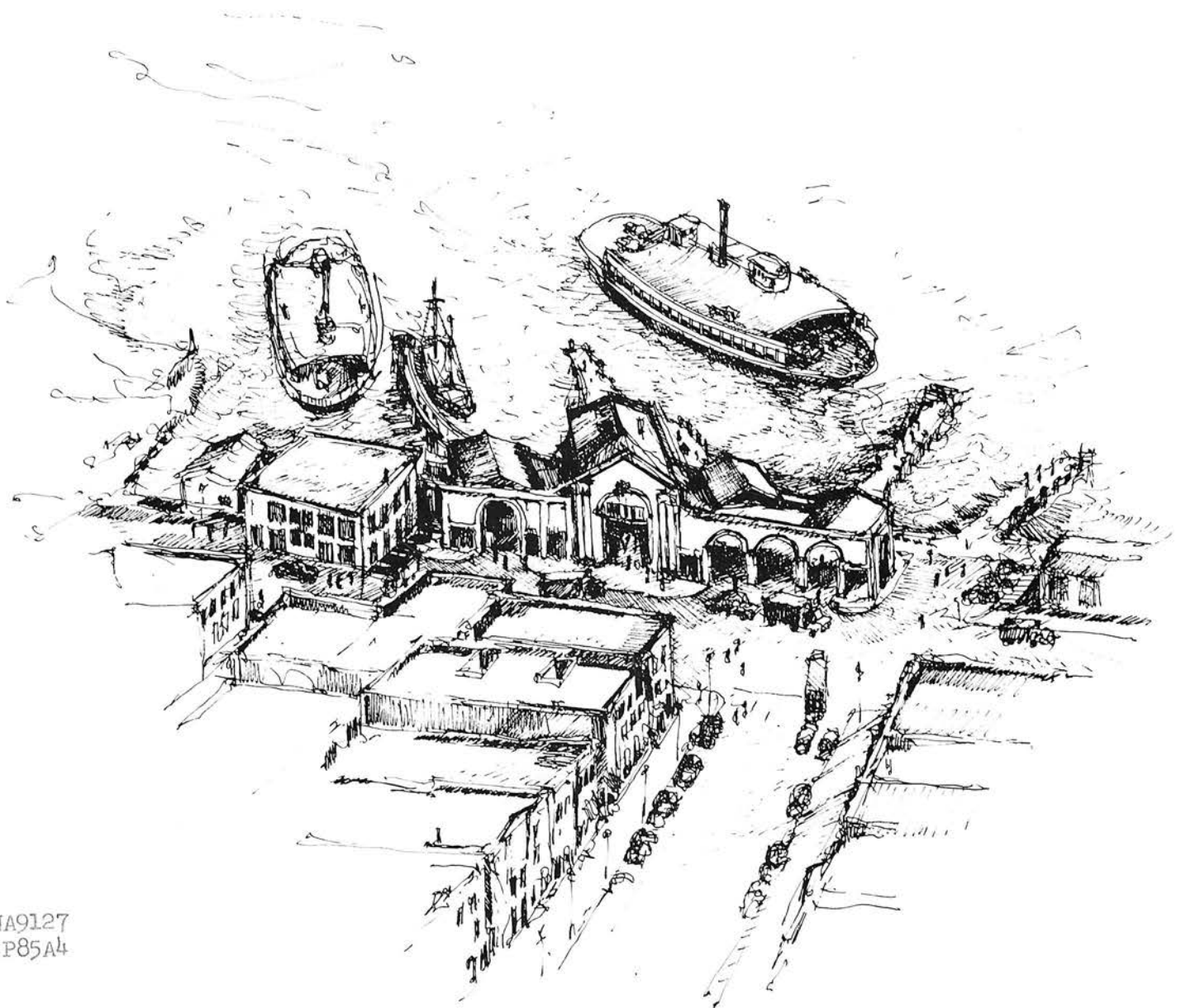


Portsmouth

REGIONAL URBAN DESIGN ASSISTANCE TEAM
JUNE 1977



NA9127
.P85A4

I INTRODUCTION

Portsmouth and its neighboring cities are part of a ring of urban development centering on the great expanse of the Hampton Roads. The evolution of this metropolitan area is closely linked to its vast harbor and inland waterways. The earliest settlements were on the Peninsula north of Hampton Roads, but the network of navigable waterways drew settlers southward. Portsmouth was established along the Elizabeth River in 1752. Like the English city for which it was named, it became a maritime center, trading point, and link to other settlements around the Harbor.

