

# SOUTHEAST COMMUNITY PLAN 2011



Prepared by  
Department of Planning  
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# PREFACE

It is important to understand that previous plans were prepared, either in whole or in part, for the area that includes the Southeast Community. These plans give an indication of the community's and city government's vision for the area. These plans were prepared by the Planning Department staff or consultants for the city. They are the 1976 Southeast Community Plan, all editions of the Framework for the Future, the Hampton Roads Waterfront Parks Plan, the *Southeast Community Urban Waterfront Design Study* and the *Jefferson Avenue Corridor Study*. Below is a brief description of these plans.

## The Southeast Community Plan, 1976

The last plan for the entire Southeast Community was adopted in 1976. This was a long-range general plan which covered the physical development of the area. It focused on such elements as the street system, land use, conservation and redevelopment, recreation, schools, libraries, and public utilities.

## Southeast Community Corridor Redevelopment Plan, 1994

Due to the socio-economic conditions in the Southeast Community, the city of Newport News has designated portions of it as a Title 36 Redevelopment Area, and prepared a Southeast Community Corridor Redevelopment Plan (SCCRP). The SCCR, also known as the Title 36 Redevelopment Plan, was originally adopted by Newport News City Council on October 18, 1994 and amended December 9, 1997. The SCCR is implemented by the Newport News Redevelopment and Housing Authority (NNRHA). It encompasses:

- ❖ The Southeast Commerce Center site which is bounded by Jefferson and Terminal Avenues between 28<sup>th</sup> and 35<sup>th</sup> Streets,
- ❖ The 600 and 700 blocks between 25<sup>th</sup> and 26<sup>th</sup> Streets,
- ❖ Properties located between Marshall and Orcutt Avenues bounded by 39<sup>th</sup> Street and the CSX rail line comprising the 39<sup>th</sup> Street commercial/industrial corridor,
- ❖ The Jefferson Avenue corridor between 25<sup>th</sup> and 36<sup>th</sup> Streets,
- ❖ The 600, 700, and 800 blocks between 25<sup>th</sup> and 28<sup>th</sup> Streets, and
- ❖ The lower Jefferson Avenue corridor between 17<sup>th</sup> Street and Hampton Avenue.

## The Hampton Roads Waterfront Parks Plan, 1994

This plan addressed waterfront improvements for King-Lincoln Park, Anderson Park, Chesapeake Avenue, Salter's Creek and the beaches along Hampton Roads harbor.

## The Framework for the Future 2030

The city's comprehensive plan is the single most important document for managing a community's physical growth. It expresses, through a citizen based planning process, physical planning needs, goals and policies, plans

and actions that address various aspects of a city's physical development. It is a process by which a community assesses what it has, what vision it wants for the future, and how to implement that vision. The Framework for the Future was originally prepared and adopted in 1993, and was updated with extensive citizen participation in 2001 and 2008.

*The Southeast Community Urban Waterfront Design Study, 2007*

This study, by consultants Chan Krieger Sieniewicz, was the result of the consultants, planners and citizens discussing future redevelopment opportunities along the Southeast Community's waterfront. This concentrated evaluation made use of the waterfront's unique assets in the Southeast Community.

*The Jefferson Avenue Corridor Study, 2009*

The consultants, Chan Krieger Sieniewicz, began an eighteen month process to develop a vision for the portion of Jefferson Avenue located between 25<sup>th</sup> and 36<sup>th</sup> Streets. The Study identifies improvements to streets, sidewalks and utilities. It also prescribes design guidelines for future redevelopment within the Jefferson Avenue commercial corridor. The Study makes recommendations that will create an attractive walkable corridor with improved building facades, landscaping and on street parking.

All of the above plans are valuable resources that add to this plan. Their information and recommendations are used or referred to as appropriate in this document.

This 2011 Southeast Community Plan will amend and supplement the Framework for the Future 2030. It is neither an official zoning map nor does it create or deny any rights of individual property owners. Zoning changes, historic districts, and reinvestment and redevelopment activities recommended in the document will be initiated under separate procedures.

## EXECUTIVE SUMMARY

The Southeast Community Plan is adopted by City Council to supplement the city's comprehensive plan, Framework for the Future 2030. It addresses challenges and provides guidance that is more refined and specific than can be done at a citywide level. The Plan provides more detail than the comprehensive plan but is consistent with and guided by the citywide goals and policies. It is focused on issues for the entire community related to land use, housing, design, economic development and transportation. The Plan recognizes the community as a multi-use area with strong assets and many opportunities. It acknowledges current opportunities, but is not limited to them. It provides a vision, goals and recommendations for both short-term and long-term improvements.

The major elements of the Plan are:

- ❖ Design guidelines for new development that promote excellence in urban design, and are compatible with the existing desired character of individual neighborhoods.
- ❖ A more logical approach to land use throughout the community. Using the following guiding principles: preservation of residential neighborhoods, historic preservation, redevelopment, compatible infill, and commercial revitalization.
- ❖ Better use of transportation options, including traffic patterns, improved parking solutions, safer pedestrian crossings and improved sidewalks, improvements to bus stops and service and improved bicycle connections.
- ❖ Opportunities for new and improved parks, open space and other community facilities.

### VISION FOR THE PLAN AREA

*The plan area has experienced a rebirth with defined gateways at its major points of entry. Rehabilitated and restored historic commercial buildings and new commercial buildings, offices, retail shops, restaurants and entertainment venues located along the major commercial corridors are active well into the evening. Grocery stores are within easy access of all residents. Large retailers enjoy visibility and accessibility to and from Interstate 664. Residential units are provided on the second floors of most multi-story commercial buildings. The streets are well lit and landscaped. All types of new housing (second floor apartments on the commercial corridors, duplexes, row houses and single family developments) can be found throughout the community. With the designation of historic districts, the large stately homes along Chesapeake Avenue, Hampton Avenue and Oak Avenue, as well as, the smaller bungalows nestled within have been preserved and have attracted new homeowners. New well designed infill housing that respects the historic development patterns of the area can be found throughout. The public housing units are intermingled with new development that has occurred on sites from the water's edge to Jefferson Park. The area has bikeways and pedestrian trails. Residents know their neighbors; and, the front porches that dominate residential development in the area are again the gathering places they once were. The area's relaxed urban living and great neighborhood schools have made it home to residents that otherwise would have located elsewhere. It has attracted people looking for an established neighborhood with a sense of place, a mature urban feeling with places to live, work and play.*

## GOALS

The goals to achieve the Plan's vision.

- ❖ Provide for well located commercial services that are compatible with the surrounding development, well designed and accessible to all segments of the community.
- ❖ Physically improve existing employment centers and industrial parks and make them more sustainable in a changing economy.
- ❖ Identify and develop future regional and commercial corridors in the area.
- ❖ Reinvest in existing neighborhood businesses and provide assistance to small businesses within commercial corridors.
- ❖ Improve employment assistance and employment programs for the area.
- ❖ Maintain and enhance the working waterfront of the Seafood Industrial Park.
- ❖ Improve public transportation in the area.
- ❖ Provide access to rapid transit.
- ❖ Maintain and enhance the street grid pattern.
- ❖ Improve pedestrian connections to adjacent neighborhoods and community facilities.
- ❖ Preserve, enhance and improve public access to the waterfront.
- ❖ Maintain, protect and revitalize older residential neighborhoods in a manner that retains and enhances their unique characteristics.
- ❖ Increase homeownership opportunities for all income groups.
- ❖ Ensure a quality and safe urban environment that retains the character of the area through new development as well as infill construction.
- ❖ Increase awareness of the area's unique character, cultural resources and history.
- ❖ Maintain and enhance historic and architectural significant structures and the urban environment.
- ❖ Promote and encourage local, state and federal historic designations as incentive for investment in the historic structures in the area.
- ❖ Re-establish kindergarten through 5<sup>th</sup> grade elementary schools.
- ❖ Expand the Achievable Dream tennis center to include a recreation center.

# INTRODUCTION

## BASIS IN THE COMPREHENSIVE PLAN

During the development of the initial Framework for the Future and its updates, it became apparent that community and neighborhood plans should be developed for different parts of the city. One of the selected areas was the Southeast Community.

## PURPOSE OF THE PLAN

The 2011 Southeast Community Plan will provide a guide for the appropriate redevelopment of the area. The plan identifies the challenges and opportunities of the Southeast Community and provides a long-term approach to address the challenges and enhance the opportunities. It establishes long range goals for reinvestment and stabilization of the community. It provides action steps that will direct us towards reaching the community's vision to create a place where people safely live, work, and play while enjoying and celebrating the community's history and cultural heritage.

## SUMMARY OF THE PROCESS

The development of the Southeast Community Plan included the following steps:

- ❖ Assessing the existing conditions;
- ❖ Identifying the challenges and opportunities facing the area;
- ❖ Developing a clear and realistic vision for the future of the community;
- ❖ Learning about existing city policies, programs and resources;
- ❖ Exploring potential recommendations and improvements for issues identified; and
- ❖ Developing an action plan for implementation of the planned improvements, recommendations and programs.

### Public Participation

During the preparation of the Plan, city staff worked with community members and a citizen's task force, the Planning District I Task Force for the Framework for the Future (Task Force). The task force is made up of residents, business owners, members of the faith community, property owners, and other stakeholders from the Southeast Community. It assisted the planning process by developing a vision and formulating the framework for the Plan. The task force also served as a liaison between the city and the community at large in the preparation of the Framework for the Future comprehensive plan and other plans and studies. The task force met on a continuous basis through the completion of this Plan.

In addition to task force meetings, community-wide meetings were held. At the first community meeting in January 2005, city staff conducted a SWOT analysis<sup>1</sup> with

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<sup>1</sup> SWOT analysis is a strategic planning method used to evaluate the strengths, weaknesses, opportunities and threats of a community or neighborhood.

community participants that identified a wide range of issues facing the Southeast Community. The major issues that were identified included:

- ❖ Lack of employment and economic development opportunities,
- ❖ Lack of housing diversity,
- ❖ Condition of existing housing supply,
- ❖ Crime and drug related activity, and
- ❖ Concentration of low income residents.

## COMMUNITY PROFILE

### PLAN AREA

The plan area includes the Southeast Community, Jefferson Park and Copeland Industrial Park. The area contains approximately 4.4 square miles located in the southern end of the city. The area boundaries are 50<sup>th</sup> Street to the north, the CSX railroad and Interstate 664 to the west, Hampton Roads harbor to the south and the Newport News/Hampton City line to the east. Industrial uses anchor the southern and northern portions of the area. Residential uses comprise the heart of the area. (See Map 1, page 3.)

### SOCIO-ECONOMIC, HOUSING AND HEALTH STATISTICS

#### Socio-Economic

The plan area includes Census Tracts 303, 304, 305, 306, and a portion of 301 and 308. During preparation of the plan, not all of the data from the 2010 Census has been released. Therefore, the data below, except for population and housing units which reflect the 2010 data, is from the 2000 U.S. Census.

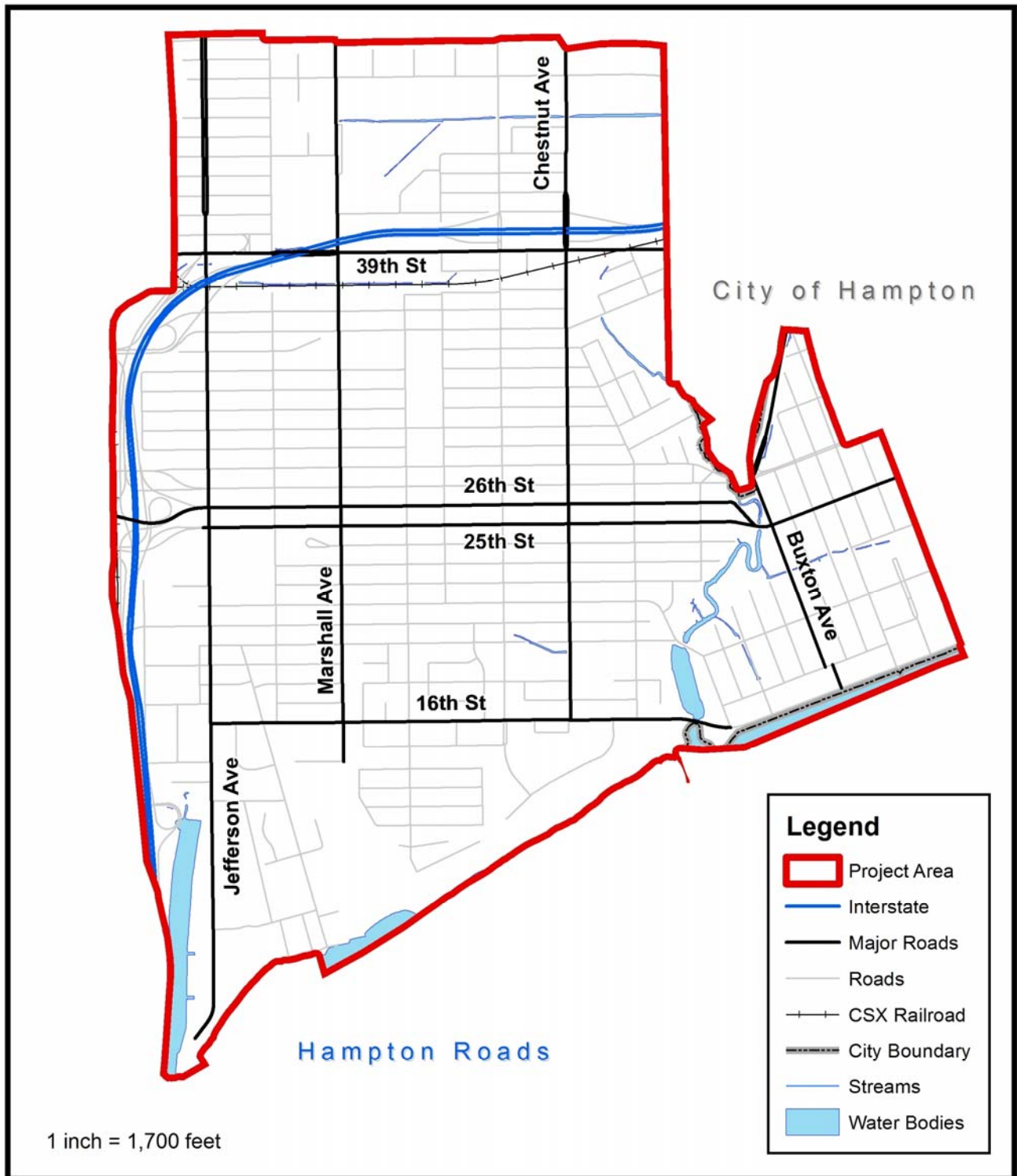
The population of the plan area has experienced a steady decline since 2000. The area had a population of 19,584 in 2010, an 14.8 percent decrease from the 22,983 population in 2000. During the same period, the population of the city as a whole increased by 0.3 percent. The make-up of the total population of the area was, 91.4 percent African American; 3.2 percent white; 2.2 percent Hispanic<sup>2</sup>; and, 5.4 percent categorized as "Some Other Race."

The average household size was 2.6 persons per household. This is slightly higher than the average 2.5 persons per household size for the city of Newport News in 2000.

The area had lower incomes and more female heads of households in poverty. In 2000, the residents of the area had a median family income of \$19,087, compared to a median family income of \$42,520 for the city of Newport News. Nearly 38 percent of the families in the area were below the poverty level in comparison to 11 percent of the families in the city overall. Of the families below poverty level, the majority of which were headed by females, 85 percent had children under the age of 18. The per capita income in 2000 was \$10,682 in comparison to the \$17,843 per capita income citywide.

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<sup>2</sup> The Census identifies Hispanic origin as a separate category, could be of any race. Percentage is included as part of "Other" category.



**Map 1**  
**Plan Area**



The unemployment rate of 15 percent remained the same during the 1990 to 2000 10-year period. However, the city had a one percent decrease in its unemployment rate from six percent in 1990 to five percent in 2000. The area's unemployment rate was triple that of the city.

Nearly 60 percent of all households in the plan area own a private vehicle, according to the 2000 Census. This is up from 51 percent in 1990. Twenty percent of residents in the plan area choose to carpool to work and almost 14 percent rely on public transportation as compared to three percent citywide. Nearly five percent of all residents walked or biked to work in the plan area. Hampton Roads Transit reports that approximately 84,000 riders commute by bus each month on routes 101, 103, 104 and 105.

Based on the report "Health Needs Assessment of the Southeast Community City of Newport News 2005" prepared by the Peninsula Health District Virginia Department of Health, 20 percent of the residents in the plan area are medically uninsured. The residents are at high risk for the chronic diseases of asthma, diabetes and hypertension. Death rates exceed that of the rest of the city and the state for heart disease, malignant tumors, strokes and diabetes.

### **Housing**

The plan area experienced a decrease in the number of housing units because of an aggressive demolition program that removed substandard housing in the area during the 10-year period from 2000 to 2010. In 2000, there were 9,698 housing units. By 2010, the number had decreased to 8454, which represents a 12.8 percent decline in total housing units. Of the total housing units, 87.5 percent were occupied and 12.5 percent were vacant. In comparison, the city's occupancy rate at that time was 92.7 percent. (See Appendix A-1.)

The median value of owner-occupied housing in the area was \$61,400, as compared to \$96,400 for the city as a whole. Many of the area's residential dwelling units are owned by absentee landlords, intensifying disinvestment as evidenced by the disparity in housing values. A complete demographic comparison can be found in Appendix A.

### **PUBLIC SAFETY**

The plan area is contained within the South Police Precinct. During community meetings, residents identified crime as a major challenge facing the area. Appendix B identifies Part I crimes in the plan area.

To improve public safety in the plan area, the Police Department has several initiatives that address specific community needs. These initiatives include: 1) the Neighbors in Partners with Police; 2) the Special Southeast Community Patrols; and 3) the Southeast Community Weed and Seed Initiative. These programs are described more fully in Appendix B.

### **ENVIRONMENTAL CHALLENGES**

The most common environmental challenges in the plan area are: flooding, coal dust, contaminated soils and property maintenance.

**Floodplain**

The Salter's Creek floodplain covers 175 acres or six percent of the land in the plan area. (See Map 2, page 6.) Most of the houses in the floodplain were developed before the 1970 National Flood Insurance Program (NFIP) was adopted by the city. The NFIP allows the city to control development in floodplain areas by requiring the first floor of structures to be elevated one foot above the 100 year floodplain base elevation.

In 1999, the city established a voluntary Flood Assistance Program (FAP) to address flooding by acquiring residential structures that have a finished floor elevation at or below the Flood Insurance Rate Map 100 year base flood elevation. The city has acquired approximately 40 developed properties in the floodplain. Because the city uses federal and city funds to acquire the properties, the structures are removed and the vacant properties are maintained as open space in perpetuity.

Though the FAP is a good program it does not permit the city to buy vacant property in the floodplain or property located outside the floodplain. Therefore, the cohesive fabric of the residential community is impacted. If property adjacent to Salter's Creek could be purchased, then more open space and tidal wetlands could be reclaimed. Map 2, page 6, shows the floodplain and the properties acquired under the FAP.

**Coal Dust**

The plan area has been impacted by coal dust emissions in the air since the 1930's. In 1983 and 1984 the Massey and Dominion coal export terminals were developed to the west of the plan area. These terminals stored coal in open air piles not in coal cars. The dust suppression system installed in 1984 was not adequate. The Virginia General Assembly mandated that the State Air Pollution Control Board conduct a study of their regulations to deal with dust issues. Their study, completed in 1987, determined that the air particulate monitor located at Harbor Homes had two to three times the coal dust as the air particulate monitor located at the Virginia School of the Blind in Hampton, which was four miles away to the northeast.

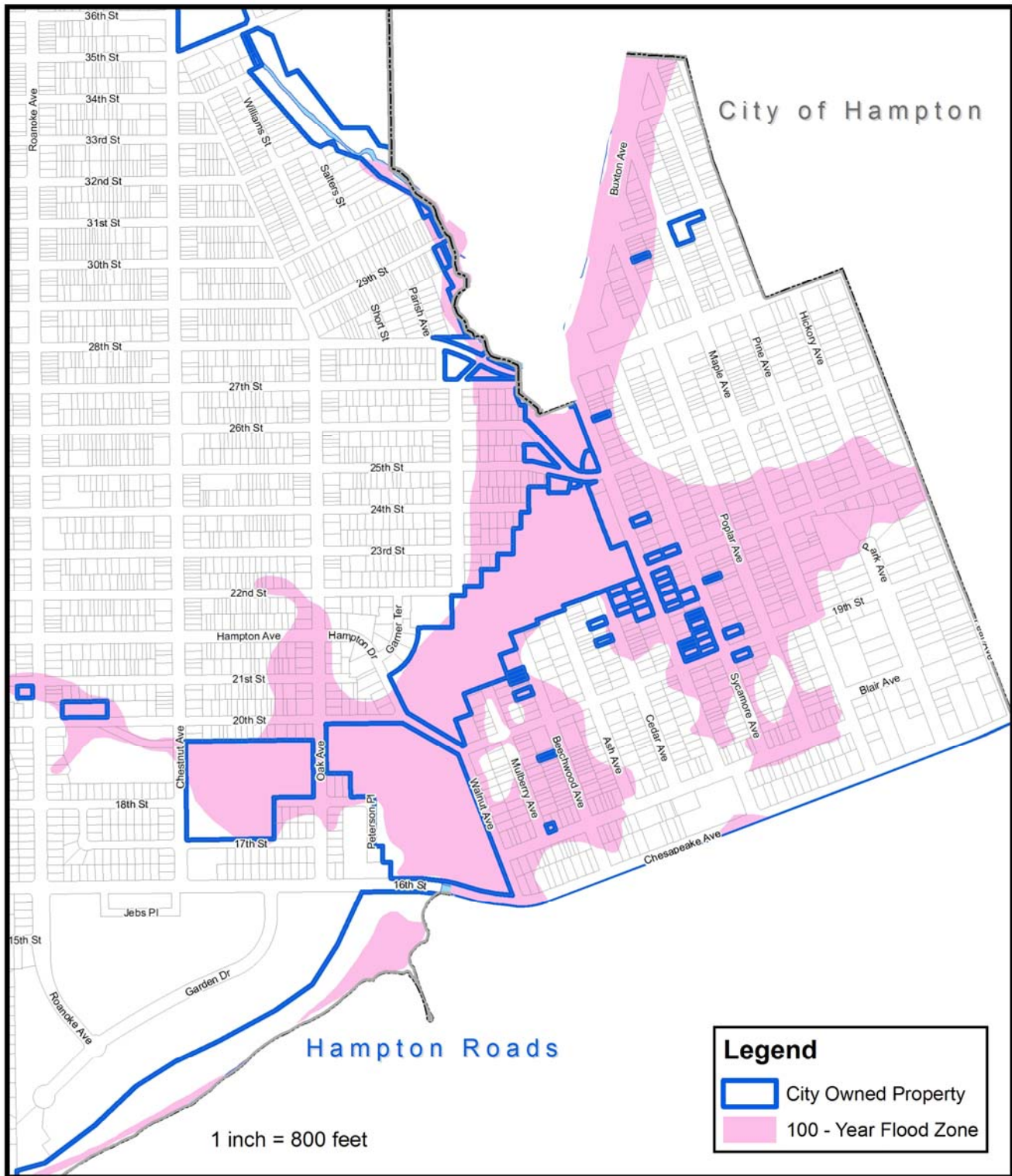
The State Air Pollution Control Board, with the cooperation of Massey and Dominion Coal Terminals, developed a state of the art wet suppression system for the open air coal piles. The wet suppression system effectively suppresses the dust emissions by 80 percent, which means that 20 percent of the coal dust still becomes airborne impacting the western half of the plan area.

**Contaminated Soils/Ground Water**

The plan area was developed between the years 1898 and 1940. As a result, developers of Brownfield sites (previously developed land) in the area that were used for dump sites, commercial, or industrial uses will face Phase I and possibly Phase 2 Environmental Site Assessments (ESA) prior to redevelopment. The reclamation work recommended by Phase 2 and Phase 3 ESA's can be costly.

**Property Maintenance**

There are cases of poor property maintenance that detract from the visual quality of the community as a whole. Poor property maintenance includes: excessive garbage and illegal dumping on vacant lots and in natural open space areas; abandoned vehicles on streets and in yards; and, poorly maintained and boarded up homes and buildings.



Poor property maintenance is an invitation to the criminal element in the community and provides a habitat for vectors of disease, such as rats, mice, cockroaches, mosquitoes, etc.

## **LAND USE AND ZONING DESIGNATIONS**

Because of the 1995 down zoning and the comprehensive rezoning of the city that occurred in 1997 after the adoption of the first Framework for the Future, most land uses within the plan area are now consistent with the underlying zoning. Land uses range from industrial to low density residential with industrial uses located along the periphery of the area. The predominant land use in the community is residential.

### **Existing Land Use**

Table 1 identifies the land use breakdown for the area and Map 3, page 9, identifies existing land uses.

The predominant land use in the plan area is single family residential. Approximately 31 percent of the land is developed with residential uses. This percentage is similar to the city's percentage of residential land use. Twenty-one percent of the residential uses are single family detached, primarily two-story homes. Multiple family residential developments are generally located in concentrated areas along the perimeters of the plan area, and make-up 8.3 percent of the area's land use as compared to 3.7 percent citywide.

