



## Application for Urban Design Committee Review

Department of Planning and Development Review

900 E. Broad Street, Room 510

Richmond, Virginia 23219 | (804) 646-6335

<https://www.rva.gov/planning-development-review/urban-design-committee>



### Application Type (select one)

- ☒ Location, Character, & Extent  
☐ Encroachment  
☐ Other:

### Review Type (select one)

- ☐ Conceptual  
☒ Final

### Project Information

Submission Date: 6.18.2026

Project Name: Lumpkin's Jail Pavilion

Project Address: 1500 E. Franklin St., 1501 E. Broad St.

Parcel:  
E0000127005

Site Plan Reference Number (If Applicable):

Brief Project Description (this is not a replacement for the required detailed narrative):

New Pavilion Building above Lumpkin's Jail Archaeology Remains

### Applicant Information (a City representative must be the applicant, where applicable)

Name: Jeannie Welliver

Email: jeannie.welliver@rva.gov

City Agency: General Services

Phone: 804 366 4164  
personal cell

Main Contact (if different from Applicant): n/a

Company:

Phone: 804 646 7322  
office

Email:

### NOTE: FINAL reviews will be required to apply to the City's Site Plan process first.

Applications for FINAL review must first apply to the City's Site Plan process and receive the first round of reviews from City agencies prior to going to the UDC. [Click Here](#) for information on the Site Plan process. UDC review will be held within the Site Plan process and will not require an additional application.

### CONCEPT Review

The need for a CONCEPT application will be determined by the Urban Design Committee Secretary, Ray Roakes, at [Raymond.roakes@rva.gov](mailto:Raymond.roakes@rva.gov). Please email applications for CONCEPT directly to the Secretary.

### Submittal Deadlines

*Late or incomplete submissions will be deferred to the next meeting.*

Applications are typically due by the third Thursday of the month, including Site Plan applications.

### Background

The UDC is an 11-member committee created by City Council in 1968 whose primary purpose is to advise the City Planning Commission (CPC) on the design of projects on City property or right-of-way in connection with the performance of the duties of the Commission under Sections 17.05 and 17.07 of the City Charter. The UDC also advises the Department of Public Works in regard to private encroachments in the public right-of-way.

**Final Design Application  
LUMPKIN'S SLAVE JAIL PAVILION**

## PROJECT NARRATIVE

### **BACKGROUND AND PURPOSE**

#### **City's Master Plan:**

Aligned with the goals of the Richmond 300 Masterplan and the Shockoe Small Area Plan to “interpret sites of historical and cultural significance,” Lumpkin’s Slave Jail Pavilion will excavate and daylight the deposits of Richmond’s most infamous slave jail for public view.

#### **Site Development, Federal Interest, and Historic Preservation:**

##### National Historic Landmarks Adjacency:

The site is located on city-owned land and is within land purchased utilizing federal and state grant funding associated with the Main Street Station Multimodal Transportation Center. The site is located adjacent to the west of two National Historic Landmarks: the Main Street Station clock-towered headhouse and the Main Street Station trainshed.

##### FEMA 100-Year Floodway and Floodplain:

The Lumpkin’s slave trading complex is located within a FEMA-designated 100-year floodplain as well as 100-year floodway. No new vertical construction/development is allowed in the floodway without pursuing a Letter of Map Revision; therefore, the proposed pavilion *above grade* rests solely in the floodway fringe, out of the floodway limits.

### **HISTORIC CONTEXT**

*“Lumpkin’s Jail was owned by Robert Lumpkin, whose compound included lodging for slave traders, a slave holding facility, an auction house, and a residence for his family. Enslaved Africans held for auction at Lumpkin’s Jail referred to it as “the Devil’s Half Acre.”*

- [Richmond Slave Trail Markers](#)

The design for Lumpkin’s Slave Jail Pavilion comes out of decades of work by the Richmond Slave Trail Commission and Richmond community. The 2006 and 2008 archaeological investigations of Lumpkin’s Slave Jail site confirmed the presence of archaeological deposits associated with the antebellum slave-trading complex, most notably the deposits of the jail structure itself nearly 15 feet below current grade. The 2026 ground-penetrating radar survey geolocated the jail complex archaeological deposits and the Pavilion has been re-positioned accordingly to align with the below grade remains.

## **CHANGES TO THE DESIGN SINCE CONCEPTUAL DESIGN REVIEW SUBMISSION TO UDC**

### **Pavilion Placement:**

Since the pavilion was last reviewed by UDC, the City completed a ground-penetrating radar (GPR) survey of the site, which included selective trenching in January 2026. This provided GPS coordinates of the archaeological deposits, which were not available when the first archaeological investigations were conducted in 2006 and 2008. This advancement of GPR technology has allowed the architect to re-align and more accurately position the pavilion over the location of the archaeological remains of Lumpkin's slave-trading complex.

As a result, the pavilion has been slightly rotated counterclockwise, requiring alterations to the entry and exist sequence to remove this portion of the former above-grade floorplan from the floodway footprint. The triangular shape of the pavilion is driven by the location and limits of the floodway, as no vertical new development above grade can be built within the floodway.

