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DRAFT

CHURCH STREET
REVITALIZATION PLAN

Huntersville
Norfolk, Virginia

Prepared for
City of Norfolk
and
Norfolk Redevelopment and Housing Authority

by
UDA Architects

January 1998
Church Street Revitalization Plan

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Introduction
I Planning Process
Background

A Redevelopment Plan for the Huntersville II Redevelopment Project was originally adopted by the Norfolk Redevelopment and Housing Authority Commissioners on November 19th, 1979 and subsequently approved by the Norfolk City Council on January 2, 1980. This plan was in response to the Virginia Department of Transportation's ongoing Church Street widening project. VDOT required the area to the west of the existing Church Street alignment for a new planted median and two additional traffic lanes. The Redevelopment Plan was necessary to allow the City to assist the Huntersville community in rebuilding the frontage on the west side of Church Street.

Provisions for off-street parking and sites for the displaced businesses were not addressed in the original plan. The current Church Street Revitalization Plan process is targeted at helping the community resolve these issues. The consensus recommendations will be submitted to the City for consideration as an amendment to the original plan. This new planning process has three primary objectives:

1. Provide parking lots for the remaining businesses by January 1998.

Off-street parking needs to be created for those businesses on the east side of Church Street that will lose their existing on-street parking. To provide the City with the legal authorization to initiate the necessary activities involved in the development of parking lots, the Huntersville II Redevelopment Plan will have to be amended to include the east side of Church Street. Construction of the new parking lots must be completed by January of 1998, when the road widening is scheduled to begin.

2. Reserve a site for displaced businesses.

A site on Church Street which can be used as a future relocation opportunity for displaced businesses needs to be identified.

3. Provide a site for Graves Funeral Home on Church Street by August 1997.

Graves Funeral Home is being relocated as part of the street widening project and has expressed an interest in a site owned by the NRHA at the corner of Goff and Church Streets. Since their special use requires that they build a new facility, they can only move once. The proposed site has already been cleared and provides the only opportunity on Church Street for Graves to construct a new facility prior to having to vacate their current address. However, the site must be rezoned to allow this to happen. Rezoning of this site will be made easier by having documented community support and inclusion as part of the Revitalization Plan recommendations. According to VDOT, Graves Funeral Home is scheduled for demolition no later than August 1997.

In addition to these three primary objectives, a secondary objective of facilitating community consensus on a vision for the future of Church Street was also part of the process. A large amount of residual vacant land exists on both sides of Church Street which would benefit from a comprehensive master plan strategy.
Recap of the Planning Process

UDA worked in partnership with the residents of Huntersville, the City and the NRHA to do a comprehensive investigation of the planning objectives. In addition, a Steering Committee of residents and civic and business leaders was formed to provide yet another perspective. The process was designed around a series of small group working sessions and community meetings to provide residents and others the opportunity for input into and review of the Revitalization Plan. A total of three community meetings were held, the first two at the United House of Prayer and the third at the Huntersville Recreation Center. The agenda for the first meeting focused on gathering community input on Church Street's strengths, weaknesses and future potential. The meeting was well attended, as were all of the meetings, with residents, business owners, concerned citizens, and members of the press filling the room. The most often heard comments are documented in the Urban Design Analysis section of this report.

The second and third meetings were held to present design alternatives and solicit audience opinion. Some members of the audience were new so each presentation included a recap of the process.

A final presentation was made by UDA in December 1996 to update the NRHA Commissioners on the planning process. Several concerned citizens who had attended the public meetings attended this meeting as well and were invited by the Commissioners to ask questions.
II Analysis
Strengths and Weaknesses

During the first community meeting, Church Street's strengths, weaknesses and possible changes and improvements were discussed. The responses from the community formed the foundation of the urban design strategies and plan alternatives. The following is a summary of the community's comments made during that meeting:

1. **Strengths**
   - Uniqueness and diversity of the neighborhood. The blend of residential and commercial.
   - The historic character and significance of the community—historic places, historic architecture and street/landscape elements.
   - Location—people consider Church Street as the front door to the neighborhood.

2. **Weaknesses**
   - Vacant buildings and absentee landlords, crime, and trash.

