

INTRODUCED: September 27, 2021

AN ORDINANCE No. 2021-270

As Amended

To amend Ord. No. 2021-041, adopted May 24, 2021, which adopted the Special Fund Budgets for Fiscal Year 2021-2022 and appropriated the estimated receipts of the Special Revenue funds, to transfer funds in the amount of [~~\$1,300,000.00~~] \$1,000,000.00 from the Office of the City Attorney’s “Delinquent Tax Sales” special fund and to amend Ord. No. 2021-042, adopted May 24, 2021, which accepted a program of proposed Capital Improvement Projects for Fiscal Year 2021-2022 and the four fiscal years thereafter, adopted a Fiscal Year 2021-2022 Capital Budget, and determined a means for financing the same by appropriating the funds transferred to the Fiscal Year 2021-2022 Capital Budget by increasing revenues and the amount appropriated to the Department of Parks, Recreation and Community Facilities’ Enslaved African Heritage Campus project by [~~\$1,300,000.00~~] \$1,000,000.00 for the purpose of procuring design services and associated community engagement.

\_\_\_\_\_  
Patron – Mayor Stoney and City Council

\_\_\_\_\_  
Approved as to form and legality  
by the City Attorney  
\_\_\_\_\_

PUBLIC HEARING: OCT 11 2021 AT 6 P.M.

THE CITY OF RICHMOND HEREBY ORDAINS:

§ 1. That Ordinance No. 2021-041, adopted May 24, 2020, which adopted the Special Fund Budget for the fiscal year commencing July 1, 2021, and ending June 30, 2022, and made appropriations thereto, is hereby amended by transferring funds in the amount of [~~\$1,300,000.00~~] \$1,000,000.00 from the Office of the City Attorney’s Delinquent Tax Sales special fund.

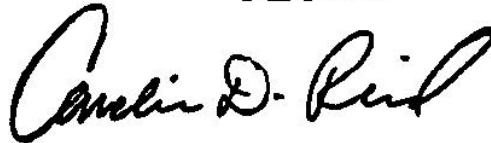
AYES: 9 NOES: 0 ABSTAIN: \_\_\_\_\_

ADOPTED: JAN 10 2022 REJECTED: \_\_\_\_\_ STRICKEN: \_\_\_\_\_

§ 2. That the funds transferred pursuant to section 1 of this ordinance are hereby appropriated to the Capital Budget for the fiscal year commencing July 1, 2021, and ending June 30, 2022, by increasing estimated revenues by [~~\$1,300,000.00~~] \$1,000,000.00, increasing the amount appropriated for expenditures by [~~\$1,300,000.00~~] \$1,000,000.00, and allotting to the Department of Parks, Recreation and Community Facilities' Enslaved African Heritage Campus Project in the Culture and Recreation category the sum of [~~\$1,300,000.00~~] \$1,000,000.00 for the purpose of procuring design services and associated community engagement.

§ 3. This ordinance shall be in force and effect upon adoption.

**A TRUE COPY:  
TESTE:**

A handwritten signature in black ink, appearing to read "Carlin D. Reed". The signature is written in a cursive style with a large initial "C".

**City Clerk**




# CITY OF RICHMOND

## INTRACITY CORRESPONDENCE


### O&R REQUEST

**DATE:** August 30, 2021 **EDITION:** 1

**TO:** The Honorable Members of City Council


**THROUGH:** The Honorable Levar M. Stoney, Mayor 

**THROUGH:** J.E. Lincoln Saunders, Acting Chief Administrative Officer 

**THROUGH:** Jason P. May, Acting Director of Budget and Strategic Planning 

**THROUGH:** Sheila White, Director of Finance *Sheila Rollerson* on behalf of Sheila White

**THROUGH:** Chris Frelke, Director of Parks, Recreation & Community Development 

**THROUGH:** Haskell C. Brown, III, Acting City Attorney   
(Only as to the availability of \$1,300,000 to be transferred from the Office of the City Attorney's Delinquent Tax Sale special fund)

**FROM:** Sharon L. Ebert, DCAO – Planning & Economic Development Portfolio 

**RE:** To amend the FY2022 Capital Budget by appropriating additional funds in the amount of \$1,300,000 to the "Enslaved African American Heritage Campus" project

**ORD. OR RES. No.** \_\_\_\_\_

**PURPOSE:** To (i) amend Ord. No. 2021-041, adopted May 24, 2021, which adopted the Special Fund Budgets for Fiscal Year 2021-2022 and appropriated the estimated receipts of the Special Revenue funds, to transfer funds in the amount of \$1,300,000.00 from the Office of the City Attorney's "Delinquent Tax Sales" special fund and (ii) to amend Ord. No. 2021-042, adopted May 24, 2021, which accepted a program of proposed Capital Improvement Projects for Fiscal Year 2021-2022 and the four fiscal years thereafter, adopted a Fiscal Year 2021-2022 Capital Budget, and determined a means for financing the same, by appropriating the funds transferred from the City Attorney's "Delinquent Tax Sales" special fund to the FY 2021-2022 Capital Budget by increasing estimated revenues and the amount appropriated to the Enslaved African American Heritage Campus project by \$1,300,000.

**REASON:** To increase the funding available for the Enslaved African American Heritage Campus capital improvement project, which will enable the procurement of services for campus design and associated engagement.

**RECOMMENDATION:** The City Administration recommends approval.

**BACKGROUND:**

This project reflects significant advocacy over many decades by numerous individuals and organizations to properly honor and memorialize the trade in enslaved Africans that was centered in Shockoe. Numerous proposals have been made for how best to achieve this goal including a memorial park and a National Slavery Museum. In 2018, the Rose Fellowship began to bring these various proposals into focus. The Rose Fellowship suggested the creation of an inclusive community engagement strategy which led to the Mayor's creation of the Shockoe Alliance to guide the community conversation to develop a Shared Vision for Shockoe that would be incorporated into an area plan. In 2019, the VCU Center for Urban Regional Analysis at Virginia Commonwealth University prepared a study, *Shockoe Bottom Memorialization: Community and Economic Impacts*, for Preservation Virginia, Sacred Ground Historical Reclamation Project and the National Trust for Historic Preservation. CURA stated in the report that the Shockoe Bottom Memorial Campus "has the potential to become a site of reflection, contemplation, perseverance, innovation, and heritage tourism." (For reference, see the CURA Impact Study attached.) The notion of a "Campus" in Shockoe came from the Center for Design Engagement that envisioned a project that combined a memorial park and museum with other development opportunities that create equity in the area. A conceptual plan was completed thanks to significant efforts undertaken by the Sacred Ground Historical Reclamation Project, Preservation Virginia, and the National Trust for Historic Preservation.

City Council adopted Ord. No. 2020-194 on September 28, 2020 establishing the official Enslaved African American Heritage Campus capital improvement project with an initial appropriation of \$1,700,000. By appropriating an additional \$1,300,000, the adoption of this ordinance would increase the project's funding to date to a total of \$3,000,000, which increase will enable the City to utilize of portion of the available funding to procure services for campus design and associated community engagement.

**FISCAL IMPACT / COST:** The total project cost is estimated to be approximately \$38,000,000. The project received initial funding of \$1,700,000 via City Council's adoption of Ord. No. 2020-194 on September 28, 2020 and the adoption of this ordinance would add an additional \$1,300,000, increasing the project's funding to date to a total of \$3,000,000.

**FISCAL IMPLICATIONS:** The funding source for this appropriation surplus in the Office of the City Attorney's Delinquent Tax Sales special fund that has accrued from tax sale proceeds unclaimed by those who are entitled to claim them. The \$1,300,000 to be transferred represents a portion of the available funds in the Delinquent Tax Sales special fund that the Office of the City Attorney believes is not needed to ensure the continued operation of the Office's tax sale program.

**BUDGET AMENDMENT NECESSARY:** Yes. An amendment is needed to transfer funds from the City's Special Fund Budgets to the City's FY2021-2022 capital budget.

**REVENUE TO CITY:** The City estimates that the long-term economic development benefits from local, regional, national and international tourism to this Campus may generate \$3,700,000 in direct, indirect and induced economic impact (please refer to the attached CURA Impact Study).

**DESIRED EFFECTIVE DATE:** Upon adoption

**REQUESTED INTRODUCTION DATE:** September 27, 2021

**CITY COUNCIL PUBLIC HEARING DATE:** October 11, 2021

**REQUESTED AGENDA:** Consent

**RECOMMENDED COUNCIL COMMITTEE:** No committee referral pursuant to Rule VI(B)(4)

**CONSIDERATION BY OTHER GOVERNMENTAL ENTITIES:** Planning Commission

**AFFECTED AGENCIES:** Budget and Strategic Planning, Finance, Economic Development, Parks and Recreation, Public Works, Public Utilities, City Attorney's Office

**RELATIONSHIP TO EXISTING ORD. OR RES.:** Amendment to Ord. Nos. 2021-041 and 2021-042

**REQUIRED CHANGES TO WORK PROGRAM(S):** None

**ATTACHMENTS:** Ordinance 2020-194; and CURA Impact Study entitled "*Shockoe Bottom Memorialization: Community and Economic Impacts*"

**STAFF:** Kimberly Chen, Senior Manager

# SHOCKOE BOTTOM MEMORIALIZIZATION

COMMUNITY AND ECONOMIC IMPACTS

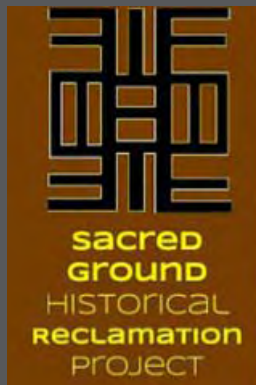
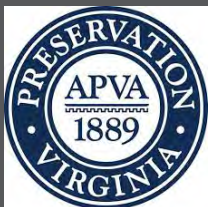


OCTOBER 2019



**VCU** Center for Urban and Regional Analysis

L. Douglas Wilder School of Government and Public Affairs



National Trust for Historic Preservation

Save the past. Enrich the future.™



# SHOCKOE BOTTOM MEMORIALIZATION

COMMUNITY AND ECONOMIC IMPACTS

Prepared for:

**PRESERVATION VIRGINIA  
SACRED GROUND HISTORICAL RECLAMATION PROJECT  
NATIONAL TRUST FOR HISTORIC PRESERVATION**

Prepared by:

**CENTER FOR URBAN AND REGIONAL ANALYSIS**

Prepared at:



**VCU**

Center for Urban and  
Regional Analysis

L. Douglas Wilder School of  
Government and Public Affairs

**OCTOBER 2019**



## ACKNOWLEDGMENTS

We are grateful to Elizabeth Kostelny, Justin Sarafin and Lisa Bergstrom of Preservation Virginia for their leadership and support throughout this project. We thank Ana Edwards from the Sacred Ground Historic Reclamation Project and Robert Newman from the National Trust for Historic Preservation for sharing their knowledge with us and providing invaluable insights and feedback. We thank Ana also for many of the images of the Shockoe Bottom area used in this report. We also thank Esra Calvert of the Virginia Tourism Corporation for her assistance in obtaining and local tourism visitation and spending data. And we thank the site/museum directors and representatives from all case studies for sharing their experiences with us.

We are also very grateful to the residents, businesses, community representatives, and city officials who participated in focus groups, giving their time and insights about this transformative project for the City of Richmond.

## ABOUT THE WILDER SCHOOL

The L. Douglas Wilder School of Government and Public Affairs at Virginia Commonwealth University informs public policy through cutting-edge research and community engagement while preparing students to be tomorrow's leaders. The Wilder School's Center for Public Policy conducts research, translates VCU faculty research into policy briefs for state and local leaders, and provides leadership development, education and training for state and local governments, nonprofit organizations and businesses across Virginia and beyond.

## ABOUT CURA

The Center for Urban and Regional Analysis (CURA) is the economic and policy research center of the L. Douglas Wilder School of Government & Public Affairs at Virginia Commonwealth University. The Center serves stakeholders and organizations at all levels of focus, providing information systems support, program impact analysis, public policy evaluation, targeted investment models, and strategic plans to state agencies, regional and metropolitan organizations, planning districts, cities, counties and towns, as well as businesses and non-profit organizations.



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# EXECUTIVE SUMMARY

Shockoe Bottom houses several significant sites vital to telling the story of enslaved Africans and the history of their descendants. The neighborhood, one of the oldest in Richmond, served as the hub of Richmond's slave trade through 1865, and its structures and sites include Lumpkin's Jail and Richmond's African Burial Ground. Community efforts have preserved some of the area from further development, but continued market pressures led the National Trust for Historic Preservation to name Shockoe Bottom as one of the country's most endangered historic places in 2014.

A coalition of organizations—from the community-led Sacred Ground Historical Reclamation Project to Preservation Virginia—has funded and supported efforts to preserve and honor the sites through a memorial park and, ultimately, a museum. These efforts would create nexus for residents and visitors wishing to explore the heritage of descendants of enslaved people, the history of Richmond, and the history of the United States.

