



ONE  
ONE

# CITY, FUTURE

COMPREHENSIVE PLAN 2040

ADOPTED AUGUST 14, 2018

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Design: Newport News Department of Communications - Graphics and Planning staff.  
Photo Acknowledgements: Department of Parks, Recreation & Tourism and Planning staff.

# Resolution No. 13152-18

A RESOLUTION APPROVING THE *ONE CITY, ONE FUTURE 2040* COMPREHENSIVE PLAN FOR THE CITY OF NEWPORT NEWS, VIRGINIA.

WHEREAS, in 2008, the City of Newport News (the City) adopted the *Framework for the Future 2030* as its Comprehensive Plan; and

WHEREAS, in September 2013, a new comprehensive plan was initiated, *One City, One Future 2040*, after the concept was presented to City Council and endorsed; and

WHEREAS, the process involved an ambitious comprehensive planning initiative to establish a community-derived, coordinated vision for the City; and

WHEREAS, the process utilized during this planning initiative was a citizen-based strategic planning effort; and

WHEREAS, the *One City, One Future 2040* Comprehensive Plan was developed after an enormous commitment of time and effort by the staff and citizen volunteer participants; and

WHEREAS, the updated *One City, One Future 2040* Comprehensive Plan is a consensus document which reflects the vision of the citizens, business owners and other stakeholders of Newport News concerning the physical development and services within the City and was organized around six themes: A Prosperous and Resilient City; A Sustainable City; An Accessible City; A Healthy and Safe City; A City That Respects Its Uniqueness; and, A City That Balances Good Places and New Spaces; and

WHEREAS, the *One City, One Future 2040* Comprehensive Plan Citizen Advisory Committee as well as the Planning Staff recommended a land use designation of Under-Study for property commonly known as the City

Farm Property, on June 6, 2018, the Planning Commission voted to recommend to City Council that the land use designation for such property be changed to Parks & Recreation; and

WHEREAS, the *One City, One Future 2040* Comprehensive Plan has been advertised as required by law, public hearings have been held by the Planning Commission and by City Council, and the Newport News Planning Commission recommended adoption of the *One City, One Future 2040* Comprehensive Plan on June 6, 2018, with its recommended changes as detailed above; and

WHEREAS, the *One City, One Future 2040* Comprehensive Plan contains all elements required by state law to be included in a Comprehensive Plan. The City Council finds and concludes that the *One City, One Future 2040* Comprehensive Plan meets the state law requirements for a Comprehensive Plan in accordance with Virginia Code § 15.2-2223 (1950, as amended), with such requirements being primarily concerned with the physical development of a jurisdiction.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Newport News, Virginia, that it hereby approves the *One City, One Future 2040* Comprehensive Plan as the City's new Comprehensive Plan to include the land use designation of Parks and Recreation for the property commonly known as the City Farm Property

PASSED BY THE COUNCIL OF THE CITY OF NEWPORT NEWS ON  
AUGUST 14, 2018

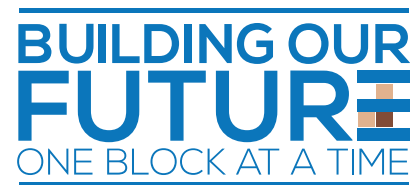
Mabel Washington Jenkins, MMC  
City Clerk

McKinley L. Price, DDS  
Mayor



# ONE CITY, ONE FUTURE

The *One City, One Future Comprehensive Plan* is to be used by all members of the community, as well as any other person or organization interested in the future of Newport News. Our citizens and officials have prepared this plan to be a useful, easy-to-read guide to our future. Anyone looking at the plan should understand where we are currently; where we want to go in the future; and how we plan to get there. The *One City, One Future Comprehensive Plan* is provided in both hard copy and digital formats to ensure that all stakeholders can easily access and maneuver through the document to help the City move forward and achieve the dream.





Newport News is a diverse community of people and neighborhoods that has grown from a history of shipbuilding and military influences to become the fifth largest city in Virginia. We became a city in 1958 with the merger of the cities of Newport News and Warwick.<sup>1</sup> Our shipbuilding legacy has grown to become Huntington Ingalls Industries, America’s largest supplier of military ships. We have viable military installations in Joint Base Langley-Eustis and Naval Weapon Station Yorktown. We support major employers in the manufacturing and research and technology sectors including Canon Virginia, Continental, and the Thomas Jefferson National Accelerator Facility. We are home to Riverside Regional Medical Center, the Greater Peninsula’s<sup>2</sup> most comprehensive medical facility, and to Christopher Newport University, ranked second in the 2014 Up-and-Coming Schools (Regional Universities [South]) list (U.S. News & World Report, 2014).

Newport News has experienced positive population and economic growth over the decades as we maintained our status as the urban center on the Greater Peninsula. But, as we have matured as a major city, we have begun to experience some of the same challenges other major urban areas

across the nation are facing: an aging housing stock, aging and outdated transportation infrastructure, and increased traffic congestion. Further, a lot has happened over the past five years—locally, regionally and globally—that may affect our city’s well-being long term. The economic recession, sequestration, disinvestment and a declining tax base, widening income disparity, climate change, and a decline in federal spending are just some of the events and trends that require us to rethink where we are as a city, where we want to be by 2040, and how we get there. These and other events and trends are explored in **Chapter 2, Existing Conditions**.

For us to continue to move forward in a deliberate and positive manner and be the “place” that people want to live, learn, work and play, we need a long-range plan that allows us to become a more sustainable and resilient city, and remain relevant in a fast-paced and ever-changing world. The challenge before us is how to leverage our strengths and opportunities to continue to transform Newport News for the 21st century. The answers to where we are going and how we get there are presented in this *One City, One Future Comprehensive Plan*.

<sup>1</sup>Warwick County (1634-1952) incorporated into the City of Warwick in 1952 before consolidating with the City of Newport News in 1958.

<sup>2</sup>The Greater Peninsula is comprised of Newport News, Hampton, York County, Poquoson, Williamsburg, and James City County.





## MISSION

*The Department of Planning's mission is to analyze, prioritize and plan for the balanced and sustainable use of the City's land and other resources to enhance the quality of life for current and future generations.*



# Table of Contents

1.....	<b>CHAPTER 1 - INTRODUCTION</b>
17.....	<b>CHAPTER 2 - EXISTING CONDITIONS</b>
127.....	<b>CHAPTER 3 - PLANNING LEGACY</b>
139.....	<b>CHAPTER 4 - THE DREAM</b>
153.....	<b>CHAPTER 5 - FUTURE LAND USE AND TRANSPORTATION PLAN</b>
175.....	<b>CHAPTER 6 - IMPLEMENTATION</b>
	<b>APPENDIX A - ACRONYMS, GLOSSARY, &amp; REFERENCES</b>
	<b>APPENDIX B - COMMUNITY ENGAGEMENT</b>





Concept for Downtown waterfront (Superblock Charrette Study)



## TABLES

<b>Table 1</b> - Comprehensive Plan Crosswalk	13	<b>Table 4</b> - Major Road and Other Transportation Projects	73
<b>Table 2</b> - Change in Population, 1960 - 2040	22	<b>Table 5</b> - One City, One Future Priorities & Strategies	171
<b>Table 3</b> - Newport News Natural Heritage Resources	62	<b>Table 6</b> - One City, One Future Implementation Action Plan	184

## FIGURES

<b>Figure 1</b> - Comprehensive Planning Cycle	4	<b>Figure 21</b> - Sea Level Rise Map	54
<b>Figure 2</b> - Plan Review and Adoption Process	6	<b>Figure 22</b> - Flood Zones Map	56
<b>Figure 3</b> - Plan Process and Schedule	9	<b>Figure 23</b> - Potential Sources of Water Quality Pollution in Newport News Map	58
<b>Figure 4</b> - One City, One Future Community Engagement	11	<b>Figure 24</b> - Natural Areas/Open Space and Public Access to Waterfront Map	60
<b>Figure 5</b> - Age Distribution by Percent of Total Population, 2000 - 2014	22	<b>Figure 25</b> - Existing Street Network Map	71
<b>Figure 6</b> - Racial Composition, 2014	23	<b>Figure 26</b> - Means of Transportation to Work	74
<b>Figure 7</b> - Hispanic or Latino Population, 2000-2014	23	<b>Figure 27</b> - Top 10 Places Residents are Commuting To (2012)	75
<b>Figure 8</b> - Place of Birth, 2000-2014	24	<b>Figure 28</b> - Year Structure Built	80
<b>Figure 9</b> - Family Households By Type 2000-2014	24	<b>Figure 29</b> - Total Number of Market-Rate Apartment Units by Type (2015)	80
<b>Figure 10</b> - Population By Cohort That Lives Below The Poverty Line, 2014	25	<b>Figure 30</b> - Parks & Recreation Facilities Map	91
<b>Figure 11</b> - Newport News Public Schools Map	27	<b>Figure 31</b> - City Council Districts Map	93
<b>Figure 12</b> - Total Enrollment, 2009-2020	28	<b>Figure 32</b> - Cultural Facilities Map	105
<b>Figure 13</b> - Educational Attainment, 2000-2014	29	<b>Figure 33</b> - Historic Resources Map	109
<b>Figure 14</b> - Enterprise Zones Map	32	<b>Figure 34</b> - Activity Centers Map	115
<b>Figure 15</b> - Hampton Roads Region Map	40	<b>Figure 35</b> - Future Land Use Map	159
<b>Figure 16</b> - Existing Zoning Map	42	<b>Figure 36</b> - Future Transportation Map	160
<b>Figure 17</b> - Existing Land Use Map	43	<b>Figure 37</b> - Marshall-Ridley Choice Neighborhood	165
<b>Figure 18</b> - Existing Land Use by Actual Use	44		
<b>Figure 19</b> - Newport News Soil Types Map	47		
<b>Figure 20</b> - Chesapeake Bay Preservation Areas, Shoreline, and Streambank Erosion Areas Map	49		



Washington Avenue



## THE ONE CITY, ONE FUTURE COMPREHENSIVE PLAN IS ORGANIZED INTO SIX CHAPTERS:

### CHAPTER 1 - INTRODUCTION

Introduction describes the purpose and need for a comprehensive plan to help guide Newport News through the economic, environmental, and social challenges of the 21st century.

### CHAPTER 2 - EXISTING CONDITIONS

Existing Conditions is theme-based and describes where Newport News is today; what trends, challenges and opportunities we face; what our citizens told us through the various outreach efforts; and what these existing conditions mean in light of where we want to go as a city by 2040.

### CHAPTER 3 - PLANNING LEGACY

Planning Legacy describes previously adopted plans and studies and incorporates initiatives and recommendations into the comprehensive plan.

### CHAPTER 4 - THE DREAM

The Dream describes our vision for what we want Newport News to be in 2040 and establishes the goals and objectives that create the roadmap for the future land use plan based on the themes established in Chapter 2.

### CHAPTER 5 - FUTURE LAND USE AND TRANSPORTATION PLAN

Future Land Use and Transportation Plan is theme-based and presents the long-range vision for land use and development over the next 20 years. It also defines the land use categories used on the Future Land Use and Transportation Map and identifies associated policies.

### CHAPTER 6 - IMPLEMENTATION

Implementation describes the key projects, programs, regulations, partnerships, organizational changes and other actions and strategies needed to implement the goals and objectives of the plan. Various actions required to implement plan recommendations are presented in matrix format with identified responsibility, task and time frame. This chapter also provides guidance on how to amend the comprehensive plan while maintaining consistency with the plan's vision.



## GUIDING FUTURE INVESTMENT

*The One City, One Future Comprehensive Plan establishes a clear vision of the city's future. It is a bold strategy for leveraging our strengths and opportunities to manage change and guide Newport News into the future as a city that is thriving both economically and socially. The comprehensive plan establishes a guide for decision makers based on our citizens' core values and provides strategies to balance our social, economic and environmental systems to create a more resilient city.*

## WHAT IS THE COMPREHENSIVE PLAN?

The comprehensive plan is the primary tool for guiding future investment in and development of the city. On a daily basis, the City of Newport News is faced with tough choices regarding transportation, housing, economic development, neighborhood improvement, and service delivery investments. The *One City, One Future Comprehensive Plan* is the guide for making the decisions that will reinvigorate our city and address our needs. The plan establishes a clear vision of the city's future and integrates the aspirations of a diverse population. It is a bold strategy for leveraging our strengths and opportunities to manage change and guide Newport News into the future as a city that is thriving both economically and socially. The comprehensive plan presents the “big picture” and establishes a guide for decision makers based on our citizens' core values. It provides strategies to balance our social, economic and environmental systems and create a more resilient city.

While the comprehensive plan is meant to provide a strong and constant vision for the future, it is also a living document designed to accommodate change. Progress and change will be captured yearly during the plan implementation phase of the comprehensive planning cycle (shown in Figure 1), and the plan itself will be updated to account for changing trends, challenges and opportunities as required.

The *One City, One Future Comprehensive Plan* will serve as the general guide for development in Newport News for the next 20 years. The plan contains the City's official policies on land use, urban design, transportation, housing, public facilities and services, environment, and economic development. It recommends changes to policy, defines priorities, and directs implementation actions to support [The](#)

[Dream](#) (see [Chapter 4, The Dream](#), our vision for the future) and path forward. Its policies apply to both public and private properties. The *One City, One Future Comprehensive Plan* aligns with the City's Strategic Priorities, which guide the use of city resources to achieve desired outcomes that are measurable and promote accountability. It also aligns with the *Roadmap to Sustainability*, the City's plan to achieve its “Environmentally Sustainable Local Government Policies” strategic priority. Furthermore, this plan aligns internally with other City plans and policies, vertically with regional and state requirements, and horizontally with the comprehensive plans of neighboring jurisdictions.

The *One City, One Future Comprehensive Plan* is used by the City Council and Planning Commission to evaluate land use changes, and by the City Council and City Manager to make funding and budget decisions. The plan is used by City staff to regulate building and development and to make recommendations on projects and programs, many of which are captured in the Capital Improvement Plan (CIP). The CIP is the City's five-year plan for high-priority capital projects and equipment purchases. It is also used by citizens, businesses, and other stakeholders to understand the City's long-range plans for different areas of Newport News.



Figure 1: Comprehensive Planning Cycle





## THE COMPREHENSIVE PLAN

*The comprehensive plan is a legal document that must meet specific requirements for content as established in the Code of Virginia. All localities must prepare and adopt a comprehensive plan for the physical development of land within its jurisdiction. The plan must include assessments of existing conditions, growth trends, and the future needs of the community.*

## WHY MUST WE HAVE A COMPREHENSIVE PLAN?

The comprehensive plan is a legal document that must meet specific requirements for content. The Code of Virginia (§15.2-2223) mandates all localities prepare and adopt a comprehensive plan for the physical development of land within its jurisdiction. The plan must include assessments of existing conditions, growth trends, and the future needs of the community. It must provide guidance to promote the health, safety, order, convenience, prosperity, and general welfare of a locality's residents. The Code of Virginia requires the plan to include coastal resources management, affordable housing, transportation, and land use components. It does not, however, dictate the structure and format of the plan.

The Code of Virginia does specify the process for comprehensive plan adoption. The Planning Commission must hold a public hearing prior to an official recommendation to the City Council for adoption of the comprehensive plan. After this public hearing, the Planning

Commission may recommend approval of the plan and forward it to the City Council for consideration. If the Planning Commission recommends approval, it must adopt and forward a resolution to the City Council. In developing our comprehensive plan process, we added one additional layer of participation and oversight: the Comprehensive Plan Citizen Advisory Committee (CPCAC). The CPCAC, appointed by the Planning Commission, worked with planning staff and guided the process based on citizen feedback gained through multiple outreach efforts. Figure 2 below is a simplified illustration of the plan review and adoption process for the *One City, One Future Comprehensive Plan*.

Once the comprehensive plan is adopted, the City Council may adopt amendments as needed. The process for comprehensive plan amendments is the same as the approval and adoption process required for the original plan, minus CPCAC participation. The Code of Virginia requires localities to review their comprehensive plan every 5 years to determine if changes are needed. Implementation, monitoring and amendments for the *One City, One Future Comprehensive Plan* are discussed further in [Chapter 6](#).

### PLAN REVIEW AND ADOPTION PROCESS



Figure 2: Plan Review and Adoption Process





## BUILDING ON THE PAST

*Comprehensive planning is not new to the City. The first comprehensive plan was adopted in 1964. The first citizen-driven comprehensive plan was adopted in 1993. The One City, One Future Comprehensive Plan is built on those and other successful comprehensive planning efforts as outlined in Chapter 3, Planning Legacy.*



"Hundreds of citizens worked tirelessly with City staff over the course of several years to produce the 16-chapter document that covered approximately 700 pages of content."

## OUR PAST PLANNING EFFORTS

Comprehensive planning is not new to the city. The first comprehensive plan – named the *Newport News General Plan* – was adopted in 1964. The first citizen-driven comprehensive plan was adopted in 1993. The *Framework for the Future* was an in-depth look at the past, present and future of Newport News. A lot of hard work went into developing the *Framework for the Future* and its subsequent updates; its innovative solutions led to many significant investments – both public and private. Hundreds of citizens worked tirelessly with City staff over the course of several years to produce the 16-chapter document that covered approximately 700 pages of content. The *Framework for the Future* served as a model comprehensive plan for decades. In recent years, however, best practices in the planning profession have pushed localities to develop more strategic, cohesive and less voluminous comprehensive plans. The structure and length of the comprehensive plan sometimes made extracting information difficult and challenging to understand how the chapters (also known as elements or topic areas) were linked. To many readers, the chapters appeared to be independent of one other, with no clear connection or means to establish priorities for implementation. And, the plan lacked a separate implementation component with established priorities and a monitoring process. So, in 2013 the City decided it was time for a new approach and look to the comprehensive plan to reflect current best practices in planning and changes in technology and how people receive and process information. The *One City, One Future Comprehensive Plan* did not start in a vacuum. Rather, it built on the successful *Framework for the Future* and other comprehensive planning efforts outlined in [Chapter 3, Planning Legacy](#).



## PLAN PROCESS AND SCHEDULE



Figure 3: Plan Process and Schedule

## OUR PLANNING PROCESS

The *One City, One Future* planning process kicked-off in 2013 with the decision to update the adopted comprehensive plan to reflect changing trends and conditions. This was the first step in a continuous sequence of activities that took more than 24 months to complete. Figure 3 shows the planning phases with associated schedule and outputs. Other tasks accomplished during the first phase included: forming the citizen advisory committee, defining the public engagement plan ([Appendix B](#)), and developing the comprehensive plan update webpage.

To be relevant and implementable, the comprehensive plan must be based on a solid foundation derived from sound data and analysis. This allows for the formulation of land use alternatives to effectively address trends, challenges, and opportunities to provide a future in line with the long-range vision. Data collection and analysis was completed by Planning staff in Phase 2 of the process. Key tasks in this phase included: establishing the statistical profile; identifying trends and projections that have or could affect the city's physical, social or economic viability; and establishing the vision, goals and priorities. The city also conducted a citizen satisfaction survey in 2016. Eight hundred randomly-selected residents were interviewed over a six-week period. A three-phase methodology was used to engage residents: 1) postcards were mailed to randomly-selected households to participate online; 2) follow-up phone surveys were conducted with those households that did not complete the online survey; and 3) a cell phone sample survey was conducted to augment the landline effort and ensure broad participation. The results of the survey are available through the Department of Planning. Survey results were used to identify initial strengths, weaknesses, opportunities and threats (SWOT Analysis) facing the city and establish priorities for future investment.

In Phase 3, Planning staff prepared the existing conditions report, defined strategies to achieve the vision and goals, and explored alternatives for implementation. This phase culminated with the draft comprehensive plan. Plan review and adoption were completed in Phase 4. Implementation and monitoring occurs in Phase 5, which will continue through the next update of the *One City, One Future Comprehensive Plan*.





## ONE CITY, ONE FUTURE COMMUNITY ENGAGEMENT



Figure 4: One City, One Future Community Engagement



## HOW DID CITIZENS PARTICIPATE IN THE PLANNING PROCESS?

Effective citizen participation in the planning process ensures that diverse interests and perspectives are considered and incorporated into the comprehensive plan; it also helps gain more widespread public support for plan adoption and implementation. Citizen input informed and guided the planning process under the direction of the CPCAC. The CPCAC was a 28-member committee that assisted with development of the comprehensive plan. The committee was comprised of appointed officials, citizens and other stakeholders representing a cross-section of our city's population.

The CPCAC's purpose was to: 1) review existing trends, opportunities and socio-economic forecasts to assist in development of the vision and goals of the comprehensive plan; 2) review draft plan elements and provide feedback to staff; 3) host community meetings during the public review period; and 4) present the final draft comprehensive plan, in conjunction with Planning staff, to the Planning Commission for consideration.

A diverse mix of people, representing all walks of life in Newport News, participated in our planning process (shown in Figure 4). Participants included residents, the Virginia Peninsula Association of Realtors, Christopher Newport University (CNU) students, military personnel, business owners, the Mayor's Youth Commission, and non-profit organizations. Feedback was gathered through a series of community engagement activities including the citywide survey, community workshops, CPCAC meetings, focus groups, and roundtables. To ensure that as many stakeholders as possible had the opportunity to participate in the planning process, Planning staff also accepted input through phone calls, emails, the comprehensive plan update webpage, and the City's Facebook and Twitter accounts. The public outreach process and a summary of input received for consideration are presented in [Appendix B](#) of this plan.



## COMPREHENSIVE PLAN CROSSWALK







ONE CITY, ONE FUTURE COMPREHENSIVE PLAN THEMES	ELEMENTS INTEGRATED (FROM FRAMEWORK FOR THE FUTURE 2030 COMPREHENSIVE PLAN)	ALIGNMENT WITH THE CITY'S STRATEGIC PRIORITIES	ALIGNMENT WITH REGIONAL STRATEGIC PRIORITIES
<b>A PROSPEROUS AND RESILIENT CITY</b> 	Economic Development, Education, Culture	Economic Development & Redevelopment, Fiscal Management & Efficient Operations	Hampton Roads Planning District Commission: Envision Hampton Roads
<b>A SUSTAINABLE CITY</b> 	Land Use, Environment, Human Services, Urban Services	Economic Development & Redevelopment, Community Maintenance & Renewal, Maximum Emphasis on Public Safety, Environmentally Sustainable Local Government Policies	Hampton Roads Planning District Commission: Envision Hampton Roads, askHRgreen.org
<b>AN ACCESSIBLE CITY</b> 	Housing, Human Services, Urban Services, Transportation	Fiscal Management & Efficient Operations, Environmentally Sustainable Local Government Policies	Hampton Roads Planning District Commission: Envision Hampton Roads; Hampton Roads Transportation Planning Organization: Long-Range Transportation Plan
<b>A HEALTHY AND SAFE CITY</b> 	Education, Parks and Recreation, Public Safety, Human Services, Culture, Urban Services	Fiscal Management & Efficient Operations, Maximum Emphasis on Public Safety	Hampton Roads Planning District Commission: Envision Hampton Roads
<b>A CITY THAT RESPECTS ITS UNIQUENESS</b> 	Historic Preservation, Culture	Environmentally Sustainable Local Government Policies	Hampton Roads Planning District Commission: Envision Hampton Roads
<b>A CITY THAT BALANCES GOOD PLACES AND NEW SPACES</b> 	Land Use	Community Maintenance & Renewal	Hampton Roads Planning District Commission: Envision Hampton Roads

Table 1 shows how the One City, One Future Comprehensive Plan themes integrate elements from Framework for the Future 2030 and align with City and regional strategic priorities.

## WHAT IS THE PLAN STRUCTURE AND SCOPE?

An important part of the *One City, One Future Comprehensive Plan* process involved the overhaul of the original document structure to move from the traditional silo approach, discussing topics such as land use, transportation, housing, and community services and facilities as separate elements, to a systems approach. This plan recognizes that all comprehensive plan elements are part of a larger, complex system: the city as a whole. The systems approach allows us to organize the plan around themes and discuss and understand the interactions and interrelationships of the various focus areas in a way that helps us to more clearly align goals and strategies and makes it less challenging to establish priorities for implementation. The physical structure of the document has been updated to develop a more cohesive and comprehensive vision; facilitate greater coordination between the various themes; and align and prioritize actions to help us more effectively achieve our goals.

### THE ONE CITY, ONE FUTURE COMPREHENSIVE PLAN IS BASED ON THE FOLLOWING SIX THEMES:

#### A PROSPEROUS AND RESILIENT CITY

Explores our economic vitality and whether we are equipped to adapt and bounce back in the face of adversity. It also looks at our overall ability to meet the basic needs of our population through investment and development that is both equitable and resilient. Can our citizens thrive and lead healthy lives in Newport News?

#### A SUSTAINABLE CITY

Acknowledges the impact our growth pattern has on our ecosystem and delivery of services, and examines the ways we can more responsibly use our resources to meet the needs of the present without compromising the needs of future generations. Can we remain the economic engine of the Peninsula without degrading or depleting our resources?

#### AN ACCESSIBLE CITY

Examines the housing and transportation opportunities and choices we provide to our citizens at all income levels. Do we have strong interconnected neighborhoods with sufficient connectivity to jobs, schools, services and goods? Do our citizens have sufficient access to public transportation?

#### A HEALTHY AND SAFE CITY

Explores how we support citizens with premier facilities and services and promote livability. Are we continually creating and improving the physical and social environments to provide our citizens with a high quality of life?

#### A CITY THAT RESPECTS ITS UNIQUENESS

Acknowledges our history and examines ways to preserve, promote and celebrate our natural and cultural assets. How will we continue to use these assets both as an education tool and to promote our city's identity?

#### A CITY THAT BALANCES GOOD PLACES AND NEW SPACES

Explores our land use patterns and the character of our established neighborhoods to determine how we can best preserve and respect the old while inviting new. Where and how do we encourage revitalization and adaptive reuse, infill development, and redevelopment in the city?







Completion of the *One City, One Future Comprehensive Plan* is by no means an end in itself; rather it is a new beginning. It is important that we continue the steps necessary to achieve the vision outlined in this plan. The plan is intended to be a living document; it will grow and change as internal and external conditions change. Only through continuous use, evaluation, and amendments in response to changing conditions can Newport News reach the powerful vision established by all the dedicated people who contributed to development of the *One City, One Future Comprehensive Plan*.







The comprehensive plan is the single most important document for guiding a community's development. It examines the functional elements (e.g., housing, transportation, education, economic development, etc.) which affect future development; coordinates present and probable future needs and resources; documents goals and policies to promote the health, safety and general welfare of citizens; and establishes actions and priorities for implementation. The comprehensive plan is the means by which a community assesses what it has in terms of physical and social conditions, what vision it has for the future, and how to implement that vision. For a comprehensive plan to be implementable, it must be based on a study of existing conditions from which the goals, policies and strategies can be developed to support the vision and implement the plan.



This existing conditions assessment is presented by theme, as introduced in **Chapter 1, Introduction**. Themes include the following elements:



### **2.1 A PROSPEROUS AND RESILIENT CITY**

Assesses demographics, social characteristics, economic vitality, education, and delivery of urban services and infrastructure for Newport News. Where relevant, comparisons are made to other localities, regions, Virginia, and/or the nation.



### **2.2 A SUSTAINABLE CITY**

Explores land use, development and natural resources and the ecosystem to establish assets and challenges to our ongoing efforts to balance people, profit, and the environment.



### **2.3 AN ACCESSIBLE CITY**

Examines conditions for housing and transportation to establish how these systems are interconnected and what challenges we face in providing choice and accessibility.



### **2.4 A HEALTHY AND SAFE CITY**

Assesses the health and safety of our physical environment to determine what we do well and what we need to work on when it comes to ensuring equitable access and promoting healthy choices.



### **2.5 A CITY THAT RESPECTS ITS UNIQUENESS**

Examines how we preserve, promote and celebrate our natural, historical, and cultural assets.



### **2.6 A CITY THAT BALANCES GOOD PLACES AND NEW SPACES**

Explores land use patterns and the character of our neighborhoods to understand how we balance respect for the old while making room for the new. This section also explores design, livability, and opportunities for revitalization and redevelopment.

## INFORMATION FOR EACH THEME IS PRESENTED IN THE FOLLOWING FORMAT:

### KEY FACTS AND TRENDS.

Information is pulled from a variety of resources including the U.S. Census, existing reports and studies, and stakeholder interviews. Maps, photos, and other graphics are included to emphasize key data. Data was pulled from the best available resources as of August 30, 2015, unless otherwise noted.

### WHAT WE HEARD.

This is a summary of what stakeholders shared with Planning staff and CPCAC through surveys, questionnaires, community workshops, focus groups, and interviews. Input was grouped by theme, and does not include every comment received. Rather, this summary presents the overarching challenges and opportunities as provided by our stakeholders during the SWOT analysis. A more detailed summary is provided in [Appendix B](#).

For the purposes of this plan, the term “stakeholders” includes all people who, individually or as part of an organized group, participated in the comprehensive planning process by providing input on current conditions and direction for future land use management and development. The term “residents” is used specifically for stakeholders who are inhabitants of Newport News.

### WHAT IT ALL MEANS.

These are the critical points from the existing condition assessment that were considered when preparing goals, policies, strategies and actions to implement the vision. This is not a bullet-by-bullet response to the stakeholder comments presented in “What We Heard.” Rather, this section considers the comments in conjunction with the key facts and trends to provide focus for [Chapter 4, The Dream](#) and [Chapter 5, Future Land Use and Transportation Plan](#).



A view from Victory Landing Park



## 2.1 A PROSPEROUS AND RESILIENT CITY

This section provides key facts and trends related to social characteristics, economic development, education, and delivery of urban services and infrastructure. It also incorporates stakeholder input gathered through various outreach efforts including the citywide survey. Key points considered during the development of strategies to implement the planning vision are provided at the end of this section.

### 2.1.1 KEY FACTS AND TRENDS

Hampton Roads was impacted by the Great Recession (December 2007 to June 2009) and has been slow to recover as compared to other metropolitan areas with populations between one and three million. The Department of Defense (DoD) remains the primary driver of the Hampton Roads economy. Cuts to the overall national force structure in 2015 did not have as significant of an effect on military and civilian jobs in the region as feared. Previous reductions in force in Hampton Roads were taken into account, resulting in minimal loss for installations including Joint Base Langley-Eustis. However, defense spending and the number of military personnel in Hampton Roads have

continued to decline.

In 2014, the region continued to struggle; local growth in gross product and employment continued to lag behind other metropolitan areas of similar population size (HRPDC, 2015). The situation on the Greater Peninsula, however, is more promising: employment growth began to accelerate and keep pace with the statewide recovery in early 2014 (Magnum Economic Consulting, LLC, 2014). On the peninsula, manufacturing remains the largest employment sector and is responsible for the recent acceleration in employment growth.

Newport News remains the economic engine of the Greater Peninsula. In 2014, nearly 99,000 people worked in the city (Virginia Employment Commission, 2014a). Employment growth in Newport News continues to be in the research and development (R&D), advanced manufacturing, traditional manufacturing, and food processing and distribution sectors. We expect further growth in these areas but may also see high growth in the aerospace and aviation industry, including material sciences. We continue to celebrate our national reputation as a shipbuilding community and promote Jefferson Lab to draw new science and technology businesses to Newport News.

*Our local educational institutions—including Newport News Public Schools, Christopher Newport University, St. Leo University, Thomas Nelson Community College, William and Mary Extension Campus, Virginia Tech and University of Virginia satellite campuses, and the [Newport News Shipbuilding] Apprentice School—are providing high quality education and training, producing the qualified and competitive workforce that will allow us to capitalize on our economic strengths, increase productivity, and ensure long-term prosperity.*

### DEMOGRAPHICS

Hampton Roads' population is growing at a slow pace, slower than the growth rates for Virginia and the United States. Newport News' population is in line with the growth rate for the region, and is projected to continue at a growth rate of less than 1 percent each year over the next 10 years. The city is experiencing a slight decline in net migration and the birth rate. The city's population is slightly aging, yet still relatively young, and increasing in cultural diversity. The cost of living in Hampton Roads has fallen to the national average, driven by the slow recovery in housing prices.





## Population and Growth

- The annual growth rate for Newport News in the past decade has been less than 1 percent. Forecasts show a continued low growth rate between 2014 and 2040, resulting in a 7.3 percent change in population between 2000 and 2040 (see Table 2). This results in a net gain of just over 13,000 persons.

## CHANGE IN POPULATION, 1960-2040

YEAR	POPULATION	PERCENT CHANGE FROM PREVIOUS YEAR
1960	113,662	-
1970	138,177	21.6%
1980	144,903	4.9%
1990	171,439	18.3%
2000	180,697	5.4%
2010	180,966	0.01%
2014*	181,362	0.2%
2020*	185,196	2.3%
2030*	189,890	2.5%
2040*	193,838	2.1%

Table 2: Change in Population, 1960 - 2040

\* City of Newport News, Department of Planning, 2014 Statistical Profile (U.S. Census and Hampton Roads Data Book [HRPDC])  
 \* Weldon Cooper Center for Public Service, Total Population Projections for Virginia and its Localities, 2020 - 2040, www.coopercenter.org/demographics/ (published November 13, 2012).

- Low population growth in Newport News between 2000 and 2014 is in part the result of a largely built-out city, but is also attributed to minimal net gain between births, deaths, in-migration and out-migration. Over the past 20 years, the city's birth rate has dropped, from 17.6 births per thousand population in 1996 to 15.7 births per thousand population in 2013.
- While immigration outpaced emigration for the region over the past few years, emigration surpassed immigration in Newport News. Data for 2011 showed that the average family income for immigrants (\$31,500) was lower than that of emigrants (\$35,601), thereby reducing the average income of the city (Chmura Economics & Analytics, 2014).

On average, those moving into Newport News are poorer than those leaving.

- In 2014, more than 53 percent of the population was under the age of 35 (see Figure 5). This is slightly lower than in 2000, when close to 55 percent of the population was under the age of 35, but higher than the percentage for the state and the nation. In 2014, the percentage of population under the age of 35 in Virginia was 46.7 percent, which was slightly less than the 46.9 percent for the United States.

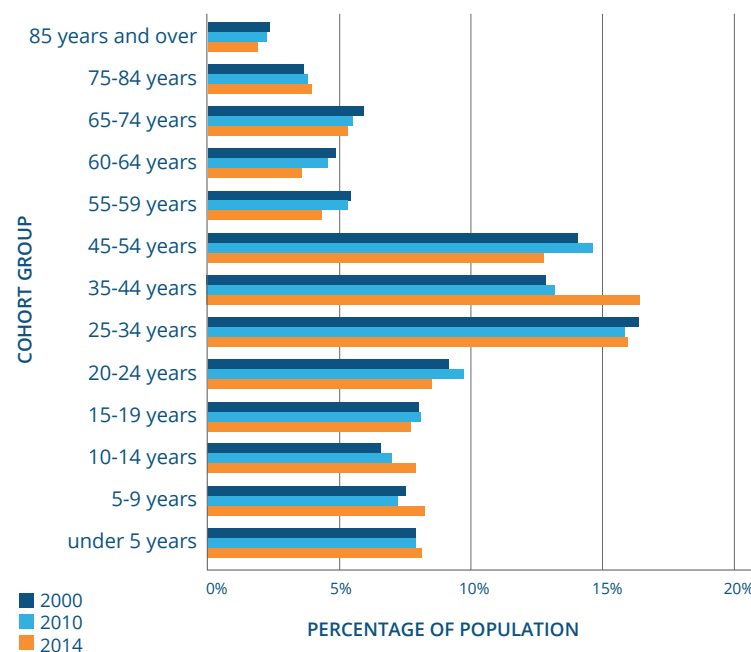


Figure 5: Age Distribution by Percent of Total Population, 2000-2014

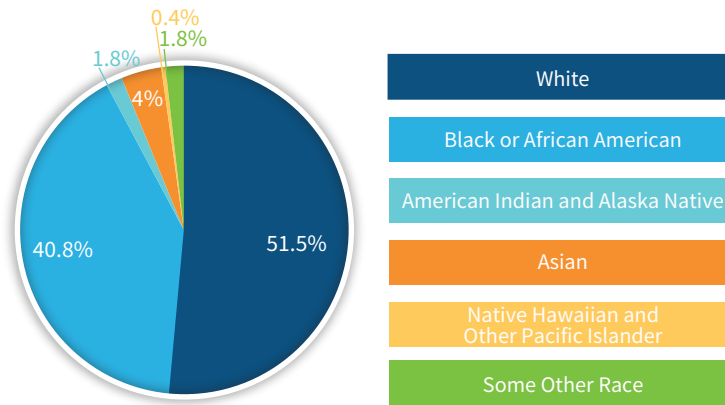


Figure 6: Racial Composition, 2014

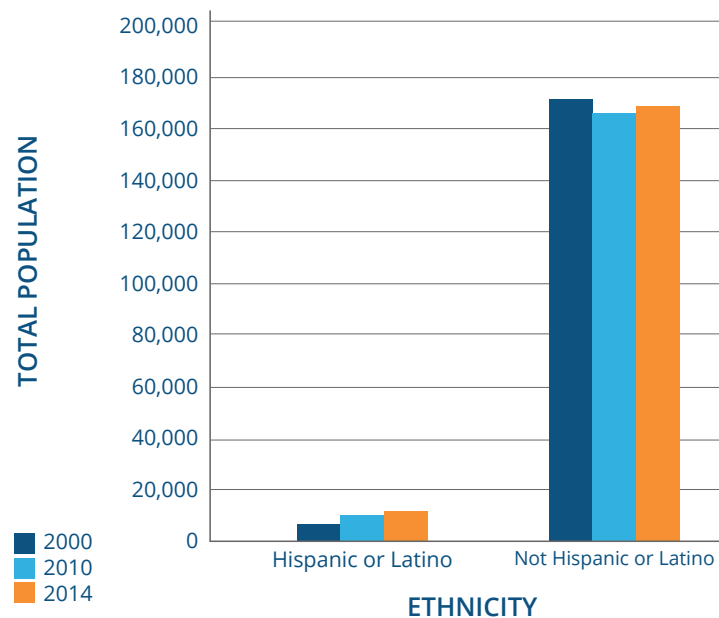


Figure 7: Hispanic or Latino Population, 2000–2014

- In 2014, approximately 11 percent of the population was 65 years and over, and just over 20 percent was under the age of 15. The largest cohort continued to be those aged 25–34 (16.4%), a reflection of the large generation of Millennials.
- Across the nation in 2011, the first of the Baby Boomer generation reached the age of 65, which was once the retirement age in the United States. It is estimated that 10,000 baby boom retirements will occur daily through 2030. Newport News is slowly seeing the effects of the aging of this cohort, as two of the largest rates of growth between 2000 and 2014 were in the 55–59 (38.8%) and 60–64 (53%) age groups. The 85 years and over cohort also experienced a significant rate of growth during that period (52.2%).

#### Racial and Ethnic Composition

- The racial and ethnic composition of Newport News has changed slightly since 2000. The white, black or african american, and some other race populations fluctuated between 2000 and 2014, while all other categories steadily increased. By 2020, the white cohort is forecast to comprise slightly less than 46 percent of the total population. The racial and ethnic composition for 2014 is illustrated in Figure 6.
- Between 2000 and 2014, the city's Hispanic or Latino (of any race) population increased by 91.5 percent. As shown in Figure 7, the Hispanic or Latino population (of any race) was 4.2 percent in 2000 and increased to 8 percent of the total population by 2014. In 2040, this cohort is forecast to comprise 18.4 percent of the total population (Virginia Employment Commission, 2014b).



- As illustrated in Figure 8, the number of Newport News residents that were foreign born increased by 62 percent between 2000 and 2014. In 2014, 7.7 percent of the total population was foreign born, which was lower than the percentages for Virginia (11.6%) and the United States (13.1%).

## Households

- In Newport News, slightly less than two-thirds of all households (62.3%) in 2014 were comprised of families (two or more people residing together who are related by birth, marriage, or adoption). This represents a 7 percent decrease since 2000. As shown in Figure 9, family households by type were relatively stable between the 2000 and 2010 Census.

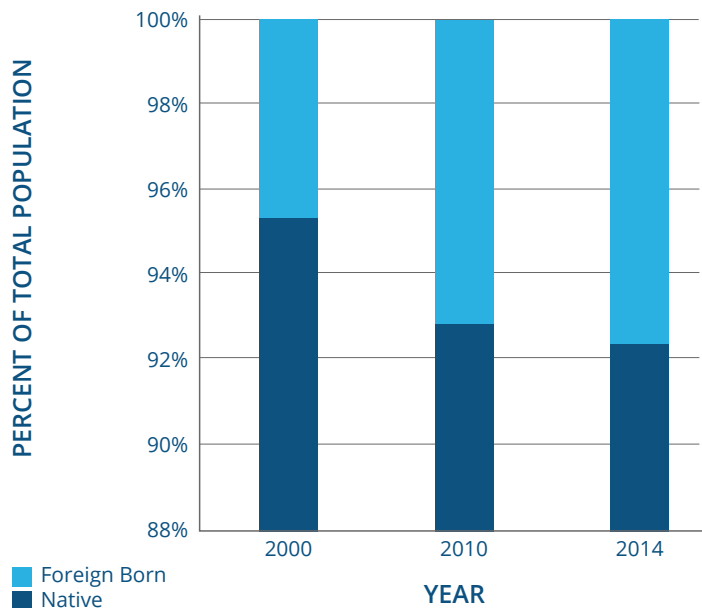


Figure 8: Place of Birth, 2000–2014

- The number of households headed by single females declined between 2010 and 2014, but continued to represent close to 29 percent of all family households. Together, single parent households comprised 37 percent of all family households in 2014. This was well above the Virginia percentage of 24.7, and the 26.9 percent for the United States the same year.
- Of the total non-family households in 2014, 83.5 percent (21,704) were single-person households. This is an increase of 15.4 percent since 2000.

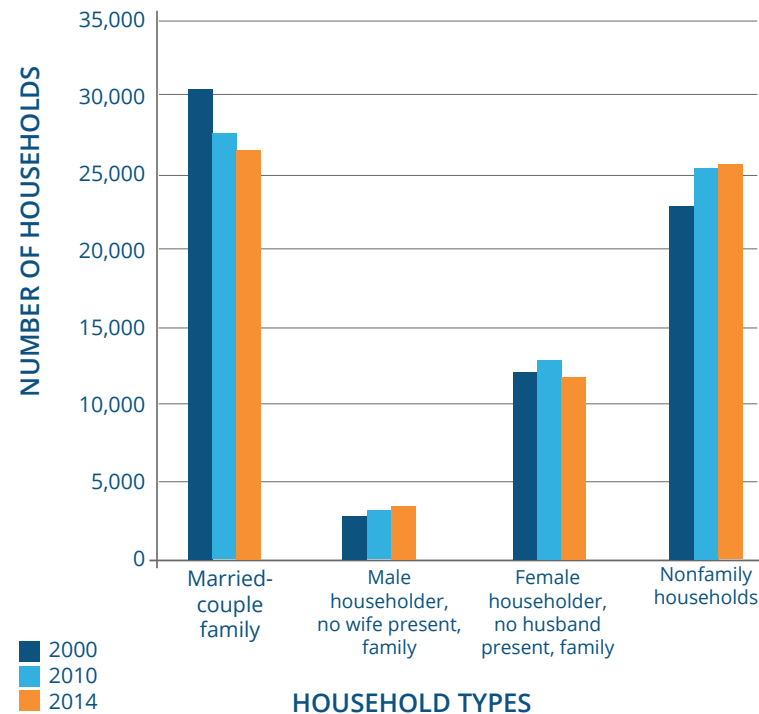


Figure 9: Family Households By Type, 2000–2014



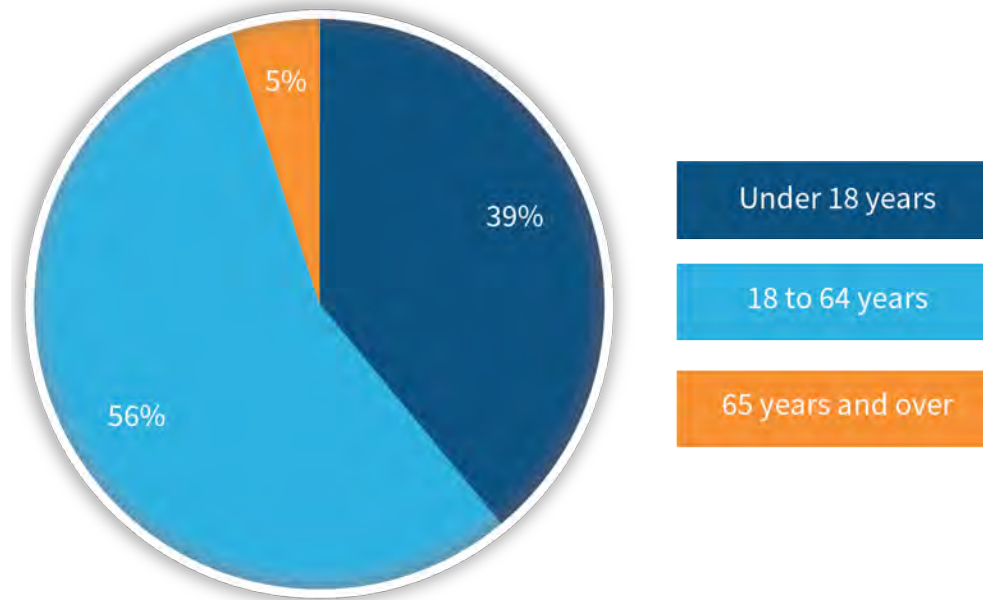


Figure 10: Population by Cohort That Lives Below the Poverty Line, 2014

- The average household size has remained constant between 2000 and 2014 at 2.5, which is slightly lower than that of Virginia and the United States at 2.6. During the same period, average family size also remained constant, hovering at just over 3.0 persons per family.

#### Income and Cost of Living

- Median Household Income for Newport News in 2014 was \$51,000, which was below the Median Household Income for Hampton Roads (\$55,997), Virginia (\$64,792), and the United States (\$53,482).
- The cost of living in Hampton Roads (100.1) in 2014 was just above the national average (100), but much less than many other metropolitan areas

including New York, Baltimore, and Washington, DC. According to the Hampton Roads Planning District Commission (HRPDC), cost of utilities, miscellaneous goods and services, and healthcare in the region were above the national average.

#### Poverty

- In 2014, 14.5 percent of the total population in Newport News (26,322 people) lived below the poverty line, which was higher than the 13.1 percent poverty rate for the region. This was an increase from the 2010 poverty rate of 13.8 percent, but a decrease from 2013 at 15.2 percent. In 2014, the poverty rate for Virginia was 11.5 percent and 15.6 percent for the United States.
- As shown in Figure 10, nearly 39 percent of the population living below the poverty line in 2014 was under 18 years of age (10,030 children).
- In 2014, Supplemental Nutrition Assistance Program (SNAP) participation in Newport News was 14.4 percent, which was higher than the 9.5 percent for Virginia and 13 percent for the United States. It is important to note that this number does not tell the whole story



regarding individuals and families in need of nutrition assistance, since many more are eligible and do not apply.

- The Point-in-Time (PIT) Count conducted in February 2014 identified 181 homeless individuals in Newport News, down from the 2013 count of 204. Of the total, 44 individuals were identified as chronically homeless, and 32 were veterans.
- The State of the Region 2014 report identified homelessness as “an acute problem in Hampton Roads” based on the annual PIT data published by the Department of Housing and Urban Development (HUD) (Koch et al., 2014). As noted in the report, a closer look at the sub-populations in the PIT data reveals a likely undercount of homeless children and youth. In fact, Project HOPE–Virginia (Virginia Education Program for Homeless Children and Youth) shows that in the 2012–2013 School Year (SY), Newport News Public Schools (NNPS) enrolled 893 students that were identified as homeless. This was an increase from SY 2010–2011 (860 homeless students).

## EDUCATION AND TRAINING

The high school graduation rate in Hampton Roads has steadily increased over the past 5 years. At the same time, the number of students enrolled in the public school system has slightly declined. This is in line with enrollment trends across Virginia, where the majority of school divisions reported declines. Total enrollment in NNPS has declined as well, while the graduation rate has continued to climb. The slight decline in enrollment is likely due to the drop in military population combined with a slight decrease in the birth rate.

There is an increasing focus on post-secondary education as employers place a higher premium than ever on educated workers and the number of “middle skills

jobs” continues to increase. Our economy—as that of the nation—has shifted from one of mass production to a technology- and knowledge-based system of production and services. To remain competitive, Newport News must continue to have a well-trained, highly skilled and flexible workforce. Our employers must continue to have access to training and continuing education facilities to ensure that the workforce can acquire skills to meet changing business needs and retain high levels of competency in areas of technology, science and math.

Based on the premise that every job in the future will require some level of post-secondary education, NNPS has focused on ensuring all students graduate college, career and citizen-ready. On-time





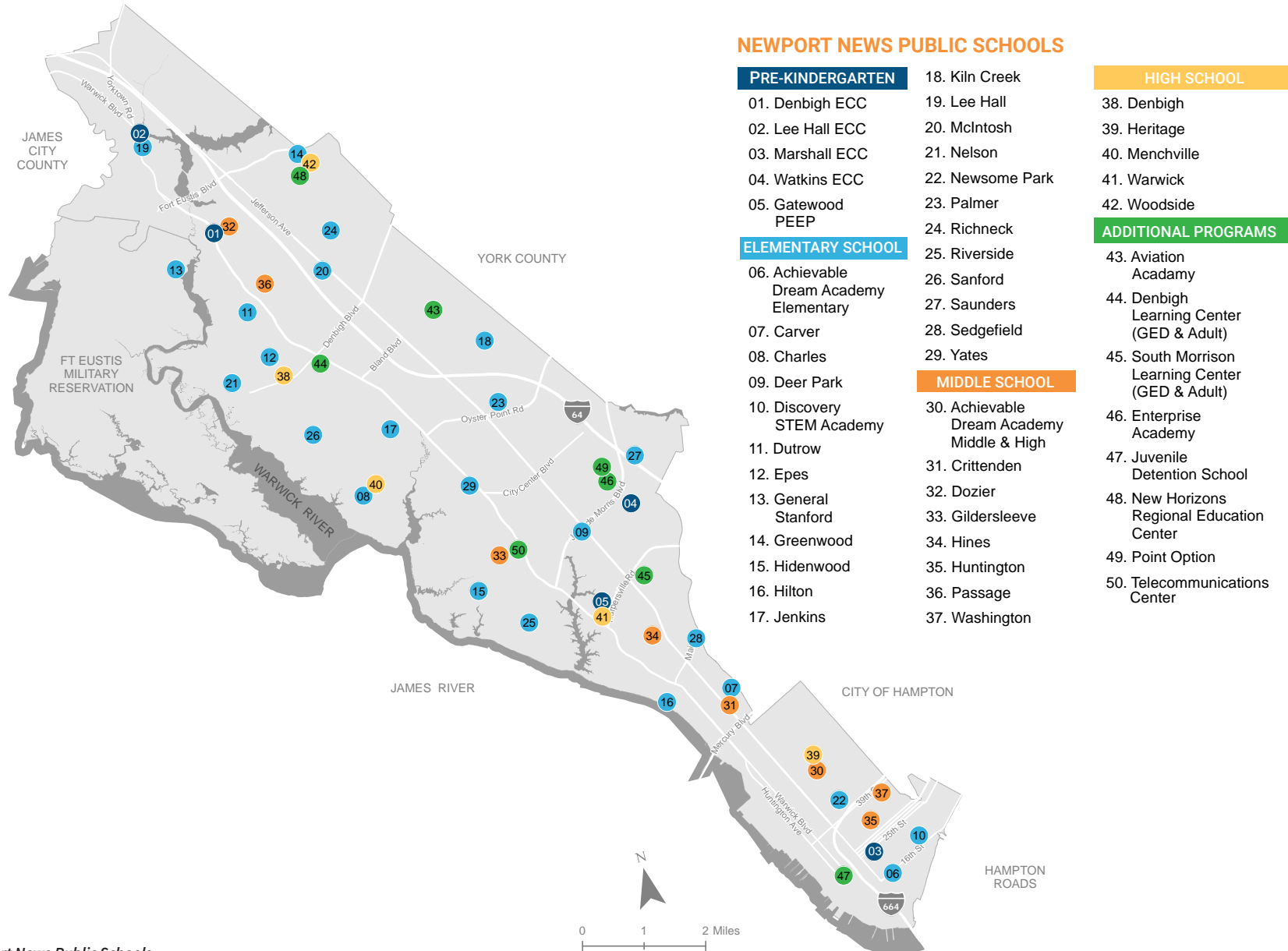


Figure 11: Newport News Public Schools

graduation and completion rates continue to go up, the number of dropouts continues to decline, and the Instructional STEM (Science, Technology, Engineering, and Mathematics) program continues to grow. NNPS continues to work with local businesses, nonprofits, and other organizations to engage students in educational programs outside of school and was named a District of Distinction for its successful launch of the Summer Program for Arts, Recreation, and Knowledge (SPARK) in 2015.

- NNPS educates approximately 29,400 children in 5 early childhood centers, 24 elementary schools, 7 middle schools, 5 high schools, 1 middle/high combination school, and 9 program sites (see Figure 11).
- The graduation rate for NNPS in 2015 was 89.5 percent, an increase from 72.9 percent 7 years earlier (NNPS, 2014). The dropout rate decreased from 14 percent in 2008 to 2.8 percent in 2015.
- In 2015, NNPS students earned over 1,800 certifications in STEM. Certifications help prepare students for future careers through courses designed around industry standards. The number of student certifications has more than doubled since 2012.
- Student enrollment declined slightly in NNPS between 2010 and 2014 by 2.4 percent (less than 700 students in 5 years)(Weldon Cooper Center for Public Service, 2014). Projections for NNPS total enrollment in 2020 show a further drop of 4 percent or 1,100 students (see Figure 12).
- The racial and ethnic composition of students enrolled at NNPS in 2015 was approximately 75 percent Black, Hispanic, Asian, multi-race or Other, while 25 percent was White.

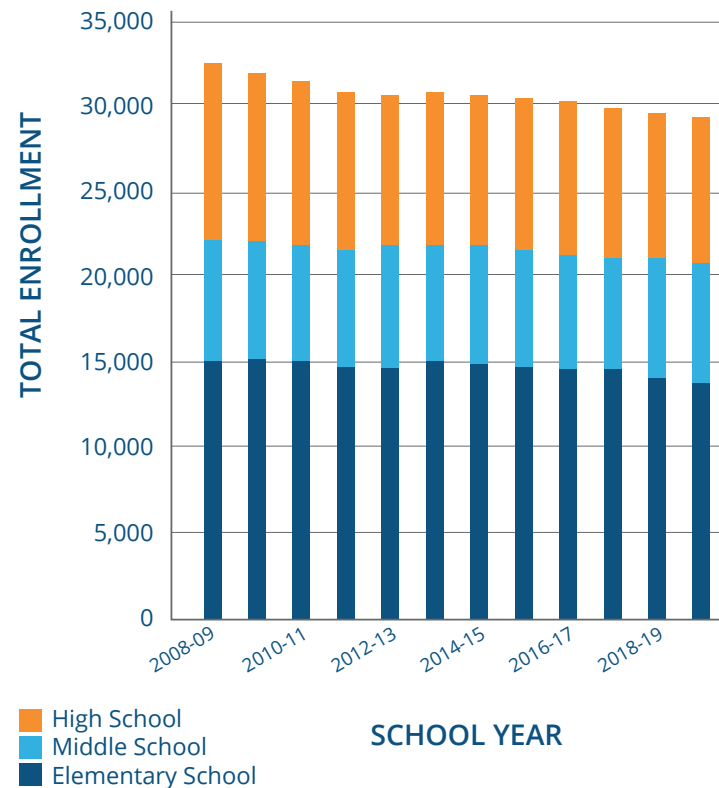


Figure 12: Total Enrollment, 2009–2020

- Approximately 63 percent of enrolled students in 2015 were identified as economically disadvantaged. Economically disadvantaged students are members of households that meet the income eligibility guidelines for free or reduced-price meals under the National School Lunch Program. The purpose of the program is to combat child hunger through schools. Food





insecurity for school-age children puts them at an increased risk for chronic health conditions, homelessness, and behavioral problems.

- Public school spending continues to decline across the country and most states are contributing less funding per student than they did before the recession hit. In FY 2014, Virginia spent \$10,973 per student, which was slightly below the national average of \$11,009.

This was a \$43 increase in funding from 2009 (Educational Finance Branch, 2015). NNPS funding per student was around the state average.

- In 2014, 88.9 percent of the population in Newport News 25 years and over completed high school (includes equivalency), which was higher than the averages for both Virginia (87.9%) and the United States (86.3%). That same year, 23.5 percent of the city's

population 25 years and over had a bachelor's degree or higher, which was lower than the averages for both Virginia (35.8%) and the United States (29.3%).