Growing use of the waterways for trade and transport led to the development of shipbuilding and repair activities near the original Portsmouth settlement. This traditional activity, the emergence of major naval establishments in the area, and the varying fortunes of the Hampton Roads port complex have shaped the pattern of growth in Portsmouth. Maritime-related activities continue to play a vital role in the economic life of the city. The Norfolk Naval Shipyard, other Navy and Coast Guard facilities occupy a large portion of Portsmouth's land area. The federal government is a major area employer.

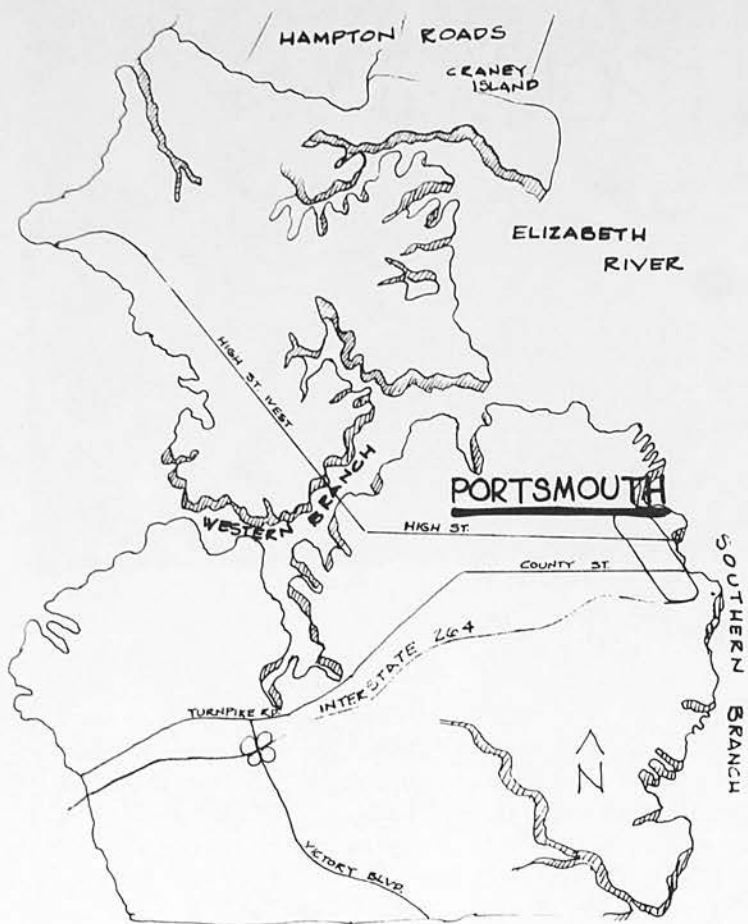
This history and maritime focus of the city are reflected in our study area, which includes much of the Elizabeth River waterfront between the Naval Shipyard and the Naval Hospital complex. The original "Four Corners" at Court and High Streets, dedicated to public uses in 1752, is still the focus of a wide array of churches, businesses, civic activities, and homes. However, the intense activity of a working waterfront has diminished as transportation and economic patterns shifted. Portsmouth today is a city of 107,000, part of a metropolitan area of 780,000 with links to an even greater metropolitan region.

The future of the Portsmouth central area, the relationships among its constituent elements--homes, businesses, churches, offices, and public spaces--and the effects of change on persons living and working there warrant public concern. We hope to assist the people of Portsmouth in their review.

