

A Community Proposal for Shockoe Bottom:

Historic Place Sacred Ground Site of Conscience

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PROPOSAL SUMMARY

The core of Shockoe Bottom is a highly significant archaeological, historical and cultural site with essential connections to the African Diaspora, the domestic trade in enslaved Africans and the origins of the city of Richmond. It can be transformed to serve the public through commemoration, education and artistic expression. Its future development should blend respectful commemoration of this country's slavery-related history, cultural heritage tourism and economic opportunity.

During the fall of 2014, the **National Trust for Historic Preservation and Preservation Virginia** convened Richmond-based stakeholders and subject-matter experts to discuss the future of Shockoe Bottom in a series of group discussions and a retreat. The resulting report articulated guiding ideas for preservation and development in Shockoe Bottom. A key recommendation was to expand public engagement, a process that was launched in March 2015 by the **Sacred Ground Historical Reclamation Project** of the **Defenders for Freedom, Justice & Equality**.

More than 100 people participated in **four Community Brainstorming Sessions** held in March to solicit suggestions from the public for the historical and commercial development of the Bottom. **RVA Archeology** lent its professional expertise. Twenty-six people who attended the brainstorming sessions then volunteered to develop those suggestions into a coherent proposal to present to the community at large. This document is that proposal.

MEMORIAL PARK: We propose creating a nine-acre **Shockoe Bottom Memorial Park** – large enough to convey a sense of the enormity of the slave trade practiced there, but still allowing development of surrounding areas. Two thirds of the proposed park area already is set aside for memorialization: the site of Lumpkin's Jail and the African Burial Ground, which included the Town Gallows where the great slave-rebellion leader Gabriel was executed. We are suggesting adding an additional two square blocks, east of the CSX railroad tracks, between East Broad, 17th and East Grace streets.

SECURE THE LAND: Some of the land parcels within these two blocks are owned by the City. These should be designated for historical memorialization. The few remaining privately owned parcels should be purchased by the City.

"HISTORIC" DESIGN OVERLAY DISTRICT: Update zoning to reflect current use and establish a Historic **Design Overlay District** ("old and historic district") to protect existing historic resources, as well to guide future development initiatives. A key component of a Design Overlay District should be a plan for archaeological investigation as land is developed, including land associated with the Memorial Park.

FUNDING: Richmond City Council has pledged \$5 million for the memorialization of Shockoe Bottom's slavery-related history. The **Virginia General Assembly** has pledged another \$3 million, with \$9 million more in matching reimbursement funds. Accessing the matching funds could be accomplished through a **private fund-raising effort**, as previously suggested by Richmond Mayor Dwight Jones, and the use of dedicated **Tax Increment Finance (TIF)** funding, also suggested by the mayor.

HERITAGE TOURISM DEVELOPMENT PLAN: Develop a **comprehensive historic/heritage tourism development plan**. This should include prominent promotion of Richmond and Shockoe Bottom at Welcome Centers and every rest stop in Virginia, especially along Interstates 95 and 64, as well as at key national and international tourism transportation hubs. (Note: In contrast to Norfolk, Newport News, Petersburg and other cities, promotional material of any kind for Richmond is now almost totally absent from these state Welcome Centers and rest stops.)

OVERSIGHT: The Shockoe Bottom Memorial Park should be operated by an **independent non-profit organization**, working in cooperation with a **Community Advisory Committee** made up of individuals and organizations with proven records of working to reclaim and properly memorialize Shockoe Bottom.

THE SIGNIFICANCE OF SHOCKOE BOTTOM

When we think of slavery and the slave trade, we think primarily about the Trans-Atlantic Slave Trade, the Middle Passage and the selling of Africans in port cities along the Eastern United States. But in 1807, the U.S. Congress, frightened by the successful Haitian Revolution of 1791-1804, decided to limit the importation of more Africans and banned U.S. participation in the Trans-Atlantic trade. However, the Louisiana Purchase of 1803 had just doubled the size of the United States, opening up vast new territories for plantations and the tremendous profits that could be made from them – if they were cultivated with enslaved labor. Planters seeking that labor turned primarily to Virginia, where played-out soil had led to a “surplus” of enslaved Africans, a surplus later enlarged by the development of “breeder” plantations.

