

INTRODUCED: January 11, 2016

AN ORDINANCE No. 2016-002

To adopt an amendment to the Master Plan for the City of Richmond, adopted by the City Planning Commission on Nov. 6, 2000, and by the City Council by Ord. No. 2000-371-2001-11, adopted Jan. 8, 2001, as previously amended, to incorporate the VUU/Chamberlayne Neighborhood Plan, applicable to an area including Virginia Union University and the Chamberlayne Industrial Center, on the north side of the city, as a part of the Master Plan.

\_\_\_\_\_  
Patron – Mayor Jones (By Request)

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

PUBLIC HEARING: JAN 25 2016 AT 6 P.M.

WHEREAS, the City Planning Commission approved and certified a Master Plan for the City of Richmond on November 6, 2000; and

WHEREAS, by Ordinance No. 2000-371-2001-11, adopted January 8, 2001, the Council of the City of Richmond approved a Master Plan for the City of Richmond pursuant to a request by the City Planning Commission that the Council adopt a Master Plan; and

WHEREAS, the VUU/Chamberlayne Neighborhood Plan, a copy of which is attached to this ordinance, applies to a 520-acre area, including Virginia Union University and the Chamberlayne Industrial Center, on the north side of the city of Richmond; and

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

ADOPTED:            FEB 8 2016            REJECTED:            \_\_\_\_\_            STRICKEN:            \_\_\_\_\_

WHEREAS, by resolution dated November 16, 2015, a copy of which is attached to this ordinance, the City Planning Commission adopted the proposed amendment to incorporate the VUU/Chamberlayne Neighborhood Plan as a part of the Master Plan; and

WHEREAS, it is the consensus of the Council that it is in the best interest of the City of Richmond that the Council, for and on the behalf of the City of Richmond, consent to and adopt the aforesaid amendment to the Master Plan;

NOW, THEREFORE,

THE CITY OF RICHMOND HEREBY ORDAINS:

§ 1. That the amendment to the Master Plan, which shall be known as the VUU/Chamberlayne Neighborhood Plan, as adopted by the City Planning Commission at its meeting on November 16, 2015, be and is hereby adopted as set out in its resolution of that date.

§ 2. That the VUU/Chamberlayne Neighborhood Plan supersedes all other parts of the Master Plan adopted prior to the effective date of this ordinance with which it conflicts.

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

DEC 23 2015

OFFICE OF CITY ATTORNEY

**..Title**

To update the City's Master Plan to include the recommendations of the Chamberlayne/VUU Neighborhood Plan.

**..Body**

**O & R REQUEST**



**CITY OF RICHMOND  
INTRACITY CORRESPONDENCE**

DEC 18 2015

Chief Administration Office  
City of Richmond

4-4713

**O & R Request**

**DATE:** October 14, 2015

**EDITION:** 1

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

**THROUGH:** Dwight C. Jones, Mayor (Patron: Mayor, by Request) *D.C.J.*  
(This in no way reflects a recommendation on behalf of the Mayor)

**THROUGH:** Selena Cuffee-Glenn, Chief Administrative Officer *SCG*

**THROUGH:** Peter L. Downey, Jr., Interim Deputy Chief Administrative Officer for Economic Development and Planning *P.L.D.*

**FROM:** Mark A. Olinger, Director, Dept. of Planning and Development Review *M.A.O.*

**RE:** Adoption of Chamberlayne/VUU Neighborhood Plan into the City's Master Plan

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

**PURPOSE:** To update the City's Master Plan to include the recommendations and results of the Chamberlayne/VUU Neighborhood Plan to guide future development and investment in the area.

**REASON:** This area recently underwent an intensive area planning process to establish a vision that would guide future development and public investment in a number of neighborhoods, commercial corridors, institutional anchor area, and industrial areas in this part of Northside Richmond. The recently-completed plan is considerably more detailed, and also more up-to-date, than the existing Master Plan recommendations for the area and involved more detailed public engagement.

**RECOMMENDATION:** Staff recommends approval of the ordinance.

**BACKGROUND:** This Resolution would amend the City's Master Plan to include the recommendations and results of the recently-completed Chamberlayne/VUU Neighborhood Plan.

Much of the study area had only ever been studied as part of a larger City Master Plan process; the Chamberlayne/VUU Neighborhood Plan allowed for a much closer, targeted look at the area.

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## **Background**

This plan began in late 2014 in order to look at a number of residential neighborhoods, institutional anchors, industrial areas, and commercial corridors that had not previously been closely studied as part of a city area planning process.

The Chamberlayne/VUU Plan looks at a number of sub-areas, some with very distinct land uses. The land use recommendations for the sub-areas within the plan are as follows:

A new mixed use area in the lower Chamberlayne area will provide new housing options and a mix of retail and office uses. New development and redevelopment within these mixed use areas should be a range of residential and commercial uses, be a mix of pedestrian and vehicular scales, be between 2 to 5 stories in height, should have setbacks that establish a relationship with the sidewalk, and have parking located at the rear of the building with opportunities for shared parking with adjacent development.

A second mixed use district in the Upper Chamberlayne area will likely have a more residential character. New development and redevelopment within these mixed use areas should be a range of residential and commercial uses, be a mix of pedestrian and vehicular scales, be between 2 and 4 stories in height, should have setbacks that establish a relationship with the sidewalk, and have parking located at the rear of the building with opportunities for shared parking with adjacent development.

The new neighborhood gateway area on the Lombardy corridor will have primary uses including office, personal service, and retail uses intended to provide the daily convenience shopping and service needs of adjacent neighborhood residents. Such uses are typically small scale and low intensity and have limited hours of operation, involving a high percentage of walk-in trade and minimal vehicular traffic, and are especially compatible with adjacent low to medium density residential uses.

Existing residential neighborhoods will be preserved and strengthened. This plan does not envision any land use changes in the predominantly residential neighborhoods within the area. Single-family neighborhoods will remain with their existing single-family land use and zoning.

Likewise, the existing multi-family residential areas will be preserved and strengthened and continue the development of a medium density neighborhood comprised of a mix of residential uses. It will promote a pedestrian-oriented urban environment that is primarily residential in character, but may also include limited non-residential uses that serve many of the day-to-day convenience needs of neighborhood residents and provide opportunities for residents to live and work within the neighborhood. New residential development in mixed use areas along the southern half of Chamberlayne and south of the Neighborhood Center will provide further opportunities for housing not currently offered in the market.

The existing industrial area will retain its current land use, but in the future may become a mixed use business district that incorporates compatible industrial land uses as well as commercial, residential, and service uses.

The plan recognizes important existing public facilities within the area, and also envisions how new civic spaces may be created along key corridors and within public right of way as part of streetscape improvements as redevelopment occurs.

The Chamberlayne/VUU Plan also envisions a number of streetscape and public realm improvements to occur alongside redevelopment. On Chamberlayne Avenue, Brook Road, and Lombardy Street these improvements should provide on-street parking, improve pedestrian access and safety, accommodate bicycles, install better street lighting, and beautify landscaping. Finally, the plan encourages the City to pursue more innovative strategies for stormwater mitigation across the district.

**Public Participation**

The Chamberlayne/VUU Plan was guided by a Steering Committee consisted of key stakeholders in the plan area. The Plan began with a series of public engagement sessions over two days. These sessions included charrettes, stakeholder conversations, and a public meeting with the plan consultants and were the primary drivers of the plan development. Residents, business owners, and civic associations were all involved in providing plan input. The plan recommendations were presented at a second open public meeting, and further updates were provided at one of Councilman Hilbert's District meetings. Finally, a number of community members who participated in the plan worked with staff to contribute the community history that follows the plan as an appendix.

**FISCAL IMPACT / COST:** The Department Planning and Development Review does not anticipate any impact to the City's budget for this or future fiscal years.

**FISCAL IMPLICATIONS:** Staff time for processing the request; preparation of draft ordinance; and publishing, mailing and posting of public notices.

**BUDGET AMENDMENT NECESSARY:** No.

**REVENUE TO CITY:** None.

**DESIRED EFFECTIVE DATE:** Upon adoption.

**REQUESTED INTRODUCTION DATE:** November 9, 2015

**CITY COUNCIL PUBLIC HEARING DATE:** December 14, 2015

**REQUESTED AGENDA:** Regular.

**RECOMMENDED COUNCIL COMMITTEE:** None.

**CONSIDERATION BY OTHER GOVERNMENTAL ENTITIES:** City Planning Commission, November 2, 2015

**AFFECTED AGENCIES:** Office of Chief Administrative Officer  
Law Department (for review of draft ordinance)

**RELATIONSHIP TO EXISTING ORD. OR RES.:** Will Amend the City's *Master Plan* as passed by Ordinance 2000-371-01-11 on January 8, 2001

**ATTACHMENTS:** Draft Plan Amendment.

<b>STAFF:</b>	Kathleen Onufer, Executive Staff Planning & Development Review (Room 511)	(804) 646-5207
	Lory Markham, Principal Planner Land Use Administration (Room 511)	(804) 646-6309

*PDR O&R No. 2015-22*



## CITY OF RICHMOND

### Department of Planning & Development Review *Staff Report*

**a2015-1503:** To update the City's Master Plan to include the recommendations of the VUU/Chamberlayne Neighborhood Plan.

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**To:** City Planning Commission  
**From:** Land Use Administration  
**Date:** November 16, 2015

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#### **PETITIONER**

City of Richmond  
900 East Broad Street  
Richmond, VA 23219

#### **LOCATION**

The neighborhoods, commercial corridors, institutional uses, and industrial areas bordered by I-95 to the west and South, Brookland Park Blvd to the North, Chamberlayne Avenue and the Elson Redmond Memorial Golf Facility to the East, as studied during the VUU/Chamberlayne Neighborhood Plan.

#### **PURPOSE**

To update the City's Master Plan to include the recommendations and results of the VUU/Chamberlayne Neighborhood Plan to guide future development and investment in the area.

#### **SUMMARY & RECOMMENDATION**

This Resolution would amend the City's Master Plan to include the recommendations and results of the recently-completed VUU/Chamberlayne Neighborhood Plan. Much of the study area had only ever been studied as part of a larger City Master Plan process; the VUU/Chamberlayne Neighborhood Plan allowed for a much closer, targeted look at the area.

**Therefore, staff recommends approval of the Resolution.**

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#### **FINDINGS OF FACT**

##### **Background**

This plan began in late 2014 in order to look at a number of residential neighborhoods, institutional anchors, industrial areas, and commercial corridors that had not previously been closely studied before.

The VUU/Chamberlayne Plan looks at a number of sub-areas, some with very distinct land uses. The land use recommendations for the sub-areas within the plan are as follows:

A new mixed use area in the lower Chamberlayne area will provide new housing options and a mix of retail and office uses. New development and redevelopment within these mixed

use areas should be a range of residential and commercial uses, be a mix of pedestrian and vehicular scales, be between 2 to 5 stories in height, should have setbacks that establish a relationship with the sidewalk, and have parking located at the rear of the building with opportunities for shared parking with adjacent development.

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The VUU/Chamberlayne Plan also envisions a number of streetscape and public realm improvements to occur alongside redevelopment. On Chamberlayne Avenue, Brook Road, and Lombardy Street these improvements should provide on-street parking, improve pedestrian access and safety, accommodate bicycles, install better street lighting, and beautify landscaping. Finally, the plan encourages the City to pursue more innovative strategies for stormwater mitigation across the district.

## **Master Plan**

The VUU/Chamberlayne Plan offers recommendations for a number of neighborhoods, including Douglass Court and Brookfield Gardens, that did not receive much direct study during the preparation of the City's Master Plan except as general parts of the North District Plan (page 97). Some concerns during the Master Plan process, such as expansion of the Main Post Office, are now less of a concern; generally the Master Plan supports protecting the character of existing neighborhoods, which the VUU/Chamberlayne Plan also identifies as a key priority (page 18).

While not envisioned in these areas specifically, the Master Plans does support neighborhood commercial clusters where they previously exist and are supported by the surrounding neighborhoods (page 259). The VUU/Chamberlayne Plan has established community support for a neighborhood commercial district on Lombardy St in the area.

The Master Plan identifies Chamberlayne Ave as a Principal Arterial Image Corridor, where the City should promote the creation of land uses at gateways and along image corridors that evoke high-quality and attractive images for the City (page 112). While the previous Master Plan does not envision mixed use and multi-family development on Chamberlayne Avenue in order to achieve this, there is now more community support for mixed use and multi-family development as expressed in the VUU/Chamberlayne planning process in service of the Master Plan's other image corridor goal of making the street the primary element in the urban fabric and requiring new development to reinforce the street with pedestrian-related activity (page 112, 257).

Finally, the Master Plan identifies Brook Road as bike route, as does the City's Bicycle Master Plan, and the VUU/Chamberlayne Plan reflects these recommendations (page 264).

### **Public Participation**

The VUU/Chamberlayne Plan was guided by a Steering Committee consisted of key stakeholders in the plan area. The Plan began with a series of public engagement sessions over two days. These sessions included charrettes, stakeholder conversations, and a public meeting with the plan consultants and were the primary drivers of the plan development. Residents, business owners, and civic associations were all involved in providing plan input. The plan recommendations were presented at a second open public meeting, and further updates were provided at one of Councilman Hilbert's District meetings. Finally, a number of community members who participated in the plan worked with staff to contribute the community history that follows the plan as an appendix.

After Planning Commission input following its October 19 meeting there have been minor changes to the land use plan to better match suggested zoning to the land use recommendations. Further public comment since then has resulted in edits to the plan to modify the infrastructure section to better reflect the recommendations of the City's Bicycle Master Plan and Multi-Modal Strategic Plan.

**Staff Contact:** Kathleen Onufer, Executive Staff (804) 646-5207



CITY OF RICHMOND

PLANNING COMMISSION

November 16, 2015

**MOTION OF THE CITY OF RICHMOND PLANNING COMMISSION**

**TO UPDATE THE CITY OF RICHMOND'S MASTER PLAN TO INCLUDE THE FINDINGS AND RECOMMENDATIONS OF THE VUU/CHAMBERLAYNE NEIGHBORHOOD PLAN**

**WHEREAS**, the City Planning Commission adopted a *Master Plan* on November 6, 2000; and the City Council approved said *Master Plan* by Ordinance 2000-371-01-11 on January 8, 2001; and

**WHEREAS**, the recently-completed VUU/Chamberlayne Neighborhood Plan provides a long-range plan to guide redevelopment and public investment in a number of neighborhoods, commercial corridors, and institutional and industrial areas around Virginia Union University and Chamberlayne Ave in Northside; and

**WHEREAS**, the VUU/Chamberlayne Neighborhood Plan adds important detail and updates the Master Plan for this area; and

**WHEREAS**, the VUU/Chamberlayne Neighborhood Plan involved extensive public engagement, including the preparation of a community history; and

**WHEREAS**, the City Planning Commission conducted a public hearing on November 16, 2015, for the purpose of receiving public comments relative to a proposed amendment to the *Master Plan*, said amendment being the adoption of the VUU/Chamberlayne Neighborhood Plan as an incorporated element of the Master Plan; and

**WHEREAS**, the City Planning Commission has reviewed the proposed amendment and taken into consideration comments received at its public hearing;

**NOW, THEREFORE BE IT RESOLVED**, that the City Planning Commission hereby adopts the above described amendment to the *Master Plan* as displayed in the VUU/Chamberlayne Neighborhood Plan.

---

Rodney Poole  
Chair, City Planning Commission

---

Lory Markham  
Secretary, City Planning Commission

VUU/CHAMBERLAYNENEIGHBORHOOD PLAN

Richmond, Virginia URBAN DESIGN ASSOCIATES

SEPTEMBER 2015



# VUU/Chamberlayne Neighborhood Plan

PREPARED FOR  
City of Richmond

PREPARED BY  
Urban Design Associates  
VHB  
RDS  
Snead  
Miles Agency

## MAYOR DWIGHT C. JONES

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Chief Administrative Officer

Peter L. Downey,  
Acting Deputy CAO, Economic  
Development and Planning

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President, South Central (9th)

Chris A. Hilbert,  
Vice President, Northside (3rd)

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Seven Hills School

# Table of Contents

INTRODUCTION 1

EXECUTIVE SUMMARY 2

ANALYSIS 4

Portrait of Existing Conditions 5

Regional Analysis 6

X-Ray Exhibits 7

Public Outreach 8

Market Potential 9

ILLUSTRATIVE MASTER PLAN 10

INFRASTRUCTURE NETWORK 11

Major Street Network Plan 12

Stormwater Management 19

Transit 20

Bike Lanes 21

Parking Strategies 22

LAND USE AND DEVELOPMENT 23

Proposed Land Use Plan 24

SUB-AREAS WITHIN THE NEIGHBORHOOD 27

Neighborhood Preservation Areas 28

Hospital/Pfizer 29

Virginia Union University 30

Neighborhood Center 32

Upper Chamberlayne 34

Lower Chamberlayne 35

Industrial Innovation District 37

IMPLEMENTATION STRATEGIES 39

APPENDIX: COMMUNITY HISTORY

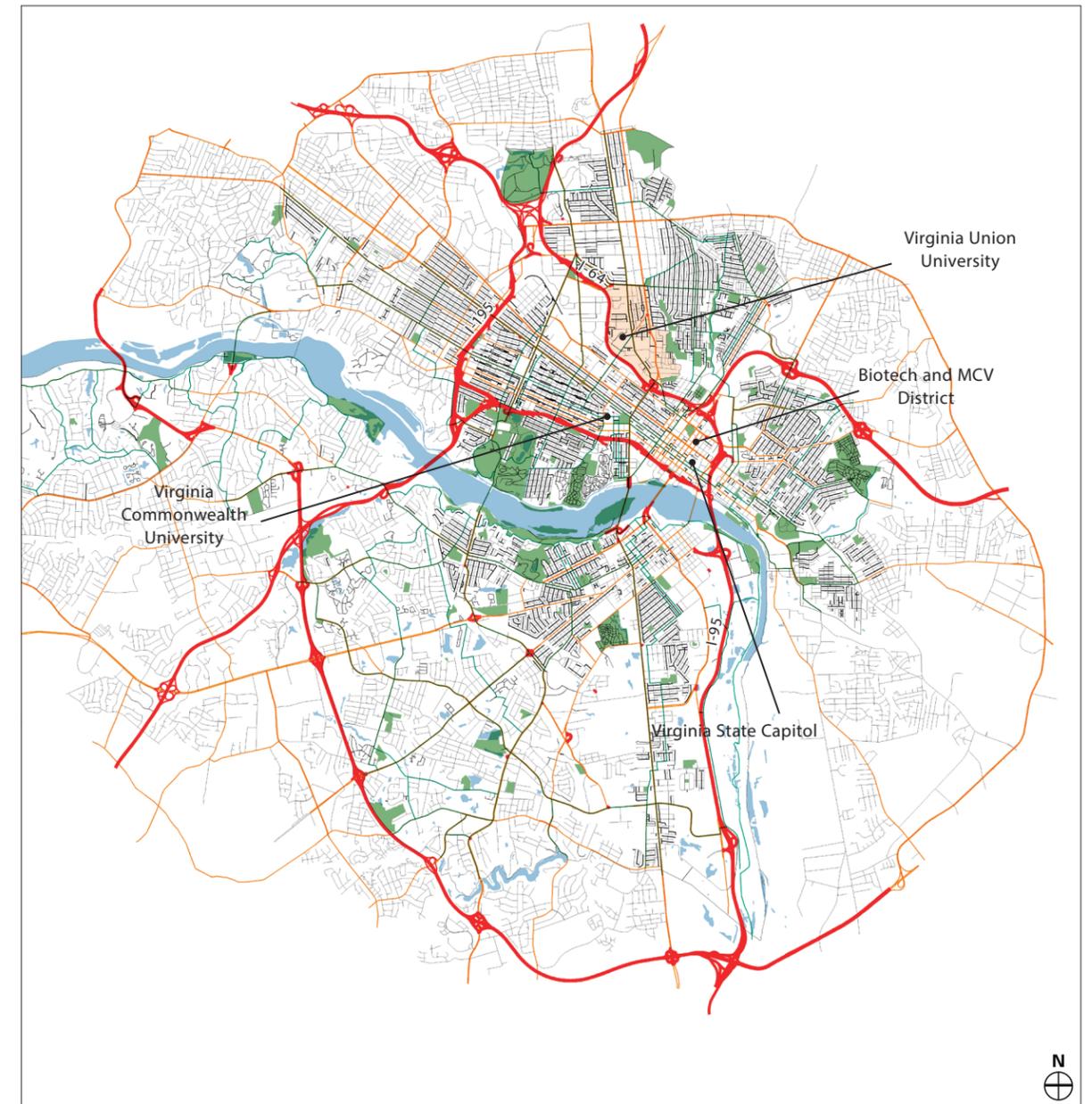
# Introduction

THE CITY FORMALLY ADOPTED the City of Richmond Master Plan in 2001, which set the policy direction for development in the city. This plan studied the future of the neighborhood around Virginia Union University (VUU) and the Chamberlayne Industrial Center and made some recommendations. However, these areas have not been studied in detail since that time. The VUU/Chamberlayne Planning Process has highlighted the need for comprehensive thinking about the future of this critical area of the city. In particular, a vision for the character of public infrastructure and future development is essential to prevent the future from being decided on a parcel-by-parcel basis.

These neighborhoods possess a vibrant mix of uses, including both significant residential and employment areas. Adjacent to the historic VUU is an industrial center, historic neighborhoods, a commercial district along Chamberlayne Avenue, and Children's Hospital of Richmond at VCU. However, underutilized lots and uses provide room for growth and new investment.

To better understand these opportunities, the City of Richmond commissioned a Neighborhood Plan for the 520-acre area including VUU and the Chamberlayne Industrial Center. In the Spring of 2014, the Urban Design Associates team was selected to conduct the study and lead the planning process.

The approach relied on multi-disciplinary, process-based engagement in three phases: understanding, exploring, and deciding. The VUU/Chamberlayne Neighborhood Plan prioritized public participation in the planning process. The design and engagement took place over a one-week workshop, which helped build common understanding, exploration of alternatives for the site, and consensus around the preferred alternatives for the neighborhood's future.



REGIONAL MAP OF RICHMOND

# Executive Summary

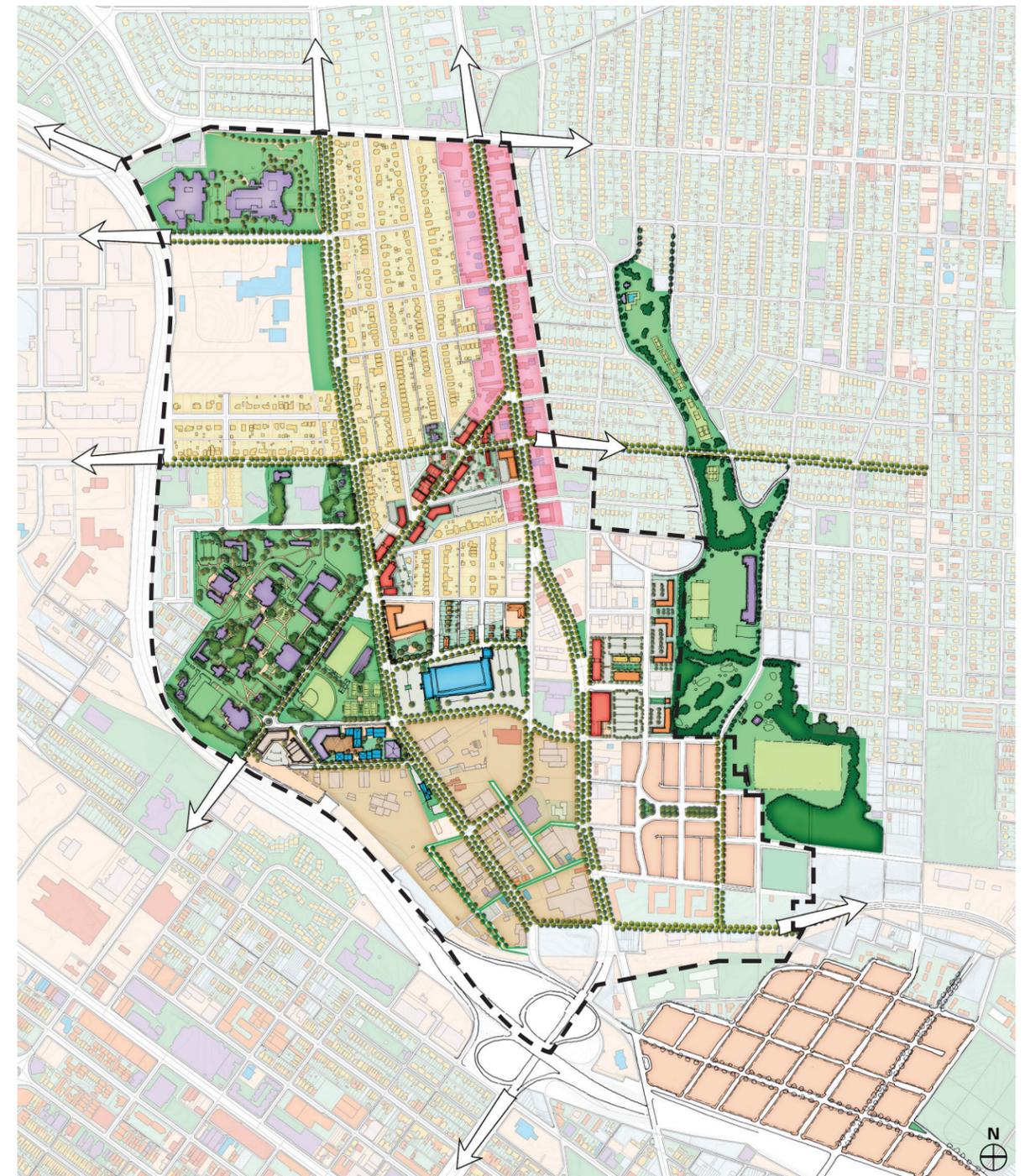


VIEW OF VIRGINIA UNION GATEWAY CONCEPT

THE VUU/CHAMBERLAYNE KEY MEETINGS	
16 June 2014	Steering Committee Meeting
16 June 2014	Public Meeting #1
16-18 June 2014	Stakeholder Focus Groups
19 June 2014	Public Meeting #2
9 October 2014	Public Meeting #3

THE VUU/CHAMBERLAYNE neighborhood is positioned to enhance and capitalize on its proximity and relationship with the City’s strong institutional, commercial, and neighborhood partners. The Neighborhood Plan make the following key recommendations, which are summarized as follows:

- 1 Transform Lombardy Street between Brook and Chamberlayne into a neighborhood center with apartments, restaurants, shops, services, and a town square.
- 2 Open up VUU to the new neighborhood center on Lombardy with pedestrian gates and paths to support continued campus growth.
- 3 Protect and strengthen residential neighborhoods with code enforcement, tree maintenance, and planting. Create a collective partnership of neighborhood and business associations to represent the interests of the whole district.
- 4 Support expansion of Children’s Hospital of Richmond at VCU and protect the historic architecture and landscape along Brook.
- 5 Encourage redevelopment of largely underutilized parcels into mixed-use buildings along Chamberlayne.
- 6 Brand light industrial parcels into an industrial innovation area and improve the physical environment with improved stormwater management, landscaping, lighting, signage, screening, and gateways.
- 7 Change the design of Chamberlayne, Brook, and Lombardy to provide on-street parking, improve pedestrian access and safety, accommodate bicycles, street lighting, and landscaping.
- 8 Fix existing stormwater facilities and implement new mitigation measures in public rights-of-way and with site development regulations.
- 9 Implement new parking lot standards to improve their appearance and function.

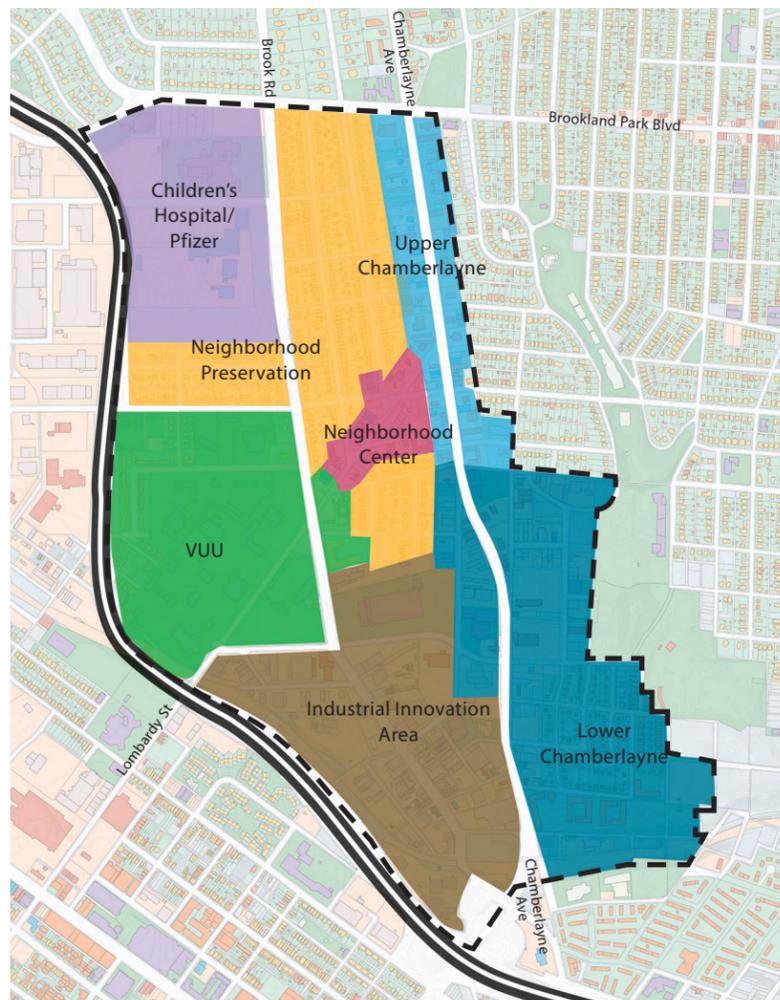


ILLUSTRATIVE MASTER PLAN

--- STUDY AREA

Because the neighborhood encompasses so many diverse uses and characteristics, the Plan addresses these recommendations within sub-neighborhood areas. Detailed descriptions of the infrastructure and development initiatives that form the vision for each area can be found under the section ‘Districts within the Neighborhood.’

Implementation of these initiatives will depend on partnership and cooperation between the City and public agencies, non-profits, private developers, the residents, and business owners. Each entity can help to advance progress in the neighborhood in the short-, mid-, and long-term timeframes.



**NEIGHBORHOOD PRESERVATION AREAS**  
Existing neighborhoods can help strengthen their positions to create safe, beautiful, affordable housing for all people.



**VIRGINIA UNION UNIVERSITY**  
VUU has an opportunity to create a welcoming gateway to new development at the corner of Brook and Lombardy.



**LOWER CHAMBERLAYNE AVENUE**  
This portion of Chamberlayne Avenue is home to a diverse range of uses and opportunities for larger-scale redevelopment.



**CHILDREN'S HOSPITAL OF RICHMOND / PFIZER**  
Brook Road north of the Frederick Douglas Court has institutional uses along the western side. Preserving landscape and creating greenways are important initiatives.



**NEIGHBORHOOD CENTER**  
The heart of the neighborhood will center around the redevelopment of a mixed-use district along Lombardy Street.



**INDUSTRIAL INNOVATION AREA**  
There is an exciting opportunity in the lower Brook Road area to create an Industrial Innovation area, with improved street and stormwater infrastructure.



**UPPER CHAMBERLAYNE AVENUE**  
This area is home to a mix of multi-family residential and commercial uses, which can be enhanced by streetscaping and development standards.

# Analysis

THE PLANNING PROCESS began with an analysis of existing conditions in the VUU/Chamberlayne study area. The design team prepared maps of the study area from GIS data provided by the City. This mapping included UDA X-Rays©, analytical mapping used to reveal the underlying urban structure of the district. The team studied previous planning documents and existing development initiatives in and around the study area.

During the Phase 1 and 2 Planning Workshop, the team recorded the study area and corrected mapping based on field observation. The design team met with the City, Steering Committee, and stakeholder focus groups to discuss the strengths, weaknesses, and opportunities of the district. Focus groups included meetings with VUU, Children’s Hospital, residents, business owners, civic associations, City officials, and developers.

Each focus group participated in a mapping exercise to identify areas of strength, areas of concern, and areas of opportunities. This same process was used in a well-attended public meeting held Monday, June 16. Comments from the focus groups and the public meeting were compiled and summarized. These served as the basis for the preparation of design principles. The dot mapping exercise was assembled into one map to describe the community’s perception of where the problem areas and opportunity areas are located. Using this information, the design team and City identified character areas and important initiatives for each area.