About seven percent of the plan area contains commercial uses with 1.3 percent of the land in retail uses. The majority of that retail is located along Jefferson and Chestnut Avenues with corner markets and smaller scale retail areas scattered throughout the plan area. By comparison, the city has 2.4 percent of its land uses in retail.

The industrial areas are a mix of light and heavy manufacturing, warehousing and storage, office and commercial uses. The industrial areas are generally well-developed and provide an employment and tax base for the city. Industrial development is the second largest existing land use and makes up 24 percent of the total acreage of the plan area, which is four times the city's percentage of 6.2 percent.

Community facilities uses represent nine percent of the land use within the area. Community facilities include:

- ❖ Schools, library, police, fire, community/recreation centers, and institutional facilities at 3.7 percent, which is less than the city's five percent;
- ❖ Parks and open space at 3.9 percent, also less than the city's 8.3 percent; and
- ❖ Places of worship at 1.7 percent, which is more than the city's percentage of one percent.

### **Existing Zoning**

Before 1995, the plan area was over zoned and the zoning did not protect the single family neighborhoods. The predominant land use, single family residential at that time, was zoned for either multiple family or commercial uses in most instances. This poor zoning practice allowed large stately homes to be converted to rooming houses or apartments with no on-site parking.

**TABLE 1  
2011 LAND USE  
SOUTHEAST COMMUNITY VS CITY**

Land Use Category	Southeast Community		Citywide	
	Acres	%	Acres	%
Residential	877.95	30.8	13,843.84	31.3
Single Family (Detached)	599.50	21.0	11,060.74	25.0
Single Family (Attached)	30.69	1.1	353.73	0.8
Condominium	1.51	0.1	352.37	0.8
Apartment	240.52	8.4	1,667.18	3.8
Room/Dormitory	5.73	0.2	42.28	0.1
Mobile Home	0.00	0.0	367.53	0.8
Commercial	186.64	6.5	2,350.81	5.3
Retail	38.49	1.3	1,134.32	2.6
Office	62.28	2.2	588.38	1.3
Highway Oriented	85.87	3.0	628.11	1.4
Industrial	669.94	23.5	2,731.93	6.2
Research/Development	7.42	0.3	224.02	0.5
Light	50.51	1.8	754.21	1.7
Heavy	612.01	21.5	1,753.70	4.0
Transportation/Utility	18.72	0.7	1,212.61	2.7
Community Facilities	107.48	3.8	2,239.38	5.1
Park	110.36	3.9	3,684.37	8.3
Places of Worship	49.06	1.7	451.22	1.0
Military/Federal Owned	0.00	0.0	8,379.00	18.9
Mixed Uses	2.62	0.1	26.54	0.1
Street/Right-Of-Way	622.57	21.8	5,356.98	12.1
Vacant	189.08	6.6	3,258.80	7.4
Wetland	18.58	0.7	752.52	1.7
<b>Total</b>	<b>2,853.11</b>	<b>100.0</b>	<b>44,288.00</b>	<b>100.0</b>

Source: Department of Planning; SAS Usecodes

It also enabled commercial uses, offices and churches to be constructed in the middle of residential blocks. In 1995, the city approved a down-zoning of the Southeast Community portion of the area followed by a comprehensive rezoning of the plan area in 1997 to bring the zoning into conformity with the predominant land uses and the comprehensive plan, Framework for the Future. Pyramid zoning was eliminated. Map 4, page 11, identifies the zoning of the plan area including the areas covered by the Neighborhood Conservation District described next.

In addition to the underlying zoning, the majority of the plan area is located within the boundaries of an overlay district entitled, "Neighborhood Conservation District" (NCD). The NCD prescribes standards for the construction and reconstruction of dwelling units



# Map 3 Existing Land Use

## Legend

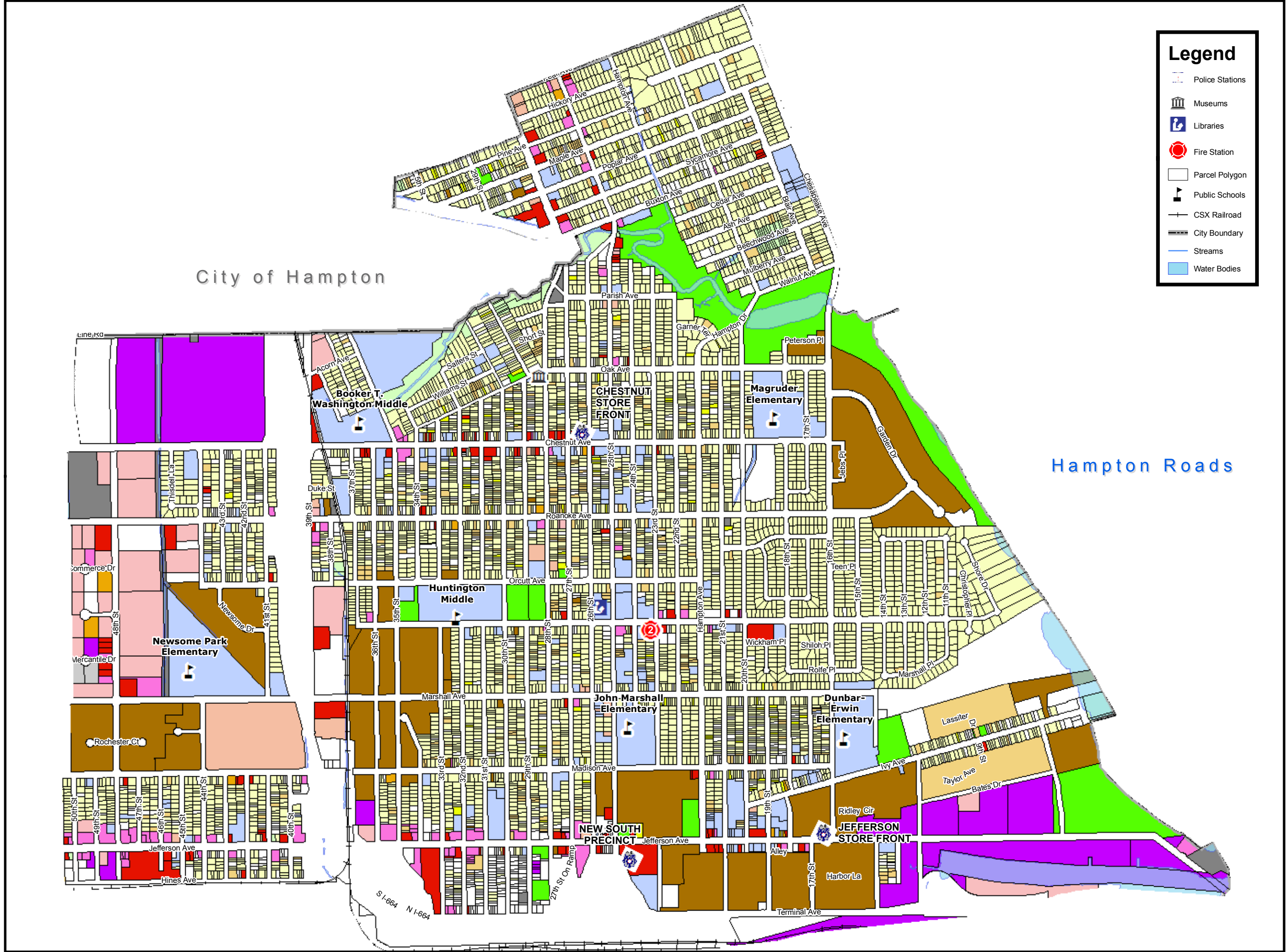
- Police Stations
- Museums
- Libraries
- Fire Station
- Parcel Polygon
- Public Schools
- CSX Railroad
- City Boundary
- Streams
- Water Bodies

- VACANT
- COMMUNITY FACILITIES
- GOVERNMENT
- HEAVY INDUSTRIAL
- HIGH DENSITY
- HIGHWAY ORIENTED
- LIGHT INDUSTRIAL
- LOW DENSITY
- MEDIUM DENSITY
- MIXED USE
- OFFICE
- PARKS & OPEN SPACE
- RESEARCH/DEVELOPMENT
- RETAIL
- TRANSPORTATION FACILITIES
- UTILITIES
- VERY LOW DENSITY
- WETLANDS

Hampton Roads



1 inch = 1,100 feet





Map 4  
Zoning

Legend

Parcel Polygon

CSX Railroad

City Boundary

Water Bodies

- R1 - SINGLE-FAMILY
- R2 - SINGLE-FAMILY
- R3 - SINGLE-FAMILY
- R4 - SINGLE-FAMILY
- R5 - LOW DENSITY MULTI-FAMILY
- R6 - MANUFACTURED HOME
- R7 - MED DENSITY MULTI-FAMILY
- R8 - HIGH DENSITY MULTI-FAMILY
- R9 - MIXED USE
- P1 - PARK
- O1 - OFFICE
- O2 - OFFICE PARK
- O3 - OFFICE/RESEARCH AND DEVELOPMENT
- C1 - RETAIL COMMERCIAL
- C2 - GENERAL COMMERCIAL
- C3 - REGIONAL BUSINESS DISTRICT
- C4 - OYSTER POINT BUSINESS
- C5 - OYSTER POINT BUSINESS/MANUFACTURING
- M1 - LIGHT INDUSTRIAL
- M2 - HEAVY INDUSTRIAL
- NEIGHBORHOOD CONSERVATION ZONE



1 inch = 1,100 feet

on 25-foot wide lots of record. When the majority of the plan area was developed, between 1920 and 1940, building on small 25-foot wide lots was standard practice. The major focus of the NCD regulations is to eliminate incompatible infill by requiring design standards for new residential construction on lots smaller than 50 feet in width. The district allows exceptions to the Zoning Ordinance's uniform standards because those standards are typical of suburban style development and inconsistent with the historic character of the area. The majority of the area is still covered by the NCD.

## **PUBLIC UTILITIES**

The plan area has an aging utility infrastructure system that must be replaced. By the end of 2006, the city had invested millions of dollars as part of a long-range infrastructure improvement program specific to the plan area. Such improvements have improved the quality of life for residents living in the plan area.

## **TRANSPORTATION**

The plan area contains several major streets and is bounded by Interstate 664 to the west, a freeway that connects the area to the region. The major north/south streets include Jefferson, Marshall, Roanoke, Chestnut and Buxton Avenues, which connect the area to the remainder of the city. The east/west streets include 16<sup>th</sup> Street/Chesapeake Avenue, 25<sup>th</sup>, 26<sup>th</sup>, 27<sup>th</sup>, 28<sup>th</sup>, 39<sup>th</sup> and 48<sup>th</sup> Streets that run through the area and connect it to the city of Hampton. In addition to streets, the CSX Railroad operates freight rail lines through the industrial areas and terminates at the port. The existing transportation network is shown on Map 5, page 14.

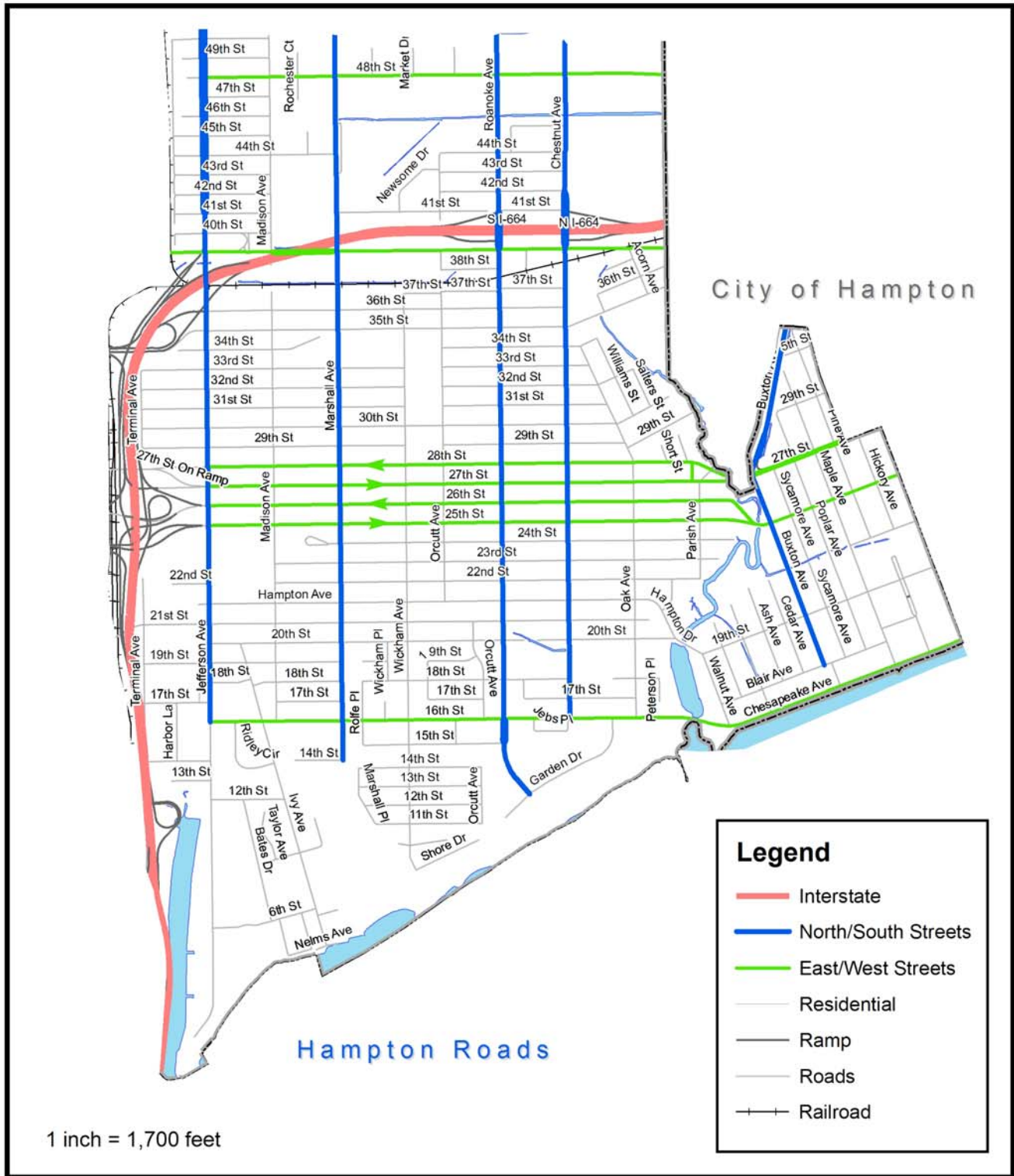
### **Transit**

The plan area is well served by public transportation. Hampton Roads Transit (HRT) operates seven bus routes (shown on Map 6, page 15) in the area on a half hour to hourly basis. Commuter bus service is provided during peak hours to the Shipyard and Copeland Industrial Park. There are over 180 bus stops in the area and three major bus transfer points, 48<sup>th</sup> Street & Marshall Avenue, 35<sup>th</sup> Street & Chestnut Avenue and 25<sup>th</sup> Street & Jefferson Avenue, the latter being the only sheltered bus stop in the area. There are shelters on both sides of 25<sup>th</sup> Street and Jefferson Avenue at Dr. Martin Luther King, Jr. Plaza and the Southeast Shopping Center. Additional shelters, benches and trash bins at bus stops are greatly needed in the area.

### **Traffic and Pedestrian**

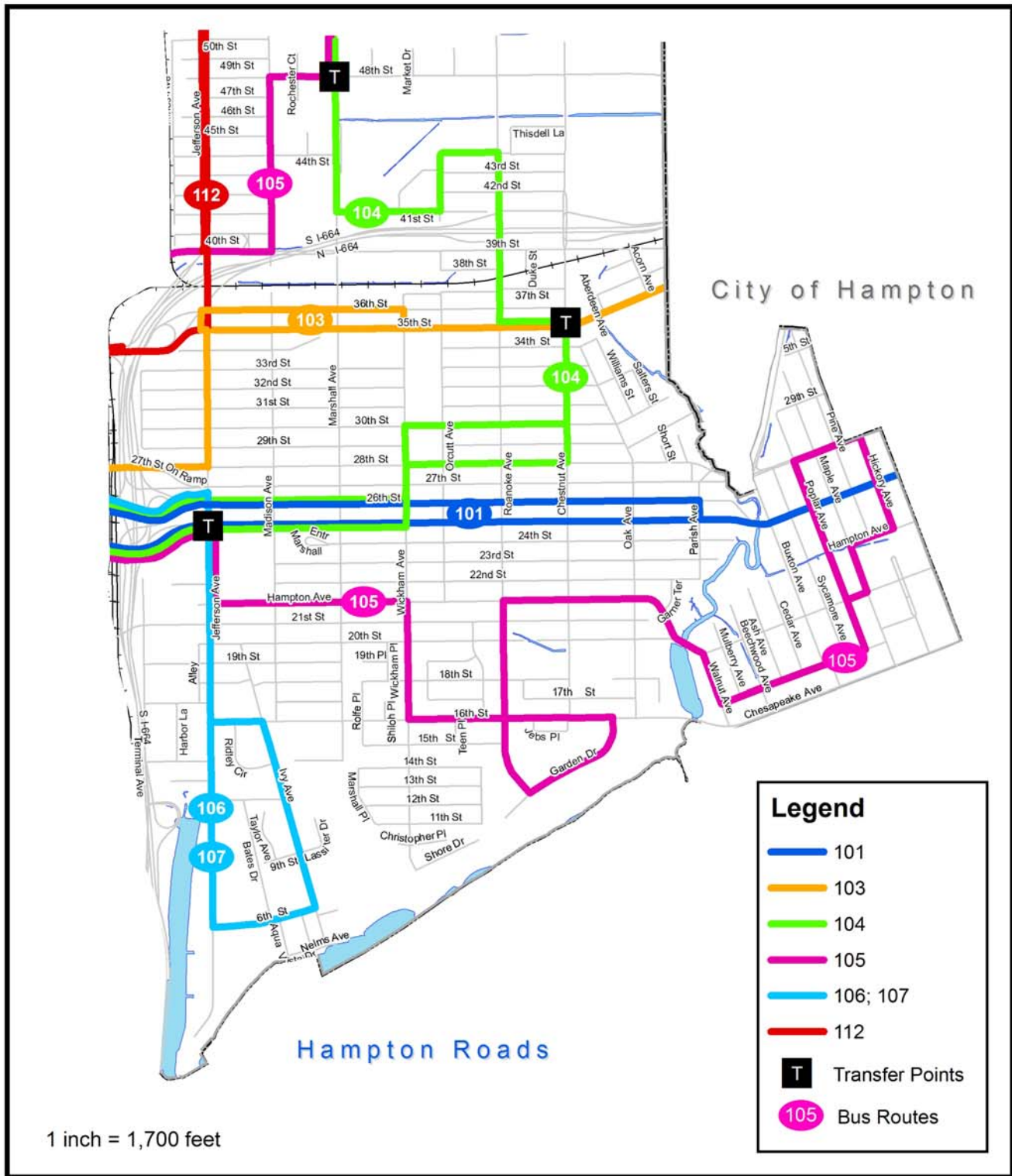
Traffic and pedestrian safety are important to residents. Although the area was built with an urban grid street system oriented for the pedestrian, the one-way street system and road widening have increased automobile traffic and speeding.

Road widenings have reduced or eliminated the space needed for comfortable pedestrian circulation through the area. Posted speed limits of 25 and 35 mph are not observed and high speed traffic has made walking dangerous. Although sidewalks are common throughout the area, some portions of sidewalks are missing or are in poor condition. Crosswalks in the plan area are poorly marked and there are few pedestrian signals at street intersections. The area needs increased pedestrian safety and improved pedestrian facilities such as sidewalks and better marked crosswalks.



**Map 5**  
**Transportation Network**





**Map 6**  
**Public Transportation**



## **Parking**

There is an insufficient amount of off-street parking in the plan area due to the closing of the original alleys. On-street parking spaces are consistently at capacity due to the demand from the many churches that serve the area. Some places of worship have provided off-site parking lots, but these have not eased the demand for parking. The lack of on-street parking is a result of residential redevelopment that requires driveways for new residential uses, thereby reducing the amount of on-street parking. The lack of off-street parking in the area stifles redevelopment of commercial corridors.

## **Bikeways and Trails**

Bikeways in the plan area parallel the major streets and arterials, such as 16<sup>th</sup>, 27<sup>th</sup>, 28<sup>th</sup>, and 39<sup>th</sup> Streets, Marshall, Madison, Roanoke, Ivy and Chestnut Avenues. The longest bikeway in the area is over three miles along Roanoke Avenue and connects to Anderson and King-Lincoln Park via 16<sup>th</sup> Street and Ivy Avenue. The bikeways in the area are poorly identified and have no designated bike lanes, making them unattractive and perilous to bicyclists. Safe and recognizable bikeways are important if they are to be used.

## **HISTORICAL CONTEXT OF PLAN AREA DEVELOPMENT AND ARCHITECTURE**

Most of the land occupied by the plan area was originally part of the W. P. and Mary E. Marrow farm. The Newport News Land Development Company was commissioned in 1890 to plat and sell off 135 acres of the original farm. The Marrows stipulated that the lots should be sold to “diverse persons.” Another area of development occurred on property purchased by the Central Land Company. On this land the first buildings in the East End were built. The J. Thomas Newsome house (1898) at 2803 Oak Avenue is listed in the National Register of Historic Places and is one of the earlier houses constructed in the East End.

The development of the plan area was influenced by the industrial expansion that occurred because of the transportation networks developed during the Reconstruction period. Collis P. Huntington selected Newport News as the Atlantic deep water terminus for the Chesapeake and Ohio Railway. Between 1900 and 1920, the population of Newport News grew from 19,635 to 35,596 persons. During this period, the Shipbuilding and Dry Dock Company rose to world prominence. Most of the shipyard and other industry laborers, as well as administrators, lived in the East End.

The development of the plan area as a housing center for this population was made possible by the availability of mass transportation, with the electric street car. In 1892, an electric street car operation opened a route between Newport News and Hampton, and in 1898 another streetcar route started running within the area. Long narrow blocks comprised of 25-foot wide lots were typical of developments served by this type of transport. Typical of street car developments were the well defined commercial corridors near transportation corridors and within walking distance from the residential developments. This is why there are concentrations of commercial buildings on north-south avenues such as Chestnut and Wickham. In 1933 a hurricane destroyed the

trolley tracks along Chesapeake Avenue; and, in 1946 the street railway service was discontinued and replaced by bus service.

The plan area was the most densely populated area of the city in the first half of the 20<sup>th</sup> Century. It was populated by mostly middle-class people with a variety of occupations including bankers, merchants, government laborers, and contractors. Both blacks and whites lived in the area, although in different sections. Now the area is primarily an African-American community.

The neighborhood's residential character is defined by its architecture. There is a wide range of architectural styles that includes many of the forms of Colonial Revival, Craftsman and classic Victorian from the 19<sup>th</sup> and early to mid-20<sup>th</sup> centuries. The most common building type is the American Foursquare followed by Cape Cod, and the two-story side gable. Few examples of any particular style survived intact. The heights of the buildings throughout the plan area vary from one story to three stories; however the majority of the early structures are two to two-and-a-half stories. Porches are one of the most distinctive characteristics of the buildings in the area. Both one and two-story porches can be found lining the streets. In most cases, the porches, having been maintained in their original form and materials, have survived much better than the main structures. Even structures that originally did not have a porch, like the shotgun houses, have added porches as additions on the front. The retention of the porches, shallow setbacks and the mature street trees account for the distinctive urban character as well as social interactions that are typical of "porch communities." The distinctive characteristics of this architecture lend aesthetic appeal to the plan area.

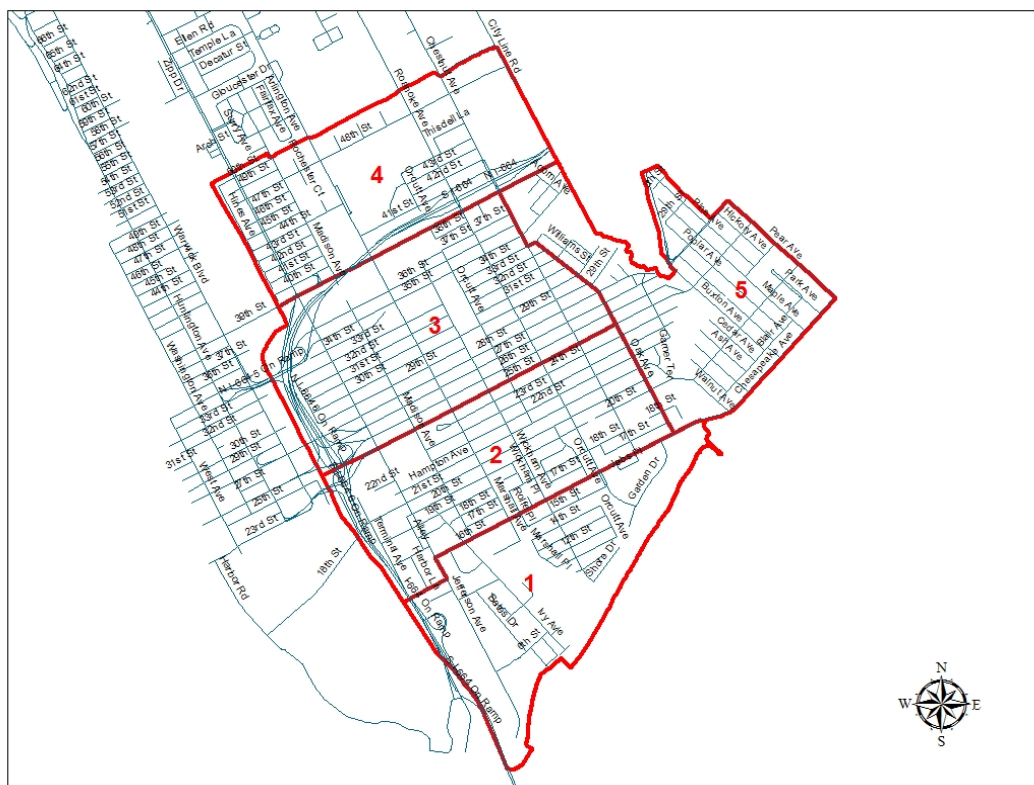
Newer developments from the 1950's and 60's still conserve most of their original architectural character, probably due to the prevailing use of brick as the main construction material for the "ranchers" built during this period. These buildings do not have porches. They have deeper setbacks with garages or driveways fronting the streets, which results in a completely different character from the earlier developed areas.