Heritage tourism—travelers seeking an authentic experience of the past—represents a major segment of tourism, and African-American heritage tourism is a growing market. With that in mind, this report examines:

1. African-American heritage sites outside Richmond,
2. Potential economic impact of a Memorial Park and Museum in Richmond, and
3. Potential cultural impacts through the eyes of the descendants of enslaved people, City leaders, and Shockoe Bottom businesses.

## Case Study Analysis: African-American Heritage Sites

Study of five different heritage sites, including interviews with site managers and directors, offered an understanding of how the sites formed, function, and fund operations. Several sites represent the locations of important historical events and artifacts, including the Lorraine Hotel in Memphis and the Contrabands and Freedman Cemetery in Alexandria.

Each site studied represents decades of effort. The Contrabands and Freedman Cemetery remained buried beneath commercial structures and parking lots from the 1950s until the late 1990s. A historian's discovery of archived news records pointing to the site in 1987 allowed for the site's eventual preservation, and the City of Alexandria purchased the cemetery land in 2002. Stakeholders erected a memorial sculpture at the site in 2013. Likewise, the Birmingham Civil Rights Institute grew from a 1986 task force to a National Monument designated by President Barack Obama in 2017.

In several cases, organizers and stakeholders met resistance from community members who expressed a fear of how highlighting the histories of sites could build a negative perception of the community's history. In other cases, the sites endured solely as a result of community demands. The complex and difficult paths many of the sites endured highlight the importance of strong community organizing and grassroots leadership.

Case studies also offered an understanding of how heritage sites secured funding for development and continuing operations. Although some sites grew from community donations and legislative actions, most secured funding through corporate sponsors and public-private partnerships.

## Economic Impacts

The potential economic impacts of Shockoe Bottom Memorial Park and Museum represent an estimate of how dollars from construction, operations, and visitor spending flow through the local economy. The economic impact model looks at impacts within the City of Richmond. While the construction of a memorial park and museum represent significant one-time impacts, much of that impact flows directly towards the construction industry and its suppliers. Operations and visitor-related spending represent impacts that are both ongoing and larger relative to each dollar invested.

# Phase 1: Memorial Park



\$11.5 M

\$4.5 M

75



\$0.81 M

\$0.32 M

8



\$3.7 to  
\$7.7 M

\$1.5 to  
\$3.1 M

43 to  
85





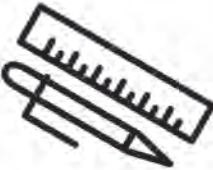

An \$8.7 million investment in the development of a memorial park will generate a total of \$11.5 million in economic impact in Richmond (direct, indirect, and induced), including supporting 75 jobs. With museum construction, a \$26.8 million construction project will generate a total of \$35.1 million in economic activity that supports 180 jobs. Around 153 of those jobs would be in construction and supplier industries.

Memorial park and museum operations and visitor spending, on the other hand, represent more transformative and lasting economic impacts. For one, these impacts are ongoing, and jobs supported by museum operations and visitor spending can be expected to remain stable. The impacts are also, dollar for dollar, greater. Each \$1.00 spent in both memorial park operations and museum operations generates another \$0.68 of economic activity in Richmond. Construction generates a smaller multiplier, adding \$0.31 to \$0.32 to the local economy for each \$1.00 spent.

Visitor spending represents a significant economic impact that speaks to the power of heritage tourism to benefit the local economy. Depending on the mix of in-town and out-of-town visitors, we estimate that memorial park visitor spending would generate between \$3.7 and \$7.7 million in total economic activity in Richmond each year, supporting 43 to 85 jobs. Museum visitor spending—a potentially larger group—would generate a total of \$28.4 million in economic activity in Richmond each year, supporting a total of 316 jobs.

### Community Impact

Researchers spoke with descendants of enslaved Africans, city leaders, Shockoe Bottom business owners, and developers to understand how the Memorial Park and Museum would impact the community and how each group felt the process should move forward. Analysis of focus group discussions identified a key theme of trans-

Phase 2: Museum	 Total Output	 Labor Income	 Employment
 Construction	\$35.2 M	\$11.0 M	180
 Operations	\$5.2 M	\$2.0 M	48
 Visitor Spending	\$28.4 M	\$11.6 M	316

formation. The past and present narratives of Shockoe Bottom represent a transformation of the space and of a people, and those narratives speak to the importance of preserving and remembering the history of the space.

Other themes of group discussions pull from the idea of transformation and how to appropriately tell the story of transformation. Participants pointed to intentional design, placemaking, and connectivity to bridge the current nightlife-focused activity of Shockoe Bottom with the memorial campus. They stressed the importance of engaging the community of descendants of enslaved people throughout the design process.

Participants identified the physical and historical layers of Shockoe Bottom as important to identify and either address or highlight. The area is environmentally fragile and prone to flooding, and any development must take that into account. But the area also has many layers of history, and the approach to creating a memorial must take care to create a space of reflection for descendants of enslaved people.

Finally, participants discussed funding mechanisms for the park. Thoughts on how to fund a memorial park and museum split among the different groups. Descendants and some business owners support a “friends of” model where the park receives support from the community. City officials and developers believe a public-private partnership represents the most effective method of fully funding such an effort, but many acknowledged public skepticism of such agreements. All participants described identifying a steady source of funding as important.





**HISTORIC BURIAL GROUND  
&  
LUMPKIN'S SLAVE JAIL  
PRESERVATION SITE**

Reflection  
Activities

**INTRODUCTION**

Please DO NOT





# INTRODUCTION

The purpose of this report is to understand the cultural and economic impacts of a commemorative memorial park, museum, and surrounding development in the Shockoe Bottom area of Richmond, Virginia. Several public-interest organizations, including the Sacred Ground Historical Reclamation Project and the National Trust for Historic Preservation, spearheaded by Preservation Virginia, collaborated with the Center for Urban and Regional Analysis (CURA) located within Virginia Commonwealth University's L. Douglas Wilder School of Government and Public Affairs.

Given the vision set forth by the Sacred Ground Project, Preservation Virginia, National Trust, and the other community leaders involved with Shockoe Bottom, it has become clear that the Shockoe Bottom Memorial campus has the potential to become a site of reflection, contemplation, perseverance, innovation, and heritage tourism. Knowing this, it is important to understand what heritage tourism is, and the impact heritage tourism has on both the region and those that live in Richmond.

Heritage tourism is defined as "traveling to experience the places and activities that authentically represent the stories and people of the past and present."<sup>1</sup> In the past few decades, heritage tourism has become an integral aspect of tourism development strategies, aimed to attract visitors who seek unique and rewarding experiences. Heritage tourism, especially in Virginia, is a major contributor to the economy, generating jobs and tax revenues.

Previous studies conducted by CURA estimate that 85 percent of Virginia tourism visits are for heritage tourism activities, and heritage tourism drives the Virginia tourism economy. Conservative values estimate that heritage tourism is responsible for \$7.7 billion in revenue and another \$430 million in operational expenditures from heritage tourism entities.<sup>2</sup> The value of heritage tourism to the Commonwealth's economy cannot be understated.

There is a specific segment of heritage tourism that has long been neglected but is now developing rapidly – African American heritage tourism. Several historic and cultural sites, including the Reginald F. Lewis Museum of African American History and Culture in Baltimore, Maryland, the African-American Research Library and Cultural Center in Fort Lauderdale, Florida, and the National Civil Rights Museum in Memphis, Tennessee, all explored further in Section 2, provide visitors who seek an authentic experience of the past a fulfilling tourism experience, while providing their localities economic and cultural benefits.

The organization Black Meetings & Tourism writes, "From music to movies, from the Civil War to Civil Rights, more and more travelers are seeking authentic experiences of the culture and history of the places they visit. They're immersing themselves in the blues of Beale Street and walking in the steps of civil rights demonstrators in Birmingham."<sup>3</sup> The future development of the Shockoe Bottom memorial campus is an opportunity to provide an authentic experience to heritage tourism visitors in Richmond. This report seeks to document not only the potential benefit to heritage tourism visitors but to the City of Richmond itself.

This report is organized into four chapters, each highlighting key elements about the importance of equitable development and heritage tourism in Shockoe Bottom. Chapter One highlights five case studies analyzed for their cultural, historical, geographic, and economic similarities to Shockoe Bottom. This section provides an overview of each site and recognizes key themes from the case studies. Chapter Two delves into the historical significance of Shockoe Bottom, providing a greater understanding of why the site is important to present and future commemoration. Chapter Three outlines community conversations led by the CURA team to understand

1 [Preservation Glossary] Today's Word: Heritage Tourism | National Trust for Historic Preservation. (n.d.). Retrieved August 29, 2019, from <https://savingplaces.org/stories/preservation-glossary-todays-word-heritage-tourism>

2 Accordino et al. - Center for Urban and Regional Analysis at VCU L. D.pdf. (n.d.). Retrieved from [https://cura.vcu.edu/media/cura/pdfs/cura-documents/HeritageTourism\\_FINAL\\_02-16-17.pdf](https://cura.vcu.edu/media/cura/pdfs/cura-documents/HeritageTourism_FINAL_02-16-17.pdf)

3 Black Meetings & Tourism - The Importance of Heritage Tourism. (n.d.). Retrieved August 29, 2019, from <http://www.blackmeetingsandtourism.com/Publications/Black-Meetings-Tourism/2008/December-2008-January-2009/The-Importance-of-Heritage-Tourism.aspx>

the visions that key stakeholders have for the proposed memorial campus and surrounding development in Shockoe Bottom. This section also implements an economic model to understand the potential economic and tourism impacts the proposed memorial campus will have on the local economy. Chapter Four synthesizes findings and discussions from an expert-led resource group held in April 2019 to discuss policies and practices surrounding equitable development in Shockoe Bottom. Finally, the report concludes with major themes gathered from the analysis and recommendations from the CURA team.

CURA hopes that this study will provide additional information to support and inform a case for redevelopment and historic memorialization in Shockoe Bottom, ultimately improving Richmond's future, while commemorating the Shockoe's currently paved-over past.



# SECTION 1



# SECTION 1: CASE STUDY ANALYSIS

Researchers from CURA explored case studies of historic sites that share similarities to the proposal for a museum and memorial campus in Shockoe Bottom. The case studies provide useful insight into the potential economic, cultural, and community impacts of a memorial site as well as the formation process, stakeholder engagement, and funding mechanisms. Five sites were identified by the CURA team for further analysis based on geographic and demographic similarities, cultural connections, and site-specific connections to those of Richmond and Shockoe Bottom.

The final list of sites included the Reginald F. Lewis Museum of Maryland African American History and Culture in Baltimore, Maryland; the Contrabands and Freedmen Cemetery Memorial in Alexandria, Virginia; the African-American Research Library and Cultural Center in Fort Lauderdale, Florida; the National Civil Rights Museum in Memphis, Tennessee; and, the Birmingham Civil Rights Institute in Birmingham, Alabama. Based on the history and framework of each site, the CURA team developed a questionnaire for key informant interviews, primarily consisting of site managers and directors. The questionnaire protocol is aimed at filling in any knowledge gap from the preliminary research to obtain a more comprehensive picture of the community impact of the site, particularly relating to the heritage tourism, cultural impact, and funding sources of the sites.<sup>1</sup>

## BACKGROUND OF CASE STUDY SITES

The **Reginald F. Lewis Museum of Maryland African American History & Culture** opened in 2005 and has become one of the best resources for understanding the lives of African American Marylanders. It was the first major building in Baltimore designed by African American architects—a joint effort between Philio Freelon and Gary Bowden. At the time of construction, the museum was the second-largest African American museum in the United States and was largely grant-funded by the Reginald F. Lewis Foundation.

The structure itself has many symbolic design features representing African American culture in Maryland and the United States. The architects used bold geometry and vibrant colors to indicate that the structure is a museum about the cultural diversity of Maryland. The colors used on the structure are black, red, and yellow, representing both the Maryland state flag and non-binary skin tones. Other symbolic architectural details include a water feature near the entrance, representing the body of water that Africans crossed in slave ships to America. A red wall slices through the facade of the building, representing the journey of African Americans and the duality of accomplishment and struggle.<sup>2</sup> One key outcome of the focus groups conducted before the construction of the museum was the need for a new building, as opposed to taking over an existing structure. The museum's board of directors turned down an offer to reuse the Blaustein City Exhibition Center of President Street after the input gathered from focus groups. Museum board vice chairman Aris Allen stated, "African Americans are tired of leftover seconds..." in a 2005 interview with the Baltimore Sun<sup>3</sup>.