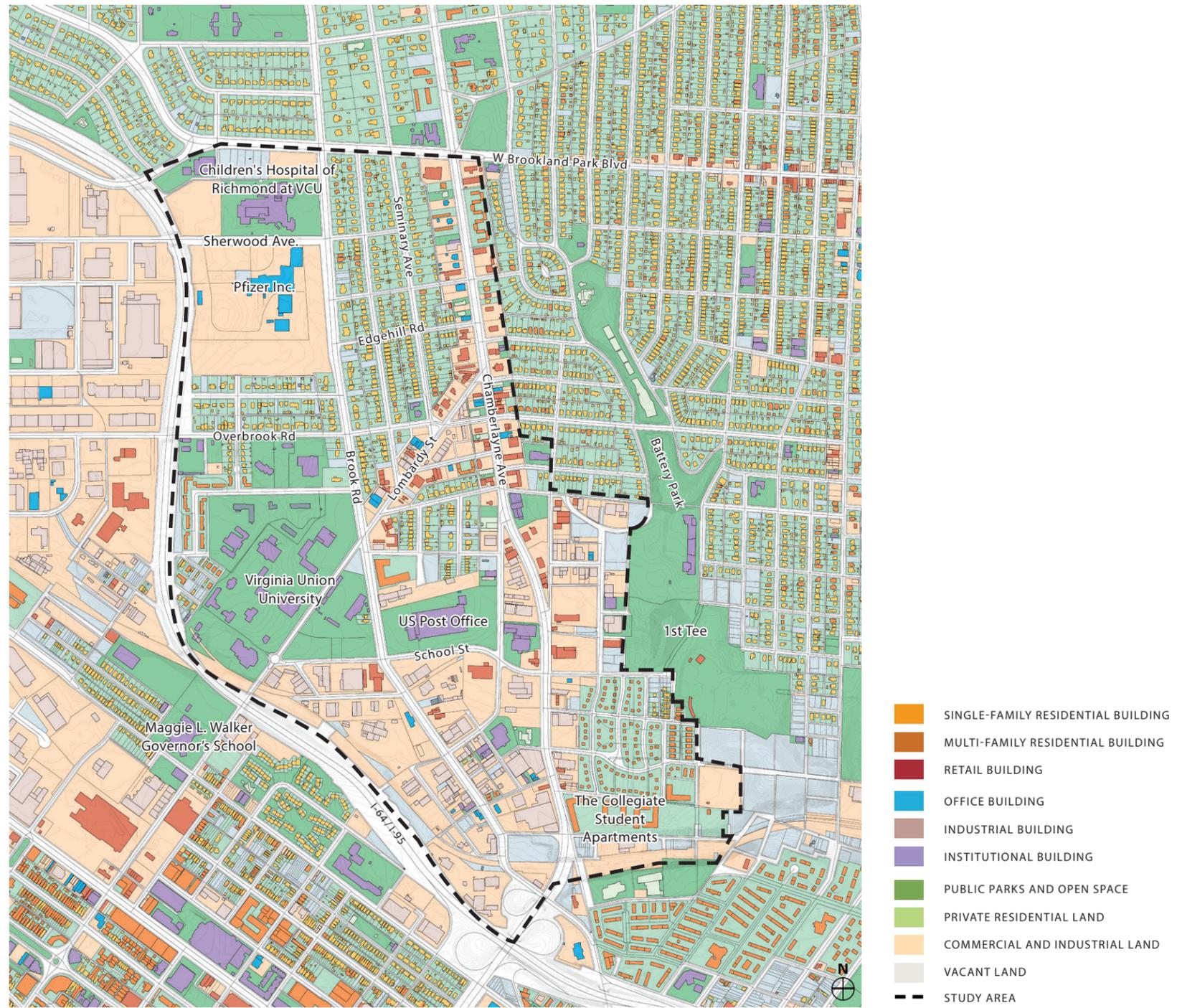


PLANS AND STUDIES AFFECTING VUU/CHAMBERLAYNE
1 Richmond Master Plan 2001
2 VUU Master Plan 2002
3 VUU Master Plan Update 2009



# Portrait of Existing Conditions

The urban design analysis begins with the creation of a base plan that clearly illustrates the urban conditions and current land and building uses. This map, called the Portrait of Existing Conditions, is shown to the right. It includes the key elements that determine the urban form: streets, buildings, land use, vacant land, topography, and natural features. This map was the basis for the analysis discussions and was later used as the basemap for testing alternatives.



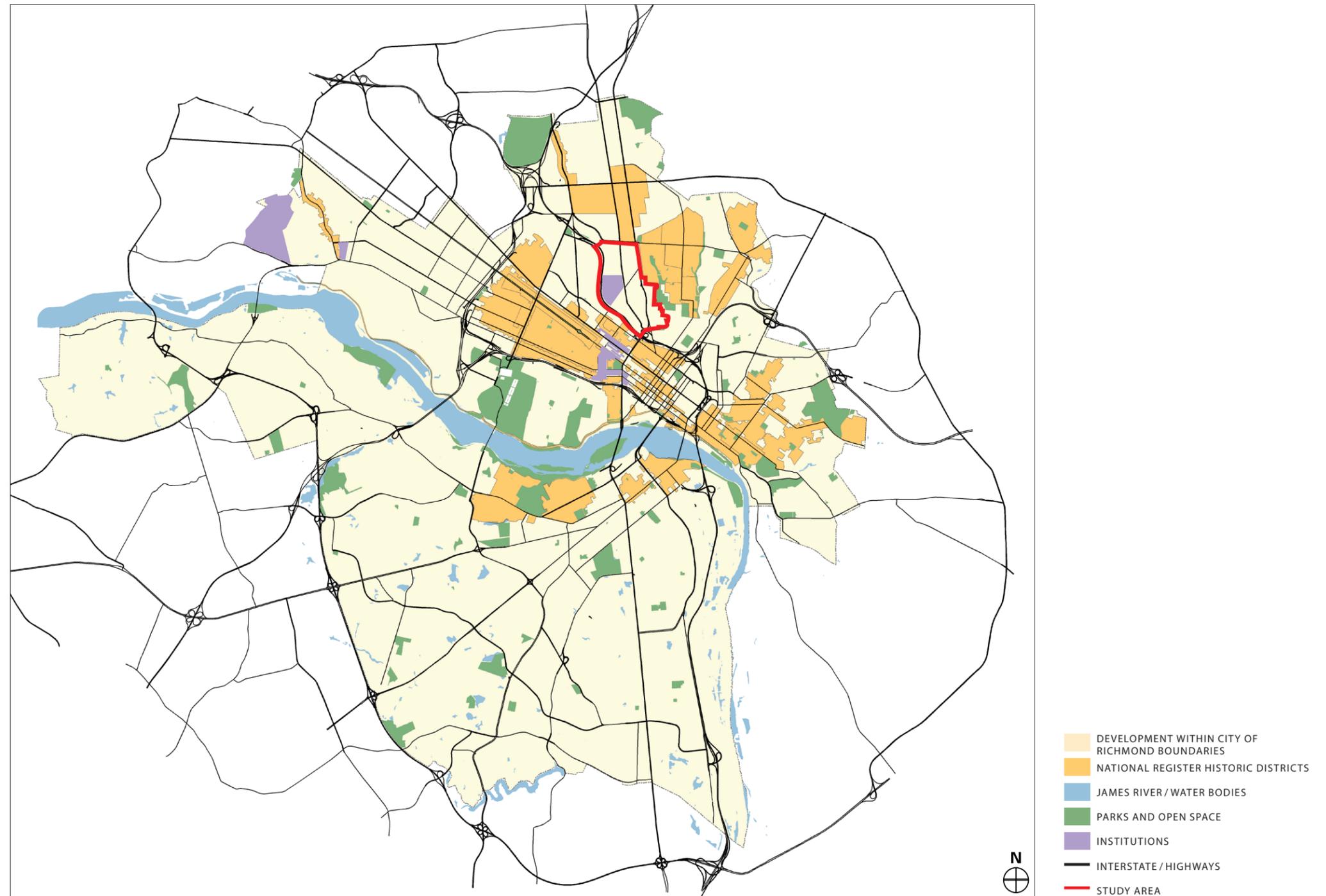
PORTRAIT OF EXISTING CONDITIONS

# Regional Analysis

The VUU/Chamberlayne area benefits from a strategic location in the Richmond region. The study area is located northwest of Downtown and north of the James River. It is bounded on the south and west by I-64/I-95. This adjacency to the system of interstates and highways gives the area a competitive advantage, with excellent access to the region and beyond.

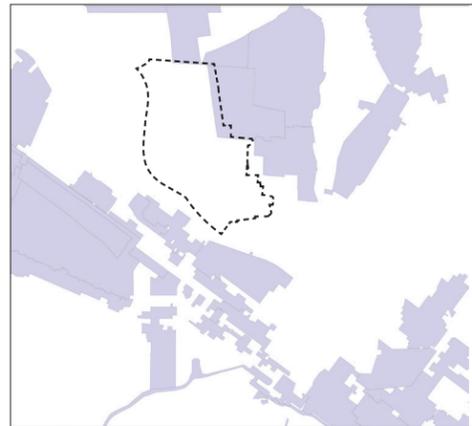
A number of historic districts surround the site. The study area encompasses four city neighborhoods, representing a range of characters and identities. Surrounding the study area, some ongoing and future development projects form a framework of opportunity for development and growth. Additionally, Richmond is gaining recognition as a “three University City” — University of Richmond, Virginia Commonwealth University, and Virginia Union University. These institutions are important economic and population drivers, and the VUU/Chamberlayne neighborhood has the benefit of being immediately integrated with VUU and a short distance from several VCU facilities.

These factors point towards a bright future for the VUU/Chamberlayne neighborhood and a real opportunity to participate in positive change and revitalization in the city. The following pages dissect the regional urban form to demonstrate these patterns and inform the design process. This is accomplished through a series of diagrams called UDA X-Rays® which pull apart information so that the study area can be more clearly understood. Each x-ray describes not only a physical element of the study area, but also the issues to be resolved.

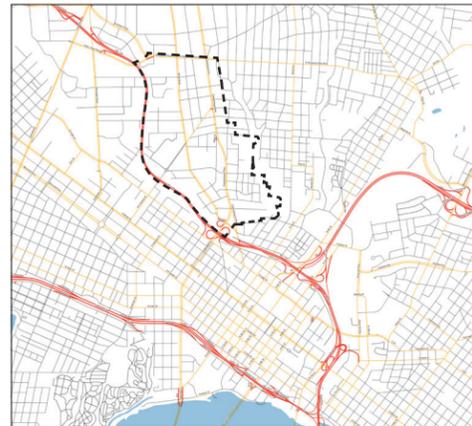


REGIONAL ANALYSIS X-RAY The site is in close proximity to Downtown Richmond, as well as I-64 and I-95 providing great connectivity within the region to all amenities.

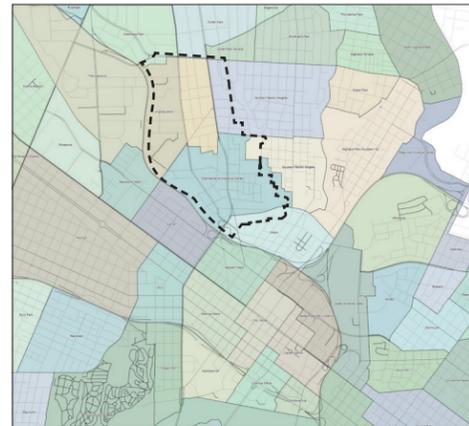
# X-Ray Exhibits



**HISTORIC DISTRICT X-RAY** The study area is surrounded by many historic homes and buildings, some of which are in the northeast portion of the study area. These residences are an important part of the heritage of the neighborhood. The rich history should be celebrated throughout the neighborhood.



**STREETS X-RAY** The VUU/Chamberlayne Neighborhood has two major routes through the area, Chamberlayne Avenue, and Brook Road, giving the area good access to both I-64/I-95 and Downtown Richmond.



**NEIGHBORHOODS X-RAY** The study area incorporates more than three different neighborhoods with varying characteristics. The combination of the Industrial Center, VUU, and the surrounding residential neighborhoods creates a complex set of uses, a diverse demographic, and potential for growth.



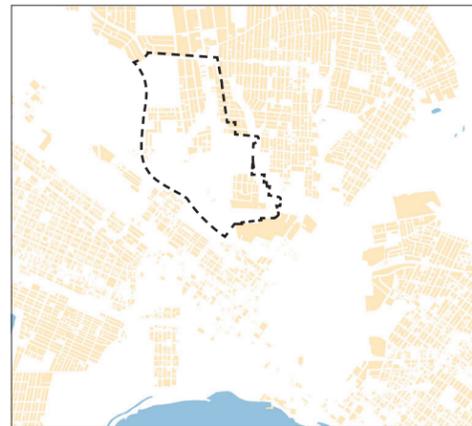
**INSTITUTIONAL AND OPEN SPACE X-RAY** The open space surrounding the study area, especially to the east, provides amenities for residents and visitors. Children's Hospital and Virginia Union University also bring many new residents and visitors.



**BICYCLE FACILITIES X-RAY** The City has strong interest and support for developing more bicycle infrastructure. There are dedicated bike lanes along Lombardy through VUU. These connect riders to Leigh, Grace, and Franklin, and eventually to Downtown.



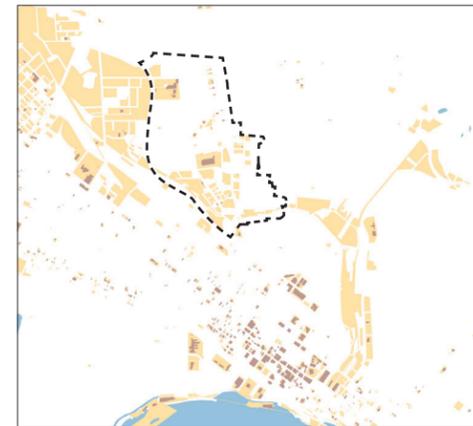
**FLOOD PLAIN X-RAY** The 500-year flood plain surrounds the lower portion of the study area, requiring a built or natural response to current and future flooding issues. Chamberlayne Avenue has already experienced these issues and requires expansion of facilities and new solutions to mitigate flooding.



**RESIDENTIAL X-RAY** A diverse range of neighborhoods is interwoven within the study area, ranging from historic homes to be preserved in the north to affordable development available for redevelopment to the south.



**COMMERCIAL X-RAY** A diverse mix of retail options is available along Chamberlayne Avenue, but some of the uses are under-utilized or undesired by residents and available for redevelopment. Light industrial and auto shops are also located through the Chamberlayne Avenue area and in the Industrial Center.



**INDUSTRIAL X-RAY** Much of the study area is made up of industrial uses with corresponding large open lots. The proximity of the site to Downtown makes this industrial land very valuable, but the open lots, as well as some of the uses, are creating unsafe areas within the study area.



**PUBLIC TRANSPORTATION X-RAY** Greater Richmond Transit Company (GRTC) is the regional provider for Richmond and the surrounding areas. There are many routes serving Downtown and two routes that service the study area — the 21 Brook and 37 Chamberlayne routes.

# Public Outreach

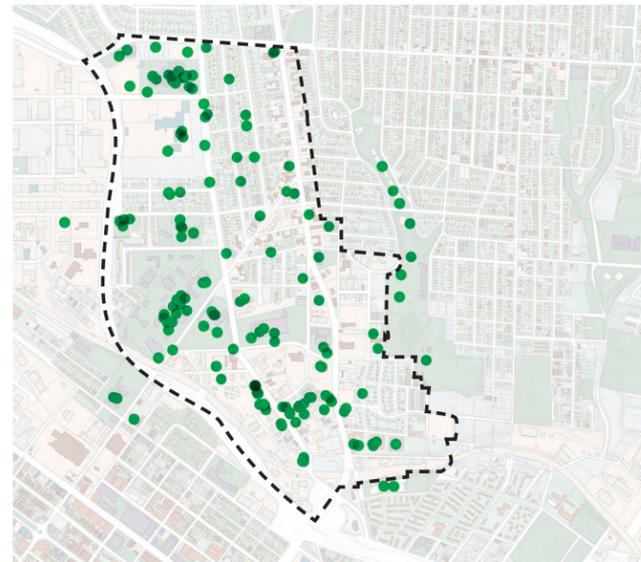
At each of the focus groups and Public Meeting #1, participants were asked to identify their perceptions of the study area as it exists today.

Three simple questions were used to generate conversation:

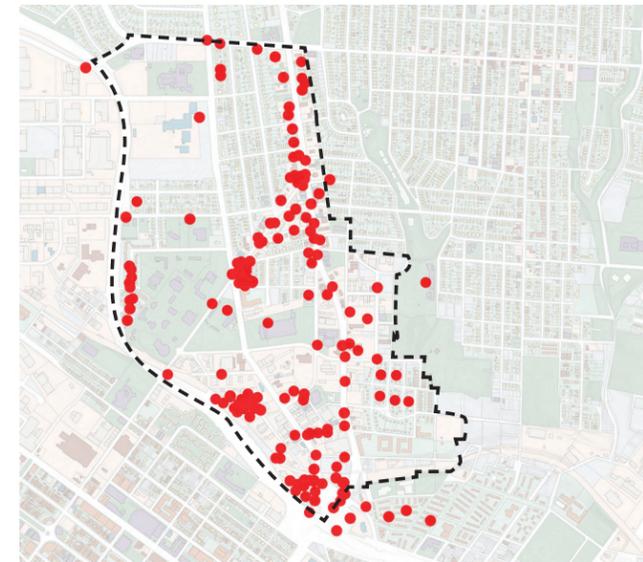
- 1 What are the strengths of the VUU/Chamberlayne district?
- 2 What are the weaknesses of the VUU/Chamberlayne district?
- 3 What are the visions and opportunities for the VUU/Chamberlayne district?

The most frequent responses are listed in the boxes to the right.

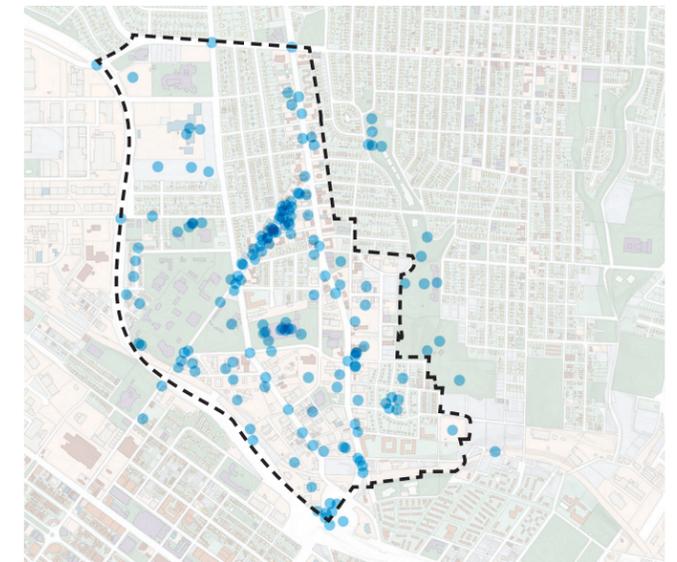
Then, people were asked to put green dots on the best places, red dots on the worst places, and blue dots on the places they'd like to see change happen.



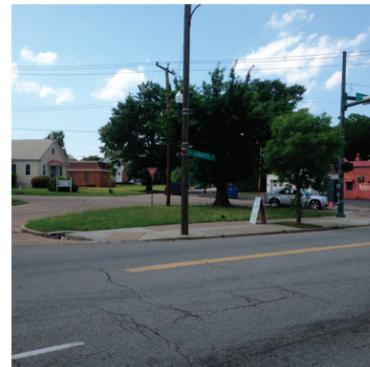
Green dots, representing the strengths of the district, include VUU, the Children's Hospital of Richmond, residential neighborhoods, social services, and public open spaces.



Red dots, signifying what the residents and stakeholders indicated as the weaknesses in the district, include the Chamberlayne and Lombardy corridors, nuisance motels, scrap yards, vacant parcels, car lots, and deteriorated buildings.



Blue dots, representing the priorities and visions of stakeholders, are focused on Lombardy Street, Chamberlayne north and south, industrial areas, and gateway locations.



## STUDY AREA STRENGTHS

- » Central location and proximity to downtown
- » Accessibility
- » VUU, Pfizer, and the Children's Hospital of Richmond
- » Stable neighborhoods
- » History of the study area
- » Businesses and jobs
- » Schools and churches
- » Police presence

## STUDY AREA WEAKNESSES

- » Lack of neighborhood and retail services
- » Too many storage and auto uses in critical locations
- » Corrosion of streetscapes and inconsistent sidewalks
- » Too much razor wire and fencing
- » Too many parking lots, not enough green space
- » Old motels and nuisance uses
- » Flooding during storm events
- » Dead ends and dark places
- » Scrapyards

## STUDY AREA OPPORTUNITIES

- » Create a neighborhood and college town center on Lombardy
- » Attract shops, restaurants, and community services
- » Build more housing
- » Improve the appearance and usefulness of streets
- » Introduce bike lanes, sidewalks, lighting, and signage
- » Improve stormwater facilities and management
- » Create more green space
- » Preserve historic architecture and neighborhoods

# Market Potential

## VUU/CHAMBERLAYNE NEIGHBORHOOD

The UDA Team prepared a market assessment of residential, retail, office, industrial, and hospitality uses within the designated boundaries of the VUU/Chamberlayne study area. The sphere of influence of these market segments includes Broad Street/VCU, Battery Park, Barton Heights, Downtown Richmond and other nearby neighborhoods. The district already has multiple uses including education, institution/health care, residential, industrial, office, and retail. The following is a summary of market opportunities for this district:

### Residential

- » Population is 2,550 people
- » Residential mix is 32% owner occupied, 55% rental and 13% vacant
- » Average income is just under \$ 35,000
- » Retail spending is lower because of the number of students
- » Housing is older (50% built before 1939)
- » There is demand for a variety of new housing

### Office

- » There are 224 business in the district
- » 1,400 employees
- » 136,325 sf of office space in 27 structures
- » There is limited office demand in the district

### Retail

- » The district has 383,550 sf in 50 businesses
- » There is a mix of retail/wholesale operations
- » Retail includes services, contractors, and auto-related services
- » Retail is scattered along the major corridors, not clustered
- » Retail should be rearranged to better serve the community
- » There is limited demand for new retail

### Industrial

- » The district has 858,000 sf of industrial uses in 78 buildings
- » There is a 12.3% vacancy rate
- » This district can command higher rent rates based on its location close to Downtown

### Hotel

- » There are 3,350 rooms in 13 properties within a 2-mile radius of study area
- » The average occupancy was 60% in 2013
- » Based on this occupancy, there is no demand for more hotel rooms in the district

Data Source: CoStar Realty; WTL+a, RDS, June 2014

# Illustrative Master Plan



THE VUU/CHAMBERLAYNE area has many different land uses in proximity to one another. It has the advantage of being a mixed-use district already with a blend of residential, commercial, employment, and institutional uses. Because each use has its particular needs to become successful, this master plan has defined seven distinct districts with redevelopment and investment initiatives for each.

The plan recommends improvements to major streets in the study area including Brook, Chamberlayne, and Lombardy. These recommendations will improve mobility and create more balanced use of the public ways that is less auto-dominant. New parks and trails are proposed to provide more public space for residents, students, and workers.

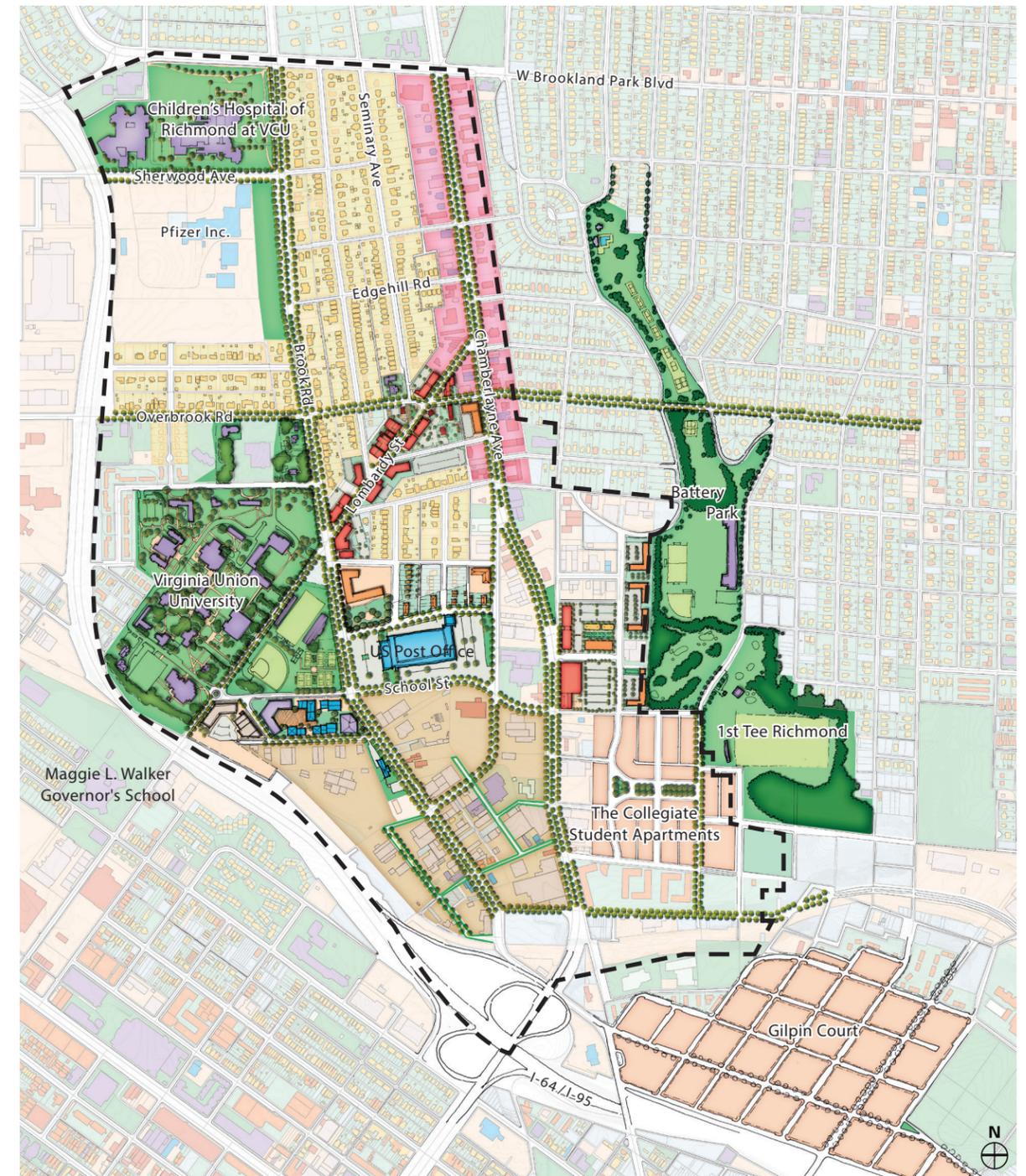
The plan illustrates new development opportunities that will improve the quality of life, meet the demands of a changing market place, sustain institutions and businesses and strengthen residential neighborhoods.

## MASTER PLAN DESIGN PRINCIPLES

- » Create a neighborhood and college town center
- » Attract shops, restaurants, and community services
- » Build more housing to meet market demand
- » Improve the appearance and safety of streets for all users
- » Introduce bike lanes, sidewalks, lighting, and signage
- » Improve stormwater management
- » Improve more park space
- » Preserve the historic architecture and neighborhoods
- » Sustain important institutions such as VUU and Children's Hospital of Richmond

Note: Future road alignments will be determined in further studies, and will be based on property availability and feasibility.

PUBLIC PARKS AND OPEN SPACE		SINGLE-FAMILY RES.	
SEMI-PUBLIC OPEN SPACE		MULTI-FAMILY RES.	
PARKING GARAGE		NEIGHBORHOOD COMMERCIAL	
PARKING LOT		MIXED USE.	
WATER		GENERAL OFFICE	
STUDY AREA		INDUSTRIAL INNOVATION DISTRICT	
		INSTITUTIONAL	



ILLUSTRATIVE MASTER PLAN

# Infrastructure Network

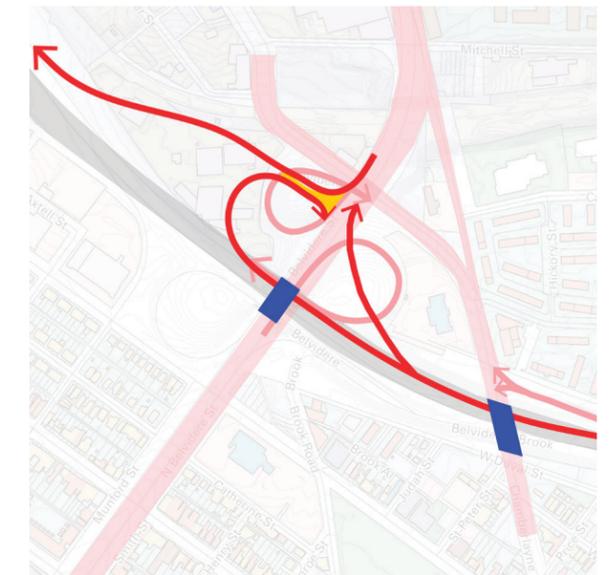
THE REDEVELOPMENT of the VUU/Chamberlayne neighborhood as a pedestrian-friendly “college town” district will not likely occur without improvements to infrastructure that can support a more urban, walkable environment; more balanced street designs for all users; and improved stormwater management facilities. The current street network is geared toward highway proximity and travel speed as opposed to safety and design characteristics typical of urban environments. A series of incremental road improvements are recommended to create a more balanced system of mobility that will better accommodate the needs of businesses, residents, and visitors.

The VUU/Chamberlayne neighborhood is unique in its encompassing of the VUU campus and its proximity to both I-64/I-95 and Downtown Richmond. The areas surrounding the Campus can be transformed from a mix of forgotten or problematic industrial uses into a lively “college town” Main Street. The centrality of Lombardy Street, its connection to the two major routes in the neighborhood, Brook Road and Chamberlayne Avenue, and its direct connection to Downtown Richmond, VCU, and other neighborhoods make it ideal for a neighborhood center focused on new amenities for the University and the surrounding residential areas.

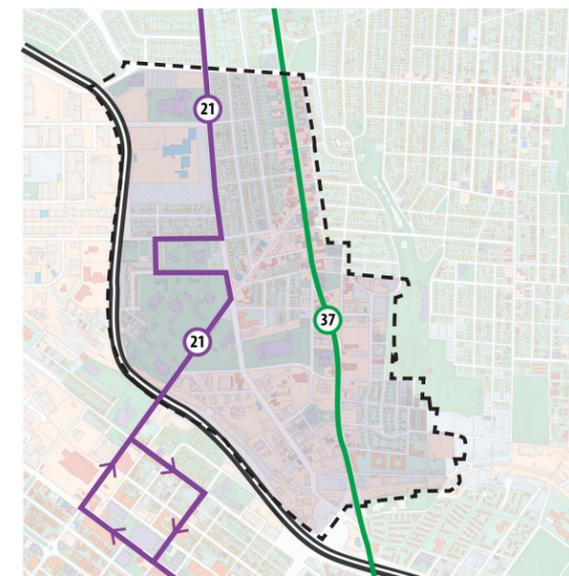
A series of infrastructure improvements are described in the following section that will set the stage for redevelopment of the VUU/Chamberlayne neighborhood as a more pedestrian-friendly, “college town” district that better serves the surrounding campus, residential areas, and businesses.