In the three decades before the ending of slavery in 1865, some 300,000 to 350,000 people of African descent were sold out of Virginia to the cotton, sugarcane and rice plantations of the Deep South. Richmond’s Shockoe Bottom, centrally located near the James River, as well as near roads leading South and eventually railroads, increasingly became the center of this trade. Where New Orleans, Charleston, Savannah, Vicksburg and so many other Southern cities dealt with retail trade, Richmond was the wholesale market. **Just as Charleston, S.C., was the center for U.S. participation in the Trans-Atlantic Slave Trade before 1807, Richmond then became the center for the domestic trade.**

Brought to Shockoe Bottom by owners and professional slave traders, Black men, women and children were held in jails and pens scattered throughout the district and sold in auction houses concentrated along and just west of 15th Street and extending to the east and north. Once sold, they were transported South by railroad, walked along Richmond’s Trail of Enslaved Africans to ships waiting at Manchester Docks on the James River or fastened together in lines called coffles and forced to walk the hundreds of miles to their new places of enslavement.

By 1865, there were 4.5 million Black people in the United States. If more than 300,000 of them were sold south and west from Virginia in that 30-year period, it is likely that **the majority of Black people in the United States today could trace some ancestry to Shockoe Bottom**, potentially making it one of the most compelling tourism destination sites in the entire country.

The most important local slave-trade-related sites discovered – so far – are **Manchester Docks**, the **Trail of Enslaved Africans** (the “Slave Trail”), **Robert Lumpkin’s Jail**, the **African Burial Ground**, which included the **Town Gallows** where Gabriel was executed; the **Silas Omohundro Jail** at 17th and Broad; and

the **William Goodwin Jail** on 17th between Grace and Franklin.

However, **the whole area** from the James River north to Marshall Street and from several blocks west of today's Interstate 95 to several blocks east (to about 20th Street) **was one integrated trading district**. Here were concentrated the many businesses servicing the trade. Richmond historian Elizabeth Kambourian has identified close to **100 such sites**, including auction houses, slave jails, pens, trader offices, dry goods stores, tailors, blacksmiths and more, on both sides of the present-day CSX railroad tracks.

Only by memorializing a significant section of this area can the true scope of the slave-trading enterprise be understood, thereby enhancing its value as a historic site and a destination for historic tourism, especially but not exclusively relating to the African-American community. Shockoe Bottom should be a gathering place to teach, learn, reflect and heal, transformed to serve the public through commemoration, education and artistic expression.

Parts of Shockoe Bottom are listed on the **National Register of Historic Places**. In 1981, the Shockoe Valley and Tobacco Row Historic District was listed to attract investment and spur rehabilitation of the area's historic buildings. In 2008, Shockoe Bottom's significance in the slave trade and U.S. history was documented in a multiple-property listing titled "The Slave Trade as a Commercial Enterprise in Richmond, Virginia." In 2014, Shockoe Bottom was featured on the **most-endangered lists** of Preservation Virginia and the National Trust for Historic Preservation – ringing endorsements of local efforts to bring this issue to state and national audiences.

Shockoe Bottom has the potential to speak to the universal values that emerge during a struggle for freedom. In this way, it seems to have the attributes necessary to qualify as a **UNESCO World Heritage Site**, a status that has been raised for consideration.

From Gorée Island in Senegal, to Liverpool in England, to New Orleans, La., virtually every other city once associated with slavery and the slave trade has developed museums or other sites dedicated to that history. Charleston, S.C., which already has one City-owned museum exploring this past, is now raising \$75 million for a new International African American Museum, scheduled to open in 2017, with the goal "... to re-center South Carolina's place in global history, illuminating its pivotal role in the development of the international slave trade and the Civil War." There are now more than 150 Black Heritage museums operating in 37 states.