The **Contrabands and Freedmen Cemetery** was formed during the Civil War when many enslaved people fled to Union-occupied Alexandria, Virginia to escape slavery. Those who escaped were known as "Contrabands." Some found jobs, but many were malnourished and ill from their journey to freedom. Contrabands and freed people lived in crowded barracks, and disease and starvation quickly spread, killing hundreds. Black Union soldiers were also interred in the cemetery; however, in January 1865 the soldiers were relocated and given the honor of burial in the Soldier's Cemetery (now Alexandria National Cemetery). The Contrabands and Freedmen Cemetery's last

1 Protocols attached in Appendix I

2 About | Reginald F. Lewis Museum. (n.d.). Retrieved August 29, 2019, from <https://lewismuseum.org/about/>

3 Lewis Museum's design reflects African-American spirit - Baltimore Sun. (n.d.). Retrieved August 29, 2019, from <https://www.baltimoresun.com/features/bal-as.afam05bjun05-story.html>

internment occurred in January 1869.<sup>4</sup>

The cemetery began to deteriorate in the decades following the Civil War. In 1946, the City of Alexandria rezoned the cemetery land as commercial, and after 1948, the cemetery no longer appeared on city maps. During the 1950s, a gas station and office building were built over the cemetery, covering the burial sites under a parking lot. The cemetery remained unknown to the community until 1987 when city historian T. Michael Miller uncovered an article in the Alexandria Gazette from 1894 that mentioned the cemetery. The city's discovery of the cemetery aligned with the construction of the Woodrow Wilson Bridge. Because the bridge construction utilized federal highway funding, a vital component included assessing any negative impacts on local historical sites. The bridge's proximity to the cemetery led the city to plan multiple archeological and research analyses of the cemetery property.

Several excavations occurred at the cemetery beginning in the late 1990s and through the early 2000s. Remote sensing led to the discovery of several burial sites, and in 2004 the Alexandria Archeological division conducted an archeological assessment of the cemetery land beneath the parking lots of a gas station and office building. As a result of the remote sensing and archeological work, 243 burial sites were discovered. In conjunction with city-led archeological efforts, local community leaders established the Friends of the Freedman's Cemetery in 1997. The nonprofit organization sought to raise community awareness of the cemetery and its historical significance.

The Alexandria Black Historical Museum launched an exhibition on the Freedman's Cemetery in 1999, and a state highway marker was placed on the land of the cemetery soon after. In 2002, the City of Alexandria purchased the cemetery land. Stakeholders organized a design competition for a sculpture at the memorial site, which was completed in 2013. Today, the cemetery's historical significance is recognized by the National Register of Historic Places, the National Underground Railroad Network to Freedom, and the Virginia Landmarks Register.<sup>5</sup>

The **National Civil Rights Museum** at the Lorraine Motel in Memphis, Tennessee originated as the Windsor Hotel in the 1920s. The hotel operated as a white-only establishment until 1945 when Walter and Loree Bailey bought the building. The pair named it after Loree and a popular song "Sweet Lorraine." In the Jim Crow South, the Lorraine Motel welcomed African Americans visiting Memphis and was listed in the "Negro Motorist Green Book," also known as the Green Guide, which cataloged businesses in the South who welcomed people of color. One of the most famous guests, Dr. Martin Luther King Jr., stayed at the motel often. On April 4, 1968, Dr. King was assassinated on the balcony outside Room 306 of the Lorraine Motel, where he was staying on a visit to support protests for workers' rights. After King's death, Walter Bailey continued to operate the motel, maintaining and memorializing Room 306.<sup>6</sup>

Decades later, business at the Lorraine Motel began to deteriorate, causing Mr. Bailey to file for bankruptcy in 1982. The Martin Luther King Memphis Memorial Foundation purchased the motel at public auction for \$144,000 and redeveloped the building into a museum.

The foundation secured funding to purchase the Lorraine Motel from the Tri-State Bank of Memphis, the Lucky Hearts Cosmetics Co., and the Memphis office of the American Federation of State, County, and Municipal Employees. Many local African American leaders initially planned the museum design to function as a "high-tech simulation of racist-degradation." Initial funding for the redevelopment project, totaling \$8.8 million, came from the State of Tennessee with plans to create a tourist attraction.

While the redevelopment project gained support from many community leaders, as well as the state and local governments, other community voices objected and saw the effort as another mechanism for gentrifying the South Main neighborhood.

Today, the National Civil Rights Museum at the Lorraine Motel is accredited by the American Alliance of Muse-

4 Lewis Museum's design reflects African-American spirit - Baltimore Sun. (n.d.). Retrieved August 29, 2019, from <https://www.baltimoresun.com/features/bal-as.afam05bjun05-story.html>

5 The Friends of Freedmen's Cemetery. (n.d.). Retrieved August 29, 2019, from <https://www.freedmenscemetery.org/>

6 National Civil Rights Museum | At the Lorraine Motel. (n.d.). Retrieved August 29, 2019, from <https://www.civilrightsmuseum.org/>

ums and is recognized as a historic site by the Tennessee Historical Commission. In 2013 and 2014, the museum received \$27.5 million in funding to construct another section dedicated to education and community engagement programming.<sup>7</sup>

The **Birmingham Civil Rights Institute** task force was created in 1986 by Richard Arrington, Birmingham's first African American mayor. The task force was created to promote a civil rights institute in Birmingham and develop a set of ideals. The 1986 mission statement for the task force read, "The basic purposes of the institute are to focus on what happened in the past, to portray it realistically and interestingly, and to understand it in relationship to the present and future development of human relations."

The task force encountered initial opposition from the business community, with some fearing the museum would draw too much attention to the negatives of the past. However, funding was secured in the late 1980s, and the city broke ground on the Civil Rights Institute in 1990.

The Civil Rights Institute has since become a model for contemporary civil rights museums across the country. President Barack Obama designated the Birmingham Civil Rights National Monument in early 2017 as one of his last acts in office. The National Monument encompasses four blocks in the Historic Civil Rights District which includes the Sixteenth Street Baptist Church, Kelly Ingram Park, Bethel Baptist Church, and the Civil Rights Institute. The monument also includes the A.G. Gaston Motel, the location where civil rights leaders often met to make critical planning decisions that targeted segregation laws. Because of the Presidential Proclamation, the Civil Rights Monument, including the Civil Rights Institute, now falls under the control of the National Park Service.<sup>8</sup>

In 2006, the Broward County Library System opened the **African-American Research Library and Cultural Center** in Fort Lauderdale, Florida. The inspiration for the Cultural Center came from former director Samuel F. Morrison who had a goal of building an ethnically-focused library after he visited Auburn Avenue Research Library on African American Culture and History. At that time, the Auburn Avenue Research Library and the Schomburg Center for Research in Black Culture in New York City were the only two research libraries focused on African American culture in the nation. Morrison imagined a space for research, life-long learning, community gatherings, cultural events, and technology training.

After roughly a decade of securing a site and allocating funding for the new research facility, Morrison's goal of creating a new library focused on the rich cultural influence of the African Diaspora in the Americas was realized. When funds were raised for the site through a fundraising committee for the African American Research Library and Cultural Center, the team began selecting contractors, architects, designers, and local African American artists. Cecil Hayes, a nationally renowned interior designer, was hired to give the building's interior an Afro-centric character. PAWA Complex International, an architectural and design firm headed by Nigerian-born Emmanuel Nwadike, won the contract to design the structure. For inspiration for the design of the building, architects and engineers traveled to Ghana and West Africa to understand where enslaved Africans were held before they were shipped to America. The building is designed to resemble and reflect art and images of Africa. Some of the design elements include Kente cloth-like paintings on the facade of the building and ornate poles of carved wood with faces and various figurines.<sup>9</sup>

## MAIN TAKEAWAYS

Most of these case studies revealed several common themes in the preliminary background research and during the interviews with site managers. One of the most prominent themes was the complex path to opening the site or museum. Many of the sites were successful due to the strength of community organizing through focus groups and other forms of outreach and community leadership that took place on a grassroots level. Another common theme was the funding mechanisms in place for each site. The sites are primarily funded through public-private partnerships, with a few of the sites having federal grant money contributing to the operational costs.

7 The Lorraine Motel and Martin Luther King | The New Yorker. (n.d.). Retrieved August 29, 2019, from <https://www.newyorker.com/news/news-desk/the-lorraine-motel-and-martin-luther-king>

8 BCRI Shuttlesworth Award Update - BCRI. (n.d.). Retrieved August 29, 2019, from <https://www.bcri.org/shuttlesworthawardupdate/>

9 Story of AARLCC. (2018, June 23). Retrieved August 29, 2019, from <https://web.archive.org/web/20180623114144/http://www.broward.org/Library/AARLCCSpecialCollections/Pages/AARLCCStory.aspx>



In the cases where sites had public-private partnerships, site managers acknowledge that many of the sites have an internal board or governance system. In some cases, the sites were funded through community donations or legislative actions; however, the majority of sites were funded through corporate sponsors.

Many sites were also redeveloped into a museum or a commemorative site because of some contestation occurring in the community or because the site was buried and resurfaced by happenstance. This is particularly true of the Contrabands and Freedmen Cemetery: the cemetery was buried under a parking lot decades before being rediscovered in the archives of a local newspaper. The community insisted on performing additional archeological studies to uncover what was previously buried.

SECTION 1

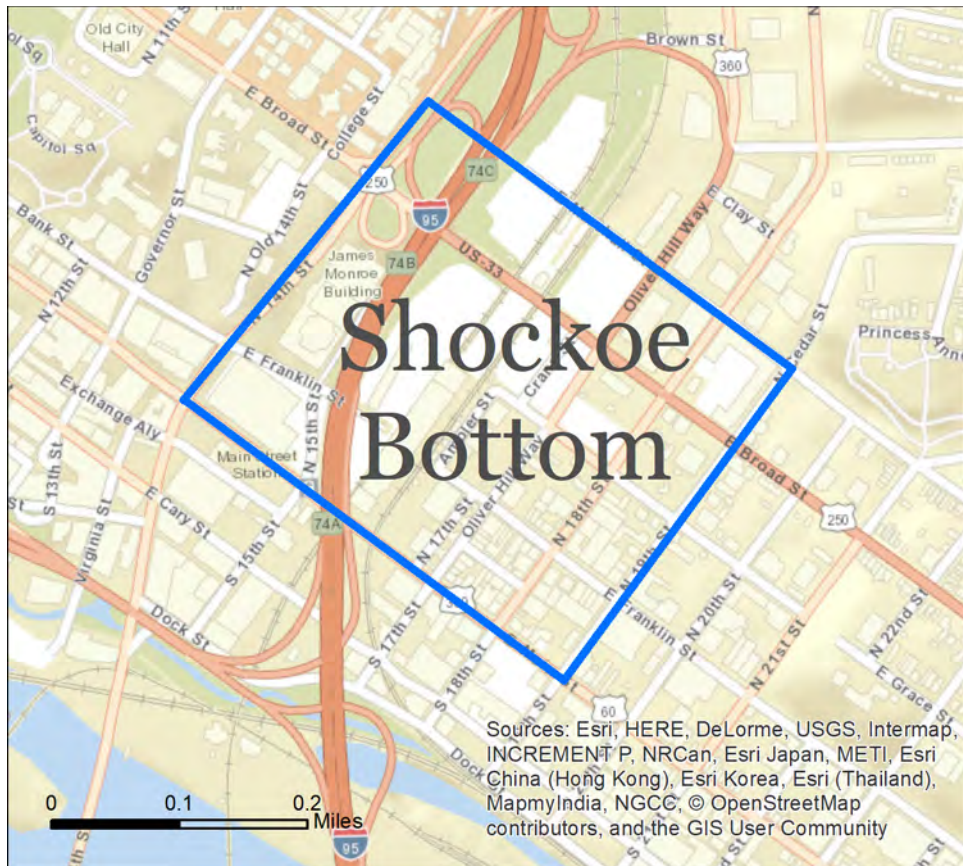




# SECTION 2: HISTORICAL BACKGROUND OF SHOCKOE BOTTOM

Shockoe Bottom was once the second-largest domestic slave-trading district in the United States. It was on this site that the sale of humans took place, and the commodification of human bodies was reinforced. At the beginning of the Trans-Atlantic slave trade, African men, women, and children were transported up the James River after surviving the Middle Passage. They would then unload at places like the Manchester Docks (also known today as Ancarrow's Landing) and walk along the James River into Shockoe Bottom, where they were imprisoned in slave jails. Richmond was not only a significant importer of slaves but also was one of the largest exporters of slave labor. In 1778, Virginia banned the importation of Africans. Later, however, due to concurrent factors like the invention of the cotton gin and the Louisiana Purchase, the demand for slave labor increased dramatically. Virginia began to be known as a "breeder state." That is, Virginia planters bought and raised human beings as a cash crop. It was in the early 1800s that Richmond—Shockoe Bottom, in particular—gained its reputation as the largest slave-trading district north of New Orleans. In the years leading up to the Civil War, between 300,000 and 350,000 people of African descent were sold out of Virginia, and the majority of them passed through Shockoe Bottom.<sup>1</sup>

The primary district in Shockoe Bottom was defined by Main and Marshall streets, between 14th and 19th streets, becoming the greatest wealth-producing area in Virginia and one of the greatest in the South. This area also housed some of the most formative sites in Shockoe Bottom and the slave trade. Lumpkin's Slave Jail is one of the best-known slave-trading establishments; its informal title of The Devil's Half Acre reflects the brutality of the events that took place there. North of Lumpkin's Slave Jail rests the African Burial Ground. On an 1809 planning map, this parcel of land was labeled "Burial Ground for Negroes" and was the first municipal cemetery designated specifically for the burials of black people. The African Burial Ground was active from 1799 through 1816 and held gallows where convicted people



1 Edwards, A., & Wilayto, P. (2015). The Significance of Richmond's Shockoe Bottom: Why it's the wrong place for a baseball stadium. 15, 8.