- Between 2000 and 2014, there was an increase in the percentage of population with an associate's degree or higher (see Figure 13).
- In 2014, Christopher Newport University (CNU) was listed as one of the nation's best institutions for undergraduate education and recognized as an up-and-coming university. CNU offers more than 80 areas of study at its 260-acre campus, provides opportunities for undergraduate research, and encourages community service. Enrollment in 2014 was just over 5,000 students.
- Thomas Nelson Community College, Saint Leo University, and the Virginia Tech and University of Virginia Hampton Roads Center work with individuals and businesses to develop and enhance the region's workforce. These post-secondary institutions offer convenient locations, flexible class schedules, and on-ground and internet-based classes to meet the education needs of our

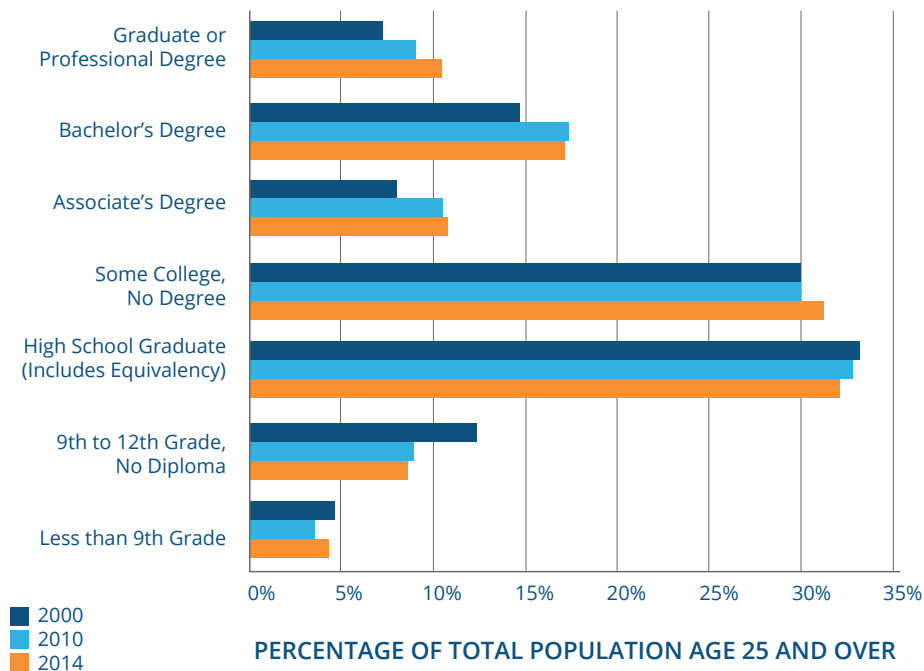


Figure 13: Educational Attainment, 2000–2014





workforce. And, they support local and regional employers with customized training programs.

- The Apprentice School—structured within Newport News Shipbuilding—offers 4- and 5-year apprenticeships in 19 shipbuilding disciplines and seven advanced programs of study. Founded in 1919, the school recruits, trains and develops its students for careers in shipbuilding. Admission is highly competitive for approximately 230 slots each year.

## ECONOMY

The Hampton Roads economy continues its recovery post-recession, with gross product and employment growth lagging behind prerecession trends (HRPDC, 2015). The military and the DoD continue to provide most employment opportunities in the region. Two of the four largest employers in Virginia are the DoD and Huntington Ingalls Industries, Inc., (Newport News Shipbuilding) both of which are prominent employers in Newport News. According to the HRPDC, defense-related activities and spending account for more than 41 percent of the region's economy (HRPDC, 2013). Healthcare employment has experienced significant growth and is the

only industry that added jobs throughout the recession. Riverside Health System remains one of the top 25 employers in Virginia, and Riverside Regional Medical Center continues to serve the Greater Peninsula from its 72-acre location on J. Clyde Morris Boulevard.

In Newport News, 2014 was a favorable year for business growth and diversification (Newport News Economic/Industrial Development Authority, 2014). The Newport News Economic Development Authority/Industrial Development Authority (EDA/IDA)—whose core mission is to grow and diversify the tax and employment base in Newport News—continued to provide innovative and forward-thinking solutions

to foster business growth and diversification throughout the city. Several major employers announced expansion plans, new businesses opened in City Center, and the Tech Center at Oyster Point broke ground. Over 250 established businesses participated in City-sponsored business-related workshops and activities, and many took part in the Façade Improvement Grant Program and other programs offered through the Department of Development to improve commercial properties and generate job growth.

Newport News applied for and was awarded a new enterprise zone, a designation that allows new and existing businesses within the zone to receive state





grants for job creation and real property improvements. The zone went into effect on January 1, 2015 for a 10-year term with two 5-year renewal periods for a total of 20 years. The zone, illustrated in Figure 14, covers Oakland Industrial Park, Patrick Henry Commerce Center, Newport News/Williamsburg International Airport, Air Commerce Park, and Upper Warwick Boulevard Retail Corridor. In addition, the EDA applied for and received certification for the City Center at Oyster Point Entertainment District through the Commonwealth's Tourism Development Financing Project. This tourism zone will increase new business, provide entertainment options for residents, and bring new visitors to Newport News.

### Employment

- In Newport News in 2012, employment growth began to accelerate with significant growth in the Manufacturing sector (HRPDC, 2015). By the end of 2014, the city regained most of the jobs lost during the recession (HRPDC, 2015). HRPDC forecasts that the region may see a return to peak employment levels by spring 2018.
- In 2014, 69.5 percent of the city's population 16 years and older (99,187 people) was in the labor force. Of employment eligible females 16 years and over in Newport News, 63.5 percent were in the labor force. There was a

7.1 percent growth (6,601 people) in the city's labor force between 2000 and 2014.

- In 2014, the unemployment rate for Newport News dropped to 6.2 percent, which was higher than the unemployment rates for Virginia (4.5%) and Hampton Roads (6.0%), but lower than that of the United States (7.4%). The unemployment rate nearly doubled between 2008 and 2010, from 4.6 percent to 8.3 percent. This reflects the period from the start of the recession to its low point.
- In 2014, the average weekly wage in Newport News was \$952, one of the highest in the region. This was an increase of 4 percent from the previous year (Virginia Employment Commission, 2016). In 2014, the average weekly wage in Virginia was \$1,018, while the average weekly wage in Hampton Roads was \$842.
- The number of new startup firms in Newport News rose by 62 percent between 2013 and 2014. The 141 startups in 2014 were just shy of the record high achieved in 2005 (144



Sidewalk seating at City Center

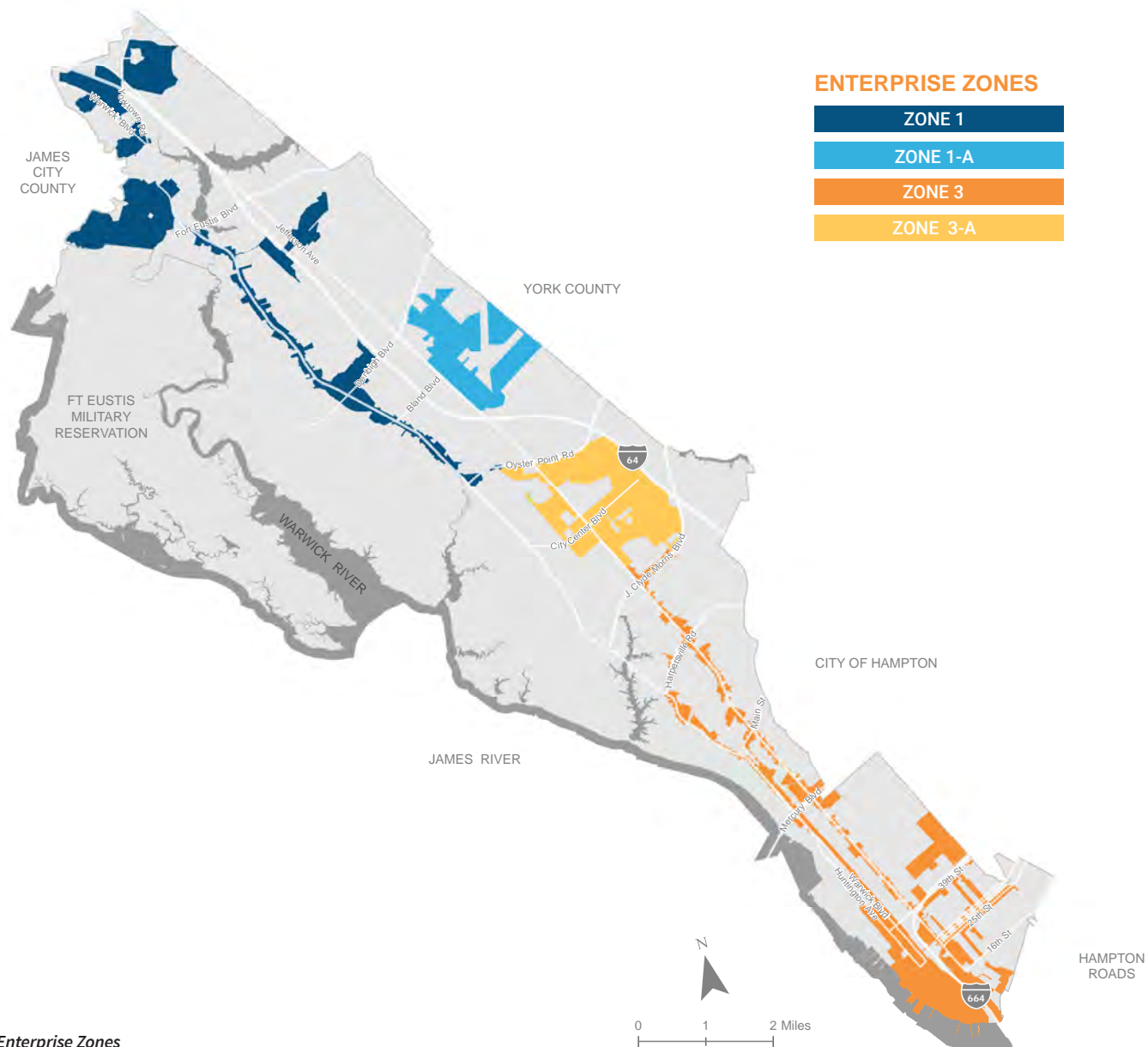


Figure 14: Enterprise Zones





new startups were reported that year) (Virginia Employment Commission, 2016).

- In 2014, the top three industries for the civilian employed population (16 years and over) in Newport News were Education Services, and Health Care and Social Assistance; Retail Trade; and Manufacturing (U.S. Census Bureau, 2015). The largest employment sector in Hampton Roads was Professional and Business Services, followed by Education Services, and Health Care and Social Assistance, and Retail Trade. The top three industries in Newport News in 2000 were the same as in 2014; the only difference was that Manufacturing and Retail Trade were

flipped. In 1990, the top industries in the city were Services (business, repair, personal, entertainment/recreation, and professional); Manufacturing; and Retail Trade.

- According to the *Greater Peninsula State of the Workforce Report 2014*, between 2010 and 2020 there will be more than 9,600 jobs openings each year on the Peninsula. The sectors with the largest numbers of annual openings are projected to be: Sales and Related; Food Preparation and Serving; Office and Administrative Support; Education, Training, and Library; and Construction and Extraction.

- The largest gaps between demand and supply for the Greater Peninsula workforce between 2010 and 2020 are projected to be: Plumbers, Pipefitters, and Steamfitters; Teacher Assistants; Carpenters; Machinists; Electricians; Police and Sheriff's Patrol Officers; Mental Health Counselors; Logisticians; Sales Representatives, Wholesale and Manufacturing, Except Technical and Scientific Products; and Industrial Engineers (Magnum Economic Consulting, LLC, 2014 p. 49-51).

### Military

- The presence of Joint Base Langley-Eustis and Naval Weapons Station (NWS) Yorktown has a positive direct impact on our economy. In FY 2013, the annual payroll for active duty military, civilians, and private businesses at Joint Base Langley-Eustis was approximately \$1.28 billion. Expenditures for construction, services, and procurement of materials, equipment, and supplies exceeded \$609 million. The total economic impact of Joint-Base Langley-Eustis for the region, including indirect jobs created, was \$2.4 billion. That same year, the Navy estimates that NWS Yorktown had a





\$216 million direct economic impact in the region.

- The large military presence also has a positive effect on our growing and diversifying workforce. Recruiting and hiring veterans and their family members strengthens the workforce with employees that have a strong sense of responsibility, the ability to work under pressure, strong leadership skills, and a high degree of professionalism. It also brings more people to the workforce who are used to adapting to change and may have a more global perspective.

### Real Estate

- Commercial real estate throughout Hampton Roads continued to show signs of recovery in 2013 and 2014, as new development picked up and vacancy rates began to decline. However, vacancy rates are forecast to slowly increase as some national retailers restructure and close stores and others reposition themselves in new quality developments. Rental rates are also forecast to increase due to limited quality retail space (Machupa, 2014).

- In 2013, the lowest vacancy rate (3.75%) was in Newport News (Patrick Henry/Oyster Point/Kiln Creek submarket). The highest vacancy rate (25.3%) in the Peninsula retail submarket was also in Newport News (Denbigh).
- Vacancy rates in the industrial market continued to fall in 2013, for the fourth straight year. It is projected that the Port of Virginia will continue to drive industrial demand for the region (Throne, 2014); container volume increased in 2013 and 2014. Note, however, that approximately one-third of cargo arrives and departs the port by rail, thereby potentially decreasing the demand for local warehouses.

### URBAN SERVICES AND INFRASTRUCTURE

The City of Newport News provides a variety of urban services and physical infrastructure to its citizens. Effective delivery of these services and long-term maintenance of the infrastructure is crucial not only to overall quality of life, but to the viability of our existing businesses and our ability to attract new businesses and promote innovation and entrepreneurship. To remain economically competitive in a global world, Newport

News offers cost-effective and reliable services including drinking water and waste management, and modern and efficient physical infrastructure including roads and air transportation with provisions for multimodal connectivity. Our competitive advantage is further enhanced by the ability to offer quality and diversity of natural, cultural and human resources and ensure physical security.

Key facts, trends, challenges, and opportunities related to physical infrastructure are presented in [Section 2.3, An Accessible City](#). Key facts, trends, challenges,





and opportunities related to urban services, including public safety, are presented in [Section 2.4, A Healthy and Safe City](#).

### RESILIENCY

To ensure that Newport News has the capacity to maintain or regain functionality and vitality following natural, climate-induced, or man-made stressors or disturbances, the city continues to develop strategies and plans to better respond and adapt to changing economic, social, and physical conditions. The purpose of these strategies and plans is to ensure that our citizens have access to what they need to survive and thrive. As presented by the Urban Land Institute, resilient practices not only “help mitigate the growing risks presented by

weather volatility and sea-level rise,” they also enhance community livability, strengthen the economy, and restore the integrity of natural resources (Urban Land Institute, 2014).

Comprehensive, risk-based and coordinated emergency management operations are provided by the Newport News Division of Emergency Management. A division of the Fire Department, the staff manages the Emergency Operations Center (EOC) and plans for preparedness, response and recovery efforts for emergency and disaster operations within the city. Our Emergency Operations Plan, reviewed and approved by the Virginia Department of Emergency Management, is used to manage any kind of disaster, no matter how minor or significant. The Division of Emergency

Management continuously coordinates within the region, and with business and industry to ensure compatibility of emergency plans and procedures. Emergency Management and the EOC are discussed further in [Section 2.4, A Healthy and Safe City](#).

Engineering, environmental, and planning staff are engaged in regional forums and workshops on climate change and sea-level rise. Sea-level rise modeling and analysis being conducted by the Virginia Institute of Marine Science will help staff better understand how critical infrastructure in low-lying areas may be impacted, and determine if existing policies need to be revised or new strategies implemented to make Newport News more resilient to natural or man-made events. Recurrent flooding and sea-level rise are further discussed in [Section 2.2, A Sustainable City](#).

The City is exploring the extended use of smart technology across Newport News to create more efficient and robust systems that not only provide essential services during and in the aftermath of adverse events, but recover faster after disruptions. Advances in science and technology are allowing cities to integrate technological solutions to manage their assets through the use of information and communication technologies. The city will continue to identify ways to make







neighborhoods safer, reduce energy usage, reduce flooding, and improve mobility through the use of smart technology.

In late 2015, Newport News was selected for two federal programs that will help us continue to respond and adapt to changing economic, social and physical conditions in specific areas of the city:

- Joint Base Langley-Eustis was selected by the Office of Economic Adjustment (DoD) for the Joint Land Use Study (JLUS) Program. This program assists communities in developing comprehensive strategies in response to various DoD program changes including potential incompatibilities between military operations and local development. The program promotes a proactive approach to communication and decision-making relating to land use regulation, conservation, and natural resource management issues affecting land the military owns. The City Council adopted the JLUS in 2018.
- The Environmental Protection Agency (EPA) selected Newport News to receive technical assistance through its Building Blocks for Sustainable Communities Program (Partnership for Sustainable Communities, 2014).

The program helps communities adopt sustainable growth strategies that increase resilience to natural disasters, strengthen the economy, and protect human health and the environment. Technical assistance focused on equitable development in the Southeast Community, identifying strategies to create a healthy, vibrant community in which everyone can participate and benefit. The EPA-supported team of experts worked with stakeholders to define local needs and areas of vulnerability and identify strategies to promote equitable growth within the Southeast Community.

In summer of 2016, the city and the Newport News Redevelopment and

Housing Authority were awarded a Choice Neighborhoods Initiative (CNI) Planning Grant from the Department of Housing and Urban Development. The grant helps local communities transform neighborhoods into places of choice by rebuilding distressed public housing and assisted housing, improving and expanding services, expanding learning opportunities, creating pathways to jobs, and strengthening families. See [Section 5.3, Planning Opportunity Areas 2040](#), for more information.

### 2.1.2 WHAT WE HEARD

Some stakeholders expressed concern with the city's perceived reliance on the shipyard and DoD for economic health.





Several identified the need to emphasize and promote the technology and research opportunities within the city and promote Newport News as a hub for R&D. Others see a demographically and economically diverse city that has competing interests, but is improving in many areas such as education and public safety. Some residents pointed out that there is a high vacancy rate for commercial property on the Greater Peninsula, with a few older, larger vacant commercial properties in Newport News. Others pointed to older commercial properties with low occupancy rates and limited investment in maintenance as being of concern. A majority of stakeholders believe that revitalization of historic downtown Newport News will further enhance the city's

prosperity.

Some stakeholders perceive local schools to be of poor quality and low performing, while others expressed concern with the perception that schools are of poor quality when in fact they appear to perform well. Stakeholders noted that NNPS facilities are aging; the need to renovate and replace continues to grow. In the past, NNPS added trailers to meet capacity needs. These trailers are also aging.

Some residents expressed concern with the busing of children outside their neighborhoods. Stakeholders saw a connection between a strong education base and economic prosperity and spoke of the benefits of improved partnerships with CNU, the Apprentice School, and other educational

institutions. Many recognized the benefits of a strong Town and Gown relationship.

Residents see the opportunity to utilize sports as an economic driver, building more sports fields to host local and regional tournaments, and perhaps finding a location to support a semi-pro sports team.

#### Results from the 2016 Community Survey include:

- Over 87 percent of the residents surveyed were satisfied with their overall quality of life in Newport News; 65.8 percent of respondents said they were satisfied or very satisfied with the city as a place to retire; and 71.4 percent were satisfied with the city as a place to raise children.
- Approximately 67 percent of respondents said they were satisfied with the city in terms of job opportunities.
- Almost 66 percent of residents surveyed were satisfied with the quality of public schools in the city.
- Over 72 percent of respondents were satisfied with the resources available to Newport News school children to prepare them to go to college, get jobs, or enter the military.





- When asked to rate the value received for their tax dollars, 70.3 percent of survey respondents stated they were satisfied or very satisfied.

### 2.1.3 WHAT IT ALL MEANS

- Although population projections show slow growth for Newport News through 2040, new residents will still need somewhere to live and work. With limited undeveloped land, we should target areas now for higher density development and redevelopment to provide sufficient housing and job options, supported by needed resources and desirable services including transportation mode choices.
- The racial and ethnic composition of our population is changing; we are becoming more diverse. This is a benefit for businesses because increased diversity has the potential to enhance innovation and subsequently spur economic growth. We will, however, need to continue to promote policies that embrace diversity and push Newport News to be an even more equitable, healthy, and sustainable global city.

- More than a third of all family households in Newport News are headed by single parents. While male-led households tend to be in better economic standing than female-led households, both household types tend to face more social and economic challenges than married couple households (Vespa, Lewis, & Kreider 2013). Children living in single-parent households are more likely to live in poverty than children of two-parent families. With the known impacts of childhood poverty on academic performance and the opportunities for long-term employment success, the City may need to explore additional

programs to intervene, redirect and prevent these children from becoming statistics.

- The gap between rich and poor has not closed significantly over the past decade. Demands on services to address poverty and related concerns will increase if the trend is not reversed.
- Homelessness continues to be a challenge—and a cost—for the City and region. Permanent affordable housing solutions and support services are needed to reduce the homeless population and prevent families and individuals from becoming homeless.







- As the school age population declines, schools become less economically diverse, and development ebbs and flows, we must decide if our schools are in the right locations.
- As the demand for some level of post-secondary education grows, the need for workforce development programs will increase and become ever more critical to address shortages in key industry sectors.
- To remain globally competitive, we must continue to diversify and innovate. To support our leading and emerging industry sectors and remain economically sustainable, development policies must continue to encourage market leadership (growth beyond geographic boundaries and traditional markets) and innovation.
- As federal spending remains tight, we can enhance our fiscal resilience by continuing to diversify our economy. We need to promote a skilled and diverse workforce, quality infrastructure (e.g., housing choice, a balanced transportation system, alternative energy sources, and quality utilities), and quality education to attract expanding and new business.
- As sea-level rise modeling and analyses are completed for Hampton Roads, the city of Newport News will need to continue to establish investment priorities to improve long-term resilience.
- To promote Newport News as a “Smart City,” we will need to continue to leverage funds to invest in the technologies that allow us to more efficiently and sustainably deliver services to our customers while attracting businesses and entrepreneurs that thrive in the digital world.



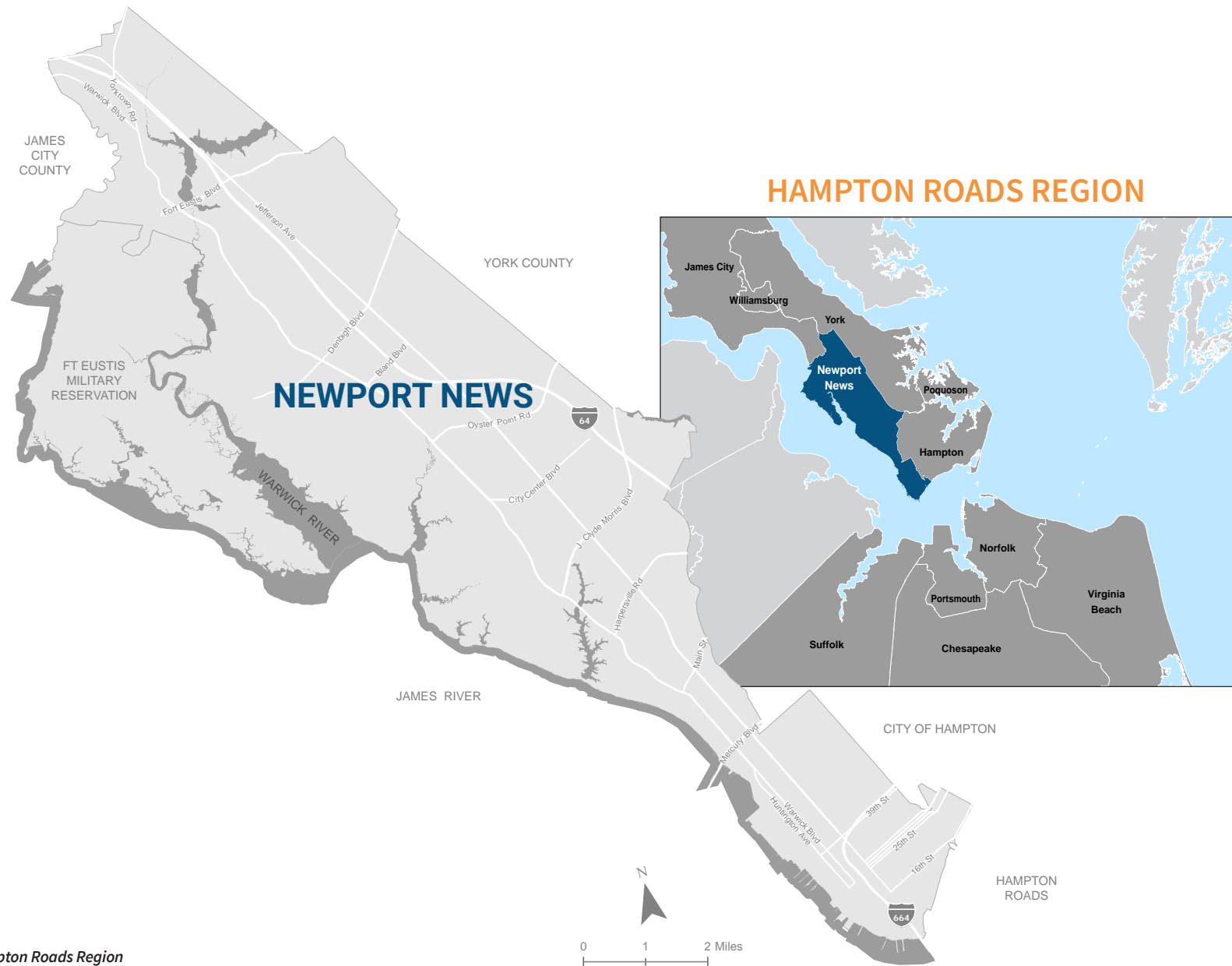


Figure 15: Hampton Roads Region



## 2.2 A SUSTAINABLE CITY

This section provides key facts and trends related to land use, development, and the environment. It also incorporates stakeholder input gathered through various outreach efforts including the citywide survey. Key points considered during development of strategies to implement the planning vision are provided at the end of this section.

### 2.2.1 KEY FACTS AND TRENDS

Chartered as an independent city in 1896, Newport News consolidated with the City of Warwick in 1958 to form what has become the fourth largest city by population in Hampton Roads.<sup>3</sup> Taking on the more well-known name of Newport News, the new city was comprised of 65 square miles of land area which, through several minor boundary adjustments and an annexation, increased to 70 square miles, not including water. Historic Newport News was a rapidly growing town supporting the emerging rail-port-shipyard industry and experienced immense population growth during World War II, while Warwick County was predominantly rural and slower growing with the vacant land to accommodate overflow from its urban neighbor (Planning Division, 1979). Consolidation more than

tripled the size of Newport News, providing sufficient land area to support the demand for growth for more than three decades.

Centrally located in the Hampton Roads region, Newport News is easily accessible off of Interstate 64 (I-64) and I-664 (see Figure 15). Located along one of the world's largest natural harbors, the city has approximately 244 miles of shoreline (including inland areas and Fort Eustis). The natural harbor and Hampton Roads and James River shipping channels are highly valued and support the successful port, marine, and shipbuilding industries. Hampton Roads, the James River, and their tributaries also provide critical habitat for a variety of plant and animal species, and are natural assets that can be enjoyed by residents and visitors alike. See [Section 2.5, A City That Respects Its Uniqueness](#) for more on our greatest natural asset: our location on the banks of the Hampton Roads Harbor.

### LAND USE AND DEVELOPMENT

Newport News is an urban area developed on lower-density suburban growth patterns, a reflection of the historic settlement of the former Warwick County and the market demands and availability of undeveloped land between the 1940s and 1990s. Originally comprised of manor estates and farms on

large tracts of land, Newport News was laid out in a grid system in the late 19th century to support the coming of the railroad. During World War II, historic Newport News was not only a port of embarkation, it was a center for ship and aircraft building that brought a burgeoning workforce to its city limits. Quickly reaching capacity, the city was unable to accommodate the total demand for housing, so overflow went to neighboring Warwick County. During the war, new housing sprung up in Newport News and Warwick County in the form of apartments and planned communities, also known as emergency housing projects. Many of these communities became permanent postwar neighborhoods, including Harbor Homes, Marshall Courts, Orcutt Homes, Rivermont, and Brandon Heights (Quarsten & Rouse, 1996).

After the war, Newport News experienced a declining inner city and upper- and middle-income flight to nearby counties. The 1958 consolidation was seen as the solution to the city's economic problems, bringing back the tax base and providing opportunity for growth northward. As a result, the city is long and narrow: approximately 22 miles long, 7 miles wide at its widest point (excluding Fort Eustis), and 1 mile wide at its narrowest point.

The early 1960s brought the spread of subdivisions and community services ever

<sup>3</sup>Warwick County (1634-1952) incorporated into the city of Warwick in 1952 before consolidating with the city of Newport News in 1958.



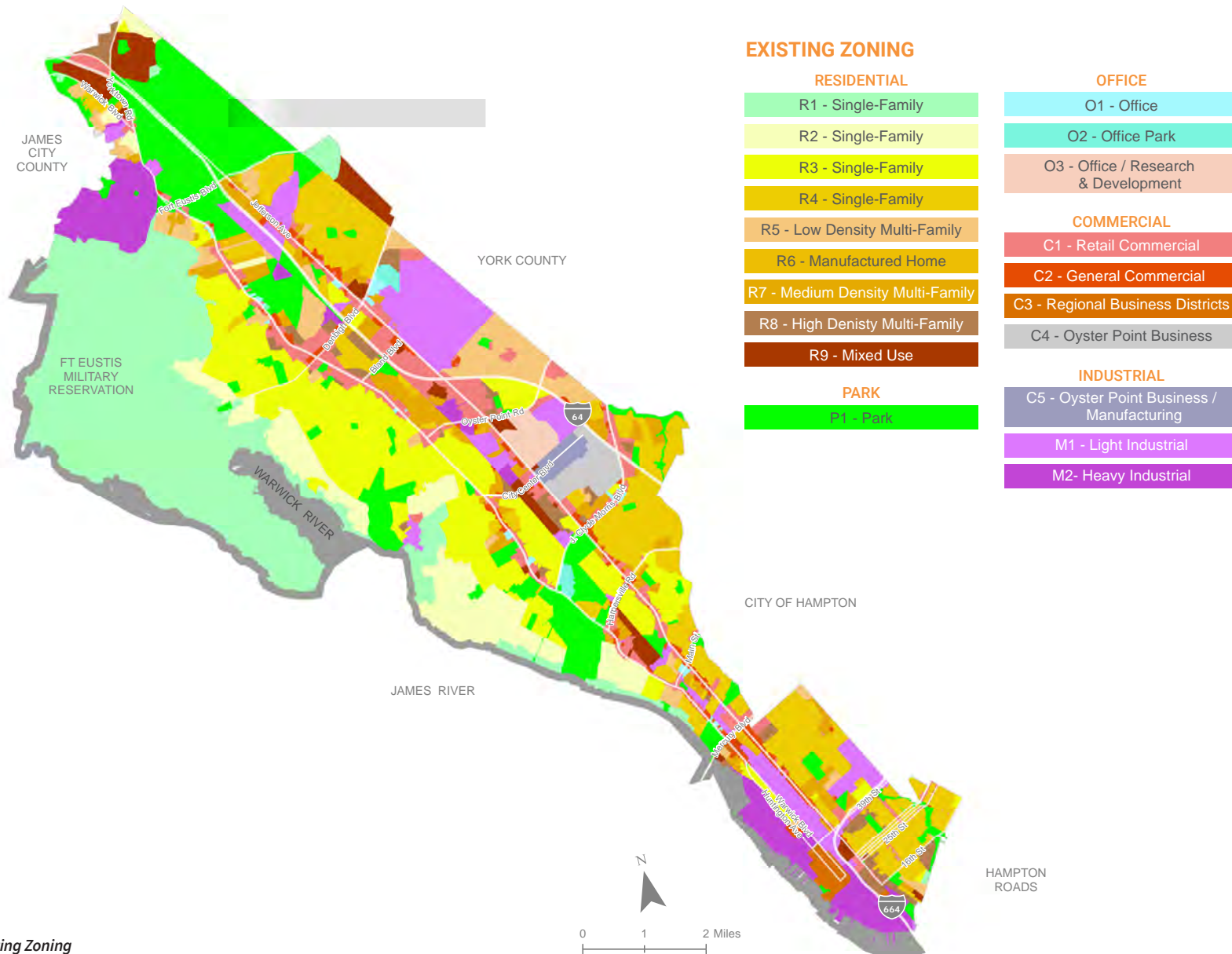


Figure 16: Existing Zoning

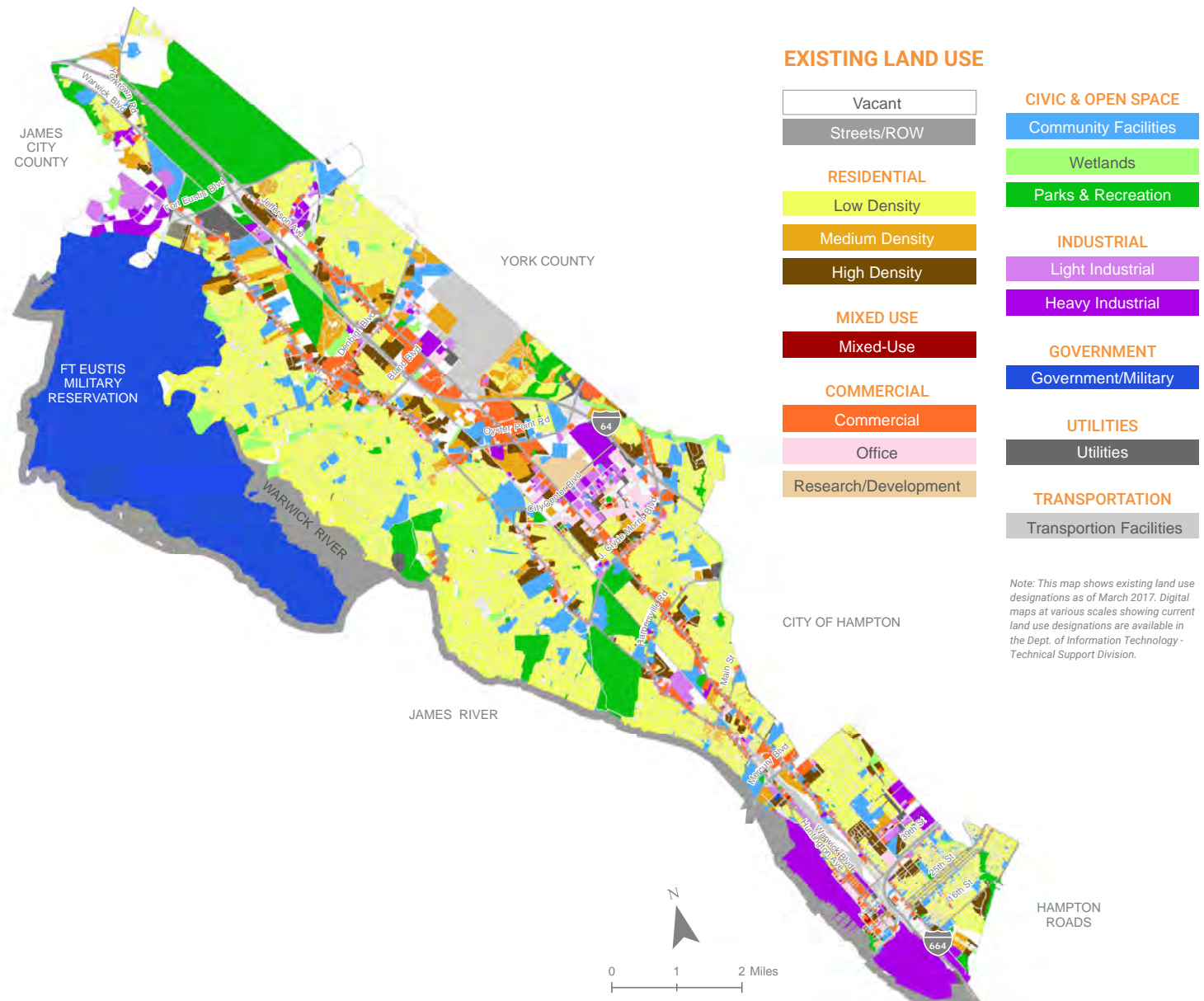


Figure 17: Existing Land Use



further north, a move that continued well into the early 1990s. Development generally occurred in a leapfrog pattern with new residential neighborhoods built on less expensive land farther from the urban core, bypassing vacant parcels closer in. The low density pattern of development north of Mercury Boulevard also led to cluster and strip commercial development along the city's two major arterials: Jefferson Avenue and Warwick Boulevard.

While there are over 3,000 acres of vacant land, only a few larger-scale development opportunities remain (see Figure 16). As of 2017, 90.6 percent of the city's land is developed, 6.8 percent is vacant, and 2.6 percent is designated wetlands (see Figure 17).

- Residential development occupies 31.9 percent of the total developed area in Newport News. Military/Federally Owned land makes up the next largest percentage of developed area, followed by parks, open space and wetlands (see Figure 18).
- With a population of 181,362 (2014) and a total land area of 70 square miles, the city's population density of 2,591 persons per square mile remains the fourth highest in Hampton Roads.

- Activity centers are established throughout Newport News, providing focal points for business and community life. Activity centers vary in size, function and character to meet the needs of their service area. Employment centers include Seafood Industrial Park, Oakland Industrial Park, and Copeland Industrial Park. Regional centers include historic downtown, Patrick Henry Mall, City Center, and the recently opened Marketplace at Tech Center. Community and neighborhood activity centers include Hiddenwood and Hilton

Village respectively. Some of these centers are thriving, while others face redevelopment pressure or struggle to fill vacant space. Several older activity centers, such as Newmarket, may be ideal locations for transit-oriented development (TOD).

Since the 1990s, new development has largely occurred through infill and redevelopment. Revitalization and redevelopment will continue to improve and reshape our city, especially in those sections

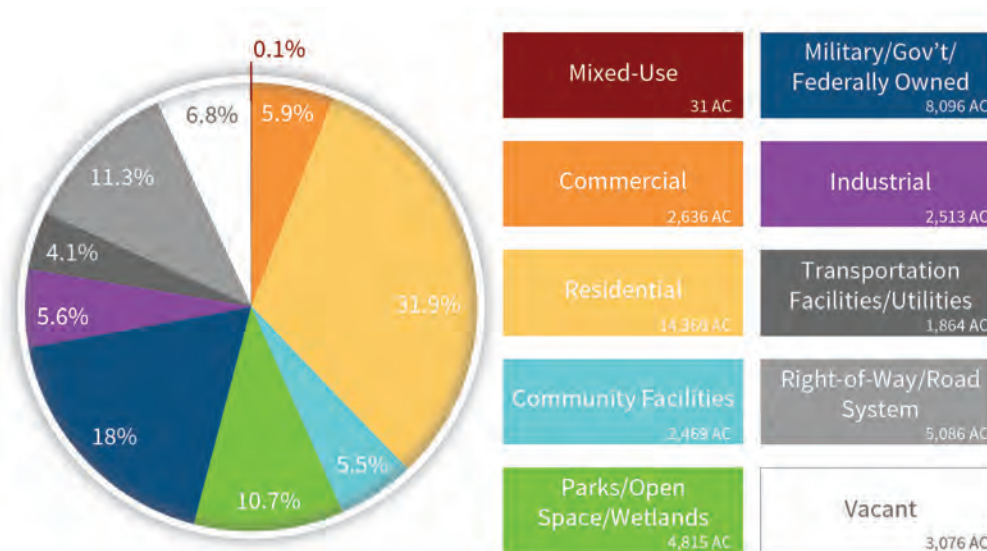


Figure 18: Existing Land Use by Actual Use





of the city identified as Planning Opportunity Areas. Each project will be assessed through the Chesapeake Bay Preservation Ordinance (Newport News Code of Ordinances, Chapter 37.1, Stormwater Management, Article V: Chesapeake Bay Preservation), and no new development will be approved that will reduce water quality. Planning Opportunity Areas are discussed further in [Section 2.6, A City That Balances Good Places and New Spaces](#).

#### ENVIRONMENTAL STEWARDSHIP

Our city's shoreline is a natural resource that provides habitat for wildlife, offers public and private access to the water, and filters nutrients and other pollutants from the water. The James River and its tributaries provide habitats for a variety of plant and animal species in their wetlands, non-vegetated tidal flats, forested areas, and flood plains. With 2,883 acres of tidal wetlands and over 240 linear miles of shoreline along 14 creeks and rivers, Newport News has an extensive natural system that not only supports significant wildlife habitat, but also contributes to our economic health, public safety, and quality of life.

Newport News has gone "green," in an ongoing effort to save energy, prevent pollution, and take the practical actions

needed to facilitate environmentally sustainable government policies and practices and make our community viable for future generations. The city of Newport News is committed to protecting the environment for current and future generations; it does so by meeting or exceeding requirements of all local, state, and federal environmental regulations and legislation and promoting sustainable design and development. In addition, the city promotes responsible practices and procedures in its daily operations, raises public awareness of environmental issues, and solicits citizen participation in meeting its environmental policy objectives.

The city of Newport News has partnered with other localities in Hampton Roads to spread environmental awareness since the early 1990s. Individual regional committees merged in 2011 into the umbrella campaign known as askHRgreen.org. AskHRgreen.org is administered through the HRPDC, and promotes environmental stewardship among all residents of our region. Through askHRgreen.org, residents have the opportunity to learn that small changes made at home can make a big impact. There are four major areas of focus for askHRgreen.org: Fats, Oils & Grease; Recycling & Beautification; Stormwater Education;

and Water Awareness. By signing up for the askHRgreen.org e-newsletter, residents can stay informed about local events (such as rain barrel workshops and e-recycling events) and receive tips for stewardship around their homes.

The city launched NNGreen, a public awareness campaign, in 2013 to promote green practices and engage citizens in making Newport News a more sustainable community. Recent sustainability activities benefiting the community include the Residential Recycling Program, Business Recycling Services, and Electronics Recycling Program. Recognition of our award-winning sustainability best practices culminated at the 2014 Energy and Sustainability Conference with the Crystal Award, presented by the Virginia Chamber of Commerce and Virginia Commonwealth University.

#### Water Quality

##### *Local Soils & Erosion and Sediment Control*

A soil survey was prepared for the Tidewater cities of Virginia, which includes Newport News, by the U.S. Department of Agriculture (USDA), Natural Resources Conservation Service in cooperation with Virginia Polytechnic Institute and State University in 2009. A digital soil map with attribute information is maintained by the



USDA Natural Resources Conservation Service (updated in 2017). Together the soil survey and digital map (shown in Figure 19) detail local soil classifications.

The major soil associations in Newport News are:

- Chickahominy - Urban land complex
- Tomotley - Urban land complex
- Urban Land
- Bethera - Urban land complex

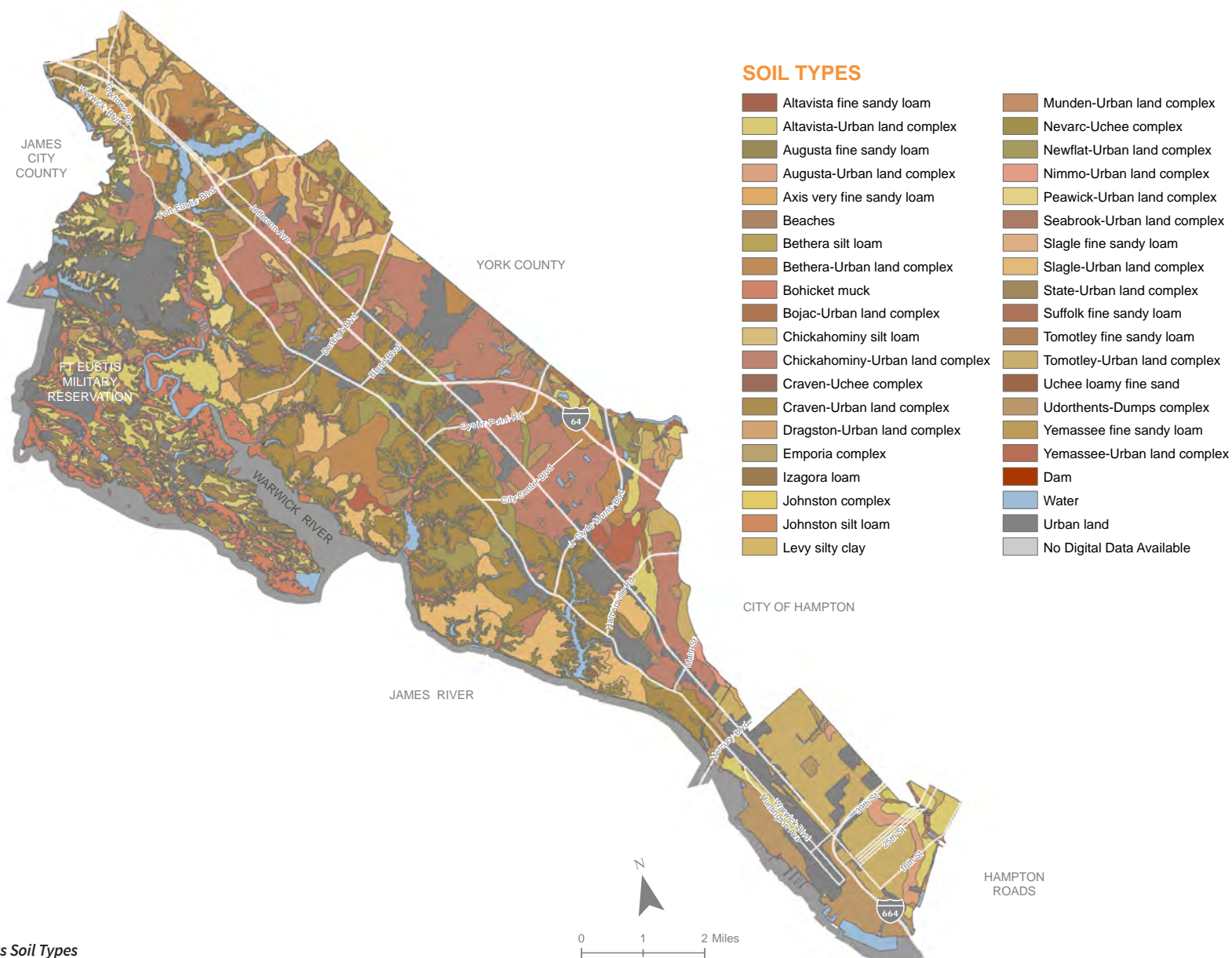
The Chickahominy - Urban land complex soil is described as very deep, poorly drained with very slow permeability and slow runoff. It has a silt loam texture and 0 to 2 percent slope. Tomotley - Urban land complex soil is described as very deep, poorly drained with a moderate to moderately slow permeability and slow surface runoff. It has a fine sandy loam texture and 0 to 2 percent slopes. Urban Land is described as areas covered by impervious materials such as asphalt or buildings. Bethera - Urban land complex soil is described as very deep, poorly drained with very slow to ponded runoff and moderately slow or slow permeability. It has a clayey silt loam texture and 0 to 2 percent slope.

All soil classifications in the city have limitations for the use of septic tanks because they have little or no capability to absorb human waste. As a result, a septic system suitability map was not prepared for this document. The use of septic systems is not an issue for new development in the city because our standard method of disposing of human waste is through the City's wastewater collection system and Hampton Roads Sanitation District (HRSN) treatment system. See Sanitary Sewer System (page 65) for more information on remaining septic tanks in the city.

As Newport News is 90.6 percent developed, soil characteristics – percent slopes, shrink/swell potential, depth to water table, erosion hazard, permeability, and

drainage class – have limited applicability to future development patterns in the city. Erosion and sediment control measures are, however, evaluated on a site-by-site basis for parcels proposed for development or redevelopment in accordance with Chapter 37.1, Stormwater Management, Article VII: Soil Removal and Other Land Disturbing Activities. City inspectors conduct field checks of approved construction projects for compliance with this ordinance, which ensures that excess sediment from disturbed sites does not contribute to stormwater pollution and impairments of our local waterways.







## Wetlands

Newport News recognizes the importance of its natural resources, particularly wetlands, which provide a vast array of ecosystem functions including: flood reduction, water filtration, wildlife habitat, and opportunities for community engagement in outdoor activities. The city's shoreline was studied in 1974 by the College of William and Mary, Virginia Institute of Marine Science, to document tidal shoreline conditions. As illustrated in Figure 20, the shoreline inventory, updated in 2014, identified 2,567 acres of tidal wetlands in Newport News (including Fort Eustis) (Berman et al., 2014). In addition, Newport News contains approximately 1,165 acres of non-tidal, freshwater wetlands (not including Fort Eustis), found in the upper reaches of the city's creeks and in undeveloped lands.

The majority of the city's hydric soils have already been developed. Development of these lands can alter drainage patterns and deprive downstream wetlands of water. Additionally, many of our creeks and wetlands have been artificially drained by ditches. Where non-tidal wetlands remain within Newport News, they are regulated and protected by the U.S. Army Corps of Engineers and the Virginia Department of Environmental Quality (DEQ). As these parcels are considered

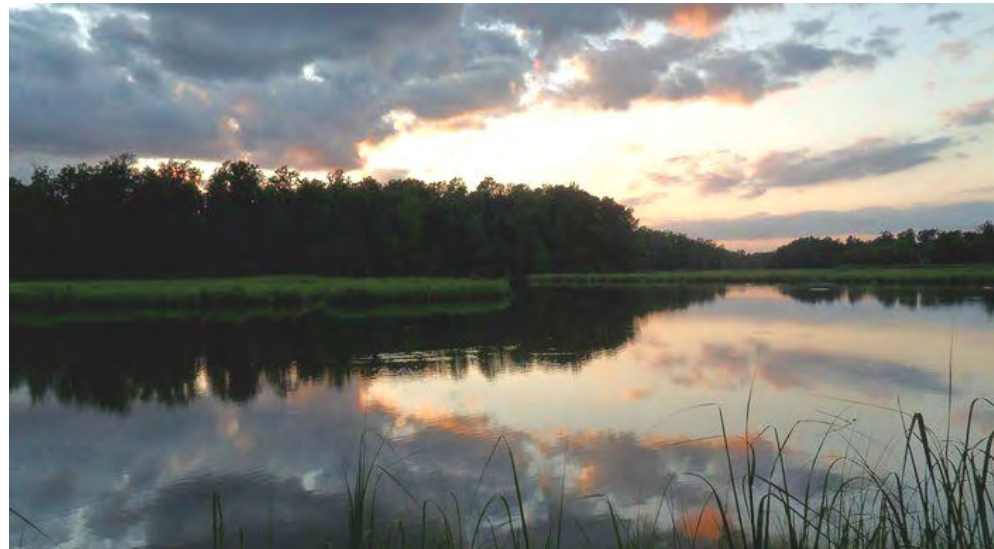
for development, they are reviewed by multiple agencies and mitigation is required for any loss of wetlands greater than one-tenth of an acre.

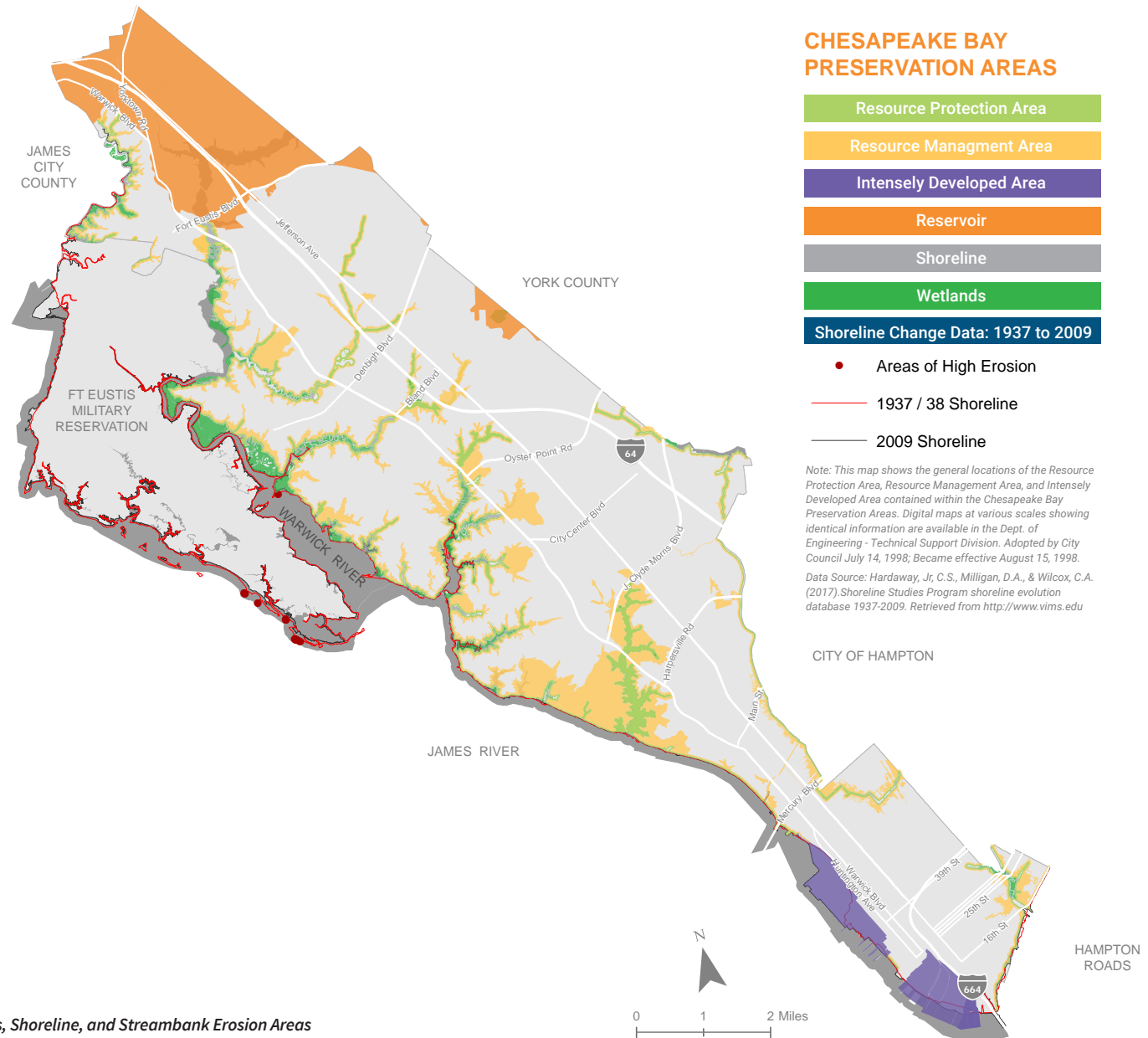
The city of Newport News Wetlands Board was established in 1993 through the adoption of the Wetlands Ordinance (Newport News Code of Ordinances, Chapter 44). The Board's purpose is to preserve the city's tidal wetlands while accommodating necessary economic development. This voluntary, citizen board reviews applications for alterations of tidal wetlands, which are defined as vegetated or non-vegetated ("mudflats") lands between mean low and an elevation above mean low water equal to 1.5 times the mean tide range.

The Board issues permits for activities in their jurisdiction. Permits will only be issued for activities that do not violate the purposes and intent of the city's Wetlands Ordinance or Chapter 13 of Title 28.2 of the Code of Virginia.

## Chesapeake Bay Preservation Areas

The Chesapeake Bay and its perennial tributaries constitute one of the most important and productive estuarine systems in the world, providing economic and social benefits to the residents of Newport News and the Commonwealth of Virginia. The health of the Bay is vital to maintaining our economy and the welfare of our residents. In conformance with the Chesapeake Bay







Preservation Act, the city of Newport News adopted a Chesapeake Bay Preservation Ordinance and associated map in 1990, which has been updated as needed to maintain consistency with state regulations. The purpose of the ordinance is to protect community and state waters from further degradation and improve water quality in the Chesapeake Bay and other state waters through effective land use planning and management. The ordinance can be accessed through the Municode website (municode.com) in the Newport News Code of Ordinances, Chapter 37.1, Stormwater Management, Article V: Chesapeake Bay Preservation.

As shown in Figure 20, land within the Chesapeake Bay Preservation Area (CBPA) is categorized as a Resource Protection Area (RPA), Resource Management Area (RMA), or an Intensely Developed Area (IDA). More than 11,200 acres within the city are within the CBPA, of which 3,727 acres are designated as RPA, 6,411 acres are RMA, and 1,069 acres are IDA.

The Resource Protection Area contains sensitive lands within 100 feet of the shoreline or along the banks of perennial streams and associated wetlands that protect and benefit water quality. Land development criteria within the RPA is stringent. A water

quality impact assessment is required for all land disturbing activities in the RPA. The city encourages reestablishment of the vegetated RPA buffer where the buffer has been lost to development.

Resource Management Areas, located landward of RPA buffers, have potential to damage water quality or the protective features of RPAs without proper management. While the development criteria are less stringent in the RMA than the RPA, City staff still must review development plans and land disturbing activities to ensure that water quality is protected.

An Intensely Developed Area is land developed prior to local adoption of the CBPA Ordinance. It can be applied to areas of existing development and infill sites where little of the natural environment remains (more than 50% impervious surface). Newport News has one IDA, which is comprised of the industrial waterfront (historic downtown). This IDA constitutes one of the most important industrial areas in Virginia, providing economic and social benefits to Newport News, the Commonwealth, and the nation. Protecting the economic health of the IDA and improving the health of the Chesapeake Bay are not mutually exclusive; the City continues to explore opportunities and develop strategies to reinvest in the industrial

waterfront.