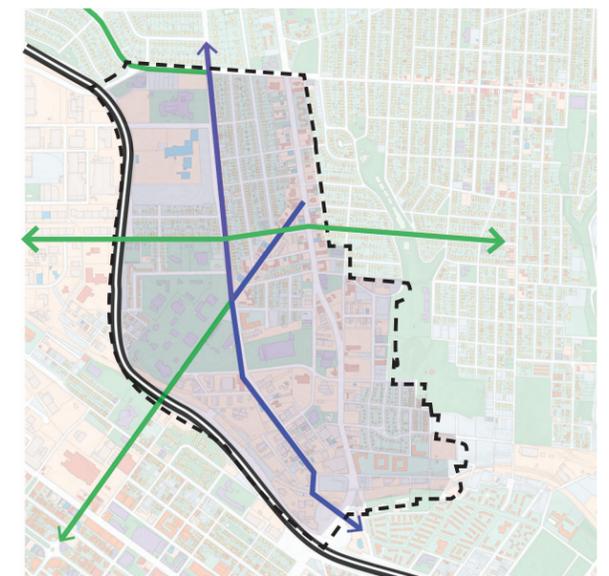
STREET NETWORK PLAN



I-64/I-95 INTERCHANGE



TRANSIT NETWORK PLAN

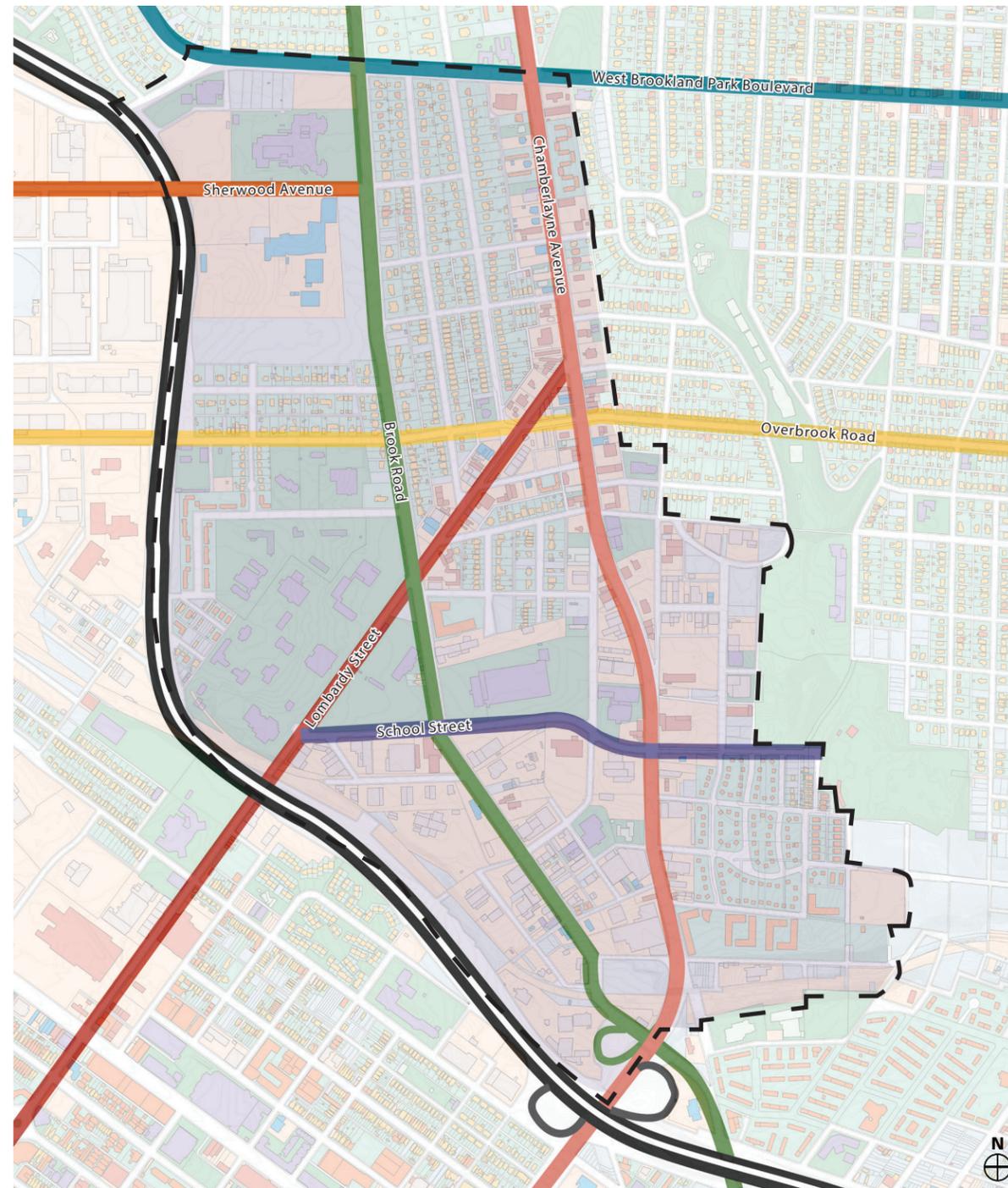


BICYCLE NETWORK PLAN

# Major Street Network Plan

The configuration of streets and arterials in the VUU/Chamberlayne neighborhood is not currently conducive to an active, walkable neighborhood. Many of the streets have incomplete or broken sidewalks, and the width of streets and lack of lighting and crosswalks creates an uncomfortable pedestrian environment.

The VUU/Chamberlayne Neighborhood Plan seeks to address the current infrastructure needs by defining and improving current street design and block structure. The plan recommends a series of improvements for major streets in the VUU/Chamberlayne neighborhood that will support a more urban, walkable environment that will service growth in the area.



PROPOSED STREET NETWORK

- LOMBARDY STREET
- BROOK ROAD
- CHAMBERLAYNE AVENUE
- LOCAL STREET
- OVERBROOK ROAD
- WEST BROOKLAND PARK BOULEVARD
- SCHOOL STREET
- SHERWOOD AVENUE

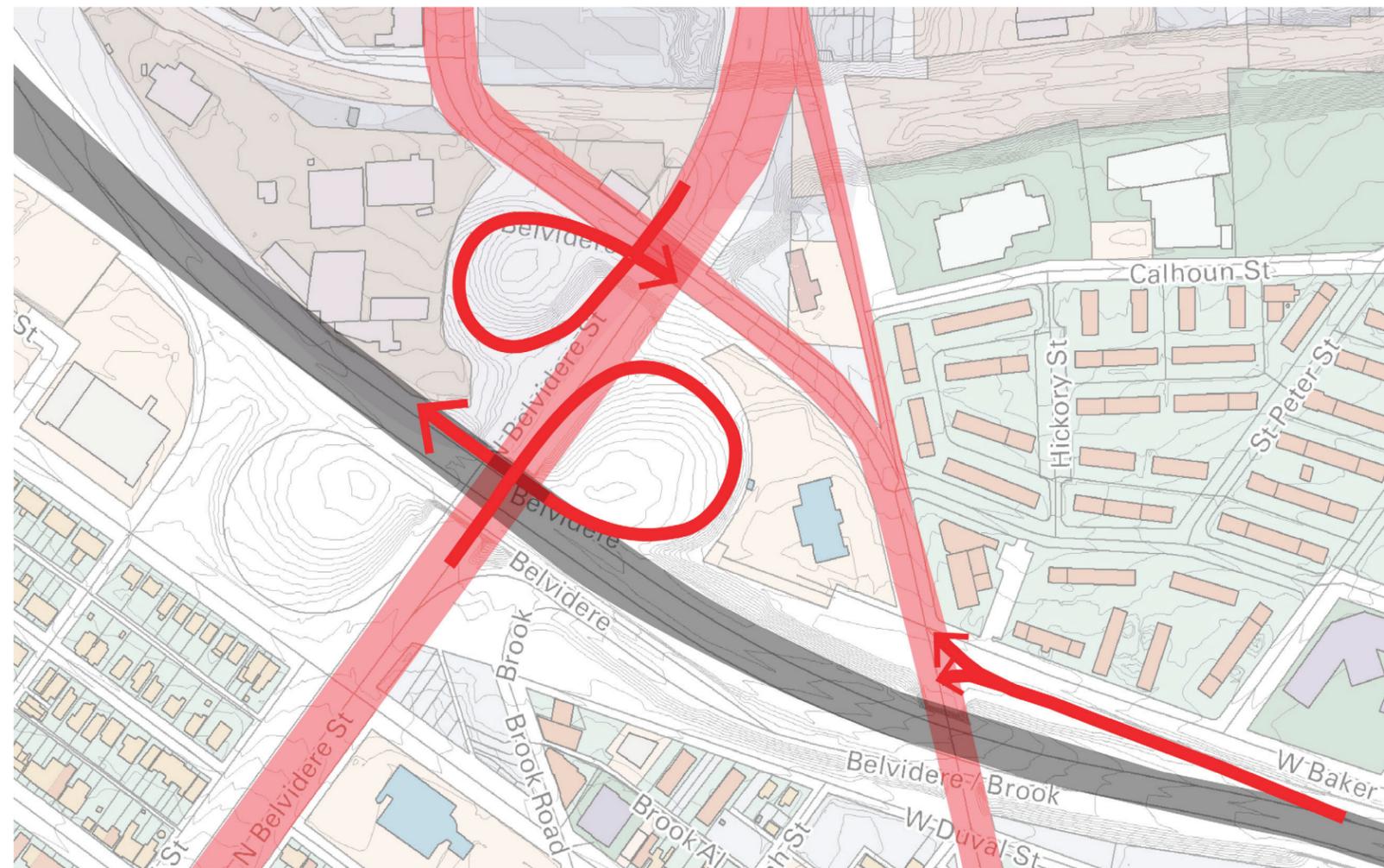
*Note: Future road alignments will be determined in further studies, and will be based on property availability and feasibility.*

I-64/I-95 AND INTERCHANGE

Accessibility to the major transportation corridors is an advantage for this neighborhood. It is served by routes US-1/US-301 and bounded on the south and west edge by I-64 and I-95. Access to the interstates is convenient but substandard and has been identified by the Virginia Department of Transportation (VDOT) as needing improvement. The existing interchange is configured based on the original development of the Richmond/Petersburg Turnpike in the 1950s. Access between the interstates and the neighborhood is circuitous, off of the main corridor of Belvidere Street (US-1/US-301). Recently, the VDOT studied the segment of highways and has developed short-term and long-term recommendations (I-64/I-95 Overlap Study).

The existing conditions identified in the overlapping study that contribute to the safety and capacity concerns include:

- » The existing northbound acceleration lane from the Belvidere Street I-64/I-95 on-ramp does not meet current design standards and is a high rear-end crash location
- » The low-speed loop on-ramp from northbound Belvidere Street is over capacity during the PM peak hour
- » The short weave section between the on-ramp from westbound I-64/I-95 and the off-ramp to Chamberlayne Parkway result in peak hour queues on northbound I-64/I-95
- » There is no existing access to northbound I-64/I-95 from southbound Belvidere Street



EXISTING CONDITIONS

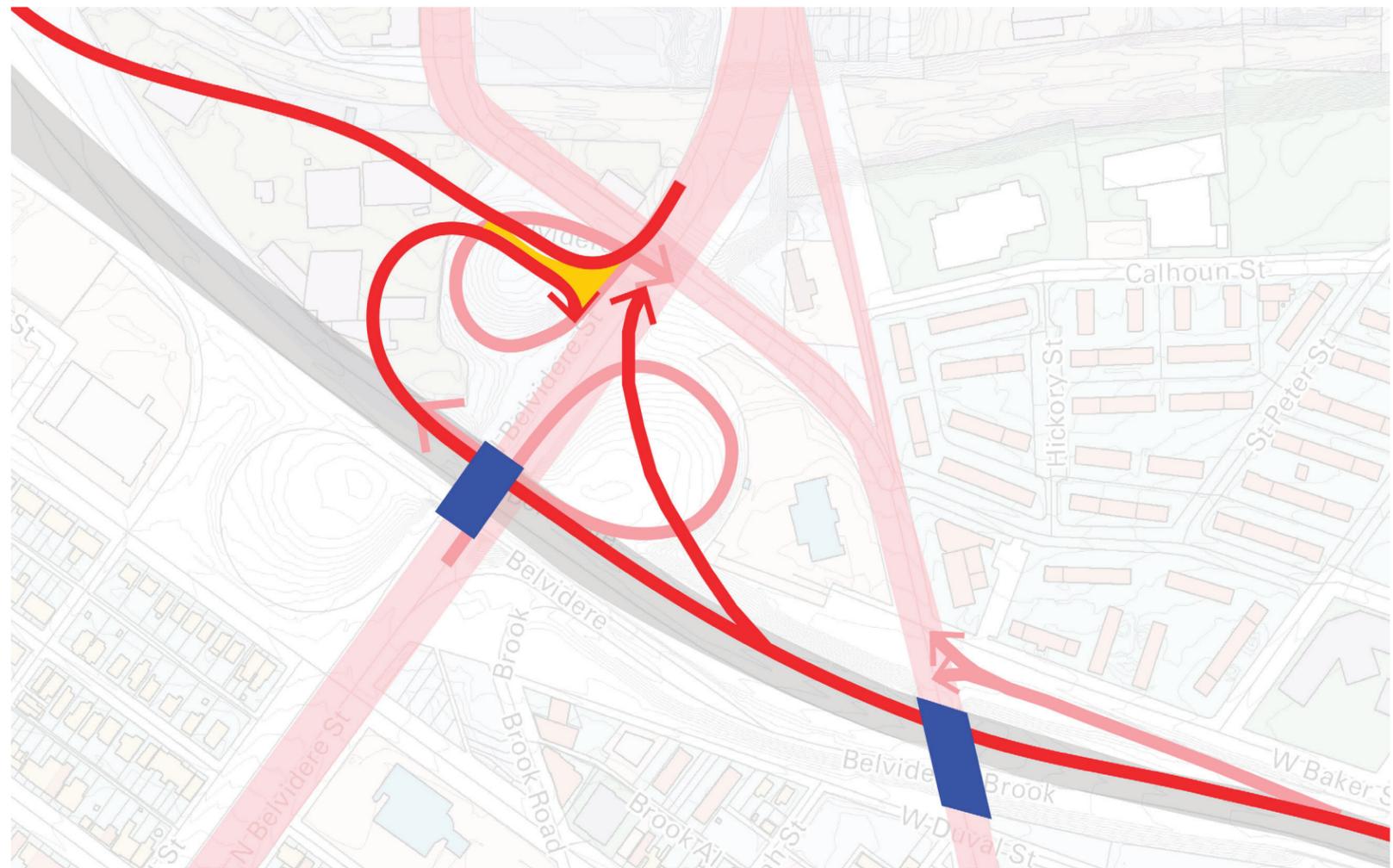
What Works Well

- » Provides regional accessibility

What Does Not Work Well

- » Substandard design based on current safety standards
- » Not all movements are accommodated from the neighborhood
- » Access from and to the interchange is circuitous

- I-64/I-95
- EXISTING LANE/RAMP



- INTERCHANGE DESIGN CRITERIA (IF REDESIGNED)
- » Extend the acceleration lane of the northbound I-64/I-95 on-ramp from Belvidere Street
  - » Construct new northbound I-64/I-95 off-ramps to northbound and southbound Belvidere Street (replace Chamberlayne Avenue off-ramp)
  - » Construct new northbound I-64/I-95 on-ramp from Belvidere Street at new traffic signal. (Accessible from both north and southbound Belvidere Street)
  - » Improve bicycle and pedestrian connectivity and safety traveling across the interchange along Belvidere

- PROPOSED PAVEMENT
- PROPOSED LANE/RAMP
- CONSTRUCT ROADWAY BARRIER
- BRIDGE IMPROVEMENT

PROPOSED CONDITIONS

What Works Well

- » New design provides for access in all directions
- » Majority of access points on and off are relocated to Belvidere Street
- » Improved safety

What Does Not Work Well

- » Southbound exit remains circuitous, intersecting at Gilmer Street

CHAMBERLAYNE AVENUE

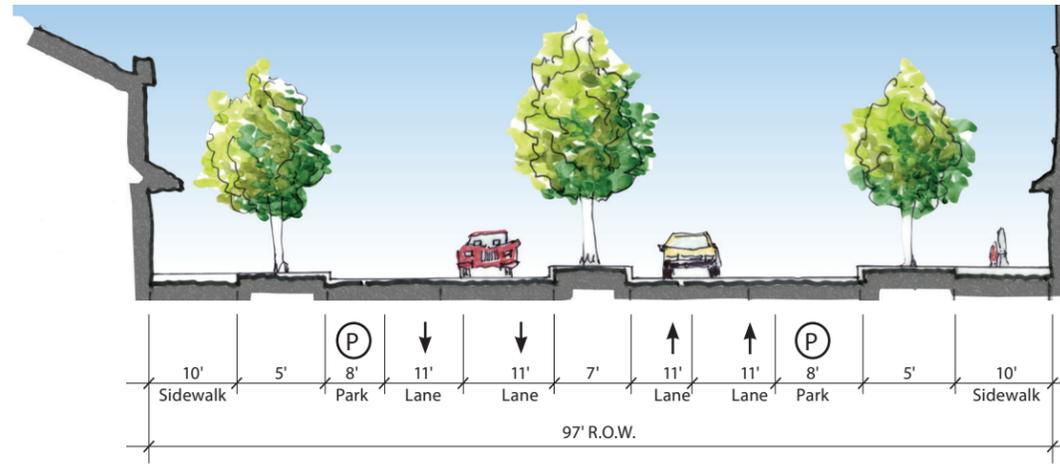
Chamberlayne Avenue is a major commercial route through the neighborhood and is currently a 6-lane boulevard with a narrow median and little landscaping. The current traffic loads do not require six lanes and, therefore, one lane in each direction can be dedicated to an improved pedestrian and bicycle environment and on-street parking. Chamberlayne and Brook Rd are both important North-South connectors for the entire Northside; this plan envisions Brook Rd as the primary bicycle connection, with Chamberlayne Avenue accommodating on-street parking and a pleasant pedestrian environment as redevelopment occurs.



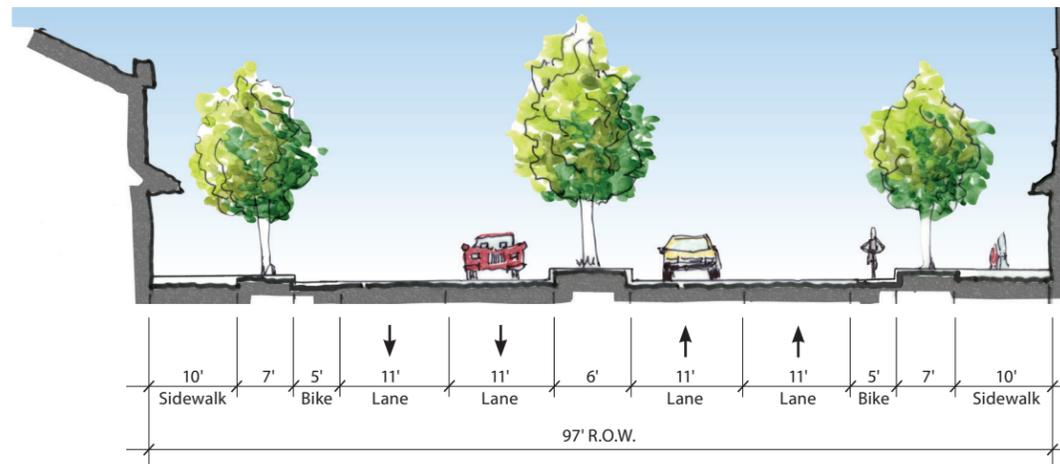
CHAMBERLAYNE AVENUE: CURRENT CONDITION



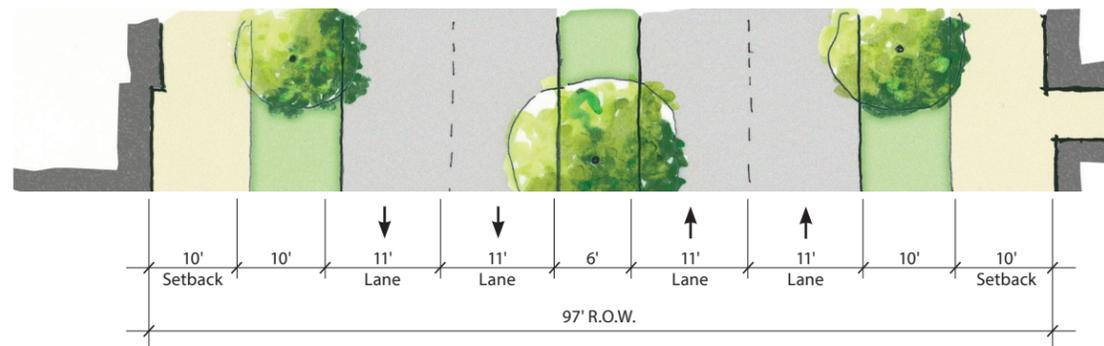
PERSPECTIVE OF PROPOSED CHAMBERLAYNE AVENUE



PROPOSED STREET SECTION for Chamberlayne Avenue for Mixed Use Corridor with On-Street Parking



PROPOSED STREET SECTION for Chamberlayne Avenue with Bike Lanes and Large Sidewalks



PROPOSED PLAN for Chamberlayne Avenue



CHAMBERLAYNE AVENUE STREET DESIGN CRITERIA

- » Traffic Volumes (2013):
  - » 22,000 AADT (Belvidere to Edge Hill Road)
  - » 20,000 AADT (Edge Hill Road to Brookland Park Blvd)
- » These volumes allow a reduction in the number of lanes from 6 to 4
- » Widen the median and pedestrian zone to improve safety and create more walkable boulevard
- » Or pursue on-street parking with mixed use redevelopment
- » Plan for future as a transit priority corridor

CHAMBERLAYNE AVENUE DEVELOPMENT GUIDELINES

- » New or redeveloped buildings should front Chamberlayne Ave., with parking in the rear
- » Multi-story buildings of 3 to 5 stories should be developed to create a more urban environment

**BROOK ROAD**

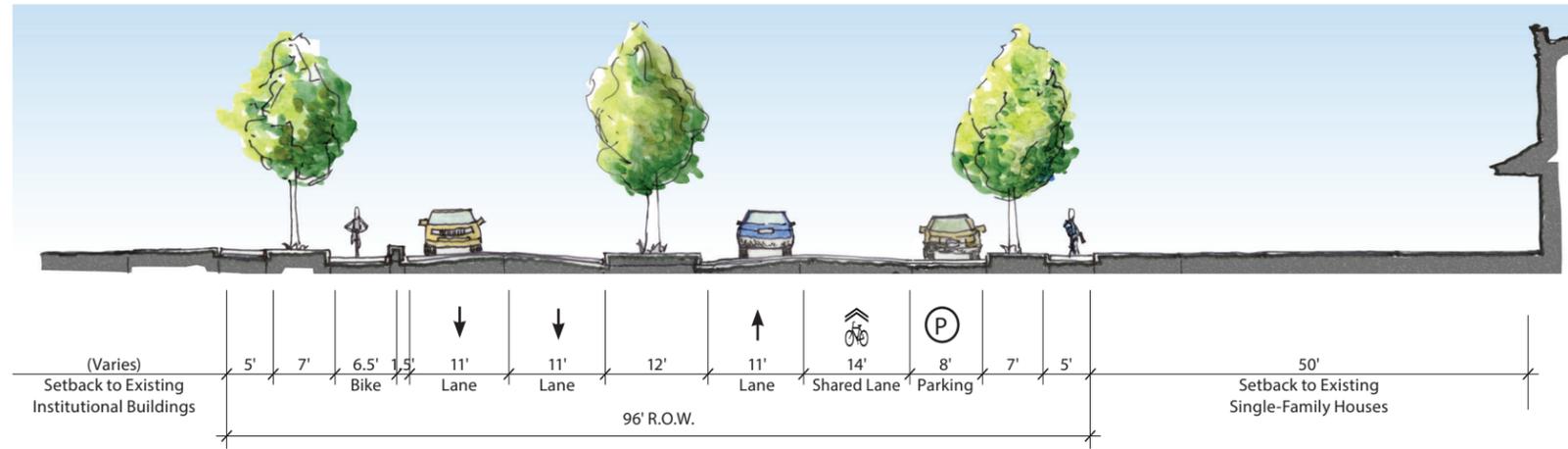
Brook Road will continue to act as an important north-south neighborhood connector and the primary corridor for bicycle travel in the area. The current lack of finished sidewalk, lighting, and streetscaping has created an uncomfortable environment for alternate modes of travel. To improve safety and redevelopment of the neighborhood, pedestrian and bicycle facilities should be implemented. A separated bike lane and widened pedestrian zone can be introduced north of Lombardy Street, and a bike lane and well-defined, well-lit pedestrian zone can be introduced south of Lombardy.



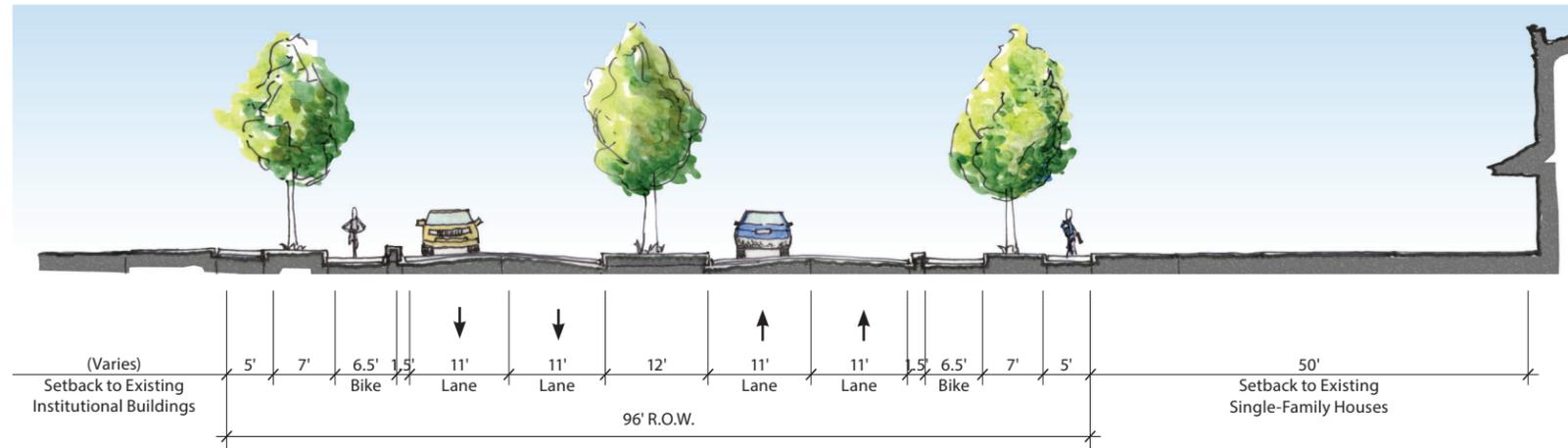
BROOK ROAD Existing conditions



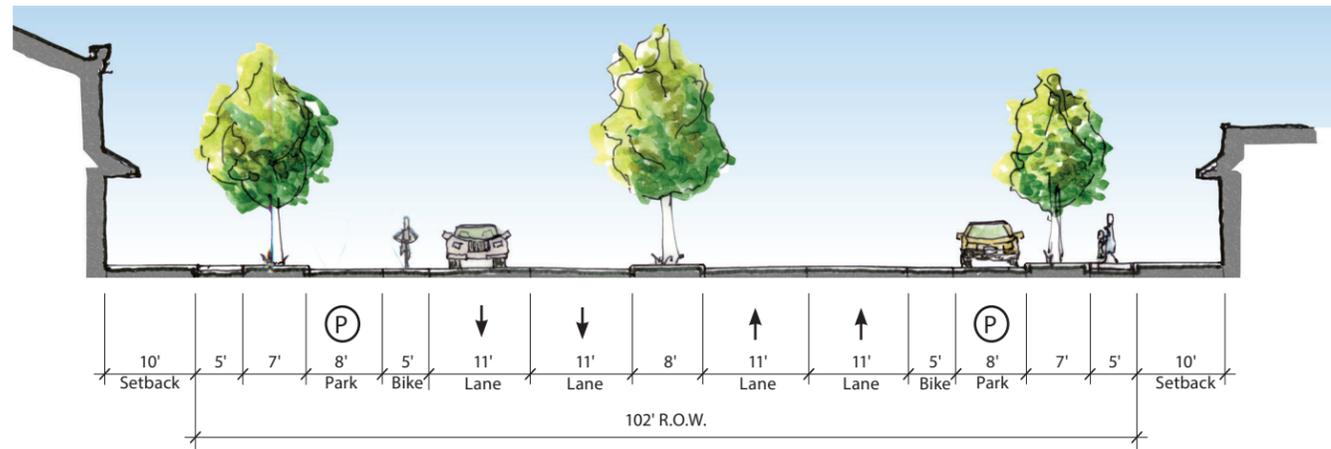
BROOK ROAD Proposed VUU Gateway



PROPOSED STREET SECTION Preferred alternative for Brook Road, north of Lombardy Street



PROPOSED STREET SECTION Bicycle Lane Alternative for Brook Road, north of Lombardy Street



- BROOK ROAD STREET DESIGN CRITERIA**
- » Traffic Volumes:
    - » 8,100 AADT (Chamberlayne Avenue to Lombardy Street)
    - » 11,000 AADT (Lombardy Street to Brookland Parkway)
  - » Narrow travel lanes north of Lombardy to provide for a separated, on-street bike lane on the west and maintain parking on the east with a shared lane
  - » Narrow the travel lanes and central median south of Lombardy to provide bike lanes without removing parking
  - » Create a multi-modal neighborhood connector

- BROOK ROAD DEVELOPMENT GUIDELINES**
- » New or redeveloped buildings should front Brook Road, with parking behind
  - » Multi-story buildings of 2 to 4 stories should be developed to create a more urban environment

LOMBARDY STREET

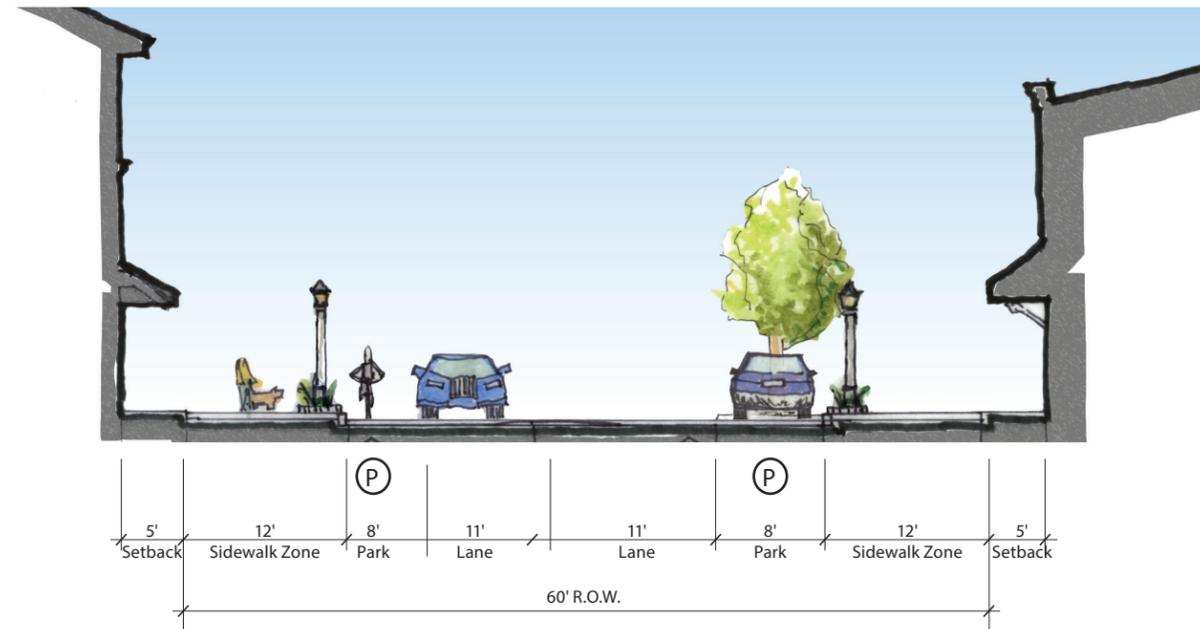
Lombardy Street is to become the new Neighborhood Center in the VUU/Chamberlayne Neighborhood Plan. As commercial redevelopment occurs, the City should prioritize providing on-street parking, a safe pedestrian environment, and configuring intersections to ensure connectivity of the bicycle network. Currently the area lacks a completed sidewalk network as well as lighting; these will be completed and curb cuts will be reduced. These changes will drastically improve the streetscape.



LOMBARDY STREET Existing condition



LOMBARDY STREET View of the proposed neighborhood center and street redesign



PROPOSED STREET SECTION for Lombardy Street between Brook Road and Chamberlayne Avenue



LOMBARDY STREET STREET DESIGN CRITERIA

- » Traffic Volumes (2012):
  - › 7,600 AADT (Leigh Street to Brook Road)
  - › 5,400 AADT (Brook Road to Chamberlayne Avenue)
- » Expand the pedestrian accommodations to create a "college town" main street
- » Designate a shared bike lane from Chamberlayne to Brook to connect to lanes further south on Lombardy
- » Provide parking with bump-outs along the east side of the street
- » Use street lighting to enhance the main street and create a safe environment

LOMBARDY STREET DEVELOPMENT GUIDELINES

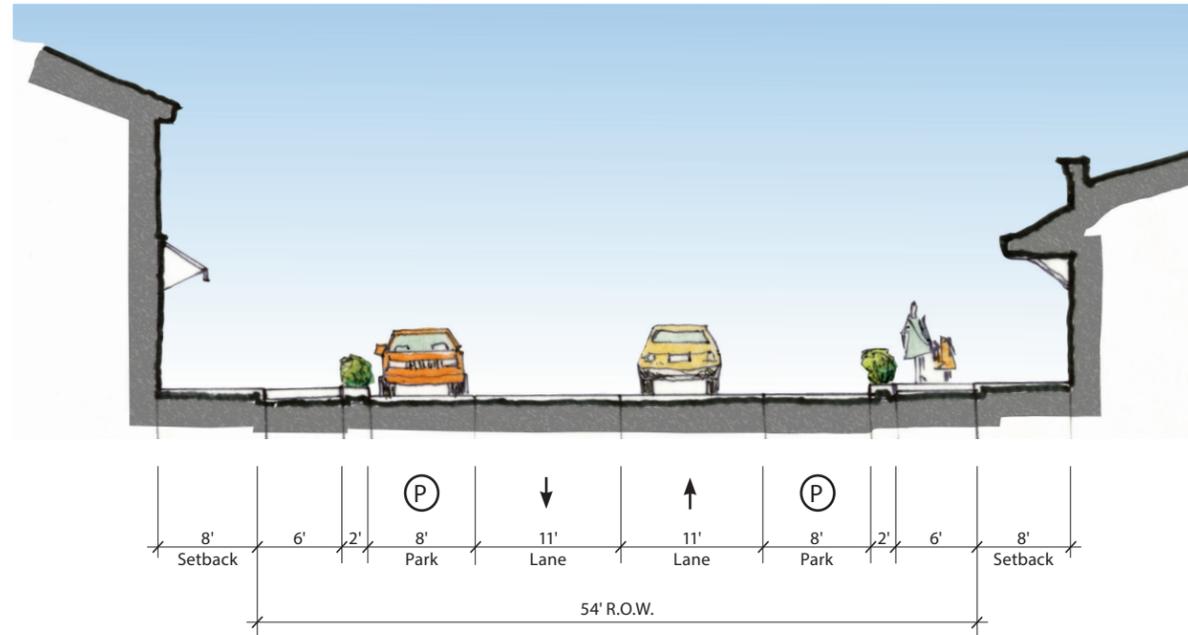
- » New or redeveloped buildings should front Lombardy Street, with parking behind
- » Multi-story buildings of 2 to 4 stories should be developed in an urban environment

**SCHOOL STREET**

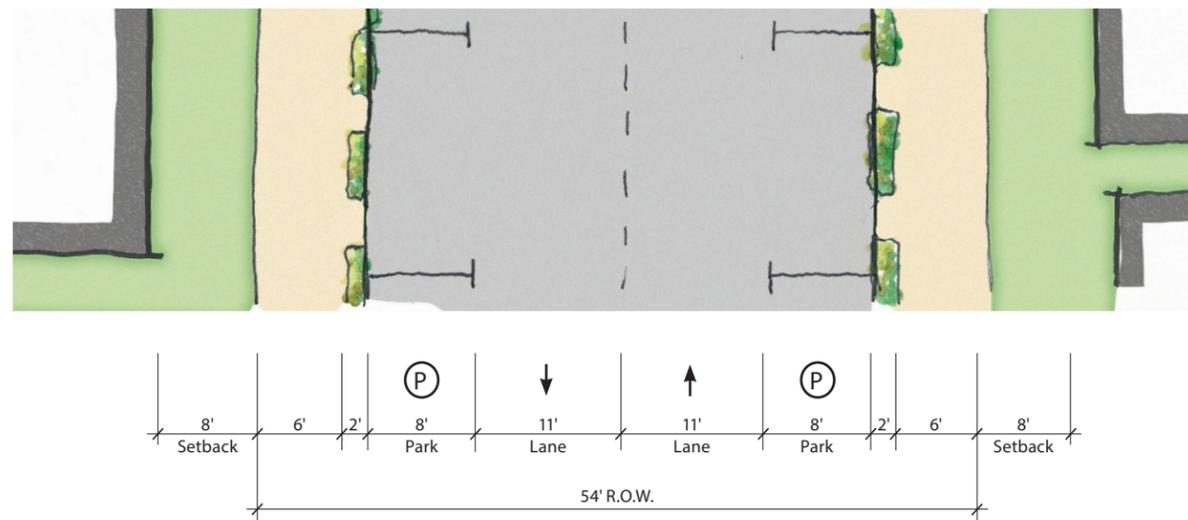
School Street is located within the industrial center and fronted with many open lots. It has few completed sidewalks and lacks lighting and landscaping. The street should be redesigned to complete the sidewalk network and introduce planting strips to create a more walkable pedestrian environment. School Street represents one of the great opportunities in the Industrial Innovation Area.