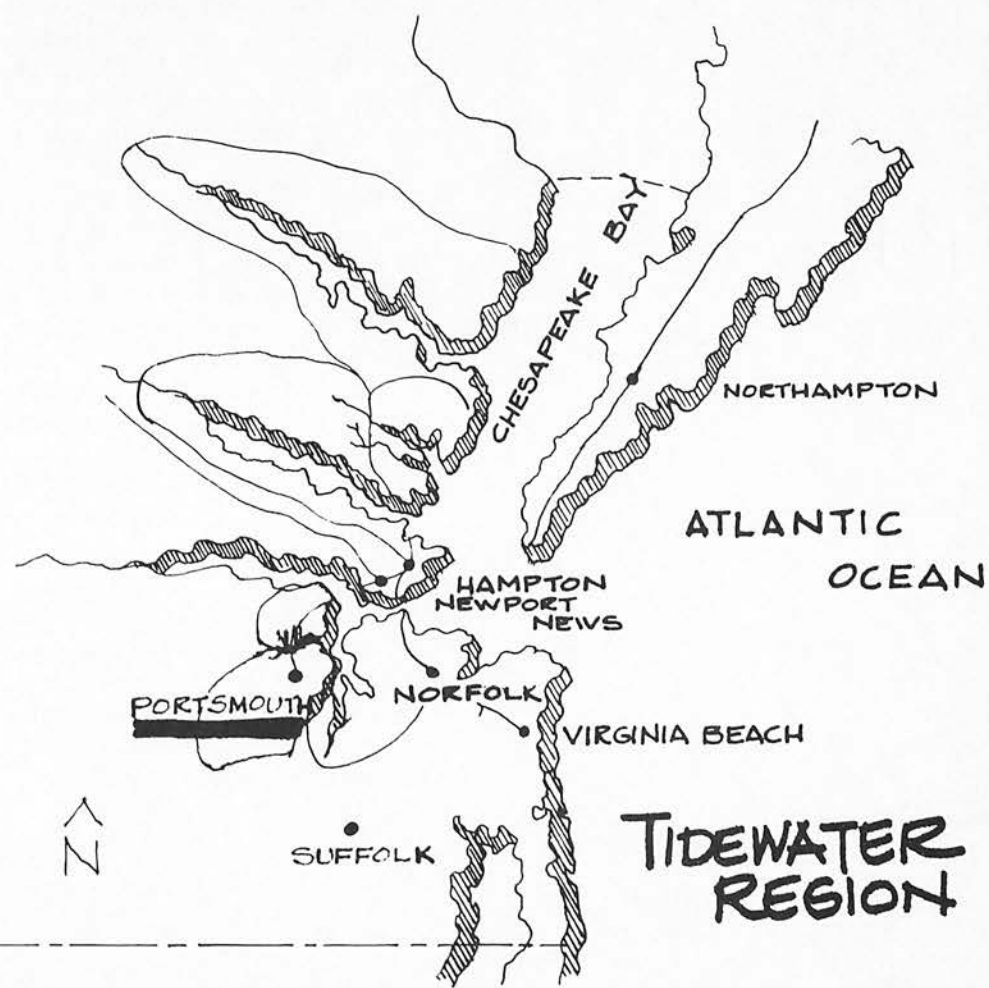
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ATLANTIC REGION



