more connections with North Jackson Ward if/when it ever gets rebuilt. I'd love to see Abner Clay Park fixed up and for the Black History and Cultural Center to be moved to the Leigh Street Armory.	
Better police patrolling, more emphasis on landlord responsibility, community gardens, demolishing Gilpin court, but providing those residents with a cost-effective alternative that doesn't require them to leave their home community. Developments that are created should be planned with no "blind spots". - If you look at the satellite map of Gilpin, you'll notice that the area dead ends into a wooded area, which would allow the poverty and criminal elements to fester unchecked. Residents should be enabled, empowered and encouraged to travel outside of the confinement of a housing development to look for jobs, shop at markets, and be an interactive part of the community. Community programs that provide tutorship and leadership opportunities for the youth in the community would begin a cycle of positive change.	
less crime	
Sensibly increased density, more establishments in general to draw leisure strollers	
More, community investment, more retail attractions, and improvements on safety.	
To become a little more lively	
Less VCU involvement/control	
Less crime	

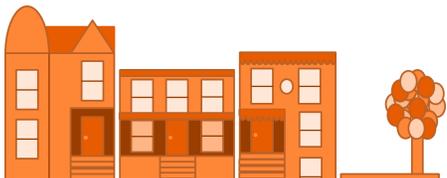
More community fragment between the two above communities and opportunities for shared recreation that is not high dollar business establishments.
I think more green-space and better street lamps are all that is needed. The neighborhood has this urban and historic vibe that shouldn't be replaced. All neighborhoods shouldn't be glass and asphalt.
Creative placemaking. Two-waying the streets.
General rehabilitation projects carried out to help with some of the dilapidated residences and businesses. Converting some of the one way streets back to two-way streets and helping to initiate and implement neighborhood festivals, clean-ups and community-driven activities to help promote stewardship and neighborhood vitality.
More successful retail space, art galleries and cultural attractions; less crime, more working/middle-class families, less abandoned property, more jobs.
I think that property owners should do their best to make the neighborhood look appealing to prospective residents and business owners. Jackson Ward's "curb appeal" has improved significantly over recent years, but still needs some improvement.
More business to patronize Don't let VCU encroach on it and change its character Fix the sidewalks, some of the bricks are in bad shape
More shopping and eating options in northern section
Definitely more businesses, and if something could be done with the armory, that would definitely help too!



<b>Demographic Questions</b>			
Question	Number	Percent	
If you are a resident, which name (based on the above map) do you reside in?			
Zone 1	2	8%	
Zone 2	11	44%	
Zone 3	5	20%	
Zone 4	7	28%	
If you are a business/establishment, which name (based on the above map) do you reside in?			
Zone 1	0	0%	
Zone 2	2	66%	
Zone 3	0	0%	
Zone 4	1	33%	
If you are a visitor/patron, which name (based on the above map) do you reside in?			
Zone 1	2	1100%	
Zone 2	2	11%	
Zone 3	9	47%	
Zone 4	6	32%	

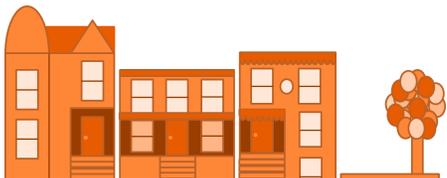


As of today, which age range does your current age fall within?		
18 to 24	12	32%
25 to 34	14	38%
35 to 44	2	5%
45 to 64	8	22%
65+	1	3%
What is your current occupational status?		
Student	16	42%
Employed- Full Time	20	53%
Employed- Part Time	2	5%
Unemployed	0	0%
Retired	0	0%
What is your gender?		
Male	21	55%
Female	16	42%
Other	1	3%



This page was intentionally left blank.