Only Richmond, which arguably has the greatest claim to this history, has neglected its past.

DEVELOPING A COMMUNITY-DRIVEN PROPOSAL

The community process for developing an Alternative Proposal for historic Shockoe Bottom was **launched March 16, 2015**, at a well-attended press conference in front of Richmond City Hall. The process is being guided by the **Sacred Ground Historical Reclamation Project** of the **Defenders for Freedom, Justice & Equality**, assisted by the Washington, D.C.-based **National Trust for Historic Preservation**, chartered by Congress in 1949 and now one of the country's leading preservation organizations. Throughout this process, these guiding groups have engaged their members, neighborhood preservationists, planners and residents, many of whom have been working toward accurate interpretation and memorialization of Shockoe Bottom's history for decades.

More than 100 people participated in **four Community Brainstorming Sessions** held in March to solicit suggestions from the public for the historical and commercial development of the Bottom. Members of **RVA Archeology** contributed their professional expertise. The **National Trust** then distilled those many suggestions down to a 3-page summary. Twenty-six of the people who attended the brainstorming sessions then volunteered to form a **committee** develop those suggestions into a coherent proposal to present to the community at large. This report is that proposal.

A **Community Meeting** to consider the Alternative Proposal for Shockoe Bottom has been set for Aug. 15. If approved, the proposal then will be presented to Mayor Dwight Jones and Richmond City Council for adoption and implementation.

It is our position that the future of Shockoe Bottom should be decided by the community as a whole, with the Black community having the primary voice. Of the collective human history that exists in the Bottom, the slave trade obviously is of particular importance to the Black community. Thus, in these discussions regarding proper memorialization of this part of Shockoe's history, today's Black community – the contemporary community most associated with and affected by the slave-trading chapter of Shockoe's history – should have an elevated voice.

When the National Trust included Shockoe Bottom in its 2014 list of the country's 11 Most Endangered Historic Places, the specific reason was the proposal to build a baseball stadium there. "As our local allies are keenly aware," the Trust stated, "the most recent iteration of a baseball stadium project was planned behind closed doors and then launched without meaningful input from the community. The Defenders' set of brainstorming meetings in March 2015 is a positive step forward. We urge Mayor Jones and City Council to listen to the public, complete a full archaeological excavation and then develop a preservation-based master plan for Shockoe Bottom."

A PROCESS GUIDED BY RESPECT

As the community whose history has been most shaped by Shockoe Bottom's role in the slave-trading practices of Richmond's civil and civic society, **the African-American community must have the primary voice** in how this Memorial Park area is to be developed.

For this reason, it is imperative to **pro-actively and creatively engage the African-American descendant communities** of Richmond during each stage of the development of the Memorial Park, as well as having sufficient stakeholder representation on the committee or other body developed to monitor, review and implement the policies of an historic Design Overlay District.

A SHOCKOE BOTTOM MEMORIAL PARK

The core of Shockoe Bottom is a highly significant archaeological, historical and cultural site with essential connections to the international trade in enslaved Africans, the domestic trade, the African Diaspora and the city of Richmond. Its future development should blend respectful commemoration of the country's slave history, cultural heritage tourism and economic opportunity. It should be treated as a **Site of Conscience** where the public can come together to confront the long-term impacts of slavery and racism in order to promote healing.

We are proposing the creation of a nine-acre **Shockoe Bottom Memorial Park** – large enough to convey a sense of the enormity of the slave trade practiced there, but still allowing development of surrounding areas. (By comparison, Monroe Park is 7.5 acres. Hollywood Cemetery, a shrine to Confederate soldiers and politicians, is 135 acres.)