TIDEWATER REGION

Our Approach

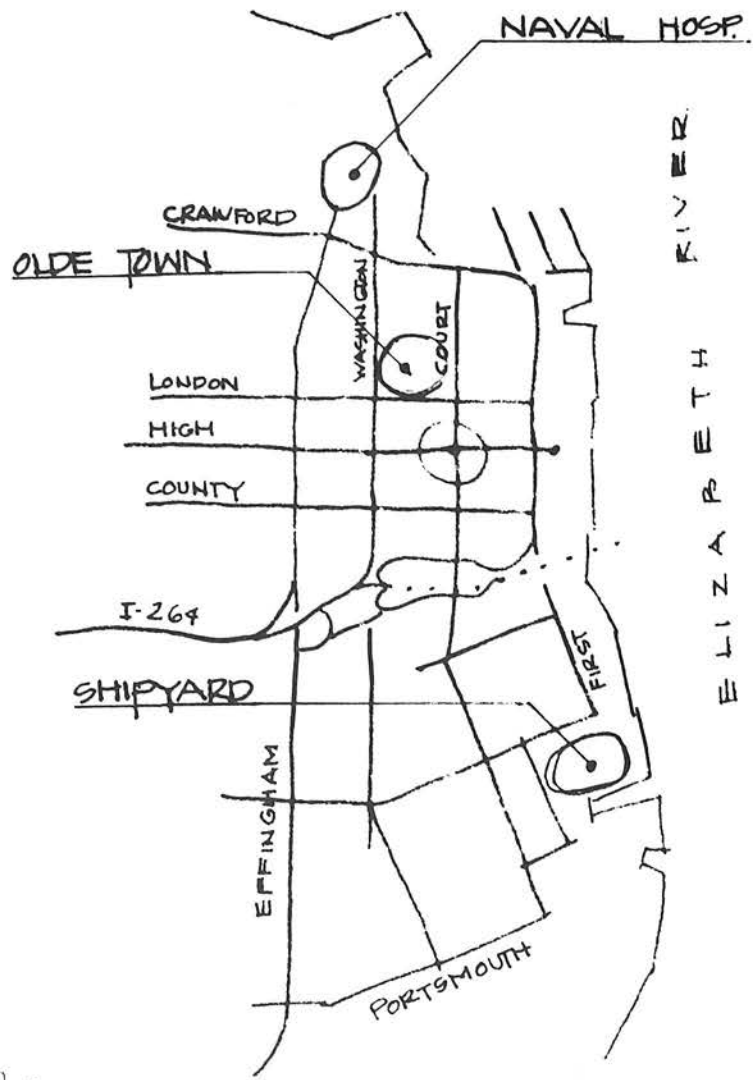
We were invited to review the City of Portsmouth's plans for the area bounded by the river, I-264, and Effingham Street and to offer suggestions for dealing with the area's problems.

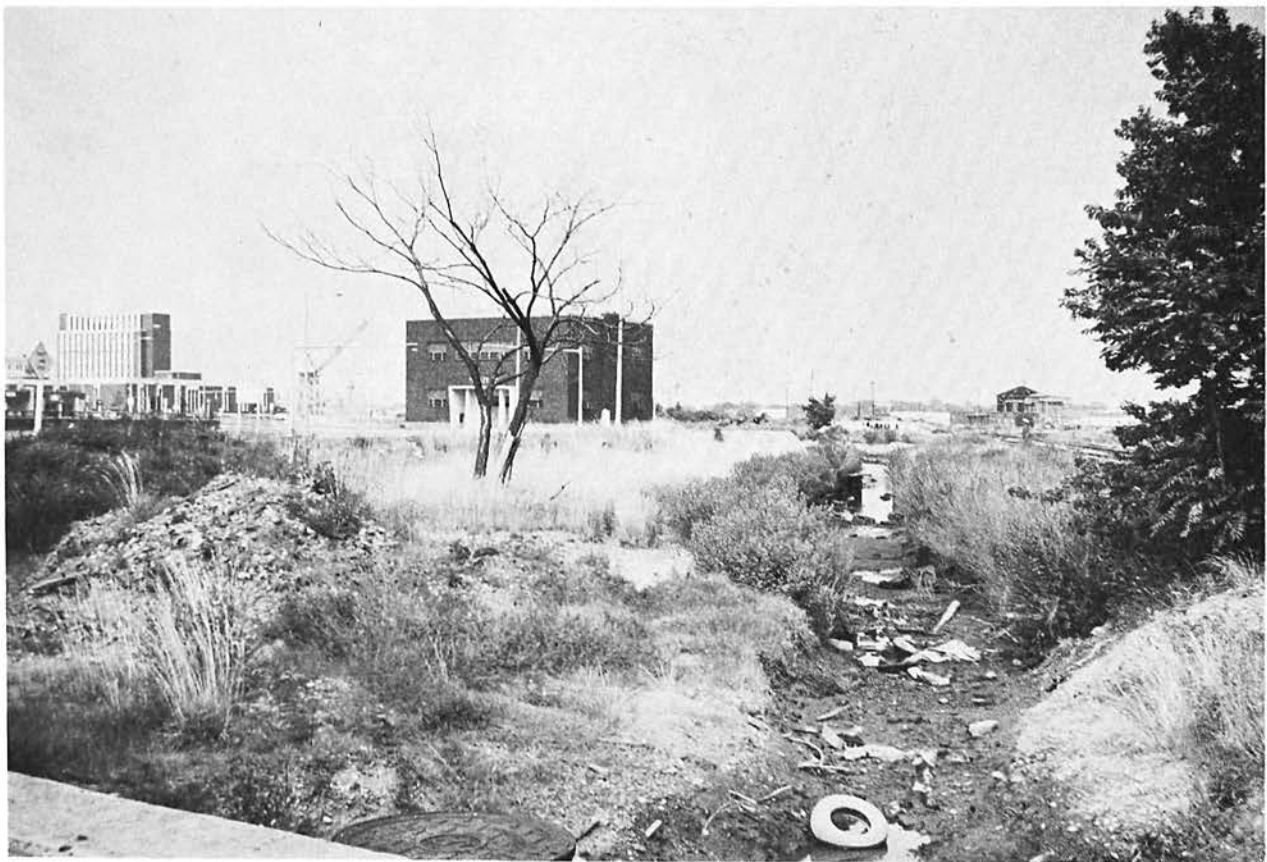
Four days of intensive work, assisted by students from the Hampton Institute School of Architecture and Old Dominion University, local officials, and private citizens lie behind our proposals. Despite the brief study period, we believe these proposals are sound and, as further debated and refined, can assist the citizens of Portsmouth to make their city a more pleasant and productive place.