While the majority of the original houses and neighborhoods remain, nearly all have been altered in some form, with replacement materials accounting for the most frequent and visible alteration. Another common problem throughout the plan area is additions of varying sizes, which detract from the original buildings. Due to the lack of maintenance and citizen complaint the alleyways were closed in the 1980's, which has had a negative impact on neighborhood character. Without the alleys, on-street parking problems are pervasive. In addition, the zoning fosters a suburban, car oriented type of construction with deeper yard setbacks and front loading garages. This changed the original porch oriented character that was more conducive to social interaction.

In certain sections of the plan area, prior to 1950, the housing stock experienced severe deterioration. This provided the impetus, along with federal legislation, to create a Housing Authority. The then newly created Housing Authority cleared 30 acres of the "East End slums" to build two large housing projects: the 340 unit Dickerson Courts in 1953 and the 259 unit John H. Ridley Place in 1954. The large housing projects that were built later drastically influenced the socio-economic composition of the area.

## ISSUES AND OPPORTUNITIES OF EXISTING LAND USE DEVELOPMENT

In order to describe existing land development, the plan area was divided into five (5) sectors. The sector boundaries are described below and shown in Figure 1.



**Figure 1 Overall Sector Map**

- Sector 1:** Hampton Roads harbor to the south, Interstate 664 to the west, and 16th Street to the north.
- Sector 2:** 16th Street to the south, Interstate 664 to the west, 25th Street (Route 60) to the north, and Oak Avenue to the east.
- Sector 3:** 25th Street to the south, Interstate 664 to the west, 39th Street to the north, and Chestnut Avenue between 39th and 34th Streets and Oak Avenue between 34th and 25th Streets to the east.
- Sector 4:** 39th Street to the south, the 50th Street drainage canal to the north, the City Line Road to the east, and CSX rail line to the west.
- Sector 5:** 16th Street and Chesapeake Avenue to the south, Oak Avenue between 34th and 16th Streets and Chestnut Avenue between Interstate 664 and 34th Street to the west, Interstate 664 and Hampton City line to the north and east.

## SECTOR 1



### Residential

There are two distinctive pockets of single family development in the sector. The first, located along Ivy Avenue, is surrounded on two sides by Lassiter Courts public housing. The second, Christopher Shores, is located between the former Chase Bag factory site and Stuart Gardens apartments. Ivy Avenue is a mix of one and two story single family dwellings on lots varying in width from narrow 25-foot wide to 50-foot wide lots built between 1934 and 1949. Many of the housing units along Ivy Avenue are experiencing disinvestment. Some of the interest shown with new construction creates an opportunity for reinvestment in the form of compatible infill development.



Christopher Shores Neighborhood

Christopher Shores is a stable single family residential neighborhood developed in the 1950's located on 16<sup>th</sup> Street bounded by Marshall and Roanoke Avenues. Large stately homes are located along the neighborhood's waterfront. Smaller more modest homes are located along the neighborhood's entrance at 16<sup>th</sup> Street and Wickham Avenue. Some of these are experiencing neglect that can result in disinvestment. Christopher Shores still remains a premiere waterfront neighborhood.

The 27 acre former Chase Bag industrial site is located between Ivy Avenue and Christopher Shores. The industrial building that once occupied the site has been demolished. In 2003, the site was rezoned to permit the construction of a mixture of residential uses including single family detached, single family attached and condominiums.

Stuart Gardens, the Towers, and Aqua Vista are privately owned apartment complexes located in the sector along the Hampton Roads harbor. All three complexes are Section 8 based projects with federally based HUD subsidies. Stuart Gardens apartment complex contains 491 units. The Towers contain 140 units in a high rise building. Aqua Vista has 140 units and is located adjacent to King-Lincoln Park.



The Towers



Aqua Vista



Lassiter Courts

Ridley Place and New Lassiter Courts are apartment complexes owned by the Newport News Redevelopment and Housing Authority (NNRHA). Ridley Place was developed in 1953 with 39 buildings containing 259 units spanning the boundary of sectors 1 and 2. Recent improvements included exterior painting and replacement of wastewater lines. In 1996, the original 350 unit Lassiter Court apartments were replaced with 100 townhouse units. At least four acres of the original site remains vacant.



Ridley Place



Stuart Gardens

### Industrial

The city's small boat harbor, known as the Seafood Industrial Park (SIP), was acquired by the city in 1915 and it has remained active since then as a home to a number of seafood and other water-dependent companies. The Seafood Industrial Park is the only commercial seafood harbor on the Peninsula. The SIP is one of the nation's premiere commercial seafood harbors and an important part of the city's economy.



Seafood Industrial Park

### Community Facilities

Community facilities in Sector 1 are one elementary school, two parks, a greenway and tennis center.

Dunbar-Erwin Elementary School – An Achievable Dream Academy is located on 16<sup>th</sup> Street between Ivy and Marshall Avenues. An Achievable Dream is an educational program that serves disadvantaged students in grades K through 12. Dunbar-Erwin's educational program serves grades K through seven. This is a year round program that focuses on self-discipline, civic responsibility and participation of parents.



Dunbar-Erwin Elementary School



Achievable Dream Tennis Center



King-Lincoln Park

King-Lincoln Park is an 18-acre park located along the Hampton Roads harbor. This park provides users with a beach area, basketball and tennis courts, picnic shelters, two fishing piers, playground apparatus, and a performing arts stage.

South Anderson Park is the second largest continuous section of Anderson Park consisting of approximately 18 acres of beachfront property overlooking the Hampton Roads harbor. This park is located south of 16<sup>th</sup> Street and the Stuart Gardens apartments. Its facilities include a lighted ball field, two picnic shelters, a basketball court, a restroom/concession building and beach area.

Achievable Dream Tennis Center was built in 2001 as the first phase of the proposed recreation center to be located on Ivy Avenue behind Dunbar-Erwin Elementary School. Adjacent to the tennis center are 2.9 acres of vacant land reserved for the proposed recreation center.

## SECTOR 2

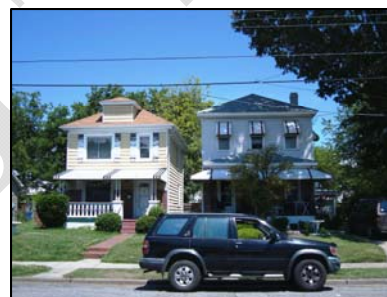


### Residential

There are two distinctive pockets of single family homes in the sector. They are Stuart Gardens 1940's wartime and postwar housing and the original city's 1920's one and two-story homes.

The single family neighborhood called Stuart Gardens is located between Marshall and Oak Avenues and between 16<sup>th</sup> and 20<sup>th</sup> Streets. It has curvilinear streets and no alleys. Homes are one or two stories in height.

The housing in the remainder of the sector was built on 25-foot wide lots or two or more combined 25-foot wide lots with detached garages located on alleys in the rear. They were either one or two stories in height. The architectural styles vary based on the period of development.



Harbor Homes



Dickerson Courts

The 584 units of Harbor Homes and Dickerson Courts public housing complexes located between Jefferson Avenue and Interstate 664 are being torn down by the Newport News Redevelopment and Housing Authority. As of 2011, all buildings in Dickerson Courts have been demolished. The demolition of Harbor Homes is on-going and it is anticipated that relocation and demolition should be completed by 2013.

This sector also contains part of the Ridley Place public housing complex on the northeast corner of Jefferson Avenue and 16<sup>th</sup> Street, which was described under Sector 1. Also, Newport Harbor south of 25<sup>th</sup> Street is a privately owned income-based apartment complex of 200 units, which has a lower density than the public housing

units.

### **Commercial**

Wickham Supermarket located in the Wickham Shopping Center was destroyed by a fire on March 5, 2009. The Wickham Shopping Center is identified as a Neighborhood Center in the Framework for the Future. Other commercially zoned land on Wickham Avenue between 20<sup>th</sup> and 23<sup>rd</sup> Streets is underutilized.



Wickham Shopping Center



Fresh Pride Supermarket

There is an active commercial strip center containing a Fresh Pride supermarket, a drugstore and other personal service commercial uses on the west side of Jefferson Avenue between 23<sup>rd</sup> and 25<sup>th</sup> Streets. The commercially zoned area on Jefferson Avenue between 17<sup>th</sup> and 22<sup>nd</sup> Streets is underutilized and has become a location for community facilities mostly associated with churches.

The Southeast Community Corridor Redevelopment Plan (SCCRP), developed in 1994 by NNRHA, guides redevelopment on Jefferson Avenue between 16<sup>th</sup> Street and Hampton Avenue. Map 7, page 26 identifies existing redevelopment areas.

### **Community Facilities**

John Marshall and Magruder Elementary Schools are located in and serve the sector. Currently these schools are kindergarten through second grade. After second grade the students attending John Marshall and Magruder attend one of four elementary schools outside of the plan area: South Morrison, Yates, B.C. Charles, and Riverside.

The Greater Hampton Roads Unit of the Boys and Girls Club of the Virginia Peninsula, located on Hampton Avenue near Jefferson Avenue, provides fee based supervised recreational activities, game rooms, computer lab and swimming.

The Downing-Gross Cultural Arts Center, located at 2410 Wickham Avenue, is becoming a vital community gathering place and distinctive regional arts venue for Newport News. Originally built as the Walter Reed School, this historic building has been restored and was reopened to the public in 2008. The Downing-Gross Cultural Arts Center houses the Ella Fitzgerald Theater, a 276-seat state-of-the-art performance venue, which honors the “First Lady of Song” who was born in Newport News in 1917. Additionally, the center features studios for art and dance instruction, artist and exhibition space, and community meeting and banquet facilities. The center offers youth and community programs, as well as a unique quality venue for national and regional performances.



Magruder Elementary School



Boys and Girls Club



Fire Station #2



Downing-Gross Cultural Arts Center

Fire Station No. 2, located on Wickham Avenue, was constructed in 1985 and serves the plan area up to 39<sup>th</sup> Street. The station provides fire and rescue services for the area. It is equipped with one fire pumper, one rescue unit, one medic unit, and one quint. The quint or quintuple combination is a fire service apparatus that serves the dual purpose of an engine and a ladder truck. There are no plans to construct an additional fire station.

The Jefferson Avenue police sub-station is located in the Harbor Homes community at the corner of 17<sup>th</sup> Street and Jefferson Avenue. Officers mainly do administrative work, meet with residents on an appointment basis or conduct community meetings. Due to the demolition of Harbor Homes, the sub-station has been relocated.

Places of worship are an integral part of any community; however, their neighborhood impacts are great. Growing churches need more land to expand their campuses and acquire nearby homes for their use, which affects the fabric of the surrounding neighborhoods. The larger places of worship impact neighborhoods by their demand for the limited amount of on-street parking available. Another challenge is that smaller places of worship tend to locate in commercial shopping centers thus, depleting available commercial sites.

The large places of worship are: Carver Memorial Presbyterian Church, First Church of Newport News, Zion Baptist Church, United House of Prayer, St. Johns Church of God in Christ, Wesley Grove United Methodist Church and Messiah Baptist Church within same block, Shalom Baptist Church, Mt. Rona Baptist Church and Temple Faith Ministry within same block, and Al Quba Islamic Center.



Carver Memorial Presbyterian Church

## SECTOR 3



### Residential

The residential pattern in this sector is dominated by single family dwellings with multiple family development and commercial uses interspersed throughout. The sector has been impacted by redevelopment more than any of the other sectors. The NNRHA started its block clearance and redevelopment in this sector. Map 7, page 26, identifies the existing redevelopment areas.

Redevelopment projects in the sector include Madison Heights, the construction of single family homes for first-time homebuyers; the redevelopment of Orcutt Homes, a public housing project that is being redeveloped with a senior midrise, Ashe Manor, and single family attached dwellings; the Southeast Commerce Center, a retail center which will include market rate housing. Redevelopment projects proposed along Jefferson Avenue in the sector precipitated the establishment of the Lower Jefferson Avenue Urban Corridor Overlay District, which extends from 25<sup>th</sup> to 37<sup>th</sup> Streets and will permit redevelopment to follow the historic development patterns.

Madison Heights is located on the 700 block of 25<sup>th</sup> Street. It includes the Spratley House, a midrise building for seniors on the 600 block of 25<sup>th</sup> Street. The Madison Heights redevelopment area has expanded from 25<sup>th</sup> Street to 28<sup>th</sup> Street. New homes with updated designs that compliment the historic character of the neighborhood are being constructed in more blocks. As of 2011, the NNRHA has developed 120 new homes in this portion of the redevelopment area. This program continues as sites and financing are available.

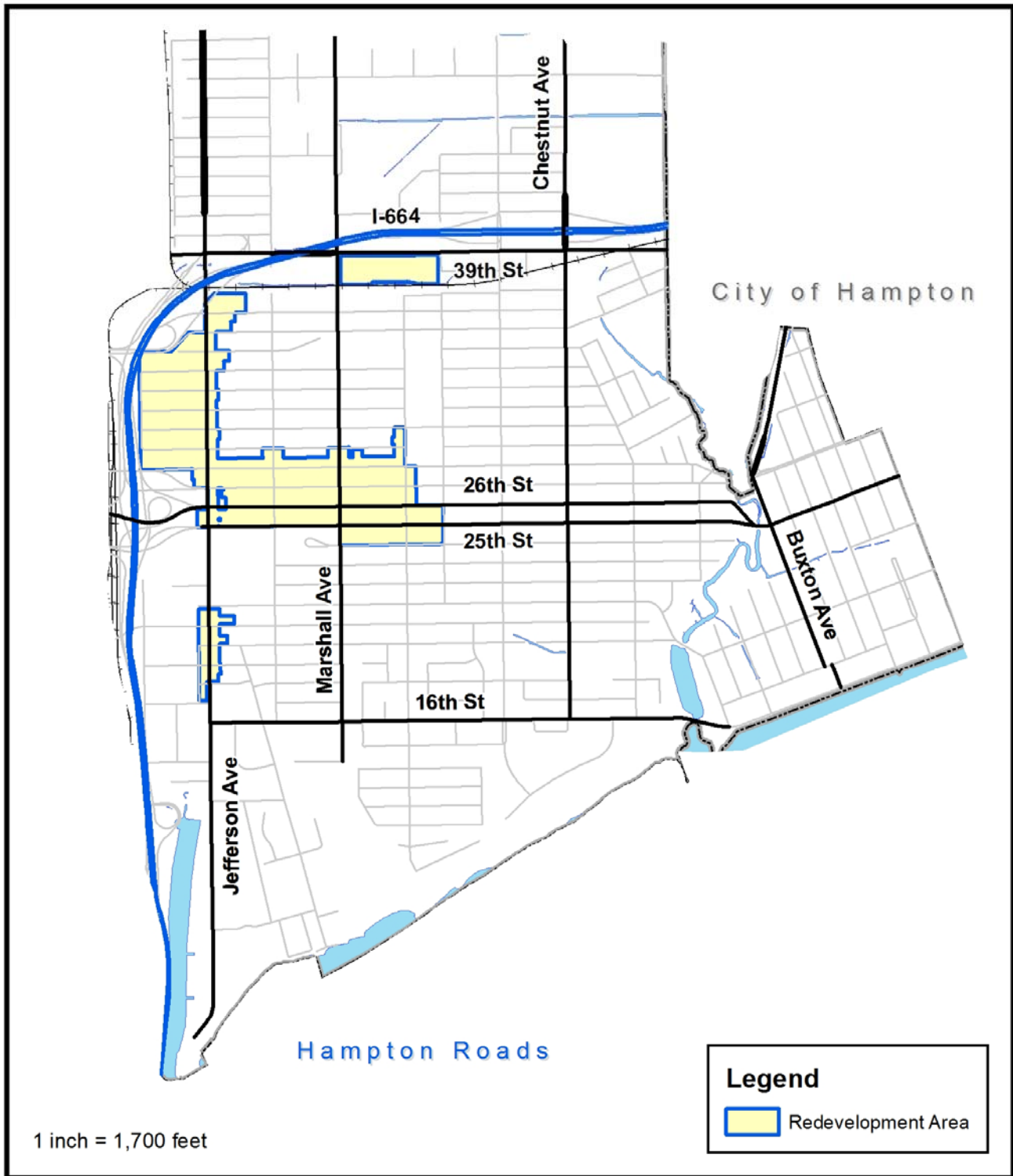
Seven Oaks contains 202 privately owned low income apartments located south of Madison Avenue extending to Wickham Avenue bounded by the CSX railroad and 36<sup>th</sup> Street. Marshall Courts, which is comprised of 72 buildings containing 353 public housing units, was developed in 1941 and renovated in 1984.



Seven Oaks



Madison Heights



**Map 7**  
**Southeast Community Corridor**  
**Redevelopment Plan Area**





Orcutt Homes

For several years the NNHRA has been implementing a multi-phased plan to redevelop the original 148 unit six acre site of Orcutt Homes public housing located on the 900 block of 36<sup>th</sup> Street and the 1000 blocks of 33<sup>rd</sup>, 34<sup>th</sup>, 35<sup>th</sup>, and 36<sup>th</sup> Streets. The redevelopment plan includes the construction of Ashe Manor, a 50-unit midrise, for the elderly and disabled and 70 single family attached units. As of June 2011, the multi-phased redevelopment of Orcutt Homes has been completed. With its completion, the NNRHA has reduced the overall density of the project to a total of 120 housing units.

### **Commercial**

The Southeast Commerce Center is located between Jefferson and Terminal Avenues bounded by 28<sup>th</sup> and 35<sup>th</sup> Streets. In 2009, the EDA entered into a pre-development agreement with Tidewater Partners Property and Development to develop a high quality residential and commercial development.

The Jefferson Avenue corridor from 25<sup>th</sup> to 36<sup>th</sup> Streets contains vacant sites which are proposed for redevelopment. This portion of Jefferson Avenue is an important corridor within the SCCRP because it links the Southeast Commerce Center and Madison Heights. The city owned Farmers Market is located on the 2800 block of Jefferson Avenue. The NNRHA converted the former Kline Furniture store on the 2700 block of Jefferson Avenue to office space for their employees.



The Chestnut Avenue commercial corridor received a facelift in the late 1990's with streetscape improvements. These included sidewalk replacement, new streetlights, landscaping, trash receptacles, and bicycle racks. The improvements precipitated the reconstitution of the Chestnut Avenue Business Association. The Association applied for and received the designation as an affiliate community under the Virginia Main Street Program for the Chestnut Avenue corridor. A sign identifying the corridor is located at 39<sup>th</sup> Street and Chestnut Avenue.

The 39<sup>th</sup> Street corridor between Jefferson and Chestnut Avenues contains a mix of industrial, retail/commercial uses and housing. Many of the residential structures show signs of neglect and several have been abandoned. Hampton Machine, an industrial use, was relocated from the corner of 39<sup>th</sup> Street and Marshall Avenue to allow site assembly for a redevelopment area. The new building is located on the corner of 39<sup>th</sup> Street and Orcutt Avenue. It is adjacent to a newly renovated industrial building

that was formerly Paul's Arts and Craft.

### **Community Facilities**

Huntington Middle School, constructed in 1936, is located on Orcutt Avenue between 30<sup>th</sup> and 35<sup>th</sup> Streets. It is an Arts and Communication Magnet School that draws students from across the city.



Huntington Middle School

Newsome Square includes the historic Newsome House, Winfield House and Carrie Brown house. The Newsome House Museum and Cultural Center is located on 28<sup>th</sup> Street and Oak Avenue. It is a cultural icon for the community. A playground in the 1300 block of 29<sup>th</sup> Street is adjacent to Newsome Square.



Pearl Bailey Library



Doris Miller Community Center

Pearl Bailey Library is located on Wickham Avenue. The Library provides computers with Internet access, employment assistance, homework assistance, programming and space for public meetings for civic, cultural or educational groups.

The Doris Miller Community Center serves the public as a gathering and meeting place. A new aquatic center, opened in June 2007, has a new swimming pool, waterpark and other amenities.

The C. Waldo Scott Center located on the campus of Huntington Middle School offers comprehensive training programs and support counseling services for families and young people to promote positive strong values.



Friendship Baptist Church

The larger places of worship within the sector are: First Baptist Church East End, Miracle Temple Baptist Church, Greater Walters AME Zion Church, Faith Baptist Church, Gospel Light United Holy Church, Greater Joy Church of God in Christ, Temple of Peace Baptist Church, St. Augustine Episcopal Church of Newport News, Mount Calvary Baptist, Friendship Baptist Church, Gethsemane Baptist Church, Second Baptist Church East End, Trinity Baptist, Christian Union Church and St. Paul AME Church of Newport News.

## SECTOR 4



Older Homes Jefferson Park



Shotgun Style Houses 25-foot  
Wide Lots

### Residential

Jefferson Park, also known as Jefferson Avenue Park, is a post-war single family neighborhood west of Madison Avenue and north of 39<sup>th</sup> Street. Jefferson Park was settled in 1918 by the former residents of Mulberry Island when the island was purchased by the federal government to create what is now the Fort Eustis Military Installation.

Today, the homes within Jefferson Park consist of single story shotgun houses, Craftsman homes and a few newer infill houses that are two and three stories. The city recently installed storm drains and sidewalks east of Jefferson Avenue to improve the parking situation in the area. The community is impacted by through traffic from the nearby Shipyard Building 600. Jefferson Park is more than three quarters owner-occupied and should be enhanced and preserved.

South Jefferson Park, located on 40<sup>th</sup> and 41<sup>st</sup> Streets has been identified as a reinvestment area by the NNRHA. The NNRHA plans to stabilize Jefferson Park with compatible infill housing that is in keeping with the neighborhood.



Infill Housing South Jefferson  
Park



Newsome Park Townhouses  
East and North

Newsome Park East and North is a townhouse and apartment community that straddles Madison Avenue between 41<sup>st</sup> and 50<sup>th</sup> Streets. Newsome Park East and North is a low income, Section 8 complex with a total of 650 units of housing in varying states of disrepair. The Newsome Park area has a single family community along Roanoke Avenue between 41<sup>st</sup> and 44<sup>th</sup> Streets west of Chestnut Avenue. This community is a stable, post-war neighborhood that should be preserved and enhanced.

## Commercial

Commercial development in this sector includes a strip of retail stores, churches and automotive uses along Jefferson Avenue between 39<sup>th</sup> and 50<sup>th</sup> Streets. The appearance of the corridor needs improvement with better signage, code enforcement and building upkeep.



Jefferson Avenue Corridor



## Industrial

The Copeland Industrial Park is a light industrial employment center on 48<sup>th</sup> Street east of Marshall Avenue and west of Chestnut Avenue. It contains 213 acres and occupies roughly half of the entire sector. A portion of the Park extends into the city of Hampton. Although the uses in the park are generally self contained, truck traffic and related congestion interferes with surrounding residential

neighborhoods. The appearance of the industrial park could be improved with landscaping and tree plantings along the rights-of-way particularly on Chestnut Avenue.

## Community Facilities



Newsome Park Elementary School

Newsome Park Elementary School has an enrollment of over 600 students in grade levels K-5. The school is situated on a 17-acre campus on Marshall Avenue, which also contains a school bus yard for Newport News Public Schools.

The school's campus serves as a park for the community. The Newsome Park apartments provide small playgrounds and recreation centers for their residents.

The Newport News Apprentice School football field is adjacent to Shipyard Building 600 on Marshall Avenue and hosts ticketed football games that are open to the public. The field also hosts other outdoor social events for the community.

Places of worship are the primary community facilities in this sector. Some of the larger places of worship in the sector include: First Baptist Church of Jefferson Park, Christ Temple Church, Way of the Cross Church, United House of Prayer, New Grafton Baptist, and the Jehovah's Witness Hall.



United House of Prayer

## SECTOR 5



Chesapeake Avenue



Park Avenue

### Residential

Residential development in this sector is mainly single family homes that represent an eclectic range of architectural styles common between 1920 and 1950. As in the other sectors, the prevailing architectural styles are Colonial Revival and Craftsman which include the most common building type, American Foursquare.