# Resources



### **City of Richmond Zoning Ordinance**

- <http://www.richmondgov.com/planninganddevelopmentreview/documents/ZoningOrdinance.pdf>

### **Old Town Commons- Alexandria Redevelopment & Housing Authority**

- <http://www.arha.us/>
- [http://www.eya.com/old\\_town\\_commons](http://www.eya.com/old_town_commons)

### **Financial Tools**

- <http://www.nps.gov/tps/tax-incentives/before-you-apply.htm>
- [http://www.dhr.virginia.gov/tax\\_credits/tax\\_credit.htm](http://www.dhr.virginia.gov/tax_credits/tax_credit.htm)
- <http://www.vhda.com/Pages/Home.aspx>
- <http://www.dhcd.virginia.gov/index.php/business-va-assistance/industrial-location-or-expansion/community-development-block-grant-cdbg.html>
- <http://www.yesrichmondva.com/neighborhood-revitalization/Incentives-Financial-Tools>

### **City Old & Historic District Guidelines**

[http://www.richmondgov.com/planninganddevelopmentreview/documents/Old\\_Historic\\_Dist.pdf](http://www.richmondgov.com/planninganddevelopmentreview/documents/Old_Historic_Dist.pdf)

### **Historic Jackson Ward Association**

<http://www.hjwa.org/>

# References

- Bohl, C. C. (2000). New urbanism and the city: Potential applications and implications for distressed inner-city neighborhoods. *Housing Policy Debate*, 761-801.
- City of Richmond. (2004, July 26). *Zoning Ordinance*. Retrieved February 2014, from City of Richmond: <http://www.richmondgov.com/planninganddevelopmentreview/documents/ZoningOrdinance.pdf>
- City of Richmond Police Department. (2014). *Crime Incident Information Center*. Retrieved February 2014, from City of Richmond: <http://eservices.ci.richmond.va.us/applications/crimeinfo/index.asp>
- Colwell, K., Hill, J., Horner, S., Lucia, K., & Sadler, M. (2002, June 17). *National Register of Historic Places Registration Form*. Retrieved January 2014, from Virginia Department of Historic Resources: [http://www.dhr.virginia.gov/register/Cities/Richmond/127-0237\\_Jackson\\_Ward\\_HD\\_2002\\_AdditionalDocumentation\\_Final\\_Nomination.pdf](http://www.dhr.virginia.gov/register/Cities/Richmond/127-0237_Jackson_Ward_HD_2002_AdditionalDocumentation_Final_Nomination.pdf)
- Dastgheib, F. (2008). Monroe Ward Neighborhood Plan. Virginia Commonwealth University. [http://www.has.vcu.edu/usp/MURP/projects762/S08/S08\\_FDastgheib\\_Monroe\\_Ward\\_Neighborhood\\_Plan.pdf](http://www.has.vcu.edu/usp/MURP/projects762/S08/S08_FDastgheib_Monroe_Ward_Neighborhood_Plan.pdf)
- The Enterprise Foundation. (1999). *A Guide to Community Planning*. Retrieved from <https://s3.amazonaws.com/KSPProd/cache/documents/36795.pdf>
- GRTC. (2013, September). *System Map*. Retrieved February 2014, from Ride GRTC: <http://www.ridegrtc.com/media/main/SystemMapSept2013.pdf>
- Jackson Ward Neighborhood Plan- Stakeholder Survey, February 7-March 6, 2014
- Johnson, J., & Talen, E. (2008). Affordable Housing in New Urbanist Communities: A Survey of Developers. *Housing Policy Debate*, 583-613.
- Kraus, N. W. (2005, March 1). *National Register of Historic Places Registration Form*. Retrieved January 2014, from Virginia Department of Historic Resources: [http://www.dhr.virginia.gov/register/Cities/Richmond/127-0237\\_JacksonWardHD\\_2005\\_BoundaryIncrease\\_Final\\_Nomination.pdf](http://www.dhr.virginia.gov/register/Cities/Richmond/127-0237_JacksonWardHD_2005_BoundaryIncrease_Final_Nomination.pdf)