We appreciate the chance to be of service.

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2 PROBLEMS

Through public meetings, interviews, special analyses, and reviews of available data, we identified several needs, opportunities, and limitations. Taken together, these constitute the problem.

THE COMMUNITY AND REGIONAL ENVIRONMENT

1. PORTSMOUTH ENJOYS A STABLE ECONOMY IN A GROWING REGION, BUT LIMITED LAND AVAILABLE WITHIN ITS BOUNDARIES WILL RESTRICT FUTURE POPULATION GROWTH.

Portsmouth is a central city. Its population has not changed significantly in recent years, and is not expected to grow as rapidly as the metropolitan region. The presence of the Naval Shipyard and other governmental facilities and its favorable location for maritime activities, contributes to a stable economy and a low unemployment rate. Unlike many central cities, however, Portsmouth is an attractive location for many industries; its employment and tax base have growth potential.

2. THE CITY HAS TAKEN POSITIVE ACTION TO MEET ITS HOUSING AND COMMUNITY DEVELOPMENT NEEDS, BUT SUBSTANTIAL NEEDS STILL REMAIN UNMET.

The political leadership and professional staffs of city agencies have produced an impressive program to meet the housing needs of lower income families and the elderly, but the city still has areas of blight and persons in need. According to the City Housing Assistance Plan, more than 7,500 households were in need of housing assistance in 1976.

3. ALTHOUGH PORTSMOUTH IS, FOR THE MOST PART, A PLEASANT PLACE TO LIVE AND WORK, ITS IMAGE SUFFERS FROM PROXIMITY TO LARGER AND NEWER CITIES.

In the case of the Tidewater area, Portsmouth's image suffers from its proximity to Norfolk and the rapidly-growing cities of Virginia Beach and Chesapeake. The city recognizes this problem, which is common in smaller central cities.

4. MUCH EVIDENCE OF THE CITY'S RICH MARITIME HISTORY



HAS BEEN LOST: MORE WILL BE LOST, UNLESS AGGRESSIVE CONSERVATION ACTIONS ARE TAKEN.

The city has many attractive historic buildings; signs of the original scale of Colonel Crawford's plan are still apparent. The Portsmouth waterfront has a potential that would be the envy of cities throughout the country. This potential has only begun to be tapped.

5. FOR A CITY OF ITS SIZE, PORTSMOUTH HAS A HIGH PERCENTAGE OF DEPENDENT POPULATION.

Its tax base is not increasing rapidly enough to maintain desirable service levels. The proportion of elderly persons and lower income families in Portsmouth is the highest of the cities in the Tidewater region. Because it has little room for expansion, the city has had limited opportunity to increase its revenues and jobs to keep up with these demands. Accordingly, the city must aggressively promote economic development and redevelopment to assure its long-term health.