3. **Changes/Improvements**
   - Maintain mix of commercial and residential on Church Street.
   - Make the community friendly and safe, especially for pedestrians.
   - Maintain historic character.
   - Create more parking for businesses.
   - Retain local businesses.
Urban Design Analysis

In order to better understand the existing conditions along Church Street, UDA prepared a series of analysis drawings called x-rays. These x-rays document the existing street and pedestrian networks, parks and open spaces, vacant lots, and commercial, residential, and industrial buildings. The consultant team also studied the impact of the street widening on the physical form of the community. A sample of the x-ray drawings is pictured above.

The urban design analysis supported comments made by the residents:

Streets—The neighborhood streets, which once connected the east and west residential areas, have fallen victim to the street widening.

Commercial—When the street widening is completed, only a handful of scattered businesses will remain between Goff and 18th Streets. Of these, only the convenience store and gas station have existing off-street parking.

Residential—Church Street has historically been characterized by a blend of residences, apartments and small businesses. Today, virtually all of the residential addresses have disappeared.

Vacant Property—Vacant buildings and vacant lots have replaced the once vibrant commercial core and act as addresses for crime.

Industrial—The underutilized and unsightly brewery building disrupts the small scale residential fabric and is incompatible with adjacent uses.

History—Much of the cultural history symbolized by Church Street's turn-of-the-century buildings has been lost.
As part of the planning process, the City of Norfolk prepared a Market Area Profile on the people who were likely to shop on Church Street in Huntersville. The intent was to provide market based research as a backup to the physical design recommendations. The study also catalogued existing businesses on Church Street by type. The following is a summary of the market study:

1. There are approximately 11,000 persons residing in the area surrounding the Church Street Corridor (Primary Trade Area). There are another 20,000 persons residing within a reasonable distance who may consider shopping along Church Street (Secondary Trade Area).

2. The total trade area population is 21,000 (trade area is defined as the area from which residents could
be enticed to frequent establish-
ments along Church Street due to
proximity, socio-economic status,
and competing retail or services).
An estimated 98 percent of the pop-
ulation is African-American, com-
pared to a citywide average of 39
percent.
3. Population age distribution in
the trade area is skewed to the
younger and older ends of the spec-
trum, compared to the city average,
with fewer persons in the peak pur-
chasing years of 20 to 44. This has
an impact on the overall purchasing
power presented by the trade area
residents.
4. There are almost 7,000 fami-
lies residing in the trade area. How-
ever, only 31 percent are married
couple families, compared with 70
percent citywide. Married couple
families tend to have higher dispos-
able income. On the other hand, 36
percent of the families in the trade
area are single females with chil-
dren, compared to 14 percent city-
wide. Single females with children
have the lowest purchasing power.
5. A higher percentage of the
trade are work force, 28 percent,
relies on public transportation or
walks to work. This compares to a
citywide average of 9 percent. This
is positive for retailers and service
establishment along Church Street
because the local population is
more likely to shop in close proxim-
ity to their homes, given the lack of
transportation to the larger retail
centers.
6. The trade area unemployment
rate is 19 percent compared to a
citywide average of 9 percent.
7. Mean household income is
$15,397 in the trade area compared
to $29,947 citywide. Thus, income
available for the purchase of goods
and services is low in the trade area.
In fact, 48 percent of the trade area
households earn less than $10,000
annually, compared to 19 percent
citywide.
8. There are 12,477 housing
units in the trade area with a va-
cancy rate of 14 percent. Of the oc-
cupied units, almost 75 percent are
renter occupied, compared to 56
percent citywide. Renter occupany
means less investment in household
items, as well as building materials
and other improvement materials.
9. There are 84 licensed busi-
nesses in the Church Street Corri-
dor, with a disproportionate num-
ber concentrated in the personal
hygiene category, as well as miscel-
naneous retail. Very few of the exist-
ing stores appear to serve a broad
market, mostly serving the local
trade area population.

Sources: 1990 Census, Norfolk Business License File, and Department of City Planning and
Codes Administration.
III VISION
The Concept

Put a New Front Door on Huntersville

New Construction
The proposal calls for existing vacant land to be reclaimed for new commercial buildings and single family residences. Each building type will be set back from the street to provide loggias, porches and front lawns. This garden-like image will complement the landscaped median to be added as part of the street widening project.