Two thirds of the proposed park area is already set aside for memorialization: the Lumpkin's Jail site and the African Burial Ground, which included the Town Gallows where the great slave-rebellion leader Gabriel was executed. Both sites are located between I-95 and the CSX railroad tracks. A somber tunnel under East Broad Street connects these two sites.

We are suggesting adding **an additional two square blocks**, east of the railroad tracks, between East Broad, 17th and East Grace streets. This excludes the Exxon gas station and all other existing businesses.

Besides **Lumpkin's Jail** and the **Burial Ground**, this proposed park area includes the "**Execution of Gabriel**" state historical marker at 15th and Broad streets. Just outside the boundaries are the sites of the **William Goodwin Jail** on 17th between Grace and Franklin; the **Silas Omohundro Jail** under the Exxon gas station and the **Seabrook Tobacco Warehouse Building** at 17th and Franklin, which employed enslaved labor. The **Reconciliation Statue** is just a few blocks to the south. The slavery-era **Winfree Cottage** now sits next to the Lumpkin's Jail site and could be incorporated into the proposed Memorial Park.

"HISTORIC" DESIGN OVERLAY DISTRICT

We propose that this Shockoe Bottom Memorial Park be created within a "Historic" **Design Overlay District**, that would allow for tax-generating economic development in the Bottom compatible with the historic nature of the area.

A Design Overlay District is a zoning overlay intended to enhance the base zoning of an architecturally or culturally significant area. The guidelines for a Design Overlay District are established by and with the input of residents and other interested parties of the subject community. Once design guidelines are established and adopted by the community, both the community and Richmond's Urban Design Commission (UDC) review the established design guidelines on a project-by-project basis. Since the parameters and guidelines for a Design Overlay District are established and monitored by the community, a Design Overlay District would be particularly appropriate, given the multiple elements that need to be considered.

Guidelines can be established for any new buildings that are constructed; how archaeological resources are identified, researched, excavated and interpreted; any public art that might be installed in and around a Memorial Park; or any other parameters deemed important. A Design Overlay District only requires passage by a city council or county commission, rather than a vote by all landowners in the affected area.

The exact dimensions of a Shockoe Bottom Design Overlay District should be large enough to provide a buffer zone between the Memorial Park and any proposed commercial/residential development in the area that would be incompatible with the historic nature of the district.

The Shockoe Bottom Memorial Park could be developed in two stages:

PARK DEVELOPMENT STAGE ONE

1 - The City of Richmond's Department of General Services owns the parcels of land directly adjacent to the site of Lumpkin's Jail (1500 B E. Main St. Parcel ID: E0000127016 and 1500 C E. Franklin St Parcel ID: E0000127002.) It also owns several parcels within the two blocks east of the CSX railroad tracks that we are suggesting be part of the proposed park. **The first step would be for the City to declare the parcels it owns set aside for memorialization of the slave trade.** This would cost the City nothing, but would signal a commitment to a proper memorialization.

2 - The other parcels within the two blocks east of the tracks are owned by the Loving family and are currently assessed at \$2,402,000. **The City would purchase these privately owned lots.**

3 - **Connect all areas of the proposed park** by removing the existing asphalt and installing sod, as was done with the African Burial Ground. Maintain or improve historic street grid and sidewalks for accessibility.

4 - **Landscape** the park with appropriate trees and shrubbery, working with historical horticulturalists.

5 - Symbolically **extend the Trail of Enslaved Africans** to provide a walking path through the park.

6 - Develop **signage** for the trail, describing the sites of jails, pens, trader offices, supporting businesses and providing information about the trade itself, as well as the history and significance of the area as a whole, including that of American Indians, Quakers, Masons, the Jewish community and the founding of Richmond. Signage for this purpose was developed for the April 3, 2015, Future of Richmond's Past program in Shockoe Bottom and could be used as a starting point for park signage.