THE TARGET AREA

We were asked to examine the area known as Crawford Crescent, bounded by Effingham Street on the west, the Waterfront on the north and east, and I-264 on the south which is the historical and cultural heart of the city. Its future has been the subject of considerable study, debate, and planning in recent years:

1. THE CRAWFORD CRESCENT CONTAINS MOST OF PORTSMOUTH'S CULTURAL HISTORY, BUT IT ALSO MIRRORS MOST OF THE CITY'S PROBLEMS.

With the exception of Olde Towne, this area is still reeling from events of the last few decades which have diminished its downtown business role. It contributes a disproportionate share of the city's dependent population. Buildings in this area are older than the city average and, with some exceptions, are in a more deteriorated condition. On the other hand, the target area contains a very handsome waterfront, beautiful historic buildings. Olde Towne is enjoying a renaissance as a pleasant place to live.

2. THE CENTRAL AREA IS NOT CENTRAL ANYMORE.

The old downtown will never regain its former



position of pre-eminence in the city. It is neither centrally located nor necessary to serve the general commercial needs of Portsmouth residents. It still serves many vital functions, however, as the center of Portsmouth's governmental and financial activity. These changing conditions open up new opportunities for its future.

3. THE AREA HAS INSUFFICIENT POPULATION TO SUPPORT THE RANGE OF COMMERCIAL, RECREATIONAL, AND SOCIAL SERVICES NEEDED BY ITS RESIDENTS.

The population which this area serves has declined to the point where it is no longer feasible to provide many of the goods and services needed by those who remain. Erosion of services contributes to further loss of population. Nevertheless, many persons and businesses remain; many more could be attracted if appropriate service levels could be restored.

4. THERE IS CONSIDERABLE UNCERTAINTY AMONG PORTSMOUTH RESIDENTS AND BUSINESSMEN ABOUT THE FUTURE OF MUCH OF THE AREA AND VICINITY.

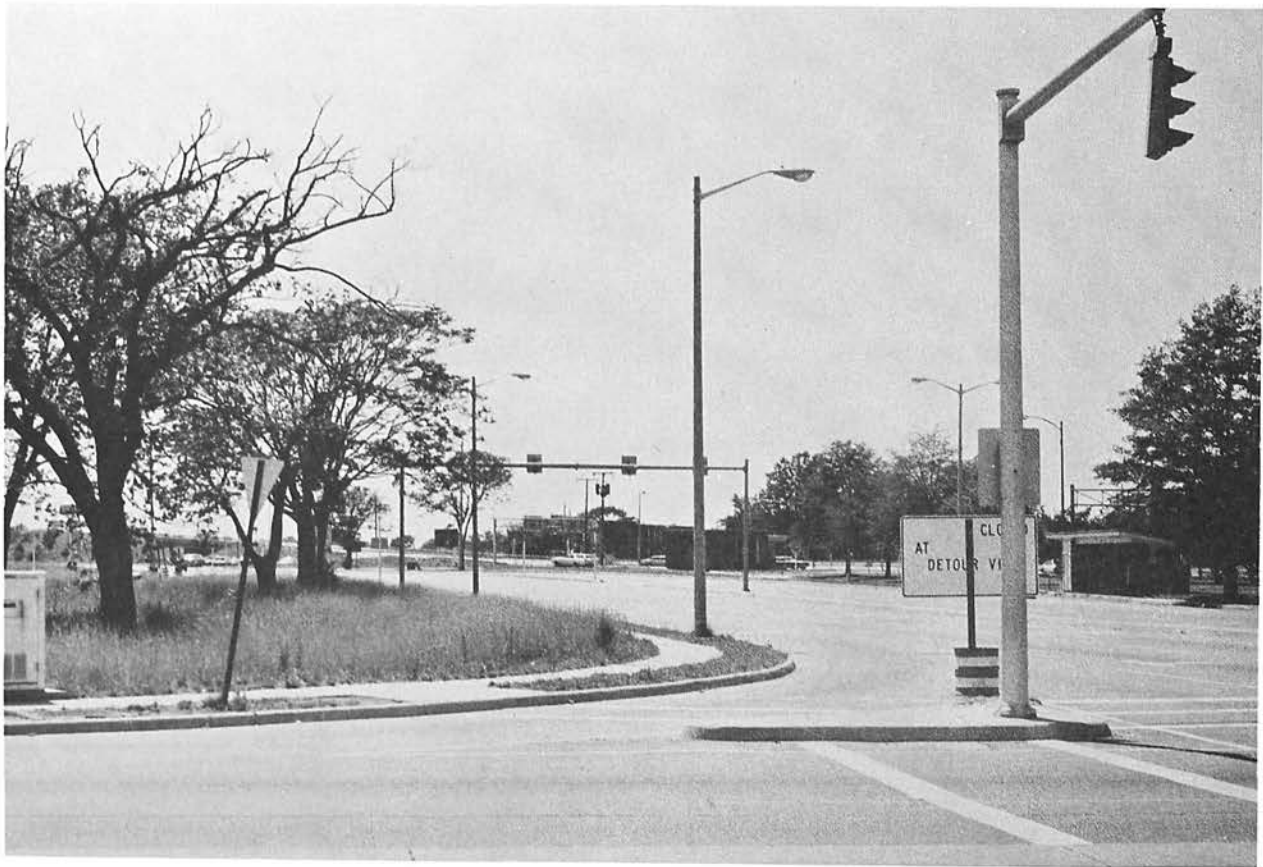
Despite the City government's commitments of substantial resources to such areas as Olde Towne and the Crawford Street Renewal Project, we noted widespread concern as to the future of the remainder of the area. This uncertainty discourages the private commitments which are necessary for community health and stability.