### **Design Flood Elevation:**

Since the conceptual design presentation, the building Design Flood Elevation (DFE) has been confirmed by DPU at 37.2' (8' 10" above finish floor elevation). The architects have raised the height of the necessary "floodwall" incorporated into the pavilion building's base *above grade* to comply with this DFE. The pavilion is supported by secant pile walls driven to bedrock to create a protected environment to allow the safe exposure of the archaeological remains of the Lumpkin's Jail compound.

### **Artistic/Architectural Changes:**

The design has progressed to incorporate interpretive brick features and pin-mounted signage that will allow visitors to understand the history of the site when the pavilion is closed. The signage uses a new historically-inspired font created solely for The Shockoe Project.

## **COMMUNITY VISION**

Since the creation of the Richmond Slave Trail Commission, which was tasked with preserving and presenting the history of slavery in Richmond, the community's involvement in developing and telling this history and story has been powerful. Below is a timeline of many of the masterplans, proposals, workshops, and engagement work that have engaged with the site or this story.

2009

MASTERPLAN PROPOSAL FOLLOWING COMMUNITY ENGAGEMENT  
PRESENTATION OF MASTER PLAN TO THE VIRGINIA GENERAL ASSEMBLY  
Slave Trail Commission with Stockton Clay Architects

NOVEMBER 2015

RICHMOND SPEAKS ABOUT LUMPKIN'S JAIL SITE  
Richmond Speaks

2017-2018

LUMPKIN'S SLAVE JAIL/DEVIL'S HALF ACRE PROJECT  
SmithGroup

MARCH 2023

ORIENTATION AND INTERPRETATION WORKSHOP  
Shockoe Project Team

MAY 2023

CURATORIAL WORKSHOP  
Shockoe Project Team

OCTOBER 2023

[SHOCKOE SMALL AREA PLAN](#)  
City of Richmond

FEBRUARY 2024

[SHOCKOE PROJECT MASTERPLAN](#)  
Baskervill

APRIL 2025

UDC CONCEPTUAL REVIEW  
City of Richmond

APRIL 2025

PLANNING COMMISSION CONCEPTUL APPROVAL  
City of Richmond

## **UDC RESPONSE**

Conditions for Approval from 4/15/2025 Staff Report:

### Transportation:

Staff recommends the inclusion of permeable hardscape materials and sustainable stormwater features to enhance site resilience and minimize runoff. Pervious paving is encouraged throughout walking paths and gathering spaces. Final details to be submitted for final review. **Pervious paving is not feasible at the elevated slab above the excavation. Site details will be submitted separately when the site plan is submitted for final review.**

### Environment:

Staff recommends the applicant ensure that the design incorporates ADA-compliant pathways and features throughout the site and strengthens pedestrian connections to nearby assets. **The plaza at the elevated slab above the excavation is ADA-compliant. All site pathways and features will be submitted separately when the site plan is submitted for final review.**

Staff recommends the applicant submit final planting plans emphasizing native species and pollinator-friendly landscapes. **Planting plans will be submitted separately when the site plan is submitted for final review.**

Staff recommends that a maintenance plan be submitted during the Final UDC review phase to include landscaping, sustainability features, and public spaces. **A site maintenance plan will be submitted separately when the site plan is submitted for final review.**

### Public Facilities:

Staff recommends a consistent design approach for wayfinding signage, with materials, typography, and layout complementing the contemplative character of the site. Site furnishings (benches, waste receptacles, signage) should be durable, vandal-resistant, weather-appropriate, and aesthetically compatible with the historic context of Shockoe Bottom. **Typography of all future signage will use the font on page 22. Site furnishings will be submitted separately when the site plan is submitted for final review.**

Staff recommends, where appropriate and if feasible, that the applicant integrate public art elements into the site design, such as interpretive signage, sculptural features, or landscape installations that commemorate the site's history and contribute to placemaking efforts. **Artistic interpretation is integrated into the architectural design of the pavilion.**

Staff recommends that final exterior materials be aesthetically and structurally durable, of high quality, and require minimal maintenance to ensure long-term resilience. **See finishes on page 16.**

Staff recommends that, where appropriate, anti-graffiti coatings be applied to exterior surfaces to reduce ongoing maintenance requirements. Staff recommends that the applicant provide samples or product specification sheets of exterior building materials for Final Review. **See finishes on page 16. The architect will provide physical samples during the in-person July UDC Meeting.**

### Community Character:

Staff recommends the applicant provide final details on lighting plans to ensure fixtures are pedestrian-scaled, minimize unnecessary light pollution, and where possible, are Dark-Sky compliant to reduce environmental impacts. **Site lighting plans will be submitted separately when the site plan is submitted for final review.**

Staff recommends the applicant provide details regarding final design, dimensions, and materials for any future building or built features to be submitted to UDC for Final Review. **Each built feature of the masterplan will be submitted separately, including final design, dimensions, and materials, to UDC for final review.**

#### **PROJECT BUDGET AND FUNDING**

\$18 million

City Capital Improvements Budget

State of Virginia Budget Appropriation

#### **CONSTRUCTION PROGRAM AND START DATE**

Fall 2026:

Advertise Request for Qualifications for Contractors advertised late Summer 2026

Winter 2027:

Advertise IFB to pre-qualified general contractors

#### **MAINTENANCE PLANS**

The building will be operated and maintained by the Shockoe Legacy Foundation, a 5013c non-profit organization.