Richmond's African Burial Ground (Source: Ana Edwards)

history throughout the 1970s during the process of urban renewal. Interstate 95 covers a significant portion of the African Burial Ground, and many other sites are either paved-over or house corporate buildings and commercial structures.

## SHOCKOE BOTTOM'S RECENT HISTORY

In recent years, widespread community conversations in Richmond about the history and fate of Shockoe Bottom have taken place. The future of the space is contested due to the stories and narratives of events that occurred in Shockoe Bottom—stories that are now integral to the fabric of Richmond.

Increasing development pressures in the 2000s and 2010s have threatened the historic site. The National Trust for Historic Preservation named Shockoe Bottom one of America's 11 Most Endangered Historic Places in 2014. Similarly, Preservation Virginia added the site to the 2014 Virginia's Most Endangered Historic Places. Calls for preservation in Shockoe Bottom received the attention of the public in 2005 when a plan for a new baseball stadium, hotel, and grocery store all threatened the site. Although that deal fell apart by the end of the year, redevelopment discussions continued and other proposals for a baseball stadium in Shockoe Bottom followed in 2008 and 2013. The 2013 plan precipitated the designations on the state and national endangered lists.

Based on an initial archaeological investigation by the James River Institute for Archaeology (JRIA) in 2006, an archaeological dig was completed with the support of the Richmond Slave Trail Commission, the Virginia Department of Historic Resources, ACORN, and the City of Richmond.<sup>3</sup> The archaeological data recovery was completed between August and December of 2008. JIRA found a well-preserved urban landscape surrounding the Lumpkin's Slave Jail complex beneath 8 to 15 feet of fill material. The landscape included the foundations of buildings associated with Robert Lumpkin's slave trade and thousands of artifacts from everyday items to those specifically used in slave trading. The site was backfilled carefully to preserve the remains while the City of Richmond determined the best use for the site.

Following the archaeological excavation there was a great deal of public outcry denouncing the use of the Shockoe Bottom site for a baseball stadium. Opponents of the baseball stadium plan referred to the project as a "shame" and "a huge disrespect," and chanted, "No stadium on our Sacred Ground!" and "Get your Asphalt off my ancestors!" Following these protests, public engagement that denounced the plans, and regular

<sup>2</sup> Edwards, A., & Wilayto, P. (2015). The Significance of Richmond's Shockoe Bottom: Why it's the wrong place for a baseball stadium. 15, 8.

<sup>3</sup> Virginia dig searches for black Southern heritage - USATODAY.com. (n.d.). Retrieved August 29, 2019, from [https://usatoday30.usatoday.com/news/nation/2008-08-07-1894536081\\_x.htm](https://usatoday30.usatoday.com/news/nation/2008-08-07-1894536081_x.htm)

negative press, the plans were shelved by the City of Richmond and Mayor Dwight C. Jones in 2014.<sup>4</sup>

Following the failure of stadium plans, numerous community organizations including Preservation Virginia, the Virginia Defenders for Freedom, Justice & Equality, the Sacred Ground Project, and the National Trust have sought to transform the historic area into a place to learn, reflect, gather, and encourage equitable economic development. In the summer of 2017, Richmond officials promised to develop a plan for the site.

Roughly one year after this plan was promised, a \$75,000 grant from the National Trust for Historic Preservation's African American Cultural Heritage Action Fund was awarded to Preservation Virginia and Sacred Ground Historical Reclamation Project to "make the case for developing the historic area [Shockoe Bottom] as a heritage tourism destination through the creation of a Commemorative Park while embracing equitable economic revitalization."<sup>5</sup>

The City of Richmond and Mayor Levar Stoney formed the Shockoe Alliance in 2019 after a weeklong site visit by a team of urban planning experts supporting the city's selection for a 2018 Urban Land Institute Rose Fellowship. The initial task of the Rose Fellowship was to advise the city on synthesizing and implementing a shared vision for Shockoe Bottom. One of the recommendations from the Rose Center team resulted in the formation of the Shockoe Alliance to guide the creation of this shared vision.<sup>6</sup> The Shockoe Alliance is leading the design and implementation of concepts and recommendations for the future of Shockoe Bottom, supplementing the city's strategic planning documents with a small area master plan for the district. The mission of the Shockoe Alliance is to "strike a balance between preservation, interpretation, restoration, and development, using Shockoe's wealth of cultural and historical memory to maximize its impact on the contemporary community in the form of economic development, recreation, and education."<sup>7</sup>



Shockoe Bottom Small Area Master Plan district boundaries (Source: Shockoe Alliance)

## SHOCKOE BOTTOM'S POTENTIAL FUTURE

Throughout 2016 and 2017, the Center for Design Engagement (CDE) refined a design proposal for the Shockoe Bottom site to spur further discussion about the potential of a Shockoe Bottom Memorial Campus. The CDE was invited by the Sacred Ground Historical Reclamation Project to take the Community Proposal for a Shockoe Bottom Memorial Park and improve its presentation and expand on its concepts. Thanks to a grant from the National Trust, CDE spent a week in Richmond speaking with the community and local advocates to understand

<sup>4</sup> RichmondTimes-Dispatch, Graham Moomaw and Michael Martz (2013 Nov 11). Update: Shockoe Bottom plan draws protesters. Retrieved August 29, 2019, from RichmondTimes-Dispatch website: [https://www.richmond.com/sports/flying-squirrels/update-shockoe-bottom-plan-draws-protesters/article\\_b462e898-d3f0-5abf-86ad-63a0a3e21d80.html](https://www.richmond.com/sports/flying-squirrels/update-shockoe-bottom-plan-draws-protesters/article_b462e898-d3f0-5abf-86ad-63a0a3e21d80.html)

<sup>5</sup> Preservation Virginia Awarded \$75,000 Grant by the National Trust for Historic Preservation. (n.d.). Retrieved August 29, 2019, from Preservation Virginia website: [https://preservationvirginia.org/press\\_release/preservation-virginia-awarded-75000-grant-by-the-national-trust-for-histori/](https://preservationvirginia.org/press_release/preservation-virginia-awarded-75000-grant-by-the-national-trust-for-histori/)

<sup>6</sup> Rose Center Advising Richmond Mayor Levar Stoney on Advancing a Shared Vision for Shockoe Bottom. (n.d.). Retrieved August 29, 2019, from <https://www.nlc.org/article/rose-center-advising-richmond-mayor-levar-stoney-on-advancing-a-shared-vision-for-shockoe>

<sup>7</sup> Mission and Vision. (n.d.). Retrieved August 29, 2019, from The Shockoe Alliance website: <https://www.shockoealliance.org/missionvision>

a potential trajectory for the site. The report produced by the CDE addresses the following three questions:

1. How should we remember what happened in Shockoe Bottom?
2. What other activities beyond marking and memorializing should take place in a memorial park?
3. How might we encourage economic development that brings true and long-lasting benefits to Richmonders, especially its African American community?

The CDE held two community meetings with over 100 individuals and asked each group to consider the three questions above. Taking the advice of the community stakeholders and community leaders into consideration, the CDE developed a comprehensive design proposal to address 12 main areas of focus in Shockoe Bottom.

One of the main components of the CDE's design proposal is the creation of a new gathering place, Shockoe Square. Shockoe Square is where "Richmonders and people from far and wide can gather together to consider the legacy of slavery and its long shadow." Shockoe Square would serve as a gateway to the memorial and educational sites in the nine-acre area like the Lumpkin's Slave Jail site and the African Burial Ground. The square would serve as a place to begin tours, view films, and learn about other historic landmarking efforts in the city.

The CDE also proposed several opportunities for monuments and memorials to commemorate individuals who hold particular significance to the history and story of slavery in Richmond. The design for the Grove of Light monument proposed by the CDE would be visible from Broad Street, Amtrak trains, and I-95. The Grove of Light would consist of a series of columns to symbolize a stand of trees, and descendant and community organizations would be encouraged to participate in the design process in each of the columns.

The memorial campus proposed by the CDE is organized around the African Burial Ground and would include a waterway surrounding the Shockoe Creek. This waterway would symbolize the first American Indian settlements that were established millennia ago. The proposed campus also has a path named Gabriel's Way which leads to public art displays dedicated to Gabriel.<sup>8</sup>

In the spring of 2019, a resource group composed of experts in community development, neighborhood revitalization, city planning, workforce development, urbanism, sustainability, and design was convened by Ebony Walden Consulting on behalf of Preservation Virginia, the Sacred Ground Project, and the National Trust to consider the equitable redevelopment of the blocks adjacent to the African Burial Grounds, the proposed site of the Devil's Half Acre/Lumpkin's Slave Jail Museum, and the memorial campus.

The two-day agenda for the resource group included an orientation to the context and history of Shockoe Bottom and the surrounding neighborhoods through tours and conversations with community members. The resource group then developed a set of recommendations which include definitions of equitable redevelopment, practical examples of equitable redevelopment, principles and standards for equitable redevelopment in Richmond, and possible options for Richmond to pursue equitable redevelopment in Shockoe Bottom.

The resource group collectively defined equitable development in Shockoe Bottom as "a unified cohesive vision that builds community wealth and aims towards racial justice ultimately dismantling past and present systems of supremacy." The following key elements are present within this definition:

- Access to wealth-creation tools for new and existing businesses based on the level of need while creating a clear path to wealth ownership;
- Protecting the physical, social, cultural, and historical resources of Shockoe Bottom and making them accessible to all; and,
- Converting the history and heritage of African enslavement into a currency that is owned by and used for the advancement of African Americans.

<sup>8</sup> SB\_REPORT\_8\_2\_lowrez.pdf. (n.d.). Retrieved from [https://nthp-savingplaces.s3.amazonaws.com/2016/08/02/12/32/00/115/%20SB\\_REPORT\\_8\\_2\\_lowrez.pdf](https://nthp-savingplaces.s3.amazonaws.com/2016/08/02/12/32/00/115/%20SB_REPORT_8_2_lowrez.pdf)

The resource group identified the key principles of equitable development in Shockoe Bottom to include wealth building, cultural protection and acceptance, sharing prosperity on human capital, affordable transportation and mobility options, inclusive land use and development leading to affordable housing, and centering the descendant community.



**PARTICIPANTS OF THE COMMUNITY MEETINGS IDENTIFIED CONCEPTS AND QUALITIES FOR EACH AREA OF THE PROJECT SITE**

Concept from the June 2016 Center for Design Engagement community proposal (Source: Sacred Ground Historical Reclamation Project)





# SECTION 3: ECONOMIC IMPACT

To understand the broader cultural and community impact of a memorial campus in Shockoe Bottom, the CURA team led an economic and community impact study consisting of a two-phase economic model and a community engagement process through focus groups and one-on-one interviews. This chapter explains and explores the economic side of impact. The economic model implemented by the CURA team projects the impacts of tourism related to a memorial park and museum in Shockoe Bottom using data collected from the case study analyses in Chapter One.

This chapter will discuss and analyze the potential impacts of a memorial campus in Shockoe Bottom by first discussing the findings of the economic model utilized by the CURA team to understand the potential impacts of tourism and secondly discussing the findings from the focus groups held throughout the community.

## ECONOMIC IMPACT ANALYSIS

Economic activities—that is, spending or investing money—have impacts that reverberate throughout the economy to different industries. Each dollar spent upgrading a manufacturing facility, purchasing soybeans, or building and operating a memorial park is distributed to interconnected industries through backward linkages. Put more simply, industries purchase goods and services from other industries, and increased or decreased spending in one industry has impacts on other industries that can be modeled. This modelling is called Input-Output Modeling, and IMPLAN—an economic modeling program—allows us to customize models to account for project specifics and regional industrial spending patterns.

Each scenario has three levels of economic impact:

1. Direct impact refers to the initial spending distribution or expenditures of the immediate investment. For example, the total investment in construction of a museum goes towards the purchase of construction materials and engineering services (intermediate expenditures) and construction workers and site managers (labor income). This initial round of spending creates ripple effects (also known as “multiplier effects”) within the region as the dollars move through the economy. The intermediate expenditures become inputs for supplier industries (lumber suppliers or steel manufacturers and engineering firms), and a portion of labor income is put back into the economy as household spending. The additional effects are described as indirect and induced impacts.
2. Indirect impact refers to “supplier” effects, or the inter-industry spending through backward linkages that track industry purchases backward through the supply chain. Suppliers who receive money through the intermediate expenditures of the original investment must also buy additional goods and services to accommodate new demand. In the construction example, lumber suppliers may need to purchase raw materials, and engineering firms must purchase CAD software licenses. As purchases are made from other firms in the City of Richmond, the local economy is stimulated further.
3. Induced impact looks outside the supply chain at changes in household spending. These are the effects of employees spending their wages. Companies that receive additional demand as a result of direct and indirect effects must meet that demand with increased labor—additional workers, hours, wages, or some combination of the three. This results in new or additional employee income, some of which will go towards goods and services in the area. Induced impacts refer to this additional spending within the City.