7 - Develop a **website** to explain the history of the area and promote it as a tourism destination. (The Hollywood Cemetery has an excellent website that gives an idea of what is possible: <http://www.hollywoodcemetery.org>)

8 - Develop an **online walking tour** that can be accessed by smart phones and other personal devices.

9 - Develop a printed **brochure** that describes the district and its history.

At this point we would have – at minimal cost – a Shockoe Bottom Memorial Park: a dignified green space beautifying an otherwise unsightly and underused part of Richmond's historic Downtown. The park itself would form a coherent whole, symbolizing the fact that at one time Shockoe Bottom was an integrated commercial district serving the slave trade. If properly promoted by the City and regional and state tourism agencies, it would have the potential to become a major tourism destination. *(See appendix for examples of existing sites that represent ideas discussed in this proposal.)*

PARK DEVELOPMENT STAGE TWO

The further development of the park could proceed as follows, **as money becomes available:**

1 - **Museum vs. Interpretive Center** – In the Community Brainstorming Sessions, there were two views on what should be developed to tell the story of Richmond's role in the slave trade. Some participants favored a **Museum**, while most suggested an **Interpretive Center** within what was described as an **Outdoor Living Museum**.

The Merriam-Webster Dictionary defines a museum as “a building in which interesting and valuable things (such as paintings and sculptures or scientific or historical objects) are collected and shown to the public.” While there was some support for this option, the majority felt that it would be a prohibitively expensive project, one that would have to compete for visitors, funds and artifacts with existing local museums, particularly the Black History Museum and Cultural Center of Virginia.

The majority of participants instead suggested an **Interpretive Center**, similar to what the National Parks Service has created at the site of New York City’s African Burial Ground or the City-owned Old Slave Mart Museum in Charleston, S.C. These are spaces that include exhibits, videos, audio records and some artifacts that tell a coherent story.

While concentrating on the Virginia slave trade, the Interpretive Center also would house exhibits on the history of the area’s indigenous peoples, as well as early Jewish, Quaker, Masonic and municipal history.

The center also would cover the origins and cultures of Black people in Africa itself, so that visitors can understand that Black History did not begin or end with slavery. One focus could be on the **Malian Empire of West Africa**, where many of Richmond’s early Black Americans likely have their roots. The history of that empire is taught in Virginia public schools under the SOL program. Further, Richmond has a Sister City and close cultural relationship with the **Malian city of Ségou**. A Sister City relationship with **Windhoek, Namibia**, is also being developed.

The center also could house a visitor’s center with a bookstore/gift shop. There could be guest books, digital recorders or computers for visitors to record their thoughts, feelings and impressions. The center could include community meeting and performing arts spaces, as well as restrooms and information about other Richmond historic sites and museums.

The Interpretive Center should be designed, first, to meet the needs of the local community. Programming should be free and open to the public.

In addition to the Interpretive Center, the Memorial Park would itself be a kind of outdoor museum, with exhibits, statuary and more. (See Suggestions 2-6 below.)

One option would be to house the Interpretive Center in the **Main Street Station Train Shed**, an existing structure now undergoing extensive renovations, largely using state and federal money. The City says it has not yet decided what the renovated building will be used for. Using the Train Shed would be far less expensive than constructing a new building, and has the advantage of being above the flood plane. (More on this below.)

Creating opportunities for small and “minority” business enterprises should be another

key component of redevelopment in Shockoe Bottom, in line with the City of Richmond's **2011 Shockoe Economic Revitalization Strategy**. Tying the historic and heritage tourism ventures to improved public transportation and workforce development, especially if done in collaboration with local high schools, community colleges, universities and area employers, could go a long way toward stimulating and stabilizing living-wage jobs and strengthening local economies.

We would also suggest that the Train Shed house an **African Marketplace**, similar to the one on 125th Street in New York's Harlem, where local Black craftspeople could sell their wares. This would contribute to the local economy, while adding an important cultural aspect to the Memorial Park.