The City implements the requirements of the Chesapeake Bay Preservation Act through its subdivision and site plan review processes. All development and redevelopment within the CBPA must go through either subdivision or site plan review. Proposed location and magnitude of a project determines the extent of City review. The City provides homeowners and developers with the CBPA Handbook, available through the Department of Planning, to guide applicants through the review process for development within the CBPA. Each project is assessed for compliance with the requirements of the CBPA ordinance, and no new development will be approved that would reduce water quality.

## *Drinking Water Supply*

The reservoir watershed is well protected and parks/open space needs are balanced with water quality management measures. Numerous strategies are employed to protect our water sources. When feasible, Newport News Waterworks acquires critical lands around the various watersheds to prevent potentially harmful development on adjacent properties. (See [Section 2.4, A Healthy and Safe City](#) for more information on Waterworks and water supply.) Local regulations ensure that developers minimize impacts of earth-





disturbing activities during construction and control stormwater runoff after development. Waterworks also collaborates with developers to construct detention ponds. The city's Reservoir Protection Ordinance, which complements the Chesapeake Bay Preservation Program, prescribes buffers for intermittent and perennial streams and the reservoirs, providing an additional tool for water quality protection. York County also prescribes buffers along streams within their jurisdiction. Waterworks desires similar requirements in James City County and New Kent County within the watersheds of Skiffe's Creek, Little Creek and Diascund Reservoirs.

The Virginia DEQ is requiring individual groundwater withdrawal permit reductions to alleviate impacts on the state's aquifers.

Withdrawal rights reduction will affect some Hampton Roads localities as they will not be able to meet their current water needs. While groundwater withdrawals add a safeguard to our water system for times of drought, Newport News Waterworks can meet customer needs during most drought conditions using the existing surface water supplies and some level of voluntary and incentivized reductions by customers. The proposed reduction—or even elimination of groundwater withdrawal—for Newport News would affect maintenance of the Lee Hall brackish groundwater desalting treatment facility, which requires a minimal amount of groundwater to operate. Newport News is a leader in the regional effort to study groundwater withdrawals in the area and

identify measures to meet water requirements without reducing withdrawal rights. Drinking water supply and distribution is assessed in [Section 2.4, A Healthy and Safe City](#).

The surface waters in and around Newport News are a valued resource. In addition to economic, recreational and environmental benefits, these waters are the primary source of potable water for Newport News and four surrounding communities. Within the boundaries of Newport News, the largest surface water reservoir for a potable raw water supply is Lee Hall Reservoir with 14.2 square miles of drainage area. The second largest is Hardwood Mills Reservoir with 9.5 square miles of watershed. The longest reach of shoreline is the James River followed by the Warwick River, Deep Creek, Lake Maury, Lucas Creek, Salter's Creek, and the Hampton Roads shoreline. Several smaller streams, lake inlets and estuaries round out the surface water sources.

Newport News Waterworks owns and operates the reservoirs that store and supply water to the treatment plants. The city's water supply is operated and maintained per Chapter 42 of the Newport News Municipal Code, Water Supply. Article V of Chapter 42 specifically addresses reservoir protection against pollution and degradation of the



Canoeing at Lee Hall Reservoir



drinking water supply, including inspections and enforcement. It is the city's policy to facilitate projects and promote land development practices which maintain and/or improve the quality of the city's drinking water. See "[Urban Services](#)" under [Section 2.4.1](#) of this plan for more information on the water supply and treatment systems, along with water quality monitoring.

### *Comprehensive Coastal Resource Management*

"Coastal ecosystems reside at the interface between the land and water, and are naturally very complex. They perform a vast array of functions by way of shoreline stabilization, improved water quality, and habitat for fishes, from which humans derive direct and indirect benefits.

The science behind coastal ecosystem resource management has revealed that traditional resource management practices limit the ability of the coastal ecosystem to perform many of these essential functions. The loss of these services has already been noted throughout coastal communities in Virginia as a result of development in coastal zone areas coupled with common erosion control practices. Beaches and dunes are diminishing due to a reduction in a natural sediment supply. Wetlands are drowning in

place as sea level rises and barriers to inland migration have been created by construction of bulkheads and revetments. There is great concern on the part of the Commonwealth that the continued armoring of shorelines and construction within the coastal area will threaten the long-term sustainability of coastal ecosystems under current and projected sea level rise.

In the 1980s, interest arose in the use of planted wetlands to provide natural shoreline erosion control. Today, a full spectrum of living shoreline design options is available to address the various energy settings and erosion problems found. Depending on the site characteristics, they range from marsh plantings to the use of rock sills in combination with beach nourishment.

Research continues to support that these approaches combat shoreline erosion, minimize impacts to the natural coastal ecosystem and reinforce the principle that an integrated approach for managing tidal shorelines enhances the probability that the resources will be sustained. Therefore, adoption of new guidance and shoreline best management practices for coastal communities is now necessary to insure that functions performed by coastal ecosystems will be preserved and the benefits derived by humans from coastal ecosystems will be maintained into the future.

In 2011, the Virginia Assembly passed legislation to amend §28.2-1100 and §28.2-104.1 of the Code of Virginia and added section §15.2-2223.2, to codify a new directive



Fishing pier at King-Lincoln Park



for shoreline management in Tidewater Virginia. In accordance with section §15.2-2223.2, all local governments shall include in the next revision of their comprehensive plan beginning in 2013, guidance prepared by the Virginia Institute of Marine Science (VIMS) regarding coastal resource management and, more specifically, guidance for the appropriate selection of living shoreline management practices. The legislation establishes the policy that living shorelines are the preferred alternative for stabilizing eroding shorelines.

This guidance, known as Comprehensive Coastal Resource Management Guidance, is being prepared by VIMS for localities within the Tidewater region of Virginia and shared through their Comprehensive Coastal Resources Management Portal (CCRMP). It explicitly outlines where and what new shoreline best management practices should be considered where coastal modifications are necessary to reduce shoreline erosion and protect our fragile coastal ecosystems. This guidance will include a full spectrum of appropriate management options which can be used by local governments for site-specific application and consideration of cumulative shoreline impacts. The guidance applies a decision-tree method using a based resource mapping database that will be updated

from time to time, and a digital geographic information system model created by VIMS (Center for Coastal Resource Management, 2015)."

Newport News will utilize the VIMS guidance materials when considering shoreline erosion control measures on City property. Additionally, we utilize the shoreline inventory prepared by VIMS when analyzing projects proposed on private property. An integrated approach is necessary when considering shoreline erosion, flood prevention and rising sea levels. These issues are explained further below.

#### *Shoreline Erosion*

The city continues to combat shoreline erosion that results from high water waves and wind during severe storms. Newport News has approximately 90 miles of tidal shoreline along Hampton Roads and the James River, with an additional 89 miles of shoreline from the creeks and rivers that drain into the two main bodies of water (Milligan et al., 2010).

Erosion of the shoreline and embankments affects roadways and underground utilities in low-lying areas, as well as structures in some areas. Dozens of shoreline stabilization and restoration projects have been identified to reduce the impacts of shoreline erosion

throughout Newport News. In addition to protecting the shoreline, structures and infrastructure, construction of these projects will provide more natural habitat for fish and wildlife to thrive. Further, these projects will enhance the city's aesthetics and provide open space and natural areas for our residents to enjoy the natural beauty of the area in which we live.

Shoreline erosion control projects are coordinated with the Army Corps of Engineers, Virginia Marine Resources Commission, DEQ, and the Newport News Wetlands Board. In addition, the departments of Planning and Engineering review these projects for compliance with the city's Chesapeake Bay Preservation Ordinance. Guidance from VIMS is taken into consideration when planning these projects as well.

#### *Recurrent Flooding and Sea Level Rise*

The Hampton Roads region is highly vulnerable to damages from storm surge and potential sea level rise. Much of the region is relatively flat and low-lying, which allows storms to push ashore and flood large areas. Storms can have significant impacts on the natural environment resulting in beach erosion, downed trees, and loss of other vegetation. These events may also result in



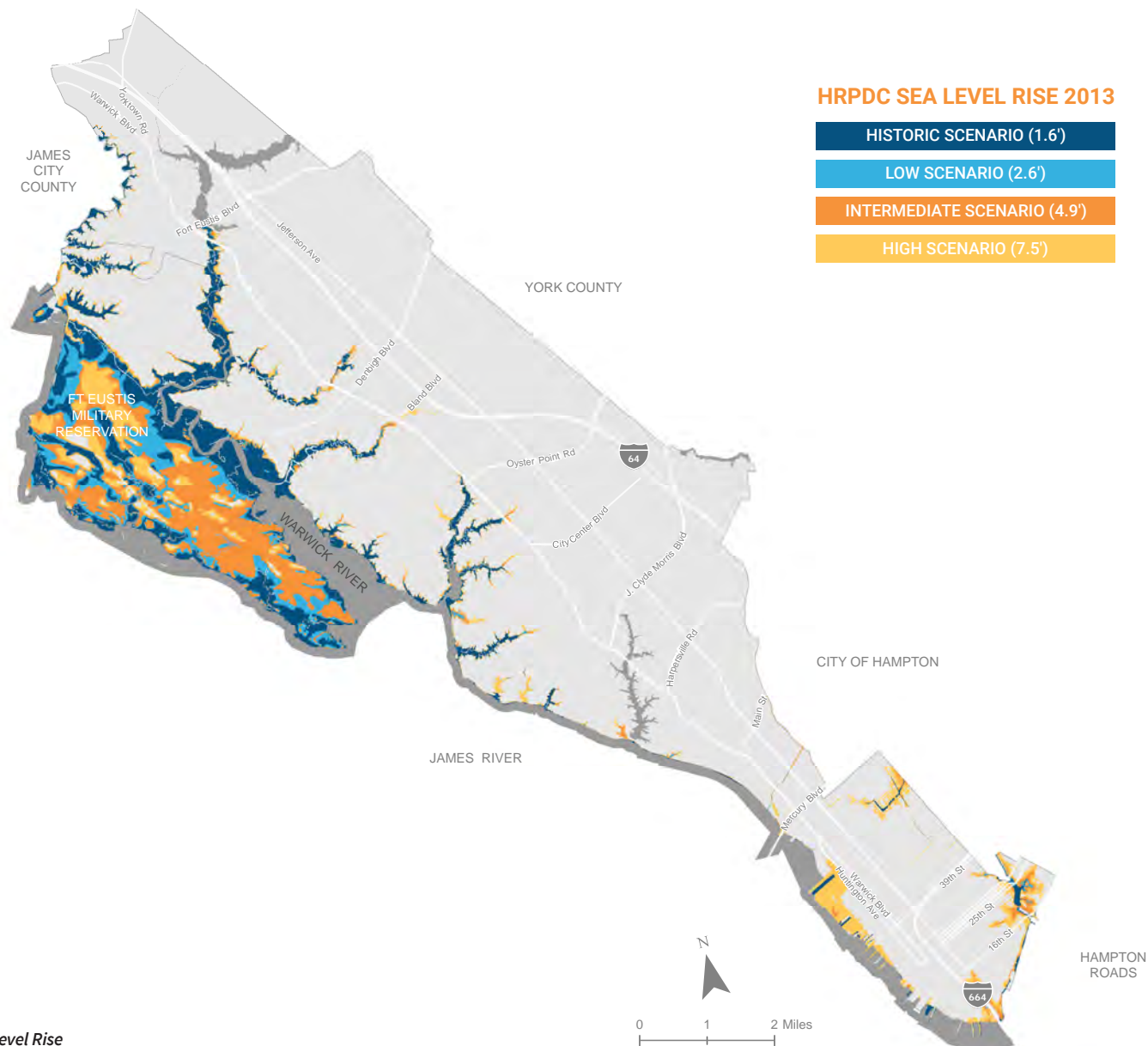


Figure 21: Sea Level Rise



impacts to structures and infrastructure.

Recent studies show sea level is rising 1 inch every 7 to 8 years along the coast of Virginia (Titus et al., 2010). Sea level rise erodes beaches, drowns wetlands, submerges low-lying lands, exacerbates coastal flooding, and increases the salinity of estuaries and aquifers. Estimates of acceleration vary, but a 1-foot total rise over the next 50 years is considered a reasonable estimate for Hampton Roads. Responses to this occurrence include armoring the shoreline, elevating land, and retreating.

Although Newport News will not be as impacted by sea level rise as other localities in Hampton Roads, we do have areas that experience recurrent flooding (see Figure 21). Of the city's total land area, less than 2 percent is located within 2 feet of current sea level. Newport News is relatively flat with an average elevation of about 20 feet above sea level. Protective barriers are generally non-existent between the built environment within the city and the surrounding waters. Therefore, any increases in water levels can produce tidal flooding in the lowest-lying areas, especially the southern portion of the city and around Fort Eustis (Joint Base Langley-Eustis). We will need to look at modeling and reporting to understand how critical infrastructure along the waterfront

may be impacted and determine whether revisions to existing policies are needed. A first step in addressing recurrent flooding in low-lying areas was to update the Floodplain Development Regulations to meet new Federal Emergency Management Agency requirements.

The city updated its zoning ordinance to meet new Federal Emergency Management Agency requirements and updated floodplain maps (see Figure 22). Revisions to the maps in 2013 resulted in a reduction of total properties located in a flood zone, from more than 4,100 to just over 3,800 properties. Changes to the ordinance allow our citizens to continue to participate in the National Flood Insurance Program, and increase the freeboard requirement for all new and substantially improved structures. Elevations of the lowest floor must now be 2 feet above the base flood elevation. The Department of Engineering should be contacted for information on properties located within the flood zones.

Local floodplains generally follow the coastlines of Hampton Roads Harbor, Warwick River, and James River along with its numerous tributaries which are subject to tidal flooding. Heavy general rains occurring any time throughout the year may cause flooding of the upper reaches of these

tributaries. Flooding may also occur as a result of intense rainfall produced by local summer thunderstorms or tropical disturbances such as hurricanes, which move into the area from the Gulf or Atlantic coasts.

There are two areas of Newport News that experience recurrent flooding, both located south of Mercury Boulevard: Newmarket Creek and Salter's Creek. The city is evaluating several projects that could alleviate flooding in the Newmarket Creek watershed. Salter's Creek is low-lying and subject to tidal effects. Neighborhoods bordering the creek developed as part of the original city, and thus were constructed below the current Base Flood Elevation. When the creek floods, nearby roads and property flood, too. Several projects have been identified for this area that will improve storm drainage and reduce flooding in the creek.

City staff participates on the Sea Level Rise Advisory Committee, a regional collaboration facilitated by the HRPDC, whose main objectives are to develop recommendations for local government and advocate for state and federal support for implementing actions. Regional sea level rise inundation maps are being updated by HRPDC as part of the collaborative effort to understand both the rate and magnitude of sea level rise in Hampton Roads.

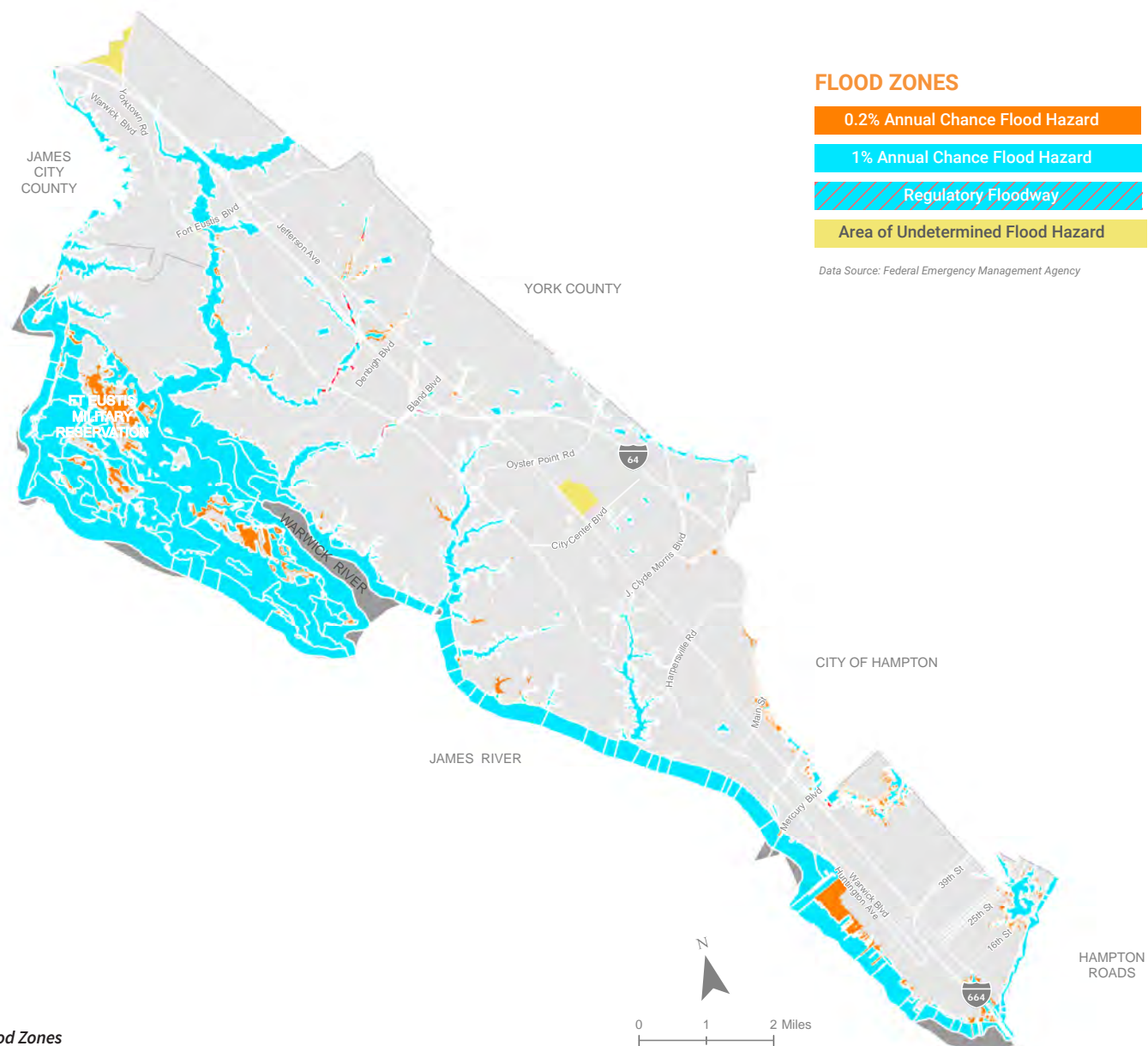


Figure 22: Flood Zones





Development and redevelopment in the 100-year floodplain should only occur in a manner that includes environmentally sensitive site design, minimizes impervious cover, enhances water quality, and protects the natural environment.

### *Stormwater Management*

Virginia adopted new stormwater regulations that went into effect on July 1, 2014. As a result, the city amended multiple sections of Chapter 37.1, Stormwater Management, to be in compliance with the state's requirements. Stricter regulations affect how properties are developed and redeveloped, and there is an emphasis on stormwater management facilities that slow and filter stormwater runoff. Stormwater

management remains a focal point for the city, as we continue to implement best management practices and other measures to control the quantity and quality of stormwater discharge into local waterways.

The Virginia DEQ carries out the mandates of the State Water Control Law and the state's federal obligations under the Clean Water Act (Virginia DEQ, 2015a). Since 1992, DEQ has tested Virginia's rivers, lakes and tidal waters for pollutants and reports their findings in a biennial water quality assessment report. The report lists those waters that do not meet standards for aquatic life, fish consumption, drinking water supply, recreational usage, shellfishing, and wildlife. When waterways do not meet water quality standards, the Clean Water Act requires that the state

establish a Total Maximum Daily Load (TMDL) or "pollution diet" that sets the maximum amount of pollutants that a waterway can receive, without violating standards. TMDLs have been established for three bodies of water that are in or adjacent to Newport News: Chesapeake Bay (impaired for nutrients and sediment), Back River (impaired for bacteria), and Warwick River (impaired for bacteria).

The Municipal Separate Storm Sewer System (MS4) Permit issued to the city by DEQ, effective July 1, 2016, requires that the city address these three impaired waterways through the establishment of TMDL action plans. The "Chesapeake Bay TMDL Action Plan" and "Back River and Warwick River TMDL Action Plan" are documents that detail how the city will reduce nutrients, sediment and bacteria contributions that enter local impaired waterways through stormwater runoff. These plans were submitted to DEQ for approval in summer 2018.

The MS4 Permit governs numerous other programmatic requirements related to water quality. The city must ensure that non-stormwater illicit discharges and illegal dumping are prevented from entering and polluting our storm sewer system. Potential sources of pollution, including industrial and high-risk runoff facilities, are monitored to



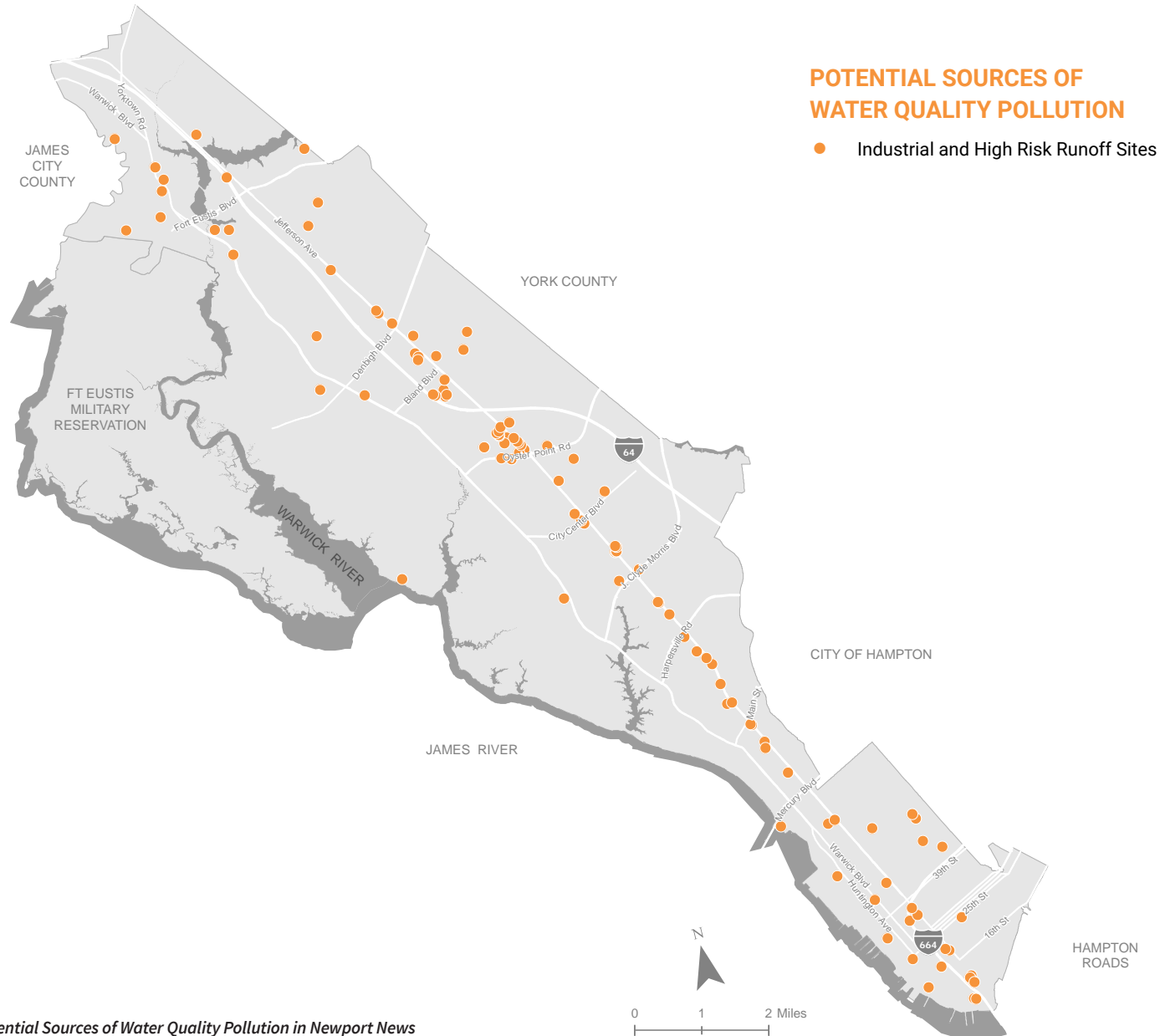


Figure 23: Potential Sources of Water Quality Pollution in Newport News



ensure pollution does not leave their sites and enter the city's storm sewer system. Those facilities are illustrated in Figure 23. Public outreach and education remains an important aspect of the city's stormwater management program. Additionally, the city is required to complete three stormwater retrofit projects prior to the permit's expiration date in June 2021. Together, these programs help the city achieve regulatory compliance and to facilitate projects and practices that maintain and/or improve local water quality.

#### *Access to Waterfront*

Most of the Newport News shoreline has been developed as private, residential property. The extent of city-owned waterfront is 1.3 miles or 2.6 percent of overall shoreline. Much of the shoreline along waterways is protected by the Chesapeake Bay Preservation Act. Large areas of additional shoreline surrounding streams, lakes and wetlands are found throughout the city; most of this shoreline is also developed as private, residential property. As residents seek to build docks and piers for direct, private access to waterways, city staff will review plans for compliance with all local, state, and federal requirements governing those structures. Part of this review involves ensuring that navigable channels are not compromised.

The *One City, One Future Comprehensive Plan* acknowledges the value of the city's natural and ecological resources and the continuing demand for public access to the waterfront. Existing waterfront facilities are well-visited during the warmer months, but the city remains challenged to meet public demand for additional waterfront access due to the lack of available land. The city is, however, committed to acquiring waterfront real estate as it becomes available, along with refurbishing existing parks to further enhance waterfront access for its citizens. As opportunities for additional waterfront access are explored, the city will be mindful of the need to protect and preserve its natural resources.

As shown in Figure 24, there are 13 existing water access sites in Newport News (HRPDC, 2018a). The city controls access to all but one of the sites: Peterson Yacht Basin access is controlled by the Virginia Department of Game and Inland Fisheries. The city's public access inventory includes five boat ramps, seven fishing piers, and three boardwalks. Swimming is permitted at three sites.

Any future opportunities to expand waterfront access for the public will consider preservation of tidal wetlands, protecting non-tidal wetlands, retaining and restoring vegetation on steep slopes to prevent erosion,

and meeting the criteria for development and redevelopment as defined by the Chesapeake Bay Preservation Act.

Two opportunities to refurbish existing parks and improve waterfront access are at Victory Landing Park (downtown) and King-Lincoln Park (Marshall-Ridley Choice Neighborhood / Southeast Community). Victory Landing Park, located in a Planning Opportunity Area and designated as an Intensely Developed Area, is separated from Christopher Newport Park by the terminus of 26th Street and a parking lot in the historic downtown. As described in [Section 5.2, Shaping Newport News Through 2040](#) of this plan, the *Superblock Charrette Study and Downtown Vision Plan* reimagine downtown. This includes a promenade connecting the two parks and drawing people to the waterfront for a range of activities. To enhance waterfront access in the southeast area of Newport News, residents involved in the Marshall-Ridley Choice Neighborhood planning process identified the need for a boardwalk connecting the walking trails in King-Lincoln Park to the water through the vegetated dunes. King-Lincoln Park and its waterfront are considered a hidden asset, with the beachfront secluded behind overgrown, vegetated dunes and inaccessible to persons with restricted mobility. An elevated



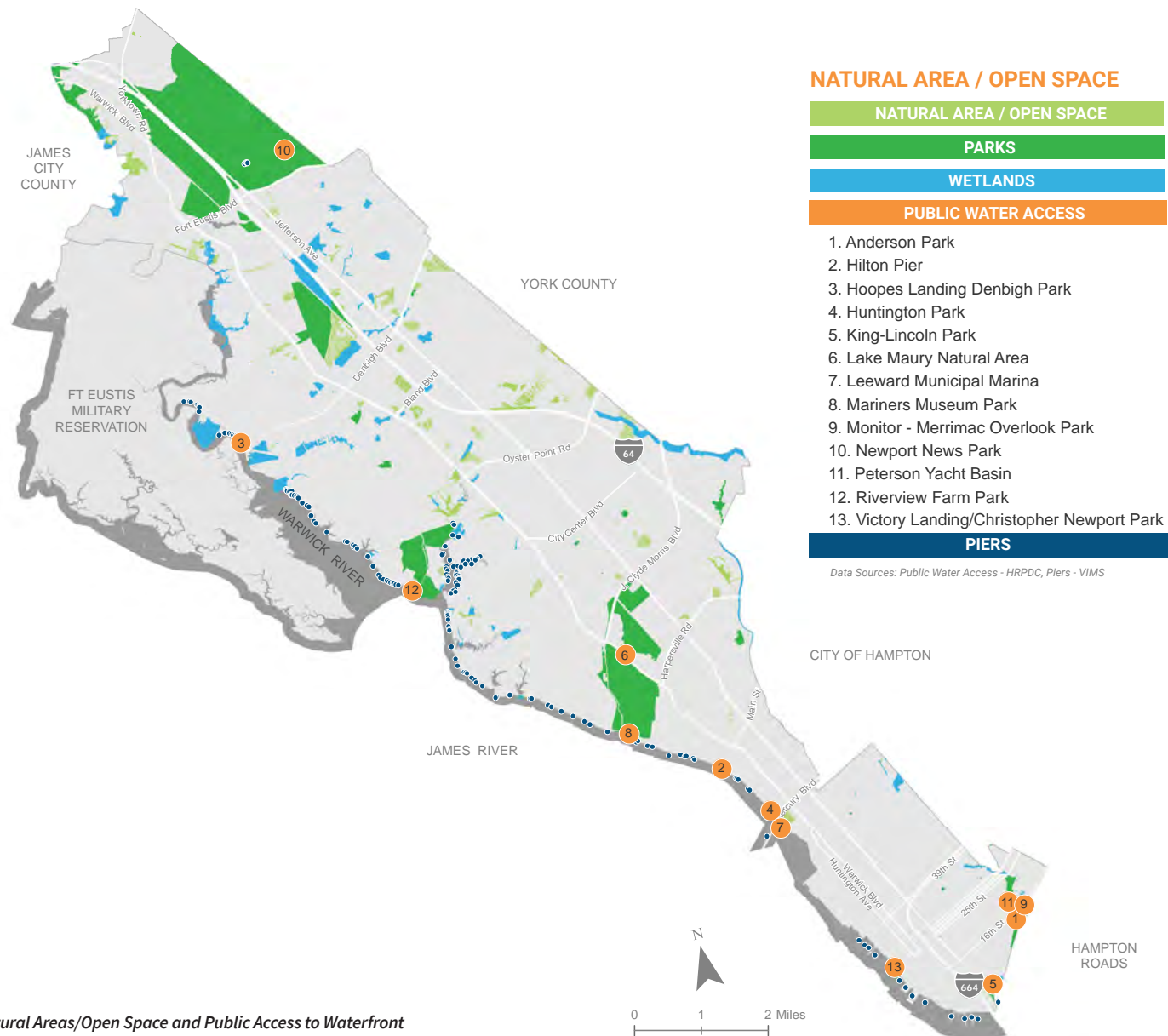


Figure 24: Natural Areas/Open Space and Public Access to Waterfront



boardwalk will be constructed in 2018 over a long-established footpath to preserve the vegetated dunes and lessen environmental impact from increased pedestrian activity. Construction and maintenance of commercial walkways which do not alter the contour of the coastal primary sand dunes and/or beaches are specifically exempt from the Beaches and Dunes Act in the Code of Virginia.

#### *Commercial and Recreational Fisheries*

The James and Warwick Rivers, along with their tributaries, serve as fishing grounds for finfish and shellfish for both recreational and commercial fishermen. Numerous species of finfish are found in the James River, including bluefish, black seabass and summer

flounder which are considered important to commercial fishermen. Spot and Atlantic croaker are popular game fish. The lower James River also serves as the spawning grounds for River herring, American shad, and striped bass (rockfish). Popular commercial shellfish species include clams, oysters, and crabs. The Virginia Department of Health has identified Hampton Roads Harbor (2014), the Warwick and James rivers (2009), and Skiffes Creek (2008) as Condemned Shellfish Areas. Shellfish may only be taken from specific sections of the condemnation areas if a permit is granted by the Virginia Marine Resources Commission.

Newport News has two commercial fisheries: Deep Creek Harbor and Seafood Industrial Park. Historically, Deep Creek

Harbor was the number-one oyster-landing site in Virginia. As shellfish production in Virginia has declined, so too has commercial fishing in Deep Creek. Watermen unload their catch at the Menchville Marina (Deep Creek Harbor), an approximately 7-acre site owned by the city. The Seafood Industrial Park, located along Hampton Roads Harbor, is the only publicly-owned working waterfront, supporting the commercial seafood industry. Seafood Industrial Park, which contains seafood and other water-dependent companies, provides full-service accommodations to the seafood industry including utility hook-ups and vessel fueling, service and repair. Newport News Code of Ordinances, Chapter 11 – Watercraft, Docks, Piers and Waterways establishes the regulations for operation and maintenance of both commercial fisheries. The city will continue to promote safe and proper use of its commercial fisheries and associated facilities and protect natural resources.

Recreational fishing in Newport News is permitted at the public piers at Harwood's Mill, Hilton Pier, Hoopes Landing/Denbigh Park, Huntington Park, King-Lincoln Park, Newport News Park, Monitor-Merrimac Overlook Park, and Newport News Park. Bank fishing is permitted at several sites including Anderson Park and Lake Maury Natural Area.



Fishermen at Menchville Marina



## NATURAL HERITAGE RESOURCES

Newport News has 10 distinct types of natural heritage resources with 13 total occurrences identified by the Virginia Department of Conservation and Recreation (DCR). Located between Mercury Boulevard and Lee Hall at the perimeter of the city, these areas support rare, threatened, or endangered species as identified in Table 3. The Natural Heritage Program, administered by DCR, focuses on conservation of rare and endangered species and ecosystems while providing associated benefits to human populations. DCR provides localities with strategies for long-term management of their natural heritage areas to sustain the resources.

In addition, DCR has identified six conservation sites that are necessary for the survival of the natural heritage resources. These sites are not protected lands, but are recommended for protection and stewardship. DCR-identified conservation sites are: Grafton Ponds, Beaverdam Flatwoods, Airport – Tabb, Halstead Road Sinkhole Ponds, Sandy Bottom, and the James River Ghost Fleet.

Newport News does not yet have a natural resources management plan. Such a plan typically includes an inventory of an area's natural resources, defines natural

resource problems or potential threats, and recommends policies and actions to preserve the documented resources for future generations. The Department of Parks, Recreation & Tourism does, however, maintain detailed inventories of plants and animals found within the city's parks.

## OPEN SPACE AND URBAN FOREST

Urban development has altered the landscape of the city, especially along our primary corridors. Reintroducing green areas throughout our community is a priority. As shown on Figure 24, the city has designated Natural Areas/Open Space on the Land Use

Map as part of the strategy to protect areas within Newport News that are intended to remain undeveloped. Land designated Natural Areas/Open Space includes greenways, trails and environmentally sensitive areas such as the watershed and conservation easements. Note that the land use designation of Natural Areas/Open Space is not the same as Parks and Recreation, which is discussed in [Section 2.4, A Healthy and Safe City](#).

## Newport News Natural Heritage Resources

GROUP NAME	SCIENTIFIC NAME	COMMON NAME
Vertebrate Animal	<i>Crotalus Horridus</i> [Coastal Plain population]	Canebrake Rattlesnake
Vascular Plant	<i>Chelone Cuthbertii</i>	Cuthbert Turtlehead
Vascular Plant	<i>Carex Lupuliformis</i>	False Hop Sedge
Vascular Plant	<i>Cyperus Diandrus</i>	Umbrella Flatsedge
Vertebrate Animal	<i>Falco Peregrinus</i>	Peregrine Falcon
Vascular Plant	<i>Ludwigia Hirtella</i>	Rafinesque's Seedbox
Vertebrate Animal	<i>Falco Peregrinus</i>	Peregrine Falcon
Terrestrial Natural Community	<i>Nyssa Biflora</i> - ( <i>Quercus lyrata</i> ) / <i>Eubotrys racemosa</i> / <i>Carex joorii</i> Forest	Coastal Plain Seasonal Pond (Swamp Tupelo - Overcup Oak Type)
Vascular Plant	<i>Hypericum Setosum</i>	Hairy St. John's-wort
Vascular Plant	<i>Cuscuta Coryli</i>	Hazel Dodder
Vertebrate Animal	<i>Crotalus Horridus</i> [Coastal Plain population]	Canebrake Rattlesnake
Vertebrate Animal	<i>Acipenser Oxyrinchus</i>	Atlantic Sturgeon

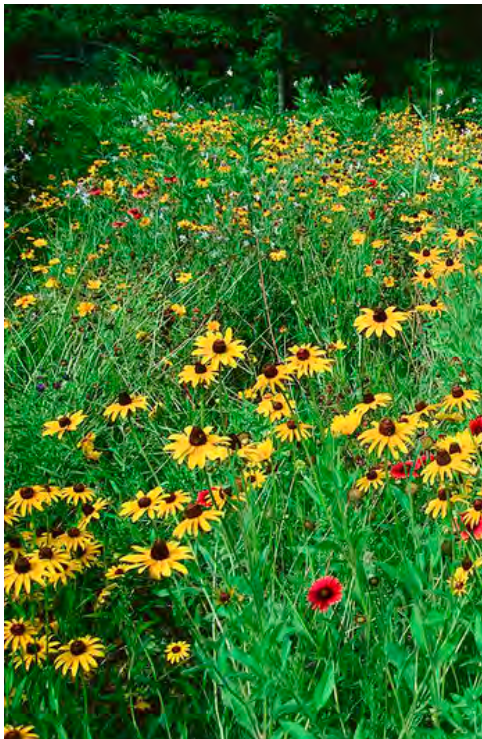
**Table 3: Newport News Natural Heritage Resources**

Source: Virginia Department of Conservation and Recreation, Division of Natural Heritage, Newport News Natural Heritage Resources, February 2016.





- Fourteen sites (22.4 acres) across the city have been established as permanent green space through the efforts of the Newport News Green Foundation. Sites range in size from 0.11 acres to 6.7 acres. Site conditions range from wooded to landscaped. The Newport News Green Foundation was established by resolution of the Newport News City Council in 1998; shortly thereafter it became a separately chartered nonprofit, charitable organization. The



foundation's mission is to promote the creation and preservation of green space throughout the city.

- Greenways are intended to provide open space for passive recreation activities and protection for environmental resources. There are eight designated greenways in Newport News; of these, only Stoney Run has an adopted greenway corridor plan. The *Stoney Run Greenway Corridor Study* (2008) will be implemented in three phases, and is in the FY 2017 – 21 CIP.
- Urban forests provide direct and indirect benefits to communities. In 2011, an urban tree canopy (UTC) assessment showed that approximately 36 percent of the city's total area is covered by tree canopy (Virginia Geospatial Extension Program, 2011). Areas with the least coverage include historic downtown; the Southeast Community; Oyster Point; and the area bounded by Mercury Boulevard, Harpersville Road, Jefferson Avenue and Warwick Boulevard. Numerous areas across the city could be improved to support additional tree canopy. The best opportunities to expand the UTC are on public land. We understand the value of the UTC

and have made tree preservation and increasing the canopy a priority through implementation of the requirements of our site plan regulations.

- Newport News Waterworks has two certified foresters who manage more than 4,000 acres of forest in the city's watershed. Managed forestry helps protect, restore, and sustain water quality, water flows, and watershed health and condition (USDA Forest Service, 2015). While the purpose of this strategy is to protect the drinking water supply from the impacts of urbanization, urban watershed forestry also provides community and economic benefits. A management plan will be completed to guide sustainable management of our forest resources in the watershed.

### AIR QUALITY

After several years of being designated as a marginal non-attainment area for ozone, Hampton Roads meets air quality standards and continues to experience a steady decline in the number of annual high-ozone days. Virginia DEQ monitors air quality for Virginia and ensures compliance with the Virginia Air Pollution Control Law and the federal Clean Air Act. While Hampton Roads remains in compliance with air quality



standards (2013), it has been designated an 8-hour Ozone Maintenance Area since 2007 and continues to be monitored by the Environmental Protection Agency. Ozone compliance can be a challenge in the region because of the summer's weather pattern—hot and humid—which is conducive to ozone formation. The ***Ozone Advance Action Plan for Hampton Roads*** (2013) details the region's clean air programs and how implementation will continue to improve air quality through 2020. Air quality is expected to improve through further reductions in particulate emissions resulting from implementation of federal, state, and local control programs. Efforts to further improve air quality around the Commonwealth may place an even greater emphasis on complying with standards in the coming years.

Hampton Roads localities worked collaboratively through the Hampton Roads Transportation Planning Organization (HRTPO) to establish a strong planning effort to reduce emissions from vehicle miles traveled in the region. The HRTPO has successfully used Congestion Mitigation and Air Quality (CMAQ) funding to improve air quality in Hampton Roads. Efforts include improvements to and construction

of bicycle paths, park and ride lots, signal enhancements, Intelligent Transport System signal systems, and transit system improvements. The city of Newport News has used CMAQ funding to upgrade our signal system, modify signal timings, and widen sidewalks in strategic areas to encourage bicycle and pedestrian activity.

### ENERGY RESOURCES

Energy in Virginia is generated from a variety of sources including nuclear, natural gas, and coal. The amount of energy generated from renewable sources within the Commonwealth is relatively low. The **2014 Virginia Energy Plan** was prepared to address the energy imbalance between in-state and imported generation, and identify actions to increase renewable generation in Virginia. The plan provides the strategic vision for energy policy in the Commonwealth to maximize renewable generating capacity and reduce our carbon emissions.

Primary energy production generally does not occur in Hampton Roads other than at a very small scale: the individual company or homeowner level. ***Hampton Roads Energy Options*** (2012) found that energy efficiency is the most cost effective way to meet energy needs in the region (HRPDC, 2012). Newport News promotes measures to conserve and

sustainably manage our energy resources for the long term and advance the use of renewable energy, alternative energy, and energy efficient projects.

- While the city does not have an adopted energy policy, we continue to promote energy efficiency and conservation practices in city facilities and vehicles. Recognizing that energy monitoring, targeting, and reporting is critical to long-term energy management, the department of Public Works is establishing the baseline for the city's energy consumption to form reduction goals and collaborating with all departments to identify and implement best practices for utility management.
- Traffic lights at all intersections have been converted from incandescent to LED, resulting in a 73 percent reduction in annual energy costs. An inventory is being conducted to identify city buildings and parking lots with outdated incandescent lighting and develop a schedule and budget for conversion.
- Meeting targets for reductions in energy consumption and pollution beyond city facilities and activities requires community support and action.



## SOLID WASTE

The city continues to work toward resource conservation in solid waste through a robust resource recovery program. This includes traditional residential and business recycling that places education and outreach at the forefront of their endeavors. Consistently exceeding the state mandate for recycling, the current rate stands at 39 percent for both residential and non-residential recycling. Since 2009, the Department of Public Works' Solid Waste Division has instituted and continues to develop a resource recovery facility that includes reception and processing of household hazardous waste, scrap metals, batteries, paint, waste oil, cooking oil, tires, and electronic waste. Additionally, the facility includes one of DEQ's model

compost facilities, at which brush and leaves are delivered by city trucks and individual residents to process into mulch and compost. Adjacent to a closed landfill, the resource recovery facility captures the landfill's methane gas for heating a nearby community center and middle school.

The Solid Waste Division has successfully transformed one closed landfill (Menchville) into a recreational facility, and is actively developing a larger closed landfill (Denbigh) into Stoney Run Park, featuring jogging trails, greenspace, and a water reservoir to supply up to 10 million gallons of water to the nearby athletic fields.

The city will continue to provide environmentally responsible collection and disposal of residential waste and promote

clean community programs and policies.

## SANITARY SEWER SYSTEM

In the sanitary sewage system, there are two primary sources of potential pollution of local waterways and the Chesapeake Bay: the sewer system itself and septic tanks. Hampton Roads Sanitation District, in coordination with the city's Department of Public Works, continues to repair and replace wastewater collection system infrastructure in the ongoing effort to eliminate groundwater and stormwater infiltration and reduce sanitary sewer overflows. Fats, oils, and grease (FOG) solidify on sewer walls and cause blockages, which can lead to sanitary sewer overflows. Overflows can lead to fines by DEQ. Education on and enforcement of the FOG ordinance has resulted in reduced frequency of stoppages and overflows, thereby decreasing preventive maintenance costs for the city. While the FOG ordinance has reduced the frequency of stoppages and overflows, enforcement remains a challenge. The city will continue to enhance its FOG education program to further reduce frequency of stoppages and overflows.

Newport News has provided sanitary sewer service to its citizens since the late 1800s. The first sewers installed conveyed sewage from homes and businesses directly into area streams and the James River. By







the mid-1920s, water quality degradation was apparent, most notably through the economic impact to the area's fisheries, which was caused by harvesting contaminated oysters. Pollution of local beaches was also identified as a serious health problem. In response to a special report by the U. S. Public Health Service, a system of interceptor sewers and treatment facilities were proposed to mitigate the health hazard and the Hampton Roads Sanitation District (HRSD) was created. In 1941, the newly established HRSD took over the role of interception and treatment provider for the Hampton Roads communities.

The city of Newport News continues to provide the local collection system, which in 2018 consists of about 480 miles of collection sewers. The age of the system is difficult to determine; we estimate that approximately 25 percent of the system is over 50 years old. While the design life for sewer mains is generally quoted as 50 years, many of these pipes have been in service without major issues for over 100 years.

The primary source of pollution from the sewer system is an overflow commonly caused by rainfall runoff or groundwater entering the sewer system, known as infiltration or inflow. Sewer pipes often are not completely full of sewage, so water tends

to enter rather than exit the pipe. The city has several programs to remove excessive infiltration and inflow from the system.

A second source of pollution from sewer systems is a failure or a blockage of a pipe. The city has full time staff to monitor and repair the sewer system to minimize pollution occurrences. The program's performance is measured by the work effort expended annually in comparison to the goals. The goals were established under a consent order and call for a defined amount of work to be completed annually. The city has met or exceeded the goal every year since 2008.

Along with the gravity sewer collection system, another vital part of the system is the network of pump stations and force mains (pressure sewers). Because gravity sewer

systems flow downward, sewer pipes typically slope toward greater depths in flat areas like Newport News. Because deep sewers are more costly and difficult to install and maintain, pump stations are used to raise the sewage closer to ground level and either flow into a pressure sewer system or begin another run of gravity flow. The city operates 188 pumping stations and approximately 47 miles of pressure sewer (force mains). Most of the pipe is less than 50 years old. A robust program of operations and maintenance of the pump stations provides a high degree of reliability. The goals of the program were established under the same consent order in 2008 and have been met or exceeded every year.



Aerial view of Stoney Run Park, site of the former Denbigh Landfill



Although septic tanks throughout the city have largely been eliminated, scattered lots with tanks still exist and approximately 300 septic tanks remain in operation in Newport News. Septic tanks are allowed under the Newport News Code of Ordinances (Chapter 33 Sewers and Sewage Disposal) only if a public trunk or lateral line sewer is not reasonably available, which means within 200 feet on a straight line in length or 250 feet if there is an obstacle that needs to be avoided. A septic tank may also remain in use within the distance limits until the septic system becomes inadequate, abandoned, unsanitary or in need of repair. The continued operation of the tanks falls under the jurisdiction of the Peninsula Health District (Virginia Department of Health). There are mandatory requirements for pump-out once every 5 years, which is the responsibility of the owner. The city coordinates with the Peninsula Health District to insure pump outs occur and the systems remain in an operational state to prevent health and pollution issues. The city also evaluates the cost-effectiveness of extending public sewer lines to serve areas that were previously on septic tanks.

### 2.2.2 WHAT WE HEARD

Some stakeholders believe that there is a lack of vision and planning for long-term management and development of Newport News. Others stressed the need to promote the use of sustainable materials in construction by incentivizing sustainable design and development. Many stakeholders identified historic downtown as an area that could be improved through sustainable design and development, thereby reducing surface parking and enhancing aesthetics. Some stakeholders expressed concern with sea level rise and how it may affect the city long term, especially in historic downtown and the Southeast Community. Many stakeholders expressed a desire to see the use of alternative-fuel vehicles encouraged and supported in Newport News. Others hoped the city will study options for alternative/clean energy sources to address long-term energy and air quality requirements.

Illegal dumping continues in some areas of the city, affecting safety, property values, and quality of life. It is also an economic burden on the city of Newport News, which is responsible for cleanup.

Some stakeholders hope that the city will encourage adaptive reuse of vacant and

underutilized properties instead of allowing the few remaining green sites to be developed for new shopping centers. Others expressed a concern with a perceived increase in the number of Brownfields (former industrial or commercial site that is affected by real or perceived environmental contamination) and greyfields (underused, outdated, failing or economically obsolescent real estate asset) within Newport News.

#### Results from the 2016 Community Survey include:

- When asked to think about how land within the city has been developed in recent years, 68 percent stated they were satisfied with the new projects.
- Almost 84 percent of survey respondents were satisfied with the city's efforts to protect the environment and natural resources.
- When asked about their level of satisfaction with the taste and quality of tap water, 78.8 percent were satisfied or very satisfied.
- Approximately 86 percent of residents surveyed were satisfied with the city's trash and recycling services.

## 2.2.3 WHAT IT ALL MEANS

- Vacant land for future growth is limited. We will need to explore opportunities for redevelopment and infill development to meet future demand especially in those sections of the city identified as Planning Opportunity Areas (see [Section 2.6, A City That Balances Good Spaces with New Places](#)). These areas provide opportunities for neighborhood growth and improvement, which should be guided by an area plan.
- To move forward and achieve our goals, we must spread the word on sustainability and encourage community action. Our citizens must be made aware of the benefits of sustainability: improved health, money saved, and a stronger and more resilient Newport News.
- A natural resources management plan will reinforce the city's commitment to protecting, enhancing, and providing access to natural resources for future generations.
- Future development and redevelopment along the shoreline will need to assess the potential for coastal erosion, and if required, determine which stabilization method (shoreline armoring) will be implemented to balance the needs of the public and the environment.
- Greenway corridor plans are needed to protect our stream corridors and water quality, as well as provide additional opportunities for passive recreation.
- Reissuance and implementation of the city's MS4 Permit in 2016 to control the contribution of pollutants to the MS4; prohibit illicit discharges to the MS4; control discharge of spills, dumping, or disposal of materials other than stormwater into the MS4; and carry out inspections, surveillance, and monitoring procedures necessary to determine compliance and noncompliance with permit conditions. The permit requirements include the retrofit of three stormwater management facilities operated by the city. Further, the associated TMDL action plan and implementation program includes additional monitoring and administrative costs to the city.

*An energy study and subsequent policy will allow the city of Newport News to establish higher energy standards for buildings, institute streamlined permitting processes for distributed energy technologies, and identify partners to develop and enhance energy efficiency initiatives for existing structures. These actions will help develop a robust energy program and improve energy efficiency within the city, resulting in economic, environmental, and social benefits.*







## 2.3 AN ACCESSIBLE CITY

This section provides key facts and trends related to transportation and housing. It also incorporates stakeholder input gathered through various outreach efforts including the citywide survey. Key points considered during development of strategies to implement the planning vision are provided at the end of this section.

### 2.3.1 KEY FACTS AND TRENDS

Significant investment has been made in the Hampton Roads transportation system over the past 5 years; however, traffic congestion continues to be a challenge in Newport News and the region. There is insufficient roadway capacity to support the growing population throughout the region,

as well as increased truck traffic, port activity, and miles traveled for work and recreation. Further, the transportation infrastructure is aging and funding continues to fall short of addressing all needs. Traffic congestion results in lost time, increased energy consumption, and air pollution. In Newport News, the traffic challenge is further amplified by our geography and the CSX railroad:

- We are a long and narrow city traversed from end-to-end by two major arterials at maximum capacity (Jefferson Avenue and Warwick Boulevard) and have limited east-west movement;
- Our city's western and southern water boundaries limit travel to the southeast to the Monitor–Merrimac Memorial

Bridge–Tunnel (MMMBT) and the James River Bridge (JRB); and,

- Our city is generally built-out, having very limited undeveloped land, which is constrained by natural features, political boundaries and land use regulations related to environmental preservation.

Despite continued efforts to improve bus service and sidewalk circulation, we remain a car-dependent city with limited access to public transportation, bicycle routes, and sufficient sidewalks for commuting. The city's overall density is moderate to low, and most areas in Newport News were not designed to be walkable. Many of our employment centers are concentrated in a few areas of the city and located far from lower-cost housing, which means that lower-income households must factor in the cost of travel to their housing costs when choosing a place to live. The cost burden of commuting, for the working poor, affects their ability to find and retain employment (Roberto, 2008).

## TRANSPORTATION SYSTEM

### Roadways and Structures

The city of Newport News has been successful in obtaining various grants, which allows the Department of Engineering to continue to improve road and bridge safety. The department utilize all sources of funding





available to maximize investments each year. Sources of funding include state and federal grants, which will help fund the Lake Maury Bridge and Fort Eustis Boulevard Reservoir Bridge upgrades, replacement of aged infrastructure at the Washington Avenue and Huntington Avenue bridges, and provide for a new bridge along the Atkinson Boulevard extension alignment.

- Newport News has over 1,500 lane miles of roadway within its purview (see Figure 25). Of these, 85 percent have a pavement condition considered “fair” or better.
- Major arterials in the city, as well as I-64 and I-664, are at maximum capacity for vehicular traffic during peak travel periods. Most notably, I-64 in Newport News was identified by Virginia Department of Transportation (VDOT) as having a failing vehicle level of service (heavily congested with unpredictable delay times) (VDOT, 2012). This results in motorists seeking alternate north/south routes including Jefferson Avenue and Warwick Boulevard, both of which are at capacity and experience delay during peak hours due to local traffic generated by multiple major employers on the roadways (e.g., Newport News

Shipbuilding, City Center, Canon, Jefferson Lab, and Fort Eustis to name a few).

- The project to increase capacity on I-64 broke ground in 2015. The existing four-lane section between Newport News, James City County and York County will be widened to six lanes. Segment 1, which spans approximately 5.6 miles from Jefferson Avenue (Exit 255) to just east of Yorktown Road (Exit 247), was completed in December 2017. Segment 2 will continue the widening from Yorktown Road to just west of Route 199/Humelsine Parkway/Marquis Center Parkway (near exit 242). Construction of Segment 2 began late 2016. Segment 3, which was added to the Commonwealth Transportation Board’s Six Year Improvement Plan (SYIP) for FY 2016-2021, will complete the widening to just west of Route 199/Newman Road (Exit 234).
- At the city’s request, VDOT initiated a study in 2017 to add a third exit to westbound I-64 at Exit 255. Unlike the other offramps at the exit, this ramp will provide a more direct route to Bland Boulevard, avoiding the congested Jefferson Avenue corridor. The ramp will

help reduce congestion while a study for a new interchange at Denbigh Boulevard is completed.

- Newport News has 28 highway bridges, 14 culvert bridges and 4 pedestrian bridges under its purview. There are only two bridges classified as “structurally deficient”: Warwick Boulevard over Lake Maury, where replacement started in 2016; and, Fort Eustis Boulevard (Route 105) over the Newport News (Lee Hall) Reservoir, which is planned for replacement starting in 2019. A bridge is considered structurally deficient if the condition rating for the deck, superstructure or substructure is a 4 or less. Both bridges have a condition rating of 4 for their superstructures. There are six bridges rated “functionally obsolete.” The Federal Highway Administration classifies bridges as functionally obsolete when they were built to standards that are not used today and cannot simply be upgraded but have to be replaced for safety and accessibility requirements.