SCHOOL STREET Existing condition



PROPOSED STREET SECTION for School Street between Brook Road and Chamberlayne Avenue



PROPOSED PLAN for School Street between Brook Road and Chamberlayne Avenue



- SCHOOL STREET DESIGN CRITERIA**
- » Complete the sidewalk network
  - » Develop an adequate pedestrian zone with the introduction of a planting strip space to beautify the streetscape
  - » Introduce street lighting to improve safety in this district

- SCHOOL STREET DEVELOPMENT GUIDELINES**
- » School Street will continue to have a mix of industrial, commercial, and mixed-use buildings along its frontages
  - » Buildings may be a mix of 1-story to multi-story heights

# Stormwater Management

This neighborhood is located within the Shockoe Creek watershed, the largest in the city. The drainage system is combined with the sanitary sewer system, as it is in the majority of the city. The City is actively addressing water quality through construction projects city-wide which reduce the frequency of the combined sewer overflows. The neighborhood contains a significant amount of impervious area, including buildings, parking lots, and road infrastructure. The runoff, during major rain storms, does cause local flooding based on information collected from the public during the data collection process. While further analysis is needed to determine the current system's capacity and the particular solutions to address the water quantity, certain policies can be implemented with public and private improvements that can reduce the water quantity and improve the water quality.

In general, as new construction occurs, the stormwater management system will need to be upgraded or modified for each project to support the site needs. Renovations do not typically require changes to stormwater systems unless the improvements include roof drainage modifications or significant additions. Each project that disturbs at least 2,500 square feet will need to provide control of stormwater quality and quantity according to the current laws of Virginia, although in Richmond, since the stormwater is being treated, stormwater quality may not be an issue.

As new development and renovations occur, Low-Impact Development (LID) strategies should be incorporated. They include the following:

- » Grading to encourage sheet flow, infiltration and lengthened flow paths
- » Disconnecting impervious areas such as pavement and roofs from the storm drain network, allowing runoff to be conveyed over pervious areas instead (e.g., bioswales)
- » Directing runoff across vegetated areas to help filter water and encourage recharge
- » Using rain barrels and cisterns for stormwater collections and use
- » Using vegetated green roofs to slow and filter stormwater
- » Creating a multifunctional landscape using native plants and grasses

Several specific areas where some of these strategies can be considered include:

- » Parking lots — as parking areas are replanned or maintained, bioswales and possible pervious pavement should be incorporated to filter runoff from these facilities
- » As part of renovation projects, where feasible, green roofs should be considered and encouraged
- » New construction projects should include design and implementation bioswales, rain gardens, pervious pavement, green alleys and other strategies for filtration

These strategies should be incorporated in both private and public infrastructure development. The installation of rain gardens in the public rights of way Downtown sets an excellent precedent for incorporating sustainable design features.



RAIN GARDEN IMPLEMENTATION

# Transit

The Greater Richmond Transit Company (GRTC) provides the transit services that support the neighborhood. In general, their system operates as spokes into the Downtown, where transfers can be easily accommodated. The neighborhood is serviced by two bus routes — 21 Brook and 37 Chamberlayne. The 37 Chamberlayne Route services Chamberlayne Avenue, Leigh Street, and Downtown and provides a higher level of service, with more frequent headways and buses running later into the evening. Like previous plans, this plan envisions Chamberlayne Avenue as a priority transit priority corridor for investments in improving the level and quality of transit service, including potential BRT expansion.

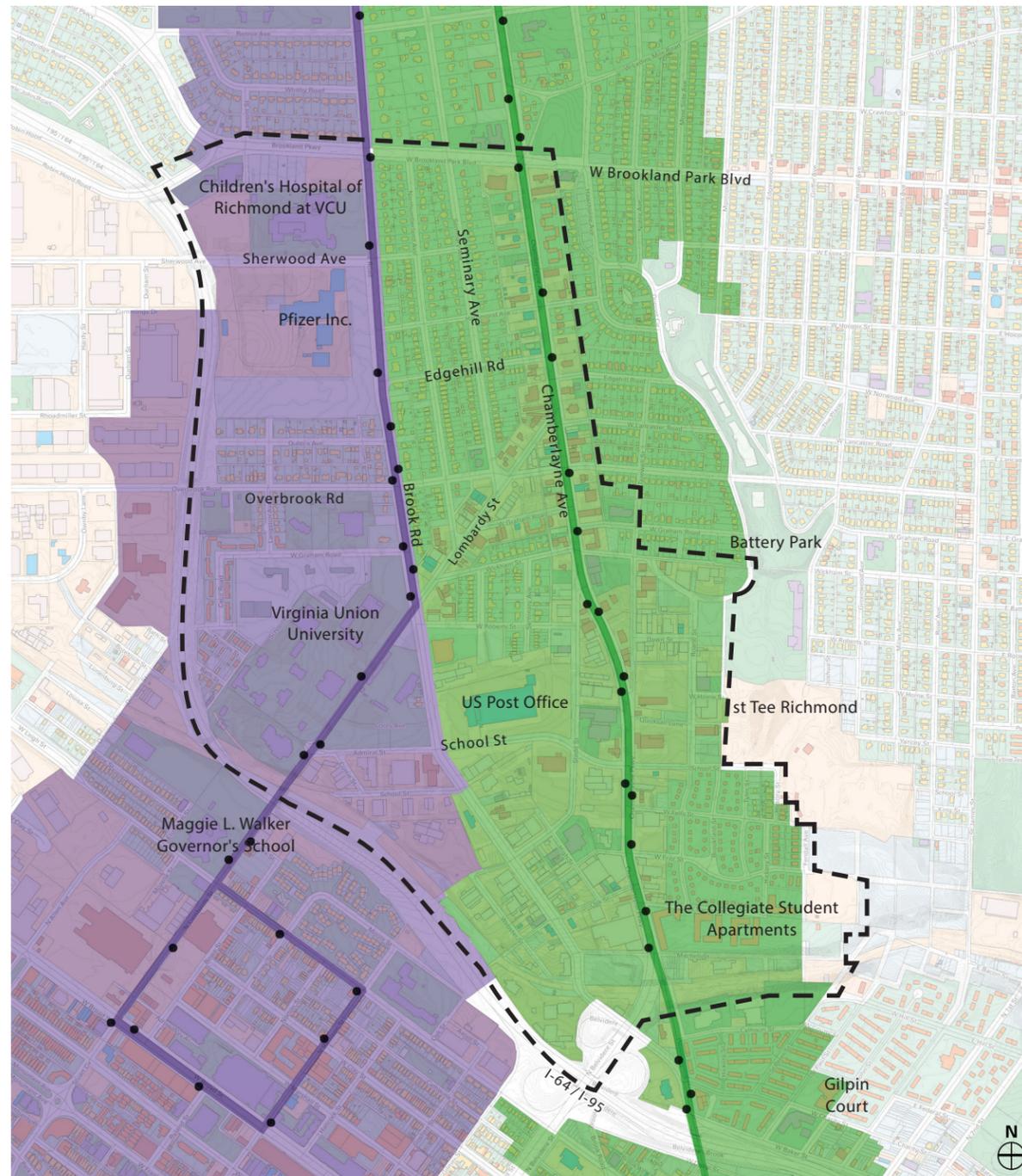
As the Bus Rapid Transit (BRT) project along Broad Street progresses, both routes should be studied to improve the level of service and connectivity to the BRT stations.



Transit stop precedent

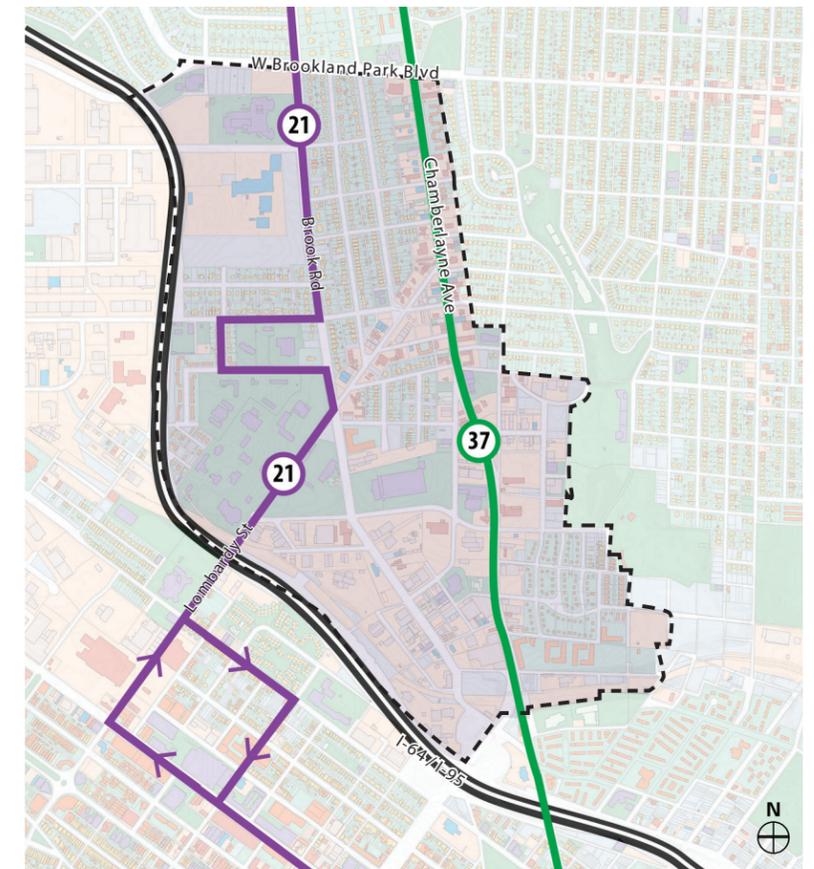


Covered transit stop precedent



ACCESS TO TRANSIT SERVICE The diagram above illustrates all of the properties within a 5-minute walk of a bus stop

- ROUTE 21 ACCESS SHED
- ROUTE 37 ACCESS SHED
- BUS STOPS
- ROUTE 21 BROOK ROAD
- ROUTE 37 CHAMBERLAYNE



EXISTING TRANSIT ROUTES IN THE STUDY AREA

**ROUTE 21 BROOK ROAD**

**WEEKDAY**

- » 1.5 hour average headways during weekday rush hour
- » 5 buses per day in each direction
- » Service 5:30 AM to 6:30 PM

**SATURDAY/SUNDAY**

- » 1.5 hour headways
- » 4 buses per day in each direction
- » Service 6:00 AM to 5:15 PM

**ROUTE 37 CHAMBERLAYNE**

**WEEKDAY**

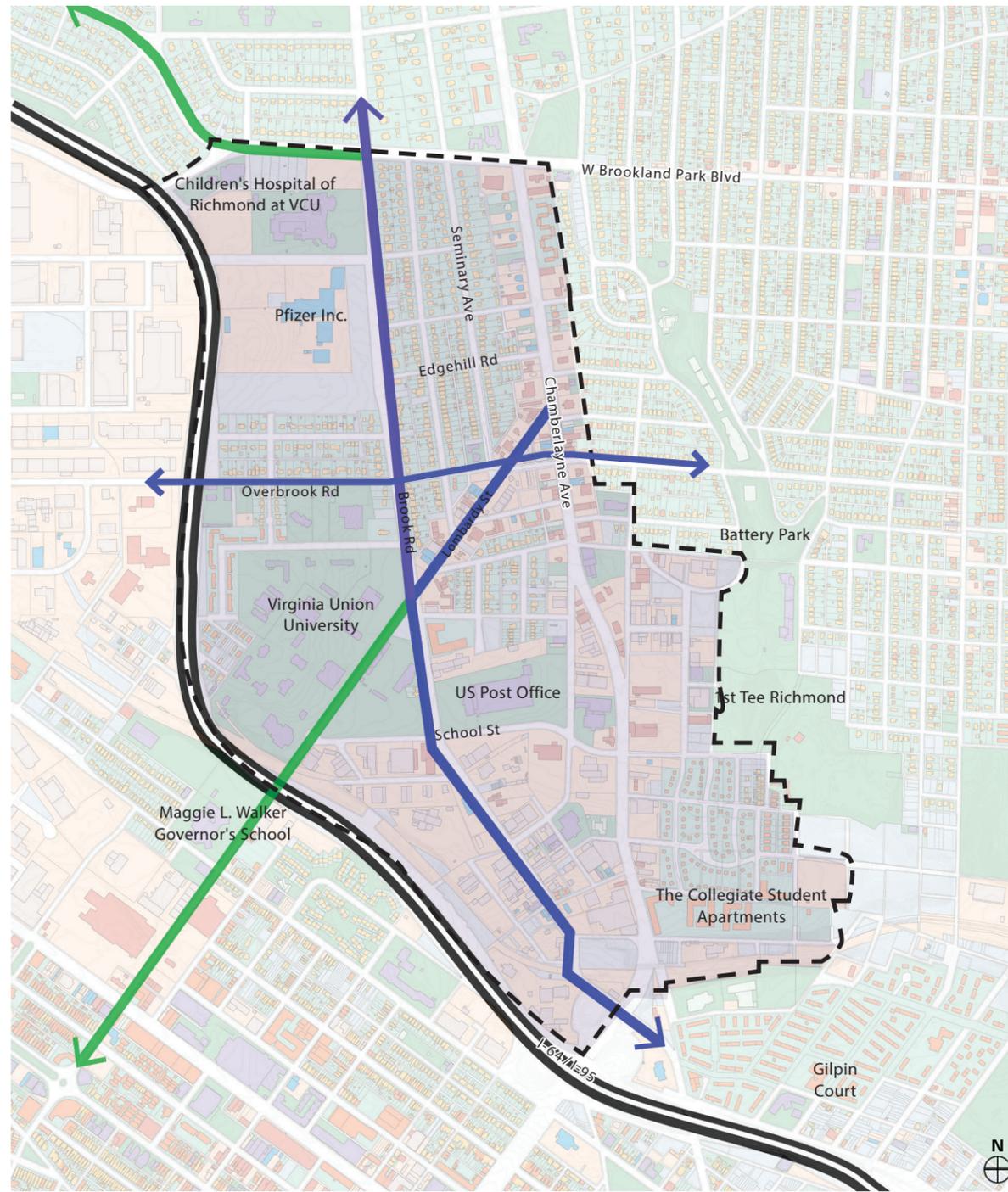
- » 20 minute average headways during weekday rush hour
- » 59 buses per day in each direction
- » Service 5:30 AM to 1:00 AM

**SATURDAY/SUNDAY**

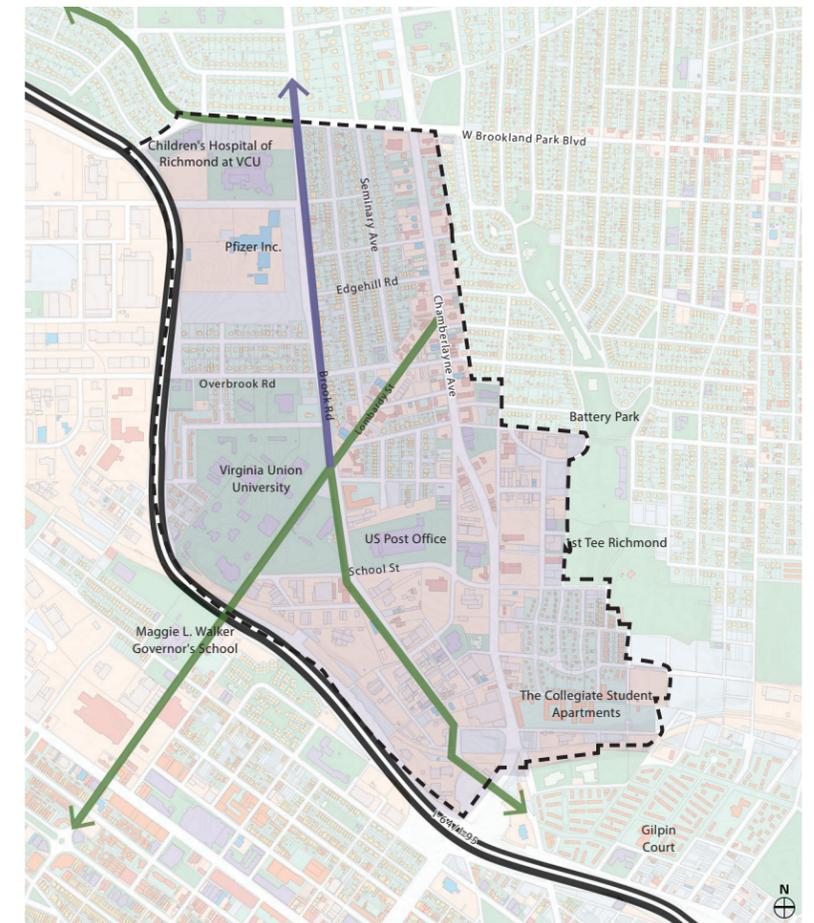
- » 1.5 hour headways
- » 36 buses per day in each direction
- » Service 6:00 AM to 1:00 AM

# Bike Lanes

The VUU/Chamberlayne neighborhood currently does not have a designated bike network, although many people prefer to bike Downtown. Brook Road and Lombardy Street should incorporate shared on-street bike lanes to provide for alternate modes of travel through the neighborhood and into Downtown Richmond. Lombardy Street connects to Leigh, Grace, and Franklin, which link to Downtown and VUU. This is an ideal north/south route for travel from the Chamberlayne Neighborhood. Brook Road is another preferred location of bike lanes since traffic volumes are lower than on Chamberlayne Avenue. While north/south connections are being improved, east/west connections should also be enhanced to connect to existing neighborhoods to the east and new growth to the west. Overbrook Road is a particularly good east/west connection. Finally, some neighborhood streets can become bicycle boulevards with traffic calming measures, such as Seminary Avenue.



BIKEWAYS AND TRAIL NETWORK DIAGRAM



BIKE FACILITIES DIAGRAM

- ON-STREET BIKE LANES
- SEPARATED BIKE LANES

- EXISTING BIKE LANES
- PROPOSED BIKE LANES

**BIKEWAYS PLAN DESIGNATIONS**

ON-STREET FACILITIES

- » Shared roadways
- » Separated bike lanes
- » Striped bike lanes

OFF-STREET FACILITIES

- » Wide sidewalks

# Parking Strategies

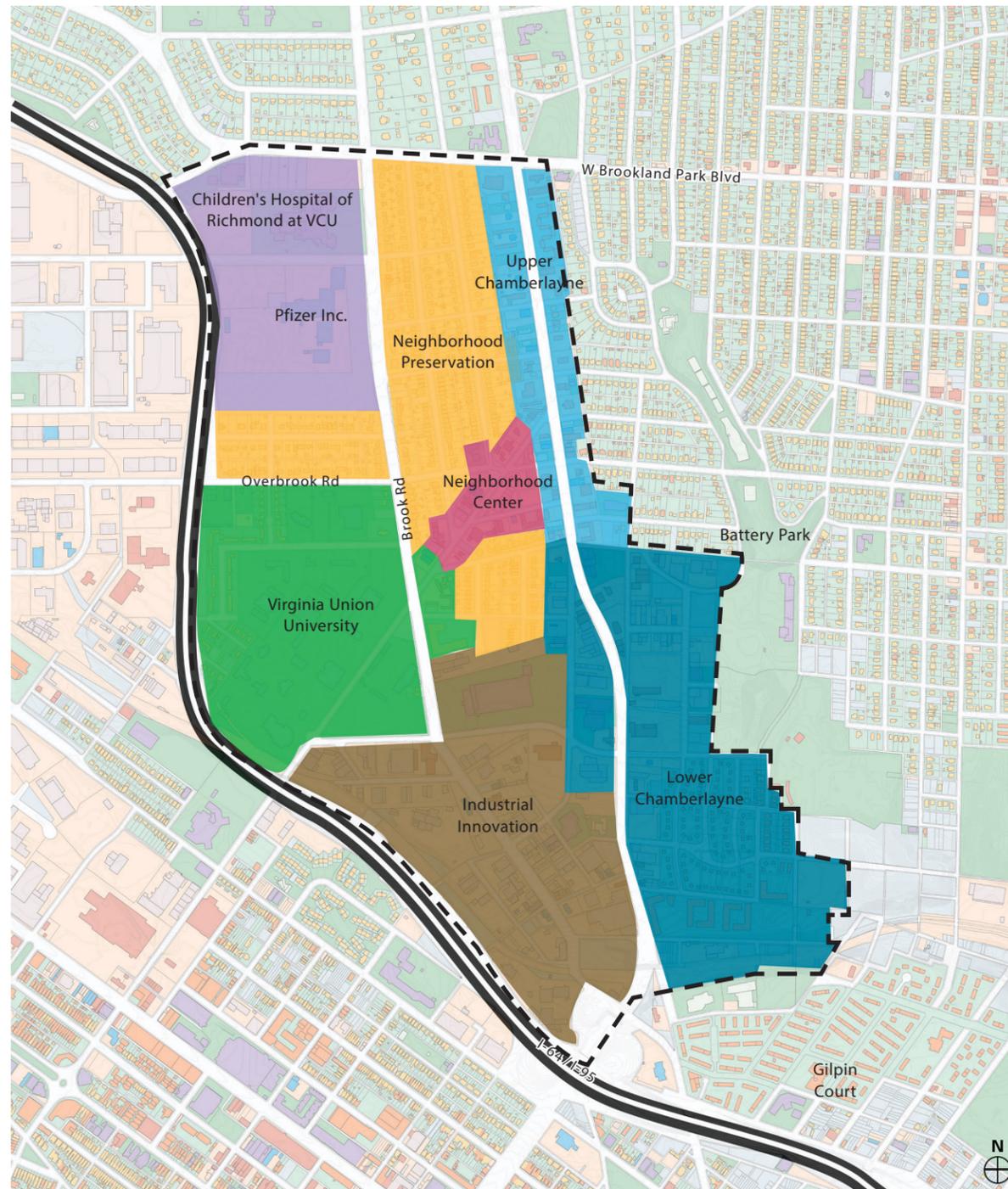
The VUU/Chamberlayne neighborhood includes a diverse range of uses, each with different parking requirements and each with specific parking strategies that tend to work best. This section will describe some of these tools; however, for the most current requirements, please reference the City's Zoning Ordinance.

The plan envisions more mixed use commercial corridors; excessive curb cuts should be discouraged and parking should be shifted to the rear of buildings as such redevelopment occurs.

On-street spaces will continue to serve as a resource for resident, visitor, and guest parking and there are a number of strategies for starting to regulate on-street parking, including meters in the Neighborhood Center and a residential permit parking system, as redevelopment occurs.



Precedent illustrating metered on-street parking



SUB-AREA DIAGRAM Since the uses in the VUU/Chamberlayne Neighborhood are so diverse, there are a range of parking strategies and solutions for each of the uses



REAR PARKING LOT PRECEDENT Surface parking lots should be located in the rear or on the side of buildings. Minimum percentages of vegetation, plantings, and trees help to reduce heat islands, handle stormwater, and increase livability

PARKING STRATEGIES	
<b>OFF-STREET FACILITIES (REQUIRED BY ZONING)</b>	
»	Rear parking lots and courts
»	Accessible and drop-off spaces
»	Individual residential garages
»	Individual residential parking pads or courts
»	Tuck-under parking
»	Structured garages
»	Dedicated bike racks on commercial and institutional parcels to provide parking for patrons and visitors
<b>ON-STREET FACILITIES (SUPPLEMENTAL PARKING)</b>	
»	On-street parallel parking spaces (unregulated)
»	On-street parallel parking spaces (metered)
»	On-street parallel parking spaces (permit program)
»	On-street bike racks

# Land Use and Development

ACHIEVING THE VISION for this neighborhood requires changes to the City's Land Use policy. These are described on the following pages and in further detail in the Implementation section.

## EXISTING LAND USE

The existing conditions include a wide range of land uses, from institutional, to industrial, to established neighborhoods, to highway commercial, to multi-family apartment complexes. The diagram to the right illustrates the existing Land Uses recorded by the City at the time of the VUU/Chamberlayne Neighborhood Plan.

## PROPOSED LAND USE

The following page illustrates the Proposed Land Uses, which supports the vision outlined in this Neighborhood Plan. The implementation of many of these projects will require changes to not only the City's Master Plan, but also strategic rezonings, particularly of mixed use and commercial areas. The Proposed Land Use plan employs general sub-areas, each with an intended future use. As future plans requiring rezoning are submitted, they will be evaluated against the adopted land use policy.

## IMPLEMENTATION

One of the early phase implementation strategies for the Plan will include Land Use and zoning changes that are geared towards developing the neighborhood center and redeveloping Lower Chamberlayne. This prioritization will help to provide destinations and services for the several healthy neighborhoods adjacent, bolstering their value and creating more employment opportunities to spur the local economy. The specific recommendations for early initiatives will be explored further in the Implementation section.



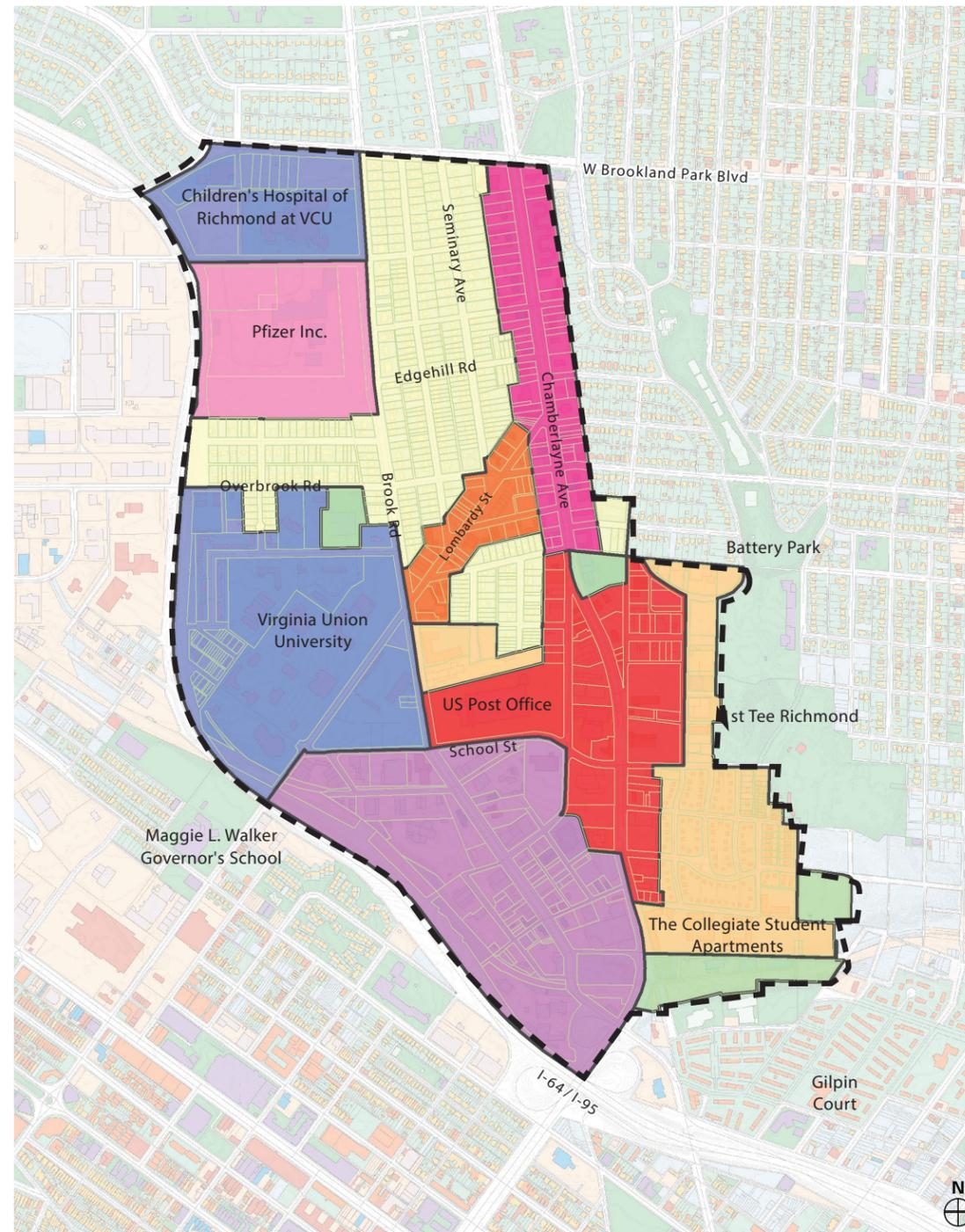
EXISTING LAND USE

# Proposed Land Use Plan

The proposed changes to the Land Use plan enhance existing assets, while adjusting some land uses to better provide for the residents, businesses, and visitors. These changes are oriented towards developing a neighborhood and “college town” where residents can work, learn, play, and socialize, all within an easy walk or short drive.

These land use categories are taken from the existing Citywide Master Plan which also should be used for further guidance on the intention of each category. Each category has typical zoning districts that would allow for the development of the proposed land use; the map key shows possible future zoning districts.