The direct, indirect, and induced impacts are three stages in the flow of money through the economy. At each

of these stages we can estimate how much of the total output will be in the form of value added, labor income, and supported jobs. These components of economic impact are discussed and explained in the Appendix.

Spending that goes towards suppliers or goods and services in Richmond will impact the local economy. But sometimes money goes towards materials, goods, or services outside the area due to a lack of supply or general purchasing patterns. Leakages occur at every stage of the economic cycle, from production to final demand, through imports (goods purchased outside the area), taxes, corporate profits, in-commuters, and savings. These items represent money that will not cycle through the local economy, and therefore will not be included in the model.

### SUMMARY OF FINDINGS

A detailed explanation of phase and element of economic impact follows this section. However, the thrust of the findings is that while the construction of a memorial park and museum represent significant one-time impacts, much of that impact flows directly towards the construction industry and its suppliers. Operations and visitor-related spending represent impacts that are both ongoing and larger relative to each dollar invested.

An \$8.7 million investment in the development of a memorial park will generate a total of \$11.5 million in economic impact in Richmond (direct, indirect, and induced), including supporting 75 jobs. Approximately 58 of those jobs are supported in construction and another 10 in supplier industries. Likewise with museum construction: a \$26.8 million construction project will generate a total of \$35.1 million in economic activity that supports 180 jobs. Around 153 of those jobs would be in construction and supplier industries.

## Phase 1: Memorial Park



\$11.5 M

\$4.5 M

75



\$0.81 M

\$0.32 M

8



\$3.7 to  
\$7.7 M

\$1.5 to  
\$3.1 M

43 to  
85

Memorial park and museum operations and visitor spending, on the other hand, represent more transformative and lasting economic impacts. For one, these impacts are ongoing, and jobs supported by museum operations and visitor spending can be expected to remain stable. The impacts are also, dollar for dollar, greater. Each \$1.00 spent in both memorial park operations and museum operations generates another \$0.68 of economic activity in Richmond. Construction generates a smaller multiplier, adding \$0.31 to \$0.32 to the local economy for each \$1.00 spent.

Visitor spending represents a significant economic impact that speaks to the power of heritage tourism to benefit the local economy. Depending on the mix of in-town and out-of-town visitors, we estimate that memorial park visitor spending would generate between \$3.7 and \$7.7 million in total economic activity in Richmond each year, supporting 43 to 85 jobs. Museum visitor spending—a potentially larger group—would generate a total of \$28.4 million in economic activity in Richmond each year, supporting a total of 316 jobs.

## Phase 2: Museum



Total  
Output



Labor  
Income



Employment



Construction

\$35.2 M

\$11.0 M

180



Operations

\$5.2 M

\$2.0 M

48



Visitor Spending

\$28.4 M

\$11.6 M

316

### ECONOMIC IMPACT INPUTS

Economic models can estimate how dollars spent on construction, operations, or tourism flow throughout the economy. The first step in this process is to understand how much money will be spent and what it will go towards. Likewise, each type of spending must be modeled separately. The development and operation of a memorial park are separate events. Development is a one-time impact driven by land preparation and construction spending that will not repeat after the memorial park is completed. Memorial park operations, on the other hand, are a recurring impact: each year in which the park operates, the spending that goes into operations—from wages to maintenance to programming—will have an impact. For that reason, the one-time impact and the recurring impacts are modeled separately.

Finally, tourism must be modeled based on different factors such as how many visitors come from out of town and what kinds of spending patterns different visitors follow.

Each of these items—construction, operations, and tourism—applies to both the memorial park and the museum. These elements of the project are envisioned as separate phases, and the impacts are modeled accordingly.

The following is a summary of model inputs:

PROJECT STAGE	TOTAL INPUT
Memorial Park Construction	\$8,742,243.01
Memorial Park Operation	\$484,324.65
Memorial Park Visitor Spending (Conservative)	\$3,624,047.24
Memorial Park Visitor Spending (Moderate)	\$5,653,060.60
Memorial Park Visitor Spending (Optimistic)	\$7,682,073.96
Museum Construction	\$26,839,115.33
Museum Operation	\$3,072,754.32
Museum Visitor Spending	\$28,083,404.70

CURA developed models based on the following scenarios and assumptions:

- Project Phase 1: Memorial Park Construction (one-time impact)

The Shockoe Memorial Park is estimated to encompass a collection of parcels totaling 9.00 acres, with 7.89<sup>1</sup> acres available for preservation and development. A 2008 study<sup>2</sup> of urban park development costs included four parks with amenities and development scales comparable to existing plans for the Shockoe Memorial Park. The development cost per acre for these parks averaged \$908,209.50 in 2007 dollars. Adjusting by an inflation factor of 1.22 using the CPI factors published by the Bureau of Labor Statistics, we estimate development costs for the Shockoe Memorial Park of \$1,108,015.59 per acre in 2019 dollars, or \$8,742,243.01 total. The \$8.7 million value was then modeled as an output for the most appropriate IMPLAN industry (58 – Construction of other new nonresidential structures).

- Project Phase 1: Memorial Park Operations (recurring impact)

Annual operations costs were estimated from the same 2008 study of urban parks by the Trust for Public Land at \$61,384.62 per acre, or \$484,324.65 total. The total was modeled as an output for IMPLAN industry 493 – Museums, historical sites, zoos, and parks.

- Project Phase 1: Memorial Park Visitor Spending (recurring impact)

Visitor spending estimates are a function of the number of visitors, the proportion traveling from outside the region, and the spending patterns of local and non-local visitors. To estimate the number of visitors the memorial park might attract, we used an average of the annual visitation to five<sup>3</sup> similar parks—35,398. The comparison parks were chosen due to their roles as units of the National Park System: four of the parks are designated as African American heritage parks by the NPS, and one park honors the women’s suffrage movement.

These total visitors were split into two categories: in-town and out-of-town. In-town visitors represent people and families who are able to visit as part of a day trip. In-town visitor spending on groceries, lodging, gasoline, and other factors cannot typically be attributed to their trip to the memorial park. Out-of-town visitors, on the

1 Some of the acreage includes rail infrastructure that cannot be removed or developed.

2 Trust for Public Land. “Downtown Parks: Funding Methods, Management Structures, and Costs,” April 1, 2008. <https://www.tpl.org/downtown-parks-funding-methods-management-structures-and-costs>.

3 Belmont-Paul Women’s Equality National Monument (DC), Booker T. Washington National Monument (VA), Brown v. Board of Education National Historic Site (KS), Frederick Douglas National Historic Site (DC), and George Washington Carver National Monument (MO).

other hand, have spending on hotels, amenities, gasoline, and other entertainment that can be attributed to their trips to the memorial park. Data from the Virginia Tourism Corporation<sup>4</sup> indicates daily spending by out-of-town visitors averages \$60 daily, and trips average 5 days. In-town visitor spending averages \$16.40 per visit.

In order to understand how these factors impact economic impact—and because data sources disagree on the likely mix of in-town and out-of-town visitors—we created three scenarios:

- Conservative: 70 percent of visitors from in-town (24,779), 30 percent of visitors from out-of-town (10,619). Total visitor spending of \$3,624,047.24.
- Moderate: 50 percent of visitors from in-town (17,699), 50 percent of visitors from out-of-town (17,699). Total visitor spending of \$5,653,060.60.
- Optimistic: 30 percent of visitors from in-town (10,619), 70 percent of visitors from out-of-town (24,779). Total visitor spending of \$7,682,073.96.

Examining the results of these three scenarios can offer us an idea of the range of impact visitor spending might have in the economy. In each scenario, the total spending on different categories changes. For example, Virginia Tourism Corporation data compiled from visitor surveys indicates that 26 percent of out-of-town visitor spending goes towards lodging, while no amount of in-town visitor spending goes towards lodging. The model looks at spending in each category, from lodging and dining to gasoline and parking, and examines the impact such spending has on the economy.

- Project Phase 2: Museum construction (one-time impact)

The most recent available estimates<sup>5</sup> about the structure described as a museum and archaeological pavilion suggest it will be 73,734 square feet. The Virginia Division of Engineering and Buildings indicates that such a building would carry a construction cost around \$364 per square foot. The construction cost at these estimates would total \$26,839,115.33. Our model assumes this total output is applied to the IMPLAN sector 55 – Construction of new educational and vocational structures.

- Project Phase 2: Museum operations (recurring impact)

Museum operations represent the costs required to staff and operate a museum and archaeological pavilion. Based on the average operational spending of comparable museums<sup>6</sup> detailed in this report’s case studies, we anticipate operations costs around \$3,072,754.32. The model details the linkages of these costs similarly to Phase 1, modeling them as output in IMPLAN industry 493 – Museums, historical sites, zoos, and parks.

- Project Phase 2: Museum visitor spending (recurring impact)

Museum visitor spending is modeled in the same way as memorial park visitor spending, with an assumption of 50 percent in-town and 50 percent out-of-town visitors at an annual total of 175,851—the average annual visits of the five case studies documented in this report<sup>7</sup>. Total visitor spending amounts to \$28,083,404.70.

## PHASE 1: MEMORIAL PARK DEVELOPMENT

An \$8,742,243.01 increase in the output of the construction industry<sup>8</sup>—the estimated cost of memorial park development—would produce \$11.5 million of total economic impact in Richmond. Of that impact, approximately \$6.6 million is value added, including \$4.5 million in labor income, and would support around 75 full time jobs during construction. Around 90 percent of supported jobs in Richmond would be related directly to construction and construction suppliers.

Put more simply, for every \$1.00 of production in the construction sector (memorial park development costs), \$1.32 of activity is generated in Richmond’s economy—the original \$1.00 plus \$0.32. This number is known as

4 Virginia Traveler Profile, TNS 2019.

5 Smith Group

6 See Appendix for comparable museum operational spending.

7 See Appendix for comparable museum visitation numbers.

8 IMPLAN Sector 58

an economic impact multiplier<sup>9</sup> and summarizes the ratio of the total economic impact (direct, indirect, and induced) to the direct impact or initial spending.

The direct economic impact, \$8.7 million dollars, is equivalent to project costs. This increase in output in the industry would include \$4.8 million in value added, \$3.5 million of which is labor income sufficient to support 58 jobs.

Intermediate expenditures used to purchase goods and services locally would total approximately \$1.8 million—the Indirect Impact. Most of that indirect spending is concentrated in wholesale trade, architectural and engineering services, commercial machinery leasing, and truck transportation. That indirect output includes \$1.14 million value added, or the economic contribution of construction suppliers to Richmond’s Gross Regional Product. Of this value added, \$709,846 takes the form of labor income, which would support 10 jobs in Richmond.

The labor income associated with construction—through both direct and indirect impacts—would result in additional household spending in Richmond of about \$966,197—the Induced Output. Household spending goes towards maintenance of owner-occupied homes, real estate, hospitals, banks, among other industries and activities. The induced impact would include \$601,507 value added, \$330,734 of which would go towards labor income in Richmond.

**PHASE 1: MEMORIAL PARK DEVELOPMENT/CONSTRUCTION**

IMPACT	EMPLOYMENT	LABOR INCOME	VALUE ADDED	OUTPUT
Direct	58	\$3,481,552	\$4,846,917	\$8,742,243
Indirect	10	\$709,846	\$1,141,164	\$1,791,797
Induced	6	\$330,734	\$601,507	\$966,197
<b>Total</b>	<b>75</b>	<b>\$4,522,133</b>	<b>\$6,589,588</b>	<b>\$11,500,237</b>

**PHASE 1: MEMORIAL PARK OPERATIONS**

The operation of the memorial park after its construction is an ongoing economic activity rather than a one-time event (such as construction of a building). Each day that the memorial park is operational and functioning, it has an economic impact through the wages paid to workers and materials and supplies purchased for park maintenance. The impact is best measured annually, as it is the time period on which most budgets function. As described earlier, we estimate annual memorial park operations will total \$484,324.65. The total has been modeled as an increase in economic output for the museum industry<sup>10</sup> in Richmond.

Our model indicates that \$484,325 in annual operations spending would generate a total impact of \$813,275, or every \$1.00 in memorial park operations output would generate an additional \$0.68 in the local economy. The total impact includes the initial operations spending/direct output plus spending by local suppliers (Indirect Output \$266,839) and household spending flowing from related labor income (Induced Output \$62,111).

Memorial park operations would generate \$433,524 in total value added annually. This includes total labor income of \$321,814 generated annually through operations, suppliers, and household spending, supporting a total of 8 jobs in Richmond.