VDOT initiated the *Hampton Roads Crossing Study* in 2015 to re-evaluate the findings of the 2001 Final Environmental Impact Statement (FEIS) to accommodate travel demand and other needs by providing a

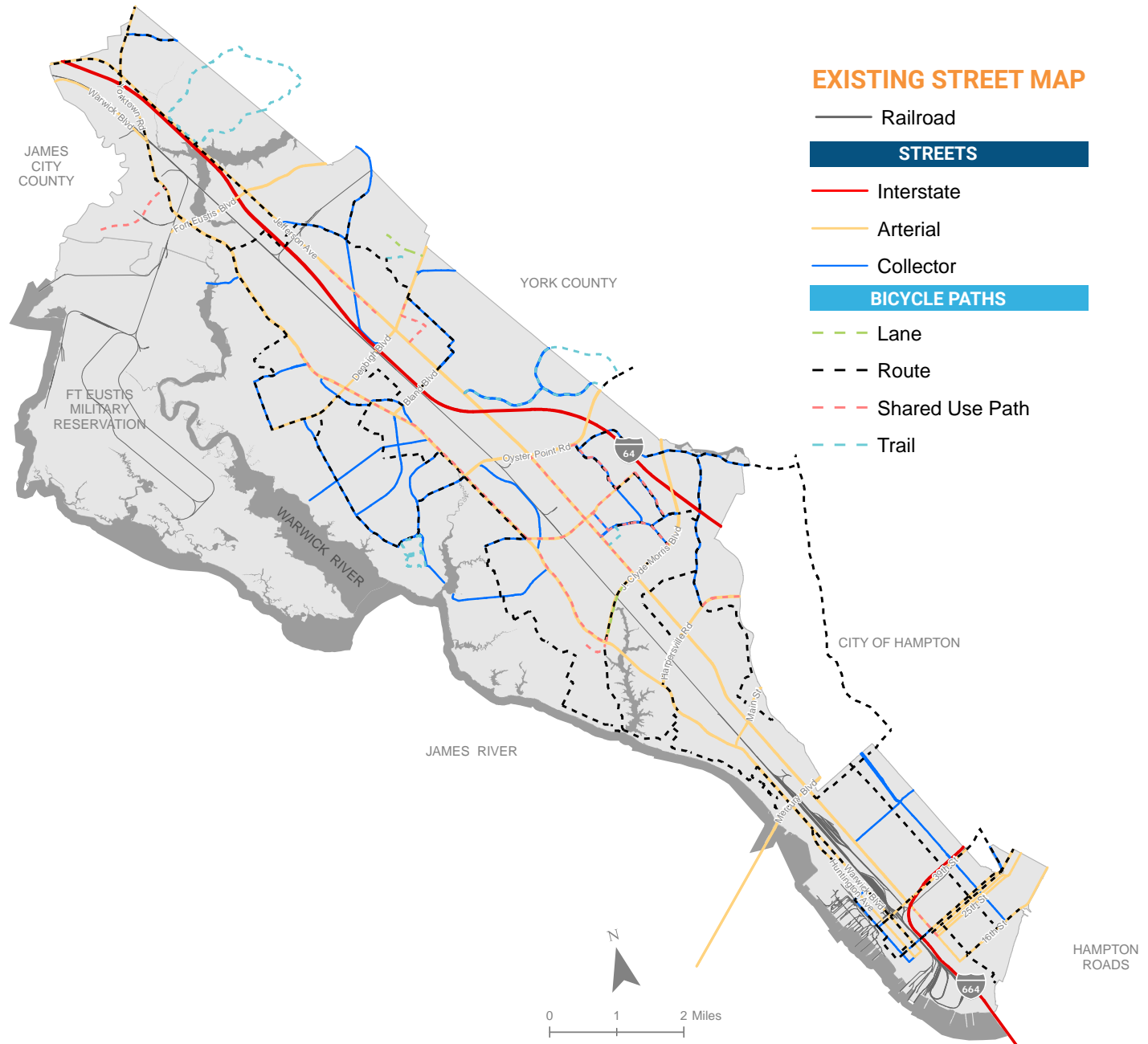


Figure 25: Existing Street Network





third crossing between the Greater Peninsula and Southside. The Record of Decision, issued June 2017, allows VDOT to move forward with widening I-64 between I-664 and I-564 and adding a bridge tunnel parallel to the existing Hampton Roads Bridge Tunnel. The Request for Proposals to deliver the expansion project was released in spring 2018.

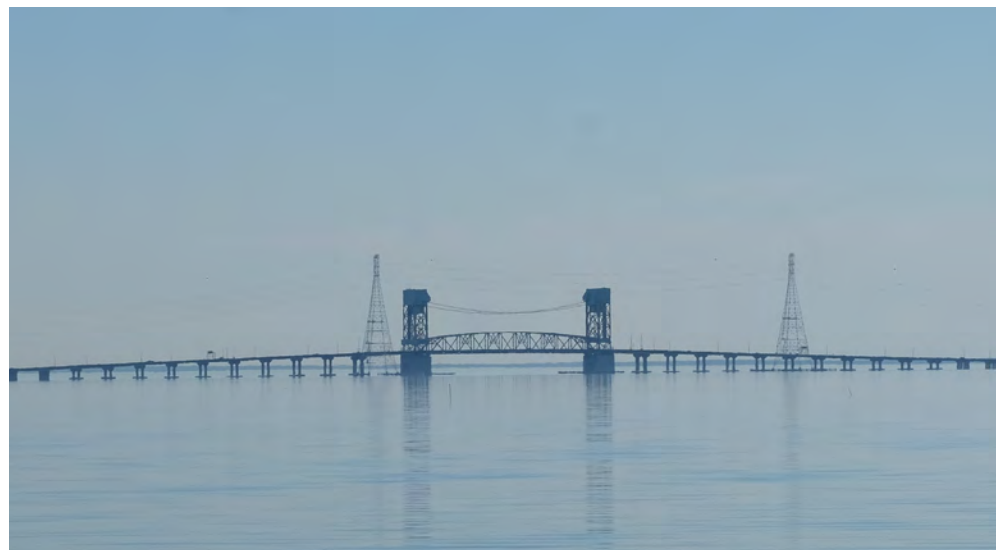
***Navigating the Future to 2040***, the Hampton Roads Long-Range Transportation Plan (LRTP), was adopted in 2016. The LRTP sets the transportation vision for the region and prioritizes projects for funding. By prioritizing projects, the region is able to maximize the use of scarce transportation dollars to improve the transportation system to meet long-term needs in Hampton Roads. Newport News has multiple projects on the fiscally constrained list of prioritized projects including the widening of J. Clyde Morris Boulevard from I-64 to the York County line, a study for an I-64 interchange at Denbigh Boulevard, and a study for the Peninsula Fixed Guideway/Light Rail Transit (LRT). See Table 4 for the complete list of local projects in the LRTP and VDOT Six-Year Improvement Program, FY 2018 - 23.

### Commuting Behaviors

According to the U.S. Department of Transportation, Americans are driving less. Miles traveled per person has been declining since 2006. Yet, traffic congestion remains high and on average, commuters in urban areas spend over 40 hours stuck in traffic each year (US DOT, 2015). In Hampton Roads, we experienced a slight decrease (0.7%) in roadway travel between 2003 and 2012 (HTRPO, 2014). Roadway travel in Hampton Roads decreased slightly between 2003 and 2012 (and leveled off after 2007) despite a population increase of 6.1 percent during the same period. This reflects a decrease in vehicle-miles of travel per capita, which is in line with the national trend of people traveling less than they did in the previous century.

Many factors contribute to this including the rise of Millennials, many of whom prefer to live in urban areas and travel by transit, bicycle and by foot. Socioeconomic shifts and changes in consumer preferences also contribute to the trend. In addition, more commuters are trip chaining: they run errands on the way to and/or from work, thereby decreasing the number of trips per day and overall distance driven. However, trip chaining also increases the number of non-work related trips during peak travel periods.

- The number of registered vehicles in Hampton Roads has largely remained unchanged since 2007. This is also true for Newport News: the number of registered vehicles has remained





## MAJOR ROAD AND OTHER TRANSPORTATION PROJECTS

Project ID	Name/Description	VDOT SYIP	2040 LRTP	Cost Est. (Thousands)
2040-101	Liberty Parkway between Oyster Point Road and Freedom Way		X	\$6,000
2040-98	J. Clyde Morris Boulevard / G.W. Highway (US 17)		X	\$44,000
2040-96	I-64 at Denbigh Boulevard Study		X	\$5
2040-3	I-64 & Fort Eustis Boulevard Interchange		X	\$267,000
4483	Atkinson Boulevard Extension: 4-lanes from Warwick Boulevard to Jefferson Avenue	X		68,383
93077	Replace Denbigh Boulevard Bridge over I-64 and CSX Railroad	X		\$32,500
101279	Replacement of Bridge over Lake Maury	X		\$8,863
102969	Streetscaping, Storm, Sanitary, Underground Utilities from 24th Street to 12th Street	X		\$12,172
103016	Newport News Signal Timing Improvements	X		\$900
103059	Newport News Pedestrian Improvements	X		\$1,000
105624	Fort Eustis Boulevard Bridge Replacement over Newport News Reservoir	X		\$24,200
105625	Campbell Road Reconstruction: Widening between Warwick Boulevard and Bland Boulevard	X		\$8,500
107058	Newport News Citywide Signal Retiming	X		\$500
108722	Hogan Drive Phase 2	X		\$16,000
108723	Habersham Area Improvements: Brick Kiln Boulevard to Boykin Lane	X		\$3,000
108980	Briarfield Sidewalk	X		\$600
108981	Warwick Boulevard Sidewalk Widening	X		\$500
109076	Amtrak Multimodal Station	X		\$15,679
109801	Peninsula Regional Park and Ride Enhancement	X		\$3,500
111034	Citywide Flashing Yellow Arrow Upgrades	X		\$776
111035	Jefferson Avenue @ Pavilion Place New Traffic Signal	X		\$645
111065	Rock Landing Drive @ Omni Boulevard New Traffic Signal	X		\$1,095
111081	City of Newport News Signal System Progression	X		\$1,250
111090	Jefferson Avenue Sidewalk	X		\$782
111091	Jefferson Avenue / Yorktown Road Intersection Improvement	X		\$2,460

**Table 4: Major Road and Other Transportation Projects**

Source: VDOT Six-Year Improvement Plan, FY 2018 - 23 and Hampton Roads 2040 Long-Range Transportation Program, HRPDC 2016



- around 146,000 over the past 10 years.
- In Newport News, more than 78 percent of workers 16 years and over drove alone to work in 2014. As shown in Figure 26, 10 percent of workers carpooled; the remaining 12 percent used various other means of travel to work. The number of workers driving alone to work increased by 2.5 percent between 2000 and 2014, while the number of workers who used public transportation increased by 48 percent during the same period. (Note: Between 2000 and 2014, the number of workers aged 16 and older increased by just over 2 percent [2,002 workers]).
- In Newport News, the peak hour for traffic congestion is 7:00 a.m. to 8:00 a.m. This remains unchanged from 2010.
- The average trip in Hampton Roads takes 10.5 percent longer during the peak travel period compared to uncongested conditions (HRTPO, 2015). In 2013, 27 percent of the workforce took 30 minutes or more to commute to work, which was the same as in 2010. The average travel time to and from work in Newport News in 2014 was 53 minutes.

- A closer look at commuting patterns for 2012 (most recent data available for this metric) shows there were 60,888 in-commuters, 41,510 workers commuting out of the city, and 29,220 residents who live and work in Newport News (Virginia Employment Commission, 2018). As shown in Figure 27, most out-commuters (23%) are traveling to Hampton, followed by James City County (12%), Norfolk (9%), and York County (9%). Of the in-commuters, the largest percentage (24%) are commuting from

Hampton, followed by York County (11%), and Virginia Beach (7%).

## Active Transportation

- Active transportation, non-motorized transportation options, continues to trend up nationally. Active transportation is a means of getting around that is powered by human energy and expresses the connection between healthy, active living and transportation choices (Rails-to-Trails Conservancy & Partnership for Active Transportation, 2018). In 2015, there were over 1,300 miles of shared use

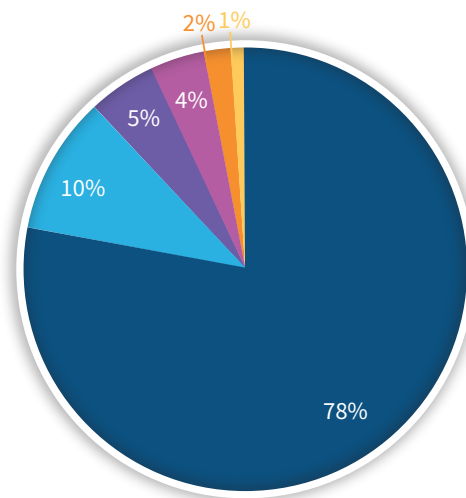
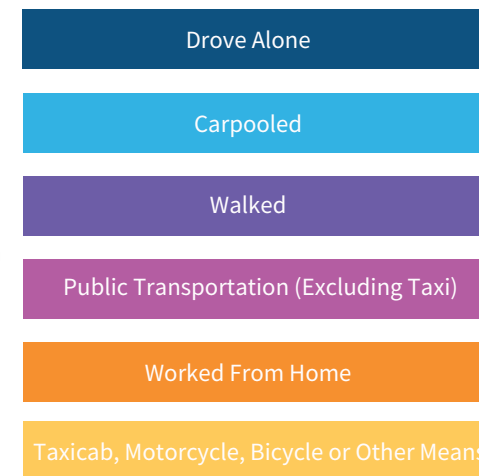
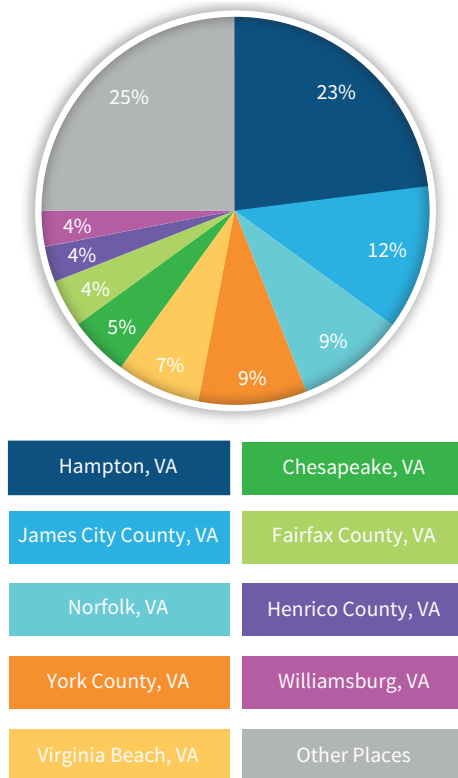


Figure 26: Means of Transportation to Work (2014)







**Figure 27: Top 10 Places Residents are Commuting To (2012)**

paths, bike lanes, trails, and other elements that comprise the Hampton Roads bicycle and pedestrian network. In 2017, VDOT & HRTPO collaborated on the *Birthplace of America Trail Study* to identify recommended routes for two off-road paths (trails) to link the region's

cultural and historic heritage. The Peninsula Route will go through Lee Hall and Newport News Park and continue over to the Yorktown Battlefield before heading south through Hampton and terminating at Fort Monroe. The segment through Newport News has been added to the Future Land Use and Transportation Plan, which is covered in Chapter 5.

- Although the city does not yet have a bicycle and pedestrian master plan, the Bicycle Map is being reevaluated and a sidewalk plan is nearing completion. The sidewalk plan will incorporate priorities for our *Healthier Routes to School Initiative*, which is part of VDOT's *Safe Routes to School Program*.
- Newport News has 110 miles of bicycle facilities, including designated recreational trails. On busy corridors, such as Jefferson Avenue, sidewalks have been widened to 8 feet to accommodate bicyclists and pedestrians.
- The city maintains 287 miles of sidewalk. Gaps in the network exist in several planning areas including Parkview/New Market and Greater Oyster Point, where there are a variety of public services,

schools and transportation hubs inaccessible by walking.

### Transit

- Newport News has intercity rail service provided by Amtrak, and bus service provided regionally by Hampton Roads Transit (HRT) and Williamsburg Area Transit Authority (WATA). Construction of a new multi-modal station, the Newport News Transportation Center (NNTC), located on Bland Boulevard in proximity to the Newport News/Williamsburg International Airport, is scheduled to begin in 2020.
- The NNTC will replace the Amtrak Station and related operations in the south Hilton area and provide for increased capacity. The city of Newport News continues to endorse LRT and bus rapid transit (BRT) with focused development centers, and connections to destinations north and south of the city.
- The Newport News Amtrak Station, located on Warwick Boulevard, provides two daily roundtrips to Richmond, Washington D.C., New York, Boston and the Northeast Corridor. It is the fourth busiest Amtrak station in Virginia,



receiving over 105,000 passengers per year and operating well above capacity. Amtrak plans to increase service to meet projected demand; however, the existing station cannot accommodate additional capacity for either passengers or additional frequencies. Any additional capacity at the existing station would interfere with CSX operations. Therefore, the city is constructing the NNTC at Bland Boulevard to accommodate increased ridership for additional trips per day, improve station capacity for passengers, improve accessibility to the local and regional transportation network, and provide capacity to support multimodal transportation connectivity.

- The NNTC will be able to accommodate six roundtrip Amtrak trains a day to meet current and projected demand. It will include dedicated areas for taxis, as well as bus bays for HRT and long-distance bus transportation.
- Newport News has long identified the CSX corridor as an opportunity for commuter rail and light rail services on the Peninsula. In 2010, the Virginia Department of Rail and

Public Transportation investigated the environmental impacts of improved passenger rail service between Richmond and Hampton Roads, with eventual connections to the Southeast, Northeast, and Mid-Atlantic regions as an extension of the Southeast High Speed Rail Corridor (Washington, D.C. to Charlotte, North Carolina)(DRPT, 2018). The Final Environmental Impact Statement was approved in August 2012, and the Record of Decision was signed in December 2012. The approved alternative provides for increased frequency of current rail service along the existing CSX route on the Peninsula at the existing maximum authorized speed of 79 miles per hour, and a new higher speed rail service south of the James River between Petersburg and Norfolk. A Record of Decision for the Washington, D.C. to Richmond alignment of the Southeast High Speed Rail Corridor is anticipated at the end of 2019.

- In 2017, HRT completed the *Peninsula Corridor Study*, which evaluated alternatives for a fixed-guideway system to connect Newport News and Hampton with future connectivity to the rest of Hampton Roads. The study

screened potential corridor options and identified the most feasible options to be evaluated in more detail in a subsequent effort.

- HRT operates 15 routes and transports over 300,000 riders per month in the city. HRT also provides six commuter bus routes and three Metro Area Express routes in Newport News. Ridership on all HRT bus routes declined between FY 2013 - 15, when it went from over 16.2 million down to 14.2 million (U.S. DOT, 2018b). However, several routes have been adjusted and expanded to accommodate high volume ridership and reduce service headways.
- Williamsburg Area Transit Authority (WATA) provides service between Newport News and Williamsburg through a single route connecting in Lee Hall. From the Williamsburg Transportation Center, riders can transfer to other bus routes to reach destinations throughout the [greater] Williamsburg Area. The Williamsburg Transportation Center is also an Amtrak station.

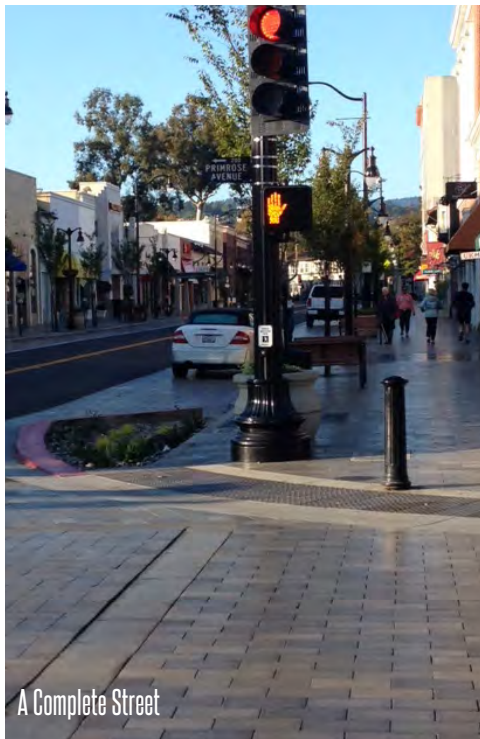


- HRT and the city continue to improve bus stop locations. In compliance with the *Framework for the Future 2030*, older shelters at major bus stops and transfer points were replaced to provide safe and convenient locations for passengers to wait for, embark on, and disembark from buses. In 2009, the city adopted the *Citywide Bus Shelter Plan*, which assessed all major bus routes and stops and provided a strategy to address deficiencies and challenges. Many shelters along the

major corridors were outdated, in need of repair and maintenance, and in some cases, needed to be relocated. As of 2015, all previously existing bus shelters were replaced. The focus now is on bus stop locations that would benefit from passenger amenities based on established criteria.

### Complete Streets

Complete Streets—designing and upgrading our roadways for use by modes other than the automobile—is gaining momentum in Hampton Roads. Several localities have incorporated goals or design standards for Complete Streets in their comprehensive plans including: James City County, Norfolk, Portsmouth, and Virginia Beach (HRTPO, 2014). While Newport News does not have a specific goal, policy, or design standard for Complete Streets, we have upgraded, and continue to upgrade, major corridors to accommodate multi-modal traffic. Jefferson Avenue in the Southeast Community is a good example of a Complete Street in Newport News, as it was reconstructed to include spacious sidewalks and bus shelters, and is being studied as a potential bicycle route as part of the Bikeways Map update.



A Complete Street

### Universal Design

Universal Design, like Complete Streets, is becoming increasingly important to design and building prosperous communities. Universal Design is “a process that enables and empowers a diverse population by improving human performance, health and wellness, and social participation (Steinfeld & Maisel, 2012).” By designing more inclusive environments, the city will work to improve the health and social participation of all residents. Incorporating elements of Universal Design are often low-cost, especially if implemented early in the design process, but can offer improvements to streetscapes, parks, transit hubs, and neighborhoods.

### By Plane or By Sea

The city’s transportation network includes an airport and port which, together with the interstate highway system, connect Newport News to the region, Virginia’s other major cities, the entire east coast, and the rest of the nation. These assets also position us to draw more international businesses and visitors and make Newport News a bigger player in the global market.

- The Newport News/Williamsburg International Airport (NNWIA) underwent several multimillion dollar



upgrades to meet the needs of modern travelers, including construction of a federal inspection station for U.S. Customs and Border Protection. In 2014, the airport's first-ever nonstop international flight was to Cancun, Mexico.

- Although passenger levels at NNWIA have decreased by 41 percent in the past decade, the Peninsula Airport Commission continues to explore opportunities to bring additional carriers to the airport, thereby providing travelers more options at better rates. The decline in travel is due to several factors including the departure of several smaller airlines; consolidation of major airlines; a resulting decrease in the number of daily flights and direct flights; and, an increase in the average airfare by 86 percent (HRTPO, 2015). In late 2016, the Commission announced the addition of Elite Airways to the carriers at NNWIA. As of early 2018, they have not initiated a route.
- The Peninsula Airport Commission approved the NNWIA master plan update in 2014. A key component of the plan is the ability to provide a third runway, should it be required. Ours is

the only airport in the region with the available land to add a runway and increase capacity.

- » The plan includes an economic strategy and identifies opportunities to support the R&D and technology sectors by providing the means to transfer knowledge and technology to the market. Proposed actions include realignment of Brick Kiln Boulevard; realignment of McManus Boulevard; connecting Siemens Way to Turnberry Boulevard; a new general aviation area; and redevelopment of the mobile home park to support aviation, aerospace and other related businesses. The master plan also supports non-aviation development on underutilized airport property, which requires changes to the adopted Future Land Use and Transportation Map, (see [Chapter 5, Future Land Use and Transportation Plan](#)).

The Newport News Marine Terminal (NNMT), which occupies 165 acres in historic downtown, is the Virginia Port Authority's main break-bulk and roll-on/roll-off facility. NNMT, which offers both outside and covered storage space, provides direct, on-dock rail service with CSX. NNMT is also a U.S. Customs-designated port of entry. There is space to construct additional warehouses should demand for covered storage space

increase. Although break-bulk cargo volume was down in 2013 and 2014 after several years of gains, there was a surge in 2015 prompted by vehicle units processed at the highest levels since 1988. Note that the Port of Virginia is the only east coast port with Congressional authorization for 55-foot depth channels and the ability to expand operations to support the larger ships that started transiting the expanded Panama Canal in 2016.

## HOUSING

According to the 2015 *Hampton Roads Real Estate Market Review*, the average sales price for a new home in Hampton Roads in 2014 was \$333,402. This is a nearly 4 percent increase from 2013. With the exception of Norfolk, existing home sale prices increased from 2013 to 2014 across Hampton Roads. Newport News saw the greatest increase (24%) to \$300,585. The median sale price in 2014, for a home in Newport News, was \$154,500, up from \$145,800 in 2012 and \$153,000 in 2013 (ODU, 2015).

Maintaining safe, affordable housing in stable neighborhoods is a challenge, however, in several areas of Newport News. The Department of Codes Compliance (Codes Compliance), which promotes public safety and orderly development through enforcement of state and local





codes, responds to an increasing number of property maintenance calls each year. Codes Compliance handled an average of 15,000 property maintenance calls over the past few years. These calls generally report poor housing conditions and complaints of blight on commercial and residential buildings and properties. In addition to unsafe living conditions in rundown structures, Codes Compliance's inspectors are also



challenged to address illegal boarding houses, the number of persons occupying a dwelling unit, and the misuse of hotels and motels. Although the list of abandoned and dilapidated buildings has grown over the past few years, Codes Compliance continues to address dangerous conditions utilizing a variety of tools including demolition of the most unsafe structures.

As presented in [Section 2.1, A Prosperous and Resilient City](#) Newport News had nearly half of the Peninsula's homeless population in 2014. A closer look at the data reveals a likely undercount: homeless people who were living in hotels and motels, or non-traditional shelters, such as cars or abandoned buildings, were not counted. Newport News does not have a city-sponsored or maintained shelter for the homeless, but is evaluating options to improve homelessness in the city. Further, the Greater Virginia Peninsula Homelessness Consortium continues to organize and deliver housing and services to the homeless to reduce the number of individuals who become homeless, reduce the length of homelessness, and reduce the reoccurrence of homelessness. In addition, the Department of Human Services provides the Housing Broker Team, a program designed to prevent homelessness and

the reoccurrence of homelessness among families with children under 18. The city-funded program is coordinated with the Greater Virginia Peninsula Homelessness Consortium efforts.

With increased demand for quality affordable housing and workforce housing, aging structures, and the rising cost of new homes, Newport News, like many other Hampton Roads communities, is challenged with providing housing options for future residents while maintaining quality of life for existing residents.<sup>4</sup>

- There were 696,858 housing units in the Virginia Beach-Norfolk-Newport News Metropolitan Statistical Area (MSA) in 2014. Of those occupied, 62.2 percent were owned and 37.8 percent were rented. In Newport News there were 76,903 housing units, approximately 11 percent of the MSA inventory. Of those occupied, 50.6 percent are owned, while 49.4 percent are rented; Newport News has over 10 percent more rentals than the average for the MSA. Within Newport News, total housing units and occupied housing units has changed minimally since 2010. Between 2010 and 2014, the housing inventory increased by less than 1 percent (705 units).

<sup>4</sup>Affordable housing is provided by both the public and private sectors and is usually targeted at households earning less than 60% of the area median income. Workforce housing is aimed at households earning between 60% to 120% of the area median income, and who may not have sufficient income to secure quality housing in reasonable proximity to the workplace.



- As shown in Figure 28, the city's housing stock is aging: almost 59 percent of houses were built prior to 1980. While many older homes add charm and character to our neighborhoods, some

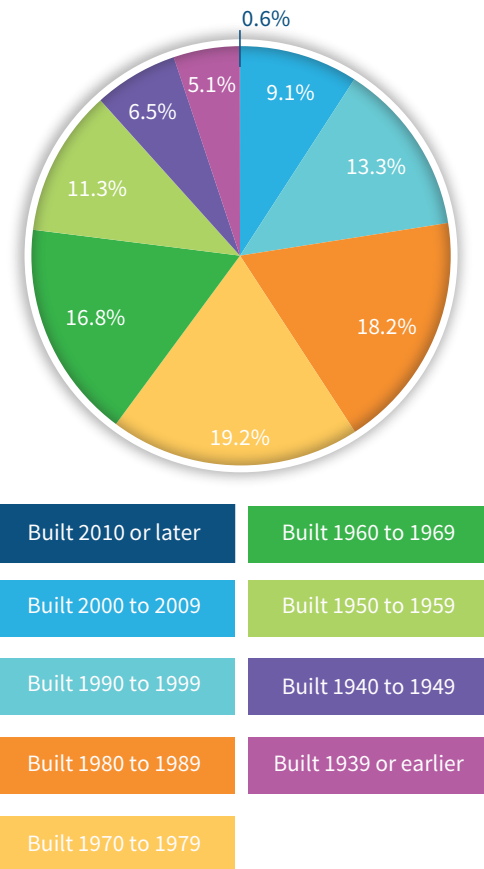


Figure 28: Year Structure Built

property owners become overburdened by the cost and physical effort to maintain aging properties, leading to disrepair.

- The vacancy rate for the total housing stock in the city continued to increase, from 7 percent in 2010 to 10.3 percent in 2014. The vacancy rate in 2000 was 6 percent.
- Of the total housing units in the city, approximately 34 percent (26,387) are apartments. Almost 87 percent of all apartments are market-rate units. The most common apartment type is 2-bedroom units, which account for 62 percent of all market-rate units within Newport News (see Figure 29).
- The number of market-rate apartment units has generally remained consistent through the last 15 years, whereas the number of income-based units (both public and private) in the city has gradually declined since 2002. There was a 20 percent reduction (a loss of over 850 units) in income-based housing inventory over a decade.
- There is a demand for income-based (affordable) housing in Newport News as evidenced by the number of appointments scheduled in 2015. The

Newport News Redevelopment and Housing Authority (NNRHA) scheduled 1,223 appointments for the Housing Choice Vouchers over a 4-day period in July, and another 2,437 appointments for public housing over a 4-day period in August 2015. The NNRHA provides new homebuyer opportunities and affordable housing for lower and moderate income families on the Greater Peninsula, acquires property for redevelopment, rehabilitates property, and manages the city's consolidated housing and community development

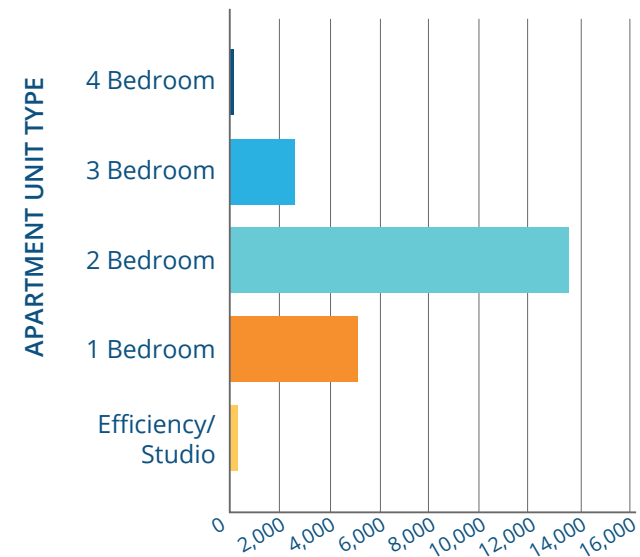


Figure 29: Total Number of Market-Rate Apartment Units by Type (2015)



programs. In addition to administering the Housing Choice Vouchers, NNRHA owns and manages over 1,600 affordable rental housing units across Newport News.

- The median gross rent for Newport News was estimated at \$975 for 2014. This is a nearly 10 percent increase from 2010 (\$881). The Virginia Beach-Norfolk-Newport News MSA median gross rent was \$1,082.
- In 2014, 38.6 percent of households within the city were considered cost burdened. While this was a decline of approximately 5 percent from 2012, there were still almost 25,000 households that paid more than 30 percent of their household income for housing (Housing Virginia, 2015).
- Stressing the importance of accessibility by non-vehicular modes of transportation, approximately 9 percent of households in the city do not have a vehicle. This is slightly greater than the area average of 6 percent.
- Housing Virginia calculates a “Housing and Commuting Affordability Index” to determine housing affordability for households that work. It combines the median cost of housing with the average

cost of commuting to derive a percent of household income required to occupy the median housing unit, which is considered to more accurately reflect housing affordability within a locality. For this index, paying 34 percent or more of household income indicates cost burden. The “Housing and Commuting Affordability Index” for Newport News in 2014 was 29.6 percent. Broken down by homeownership (plus commuting) and rental (plus commuting), 28.4 percent of income is required for homeowners to afford the median housing unit, whereas 30.7 percent of income is required for renters to afford the median housing unit (includes utilities). Drilling down into the numbers shows that renters would need \$1,259 a month to afford the median gross rent for Newport News and average commuting costs. In 2014, slightly more than 22 percent of all households in the city had a household income of less than \$25,000.

- Since 2000, the majority of Hampton Roads localities have been able to generate new housing to satisfy demands produced by new jobs. Between 2013 and 2033, Newport News is projected to net nearly 6,000 new jobs, which in turn will generate a demand

for nearly 4,000 new housing units, assuming all employees work and live in Newport News (Sturtevant, 2014).

### 2.3.2 WHAT WE HEARD

Many stakeholders understand the housing-transportation connection and recognize that housing affordability is affected by transportation costs, especially in a region where people do not always work, shop and recreate where they live. All stakeholders recognize the challenges of our transportation system, both locally and regionally. The majority believes that LRT along the CSX corridor or BRT in a dedicated lane would not only relieve much of the congestion within the city, but also provide quick and reliable connections to jobs, services, and shopping for residents that currently find it challenging to get around Newport News without a privately owned vehicle, including soldiers and sailors stationed at Joint Base Langley-Eustis and Naval Weapons Station Yorktown.

Some stakeholders envision ties to Richmond and areas further north by high speed rail and to the Southside by water taxis and ferries to further reduce privately owned vehicle traffic. Most stakeholders support transit alternatives to connect Newport News to other Peninsula localities



and to Richmond and Washington, D.C. A multi-modal transportation system is seen as vital to the long-term viability of Newport News and Hampton Roads. Park n' Ride lots are desirable, especially in conjunction with any future LRT or BRT connections. Transportation options are needed for various age groups including youth and young military members, many of whom do not have access to privately owned vehicles.

Bicycle paths (multi-use or multi-purpose pathway) are desirable, especially to connect neighborhoods and schools. Students especially hope to see more pedestrian-friendly school zones. Many routes to schools require improved crosswalks, upgraded and new sidewalks, lighting, and bicycle parking accommodations. Many residents believe increasing the number of sidewalks in neighborhoods and around schools and community centers will promote walking and enhance pedestrian safety.

There is a general consensus that bike lanes, bike routes and multi-purpose trails are needed throughout the city. While there is a recognition that sidewalks are being widened in high-volume traffic areas, avid cyclists tend not to ride on sidewalks and most pedestrians do not know that the wider sidewalks are intended to be multi-use. Some residents believe that the lack of curbs

and gutters citywide should be addressed before sidewalks are widened.

Traffic safety is a concern for some stakeholders, who expressed a desire for more traffic calming measures throughout the city to protect both cyclists and pedestrians. There is also a general feeling that the majority of drivers on our local roads do not know that cyclists can—by law—share the road.

Active transportation opportunities are desired, including facilities along the waterfront. Many residents believe that public access to the waterfront is limited and should be expanded in strategic areas to allow everyone the opportunity to enjoy this natural amenity and provide more active transportation options.

An increase in the use of alternative vehicles is anticipated; charging/refueling stations will be needed in parking garages and other key locations throughout Newport News.

Some stakeholders see the need to expand the airport, while others believe the area around the airport should be built up with other land uses. Numerous stakeholders question the long-term viability of NNWIA.

There appears to be a general consensus that the housing stock in Newport News is aging, there are insufficient affordable (quality) housing options for seniors and low and mid-income residents, and there is a lack of high-end housing. Many stakeholders did not foresee a change in the demand for homeownership in general







or for single-family homes in particular. Others, however, identified the need for a mix of housing types to capture the needs of both an aging population and the younger generations. The ability to age in place was a common desire among stakeholders. Many stakeholders believe that the city lacks senior housing developments that provide citizens the opportunity to age in place. Many residents envisioned housing near parks and in walkable neighborhoods with activity centers. Others see the need for higher-density development to support job growth in key areas, as well as future transit. City Center was pointed out as an opportunity area by many stakeholders who

believe the area's density could be expanded as it is fully developed, providing a greater mix of uses and high-end housing.

Homelessness remains an issue for both Newport News and the Greater Peninsula. Funding and locations for services to address this segment of our population remain difficult to obtain. Many stakeholders believe that homeless shelters—similar to public and assisted housing complexes—are concentrated in some areas rather than being dispersed citywide. Some stakeholders believe we should reduce density in public housing complexes, and focus on more compact, mixed density developments. Others feel there is an opportunity to look

at affordable housing across the region to ensure that each locality is providing its fair share.

#### Results from the 2016 Community Survey include:

- Approximately 71 percent of the residents surveyed were satisfied or very satisfied with the availability of sidewalks in Newport News, while 77 percent were satisfied with the overall condition of the sidewalks.
- When asked about their level of satisfaction with the overall condition of city streets, excluding interstates, 61.6 percent of respondents stated they were satisfied or very satisfied.
- Just under half (48.7%) of all respondents were satisfied with the traffic flow on city streets, excluding interstates.
- Over 74 percent of residents stated they were satisfied with the condition of the streets in their neighborhoods.



## 2.3.3 WHAT IT ALL MEANS

- Funding for transportation projects is scarce. We need to identify alternate sources of funding and reprioritize investments.
- Our existing road network—especially the arterials—lack additional capacity, and we do not have the land to build more roads. Investment in a balanced, multimodal transportation system is the only alternative to provide choice for our residents and more efficient and safer connectivity in the future.
- A multimodal transportation plan is needed to capture the latest information on travel and growth trends within the city, infrastructure conditions, projected deficiencies, strategies and prioritized actions, estimated costs, and available funding sources.
- It is important to protect the airport's airspace and ability to expand in the future.
- Job centers and workers remain dispersed. Land use densities need to increase in key locations to concentrate people near jobs, services and transit to

reduce traffic volume. Overall, we need to find more ways to efficiently move people and goods within Newport News and connect to the region to support economic prosperity while enhancing local quality of life and protecting the environment.

- A housing study is needed to analyze the housing distribution of workforce and affordable housing locally and regionally. We need a housing strategy that strengthens existing commitments to income-assisted and accessible housing, preserves the overall existing stock, and provides greater choice at all income levels and more diverse neighborhoods. We also need to enable our residents to age in place with

easy access to services and support systems, and conceive a solution for the homeless situation.





## 2.4 A HEALTHY AND SAFE CITY

This section provides key facts and trends related to public health, human services, urban services, parks and recreation, and public safety. It also incorporates stakeholder input gathered through various outreach efforts including the citywide survey. Key points considered during development of strategies to implement the planning vision are provided at the end of this section.

### 2.4.1 KEY FACTS AND TRENDS

There are many trends influencing the health and safety of communities around the world, including population growth/urbanization, aging of the population, environmental damage, climate change,

lifestyle choices, increased demand for fresh water, and road accidents (Urban Land Institute, 2013 p. 16). Hampton Roads faces these challenges, too, and localities are working together to develop a strategic plan to assess the challenges and determine how the region can best support sustainable and cooperative growth in the future.

With urbanization, an increased life expectancy, and pollution on the rise, there is a strain on natural resources, including food, water and air. Providing access to healthy food is a priority nationally and in Virginia. Communities are looking at creative ways to increase access to fresh, healthy locally grown food in underserved neighborhoods. They are also looking at opportunities to design and build places

that support active lifestyles. Increasing opportunities for residents to engage in physical activity promotes healthier living and recognizes the connection between community development and public health. Healthy choices need to be easy ones. They should be safe, accessible and located everywhere. Nationally, there is a trend of cities partnering with a range of stakeholders to invest in healthy communities, including designing more walkable neighborhoods, rethinking public spaces, installing active transportation infrastructure, and program sponsorship.

### PUBLIC HEALTH

Access to health care for mothers, infants, and young children continues to improve in Newport News. Other segments of the population, however, continue to need assistance obtaining medical care, including the homeless and the poor. Within Newport News there are numerous health care organizations working to address health, chronic diseases, and provide basic preventive care for all citizens. The Peninsula Health District (Virginia Department of Health), Hampton Newport News Community Services Board (CSB), Peninsula Agency on Aging, Hampton Roads Community Action Program (formerly Office





of Human Affairs), and city of Newport News Department of Human Services are some of the major organizations providing services and partnerships to improve the health and quality of life of our residents. In addition, Southeastern Virginia Health System operates numerous community health care centers throughout the city, offering community-based health care to the insured, uninsured, and underinsured. Our citizens have access to three major medical centers: Riverside Regional Medical Center, Bon Secours Mary Immaculate Hospital, and Sentara Port Warwick. We also have numerous private practices that provide high-quality general and specialty medical care.

The 2015 County Health Rankings for Virginia ranks Newport News as 80th out of 133 counties, cities, and towns assessed for Overall Health Outcomes. This ranking considers length of life and quality of life of residents. We are ranked 87th for Health Factors, which considers health behaviors, clinical care, social and economic factors, and the physical environment. The purpose of the rankings is to raise awareness about the many factors that influence health across the country and assist localities in identifying strategies to address their health challenges.

- In 2014, 14.2 percent of the city's population (civilian noninstitutionalized) had no health insurance coverage. This is an increase from 2010, when 13.2 percent of the population lacked health insurance coverage. Across Virginia, 12.1 percent of the population did not have health insurance coverage in 2014.
- The opening of a grocery store in the Southeast Community (located in Brooks Crossing) provides residents with access to affordable and nutritious food, an option that was lacking in the neighborhood for several years. According to the U.S. Department of Agriculture, Lee Hall is the city's other low-income census tract with low access to fresh food. Per the government's

definition, this means that residents must travel more than 1 mile to the nearest grocery store.

- The city of Newport News maintains a community garden in Lee Hall, which serves the entire city. Plots are available on a first-come first-serve basis and are leased for a fee per gardening season. Over the past few years, numerous community gardens have been established in neighborhoods throughout the city, mostly sponsored by NNPS or local nonprofits. NNRHA established one at Spratley House several years ago, which has been successfully maintained by the residents. Community gardens not only provide access to fresh fruits,



Riverside Regional Medical Center





vegetables and herbs, but can beautify neighborhoods and bring neighbors closer together. They also provide recreational green space in urban areas, contribute to cleaner air, and can be used as an outdoor classroom for students to learn about biology, ecology, horticulture, nutrition, recycling, and composting.

- The *Newport News Healthier Routes to School Program* aligns with the goals established in the VDOT's *Virginia Safe Routes to School Five-Year Strategic Plan* (2012–2017). Specifically, the program is focused on increasing the percentage of students walking and bicycling to school by implementing policy changes and infrastructure

improvements (such as new sidewalks where none exist) that make it feasible, attractive and sustainable to engage in active transportation.

- » An assessment has been coordinated between the city of Newport News and NNPS to identify infrastructure improvements and prioritize investments in support of the program. Areas around 13 schools are identified for infrastructure improvements.
- » Proposed improvements range from new or improved crosswalks, upgraded sidewalks, implementation of accessible ramps and new street lights to relocation of utilities, part-time crossing guards, and installation of pedestrian signals and bicycle racks.
- Since 2013, air quality in the Hampton Roads region has not exceeded the

8-hour ozone limit. In Newport News, we partner with state and federal agencies to develop feasible plans to improve air quality as needed.

## HUMAN SERVICES

Newport News residents have access to a variety of services and programs to help them improve their quality of life. The Department of Human Services provides assistance through a variety of programs and services including: adult and family services, child welfare and protection, employment, financial benefits, and prevention programs. Through its various programs and community partnerships, the department promotes empowerment and independence for individuals and families.

There are growing health concerns in the community, and more health education and services are desired. As our population continues to age, health care and adult protective services requirements increase. The community is in need of more farmers' markets and community gardens to provide all citizens access to fresh and healthy food. The Department of Human Services sees a need to increase the capacity of quality child care providers; plan more senior living facilities; provide long-term temporary shelters that allow working homeless to get





back on their feet; and provide additional mental health programs to address a growing issue. Collocating critical services in strategic areas throughout the city is desirable to improve outreach, education, and the overall effectiveness of programs and services.

- In 2013, over 60,000 residents were connected to federal, state, and local services and programs through the Department of Human Services. The department expects the number of clients to increase as the population grows and ages. Of particular concern are the potential increases in elder abuse cases and the number of elderly who have no local family or community support which would allow them to age in place. The number of senior and assisted living facilities needed within the city is likely to increase. Mental health service requests are also expected to grow.
- As noted in [Section 2.1, A Prosperous and Resilient City](#) and [Section 2.3, An Accessible City](#), homelessness is an ongoing challenge for the city. While the number of homeless people over the past five years has been trending down, those individuals and families with low

income and barriers to finding stable housing continue to be of particular concern for the Department of Human Services, especially with regard to the impact of homelessness on children. Homelessness for children can lead to educational barriers, emotional distress and life-long health problems.

- Asset-Based Community Development (ABCD), a strategy for sustainable community-driven development, has been integrated into several Newport News neighborhoods. The Department of Human Services, in collaboration with community partners, introduces the ABCD strategy to residents and empowers them to mobilize and take ownership of community challenges and solutions. Youth and adults, working in partnership, identify opportunities, challenges, resources and solutions in their neighborhoods.
- The Department of Human Services is headquartered at Rouse Tower, which was constructed in 1974. The building is in need of repairs and upgrades including the mechanical and electrical systems. Staff is located on nine of the 12 floors; collocation of programs to increase effective and efficient service

delivery, support family and community engagement, or create an environment that is welcoming to customers is challenging. Expanding facility capacity at this location is not feasible. However, service provision will become easier and more cost effective as outdated tools are replaced and the department converts to new web-based systems and continues to streamline processes.

### URBAN SERVICES

As presented in [Section 2.1, A Prosperous and Resilient City](#), effective delivery of urban services such as safe water and sanitation is essential for enhanced quality of life and economic prosperity and resilience within our city. It is critical that investments in these services preserve and protect the various systems and keep pace with planned growth and development.

- Newport News Waterworks continues to supply water to more than 400,000 customers in Newport News, Hampton, Poquoson, York County, and a portion of James City County. Water quality in Newport News meets or exceeds all federal and state requirements with no violations with regards to contaminants, whether metals, organics, or inorganics.



- Water quality in Newport News is continuously monitored and maintenance operations are conducted in full compliance with state and federal regulations. The Department of Engineering develops, implements, and maintains the programs and policies that preserve water quality, reduce erosion, and prevent flooding within the city.
  - » Waterworks treats and delivers approximately 38 million gallons of water each day, drawing from groundwater and surface water from the Chickahominy River and five reservoirs. The primary source of drinking water for the city is surface water; groundwater is a secondary water source.
  - » With successful water conservation programs, water demand has dropped from an average annual high of 49.3 million gallons per day in 1997 to 36.2 million gallons per day in 2014.
  - » The Harwood's Mill Water Treatment Plant is undergoing modernization to increase treatment capacity. Between those upgrades and the Lee Hall Water Treatment Plant, there is adequate capacity to absorb future growth in the city.
  - » Nationwide and in Newport News a backlog of replacements is needed to the water distribution pipeline network (e.g., pipelines, valves, fire hydrants, etc.). These replacements are currently being studied and programmed through the Asset Management Program.
- The Virginia DEQ proposed cutting the permitted groundwater withdrawals of the largest users, eight of which are in Hampton Roads, including Newport News Waterworks. While groundwater is a small percentage of the overall water supply source for Waterworks, it does depend on groundwater withdrawals for drought management purposes.
- To achieve its goals of providing affordable wastewater services, maintaining reliable systems and clean facilities, fostering a culture of conservation and recycling, and increasing energy efficiency, HRSD continues to implement the improvements outlined in its **Development Plan 2020**. Completion of the York River Plant expansion will double the capacity for the North Shore (includes Newport News), which is sufficient to meet forecasted growth demands throughout the area.
- The Department of Public Works supports HRSD with its mission by operating and maintaining the local wastewater collection system that feeds into the HRSD processing and treatment system. Public Works continues to upgrade its Supervisory Control and Data Acquisition system to improve continuous monitoring and overall operation of the pumping stations in Newport News. The department also administers the Inflow and Infiltration Elimination Program to implement corrective action to reduce excessive rates of inflow/infiltration.
- Public Works continues to explore opportunities to be cleaner and greener with the collection and disposal of solid waste, bulk waste, and recycling. The department offers training, education, and various support programs in its efforts to provide environmentally responsible collection and disposal and promote clean programs and policies.
  - » Our recycling rate is at 46 percent, almost twice the minimum requirement established by the state.
  - » To further reduce waste and increase recycling efforts, Public Works administers the Newport News Waste Elimination Business Program, a free program that encourages businesses to reduce waste and increase recycling efforts.



### PARKS AND RECREATION

In addition to health, environmental, and social benefits, parks and open space also provide economic benefits. According to the National Recreation and Park Association, local and regional parks create nearly \$140 billion in economic activity per year and support almost 1 million jobs in the United States (NRPA, 2015b). Parks and water recreation play a major role in a community's tourism economy. Some parks are tourist attractions, while others are venues for festivals, sporting events, and other special activities. In addition, proximity to and quality of parks positively affect real property value, especially residential property.

Studies show that urban residents today look to parks to provide a more social experience than they did in the past. People go to parks for special programming such as yoga, movie nights, ice rinks, and flower gardens. Parks provide the opportunity for people to interact, communicate, learn, and compete. The National Recreation and Park Association analysis of the parks and recreation national database also showed that programs are the key to great park attendance. Further, the analysis verified what many news headlines over the past few years claim: walkable cities draw Millennials (NRPA, 2015a).

In 1981, the National Recreation and Park Association established a nationally accepted standard of 10 acres of parkland for every 1,000 residents. By the early 1990s, the association began to encourage each locality to establish its own standards based on growth patterns and locally assessed needs. With the growing awareness of the benefits of parkland and recreational facilities, more localities are going beyond the acreage per person calculation and also considering access (distance and time traveled) and carrying capacity (the capacity of facilities to accommodate demand for use). In previous planning efforts, the city of Newport News has used the 10 acres per 1,000 residents standard to calculate park acreage needs. Newport News remains strong in regional parkland, but deficient in neighborhood and community parkland and athletic and recreational facilities. More green space and parks—especially small neighborhood parks—are desirable throughout the city. Other identified challenges for parks and recreation programs include limited waterfront access and parks, increasing park use and visitation (which translates to additional wear and tear on facilities), and insufficient maintenance. Another challenge is identifying areas in the city where land could be acquired for future parks.

- Newport News Parks Division has an inventory of 37 parks totaling 8,697.35 acres (see Figure 30). They vary in size from 0.11 (Huntington Heights Square) to 7,711 acres (Newport News Park). However, Newport News Waterworks owns the 7,711 acres at the north end of the city and in York County. While the entire acreage is included in the park inventory, only 3,000 acres are formally designated for recreation use. In fact, much of the property is forested and managed for water quality.
- Not including Newport News Park, there are 36 neighborhood, community and district parks totaling 986.09 acres. In urbanized areas, schools, churches, and private facilities also accommodate recreation demand and may be counted toward the total park acreage. Our totals for neighborhood parks factor in public school sites. In Virginia, the general guideline for parks is a total of 10 acres per 1,000 people. Applying this guideline to the city's park inventory, we have a deficit of approximately 844 acres (not including Newport News Park).
- There are well used recreational trails at Newport News Park and Riverview Farm Park, and the privately-owned



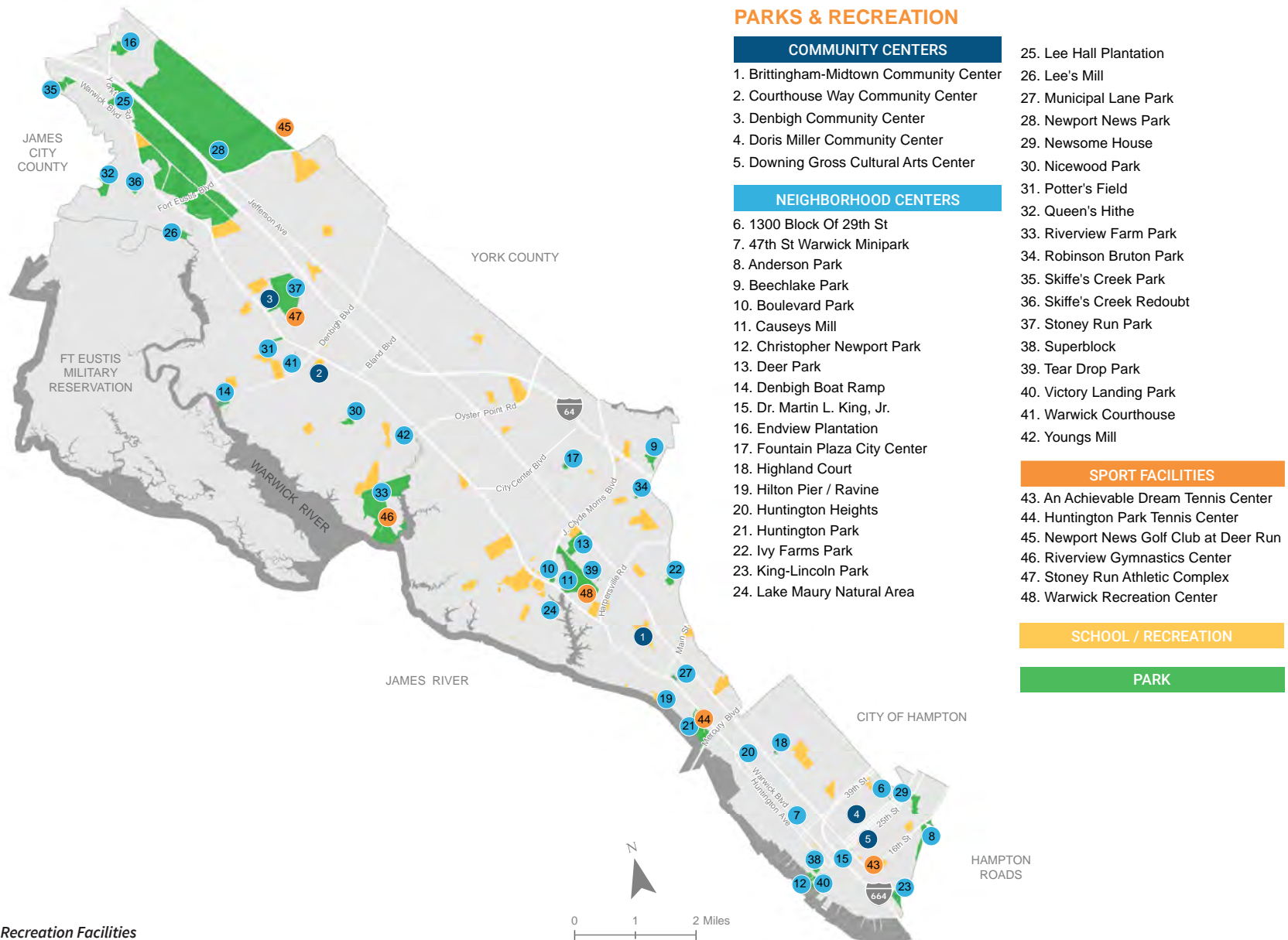


Figure 30: Parks &amp; Recreation Facilities

Mariner's Museum property. The city's transportation plan proposes a comprehensive trail network that goes beyond the existing trails, connecting to routes throughout the city and in adjacent jurisdictions. As the roadway system is improved and expanded, opportunities for new trails are assessed and existing trails are improved.

- There are four multipurpose community centers in Newport News: Brittingham-Midtown, Courthouse Way, Denbigh, and Doris Miller. These centers offer a variety of activities for youth and active lifestyles (50 and older), instructional classes, and after school programs. Doris Miller and Brittingham-Midtown both include a pool area. Phase II of the Denbigh Community Center will add a pool and water playground for the North District; this project is included in the CIP for FY 2019 – 20. In addition, there are two dedicated senior centers, North Newport News and Hilton, both of which require building renovations, as does the community center at Courthouse Way. An additional community center for the Southeast Community has been identified as a need.

- Newport News has made great strides in reducing the deficit in number of recreational fields, courts, and gymnasiums available to meet demand, with the addition of athletic facilities at Stoney Run Park, Denbigh Community Center, and Mary Passage Middle School. However, demand still outpaces facility availability. Further, existing schools and city gymnasiums are inadequate in size to effectively serve year-around athletic programs. As a result, facilities are often limited and overcrowded. Lighted athletic fields are especially needed to meet demands of year-round sports. The second phase of Stoney Run Park, when funded, will

provide additional multipurpose fields, basketball and tennis courts, walking and biking trails, and picnic areas.