- » **Mixed-use business:** A new mixed-use area in the lower Chamberlayne area will provide new housing options and a mix of retail and office uses. New development and redevelopment within these mixed-use areas should be a range of residential and commercial uses, be a mix of pedestrian and vehicular scales, be between 2 and 5 stories in height, should have setbacks that establish a relationship with the sidewalk, and have parking located at the rear of the building with opportunities for shared parking with adjacent development.
- » **Mixed-use:** A second mixed use district in the upper Chamberlayne area will likely have a more residential character. New development and redevelopment within these mixed-use areas should be a range of residential and commercial uses, be a mix of pedestrian and vehicular scales, be between 2 and 4 stories



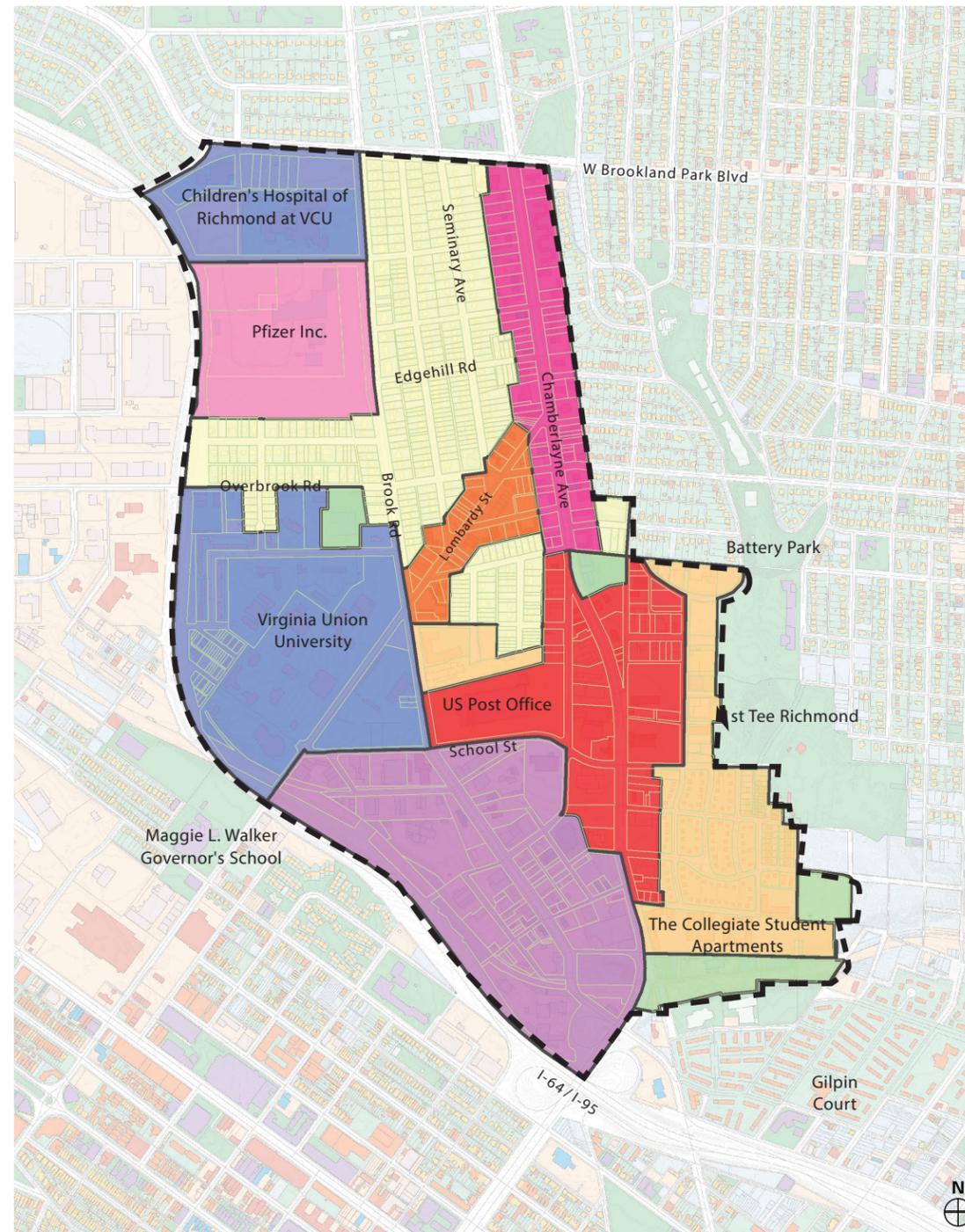
PROPOSED LAND USE PLAN

- NEIGHBORHOOD COMMERCIAL (UB-2)
- COMMUNITY COMMERCIAL (UB-2 OR B-6)
- OFFICE (RO-2 OR EXISTING)
- MIXED USE (UB-2, B-6, OR R-63)
- RESIDENTIAL (EXISTING)
- INSTITUTIONAL (I)
- PUBLIC OPEN SPACE
- INDUSTRIAL INNOVATION DISTRICT (B-7)
- MULTI-FAMILY RESIDENTIAL (R-63)
- STUDY AREA BOUNDARY

# Proposed Land Use Plan

in height, should have setbacks that establish a relationship with the sidewalk, and have parking located at the rear of the building with opportunities for shared parking with adjacent development.

- » **Neighborhood Commercial:** The new neighborhood gateway area on the Lombardy corridor will have primary uses including office, personal service and retail uses intended to provide the daily convenience shopping and service needs of adjacent neighborhood residents. Such uses are typically small scale and low intensity and have limited hours of operation, involving a high percentage of walk-in trade and minimal vehicular traffic, and are especially compatible with adjacent low to medium density residential uses.
- » **Single-Family Residential:** Existing residential neighborhoods will be preserved and strengthened. This plan does not envision any land use changes in the predominantly residential neighborhoods within the area. Single family neighborhoods will remain with their existing single-family land use and zoning.
- » **Multi-Family Residential:** The existing multi-family residential areas will be preserved and strengthened. This district will continue the development of a medium density neighborhood comprised of a mix of residential uses. It will promote a pedestrian- oriented urban environment that is primarily residential in character, but may also include limited non-



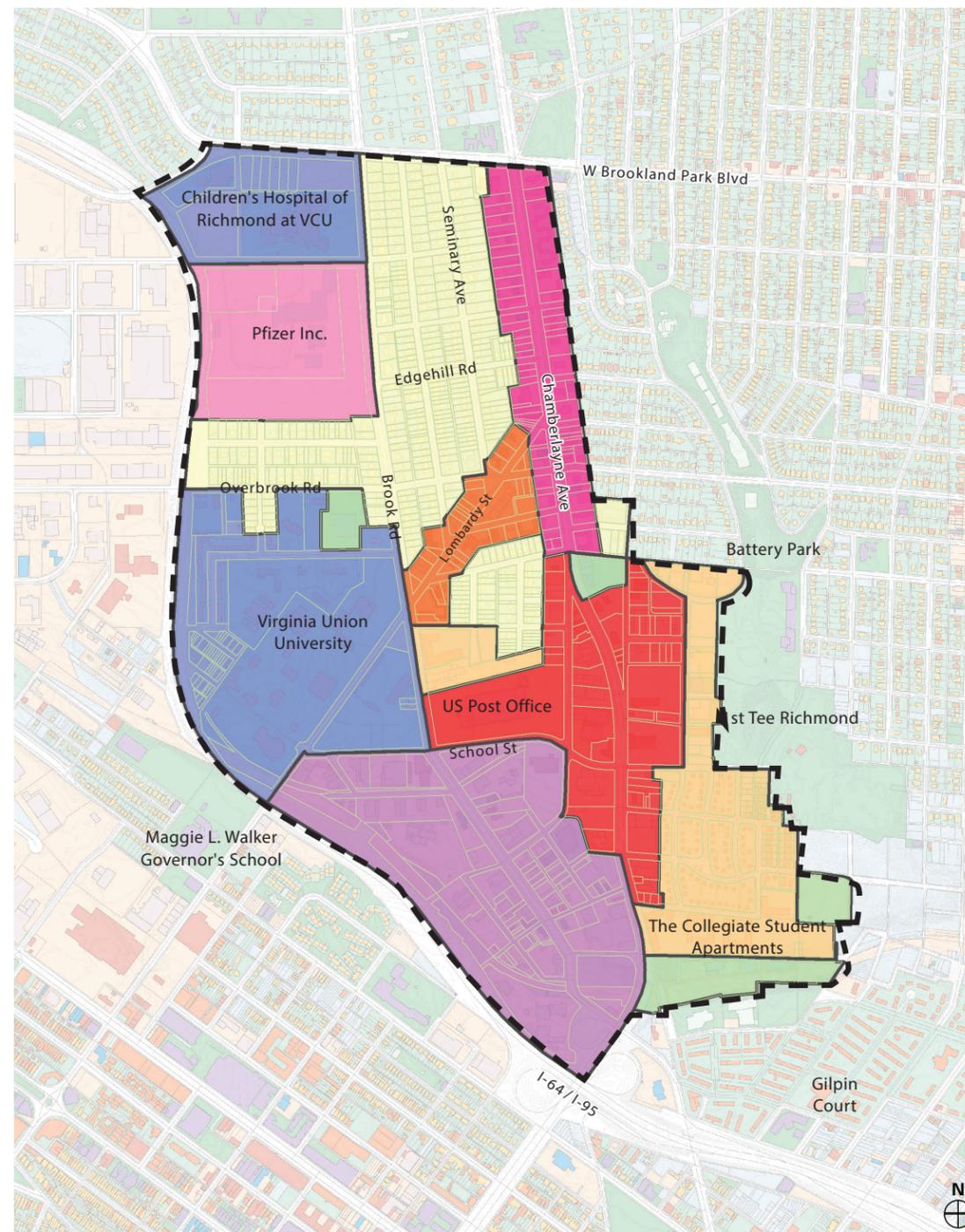
PROPOSED LAND USE PLAN

- NEIGHBORHOOD COMMERCIAL (UB-2)
- COMMUNITY COMMERCIAL (UB-2 OR B-6)
- OFFICE (RO-2 OR EXISTING)
- MIXED USE (UB-2, B-6, OR R-63)
- RESIDENTIAL (EXISTING)
- INSTITUTIONAL (I)
- PUBLIC OPEN SPACE
- INDUSTRIAL (I OR B-7)
- MULTI-FAMILY RESIDENTIAL (R-63)
- STUDY AREA BOUNDARY

# Proposed Land Use Plan

residential uses that serve many of the day-to-day convenience needs of neighborhood residents and provide opportunities for residents to live and work within the neighborhood. New residential development in mixed used areas along the southern half of Chamberlayne and south of the Neighborhood Center will provide further opportunities for housing not currently offered in the market

- » **Institutional and Office:** Existing institutional and office land uses will remain, and opportunities for growth can be demonstrated south of VUU and surrounding Pfizer/Children's Hospital of Richmond at VCU. More office development may occur within the neighborhood commercial and mixed use areas as part of a suite of complementary land uses.
- » **Industrial:** The existing industrial area will be retained, but in the future may become a mixed use business district that incorporates compatible industrial land uses as well as commercial, residential, and service uses.
- » **Public Open Space:** Existing open space is retained. This land use map recognizes the existing public facilities within the area. New civic spaces may be created along key corridors and within public right of way as part of streetscape improvements as redevelopment occurs.



PROPOSED LAND USE PLAN

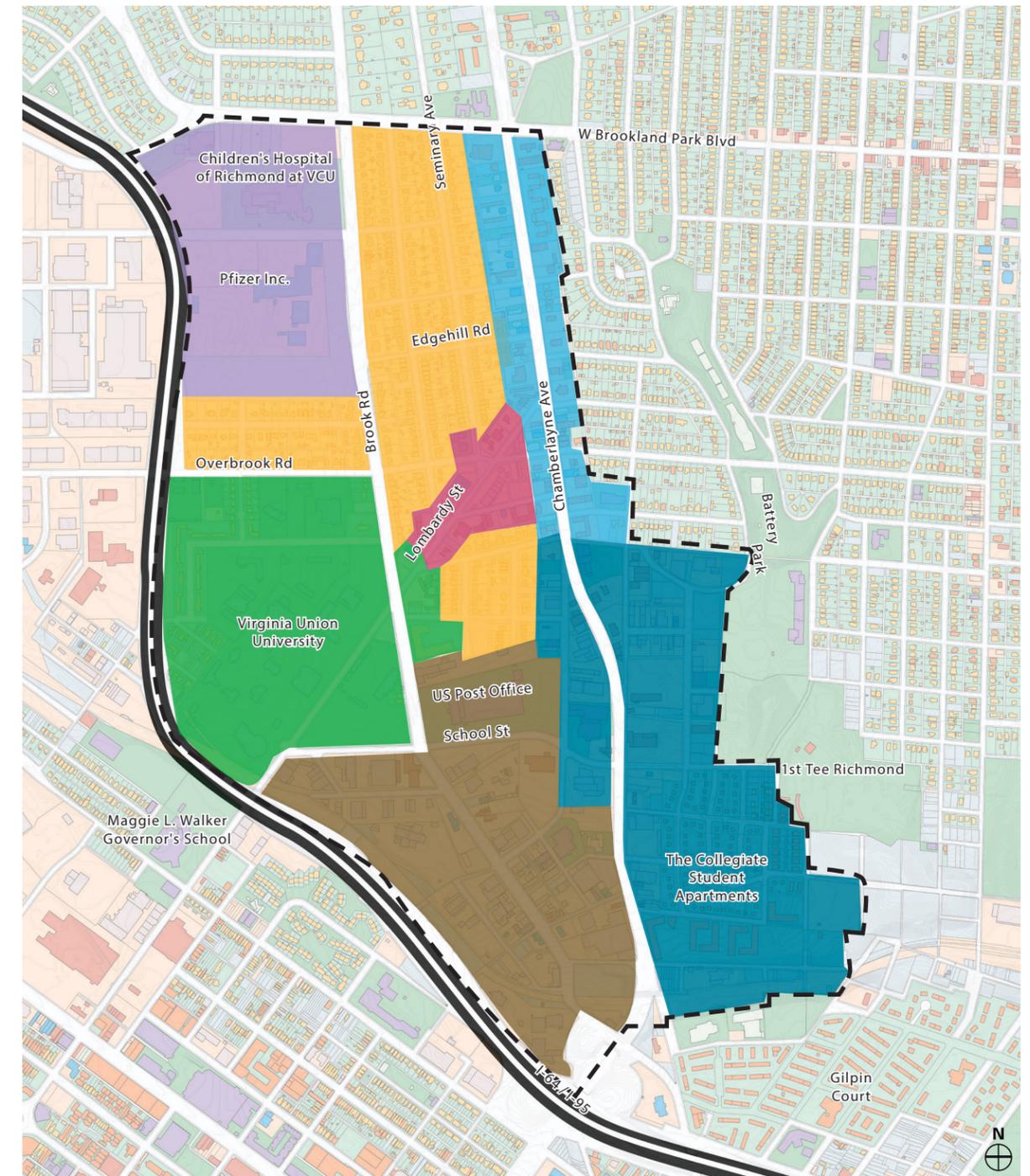
- NEIGHBORHOOD COMMERCIAL (UB-2)
- COMMUNITY COMMERCIAL (UB-2 OR B-6)
- OFFICE (RO-2 OR EXISTING)
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- RESIDENTIAL (EXISTING)
- INSTITUTIONAL (I)
- PUBLIC OPEN SPACE
- INDUSTRIAL (I OR B-7)
- MULTI-FAMILY RESIDENTIAL (R-63)
- STUDY AREA BOUNDARY

# Sub-Areas within the Neighborhood

THE VUU / CHAMBERLAYNE Neighborhood Plan encompasses a large area in Richmond, and consists of several sub-areas with distinct characteristics. During the Charrette, the team defined these characteristic areas. They include:

- » Neighborhood Preservation Areas
- » Hospital/Pfizer
- » Virginia Union University (VUU)
- » Neighborhood Center
- » Upper Chamberlayne
- » Lower Chamberlayne
- » Industrial Innovation District

The recommendations for each of these sub-areas will be described in greater detail on the following pages.

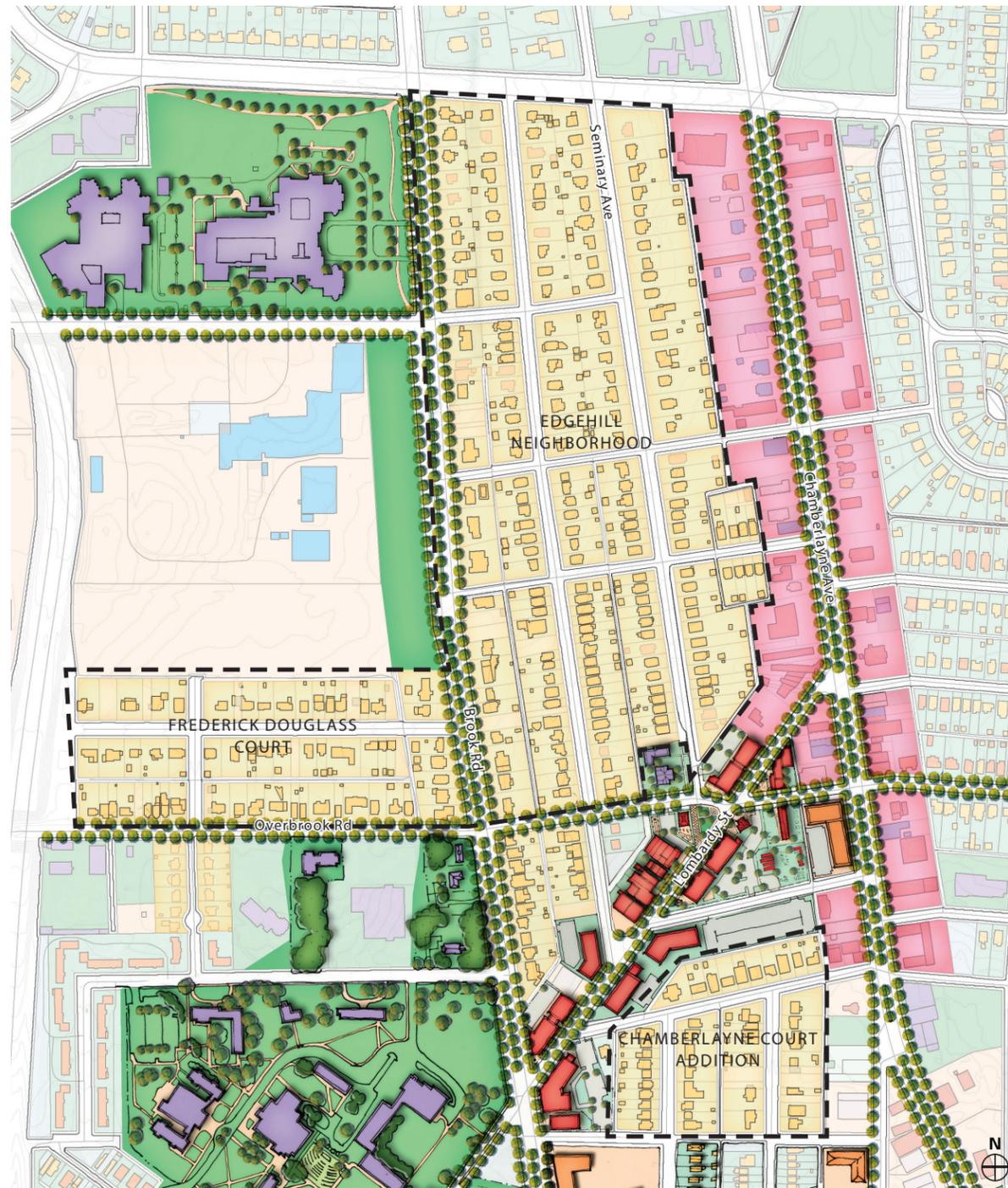
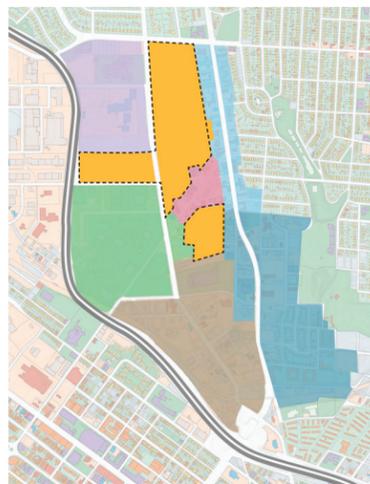


SUB-AREA PLAN

# Neighborhood Preservation Areas

The VUU/Chamberlayne area has attractive and historic neighborhoods with beautiful tree-lined streets and distinctive architecture. These include the Edgehill Neighborhood, Frederick Douglass Court, and the Chamberlayne Court Addition. Many residents from these neighborhoods participated in the charrette process and discussed ideas for their neighborhoods and the surrounding areas. The following initiatives were identified in the planning process:

- » Protect the edges of the neighborhoods from undesirable uses and deterioration
- » Provide property maintenance code enforcement to protect the neighborhood from nuisance properties
- » Continue to refresh and maintain the tree canopy on residential streets
- » Form a collective civic partnership among the neighborhood associations and business groups for the whole area
- » Reduce perceptions of vacancies



DETAIL PLAN OF THE NEIGHBORHOOD PRESERVATION AREAS



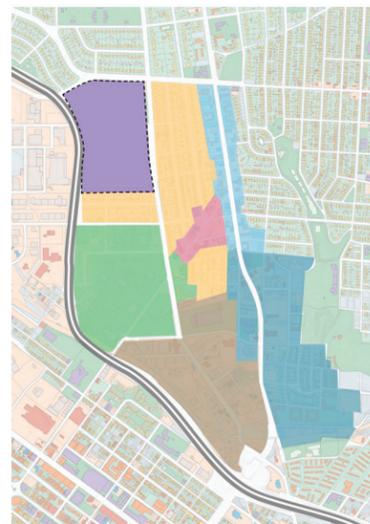
CITY-WIDE PRINCIPLES FOR INCLUSIVE HOUSING  
FROM THE MAYOR'S ANTI-POVERTY COMMISSION REPORT

- » Practice inclusive planning processes to engage communities in civic discussion about housing
- » Prevent displacement and evictions and work to rehouse families sensitively
- » Build trust and collaboration before redevelopment plans are launched
- » Bridge information gaps and coordinate self-sufficiency training

# Hospital/Pfizer

Children's Hospital of Richmond at VCU is a venerable institution in Richmond. The historic hospital building set within a sweeping front lawn facing Brook Road presents an inviting and attractive image to the community, in contrast to the high-tech, intimidating character of modern hospitals. The front lawn and historic architecture should be preserved. The hospital is planning construction of a new mental health facility on the western end of the site which will be an important new facility for the community. Just south of the Hospital, Sherwood Avenue connects the neighborhood to current and future development to the west, including Scott's Addition and other opportunities.

Adjacent to the Children's Hospital is the Pfizer campus, a major employer in the community. Similar to the Hospital, preservation of the front lawn along Brook is encouraged. Pfizer should consider removal of fencing along Brook and consider other forms of security that are less intrusive.



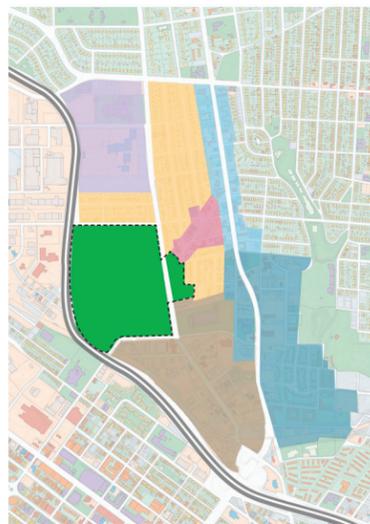
DETAIL PLAN OF THE HOSPITAL/PFIZER AREA



# Virginia Union University

Virginia Union University (VUU) is a historic African American university and one of Richmond's most important institutions. The University is expanding with the construction of new facilities on campus and could benefit from better connecting to surrounding neighborhoods to take full advantage of its urban location. The "body language" of the University has become defensive and inward focused with the recent construction of a perimeter fence. As the surrounding area improves, the campus should open back up to the community to create a more welcoming gateway.

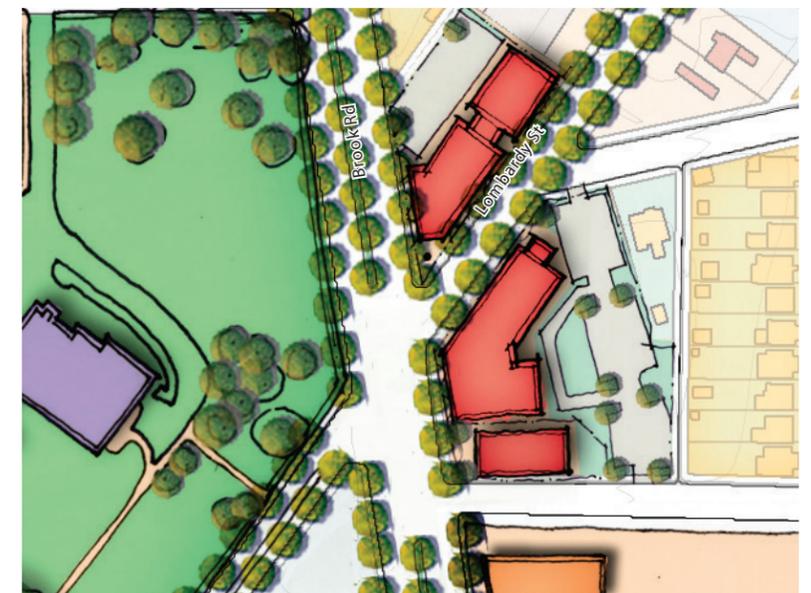
VUU lacks a "college town," a place for students, faculty, and staff to shop for convenience items, dine, and interact with the community. With the redevelopment along Lombardy into a Neighborhood Center, VUU will get the town environment they are missing. A gated entrance at the corner of Lombardy and Brook will connect the campus to the "college town" and new student housing under construction on Brook Road.



DETAIL PLAN OF THE VUU DISTRICT



VIEW OF VUU AT THE CORNER OF LOMBARDY AND BROOK ROAD



DETAIL OF THE LOMBARDY GATEWAY

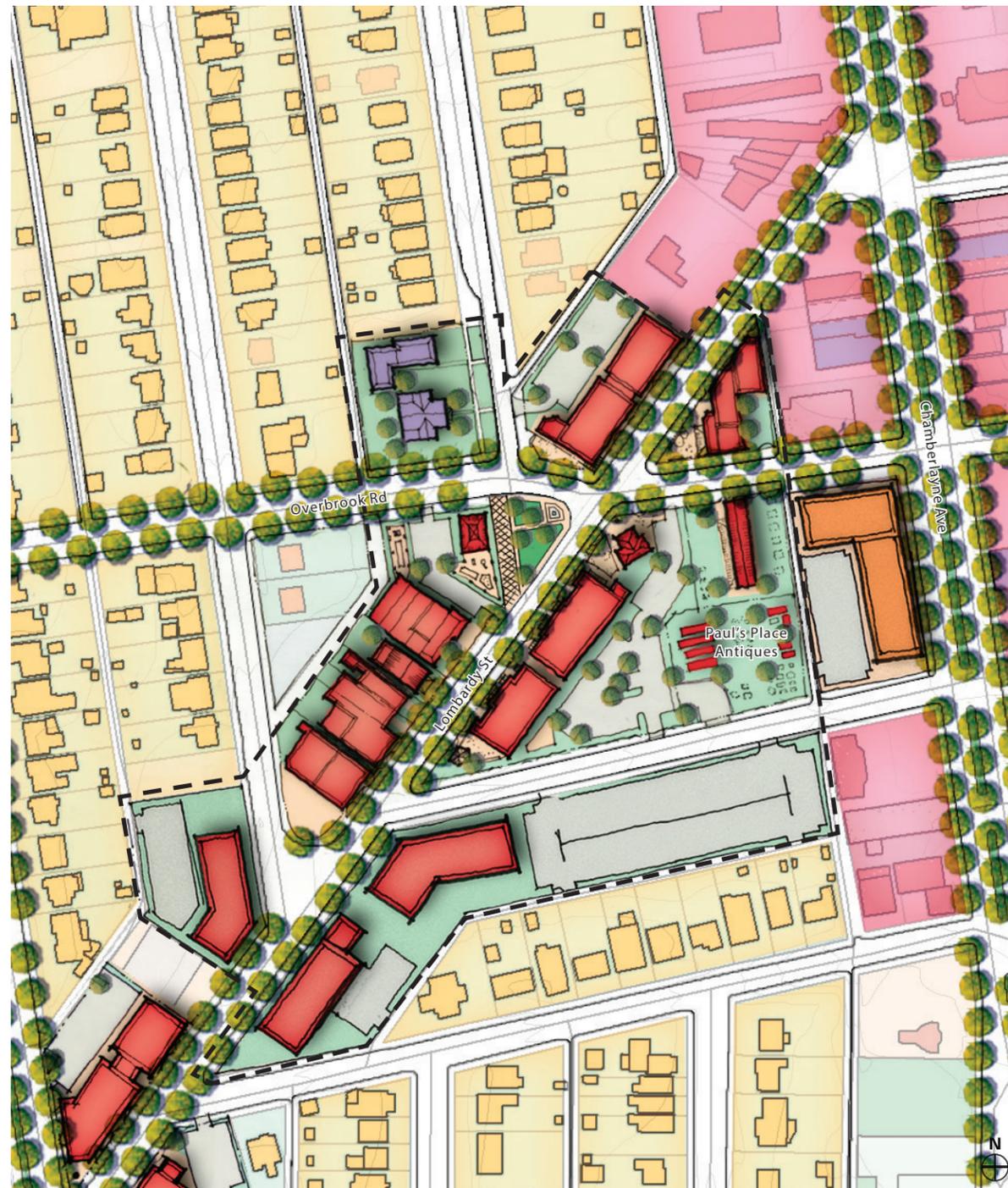
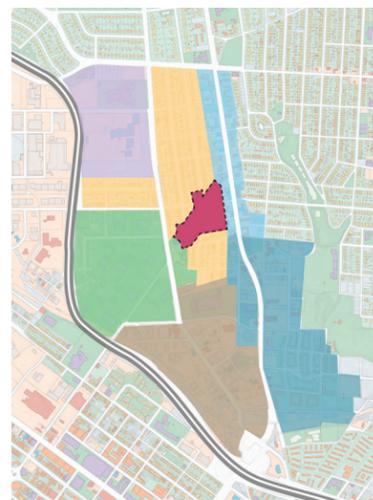


VIEW OF THE GATEWAY INTO LOMBARDY STREET ACROSS FROM VUU

# Neighborhood Center

The community expressed a strong vision for a neighborhood center in the VUU/Chamberlayne area. Lombardy between Brook and Chamberlayne is an ideal location for a pedestrian-friendly retail and shopping district. Today, an overabundance of automobile-oriented uses, parking lots, and vacant buildings discourage the development of a strong connection between the surrounding neighborhoods and the commercial area.

Lombardy and adjacent streets should be changed to allow on-street parking, streetscaping, pedestrian lighting and signage. Curb cuts should be reduced to better control vehicular movement, and parking areas should be created behind buildings and in public lots. New commercial buildings with storefronts can be located along Lombardy, and selected historic buildings can be reused for shops and restaurants. The focus of the district will be a new public square at the intersection of Lombardy and Overbrook that will feature attractive landscaping and public art.



DETAIL PLAN OF THE NEIGHBORHOOD CENTER

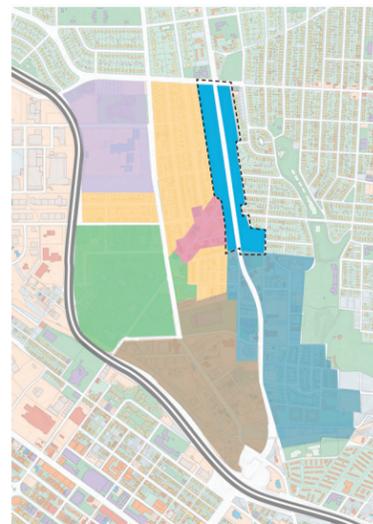




VIEW OF THE NEIGHBORHOOD CENTER

# Upper Chamberlayne

The Chamberlayne corridor is the major traffic and transit corridor in this part of Richmond. The upper Chamberlayne area is primarily commercial uses that take advantage of visibility from those high traffic volumes. Parcels are shallow and have transitioned over the years from residential to commercial uses. The environment is visually chaotic and not pedestrian friendly. Recommendations for this corridor area include preparation of design guidelines for new infill construction that will result in a more consistent approach to building and parking placement. Amenities should be provided at transit stops, and additional landscaping and tree planting will improve the visual appearance of the roadway. Signs of all types dominate the visual landscape. The City should review signage controls for this corridor and create a more controlled and consistent approach to commercial signage.



DETAIL PLAN OF UPPER CHAMBERLAYNE



EXISTING CONDITION ON UPPER CHAMBERLAYNE AVENUE Today, Chamberlayne Avenue is suburban in character. Opportunities exist to make the area more urban by encouraging multi-story buildings that front the street with doors, windows, shopfronts, and other pedestrian-scaled elements.

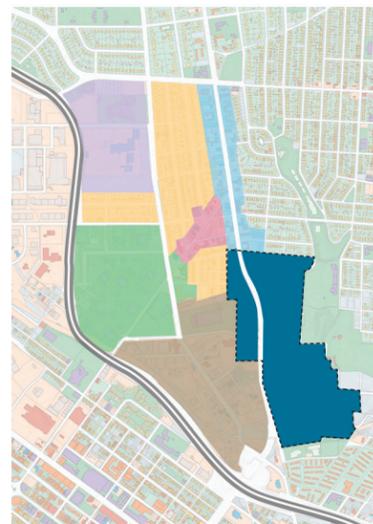


PROPOSED STREETSCAPING ON UPPER CHAMBERLAYNE AVENUE

# Lower Chamberlayne

The right-of-way of Chamberlayne Avenue south of Wickham Street is wider than in the north. From an infrastructure standpoint, this provides an opportunity to convert the two outer lanes to wider pedestrian sidewalks with amenities and landscaping as well as an area for on-street parking. Large blocks with vacant or low-density commercial uses should be redeveloped into higher-density mixed-use buildings. Ground floor commercial uses could include a grocery store. Apartments located in the upper floors would be highly desirable. Street improvements combined with redevelopment will transform this part of Chamberlayne from a highway to an attractive urban boulevard.

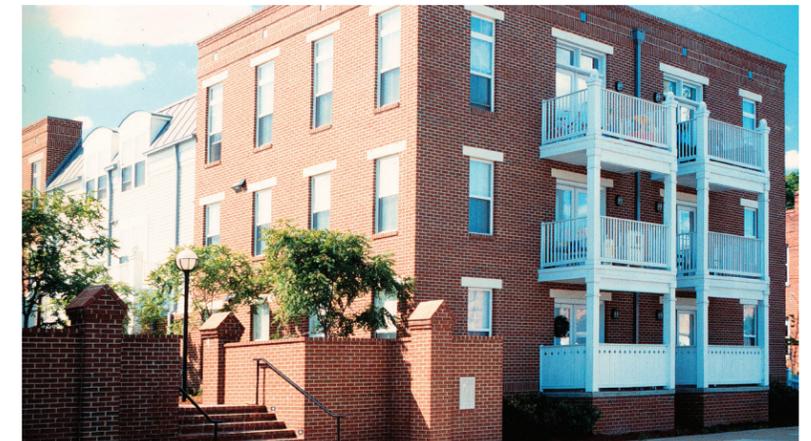
New residential development along the golf course combined with new street connections to nearby eastern neighborhoods will greatly improve access and provide new housing options. The intent is to revitalize and provide opportunities for both renovation and new construction in this area.