# References Cont.

- National Park Service. (n.d.). *Jackson Ward Historic District*. Retrieved January 2014, from National Park Service U.S. Department of the Interior: <http://www.nps.gov/nr/travel/richmond/JacksonWardHD.html>
- Quad Communities Development Corporation. (2005, May). *New Communities*. Retrieved from Quad Communities: Connecting Past, Present, and Future: <http://www.newcommunities.org/cmadocs/QuadCommQofL2005.pdf>
- Richmond Public Schools. (n.d.). *Schools*. Retrieved February 2014, from Richmond Public Schools: <http://web.richmond.k12.va.us/Schools.aspx>
- Richmond Redevelopment & Housing Authority. (2005). *RRHA*. Retrieved from RRHA's STRATEGIC PLANNING: Building Vibrant Communities!: <http://www.rrha.org/html/news/06/StPlanJan06hi.pdf>
- Richmond Redevelopment & Housing Authority. (2010, October). *RRHA*. Retrieved from Five-Year Strategic Plan 2010-2015: <http://www.rrha.org/2009/html/10pdfs/StrategicPlan10-15.pdf>
- Salmon, J., Kausner, J., & Neville, A. (2007, December 14). *National Register of Historic Places Registration Form*. Retrieved January 2014, from Virginia Department of Historic Resources: [http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237\\_jacksonWard\\_HD\\_BI\\_2008\\_NR\\_final.pdf](http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237_jacksonWard_HD_BI_2008_NR_final.pdf)
- U.S. Census Bureau. (2000). *American FactFinder*. Retrieved February 2014, from U.S. Census Bureau .
- U.S. Census Bureau. (2006-2010). *American FactFinder*. Retrieved February 2014, from U.S. Census Bureau: <http://factfinder2.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>
- U.S. Census Bureau. (2008-2012). *American FactFinder*. Retrieved February 2014, from U.S. Census Bureau : <http://factfinder2.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>

# Figure Credits

**Cover Photo:** Stephanie Kensler

**Introduction Photo:** Stephanie Kensler

**Figure 1:** Google Maps

**Figure 2:** <http://www.rrha.org/2009/html/10pdfs/StrategicPlan10-15.pdf>

**Figure 3:** Stephanie Kensler

**Figure 4:** Stephanie Kensler

**Figure 5:** Stephanie Kensler

**Figure 6:** <https://s3.amazonaws.com/KSPProd/cache/documents/36795.pdf>

**Figure 7:** <https://www.cnu.org/charter> (highlighted by Stephanie Kensler)

**Figure 8:** [http://www.has.vcu.edu/usp/MURP/projects762/S08/S08\\_FDastgheib\\_Monroe\\_Ward\\_Neighborhood\\_Plan.pdf](http://www.has.vcu.edu/usp/MURP/projects762/S08/S08_FDastgheib_Monroe_Ward_Neighborhood_Plan.pdf)

**Figure 9:** <http://www.newcommunities.org/cmadoocs/quadcommqofl2005.pdf>

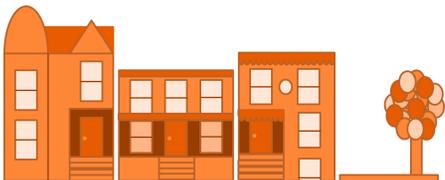
**History Photo:** Stephanie Kensler

**Figure 10:** <http://dig.library.vcu.edu/cdm/singleitem/collection/jwh/id/669/rec/2>

**Figure 11:** <http://dig.library.vcu.edu/cdm/singleitem/collection/jwh/id/669/rec/2>

**Figure 12:** <http://www.flickr.com/photos/30194653@N06/2899336022/>

**Figure 13:** Stephanie Kensler



**Figure 14:**

- [http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237\\_Jackson\\_Ward\\_HD\\_1976\\_Final\\_Nomination\\_NHL.pdf](http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237_Jackson_Ward_HD_1976_Final_Nomination_NHL.pdf)
- [http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237\\_Jackson\\_Ward\\_HD\\_2002\\_AdditionalDocumentation\\_Final\\_Nomination.pdf](http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237_Jackson_Ward_HD_2002_AdditionalDocumentation_Final_Nomination.pdf)
- [http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237\\_JacksonWardHD\\_2005\\_BoundaryIncrease\\_Final\\_Nomination.pdf](http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237_JacksonWardHD_2005_BoundaryIncrease_Final_Nomination.pdf)
- [http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237\\_jacksonWard\\_HD\\_BI\\_2008\\_NR\\_final.pdf](http://www.dhr.virginia.gov/registers/Cities/Richmond/127-0237_jacksonWard_HD_BI_2008_NR_final.pdf)