- Six sport facilities and four recreational center gymnasiums support recreational needs in the city. In addition there are two tennis centers, one gymnastics center, and an athletic complex. Youth and adult sports leagues are open to all residents. A new pro shop and locker room facility was added to the Huntington Park Tennis Center in 2015. The state-of-the-art building supports 20 lighted courts. The Center Stadium Court is the next phase for Huntington Park and will allow the facility to draw more tournaments and bigger



World Arts Celebration

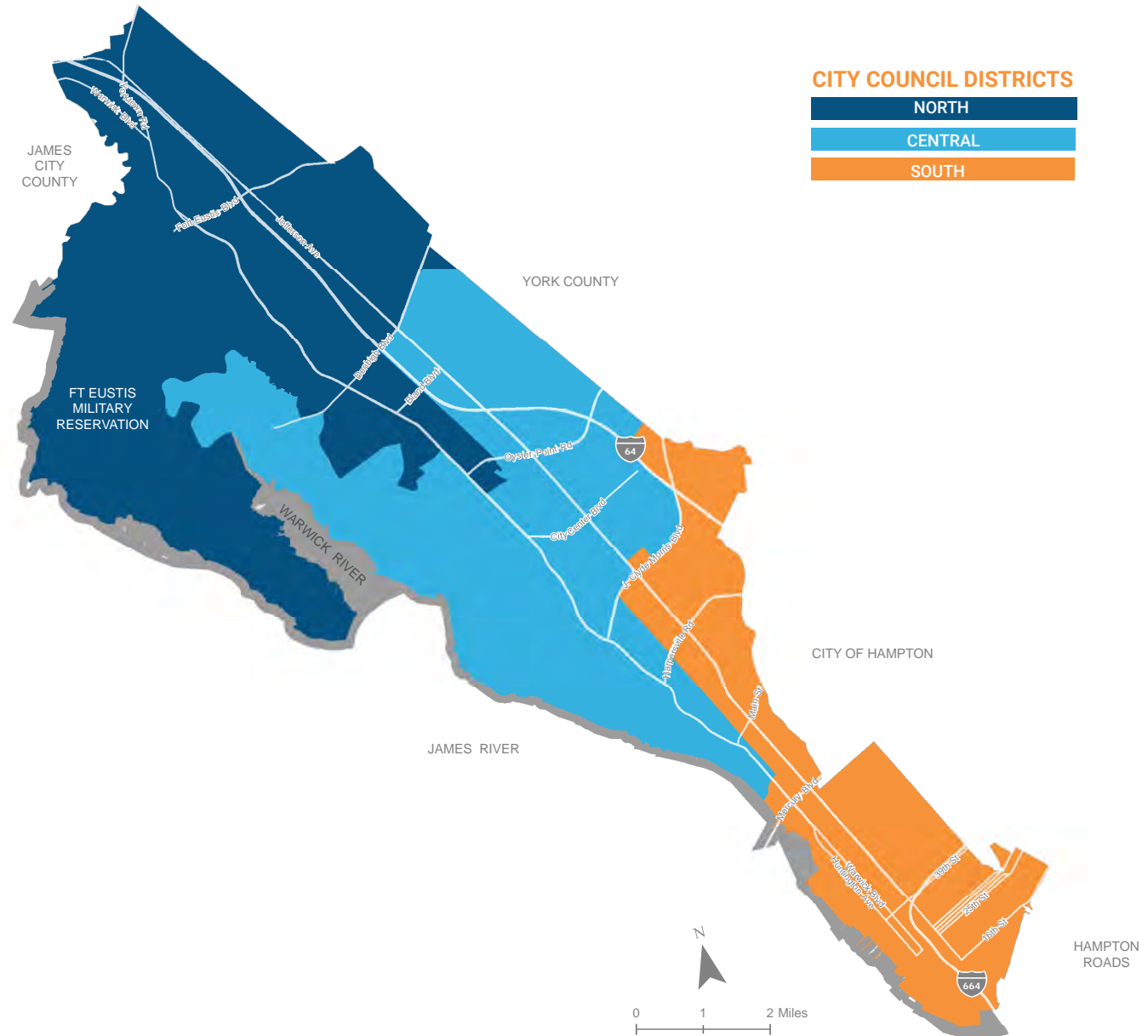


Figure 31: City Council Districts





competitions. This project is included in the CIP for FY 2019.

- Newport News Golf Club at Deer Run is a public facility with an 18-hole championship course plus 18 holes of a par 3 course. Both courses were constructed in the mid-1960s and are in need of renovation and upgrades. Revenue from rounds has steadily declined over the past decade as a result of aging infrastructure and the appeal of newer, and more updated, courses located in surrounding jurisdictions.
- The city maintains five public boat ramps: two provide access to freshwater at Newport News Park, and the other three provide direct access to the Warwick River, James River, and Hampton Roads harbor. Two of the boat ramps—Peterson's Yacht Basin and Huntington Park—and the Leeward Marina require more frequent dredging than current funding allows. While funding for channel dredging has typically been programmed every 7–9 years, the city's public boat channels have historically been refilling to the point where boating is significantly affected an average of 5–6 years following dredging.

- In addition to freshwater fishing opportunities, the city maintains six public saltwater fishing piers, including a 1,500-foot-long wavescreen fishing pier at King-Lincoln Park and the 2,364-foot-long James River Fishing Pier, considered to be the longest fishing pier on the East Coast.
- Many community facilities are aging and will require investment over the next 20 years. Thirty-seven percent of the Parks, Recreation & Tourism department's budget is generated from fees, charges and gate receipts. Additional city funding is needed to operate and maintain existing facilities. Since 1975, the city has doubled the number of public parks and tripled park visitation,

while full-time park staffing has actually declined or remained static. Annual park visitation alone now exceeds 3.8 million people; with the accompanying usage and wear on park facilities, additional staff and maintenance funding is critically needed to ensure the continued quality and integrity of parks and park assets.

### LIBRARY SERVICES

Libraries provide a variety of services and programs that focus heavily on youth engagement, workforce development and providing learning opportunities that support the community through all facets of life. Unique programs include the Mayor's Book Club, PAWS to Read, Just 2's



Huntington Park Beach





Storytime, and Wee Ones Storytime. The Pearl Bailey Library's youth programming received the National Arts and Humanities Award in 2013 for its after-school and out-of-school time programs that generate positive youth outcomes.

Libraries will remain relevant in the future, serving a range of needs. While the role of libraries in the community continues to evolve, one basic premise remains: libraries are seen as community places where residents can gather to exchange ideas, experience programs that introduce them to new ideas, cultures and opportunities, and experience social engagement that they might not otherwise experience. Libraries continue to be sources of life-long education and

learning. Libraries are public spaces that are neutral and positive; they create a sense of place and add to the quality of life of an area. Libraries play a significant role in providing a safe alternative to the streets for youth.

- Over 890,000 patrons came to the libraries in FY 2015, checking out over 887,000 items, presenting over 152,000 requests for assistance as part of school readiness, homework assistance and employment services or to learn how to use technology.
- Programs in the buildings and outreach services to the community through school visits, the Mayor's Book Club and STEM programs at community functions

reached over 14,900 participants.

Cooperative programming such as the Financial Literacy Programs facilitated by CNU's Captains' Educational Enrichment Fund help the community to prosper.

- There are five operating libraries in the city: Pearl Bailey, Virgil I. Grissom, Law, Main Street, and South Morrison. The sixth—West Avenue Library—is used for administrative purposes and is closed to the public. The newest library is located in the South Morrison Family Education Center, a former elementary school. Two libraries, Virgil I. Grissom and Pearl Bailey, are a priority for replacement or renovation and expansion due to aging infrastructure and condition through heavy use.
- » A facility and space needs assessment conducted in 2008 recommended a new 31,700 square-foot Virgil I. Grissom Library. The existing 16,600 square-foot library, located in the North District, is undersized for the population it serves; it is the only library north of J. Clyde Morris Boulevard and the busiest in the city. The building, constructed in 1977, has never undergone a major renovation.
- » The Pearl Bailey Library, located in the South District, has an annual door count of 193,000. The facility and space needs



Main Street Library



assessment recommended that the 12,784 square-foot library be expanded to 30,000 square feet. While this library does not have a high percentage of registered patrons (i.e., those with library cards) or a high circulation, it is considered a community center/safe haven within the Southeast Community and therefore has a higher door count than Main Street Library, which is almost three times larger.

- The northern and central areas of the city are underserved. Based on projected development and future population growth, potential locations for new libraries include Lee Hall, City Center Boulevard/Tech Center area, and/or along Jefferson Avenue in the central part of the city. Libraries should be highly visible and located along transit service routes and active transportation corridors for accessibility.

## PUBLIC SAFETY

### Police

Newport News Police Department is the fourth largest municipal police department in Virginia. The department is comprised of four major bureaus and other special divisions, sections, units, and details and is administered from the department headquarters that opened in 2006. In 2016,

the city celebrated the opening of the new South Precinct Police Station at Brooks Crossing.

In its ongoing mission to reduce crime and provide a safe environment for the citizens of Newport News, the department initiated the “Creating Responsibility In My Environment” (C.R.I.M.E.) Program in 2015 to develop a strategic plan for public safety. Through the C.R.I.M.E. planning process, a wide-range of stakeholders are working together to develop crime control goals and implementation actions. While youth and gang violence prevention continues to be a focus for the Police Department and city, the number of reported crimes in Newport News actually dropped between 2004 and 2013. Programs for youth leadership and

employment training enrichment continue to grow. A more focused approach, however, is needed to engage youth and discourage them from violence and crime.

- There were approximately 6,300 Part I Crimes committed in 2013 and 2014, a decrease of almost 9 percent from 2012 (6,900 Part I Crimes).<sup>5</sup>
- In 2014, the highest number of crimes was in the Central Precinct, with larceny accounting for 76 percent of all crimes. Yet, the number one complaint in many neighborhoods continues to be speeding.



<sup>5</sup>Part I Crimes are murder and nonnegligent homicide, forcible rape, robbery, aggravated assault, burglary, motor vehicle theft, larceny-theft, and arson.



- In 2014, 7,000 inmates were committed in Newport News; an estimated 30 percent of those inmates suffer from mental illness. Nationally, correctional facilities are becoming the replacement for mental health institutions. This trend puts a strain on budget, manpower and functionality of correctional facilities.
- There is an increased focus on youth and crime for the age group between 14 and 24. The Newport News Youth & Young Adult Gang Violence Prevention Initiative was established to reduce violent gang and gang-related crime within the city and improve public safety, which is a strategic priority for the City Council. The Initiative incorporates the intervention model established by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, which is based on five core strategies: community mobilization, opportunities provision, social intervention, suppression, and organizational change and development. The city continues to look at expanding its intervention and prevention programs across services and organizations to strengthen their effectiveness.
  - » Two new programs have been implemented with initial success: 1) Seeing Opportunities Within (S.O.W.) Program provides intensive intervention services to high risk and/or gang affiliated youth and young adults; and 2) the Summer Training and Enrichment Program (STEP) serves youth and young adults in the Southeast Community and Upper Warwick Boulevard by providing meaningful workforce experience.
  - » In 2015, the second year of STEP, the city doubled the number of youth employed, expanded the number of weeks worked, and increased the number of job locations. Employers included the city, private sector companies, NNPS, CNU, and various non-profits. During the second year of the summer program, there was a 17 percent decrease in juvenile offenses. This program was expanded in 2016.
  - » NNPS also launched a program in 2015 to engage students living south of Mercury Boulevard and ensure they have access to extended learning opportunities during the summer. The Summer Program for Arts, Recreation & Knowledge (SPARK) partners the schools with corporate, non-profit and city organizations to provide meals, transportation, and quality programming to students from kindergarten through 12th grade. SPARK offers classes in academics, leadership, physical fitness, mentoring, art, music, dance, and more. This program was expanded in 2016.
- Condition and location of several police facilities are concerns for the department.
  - » The North Precinct is located in a 5,000 square foot facility between Virgil I. Grissom Library and Fire Station 9. The building is not visible to the public, is undersized for the number of personnel and functions assigned, and in need of renovation.
  - » The Central Precinct is located in a former strip commercial center on Dresden Drive. The space is undersized for the number of personnel and functions assigned, and it is not visible to the public. Other challenges include a lack of sufficient space to properly store temporary evidence and issue equipment at shift change, and an unsecured parking lot.
  - » The city's dispatch center is located in the basement of City Hall. The space is considered to be in poor condition. The Police Department is assessing the feasibility of a combined dispatch center and training facility that would serve both Newport News and Hampton. There is adequate space at the Police Headquarters site for such a facility.

### Fire and Emergency Medical Services

The Newport News Fire Department staffs eleven fire stations, three bureaus, four specialty teams, and the Emergency Operations Center (EOC). Responding crews typically handle around 27,000 emergency





and non-emergency responses annually, of which more than three-quarters are for medical service. The Insurance Services Office, which evaluates the capacity of local fire departments to respond to and fight structure fires, assigned the department with a Class 1 rating in 2015. A high rating (1 being the highest and 10 the lowest) helps lower fire insurance cost for commercial structures within a locality.

As the city becomes more urban and the population ages, more development occurs along the arterials and traffic becomes a greater challenge for the Fire Department as response times are affected. Age, condition, and location of department facilities are concerns. Two stations are almost 60 years old and will need to be replaced. Several other facilities are more than 30 years old. Station 11 is a temporary facility at the airport. Fire operations (Fire Marshall, administration, and logistics) are split between several facilities across the city, an arrangement that does not lend itself to effective operations. The department has outgrown the capacity of the Training Center, which lacks an auditorium.

- The number of calls for fire service has remained relatively steady, but there has been a slight increase in the

number of Emergency Medical Service (EMS) calls. Between 2010 and 2014, approximately 2.5 percent of all calls were fire related. EMS calls are projected to remain constant through 2022. (Note that the forecast does not take into account population shifts, aging of the population, or changes in the health of the population.)

- The Insurance Services Office evaluation in 2014 revealed several areas within the city that have engine company coverage gaps. Further, the north end of the city was identified as having several ladder/service company coverage gaps.

- The city's oldest fire station was constructed in 1958 and the newest in 2013. While construction period, materials, and maintenance and repair investments factor into the lifecycle of a fire station, typically a station has a design life of 50 years.
- » Fire Station 9, located on Old Courthouse Way adjacent to the Virgil I. Grissom Library, was constructed in 1958. The existing facility has limited capacity for expansion, and its age limits the ability to meet current station design requirements. An additional challenge for this station is that it has the largest coverage area in the city (8.73 square miles), and is one of the busiest districts. Response times can be hindered by congestion.







- » Fire Station 8, located on J. Clyde Morris Boulevard, is the other facility constructed in 1958. This station has similar issues as Station 9. The biggest challenge is the age of the facility, which limits the type of apparatus that can be assigned to the station, thereby reducing flexibility with the fleet. The call volume for this district continues to increase with population growth, which eventually will necessitate assigning more apparatus and personnel to the station to meet the need. There is, however, no room for expansion at this site.
- Fire Station 11, located on Bland Boulevard at the airport, was established as a temporary facility. Ideally, a permanent station will be constructed in the vicinity of Denbigh Boulevard to put it closer to the call

volume for the district. This would also allow the Fire Department to realign Station 4's district, moving the southern portion of the district to Station 11. This will balance out the call volume between the two stations, and enable Station 4 to handle additional calls should development occur in the northern most portion of Newport News.

- Based on a review of call volumes and density maps, the Fire Department has identified several districts with long response times and coverage gaps. Traffic congestion is an issue that affects response time. This is especially concerning where new development will further increase traffic volumes.

New stations may be required based on future growth.

- Station 3, located on Jefferson Avenue, has long response times to Warwick Boulevard between Harpersville Road and Hunter Road. Located on Oyster Point Road, Station 6 has a 7.7 square mile response area through the center of the city between the James River and the Hampton city line. Station 8 has a response area just south of Station 6's that covers 5.7 square miles. The response team deals with high traffic volumes on Warwick Boulevard, Jefferson Avenue, and several east-west connectors. Future growth in the Oyster Point District will further affect response times. Stations 9 and 10 (located at Warwick Boulevard and Minton Drive) also experience long response times to outlying areas.



#### Sheriff's Office

The Newport News Sheriff's office is comprised of four major bureaus and various sections and special units. The Sheriff's office mission includes the custody and care of inmates within the Newport News City Jail, protection of courts and judges, serving



court documents, and law enforcement. With the closure of City Farm in 2015, all inmates are housed either in the city jail or at the Virginia Peninsula Regional Jail.

- The office of the Sheriff serves approximately 90,000 papers (i.e., criminal warrants, summons, eviction notices, etc.) each year. The civil process function is squeezed in with the criminal process function in the city jail. Ideally, deputies would facilitate this function within the police precinct districts in which the papers are being served.
- The city jail has a rated capacity of 300 inmates; the average daily population in the city jail in 2014 was 531 inmates. Overcrowding can lead to increased inmate violence and unsanitary conditions; therefore, the city contributes \$4 million per year to the regional jail for up to 200 inmates to help alleviate overcrowding.
- Constructed in 1973, the city jail was designed to house administrative functions on the first three floors and hold prisoners on the top four floors. As the prison population grew, Police Department and Magistrate functions moved out of the building and the office

of the Sheriff took over the entire facility. Inmates are now housed on six floors. The building layout makes it difficult to operate effectively and comply with current jail regulations and standards. The aging facility requires increased maintenance investments each year.

## Emergency Operations

Newport News' Division of Emergency Management is responsible for providing comprehensive, risk-based and coordinated emergency management operations for the city. With climate change and recurring flooding, natural hazards and emergencies are a concern in our region. The city is prepared to handle weather-related anomalies including flooding, hurricanes, severe thunderstorms, tornadoes, and extreme heat. Action plans are available for severe weather, emergency operations and short-term pet sheltering in Newport News. The staff of the Division of Emergency Management also manages the Emergency Operations Center (EOC), a secure facility from which emergency situations are coordinated.

- The EOC, constructed in 1982, is located in the Public Works Operation Center in the central city. The EOC serves as

a nerve center during incidents and events. EOCs should be designed and sited for survivability and security, along with other considerations. The Newport News EOC was not designed to withstand a direct hit by a strong Category 2 or higher hurricane, and is located near a hazard (CSX railroad).

- During an emergency situation, vulnerable and at-risk citizens will be provided with information on shelters, basic medical services, and evacuation recommendations. Citizens may, however, experience some challenges with evacuation including transportation and access to temporary shelter. With a higher percentage of the population reliant on public transit than elsewhere in the city, in the event of a mandatory evacuation, the Southeast Community may be especially vulnerable.

As presented in [Section 2.1, A Prosperous and Resilient City](#), the population in Newport News is increasing in cultural diversity. With more foreign-born residents, Emergency Management recognized the need to provide emergency training to immigrants. In partnership with Commonwealth Catholic Charities,



immigrants are taught about hazards that they may face within the United States, and how to react when emergencies occur.

- Federal law requires all emergency planning districts within each state to have an emergency plan that includes a list of all facilities that keep hazardous materials (HAZMAT) on site and identification of routes likely to be used for the transportation of substances on the extremely hazardous substance list. This plan allows Newport News and the other four jurisdictions comprising the Peninsula Local Emergency Planning Committee to plan for responses to chemical emergencies and notification of emergency releases of extremely

hazardous substances. Transportation of HAZMAT occurs on our secondary and primary roads and the interstates, via the CSX railroad through the city and by pipelines. The Fire Department's Hazardous Materials Response Team has the technical expertise, skills and abilities to respond to incidents involving HAZMAT and weapons of mass destruction.

## 2.4.2 WHAT WE HEARD

Numerous citizens expressed concern with crime and youth violence. Stakeholders identified numerous areas around the city they perceive to be experiencing increased criminal activity. Some stakeholders see the need for more police stations;

others believe there are too many. Many stakeholders would like to see stronger relationships and more communication between police officers and neighborhoods. Some stakeholders believe there is a general lack of neighborhood pride and values in some areas of the city, which contributes to decline.

Non-profit and faith-based organizations are community assets that improve quality of life for many residents; however, there is concern by many residents that there is inadequate coordination between the various assets to maximize services in neighborhoods. Some stakeholders believe that implementation of the Asset-Based Community Development model in challenged neighborhoods is helping residents working to bring about change from within, including strengthening neighborhood pride and values.

There are growing health concerns in the community, and more health education and services are desired. As our population continues to age, health care and adult protective services requirements increase. The community is in need of more farmers' markets and community gardens to provide all citizens access to fresh and healthy food.

Parks are a good thing, regardless of size. There is a prevailing feeling that there is



insufficient green space throughout the city and that more recreational opportunities are needed, especially those geared toward the youth. More green space is desirable, especially in areas that are underserved. Increased public access to and recreational activities along the waterfront are still priorities for most stakeholders. More off-street multi-use trails are desirable, with Noland Trail being identified as a model to replicate.

Libraries throughout the city are highly utilized and remain valued assets to a range of stakeholders. Accessibility to these assets is a concern in some areas, especially those that lack sidewalks and/or are not easily accessed from transit lines. Some areas of the city are not currently served by a local library, which is another accessibility challenge for some residents. Many stakeholders inquired about the possibility of collocating city services within neighborhoods to improve customer service, including libraries with computer labs to support education and employment opportunities.

## Results from the 2016 Community Survey include:

- Approximately 78 percent of survey respondents were satisfied with the resources for seniors to help them to continue to live independently, while over 75 percent were satisfied with social services for families including child welfare and protective services and help for needy residents.
- Eighty-five percent of residents surveyed were satisfied with the overall quality of the city's recreation programs and facilities, while 94.7 percent were satisfied with how well kept the city's parks are.
- Parks continue to receive high use: close to 80 percent of survey respondents indicated they had visited a city park during the previous 12 months.
- Almost 96 percent of respondents are satisfied with Newport News Public Libraries.
- When asked about their level of satisfaction with the overall quality of Police Department services, 90.9 percent of respondent said they were satisfied, while 85.1 percent said they were satisfied with the level of Police visibility in Newport News.
- Ninety-eight percent of residents surveyed were satisfied with the overall quality of Fire Department services, while 96.3 percent were satisfied with the overall quality of Emergency Management Services.
- When asked about their level of satisfaction with the city's efforts to prevent crime, 65.1 percent of respondents stated they were satisfied. At the same time, 70.4 percent were satisfied with the overall feeling of safety in the city.
- Almost 66 percent of survey respondents were satisfied with the city's work to combat gang activity.

## 2.4.3 WHAT IT ALL MEANS

- As presented in [Section 2.1, A Prosperous and Resilient City](#), the city's population is aging and becoming more diverse, the percentage of total population that is foreign born is increasing, and people immigrating here tend to be poorer than those leaving. These trends will add pressure on the human services system as the need for assistance will grow.







- With limited vacant land, opportunities to expand traditional parks and recreation facilities continue to decrease. The city of Newport News may need to explore non-traditional strategies for acquiring additional green space and recreational opportunities. We have numerous community facilities that need to be renovated or replaced in the long term. When feasible, these facilities should be collocated to reduce cost and improve customer service and accessibility.
  - » A study is required to determine the location for a new Virgil I. Grissom Library, which is programmed in the CIP for FY 2019 – 21.
- » A study is required to determine the size of and location for the Pearl Bailey Library expansion.
- » Replacement police precincts are needed in the North District and the Central District.
- » Several replacement fire stations are needed.
- » There is a desire to consolidate fire operations to one facility.
- » A new 911/EOC should be constructed at a central location within Newport News with easy access to main arterials and the interstate, but removed from hazards; located on high ground; and able to withstand a Category 4 or 5 hurricane.
- » The Newport News City Jail is an outdated and overcrowded facility that will need to be replaced.





## 2.5 A CITY THAT RESPECTS ITS UNIQUENESS

This section provides key facts and trends related to culture and tourism, historic preservation, and aesthetics. It also incorporates stakeholder input gathered through various outreach efforts including the citywide survey. Key points considered during development of strategies to implement the planning vision are provided at the end of this section.

### 2.5.1 KEY FACTS AND TRENDS

With over 240 linear miles of shoreline along 14 creeks and rivers providing recreational, economic and aesthetic value, along with its many museums, cultural events, and historical landmarks, Newport News offers residents and visitors the opportunity to experience many unique adventures. Centrally located within Hampton Roads, the city also offers easy access to a greater array of art, cultural and historic sites and events throughout the region. Newport News provides and supports a wide variety of cultural activities ranging from annual special events such as the Fall Festival of Folklife, Children's Festival of Friends, Celebration in Lights, and 25 Nights of Lights; to performing and visual

arts presentations at Downing-Gross Cultural Arts Center and exhibits and educational programs at the Newsome House Cultural Center and Museum and the Peninsula Fine Arts Center; to historical reenactments at Lee Hall Mansion and Endview Plantation; to a broad range of performances at the Ferguson Center for the Arts. One of the city's major attractions is the Mariners' Museum and park, which draws a national and international audience to explore maritime culture, science and history. There are 10 museums in Newport News, with an eleventh—Lee Hall Depot—planned to open within the next few years (see Figure 32).

While Newport News lost many of the historic structures that once lined the streets of the original city, preservation

efforts have yielded a greater appreciation of our historic and cultural landscape and the establishment of Hilton Village Historic District, North End/ Huntington Heights Historic District, the Newsome House Museum and Cultural Center, and Lee Hall Depot. The Department of Parks, Recreation & Tourism—the custodian of the city's historic sites—is responsible for maintaining and interpreting the many educational resources available to the community and its visitors.

### CULTURE AND TOURISM

Providing a wide selection of arts and cultural activities is a priority for the city. Arts and cultural activities enhance the quality of life for our citizens and serve as an important





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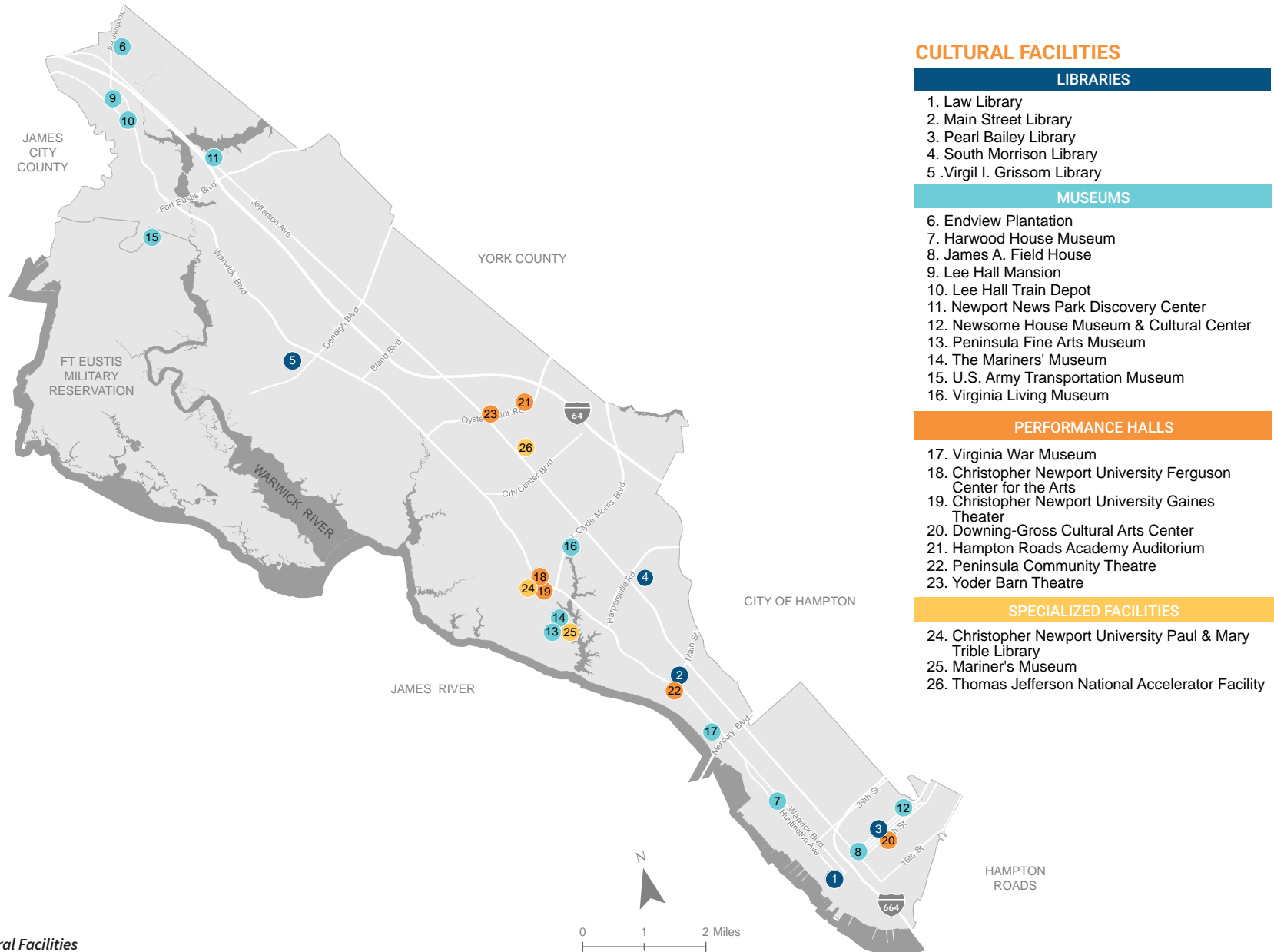


Figure 32: Cultural Facilities



# Existing conditions | 2

tool in retaining and attracting people and business to the city. Newport News offers museums, performing arts, historic preservation, festivals, and other creative activities that enhance our well-being, improve economic and cultural vitality, and enrich our sense of identity and heritage.

- What was one of many successful events to showcase Newport News in 2015, the inaugural One City Marathon was attended by several thousand participants, including runners from around the nation. Certified as a Boston Marathon qualifier, the course took runners from Newport News Park through a unique landscape of neighborhoods and activity centers to the Victory Landing Arch. In addition to the marathon, the event included a marathon relay, 8k race, and the Nautical Mile (geared to kids, both young and old). The goals of the marathon are to promote city pride and community unity; build on healthy living initiatives, and gain exposure for the city.
- Six of our 10 museums are nationally accredited. Accreditation validates a museum's operations and impact and increases its credibility and value.

- Designed by the world-renowned architectural firm of Pei Cobb Freed & Partners, the Ferguson Center for the Arts drew more than 2 million people to more than 600 performances in its first 12 years of operation. The center provides both world-class programming and educational opportunities to the community. Located at CNU, the center's mission is to enhance and enrich cultural development and awareness by offering cost-effective and diverse cultural experiences. Through its Arts for All program, the Ferguson Center provides access to live performances for children and families in at-risk communities. The University plans to expand its cultural assets with a fine arts

center that will be located adjacent to the Ferguson Center.

- CNU's Yoder Barn Theatre supports its LifeLong Learning Society—among other arts and cultural activities—which is an organization dedicated to persons of retirement age. The organization offers a range of activities from lectures, course, and discussion groups to lunches, dinners, and field trips. It brings together people of diverse backgrounds with an interest in learning.
- The city of Newport News Arts Commission annually awards grants to support arts programs throughout the city. In 2015, grants were awarded to more than two dozen recipients including the Mariners' Museum,



Selene by Maria Gamundi (located near the Lion's Bridge)



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Peninsula Fine Arts Center, and the Virginia Living Museum. Public art is commissioned by the Newport News Public Art Foundation, which places monumental-scale works of art throughout the city. Since 2001, the foundation has placed 18 sculptures created by a diverse and renowned group of artists at locations throughout the city for people to enjoy as they go about their daily lives.

- The Downing-Gross Cultural Arts Center is a multi-purpose cultural space dedicated to “building community through the arts.” Located in the former Walter Reed School, the historic building was restored and reopened to the public in 2008. The center offers

live performances, films, exhibits, and instructional classes in a variety of arts. It also houses the Anderson Johnson Gallery, the permanent exhibit for the murals that once adorned the folk artist’s house on Ivy Avenue in the Southeast Community.

- Opened in 2006, the Marriott Hotel and Conference Center at City Center provides 25,000 square feet of meeting space to support both the city’s cultural and business needs including reunions, weddings, and professional association meetings.
- Tourism has been a major driver of the economy in several localities throughout the region. The Hampton Roads tourism industry, however,

has not returned to its 2007 peak of inflation-adjusted hotel spending and local tax collections (HRPDC, 2015). The continued weakened economy and shrinking federal budgets have reduced business travel, thereby reducing the number of hotel stays in the region. As of 2014, tourism was still down in Newport News, recovering from the recession. This trend, however, shows signs of improving, primarily due to lower fuel costs.

- In 2014, the Newport News Tourism Development Office conducted a survey of passengers at Newport News/Williamsburg International Airport (NNWIA). Over 40 percent of the respondents were in the city on business, 63 percent were return visitors, approximately 27 percent indicated an interest in history when visiting Newport News, and 33 percent stayed in a hotel/motel when in town.

## HISTORIC PRESERVATION

Historic preservation in Newport News documents both pre-1865 agrarian Warwick County and the urban center created by Collis P. Huntington in the late 19th century. Mulberry Island (Fort Eustis) and Denbigh,



areas of the county first settled by the English shortly after the establishment of Jamestown, became centers of activity for tobacco and wheat planters from England. Colonists built homesteads along the Warwick River, Waters Creek, Skiffs Creek, and other navigable streams within the area that became the modern city of Newport News. During the Civil War, the Virginia Peninsula was a strategic approach to the Confederate capital of Richmond. Newport News Point became Camp Butler, a fortified Union camp. Newport News was the scene of two pivotal Civil War battles: the clash of the U.S.S. Monitor and C.S.S. Virginia (formerly the U.S.S. Merrimack) in March 1862; and the Warwick-Yorktown Siege in April and May 1862. Newport News was a quiet, rural place after the Civil War until the 1880s when Collis P. Huntington built the railroad and shipyard. The rapid expansion that followed construction of the railroad and shipyard allowed Newport News to serve during the Spanish-American War and both world wars as a major port of embarkation and debarkation, dispatching millions of men and tons of supplies to the battlefronts.

There are 33 resources in Newport News listed on the National Register of Historic Places, which is the Nation's official list of historic places deemed worthy of

preservation. Resources on the National Register are also on the Virginia Landmarks Register. In addition, there are 31 resources designated as local landmarks. Local landmarks are places, people, and events that are significant to the local history of Newport News, and are not on the state or National Registers (see Figure 33). There are no formal criteria for determining local landmarks.

Preserving historic resources brings cultural, social, educational, historic and aesthetic value to communities; it also provides economic benefit. Historic preservation improves property values, entices visitors, and can lead to job creation, as evidenced by the many historic sites within the region.

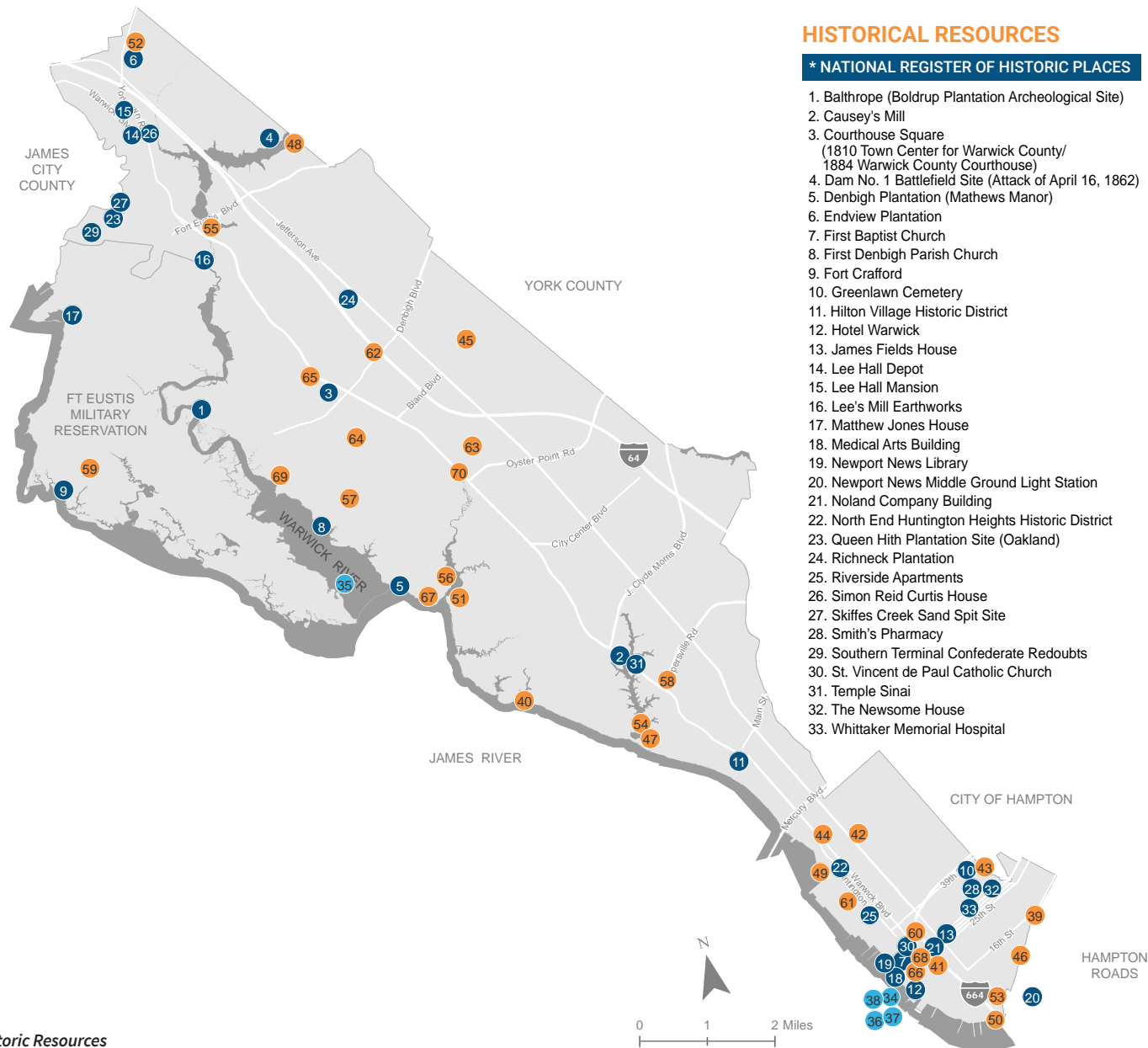
- In the late 1980s, the Virginia Department of Historic Resources surveyed historic downtown Newport News and identified 25 structures and one historic district as significant architectural resources. Of these, the Hotel Warwick and the West Avenue Library are on the National Register of Historic Places. The First Baptist Church, at the corner of West Avenue and 29th Street, was declared eligible for the Register, but it was never nominated.
- We have another 31 places, people or events that are considered significant to local history and listed by the Division of Historic Services as local landmarks.



Causey's Mill (Photo by Wallace Reed)



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## HISTORICAL RESOURCES

### \* NATIONAL REGISTER OF HISTORIC PLACES

1. Balthrope (Boldrup Plantation Archeological Site)
2. Causey's Mill
3. Courthouse Square  
(1810 Town Center for Warwick County/  
1884 Warwick County Courthouse)
4. Dam No. 1 Battlefield Site (Attack of April 16, 1862)
5. Denbigh Plantation (Mathews Manor)
6. Endview Plantation
7. First Baptist Church
8. First Denbigh Parish Church
9. Fort Crafford
10. Greenlawn Cemetery
11. Hilton Village Historic District
12. Hotel Warwick
13. James Fields House
14. Lee Hall Depot
15. Lee Hall Mansion
16. Lee's Mill Earthworks
17. Matthew Jones House
18. Medical Arts Building
19. Newport News Library
20. Newport News Middle Ground Light Station
21. Noland Company Building
22. North End Huntington Heights Historic District
23. Queen Hith Plantation Site (Oakland)
24. Richneck Plantation
25. Riverside Apartments
26. Simon Reid Curtis House
27. Skiffes Creek Sand Spit Site
28. Smith's Pharmacy
29. Southern Terminal Confederate Redoubts
30. St. Vincent de Paul Catholic Church
31. Temple Sinai
32. The Newsome House
33. Whittaker Memorial Hospital

### VIRGINIA LANDMARK REGISTER

34. C.S.S. Florida
35. Davis and Kimpton Brickyard
36. N.S. Savannah
37. S.S. John W. Brown
38. U.S.S. Cumberland  
(44NN73) March 8, 1862

### LOCAL LANDMARKS

39. Battle of the Monitor / Merrimac
40. Blunt Point
41. C & O Railroad
42. Camp Alexander
43. Camp Butler
44. Camp Hill
45. Camp Patrick Henry
46. Camp Stuart
47. Cedar Grove
48. Colossian Colony
49. Consolidation of Newport News /  
Warwick County
50. Curtis Flying School
51. Deep Creek
52. Endview
53. King / Lincoln Park
54. Lake Maury (Water's Creek)
55. Lee's Mill Skirmish
56. Menchville
57. Mennonite Colony
58. Morrison
59. Mulberry Island
60. Newport News Female Academy
61. Newport News Shipyard
62. Oriana Station
63. Oyster Point Station
64. Peartree Hall
65. Potter's Field
66. Victory Arch
67. Warwick Town
68. West Avenue Library
69. Windmill Point
70. Young's Mill

\* Sites Also Listed on Virginia Landmarks Register

Figure 33: Historic Resources





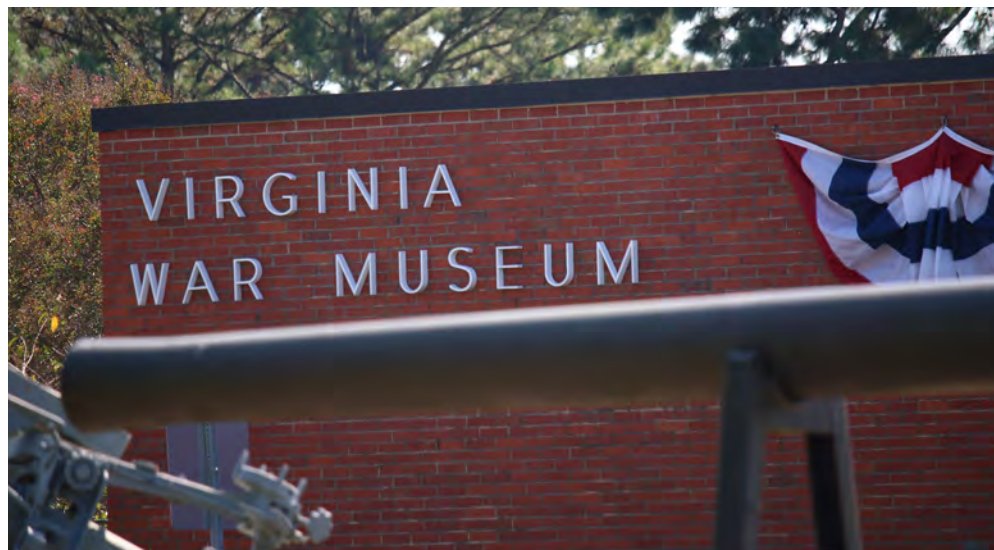
Some of these landmarks may be eligible for the National Register of Historic Places. A citywide architectural survey has not been performed.

- Newport News is home to two national historic districts: Hilton Village, a residential neighborhood built between 1918 and 1920 to serve as war time housing; and North End/Huntington Heights, a compact, middle-class and upper middle-class residential neighborhood built between 1900–1935 in association with the nearby Newport News Shipbuilding and Dry Dock Company. The city’s zoning ordinance provides special regulations for both districts to protect them from destruction, degradation, and encroachment. Both historic districts maintain architectural guidelines and an Architectural Review Board.
  - » While Hilton Village continues to retain its historic value, the neighborhood center has experienced some decline over the past decade. This is in large part because some of the more successful businesses relocated to newer shopping centers elsewhere in the city.
  - » The Warwick Boulevard corridor through the Hilton Village/Rivermont area is showing signs of decline. There are many deteriorated

sites, vacant commercial spaces, and the pedestrian environment lacks a unified streetscape design and safe, accessible and unobstructed sidewalks. Attracting investors to redevelop properties along the corridor remains a challenge.

- » North End/Huntington Heights continues to be preserved for future generations by maintaining the historical accuracy and appropriateness of the properties within the historic district regardless of changes in the surrounding environment. While this snapshot of a unique point in time retains its historical integrity and remains a very walkable neighborhood, the general appearance of the neighborhood is beginning to show small signs of neglect. Maintaining a historic home can be an economic hardship; cost of repairs can be prohibitive and lead to deferred maintenance and disrepair.

- Originally known as East End, the Southeast Community is designated a Neighborhood Conservation District. The area has an eclectic mix of housing styles built over a century, with many of the original homes still standing. Some sections of the neighborhood have been demolished to make way for income-assisted housing, and some incompatible small scale infill development has occurred. There are no design guidelines associated with the district to ensure that the remaining architectural character is retained and the overall appearance of the community is enhanced.







- While development is encouraged to be sensitive to the historical significance and cultural landscape of our nationally recognized historic resources, the city of Newport News does not have a long-range plan to establish the cultural preferences and priorities of our citizens or diversify participation in the historic, arts and cultural activities offered.

### 2.5.2 WHAT WE HEARD

Stakeholders see historic preservation as an economic driver. Many stakeholders feel that we need to show a greater appreciation for the city's history and cultural resources by preserving and promoting remaining historic buildings, sites, and neighborhoods. Many stakeholders believe that investing in existing

facilities, creating greater connections between established facilities, and promoting and celebrating the city's historic features will enhance tourism.

Many stakeholders expressed the need for a consistent city brand and more collaboration between local government and major organizations to market all the positive aspects of Newport News; they believe that Newport News lacks a "sense of place." Stakeholders stressed the need to protect and enhance the city's uniqueness—those characteristics that make Newport News different, unusual, and unique and make people both want to live here and visit. Newport News must tell its story and market the "good." A comprehensive wayfinding system is

needed to define the city's gateways, major corridors, and entrances to areas of interest. (The city started installing wayfinding signs in 2015 to guide residents and visitors to desired locations.) Neighborhoods lack identities (unique characteristics that foster a sense of community and distinguish one from the next); many would benefit from gateway signs to set them apart and define boundaries. We need a more prominent Welcome Center and a Newport News Museum. Preserve the Warwicktown archeological site and promote historic presentations similar to Jamestown and Williamsburg.

Some stakeholders feel that Newport News needs to be a stronger regional player and help set the long-range vision for Hampton Roads, especially since the city is the geographic center of the region. Many stakeholders believe that no one locality can offer all the desired services and amenities that larger cities throughout the United States can. Thus, collaboration and marketing as a region is critical to long-term economic vitality and sustained quality of life in Hampton Roads.



## Results from the community survey include:

- Almost 81 percent of survey respondents were satisfied with the number of community events, festivals, and cultural activities in Newport News, while 86.2 percent were satisfied with the quality of these events.
- The majority of residents responding to the survey (80.6%) said they were satisfied with the overall appearance of the city.
- When asked about level of satisfaction with availability of entertainment or things to do in Newport News, 73.8 percent said they were satisfied.

preserving our history. Because historic preservation can be cost prohibitive to some property owners, it is imperative that the city explore incentives to rehabilitate, reuse, and restore historic resources.

- A comprehensive historic resources investigation is necessary to establish which resources remain and help inform planning and land use decisions regarding preservation.
- The economic viability and architectural integrity of the Hilton Village neighborhood center is at risk. Strategies should be explored to revitalize this important “main street.”

- To preserve the architectural integrity of the Southeast Community, we will need to reevaluate the Neighborhood Conservation District to ensure the boundaries are appropriate and develop associated architectural guidelines to ensure that infill development and neighborhood revitalization is compatible with the established neighborhood character.

## 2.5.3 WHAT IT ALL MEANS

- The city is rich in cultural and historic resources and amenities. We will need to establish a strategy to “package” our story to better market our unique assets and bring new visitors and business to the city.
- While it is important to revitalize areas of our city and make way for new development as the city continues to grow and evolve, we must balance making way for the new with



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## 2.6 A CITY THAT BALANCES GOOD PLACES AND NEW SPACES

This section provides key facts and trends related to land use patterns, neighborhoods, activity centers, revitalization and redevelopment, and urban design. It also incorporates relevant stakeholder input gathered through various outreach efforts including the citywide survey. Key points considered during development of strategies to implement the planning vision are provided at the end of this section.

### 2.6.1 KEY FACTS AND TRENDS

As presented in [Section 2.2, A Sustainable City](#), approximately 93 percent of the city's land is developed. Revitalization and redevelopment will be the primary strategies to accommodate future growth and develop a livable city with a great sense of place. As a city, we need to preserve and restore our neighborhoods for recreation, leisure, education, culture, history, dining, shopping, relaxing, and socializing. And, we need to ensure that we balance investments in new places that enhance our existing assets. Moving forward, what we build and how we build it will have the most significant impact on economic vitality and overall

quality of life in Newport News.

### LAND USE PATTERN

The land use pattern in Newport News is the result of both lower-density suburban growth patterns between the 1940s and 1990s, and the city's geographic shape and location. Upper- and middle-income flight led to our suburban style residential neighborhoods north of Mercury Boulevard (see [Section 2.1, A Prosperous and Resilient City](#) for additional information). The long, narrow shape of our city—combined with the presence of the CSX railroad down the spine—resulted in a transportation system that relies on two major arterials that extend from one end of Newport News to the other. This in turn influenced where businesses located; i.e., land use was often determined by where the roads provided access and visibility to the most affordable land. As a result, our major commercial and industrial uses are located along the primary corridors, with the densest concentration in the central area of the city.

Almost one-third of the city is designated for residential use, with another 30 percent designated for employment (commercial, industrial and military). Residential uses occur throughout the city, with low-density single-family neighborhoods predominating,

especially between Warwick Boulevard and the James River. Moderate to high-density residential is generally located between and adjacent to Warwick Boulevard and Jefferson Avenue. Commercial uses are located throughout the city, but tend to be most prevalent along Jefferson Avenue and Warwick Boulevard, mostly in cluster or strip development. Industrial uses are mostly clustered in the northern and southern ends of the city along the CSX spine, while the military land use is assigned to Fort Eustis. Public facilities and parks are located in each of the three voting districts, with Newport News Park being the most dominant feature in the northern portion of the city.

### OUR NEIGHBORHOODS

There is no one definition of a neighborhood. Neighborhoods vary based on geographic, demographic, and social characteristics—along with individual perspective. Distinguishable neighborhoods have a unique form, composition, and character. In Newport News, there are a handful of distinguishable neighborhoods that were developed based on specific plans, such as North End/Huntington Heights and Hilton Village. There are over 120 neighborhoods within Newport News. The majority of our neighborhoods are



defined as such based on subdivision maps; many of them lack distinctive characteristics to set them apart and make them individually recognizable. For many, the only distinguishable feature is an entry sign. The majority also lack activity centers, open space, and neighborhood associations. Some even lack sidewalks, as the city did not require them until the early 1990s; and then only on one side of the street.

Newport News has three distinct activity areas—north, central and south (aligned with voting districts)—each with a different character (see Figure 34). And, within those activity areas, we have an eclectic mix of neighborhoods. The city's oldest neighborhoods are mostly located south of Mercury Boulevard and tend to be more urban in character. Initially, they were identifiable, stable neighborhoods served by local schools, parks, churches, and other facilities and amenities. Today, several are in decline and in need of revitalization. Our newest neighborhoods are in the central area of the city and squeezed in between older subdivisions in the northern area. Two larger neighborhoods have been approved for development: Hilton Commons, (pending actual construction) and Huntington Pointe, where construction started in 2017.

## Activity Centers

Activity centers are focal points for a diverse mix of community activities. They offer residential, employment, shopping, educational, recreational, civic, cultural, and spiritual activities to their targeted service areas. Activity centers are places where citizens can interact in the public realm when going about their daily activities. These hubs vary in size, primary function, and character depending on the size of their service areas. In Newport News, we have four types of activity centers: neighborhood, community, regional, and employment (see [Section 2.2.1, Figure 19](#)).

## Neighborhood Activity Centers

Neighborhood activity centers offer everyday goods and services to residents of one or more nearby neighborhoods. The previous comprehensive plan identified 25 neighborhood centers throughout the city. Several of these centers were only concepts, and have not been developed including Asheton, Huntington Pointe, and the Southeast Waterfront. Others exist but are in various stages of decline and/or disrepair, such as Chestnut Avenue and Lee Hall Village. Brentwood Shopping Center was converted to Riverside Brentwood Medical

Center. Beaconsdale Shopping Center was redeveloped in 2015 and is now a car dealership.

Hilton Village has experienced some decline in recent years as evidenced by an increase in vacancies and visible lack of property maintenance. The Colony Neighborhood Activity Center, which includes the Village Square Shopping Center and adjacent commercial sites, is showing signs of age. Some improvements have been made to the shopping center, which tends to be fully occupied; however, the overall site is underutilized and is not pedestrian friendly.

## Community Activity Centers

Community activity centers are larger in size and serve a bigger market area than neighborhood activity centers. Some are considered specialty centers and may serve the entire city. These activity centers provide locations for civic, retail, employment, and recreation. Typically, these centers include grocery stores, offices, and a variety of specialty commercial stores. They can also include libraries, public safety offices, and post offices.

The previous comprehensive plan identified nine community activity centers within the city. Of these, Greater Asheton



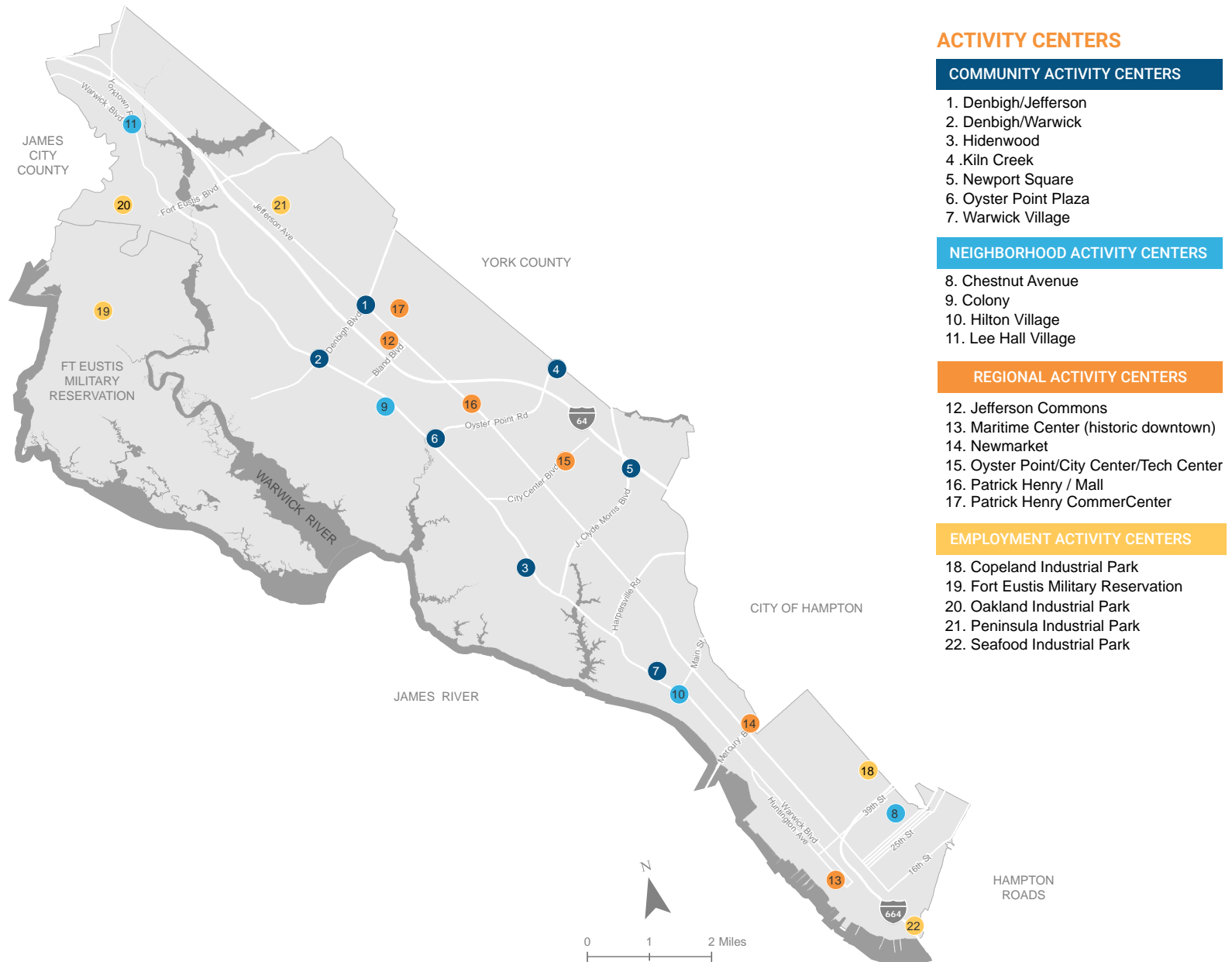


Figure 34: Activity Centers



Area was planned but not developed due to the economic downturn, and Lower Jefferson Avenue/Southeast Commerce Center (Brooks Crossing) is under development. The South Precinct Police Station and several commercial tenants have already opened in the latter. Some redevelopment and adaptive reuse has occurred on lower Jefferson Avenue; however, private investment has been limited.

- Newport Square Community Activity Center continues to evolve. One side of the center has been upgraded for new tenants including Stratford University and Riverside Medical Center. The other half of the center has not been improved and shows signs of decline.
- Hidenwood Shopping Center was purchased by CNU's Real Estate Foundation in 2013. Renovated in 2015, the shopping center retained several long-standing businesses and rounded out the tenant spaces with new college-oriented businesses. The shopping center is one of several properties acquired by CNU as part of their long-range plan to develop an adjacent community activity center with uses oriented toward students.

- Warwick Center is comprised of Warwick Village and Warwick Center shopping centers, and serves the neighborhoods along Warwick Boulevard between Mercury and J. Clyde Morris boulevards. Surrounding uses include single-family and multi-family residential, community facilities, and industrial uses. Between the shopping centers and the railroad tracks to the east is the former Camp Morrison, which was rezoned in 2013 for development of residential and office uses. The shopping centers are not connected other than by the sidewalk along Warwick Boulevard. Hilton Commons (formerly Camp Morrison) was designed to integrate the new development with the shopping centers. A few improvements have been made at these shopping centers, which were originally constructed in the early to mid-1960s.
- Kiln Creek encompasses the Victory Crossing Shopping Center and a variety of adjacent commercial and entertainment uses including several hotels and a movie theater. This community activity center is located in both Newport News and York County, and serves Kiln Creek and other nearby neighborhoods. Recently, there have

been some improvements to individual tenant spaces within the shopping center. Overall, this center is low-density, disconnected, and designed for the automobile.