2 - Programming – Programming should inspire residents and visitors to discover the meaning of Shockoe Bottom through archaeology, historic interpretation, study of African culture and orientation to adjacent historic neighborhoods which grew up around Shockoe Bottom. We envision programming to support genealogical research, including DNA analysis, to help people find information about their ancestors.

3 – Symbolic Recreation of Shockoe Creek – The original Shockoe Creek now flows under Shockoe Bottom through a culvert. We are suggesting that a new above-ground water feature be developed to simulate the original creek. This waterway would run along the east side of the present-day CSX railroad tracks. In addition to being an attractive new visual and audio feature for the Bottom and illustrating the historic connection between Shockoe Creek, the Kanawha-Haxall canals and the James River, this feature could be constructed in such a way as to satisfy the EPA and Chesapeake Bay Act mandates to separate storm water and sewer management.

4 - Archaeological Investigation and Excavation – Excavation sites could serve as “windows” through which visitors could more clearly see and understand the meaning of Shockoe Bottom. On-going archaeological excavation would draw visitors and engage people, especially youth, in the ongoing process of discovery.

5 - Commemorative Monuments – To be placed throughout the Memorial Park, interpreting and/or depicting the slave trade, resistance to slavery and historic figures and events associated with Shockoe Bottom. (See Appendix 1.) A memorial should be constructed in the African Burial Ground.

6 - Public Art - We envision Shockoe Bottom as a place of beauty and art. Works of art installed, displayed or performed in Shockoe Bottom would bring the space to life, evoke the site's many layers of meaning and inspire visitors with the stories of people linked to Shockoe Bottom. The art forms envisioned include sculpture, murals, photos, plays, music, spoken word, dance and cultural festivals.

THE VALUE TO RICHMOND: REDEMPTIVE, ECONOMIC, CULTURAL

REDEMPTIVE: A Center for Truth & Reconciliation

After the system of apartheid was overthrown in South Africa, the new government, led by the African National Congress, created a **Truth and Reconciliation Commission** to examine the crimes committed during the decades of brutal enforcement of racial segregation and labor exploitation.

On July 11, 2015, the Richmond Times-Dispatch noted in an editorial that the United States has never had its own truth and reconciliation process to examine the period of slavery and the slave trade, and stated that “Virginia is the ideal state to take the lead in addressing truth and reconciliation.”

On July 25, the RTD expanded on this proposal, stating that “The Bottom is the place to center such an effort.”

We agree. Shockoe Bottom, where one can view the foundation of an actual slave jail, visit a cemetery where the majority of those interred were enslaved and walk some of the same streets where the enslaved were forced to walk to and from the jails and auction houses, is the place where this country’s founding on a slavery-based economy finally can be examined, along with the myriad consequences that flowed from that system right into our present time.

ECONOMIC: A Place for Economic Growth

The main economic benefits from a developing Shockoe Bottom Memorial Park would come from increased tourism, enhanced by the higher profile Richmond would gain from leading a national effort to re-examine this country’s history. Tourism means tax dollars, business income and jobs, and tourism is stimulated by greater national and international name recognition. Its presence would attract convention business from academia, church groups, historical societies, sororities and fraternities, among many others. The benefits would flow to hotels, restaurants, taxi companies, tour companies, shopping areas and other local attractions, with a resulting increase in sales taxes and employment.

This is the same rationale behind decisions to lure a national football team, an international bicycle race and other efforts that require City and State investment. But the Memorial Park would be permanent, not a seasonal or one-time event.