This sector, especially the area east of Salter's Creek, has larger lots than the typical 25-foot wide lots that prevail throughout most of the plan area. This is especially true of the development that occurred on Chesapeake Avenue where large stately homes overlook the Hampton Roads waterfront. These homes are also some of the earliest buildings in the sector.

Larger homes that predate the 1920's can also be encountered on both sides of Park Avenue. It is worth noting that these buildings are the best preserved in the area, retaining not only their building type characteristics but most of their original architectural features and fabric.

Outside of the Chesapeake/Park Avenue area, the sector is organized in long narrow blocks that are typical of street car developments with buildings that occupy most of the lot frontage creating a very cohesive tight street wall with front porches that provide an important socio-cultural component. The only multiple family development in this sector, Peterson Place, are 1945 apartment buildings that face 16<sup>th</sup> Street, neighboring North Anderson Park and Peterson Yacht Basin.



Parish Avenue and 24th Street



25th Street Commercial Building

## Commercial

Historically the commercial development would have been located along 25<sup>th</sup> Street and there are still some commercial structures remaining on this corridor. The corridor would benefit by recreating the mixed use activity that once existed.

## Community Facilities

The Booker T. Washington Middle School with a capacity for 450 students was built in 1929 and renovated in 2008. The sector does not have its own elementary school within its boundaries, but Magruder Elementary, built in 1948 with a capacity of 406 students, is nearby. The East End Academy located on 27<sup>th</sup> Street is a privately operated K-12 school for seriously emotionally disabled children. The Academy partners with Newport News Public Schools and is currently serving 38 students in their program.



Booker T. Washington Middle School



Ivy Baptist Church

Salter's Creek and the neighboring North Anderson Park and Peterson Yacht Basin provide natural open space, playground and a basketball court for this area.

Places of worship are the primary community facilities in this sector. Some of the larger places of worship in the sector include: Ivy Baptist built in 1946, True Vine Church of Jesus built in 1949; and Providence Baptist Church built in the late 1960's. The original churches started as neighborhood churches where the congregation walked.

The Riverside Healthcare Rehabilitation Institute on Chesapeake Avenue is a 50-bed full service physical rehabilitation facility. The structure was built in 1906 as the Elizabeth Buxton Hospital and housed a Nursing School, which was one of the first to provide its graduates with a certificate. In 1953 the Bernardine Sisters bought the hospital and changed its name to Mary Immaculate Hospital, they operated the hospital at this location until the 1980's when it was acquired by the Riverside Health System.



Riverside Rehabilitation  
Institute

## THE PLAN

The plan discusses the key issues facing the plan area and makes recommendations to encourage reinvestment. Many of the issues were identified by its residents, Task Force and the community at large. Recommendations to address some of the issues outlined were developed in collaboration with the community. The vision for the plan area and the Plan's goals, recommendations and action steps are outlined.

### VISION

*The plan area has experienced a rebirth with defined gateways at its major points of entry. Rehabilitated and restored historic commercial buildings and new commercial buildings, offices, retail shops, restaurants and entertainment venues located along the major commercial corridors are active well into evening. Grocery stores are within easy access of all residents. Large retailers enjoy visibility and accessibility to Interstate 664. Residential units are provided on the second floors of many commercial buildings. The streets are well lit and landscaped. All types of new housing (second floor apartments on the commercial corridors, duplexes, row houses and single family developments) can be found throughout the community. With the designation of historic districts, the large stately homes along Chesapeake Avenue, Hampton Avenue and Oak Avenue, as well as, the smaller bungalows nestled within have been preserved and have attracted new homeowners. New well designed infill housing that respects the historic development patterns of the area can be found throughout. The public housing units are intermingled with new development that has occurred on sites from the water's edge to Jefferson Park. The area has bikeways and pedestrian trails. Residents know their neighbors; and, the front porches that dominate residential development in the area are again the gathering places they once were. The area's relaxed urban living and great neighborhood schools have made it home to residents that otherwise would have located elsewhere. It has attracted people looking for an established neighborhood with a sense of place, a mature urban feeling with places to live, work and play.*

### GOALS

The goals to achieve the Plan's vision are as follows.

- ❖ Provide for well located commercial services that are compatible with the surrounding development, well designed and accessible to all segments of the community.
- ❖ Physically improve existing employment centers and industrial parks and make them more sustainable in a changing economy.
- ❖ Identify and develop future regional and commercial corridors in the area.
- ❖ Reinvest in existing neighborhood businesses and provide assistance to small businesses within commercial corridors.
- ❖ Improve employment assistance and employment programs for the area.
- ❖ Maintain and enhance the working waterfront of the Seafood Industrial Park.
- ❖ Improve public transportation in the area.
- ❖ Provide access to rapid transit.

- ❖ Maintain and enhance the street grid pattern.
- ❖ Improve pedestrian connections to adjacent neighborhoods and community facilities.
- ❖ Preserve, enhance and improve public access to the waterfront.
- ❖ Maintain, protect and revitalize older residential neighborhoods in a manner that retains and enhances their unique characteristics.
- ❖ Increase homeownership opportunities for all income groups.
- ❖ Ensure a quality and safe urban environment that retains the character of the area through new development as well as infill construction.
- ❖ Increase awareness of the area's unique character, cultural resources and history.
- ❖ Maintain and enhance historic and architectural significant structures and the urban environment.
- ❖ Promote and encourage local, state and federal historic designations as incentives for investment in the historic structures in the area.
- ❖ Re-establish kindergarten through fifth grade elementary schools.
- ❖ Expand the Achievable Dream Tennis Center to include a recreation center.

## **FUTURE LAND USE**

The vision describes a community that has been revitalized with renovated and new buildings, landscaped streets and an influx of new residents. The land use plan relates this vision to the physical form of the plan area. (See Map 8, page 41.) To implement the vision, the Land Use Plan identifies organizing principles that will guide the reinvestment and revitalization of the plan area. These principles are:

1. **Preservation of Residential Neighborhoods**  
The plan area is made up of a series of residential neighborhoods that are distinct in design and character consistent with turn of the century development. These neighborhoods have experienced years of neglect and decline. The city will strive to maintain these neighborhoods and improve the quality of life for its residents.
2. **Historic Preservation**  
The plan area is the oldest part of the city of Newport News. It has several historic buildings that are listed on the National Register of Historic Places, but no historic district designations that could encourage preservation of entire neighborhoods. The city will place emphasis on preserving the historic character of period architecture by creating historic districts that will be revitalized through the use of guidelines.
3. **Redevelopment**  
The plan area is at build out and is experiencing decline, which has been occurring for a number of years. The vacant lands that exist are either areas created through demolition of deteriorated structures or park land and open

space. Redevelopment will create opportunities for reinvestment and new construction.

**4. Compatible Infill**

Infill development must respect the 25-foot wide lot street grid pattern of development, prevalent street wall and the scale, size, mass and rhythms dictated by the original architectural styles. Close attention will be given to infill development to ensure it continues the established setbacks and maintains the character of a neighborhood or commercial area.

**5. Commercial Revitalization**

The commercial areas are vital to the health of a community. Basic services should be provided within proximity to residential communities. Revitalization of the plan area's commercial areas will provide for needed services and improve the quality of life in the surrounding neighborhoods.

**Preservation of Residential Neighborhoods**

In accordance with the Framework for the Future 2030 comprehensive plan, neighborhoods are the basic planning unit of the city. Neighborhoods are residential areas with physical boundaries, such as creeks, rivers, water bodies, open space, railroad corridors or major streets. Each neighborhood should have its own identity and character, built upon historic, cultural, natural and physical features, such as architectural styles, institutions such as schools and churches, lot sizes, street patterns, open space and parks, water features, etc. Residents should identify where they live as special.

There are distinct neighborhoods throughout the plan area. These neighborhoods have distinct characteristics with some common features such as small lot development and a street grid. Some examples include Christopher Shores, Salter's Creek, Oak Avenue, Stuart Gardens, Ivy Avenue, Newsome, Madison Heights, and Jefferson Park. Because some of these neighborhoods are experiencing neglect, efforts to preserve them should be implemented to ensure the characteristics that are unique to the neighborhood are not lost with redevelopment and infill development.

The majority of the existing and future land uses in the plan area consist of low, medium density residential and urban residential. Some of the residential areas are bisected by one way streets that encourage higher speeds that are unsafe for pedestrians. These streets are not designed to serve the neighborhood. Instead they provide easy access in and out of the plan area. To preserve the pedestrian character of the neighborhood it is recommended that these one-way couplet streets be reinstated as two-way streets.

**Historic Preservation**

The majority of development in the plan area is over 50 years of age. The age and style of the housing in many of the neighborhoods make them historic, but they have never been designated as such. Because historic district designations have never been pursued, many of the buildings in the area have lost their historic and architectural integrity due to incompatible additions, infill construction and demolitions. However, there still remain buildings that retain their architectural integrity as well as collections of structures that represent repetitive building types that should be preserved. A historic

preservation program can assist in preserving neighborhoods and buildings with compatible rehabilitation. It will encourage rehabilitation by creating a sense of pride in ownership and will attract new homeowners seeking architectural character and sense of community that cannot be found in new construction.

The historic preservation section of the plan identifies four areas that due to their integrity should be designated historic districts. Two of the districts contain residential structures and community facilities. The remaining two districts are located on the commercial corridors and contain commercial buildings that are designed with upper floor residential units. These districts will expand as they grow in popularity. The historic districts will preserve neighborhoods and encourage reinvestment.

### **Redevelopment**

The plan area has experienced neglect and decline due to over zoning and disinvestment over an extended period of time. Therefore, preservation cannot be the only focus for reinvestment in the area. Redevelopment is being proposed for areas with incompatible land uses and to remove deteriorated and/or obsolete structures.

Three redevelopment plans have been approved and are underway. They are the *Southeast Community Urban Waterfront Design Study*, the Southeast Community Corridor Redevelopment Plan, and the Jefferson Park Redevelopment Plan.

The *Southeast Community Urban Waterfront Design Study* includes the multiple family developments located along the Hampton Roads waterfront. It also incorporates the public housing projects of Harbor Homes and Dickerson Courts located on the west side of Jefferson Avenue. The land use plan map recommends regional commercial development on the Harbor Homes/Dickerson Courts site because of its location adjacent to I-664, the coal terminals and access to the I-664 on/off ramp. Redevelopment along the waterfront including the former Chase Bag site will expand housing opportunities in the area through mixed use projects that introduce some small commercial uses. It also will increase public access to the waterfront through extending the street grid network and sidewalk/bike trails to the waterfront.

The area of the *Jefferson Avenue Corridor Study* is included in the Southeast Community Corridor Redevelopment Plan. The Plan is a Title 36 plan developed by the NNRHA to permit the continuation of the Madison Heights residential community and the redevelopment of the Jefferson Avenue commercial corridor that would include preservation of existing historic buildings and compatible infill development on sites currently owned by the NNRHA. It also incorporates vacant properties that abut Jefferson Avenue and the Terminal Avenue redevelopment site which is currently cleared and vacant. The site is located along Jefferson Avenue, between 28<sup>th</sup> to 36<sup>th</sup> Streets extending to Terminal Avenue. The land use plan map identifies this area as mixed use in accordance with an approved redevelopment proposal and the visibility of the site from the interstate. An illustration of the *Jefferson Avenue Corridor Study* is found in the Employment and Economic Development Section of this plan.

The 2006 South Jefferson Park Redevelopment Plan incorporates two residential blocks at the southernmost portion of the Jefferson Park neighborhood between Jefferson and

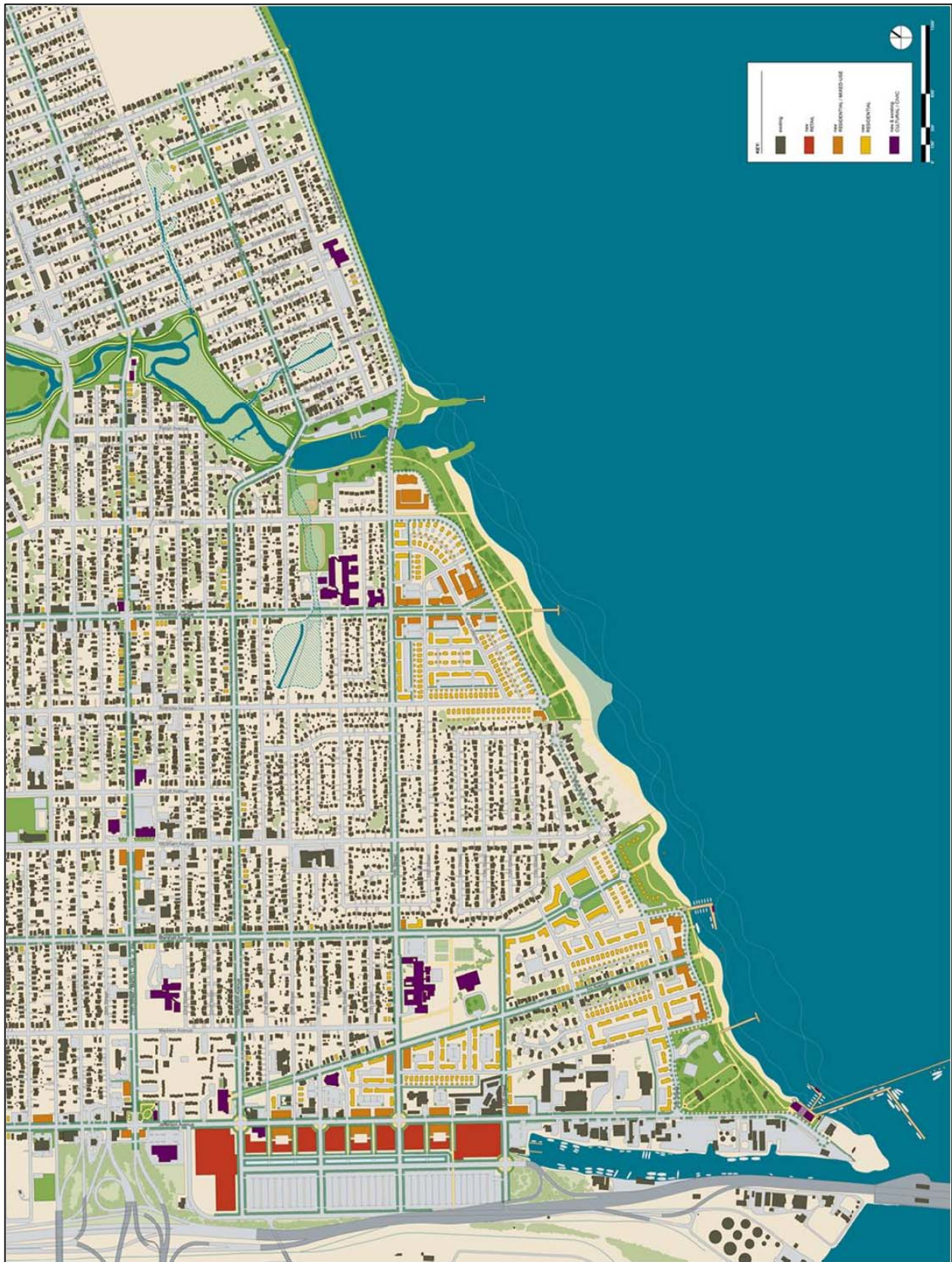


Figure 2 Illustration of “Southeast Community Urban Waterfront Design Study”

Madison Avenues, 40<sup>th</sup> and 41<sup>st</sup> Streets. Deteriorated residential structures will be replaced with new single family and duplex units. Some of the units will be designated as replacement housing for residents being displaced from other redevelopment sites.

Redevelopment sites are recommended throughout the plan area. Some of the sites will require demolition or redesign, but newly redesigned housing complexes should follow the street grid pattern of development as discussed in the Housing section.

The land use plan map recommends urban residential uses on the Newsome Park apartments and the Shipyard building sites to permit the creation of a sustainable residential community.

### **Compatible Infill**

The majority of the plan area was laid out on a 25-foot wide lot street grid pattern. The street grid has been maintained throughout the plan area except where apartment development occurred. With the dependence on the automobile, the area's prevalent 25-foot wide lot development became a challenge. In the 1960's and 70's much of the city's population moved northward abandoning the plan area for newer suburban residential subdivisions. The development ordinances required development in the plan area to adhere to those suburban standards of development. This created streets with houses that break the original street wall, parking spaces in the front yard with curb cuts on blocks where none had ever existed, the elimination of on-street parking spaces and a structure with no relation to any of the residences on the block. Structures were abandoned and torn down, leaving many vacant 25-foot wide lots in the plan area. In 1984, the city abandoned the alleyways, thereby removing a useful feature that could allow redevelopment of the area based on the original street grid pattern 25-foot wide lot layout. With the urban planning trend toward traditional residential developments, development in the plan area could take advantage of its original layout if guidelines were in place.

### **Commercial Revitalization**

The plan area has scattered commercial areas. It developed with corner markets and small commercial areas on some streets and commercial corridors. The corner markets at one point were numerous and were located at the end of a block within walking distance of residences. The shopping areas provided basic services to neighborhoods that were further removed from the commercial corridors. The commercial corridors served the entire community through the streetcar. They included shops, service oriented uses, large retail uses, community facilities and community gathering places. They also provided housing opportunities on the upper floors of commercial buildings.

The major commercial corridors include Jefferson and Chestnut Avenues where some of the original commercial buildings remain. Many of the uses that once occupied these corridors have since closed. The commercial area of Jefferson Avenue extended the length of the area in which it served, from 16<sup>th</sup> Street northward. The center of activity was at its intersection with 25<sup>th</sup> Street. Revitalization of these areas will seek to recreate the character that once existed. These areas continue to be identified for commercial development on the land use plan map.

The shopping center on Wickham Avenue at one time provided the surrounding neighborhoods access to a grocery store, small shops and recreation. Revitalization of this corridor should provide parking for places of worship, which dominate the commercial shopping area, and reserve locations for retail and service uses.

Many of the corner markets that once existed in the area have been abandoned and others have been demolished. The corner markets that remain are valuable assets to the area and are a feature of the traditional neighborhood. Existing corner markets are identified on the land use plan map as neighborhood commercial and are recommended to remain.

The 39<sup>th</sup> Street corridor between Hampton and Newport News developed as an industrial and commercial corridor. The viability of portions of this corridor for commercial uses has increased since Interstate 664 was built and is suited for some retail due to its visibility. However, after several years of marketing the site for a commercial use, the Newport News Economic Development Authority sold its five acre vacant commercially zoned land on the eastern corner of 39<sup>th</sup> Street and Marshall Avenue to an adjacent industrial user to expand its business. There are still commercial opportunities along the corridor east of Orcutt Avenue.

### **Major Land Use Map Recommendations**

The changes recommended below will implement proposals detailed in the following sections of this plan.

- Newsome Park North is identified as urban residential.
- Newsome Park East is identified as Park and Recreation.
- Shipyard Engineering Building 600 site is identified as urban residential.
- Southeast corner of 39<sup>th</sup> Street and Marshall Avenue is identified as industrial.
- Southwest corner of 39<sup>th</sup> Street and Marshall Avenue is identified as industrial.
- Former Harbor Homes/Dickerson Courts is identified as regional commercial.
- New historic district identified.
- Mayflower building site is identified as mixed use.
- South Jefferson Park redevelopment area is identified as urban residential.

## **EMPLOYMENT AND ECONOMIC DEVELOPMENT**

Existing employment centers should be sustained and expanded, new employment centers should be established in newly created redevelopment areas, and commercial areas in need of reinvestment should be identified and resources made available.

### **Sustainable Employment Centers**

#### **Seafood Industrial Park**

Consultants have prepared conceptual plans and feasibility studies for the physical transformation of the harbor. Designs called for public and commercial docking facilities and wharfs, and an open air seafood market. Other possibilities considered included a hotel, restaurants, office buildings and a marina or cruise ship docking facility. These commercial endeavors will increase employment opportunities and make the Seafood Industrial Park more sustainable in today's service oriented economy.



# Map 8 Future Land Use

## Legend

○ Light Rail Station

⛔ Transit Stations

Ⓣ Light Rail Stops

▬ Proposed Trail System

▬ Light Rail Line

▬ Proposed Light Rail

▬ North/South Connector Road

▬ CSX Railroad

▬ Streams

▬ TRANSIT ORIENTED DEVELOPMENT

▬ HISTORIC DISTRICT

▬ Proposed Open Space

▬ NATURAL AREA / OPEN SPACE

▬ PARKS AND RECREATION

▬ VERY LOW DENSITY (0-1.9)

▬ LOW DENSITY (2-6.9)

▬ URBAN RESIDENTIAL (7-10.9)

▬ MEDIUM DENSITY (11-15.9)

▬ HIGH DENSITY (16 & ABOVE)

▬ NEIGHBORHOOD

▬ COMMUNITY

▬ REGIONAL

▬ OFFICE

▬ RESEARCH & DEVELOPMENT

▬ INDUSTRIAL

▬ COMMUNITY FACILITIES

▬ UTILITIES

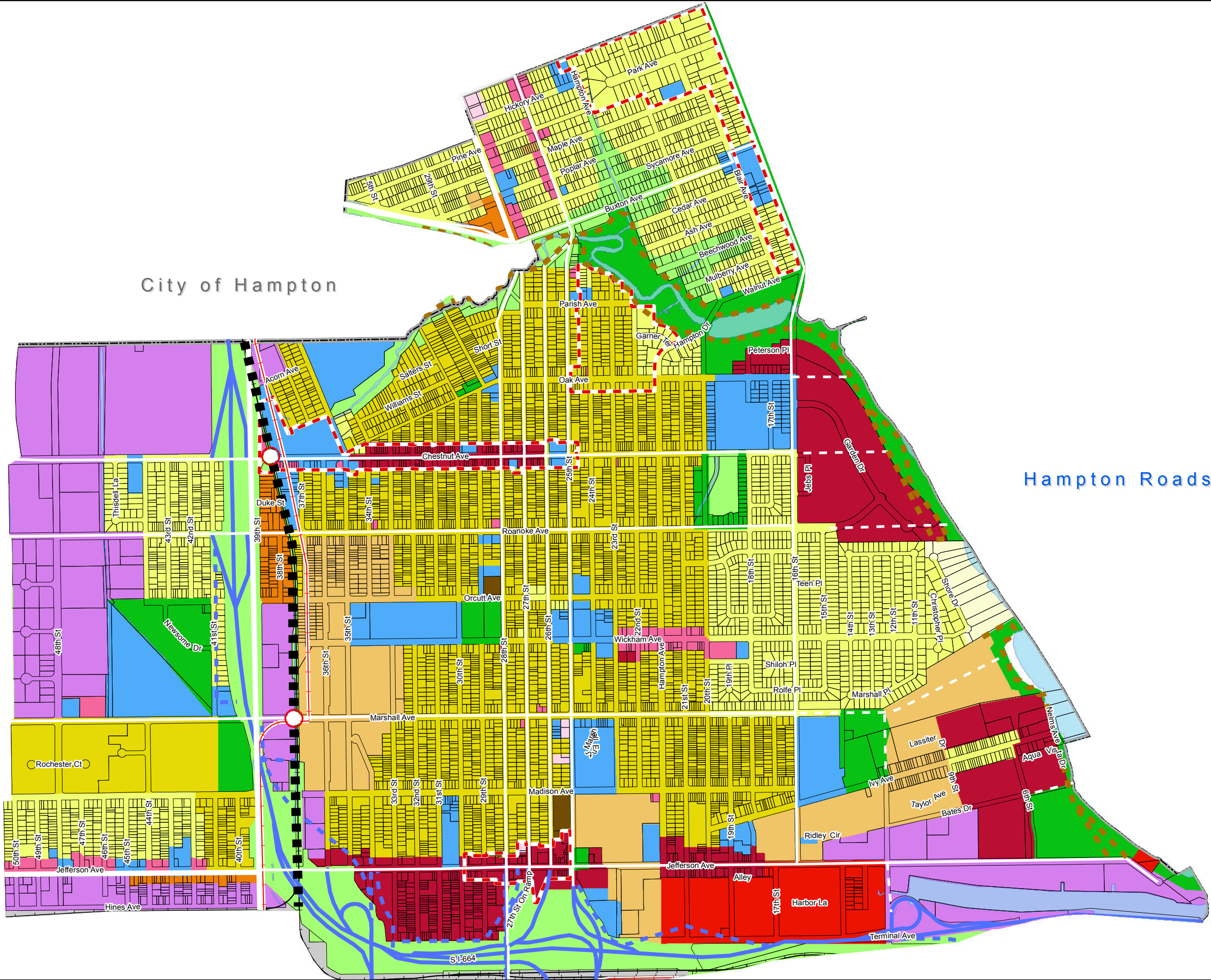
▬ TRANSPORTATION

▬ GOVERNMENT / MILITARY

▬ MIXED USE



1 inch = 1,100 feet



The Seafood Industrial Park's working waterfront, which has been an economic success, should be maintained over the long run.

#### Copeland Industrial Park

The strengths of Copeland Industrial Park are its proximity to I-664 and the Newport News Marine Terminal, and its designation as an economic HubZone and an Enterprise Zone. The Copeland Business Association, representing over 300 businesses and 9,000 employees is an important asset for promoting future investment within the Park.