The new portion of the neighborhood should have an orderly and attractive series of streets and addresses to complement older areas of the neighborhood. Together with the street widening, this pattern of development will create a continuous interconnected network of human-scaled public spaces as a framework for revitalization.

Restoration
A handful of businesses and institutions will remain on the east side of Church Street after the street widening is complete. Most of the buildings which house these businesses date from the turn of the century. Their current condition is, at best, tattered and, at worst, distressed. Virtually all of the original architectural details have disappeared during numerous renovations.

It is the recommendation of this plan that business owners be encouraged to renovate their storefronts to be in character with the Victorian architecture of the neighborhood and adjacent redevelopment efforts. Improving the image of these properties is an important part of improving the image of Church Street.
Vision

Street level perspective of existing Church Street retail today

Street level perspective of Church Street retail tomorrow
Context Plan

Build on Huntersville's Unique Location and Assets

Huntersville's location in the city is an asset which can be built upon to attract shoppers and new homeowners to the area. It is near Downtown, the Elizabeth River and the new Church Street Crossing shopping center. It is also near Lafayette Park and the Zoo, two of Norfolk's most important open spaces.

Church Street in Huntersville is bordered by the Mid-Town industrial district to the north, Elmwood Cemetery to the west, and the elegant new Attux Square housing development and historic Attux Theater to the south. The strategy for Church Street in this plan uses the development of new commercial and single-family homes to reconnect the neighborhood to these strengths.
IV. STRATEGIES
**Strategic Plan**

**Build on Strengths and Eliminate Weaknesses**

**Minimum Plan**
The Minimum Plan meets the immediate planning objectives by providing off-street parking for the remaining businesses, a future development site for the displaced businesses and a new location for Graves Funeral Home. Although this plan does not resolve the future use for all the vacant lots, it does represents an important first step in the rebuilding of the neighborhood.

**Compromise Plan**
The Illustrative Compromise Revitalization Plan represents one possible vision. This design is based on resident input, the urban design analysis and the economic study. It builds on the strengths of the Minimum Plan and neighborhood residential core while eliminating the vacant lots and residual space. Features include the addition of two small parks and the transformed of the retention pond into a neighborhood focal point. Infill single family houses face Church Street, the parks and the pond to create safe and inviting places.
Off-Street Parking

Although there is adequate parking for the existing businesses now, all of this parking is on-street and will be eliminated when the construction project starts. The plan creates four public off-street parking lots adjacent to the existing businesses. These lots will be sized to accommodate more parking spaces than currently exists on-street. They should be well lit, fenced and landscaped to city standards.
New Commercial

Provide an Opportunity for Displaced Businesses to Return to the Community

Businesses on the west side of Church Street are to be relocating to other areas prior to the street widening. To provide the opportunity for their eventual return a site at the corner of Church and Goff Streets has been identified as the best commercial development site in the area. It provides the only opportunity for adequate off-street parking and has the added advantage of being located at the intersection of two heavily trafficked streets.

A number of possible building configurations were explored which included retail shops close to the street with parking behind and a contextual strip shopping center with parking in front. Since either of these configurations will work, it is UDA's recommendation that the exact configuration be left up to the residents and developer or developers.
A Phased Strategy

Create Marketable Addresses that Link the Strengths of the Neighborhood to the City

The Phase I plan includes off-street parking on the east side of the street, the widening of Church Street, the relocation of Graves Funeral Home, and the development of the new commercial site.

The Phase II strategy is to combine new construction, restoration and street improvements in a phased program and will be completed block-by-block. This approach is critical to the success of revitalization efforts because it provides built-in security and the appearance of finished addresses.
V Image and Character
New Traditional Housing

Siting Requirements for Each Block of the Neighborhood

New homes on Church Street should be sited to be compatible with the adjacent residential neighborhood while allowing alley access for off-street parking. Lots should be relatively narrow to be in context with existing properties. A porch and sidewalk should always connect the house to the street. Front yards should be defined by wrought iron fencing to insulate homeowners from pedestrian and vehicular traffic.
Church Street Revitalization Plan

Image and Character

Existing Church Street section

Future Church Street section
New Houses on Church Street

Based on the Traditions of the Neighborhood with Lawns and Porches

New houses on Church Street should be based on the Victorian architectural style which is the predominant style in the Huntersville neighborhood. New homes need not be identical to older homes, but should use common massing, material and architectural elements.