This also was the conclusion of the City’s own **2011 Shockoe Economic Revitalization**

Strategy report, which stated: “The City of Richmond is one of the most historic urban centers in North America. Shockoe, located centrally and adjacent to high volume interstate traffic in I-95, along with numerous cultural and historic sites, offers the opportunity to serve as the ‘gateway’ for Richmond’s tourists. With the advent of enhanced rail services, development of catalyst projects*, and the creation of the nationally designated Slavery Museum and related heritage assets, the area provides both the attractions and the setting to attract substantial tourism from regional, national, and international markets.” (*Shockoe Economic Revitalization Strategy, 2011, Page 37 / Strategy 2: Position Shockoe as Richmond’s Premier Tourism Gateway*)

And further: “This emphasis on the heritage and cultural resources of Shockoe Bottom distinguishes the area from any other part of Richmond, and will result in substantial tourism and visitation. As Shockoe revitalizes, it is highly likely that the area will grow into a major destination.” (*Shockoe Economic Revitalization Strategy, 2011, Bay Area Economics, Page 19 / Vision for Shockoe - Key Themes*)

In the creation and maintenance of the Memorial Park, every effort should be made to see that the **business contracts first benefit Black businesses**, consistent with City, State and Federal law.

In the same way, **new jobs** resulting from the creation and maintenance of the park **should be awarded first to the city’s unemployed Black workers**, with an emphasis on unemployed youth and residents returning to their communities after being released from the Richmond City Jail.

CULTURAL: Arts, Education, Handicrafts

The creation of an African and African-American **Performing Arts Space** in an Interpretive Center could greatly enhance existing Black cultural efforts in the city by providing a central location easily accessible to visitors from beyond the city. Such efforts could include plays, spoken word, dramatic readings, music, dance, photography exhibits and more. Such a space should be open to both professional and nonprofessional artists, including school children.

As stated above, we would suggest that the train shed house an African Marketplace, similar to the one on 125th Street in Harlem, where local Black craftspeople could sell their wares. This would contribute to the local economy, while adding an important cultural aspect to the Memorial Park.

HOW MUCH WILL IT COST?

Acquiring the Privately Owned Parcels

The few privately owned land parcels in the two blocks east of the CSX railroad tracks are owned by the Loving family and are currently assessed at \$2,402,000. These parcels would have to be acquired.

Acquiring the City Owned Parcels

City owned parcels can simply be set aside for this use. No cost.

Other Expenses

The City would be better able to estimate the cost of the other aspects of developing the Memorial Park, such as:

- Removing the concrete from the acquired Shockoe Bottom land parcels
- Installing sod
- Planting trees and shrubbery
- Creating walking paths
- Developing and installing educational signage
- A budget to maintain the park
- Developing and staffing an Interpretive Center (in Stage Two)

The Flood Plain

A major financial consideration is addressing the fact that **Shockoe Bottom lies in a flood plain**. It is our understanding that **the main concern is that emergency vehicles are able to enter an area** during a flood. In the mayor's Revitalize RVA plan, this was addressed by proposing a concourse around the baseball stadium. The same goal could be reached by constructing any kind of elevated roadway to adjacent residences and businesses and **would not be necessary for the Memorial Park** itself, especially if the Interpretive Center and African Marketplace were located in the Main Street Station Train Shed, which already is elevated above flood level.

If the only reason for access is to serve developer goals, it would seem fair that an elevated roadway be paid for by the private entities building adjacent residences and businesses, not by the public.

However, flooding would affect the park itself and would have to be addressed in some way, if only in terms of post-flooding clean-up.

HOW WILL IT BE FUNDED?

Richmond City Council has pledged \$5 million for historical memorialization in Shockoe Bottom. The **Virginia General Assembly** has pledged \$3 million, plus another \$9 million to reimburse the City for up to 25% of memorialization-related expenditures. Note: This money was specifically pledged for memorialization in Shockoe Bottom and would not be taken from other needs, such as schools.

\$5 million from the City, plus \$3 million from the state, plus \$1,250,000 in reimbursement from the state for the City spending \$5 million comes to a total initial budget of \$9,250,000. Then the state would reimburse the City \$1 for every additional \$4 spent, up to an additional \$7.75 million in state money.