The challenges for Copeland are its aging buildings, infrastructure, and limited remaining land available for development. Infrastructure improvements including new entrance signage and widening of intersections and roadways at City Line Road and Aluminum Drive, and Aluminum Drive between City Line Road and Chestnut Avenue, have been a collaborative effort with the cities of Newport News and Hampton. The next project is to improve the portion of 48<sup>th</sup> Street from the intersection of Chestnut Avenue to Commerce Drive. The city is currently working with the city of Hampton on the design for the improvement of City Line Road.

#### West Side of Jefferson Avenue between 39<sup>th</sup> and 50<sup>th</sup> Streets

The west side of Jefferson Avenue between 39<sup>th</sup> and 50<sup>th</sup> Streets along the CSX railroad should be redeveloped into a light industrial park with railroad maintenance and machinery and equipment storage to accommodate CSX and the expansion of freight rail into the Port of Hampton Roads.

#### **Future Commercial Corridors**

##### The Southeast Community Urban Waterfront Design Study – Economic Development Initiative

The study recommends that areas west of Jefferson Avenue, adjacent to I-664, become available for commercial redevelopment. The older public housing at this location may be replaced with a center containing large scale retail that draws shoppers from the interstate and also provide services and employment for residents within the area. Existing commercial landmarks, such as the Moton Theatre should be preserved and incorporated into the new regional center with pedestrian-oriented commercial uses such as dine-in restaurants to complement this cultural and entertainment venue.

##### Jefferson Avenue Corridor and the Southeast Commerce Center

The *Jefferson Avenue Corridor Study* recommends transforming the Jefferson Avenue corridor between 25<sup>th</sup> and 36<sup>th</sup> Streets, which includes the Southeast Commerce Center, into a mixed-use area of neighborhood retail, residential and small scale office uses. The desired uses in the new buildings include dry-cleaners, coffee shops, banks, professional offices and other complementary uses. New buildings should front directly on the street at heights of two or three stories. Accommodations should be made for outdoor sales and seating off-set from the sidewalk. Parking lots must be located to the rear or side of the buildings and not visible from the street. The ground floor level should consist of storefronts, small professional offices and/or art related uses. Upper level uses include offices and residential units. It is recommended that the concepts of the Jefferson Avenue Corridor Study should be extended south towards 16<sup>th</sup> Street.



Figure 3 Illustration of Jefferson Avenue Corridor Study

## Development Guidelines

## OPPORTUNITY SITES

## ILLUSTRATED USES

..... City owned parcels on either side of Jefferson Avenue at 25th Street

Commercial infill Development set within historic structures and shared parking at rear



..... Vacant parcel owned by the Housing Authority between 28th and 29th Streets on east side of Jefferson Avenue

Residential and mixed-use Development with parking behind and entrances on Jefferson Avenue



..... Scattered vacant parcels on Jefferson Avenue and side streets

Live-work lofts with shared driveways on side streets and rear alley on Jefferson Avenue



..... Vacant parcel owned by Miracle Temple Baptist Church between 31st and 32nd Streets on east side of Jefferson Avenue

Institutional use with parking on side and entrances on Jefferson Avenue



..... Future Hornsby Tire Site between 33rd and 34th Streets on east side of Jefferson Avenue

Auto-oriented retail use with parking access from side streets



Jefferson Avenue Corridor Study

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**Figure 4 Illustration of Potential New Retail West of Jefferson Avenue and North of 16th Street**

The Newport News Redevelopment and Housing Authority and the Newport News Economic Development Authority assembled properties north of 28th Street between Jefferson and Terminal Avenues for the proposed Southeast Commerce Center. The Southeast Commerce Center will become a high-quality, traditional mixed-use development which will include a grocery store serving the community, a mix of residential units, shops, medical and office uses. The project will provide commercial and economic momentum for the area.

#### Jefferson Park

Jefferson Avenue north of 39<sup>th</sup> Street serves as the commercial core of the Jefferson Park community. This strip of stores, churches and automotive uses along this portion of Jefferson Avenue is ready for reinvestment. Reinvestment can include building facade and streetscape improvements and code enforcement to improve the appearance of the corridor and attract desirable neighborhood retail uses to serve Jefferson Park.

#### Chestnut Avenue Improvements

In 2002, the Virginia Main Street Program designated Chestnut Avenue between 25<sup>th</sup> and 39<sup>th</sup> Streets as an Affiliate Main Street Community. This designation enables small businesses along the Chestnut Avenue commercial corridor the ability to access business assistance through the Virginia Main Street Program. The city should continue to invest resources in the streetscape improvements along Chestnut Avenue and support the growing neighborhood businesses in this corridor. Chestnut Avenue commercial corridor contains a mix of uses. This type of development is planned to continue.

#### 39<sup>th</sup> and Marshall Avenue

In 2011, the Newport News Economic Development Authority sold its five acre vacant commercially zoned land on the eastern corner of 39<sup>th</sup> Street and Marshall Avenue to an

industrial user to expand its existing business. It is recommended that the industrial land use designation be continued to the western corner of 39<sup>th</sup> Street and Marshall Avenue. Because of the industrial character of this portion of the corridor it could accommodate other industrial users or possibly serve as a relocation site for the Huntington Ingalls Shipbuilding 600 building from the Jefferson Park neighborhood.

Proposed commercial/industrial redevelopment areas are identified on Map 9, page 49.

## **Economic Incentive Programs**

### HUBZone

The HUBZone Empowerment Contracting Program is a federal program designed to stimulate economic development and create jobs in urban and rural communities by providing federal contracting preferences to small businesses located in and hiring employees from historically underutilized business zones. There are six census tracts in the plan area that have been designated as a HUBZone. There are twenty-three (23) businesses that have received HUBZone certification.

### Enterprise Zone

Enterprise Zones are geographic areas designated by the city to stimulate overall economic growth and neighborhood revitalization by providing tax and financial incentives to businesses operating in them. These benefits are extended to businesses large or small, new or expanding, manufacturing or retail. The Enterprise Zones located in the plan area were designated in 1984 and were one of the first of six Enterprise Zones designated by the State under its Urban Enterprise Zone program. Multiple companies have successfully applied for and received Enterprise Zone incentives since the program's inception. The city continues to advertise and administer this program to area businesses.

### Newport News Façade Improvement Assistance Program

The purpose of the Newport News Façade Improvement Assistance Program (NNFIAP) is to improve retail, commercial and mixed-use structures and properties located along the main corridors within the plan area. This program is designed to provide incentives to property owners to restore the character, appearance and vitality of their business within the various neighborhoods of the plan area. To date, five projects have received a total of \$100,821 in loan and grant money from this program.

### Increased Employment Opportunities

Increasing awareness about existing employment assistance programs and augmenting those programs to meet the needs of all workers and local industries in the area is an important goal that can be effectively addressed through aggressive outreach programs.

The plan area contains several satellite sites that offer employment search services. Also, loans and small business assistance programs are administered by the city's Department of Development. Anyone seeking assistance would need to develop a sound business plan prior to requesting funding. These funds provide financial assistance to new and expanding businesses, develop job opportunities, and achieve public-private partnerships. A list of all the programs offered can be found in Appendix D.

### **Implementation Action Steps**

**Improve the marketability of existing industrial parks in the plan area by making them more sustainable and improving infrastructure.**

#### **Action (s)**

- ❖ Complete and implement design plans to sustain the Seafood Industrial Park as a commercial harbor.
- ❖ Attract private investors to bring commercial retail, office and hospitality uses that will employ residents within the community.
- ❖ Implement road and sewer improvements for Copeland Industrial Park including the widening of 48<sup>th</sup> Street and City Line Road with sidewalks, curb and gutter.
- ❖ Work with Copeland Business Association and the city of Hampton to maintain and address the needs of industry within the park.

**Implement the economic development recommendations of the *Southeast Community Urban Waterfront Study*.**

#### **Action (s)**

- ❖ Redevelop the west side of Jefferson Avenue south of 25<sup>th</sup> Street for a regional commercial center.
- ❖ Identify commercial needs and neighborhood retail uses that should be included in the regional center.

**Implement the recommendations of the *Jefferson Avenue Corridor Study*.**

#### **Action (s)**

- ❖ Remove the overhead utility lines on Jefferson Avenue. Advance the design of streetscape improvements, such as selection of light fixtures, trees, and other street furniture, within the corridor.
- ❖ Study the impact on bus service as a result of the Southeast Commerce Center project and address the need for changes to service routes and frequency.

**Improve employment assistance and employment programs for workers in the plan area.**

#### **Action (s)**

- ❖ Increase outreach and awareness about existing employment programs.
- ❖ Determine the specific needs of and opportunities for all of the area's working population and local industries/businesses.
- ❖ Work with the community and program providers to determine how community employment assistance needs can be met by existing employment assistance programs or how they need to be improved.



# Map 9 Proposed Commercial/Industrial Redevelopment Areas

**Legend**

Proposed Industrial Reinvestment Areas\*

Proposed Industrial Redevelopment\*

Proposed Commercial Reinvestment Area\*\*

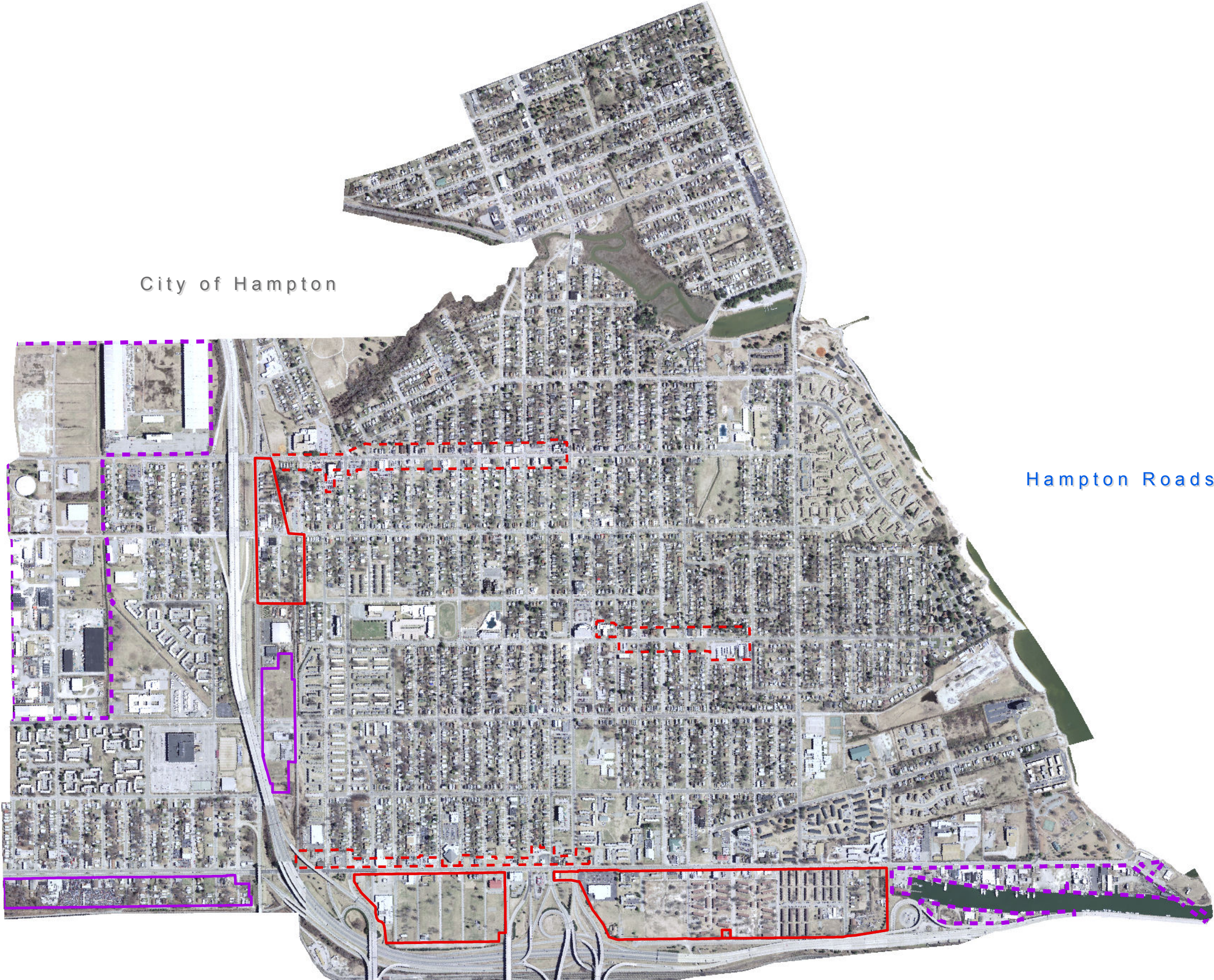
Proposed Commercial Redevelopment\*\*

\* Reinvestment areas are areas that are stable but require rehabilitation and maintenance.

\*\*Redevelopment areas are areas that require major clearing and demolition.



1 inch = 1,100 feet



City of Hampton

Hampton Roads

Jefferson Ave

## TRANSPORTATION

### Community Boulevards

Efforts need to be made to reduce speeding and implement traffic calming measures. The one-way couplet streets in the plan area, 25<sup>th</sup>/26<sup>th</sup> Streets and 27<sup>th</sup>/28<sup>th</sup> Streets should be converted into two way streets that serve the community instead of interstate or Shipyard traffic. (See Map 10, page 53.) A two-way conversion of these roads would slow traffic and reduce congestion and noise in the residential areas they serve. Changing street grid traffic should be considered in conjunction with alternate route planning for interstate and commuter thru traffic. Although 25<sup>th</sup> Street can accommodate parking on both sides, 26<sup>th</sup>, 27<sup>th</sup> and 28<sup>th</sup> Streets should restrict on-street parking to one side. Changes to parking should be done in a comprehensive manner to include a revisit to alleyway access and rear yard connections.

Landscaping, sidewalks and other streetscape improvements should be built throughout the area. Gateway improvements such as wayfinding signage, ornamental landscaping and lighting should reflect entry into the community. Overhead wires should be eliminated when possible and trees must be protected. The initial focus of the improvements should be the commercial corridors of Jefferson, Chestnut and Wickham Avenues however further analysis is required to identify specific locations.

### Transportation Improvements

In anticipation of the proposed Third Crossing of Hampton Roads, Interstate 664's future right-of-way should be reserved for future widening. The I-664/Terminal Avenue interchange should be improved to provide direct access to the waterfront by extending 12<sup>th</sup> Street. Traffic calming measures along 12<sup>th</sup> Street such as road medians and crosswalks should be installed to reduce speeding from interstate traffic.

Other gateways including Jefferson, Chestnut and Chesapeake Avenues should be enhanced with landscaping, improved sidewalks, and attractive street lights and street furniture.

### Bus Transportation

All bus stops and transfer points should be clean, comfortable and convenient. Standardized trash bins and receptacles should be placed at all bus stops. Modern bus shelters with weather resistant benches, solar lighting and electronic notification systems should be placed at major bus transfer points. Transit place making strategies, like hardscaped plazas, landscaping, and public spaces, should be encouraged where any bus transfers occur like 25<sup>th</sup> Street and Jefferson Avenue. (See Map 11, page 54.)

### Rapid Transit

Rapid transit is proposed for the plan area via the CSX railroad corridor into downtown Newport News. This corridor, also known as the *A1 Alignment*, is the locally preferred alternative for light rail and commuter rail service between downtown Newport News and Williamsburg. Premium bus service on Jefferson Avenue will connect the plan area to the city's planned *A3 Alignment* light rail starter line in the Oyster Point area.

The Pembroke Avenue/CSX rail spur between Newport News and Hampton runs parallel to 39<sup>th</sup> Street and represents an additional opportunity for rapid transit service.

This rail corridor requires further study and participation from the City of Hampton.

Improved Amtrak passenger rail service to Newport News from Richmond will require the construction of a downtown Amtrak Station with local bus connections. Other transit options for the plan area include fast ferry commuter service to south Hampton Roads and a rail tunnel to Norfolk's light rail system through the proposed third crossing of Hampton Roads.

### **Pedestrian Safety**

Properly designed pedestrian circulation is important for the safety and convenience of residents and for the vitality of the plan area's existing and new commercial areas as a unifying element. Therefore, sidewalks and pedestrian paths should be completed throughout the area. Re-establishing alleyways in residential areas, where possible, will reduce the conflicts between driveways and sidewalks, returning sidewalks to the pedestrian.

The Southeast Community Sidewalk Program is designed to provide new sidewalks and replace older sidewalks in the area. Requests are made to the city by citizens for new sidewalks, repair of existing sidewalks, and/or handicap ramps. This program should be continued and enhanced by additional funding.

### **Bike Lanes**

Separate bike lanes should be established on major arterials such as 16<sup>th</sup>, 27<sup>th</sup>, 28<sup>th</sup> and 39<sup>th</sup> Streets, Marshall, Madison, Roanoke, Ivy, Chestnut and Chesapeake Avenues. Some arterials will need to be modified to accommodate these bike lanes. As part of a network of recreational bike facilities, bike lanes will connect the neighborhood to the waterfront vistas, parks and businesses.

### **Screened Parking**

Parking should be located behind buildings, whenever possible, to screen the view of parked cars from the street and allow the space in front of buildings to be used for pedestrian paths and landscaping. Alleys behind commercial buildings can be used to provide vehicular access to shops and parking while reducing the number of curb cuts or driveways onto the main road. Plant material should be used to screen parking areas from view.

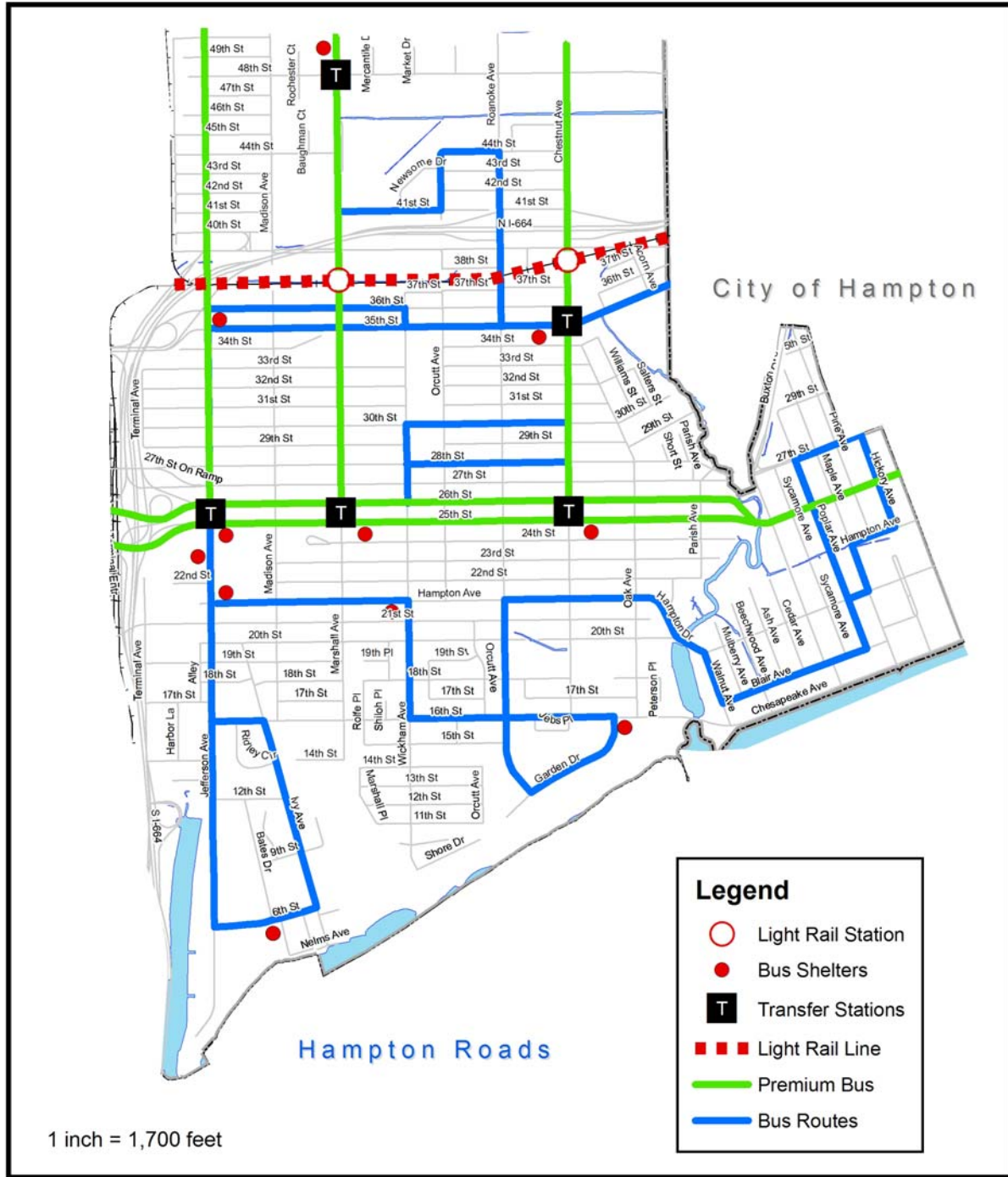
### **Implementation Action Steps**

**Improve bus stops by making them clean, comfortable and convenient for all residents.**

#### **Action (s):**

- ❖ Install bus shelters and site furnishing at the bus stops identified in the Citywide Bus Shelter Plan.
- ❖ Install standardized garbage receptacles at all bus stops throughout the area for regular city pick-up.
- ❖ Implement an "Adopt-a-Spot" program around bus stops and transit centers.
- ❖ Provide clear bus route schedules and additional information per the Citywide Bus Shelter Plan.





**Map 11**  
**Proposed Public Transportation**



**Provide the area with access to transit in the form of light rail, commuter rail, Amtrak or higher speed rail.**

**Action (s):**

- ❖ Provide premium bus service from the plan area to light rail stations along the A1 or A3 Alignments.
- ❖ Provide bus connections from the plan area to the planned downtown Amtrak Station.
- ❖ Explore light rail transit from the plan area into Hampton along the Pembroke Avenue CSX rail line.
- ❖ Provide commuter rail service from downtown Newport News to Richmond, VA.
- ❖ Build light rail transit service on the A1 Alignment that connects to the A3 Alignment in the central part of the city.

**Enhance existing streets and create pedestrian oriented streets and boulevards that serve the area.**

**Action (s):**

- ❖ Convert 25<sup>th</sup>/26<sup>th</sup> Streets and 27<sup>th</sup>/28<sup>th</sup> Streets into two-way streets with on-street parking.
- ❖ Improve landscaping and provide streetscape improvements within the right-of-way on Jefferson, Chestnut, Wickham and Roanoke Avenues.
- ❖ Improve Interstate 664 with sound barriers where it abuts residential neighborhoods.
- ❖ Rebuild the I-664/Terminal Avenue interchange at 12<sup>th</sup> Street to Jefferson Avenue to improve access to the waterfront.
- ❖ Underground the utility lines along Jefferson, Chestnut, Wickham and Roanoke Avenues.

**Increase street lighting and sidewalks throughout the area.**

**Action (s):**

- ❖ Determine locations and numbers of new and/or improved street lights and areas which need sidewalks.
- ❖ Estimate the cost of implementing street light and sidewalk improvements and identify funding sources.
- ❖ Install street lighting and sidewalks on designated streets.
- ❖ Establish priorities for public improvement of the pedestrian environment.

**Establish bike lanes for bicyclists in the area.**

**Actions (s):**

- ❖ Mark bike lanes on major streets including 16<sup>th</sup> , 27<sup>th</sup>, 28<sup>th</sup>, and 39<sup>th</sup> Streets, Marshall, Madison, Roanoke, Ivy, Chestnut and Chesapeake Avenues.

## HOUSING

The plan area is at build out. Over 30 percent of the land in the plan area is residential. Public and assisted housing make up 26 percent of all residential housing units. With little to no vacant land remaining, new residential development will become more challenging in the plan area shifting the focus to redevelopment. Therefore, it will become increasingly important to preserve the character of existing neighborhoods and identify areas that have the potential for full scale redevelopment. A technique such as inclusionary zoning is a way to address the challenges in providing diverse housing opportunities. Inclusionary zoning is a set of regulations that require developers to produce affordable housing units along with the development of market rate units. Inclusionary zoning can be a powerful tool to insure that as new full scale redevelopment occurs; all income levels are being provided with decent and safe housing.

Any new housing opportunities, outside of full scale redevelopment areas, will occur on individual scattered lots or infill lots within established neighborhoods. Newer infill housing units have occurred sporadically throughout the area and the major investor in that housing has been the NNRHA.

### Long Range Redevelopment Areas

The Plan identifies eight areas where long range residential redevelopment should be the focus. Long range means redevelopment that will take 12 or more years to occur. These areas have large concentrations of public and assisted housing. They are highly visible from Interstate 664; are located near or are in Police Department identified “hot spot” crime areas; or are deteriorated single family residential areas located near public or assisted housing. These long range redevelopment areas provide an opportunity to reintroduce blocks with working alleyways as well as to create areas with a diverse housing mix. (See Map 12, page 61.) Any redevelopment areas identified will only occur as the life cycle of the housing ends. However, recent changes in State law have made the creation of new redevelopment areas more challenging.