<sup>9</sup> This is a SAM multiplier, calculated as (Direct Impact + Indirect Impact + Induced Impact) ÷ Direct Impact

<sup>10</sup> IMPLAN Sector 493

## PHASE 1: MEMORIAL PARK OPERATIONS

IMPACT	EMPLOYMENT	LABOR INCOME	VALUE ADDED	OUTPUT
Direct	6	\$221,620	\$217,491	\$484,325
Indirect	1	\$78,937	\$177,379	\$266,839
Induced	0	\$21,257	\$38,654	\$62,111
<b>Total</b>	<b>8</b>	<b>\$321,814</b>	<b>\$433,524</b>	<b>\$813,275</b>

### PHASE 1: MEMORIAL PARK VISITOR SPENDING

Modeling visitor spending requires a different approach than memorial park development or operations. In the first two cases, the model takes as input a number that is clearly attributable to the park. But for the memorial park’s development or existence, that money would not be part of the local economy. Visitor spending is a more difficult number to attribute directly to the memorial park.

According to the Virginia Tourism Corporation, the primary purpose of nearly half of all visitor trips to Central Virginia in 2018 was to visit friends or relatives.<sup>11</sup> Visitors—in-town or out-of-town—may not identify the potential memorial park as the primary purpose of their visit, even if the park is part of what attracts them to a place where they will engage in activities that contribute to the local economy, such as eating at a restaurant.

It is important to distinguish between activities the memorial park causes and those that would likely happen independent of the park. Because there is insufficient data to identify a causal relationship between anticipated visitors and the memorial park, this component of the analysis is a look at the economic impact of memorial park visitors, rather than the impact of the park itself.

As noted in the discussion of model inputs, the model looks at visitor spending in three different scenarios. The first, more conservative scenario assumes 70 percent of the estimated 35,398 park visitors each year are from within the area. Those visitors are making a trip to the memorial park that does not require an overnight stay; consequently, the spending patterns of those visitors is moderate, with \$16.40 for each distributed between dining, shopping, parking, and a catchall “other” category. The other 30 percent of visitors are from out-of-town, and their \$60.00 per day spending is multiplied by 5, the average number of days such visitors stay in Richmond. The total spending modeled for out-of-town visitors (\$300) reflects their entire trip rather than a single day, and the spending is distributed to lodging, dining, groceries, entertainment, gasoline, and other tourism-based categories.

The more conservative scenario splits total spending of \$3.6 million throughout the relevant categories. The second scenario—a moderate approach—assumes 50 percent of visitors are in-town and 50 percent are from out-of-town. This has the effect of increasing visitor spending, particularly in lodging and dining. The moderate scenario results in a total of \$5.6 million in visitor spending. The third scenario is a more aggressive approach that assumes 70 percent of visitors are from out-of-town and 30 percent are from in-town, resulting in the largest total visitor spending of \$7.7 million.

In all categories of spending, some reductions are made to account for leakage or spending outside of the City. For example, we assume 10 percent of out-of-town visitors will stay in hotels outside Richmond and 50 percent of visitors’ gasoline will be purchased outside the City. We also eliminate spending associated with getting to Richmond from their home destinations (e.g., flight or train tickets, gasoline outside of the region).<sup>12</sup> For this reason, the total inputs do not equal the Direct Outputs.

<sup>11</sup> Virginia Tourism Corporation, “Central Virginia Region Travel Profile,” March 2019, [https://www.vatc.org/wp-content/uploads/2019/03/CentralVirginia\\_Region\\_FY2018\\_VAModule.pdf](https://www.vatc.org/wp-content/uploads/2019/03/CentralVirginia_Region_FY2018_VAModule.pdf).

<sup>12</sup> In all other categories, we have set the rate of purchase to match the local purchasing coefficient—a measure of how much local demand for a commodity is met by local supply. These numbers range from 58 percent for nonstore retailers (e.g., street vendors or Amazon) to 99.9 percent for full-service restaurant services.



The results, as shown in the tables below, demonstrate the effect that out-of-state visitors have on economic activity in the City. Each \$1.00 spent in Richmond by visitors generates an additional \$0.48 in total economic impact. In the more conservative scenario (Scenario A in the table below), visitor spending results in a total economic impact of \$3.7 million dollars annually. That impact includes a \$2.2 million contribution to the GRP (value added), of which \$1.5 million is labor income. In total, the conservative model indicates visitor spending would support 43 jobs in Richmond.

By comparison, the moderate model (Scenario B in the table below) suggests visitor spending would generate around \$2.3 million in labor income, supporting 64 jobs. The aggressive model with the greatest visitor spending (Scenario C in the table below) indicates that the level of spending would generate \$3.1 million in labor income, supporting 85 jobs in Richmond. In all models, restaurants and hotels are the top beneficiaries of labor income generated, and around half of all supported jobs are projected to be in those industries.

**PHASE 1: VISITOR SPENDING SCENARIO A - 70% IN-TOWN VISITORS**

IMPACT	EMPLOYMENT	LABOR INCOME	VALUE ADDED	OUTPUT
Direct	36	\$1,102,817	\$1,421,752	\$2,497,523
Indirect	5	\$308,105	\$553,515	\$861,156
Induced	2	\$118,288	\$215,144	\$345,535
<b>Total</b>	<b>43</b>	<b>\$1,529,210</b>	<b>\$2,190,411</b>	<b>\$3,704,214</b>

**PHASE 1: VISITOR SPENDING SCENARIO B - 50% IN-TOWN VISITORS**

IMPACT	EMPLOYMENT	LABOR INCOME	VALUE ADDED	OUTPUT
Direct	53	\$1,678,544	\$2,200,150	\$3,852,161
Indirect	7	\$476,304	\$854,187	\$1,330,461
Induced	4	\$181,309	\$329,771	\$529,628
<b>Total</b>	<b>64</b>	<b>\$2,336,157</b>	<b>\$3,384,107</b>	<b>\$5,712,250</b>

**PHASE 1: VISITOR SPENDING SCENARIO C - 30% IN-TOWN VISITORS**

IMPACT	EMPLOYMENT	LABOR INCOME	VALUE ADDED	OUTPUT
Direct	70	\$2,254,270	\$2,978,548	\$5,206,799
Indirect	10	\$644,502	\$1,154,858	\$1,799,765
Induced	5	\$244,331	\$444,397	\$713,721
<b>Total</b>	<b>85</b>	<b>\$3,143,104</b>	<b>\$4,577,804</b>	<b>\$7,720,285</b>

**PHASE 2: MUSEUM DEVELOPMENT/CONSTRUCTION**

Museum construction is projected to cost significantly more than memorial park development. A \$26.8 million museum project would act as an increase in production for the construction industry, and the model treats this \$26.8 million as a change in industry output. The investment would generate a total economic impact of \$35.2 million. The economic multiplier of 1.31 means that for each \$1.00 of the project cost, an additional \$0.31 of economic output is generated in Richmond.

Construction of a museum would also generate more employment inside and outside of the construction industry. The initial investment would support 133 jobs, or \$7.8 million of labor income. But through indirect and induced effects, another 47 jobs would be supported in Richmond during construction. These jobs are primarily in wholesale trade, architectural and engineering services, and truck transportation. In all, the construction would support 180 jobs in the Richmond economy.

**PHASE 2: MUSEUM DEVELOPMENT/CONSTRUCTION**

IMPACT	EMPLOYMENT	LABOR INCOME	VALUE ADDED	OUTPUT
Direct	133	\$7,801,424	\$11,709,294	\$26,839,115
Indirect	30	\$2,316,885	\$3,680,249	\$5,764,554
Induced	17	\$882,360	\$1,604,937	\$2,577,353
<b>Total</b>	<b>180</b>	<b>\$11,000,668</b>	<b>\$16,994,480</b>	<b>\$35,181,023</b>

**PHASE 2: MUSEUM OPERATIONS**

Museum operations totaling just over \$3 million annually would generate a total economic impact of \$5.1 million each year, an economic multiplier of 1.68. This means every dollar of output in operating the museum will generate \$1.68 in total impact—the original \$1.00 plus \$0.68 in indirect and induced output. The total impact includes total labor income generation of \$2 million, supporting 48 jobs in the Richmond economy.

**PHASE 2: MUSEUM OPERATIONS**

IMPACT	EMPLOYMENT	LABOR INCOME	VALUE ADDED	OUTPUT
Direct	37	\$1,406,046	\$1,379,851	\$3,072,754
Indirect	9	\$500,810	\$1,125,367	\$1,692,934
Induced	3	\$134,863	\$245,237	\$394,059
<b>Total</b>	<b>48</b>	<b>\$2,041,720</b>	<b>\$2,750,455</b>	<b>\$5,159,748</b>

**PHASE 2: MUSEUM VISITOR SPENDING**

As with models addressing memorial park visitors, some portion of museum visitor spending will likely stem directly from the existence of the museum, and some will not. As we cannot, at this time, identify precisely how much could be directly attributed to the museum, we have made conservative estimates about in-town and out-of-town spending. All assumptions described in Phase 1: Memorial Park Visitor Spending apply here with the exception of the in-town/out-of-town mix. We assume that 50 percent of museum visitors will travel from out-of-town, resulting in total annual visitor spending of \$28 million. Of that \$28 million, we estimate \$19.1 million will likely be spent in Richmond—the Direct Output modeled in the table below.

Annual museum visitor spending would generate a total impact of \$28.3 million in the Richmond economy, or an additional \$0.48 for each \$1.00 spent by a visitor. That output would include \$11.6 million of labor income supporting 316 jobs in Richmond. Most supported jobs would be in service industries: full-service restaurant, hotel, other personal services, and cultural site industries.

**PHASE 2: VISITOR SPENDING**

IMPACT	EMPLOYMENT	LABOR INCOME	VALUE ADDED	OUTPUT
Direct	263	\$8,338,708	\$10,929,956	\$19,136,854
Indirect	35	\$2,366,192	\$4,243,448	\$6,609,494
Induced	18	\$900,712	\$1,638,242	\$2,631,098
<b>Total</b>	<b>316</b>	<b>\$11,605,613</b>	<b>\$16,811,647</b>	<b>\$28,377,446</b>



# SECTION 4: COMMUNITY IMPACT

In addition to estimating a quantifiable economic impact, CURA researchers designed and organized several focus groups to facilitate conversations within the community. The focus groups were designed to ignite discussion about the proposed design of a memorial campus in Shockoe Bottom, development in the area adjacent to the site, the cultural impacts of a memorial campus, and the definition of equitable development conceptualized by the resource group that convened in April 2019.

Throughout the summer of 2019, five focus groups were held with a variety of stakeholders to understand the overall effect of a memorial campus in Shockoe Bottom. The focus groups were held with Mayor Levar Stoney and policymakers in the mayor's office, city officials, business owners with ties to Shockoe Bottom, developers who regularly work in Shockoe Bottom, and descendants of enslaved Africans.<sup>1</sup> Individuals were asked to participate based on their working knowledge of Shockoe Bottom and personal ties to the proposed redevelopment in the area.

All participants had unique perspectives about the development of the site and how this would affect the greater Shockoe Bottom neighborhood and the City of Richmond. Throughout these focus groups, several key themes emerged which allowed the CURA team to gain better insight into the wants and needs of the community. This chapter is arranged thematically, emphasizing and reflecting on key findings from each focus group as well as analyzing major similarities and differences in responses.

## TRANSFORMATION

Several of the themes that emerged from the focus groups revolve around the concept of transformation. As explored in Chapter 3, Shockoe Bottom is a highly transformative space with a uniquely stratified history. Every participant in the focus groups emphasized how the historical and modern transformation of the space feeds into the past and future narratives of the space and how Shockoe Bottom is received within the City of Richmond. All other themes derived from the focus groups stem from the concept of transformation.

Closely related to transformation are the concepts of **design, placemaking, and connectivity**. Throughout the focus groups, it became apparent that as Shockoe Bottom continues to evolve, planners and designers must be intentional in their approach to how the space is defined for the community. Many participants of the focus group emphasized the importance of intentional design: bridging the space between the current nightlife-focused center of Shockoe Bottom and the proposed site of the memorial campus. Increased connectivity will make the entire neighborhood of Shockoe Bottom feel more cohesive and in line with the vision statement of the Shockoe Alliance and the Shockoe Bottom Small Area Plan.

The physical design and connectivity of Shockoe Bottom are just as important as the placemaking of the space. The simplest definition of placemaking is the process of creating a quality place in which people want to live, work, and play. With the added emphasis on placemaking in Shockoe Bottom, some focus group participants stated that there would be an opportunity to flip the narrative from a story of pain and struggle to one of success, triumph, and perseverance. Some of the participants saw this as an opportunity to design the memorial campus with the greater Shockoe Bottom neighborhood, connecting the space with downtown Richmond. Many focus group participants felt that increasing the connectivity will provide a greater sense of place for Shockoe Bottom, ultimately making it a destination within the city. Several participants also acknowledged that it is imperative to acknowledge the past for Shockoe Bottom to have a successful future.

<sup>1</sup> Focus group protocols are attached in the Appendix

Another theme that emerged is the **engagement of the descendant community** throughout the design process. Multiple case studies, particularly the Reginald F. Lewis Museum of Maryland African American History & Culture and the African American Research Library and Cultural Center utilized symbolic design features, representing African American culture in the United States. Some of these design features included strategically placed water features and art, construction elements and sculptures created by African American contractors and artists, and space that draws from an understanding of the journey taken by enslaved Africans. Designing the Shockoe Bottom memorial campus with the same intentionality and symbolism as some of the case study sites explored in Chapter 2 would allow individuals and the community to feel a greater connection to the site. Participants in the focus groups stressed opportunities to engage black artists, black architects, and black developers in the local community, stating that this could also serve as a way to provide technical training and educational tools. The vision of the space is one that is transformed into a hub for art and innovation.