City Council also should look into whether any state money is left from the **\$1 million appropriated by the General Assembly for the African Burial Ground**. The asphalt removal and sod installation was donated by three contractors.

As stated above, the only privately-owned land parcels involved are currently assessed at \$2,402,000. Of the now-available money, that would leave \$6,848,000 for clearing, sodding and landscaping the property, plus extending the Trail of Enslaved Africans and erecting signage.

Further funds, for **Stage Two** of the project, could be raised in two ways:

Fund-raising Campaign – In his Revitalize RVA development proposal, Mayor Jones said he would encourage a \$30 million private fundraising effort, to be led by a Capital One executive. No action has yet been taken on this offer, but presumably the potential still exists.

Tax Increment Financing (TIF) – This public financing method was suggested by Mayor Jones as a way to cover the public cost of building the stadium. Using TIF, the tax monies generated by commercial and residential development around a Shockoe Bottom baseball stadium would have been directed to paying for the stadium itself. In a similar way, TIF funding could be used to pay for Stage Two of the Shockoe Bottom Memorial Park.

WHO / WHAT WILL RUN IT?

The general feeling in the Community Brainstorming Sessions was that the Shockoe Bottom Memorial Park should be run by a **non-profit created specifically for this purpose**. Possible partners in this effort could include the **National Park Service, Virginia Department of Conservation and Recreation, the City of Richmond** and the **Black History Museum and Cultural Center of Virginia**.

Whatever entity or collection of entities is entrusted with running the Shockoe Bottom Memorial Park, it must agree to work with a **Community Advisory Committee**, made up of individuals and organizations with proven records of working to reclaim and properly memorialize Shockoe Bottom.

Appendix: Stories from Shockoe Bottom (Partial Listing)

1. **Gabriel**, the great slave-rebellion leader who was executed at the African Burial Ground on Oct. 10, 1800.
2. **Nan**, Gabriel's wife, who played a key role in planning the rebellion.
3. **Madison Washington**, an enslaved Virginian held at Lumpkin's Jail who then led the successful mutiny on the slave brig **Creole**.
4. **Solomon Northup**, author of "12 Years a Slave," who was held overnight in one of William Goodwin's jails while on his forced journey to New Orleans.
5. **Anthony Burns**, an enslaved man from Stafford County, Va., who in 1853 escaped to Boston. His arrest there under the notorious Fugitive Slave Act prompted a famous but unsuccessful abolitionist raid on the courthouse where he was being tried. Convicted of escaping to freedom, Burns was brought back to Richmond and held for four months, as punishment, in Lumpkin's Jail.
6. The self-emancipation of **Henry "Box" Brown**, using the shipping and transportation methods of the day.
7. **Mary Lumpkin** and **Corinna Omohundro**, enslaved women "married" to major slave traders.
8. **Mary Bowers** and **Elizabeth Van Lews**, Richmonders who spied during the Civil War for the Union. Bowers, formerly enslaved, worked as a maid in the White House of the Confederacy, from which she passed along vital information to Van Lews's spy network. They were never discovered.
9. **Seabrook Tobacco Warehouse Building** (1810-1910), located at 17th and East Franklin streets that employed enslaved workers.
10. **Emancipation Day**: The ending of slavery in Richmond on April 3, 1865, when thousands of Union troops, led by Black soldiers, marched into the city, liberated Lumpkin's Jail and held a rally on East Broad Street – right on the northern edge of the Shockoe Bottom Memorial Park.
11. U.S. Colored Troops **Chaplain Garland H. White**, formerly enslaved in Virginia, speaking at the mass rally on East Broad Street and then being reunited with his mother, 20 years after he escaped from slavery.
12. **President Lincoln's walk** through Richmond.
13. The origins of **Virginia Union University** in the site of Lumpkin's Jail.
14. The **annual April 3 Emancipation Day Parade** that brought out thousands of Black people in a mass march through Richmond.

NOTES