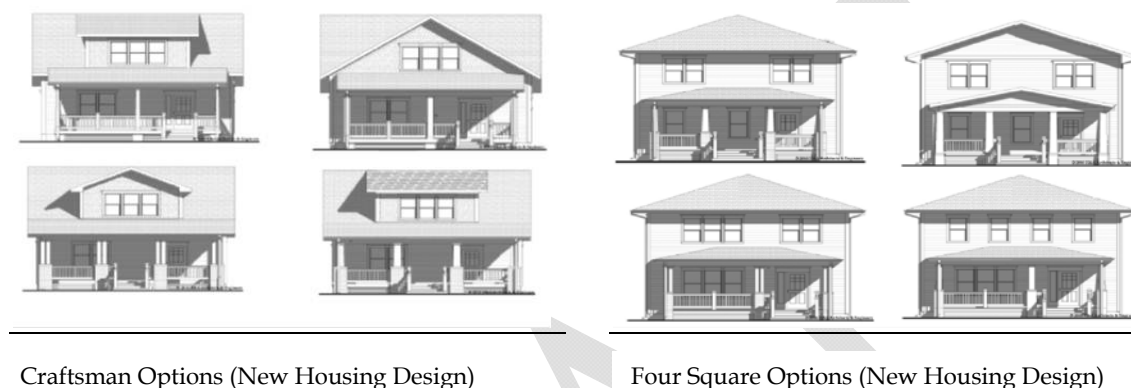
Several residential redevelopment areas have already been identified and plans to redevelop those areas are underway. They include the areas identified in the *Jefferson Avenue Corridor Study*, the Southeast Community Corridor Redevelopment Plan, the Jefferson Park Redevelopment Plan and the *Southeast Community Urban Waterfront Design Study*.

The *Jefferson Avenue Corridor Study* outlines desired qualities of new residential developments along the corridor as well as along side streets. Housing identified between 28<sup>th</sup> and 29<sup>th</sup> Streets should allow a mix of housing types with some ground level commercial or retail. New housing should be designed following historical patterns and good urban design principles. New residential buildings fronting Jefferson

Avenue should have a small additional setback as well as a slight rise to the entry to the first floor to allow for residential privacy and added security. Parking should be provided in the rear to avoid curb cuts on Jefferson Avenue and should be screened from streets and neighboring properties.

The Southeast Community Corridor Redevelopment Plan established the vision for the development of the Madison Heights community. Madison Heights is located on the 600, 700, and 800 blocks of 25<sup>th</sup> to 28<sup>th</sup> Streets. This is an on-going redevelopment project by the NNRHA. Figure 5 shows new house designs developed for the community.

**Figure 5 Illustration of New NNRHA House Designs**



The Jefferson Park redevelopment area includes properties located from 39<sup>th</sup> to 41<sup>st</sup> Streets. The NNRHA has been undertaking traditional redevelopment activities here and has acquired almost two thirds of the properties designated to be developed. Single family detached dwellings and 50 townhouse units will replace the buildings that have been torn down.

The *Southeast Community Urban Waterfront Design Study* includes properties located along the Hampton Roads harbor which are Stuart Gardens apartments, the former Chase Bag factory site, the Towers apartments, and Aqua Vista apartments.



**Figure 6 Illustration of Redevelopment of Stuart Gardens**

The 40 acre 491 unit Stuart Gardens site should be redeveloped as a housing community with public access to the waterfront. Oak, Chestnut and Roanoke Avenues will be extended to the waterfront and a road will separate the housing development from the public park located along the waterfront similar to development along Chesapeake Avenue.

The 27 acre former Chase Bag factory site has been designed with condominiums, townhouses and single family residential housing as part of an approved conditional change of zoning.



**Figure 7 Illustration of Redevelopment of Towers, Aqua Vista and former Chase Bag Sites**

The proposed development will maintain a public park along the waterfront. The Stuart Gardens and former Chase Bag factory sites flank the Christopher Shores residential neighborhood.

The redevelopment of the Towers' and Aqua Vista apartments' sites with the Chase Bag site, part of Lassiter Courts and privately owned vacant waterfront site would enable the city to create a continuous linear waterfront park from King-Lincoln Park to the Chase Bag site. The park will continue from the east side of the Christopher Shores neighborhood to the Hampton City line.

The linear park would not extend into the Christopher Shores neighborhood.

The park as recommended will be an asset to the new residential developments that abut it. With the extension of the road network to the waterfront, this linear park creates an atmosphere that will invite redevelopment and that redevelopment will attract a diverse population of residents.

Ivy Avenue, located between the Towers and Aqua Vista long range redevelopment sites, should be developed with single family residential structures. Although some new houses have been built many of the older houses are showing signs of neglect and are in need of repair. Ivy Avenue is one of the few streets in this area that extends to the waterfront. Residential infill is recommended. This infill will increase the removal of abandoned and deteriorated structures.

Long range consideration should address areas including Ridley Place, the single family residential neighborhood between Hampton Avenue to 16<sup>th</sup> Street and Jefferson Avenue to Madison Avenue, the Newport Harbor site, the Seven Oaks apartment site, Marshall Courts and Newsome Park.

With the demolition of Harbor Homes and Dickerson Courts, Ridley Place and its 256 units is the last of the large post wartime public housing complexes remaining in the *Southeast Community Urban Waterfront Design Study* redevelopment area. Lassiter Courts was demolished earlier and replaced with 100 townhouse units. Ridley Place should be redeveloped to create a mixed income community that would include a smaller number of public housing units. The housing would be redesigned to face the street and take advantage of the wide open spaces between the buildings.



**Figure 8 Illustration of New Housing**

The single family residential neighborhood abutting Ridley Place north to Hampton Avenue and east to Madison Avenue has experienced significant disinvestment. Much of the area remains zoned for high density residential development. If Ridley Place is addressed, this area should be included. New construction should reconstitute the alleyways and take advantage of the 25-foot wide lots that have remained in the area.

The Newport Harbor apartments with 200 units situated on 18 acres were constructed on an urban renewal site. The complex is typical of a 1960's suburban style apartment development. The development is inconsistent with the historic street grid pattern and is therefore out of character with other more traditional development in the area. It is located at one of the area's gateways and should be redeveloped to enhance the gateway. Redevelopment could include row houses that face the street. Parking should be located behind the buildings utilizing alleyways.

The Seven Oaks apartments with 202 units situated on 11 acres and Marshall Courts with 353 public housing units on 22 acres are both visible from Interstate 664. These developments should be rebuilt as row houses that face the street with parking behind the buildings, preferably in re-established alleyways. Seven Oaks should be buffered from the rail spur. Parking for Seven Oaks should be located between a treed buffer and the buildings. Redevelopment of both sites should be considered in the distant future following redevelopment of existing targeted sites.

Newsome Park apartments with 650 units in two sections, East and North are located on a total of 42 acres. Newsome Park East is separated from Newsome Park North by Newsome Park Elementary School. These complexes are in the Jefferson Park section of the plan area. Newsome Park apartments have experienced decline and neglect and have been identified as a Police Department "hot spot." It is recommended that Newsome Park East be redeveloped into a park that will serve the larger community.

Also, it is recommended that Newsome Park North be redeveloped to provide a mix of low and medium density residential uses. The new neighborhood would then be an extension of the Jefferson Park community and continue the traditional block pattern of development.

### **Relocation of Residents Impacted By Redevelopment**

The relocation of public and Section 8 project based housing residents who would be displaced by redevelopment is a critically important and sensitive issue. The city has an obligation to ensure displaced residents are fully aware of their rights.

Residents displaced by the removal of public housing will be relocated in accordance with the Newport News Redevelopment and Housing Authority's Relocation Policy. Displaced public housing residents will be offered comparable housing within another public housing complex or a housing choice voucher if the resident is on the Housing Choice Voucher wait list. The detailed policy can be found in Appendix C.

For displaced low-income private housing residents, the city will work with the U.S. Department of Housing and Urban Development (HUD) to ensure that project-based vouchers are converted to tenant-based vouchers or, alternately, negotiate a private developer payment to be utilized to relocate the impacted residents. Residents displaced will receive a waiting list preference for public and assisted housing programs operated by NNRHA.

### **Reinvestment/Infill Areas**

The remaining residential areas not identified as long range redevelopment areas should be designated as reinvestment areas. Reinvestment areas are areas that are stable but require overall maintenance, rehabilitation and compatible residential infill.

Some neighborhoods in the plan area are having an increase in infill development. In some cases, the infill development that is occurring is not compatible with the existing housing on the block. The new home may be too large or lack the attractive features that characterize the other homes on the block. Many of the single family homes now in the plan area were built before World War II. These homes were built close to the street and feature large front porches. New infill housing that set back from the street



# Map 12 Proposed Residential Redevelopment Areas

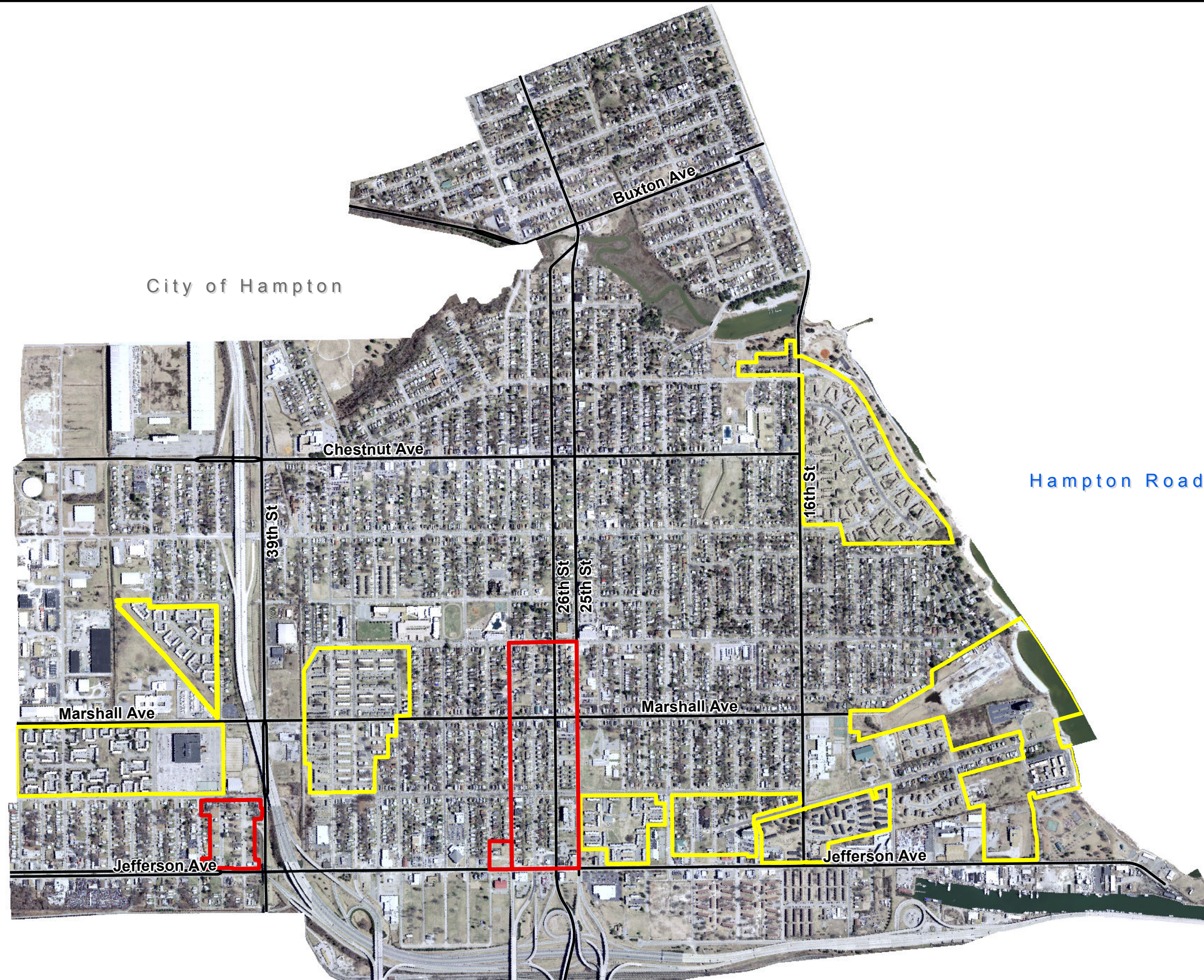
## Legend

- Long-Term
- Short-Term

Hampton Roads



1 inch = 1,100 feet



J e f f e r s o n A v e

provide on-site parking and do not feature the large front porches that characterize neighboring homes. Poorly sited residential dwellings have a negative visual and social impact on the neighborhood.

Many of the older homes are small compared to today's standards and were not developed with the amenities of new construction. Therefore, homeowners are seeking to build additions. Because of the small size of the lots in the plan area, building additions are usually second story additions or are located on the front or rear. Often these additions result in a radical change to the existing home and neighborhood. Problems with additions include mass and scale overshadowing smaller buildings; interruption of established setbacks; inconsistent design and architectural elements (such as front-loaded garages) and excessively paved surfaces (such as driveways). Additions can destroy the architectural features of the original structure and the appearance and character that once was prevalent. Techniques such as historic and design overlay districts discussed in the Historic Preservation section of the Plan, can address the compatibility challenges created by infill housing and additions by requiring new construction to adhere to design guidelines that will result in buildings or additions that are in keeping with the architectural styles prevalent on the block.



**Figure 9 Illustration of Infill Single Family Housing**

### **Implementation Action Steps**

#### **Implement the residential redevelopment recommendations of the *Southeast Community Urban Waterfront Design Study*.**

##### **Action(s)**

- ❖ Prioritize the redevelopment areas identified in the study.
- ❖ Create public/private partnerships to ensure the success of any redevelopment effort.
- ❖ Allocate resources to the redevelopment effort.

#### **Continue the Implementation of the South Jefferson Park Redevelopment Plan.**

##### **Action(s)**

- ❖ Clear all blighted structures identified in the Plan.
- ❖ Develop townhouse units with parking spaces located in the rear yard.
- ❖ Minimize driveways by providing shared driveways for each unit.
- ❖ Consider adding more single family detached dwellings.
- ❖ Expand the Title 36 area to the west side of Jefferson Avenue to include the 500 block of Jefferson Park for commercial and industrial development.

#### **Amend the development ordinances to achieve the goal of redevelopment and compatible infill development.**

##### **Action(s)**

- ❖ Conduct an architectural survey.
- ❖ Develop a design standards manual for the plan area that will help new infill development to conform to the contextual character of the neighborhood.
- ❖ Institute a design review process for neighborhoods in the plan areas outside of the historic districts. This will require a charter change.
- ❖ Amend the ordinances to allow the creation of paved alleyways and to permit a variety of housing types.

#### **Create programs to assist housing development on 25-foot wide lots.**

##### **Action(s)**

- ❖ Reinstitute the program with the NNRHA to purchase 25-foot wide lots. The lots can either be land banked, sold or donated to the adjoining property owners to create lots that are greater than 25-foot wide.
- ❖ Where possible, reconstitute the alleyways. If alleyways exist in the block, allow redevelopment to occur on 25-foot wide lots.
- ❖ Allow compatible infill development on lots less than 50-foot wide that can accommodate an automobile on-site, but not in the front yard, in accord with design guidelines.

## HISTORIC PRESERVATION



**Wrap-around Porch**



**Vernacular Commercial Building**



**Neo-Classical Style Church of God in Christ**



**Italianate Row Houses**

The plan area has the potential to become again the vibrant place to live, work, and play that it once was. It is a special area that, due to its historic development patterns, translates into a physical environment of walkable neighborhoods and quality urban spaces. The community has a wealth of architecturally significant homes, commercial buildings, places of worship, and other structures; different neighborhoods with distinct characteristics, and an abundance of cultural resources representing the area's history and diverse life. All these elements contribute to the overall character of the area that more than 20,000 people call home.

Attracting and retaining a strong middle-class workforce and supportive businesses in the area is important to the overall quality of life, and the overall character of the area. The distinctive character of the area can be a strong incentive to retain existing residents and attract new residents, businesses, and visitors.

Substandard housing continues to be concentrated in the plan area, and deteriorated housing has emerged as the primary physical problem. The extent of the deterioration and dilapidation in the area's housing presents a need for rehabilitation and conservation programs in the community. There are a few pockets where care has been taken to preserve many of the original architectural details of the homes. However, there also are many homes which have been abandoned and fallen into disrepair. Communities nationwide have used historic districts to stop deterioration and protect their historic, architectural, and cultural heritage.

Although, there are many individual structures and even clusters of buildings that retain a high degree of integrity within the plan area, four areas have been selected as the best candidates for a historic district because they are distinctive and cohesive. These areas, shown on Map 13, page 68 are identified below.

### **Proposed Historic Districts**

- ❖ The properties bounded by Pear Avenue and Sycamore Avenue between Chesapeake and Hampton Avenues, as well as the properties between Chesapeake and Blair Avenues between Pear and Walnut Avenues, this area is different from most of the other areas of the plan area as it has larger homes on larger lots and most of the structures retain a high degree of architectural integrity;



**Bungalow Style**



**Bungalow and Four Square Examples**

- ❖ The properties west of Salter's Creek to Oak Avenue and between 24<sup>th</sup> and 21<sup>st</sup> Streets present a very cohesive collection of 1920 to 1930's residential buildings that hold a high degree of integrity and are representative of the architectural styles of the community;



**Craftsman Style Houses**



**Collection of American Four-Square**

- ❖ Chestnut Avenue from 39<sup>th</sup> Street to 25<sup>th</sup> Street is the commercial corridor within the area that holds the most integrity. The corridor contains some of the most representative commercial and institutional buildings from the early years to today. This district includes the National Register listed Smith Pharmacy (1946) at 3114 Chestnut Avenue; and



**Italianate Buildings on  
Chestnut Avenue**



**Smith Pharmacy**

- ❖ The area between 25<sup>th</sup> and 30<sup>th</sup> Streets along Jefferson Avenue still contains some representative commercial structures that should be preserved. Any future development on the Avenue should be compatible with these remaining historic structures. The James A. Fields House/Whittaker Hospital (1890) at 617 27<sup>th</sup> Street, and listed in the National Register of Historic Places, is within the boundaries of this district.

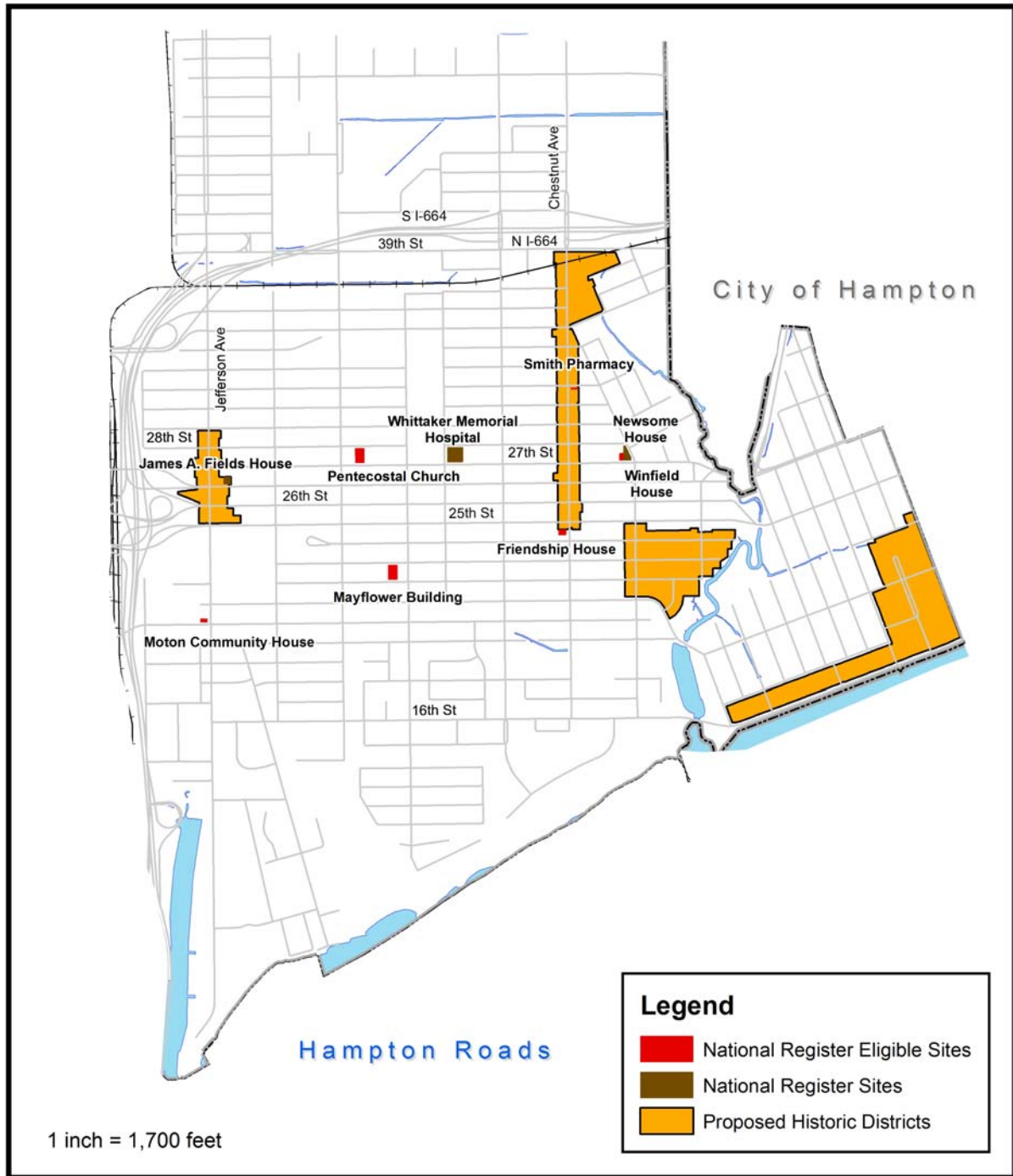


**Italianate Commercial  
Buildings**



**James A. Field House  
Italianate Villa**

These districts will be governed by a set of guidelines by which a single Architectural Review Board will determine the appropriateness of any proposed changes, additions, or new construction within the areas deemed to be worthy of such designation.



**Map 13**  
**Proposed Historic Districts & Sites**

### Individual Listings of Historical Sites and Buildings

Properties listed in the National and State Registers are not subject to design review controls and they can be demolished by a private owner. However, designation provides for tax incentives to preserve listed structures. Listed buildings may qualify for 20 percent federal and 25 percent state tax credits for substantial rehabilitation as long as the rehabilitation is done in conformance with the Secretary of the Interior's Standards for Rehabilitation. It should be noted that in many cases it is easier to list a district with contributing structures than it is to have a structure individually listed.



**Newsome House - Queen Anne**



**Whittaker Memorial Hospital**

The Newsome Square at the northwest corner of Oak Avenue and 28<sup>th</sup> Street that contains the Newsome House (1898), and Whittaker Memorial Hospital (1943) at 1003 28<sup>th</sup> Street, as well as any other structure or groupings of structures now listed or to be listed in the National Register of Historic Places will be designated as Single Site Historic Districts and placed under the review of the Architectural Review Board. The Mayflower warehouse building (1917) at 854 23<sup>rd</sup> Street; the school building at 815 28<sup>th</sup> Street that now houses the Pentecostal Church, as well as the structure at 2407 Chestnut Avenue (1900) that now houses the Friendship House are three prominent examples of structures eligible for listing on the National Register of Historic Places that could benefit from adaptive re-use projects and also should be placed under the Board's review.



**The Mayflower Building  
Italianate**



**Colonial Revival**

### Design Overlay District

The architectural integrity of a vast percentage of the building stock outside of the areas deemed worthy of historic district designation has been compromised. However, the community character is still present and should be preserved. A means of preserving the character is by designating the whole area as a design overlay district. This

designation acknowledges the diminished architectural integrity of the buildings while recognizing the importance of maintaining the traditional street grid design, the historic scale of the prevailing buildings, as well as the street “wall” effect of continuous rows of buildings at the front of the property line.

This designation will require review of any new infill construction to assure compatibility with its historic surroundings. The review will look at site layout, form, height, massing, proportions, and scale. The creation of a design overlay district will require a change to the Newport News City Charter.

Creation of a design center is recommended to provide free information to all residents and prospective residents who are contemplating renovating, adding to an existing building, constructing a new structure, or even doing basic maintenance to their homes. The center would be staffed by professionals that will provide the citizenry with the resources and technical assistance necessary to aid in the planning of the rehabilitation, redesign and preservation of the historic buildings as well as the appropriate design for infill development in the area. The center will provide information and aid citizens in the application process for the proposed tax abatement program, Historic Preservation Tax Credits, and any other available financial aid programs. The offerings of the design center will concentrate on three key areas: architecture, neighborhood planning and design, resources, and finance.

### **Implementation Action Steps**

#### **Create historic districts.**

##### **Action(s)**

- ❖ Identify the historic districts in the Zoning Ordinance.
- ❖ Constitute one architectural review board for the identified historic districts.
- ❖ Prepare and adopt design guidelines for the review and approval of all new construction, additions, rehabilitations and alterations to the exterior of any structure within the districts to preserve the integrity and character of the identified areas.

#### **Create a design overlay district that will expand the Neighborhood Conservation District.**

##### **Action(s)**

- ❖ Modify the City Charter to allow for the creation of a design overlay district.
- ❖ Excluding industrial areas, place the plan area under an overlay that would provide design review of all new construction to assure the preservation of the area’s character.
- ❖ Encourage appropriate infill on 25-foot wide lots when they are between existing historic structures.
- ❖ Create and adopt design guidelines.
- ❖ Establish a design center.