DETAIL PLAN OF LOWER CHAMBERLAYNE



EXISTING CONDITION ON LOWER CHAMBERLAYNE Avenue Lower Chamberlayne



EXAMPLES OF INFILL DEVELOPMENT Cary Street has undergone an impressive transformation. New development in small, incremental buildings have helped to provide new housing options that fit well into the neighborhood context.

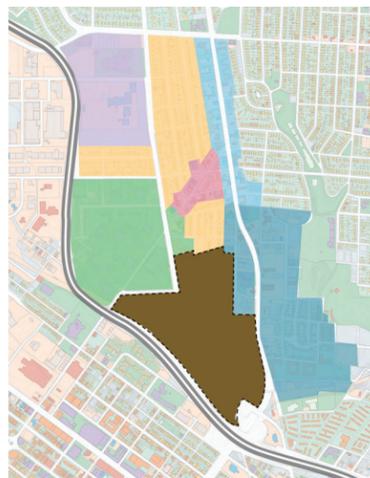


VIEW OF LOWER CHAMBERLAYNE REDEVELOPMENT

# Industrial Innovation District

The Industrial area along lower Brook Road is an important employment center immediately adjacent to Downtown. The existing district, while highly advantageous for business owners, lacks curb appeal. Sidewalks are missing at critical points and street trees are not common, making it less than pedestrian friendly. With a few aesthetic and sustainability upgrades, the area could be branded as a unique business center close to the downtown area for small companies and as an incubator location for startups.

A strong identity as an Industrial Innovation District can be reinforced through landscaping, streetscape, signage, and branding. Dead ends and dark areas should be eliminated or illuminated to create a safer walking environment. An aggressive program to replace missing sidewalk segments on internal streets is essential. Light industrial businesses should be encouraged to stay in the area, but screening along high-visibility corridors such as I-64/I-95 may be required or encouraged. A business association has already formed and should continue to work as a collaborative force for positive change in the neighborhood.



DETAIL PLAN OF THE INDUSTRIAL INNOVATION AREA



EXISTING CONDITIONS OF THE INDUSTRIAL AREA ALONG BROOK ROAD



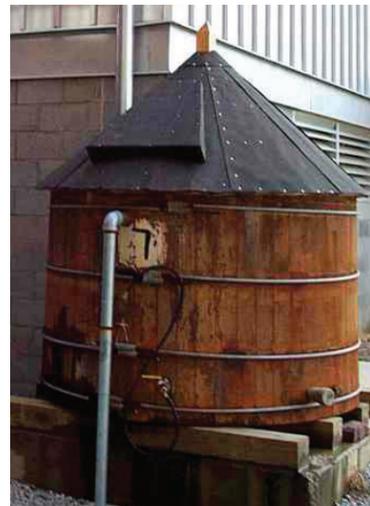
**NEW BUSINESS INCUBATION** There is an interest in developing a partnership between VUU's Business School and the community to create a new business incubation center. One potential location for this development could be south of the University's athletic complex, at the seam with the Innovation area.

#### LOW-IMPACT DEVELOPMENT AND SUSTAINABILITY

A sustainable approach to streetscapes and stormwater management can help to give the Industrial Innovation District a unique character. Industrial district typically have high percentages of pavement and impermeable surfaces, exacerbating stormwater and flooding issues. Low-Impact Development (LID) strategies are being employed in similar districts to help reduce the impact on the land and increase sustainability as both a character feature and a functional improvement. Examples of Low-Impact Development tools attempt to handle stormwater close to the source. These tools include:

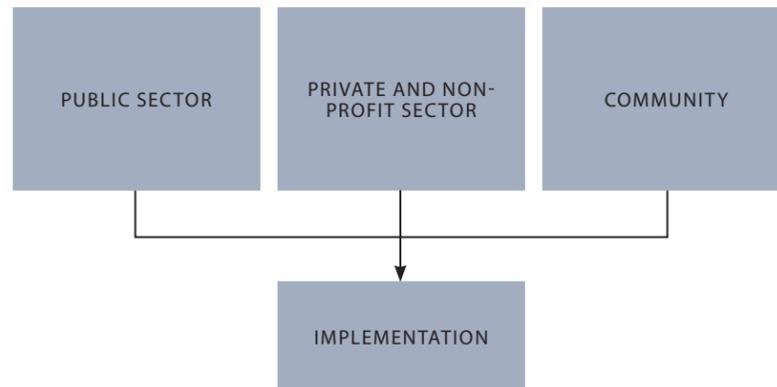
- » Bio-retention and treatment trains
- » Rain gardens
- » Porous pavements and permeable pavers
- » Cisterns and water capture
- » Greywater recycling
- » Green roofs

These types of sustainable features can also provide opportunities to connect into open space and greenway systems. They often become features in the area which evolve and serve as outdoor gathering places for people working in or visiting the area.



# Implementation Strategies

THE VUU/CHAMBERLAYNE NEIGHBORHOOD plan will be implemented over many years, with partnerships between the public and private sectors and the community. Prioritization and understanding how roles and responsibilities are shared is an important part of charting a feasible plan for implementation. The following pages describe not only how these entities might work together, but also what some of the specific development and infrastructure initiatives might be.



PRIVATE INITIATIVES PLAN

MATRIX OF RESPONSIBILITIES

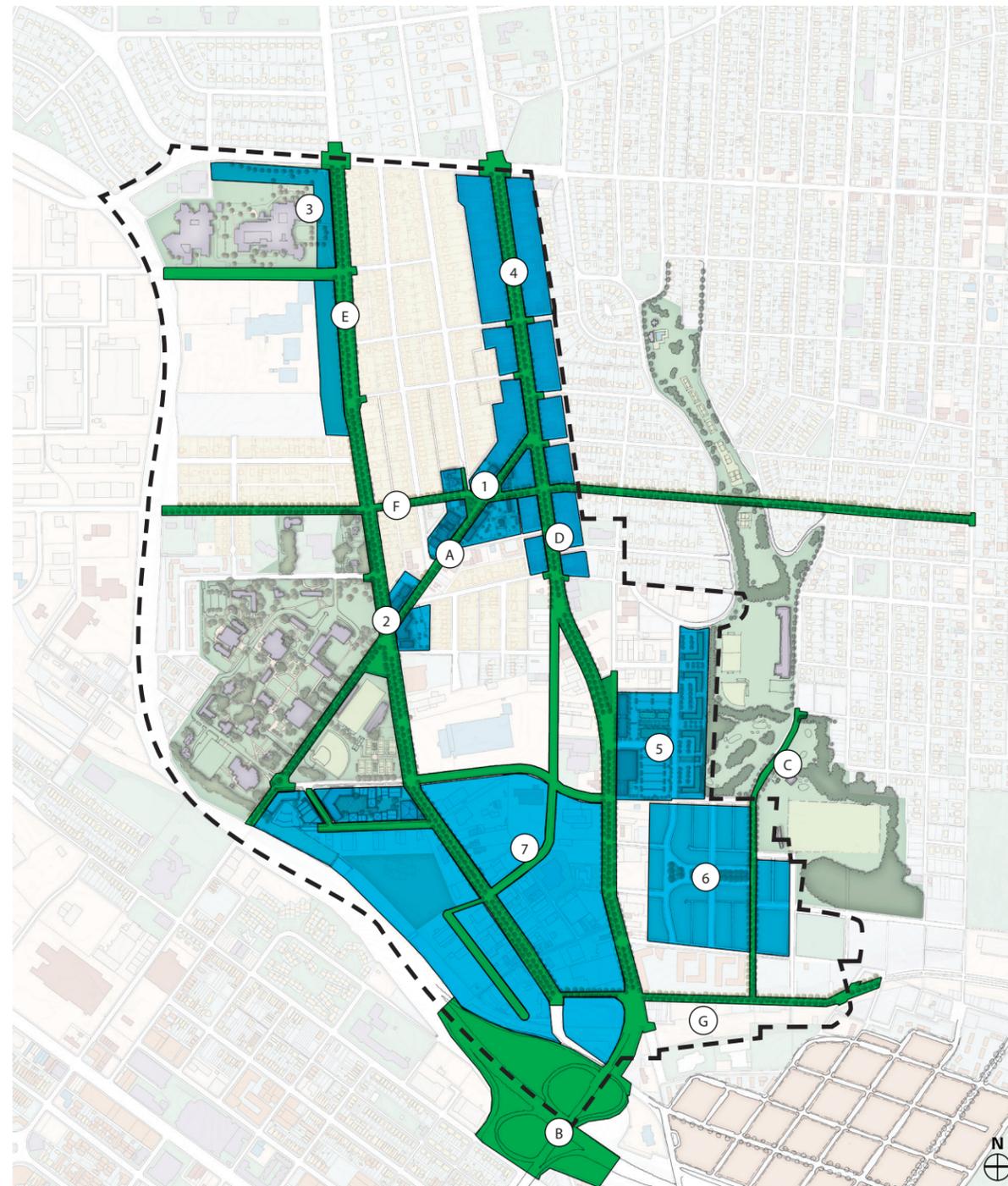
SECTOR/ENTITY	SHORT-TERM/IMMEDIATE ACTIONS (1-2 YEARS)	MID-TERM ACTIONS (3-5 YEARS)	LONG-TERM ACTIONS (5-10 YEARS)
<p>PUBLIC</p> <ul style="list-style-type: none"> <li>» City</li> <li>» Greater Richmond Transit Company</li> <li>» Housing Authority</li> </ul>	<ul style="list-style-type: none"> <li>» Adopt the VUU/Chamberlayne Neighborhood Plan to set the vision for this area in the City</li> <li>» Adopt the future Land Use plan for VUU/Chamberlayne to affect City policy around new projects</li> <li>» Start the process for rezoning the early-action, high-priority areas, such as the Neighborhood Center and Lower Chamberlayne</li> <li>» Work with the community to establish a consortium between the civic association, business association, and VUU</li> </ul>	<ul style="list-style-type: none"> <li>» Prioritize the public infrastructure projects for the early-action, high-priority areas (Neighborhood Center and Lower Chamberlayne)</li> <li>» Proceed with the rezoning for the remaining areas in the VUU/Chamberlayne neighborhood per the city-wide Master Plan</li> <li>» Bundle and provide incentives for early-adopter developers in the Neighborhood Center and Lower Chamberlayne</li> <li>» Work with interested developers and the community to ensure that proposals match the vision and future land use plan</li> <li>» Ensure a connected and well-integrated bicycle network in the area</li> </ul>	<ul style="list-style-type: none"> <li>» Complete the funding and implementation of all street infrastructure projects, including Upper Chamberlayne</li> <li>» Continue to update City policy as Land Use in the neighborhood develops</li> <li>» When possible, provide grants and incentives for the renovation of residential and commercial properties to encourage reinvestment in the neighborhood</li> <li>» Monitor and publicize successes, such as increases in mode share to walking and biking, economic impact of improvements, private dollars invested in the neighborhood, and environmental improvements over the span of the implementation</li> <li>» Continue to work with interested developers and the community to ensure that proposals match the vision and future land use plan</li> <li>» Continue to work with for-profit and non-profit developers to ensure that affordable housing is maintained in the neighborhood</li> </ul>
<p>PRIVATE AND NON-PROFIT</p> <ul style="list-style-type: none"> <li>» Developers</li> <li>» Land owners interested in developing</li> <li>» Institutions (hospitals, universities)</li> </ul>	<ul style="list-style-type: none"> <li>» Become familiar with the VUU/Chamberlayne Neighborhood Plan</li> <li>» Spend time thinking about future or expansion plans, particularly for large institutions like the University, Hospital, and Pfizer</li> <li>» Purchase and assemble properties (such as those on currently on the market)</li> <li>» Test development capacities to understand proformas and financing gaps</li> </ul>	<ul style="list-style-type: none"> <li>» Once infrastructure for the Neighborhood Center is complete (reconfigured island into public square and street redesign for Lombardy Street), begin development of key parcels with multi-story, mixed-use development</li> <li>» Renovate the old gas station into a small restaurant or cafe with outdoor seating; market as the neighborhood meet-up place</li> <li>» Bundle residential financing options, commercial financing options, and limited public resources to make mixed-use projects feasible in the first few years</li> <li>» Brand and market the new center as a hub of community life, providing diverse options for living, shopping, and dining</li> <li>» Partner with the large institutions (VUU and the Hospital) to attract and incentivize their students and employees to live nearby in the neighborhood</li> <li>» Begin conversations with national or regional retailers who could provide neighborhood services and retail</li> </ul>	<ul style="list-style-type: none"> <li>» Build on the success of early development pioneers to leverage additional financing</li> <li>» Attract additional similar start-ups and innovators to the Industrial Innovation district, while continuing to build the brand for this employment generator</li> <li>» Develop a neighborhood services retailer in an urban format to help provide for the needs of the community</li> </ul>
<p>COMMUNITY</p> <ul style="list-style-type: none"> <li>» Residents</li> <li>» Patrons</li> <li>» Business owners</li> <li>» Property owners</li> </ul>	<ul style="list-style-type: none"> <li>» Support the adoption of the VUU/Chamberlayne Neighborhood Plan</li> <li>» Support the rezoning of the Neighborhood Center and Lower Chamberlayne Avenue</li> <li>» Engage in the city-wide Master Planning process to ensure that these visions are carried into the plan</li> <li>» Educate residents and neighbors about the vision for the area</li> <li>» Begin hosting pop-up events annually or several times a year in the future public space</li> <li>» Strengthen the civic and business associations, work on identities and branding</li> <li>» Begin holding quarterly meetings of the consortium between VUU, the civic association and the business association</li> <li>» Work with non-profits to provide credit counseling and home-ownership preparation</li> </ul>	<ul style="list-style-type: none"> <li>» Continue to support public efforts to fund infrastructure by contacting the neighborhood's City Council representative</li> <li>» Seek out innovative, local developers and invite them to attend presentations about the opportunities and visions for the neighborhood</li> <li>» Investigate and apply for grants for small infrastructure projects (including signage, parklets, community gardens, etc.)</li> <li>» Lobby for street trees and landscaping where possible</li> <li>» Leverage the consortium to move the small business incubator project forward to capture and keep young talent in the neighborhood</li> <li>» Encourage home-owners to continue to make renovations; as houses come on the market, consider a program to target to young families, first-time buyers, and long-time supporters of the neighborhood</li> </ul>	<ul style="list-style-type: none"> <li>» Continue patronizing and promoting the Neighborhood Center</li> <li>» Keep an updated list of prioritized projects and communicate these prioritizes to the City so they can allocate any available funding</li> <li>» Participate in any coordinated updates to the VUU/Chamberlayne Neighborhood Plan or the city-wide Master Plan</li> <li>» Continue to encourage homeowners to continue to make renovations and improvements</li> </ul>

# Public and Private Initiatives

As described, the VUU/Chamberlayne Neighborhood Plan will require the cooperation of public and private entities. Once the division of responsibility is clear, specific initiatives need to be outlined so they can be included in capital improvement plans and private development proposals.

Public initiatives focus around infrastructure improvements such as streetscaping, bike, and pedestrian networks, dedicating under-utilized street pavement to landscaping and sidewalks, making improvements to intersections and interchanges, and extending new street connections.

Private initiatives involve the development of key parcels into new mixed-use districts, new housing, and neighborhood-serving retail. These private development may require incentives in the early year to increase the feasibility, but as the neighborhood builds in demand, many of these projects will be market feasible without subsidy. The existing development projects in and around the site are a strong site that Northside will continue to be desirable due to its proximity to downtown and the Universities. Prioritizing the Neighborhood Center as an early project will add to the draw of the neighborhood and support future development projects.



**PUBLIC AND PRIVATE INITIATIVES** Phased public investments will help unlock value in private parcels and encourage redevelopment. Above are the key public and private initiatives in the neighborhood.

- PUBLIC-LED INITIATIVES
- PRIVATE-LED INITIATIVES

## Public Initiatives

- A Lombardy Street
- B Interchange improvements
- C Extension of Hickory Street connecting Home Street
- D Chamberlayne Avenue
- E Brook Road
- F Overbrook Road
- G Connecting Mitchell Street to Bacon Street and extension to James Street

## Private Initiatives

- 1 Neighborhood Center
- 2 Lombardy Gateway
- 3 Public spaces in front of the hospital and Pfizer office building
- 4 Property acquisition
- 5 Urban retail stores and higher density residential development
- 6 Residential neighborhood
- 7 Industrial Innovation District

VUU/CHAMBERLAYNE NEIGHBORHOOD PLAN - COMMUNITY HISTORY

Richmond, Virginia

**Relief at Last for Overcrowded Jackson Ward**  
*Building Lots in Beautiful "Frederick Douglass Court" Will Go on Sale*  
**Wednesday, May 18, 1921**

This property is located at northwest corner Brook Avenue and Howard Street, one block north of Virginia Union University, on Brook (Road) Avenue.

Ashland cars pass the property and stop two blocks north and south of the property.

West Clay Street cars—Get off at Lombardy and Leigh Streets, walk four blocks north.

Ginter Park cars—Get off at Chamberlayne Avenue and Brookland Park Boulevard; go west on Brookland Park Boulevard one block to Brook Road, and then walk south two blocks to property.

N. B.—As this property was purchased primarily to afford relief to the families who are to be dispossessed by the city extending Chamberlayne Boulevard through Jackson Ward, these families and persons who will build immediately will be given preference in sale of lots.

Lots are 30 feet front by 125 feet deep to 20-foot alleys.

Reasonable restrictions will be included in each deed. These will make the new settlement an ideal place to live.

TERMS: One-fourth cash, balance in 3 years; 5 per cent interest on deferred payments; 5 per cent discount for cash payment.

S. W. ROBINSON, JR., Sales Agent,  
 ST. LUKE BANK BUILDING,

First and Marshall Streets. Telephone Randolph 689.

**UNIVERSITY REALTY CO.**

*Inc., Owners*

OFFICERS AND BOARD:

Dr. J. E. Jackson, President; Dr. L. A. Reid, Vice-President;  
 Dr. W. T. Johnson, Treasurer; W. A. Jordan, Secretary;  
 Dr. J. M. G. Ramsey, Assistant Secretary.  
 Mrs. Maggie L. Walker, Percy Wilson, A. D. Price, Jr.

**BANKRUPT SALE**  
 Of the Chewing Gum Manufacturing Business Conducted by Franklin-Caro Company, Inc., Richmond, Va.

**"Honey Fruit" and "Richmint"**

Pursuant to an order of the United States District Court for the Eastern District of Virginia, entered April 23, 1921, in the matter of Franklin-Caro Company, Inc., Bankrupt, the undersigned receivers will offer for sale at auction, at the factory premises, Sixth and Canal Streets, Richmond, Va., on

**Wednesday, May 25, 1921, at 12 o'Clock Noon**

the business, assets and property of the bankrupt, as a whole, including good-will, raw materials, wrapping and packing stock, office supplies, machinery, factory fixtures and appliances, office furniture and fixtures, registered trademarks, brands and formulas for manufacturing "Honey Fruit," "Richmint" and other brands of Chewing Gum, together with the unexpired lease of the factory and office building.

To be sold according to inventory on file with the papers in this matter in the clerk's office of the said District Court in Richmond, Va., and supplemental inventory to be exhibited at sale of manufactured stock, packing, boxes, cartons and so forth, showing reductions of these articles by receivers' sales since bankruptcy.

This Company has been engaged in the manufacture of Chewing Gum for a number of years, and their brands are especially well known in Virginia, North Carolina, West Virginia, South Carolina, Maryland and parts of Pennsylvania, Ohio, Delaware, Georgia, Alabama and Texas. The gross sales during the last five years have averaged \$370,833 a year.

There is on hand a considerable quantity of raw materials and a very large quantity of wrapping and packing stock, so that the manufacture and sale of these brands of chewing gum can be resumed promptly and the business continued without interruption.

The books and papers, including appraisals made by the American Appraisal Company of Milwaukee, Wisconsin, showing the extent, kind and value of the bankrupt's business, are open to inspection at the factory. The receivers will be glad to give further information upon request.

This is an opportunity to acquire a first-class and splendidly equipped business, with an old and established trade.

The sale will be made subject to the approval of the Court, and the terms of sale are for cash.

Ordway Puller and Brockenbrough Lamb,  
 Receivers of Franklin-Caro Co., Inc., Bankrupt.

And at the same time and place the said receivers will further offer separately at auction and likewise subject to the approval of the Court, a certain lot of about 51,190 pounds of dry chicle, free of duty and all liens. TERMS: Cash.

This chicle is the very best grade of Honduras, West Indies, and the receivers are informed that no better chicle can be obtained on the market.

GEO. V. OLIVER, Salesman.

C. W. WESTBURY, D. P. A.,  
 E. A. COLE, T. P. A., Richmond, Va.  
 Telephone Mad. 272, 711 Times-Dispatch Bldg.

**PETTIT & COMPANY—7 and 9 West Broad Street.**

**4-Pc Dining-Room Suite, \$189.50**

Easy Terms Special This Week



A wonderful value in a high-grade, well-made Dining-Room Suite, consisting of 54-inch Buffet with mirror, 48-inch Table which extends to 6 feet, large shapely China Cabinet and Serving Table, Beautiful Queen Anne Period design, Jacobean finish, only \$189.50 for the four pieces. Easy terms arranged.

**3-Piece Bed Outfit, Only**

**\$22.75**

Bed, Springs and Mattress Complete.

Consists of full double size White Enamel Bed, with 2-inch continuous posts and large filler rods, exactly like illustration. Guaranteed National Fabric Steel Frame Spring and comfortable soft top Mattress. Three pieces for only \$22.75. Easy terms arranged.



some. The main requisites of good health are good digestion, pure blood, steady nerves and sound, restful sleep.

Plant Juice, the new herbal stomach medicine, now being introduced here, insures all this and more. It puts the stomach in shape to properly digest the food, tones up and invigorates the whole system, biting one with new life and energy. It eradicates poisoning, stimulates the sluggish liver into action, corrects constipation and regulates the bowels—in fact, it assists Nature where assistance is needed.

The following signed testimonial of Mrs. M. C. Wood, of 110 South Harrison Street, will be of interest. Mrs. Wood has resided in Richmond for a number of years and has a wide acquaintance. She said:

"For some time I had been troubled with my stomach. I could not digest with the lightest kind of food, as it would ferment in my stomach and cause gas to form. Almost everything I ate seemed to disagree with me, and I felt weak and miserable. I started to take Plant Juice, and now I am able to eat anything I want, sleep well and have no more trouble of any kind. I am glad to recommend Plant Juice to others."

Plant Juice is a vegetable preparation extracted from the roots, leaves, barks, berries and fibers of numerous medicinal plants. It is Nature's own remedy and works wonders. It gives almost immediate benefit and leads to permanent relief in practically every case where people suffer as above outlined.

Plant Juice is sold at the Trade-Drug Co.'s store in Richmond.

For sale in Petersburg by Morrison, the Drug Man, and in Chase City by the Chase City Drug Co.—Adv.

**Kill All Flies!** THEY SPREAD DISEASE. **DAISY FLY KILLER** attracts and kills all flies. Neat, clean, ornamental, convenient and cheap. Lasts a long time. Made of insecticide and is non-toxic. Will not soil or stain anything. Guaranteed. **DAISY FLY KILLER** at your dealer or by EXPRESS, prepaid, \$1.00. **JAROLD SOMERS, 150 De Kalb Ave., Brooklyn, N. Y.**

**Too Late to Classify.**

**Deaths** 1  
 JENKINS—Died, May 17, at 5:30 P. M., Miss Nellie C. Jenkins, of 211 North E. 10th Street. She was the daughter of the late Mrs. Ellen Staley Jenkins. She leaves one brother, George W. Jenkins, and one sister, Miss Marie Jenkins, to mourn their loss. Funeral notice later.

**HANCOCK**—Died, suddenly, at his residence, 725 S. Howard Street, Tuesday night, May 17, 1921, at the age of 42. Hancock, in the 54th year of his age. Funeral notice later.

**MARSTON**—Entered into eternal rest at 12:10 Tuesday morning, Arthur Morris Marston, in the 61st year of his age. He is survived by a widow and one brother, William A. Marston, of Fredericksburg. A funeral from the residence, 2125 Porter Street, this (Wednesday) afternoon at 4 o'clock.

**Lost and Found** 10

**LOST**—On Petersburg Pike, a man's suit case containing man's and child's clothes, a silk dress and other clothing. If found, send to Geo. Meyers, 2219 Franklin Street, Whiting, W. Va., and receive reward.

**LOST**—Circle of diamonds, 31 stones; lost either on Kensington Avenue, west of Boulevard, or from Ninth and Broad to Broad Street, or from Fifth to Richmond and Broad. Return to Times-Dispatch office for reward.

**LOST**—Pair of tortoise-shell glasses. Return to 1822 Floyd Avenue, or phone Broadway 4412, Howard.

**TIRES**—Lost, on Hermitage Road, two automobile tires, 32x4 and rim. Randolph 522, 405 W. Leigh.

**Ze beautiful ladie Full of "pep" and the Real Class!!!**  
**"Straight From Paris"**

# Authors

Gary Flowers

Dr. Carmen F. Foster

Kathryn Reid

Jean Williams

THIS COMMUNITY HISTORY was researched and compiled by a group of volunteers- long-term community members who participated in the VUU/Chamberlayne Master Planning process and wanted to ensure that community history has a prominent role in the plan.

# Education, Liberation, and Freedom

THE SYMBOLISM OF FREDERICK DOUGLASS  
COURT AND BROOKFIELD GARDENS IN  
RICHMOND'S NORTH SIDE

THESE TWO NEIGHBORHOODS adjacent to Virginia Union University have names that are symbolic to the causes of education, liberation, and freedom. Frederick Douglass Court was intentionally named for the noted black abolitionist and international voice against racism. Dubois Avenue was named for William E. Burghardt Dubois, the first black to receive a doctorate from Harvard, a co-founder of the National Association for the Advancement of Colored People, and an esteemed sociologist, historian, civil rights activist and Pan-Africanist. Langston Avenue was named for John Mercer Langston, a Louisa County-born free black who was an abolitionist, an attorney, educator, civil rights activist, the first dean of Howard University Law School, and U.S. Congressman during Reconstruction.

When Spottswood W. Robinson, Jr. made the purchase for this plat of land in the 1920s, he had no idea that the influence of John Mercer Langston would guide his son to become the dean of Howard University Law School as well. Another noted jurist is Julian T. Houston, Jr., who is the grandson of James E. Jackson Sr, who was the president of the University Realty Company which developed the Frederick Douglass Court Property. Houston grew up in Frederick Douglass Court, and became a Justice of the Superior Court of



**Negro homes on Dubois Avenue, in Frederick Douglass Court, Richmond.**

1927 IMAGE OF HOMES ON DUBOIS AVENUE IN FREDERICK DOUGLASS COURT Schomburg General Research and Reference Division, The New York Public Library. "Negro homes on Dubois Avenue, in Frederick Douglass Court, Richmond." The New York Public Library Digital Collections. 1927. <http://digitalcollections.nypl.org/items/510d47de-5196-a3d9-e040-e00a18064a99>

Massachusetts.

Brookfield Gardens gets its name from Brookfield plantation, which was bordered by Brook Road and Chamberlayne Avenue to the east and west, and Wilkinson Road to the north. Gabriel Prosser was a charismatic and literate enslaved blacksmith at Brookfield who was the mastermind of a well-organized but ill-fated slave insurrection in 1800 for the cause of freedom.

Families who lived in Douglass Court and Brookfield Gardens during the early to late 20th centuries represented a range of black professionals, educators, clergy, postal workers and others who took pride in their heritage and community life. Martin A. Martin, a civil rights attorney and Brookfield Gardens neighbor, held many late night meetings at his home discussing civil rights cases with his law partners, Oliver W. Hill and Spottswood W. Robinson III. According to neighborhood elders, legal strategies for the Brown decision were debated in the Martin home with these legal giants.

Douglass Court was a central base to orchestrate black activism for voter registration and political empowerment during the transition from segregation to integration. Dr. William S. Thornton, president and a co-founder of the Richmond Crusade for Voters, and educator Ethel Thompson Overby, finance chair for the Crusade, worked tirelessly to educate and galvanize the black community to maximize its voting power and political influence to ensure better opportunities for education, employment and advancement. Overby-Sheppard

Elementary School in Richmond's Northside is named in recognition of Ethel Overby's accomplishments as the first black female principal in Richmond Public Schools.

Virginia Union University is positioned in the heart of these two communities. Founded in 1865 in a slave pen in Shockoe Bottom, Virginia Union's North Side campus has become a hallmark for the education of blacks since slavery and recently celebrated its 150th anniversary. Its vast alumni network embraces an array of distinguished, prominent professionals, business men and women, educators, and clergy from all walks of life, including the first black Governor of Virginia, Lawrence Douglas Wilder and two Mayors of Richmond, Henry L. Marsh, III and Dwight C. Jones.



Willie Mays (center) signs a baseball for Julian T. Houston Jr. (second right) while his cousins Wendell T. Foster Jr. (left) and Eloise Foster (right) and an unidentified playmate watch on in front of Julian's family home on Brook Road in Richmond in the late 1950s. Courtesy Foster Family Collection.

## Community Timeline

1899

The American Baptist Home Mission Society purchased a tract of pasture land on Lombardy St, including an area known as "Sheep Hill" as it merged Wayland Seminary and Richmond Theological Seminary to become Virginia Union University.<sup>1</sup>

1919

University Realty Company registered with State Corporation Commission. Company officers were James E. Jackson, President; Dr. Leon A. Reid, Sr. Vice President; William A. Jordan, Secretary; Dr. J.M.G. Ramsey, Assistant Secretary, and board members were Maggie L. Walker, Percy Wilson, and A.D. Price, Jr. Spotswood Robinson, Jr. was the sales agent.<sup>2</sup>



VIRGINIA UNION UNIVERSITY MEMBERS OF ALPHA PHI ALPHA FRATERNITY, 1916 Courtesy Foster Family Collection.

# Community Timeline

## 1921

Ads for lots in Frederick Douglass Court appeared in the Richmond Times Dispatch.<sup>2</sup> The ad read:

Relief at Last for Overcrowded Jackson Ward

Building Lots in Beautiful "Frederick Douglass Court" Will Go on Sale Wednesday, May 18, 1921

This property is located at the northwest corner Brook Avenue and Howard Street, one block north of Virginia Union University, on Brook (Road) Avenue.

Ashland cars pass the property and stop two blocks north and south of the property.

West Clay Street cars- Get off at Lombardy and Leigh Streets, walk four blocks north.

Ginter Park cars- Get off at Chamberlayne Avenue and Brookland Park Boulevard; go west on Brookland Park Boulevard one block to Brook Road, and then walk south two blocks to property.

N.B. As this property was purchased primarily to afford relief to the families who are to be dispossessed by the city extending Chamberlayne Boulevard through Jackson Ward, these families and persons who will build immediately will be given precedence in sale of lots.

Lots are 30 feet by 125 feet deep to 20 foot alleys.

Reasonable restrictions will be included in each deed. These will make the new settlement an ideal place to live.

TERMS: One-fourth cash balance in 3 years; 6 percent interest on deferred payments; 5 percent discount for cash payment.

S.W. Robinson JR, Sales Agent

St. Luke Bank Building, First and Marshall Streets, Telephone Randolph 689

University Realty Co. Inc., Owners

Officers and Board: Dr. J. E. Jackson, President; Dr. L. A. Reid, Vice-President; Dr. W. T. Johnson, Treasurer; W.A. Jordan, Secretary; Dr. J. M. G. Ramsey, Assistant Secretary, Mrs. Maggie L. Walker, Percy Witson, A.D. Price, Jr.

*Relief at Last for Overcrowded  
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Building Lots in Beautiful "Frederick  
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Dr. J. M. G. Ramsey, Assistant Secretary,  
Mrs. Maggie L. Walker, Percy Wilson, A. D. Price, Jr.

1921 ADVERTISEMENT FOR FREDERICK DOUGLASS COURT IN RICHMOND TIMES DISPATCH Describing the location of the neighborhood, proximity to Virginia Union University, lot sizes, and financial terms of the community's beginning.

Of the Chewing Gum Manufactured by Franklin-Caro Company, Richmond, Va.

"Honey Fruit" and "Richmint"

Pursuant to an order of the United States Eastern District of Virginia, entered April 23, 1921, Franklin-Caro Company, Inc., Bankrupt, the undersigned offers for sale at auction, at the factory premises, Richmond, Va., on

Wednesday, May 25, 1921, at

the business, assets and property of the bankrupt, good-will, raw materials, wrapping and packing machinery, factory fixtures and appliances, all registered trademarks, brands and formulas for "Honey Fruit," "Richmint" and other brands of Chewing Gum, the unexpired lease of the factory and office building.

To be sold according to inventory on file in the clerk's office of the said District and supplemental inventory to be exhibited, stock, packing, boxes, cartons and so forth, shall be sold by receivers' sales since bankruptcy.