In 2012, York County approved a rezoning of approximately 46 acres located at the end of Commonwealth Drive to establish a mixed-use development consisting of apartments, townhouses, and commercial space. Commonwealth Drive extends through the center of the Kiln Creek Community Activity Center and dead-ends south of the shopping center at the approved development. As part of the development, four apartment buildings encompassing a minimum 50 units will be constructed in Newport News on property zoned for multi-family housing.

- Oyster Point Plaza is located on the south side of Oyster Point Road at the intersection with Warwick Boulevard. Anchored by a grocery store, the center is fully occupied. Cosmetic improvements were made to the building several years ago, but the overall shopping center is showing signs of aging.



- Denbigh-Jefferson Community Activity Center encompasses all four corners of the intersection and associated parcels, and serves residents throughout the Denbigh area. While mixed-use development (Villages of Stoney Run) has occurred behind the northeast corner of this center, the intersection continues to be dominated by gas stations, pharmacies, and a strip commercial center.
- Denbigh-Warwick Community Activity Center is comprised of the Denbigh Village, Newport Crossing and Warwick-Denbigh shopping centers. They provide a variety of commercial retail services to residents throughout the Denbigh area. Denbigh Village Shopping Center was purchased in 2016 and renamed DW Center. It is undergoing a major transformation geared to bring in new shops, restaurants and entertainment activities. Newport Crossing Shopping Center was envisioned as a high-density, mixed-use center to support the planned transit station just east of the site. A permit has been approved for a grocery store with gas station for the former K-mart store, but the remainder of the big-box shopping center remains underutilized and in decline.

### Regional Activity Centers

Regional activity centers typically are large, mixed-use places providing employment, shopping, entertainment, and cultural opportunities. Regional activity centers tend to serve extended market areas, including nearby localities. Ultimately, we envision these centers will be transit-oriented development. In Newport News, our regional centers mostly support retail and entertainment activities. As of 2015, only City Center at Oyster Point and Port Warwick support cultural, business and residential activities, along with commercial retail and entertainment uses.

- Previously identified as the Maritime Center, historic downtown is one of the city's five regional centers. The **Maritime Center Plan** was completed in 1999 for the area located between the waterfront, CSX railroad, 51st Street, and 23rd Street. (Additional information on this and other area plans is presented in [Chapter 3, Planning Legacy](#).) Newport News Shipbuilding, the U.S. Navy and the city were partnering at the time to bring more jobs to the downtown. The **Maritime Center Plan** was intended to capitalize on the shipbuilding and port history and planned investments

and reestablish downtown as a vibrant component of the city. Over the years, shipyard and port-related investments have continued in downtown by the center's major employers, but other private investments have been minimal. Investment has been limited to the new Apprentice School, a mixed-used development, and Navy housing.

- In 2014, the city renewed its efforts to revitalize downtown through the **Superblock Charrette Study**, which builds on the strengths of the **Maritime Center Plan** and factors in changing demographics and market realities to provide an updated strategy for moving toward a revitalized downtown, with focus on the Superblock. The **Downtown Design Vision** (2016) was the first follow-on action of the **Superblock Charrette Study**. It established a vision and design goals for a larger area of downtown.
- The Newmarket Regional Activity Center is located at Jefferson Avenue and Mercury Boulevard, and is partially located in Hampton. The center encompasses a variety of office and commercial uses including the Newmarket Plaza Shopping Center and



Newmarket South Shopping Center. Once the commercial center for the Peninsula, the area—which included the Peninsula’s first mall—began to decline in the 1980s as newer malls opened elsewhere in the region and various retailers relocated or closed shop. While the former Newmarket North Mall (also known as Newmarket Fair) was converted into a business center (Net Center) with some success, the overall appearance of the regional center is one of decline, and it is host to second-tier commercial retail tenants. HRT serves the area; however, it is an auto-oriented destination.

- Oyster Point/City Center, originally envisioned as an industrial complex, has developed into a business park and mixed-use center supporting a variety of uses including a hotel and conference center and high-density housing. The opening of City Center Boulevard expansion in 2015 provided a more direct connection to nearby Port Warwick, albeit more of an automotive link. The opening of Marketplace at Tech Center expands development in the greater Oyster Point District to the intersection of Oyster Point Road and Jefferson Avenue. The commercial

center is the first phase of Tech Center, which is envisioned to provide 1 million square feet of research-focused office space. To support buildout of the Tech Center and expansion of the adjacent Jefferson Lab, the City plans to relocate the Service Center for Operations and Transportation (SCOT) which supports the Newport News Public Schools. A site for SCOT relocation has not been named.

- Patrick Henry Mall is the core component of the Patrick Henry/Operations Center Regional Center. Initially, the Center was comprised of retail, office, and service oriented commercial uses located between

Oyster Point Road and I-64. The Patrick Henry Regional Center expanded with the mixed-use development of Patrick Henry Place, which at buildout will include medium and high-density residential in the form of townhouses, condominiums and apartments. Development of Patrick Henry Place was slowed by the recession and the ongoing recovery, but construction started again in 2016.

- The city-owned land on which the Operations Center is located could become a part of this regional center once a fixed guideway is established to support transit through the city’s center.



City Center





- Bland Regional Activity Center is the area generally bounded by I-64, Jefferson Avenue, and Turnberry Boulevard. Located near the airport, it includes office, commercial, and residential uses. Jefferson Marketplace, constructed in 2011, is the newest addition to the center. Both the Marketplace and nearby Jefferson Commons have been successful with tenant occupancy; however, several tenants recently announced plans to relocate. Newport Marketplace, constructed in the 1990s, is showing some signs of decline with several tenant spaces that have been vacant for extended periods.

### Employment Centers

Employment centers are activity centers devoted to business and industry; they permit corporate business parks, targeted primary businesses, and industrial uses that provide economic benefit to the city within compact and specified employment centers. Retail uses are limited to those that support the primary businesses within the employment center. These activity centers are easily accessible from the interstate highways; in the long term, they will be supported by an enhanced transit network.

In Newport News, typical uses in employment centers include offices, R&D, manufacturing and supporting facilities, and warehouses. Previous comprehensive plans identified 19 such activity centers within

the city; however, a review of these centers and existing conditions shows that many of them are actually individual businesses or a component of an existing community or regional activity center; for example, Newport News Shipbuilding (Huntington Ingalls Industries) is a component of the historic downtown regional activity center. The following activity centers are proposed as the city's long-term employment centers.

- Seafood Industrial Park is located on the east side of I-664 at the mouth of the Monitor-Merrimac Memorial Bridge-Tunnel (MMBT). Owned by the city of Newport News, the park is home to numerous seafood and water-dependent companies. Land is leased to companies on a long-term basis and the city provides full-service accommodations; however, the facilities built on the land are owned by the companies. The Seafood Industrial Park has averaged in the top 10 nationally for value of seafood landed over the past decade, and is consistently 100 percent leased.
- Copeland Industrial Park is located in Newport News and Hampton adjacent to the convergence of I-64 and I-664. The approximately 773-acre park is located in an Enterprise Zone. With



Port Warwick



the proposed expansion of a major tenant, the cities are collaborating on transportation infrastructure improvements to support the expansion and improve the overall appearance of the park to draw more businesses.

- Oakland Industrial Park is comprised of approximately 645 acres and is located adjacent to Fort Eustis. It is also located in an Enterprise Zone (see [Section 2.1.1, Figure 14](#)).
- Peninsula Industrial Park is located between Jefferson Avenue and Shields Road. The center is southeast of the railroad spur line and is intended for heavy commercial and light industrial uses.
- Fort Eustis is approximately 7,933 acres and is primarily located in Newport News. The facility supports a population of more than 22,000.

## DEVELOPMENT AND REVITALIZATION OPPORTUNITIES

There are two major opportunities for revitalization in Newport News: the Southeast Community and historic downtown.

### Southeast Community

The Southeast Community, which is comprised of several neighborhoods, was once the gateway to Newport News and the most densely populated area of the city. The community began to decline after the 1958 consolidation and people started to migrate to the northern areas of the city. Economic decline followed as businesses moved to the “suburbs.” In the 1960s and 1970s, public housing sprang up in large concentrations, and construction of I-664 in the 1980s led to further isolation of the community.

- As of 2014, the population of this area is 15,880 (8.8% of the city’s total population). African-Americans

comprise 92.7 percent of the population. Population decline has been steady since 2000.

- Housing units in the community are largely renter-occupied, and median home value is well below that of the city as a whole.
- Just over 40 percent of the community’s total population lived in poverty in 2014. Of those living in poverty, approximately 58 percent were children (under the age of 18).
- Of the population 16 and older, 48.1 percent were employed and 11.8 percent were unemployed. The remaining population was not in the workforce.





- Approximately 25 percent of the population 25 and older did not graduate from high school or have an equivalency in 2014.

### Historic Downtown

In 2013, the new Apprentice School opened in downtown Newport News. In addition to a new state of the art facility, the development project included a mix of workforce housing and retail space. In a partnership between the city, Commonwealth of Virginia, Huntington Ingalls Industries and Armada Hoffer Holding Company, the development project was envisioned as the catalyst for revitalization of the downtown.

The city of Newport News retained

consultants in summer 2014 to conduct an intensive brainstorming session to develop a shared community vision and identify strategies to jumpstart additional change in downtown. A plan was developed for the Superblock, the area bounded by 26th and 28th Streets and Washington and West Avenues. Additional information is presented under [Activity Centers](#) and [Infill and Redevelopment Opportunities](#) in this section.

### GREENFIELD DEVELOPMENT

As previously stated, Newport News is mostly built out. Vacant parcels tend to be smaller and dispersed throughout the city. There is one area remaining in the city that provides an opportunity to develop a new

quality neighborhood while preserving existing assets: Lee Hall.

Lee Hall is an area rich in historic and cultural assets and contains several of the few remaining large undeveloped parcels in the city. The *Lee Hall Area Plan* (adopted in 1997) provides a guide for revitalization of and future growth and development in this area. While some elements of the plan have been implemented, other planned investments have not materialized due to changing economic conditions. Lee Hall Mansion and Endview Plantation remain cultural assets and tourist attractions. The Lee Hall Depot has been relocated and is being restored. Lee Hall Village continues to be an opportunity for restoration and preservation. And, the more than 400 acres owned by the Economic Development Authority are still undeveloped.

### INFILL AND REDEVELOPMENT OPPORTUNITIES

With limited vacant land and environmental constraints, growth in Newport News will be largely accommodated through infill and redevelopment, with high-density growth in targeted areas supported by enhanced public transit.







- There is an overabundance of strip retail centers in the city. As newer centers are built in the central area of Newport News, successful tenants relocate and older centers are left with lower tier retailers and high vacancy rates. Eventually, many of these properties decline due to lack of investment in routine maintenance and repair and upgrades. Smaller centers often are boarded up or leased out to non-traditional commercial center uses, which can result in incompatibilities with neighborhood character and surrounding uses. This is evident along lower Jefferson Avenue, multiple sections of Warwick Boulevard, and portions of Denbigh Boulevard.
- City Farm Correctional Facility was closed in 2015. The 50-acre site has direct access to the James River and Deep Creek Harbor. The adopted **Riverview Farm Park Master Plan** calls for development of a public park on the City Farm property; however, given the timeframe since the original plan was developed (adopted in 1991), it may be worth revisiting and updating the plan for this area.
- There are numerous opportunities for redevelopment within the Southeast Community, mostly concentrated along lower Jefferson Avenue, and pockets south of 25th Street approximately between I-664 and Marshall Avenue. The city continues to make investments along lower Jefferson Avenue in accordance with the **Jefferson Avenue Corridor Study**, but other recommendations from the **Southeast Community Plan** have not been implemented.
- As presented under Regional Activity Centers, historic downtown is an opportunity area. Comprised of 334 acres of land, approximately 30 percent is covered in surface parking. Construction of the federal courthouse, Navy housing and the new Apprentice School has not yet triggered further investment in the area. A concept plan to jumpstart change in downtown is presented in the **Superblock Charrette Study**; implementation could ultimately lead to the rebirth of downtown as an urban waterfront village and enhance transformation of the Marshall-Ridley Choice Neighborhood via the 28th Street bridge. Early actions, including those that set the stage for change, are in the

approved Capital Improvement Plan for FY 2018 – 22.

## URBAN DESIGN AND AESTHETICS

Land use and aesthetics are primary factors that shape the urban environment. How we perceive our neighborhoods and the city overall is affected by the physical elements that surround us. While Newport News, like all jurisdictions in Virginia, has been given the authority to regulate land use through its comprehensive plan and zoning ordinance, the city does not have







the authority to impose general design requirements. Although aesthetics can be subjective, basic standards of quality lead to architecturally sound designs, development compatible with surroundings, and well-designed site elements.

The city's physical appearance helps shape the way we perceive ourselves and how others perceive our community. Visual and aesthetic character encompasses a wide range of natural and cultural features that elicit responses—both positive and negative—and contribute to “sense of place.” This sense of place reflects the characteristics that make a community special or unique. While Newport News has made significant investments to improve its visual image, there are still many areas of the city where design and appearance have been neglected. The physical appearance of our gateways, major corridors and public spaces has an effect on our economic sustainability and shapes our city's livability; if we do nothing to define, develop and enhance Newport News' unique characteristics, we become indistinguishable from other localities in the region and lose a competitive advantage. “A community's appeal drives economic prosperity (McMahon, 2012).”

As is the case with the word “neighborhood”, there is no one agreed to definition of the term “livability”. Livability encompasses the various factors that shape a community and influence our experience and perceptions of that place. Many definitions agree that there are essential elements that make one place more livable than another. These elements include a sense of place; a well-designed public realm (including streets); compact, walkable development; planning and design that enhance public safety and personal security; and sustainable urban design.

- Walkability is an important element of urban design. Newport News is a car-dependent city with an average Walk Score of 32, with most errands requiring a car. Our most walkable neighborhoods are City Center and the Southeast Community (Walk Score, 2015). Walk Score measures the walkability of neighborhoods and cities around the country. A score less than 50 indicates that most, if not all, errands require a car.
- A wayfinding program is being finalized; implementation will help reduce sign clutter and synchronize wayfinding, improve navigability for visitors,

promote activity centers, enhance gateways, and provide a more unified identity citywide.

- The public realm—city streets and public spaces—is being improved with landscaping, undergrounding of utilities, and controlling of business signs. There are, however, older stretches of Warwick Boulevard, Jefferson Avenue, J. Clyde Morris Boulevard, and Mercury Boulevard, where improvements are lagging.
- The city continues to underground utilities along major arterials as roads are improved and widened to enhance the streetscape appearance and reduce the potential for power outages during storms. New public and private developments are designed to underground utilities and screen equipment boxes to improve the visual appearance of our streets.
- We recognize that there are urban and suburban areas within Newport News and that development standards, such as setback requirements, may be different for each.
- Recommendations from the *Jefferson Avenue Corridor Study* are being implemented between 25th and 36th



streets, which include the introduction of on-street parking on lower Jefferson Avenue, landscaping, and pedestrian-scaled street lights among other improvements. A second phase of this project will continue the improvements south to 12th Street. These investments will provide for an attractive, vital gateway into the Southeast Community and the Marshall-Ridley Choice Neighborhood and encourage private investment in this opportunity corridor.

- Recommendations from the *Upper Warwick Boulevard Corridor Study* are being implemented. Landscaping and traffic signal improvements have been installed, and the EDA/IDA has acquired several properties to improve the overall appearance of the business corridor.

## 2.6.2 WHAT WE HEARD

Newport News has a unique mix of neighborhoods. We need to formally recognize and enhance those differences to make each area successful and a draw for a mix of demographics. The neighborhoods south of Mercury Boulevard require special attention. Some stakeholders hope to see new housing developments for both seniors and families in this area, while others identify

the need for new recreation/youth/sports facilities and job opportunities. Stakeholders desire walking/biking connections between schools and nearby neighborhoods, e.g., between Menchville High and the Riverfront Planning Opportunity Area across Deep Creek.

Many stakeholders hope to see vacant and deteriorating commercial activity centers revitalized and/or redeveloped instead of developing new commercial centers on the city's few remaining greenfield sites (land that has not been previously developed). This approach will help eliminate blight in older neighborhoods, allow for the productive reuse of commercial centers, and reserve green sites for future development or preservation actions.

A shared choice for revitalization and redevelopment is downtown Newport News. Stakeholders see opportunity in the historic downtown, but, the city will need to create interest to bring people to the area. One attraction should be the waterfront, the other is the shipyard. Entertainment and dining options are desirable along the waterfront. Stakeholders also noted that the city lacks a regional draw such as a sports arena, amphitheater or large commercial retailer such as IKEA. Workforce housing (see [Section 2.3, An Accessible City](#)) is needed near the shipyard and should provide opportunities at various price points. Note that only 27 percent of shipyard employees live in Newport News; some stakeholders





expressed the need to stop creating a city of commuters – keep people in town rather than just passing through.

Aesthetics are a priority for many stakeholders who believe overall community character has been impacted by developments that detract from their surroundings rather than enhancing them. There is a feeling that Newport News lacks a “sense of place” and does not put a high enough value on aesthetics and visual resources. In addition to creating a “sense of place” and improving overall community character, new developments—regardless of size—should incorporate environmental design strategies to reduce the potential for crime. Stakeholders noted that development and property improvements should

be completed in a way that recognizes property owners’ rights while improving neighborhood value and quality of life.

Many stakeholders expressed the need for a consistent city brand and more collaboration between local government and major organizations to market all the positive aspects of Newport News. Many stakeholders stressed the need to protect and enhance the city’s uniqueness—those characteristics that make Newport News different, unusual, and unique and make people both want to live here and visit.

Newport News should preserve and celebrate its history and historic neighborhoods; recognize and promote the unique character and diversity of its neighborhoods; support a revitalized

downtown; provide services and work opportunities in walkable neighborhoods; provide connections to major employment centers, entertainment, and shopping via light rail and/or BRT; and provide both formal and informal gathering places to encourage social activity and interaction. Corridors can be beautified through façade improvements, improved design, and enhanced landscaping. Complete streets will provide safe, alternative modes of transportation.

#### Results from the 2016 Community Survey include:

- When asked about their level of satisfaction with their neighborhoods as a place to live, 82.6 percent of respondents said they were satisfied, while 80.1 percent said they were satisfied with their feeling of connection to the community.
- Almost 85 percent of residents surveyed said they were satisfied with the overall cleanliness of their neighborhood.
- The majority of respondents (87.4%) stated that they were satisfied with the appearance of landscaping in medians and along roadways.



## 2.6.3 WHAT IT ALL MEANS

- We have identified many activity centers throughout the city, yet very few of them have a specific or master plan.
- Despite the decline and high percentage of people living in poverty, the Southeast Community has numerous assets that can be built on to revitalize the area and create a quality, stable and inviting neighborhood.
- The **Lee Hall Area Plan** is almost 20 years old. Due to changing conditions, we need to take a fresh look at the area and develop updated strategies for preservation and growth.
- There continues to be strong support for converting the [now closed] City Farm property into waterfront parkland. An updated plan for the parkland will be developed with the community.
- Community renewal and maintenance, and economic development and redevelopment are strategic priorities for the city. A comprehensive plan to revitalize and redefine the city's gateways and major corridors is a needed first step to support our businesses, draw new investments, and aesthetically improve our city.

- Without distinguishable neighborhood boundaries and neighborhood associations, our residents lack the ability to take ownership of their living environment.
- It is unclear what affect an additional 1 million square feet of office space in Tech Center will have on the rest of Newport News. A market analysis will be needed to determine if additional redevelopment opportunities exist for office space.
- With construction of the Newport News Transportation Center at Bland Boulevard and Campbell Road, the city will need to evaluate the potential for revitalization and redevelopment of the Bland Regional Center to encourage

higher density, mixed-use development to support alternate modes of transportation.

- Initially, the city's visual image can be improved through reinvestment in older residential neighborhoods and commercial centers, enhancing major corridors, and investment in our gateways. Meeting people's needs through effective urban design is a priority for the city. Design guidelines and revised regulations have the opportunity to improve livability through access, comfort, social interaction, and safety.
- To further enhance the public realm and maintain the integrity of our neighborhoods, the city will need



A CITY THAT BALANCES GOOD  
PLACES AND NEW SPACES





to require any wireless facilities and their support structures exceeding 50 feet above ground level to be placed underground.

- As we give form, shape, and character to new spaces, we must also look to our existing places and identify opportunities to enhance and reshape them to ensure that our physical environment is both livable and resilient.
- We will need to take a closer look at employment and population growth projections over the next few years to determine if and how our land use will need to change.
- To support sustainable growth, we need a balanced, multimodal transportation system in Newport News. Transit-ready

and transit-oriented development will support a multimodal system and mostly occur at our regional activity and employment centers, as they tend to be major attractions and traffic generators capable of supporting public transit.







Photo by William King







The city of Newport News has a long history with comprehensive planning, including smaller area and neighborhood plans. These smaller plans are intended to provide more detailed analysis of existing conditions than the citywide comprehensive plan, and propose specific actions for areas that have the potential to experience significant change. Each plan reflects and responds to the unique characteristics and planning context of the specific area for which it is prepared. Area and neighborhood plans are an effective way for Newport News to directly engage stakeholders in developing a framework to guide change in their own neighborhoods, which are the building blocks of civic life.



In response to emerging opportunities and challenges, small area plans are prepared to give stakeholders the opportunity to develop a shared vision for their local area and help shape the future of their neighborhoods. These plans guide public and private actions that may physically or socially change an area of the city and make them better places to live, work, learn, and play. The flexibility of the planning process enables each plan to address a range of development concerns, with emphasis placed where it is most needed. The variation in the types of plans produced reflects the planning needs for each unique area. Some plans provide a comprehensive look at a geographic area, while others are more focused on a particular issue or

opportunities. Nevertheless, all are land use based and focused on managing growth and development long term.

As with the comprehensive plan, citizen participation is important to the success of the small area and neighborhood planning process. The planning process brings together diverse interests to develop a shared vision that drives the goals and strategies for each plan. It is a collaborative process of citizens and government working together to identify strategies and solutions to strengthen neighborhoods for the foreseeable future. The outcome of the process—the plan itself—is a tool for building, rebuilding, maintaining, and changing an area to address specific challenges and opportunities.

The comprehensive plan serves as the umbrella planning policy and incorporates the smaller plans as appendices that contribute to the overall vision and goals for the city. Some have been formally adopted as amendments to the comprehensive plan, while others have not. Regardless, all provide guidance for public and private actions in specific areas of Newport News.

Similar to the comprehensive plan, area and neighborhood plans should be reviewed on a regular basis and updated in response to new policy initiatives, unanticipated development opportunities, or changed community objectives or conditions. Area and neighborhood plans for Newport News are summarized in this section to document investments to date and identify next steps in implementation.



Redesigned waterfront includes a pier and marina (Superblock Charrette Sutdy)

## 3.1 ADOPTED AREA AND NEIGHBORHOOD PLANS

### SOUTHEAST COMMUNITY PLAN (2011)

The *Southeast Community Plan* is a guide for redevelopment of the area. The plan establishes long-range goals for reinvestment in and stabilization of the community. It also provides an action plan to guide the city and community toward achieving the vision of a neighborhood where people safely live, work, and play while enjoying and celebrating the area's history and cultural heritage.

Major community challenges identified in the plan include lack of employment and economic development opportunities, lack of housing diversity, poor condition of existing housing supply, crime and drug related activity, and concentration of low-income residents. To address these issues, the community established principles to guide reinvestment in and revitalization of the area. The guiding principles address preservation of residential neighborhoods, historic preservation, redevelopment and compatible infill development, and commercial revitalization. The *Southeast Community Plan*, adopted in 2011, incorporates information and

recommendations from previously prepared plans including the *Southeast Community Urban Waterfront Design Study* and *Jefferson Avenue Corridor Study*.

#### Investments to Date

- Implementation of *Jefferson Avenue Corridor Study* recommendations.
- Construction of Dr. Martin Luther King, Jr. Plaza.
- Installation of bus shelters.
- Demolition of over 130 abandoned and dilapidated structures throughout the community since 2009 to eliminate unsafe, distressed conditions.
- Reinvestment in single-family neighborhoods, including construction of new homes in Madison Heights area and rehabilitation of Marshall Courts.
- Groundbreaking on Brooks Crossing and the opening of new businesses.

#### Status/Recommendations

- Continue implementation actions and program investments in the CIP.
- Identify additional funding sources for priority actions.

### JEFFERSON AVENUE CORRIDOR STUDY (2009)

Jefferson Avenue was once the heart and soul of the southeastern portion of Newport News. Lined with small businesses, homes and churches, Jefferson Avenue around 25th Street was a model of an active urban neighborhood. After years of disinvestment, suburban flight, and general neglect, the Southeast Community now lacks the basic neighborhood services once provided along Jefferson Avenue. Inspired by recommendations from various planning products including the comprehensive plan and the *Southeast Community Urban Waterfront Design Study*, the *Jefferson Avenue Corridor Study* was prepared to help the community recapture the vibrancy and convenience of a pedestrian-friendly, active, mixed-use Jefferson Avenue. The study was developed to further the community's vision for lower Jefferson Avenue between 25th and 36th streets and guide public and private investments on targeted sites.

#### Investments to Date

- Extension of the Lower Jefferson Urban Corridor Overlay District.
- Undergrounding and relocation of overhead utilities.

- Installation of streetscape and on-street parking.
- New development including Brooks Crossing.
- Targeted preservation through restoration providing modern apartments and mixed-use opportunities.

#### Status/Recommendations

- Continue implementation actions and program investments in the CIP.



- Extend streetscape improvements to other segments of Jefferson Avenue.

#### SOUTHEAST COMMUNITY URBAN WATERFRONT DESIGN STUDY (2007)

The *Southeast Community Urban Waterfront Design Study* was driven by a change of zoning request and the proposed future development of an upscale residential community along the waterfront. The city believed that improving the appearance and functionality of the waterfront and surrounding areas would aid in the success of the pending development and lead to greater private investment in the vicinity, thereby improving the overall viability of surrounding neighborhoods.

Although the proposed development was never constructed, the design study established a vision, goals, and implementation actions for the waterfront area that were incorporated into the comprehensive plan and the *Southeast Community Plan*. Recommended changes to the physical fabric of the waterfront community focused on access and gateways, open space, community character and civic assets, economic development, and housing. The study identified opportunities to build on existing assets including

activating and connecting open spaces, preserving landmarks, and developing appropriate infill along established mixed-use corridors.

#### Investments to Date

- Development and implementation of the *Jefferson Avenue Corridor Study*.
- Development and adoption of the *Southeast Community Plan*.

#### Status/Recommendations

- Continue implementation actions and program investments in the CIP.
- Extend the grid pattern of north-south streets to the waterfront.
- Improve access to neighborhoods from the interstate and to the water for residents.
- Develop Salter's Creek and Chesapeake Avenue improvements (walking and biking trails).

#### WARWICK BOULEVARD CORRIDOR STUDY (2004)

Warwick Boulevard from Oyster Point Road north to Fort Eustis Boulevard was identified in the *Framework for the Future* (2001) as a corridor experiencing decline and having an unattractive visual appearance. It was feared

that the continued decline of this corridor would adversely impact adjoining residential areas and lead to further deterioration, vacancies, and abandoned properties. The **Warwick Boulevard Corridor Study** analyzed existing conditions and provided recommendations to improve the visual quality of the corridor and entice private investment.

At the time the study was prepared, the city had invested substantial public funds within the corridor including construction of Mary Passage Middle School and the Waterworks Maintenance Building, and upgrade of the Lee Hall Treatment Plant. It was determined that these public investments and the surrounding communities needed to be protected from further decline along the corridor.

## Investments to Date

- Sidewalk improvements throughout the corridor.
- Landscape improvements in medians.
- Acquisition of abandoned/deteriorated properties by the EDA/IDA.
- Reinvestment in several structures through the Façade Improvement Grant Program.

## Status/Recommendations

Since study adoption in 2004, there have been significant improvements to the Warwick Boulevard streetscape; however, there has not been a sustained effort to address revitalization needs throughout the corridor or in adjacent commercial areas.

- Update plan to reflect current conditions
- Prepare a special area plan to extend revitalization to commercial and mixed-use areas adjacent to the corridor

## Stoney Run Greenway Corridor Plan (2003)

The city prepared the **Stoney Run Greenway Corridor Plan** as part of its local Chesapeake Bay Preservation Act program. The purpose of this greenway—as with all greenways identified on the Future Land Use Plan Map (Figure 35)—is to protect and enhance natural resources. Greenways are corridors of protected open space managed for conservation and recreation purposes.

Stoney Run Creek is a branch of the Warwick River with a historic past; it was used to move people and goods within old Warwick County. Today, the creek is mostly shallow and its banks are mostly developed with residential uses. Enhancing its water

quality will improve the overall health of the creek, the tributary it runs into, and the Chesapeake Bay.

For implementation purposes, the Stoney Run corridor was divided in three segments, as many recommendations were specific to individual segments. Implementation actions range from shoreline erosion control projects to reclamation of portions of the floodplain. General recommendations common to all segments include cleanup of trash on land and in the creek, preserving/replacing streamside vegetative buffers, and preserving and enhancing wildlife areas.

## Investments to Date

- The approved FY 2018 – 22 CIP budgets funds for the first phase of this project: land acquisition in 2022.
- In July 2016, the city initiated a one-year construction project to retrofit the regional best management practice (BMP) and improve drainage for Stoney Run Creek at the sand pits. The project constructs a new drainage channel to improve water quality, restores the existing stream channel, and dredges both ponds for additional storage capacity.



### Status/Recommendations

Based on the age of the plan, the city should consider updating it to reflect current conditions, refine the trail system and other amenities proposed, and identify alternate funding strategies for implementation of phases two and three after 2022.

### NEWPORT NEWS MARITIME CENTER PLAN (1998)

Newport News initiated its first efforts to redevelop downtown in the 1960s following consolidation with the city of Warwick and construction of the new City Hall at the terminus of Washington Avenue. Subsequent efforts to revitalize downtown continued through the 1980s and '90s, as businesses and residents continued to move northward to new business parks and suburban

neighborhoods. In 1998, a new vision and investment plan were crafted in another attempt to end the continuing decline of historic downtown. While Newport News Shipbuilding, the U.S. Navy, and the city partnered to bring more jobs to downtown, the area had not seen any significant investment outside of the shipyard in years. The *Newport News Maritime Center Plan* was intended to capitalize on the shipbuilding and port history and planned investments to reestablish downtown as a vibrant component of the city.

Since then, shipyard-related and port-related investments have continued in downtown, but private investments have been minimal. In 2014, the city renewed its efforts to revitalize downtown through

the *Superblock Charrette Study*, which builds on the strengths of the *Newport News Maritime Center Plan* and factors in changing demographics and market realities to provide an updated strategy for moving toward a revitalized downtown.

### Investments to Date

- Development of Victory Landing Park.
- Construction of the Apprentice School.
- Construction of Navy housing.
- Mixed-use development in vicinity of Navy housing and Apprentice School.

### Status/Recommendations

In 2016, the city of Newport News hired a consultant to develop the “Downtown Vision.” The consultant will build on the *Superblock Design Charrette Study* and develop new strategies to support a design vision that preserves the significant structures in downtown and the neighboring employment centers. It will increase the vitality and prosperity of downtown Newport News in the areas of innovation, housing and commercial diversity, arts and entertainment, community programming, and connectivity. The vision will establish the downtown character and design, and



identify the character, form, and activities that define the downtown as unique in the region.

Based on the age of the *Newport News Maritime Center Plan* and ongoing efforts to create a new vision and investment strategies for downtown, the 1998 document should not be carried forward in the comprehensive plan.

## STONEY RUN PARK PLAN (1998)

The city closed its last remaining landfill in 1996. The closed landfill, located off Warwick Boulevard in Denbigh, totaled 228 acres. The *Framework for the Future* recommended that a park be developed on the site to meet the active and passive recreational needs for the immediate area, which lacked such facilities. A citizen's advisory committee worked with city staff, a planning consultant, and the public at-large to develop the vision to convert the landfill to a city park. The plan proposes a multi-use recreation area with basketball courts, multipurpose fields, picnic area, trails, lake amenities, playgrounds, and general landscape improvements.

### Investments to Date

The Stoney Run Athletic Complex opened in 2005. Upon the landfill closing, all other improvements need to be programmed

for implementation to fully realize the community's vision for Stoney Run Park.

### Status/Recommendations

- Review plan with Department of Parks, Recreation & Tourism to determine if it should be updated to reflect current conditions and reevaluate planned amenities.
- Identify alternate funding strategies for implementation.
- Continue implementation actions and program investments in the CIP.

## HILTON AREA NEIGHBORHOOD PLAN (1998)

The *Hilton Area Neighborhood Plan* was the city's strategic response to the gradual economic decline of the areas surrounding Hilton Village. Historic Hilton Village was developed in 1918 as the nation's first government-sponsored planned community. Designed to house shipyard workers, the Village has its own shops and community facilities. While the residential area was well maintained, the commercial district along Warwick Boulevard was showing signs of neglect. Therefore, the comprehensive plan recommended preparation of a neighborhood plan to identify opportunities to reinvigorate the area.

The plan recognized the strengths in the area, including the mix of land uses and diversity in the housing stock, and made recommendations to address issues while further enhancing the unique character of the area. Recommendations included improving the Rivermont, North Hilton, and Main Street gateways; prohibiting adult businesses in the historic area and the gateways; providing off-street parking, pedestrian paths, and reducing visual clutter; and relocating the fire station within the plan area.

### Investments to Date

Many of the plan recommendations have been implemented, including streetscape improvements, new signage, façade improvements, relocation of Fire Station #3, and construction of Municipal Lane Park. There are, however, areas that require further assessment and long-term investment.

### Status/Recommendations

Based on the age of the plan, the city should consider updating it to reflect current conditions, develop new investment strategies, and identify alternate funding sources for implementation.

### LEE HALL AREA PLAN (1997)

Lee Hall is an area rich in historic and cultural assets, and encompasses several of the few remaining large undeveloped parcels in Newport News. In 1995, the Lee Hall Area Citizen Advisory Committee, comprised of representatives from local residential, business, and historic preservation interests, worked with the city to develop a long-range vision for the area. The plan captures the vision and goals developed by the committee to revitalize Lee Hall and guide future growth. Specifically, the plan focuses on preservation of historic and cultural assets, economic development, transportation improvements, and investment in community facilities and public infrastructure.

### Investments to Date

Some elements of the plan have been implemented, including relocation and restoration of the Lee Hall Depot, investments in public utilities, establishment of a historic district overlay to improve the unique architectural value and character of the area, and comprehensive change in land use and zoning designations. Other planned investments have not materialized due to changing economic conditions.

### Status/Recommendations

Based on the age of the plan, the city should consider updating it to reflect current conditions, develop new investment strategies, and identify alternate funding sources for implementation.

### HAMPTON ROADS WATERFRONT PARKS PLAN (1994)

The purpose of the Hampton Roads Waterfront Parks Plan was to evaluate the Southeast Community's recreational needs and develop a concept and investment plan for King-Lincoln Park and Anderson Park. The Department of Parks, Recreation & Tourism has been diligently implementing this plan over the years.

King-Lincoln Park, an 18-acre park once known as Pinkett's Beach, is recognized as an integral part of the Southeast Community. The master plan calls for complete redevelopment of this neighborhood park to provide both passive and active recreation opportunities. At 70 acres, Anderson Park is the city's third largest public park. It is comprised of both marsh land and beachfront property, and is a collection of six non-contiguous recreational areas including South Anderson Park and Salter's Creek. South Anderson Park is an active recreational area with a promenade, softball field, and basketball court. Salter's Creek is approximately 50 acres of natural marsh that extends from Peterson's Yacht Basin northward to 35th Street. The master plan calls for a pedestrian boardwalk, observation deck, and community garden within this area.



## Investments to Date

- Replaced Interpretive Center and installed new playground, picnic shelters, and new stage at King-Lincoln Park.
- Installed new pier.
- Completed beach nourishment project, constructed beach breakwaters along Anderson Park, and installed new playground equipment.
- Dredged channel to boat basin in Peterson's Yacht Basin.
- Designed Chesapeake Avenue Bike Trail; funding for first phase of implementation received in 2016.

## Status/Recommendations

- Review plan with Department of Parks, Recreation & Tourism to determine if it should be updated to reflect current conditions and reevaluate planned amenities.
- Identify alternate funding strategies for implementation.
- Continue implementation actions and program investments in the CIP.

## PATRICK HENRY COMMERCENTER 2001 (1992)

*Patrick Henry CommerCenter 2001* was prepared for the Newport News Industrial Development Authority (IDA) to guide development of property adjacent to the Newport News/Williamsburg International Airport. At the time, the IDA owned approximately 200 acres in the 1,484-acre study area and desired a plan to guide their oversight of CommerCenter development to complement the current and future airport. The overarching goal of the plan was to create a desirable location for a high quality and attractive office/industrial park around the airport. The plan also accommodated for future airport growth including terminal construction, improved airport access, runway extensions, and a third runway. Development north of Turnberry Boulevard and south of Bland Boulevard was controlled through a design review and approval process established by the IDA.

## Investments to Date

- Comprehensive change in land use and zoning designations.
- Private investment in existing businesses and development of privately owned vacant land.
- Transportation system improvements.

- Expansion of the airport, including construction of a second terminal.

## Status/Recommendations

The *Patrick Henry CommerCenter Plan* was intended to be a 10-year implementation program, and much of the development that occurred was not according to the plan. Remaining vacant lands are mostly owned by the Peninsula Airport Commission, EDA/IDA, and the city. Allowing for changing economic conditions and the fact that the plan is more than 20 years old, it should not be carried forward in the comprehensive plan. Remaining actions will be guided by the updated comprehensive plan, *Newport News/Williamsburg International Airport Master Plan Update* (2014), and other policies.

## DEEP CREEK/MENCHVILLE MASTER PLAN (1990)

The Deep Creek/Menchville area contains some of the most valuable land, water and environmental resources within the city. Located at the confluence of the Warwick and James rivers, the area contained the last undeveloped land overlooking the James River within the city. With more than 400 acres of residual rural lands in the 1980s, development pressure was mounting and



the city and community wanted a plan to establish the vision and framework for development. The community-based planning process was initiated to evaluate existing conditions and establish a vision for future development of the land to preserve the natural and cultural assets and create an amenity that reflects the character and history of the area. The community envisioned a 300-acre riverfront park with active and passive recreation, a working farm, and a revitalized working marina and waterfront. One of the immediate implementation actions in the *Deep Creek/Menchville Master Plan* was the formation of a task force and planning process to design the public park; another was temporary

consolidation of City Farm operations to a smaller area until the correctional facility could be relocated elsewhere in the city.

#### Investments to Date

- Design of Riverview Farm Park (adopted 1991)
- Construction of playground, picnic areas, restrooms, soccer fields, skate park, dog park, and multi-use trails
- Construction of Riverview Gymnastics Center
- Transfer of Menchville Marina from private to public ownership to preserve working waterfront for watermen
- Stabilization of bulkhead at marina

- Closure of City Farm

#### Status/Recommendations

Implementation of plan recommendations has been slow, with approximately one-third of the improvements completed. This is mainly the result of City Farm operations continuing through summer of 2015.

Recognizing that this master plan is now over 25 years old, it is worth revisiting the plan to ensure it still meets city goals and public needs. The Future Land Use Map (Figure 35) has been updated to reflect the community's desire for a park on the City Farm site.

#### RICHNECK NEIGHBORHOOD LAND USE PLAN (1988)

The first *Richneck Neighborhood Plan* was adopted in 1974; its goal was to preserve a primarily single-family residential area supported by a large centrally located commercial/office complex with industrial expansion along the railroad spur. The plan was updated in 1998 to reflect modifications to the original vision resulting from private development and public investments, and provide revised projections for future land use.



## Investments to Date

The greater Richneck area is generally built out, with a few smaller vacant parcels sprinkled throughout the area. Future development of these parcels should result in development compatible with existing uses. The only remaining undeveloped parcel of any significant size is located east of and parallel to the Colony Pines neighborhood. Initially referred to as the Eastern Boundary Expansion Area, the almost 400 acres were transferred to the city through a boundary line adjustment with York County. In 2007, a rezoning to R9 Mixed Use zoning district was approved for the property to develop a mixed-use neighborhood named Huntington Pointe. Construction started in 2017.

## Status/Recommendations

This plan has largely been implemented and should not be carried forward in the comprehensive plan. Remaining actions, mostly related to the transportation network, will be guided by the comprehensive plan and other policies. Development of Huntington Pointe will be guided by the approved rezoning and associated master development plan.







Concept for Downtown Washington Avenue (Superblock Charrette Study)

“We are a self-sustaining city, a historical city, a maritime city; a city of art, science, and technology; a city of military, ship builders and corporations; a city of culturally diverse people and public spaces; a city not on the brink of greatness, but one that is already great.”

Our vision for 2040 is not just what we hope to achieve, but rather a dream that can be brought to fruition, a legacy for future generations, and the solid foundation of this comprehensive plan. This section details our vision for 2040, and identifies the goals and objectives that will uphold this vision.



One City, One Future Comprehensive Plan is characterized by six themes. These themes emerged during the data collection task, were grouped by topic area, and united into the following: A PROSPEROUS AND RESILIENT CITY, A SUSTAINABLE CITY, AN ACCESSIBLE CITY, A HEALTHY AND SAFE CITY, A CITY THAT RESPECTS IT'S UNIQUENESS, AND, A CITY THAT BALANCES GOOD PLACES AND NEW SPACES. Once the themes were drafted, they were revised with input from the CPCAC.

## Newport News is...

### A PROSPEROUS AND RESILIENT CITY

We are an economically diverse and business friendly city with a strong applied technology base, dynamic research and development sector, robust health sector, and locally-owned businesses all reinforced by a highly educated and highly skilled workforce supported through higher educational opportunities.

We draw the next generation of workers, who gravitate to employers that promote a new approach to workplace productivity and flexibility.

We are a city with a strong and diverse economy. The economy is dynamic and resilient due to its highly skilled and highly educated workforce. Attracted to the quality of life in the city, energetic and talented workers create a new culture of innovation.

### A SUSTAINABLE CITY

We protect our natural resources, employ renewable sources of energy and green building practices, and promote an economically and socially resilient environment with sound land use decisions.

### AN ACCESSIBLE CITY

We offer a wide range of housing choices to citizens of all income levels in all generations.

We are a city that meets the housing needs of all. The diversity of housing types and densities reflects the variety of needs in the city.

We are a city of diverse and vibrant neighborhoods. High quality neighborhoods make Newport News a great place to live. Homes are well maintained, as are the public facilities that serve residents. Remodeling and upgrading have made older neighborhoods attractive to young families while thoughtful infill development has enabled these neighborhoods to retain their character. New, higher density neighborhoods thrive in mixed-use areas located throughout the city.

We offer an efficient and balanced multimodal transportation system that connects all activity centers and neighborhoods to local and regional employment, services and recreational opportunities.

We are a city offering an array of mobility choices. The city's transportation system is based on moving people and goods rather than moving cars. Automobile dependency has been reduced by convenient and workable alternatives including connections to public transportation and an integrated pedestrian and bicycle system. Land use and transportation work together to provide mobility to shape a high quality environment less dominated by the automobile and more sensitive to air quality, energy conservation, and protection of livable neighborhoods.

## A HEALTHY AND SAFE CITY

We serve as a model community, providing abundant parks and recreational programs, renowned cultural and entertainment amenities, and an excellent school system.

We provide recreational access to our citizens to enjoy our unique location on the water.

We are a city served by outstanding community facilities. All improvements are context sensitive and help reinforce the character and quality of the city's neighborhoods. The city has a reputation of having one of the best school systems, providing cutting edge medical facilities, and state of the art cultural venues.

We are a city with excellent parks. The open space network reinforces its reputation of providing abundant access to the natural environment and to new neighborhoods and mini-parks. An extensive waterfront park opens up the downtown area as a regional attraction. The city's open spaces are linked with trails and greenways that provide magnificent views of the water. We are secure and safe, as the city places the highest priority on protecting all citizens, preventing crime and placing focus on preparedness to ensure that it can respond effectively in an emergency.

## A CITY THAT RESPECTS ITS UNIQUENESS

We preserve and promote our unique history and natural environment, thereby reinforcing the city's identity and civic pride for residents and visitors alike.

## A CITY THAT BALANCES GOOD PLACES AND NEW SPACES

We maintain and promote neighborhoods with unique identities and character that provide the basic social, service, and commercial opportunities needed for a high quality of life for all.

We are a city with superior urban design. Newport News is a city of distinction with places that nurture a sense of community and neighborhoods that retain their unique character and preserve key historic features.

## Our Vision

**Newport News is economically strong, culturally diverse, and environmentally responsible with an exceptional quality of life, making it the preferred place in the southeast region of the United States to live, learn, work, and play.**



Ella Fitzgerald mural by artist Asa Jackson



## OUR GOALS AND OBJECTIVES

### A PROSPEROUS AND RESILIENT CITY

#### GOAL: GROW AND DIVERSIFY OUR ECONOMY FOR LONG-TERM RESILIENCY

##### OBJECTIVES:

- Collaborate with educational institutions, business leaders, and employers to retain and expand existing businesses and attract new businesses.
- Collaborate with educational institutions, business leaders, and employers to meet the needs of chronically unemployed and underemployed residents.
- Enhance and expand workforce development including drawing telecommuters to our city.
- Retain and promote a qualified and globally competitive labor force.
- Spur local entrepreneurship and support small business development.
- Promote the quality of local educational institutions.
- Provide skills-based training at all education levels.

## A PROSPEROUS AND RESILIENT CITY

### GOAL: REIMAGINE AND REBRAND

#### OBJECTIVES:

- Promote Newport News as an accessible, diverse, and dynamic destination.
- Brand and market the city as a destination for tourism, culture, and entertainment.
- Champion redevelopment of downtown to create a unique activity center that provides opportunity to “live where you work” and “live where you play.”

### GOAL: ABATE AND ENHANCE

#### OBJECTIVES:

- Reduce blight and enhance the public realm.
- Continue conversion of areas with aboveground utilities with installation of underground utilities and facilities to improve the public health, safety, and welfare.
- Continue to encourage collocation of utilities and communication antennas to manage the proliferation of towers and poles.
- Establish an effective plan to manage vacant land and public buildings.
- Partner with neighborhood leaders and businesses to help citizens maintain and improve their properties.
- Work with regional leaders and organizations to address major land use and transportation challenges in Hampton Roads.







## A SUSTAINABLE CITY

### GOAL: SUSTAIN, BALANCE, AND GO GREENER

#### OBJECTIVES:

- Support and incentivize development that preserves and protects natural resources, enhances the built environment, and embraces green technology.
- Encourage development that is context-sensitive and supports a balance between the built and natural environments that minimizes environmental impacts.
- Increase reuse and recycling efforts and reduce solid waste disposal.
- Maintain and expand the city's urban forest.
- Protect working waterfronts from natural, economic, and institutional threats to ensure their continued commercial and industrial use.
- Encourage transit-ready and transit-oriented development to maintain a balanced, economically sustainable mix of land uses supported by an interconnected multimodal transportation system citywide.
- Reduce parking requirements for developments close to future transit stops and areas targeted for higher-density, compact mixed-use development.
- Reduce impervious surface coverage in commercial and employment areas.
- Support development that minimizes flood hazards and protects the quality of streams, rivers and water resources, and air quality.

## A SUSTAINABLE CITY

### GOAL: SUSTAIN, BALANCE, AND GO GREENER (continued)

#### OBJECTIVES:

- Support projects that enhance reservoir protection and watershed preservation.
- Continue to ensure safe and reliable water, wastewater, and stormwater services.
- Encourage the use and development of alternative renewable energy sources.
- Practice and promote energy efficiency and conservation, and sustainable building practices and products.

### GOAL: COOPERATE

#### OBJECTIVES:

- Be a leader in regional sustainability efforts to ensure the long-term viability of Hampton Roads.
- Support the study of sea-level rise and land subsidence in the region.
- Identify areas within Newport News that may be vulnerable.





## AN ACCESSIBLE CITY

### GOAL: EXPAND OPPORTUNITIES

#### OBJECTIVES:

- Ensure that people of all ages and at all income levels have the opportunity to live in safe, accessible, and quality housing citywide.
- Provide a variety of housing types at varying densities throughout the city.
- Improve housing quality and affordability.
- Provide opportunities to increase homeownership.

### GOAL: REVITALIZE

#### OBJECTIVES:

- Preserve and revitalize existing residential neighborhoods to maintain and contribute to their unique character, form, scale, and history.
- Support infill development and revitalization projects that are based on quality architectural designs that bring value to and are compatible with surroundings, and incorporate well-designed site elements including landscaping, pedestrian access and circulation, and green building elements.
- Explore opportunities to reuse vacant building sites to provide new mixed-use and/or housing options.
- Work with neighborhoods to document neighborhood history and character to develop neighborhood brands.
- Develop a hierarchy of regional, community and neighborhood mixed-use activity centers to effectively meet residents' needs for goods and services, and contribute to overall quality of life.

## AN ACCESSIBLE CITY

### GOAL: CONNECT

#### OBJECTIVES:

- Develop and maintain a safe, accessible, and efficient multi-modal transportation system.
- Use alternative methods of transportation to reduce congestion.
- Connect neighborhoods, employment, and activity centers.
- Create and promote a citywide pedestrian and bicycle system.
- Support regional initiatives to enhance and expand mass transit service throughout Hampton Roads and beyond.
- Maintain an attractive street and highway system that allows safe, convenient, and efficient movement of people and goods.
- Promote complete streets that provide safer routes to schools and encourage walking and biking citywide.







## A HEALTHY AND SAFE CITY

### GOAL: COLLABORATE AND PROTECT

#### OBJECTIVES:

- Ensure that people of all ages and abilities and at all income levels have the opportunity to live in safe, accessible, and quality neighborhoods citywide.
- Support patterns of development that implement our land use plan and provide citizens with a healthy and safe community in which to live, work, learn, and play.
- Provide equal access to housing, education and job training, health care, employment, transportation, and parks and recreation.
- Develop a system of accessible greenways and recreational trails that connect neighborhoods, natural and cultural resources, and recreation facilities to provide multiple opportunities for citizens to enjoy a healthy and active lifestyle.
- Support healthy neighborhoods and provide access to a variety of affordable healthy food options citywide.
- Engage citizens in efforts to reduce crime and the perception of crime throughout the city.
- Promote the “good news” or successes in the city.
- Collaborate with public, private, and non-profit organizations to maximize efficiency and innovation, and implement best practices in delivering exceptional services.

## A CITY THAT RESPECTS ITS UNIQUENESS

### GOAL: PRESERVE AND CELEBRATE

#### OBJECTIVES:

- Preserve and enhance our unique natural assets including vistas.
- Provide opportunities for education, recreation, and tourism.
- Integrate preservation with positive and well-balanced economic growth.

### GOAL: CELEBRATE AND PROMOTE OUR CULTURAL ASSETS

#### OBJECTIVES:

- Preserve, enhance, and celebrate the city's story – historic, cultural, and economic – to promote community identity, and civic pride.
- Incorporate public art along major roadways and in public gathering places.





## A CITY THAT RESPECTS ITS UNIQUENESS

### GOAL: CONSERVE AND ENHANCE THE WATERFRONT, AND PROVIDE PUBLIC ACCESS

#### OBJECTIVES:

- Promote public, cultural, recreational, and commercial activities along the waterfront.
- Create more public access points to the James River.
- Sustain working waterfronts.
- Implement recommendations of waterfront studies.



## A CITY THAT BALANCES GOOD PLACES AND NEW SPACES

### GOAL: STABILIZE, ENHANCE, AND GROW

#### OBJECTIVES:

- Improve the overall appearance of the city, especially along the major corridors, by applying enhanced urban design guidelines and improved landscape standards to public and private development.
- Encourage redevelopment, infill development, and adaptive reuse of existing structures to reduce vacancies.
- Identify and enhance primary gateways to the city to establish a sense of place.
- Develop a comprehensive wayfinding system.
- Repurpose automobile oriented uses and infrastructure.
- Support new residential development and redevelopment that incorporates greenspace/parks and other public spaces and promotes equity.
- Support new development that is compatible with the desired character, intensity, and land use of the surrounding community.
- Enhance entryways to established neighborhoods and protect them from incompatible land uses.
- Create and reinvent public spaces that strengthen the connection between people and shared places, and promote health and well-being.
- Reduce the prevalence of surface parking lots by encouraging transit-oriented and transit-ready development and mixed-use walkable communities.
- Reduce the prevalence of other impervious surfaces by increasing vegetated areas.



A CITY THAT BALANCES GOOD  
PLACES AND NEW SPACES





A vision for the Superblock (Superblock Charrette Study)



The vision and goals presented in **Chapter 4, The Dream** provide the framework for the roadmap to 2040 outlined in this chapter and illustrated on the Future Land Use Map and Transportation Map. The purpose of this plan is to provide a clear guide for orderly growth, development, and reinvestment throughout Newport News. Planning and development decisions should align with this plan and its associated goals and objectives to ensure that Newport News in 2040 is still a prosperous, resilient, sustainable, accessible, healthy, safe, and unique city that balances its good spaces with new places.



Marshall-Ridley Choice Neighborhood: Housing Phase 1 (Jefferson Avenue and 28th Street)



## 5.1 LAND USE DESIGNATIONS AND OVERLAYS

Prior to presenting the Future Land Use and Transportation Plan and the Planning Opportunity Areas, this chapter describes the land use categories and overlay districts depicted on the maps.

Land use designations and overlay districts identify the range of land uses and the character of development that should occur citywide in conformance with the vision and goals presented in the comprehensive plan.

Land use categories are used to identify the desired primary use for existing and future areas for development. Although general in nature, these designations provide guidance for any changes to the more specific zoning regulations and zoning district locations and boundaries that implement the comprehensive plan.

Because Newport News is mostly built out, proposed land uses are generally consistent with existing uses. In other cases, the designation may be different from what is physically on the ground today, indicating that the city expects the current use to change. For example, a parcel that is vacant today but designated for residential use on the map would be expected to be developed with housing during the next 20

years. Similarly, a parcel that is in industrial use today but designated as mixed use on the map would be expected to redevelop at some point with a mixture of uses. Several of the land use categories may include sub-categories which are included to provide further guidance and consistency related to type and density of development.

The Future Land Use and Transportation Maps (illustrated in Figures 35 and Figure 36) are largely implemented through the city's zoning regulations. Each color coded category on the Land Use Map (see Figure 35) has a corresponding set of compatible zoning districts (see Figure 16). Many of the land use categories have more than one corresponding zoning district, permitting an interpretation of the map based on existing

uses and local conditions. Whereas the land use categories are intentionally broad, the zoning designations are more prescriptive and address qualities such as building heights, setbacks, permitted and conditional uses, allowable lot coverage, and parking requirements.