**Figure 15:** <http://www.nps.gov/nr/publications/bulletins/brochure/>

**Figure 16:** <http://dig.library.vcu.edu/cdm/singleitem/collection/jwh/id/716/rec/1>

**Figure 17:** <http://dig.library.vcu.edu/cdm/singleitem/collection/jwh/id/503/rec/1>

**Existing Conditions Photo:** Stephanie Kensler

**Figure 18:** <http://factfinder2.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>

**Figure 19:** <http://factfinder2.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>

**Figure 20:** <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>

**Figure 21:** <http://www.richmondgov.com/content/GIS/index.aspx> (map generated by Stephanie Kensler)

**Figure 22:** <http://web.richmond.k12.va.us/Schools.aspx> (map generated by Stephanie Kensler)

**Figure 23:** <http://www.ridegrtc.com/media/main/SystemMapSept2013.pdf> (map generated by Stephanie Kensler)

**Figure 24:** <http://eservices.ci.richmond.va.us/applications/crimeinfo/index.asp>

**Figure 25:** <http://eservices.ci.richmond.va.us/applications/crimeinfo/index.asp>

**Figure 26:** Jackson Ward Neighborhood Plan Stakeholder Survey

**Figure 27:** Jackson Ward Neighborhood Plan Stakeholder Survey

**Figure 28:** Stephanie Kensler

**Recommendations Photo:** Stephanie Kensler

**Figure 29:** Stephanie Kensler

**Figure 30:** <http://www.richmondgov.com/content/GIS/index.aspx> (map generated by Stephanie Kensler)

**Figure 31:** <http://www.richmondgov.com/content/GIS/index.aspx> (map generated by Stephanie Kensler)  
**Figure 32:** <http://www.richmondgov.com/content/GIS/index.aspx> (map generated by Stephanie Kensler)  
**Figure 33:** Google Maps  
**Figure 34:** Stephanie Kensler  
**Figure 35:** Stephanie Kensler  
**Figure 36:** <http://www.richmondgov.com/content/GIS/index.aspx> (map generated by Stephanie Kensler)  
**Figure 37:** Google Maps  
**Figure 38:** Stephanie Kensler  
**Figure 39:** Stephanie Kensler  
**Figure 40:** <http://www.richmondgov.com/content/GIS/index.aspx> (map generated by Stephanie Kensler)  
**Figure 41:** Google Maps  
**Figure 42:** Stephanie Kensler  
**Figure 43:** Stephanie Kensler  
**Figure 44:** <http://www.richmondgov.com/content/GIS/index.aspx> (map generated by Stephanie Kensler)  
**Figure 45:** Google Maps  
**Figure 46:** Stephanie Kensler  
**Figure 47:** Stephanie Kensler  
**Figure 48:** Stephanie Kensler  
**Figure 49:** Stephanie Kensler  
**Figure 50:** Stephanie Kensler  
**Figure 51:** Stephanie Kensler  
**Figure 52:** Stephanie Kensler  
**Figure 53:** Stephanie Kensler



**Figure 54:** <http://www.richmondgov.com/planninganddevelopmentreview/documents/listVacantBuildingRegistry.pdf> (map generated by Stephanie Kensler)

**Figure 55:** Stephanie Kensler

**Figure 56:** Stephanie Kensler

**Figure 57:** <http://www.thisiscolossal.com/2011/06/a-400-pound-comb-bike-rack/>

**Figure 58:** <http://eservices.ci.richmond.va.us/applications/citizensrequest/frmNewEntryType.asp#>

**Figure 59:** <http://www.richmondgov.com/commissionarchitecturalreview/index.aspx> (map generated by Stephanie Kensler)

**Figure 60:** <http://www.hjwa.org/>

**Figure 61:** Stephanie Kensler

**Appendices Photo:** Stephanie Kensler