This Company has been engaged in the manufacture of Chewing Gum for a number of years. Its brands are especially well known in North Carolina, West Virginia, South Carolina, parts of Pennsylvania, Ohio, Delaware, Alabama and Texas. The gross sales for the past year have averaged \$370,833 a year.

There is on hand a considerable quantity of very large quantity of wrapping and packing machinery, factory fixtures and packing machinery, and sale of these brands of chewing gum will be promptly and the business continued without interruption.

The books and papers, including appraisal and value of the bankrupt's business, are on file in the clerk's office of the said District. The receivers will be glad to give information on request.

This is an opportunity to acquire a splendidly equipped business, with splendid trade.

The sale will be made subject to the approval of the court and for cash.

Ordway Puller and Brocke,  
Receivers of Franklin-Caro Company, Inc.

And at the same time and place the said receivers will offer for sale at auction and likewise subject to the approval of the court a certain lot of about 51,150 pounds of dry chewing gum. TERMS: Cash.

This article is the very best grade of Honey Fruit and the receivers are informed that no better article is on the market.

GEO. H. WALKER

## Community Timeline

1931

James E. Jackson, Jr., and Spottswood W. Robinson, III, were among a dozen black youth whose parents advocated and agitated the national Boy Scouts headquarters to form Troop 75 for their participation. In 1931, James Jr. gained the coveted rank of Eagle Scout, a distinction as the first black in Richmond and possibly in the Southeast. Jackson's father and William Jordan, a Frederick Douglass Court neighbor and board member for the black scouts were relegated to wooden folding chairs at the John Marshall Hotel for the Eagle Scout ceremony. They entered the hotel through the alley, rather than the front entrance. Jackson was the lone black among whites awaiting for then-Governor John Garland Pollard to present their prized Eagle Scout pins. Instead of pinning James Jr. like he had for the white Eagle Scouts, Pollard grunted and rudely tossed him the award. James Jr. pinned himself and saluted Pollard, nevertheless.

After graduating from Virginia Union and Howard University, he traded expectations for a pharmacy career into staunch civil rights activism. While at Howard, he helped start the Southern Negro Youth Congress, a forerunner of the Student Nonviolent Coordinating Committee. The SNYC organized tobacco worker strikes to advocate for better pay. He was part of Gunnar Myrdal's research team in the late 1930s for Myrdal's groundbreaking research study, "An American Dilemma," which highlighted race relations. In 1947, he joined the

Communist Party and later became its Southern secretary and fierce advocate for civil rights. He became a close colleague of W.E.B. Dubois, the noted intellectual who had a street named for him in Jackson's Frederick Douglass Court neighborhood.<sup>3</sup>



1943 PHOTO OF JAMES E. JACKSON, JR. AND HIS WIFE, ESTHER COOPER JACKSON Jackson served during World War II in an engineer battalion building the Burma Road with an all-black unit led by white officers. Foster Family Collection.

# Community Timeline

1932

Richmond Community Hospital was founded in 1902 by 15 black physicians and one layman to meet the needs of Richmond's blacks. In 1932, the hospital opened its doors with a new facility at Overbrook Road next to Virginia Union. As a community non-profit hospital, Richmond Community provided 25 beds and by 1967 had a staff of 15, and a courtesy staff of 38, including 8 dentists and one podiatrist, and a consulting staff of 32.<sup>4</sup>

1935

Alice C. Jackson, daughter of pharmacist James E. Jackson of 2506 Brook Road, boldly challenged segregation in higher education by applying to the University of Virginia for graduate school and was rejected because of her color. When she threatens to join forces with the NAACP to sue, the Virginia Legislature passes House Bill 470, the Dovell Act, which set up a graduate school at Virginia State College for Negroes and provided tuition and travel for black students attending schools out of state.<sup>5</sup>



IMAGE OF RICHMOND COMMUNITY HOSPITAL as pictured in Elvatrice Belsches' book, Black America: Richmond, Virginia.



ALICE C. JACKSON as a Virginia Union University graduate. Courtesy of Foster Family Collection



BLACK RICHMOND PHYSICIANS, DENTISTS, AND PHARMACISTS WITH SPOUSES CIRCA 1960s at a holiday gathering at Slaughter's Hotel, 2nd Street, Jackson Ward. These health professionals were affiliated with Richmond Community Hospital. Courtesy of Foster Family Collection

# Community Timeline

1938

The City of Richmond acquired and cleared 16 acres in North Richmond to construct Brook Field, Richmond's largest blacks-only playground with basketball courts, tennis courts, three baseball diamonds, a pool, and a caretaker's cottage at the Brookfield Gardens neighborhood, located at Brook Road and Chamberlayne Avenue. Brook Pool opens summer of 1939.<sup>6</sup>

1947

Arthur R. Ashe, Sr. served as supervisor of Brook Field and was the onsite caretaker. His older son, Arthur, Jr., learned the sport of tennis on the courts at Brook Field and later distinguished himself as a renowned international tennis champion, inspiring sports legend, author, and dedicated activist against segregation and apartheid.<sup>7</sup>



*Photograph 24. A 1943 swimming class at Brook Field, the largest athletic facility for African Americans in Richmond, constructed between 1939 and 1942 with Federal Works Progress Administration funding. Richmond Department of Parks, Recreation, and Community Facilities.*

IMAGE OF POOL AT BROOK FIELD as described in [Nonesuch Place](#) by T. Tyler Potterfield.

## Community Timeline

1954

Attorney Spottswood W. Robinson, III, son of realtor S.W. Robinson, Jr., was one of the legal masterminds for the Brown v. Board of Education case, which outlawed racial segregation in public education when the U.S. Supreme Court unanimously ruled that “separate but equal” public schools for blacks and whites were unconstitutional. Robinson was later named Dean of the Howard University School of Law, served as a member of the United States Commission on Civil Rights, and was the first black to be appointed in 1964 to the United States District Court for the District of Columbia. He was also the first black appointed to the United States District Court of Appeals for the District of Columbia in 1966, and then Chief Judge of the Appeals Court in 1981.<sup>8</sup>

1956

Dr. William S. Thornton, a podiatrist residing at 2602 Brook Road, serves as President of the Richmond Crusade for Voters. He co-founded the organization in 1956 with Dr. William Ferguson Reid, a surgeon and former Douglass Court resident, and John M. Brooks, an NAACP voter registration director. The Crusade was formed to promote year-round voter registration, to increase political awareness, to monitor the voting records of politicians, to recommend candidates for office, and to increase equal opportunity for employment in City Hall for blacks. The Thornton home was a central location to gather an impressive “think tank” of black professionals and community activists that framed successful political strategies and voter registration initiatives that empowered Richmond’s black community.<sup>9</sup>



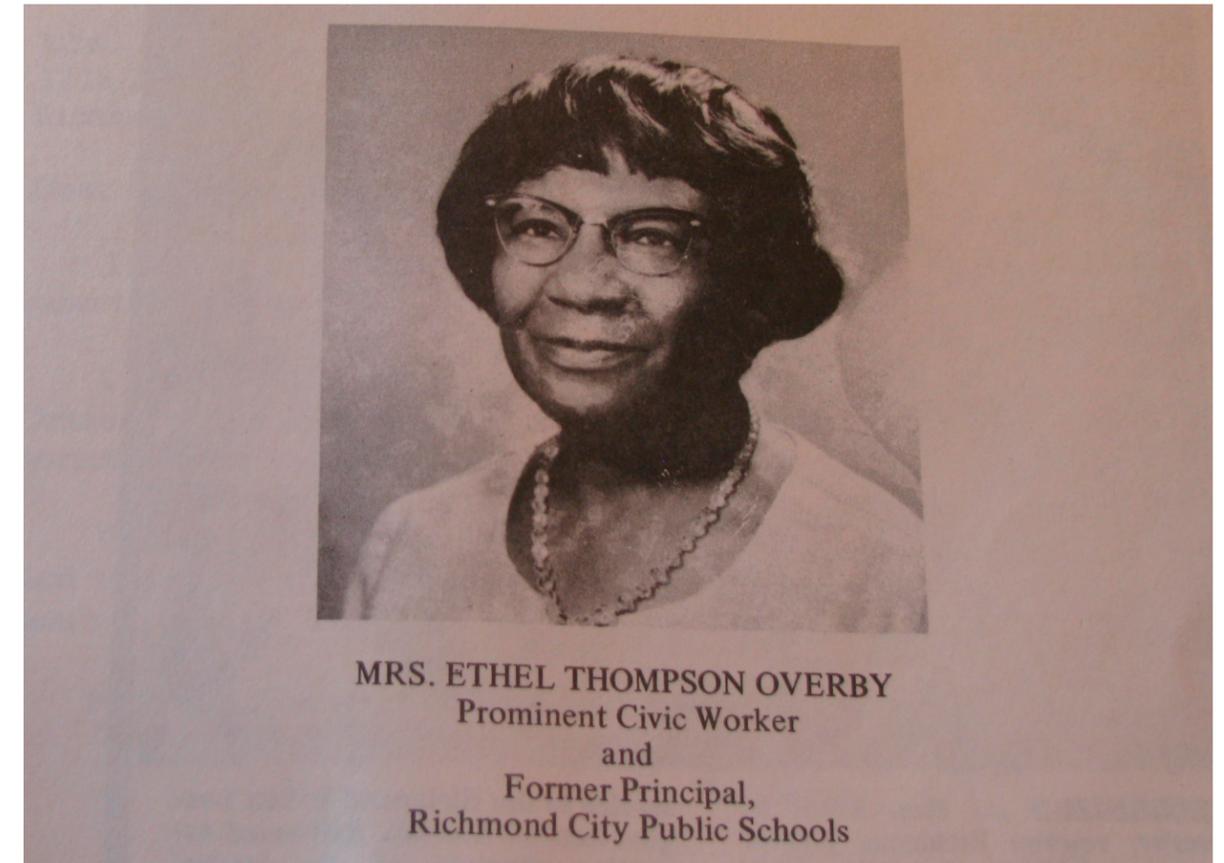
*The home of Justice Spottswood Robinson at 2500 Brook Road in the Frederick Douglass Court subdivision. Robinson built this distinctive house in 1957 on his return to the neighborhood where he grew up.*

SPOTSWOOD ROBINSON HOUSE as described in [Built by Blacks: African American Architecture and Neighborhoods in Richmond, Virginia](#).

## Community Timeline

1958

Ethel Thompson Overby, who resided at 1218 Dubois Avenue, retired as principal of Albert V. Norrell Elementary School after a 45-year career as an influential and highly regarded educator in the Richmond Public Schools. She became Richmond's first black female elementary school principal in 1933 and spearheaded pay equalization efforts on behalf of black teachers. Active in a variety of organizations, such as the Urban League, the YWCA, the Crusade, and the NAACP, she held citizenship workshops to engage students in the value of voting and to encourage parents to register to vote. After retirement, she headed the Finance Committee of the Crusade. In 1976, Overby-Sheppard Elementary School was so named to honor her achievements along with Eleanor Sheppard, the city's first female mayor.<sup>10</sup>



ETHEL THOMPSON OVERBY as pictured in her autobiography, *It's Better to Light a Candle Than Curse the Darkness: The Autobiographical Notes of Ethel Thompson Overby*.

# Community Timeline

1959

Brook Pool closed. Brook Field was later razed to make way for the development of the Main Post Office on Brook Road.<sup>11</sup>



MAIN POST OFFICE ON BROOK ROAD Christopher Foster (2nd right), retired postal clerk (service from 1904-1958) at opening of new Richmond Post Office on Brook Road with granddaughter Carmen Foster (2nd left) with unidentified Central Richmond Association "princesses" of downtown progress. Richmond Post Office was the site of Brook Field. Courtesy Foster family photo.

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#### Image Credits:

1921 Ad from Richmond Times Dispatch for Frederick Douglass Court:

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Photo: 1934 swimming class at Brook Field. See p 120 of Potterfield’s “Nonesuch Richmond.”

Photo: Home of Justice Spotswood W. Robinson III at 2500 Brook Road, built in 1957. See p 76 of Richardson’s “Built by Blacks.” {Do not use p 74, as those homes are located in the 2600 block of Seminary Avenue and not a part of Douglass Court}.

Photo: Schomburg General Research and Reference Division, The New York Public Library. “Negro homes on Dubois Avenue, in Frederick Douglass Court, Richmond.” New York Public Library Digital Collections. Accessed June 11, 2015. <http://digitalcollections.nypl.org/items/510d47de-5196-a3d9-e040-e00a18064a99>

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# The Evolution of the N. Lombardy Street Corridor 1940-2015

## THE VUU/CHAMBERLAYNE NEIGHBORHOOD PLAN ENVISIONS N. LOMBARDY ST AS A NEW NEIGHBORHOOD CENTER

This research - taken from the City Directories of Richmond, VA as housed in the Library of Virginia, records a sampling of the businesses that lined the North Lombardy Street Corridor over the decades, starting with 1940 and preceding to the present day.

Note that businesses owned by African-Americans were recorded with a (c) to denote that they were colored businesses during segregation. This symbol disappears by the 1960 directory.

Over the decades, there have been many auto-oriented businesses in the corridor, including filling stations and auto repair uses, reflecting the fact that up until the construction of I-95, Chamberlayne Avenue (Route 1) was the main gateway for automobile traffic into the City from the north. But there were also a number of prized neighborhood services, including restaurants.

The VUU/Chamberlayne Master Plan envisions the corridor in the future as one supporting a mix of neighborhood commercial uses and as a town center, particularly relating to Virginia Union University and Maggie L. Walker Governor's School, two educational anchors of the corridor. Development regulations will change to encourage walkability for a pedestrian-friendly retail and shopping district.

## 1940 - NORTH LOMBARDY STREET

1. 1000 - Maggie L. Walker High School \*
2. 1500 - Virginia Union University
3. 1509 - Breedlove's Service Station  
(*Corey Ave. intersects*)
4. 2300 - 02 - Shelburne J. C. Trans & Storage Corp.
5. 2306 - Ernest W. Perkins filling station
6. 2400 - Standard Brands, Inc. food products
7. 2401 - John M. Rock filling station
8. 2403 - Harmon Loving, Inc. (br) filling station
9. 2500 - Collins Service Station
10. 2501 - Plunkett Wm. M.  
(*Overbrook Rd. Intersects*)
11. 2509 - Peatross Mfg. Co. (Armature rewinders)
12. 2510 - Cy's Barbecue
13. 2511 - Roger's Auto Body Wks.
14. 2530 - Binns, Wm L.; filling station
15. 2532 - Lombardy Restaurant
16. 2534 - Sparkes Barber Shop (c)
17. 2543 - Woodson, Wm W. (c) Shoe Repair
18. 2536 - Longworth H. G. Heating Co.  
- Boatwright Furman H. general contractor  
(*Chamberlayne Ave. intersects*)

1950 - NORTH LOMBARDY STREET

1. 1000 - Maggie L. Walker High School
2. 1001 - Sloan's Auto Service (c)
3. 1005 - Rd. Truck Center  
*(Moore St. intersects)*
4. 1500 - Virginia Union University
5. 1509 - Breedlove's Service Station  
*(Brook Rd. intersects)*
6. 2001 - Saady Sami T. fruits
7. 2215 - McKay & Scott auto repairs  
*(Wickham St. intersects)*
8. 2300 - 02 - Shelburne J. C. Trans & Storage Corp.
9. 2306 - Blue Cross Veterinary Hosp.
10. 2308 - Fleming, Chas A. filling station  
- Brown, Jesse B. (c)
11. 2309 - Scruggs Motor Sales used cars  
*(Northumberland intersects)*
12. 2400 - Standard Brands, Inc. food products
13. 2401 - Carver's Service Station
14. 2402 - Vacant
15. 2403 - Vacant - Associated Transport Inc.
16. 2410 - Arc Welding Shop
17. 2412 - Gulf Oil Corp (br) filling station  
*(Seminary Ave intersects)*
18. 2423 - Lumpkin Chas. W. filling station  
*(Overbrook Rd. intersects)*

1950 - NORTH LOMBARDY STREET

19. 2500 - Collins, James S. service Station
20. 2501 - Dorset Frank M. filling station
21. 2509 - Am News Co. The (Rd. Div)
22. 2510 - Ajamy Geo restaurant
23. 2511 - Broaddus & Lucas, Inc. auto repairs
24. 2514 - Vacant
25. 2530 - Lombardy Auto Sales used cars
26. 25 32 - Sonjour Bertha restaurant
27. 2534 - Sparkes Barber Shop (c)
28. 2534 - Wagon Wheel The antiques
29. 2536 - Longworth H. G. heating co.  
*(Chamberlayne intersects)*



2509 N LOMBARDY ST has hosted a number of contracting and supply businesses over the decades in the historic structure. Courtesy Dr. Carmen F. Foster, 2015.

1960 - NORTH LOMBARDY STREET

1. 1001 - Maggie L. Walker High School
2. 1001 - Sloan T. S. Esso Station
3. 1005 - Wright's Body Shop auto repairs
4. 1011- S & W Steel Co.; steel fabricators  
*(Moore St. intersects)*
5. 1404 - VUU dormitories  
*(Corey Ave. intersects)*
6. 1500 - Virginia Union University
7. 1507 - VUU Athletic Field
8. 1520 - VUU Library  
*(Brook Rd. intersects)*
9. 2201 - Richmond Motel
- 10.2215 - Gray's Oil Equip Serv.  
Harvey Sid of VA, Inc. whole htg. parts  
*(Wickham St. ends)*
- 11.2300 - 02 - Wilkins John H. Co.; distrs
- 12.2306 - Northside Dog & Cat Hosp.
- 13.2308 - Fleming C A Radiator Repr.
- 14.2309 - Kings Drive In restr
- 15.2315 - Letien & Mercer Radio & Telev. Serv.  
Virginia Crusty Pie Co., Inc.  
*(Northumberland Ave. intersects)*
- 16.2400 - Vacant
- 17.2401 - Vacant
- 18.2402 - Williams Automotive Mfrs. Inc.

1960 - NORTH LOMBARDY STREET

- 19.2403 - 11 - Solves' Serv. refgr  
Tire Sales & Accessories, Inc.
- 20.2404 - Goodman Norman W. Antique reproduction
- 21.2406 - Green Tire Serv (recapping plant)
- 22.2410 - Arc Welding Shop
- 23.2412 - Richmond Towing Serv.  
*(Seminary Ave. intersects)*
- 24.2423 - Vacant  
*(Overbrook Rd. intersects)*
- 25.2500 - Vacant  
rear Long's Auto Serv. repr.
- 26.2509 - Shaffer Equip & Sup. Co., contrs equip
- 27.2510 - Green Tire Serv.
- 28.2511 - Broaddus & Lucas, Inc. auto reprs
- 29.2516 - Lamkin Auto Sls
- 30.2530 - Vonderlehr Jack Gates Tire Distr.
- 31.2532 - Manning Webb & Noonan, Inc.
- 32.2534 - Vacant
- 33.2536 - Manning Mfg. Co. storm windows  
*(Chamberlayne Ave. intersects)*

1970 - NORTH LOMBARDY STREET

1. 1000 - Maggie L. Walker High School
2. 1001 - Sloan T S Esso Station
3. 1003 - Al's Silver Coach Grill
4. 1005 - Wright's Body Shop
5. 1011 - S & W Steel Co., Inc.  
*(Moore St. intersects)*
6. 1500 - Virginia Union University
7. 1509 - Martin's Texaco Service
8. 1520 - Virginia Union University Library  
*(Brook Rd. intersects)*
9. 2201 - Central Motel
10. 2215 - Gray's Oil Equipment Service  
Bangs Auto Service  
*(Wickham St. ends)*
11. 2300 - Wilkins Coffee Co.
12. 2306 - Northside Veterinarian Hosp.
13. 2308 - Fleming Radiator & Generator Service
14. 2309 - Jake's Restaurant
15. 2315 - Cosby's Auto Service  
Hyman Mechanical Corp. Contrs. Plmb.  
*(Northumberland Ave. intersects)*
16. 2400 - Glass Body Shop Auto Repr.  
- DeTreville Jack Interior Decorating Service
17. 2401 - Rudd's Cars
18. 2402 - Williams Automotive Mfrs., Inc.

1970 - NORTH LOMBARDY STREET

19. 2403 - Letien & Mercer Radio & Television Serv  
- Powers Outboard Motor Sales  
- Mullins Refigeration Serv
20. 2404 - Goodman Norman & Furniture Repair
21. 2406 - N. T. Motors  
- Moore's Jack & Equip Serv.
22. 2410 - Welded Products Co.
23. 2412 - Animal Hospital
24. 2423 - Lombardy St. Sales & Storage  
*(Overbrook Rd. intersects)*
25. 2500 - Alford's Radio Communications Sls & Serv,  
- Rear -Lang's Auto Service Reprs.
26. 2509 - Shaffer Equpi & Supp. Inc.  
- Machy Equip Supp
27. 2510 - Green Tire Service
28. 2511 - Caroline Armature Co., Inc.
29. 2516 - Vacant  
(Note: Vonderlehr Jack Gates ; formerly listed at 2530 and currently exists, changed to 2526 Chamberlayne Ave. corner address)
30. 2532 - Electro Painters Inc.; Ofc Furniture
31. 2534 - United Radio & Television Serv.
32. 2536 - Martin's Control & Equipment  
*(Chamberlayne Ave. intersects)*



KEEL'S PROGRESSIVE BARBER SHOP A longtime business at 2534 N Lombardy St. Courtesy Dr. Carmen F. Foster, 2015.

1980 - NORTH LOMBARDY STREET

1. 1000 - Maggie L. Walker High School
2. 1001 - Vegas Steak House
3. 1003 - Al's Silver Coach Grill
4. 1005 - C. L. Ross ; T.A. Wright's Body Shop
5. 1011 - S & W Steel Co., Inc.  
*(Moore St. intersects)*
6. 1500 - Virginia Union University
7. 1509 - VUU Urban Studies Bldg.  
*(Brook Rd. intersects)*
8. 2201 - Central Motel
9. 2215 - Lauterbach Automotive Serv
10. 2231 - Vacant  
*(Wickham ends)*
11. 2300 - Automatic Controls of VA, Inc.
12. 2306 - Martin's Control & Equipment Co.
13. 2306(a) - Clark Control Co. indus blr controls
14. 2306(b) - Southeastern Waterproofing Co., Inc.
15. 2306(c) - Vacant
16. 2308 - Fleming Radiator
17. 2309 - George's Restaurant
18. 2315 - General Tire Service commercial  
*(Northumberland intersects)*
19. 2400 - Merit Products Inc. fundraiser
20. 2401 - Vacant
21. 2402 - Automotive Mfrgs. , Inc.

1980 - NORTH LOMBARDY STREET

22. 2403 - Letien & Mercer Radio & Television Service
    - Moore's Jack Equipment Service
    - Hydraulic Products Co.
    - Smith's Signs
    - Vacant
  23. 2404 - Vacant
  24. 2406 - Parson's Refrigeration & Appliance Service
  25. 2410 - Ridge Construction concrete contr
  26. 2412 - Animal Hospital
    - Animal Motel
  27. 2433 - Richmond Auto Service  
*(Overbrook intersects)*
  28. 2500 - Dependable Wheel Service Co.
  29. 2509 - Peatross Mfg. Co., Inc.
  30. 2510 - Green Tire Service
    - Energy Conservation
  31. 2516 - Richmond Auto Sales, Inc.
    - Atlantic Coast Recovery
- (Note: Vonderlehr Jack Gates ; remains on N. Lombardy corridor; currently exists, changed to 2526 Chamberlayne Ave. corner address)
32. 2530 - Moore Scales Service
  33. 2532 - James River Bus Lines (Acct. Ofc)
  34. 2534 - Keel's Progressive Barber Shop (c)
  35. 2536 - Vacant
    - Econo Enterprise Bookkeeping Serv.
- (Chamberlayne Ave. intersects)*

1990 - NORTH LOMBARDY STREET

1. 1000 - Richmond Community High School
  - Arts & Humanities Center
2. 1001 - Silver Coach Grill
3. 1003 - Silver Coach Grill
4. 1005 - Wright's Body Shop
5. 1011 - Dietz Welding Co.
  - Argus Steel Products

*(Moore St. intersects)*
6. 1500 - Virginia Union University Athletic Field
  - Virginia Union University
  - Virginia Union University Library

*(Brook Rd. Intersects)*
7. 2201 - Central Motel
8. 2215 - Vacant

*(Wickham ends)*
9. 2300 - Automatic Controls of VA
10. 2306(a) - Marlow Martin Control & Equipment Co.
11. 2306(b) - Vacant
12. 2306(c) - Elder Don Photography
13. 2308 - Fleming Radiator repairs
14. 2309 - Margaret's Kitchen
15. 2315 - General Tire Service comm. div.

*(Northumberland intersects)*
16. 2400 - Vacant
17. 2401 - Vacant

1990 - NORTH LOMBARDY STREET

18. 2402 - Storage Whos. J M J Corp.
19. 2403 - Richmond Auto Service auto repr.

Cont. Yr. 1990 - North Lombardy Street

  - Letien & Mercer Radio & Tele Ser.
  - Moore's Jack & Equipment Service
  - Smith Signs
20. 2404 - Natural Creations Inc. cabt. mkrs.
21. 2406 - Automotive Manuf. Inc. auto parts
22. 2410 - Vacant
23. 2412 - Animal Hospital
  - Animal Hospital (Emergency Room)
  - Animal Motel & Boutique Kennel
24. 2423 - Northside Auto Sales

*(Overbrook intersects)*
25. 2500 - Gortney's Body & Paint Shop, Inc.
26. 2510 - Green Tire Service
27. 2516 - Ray's Auto Service

*(Note: Vonderlehr Jack Gates ; remains on N. Lombardy corridor; currently exists, changed to 2526 Chamberlayne Ave. corner address)*
28. 2530 - Moore's Scales Service Inc.
29. 2532 - Electronic Servicing Insulation
30. 2534 - Keel's Progressive Barber Shop (c)
31. 2536 - Vacant

*(Chamberlayne intersects)*



MAGGIE L. WALKER GOVERNOR'S SCHOOL opens in the renovated Maggie L. Walker High School at the intersection of Lombardy and Leight St in 1998. Pictured here is the school as well as a marker of the site of Hartshorn Memorial College, which opened in 1883 as a "Christian College for Negro Women". Courtesy Dr. Carmen F. Foster, 2015.

2000 - NORTH LOMBARDY STREET

1. 1001 - City Auto Sales
2. 1011 - Ellis Steel Fabrication  
*(West Moore St. intersects)*
3. 1500 - Follett College Store books  
- Gourmet Services eating places  
- Virginia Union University  
*(Brook Rd. intersects)*
4. 2201 - Central Motel  
*(Wickham ends)*
5. 2300 - Physical Therapy Plus  
Cont. Yr. 2000 - North Lombardy Street
6. 2306 - C Estes Donald W Custom Photography commercial
7. 2308 - ACF Oil Company
8. 2315 - General Auto & Tire  
*(Northumberland intersects)*
9. 2400 - Automotive Manufacturers
10. 2403 - Moore's Jack Equipment & Service  
- Moore's Equip Service  
- Richmond Auto Repair Service  
- Smith Signs  
- A Letien & Mercer Radio & TV Serv.
11. 2404 - A & G Auto
12. 2406 - Scooters Motorcycle distr.
13. 2412 - Animal Hospital PC vtrny sve
14. 2423 - Tucker Seafood Hut meat fish mkts

2000 - NORTH LOMBARDY STREET

- (Overbrook Intersects)*
15. 2500 - Gortney's Body & Paint Shop
  16. 2509 - Peatross Manufacturing Co.
  17. 2516 - Ray's Auto Service  
*(Note: Vonderlehr Jack Gates ; remains on N. Lombardy corridor; currently exists, changed to 2526 Chamberlayne Ave. corner address)*
  18. 2530 - Metropolitan Janitor Service bldg maintenance service (c)
  19. 2534 - Keel's Progressive Barber (c)  
*(Chamberlayne Ave. intersects)*

2010 - NORTH LOMBARDY STREET

1. 1000 - Governor's School Foundation
  - Maggie L. Walker Governor's School
  - Maggie L. Walker High School
2. 1001 - Quick Cash Auto Sales  
*(West Moore St. intersects)*
3. 1500 - Gourmet Services, Inc. food serv. mgmt.  
*(Brook Rd. intersects)*
4. 2201 - Budget Inn - Richmond hotels - motels  
*(Wickham ends)*
5. 2300 - Bytes Consulting consultants / business
6. 2306 - Glass Spot glass blowers
7. 2315 - General Auto & Tire Serv dir & retail  
*(Northumberland Ave. intersects)*
8. 2400 - Automotive Manufacturers, Inc. alternators & genearators
9. 2403 - Richmond Auto Repairs G. Lewis Anthony
- 10.2412 - Animal Hospital
  - Animal Motel & Boutique
- 11.2423 - John T. Auto Sales  
*(Overbrook Rd. Intersects)*
- 12.2500 - Gortney's Body Shop
- 13.2510 - Jones Althea
  - R. J. Tire Inc.
- 14.2516 - Ray's Auto Service  
*(Note: Vonderlebr Jack Gates ; remains on N. Lombardy corridor;  
currently exists, changed to 2526 Chamberlayne Ave. corner address)*

2010 - NORTH LOMBARDY STREET

- 15.2532 - Boys II Men Administrative OFC clubs



1001 N. LOMBARDY ST the original location of Sugar Shack Donuts, in 2015.  
 Courtesy Dr. Carmen F. Foster

2015 - NORTH LOMBARDY STREET

1. 1000 - Governor's School Foundation
  - Maggie L Walker High School
2. 1001 - Sugar Shack Donuts  
*(Moore St. intersects)*
3. 1500 - A & M Productions Southeast
  - L. Douglas Wilder Library
  - Resource Center
  - Samuel DeWitt Proctor theological schools
  - Thompson Hospitality food services
  - United Negro College Fund
  - Virginia Union University schools
  - VUU bookstore

*(Brook Rd. intersects)*

4. 2201 - Budget Inn Richmond
5. 2215 - Quality Auto auto rpr & serv  
*(Wichkam ends)*
6. 2300 - First Contractors Inc. Youth org.
7. 2301 - Lombardy Auto Sales
8. 2306 - C 3 Healthcare RX pharmacies
  - Glass Spot

9. 2315 - General Auto & Tire Serv.

*(Northumberland Ave. intersects)*

10. 2400 - Automotive Manufacturers, Inc.
11. 2403 - A & A Auto Sales auto dtrs - new cars
12. 2406 - Minnie Pearl Cleaners LLC cleaners

2015 - NORTH LOMBARDY STREET

13. 2412 - Animal Motel pet boarding sitting & kennels
14. 2500 - Gortney's Body Shop auto body rpr & painting
15. 2510 - R.J. Tire Service tire dtrs - retail  
 (Note: Vonderlehr Jack Gates ; remains on N. Lombardy corridor; currently exists, changed to 2526 Chamberlayne Ave. corner address)
16. 2532 - Boys ll Men Administrative Ofc. clubs

# Kathryn Reid

I am Kathryn (Kathy) Reid. I was born in Richmond, at Richmond Community Hospital on Overbrook Road on March 26, 1950. My family lived on Bacon Street in Brookfield Gardens at the time. I have no memory of that as we moved to DuBois Avenue when I was 9 months old.

DuBois Avenue was a great place for a kid. DuBois and Langston (the cross street) are both dead-end streets. We were fairly free to roam. Most of the children in the neighborhood were in the same age group, so there was always someone to play with. My cousins, Billy and Wallace Calloway lived next door. We played with them nearly every day.

The neighborhood was very quiet until the highway was built. This is what they did to black neighborhoods. I can't help but notice that when a highway is built through a mostly white neighborhood, sound barriers are built. We never got one.

The neighborhood has changed greatly. I used to know everyone on DuBois Avenue and most of the people on Brook and Overbrook Roads. I only know a few on DuBois now. The change is mostly because the older people died and the younger people moved away. I moved back after my mother died.

When I was a child, the entire neighborhood of Douglass Court was made up of professionals – physicians, dentists, lawyers, educators, and business men and women.

My parents were very active in the community. There were a lot of late night meetings in our basement. My mother was instrumental in getting the planned highway moved to prevent our next door neighbor's house from being destroyed. She also picketed in front of Thalhimers every day. Most of our neighborhood was very politically active.

One thing that really struck me is that nearly all of my parent's friends came from Brookfield Gardens. Most of them moved to Douglass Court, and those who didn't, lived very near by!



THE REID FAMILY HOME in 2015. Courtesy Dr. Carmen F. Foster.

## Jean Williams

My introduction to Douglass Court took place in my early childhood years. My father took me and my two older brothers to visit our Cousin Ethel Thompson Overby and her husband Floyd Overby; they lived at 1218 DuBois Avenue. My siblings and I were born and raised in the West End of Richmond, VA. Our grandparents, both maternal and paternal, lived within walking distance of our home.

While visiting Cousin Ethel with my father, I also met her neighbors who lived close by and especially persons in the field of education. Her neighbors were also acquaintances of my Aunt Mozelle Sallee Baxter, a teacher, who for many years worked under the principalship of my Cousin Ethel Thompson Overby. They were both dedicated and excellent educators with decades of service.

I recall how often I would observe how my cousin and her husband were committed as leaders in civil action, education, equal pay, fairness, and voting rights. In spite of the times and reality of threats and possible loss of livelihood, they spoke up and out in word and deed for justice. Cousin Ethel provided leadership in quality education for black children in a segregated setting and initiated progressive learning experiences for the underserved. She went up against the establishment and insisted that her school population be taught foreign languages, facilitating the payment of foreign students from Union Theological Seminary to teach French and Spanish to elementary students. Likewise, she challenged supervisors in areas of humanities, insisting that her students were going to be taught music and the arts.