### **Create special tax district to stimulate historic preservation.**

#### **Action(s)**

- ❖ Create a tax abatement program to provide incentives to invest in the preservation of historic structures. The abatement will reward those who make major improvements to their properties by not increasing the taxes from the original assessment of the property value prior to the improvements taking place. The abatement should run with the property so that both developers and homeowners can use it as a tool to improve the property.

### **List eligible properties in the National Register of Historic Places.**

#### **Action(s)**

- ❖ Encourage owners of historic properties to pursue National and State Register status and any available tax credits for preservation of the properties.
- ❖ Develop a marketing brochure for persons interested in the preservation of historic properties and taking advantage of available tax credits.

### **Create specific land use policies related to the preservation of neighborhood character.**

#### **Action(s)**

- ❖ Maintain the traditional street grid design.
- ❖ Maintain the street wall effect with continuous rows of buildings fronting the streets.
- ❖ Re-introduce the alleys parallel to the main streets to provide for off street parking.
- ❖ Reclaim and pave existing alleys that are still unobstructed.
- ❖ Discourage demolition; however, if necessary, plan demolition to create attractive open space that can be monitored by neighboring residents and use for community gardens, active recreation and serve as parking.

## **PARKS, OPEN SPACE AND OTHER COMMUNITY FACILITIES**

The plan area has several parks, one recreation center and several buildings that serve as gathering places for local residents. Map 14, page 77, identifies Proposed Community Facilities and Recreational Bike Routes.

### **Parks and Open Space**

All of the parks in the area are located along the Hampton Roads waterfront except for the mini-parks and squares scattered throughout. In 1994 the city adopted the Hampton Roads Waterfront Parks Plan. The goal of the Plan was to improve the parks located in the area along the Hampton Roads harbor. Many of the recommended improvements have yet to be done. Improvements will be made as funding becomes available. Items

from the Hampton Roads Waterfront Parks Plan that have not been implemented are as follows:

- ❖ New Recreation Center next to Achievable Dream Tennis Center,
- ❖ New Restroom at Anderson Park,
- ❖ Playground at South Anderson Park,
- ❖ Replace pathways, develop promenade at King-Lincoln Park,
- ❖ Chesapeake Avenue promenade/bikeway, and
- ❖ Walking trail along Salter's Creek.

Linear parks and open space along Salter's Creek and its tributaries can be created by purchasing properties in areas below the four foot elevation above mean sea level. The four foot elevation was chosen because sea level is expected to rise at least 3.28 feet over the next century and because the 100-year flood plain is flooding more frequently in 2010. Property acquisition can be done through the Flood Assistance Program described in the Community Profile under the Environmental Challenges section. Some of this land can be turned into active parks, some returned to tidal wetlands and some into a trail network with linkages to other destinations in the plan area.

### **Neighborhood Community Centers**

The Boys and Girls Clubs of Virginia Peninsula are expanding to include neighborhood community centers. The Newport News Public Schools and Boys and Girls Clubs reviewed their facilities and made the following recommendations of locations in the plan area: Newsome Park Elementary School and the expansion of the Boys and Girls Clubs located at Lassiter Courts and Hampton Avenue.

### **Recreation Center**

The Doris Miller Recreation Center building is in need of upgrades. Some internal refurbishment has been completed. However, the outside of the building is showing its age. A façade renovation to include replacement of external doors and windows should be undertaken in the future.

A future recreation center is planned as a second phase of the Achievable Dream Tennis Center. Design and construction of the center is estimated to occur beyond the 2014 fiscal year.

### **Plazas**

A plaza to honor Dr. Martin Luther King, Jr. was initiated by the Dr. Martin Luther King, Jr. Memorial Committee. The plaza is located on the former JAMA Square site. The final design is complete and funding was provided in the 2009 bond issue. Construction of the Plaza is underway and slated to be completed during the fall of 2011. The Plaza and memorial to Dr. King will provide a gateway to the Southeast Community at 25<sup>th</sup> Street and Jefferson Avenue.

A second plaza should be considered across from the Downing Gross Cultural Arts Center located at 25<sup>th</sup> Street and Wickham Avenue. The location could improve the setting of the Downing-Gross Cultural Arts Center and complement the other cultural amenities in the Wickham Avenue corridor and Legacy Square Cultural Trail, a citizen sponsored project, identified in figure 11. A streetscape plan for the 25<sup>th</sup> Street corridor between Jefferson and Wickham Avenues should be designed and installed with grant funds. This streetscape will provide the starting point for establishing a walking tour of historic sites in the plan area as recommended by the Dr. Martin Luther King, Jr. Memorial Committee.

An aerial photograph of a residential neighborhood in Chicago, centered on Wickham Ave. A yellow rectangular box highlights the area between 36th St and 22nd St, and between 30th St and 24th St. The highlighted area includes Wickham Ave, which runs horizontally across the middle. To the left of Wickham Ave, there is a large, light-colored building complex. To the right, there is a baseball field and a smaller building. The surrounding area consists of residential streets with houses and trees. Street names are labeled throughout the image, including 36th St, 35th St, 34th St, 33rd St, 32nd St, 31st St, 29th St, 30th St, 28th St, 27th St, 26th St, 25th St, 24th St, 23rd St, 22nd St, and Ampton Ave. The highlighted area also includes the street names 30th St, 29th St, 28th St, 27th St, 26th St, 25th St, 24th St, and Ampton Ave.

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## Libraries

Libraries play a pivotal community building role. Libraries provide a positive place for families and especially for the community's youth, to gather and learn. The city considered an expansion to the Pearl Bailey Library as part of a Library Facility and Space Needs Study in 2008 by PSA Dewberry. However, given the combined factors of the lack of vacant land and funding, the expansion may not occur in the near future. Expanding the library should remain the focus despite the obstacles. It should expand at its current location. This plan recommends a second floor addition, which is typical for design in an urban area where land is scarce.

In the interim, establish a partnership with other community organizations that can bridge the gap for services that are not being met by the current Pearl Bailey Library facility. For example, internet usage is not adequately accommodated at the facility.

## Enhanced Recreational Trails

The plan recommends several connections to the waterfront in the form of extensive bikeways, pedestrian paths and nature trails that connect neighborhoods with area parks and waterfront vistas. Mile markers should be established on neighborhood sidewalks and way finding signs should direct pedestrians to Anderson Park and King Lincoln Park. Historic and cultural trails should also be established around sites along Wickham Avenue, Legacy Square and Newsome Square. Chesapeake Avenue along the Hampton Roads waterfront should be enhanced with a bikeway and pedestrian walkway, benches and bike racks.



## Museums

Newsome Square Final Master Plan was prepared and approved for the Newsome Square area that encompasses the city-owned properties surrounding the Newsome House, which is listed in the National Register of Historic Places. It creates a unified plan for the buildings, streetscape, landscape, and parking for this historic complex. The plan requires the exterior restoration of the Newsome, Winfield, and Brown houses. This will preserve some of the most common building types within the area and retain the historic character of the site. The plan will improve the museum experience by giving visitors not only a glance of the Newsomes' life but also a feel of the neighborhood. The three structures will be connected providing better exhibit and meeting space. (See Figure 12, page 76.)

## Implementation Action Steps

**Complete the remaining capital improvements identified in the Hampton Roads Waterfront Parks Plan.**

### **Action(s):**

- ❖ Design and construct new restrooms in Anderson Park.
- ❖ Design and construct a playground at South Anderson Park.
- ❖ Replace pathways and design and construct promenade at King-Lincoln Park.

- ❖ Design and construct the Chesapeake Avenue promenade/bikeway.
- ❖ Design and construct the walking trail along Salter's Creek.
- ❖ Design and construct a new recreation center next to the Achievable Dream Tennis Center.

**Expand the open space area around Salter's Creek.**

**Actions(s):**

- ❖ Purchase all properties with land elevation at or below 4-feet above mean sea level.
- ❖ Develop a master plan for the uses of this property.

**Establish Neighborhood Centers.**

**Action(s):**

- ❖ Identify neighborhood center sites.
- ❖ Identify future facility amenities and program needs.

**Renovate Doris Miller Recreation Center.**

**Action(s):**

- ❖ Replace the exterior doors.
- ❖ Upgrade the exterior walls.
- ❖ Replace plexiglas windows.
- ❖ Complete interior renovations.

**Improve Dr. Martin Luther King, Jr. Plaza.**

**Action(s):**

- ❖ Construct park improvements.
- ❖ Construct the "Unfinished March" (bas relief) to honor Dr. King.

**Enhance Library Services.**

**Action(s):**

- ❖ Expand Pearl Bailey Library.

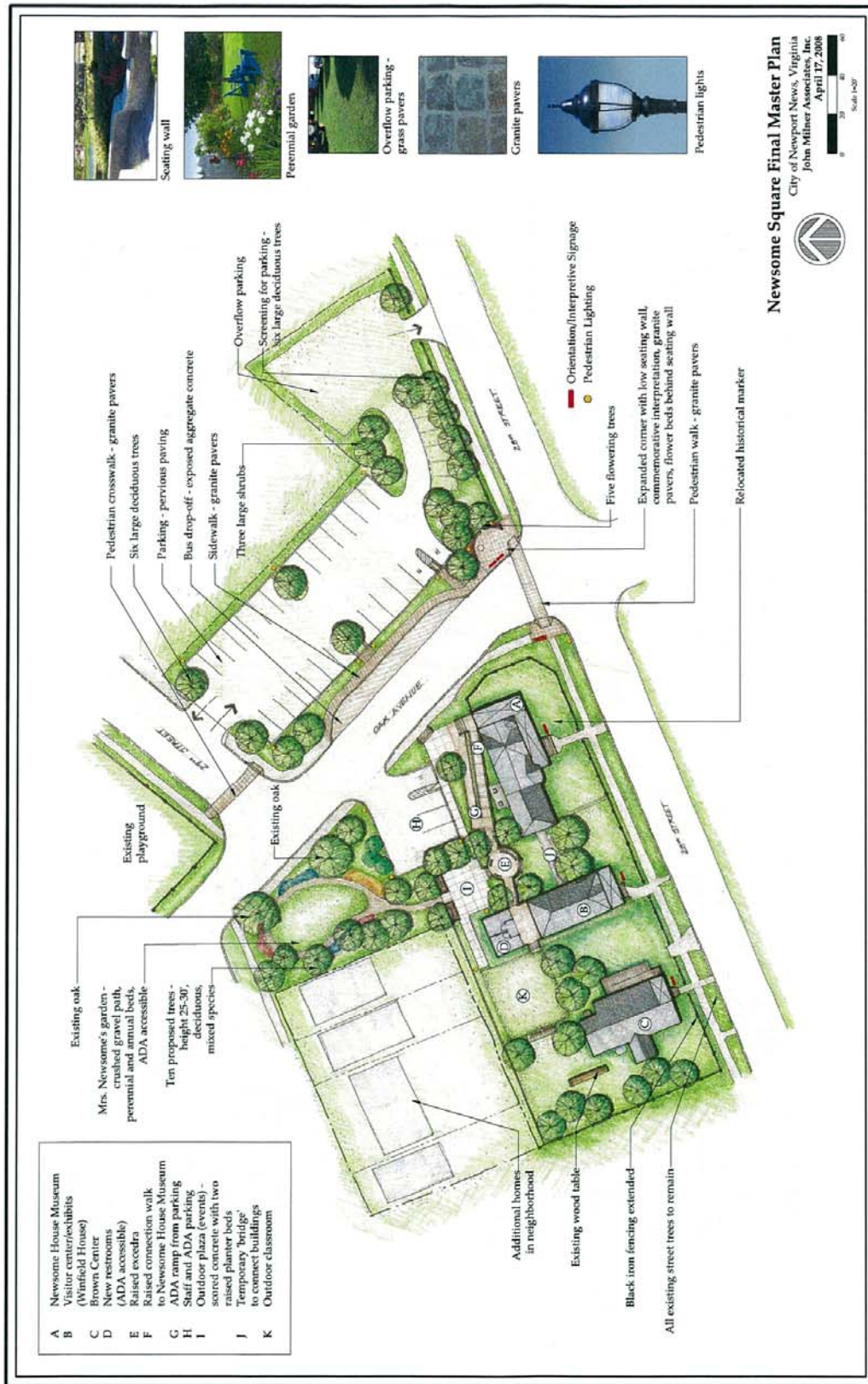
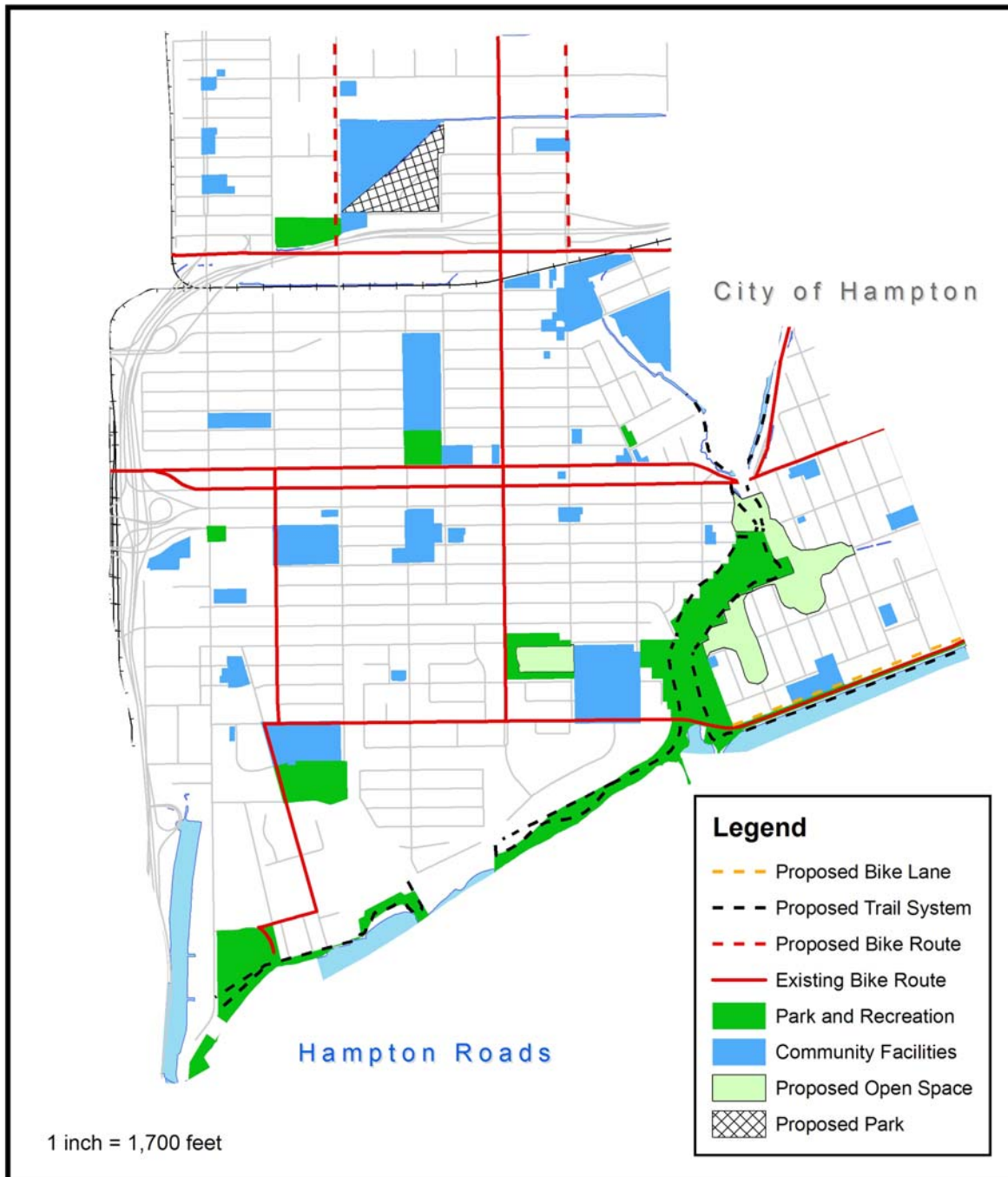


Figure 12 Newsome Square Final Master Plan



**Map 14**  
**Proposed Community Facilities and**  
**Recreational Bike Routes/Trails**



**Establish recreational trails for pedestrians in the plan area.**

**Action (s):**

- ❖ Install wayfinding signs along sidewalks to direct pedestrians to Anderson Park and King-Lincoln Park.
- ❖ Establish pedestrian trails such as Legacy Square around historic neighborhoods and cultural sites.

**Complete the Newsome Square Master Plan Improvements.**

**Actions:**

- ❖ Prepare bid documents.
- ❖ Construct the improvements.

**Establish a park or expanded school site on the vacant old synagogue property at 20<sup>th</sup> Street and Chestnut Avenue.**

**Actions:**

- ❖ Purchase the property.
- ❖ Determine its highest and best use.
- ❖ Develop the property based on its highest and best use.

## IMPLEMENTATION

The recommendations and action steps identified in this plan are a road map for the next 20 years. These actions are intended to guide city efforts and serve as a yardstick for assessing progress. The city with the assistance of Planning District I Task Force, the community and other affiliated agencies will periodically reevaluate the action steps given changes in community concerns, funding circumstances, recommendations and actions completed as well as other factors that could support reordering of action steps.

The full implementation of this plan will occur over an extended period of time as resources are made available. Below are the action steps that should be the focus for the coming years.

IMPLEMENTATION PROGRAM	
Short-Term (0-5 YEARS) 2011-2016	
1. Implement Jefferson Avenue Corridor Study recommendations beginning with the undergrounding of utilities project and streetscape.	
2. Redevelop South Jefferson Park.	
3. Begin development of the Southeast Commerce Center.	
4. Install bus shelters between 25 <sup>th</sup> and 36 <sup>th</sup> Streets within the Jefferson Avenue corridor.	
5. Construct the site improvements for the Dr. Martin Luther King, Jr. Plaza.	
6. Mark bike lanes on major streets including but not limited to 16 <sup>th</sup> Street and Chesapeake Avenue.	
7. Conduct architectural survey for historic districts.	
8. Identify new historic districts in the Zoning Ordinance.	
9. Create and adopt design guidelines.	
Push to modify charter to permit design overlay districts.	
10. Prepare design criteria for the review and approval of all new construction, additions, rehabilitations and alterations to the exterior of structures to preserve the integrity and character of the identified areas.	
11. Implement Bus Shelter Plan.	
12. Install garbage receptacles at bus stops.	

13. Implement an “Adopt-a-Spot” program at bus stops.
14. Begin investigating the possibility of re-orienting the one-way couplets.
15. Establish priorities for public improvements of the pedestrian environment.
16. Revisit small lot development ordinance regulations.
17. Develop a marketing brochure highlighting advantages of preservation of historic properties and how to take advantage of tax credits.
Mid-Term (6-11 YEARS) 2017-2021
1. Renovate Doris Miller Recreation Center.
2. Design and construction of a recreation center adjacent to Achievable Dream Tennis Center.
3. Expand Pearl Bailey Library.
4. Design and construct new restrooms in Anderson Park.
5. Design and construct a playground at South Anderson Park.
6. Replace pathway and design and construct promenade at King-Lincoln Park and Chesapeake Avenue.
7. Design and construct walking trail along Salter’s Creek.
8. Identify neighborhood center sites.
9. Redevelopment of Harbor Homes and Dickerson Courts site.
Long-Term (12 YEARS & BEYOND)
1. Implement the Southeast Community Urban Waterfront Design Study.
2. Redevelopment of Stuart Gardens site.
3. Redevelopment of Towers site.
4. Redevelopment of Aqua Vista site.
5. Redevelopment of Ridley Place site.

6. Redevelopment of Newport Harbor site.
7. Redevelopment of Seven Oaks site.
8. Redevelopment of Newsome Park East and North site.
9. Redevelopment of Ivy Avenue between 12 <sup>th</sup> Street and the waterfront.
10. The area between 16 <sup>th</sup> Street and Hampton Avenue bounded by Jefferson and Madison Avenues.

See Appendix G for a list of city projects that have been completed and implemented within the Southeast Community.

## Appendix A. Southeast Community Demographic Profile

### Southeast Community vs. Newport News Profile

(1990 - 2000)

General Demographic	Southeast Community			Newport News		
	1990	2000	1990-2000 % Change	1990	2000	1990-2000 % Change
<b>Total Population</b>	25,877	22,983	-11.2%	170,045	180,150	5.9%

Gender	1990		2000		1990-2000	1990		2000		1990-2000
	#	%	#	%	% Change	#	%	#	%	% Change
Male	12,059	46.6%	10,756	46.8%	-10.8%	83,356	49.0%	87,178	48.4%	4.6%
Female	13,818	53.4%	12,227	53.2%	-11.5%	86,689	51.0%	92,972	51.6%	7.2%

Age Groups Distribution	1990		2000		1990-2000	1990		2000		1990-2000
	#	%	#	%	% Change	#	%	#	%	% Change
Under 5	2,310	8.9%	1,829	8.0%	-20.8%	15,887	9.3%	14,228	7.9%	-10.4%
5 - 9	2,228	8.6%	2,209	9.6%	-0.9%	13,398	7.9%	14,404	8.0%	7.5%
10 - 14	1,978	7.6%	2,050	8.9%	3.6%	11,063	6.5%	13,457	7.5%	21.6%
15 - 17	1,161	4.5%	1,145	5.0%	-1.4%	6,318	3.7%	7,436	4.1%	17.7%
18 - 24	2,857	11.0%	2,224	9.7%	-22.2%	20,860	12.3%	20,630	11.5%	-1.1%
25 - 44	7,245	28.0%	6,099	26.5%	-15.8%	60,278	35.4%	57,933	32.2%	-3.9%
45 - 64	4,620	17.9%	4,580	19.9%	-0.9%	26,437	15.5%	33,909	18.8%	28.3%
65 - 84	3,261	12.6%	2,602	11.3%	-20.2%	14,612	8.6%	16,273	9.0%	11.4%
85 Over	217	0.8%	245	1.1%	12.9%	1,192	0.7%	1,880	1.0%	57.7%

<b>Median Age</b>	32.4	34.5	6.5%	29.5	32.0	8.5%
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General Demographic	Southeast Community					Newport News				
Racial Composition	1990		2000		1990-2000	1990		2000		1990-2000
	#	%	#	%	% Change	#	%	#	%	% Change
White	1,426	5.50%	876	3.9%	-38.6%	106,418	62.6%	96,706	53.5%	-9.1%
Black/ African American	24,279	93.8%	21,521	93.5%	-11.4%	57,077	33.6%	70,149	39.1%	22.9%
Others	172	0.7%	586	2.6%	240.7%	6,550	3.8%	13,295	7.4%	103%
Hispanic Origin*	200	0.8%	187	1.2%	-6.5%	4,562	2.8%	4,710	4.2%	3.2%

\* - Hispanic origin is a separate category, could be of any race.