Front porches, windows and exterior trim should receive particular attention. Proportions and detailing of these elements are remarkably consistent throughout the community and provide a wonderful menu of possibilities. Full front porches are an especially important feature which should always be considered. Corner houses should have wrap around corner porches to help visually complete the facade.

Materials should be vinyl or wood siding in natural colors with white trim. Since brick homes are only found occasionally in the neighborhood, brick should be used sparingly.
VI  CONCLUSIONS AND RECOMMENDATIONS
Summary of Recommendations

1. Postpone a decision on the comprehensive revitalization plan for Huntersville II Redevelopment Area until the neighborhood residents and special interest groups reach a consensus decision on a vision for the future. A decision on neighborhood conservation must be made before starting a constructive dialogue on the future of the Church Street Corridor.

2. In the meantime:
   a. Amend the existing Huntersville Redevelopment Plan to include the four proposed off-street parking lots for existing businesses on the east side of Church Street. The lots must be in place before the reconstruction of Church Street starts in January 1998.
   b. Provide an opportunity for displaced Church Street businesses to return to the community by reserving the site at the southwest corner of Church and 18th Streets for commercial redevelopment. Although there is disagreement in the neighborhood as to the exact form that this commercial development or developments should take, the consensus is that this site should be redeveloped for the displaced businesses.
   c. Let the Board of Zoning Appeals make a decision on the rezoning of the northeast corner of Church and Goff Streets to allow Graves Funeral Home to relocate to that site and thus remain in the community. The rezoning of this site is a subjective decision. The priority of keeping Mr. Graves’ business on Church Street must be weighed against the Garden Apartments’ residents’ objections to living next door to a funeral home.

To wait for a community supported comprehensive master plan before initiating these actions will cause undo hardship for Huntersville’s existing businesses.
CHURCH STREET
COMMERCIAL
DESIGN GUIDELINES

Norfolk, Virginia

Prepared for
City of Norfolk
and
Norfolk Redevelopment and Housing Authority

by
UDA

March 1997

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Illustrative site plan, option C.
Parking Lot Guidelines

Create off-street parking for businesses

General
All businesses along Church Street must provide off-street parking for their customers and employees. New and refurbished parking lots should support this plan's goal of creating a positive marketable image for the area.

Materials
All parking lots which should be paved with asphalt.

Location
New parking lots should be located to the side and or rear of buildings. Whenever possible, these lots should be viable from the street to increase supervision and discourage criminal activity.

Main intersections such as 18th and Church Streets should be reserved for buildings and green space. Lots around these intersections should be located as far away from these points as possible.

Lighting and Landscaping
Security lighting is required in all new parking lots and encouraged in existing ones. This lighting should consist of rectangular cut-off fixtures on a round tapering pole. Glare must be screened from residential areas and public right-of-ways. The objective is to get a high level of illumination across the entire lot.

The inclusion of shade trees in parking areas is an especially important step in trying to soften Church Street's hard environment. Landscaping in tree islands is therefore encouraged where zoning permits.
General
The character of new streetscapes along Church Street will to some extent be dictated by streetscapes design proposed as part of the Church Street widening project. Since that design has not yet been completed, the following guidelines will eventually need to be modified to ensure compatibility and consistency.

Sidewalks
Public sidewalks in the area shall be a minimum 4 ft. wide concrete walkway. Control joints should be spaced at a distance equal to the width to create a square pattern.

Amenity strips
Amenity strips should be created in the area between the back of the curb and the sidewalk where space permits. These areas should be planted with grass and feature street trees.

Accessibility Ramps
Accessibility ramps conforming to the standards set by the Americans with Disabilities Act are required at all crosswalks.

Street Lighting
Rectangular cut-off fixtures on a round tapered pole or an equal should be installed between intersections to increase the general level of illumination in the area.