I fondly recall the admiration I experienced each time we visited Douglass Court. The community reinforced the values and aspirations that my parents, relatives, community mentors, and influences communicated to us as children. The importance of education, goal setting, and most of all progressively achieving success each day in school. My mother also had a dear friend, Mrs. Virginia Brown, who lived on Langston Avenue and I was often taken to visit her as well.

Additionally, our community dentist, Dr. Wilson, lived on DuBois Avenue. Later during my high school tenure, it was my good fortune to go to Douglass Court on a weekly basis for music lessons with Mrs. Phila White who was also my high school history teacher at Armstrong High School.

Without any doubt, I identified with successful models and confirmed within myself that success each year in school was important and that the teaching profession was one of my aspirations, impacted by family values and models.

Much later in the span of time, upon riding down Brook Road one day in 1979, I glanced over and saw a “For Sale” sign posted at the corner of Brook Road and DuBois. My Aunt Mozelle Sallee Baxter had moved to Sherwood Park in 1972 and had high hopes that I would relocate within five minutes of her home for convenience of frequent visits and the yet to come eventual oversight for long term care. As Providence would have, her dreams and hopes materialized.



JEAN THOMPSON WILLIAMS AND WILLIE WILLIAMS, III. Residents of Douglass Court  
Photo provided by Jean Williams.

## Jean Williams

Within two days of the posting of the “For Sale” sign; I became a resident of Douglass Court.

Interestingly; “For Sale” signs remained two days in 1979 and now in 2015 oftentimes the “For Sale” sign remains for only one day before the property is sold. This speaks “volume”. It says that the community presents a presence of desirability and persons desire to choose to live, raise families, become good neighbors and contribute to preserving and building desired public and private initiatives. This means enhanced growth and quality of life in the City of Richmond, VA!

Our family relocated to Douglass Court in the early 1990’s and for us the neighborhood has provided convenience, good neighbors, inner city proximity to cultural and social events, continuing educational opportunities during our senior years, and the quality of community that we enjoy. We take responsibility to contribute toward preserving our community within the context of current and proposed developments.

Upon attending the initial session of the VUU/Chamberlayne Neighborhood Plan, I was passionate about the need to provide a narrative to accompany the plan being developed. This motivated sharing with the planners the possible contributions of intergenerational voices to share in the beginning community narrative.

Involving community in the narrative translates into building blocks of community preservation, pride, historical appreciation and authentic involvement in city planning and development. This narrative must continue just as life does to capture its full depth, breadth and significance of the PAST - PRESENT - FUTURE.



JEAN THOMPSON WILLIAMS AND KATHLEEN ONUFER in front of her house in Douglass Court.during the development of this community history, 2015. Photo provided by Kathleen Onufer.

# Gary Flowers

## MEMORIES OF FREDERICK DOUGLASS COURT

When and where were you born?

I was born in 1963 at the Richmond Community Hospital, located in the Frederick Douglass Court neighborhood of Richmond, VA.

Where did you grow up?

I grew up in the Edgehill/Hammond Place neighborhood at 2907 Brook Road, adjacent to Frederick Douglass Court to the north

Where have you lived?

I have lived in Cambridge/Boston, MA; Chicago, IL; and Washington, DC

What have been your jobs?

I have been a Legislative Aide, State Bar Executive Director, Special Assistant to Virginia Governor (Lawrence Douglas Wilder), Public Policy Analyst for national public interest law firm (Lawyers' Committee for Civil Rights Under Law, Vice President/National Field Director for civil/human rights organization (Rainbow PUSH Coalition), and CEO of national alliance of civil rights organizations (Black Leadership Forum, Inc.)

What is your current job?

Self employed owner of consulting firm

Describe neighborhood—past and present?

The history Frederick Douglass Court was taught to me by my

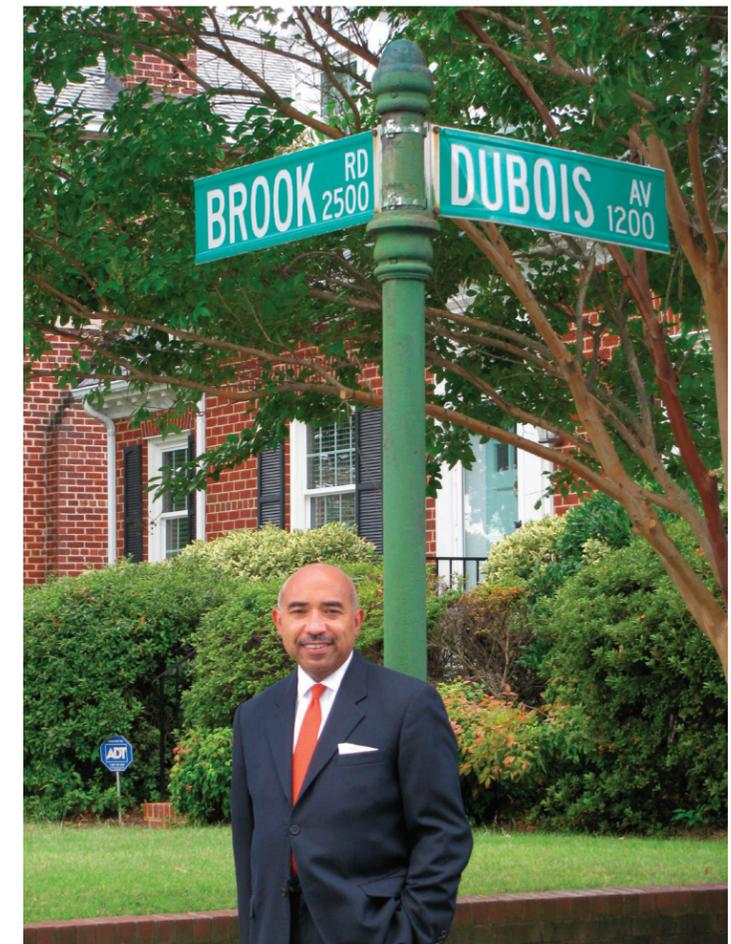
father, Stafford A. Flowers, who grew up in the neighborhood. My father was very proud to have lived in a house built by his father within an upscale Black neighborhood. He described with fondness the feeling of being surrounded by Black professionals (Physicians, University Professors, Lawyers, and Independent Business Owners), which was a rarity in the 1920's of America. My father's favorite memories revolved around the tennis courts built by his father and neighbors to provide organized recreation to the youth of Frederick Douglass Court.

How have external events shaped neighborhood?

Racial segregation in the southern American housing industry provided the background for Black concentration of professionals living in single neighborhoods

Future of neighborhood?

The history of neighborhood liberation, litigation and education should be the basis for preserving Frederick Douglass Court in Richmond, Virginia



GARY FLOWERS Photo taken August 2015

# J. Clayton Flowers

James Clayton Flowers was born in 1915, the oldest of four children born to James Thomas Flowers and Lillie Clayton Flowers. The Flowers family were among the first residents of Frederick Douglas Court in Richmond, Virginia. His father was an independent masonry contractor and his mother an educator/seamstress. J. Clayton Flowers was a precocious student and voracious reader who earned his Bachelors Degree from Virginia Union University. As a scholar he mastered six languages at the New School for Social Research in New York City, where he was a Ph.D candidate in economics, political science, and prehistoric archeology. Mr. Flowers later had a distinguished career as an Intelligence Officer United States Army, and retired as an educator in the New York City Public Schools. Mr. Flowers now lives in Las Cruces, New Mexico.

THIS INTERVIEW WAS CONDUCTED BY PHONE, WITH MR. J. CLAYTON FLOWERS AT HIS HOME IN NEW MEXICO, AND GARY FLOWERS, DR. CARMEN F. FOSTER, AND KATHLEEN ONUFER FROM A SHARED PHONE IN RICHMOND'S CITY HALL, ON JULY 10, 2015.

“I won't be able to be absolute accurate in dates, but I'm going to try and get as close as I can..Well, now, let's use North and South. We're assuming that Brook Road runs North and South.”

*Gary: The city is looking at all neighborhoods as it transforms, and in this case we're looking at Northside Richmond, in particular Frederick Douglass Court, everything from the history of the neighborhood to the inhabitants those that lived there, the characteristics of the neighborhood in structures as well as family members, and then any other particular memories that you might have.”*

*“To your knowledge: who purchased the land for Frederick Douglas Court*

*and what were those circumstances and around what year was that to your memory”*

I would assume that it was around 1925, 1927. Because we moved into Richmond in 1925 and over to Howard Road in '27, and it was already purchased then. And so, William Robinson's father was a real estate broker and so he bought the land from someone – I don't know who – but whatever it was, they didn't know they were selling it to a black man at that time.

*Gary: And when you say William S.W. Robinson, who became a judge? I'm talking about his dad. His dad was a real estate broker, William was a lawyer.*

*Gary: When his father purchased the land—what type of people did he envision living in Frederick Douglass Court.*

Oh, black people.

*Gary: Would I assume then black people with some degree of education and financial means?*

I suppose so, they had to be able to buy the land and build the house. All the houses out there were as I remember were stucco. Maybe one out there on Howard Rd might have been frame but two—I think when William got grown he built and Jackson built a brick house and Papa built a brick house...James Jackson's house was on the corner Brook Road and DuBois Avenue.

*Gary: On the issue of structures, tell us more about the house that grand-daddy built and its characteristics.*



FAMILY PORTRAIT (left to right - Fred T. Flowers, James T. Flowers, Katherine Flowers Barco Reid, J. Clayton Flowers, Stafford A. Flowers. Photo was taken in Frederick Douglas Court in 1941. Photo provided by Gary Flowers

## J. Clayton Flowers

Well, it was a brick house, and we moved to Howard Rd and lived there while Papa was building the house and as soon as he finished we moved in. I think I must have been around about oh, '27, '26 or '27 when we moved in.

Now DuBois Ave ran east and west, and was intersected in the middle by Langston Rd. And Dr. Blaney lived on the Northwest corner and William Robinson's dad lived on the Southeast corner; they were caddy-corner to each other. Reverend Johnson lived across DuBois Ave from Dr. Blaney. So that was the corner there.

Then, going from Langston Ave towards Brook Rd, on the left it would be McDaniels...the McDaniels were on the southside across from the Burleighs on Langston Ave.

Madison Jones had a house next to William Robinson's; I can't remember what Madison Jones did.

*Gary: How about the families of the Gibbons?*

.....I think he was first cousins with the Burleigh's children. His mother was sister to Burleigh I think. So both of them had houses besides one another on DuBois Ave between Brook Rd and Langston Ave.

*Gary: How about Reverend Johnson?*

Reverend Johnson lived across from Dr. Blaney. One corner was William Robinson's dad, and then across Langston was Reverend Johnson, and then across DuBois was Dr. Blaney...The tennis courts was across DuBois Ave.

*Gary: Give us more background on how the tennis court came to be.*

Well, uh, one weekend William, Fred, and me we went from house to house turning off the lights in the back. And folks said - We were getting older-getting mischievous-as young children they needed to make us do something to keep us busy. And so they decided on building a tennis court in front of our house and that would occupy us so we wouldn't be getting into mischief. And so papa furnished the clay for the clay court, and somebody furnished the granite for the granite court. From then on we played tennis any time we had spare time.

*Gary: And if I may state the obvious, for young African-American boys to be playing tennis in the 1930s was fairly unusual, would you say.*

Yeah, it was unusual in Richmond. It was unusual in Richmond. So everybody who visited us - who was tennis players- they would come over to Douglass Court to play tennis.

I remember Harland Fisher was a champion. And so he was one of the people who used to come over.

We were sort of proud to meet him because he was quite good. And then he got a job at the [unitelligible] Fred and I were building a stack for them, and so we got to know Harland very well.

*Gary: When you say building a stack what does that mean?*

A brick stack. To heat the blaze. To furnish the heat.

*Gary: We also know that Howard Rd at some point became Overbrook Rd, do you have any recollection of what year that may have been?*



J. CLAYTON FLOWERS' PARENTS James T. Flowers and Lillie Clayton Flowers. Photos provided by Gary Flowers

James T. Flowers was an independent business owner who built his house at 1320 DuBois Avenue and furnished the clay for construction of tennis courts which produced nationally acclaimed tennis players such as Roland McDaniel and Stafford Flowers. He also was in charge of reassembling stone tiles for buildings on Virginia Union University's campus that were donated by the Belgian government, following the 1939 World's Fair.

No, I don't know when that took place.

*Carmen: Do you know why they named it Overbrook instead – changed the name?*

I didn't even know, I remember Overbrook Rd, but I didn't remember it being related to Howard Rd necessarily....

*Carmen: Richmond Community started...Did Mr. Robinson own that property and sell it to the doctors that started Richmond Community?*

I don't know, but it makes sense since he purchased property as a real estate broker that he would have been selling it to all of us. It makes sense to me.

[break]

*Gary: Do you remember when the pork plant came to be? Kingham's?*

I remember Kingham's

*Gary: Yeah, a pork processing plant. Would Mr. Robinson have sold them that land as well, or would you know?*

I don't know. I left there pretty early – must have been around 1939 when I left Richmond. Then I went into the service in 1941. I was in New Orleans at the time but I think....so I was one of the earlier ones to go into the service.

[break]

*Gary: Grandmother Flowers – would have passed- did she pass in 1939?*

She passed – she was 45 – so it must have been 1939.

[break]

*Gary: Give us your recollection of Grand-daddy's part in reconstructing the Belgian Building.*

The Belgian Building?

*Gary: At Virginia Union.*

I didn't know Papa worked on the Belgian Building. It was sort of a symbol...the Belgian Building was a symbol...whomever was responsible for that building from whatever country they donated it to Virginia Union.

*Gary: My father's memory is that from the 1939 World's Fair the Belgians donated their exhibit at the World's Fair to Virginia Union, shipped it over, and that Grand-daddy was hired to re-assemble the tiles, there were these large 4 foot by 4 foot tiles in clay.*

He might have been, but I didn't know it.

*Gary: My father remembered seeing that.*

Well, I'm learning that from you.

*Gary: Give me a little bit more information on the tennis courts...what was the difference in style of play on granite versus clay.*

Granite was a little faster, it was almost like playing tennis on a concrete court. But the clay was more like regular tennis courts were at that time. But the granite was a little bit faster.



POSTCARD OF THE BELGIAN BUILDING AT THE NEW YORK WORLD'S FAIR, 1939 Gary Flowers heard stories from his father about his grandfather working on the Belgian Building, a gift to Virginia Union University after the World's Fair.

# Virginia Union University History

The story of Virginia Union University is interwoven with the story of Richmond during and after Reconstruction. Its mission to educate the freedmen after the Civil War is a testament to its endurance and legacy as a premier HBCU and educational cornerstone of the Richmond community.

VIRGINIA UNION UNIVERSITY HISTORY, RESEARCHED BY DR. RAYMOND P. HYLTON, PROFESSOR OF HISTORY, VIRGINIA UNION UNIVERSITY.”

Our mission at Virginia Union University was first put into operation shortly after April 3, 1865, the date when Richmond, Virginia was liberated by troops of the United States Army of the James. It was then that representatives from our founding organization, the American Baptist Home Mission Society, came to the former Confederate capital as teachers and missionaries. They proposed a “National Theological Institute” designed primarily at providing education and training for African-Americans to enter into the Baptist ministry; and soon this mission would expand into offering courses and programs at college, high school and even preparatory levels, to both men and women. In that same month, eleven teachers were holding classes for former slaves at two missions in the city. By November 1865 the Mission Society had established, and was officially holding classes for, Richmond Theological School for Freedmen, one of the four institutions forming the “Union” that gives our University its name. In 1865, following the surrender of the Confederacy, branches of the “National Theological Institute” were set up in Washington, D.C. and Richmond, Virginia.

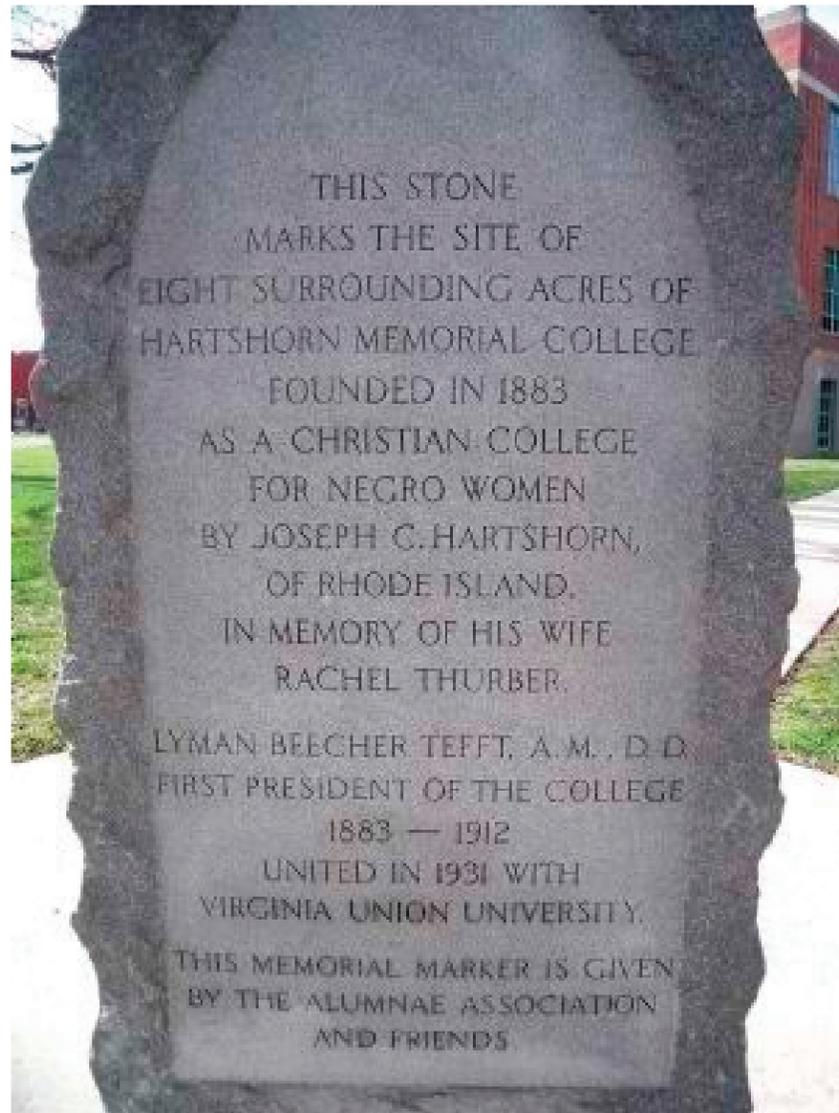
## Richmond 1865-1883

It would be much tougher to begin the mission in Richmond, Virginia, the former capital of the Confederate States; which had suffered extensive damage during the Evacuation Fire when Southern troops had fled the city; and where most of the white population was opposed to everything that the ABHMS was trying to accomplish. Dr. J G. Binney, the first teacher sent out to open a school in Richmond, taught night classes to some 25 freedmen from November 1865-July 1866 before giving up and leaving for Burma. However, on May 13, 1867, Dr. Nathaniel Colver an elderly, hard-

bitten abolitionist who could not be intimidated by anyone, arrived to resume the task. He had a great deal of trouble even finding suitable accommodations to rent, and was close to despair when he had a chance meeting with Mrs. Mary Ann Lumpkin, from whom he was able to rent a patch of land and buildings at 15th & Franklin Streets known as Lumpkin’s Jail or “The Devil’s Half Acre”. Living with Dr. Colver on the premises of the new school, which was named Richmond Theological School for Freedmen was the family of the Reverend James H. Holmes, another former slave who became pastor of First African Baptist Church. The support of Black ministers and community leaders proved to be crucial to the success of the school – of particular importance were Holmes; the Reverend Richard Wells of Ebenezer Baptist Church; and Pastor George Jackson from Halifax County, Virginia. After some initial misgivings the African-American Community of Richmond would adopt the fledgling institution as its own.

In 1868 Dr. Colver handed over his burden as school principal to Dr. Charles Henry Corey, who had previously taught at Augusta Institute. For a while the school was called Colver Institute in the old man’s honor. Dr. Corey proved to be a dynamic leader and directed the school for 31 years, becoming revered by his students and earning the respect of the Richmond Community. In 1870, he made the move from Lumpkin’s Jail, which still held painful memories for many of the students, and purchased the former United States Hotel building at 19th & Main Street for \$10,000.

In 1876, the school was incorporated by the Virginia General Assembly under the name Richmond Institute. The Institute



MEMORIAL MARKER TO HARTSHORN COLLEGE the site of which is now Maggie L. Walker Governor's School.

was the first in the South to employ African-American teaching assistants and faculty and in 1876 was offering curricula which were preparatory (elementary); academic (pre-college) and theological.

#### Hartshorn Memorial College & Virginia Union University

In 1883 a special college for the exclusive education of African-American women was established by the ABHMS. The curriculum was to be modeled on that of Wellesley College and the imposing Dr. Lyman Beecher Tefft was appointed its first president. Although the college first convened its classes in the basement of Ebenezer Baptist Church on Leigh Street, its campus was finally set up along the corner of Lombardy & Leigh Street, across from the present C.D. King Building. With no further women students, Richmond Institute turned strictly to theological studies and re-established itself as Richmond Theological Seminary in 1886, offering its first Bachelor's degree, the Bachelor of Divinity. During the 1890's plans were pushed forward to merge historically-black institutions into one University, and by 1899 it was agreed that Wayland Seminary and Richmond Theological Seminary would come together to form Virginia Union University. Accordingly, a tract of pasture land on Lombardy Street, containing part of an area known as "Sheep Hill", was purchased by the ABHMS. Corey Street, on the opposite side of Lombardy Street from the King Gate, perpetuates Dr. Corey's memory on campus.

#### Early Years at Virginia Union: 1899-1941

The first classes convened at Virginia Union University on October 4, 1899. Nine "noble buildings" in Virginia granite, some inlaid with

Georgia pine, designed by architect John Coxhead of Buffalo New York in late-Victorian Romanesque Revival style gave the campus a distinctive, dignified atmosphere from the very beginning. Those still to be seen include:

**Pickford Hall:** which was named after former trustee board member C. J. Pickford and which served as the original classroom building. Later the basement would contain the "Old Pie Shop", the first student "hangout" on campus, which was run by the famous sports coach Henry Hucles who would sell large slices of pie and a glass of milk for five cents! Pickford Hall currently houses the Presidential executive offices, the Campus Police, and the Sydney Lewis School of Business.

**Kingsley Hall:** named for Chester Kingsley, past president of the ABHMS, and the original dormitory. It is now the site of the Samuel Dewitt Proctor School of Theology.

**Coburn Hall:** named after Maine governor Abner Coburn, it held the original chapel and the Library collection. Many legendary pastors, including Dr. Martin Luther King, Jr., Dr. Benjamin Mays; Dr. Adam Clayton Powell, Sr.; Dr. Adam Clayton Powell, Jr. and Dr. Ralph Abernathy, have preached at Coburn Chapel; internationally-renowned scholars like Dr. W.E.B. Dubois and Booker T. Washington have delivered lectures there, and Langston Hughes delivered his first poetry recitation in the South there on November 19, 1926 (his girlfriend, Miss Laudee Williams, attended Hartshorn Memorial College at the time). Coburn Hall burned in 1970 and,

now restored, houses the Dr. Allix B. James Chapel which holds services at 11:00 each Thursday.

Martin E. Gray Hall: named after a church deacon from Willoughby, Ohio who donated \$25,000 towards its construction. It was the original dining hall and, though also damaged by fire in 1993, has been totally repaired and houses the Evelyn Syphax School of Teacher Education & Psychology and some offices of the School of Humanities & Social Sciences.

Baptist Memorial Hall: which was originally the residence of Dean George Rice Hovey; and the subsequent residence of four University presidents. It is now the location of Sponsored Programs and Upward Bound.

The “Power Plant” with its towering smokestack and the currently boarded-up, unoccupied building beside it which once was the Industrial Training School during the University’s early years. In the early days, the University generated its own power, had its own water supplies, and kept cows, horses, pigs and chickens at a nearby barn. Part of the “work study” of those early years was having the students take care of the animals and help run the power plant. The first students at VUU also donned hardhats and took a hand in the construction of the buildings of their own University.

The first University president was Dr. Malcolm MacVicar, born in Argyleshire, Scotland in 1828. A slightly-built, grandfatherly figure,

the President wanted buildings to “inspire” every student that enter their walls and was instrumental in securing the construction of a bridge spanning the Seaboard Railway and connecting the University campus with that of Hartshorn College.

His successor was Dr. George Rice Hovey from Massachusetts who had served as University Dean. A former athlete himself, Dr. Hovey laid the foundations for VUU’s Athletic Program. He purchased, for \$8,483.55, an 11-acre tract of land on the opposite side of Lombardy Street from the main campus. Part of this was transformed into the main athletic field, later to be dubbed “Hovey Park” and “Hovey Stadium”. In 1909, VUU formed a basketball squad and in 1912 the University became a charter member of CIAA. On November 27, 1913, a new dormitory facility was dedicated and named Huntley Hall, for Trustee Board member Dr. Byron Huntley, who had designated \$10,000 in his will towards its construction. The King Gate was dedicated during the following year’s Commencement exercises. Dr. Hovey resigned in 1918 and Dr. William John Clark from Albion, Nebraska was selected by the Board as third president of Virginia Union University.

Among Dr. Clark’s accomplishments was the establishment of a School of Education; a Law School (1922-31); a Norfolk branch (later to become Norfolk State University); accreditation by the Southern Association of Secondary Schools and Colleges; and the merger of Hartshorn Memorial College in 1932. Hartshorn thus became the third institution in the “Union”; and the University

became “co-ed”. Another dormitory, Hartshorn Memorial Hall, preserves the name and memory of VUU’s “sister” institution, which was the first African-American women’s college ever established, and which conferred the first bachelor’s degrees at an African-American women’s college. Among its most notable students were the heroic missionary to the Congo, Eva Roberta Coles Boone; the distinguished educator and Dean of Women at VUU, Leah Virginia Lewis; and political activist Bessye Banks Bearden. In 1928, the first issue of the Panther yearbook was published and the first Miss VUU was elected by the students during a Thanksgiving Day Football game – her name was Mary S. Booker.

#### *Dramatic Change at VUU: 1941-1970*

President Clark’s retirement was followed by the history-making election of Dr. John Malcus Ellison as VUU’s fourth chief executive. Dr. Ellison was the first University Alumnus and the first African-American to become president. Born in Northumberland County, Virginia on February 2, 1889, Ellison completed his Bachelor of Arts degree at Virginia Union in 1917; attained his Master’s from Oberlin School of Theology in 1927; and was awarded a Doctorate in Christian Education and Sociology at Drew University in 1933. After serving as first campus pastor and professor of Sociology and Ethics at Virginia State College, he accepted a position on the Virginia Union faculty in 1936. Dr. Ellison’s most visible achievement was the successful prosecution of the Belgian Building project. The building itself was part of the Belgian Exhibition at the New York World’s Fair in 1939. When the Nazi invasion of Belgium made the dismantling and shipping of the building (which



VIRGINIA UNION UNIVERSITY STUDENTS, 1940s The Virginia Union Players, an intercollegiate drama group. Circa 1940. Foster Family Collection

was architecturally in the avant-garde and included masterpieces of sculptural relief) back to Belgium impossible, Dr. Ellison campaigned unceasingly to raise funds for its relocation to the Union campus and oversaw the complex negotiations and operations that led to the installing of VUU's best-known landmarks: the Belgian Friendship Building and the Vann Tower. The building itself was converted to house a gymnasium, Natural Sciences classrooms and laboratories; and the University Library (which was named the William John Clark Library and which remained there until 1997). The gym was officially designated as: Barco-Stevens Hall, in honor of Dr. John W. Barco, a graduate of the class of 1902 and VUU Vice-president from 1929-47; and Professor Wesley A. Stevens, teacher of mathematics and basketball/track coach. The Vann Tower was named in honor of a distinguished former VUU student, Robert L. Vann, a successful attorney and Civil Rights activist who founded the Pittsburgh Courier newspaper.

Under Dr. Ellison's leadership VUU launched its world-renowned graduate school of Theology in 1942; and in 1953 White Hall was built, originally to provide training to women for work in the missions field and/or religious education.

Dr. Ellison retired from the presidency in 1955 and was followed by Dr. Samuel Dewitt Proctor (VUU class of 1942), who had already served as Dean of the School of Theology and University Vice-President. The charismatic Proctor had to endure serious medical problems with family members and intimidation from white racists

(including the Ku Klux Klan's burning of a cross on the campus), as civil rights/desegregation unrest grew during the late 1950's. However, Union prospered during his five years at the helm and added an additional women's dormitory, Ora Johnson Newman Hall (named after a distinguished alumna & Richmond Public School educator).

On February 20, 1960, Virginia Union students and faculty marched to downtown Richmond department store lunch-counters in support of the Greensboro, North Carolina sit-ins to desegregate all such facilities. On February 22, 1960, Thirty-Four VUU students courageously staged a sit-in at Richmond's most exclusive dining facility, and were arrested for "trespassing". The arrests of the "Union 34", the first mass arrests of the Civil Rights Movement was the crucial event that set of the Campaign for Human Dignity that virtually destroyed racial segregation in Richmond within two years.

Upon Dr. Proctor's resignation to assume the presidency of North Carolina A & T, the Board of Trustees tapped the University Dean, Dr. Thomas Howard Henderson, a 1929 VUU graduate, to fill the position. In 1964, Storer College of Harper's Ferry, West Virginia, which had been founded in 1867 by the Free Will Baptists, merged its assets with Virginia Union (the fourth component of the "Union"). Storer College had ceased offering classes in 1955, but numbered among its distinguished former students Nnamdi Azikiwe, celebrated poet, and first President of the Republic of Nigeria. Dr. Henderson's administration coincided with the years of the civil

rights movement and VUU students, faculty and alumni played a proactive role: Wyatt Tee Walker; Walter Fauntroy and Charles Sherrod being only the most conspicuous examples. An incredibly ambitious building program resulted in the construction of four major structures: John Malcus Ellison Hall, which is currently the major classroom building; the Thomas H. Henderson Center, which now contains the post office, the Office of Admissions, the Office of Student Affairs and Cafeteria; Storer Hall, a men's dormitory; and MacVicar Hall, a women's dormitory. These buildings were of course named, respectively, after: VUU's fourth president; it's sixth president; Storer College (which in turn had been named after John Storer, a prosperous merchant from Maine who donated part of his fortune to the education of Freedmen); and the first president of VUU.

#### VUU in Recent Years: 1970-Present

Upon Dr. Henderson's untimely death in January 1970, another Union alumnus (class of 1944), Vice-President Dr. Allix Bledsoe James, was called upon to assume the position. Under Dr. James' direction, the Sydney Lewis School of Business was established and fully accredited; and Community Learning Week was developed. Dr. James retired in 1979 and Dr. Dorothy Norris Cowling served as Acting President until the Board of Trustees selected Dr. David Thomas Shannon as the eighth VUU President. During Dr. Shannon's term of office, the building of the British American Tobacco Corporation at the southwest corner of Leigh & Lombardy Streets was signed over to the University.

Dr. Shannon resigned to take up an administrative post at the

Interdenominational Theological Center in Atlanta, and Mrs. Carolyn Daughtry directed University affairs as Provost before the Board selected Dr. S. Dallas Simmons as VUU's ninth president. Dr. Simmons served from 1985-99 and was instrumental in bringing the Police Academy and initiating a Criminal Justice Program on campus. Coburn Hall and Martin E. Gray Hall, which had both been gutted by fire, were restored and the School of Theology was at last moved into Kingsley Hall. The Admiral Building, which was originally rented by the University to maintain the Teacher Preparation program while Martin E. Gray was being restored was purchased by VUU to house the Athletics Department. However, the most spectacular project involved the construction (1996-7) of a new library facility: the L. Douglas Wilder Library and Learning Center, which honors the Honorable L. Douglas Wilder, a 1951 alumnus and Board member who served as Virginia's first African-American governor (in fact, as the first African-American governor in the history of the nation).

In 1999, the Board named Dr. Bernard Wayne Franklin, president of St. Augustine's College in Raleigh, North Carolina as Dr. Simmons' successor. Under Dr. Franklin, VUU became the first historically black college in the nation to put in place a completely wired campus internet system. In 2003, Dr. Belinda Childress Anderson became the eleventh VUU President. Dr. Anderson established the VUU Museum of Art and the History Panels at the Wilder Library. On January 21, 2009, Dr. Claude Grandford Perkins took office at the Chief Executive position and became Virginia Union's twelfth

President. Under Dr. Perkins' leadership the University Center for International Studies was established; and a favorable accreditation report was achieved by the University from the Southern Association of Colleges and Schools. In terms of structural change: a stone monument commemorating the 34 VUU students arrested in the 1960 Sit-In was placed in front of the Martin E. Gray Building; and stained glass windows donated by Reverend Franklyn Richardson's Grace Baptist Church congregation in Mt. Vernon, New York, depicting aspects of the history and mission of the University, were set into place at Coburn Chapel. Infused with a new dynamism and drawing strength from the very principles on which we were founded, Virginia Union University indeed looks ahead to: The Promise of a Limitless Future.