The focus groups emphasized the **uniquely layered history** of Shockoe Bottom and how this history plays a key role in the future of the space. Though there are multiple historical narratives in Shockoe Bottom, there was a sentiment that this is the time for acknowledging and memorializing the slave trade in the area. Two focus groups recommended bridging the gap between Shockoe's past and future by telling stories of past and present enslavement, such as human trafficking and mass incarceration. This would allow the memorial campus to acknowledge the past and become a place of reflection for the descendant community within Richmond while also expanding the scope of the site on an international scale.

An integral part of Shockoe's history is the **environmental fragility** of the space. Many key stakeholders brought up that the proposed site of the memorial campus is located within a 100-year floodplain. The floodplain primarily means increased risk and cost for new development. Participants of the focus groups, particularly city officials and developers, emphasized the importance of mitigating the floodplain for the area to be successful as both a place of commemoration and a heritage tourism destination.

One recommendation to address the environmental state of Shockoe Bottom is to add additional green space to the area. Several members of the focus group supported environmental measures such as increasing the tree canopy and adding more intentional park space. Members of the developer's focus group noted that, although development was possible in a floodplain, the design and treatment of the area would have to be particularly intentional. One specific recommendation from the group which included precedent successful designs from other floodplain areas included placing parking garages with active frontages where the current vacant parking lots are. This would not only decrease the amount of vacant surface parking in the lots adjacent to the study site, but would also activate the site using sustainable design tools within the flood zone.

One final sub-theme that came out of the focus groups is the **funding model** for the memorial campus in Shockoe Bottom. Throughout the background research of the case study sites, it was found that various funding methods were used for successful site development and operation. Some funding mechanisms included enacting federal funding, creating a public-private partnership with corporate stakeholders, support from local donors, and grassroots campaigning. When speaking to the focus groups about the various funding mechanisms possible for the memorial campus, there was a consensus that a stream of consistent funding needed to be in place; however, the source of funding was contested. When the focus groups were presented with the idea of a public-private partnership, the majority of city officials and developers agreed that there was little, if any, other option for funding the space. A few city officials noted that there was a lack of trust in Richmond surrounding these partnerships, potentially leading to a lack of interest from a corporation wanting to participate in the partnership or a lack of public support of the partnership.

This lack of trust became apparent when speaking to other focus groups about the idea of public-private partnerships, particularly amongst the descendant and business-owner groups. Many participants believed that incorporating a public-private partnership conflicted with various core principles of the memorial campus in Shockoe Bottom. Some members viewed the idea of the public-private partnership as a way of reinforcing the systemic injustices and supremacy historically rooted in the city.

As an alternative funding arrangement, some members of these focus groups were open to exploring options such as a conservancy model or Friends of the Park groups. These funding mechanisms are used in several public parks such as Central Park in New York City and Monroe Park in Richmond. A park conservancy is a type of private, non-profit organization that supports maintenance for public parkland. This system typically supports the care for a park system by raising money and establishing a governance system while working with a city's parks and recreation or planning department<sup>2</sup>. When members of the focus groups were introduced to this model, many were supportive, acknowledging the fact that some external governance must manage the operations of the site.

Participants of the focus groups were in consensus that a memorial campus in Shockoe Bottom was long overdue. Many participants saw this as an opportunity for economic generation and tourism, while others saw it as an opportunity to finally tell the story of resilience within the descendant community. The key themes examined by the CURA team overlap with one another and sustain the overarching intent of transformation within Shockoe Bottom.

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<sup>2</sup> Parkology. (n.d.). Retrieved August 29, 2019, from <https://www.parkology.org/ParkKnowledgeBaseArticleDetail?article=a1946000001dBhwAAE>



# CONCLUSION

The Shockoe Bottom Memorial Campus Impact Study explored the community and economic demand for a memorial campus in Shockoe Bottom. To assess this demand, the CURA team conducted a mixed-methods analysis, including a series of case studies and community focus groups, and building a two-part economic model to understand the potential tourism impact.

The community focus groups, composed of city officials, developers, business owners, and descendants of enslaved Africans, led to the emergence of several themes, all stemming from the idea of transformation. The other major themes that came out of the focus groups were design, placemaking, and connectivity in Shockoe Bottom; a greater emphasis on the engagement of the descendent community during the design process; the rich and unique history of Shockoe Bottom; the environmental fragility of Shockoe Bottom and strategically planning the space for future development; and the importance of a transparent and ethical funding model for the memorial campus in Shockoe Bottom. Many of these thematic findings correlated to those found in the case study site analyses.

The potential memorial campus and museum also represent economic transformation. Economic modeling suggests the two phases of construction—a memorial campus and a museum—would generate \$46.6 million in total economic activity in Richmond, supporting 255 jobs. However, those are one-time impacts, and the jobs would be tied closely to construction. The truly transformative and lasting impacts stem from both operations and visitor spending associated with the memorial campus and museum. Each \$1.00 of operations spending in both phases of the project would generate an additional \$0.68 of economic activity in the local economy annually. And spending associated with museum visitors could generate as much as \$28.4 million of total economic activity in the city, supporting more than 300 jobs.

The potential Shockoe Bottom memorial campus offers an opportunity to engage the local business and descendant community while becoming a national precedent for heritage tourism. Effective design, placemaking, and connectivity of Shockoe Bottom will allow the existing space to be transformed into an evolving narrative reflective of perseverance and resilience in Shockoe Bottom. And by creating a space for the past to be recognized and understood, the project creates the potential for lasting economic transformation.





a two-part economic analysis of the potential of this historic place.

Defining the Shockoe Bottom Memorial Campus Study Area: Throughout the study, the resource group focused on the study area recognized by the Shockoe Alliance: a 50-block area adjacent to the African Burial Ground and the proposed sites of the Devil's Half Acre/Lumpkin's Slave Jail museum and the memorial campus. During this exercise, the "Shockoe Bottom Memorial Campus" will refer to the same definition.

### **Shockoe Bottom Memorial Campus Visioning:**

1. How do you envision the Shockoe Bottom Memorial Campus will be expressed?
  - a. With a physical structure/monument/museum?
  - b. A park or space for reflection?
  - c. Any other suggestions?
2. What do you consider the first priority is in the Shockoe Bottom Memorial Campus redevelopment?
  - a. Infrastructure Improvements?
  - b. Historic Preservation/Storytelling?
  - c. Economic Development opportunities?
3. What do you think will be the impact of the memorial campus in the Shockoe area?
  - a. Cultural Impacts (rediscovering and honoring the historic significance of Shockoe within the city/region/nation)
  - b. More pedestrian traffic
  - c. More visitors
  - d. Development of complementary activities (events, partnerships with schools and organizations, etc..)
  - e. More commercial activities nearby
  - f. A more cohesive neighborhood
  - g. Other impacts
4. How do you feel about the prospect of your business, or multiple businesses in the area, partnering with Shockoe Bottom (or a future Shockoe Bottom Memorial Campus) to organize programs and events?
  - a. How do you envision vacant spaces in the Shockoe Bottom Memorial Campus being used for events such as festivals and community events?
  - b. Do you have any other ideas for infill development?
5. Where do you see the Shockoe Bottom Memorial Campus in one year? How about five or ten years?

### **Equitable Development Visioning:**

The resource group defined equitable development as a unified cohesive vision that builds community wealth and aims towards racial justice, ultimately dismantling past and present systems of supremacy.

The following elements are imperative to this definition:

- Access to wealth creation tools for new and existing businesses based on the level of need while creating a clear path to wealth and land ownership;
- Protecting the physical, social, cultural and historical resources of Shockoe Bottom and making them accessible to all; and,
- Converting the history and heritage of African enslavement into places, spaces and narratives that are owned by and used for the advancement of African Americans.

1. What do you think of these three elements, and how do you think they can be implemented?
  - a. How do you feel about the entire definition of equitable development? How does it align with your view of a Shockoe Bottom Memorial Campus and the overall development of the Shockoe area?
  - b. How does this definition of equitable develop align with your view of heritage tourism in the Richmond Region?
2. How would an increase in the amount of minority and black-owned businesses change the way you perceive or experience Shockoe Bottom?
  - a. Ownership of the space?
  - b. Vibrancy and sense of place?
3. What conversations need to be had at the city and community levels to promote successful equitable devel-



- ating a clear path to wealth and land ownership;
- Protecting the physical, social, cultural and historical resources of Shockoe Bottom and making them accessible to all; and,
- Converting the history and heritage of African enslavement into places, spaces and narratives that are owned by and used for the advancement of African Americans.

1. What do you think of these three elements, and how do you think they can be implemented?
  - a. How do you feel about the entire definition of equitable development? How does it align with your view of a Shockoe Bottom Memorial Campus?
  - b. How does this definition of equitable develop align with your view of heritage tourism in the Richmond Region?
2. How would an increase in the amount of minority and black-owned businesses change the way you perceive or experience Shockoe Bottom?
  - a. Ownership of the space?
  - b. Vibrancy and sense of place?
3. What conversations need to be had at the city and community levels to promote successful equitable development?
  - a. Who should have a continual voice at the table about decisions for the Shockoe Bottom Memorial Campus?
  - b. How and where should these conversations be taking place?

## APPENDIX IV- MAYOR’S OFFICE FOCUS GROUP PROTOCOL

### Shockoe Bottom – Interview with Mayor Stoney

About: Shockoe Bottom, an epicenter of the domestic slave trade, is a site of national and international importance and tells a uniquely American story of the contradictions between the American ideal of personal freedom and the reality of American slavery and the continuing struggle for economic justice. Situated in a prime downtown development area, our organizations have forwarded an extraordinary solution that would marry a memorial campus and interpretive center with equitable economic revitalization. Establishing Shockoe Bottom as a place of memorialization, commemoration and equitable redevelopment is essential to transforming this underutilized asset and to protect valuable historic resources, advance understanding, and promote heritage tourism. We received a grant from the National Trust’s African American Cultural Heritage Action Fund to support a two-part economic analysis of the potential of this historic place.

Defining the Shockoe Bottom Memorial Campus Study Area: Throughout the study, the resource group focused on the study area recognized by the Shockoe Alliance: a 50-block area adjacent to the African Burial Ground and the proposed sites of the Devil’s Half Acre/Lumpkin’s Slave Jail museum and the memorial campus. During this exercise, the “Shockoe Bottom Memorial Campus” will refer to the same definition.

### Shockoe Bottom Memorial Campus Visioning:

1. How do you envision the Shockoe Bottom Memorial Campus will be expressed?
  - a. With a physical structure/monument/museum?
  - b. A park or space for reflection?
2. What do you consider to be the first priority in the Shockoe Bottom Memorial Campus redevelopment?
  - a. Infrastructure Improvements?
  - b. Historic Preservation/Storytelling?
  - c. Economic Development opportunities?
3. How do you feel about the possibility of a public-private partnership with one or more corporate stakeholders funding the construction and operation of the Shockoe Bottom Memorial Campus?
4. What do you think will be the impact of the memorial campus in the Shockoe area?
  - a. Cultural Impacts (rediscovering and honoring the historic significance of Shockoe within the city/region/nation)
  - b. More pedestrian traffic

- c. More visitors
  - d. Development of complementary activities (events, partnerships with schools and organizations, etc...)
  - e. More commercial activities nearby
  - f. A more cohesive neighborhood
  - g. Other impacts
5. How do you envision vacant spaces in the Shockoe Bottom Memorial Campus being used for events such as festivals and community events?
- a. Do you have any other ideas for infill development?
6. Where do you see the Shockoe Bottom Memorial Campus in one year? How about five or ten years?

**Equitable Development Visioning:**

The resource group defined equitable development as a unified cohesive vision that builds community wealth and aims towards racial justice, ultimately dismantling past and present systems of supremacy.

The following elements are imperative to this definition:

- Access to wealth creation tools for new and existing businesses based on the level of need while creating a clear path to wealth and land ownership;
- Protecting the physical, social, cultural and historical resources of Shockoe Bottom and making them accessible to all; and,
- Converting the history and heritage of African enslavement into places, spaces and narratives that are owned by and used for the advancement of African Americans.

1. What do you think of these three elements, and how do you think they can be implemented?
  - a. How do you feel about the entire definition of equitable development? How does it align with your view of a Shockoe Bottom Memorial Campus?
  - b. How does this definition of equitable develop align with your view of heritage tourism in the Richmond Region?
2. How would an increase in the amount of minority and black-owned businesses change the way you perceive or experience Shockoe Bottom?
  - a. Ownership of the space? Vibrancy and sense of place?
3. What conversations need to be had at the city and community levels to promote successful equitable development?
  - a. Who should have a continual voice at the table about decisions for the Shockoe Bottom Memorial Campus?
  - b. How and where should these conversations be taking place?