Street Tree Planting Areas
Street tree planting areas should be a minimum of 3 feet x 8 feet. Street tree spacing and locations will be determined by the Department of Parks and Recreation.
Landscaping

Unify the street with plants and trees

General

Commercial areas should use the same types of large trees used on main streets to provide unity for the neighborhood. These trees should be placed along the parking lot side of access drives and within parking lot areas in islands of at least 100 square feet in size.

Smaller ornamental trees should be used along the building side of access drives and in lawn areas adjacent to buildings. These trees should be less than 10'-0" in height to avoid blocking the signage band.

As a complement to the trees, evergreen shrubs and groundcover should be used along fencing and in areas not intended for foot traffic.
Fencing Guidelines

Strike a balance between image and security

General
All surface parking lots (see also: City Design Standards) should be bordered on all property lines fronting on public streets or alleys, except at entrances and exits, by a visual screen and ornamental security fencing.

Height
Fencing which fronts on public streets shall be a minimum of 3 ft. tall and a maximum of 4 ft. tall.

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Five ft. (5') to 6 ft. high fencing should be used only along property edges which do not front on a public street. These are most often the areas where eyes on the street do not exist.

Setbacks
Fencing should typically be held back a minimum of 2 ft. from the edge of the sidewalk to allow for landscape screening. Where building facades are setback more than 2 ft. from the property line, fencing should be set back an equal distance. The exception to this rule is where individual buildings are set-back further than neighboring buildings. In this case, fences should align with the predominant street wall as established by the facades of adjacent buildings.

Materials and Opacity
Materials for fencing along public streets shall be metal picket and rail. Brick piers should be added to all three types of fencing at street intersections and adjacent to pedestrian and parking entrances. All fences should provide a minimum of 50% opacity above 2 ft. 6 inches. Illustrative examples are shown on the following page.

Landscaping
To further screen vehicles, metal picket fences along parking areas should be landscaped, preferably to the street side, with trees and or shrubs.

Colors
Fencing should be prefinished black or dark green. Brick piers should be in the red family with white precast cap.
Illustrative Fencing Option A  Fencing held back from property line

Illustrative Fencing Option B  Fencing/landscaping held back from property line

Illustrative Fencing Option C  Low wall/fence held back 2 ft. from property line
Fencing Guidelines

Option A and B

Option C
Signage

Select signage that enhances the environment

General
Letters and marks applied to buildings and painted sign panels fastened to buildings are the two types of signage recommended for Church Street.

All commercial buildings should include a consistent signage zone. The diagrams above indicate the places suggested for these areas. In general, signage zones should be located above canopies and awnings. The facade should include articulation to frame individual signs within the signage band.

Smaller scale signs, mounted perpendicular to building facades, may be placed below canopies and awnings to be seen by pedestrians.

Lighting
Signage should be ground lit or lit by spotlights attached to buildings. Internally lit signs are discouraged.

Codes and Ordinances
In addition to these guidelines, new signage must conform to all applicable City codes and ordinances.
Image and Character

Respect the neighborhood's architectural traditions

General
Church Street has a very proud architectural tradition which symbolizes the rich history of the area. These design guidelines are intended to support a return to the turn-of-the-century image which has been weathered by time.

Although new commercial buildings need not be built as historic replicas, they should incorporate Victorian elements to be in context with the existing architecture in the adjacent neighborhood. Canopies are an example of one such element which is strongly recommended.

Materials
Building materials should be compatible with the historic buildings in the area, such as the Attucks Theater, and appropriate for the public and civic nature of the street. The primary cladding material for new buildings should be brick in colors from the red family.

Limestone or stone-like use of precast concrete in colors and textures similar to historic Church street institutional buildings should also be included.

Trim elements can include metal and/or wood, but should draw from the local Victorian tradition.

Canopies should be framed in wood and feature painted wood brackets below. Awnings should be made of weather-resistant fabric in historic colors.
Illustrative site plan, option C
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The inclusion of shade trees in parking areas is an especially important step in trying to soften Church Street's hard environment. Landscaping in tree islands is therefore encouraged where zoning permits.
Streetscape Guidelines

Soften the area's image

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