Education Attainment	#	%	#	%	1990-2000 % Change	#	%	#	%	1990-2000 % Change
Less than 9th grade	3,002	19.5%	1,445	10.6%	-51.9%	7,086	6.9%	4,665	4.2%	-34.2%
9th -12th grade, no diploma	4,162	27.0%	3,606	26.5%	-13.4%	14,158	13.8%	12,388	11.3%	-12.5%
High School graduate	4,346	28.2%	4,428	32.5%	1.9%	31,598	30.7%	33,125	30.1%	4.8%
Some college, no degree	2,403	15.6%	2,675	19.6%	11.3%	24,046	23.4%	29,995	27.2%	24.7%
Associate degree	478	3.1%	589	4.3%	23.2%	6,991	6.8%	8,020	7.3%	14.7%
Bachelor's degree	681	4.4%	641	4.7%	-5.9%	13,029	12.7%	14,735	13.4%	13.1%
Graduate or professional degree	333	2.2%	239	1.8%	-28.2%	5,940	5.8%	7,155	6.5%	20.5%
Total	15,405	100.0%	13,623	100.0%	-11.6%	102,848	100.0%	110,083	100.0%	7.0%

Number of Households	9,485		8,684		-8.4%	63,952		69,686		9.0%
Female head of householder	2,255	23.8%	3,239	37.3%	43.6%	13,163	20.6%	12,474	17.9%	-5.2%

Average Household Size	3.2		2.6		-18.8%	2.6		2.5		-3.5%
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Per Capita Income	\$7,588		\$10,682		40.8%	\$12,711		\$17,843		40.4%
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Median Family Income	\$17,617		\$19,087		8.3%	\$31,180		\$42,520		36.4%
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General Demographic	Southeast Community					Newport News				
	1990		2000			1990		2000		
Below Poverty Level	#	%	#	%	% Change	#	%	#	%	% Change
Persons below Poverty level	9,348	37.4%	9,034	40.6%	-3.4%	23,169	14.0%	24,027	13.8%	3.7%
Families below Poverty level	2,327	36.5%	2,089	37.9%	-10.2%	5,579	12.2%	5,285	11.3%	-5.3%
Male householder	282	12.1%	118	10.5%	-58.2%	159	5.7%	292	5.5%	83.6%
Female householder	1,339	21.0%	1,693	30.7%	26.4%	4,173	25.7%	4,001	21.5%	-4.1%
Families with children under 18	1,883	29.6%	1,771	32.1%	-5.9%	924	18.2%	4,637	9.9%	401.8%

Total Housing Units	10,653		9,698		-9.0%	69,728		74,117		6.3%
Occupied	9,485	89.0%	8,684	81.5%	-8.4%	63,952	91.7%	69,686	94.0%	9.0%
Owner Occupied	3,556	37.5%	3,187	36.7%	-10.4%	31,993	50.0%	36,513	52.4%	14.1%
Renter Occupied	5,929	62.5%	5,497	63.3%	-7.3%	31,959	50.0%	33,173	47.6%	3.8%
Vacant	1,168	11.0%	1,014	9.5%	-13.2%	5,776	8.3%	4,431	6.0%	-23.3%

Vacancy Rate	11.0%	10.5%	-0.5%	8.3%	6.0%	-2.3%
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Land Area (square miles)	4.4	4.4	0.0%	68.3	68.3	0.0%
Population density per square mile	5,881	5,223	-11.2%	2,490	2,638	5.9%

Median Year Structure Built	n/a	1955	n/a	n/a	1973	n/a
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Median Housing Value	\$45,200	\$61,400	35.8%	\$84,400	\$96,400	14.2%
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Median Gross Rent	\$329	\$373	13.4%	\$439	\$559	27.3%
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General Demographic	Southeast Community					Newport News				
Commute Pattern	1990		2000		1990-2000 % Change	1990		2000		1990-2000 % Change
	#	%	#	%		#	%	#	%	
Car- drove alone (%)	4,398	51.3%	4,217	59.7%	-4.1%	61,048	73.9%	67,921	78.7%	11.3%
Car- carpooled (%)	1,940	22.6%	1,412	20.0%	-27.2%	12,496	15.1%	11,186	13.0%	-10.5%
Public transportation (%)	1,077	12.6%	959	13.6%	-11.0%	2,448	3.0%	2,404	2.8%	-1.8%
Motorcycle (%)	9	0.1%	0	0.0%	-100.0%	251	0.3%	143	0.2%	-43.0%
Bicycle (%)	121	1.4%	74	1.0%	-38.8%	477	0.6%	305	0.4%	-36.1%
Walked (%)	781	9.1%	250	3.5%	-68.0%	3,972	4.8%	2,287	2.7%	-42.4%
Other means (%)	160	1.9%	86	1.2%	-46.3%	791	1.0%	619	0.7%	-21.7%
Worked at home (%)	91	1.1%	69	1.0%	-24.2%	1,179	1.4%	1,417	1.6%	20.2%
<b>Total</b>	<b>8,577</b>	<b>100.0%</b>	<b>7,067</b>	<b>100.0%</b>	<b>-17.6%</b>	<b>82,662</b>	<b>100.0%</b>	<b>86,282</b>	<b>100.0%</b>	<b>4.4%</b>

<b>Unemployment Rate (%)</b>	<b>15.2%</b>	<b>15.0%</b>	<b>0.2%</b>	<b>5.9%</b>	<b>5.0%</b>	<b>0.9%</b>
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Occupation	1990		2000		1990-2000 % Change	1990		2000		1990-2000 % Change
	#	%	#	%		#	%	#	%	
Management, professional, and related occupation	985	11.6%	680	14.5%	-31.0%	19,264	26.4%	23,862	30.6%	23.9%
Service occupation	2,254	26.4%	1,252	26.7%	-44.5%	11,130	15.3%	13,764	17.6%	23.7%
Sales and office occupation	1,876	22.0%	1,309	27.9%	-30.2%	21,604	29.6%	21,555	27.6%	-0.2%
Construction, extraction, and maintenance occupation	1,548	18.2%	447	9.5%	-71.1%	11,418	15.7%	8,171	10.5%	-28.4%
Production, transportation, and material moving occupation	1,864	21.9%	999	21.3%	-46.4%	9,534	13.1%	10,640	13.6%	11.6%
<b>Total</b>	<b>8,527</b>	<b>100.0%</b>	<b>4,687</b>	<b>100.0%</b>	<b>-45.0%</b>	<b>72,950</b>	<b>100.0%</b>	<b>77,992</b>	<b>100.0%</b>	<b>6.9%</b>

Sources: 1990, 2000 Census

Note: Southeast Community includes: Census Tracts 301, 303, 304, 305, 306 and 308.

## Appendix A-1 Southeast Community Demographic Profile

### Southeast Community vs. Newport News

#### 2000-2010

General Demographic	Southeast Community					Newport News				
Racial Composition	2000		2010		2000-2010 % Change	2000		2010		2000-2010 % Change
	#	%	#	%		#	%	#	%	
White	876	3.9%	632	3.2%	-27.9%	96,706	53.5%	83,153	46.0%	-14.0%
Black/African American	21,521	93.5%	17,900	91.4%	-16.8%	70,149	39.1%	71,727	39.7%	2.2%
Other	586	2.6%	1,052	5.4%	79.5%	13,295	7.4%	25,839	14.3%	94.4%
Hispanic <sup>2</sup>	187	1.2%	429	2.2%	129.4%	4,710	4.2%	13,590	7.5%	188.5%
Total	22,983	100.0%	19,584	100.0%	-14.8%	180,150	100.0%	180,719	100.0%	0.3%

Housing	Southeast Community					Newport News				
Total Housing Units	2000		2010		2000-2010 % Change	2000		2010		2000-2010 % Change
	#	%	#	%		#	%	#	%	
Occupied	8,684	89.5%	7,395	87.5%	-14.8%	69,686	94.0%	70,664	92.7%	1.4%
Vacant	1,014	10.5%	1,059	12.5%	4.4%	4,431	6.0%	5,534	7.3%	24.9%
Total	9,698	100.0%	8,454	100.0%	-12.8%	74,117	100.0%	76,198	100.0%	2.8%

## **Appendix B. Descriptions of the Police Programs provided in 2009**

The **Neighbors in Partners with Police (NIPP)** is a special patrol in the housing areas owned by NNRHA. Two officers are assigned on a permanent basis to address crime and disorder problems in the NNRHA housing complexes located within the South Precinct. The NIPP officers not only work utilizing traditional police methods, they are also adept at problem-solving and often focus on quality of life issues, such as abandoned vehicles, trash, and other associated problems.

The **Special Southeast Community Patrols** were created through the use of the police department's crime analysis division. This division is able to determine the location, time and day of the week when most of the crimes are being committed in the Southeast Community. Based on this information, two special six-officer patrols were established to work five days a week, a total of 16 hours a day. Their patrol areas encompass the majority of the violent crimes in the precinct. Officers spend time on foot, bicycle and walking their assigned areas.

In 1991, the U.S. Department of Justice established **Operation Weed and Seed** which is a community-based multi-agency approach to law enforcement, crime prevention, and community restoration. The goals of Weed and Seed are to control violent crime, drug trafficking, and drug-related crime in targeted high-crime areas and provide a safe environment free of crime and drug use for residents. The Weed and Seed strategy brings together federal, state, local agencies and community residents.

The South Precinct applied for, and received, official recognition from the Executive Office of Weed and Seed. Subsequent to the approval of the application for official recognition, the Steering Committee of the Southeast Community Weed and Seed Initiative submitted a proposed budget to accomplish the goals and objectives outlined in their application. These goals and objectives addressed issues in the following areas: law enforcement, community policing, community restoration and prevention, intervention and treatment. The Southeast Community has received funding and implementing its local program.

## Part I Crimes

TABLE 2 PART I CRIMES				
Offense	2009	2010	Change	% Difference
Aggravated Assault	200	159	-41	-20.5
Burglary	373	358	-15	-4.0
Homicide/Murder	6	9	3	50
Larceny	308	422	114	37
Robbery	139	132	-7	-5.0
Sexual Assault/Rape	12	17	5	41.7
Vehicle Theft	186	113	-73	-39.2
<b>Total Incidents</b>	<b>1,224</b>	<b>1,210</b>	<b>-14</b>	<b>1.1</b>

## **Appendix C. Relocation Policy for Newport News Redevelopment and Housing Authority**

### **NEWPORT NEWS REDEVELOPMENT & HOUSING AUTHORITY**

#### **Relocation of Public Housing Residents**

As a result of the demolition or disposition of public housing units, the NNRHA will relocate public housing households in accordance with *CFR 970.21 "Relocation of Residents."*

The NNRHA will offer each family displaced by demolition or disposition comparable housing that meets housing quality stands (HQS) and is located in an area that is generally not less desirable than the location of the displaced household. Such housing may include:

1. Occupancy in a NNRHA public housing unit at a rental rate comparable to the rental rate paid by the family at the unit being vacated due to demolition or disposal.
2. If the resident is on the Housing Choice Voucher wait list, the household will be offered tenant based assistance under the Housing Choice Voucher program. This assistance will not be considered "comparable housing" until the family is actually relocated.

NNRHA will not complete disposition of a building until all tenants residing in the building are relocated.

Sources of funding for relocation costs related to demolition or disposition may include, but are not limited to capital funds or other federal funds currently available for this purpose.

NNRHA will be responsible for the following:

1. Notifying each family residing in the affected public housing community of the proposed demolition or disposition at least 90 days prior to the displacement date, except in cases of imminent threat to health and safety. The notification will include a statement that:
  - a. The development or a portion of the development will be demolished or disposed of;
  - b. The demolition of the building in which the family resides will not begin until all residents of the building has been relocated;
  - c. Each family displaced will be provided comparable housing, with reasonable accommodations for disability, if required;
2. NNRHA will provide for the payment of the actual and reasonable relocation expenses of each resident being displaced (i.e. moving costs, utility transfer fees), including residents requiring reasonable accommodations because of disabilities.

3. NNRHA will ensure that each displaced resident is offered comparable replacement housing as described above.
4. NNRHA will provide any necessary counseling for displaced residents.
5. The moving process will involve:
  - a. Three months before the move, the Director of Housing Operations will meet with the impacted residents and discusses their options as well as the reason for the move. The Director of Housing will introduce Authority staff who will be involved in the relocation process including the Property Management; Community Resources Division and Maintenance staff.
  - b. Following the group meeting, the Property Manager will set up appointments with each resident. This one-on-one meeting will address personal concerns that cannot be discussed in a group setting. After completion of individual meetings, the Property Manager will hold general sessions for the move. The moves may be coordinated in phases.
  - c. One month before the move, a briefing session will be held with residents moving to another public housing community and residents moving to Section 8 housing. Residents affected by the move who are on the Section 8 waiting list at the time of the receipt of the 90 day notice will be offered a voucher and their meeting will be separate from the residents transferring to another public housing community.
  - d. The information provided to residents at the briefing session will include packing and unpacking services for elderly and disabled residents; providing moving boxes, tape, and wrapping paper to residents; loading and unloading services for the moving trucks; rearranging and reorganizing cable and telephone services to the new address. Appointment dates and times will be given to each resident to meet with the Property Manager with reference to their moving date.
  - e. During this briefing session, the Community Resources Division will discuss assistance they can provide during the move. This will include information on :
    - Transferring utilities (i.e., lights, water, gas, etc)
    - Coordinating payment plans when necessary;
    - Transferring bank accounts and establishing an account in their new location before the move if necessary;
    - Ensuring residents have an adequate supply of medications on hand and keeping all prescriptions with them at all times;
    - Filing a change of address with the local post office;
    - Utilizing the Community Resources Division for transportation during this process;

- Obtaining assistance from the Youth Advocacy Counselor if members of the family are transferring to a different school;
  - Enrolling in the Public Housing Family Self Sufficiency Program;
  - Obtaining job readiness skills and job training from the Family Investment Center;
  - Counseling for children with behavioral problems; and
  - Obtaining information on homeownership opportunities.
- f. One week before the move, the Property Manager will ensure the resident has started to pack. The Manager will make home visits to remind them of the day of the move and follow up to keep the family on track with their moving schedule.
- g. On the day of the move, Property Management will ensure everything has been packed and if necessary, supervise loading if professional movers are involved.

## **Appendix D. City Of Newport News Loan and Assistance Programs**

### **Newport News Urban Development Action Grant Loan Program (NNUDAG)**

The NNUDAG loan program supports businesses making taxable investments within the city and providing job opportunities for low and moderate income persons. The minimum loan amount is \$10,000 and the amount of funds is tied to the number of jobs created. At least \$2.00 of private funds must be invested for \$1.00 of NNUDAG funds and no more than 20% of the NNUDAG loan may be used for inventory and working capital.

### **Newport News Micro-Loan Program (NNML)**

This program is designed to provide loan opportunities for the establishment, stabilization or expansion of small micro-enterprises suffering from a lack of access to capital. Loan amounts range from \$2,000 to \$25,000 with a maximum of five years. Interest rates are fixed for the term of the loan. The loan program has flexible payment terms and does have a 10% equity requirement.

### **Newport News Capital Fund (NNCF)**

This program is designed to provide loan opportunities from \$10,000 to \$250,000 for local businesses that have trouble obtaining sufficient financing from private lenders. Loans are targeted to businesses that create jobs that help to mitigate effects of defense cutbacks in Newport News. Generally, at least \$2.00 of private funds are required for each \$1.00 of loan funds and no more than 25% of a loan can be used for working capital.

### **Peninsula Revolving Loan Fund (PRLF)**

The PRLF is a fixed-asset, direct loan program to businesses that are new or expanding that will create employment opportunities. Loan amounts can range from \$20,000 to \$150,000. Generally, at least \$2.00 of private funds are required for each \$1.00 of loan funds and no more than 40% of the loan proceeds can be used for working capital.

### **Newport News Façade Improvement Assistance Program**

This program is designed to improve the retail, commercial and mixed-use business properties located along the main corridors within the city especially the Chestnut Avenue business corridor. Loan amounts range from \$2,000 to \$30,000 and are designed to provide an incentive to property owners to restore the appearance and character of their property within the neighborhood. Eligible façade improvements include exterior building improvements, awnings/canopies, signage, exterior lighting, windows and doors.

### **e-Commerce Business Assistance Grant Program**

The City of Newport News partners with Vectec, a non-profit eCommerce center, to develop, promote and implement eCommerce activities for existing City businesses. Individual grant awards generally range from \$1,500 to \$2,500 and are intended to cover 50% of the total project cost. Projects must be approved by Vectec and the City of Newport News prior to grant disbursement.

## Appendix E. NNRHA Loan and Assistance Programs

### ***ASSISTANCE FOR HOMEOWNERS, HOMEBUYERS AND RENTAL PROPERTY OWNERS***

Newport News Redevelopment and Housing Authority



Community Development – 928-2620

### ***Homebuyer Program***

#### **HOMEplace**



This program offers low to moderate income first-time homebuyers the opportunity to own a newly rehabilitated home. Loans of 1-2% interest are provided to finance the cost of repairs and acquisition of the home.

### ***Programs for Current Homeowners***

#### **Emergency Repair Program**

A program available citywide for homeowners with low to moderate incomes who require emergency home repairs. Maximum assistance \$8,000. Grants or low interest loans are offered to finance the cost of repairs.



#### **HOMEcare**

A rehabilitation program available citywide for moderate to low income homeowners. Forgivable, deferred and active loans at 0-2% interest are offered to finance the cost of repairs. Applicants must reside in the property to be rehabilitated.

#### **Operation Facelift**

A citywide program which provides funds to paint the exterior of homes for low income elderly or disabled homeowners during the summer months.



### ***Program for Disabled Citizens***

#### **Open House Program**

A rehabilitation program which utilizes grants and active loans up to \$8,000 for low to moderate income wheelchair users or individuals with severe or permanent disabilities to make their residences more accessible. The program addresses structural alterations such as widening doors, installing grab bars and building ramps. Applicants must own the dwelling to be modified or have a long-term lease.



### ***Program for Rental Property***

#### **HOMEvestor**

A rehabilitation loan assistance program for rental property owners who agree to rent the assisted units to low income and very low income households at regulated rates for five years. Maximum HOME loan amount is \$14,999 per unit with a 2% annual interest.



NNRHA provides equal housing opportunities and does not discriminate against the handicapped in admission or access to or treatment or employment in its programs and activities 1/96.

## Appendix F. Improvements in Southeast Parks and Recreation Facilities - 1994-2008

Description	Estimated Cost	Status
<b>King-Lincoln Park</b>		
Purchase and install new site amenities (tables, grills)	\$7,000	completed May, 2002
Playground construction	\$83,000	completed in May, 1996
Beach nourishment, sand berms & beach grass planting	\$93,000	completed in April, 1996
Replace Interpretive Center & Public restrooms	\$410,000	completed March, 1997
Fabrication/Installation of new signage	\$1,400	completed 1997
Installed 3-tier exterior drinking fountain	\$3,490	completed November, 1996
Landscaping & tree planting	\$2,074	completed March, 1997
Shelter roof repairs	\$6,969	completed December, 1996
Refurbish/replace deteriorating sidewalks	\$6,000	phase I completed in 1997; phase II completed in 2001
Upgrade exterior security lighting near interpretive center	\$1,500	completed in 1997
Exhibit construction - interpretive center	\$42,000	phase I completed in 2001; phase II completed in 2002
Renovate basketball court	\$19,900	completed during latter part of 2000
Install electrical service to picnic shelters	\$9,000	completed
Green vinyl fencing around basketball court	\$4,890	completed early 2001
Purchase and install new site amenities - tables, grills	\$7,500	tables installed in fall, 2001; grills underway
Design new stage	\$45,000	design in FY2002; construction in FY2003 (in progress)
Build new stage	\$479,000	completed, late 2004
Replace fishing pier destroyed by Hurricane Isabel	\$191,870	completed, early 2005; some funding? provided by FEMA
Exhibit improvements to Discovery Center	\$7,125	completed in Spring, 2003
<b>Anderson Park</b>		
Install new security lighting	\$7,000	completed October, 1996
Landscape screening (tree planting)	\$3,753	completed in January, 1997
Beach nourishment (sand)	\$84,000	completed; half paid by grant
Construction of beach breakwater	\$163,000	completed April, 1996; half paid by grant funding
Fence replacement (west park boundary)	\$2,338	completed in 1998
Fabrication/installation of new signage	\$1,400	completed in 1998

New mini-shelters at Monitor Merrimac Overlook		\$12,000	completed 2007
Fabricate and install new entrance gate		\$2,000	completed May, 2002
Design and install new playground		\$101,000	completed spring, 2003
<b>Peterson's Yacht Basin</b>			
Install security lighting along parking lot		\$12,000	completed October, 1996
Pave and stripe parking lot		\$40,000	completed in 2000
Dredge channel leading to boat basin		\$198,000	completed in fall, 2001
Purchase and install new site amenities (tables, grills)		\$14,000	completed in fall, 2003
<b>Monitor-Merrimac Overlook</b>			
Pave and stripe parking lot; pave pathway to pier		\$10,749	completed in early 2001
Install fencing and bumpers around parking lot		\$1,400	completed by City Farm in early 2001
Refurbish fishing pier		\$7,000	completed by City Farm in early 2001
Replace pier damaged by Hurricane Isabel		\$200,000	completed, Spring, 2005
<b>Playgrounds</b>			
29th & Oak Playground		\$30,000	completed, May, 1996
Superblock Playground		\$21,000	completed, Spring 1997
29th & Terminal Avenue Playground		\$25,000	completed Spring, 1999
Marshall Elementary Playground		\$55,064	completed summer, 2003
Dunbar-Erwin Playground & upgrade		\$42,290	completed summer, 1998; upgrade added in summer, 2003
Newsome Park Elementary Playground		\$63,445	completed spring, 2002
<b>Other Projects</b>			
Achievable Dream Tennis Center (phase I of SE recreation Center)		\$1,900,000	completed in spring, 2001
Downing-Gross Cultural Arts Center		\$13,300,000	completed fall, 2008
Convert I-664 wave screen into a 1,500' long fishing pier		\$587,778	completed spring, 2008
Doris Miller Community Center Pool - design		\$100,000	completed 2005
Doris Miller Community Center Pool - construction (estimate)		3,500,000	completed summer 2007
procure beach cleaner for use at Anderson Park, KL Park beaches		\$82,780	purchased; in use on regular basis beginning spring 2006

Additional landscape plantings (trees, shrubs)	\$20,000	completed 2008
Martin Luther King, Jr. Plaza design	\$100,000	in progress
<b>Total Spent on SE Parks &amp; Recreation Related Projects</b>	<b>\$18,607,715</b>	
<b>Pending Projects</b>		
New recreation center next to Achievable Dream Tennis Center	18 million	not currently included in FY10-FY15 CIP
New restroom at Anderson Park	\$500,000	not currently included in FY10-FY15 CIP
Playground at South Anderson Park	\$60,000	FY10-FY15 CIP
Replace pathways, develop promenade at King-Lincoln Park	\$425,000	not currently included in FY10-FY15 CIP
Chesapeake Avenue sidewalk/bikeway	\$50,000	Sidewalk under construction; bikeway pending (2009?)
Dr. Martin Luther King, Jr. Plaza	\$1,200,000	anticipated completion 2011
Downing-Gross Plaza	\$1,000,000	not currently included in FY11-FY16
Doris Miller Renovation	\$500,000	FY 2009 CIP \$100,000 internal refurbishment; external renovations in FY 2015

## Appendix G. City Projects within the Southeast Community

### 2000 – Current

Project Title or Description	Approx. Cost / Investment	Funding or Completion Date
<b>Community Development</b>		
Jefferson Avenue Streetscape & Utilities Undergrounding (initial phases)	\$3,025,000	2009 – 2010
Peddler's Village Purchase and Demolition	\$3,000,000	2010
Richard Hunt Sculpture Site and Installation	\$100,000	2010
REDEVELOPMENT ACTIVITIES (City / Development / NNRHA / Planning / Engineering)	\$14,000,000	1993 – 2010
• Southeast Commerce Center/Terminal Ave • Madison Heights		
• Property acquisition • Blight removal • Demolition		
• Environmental remediation • Relocation • Studies		
South Jefferson Park Redevelopment Activities	\$3,300,000	2004 – 2010
Hornsby Tire Company Relocation	\$1,935,000	2009
Dr. Martin Luther King, Jr. Plaza	\$1,200,000	2011
Southeast Community Urban Waterfront Design Plan	\$150,000	2005
Copeland Industrial Park Improvements	\$250,000	2000 – 2005
Seafood Industrial Park Improvements	\$3,865,000	1993 – 2000
39 <sup>th</sup> Street Acquisition, Demolition, Environmental	\$2,050,000	1998 – 2000
<b>TOTAL</b>	<b>\$32,875,000</b>	
<b>Sanitary Sewer Extensions and Rehabilitation Projects</b>		
Pine Avenue Sanitary Sewer Rehabilitation	\$97,000	2009
Ivy Avenue Sanitary Sewer Rehabilitation, Phase I	\$1,160,000	2006
29 <sup>th</sup> Street Sanitary Sewer Replacement	\$1,234,000	2006
Sanitary Sewer Lines on 12 <sup>th</sup> Street from Jefferson to Ivy	\$336,000	2005
Oak Avenue Pump Station No. 2 Bar Screen Replacement	\$174,000	2004
30 <sup>th</sup> Street Sanitary Sewer Replacement – Chestnut to Oak	\$97,000	2002
Pump Station No. 3 Renovation (39 <sup>th</sup> Street and Roanoke Avenue)	\$272,000	2002
Salter's Creek Sewage Pump Station	\$339,000	2002
Orcutt Avenue Sanitary Sewer Replacement, Phases I, II & III	\$523,000	1998 – 2001
18 <sup>th</sup> Street Sanitary Sewer Replacement	\$197,000	2001
26 <sup>th</sup> Street Area Sanitary Sewer Rehabilitation, several phases	\$5,086,000	1993 – 2001
<b>TOTAL</b>	<b>\$9,515,000</b>	
<b>Stormwater Drainage Projects</b>		
17 <sup>th</sup> & 19 <sup>th</sup> Streets Storm Sewer Improvements & SS Replacement	\$1,082,000	2006

Project Title or Description	Approx. Cost / Investment	Funding or Completion Date
City Line Road Drainage Improvements – 56 <sup>th</sup> Street & City Line	\$525,000	2005
CSX Corridor Drainage Crossings	\$71,000	2005
Salter's Creek Flood Mitigation Assistance (FEMA)	\$125,000	2001
Salter's Creek Hazard Mitigation Grant Program	\$52,000	2001
Flood Assistance Program & Mitigation ( FEMA & VDES)	\$571,000	2000 – 2001
18 <sup>th</sup> Street Stormwater Improvements	\$281,000	2001
16 <sup>th</sup> Street Drainage Improvements	\$575,000	2000
<b>TOTAL</b>	<b>\$3,282,000</b>	
<b>Streets &amp; Bridges</b>		
Hazard Elimination & Safety Improvement – Briarfield & Chestnut	\$133,000	2005
48 <sup>th</sup> Street at Roanoke Avenue	\$18,000	2003
25 <sup>th</sup> , 26 <sup>th</sup> , 27 <sup>th</sup> , and 28 <sup>th</sup> Street Corridors	\$80,000	2003
Chestnut Avenue at Briarfield Road	\$39,000	2003
39 <sup>th</sup> Street Bridge Replacement	\$241,000	2000
<b>TOTAL</b>	<b>\$511,000</b>	
<b>OVERALL TOTAL</b>	<b>\$46,183,000</b>	

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