**APPENDIX V- DESCENDANT FOCUS GROUP**

**Shockoe Bottom Focus Group Protocol - Descendants**

About: Shockoe Bottom, an epicenter of the domestic slave trade, is a site of national and international importance and tells a uniquely American story of the contradictions between the American ideal of personal freedom and the reality of American slavery and the continuing struggle for economic justice. Situated in a prime downtown development area, our organizations have forwarded an extraordinary solution that would marry a memorial campus and interpretive center with equitable economic revitalization. Establishing Shockoe Bottom as a place of memorialization, commemoration and equitable redevelopment is essential to transforming this underutilized asset and to protect valuable historic resources, advance understanding, and promote heritage tourism. We received a grant from the National Trust’s African American Cultural Heritage Action Fund to support a two-part economic analysis of the potential of this historic place.

Defining the Shockoe Bottom Memorial Campus Study Area: Throughout the study, the resource group focused on the study area recognized by the Shockoe Alliance: a 50-block area adjacent to the African Burial Ground and the proposed sites of the Devil’s Half Acre/Lumpkin’s Slave Jail museum and the memorial campus. During this exercise, the “Shockoe Bottom Memorial Campus” will refer to the same definition.

### **Shockoe Bottom Memorial Campus Visioning:**

1. How do you envision the Shockoe Bottom Memorial Campus will be expressed?
  - a. With a physical structure/monument/museum?
  - b. A park or space for reflection?
  - c. Any other suggestions?
2. What do you consider first priority is in the Shockoe Bottom Memorial Campus redevelopment?
  - a. Infrastructure Improvements?
  - b. Historic Preservation/Storytelling?
  - c. Economic Development opportunities?
3. How do you feel about the possibility of a public-private partnership with one or more corporate stakeholders funding the construction and operation of the Shockoe Bottom Memorial Campus?
4. What do you think will be the impact of the memorial campus in the Shockoe area?
  - a. Cultural Impacts (rediscovering and honoring the historic significance of Shockoe within the city/region/nation)
  - b. More pedestrian traffic
  - c. More visitors
  - d. Development of complementary activities (events, partnerships with schools and organizations, etc...)
  - e. More commercial activities nearby
  - f. A more cohesive neighborhood
  - g. Other impacts
5. How do you envision vacant spaces in the Shockoe Bottom Memorial Campus being used for events such as festivals and community events?
  - a. Do you have any other ideas for infill development?
6. Where do you see the Shockoe Bottom Memorial Campus in one year? How about five or ten years?

### **Equitable Development Visioning:**

The resource group defined equitable development as a unified cohesive vision that builds community wealth and aims towards racial justice, ultimately dismantling past and present systems of supremacy.

The following elements are imperative to this definition:

- Access to wealth creation tools for new and existing businesses based on the level of need while creating a clear path to wealth and land ownership;
- Protecting the physical, social, cultural and historical resources of Shockoe Bottom and making them accessible to all; and,
- Converting the history and heritage of African enslavement into places, spaces and narratives that are owned by and used for the advancement of African Americans.

1. What do you think of these three elements, and how do you think they can be implemented?
  - a. How do you feel about the entire definition of equitable development? How does it align with your view of a Shockoe Bottom Memorial Campus and the overall development of the Shockoe Area?
  - b. How does this definition of equitable develop align with your view of heritage tourism in the Richmond Region?
2. How would an increase in the amount of minority and black-owned businesses change the way you perceive or experience Shockoe Bottom?
  - a. Ownership of the space?
  - b. Vibrancy and sense of place?
3. What conversations need to be had at the city and community levels to promote successful equitable development?
  - a. Who should have a continual voice at the table about decisions for the Shockoe Bottom Memorial Campus?
  - b. How and where should these conversations be taking place?

## APPENDIX VI – ECONOMIC IMPACT OUTPUT COMPONENTS

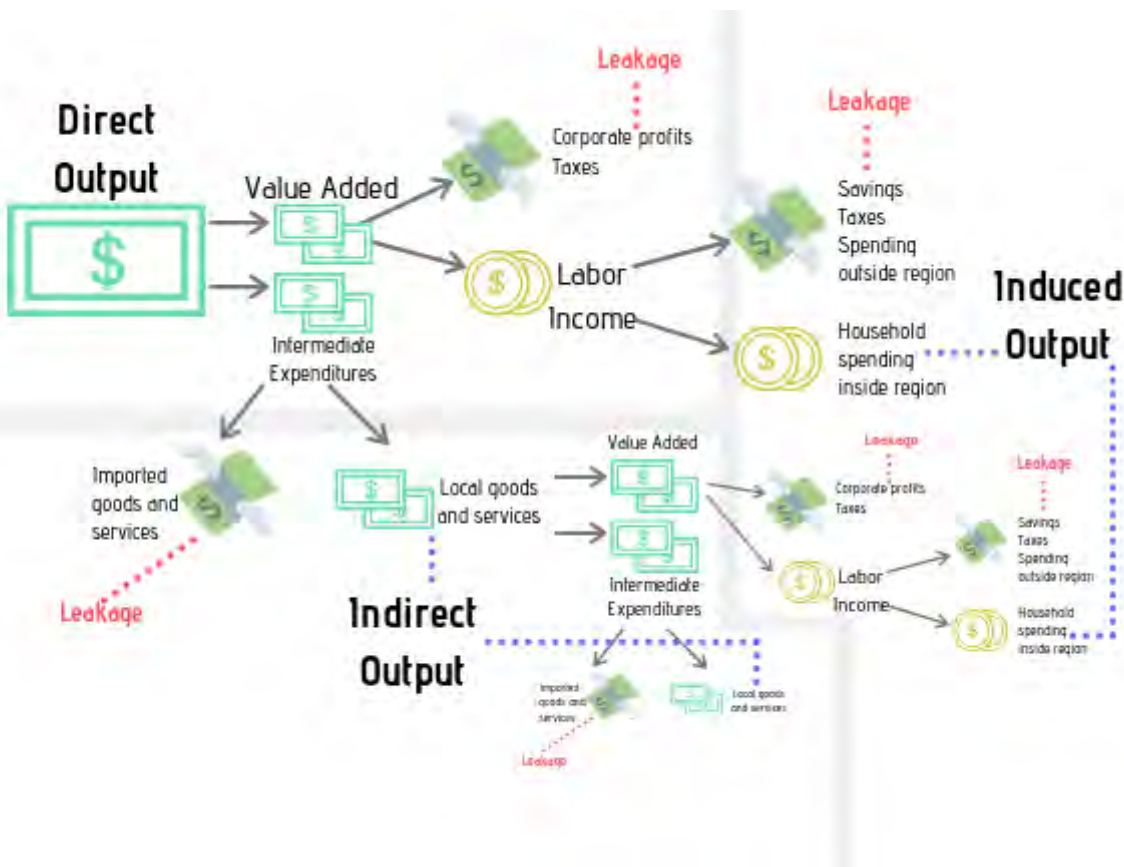
The Output of an economic model refers to the value of an industry’s production. This includes all labor, material, and energy costs, as well as corporate profits and taxes. The output value can be broken down into two main components: Intermediate Expenditures and Value Added.

Intermediate Expenditures are purchases of the goods and services that are used to produce other goods and services rather than for final consumption—materials, energy, and services (excluding capital and labor). For example, the intermediate expenditures for a construction industry might include building materials such as steel beams, engineering services, and electricity or fuel for heavy machinery. Although these products and services add to the total value of production, they do not represent the economic impact of the local construction industry. Intermediate expenditures have value that has been created elsewhere.

Value Added represents to the difference between the cost of intermediate expenditures and the cost of the total output. It may be thought of broadly as an industry’s contribution to the GDP. It is the value that is added to intermediate expenditures in order to transform them into a different product to be sold. For example, if an apple pie in a grocery store costs \$10.00 (output) and the sum of intermediate expenditures—apples, sugar, flour, and energy for the oven and mixer—total \$5.50, the pie’s value added is \$4.50. That \$4.50 of value added can be divided corporate profits, taxes, and Labor Income.

Labor Income includes all forms of employment income, including wages and benefits, as well as Proprietor Income in the case of self-employed individuals and unincorporated business owners.

When we look at the direct, indirect, and induced impacts of an economic activity, we can break it down by total output, value added, and labor income (which is a component of value added). From that labor income, we can also estimate employment: the number of jobs that will be supported by the total output. This number should not be considered an estimate of actual jobs created by a project, unless specifically stated. It is an estimate of the amount of labor supported by the labor income impact, and it accounts for in- and out-commuters.



# Shockoe Bottom Memorial Campus and Museum: Estimated Economic Impacts

## Memorial Campus

### Construction

The construction of a memorial campus, estimated at \$8.7 million, would generate \$4.5 million of labor income in the City of Richmond, supporting 75 jobs. The total economic output of Phase 1 construction would total \$11.5 million in Richmond.

**75**  
**JOBS**

Supported by construction

### Operations

The day-to-day operations of a memorial campus, an estimated budget of \$484 thousand, would generate \$322 thousand in labor income each year and support 8 jobs in Richmond. The total economic output of operations is an estimated \$813 thousand annually.

**\$322**  
**THOUSAND**

Labor Income generated each year

### Visitor Spending

An estimated 35,000 people will visit the memorial campus each year, generating between \$3.7 and \$7.7 million in total economic output depending on the mix of local and out-of-town visitors. That output includes labor income between \$1.5 and \$3.1 million, supporting 43 to 85 jobs in Richmond's economy.

**\$3.7 to \$7.7**  
**MILLION**

Total economic output

## Museum and Pavilion

### Construction

Museum construction, estimated at \$26.8 million, would generate \$11 million in labor income, supporting 180 jobs in Richmond's economy. The total one-time impact of museum construction is an estimated \$35.2 million in economic output.

**180**  
**JOBS**

Supported by construction

### Operations

The day-to-day operations of a museum with an annual budget of approximately \$3.1 million would generate more than \$2 million of labor income in the local economy each year. That income is sufficient to support 48 jobs in Richmond. The total economic output of museum operations is estimated at \$5.2 million annually.

**\$2**  
**MILLION**

Labor Income generated each year

### Visitor Spending

An estimated 175,000 people will visit the museum each year, generating around \$28.4 million in total economic output through spending on hotels, restaurants, and cultural activities. That output includes labor income of \$11.6 million, supporting 316 jobs in Richmond's economy for each year of visitation at that level.

**\$28.4**  
**MILLION**

Total economic output



Stories of enslavement are told in isolation. I think there should be stories of present enslavement: human trafficking, mass incarceration.

It's been a long time coming, but it's just starting. Flipping the narrative and the marketing [of Shockoe Bottom] is central.

The challenge is going to be changing the narrative from crime and unsafe and dangerous. We need to do this through successful marketing.

## TRANSFORMATION

African Americans in the civil war time were not acted upon; they were actors. The space should show how these actions shift the narrative from acted upon to actors.

The black narrative is a lot of times through this slave lens, but there is this very vibrant community at work. How can we marry these two narratives together? There is more to the story, but it's important that the people who live it, shape it.

I hold onto the word sacred. I get tired of being sad. Instead, I think there should be a comfortable place for reflection.

Once you take responsibility and embrace the responsibility [for the history of Shockoe Bottom], there are permanent repercussions, and there is no real desire for the repercussions. There are a group of people who go down there for entertainment purposes and another that go down there for cultural purposes; right now, the two don't go hand in hand.

We tend to look at this opportunity as a local phenomenon, and we do not give it the international scope it deserves.

The history is really important, but we also have a future. We need to keep in mind that Shockoe has a bright future.

## ENGAGING DESCENDANTS

Black people do not have brick and mortar spaces. We are a pop-up culture. We need to shift that dialogue, shift the energy of resilience, and have a space for people and for descendants of that community to be served.

## HISTORY

We're going to educate people on what happened. If people then turn around from that and see a functioning neighborhood that's diverse economically and culturally then that means something

Be transparent about why this approach is being taken. Whenever you try to make up for past injustices, those who already had a stake will be upset.

I feel sad about the idea of a public/private partnership. A lot of these corporations are beneficiaries of the trauma of black people.

## DESIGN / PLACEMAKING / CONNECTIVITY

The conversation about education and learned experiences resonates with people. I see connectivity as a huge underlying foundation for this entire plan and site. From an experience standpoint, with the right kind of connectivity, you can create very powerful experiences with people and change the way people think. People seek out these lived experiences.

Connectivity in the two spaces is imperative. The design needs to be intentional. Many people don't even know that there are two spaces there right now. In terms of education and tourism, there is an opportunity to impact everyone just through better design.

The best thing we could do for Shockoe Bottom is figure out how to make the neighborhood not flood.

## FUNDING MODELS

There needs to be extensive trust building...This warrants having a more involved governing body [such as] a "Friends Of" governing body.

When any "new" anything was ever introduced, it was greeted with horror. It is going to take some new development.

## ENVIRONMENTAL FRAGILITY

The history is buried figuratively and literally, but the history is deep.

The parks could be an engineering solution for the floodplain. It could be used as a double purpose.

# SHOCKOE BOTTOM COMMUNITY IMPACT