While the Future Land Use and Transportation Plan guides zoning, it is not the same as the Zoning Map. By definition, the Land Use and Transportation Maps are intended to be general and does not necessarily follow parcel boundaries. Moreover, the designation of an area with a particular land use category does not mean that the most intense zoning district consistent with that category is "automatically" permitted. That is





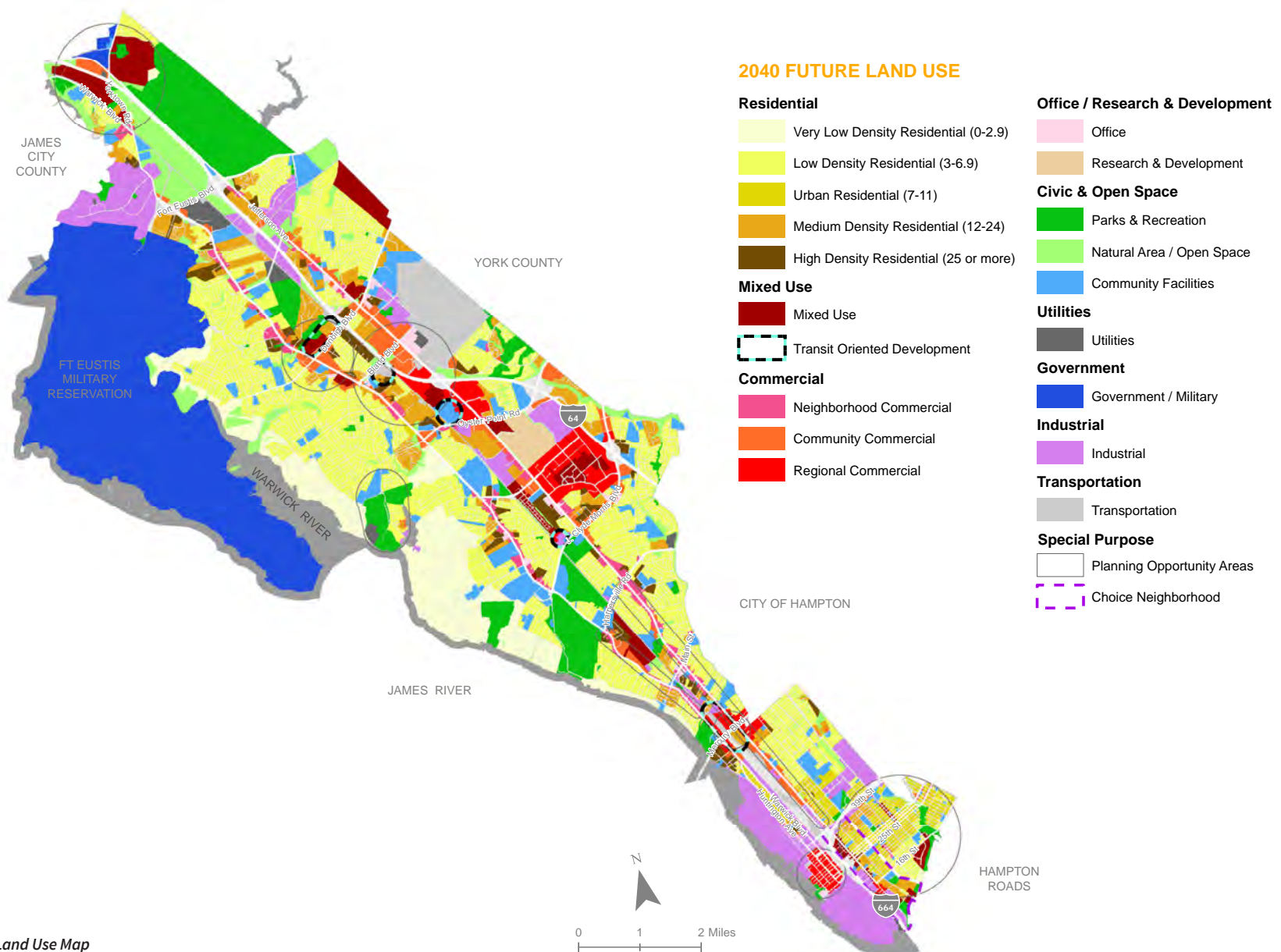


Figure 35: Future Land Use Map

# Future land use and transportation plan | 5

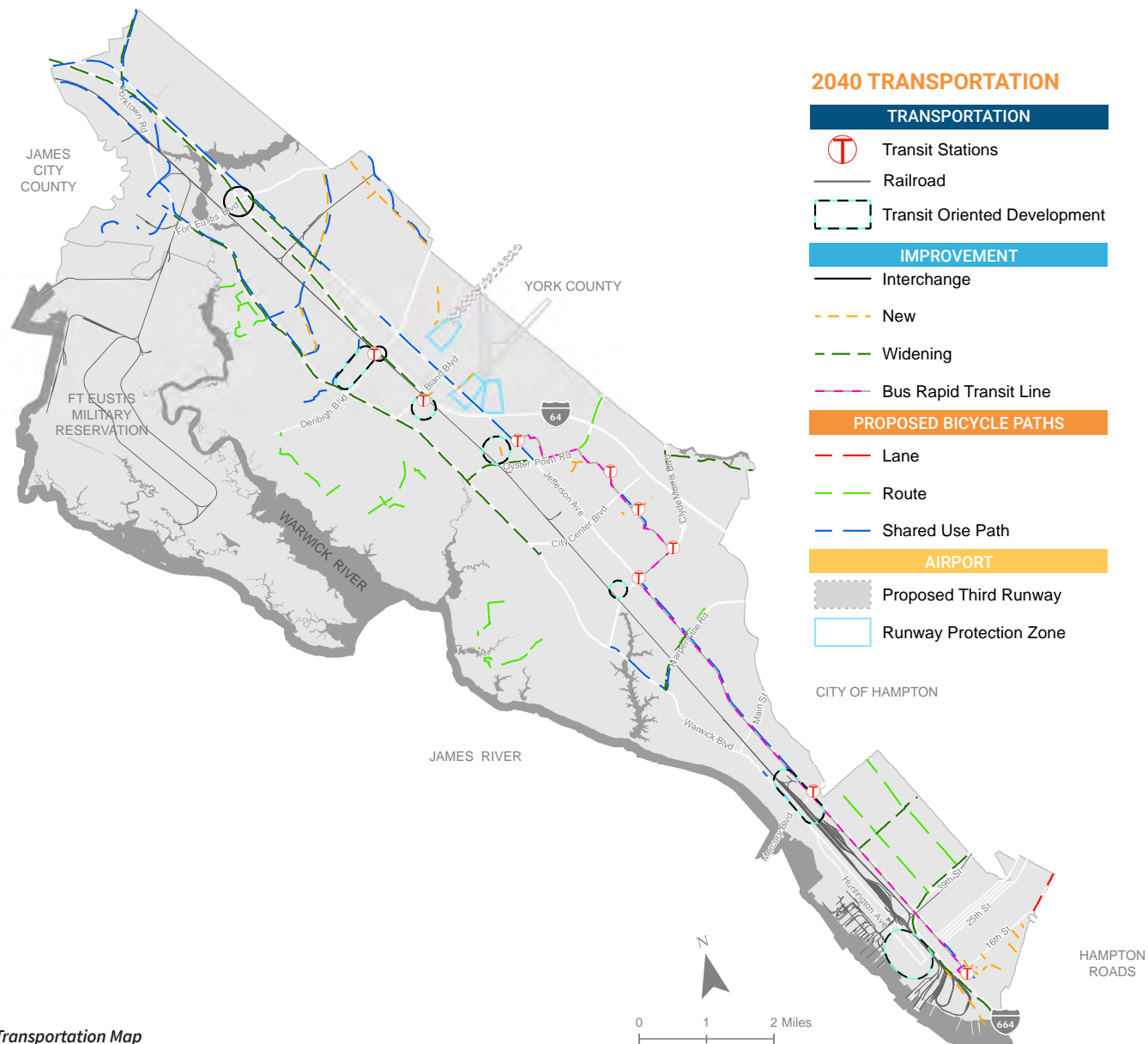


Figure 36: Future Transportation Map

particularly true in the residential areas, where there is a range of zoning densities within each category.

In most cases, developing a property with a use that is not consistent with what is shown on the Land Use and Transportation Maps would require an amendment to the comprehensive plan. The definitions below are intended to guide the determination of consistency. Requests to amend the Land Use and Transportation Plan are subject to a public process involving the Planning Commission and City Council.

There are a total of 10 land use categories shown on the Land Use Map (Figure 35): residential, mixed use, commercial, office and research and development, industrial, civic and open space, utilities, transportation, and government. There is also a special purpose category for areas that have or will have an adopted area plan. The purpose of this designation is to make the reader aware of the area plans that provide more specific intent and direction for land use and development in specific areas of Newport News.

## RESIDENTIAL

- **Very Low Density** – This land use designation provides for the development of large lot single-family

dwelling and ancillary structures. The density range is 0 to 2.9 dwelling units per acre.

- **Low Density** – This land use designation provides for the development of conventional single-family detached dwellings and suburban subdivisions. The density range is 3 to 6.9 dwelling units per acre.
- **Urban Residential Density** – The Urban Density Residential land use designation provides for the development of single-family detached and attached dwellings. The density range is 7 to 11 dwelling units per acre.
- **Medium Density** – The Medium Density Residential land use designation provides for the development of single family attached and multiple family dwellings. The density range is 12 to 24 dwelling units per acre.
- **High Density** – This land use designation provides for the development of multi-story, multiple family developments. The density range is 25 or more dwelling units per acre.

## MIXED USE

- **Mixed Use** – This land use designation accommodates a horizontal and/or vertical mixture of retail, office, restaurant, entertainment, cultural, and residential uses.
- **Transit-Oriented Development** – This land use designation is intended for areas located within ¼ of a mile of existing and planned transit stations. It is intended to provide for walkable, mixed-use neighborhoods supported by a mix of residential, office, and retail uses.

## COMMERCIAL

- **Neighborhood** – The Neighborhood Commercial land use designation accommodates small scale retail or offices, professional services, convenience retail and storefront retail that serve a market at a neighborhood scale.
- **Community** – The Community Commercial land use designation accommodates medium to large scale wholesale, retail, lodging, offices, and service establishments typically located along major corridors that can function

# Future land use and transportation plan | 5

independent of adjoining development and/or require individual access to public rights-of-way.

- **Regional** – The Regional Commercial land use designation accommodates large destination retail, wholesale, light industrial, tourist attractions, lodging, and service establishments with a coordinated design, including shared parking areas and points of access to public rights-of-way. These areas should include large auto-oriented commercial uses with direct access and visibility from or to the interstate highway system.

## OFFICE & RESEARCH AND DEVELOPMENT

- **Office** – Office land use designation is for areas that accommodate all offices including professional and medical services. This land use designation can be used to transition between residential and commercial uses.
- **Research and Development** – The Research and Development land use designation is used for areas that promote economic growth and business development, including office, research, trade, education, occupation, information, and technology services.

## INDUSTRIAL

The **Industrial** land use designation is for areas devoted to manufacturing, storage and distribution businesses/operations, assembly, and processing.

## CIVIC & OPEN SPACE

- **Natural Area/Open Space** – The Natural Area/Open Space land use designation is used to protect lands with unique natural conditions such as floodplains, scenic vistas, environmentally sensitive areas, and trails. Land designated as natural area/open space is intended to remain undeveloped in the future.
- **Parks and Recreation** – The Parks and Recreation land use designation includes active or passive parks such as playing fields, playgrounds, community centers, and other recreational uses.
- **Community Facilities** – This land use designation accommodates public or semi-public facilities including but not limited to: governmental offices, police and fire facilities, hospitals, educational institutions, and places of worship.

## UTILITIES

The **Utilities** land use designation accommodates land used or dedicated for public and private utilities, including pipelines, utility lines, power lines, water and wastewater facilities, electrical substations, and telephone.

## TRANSPORTATION

The **Transportation** land use designation is for areas dedicated to vehicle, air, or rail transportation.

## GOVERNMENT/MILITARY

The **Government/Military** land use designation includes military bases and other related facilities.

## SPECIAL PURPOSE

- **Planning Opportunity Area** – This designation is intended to provide flexibility for those areas that have been identified as redevelopment areas where the highest and best use for the land has not been determined. Land use designations will be determined through a subsequent area or neighborhood plan.



## 5.2 SHAPING NEWPORT NEWS THROUGH 2040

Chapter 4 lays out the detailed vision for 2040 by theme, while Chapter 5 identifies the focus areas, priorities, and strategies for achieving our land use and development goals to draw and retain a diverse and creative population and be the city of choice well into the future. To ensure that growth and development continues to take shape as envisioned by our stakeholders, the following additional guidance is provided for investment and development citywide.

- Neighborhoods remain the basic social, service, and community development unit of the city. The city of Newport News continues to value
  - the unique identity and character of each neighborhood and explore opportunities to protect and enhance them.
- Activity centers are the focal points of community life and have a range of sizes, functions, and character. Each center will have a detailed plan to protect and enhance it. New development (including infill and redevelopment) should be focused in these areas whenever possible. Density, mix of uses, and walkability will drive investment in all activity centers. Those centers located in proximity to future transit stations will build out transit ready.
- Our natural areas, open spaces and recreational facilities will be linked by a network of greenways and trails (pedestrian and bicycle) to the maximum extent feasible. At the same time, we continue to protect our natural resources to preserve and enhance quality while ensuring their continued existence for future generations.
- We will continue to invest in a balanced transportation system that provides equal access and mobility choice to all. High-density, pedestrian and transit-oriented development will be planned and constructed in targeted areas to protect established neighborhoods, alleviate traffic congestion to the extent feasible, and support enhanced bus services, future transit investments, and expanded pedestrian and bicycle facilities. We strive to be a more connected city. A formal policy is needed to provide clear goals and objectives and a toolbox of strategies to stimulate the type of development that supports transit and transit users.
- Neighborhoods and activity centers will be accessed by landscaped streets throughout the city. To the



# Future land use and transportation plan | 5

extent feasible, overhead wires will be eliminated and the proliferation of signs will be controlled.

- As we approach build out, priority will be given to renewing obsolete uses and blighted areas. Infill and redevelopment projects will be designed to fit in with the established character of the neighborhood or activity center for which it is proposed.
- Healthy, sustainable, and equitable neighborhoods provide a range of housing options that promote clean and safe living conditions for all residents.
- We continue to recognize that the way our city looks says a lot about who we are and our values and priorities. A visually and functionally unified city provides a public environment that is celebrated and supports a healthy and creative population.

## 5.3 PLANNING OPPORTUNITY AREAS 2040

Because Newport News is mostly developed, the majority of land use changes in the future will be the result of infill, redevelopment, and revitalization efforts, mainly in targeted areas. Priority

will be given to areas that have experienced disinvestment, renewing obsolete uses, eliminating blighted areas, and maintaining and improving the identity of unique neighborhoods including those with undeveloped land. These focus areas require special planning considerations that will be captured in area plans, providing additional analysis and direction to meet the needs of each target area.

Through the *One City, One Future* planning process, nine areas were identified as opportunity areas. Each area is unique and provides opportunity for further assessment and planning for investment over the next 20 years. In this section, the nine planning areas are outlined with respective challenges and opportunities identified that may

spur demand for future investment. Each Planning Opportunity Area has significant potential to help achieve the *One City, One Future Comprehensive Plan* goals and objectives.

### SOUTHEAST COMMUNITY

The Southeast Community, first known as the East End, was the city's original residential neighborhood. It was developed to support the city's burgeoning industrial and maritime activities. Long narrow residential blocks were served by an electrical streetcar system that took workers to and from the waterfront. Once the most densely populated area of the city, the Southeast Community has experienced a steady decline in population since 2000.



Economic decline in the area began decades earlier before construction of I-664 cut the community off from the historic downtown and businesses started to move to the “suburbs” of Newport News.

The *Southeast Community Plan* (see [Chapter 3, Planning Legacy](#)) is a guide for reinvestments in a 4.4-square-mile area of the city that has some challenges, but also has many assets and opportunities that

can be built upon to provide residents and businesses with an urban environment in which they can thrive. As a result of planning efforts in the Southeast Community, the city has invested in numerous actions, including street and bridge improvements, demolition of blighted and abandoned buildings, construction of new housing, enhancement of public facilities, and investment in various programs to support creative, intellectual, and cultural pursuits of residents.

In an effort to build momentum in implementing further change in the neighborhood, the city of Newport News and the Newport News Redevelopment and Housing Authority successfully applied for a Department of Housing and Urban Development planning grant through the Choice Neighborhoods Initiative. While the target area for the planning effort is a subarea of the Southeast Community, the intent is to implement projects that will spur transformation of the area and lead to further investment in the larger community. The key output from the Choice Neighborhoods Initiative planning process, which kicked-off in fall 2016, is the Transformation Plan for the Marshall-Ridley Choice Neighborhood (see Figure 37), which will become an addendum to the comprehensive plan once adopted by City Council.

The Choice Neighborhoods Initiative planning process has brought together residents, local leaders, and many other community stakeholders to create a transformation plan in a target area. Choice Neighborhoods Initiative focuses on three core goals: housing, people, and neighborhood. The *Marshall-Ridley Choice Neighborhood Transformation Plan* was adopted by City Council in June 2018.



Figure 37: Marshall-Ridley Choice Neighborhood



# Future land use and transportation plan | 5

## RIVERVIEW

The Riverview area contains 17 percent of the undeveloped land in Newport News. This area is valuable not only for this reason, but also because it is bounded by the Warwick River and Deep Creek at the confluence of the James River, and has the potential to provide much desired public access to the water. With the closing of City Farm, public discussion on how to best utilize the valuable waterfront property has become more urgent. As presented in [Chapter 3, Planning Legacy](#), the *Riverview Farm Park Plan* was adopted in 1991. The plan provides for a 300-acre park, which preserves components of the City Farm.

This plan preserves cultural, natural, and visual resources/assets. Opportunities for recreation and waterfront access are also enhanced by this plan. This area is currently designated as a Planning Opportunity Area (with an underlying land use designation of Parks and Recreation) to allow the city and community to appropriately assess and update plans before moving forward.

## PATRICK HENRY

The Patrick Henry area was largely undeveloped up until the 1970s. The only major development in the area prior to that time was Camp Henry, which became the Newport News-Williamsburg Airport when the Peninsula Airport Commission and U.S. War Asset Administration reached an agreement to transfer the former camp for redevelopment as an airport. During the 1970s, I-64 and I-264 were completed from Richmond to Virginia Beach creating more traffic through this area of Newport News and, during the 1980s and 90s there was a residential and commercial development boom in the area surrounding the airport.

The area continued to grow into the

21st century, making it a major regional destination. The recent developments of Jefferson Commons, Jefferson Place, and the Marketplace at Tech Center, along with the Ferguson Enterprise expansion, prove that the area remains a desirable business location. But, with the growth along Jefferson Avenue between J. Clyde Morris Boulevard and Denbigh Boulevard has come increased congestion. With few vacant sites, several aging commercial centers, and the approved construction of the Newport News Transit Center, the city has an opportunity to take a closer look at the Patrick Henry area and develop a plan for final build out and strategic, frequent, and reliable transit connections and more walkable areas.



Handshake by Gunther Stilling



## JEFFERSON AVENUE CORRIDOR

Jefferson Avenue south of Mercury Boulevard was identified in the *Framework for the Future* (2001) as an area in decline and ripe for revitalization. While the *Southeast Community Plan* and the *Jefferson Avenue Corridor Study* addressed the corridor south of 39th Street, no plans address the needs of the corridor between 39th Street and Harpersville Road. This area of the city's busiest arterial road reflects the effects of pyramid zoning (allowing multiple uses in specific zones) and features many aging residential, commercial, and industrial centers. The city has the opportunity to take a closer look at this portion of Jefferson Avenue and inventory and assess land uses

to identify opportunities for reinvestment.

## NEWMARKET

The Newmarket area remained mostly undeveloped until the end of World War II, when increased industry in the downtown area and the development of new suburbs after the war pushed retail and residential development to the west and north of the original city. The area grew marginally with the construction of the James River Bridge in 1928 and Mercury Boulevard in 1943.

Previous comprehensive plans identified the Newmarket area as a Regional Center (Transit-Oriented Development). Regional Centers are large, mixed-used places supporting a range of activities. They are

high-density and urban in character. While the vision for this area is one of mixed-use transit-oriented development, the reality is that the area has declined significantly, both on the Newport News and Hampton sides.

Current commercial development is dominated by auto related businesses, professional offices, and general retail. Housing in the area is dominated by mobile home parks and multi-family homes. The Newmarket area lacks vacant land for new development, but provides significant opportunity for revitalization and redevelopment long term. There is no area plan for Newmarket, which is needed to form a cohesive vision for an economically revitalized gateway into Newport News. It provides the opportunity to partner with the city of Hampton to create a shared vision since the area crosses boundary lines.

## LEE HALL

As presented in [Chapter 3, Planning Legacy](#), Lee Hall is an area rich in historic and cultural assets. Lee Hall Mansion and Endview Plantation were centerpieces in the Confederate effort during the Civil War. Both were sold to the City of Newport News in the latter part of the 20th century. Lee Hall Depot, which was constructed in the 1880s, was relocated into Lee Hall Village in 2015



# Future land use and transportation plan | 5

and is being restored. The largest remaining undeveloped parcels within Newport News are also located in this Planning Opportunity Area.

The **Lee Hall Area Plan**, adopted in 1997, provides a long-term vision for preserving historic and cultural resources while supporting economic investments. While some public and private investments have occurred, many other planned investments have not materialized. With changing economic conditions, it is critical that new investment strategies be developed to ensure that future development respects and complements the area's historic character.

## DOWNTOWN

During the World Wars, the historic downtown became increasingly crowded. The area was an important strategic position for sending troops and supplies overseas, and shipyard production increased as more ships were needed for the wars. In order to keep up with demands, the number of shipyard workers increased dramatically. The increase in troops in the area, as well as the increase in shipyard workers, meant there was a need for more housing and supporting services. Construction boomed between 1900 and the 1940s. In the mid-1950s, downtown faced a crisis following mass

migration of upper-income residents and businesses out of the area to the northern areas of the expanded city.

Downtown has been targeted for redevelopment since the early 1960s with limited success. Significant investment has, however, been made to support Navy/Shipyard activities. Investments include the new Apprentice School, Liberty apartments, HomePort Navy housing, and the Virginia Advanced Shipbuilding and Carrier Integration Center (VASCIC).

In 2015, the city took a fresh look at the area through the **Superblock Charrette Study**, which highlighted the assets and opportunities of a targeted area of downtown and resulted in a renewed effort to revitalize the area. The **Downtown Vision**

**Plan** (2016) took the guiding principles and design concepts from the Charrette Study and applied them to a broader area to provide the updated vision for a reimagined downtown.

## HILTON-RIVERMONT

While much of the original eight-block community was built by 1920, additional residential subdivisions were built to the north and south, between Warwick Boulevard and the James River between 1920 and 1940. During the 1950s, commercial structures and strip malls were introduced along Warwick Boulevard to the north of Hilton Village (North End). South of Hilton Village (South End), commercial structures and centers were also appearing,



but with a much different character. On Warwick Boulevard in the south section of the planning area, Googie (a form of modern architecture) appeared in the form of early 1960s eateries and services. Although many of the businesses have since closed, the original buildings and signs still exist today. The history and character of the Hilton/Rivermont area is diverse. There are opportunities to maintain the existing character in each of the three sections, or develop and sustain one style for the entire opportunity area. Attracting investors to reinvest in commercial properties and redevelop obsolete buildings remains a challenge.

## DENBIGH

From 1885 until the 1960s the area remained largely undeveloped rural land dominated by farms, churches, and a few service stations. During the 1960s the area saw the development of large single-family subdivisions and commercial strips along the once rural crossroads of U.S. Route 60 and Denbigh Boulevard. The growth of the area was compounded by the growth of military facilities and missions nearby and the mass migration of citizens out of downtown Newport News.

By the 1990s, the Denbigh area began to show signs of disinvestment. This was a result of newer commercial properties being developed along the Jefferson Avenue corridor. Some of the residential areas

also began to show signs of decline and lose value because of the lack of quality investment along the Warwick Boulevard corridor. Today the area suffers from subprime retailers, a concentration of low-income apartments, and pockets of single-family homes that are poorly maintained and aging. The area lacks a central focal point which could help attract quality investment. The EDA/IDA has acquired numerous properties along the corridor throughout Denbigh as recommended in the *Upper Warwick Boulevard Corridor Study*.

Recently, private investment has started a transformation of one of the corridor's major shopping centers. Updating the study and taking a broader look at revitalization and redevelopment opportunities in the commercial areas along and adjacent to Warwick Boulevard will provide direction for future public and private investment.



1884 Warwick County Courthouse



## 5.4 ONE CITY, ONE FUTURE PRIORITIES & STRATEGIES

Through data collection and analysis, as well as public engagement, overarching concerns and recommendations for the long-term sustainability of Newport News were identified. After initial identification and subsequent revisions, the CPCAC and Planning staff developed priorities based on the identified challenges and opportunities. Priorities were then grouped by theme for the priority-strategy matrices in this section.



*Ribbon cutting ceremony (bottom) for the newly-constructed boardwalk at King-Lincoln Park (top). The boardwalk is one of three early action activities for the Marshall-Ridley Choice Neighborhood.*





## A PROSPEROUS AND RESILIENT CITY

PRIORITY	STRATEGY
a) Provide housing choices and employment options to meet projected needs.	Target relevant Planning Opportunity Areas for higher density development and redevelopment. ■ Prepare specific plans for targeted areas. ■ Market the <i>Downtown Vision Plan</i> to attract investment.
b) Provide permanent affordable housing solutions and support services.	Conduct a Housing Market Study to establish a factual framework from which to develop new housing policy.
c) Determine if city schools need to be expanded, restructured, or relocated to meet projected population needs.	Support NNPS in its evaluation of projected enrollment and focused development efforts in Planning Opportunity Areas.
d) Collaborate with educational institutions, business leaders, and employers to retain and expand existing and attract new businesses.	Continue to recruit new partners and expand summer work programs for 16 to 21 year-olds. ■ Conduct a feasibility study to analyze information and communication technology solutions to manage the city's assets and develop an implementation plan for the investments that will allow us to more efficiently and sustainably deliver services and attract new businesses and entrepreneurs. ■ Study the feasibility of establishing entertainment and/or innovation districts to enhance the city's fiscal resilience, provide more live/work/play options, and revitalize underperforming commercial areas. ■ Identify viable strategies to attract non-traditional businesses, new economy jobs, and telecommuters to Newport News, expand the broadband network and wireless connectivity, and bridge the digital divide.
e) As sea level rise modeling and analyses are completed for Hampton Roads, the city of Newport News will identify opportunities to improve long-term resilience.	Perform studies and analyses to identify best practices, priority areas for protection, and long-term investment.

Table 5: One City, One Future Priorities & Strategies

# Future land use and transportation plan | 5

## A SUSTAINABLE CITY

PRIORITY	STRATEGY
a) Seize opportunities for sustainable redevelopment and infill development to meet future demand.	Monitor changes to ownership and conditions on strategically important sites and corridors to explore partnerships with public, private, and nonprofit stakeholders. ■ Identify greyfield sites suitable for redevelopment and define strategies for sustainable revitalization of these targeted areas.
b) Emphasize sustainability and encourage community action in support of all future planning efforts.	Enforce maximum vegetative buffers and tree preservation for all projects through the site plan review process. ■ Implement the recommendations of the city's <i>Sustainability Roadmap</i> .
c) Develop a natural resources management plan.	Work in cooperation with various city departments to develop a comprehensive natural resources management plan that identifies, protects, supports, and provides access to the city's diverse natural assets.
d) Require future development and redevelopment along the shoreline to assess the potential for coastal erosion, and if required, determine which stabilization method (shoreline armoring) will be implemented.	Enforce best practices in site design to reduce runoff and erosion, prevent flooding, and improve the quality of waterways.
e) As sea level rise modeling and analyses are completed for Hampton Roads, the city of Newport News will identify opportunities to improve long-term resilience.	Prepare greenway corridor plans to preserve, protect, and enhance corridors and water quality. ■ Explore opportunities to provide additional waterfront access and recreation opportunities. ■ Enforce the Chesapeake Bay Preservation Ordinance and update as needed to ensure compliance and improve the health of the bay and its tributaries.
f) Prepare, implement, and monitor plans to meet revised water quality mandates.	Explore alternative funding sources to fund water quality plans. ■ Prepare updated water quality plans that define the policies, promote the objectives, and preserve the quality of waterways within Newport News.
g) Prepare an energy study and subsequent policy.	Commit funds to perform an energy study and draft a policy for implementation.
h) Prepare a working waterfront policy.	Commit funds to assess working waterfronts and draft a policy for implementation.



A SUSTAINABLE CITY

Table 5: One City, One Future Priorities & Strategies (continued)



## AN ACCESSIBLE CITY

PRIORITY	STRATEGY
a) Identify alternate sources of funding and reprioritize investments for transportation projects.	Prepare a multimodal transportation plan to capture the latest information on travel and growth trends within the city, infrastructure conditions, projected deficiencies, strategies and prioritized actions, estimated costs, and available funding sources, including recommendations from the <i>Fort Eustis Joint Land Use Study</i> .
b) Invest in a balanced, multimodal transportation system.	Participate in the <i>Peninsula Corridor Study</i> to define preferred alignments and transit technology for high capacity transit on the Peninsula. ■ Work with other Peninsula localities and Amtrak to improve and increase service to Newport News. ■ Close sidewalk gaps and improve sidewalks where needed in conformance with city design standards to ensure a safe and inviting pedestrian environment. ■ Construct walkable and bikeable facilities separate from vehicle lanes where possible.
c) Reduce physical barriers in public spaces, housing, and transit systems to ensure users of all abilities can participate in the city's social and economic networks.	Work with local residents to identify barriers in activity areas and transit systems for users of mobility devices, caregivers with strollers, and children.
d) Increase land use densities in key locations to concentrate people near jobs, services, and transit to reduce traffic volumes.	Find more ways to efficiently move people and goods within Newport News and connect to the region to support economic prosperity while enhancing local quality of life and protecting the environment. ■ Encourage well-planned developments that are pedestrian-friendly and support future transit links. ■ Identify TOD opportunities. ■ Establish a TOD policy to provide a framework for planning and implementing transit-ready development in Planning Opportunity Areas.
e) Implement a housing strategy that strengthens existing commitments to income-assisted and accessible housing, preserves the overall existing stock, and provides greater choice at all income levels and more diverse neighborhoods.	Encourage developers, through density bonuses and other incentives, to include affordable units in large residential developments.
f) Provide easy access to services and support systems, and conceive a solution for the homeless situation.	Work with the Greater Virginia Peninsula Homeless Consortium and other service providers to address root causes of short and long-term homelessness.

Table 5: One City, One Future Priorities & Strategies (continued)

## A HEALTHY AND SAFE CITY

PRIORITY	STRATEGY
a) Identify opportunities to expand parks and recreation facilities and programs to promote healthy lifestyles, personal enjoyment, social and family interaction, and conservation of natural and cultural assets.	<p>Conduct a parks and recreation needs assessment to establish priorities for future development of parks, recreation and cultural facilities, programs and services. ■ Explore non-traditional strategies for acquiring additional green space and recreational opportunities. ■ Expand program offerings, when appropriate and cost effective, through contractual relationships with private providers and vendors. ■ Provide new lighting on unlit fields and establish new fields to help address facility limitations during “off-season” use. ■ Evaluate opportunities for development or improvement of sports facilities to attract and encourage out-of-town visitation and tourism benefits.</p>
b) Program community facilities for renovation or replacement. When feasible, these facilities should be collocated to reduce cost and improve customer service and accessibility.	<p>Conduct a study to determine community facility needs throughout the city and identify opportunities for collocation. ■ Conduct a study to determine if it is economically feasible to construct a new jail or rehabilitate the existing facility.</p>
c) Identify and pursue venues and programs that provide public access to, and enjoyment of, local waterways and water bodies, with emphasis on the Warwick River, James River, and Hampton Roads Harbor.	<p>Explore, and pursue as appropriate, public-private contracts and relationships to expand waterfront recreation opportunities. ■ Evaluate future park use of the former City Farm property to accommodate public waterfront access.</p>
d) Evaluate whether the EOC is in the right location and properly designed to serve as an effective facility for coordinating emergency response efforts.	<p>Conduct a study to determine if the existing EOC has the capabilities to provide flexibility, sustainability, security, survivability, and interoperability during emergency response efforts. ■ Seek an alternate location to site a new facility if warranted.</p>



Table 5: One City, One Future Priorities & Strategies (continued)





## A CITY THAT RESPECTS ITS UNIQUENESS

PRIORITY	STRATEGY
a) Attract new visitors and business to the city.	<p>Establish a strategy to better market Newport News as a destination.</p> <ul style="list-style-type: none"> <li>■ Develop an interactive GIS map that highlights historic sites around the city and provides information on scheduled activities and events.</li> <li>■ Develop a mobile application that encourages visitors to engage with the city's unique historic fabric.</li> </ul>
b) Perform a comprehensive historic resources investigation.	<p>Compile a comprehensive inventory of cultural, historic, and archaeological resources for improved management and preservation.</p> <ul style="list-style-type: none"> <li>■ Prioritize resources for preservation.</li> </ul>
c) Rehabilitate, reuse and restore historic resources.	<p>Explore incentives to preserve cultural and historic assets and encourage developers to incorporate them in new development and redevelopment projects.</p> <ul style="list-style-type: none"> <li>■ Identify grants to restore, maintain, and promote historic resources.</li> <li>■ Identify key resources that qualify for State and/or National Register designation.</li> </ul>
d) Seek to create new historic districts and an overarching Architectural Review Board.	<p>Based on comprehensive historic resources investigation, determine if new historic districts are needed and develop guidelines for preservation and rehabilitation.</p>
e) Restore economic viability and architectural integrity of Hilton Village neighborhood center.	<p>Prepare an area plan to identify strategies and priority actions to revitalize this important "main street."</p>
f) Preserve the traditional neighborhood character of the Southeast Community.	<p>Reevaluate the Neighborhood Conservation District to ensure the boundaries are appropriate.</p> <ul style="list-style-type: none"> <li>■ Develop associated guidelines to ensure that infill development and neighborhood revitalization is compatible with the established neighborhood character.</li> </ul>

Table 5: One City, One Future Priorities & Strategies (continued)

# Future land use and transportation plan | 5

## A CITY THAT BALANCES GOOD PLACES AND NEW SPACES

PRIORITY	STRATEGY
a) Provide housing choices and employment options to meet projected needs.	Prioritize list of activity centers, budget for planning activities, and schedule preparation of specific plans. ■ Establish planning process for specific plans.
b) Revitalize the Southeast Community to create a quality, stable and inviting neighborhood.	Develop the <i>Marshall-Ridley Choice Neighborhood Transformation Plan</i> . ■ Identify and fund early action items within the next 2 to 5 years to establish momentum for and commitment to change. ■ Implement the Transformation Plan.
c) Revitalize the Lee Hall Area and identify opportunities for private investment.	Update the <i>Lee Hall Area Plan</i> .
d) Promote and support community renewal and maintenance, and economic development and redevelopment citywide.	Develop a comprehensive plan to revitalize and redefine the city's gateways and major corridors as a needed first step to support our businesses, draw new investments, and aesthetically improve our city. ■ Provide incentives to homeowners in neighborhood conservation districts to maintain and restore their homes. ■ Explore best practices in community renewal and maintenance to identify strategies to stabilize residential neighborhoods and incentivize homeowners to rehabilitate and maintain their properties. ■ Coordinate with VDOT to identify opportunities to enhance gateways along the I-64 and I-664 corridors and provide a coordinated and positive gateway image.
e) Establish distinguishable neighborhood boundaries and neighborhood associations to promote neighborhood pride and encourage residents to take ownership of their living environment.	Explore use of the Asset-Based Community Development initiative as a mechanism for residents to establish their neighborhood boundaries.
f) Explore the impact of new office and commercial space on older commercial areas of Newport News.	Conduct a market analysis to determine if additional redevelopment opportunities exist throughout the city.
g) Evaluate the potential for revitalization and redevelopment of the Bland Regional Center to encourage higher density, mixed-use development to support alternate modes of transportation.	Prepare an area plan for the Bland Regional Center.
h) Champion effective urban design.	Prepare urban design guidelines and revise regulations to improve livability through access, comfort, social interaction and safety. ■ Reinvest in older residential neighborhoods and commercial centers, enhance major corridors, and invest in gateways.
i) Identify opportunities to enhance and reshape existing places to ensure that our physical environment is both livable and resilient.	Establish design principles and policies to make neighborhoods more walkable, livable and inviting. ■ Identify opportunities to revitalize public spaces that promote social interaction and a sense of community.
j) Support sustainable growth and push transit-oriented development at our regional and employment centers.	Establish a toolbox that encourages transit-ready development and provides guidelines for land banking, special assessments, tax incentives, and joint development options to support current and future transit investments. ■ Study the feasibility of implementing interim TOD zoning.

Table 5: One City, One Future Priorities & Strategies (continued)



A CITY THAT BALANCES GOOD  
PLACES AND NEW SPACES

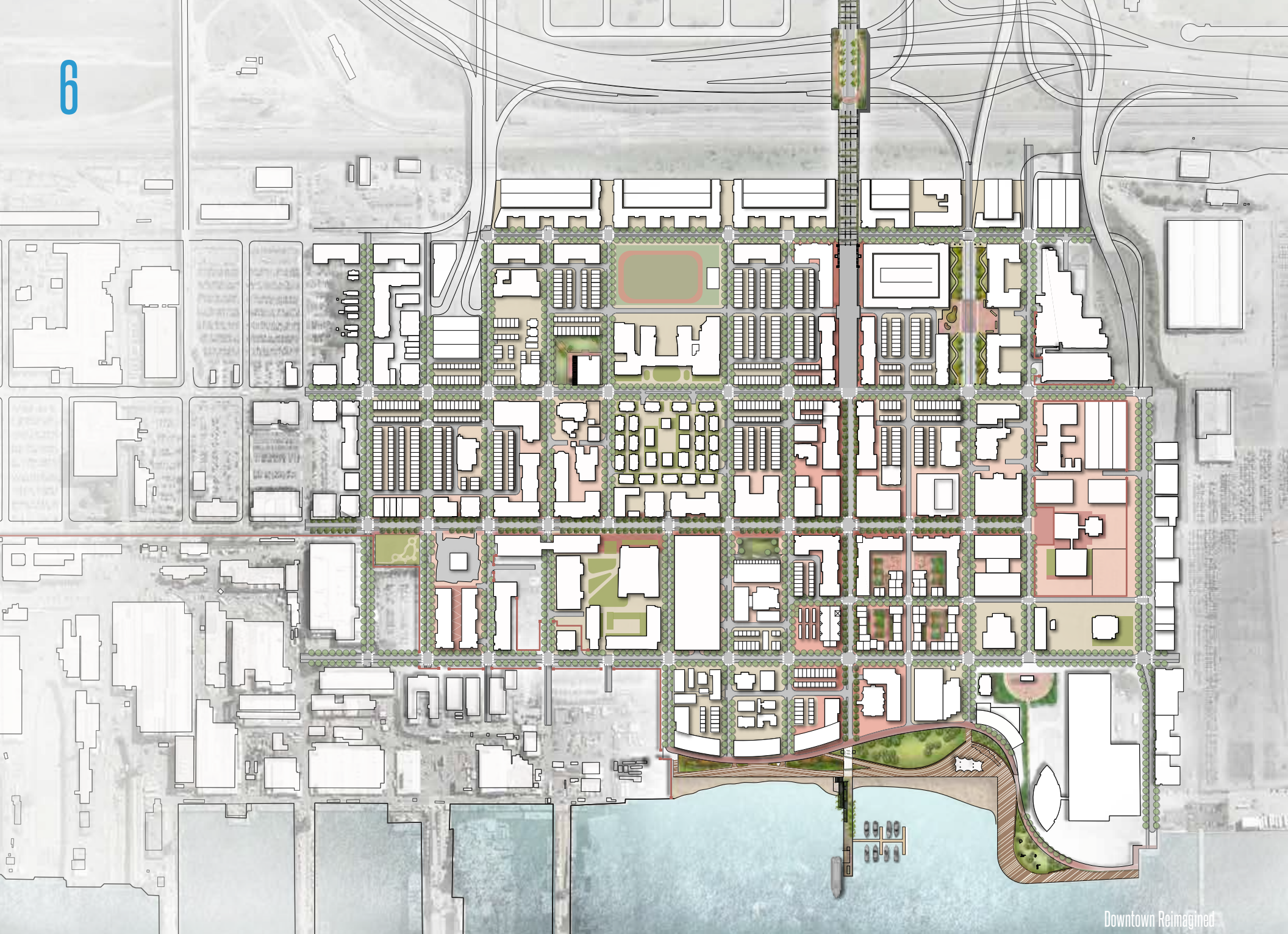




# TOOLS TO IMPLEMENT THE COMPREHENSIVE PLAN

*One City, One Future Comprehensive Plan* guides decision-making related to investment in and development of our natural and built environments. The primary tools used by the city to implement the comprehensive plan are development regulations (e.g., the zoning and subdivision ordinances) and the Capital Improvement Plan (CIP).





Downtown Reimagined

## 6.1 TOOLS TO IMPLEMENT THE COMPREHENSIVE PLAN

### ZONING ORDINANCE

The zoning ordinance promotes the health, safety, and general welfare of the public by establishing the regulations for development and use of land throughout the city. The zoning ordinance consists of a map and text, which together show how Newport News is divided into different use districts and explains the rules and standards that apply to each district. In general, zoning designations align with the land use designations on the Future Land Use and Transportation maps. A comprehensive rezoning of land within the city occurred in 1997 to align zoning designations with the adopted comprehensive plan. This action was necessary to address a number of inconsistencies and challenges with the previous zoning ordinance, which was adopted in 1969. The comprehensive rezoning incorporated recommendations from the comprehensive plan, including the elimination of pyramid zoning (allowing multiple uses in specific zones) and creation of new zones (e.g., C4 Oyster Point Business District).

As a transit-oriented development policy is adopted and area and neighborhood plans are completed for the Planning Opportunity Areas, the zoning ordinance will need to be updated to align with these comprehensive planning outputs.

### SUBDIVISION REGULATIONS

Subdivision regulations assure the orderly subdivision of land and its development. The city's subdivision ordinance establishes the general regulations for subdividing land in Newport News, including lot shape and size. Further, the regulations establish the standards that guarantee adequate streets, utilities, drainage, and access to land intended for sale and development. No amendments are proposed to the

subdivision ordinance. As more detailed plans are developed for the Planning Opportunity Areas, Planning staff will review the ordinance to determine if an update is required.

### SITE REGULATIONS

The city's site regulations promotes the orderly development of certain activities within Newport News to ensure that such activities are consistent with the comprehensive plan, compatible with surrounding uses, and adhere to local, state, and federal environmental regulations. All site plans are reviewed by a committee comprised of staff from various city departments including Engineering, Codes Compliance, Planning, Police,



A river view (Photo by Nathan Sturre)



and Fire. Site plan review considers the application of development standards to a specific site and assesses compatibility of a project with its environment and other land uses in the surrounding area, proposed landscaping improvements, impacts on the transportation network, and potential impacts on stormwater drainage.

No amendments are proposed to the site regulations. As more detailed plans are developed for the Planning Opportunity Areas, Planning staff will review the ordinance to determine if an update is required.

### SIGN ORDINANCE

The purpose of the sign ordinance is to encourage the effective use of signs

for communication while maintaining and enhancing the physical appearance of the city. Sign regulations govern the use, placement, number and physical dimensions of signs, as well as promote proper maintenance and renovation of signs. No amendments are proposed to the sign ordinance. As more detailed plans are developed for the Planning Opportunity Areas, Planning staff will review the ordinance to determine if an update is required.

### CAPITAL IMPROVEMENT PLAN

The CIP reflects the vision and priorities of the City Council and establishes the city's capital expenditures over a multi-year period. One of the numerous inputs

to the capital planning process is the comprehensive plan. Capital improvement projects derived from the comprehensive plan may include acquisition of land for public purpose such as park facilities; renovations and alterations to public buildings; acquisition of major equipment; new construction of or major improvements to city infrastructure (e.g., installation of new sidewalks or construction of new roads); and planning studies, engineering, and design services for future capital improvements. The CIP provides for orderly and systematic planning and investment of projects on a priority basis.

Prior to the end of each fiscal year, city departments submit their projects for the CIP. Projects are selected based on needs established in the comprehensive plan, department strategic plans, and City Council priorities. Every September the CIP Evaluation Team is assembled to evaluate and prioritize requests. The team submits the draft CIP to the City Manager, who then reviews and adjusts the plan to best reflect the city's Strategic Initiatives and citywide capital priorities. City Council reviews the City Manager's Recommended CIP at the end of the calendar year and may make adjustments. Final approval is anticipated



by the end of January the following year. Citizens can review the approved CIP on the city's website.

## 6.2 AREA PLANS, PLAN AMENDMENTS AND UPDATES

### AREA PLANS

The comprehensive plan provides the broad framework which guides land use, development, and redevelopment in Newport News. There are some areas of the city, however, that require additional analysis and more detailed direction regarding urban form and design, economic development, public services, community facilities, health and safety, transportation, and/or education and workforce development. Area plans will be developed with input from residents, business owners, property owners, civic groups, and other identified stakeholders in the targeted areas.

A general planning process for area plans will be developed prior to any action to initiate any such plan. At a minimum, area plans will include:

- an inventory and assessment of existing conditions,

- evaluation of market and socioeconomic conditions contributing to the current conditions,
- assessment of existing and future land use designations,
- vision and goals for the area,
- recommendations for action, and
- an implementation plan.

### AMENDMENTS

Plan amendments are initiated when applicants submit zoning requests which, if approved, would not align with the land use designation in the adopted comprehensive plan. The city can initiate comprehensive plan amendments in support of individually proposed zoning changes in instances where existing conditions or emerging policy or trends warrant them. This is the case with unique economic development opportunities or other investments that will increase our ability to achieve the goals established in the comprehensive plan. Amendments to the Future Land Use and Transportation maps and/or the plan text are considered on an ongoing basis.

Because plan amendments have been infrequent over the past decade and the comprehensive plan is reviewed and may

be updated every 5 years, it may be more practicable and desirable to conduct amendments on a regular schedule. By conducting an annual assessment of all proposed amendments, Planning Commission and City Council would be presented with a broad examination of proposed changes and how they may affect the overall vision, goals, and strategies in the comprehensive plan. Constant amendment of the plan can undermine and limit its effectiveness at guiding land use. Annual review and of proposed amendments would not preclude change of zoning applications from moving forward, nor would it preclude City Council from approving zoning requests that do not align with the comprehensive plan.

### UPDATES

As noted above and discussed in [Chapter 1, Introduction](#), the Code of Virginia requires all localities to review their comprehensive plan every 5 years to determine if changes are needed. Regular reviews provide the opportunity to revise data and trends to reflect existing conditions, include updated survey results, identify completed actions, and revise policies and statements when justified. Comprehensive plan updates may be minor or may involve substantial rewrite.



Approximately 18 months prior to the 5-year mark, the Department of Planning prepares a report for Planning Commission and City Council, recommending if a comprehensive plan update is required and what level of effort the action will require. Regardless of level of effort, updates include citizen engagement.

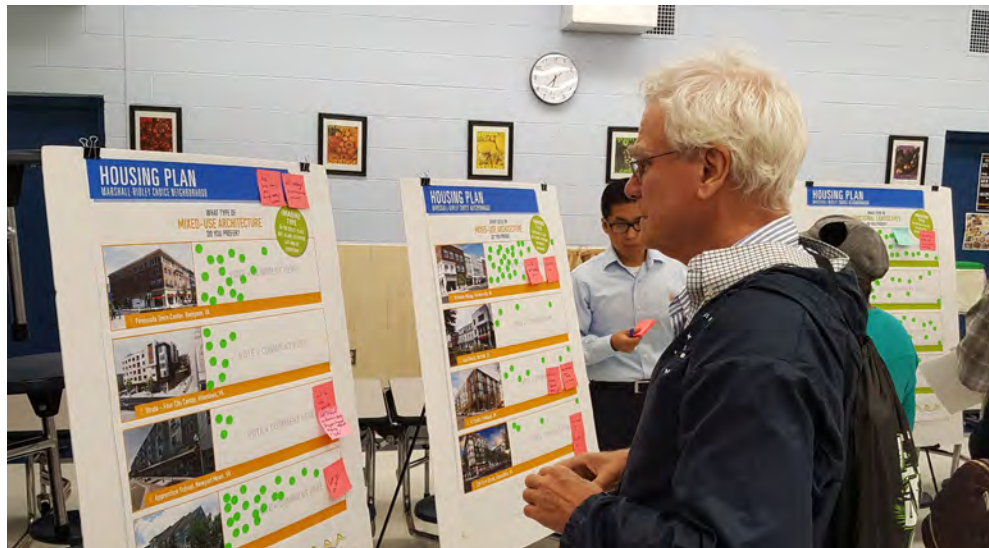
### 6.3 MONITORING AND TRACKING SUCCESS

The city will monitor plan implementation to evaluate the effectiveness of recommended actions and implementation tools. At the end of each fiscal year, the Department of Planning will submit a

report to the Planning Commission and City Council assessing actions taken, summarizing recommendations for amendments, and identifying emerging trends or changing economic conditions that may affect the goals and strategies in the comprehensive plan and warrant an update. The annual report will allow all of our stakeholders—decision makers, city staff, partner organizations, and the public—to follow implementation progress and celebrate successes. A monitoring program will also identify any critical challenges or issues encountered during implementation that may result in future amendments or updates to the plan. Monitoring will ensure that our plan remains useful and relevant.

### 6.4 ACTION PLAN

The following tables list actions by theme that will implement the comprehensive plan. These actions align with the priorities and strategies in [Section 5.4, One City, One Future Priorities & Strategies](#). City staff will take the lead in plan implementation; however, other partners will be needed to fully realize the vision for Newport News in 2040. Recognizing that implementation will take time, especially with limited resources and competing priorities, actions have been categorized as annual, continuous, short-range (SR), mid-range (MR), and long-range (LR). The intent is that the short-range actions will become the focus for implementation between plan adoption and the subsequent 5-year update.



## A PROSPEROUS AND RESILIENT CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
PRC-1	Develop a planning process and prioritize specific plans to be prepared for Planning Opportunity Areas.	CMO Planning Development	SR	Planning	N
PRC-2	Schedule and budget plans.	Planning	SR	Operating Budget	N
PRC-3	Identify early public action items to entice private investments in accordance with the <i>Downtown Vision Plan</i> .	CMO Development	SR	Planning, Programming, Coordination, Incentives	N
PRC-4	Implement early action items to entice private investments in accordance with the <i>Downtown Vision Plan</i> .	CMO Development Engineering Parks, Recreation & Tourism	MR	Implementation	Y
PRC-5	Engage subject-matter experts in preparation of a citywide housing market study to guide development of a housing policy and inform specific plans for Planning Opportunity Areas.	Planning	SR	Operating Budget	N

Table 6: One City, One Future Implementation Action Plan





## A PROSPEROUS AND RESILIENT CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
PRC-6	Establish regulations and guidelines to promote a variety of housing types, especially in activity centers.	Planning Development Engineering	MR	Planning	N
PRC-7	Maximize summer work program capacity.	CMO	Annual	Coordination, Operating Budget, Implementation	N
PRC-8	Engage subject matter experts in preparation of an information and communications technology feasibility study.	CMO Information Technology	SR	Coordination, Analysis, Planning, Operating Budget	N
PRC-9	Engage subject matter experts in identifying areas for protection and long-term investment to reduce the effects of sea level rise and recurrent flooding.	Engineering Public Works Planning	MR	Coordination, Analysis, Planning, Operating Budget	N

### TIMEFRAME CATEGORIES

- (SR) SHORT-RANGE (0-5 YEARS)
- (MR) MID-RANGE (6-10 YEARS)
- (LR) LONG-RANGE (10+ YEARS)

### CAPITAL FUNDS

- YES (Y) OR NO (N)

Table 6: One City, One Future Implementation Action Plan (continued)

## A SUSTAINABLE CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
SC-1	Prioritize, program, fund, and implement <i>Sustainability Roadmap</i> recommendations.	Public Works	Annual	CIP, Operating Budget, Implementation, Monitoring	Y
SC-2	Engage subject-matter experts in preparation of a natural resources management plan to inventory the city's diverse natural assets.	Planning Engineering (Environmental Services)	SR	Coordination, Operating Budget	N
SC-3	Prioritize and program preparation of greenway corridor plans.	Parks, Recreation & Tourism Planning	SR	Coordination, Planning, Operating Budget	N
SC-4	Engage subject-matter experts in preparation of greenway corridor plans.	Parks, Recreation & Tourism Planning	SR/MR	Analysis, Planning, Operating Budget	N
SC-5	Complete implementation of the <i>Stoney Run Corridor Plan</i> .	Parks, Recreation & Tourism Engineering	SR	CIP	Y
SC-6	Monitor enforcement of Chesapeake Bay Preservation Ordinance and update regulations and associated policies as state law requires.	Engineering	Annual	Monitoring	N



Table 6: One City, One Future Implementation Action Plan (continued)





## A SUSTAINABLE CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
SC-7	Prioritize and program preparation of water quality plans to preserve quality waterways within the city.	Engineering	SR	Planning, Operating Budget	N
SC-8	Prepare and adopt water quality plans.	Engineering	SR	Analysis, Planning, Regulation/ Policy	N
SC-9	Program preparation of energy study and associated policy.	Planning Engineering Public Works	SR	Coordination, Operating Budget	N
SC-10	Engage subject-matter experts in preparation of an energy study and associated policy.	Planning Engineering Public Works	SR	Analysis, Planning	N
SC-11	Adopt energy policy.	City Council	SR	Regulation/ Policy	N
SC-12	Engage subject matter experts in preparation of a working waterfronts assessment and associated policy.	Planning Development Engineering	SR	Analysis, Planning	N

Table 6: One City, One Future Implementation Action Plan (continued)

## AN ACCESSIBLE CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
AC-1	Engage subject-matter experts in preparation of a multimodal transportation plan for the city, which will include pedestrian and bicycle circulation improvements.	Planning Engineering	SR	Coordination, Operating Budget	N
AC-2	Champion the locally preferred alternative(s) for the <i>Peninsula Corridor Study</i> and participate in subsequent environmental impact analysis as a cooperating agency to advance transit solution funding and implementation.	CMO Engineering Planning	SR	Coordination, Planning	N
AC-3	Identify easement and acquisition priorities for locally preferred alternative(s) and develop strategy and financing options.	CMO Engineering	MR	Coordination, Planning, Operating Budget	N
AC-4	Acquire easements and sites (if needed) to support implementation of locally preferred alternative(s).	Engineering	LR	CIP	Y
AC-5	Continue to work with Hampton Roads Transportation Planning Organization and other localities to implement the <i>Long-Range Transportation Plan</i> to improve the regional transportation network.	Mayor CMO Engineering	Continuous	Coordination, Analysis, Planning, Monitoring, Implementation	Y
AC-6	Continue implementation of sidewalks citywide and improved pedestrian crossings at major intersections.	Engineering	Continuous	Implementation	Y

Table 6: One City, One Future Implementation Action Plan (continued)





## AN ACCESSIBLE CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
AC-7	Update the Bus Shelter Program to capture existing conditions, changing standards, and prioritize remaining investments.	Planning Engineering	SR	Coordination, Planning	N
AC-8	Prepare a bus stop policy to establish evaluation and implementation criteria and construction standards.	Planning Engineering	SR	Coordination, Planning, Policy	N
AC-9	Construct Atkinson Boulevard extension between Warwick Boulevard and Jefferson Avenue.	Engineering	SR	Monitoring, Implementation	N
AC-10	Pursue state and federal approvals for interchange at Atkinson Boulevard and I-64.	Engineering	SR	Coordination	N
AC-11	Identify funding for design and construction of interchange at Atkinson Boulevard and I-64.	Engineering	MR	CIP	Y
AC-12	Construct interchange at Atkinson Boulevard and I-64.	Engineering	LR	Implementation	Y

Table 6: One City, One Future Implementation Action Plan (continued)

## AN ACCESSIBLE CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
AC-13	Pursue state and federal approvals for additional offramp at Exit 255.	Engineering	SR	CIP, Operating Budget, Implementation, Monitoring	N
AC-14	Identify funding for design and construction of additional offramp and congestion mitigation improvements along the Jefferson Avenue corridor at Exit 255.	Engineering	MR	Coordination, Operating Budget	Y
AC-15	Construct additional offramp and congestion mitigation improvements along the Jefferson Avenue corridor at Exit 255.	Engineering	MR	Coordination, Planning, Operating Budget	Y
AC-16	Pursue state and federal approvals for interchange at Denbigh Boulevard and I-64.	Engineering	SR	Analysis, Planning, Operating Budget	N
AC-17	Identify funding for design and construction of interchange at Denbigh Boulevard and I-64.	Engineering	MR	CIP	Y
AC-18	Construct interchange at Denbigh Boulevard and I-64.	Engineering	LR	Monitoring	Y



Table 6: One City, One Future Implementation Action Plan (continued)





## AN ACCESSIBLE CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
AC-19	Support implementation of the Peninsula Airport Commission's <i>Airport Master Plan</i> .	Planning Engineering	Continuous	Planning, Analysis, Implementation	N
AC-20	Support regional efforts to establish a dedicated funding source for transit.	CMO	SR	Coordination	N
AC-21	Identify and secure funding to implement high speed rail on the Peninsula.	Engineering	MR	Coordination	N
AC-22	Prepare a universal design policy to guide future investments in public spaces and facilities.	Planning Engineering Codes Compliance Public Works Parks, Recreation & Tourism	SR	Coordination, Planning	N
AC-23	Identify and prioritize public spaces and facilities for universal design investment.	Planning Engineering Parks, Recreation & Tourism	SR	Coordination, Planning, Programming	N
AC-24	Identify TOD opportunities and prepare a TOD policy.	Planning Engineering	SR	Coordination, Planning	N

Table 6: One City, One Future Implementation Action Plan (continued)

## AN ACCESSIBLE CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
AC-25	Explore options to incentivize developers to include affordable units in larger residential and mixed-use developments.	Planning Development NNRHA	SR	Coordination, Planning	N
AC-26	Explore options and implement preferred action to establish a day center to provide supportive services, transition services and other community resources for the homeless.	CMO Planning Department of Human Resources	SR	Coordination, Analysis, Planning	N
AC-27	Explore option to establish a housing resource center.	CMO Planning	MR	Coordination, Analysis, Planning	N
AC-28	Implement preferred action to establish housing resource center.	CMO Planning Engineering	LR	Implementation	Y



**TIMEFRAME CATEGORIES**

- (SR) SHORT-RANGE (0-5 YEARS)
- (MR) MID-RANGE (6-10 YEARS)
- (LR) LONG-RANGE (10+ YEARS)

**CAPITAL FUNDS**

- YES (Y) OR NO (N)

Table 6: One City, One Future Implementation Action Plan (continued)



## A HEALTHY AND SAFE CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
HSC-1	Prepare and conduct a parks and recreation needs assessment.	Parks, Recreation & Tourism Planning	SR	Coordination, Planning	N
HSC-2	Based on needs assessment, prepare a parks and recreation plan to establish priorities and actions to meet needs long term.	Parks, Recreation & Tourism Planning	SR	Coordination, Analysis, Planning	N
HSC-3	Identify and secure funding for parks and recreation plan implementation.	Parks, Recreation & Tourism	MR	CIP	Y
HSC-4	Engage subject-matter experts in studying alternatives and design expansion for Pearl Bailey Library and Grissom Library.	Library Engineering	SR	Coordination, Operating Budget, Planning	N

### TIMEFRAME CATEGORIES

- (SR) SHORT-RANGE (0-5 YEARS)
- (MR) MID-RANGE (6-10 YEARS)
- (LR) LONG-RANGE (10+ YEARS)

### CAPITAL FUNDS

- YES (Y) OR NO (N)

Table 6: One City, One Future Implementation Action Plan (continued)

## A HEALTHY AND SAFE CITY

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
HSC-5	Prepare a study to analyze options to collocate community facilities to reduce operating costs and improve customer accessibility and service.	Planning Human Services Police, Fire Libraries, Development	SR	Coordination, Analysis, Planning	N
HSC-6	Engage subject-matter experts in studying options to construct a new jail or rehabilitate the existing facilities.	Sherriff's Office	SR	Operating Budget, Analysis, Planning	N
HSC-7	Engage subject-matter experts in assessing EOC capabilities and provide recommendations for action.	Public Works (EOC) Engineering	MR	Coordination, Operating Budget, Analysis, Planning	N
HSC-8	Identify sites for replacement fire stations and opportunity for fire operation consolidation.	Planning Fire Development	MR	Coordination, Analysis, Planning, Programming	Y



**TIMEFRAME CATEGORIES**

- (SR) SHORT-RANGE (0-5 YEARS)
- (MR) MID-RANGE (6-10 YEARS)
- (LR) LONG-RANGE (10+ YEARS)

**CAPITAL FUNDS**

- YES (Y) OR NO (N)

Table 6: One City, One Future Implementation Action Plan (continued)





## A CITY THAT RESPECTS ITS UNIQUENESS

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
CRU-1	Develop a marketing strategy.	CMO Planning Development	SR	Coordination, Analysis, Planning	N
CRU-2	Implement prioritized actions to support the marketing strategy.	Planning	SR	Program, Implementation, Operating Budget	N
CRU-3	Investigate methods of conducting a comprehensive historic resources investigation and select the preferred approach.	CMO Development	SR	Coordination, Analysis	N
CRU-4	Program and budget for historic resources inventory.	CMO Development Engineering Parks, Recreation & Tourism	MR	Operating Budget	N
CRU-5	Conduct a historic resources investigation, prepare inventory, and identify resources that qualify for designation.	Planning	MR	Implementation	N

Table 6: One City, One Future Implementation Action Plan (continued)

## A CITY THAT RESPECTS ITS UNIQUENESS

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
CRU-6	Explore options to incentivize developers to incorporate cultural and historic assets in new development and redevelopment projects.	CMO Planning Development	MR	Coordination, Analysis, Planning, Incentives	N
CRU-7	Explore funding options to restore, maintain, and promote historic resources.	Planning	MR	Analysis, Planning	N
CRU-8	Explore opportunities for new historic districts and associated guidelines.	Planning	MR	Regulation/ Policy	N
CRU-9	Outline Neighborhood Conservation District boundaries and develop associated guidelines for Southeast Community.	Planning	SR	Analysis, Planning	N
CRU-10	Adopt Southeast Community Conservation District Overlay and associated guidelines.	City Council Planning	SR	Regulation/ Policy	N



A CITY THAT RESPECTS  
ITS UNIQUENESS

Table 6: One City, One Future Implementation Action Plan (continued)



## A CITY THAT BALANCES GOOD PLACES AND NEW SPACES

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
GPNS-1	Prepare and adopt the <i>Marshall-Ridley Choice Neighborhood Transformation Plan</i> .	City Council CMO Planning Development NNRHA	SR	Coordination, Analysis, Planning, Regulation/Policy, Operating Budget	N
GPNS-2	Implement early action items identified through the Choice Neighborhoods planning process.	City Council CMO Planning Development NNRHA	SR	Implementation	N
GPNS-3	Identify development partner(s) for implementation of prioritized actions in the <i>Marshall-Ridley Choice Neighborhood Transformation Plan</i> .	CMO Planning Development NNRHA	SR	Coordination, Incentives	N
GPNS-4	Implement the <i>Marshall-Ridley Choice Neighborhood Transformation Plan</i> .	CMO Planning Development NNRHA Engineering	SR to LR	Implementation	Y
GPNS-5	Prepare a plan to redefine the city's gateways.	Planning Development Engineering	SR	Coordination, Analysis, Planning	N
GPNS-6	Implement the gateway plan.	Engineering Public Works	SR	Implementation	Y

Table 6: One City, One Future Implementation Action Plan (continued)

## A CITY THAT BALANCES GOOD PLACES AND NEW SPACES

ITEM	ACTION	RESPONSIBLE AGENCIES	TIMEFRAME	ACTION TYPE	CAPITAL FUNDS Y/N
GPNS-7	Explore options to incentivize homeowners in historic and conservation districts to maintain and restore homes.	CMO Planning Development	MR	Incentives, Regulation/Policy	N
GPNS-8	Develop a tool box of strategies for community revitalization and stabilization.	Planning Development Engineering Codes Compliance	SR	Coordination, Analysis, Planning, Regulation/Policy	N
GPNS-9	Prioritize and coordinate neighborhoods for Asset-Based Community Development (ABCD) Initiative.	CMO Planning Development Human Services Police	SR	Coordination, Analysis, Planning	N
GPNS-10	Implement ABCD citywide.	CMO Planning Development Human Services Police	Continuous	Implementation, Monitoring	N
GPNS-11	Explore options to incentivize developers to build projects that are more walkable, livable, inviting, and transit-ready when appropriate.	CMO Planning Development Engineering	SR	Coordination, Analysis, Planning, Incentives, Regulations/Policy	N



Table 6: One City, One Future Implementation Action Plan (continued)





## ACRONYMS AND GLOSSARY

**Adaptive reuse** – Rehabilitation or renovation of existing buildings or structures for any use other than the present use. Amenities may include recreational facilities, scenic views, or landscaping (Planning, 2008).

**Amenity** – Features of a development that increases marketability to the public or desirability to the community (Planning, 2008).

**AMTRAK** – The name of the company providing passenger train service in the United States (Planning, 2008).

**Architectural resources** – A structure or collection of buildings unique to a specific period, in style and design, or patterns of development that are significant to the city's history (Planning, 2008).

**Architectural Review Board** – A board composed of citizens residing within a historic district whose duties are to prepare guidelines and review proposed exterior building changes and all new construction in the district (Planning, 2008).

**Balanced transportation** – Equal emphasis on all modes of transportation within the city's transportation system (HRTPO, 2016).

**Best Management Practices (BMP)** – A combination of conservation measures, structures, or management practices that reduces or avoids adverse impacts of development on adjoining site's land, waterways, and waterbodies (Planning, 2008).

**Bicycle lane** – A designated area within a street roadway reserved for bicycle travel and separated from the rest of the roadway by painted lines or other pavement markings (Planning, 2013).

**Bicycle trail** – A right-of-way reserved exclusively for bicycle travel and separated from public or private travelways (Planning, 2008).

**Bicycle route** – A facility shared with motorists within a street roadway identified only by bikeway signs without any special pavement markings (Planning, 2008).

**Bikeway** – A bicycle pathway: a bike lane, bike trail, or bike route (Planning, 2008).

**Blighted area** – An area characterized by deteriorated or abandoned buildings (Planning, 2008).

**Brownfield** – Vacant or underused industrial and commercial properties where expansion or redevelopment is complicated by the potential presence of environmental contamination (American Planning Association, 2004).

**Buffer** – Any area of land used to physically and visually separate one use or property from another in order to lessen or moderate the impacts of noise, light, or other nuisances. Examples include open spaces, landscaping, berms, walls, fences, building setback, or any combination (Planning, 2008).

**Bus Rapid Transit (BRT)** – A bus-based public transit system that is designed to deliver reliable, fast, and cost-effective services. Dedicated lanes and traffic signal prioritization are typically included in BRT systems (U.S. DOT, 2018a).

**Capital Improvements Plan (CIP)** – A multi-year plan for acquiring, constructing, and financing public buildings (e.g., schools, parks, fire stations, libraries, etc.); expensive equipment such as fire engines; and public works such as sanitary sewers, water lines, storm sewers, and streets with improvements usually scheduled six years into the future. The city's capital budget is the first year of the CIP (Planning, 2008).

**Character** – The combination of qualities and features that distinguish one neighborhood or area of the city from another and which distinguishes Newport News from other cities (Planning, 2008).

**Chesapeake Bay Preservation Act (CBPA)** – A locally adopted Virginia law designed to protect the waters of the Chesapeake Bay, including its branches and tributaries (VDEQ, 2018b).

**City Council** – The legislative and governing body of Newport News (Planning, 2008).

**Clean Air Act** – Federal legislation enacted to provide comprehensive air pollution abatement and control which sets national standards for air quality (Planning, 2008).

**Clean Water Act** – Federal legislation enacted to provide comprehensive water pollution abatement and control and clean the nation's rivers so that the nation's water will be suitable for drinking, swimming, and fishing (Planning, 2008).

**Community Services Board (CSB)** – An extension of local government responsible for coordinating mental health, mental retardation and substance abuse services for residents within the communities it serves (Planning, 2008).

**Comprehensive Plan** – A document required by State law which guides the long-range development of the city. It is recommended by the City Planning Commission and adopted by City Council (Planning, 2008).

**Comprehensive Plan Citizen Advisory Committee (CPCAC)** – A committee appointed by the City Planning Commission that assists with the development of the comprehensive plan.

**Congestion Mitigation Air Quality (CMAQ)** – A program authorized under the federal transportation program which funds transportation improvements to improve air quality in regions that do not meet air quality standards (Planning, 2008).

**CSX** – The company that owns the major rail line and provides rail freight service between Newport News and Richmond. The company was created by the Chesapeake and Ohio Railroad (Planning, 2008).

**Cultural resources** – Buildings, structures, districts, and sites including their landscape settings, objects, or documents that are representative or that exemplify the cultural, architectural, economic, social, political, or historic heritage of the city or its neighborhoods (Planning, 2008).

**Density** – The number of dwelling units per acre (American Planning Association, 2004).

**Department of Codes Compliance** – City department designated to enforce the zoning and building code regulations (Planning, 2013).

**Department of Environmental Quality (DEQ)** – A governmental agency for Virginia responsible for the administration of state and federal laws and regulations for air quality, water quality, water supply, and land protection (Planning, 2008).

**Detention pond** – A natural or man-made structure used for the temporary storage of water runoff and which provides for the controlled release of such waters (Planning, 2008).

**Easement** – The right to use property owned by another for specific purposes or to gain access to another property (Planning, 2008).

**Economic development** – An activity, conducted primarily by local government and/or organized business groups, that provides a service, produces a good, retails a commodity, or emerges in any other use or activity for the purpose of making financial gain (American Planning Association, 2004).

**Economic Development Authority/Industrial Development Authority (EDA/IDA)** – A political subdivision that serves to promote development by issuing bonds for economic activities (Planning, 2008).

**Enterprise Zone** – A geographical area where job creation and private investment is encouraged through special taxes or regulatory exemptions granted by a government authority (DHCD, 2018).

**Endangered species** – A species of animal or plant existing in such small numbers that it is in danger of extinction (Planning, 2008).

**Environmental Protection Agency (EPA)** – The federal agency whose mission is to protect human and environmental health (Planning, 2008).

**Erosion and Sediment Control** – The regulations created and administered by the Virginia Soil and Water Conservation Board to implement the Erosion and Sedimentation Control Law, Code of Virginia, Section 10.1-560 (Planning, 2008).

**Federal Emergency Management Agency** – The federal agency of the United States Department of Homeland Security that coordinates the response to disasters that occur in the United States (FEMA, 2013).

**Floodplain** – A relatively flat or low lying area adjoining a river, stream, or watercourse which is subject to periodic partial or complete inundation (Planning, 2008).

**Gateway** – A point along a roadway at which a motorist or pedestrian gains a sense of having entered a particular place (American Planning Association, 2004).

**Greyfield** – An underused, outdated, failing, or economically obsolescent real estate asset (Sobel, Greenberg, & Bodzin, 2013).

**Greenway** – An open space corridor along a creek, railroad, or other natural or cultural feature. Greenways may be used to connect parks, neighborhoods, activity centers, and other facilities with trails (Planning, 2008).



**Habitat** – The native environment for plants and animals (Planning, 2008).

**Hampton Roads Planning District Commission (HRPDC)** – A political subdivision of the Commonwealth of Virginia whose purpose is to facilitate local and state government cooperation to address regionally significant issues. It represents sixteen local governments in the Hampton Roads area (HRPDC, 2018b).

**Hampton Roads Sanitation District (HRSD)** – A political subdivision of the Commonwealth of Virginia created to protect and enhance public health and Hampton Roads waters through quality wastewater treatment (Planning, 2008).

**Hampton Roads Transit (HRT)** – The regional transit authority responsible for public transportation in six Hampton Roads cities: Chesapeake, Hampton, Newport News, Norfolk, Portsmouth, and Virginia Beach (Planning, 2008).

**Identity** – The total effect of the characteristics by which a neighborhood, activity center, area, or city overall is recognized and definitively known (Planning, 2008).

**Image** – The concept of a neighborhood, area of the city, or the city overall that is held by the public (Planning, 2008).

**Infill** – The development of vacant or partially-developed parcels that are in areas that are substantially or fully built (Planning, 2008).

**Inflow and Infiltration Elimination Program** – A city program to define the areas within the waste water collection system that are in poor condition and allow groundwater to infiltrate (Planning, 2008).

**Infrastructure** – Public facilities and governmental services which support the population of the city (Planning, 2008).

**Joint Land Use Study (JLUS)** – A cooperative planning effort that addresses compatibility around military installations. It is conducted as a joint venture between an active military installation, surrounding jurisdiction, state and federal agencies, and other affected stakeholders (HRPDC, 2018c)

**Level of Service (LOS)** – The method used by traffic engineers and transportation planners to measure the amount of traffic congestion on a street during the morning (am) or evening (pm) peak hours (Planning, 2008).

**Light rail** – A form of public transit on rail tracks which is similar to the streetcar or trolley which is less expensive to build than a subway (Planning, 2008).

**Metropolitan Statistical Area (MSA)** – A geographical area with a substantial population at its core and adjacent communities have close social and economic ties with that core (Planning, 2008).

**Newport News Green Foundation** – A non-profit tax exempt organization established by resolution of the City Council in June 1998. Its purpose is to acquire title to real parcels which have limited development potential along the city's arterial corridors (Planning, 2008).

**Newport News Public Schools (NNPS)** – Newport News Public Schools division is comprised of 38 schools (Planning, 2008).

**Newport News Redevelopment and Housing Authority (NNRHA)** – A political subdivision of the Commonwealth of Virginia. The general power of NNRHA is to acquire, lease, operate and maintain public housing projects (Planning, 2008).

**Open space network** – Interconnected areas of open space throughout the city (Planning, 2008).

**Part I Crime** – A serious offense such as murder, rape, robbery, aggravated assault, burglary, larceny, auto theft or arson (Planning, 2008).

**Peninsula Airport Commission** – The agency created by the Commonwealth of Virginia to own and operate the Newport News-Williamsburg International Airport (Planning, 2008).

**Peninsula Fine Arts Center** – Private, not-for-profit museum for visual arts, located in Mariners Museum Park (Planning, 2008).

**Performing arts** – The presentation of dramatic or musical work or other entertainment before an audience (Planning, 2008).

**Planning Commission** – The public body in Newport News that is authorized by the Code of Virginia and appointed by the City Council to prepare and recommend to the City Council the city's comprehensive plan, zoning, subdivision, site regulations and sign ordinances. The Planning Commission consists of nine members who are residents of the city and who are considered to be qualified by knowledge and experience to make decisions regarding growth and development (Planning, 2008).

**Public realm** – Public spaces such as streets, sidewalks, parks and open space (Planning, 2008).

**Public/private partnership (P3)** – A type of real estate development in which financial investment, risk and benefits are undertaken jointly by a government and a business(es), generally in order to attract private investment by shifting some of the risk onto government (Sadran, 2017).

**Pyramid zoning** – A term describing a zoning ordinance which allows more than one type of use in the same district, such as single family, multiple family and commercial uses in the commercial district, thereby making development difficult to control (Planning, 2008).

**Redevelopment** – The partial or complete rebuilding of a previously developed area with the intent of improving the condition of the area and/or changing the type and/or intensity of uses (Planning, 2008).

**Right-of-way** – An area dedicated for public use for pedestrian and vehicular movement, which may also accommodate public utilities (Planning, 2008).

**Runoff** – That portion of precipitation that falls onto the surfaces of roofs, streets, ground, etc., and is not absorbed or retained by that surface, but collects and runs off the land and carries non-point pollution (Planning, 2008).

**Service Center for Operations and Transportation (SCOT)** – The physical plant for school buses, food, textbook storage and other school related functions (Planning, 2008).

**Species** – Biological classification consisting of plants or animals which have a high degree of similarity and persistent differences from other species (Planning, 2008).

**Stormwater** – The flow of water which results from precipitation and occurs immediately following rainfall or snowmelt (Planning, 2008).

**Streetscape** – An area that may either abut or be contained within a public right-of-way or private street that may contain sidewalks, street furniture, landscaping or trees, and similar features (Planning, 2008).

**Strip development** – A pattern of commercial development located along one or both sides of a street that is generally one lot in depth and is characterized by closely spaced driveways with little to no landscaping and open space (Planning, 2008).

**Town and Gown** - The relation between colleges and the communities in which they reside (Planning, 2008).

**Transit-Oriented Development (TOD)** – A mixed-use residential and commercial area designed to maximize access to public transportation and often incorporates features to encourage transit ridership (Planning, 2008).

**Virginia Department of Transportation (VDOT)** – A state agency responsible for planning, constructing, and maintaining transportation improvements in Virginia (Planning, 2008).

**Virginia Living Museum** – Private, not-for-profit museum which commemorates the historic and present living environment of Virginia (Planning, 2008).

**Virginia Marine Resources Commission (VMRC)** – The Commonwealth of Virginia commission responsible for tidal and non-tidal wetlands and marine life (Planning, 2008).

**Virginia Pollutant Discharge Elimination System Permit** – A permit required by and obtained from the State Water Control Board to establish appropriate levels of toxic discharge from point and non-point sources of water pollutants (Planning, 2008).

**Watershed** – The region drained by or contributing water to a stream, lake or other body of water (Planning, 2008).

**Waterworks** – The city's water department (Planning, 2008).

**Zoning** – The process of classifying land into areas or districts which specify allowable uses and size restrictions for buildings within these areas (American Planning Association, 2004).

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## WHAT WE HEARD—PART I

### A Report to the Citizen Advisory Committee

#### OVERVIEW

This report summarizes citizen input gathered through a citywide survey, quality of life questionnaires, comment cards, other written communications, community workshops, and various focus groups between June 2013 and October 30, 2014 in support of the comprehensive planning process. Input has been grouped by common, overarching themes and is maintained in an Excel workbook for tracking and analysis. This report does not list every comment received, but instead presents the overarching concerns and recommendations as provided by citizens. Many comments are summarized rather than included verbatim, as numerous comments were expressed by multiple stakeholders in slightly different ways. Some issues, opportunities, and recommendations may be presented under more than one theme. This recognizes that key topics – housing, transportation, economic development, education, services, etc. – are not standalone elements of the comprehensive plan; rather they are an intricately linked system of topics that must be addressed as a whole to ensure a healthy, economically viable, and sustainable city tomorrow. Detailed recommendations related to specific sites or activities will be considered as alternatives when future land uses are explored and the implementation matrix is developed. Responses are not ranked, unless otherwise noted.

A second report summarizing citizen input between November 2014 and February 2015 was generated and is included as an appendix to the comprehensive plan.

Please note that citizens and stakeholders include all people who, individually or as part of an organized group, are participating in the comprehensive planning process by providing input on current conditions and direction for future land use management and development. The terms may be used interchangeably, as staff is using the definition of stakeholder as being “an individual, group or organization who may affect, be affected by, or perceive itself to be affected by a decision, activity or outcome of the project.” (5th Edition PMBOK® Guide)

#### WHAT WE DID

Below is a summary of the various methods used to gather citizen input in the initial phases of the comprehensive planning process. Outreach is an ongoing effort throughout the planning process.

#### COMMUNITY PREFERENCE SURVEY

A community survey was administered for the city of Newport News in 2013 as part of the effort to assess citizen satisfaction with the quality of services. The multi-page survey was mailed to a random sample of households. A total of 1,038 surveys were completed.

#### CPCAC VISIONING

Planning staff facilitated a visioning session with the Comprehensive Plan Citizen Advisory Committee (CPCAC) in March 2014, and results were ranked by the committee at the subsequent meeting. The CPCAC Chairman led a second visioning exercise in April 2014.

## COMMUNITY WORKSHOPS

The planning team (staff and CPCAC) hosted three community workshops, one each in the north, central, and south districts. The first workshop, held in June 2014, had low attendance. Workshops held in July and October 2014 were well attended. The agenda for each of the workshops was the same: participants were provided with an overview of the comprehensive planning process, a presentation on visioning, and a visioning exercise. Participants were also asked to complete a quality of life/visioning questionnaire and were provided comment cards for additional feedback.

## FOCUS GROUPS

The purpose of holding focus groups in the comprehensive planning process is to bring together small gatherings of stakeholders with a common interest – whether geographic, economic, environmental, historic, cultural, etc. – to gain more detailed insight on a specific topic. The planning team has identified numerous organizations with whom to conduct focus groups as part of the data collection and analysis phase of the comprehensive planning process. Staff has conducted two focus groups to date: (1) Virginia Peninsula Association of Realtors, and (2) Naval Weapons Station Yorktown.

## COMMENT CARDS AND QUESTIONNAIRE

Public comment cards are provided at the CPCAC meetings and a fillable version is available on the comprehensive plan website. Comment cards provide citizens an opportunity to ask questions and share ideas for CPCAC consideration. All comments are reviewed by staff to capture input.

A quality of life questionnaire is distributed to participants of the various public outreach efforts throughout the data collection and analysis phase. The purpose of the questionnaire is to gather citizens' more detailed opinions on issues and opportunities within the city and quality of life priorities.

## WEBSITE

Citizens who are either unable to participate in the various outreach efforts or who have participated and are simply interested in updates and tracking progress can do so on the comprehensive plan website. Meetings, agendas, meeting summaries, announcements of key events, and special reports are posted on the site. In addition, a fillable comment card is available for public input.

## HOW CITIZEN INPUT WILL BE USED

Citizen input is sorted by relevance and grouped by themes or topic areas and serves as the inspiration for the comprehensive plan goals and strategies, and the foundation for the existing conditions report and development alternatives. The input is shared with the CPCAC for consideration as they develop a vision statement, goals and recommendations, and provide direction to Planning staff on plan development.

## OTHER OPPORTUNITIES FOR CITIZEN INPUT

Planning staff will provide numerous ongoing opportunities for citizen engagement and feedback throughout the remaining phases of the comprehensive planning process. Updates on progress and consultation with key stakeholders will occur through early summer 2015.

### CPCAC MEETINGS

CPCAC meetings will continue until a final draft comprehensive plan is presented to the Planning Commission and recommended for approval by the City Council. Due to time constraints, the public does not have the opportunity to comment during CPCAC meetings. However, meetings are open to the public and comment cards and the questionnaire are provided to gather input for the CPCAC's consideration.

### COMMENT CARDS AND QUESTIONNAIRE

The comment cards and questionnaire will continue to be distributed during all citizen outreach activities, and the fillable comment card will remain on the website. Staff will continue to review feedback and present it to the CPCAC for consideration.

### WEBSITE

The city's website was recently updated; as a result, so too was the Department of Planning's site. Staff has reviewed the content and format and identified several opportunities to improve the comprehensive plan tab and expand content for public accessibility. This site will continue to be updated to provide a calendar of events, meeting notes, and a library of reports and special studies generated as part of the comprehensive plan update. Citizens will have the opportunity to submit feedback through the website.

### FOCUS GROUPS AND STAKEHOLDER INTERVIEWS

Focus groups will continue throughout the remainder of the calendar year and into early January 2015. Meetings have already been scheduled with the Mayor's Youth Commission, CNU, Newport News Redevelopment and Housing Authority, and Greater Peninsula NOW.

Staff has reached out to the Junior League and Fort Eustis, and will continue to coordinate with them and other organizations to gather more detailed information and insight on specific topics.

Interviews will be conducted with various city departments and other organizations as needed to establish existing conditions, challenges, and priorities for future investment.

### OPEN HOUSE AND PUBLIC REVIEW PERIOD

The final draft *One City, One Future Comprehensive Plan* will be posted to the Department of Planning's website and hard copies will be placed in public libraries for a 30-day public review period. Electronic copies will be provided upon request. All stakeholders who have identified interest in receiving meeting notices and updates on the process via email will be notified of the release of the final draft document. Citizens will be able to submit comments via the website and by phone, mail and electronic mail. During the review period, the CPCAC will host three public meetings in an Open House format to present the plan and gather public feedback.

### PHONE CALLS AND EMAIL

Planning staff is available to accept comments by phone or in person at City Hall. Citizen comments can also be emailed to staff at any time during the comprehensive planning process.

### SUMMARY OF CITIZEN INPUT GENERAL

While some citizens see Newport News as a blue collar community with plenty of commercial blight, crime, and congestion, many can envision a future where the region and the world recognizes what many have known for a long time: it's a great place to live, work, learn

and play. Newport News is “home” for many. For others, it comes down to location: the geographic center of Hampton Roads, proximity to the water, proximity to the transportation network, and proximity to major employers. In general, citizens recognize that Newport News is built out and resources will need to be focused on infill development, revitalization of existing neighborhoods and activity areas, and redevelopment of strategic areas. Many comments on future development stressed the need to build up, not out and to cluster higher density, mixed-use development in targeted areas.

### ISSUES AND OPPORTUNITIES

- The city lacks a consistent identity/brand.
- A comprehensive wayfinding system is needed to define the city’s gateways, major corridors, and entrances to areas of interest.
- A sense of place should be created in every neighborhood through gathering places that are based on community driven plans, design, and implementation actions.
- The city lacks a regional draw such as a sports arena, amphitheater or large commercial retailer like IKEA.
- Promote maritime history and proximity to water to draw visitors to Newport News.
- Celebrate diversity.
- Focus on the basics first: infrastructure improvements to eliminate flooding and reduce crime.
- Stop creating a city of commuters – keep people in town rather than just passing through.

### A PROSPEROUS CITY

Some citizens expressed concern with the city’s perceived reliance on the shipyard and the Department of Defense for economic health and recommended more economic diversity to encourage new businesses and development, especially in the downtown and Southeast Community. Recommendations included establishing a more diverse industrial base, expanding the medical base, and growing the high-tech sector to keep the workforce in Newport News. Several identified the need to emphasize the technology and research opportunities within the city. Others saw a demographically and economically diverse city that has competing interests, but is improving in many areas such as education and public safety. It was pointed out by several citizens that there is a high vacancy rate for commercial property on the Peninsula, and that there are numerous older, large vacant commercial properties in Newport News. Stakeholders saw a connection between a strong education base and economic prosperity and recommended improved partnerships with Christopher Newport University (CNU), the Apprentice School, and other educational institutions. Citizens also see the opportunity to utilize sports as an economic driver, building more sports fields to host local and regional tournaments, and perhaps finding a location to support a semi-pro sports team. There were more than a few recommendations to allow casinos, especially on the river.

### ISSUES AND OPPORTUNITIES

- Support sustainable growth of CNU.
- Strengthen and promote the Town and Gown relationship.
- Support neighborhood schools.



- Work with educational institutions to align programs with workforce opportunities.
- Downtown should be revitalized and support a hotel.
- Entrepreneurial training programs geared to youth and young adults will lead to new, thriving businesses citywide.
- Collaboration between public and private sectors to establish a workforce development program with local established industries is needed.
- Increase science, technology, engineering, and mathematics (STEM) jobs, and promote the city as a hub for research and development.
- Support small businesses and a diversified economy to retain the younger populations (Generation Y [the Millennials] and Generation Z [the next generation]).
- Inventory and assess commercial areas throughout the city to determine opportunities for reinvestment and redevelopment.
- Utilize the port to promote global trade.
- Promote tourism.

## A SUSTAINABLE CITY

There is a prevailing feeling that there is insufficient green space throughout the city and that more recreational opportunities are needed, especially those geared toward the youth. Several citizens believe that there is a lack of vision and plan for long-term management and development of Newport News. Some stakeholders expressed concern with sea level rise and how it may affect the city long-term. Others stressed the need to promote the use of sustainable materials in construction, while a few recommended that the city

incentivize sustainable design and development. Green buffers are recommended along major streams and other waterways. Alternative vehicles are encouraged and supported with modified infrastructure, and options for alternative/clean energy sources are studied.

## ISSUES AND OPPORTUNITIES

- Enhance transportation and land use around military installations to prevent encroachment and support long-term sustainability of the missions.
- Allow and promote community gardens citywide.
- Every neighborhood activity center should include a grocery store.
- Neighborhood and corridor plans are asset-based community development plans that lead to sustainable development.
- Watershed protection is critical for long-term sustainability.
- Rehabilitate and reuse existing facilities instead of always building new.
- There is too much surface parking in downtown. Build parking structures and provide sufficient landscaping/green area and improve overall aesthetics.
- There appears to be a growing number of brownfields and greyfields within the city.

## A HOME FOR EVERYONE (AN ACCESSIBLE CITY)

There appears to be a general consensus that the housing stock in Newport News is aging, there are insufficient affordable (quality) housing options for seniors and low and mid-income residents,

and there is a lack of high-end housing. Many stakeholders did not foresee a change in the demand for homeownership in general or for single-family homes in particular. Others, however, identified the need for a mix of housing types to capture the needs of both an aging population and the younger generations. The ability to age in place was a common theme among stakeholders. Many citizens envisioned housing near parks and in walkable neighborhoods with activity centers.

## ISSUES AND OPPORTUNITIES

- Established neighborhoods are preserved and enhanced.
- Alternative types of affordable housing are provided, e.g., micro apartments or housing for commuting workers.
- High-end residential development is needed throughout the city.
- Senior housing developments provide opportunities to age in place.
- Alternative housing styles like mother-in-law suites and ground floor flats allow seniors to age in place in their current neighborhoods.
- Homeless shelters are smaller and dispersed throughout the city.
- Concentrations of public housing should be eliminated and affordable housing should be dispersed citywide.
- There are many influencers on housing choices, the most common of which are proximity to and quality of schools, access to and convenience of the transportation system, and proximity to key services.
- Endview/Lee Hall area is developed to provide a variety of housing choices and a walkable neighborhood that incorporates dining, shopping and recreational opportunities such as multi-purpose trails.

## PROVIDING ACCESS AND MOBILITY CHOICES (AN ACCESSIBLE CITY)

All citizens recognize the challenges of our transportation system, both locally and regionally. The majority believes that light rail along the CSX corridor or bus rapid transit (BRT) in a dedicated lane would not only relieve much of the congestion within the city, but also provide quick and reliable connections to jobs, services, and shopping for residents that currently find it challenging to get around Newport News without a privately owned vehicle. Some stakeholders are thinking of regional connections and envision ties to Richmond and areas further north by high speed rail and to the Southside by water taxis and ferries. Some citizens see the need to expand the airport, while others recommend building up the area around the airport with other land uses. Park n' Rides are desirable, especially in conjunction with any future light rail or BRT connections. There is a general consensus that bike lanes, bike routes and multi-purpose trails are needed throughout the city. Many also believe that public access to the waterfront is limited and should be expanded in strategic areas to allow everyone the opportunity to enjoy this natural amenity. An increase in the use of alternative vehicles is anticipated and charging/refueling stations are envisioned in parking garages and other key locations throughout Newport News.

## ISSUES AND OPPORTUNITIES

- Improved public access is needed to open space and recreational areas including Newport News Park.
- Public access to the waterfront is needed throughout the city.
- Light rail or BRT is needed along the CSX line with feeders to neighborhoods and activity centers throughout the city.
- Transportation options should target various age groups including youth and young military members, many of whom do not have access to privately owned vehicles.
- Bike lanes and routes are needed throughout the city and in key areas such as Newport News Park to improve connectivity and safety.
- A bicycle master plan is needed.
- The airport use is expanded and becomes the center of an aerotropolis node.
- Parking garages and charging stations are located citywide.
- Rail infrastructure in the downtown is used for emergency evacuations of citizens in the southern district.
- Public transportation is also provided using the waterways in the form of ferries and water taxis.
- All bus stops are safe and provide shelter.
- Lack of curbs and gutters citywide should be addressed before sidewalks are widened.
- Transportation and land use planning need to occur simultaneously – transit-oriented development should support new transit lines and existing stops.

## A HEALTHY COMMUNITY (A HEALTHY AND SAFE CITY)

There is a vision for a well-connected city that features walkable urban pockets and great services in the form of activity centers in all neighborhoods. Numerous citizens expressed concern with crime and youth violence. Some citizens perceive local schools to be of poor quality and low performing, while others expressed concern with the perception that schools are of poor quality when in fact they appear to perform well.

## ISSUES AND OPPORTUNITIES

- More green space and parks are needed throughout the city.
- Small neighborhood parks are needed throughout the city.
- Build upon cultural development programs at Pearl Bailey, Downing-Gross and Doris Miller to increase growth of youth.
- Create walkable waterfronts and provide public access and parking to allow for water activities including kayaking and fishing.
- The city lacks sufficient multi-purpose athletic fields.
- Satellite libraries with computer labs are provided citywide to support online education opportunities.
- Crime is spreading, e.g., to the central business district and to Eastwood/Young's Mill neighborhoods.
- There is a lack of supervised youth activities in various areas of the city.
- Many community amenities are aging and require investment.
- Improve access to libraries citywide, including areas not currently served such as Lee Hall.

## RESPECTING OUR HERITAGE (A CITY THAT RESPECTS ITS UNIQUENESS)

There are numerous recommendations to show a greater appreciation for the city's history and cultural resources by preserving and promoting remaining historic buildings, sites, and neighborhoods. Many stakeholders recommended opportunities to enhance tourism by investing in existing facilities, creating greater connections between established facilities, and promoting the city's historic features.

### ISSUES AND OPPORTUNITIES

- Downtown is revitalized. Investments include green space and parking garages to eliminate most of the surface parking lots.
- Celebrate and promote the city's history with ship building and the military in the downtown area.
- The restored Lee Hall Train Station becomes the city's welcome center.
- The USS United States (or other similar historic ship) is anchored off Christopher Newport Park and becomes a draw to downtown and the waterfront.
- The restored Greek Orthodox Church becomes the Newport News Museum and Visitors Center.
- Preserve and reuse older/historic buildings to maintain neighborhood character.
- Preserve Warwicktown archeological site and promote historic presentations similar to Jamestown and Williamsburg.
- Respect the history of key areas of the city and incorporate preservation of these areas into any plans for future development.
- Historic preservation becomes an economic driver.

## GOOD PLACES, NEW SPACES (A CITY THAT BALANCES GOOD PLACES AND NEW SPACES)

Newport News of the future preserves and celebrates its history and historic neighborhoods; recognizes and promotes the unique character and diversity of its neighborhoods; supports a revived downtown; provides services and work opportunities in walkable neighborhoods; provides connections to major employment centers, entertainment, and shopping via light rail and/or BRT; and provides both formal and informal gathering places to encourage social activity and interaction. Newport News of the future has a high quality of life and is recognized for this value regionally and nationally. Corridors are beautified through façade improvements, improved design, and enhanced landscaping. Complete streets provide safe and alternative modes of transportation.

### ISSUES AND OPPORTUNITIES

- Relocate or close City Farm and develop the waterfront area, providing public access and entertainment venues.
- Relocate or close City Farm and develop housing, entertainment, and waterfront access.
- Provide public access to the waterfront throughout the city.
- Every neighborhood has an activity center that provides general services and recreational opportunities.
- Oriana Road shopping center is redeveloped as a high-density, mixed use activity center.
- Leverage the waterfront in the Southeast Community to draw new investment and revitalization.



- The Superblock and Christopher Newport Park are redeveloped to provide waterfront access, connections to the Southeast Community along 28th Street, restaurants, an outdoor entertainment venue, and access to the USS United States or another similar historic ship.
- Convert vacant public facilities to provide additional services and commercial opportunities, e.g., convert the old Hilton Fire Station into a coffeehouse.
- Improved wayfinding and branding draws people to the downtown.
- Reinvest in older commercial areas like Hilton Village.
- Create walking/biking connections between schools and nearby neighborhoods, e.g., between Menchville High and the Riverfront Planning Area across Deep Creek.
- Complete streets (major corridors) include landscaping and façade improvements to beautify these multi-modal areas.
- The Newport News Transportation Center is supported by mixed-use development, walking and biking trails, and safe connections to higher density areas nearby.
- There is a lack of commercial development and investment along the Warwick Boulevard corridor from Denbigh Boulevard north and along the Jefferson Avenue corridor from Mercury Boulevard south.
- Downtown is underutilized. Consider port and industrial expansion and provide millennial housing and amenities.
- City government should be located in the geographic center of the city to better serve all districts.
- Visitor welcome centers and rest areas are established at the north and south ends of Newport News to capture what often is pass-through traffic.



## WHAT WE HEARD—PART II

### A Report to the Citizen Advisory Committee

#### OVERVIEW

This report summarizes citizen input gathered through quality of life questionnaires, comment cards, other written communications, various focus groups, roundtables, and interviews between November 1, 2014 and May 8, 2015 in support of the comprehensive planning process. Input has been grouped by common, overarching themes. This report does not list every comment received, rather presents the overarching concerns and recommendations as provided by citizens. Many comments are summarized rather than included verbatim as numerous comments were expressed by multiple stakeholders in slightly different ways. Some issues, opportunities and recommendations may be presented under more than one theme. This recognizes that key topics – housing, transportation, economic development, education, services, etc. – are not standalone elements of the comprehensive plan, rather are an intricately linked system of topics that must be addressed as a whole to ensure a healthy, economically viable, and sustainable city tomorrow. Detailed recommendations related to specific sites or activities will be considered as alternatives when future land uses are explored and the implementation matrix is developed. Responses are not ranked, unless otherwise noted.

This is the second of two reports summarizing citizen input for the comprehensive plan update. The first report captured input between June 2013 and October 30, 2014.

#### WHAT WE DID

##### FOCUS GROUPS

The purpose of holding focus groups in the comprehensive planning process is to bring together small gatherings of stakeholders with a common interest – whether geographic, economic, environmental, historic, cultural, etc. – to gain more detailed insight on a specific topic. During the period covered by this report, 13 focus groups were conducted. This brought the total to 15 focus groups conducted as part of the data collection and analysis phase of the comprehensive planning process. Focus groups covered in this report:

- Christopher Newport University (CNU) students from the Center for Community Engagement
- Mayor's Youth Commission
- Greater Peninsula NOW
- Southeast Community
- Newport News Redevelopment and Housing Authority
- Newport News Shipbuilding (Huntington Ingalls Industries)
- Newport News Rotary Club
- Virginia Peninsula Chamber of Commerce
- Hampton Roads Association for Commercial Real Estate
- Peninsula Bicycling Association
- Saint Leo University
- Newport News Public Schools (NNPS)
- Fort Eustis

## ROUNDTABLES AND INTERVIEWS

The planning team conducted roundtables and interviews with an additional 15 stakeholders including various city departments, Newport News Sheriff's Office, Newport News Waterworks, and Newport News/Williamsburg International Airport (NNWIA). The team also met with planning staff from James City County, York County and Hampton, and conducted telephonic meetings with Suffolk and Isle of Wight County.

## SUMMARY OF STAKEHOLDER INPUT

### GENERAL

Newport News is a great place to raise a family according to many stakeholders, but lacks a viable social scene for 25 to 35 year olds. Some stakeholders see City Center as having potential to draw more interest when it is built out, but perceive the area as lacking energy for now. Younger students stressed a strong desire for a more family-friendly city, as opposed to a business-friendly city. Millennials emphasized the need for diversity—in demographics, activities, food options, education, and employment. There is a strong desire to see a revitalized downtown, with increased density and a mix of uses. Many recognize that it is unlikely that it will once again be a traditional downtown, but see the opportunity for this area to take on a different—yet well defined—role and be successful.

While Newport News is not a 24-hour city, some stakeholders see the need to recognize that non-traditional work schedules have increased and some services—such as bus and child care services—need to offer more flexible hours to meet the needs of our citizens.

Newport News lacks a “sense of place.” Many stakeholders expressed the need for a consistent city brand and more collaboration between local government and major organizations to market all

the positive aspects of Newport News. Some stakeholders feel that Newport News needs to be a stronger regional player and help set the long-range vision for Hampton Roads, especially since the city is the geographic center of the region. Many stakeholders believe that no one locality can offer all the desired services and amenities that larger cities throughout the United States can. Thus, collaboration and marketing as a region is critical to long-term economic vitality and sustained quality of life in Hampton Roads.

There are strong connections between Newport News and nearby communities, especially on the Peninsula. Some stakeholders live in other communities and work and shop in Newport News, while others live in Newport News and commute outside the city to work. Therefore, opportunities to enhance land use and services near locality boundaries and improve the transportation system across city limits will benefit the region.

Some stakeholders believe that the media creates or perpetuates a negative image of Newport News. The media seems to always highlight the “bad”—we need to do a better job of marketing the “good.”

## ISSUES AND OPPORTUNITIES

- Newport News provides active, affordable options for entertainment that draw multigenerational interest.
- Localities will work together to create the image/brand for Hampton Roads that will draw unique schools and employers to the area.
- Newport News must tell its story; market the “good.”
- Neighborhoods lack identities and would benefit from signs to distinguish them from each other.

## A PROSPEROUS AND RESILIENT CITY

Our economic strengths are in research and development (R&D), advanced manufacturing, traditional manufacturing, and food processing and distribution. We will continue to grow in these areas, but may also see high growth in the aerospace and aviation industry, including material sciences. Some stakeholders want to see more professional and fewer retail jobs, especially in the science and technical fields. We continue to celebrate our national reputation as a shipbuilding community and promote Jefferson Lab to draw new science and technology businesses to Newport News.

Tourism, a regional draw that peaked in 2007, has been slow to rebound throughout Hampton Roads. To increase tourism generated revenue, our marketing strategy could draw on the fact that Newport News is the center of Hampton Roads and all other destination points are easily accessible from here. The interstates are assets that can lead to greater investment and prosperity.

There is a disconnect between some stakeholders' perception of the public school system and the actual performance of our schools based on statistics. For the past 5 years, NNPS has focused on ensuring all students graduate college, career, and citizen-ready. On-time graduation and completion rates continue to go up, the number of dropouts continues to decline, and the Instructional STEM (Science, Technology, Engineering and Mathematics) program continues to grow. There is an increasing focus on post-secondary education as employers place a higher premium than ever on educated workers and the number of "middle skills jobs" continues to increase. Some stakeholders believe more apprenticeship and internship programs are needed, both at the high school and college level. Some employers see the need for more trade programs.

CNU students identify diversity and professional mobility as key factors when evaluating employment opportunities.

Jurisdictions across the country are focusing on disaster planning and leveraging their resources to achieve healthier and more resilient communities. Newport News' Emergency Management has a comprehensive emergency operations plan in place to manage responses and coordinate damage assessment and recovery after a disaster. While the plan allows emergency personnel to respond to typical events, there is concern that a major event would be challenging to respond to especially in terms of accessing vulnerable areas of the city and providing temporary housing to displaced citizens. The Emergency Operations Center (EOC) is a secure facility from which responses are coordinated during emergency situations. Long-term, a consolidated EOC/911 call center would improve emergency planning and response activities by relocating the center to higher ground and constructing a hardened facility to withstand a Category 2 or greater hurricane.

## ISSUES AND OPPORTUNITIES

- Retaining industrial land— especially for manufacturing— may be a challenge. This land is critical to support expanding and new businesses.
- The Air Commerce Park provides opportunity for growth in production services.
- The Seafood Industrial Park is a major asset.
- Industrial and commercial opportunities are expanded in the Southeast Community. Targeted areas include Jefferson Avenue, Chestnut Avenue, and the west side of Jefferson Avenue between 14th and 22nd streets.



- Employers in Newport News and throughout Hampton Roads reach out to students early to promote job and career opportunities.
- More workforce training centers are established to meet the needs of area employers.
- Every job will require some level of post-secondary education.
- Development in flood prone areas is discouraged.

## A SUSTAINABLE CITY

Newport News has gone “green,” in an ongoing effort to save energy, prevent pollution, and take the practical actions needed to facilitate environmentally sustainable government policies and practices and make our community viable for future generations.

Overall, the Newport News water utility is in good shape. There is sufficient capacity to meet the needs of Waterworks’ customers for the foreseeable future, and water treatment capability is more than adequate to absorb projected growth. The watershed is well protected and parks/open space needs are balanced with water quality management measures. There is a backlog of water distribution system projects to replace aging components. Needed improvements are being studied and will be programmed through capital improvement planning. The Virginia Department of Environmental Quality is requiring individual groundwater withdrawal permit reductions to alleviate impacts on the state’s aquifers. Withdrawal rights reduction will affect some Hampton Roads localities as they will not be able to meet their current water needs. While groundwater withdrawals add a safeguard to our water system for times of drought, Newport News Waterworks can meet customer needs during severe drought conditions using the existing surface water supplies and

some level of voluntary and incentivized reductions by customers. The proposed reduction— or even elimination of groundwater withdrawal—for Newport News would affect maintenance of the Lee Hall treatment facility, which requires a minimal amount of groundwater to operate. Newport News Waterworks is participating in the regional effort to establish a groundwater advisory committee and delay decreases in permitted groundwater withdrawals to allow the region to study ways to meet water needs without the reductions.

Virginia adopted new stormwater regulations that went into effect in July 1, 2014. As a result, the city amended its stormwater and Chesapeake Bay Preservation regulations to be in compliance with the state’s requirements. Stricter regulations affect how properties are developed and redeveloped.

Although Newport News will not be as impacted by sea level rise as other localities in Hampton Roads, we do have areas that experience recurrent flooding. The city will need to look at modeling and reporting to understand how critical infrastructure along the waterfront may be impacted and determine whether revisions to existing policy are needed. A first step in addressing recurrent flooding in low lying areas was to update the Floodplain Development Regulations to meet new Federal Emergency Management Agency requirements.

The city continues to repair and replace the wastewater collection system in the ongoing effort to eliminate groundwater and stormwater infiltration and reduce sanitary sewer overflows. Education on and enforcement of the fats, oils and grease (FOG) ordinance has resulted in reduced frequency of stoppages and overflows, thereby decreasing preventive maintenance costs for the city. Continued education and outreach will further reduce the amount of FOG being poured down drains.

Illegal dumping continues in some areas of the city, affecting safety, property values, and quality of life. It is also an economic burden on the city, which is responsible for cleanup.

Some stakeholders recommend adaptive reuse of vacant and underutilized properties throughout the city instead of clearing the few remaining green sites for new shopping centers.

After several years of being designated as a marginal non-attainment area for ozone, Hampton Roads meets air quality standards and continues to experience a steady decline in the number of annual high-ozone days. Efforts to further improve air quality around the Commonwealth may place an even greater emphasis on complying with standards in the coming years.

## ISSUES AND OPPORTUNITIES

- An energy use policy will promote and encourage energy efficiency and associated cost savings.
- An integrated natural resources management plan will inventory our natural resources and establish management goals to protect those resources long term.
- Flood control in the Southeast Community is a priority.
- The James River is a critical natural resource that is well protected.
- The city works closely with James City and New Kent counties to establish sufficient protective buffers and land use controls within the watersheds of Skiffe's Creek and the Little Creek and Diascund reservoirs.
- Newport News is a leader in the regional effort to study groundwater withdrawals in the area and identify measures to meet water requirements without reducing withdrawal rights.
- Continued FOG education and enforcement further reduces sewer system overflows, thereby reducing penalties and impacts on the environment and our health.

## AN ACCESSIBLE CITY

There is a prevailing feeling that light rail or similar transit option is needed to reduce the number of vehicles on the road and provide reliable transportation for those that do not have access to cars, including soldiers and sailors stationed at Fort Eustis and Naval Weapons Station Yorktown. Bicycle paths are desirable, especially to connect neighborhoods and schools. Students hope to see more pedestrian-friendly school zones. Traffic safety is a concern for some stakeholders, who expressed a desire for more traffic calming measures throughout the city to protect both cyclists and pedestrians. Most stakeholders support transit alternatives to connect Newport News to other Peninsula localities and to Richmond and Washington, D.C. A multi-modal transportation system is seen as vital to the long-term viability of Newport News and Hampton Roads.

Some stakeholders question the viability of the NNWIA, and suggested a regional mega-airport to replace the three located between Norfolk and Richmond. This may provide better flying options for the region's residents and businesses, and provide opportunities to redevelop the three small airports. The NNWIA, however, has a master plan that adds a third runway to provide simultaneous approach capability, which neither of the other two airports can do. Further, the master plan includes an economic strategy that capitalizes on opportunities in the R&D and technology sectors to expand the reach of these sectors by helping to transfer technology to the market. The master plan also recommends realignment of Brick Kiln Boulevard, improved circulation on McManus Boulevard, and connecting Siemens

Way to Turnberry Boulevard. These transportation improvements will improve traffic flow, eliminate cut-through traffic, and provide enhanced economic development opportunities at the airport and surrounding area.

Safe, affordable housing in stable neighborhoods continues to be a challenge in several areas of Newport News. The number of property maintenance calls to Codes Compliance continues to increase. These calls generally report poor housing conditions and complaints of blight on commercial and residential buildings and properties. The number of persons occupying a dwelling unit and illegally converted boarding houses are also challenges for the city. The list of dilapidated buildings targeted for demolition continues to grow.

Homelessness remains an issue for both the city and the Peninsula, as the most recent point-in-time count shows. Funding and locations for services to address this segment of our population remain difficult to obtain. Some stakeholders recommend reduced density in public housing complexes, instead hoping to see more compact, mixed density developments spread throughout the city rather than concentrated in one area.

There is an opportunity to look at affordable housing across the region to ensure that each locality is providing its fair share. A housing study should be conducted to analyze the housing distribution of workforce and affordable housing locally and regionally.

### ISSUES AND OPPORTUNITIES

- Additional connectors between Warwick Boulevard and Jefferson Avenue are constructed to improve traffic flow citywide.
- Public transportation is cleaner and safer, and headways are increased to enhance service to employment and activity centers.
- Sidewalks are constructed in neighborhoods and around schools and community centers to promote walking and ensure more pedestrian-friendly school zones.
- NNWIA has a healthy future with an expanded aviation school and training.
- Alternative types of housing are provided, including duplexes, condominiums, and family-oriented (child friendly housing) complexes.
- A rental inspection program will help protect vulnerable tenants, preserve safe and healthy rental housing, reduce blight, and increase neighborhood property values.
- Affordable housing solutions and a day center alleviate homelessness in Newport News.
- New residential developments include a mix of incomes to provide a better balance of affordable housing throughout the city.
- City Center is fully developed, providing a greater mix of uses and high-end housing.
- Higher-density development is needed to support job growth in key areas.

## A HEALTHY AND SAFE CITY

Crime is a shared concern, with stakeholders identifying numerous areas around the city that are believed to have increased criminal activity. Some stakeholders see the need for more police stations; others believe there are too many. Some stakeholders recommend the institution of an improved neighborhood watch program that trains residents on how to rebuild neighborhood pride and values. Overall, the number of reported crimes in Newport News actually dropped between 2004 and 2013. But, youth and gang violence prevention continues to be a focus for the Police Department and city. Programs for youth leadership and employment training enrichment continue to grow. A more focused approach, however, is needed to engage youth and discourage them from violence and crime.

There are facility needs for the Police Department, including a new Central Precinct. The former Rite Aid store is too small to support assigned staff and functions. The precinct lacks designated work space and there is no room to properly store temporary evidence or to issue equipment at shift change. Further, the parking lot is unsecured and police vehicles continue to be vandalized. A new library in the North District should include a collocated North Precinct to replace the undersized and outdated facility on DeShazor Drive. Ideally, a new North Precinct will include a training facility with a computer lab, multi-purpose room, conference rooms, and a library.

Aging infrastructure is a challenge for the Sheriff's Office. Although the jail has been renovated several times, it was designed to old standards, which makes it difficult to comply with current regulations. The jail does not function as it should, and it was never designed to house inmates on all seven floors. A new facility should be planned for downtown, generally in the same area it is located in today.

As more development occurs along the arterials, traffic becomes a greater challenge for the Fire Department as response times are affected. Age, condition and location of Fire Department facilities are concerns. Two stations are almost 60 years old and will need to be replaced. Several other facilities are more than 30 years old. Station 11 is a temporary facility at the airport. A new station should be constructed along Turnberry Boulevard. Fire operations (Fire Marshall, administration, and logistics) are split between several facilities across the city and should be located in one. The department has outgrown the capacity of the Training Center, which lacks an auditorium.

NNPS facilities are old and aging; the need to renovate and replace continues to grow. In the past, the schools added trailers to meet capacity needs. These trailers are also aging, and should be phased out.

Non-profit and faith-based organizations are community assets that improve quality of life for many residents. There needs to be a more deliberate effort to coordinate between the various assets to improve our neighborhoods.

There are growing health concerns in the community, and more health education and services are desired. As our population continues to age, health care and adult protective services requirements increase. The community is in need of more farmers' markets and community gardens to provide all citizens access to fresh and healthy food. There is a need to increase the capacity of quality child care providers.

Parks are a good thing, regardless of size. More green space is desirable, especially in areas that are underserved. Newport News remains strong in regional parkland, but deficient in neighborhood and community parkland and athletic and recreational facilities. Increased public access to the waterfront is still a priority for most



stakeholders. More off-street multi-use trails are desirable. Sufficient resources to properly maintain park, athletic and recreation facilities remain a challenge.

Libraries will remain relevant in the future, serving a range of needs. Libraries are public spaces that are neutral and positive; they create a sense of place and add to the quality of life of an area. Next generation libraries are designed as flexible spaces that can support a variety of activities and on-demand space (known as makerspace). New libraries will be located along transit lines within activity areas. Renovation of Grissom and Pearl Bailey libraries remain a priority for the Newport News Public Library System.

### ISSUES AND OPPORTUNITIES

- Strong relationships and open communication are established between neighborhoods and police officers.
- Future mixed-use and higher density development is designed to ensure that Fire Department resources can effectively respond to emergencies.
- Human Services will continue to automate, thereby streamlining processes and reducing both footprint and costs. Collocation of services—a one-stop shop—that serve similar clientele will improve outreach, education and overall effectiveness of programs and services.
- Prevention programs provide residents with the tools to succeed, increasing overall health, economic viability, and self-sufficiency of the community.
- Food deserts are a thing of the past. Healthful food options are available citywide and there is strong support for the garden to table movement.

- The Noland Trail is a model that is replicated in other areas of Newport News.
- Collocating various city services within neighborhoods will improve customer service.
- Libraries are improved and expanded to offer more services and activities for the community, and help create a sense of place in neighborhoods.

## A CITY THAT RESPECTS ITS UNIQUENESS

Tourism has declined. Many stakeholders stress the need to protect and enhance the city's uniqueness—those characteristics that make Newport News different, unusual, and unique and make people both want to live here and visit.

### ISSUES AND OPPORTUNITIES

- We recognize and celebrate our history and culture.
- Development and property improvements are completed in a way that recognizes property owners' rights while improving neighborhood value and quality of life.
- Art districts—like SoHo and Ghent—encourage diversity, innovation, and are appealing to all generations.
- New historic districts preserve the unique character of our oldest neighborhoods.

## A CITY THAT BALANCES GOOD PLACES AND NEW SPACES

Newport News has three distinct activity areas—north, central and south—each with a different character. We need to recognize and enhance those differences to make each area successful and draw for a mix of demographics. The neighborhoods south of Mercury Boulevard require special attention. Some stakeholders hope to see new housing developments for both seniors and families in this area, with others identify the need for new recreation/youth/sports facilities and job opportunities.

Many stakeholders hope to see vacant and deteriorating commercial centers revitalized and/or redeveloped instead of developing new commercial centers on the city's few remaining green sites. This approach will help eliminate blight in older neighborhoods, allow for the productive reuse of commercial centers, and reserve green sites for future development or preservation actions. A shared choice for revitalization and redevelopment is downtown Newport News.

Many stakeholders see opportunity in the historic downtown. But, the city will need to create interest to bring people to the area. One attraction should be the waterfront, the other is the shipyard. Workforce housing is needed near the shipyard and should provide opportunities at various price points. Note that only 27 percent of shipyard employees live in Newport News.

Aesthetics are a priority for many stakeholders who believe overall community character has been impacted by developments that detract from their surroundings rather than enhancing them. There is a feeling that Newport News lacks a “sense of place” and does not put a high enough value on aesthetics and visual resources. In addition to creating a “sense of place” and improving overall community

character, new developments—regardless of size—should incorporate Crime Prevention Through Environmental Design strategies to reduce the potential for crime.

### ISSUES AND OPPORTUNITIES

- The Warwick Courthouse area is redeveloped to create an activity center including a new library and teen center.
- The Southeast Community has a viable central business district and an active waterfront that includes entertainment and food options.
- Efforts to revitalize downtown, the Southeast Community, and Huntington Heights include aesthetic improvements to the public realm.
- Efforts to revitalize downtown will require more rooftops—higher density and a choice of housing types.
- Entertainment and dining options are desirable along the waterfront.
- Christopher Newport Park and Victory Landing are recognized assets and enhanced to draw more people to downtown.