5. THE AREA BENEFITS LITTLE FROM ITS PROXIMITY TO THE CITY'S TWO LARGEST EMPLOYMENT CENTERS.

The Naval Shipyard and Naval Hospital complexes have thousands of employees and visitors daily. Each is within two miles of the target area. Yet few of those users live, shop, or play in the Crawford Crescent.

6. PRIVATE INVESTMENT IN THE TARGET AREA, EXCEPT WHERE ATTRACTED BY PUBLIC FUNDS, HAS BEEN MINIMAL IN RECENT YEARS.

Aggressive work by PRHA, backed by substantial Federal funds, has brought some private investment into certain areas--Olde Towne and Crawford Parkway are examples. Outside these areas, substantial unsubsidized private investment is rare.



7. THE TARGET AREA DOES NOT COMPETE IN THE REGIONAL HOUSING MARKET.

The City's Crawford Harbor Project seeks to correct this; its features are designed to attract persons into the City from outside. However, the area and vicinity is not now a factor in regional housing decisions.

8. DOWNTOWN PARKING POLICY IS AN IRRITANT TO BUSINESSMEN, SHOPPERS, AND RESIDENTS ALIKE.

We were struck by the strong sentiments voiced by persons about the current practices related to parking in the central area.

9. THE AREA IS PERCEIVED AS A HIGH CRIME AREA.

While crime statistics do not bear this out, the citizens perception of crime is a deterrent to greater use of the area.



3 GOALS

We set five broad goals to guide our planning. They reflect our concern for the future of Portsmouth as a whole, as well as the Crawford Crescent area.

1. REINFORCE THE ROLE OF THE STUDY AREA AS THE HISTORICAL AND MARITIME CENTER OF THE CITY.

Portsmouth has a rich history, and the study area has a magnificent waterfront setting. These attractions should be enhanced for the enjoyment of city residents and to benefit the local economy.

2. DEFINE A VIABLE ECONOMIC FUNCTION FOR THE OLD CENTRAL BUSINESS DISTRICT.

No public policy or private action can roll back history; downtown Portsmouth can never regain its status as the commercial hub of the city. This change, however, presents important new opportunities for the city--the central business area can play an important and vital role for Portsmouth citizens.

3. PROMOTE A HEALTHY ECONOMIC AND SOCIAL ENVIRONMENT IN THE TARGET AREA.

The "quality of life" of an area is a complex and subtle blend of physical, social, and economic elements. While most of our proposals will be of a physical design nature, they should be designed to take all these elements into account, and promote a pleasant, secure, and healthy environment--a desirable quality of life.

4. CONSIDER AND REFLECT CURRENT CITY PLANS AFFECTING THE STUDY AREA.

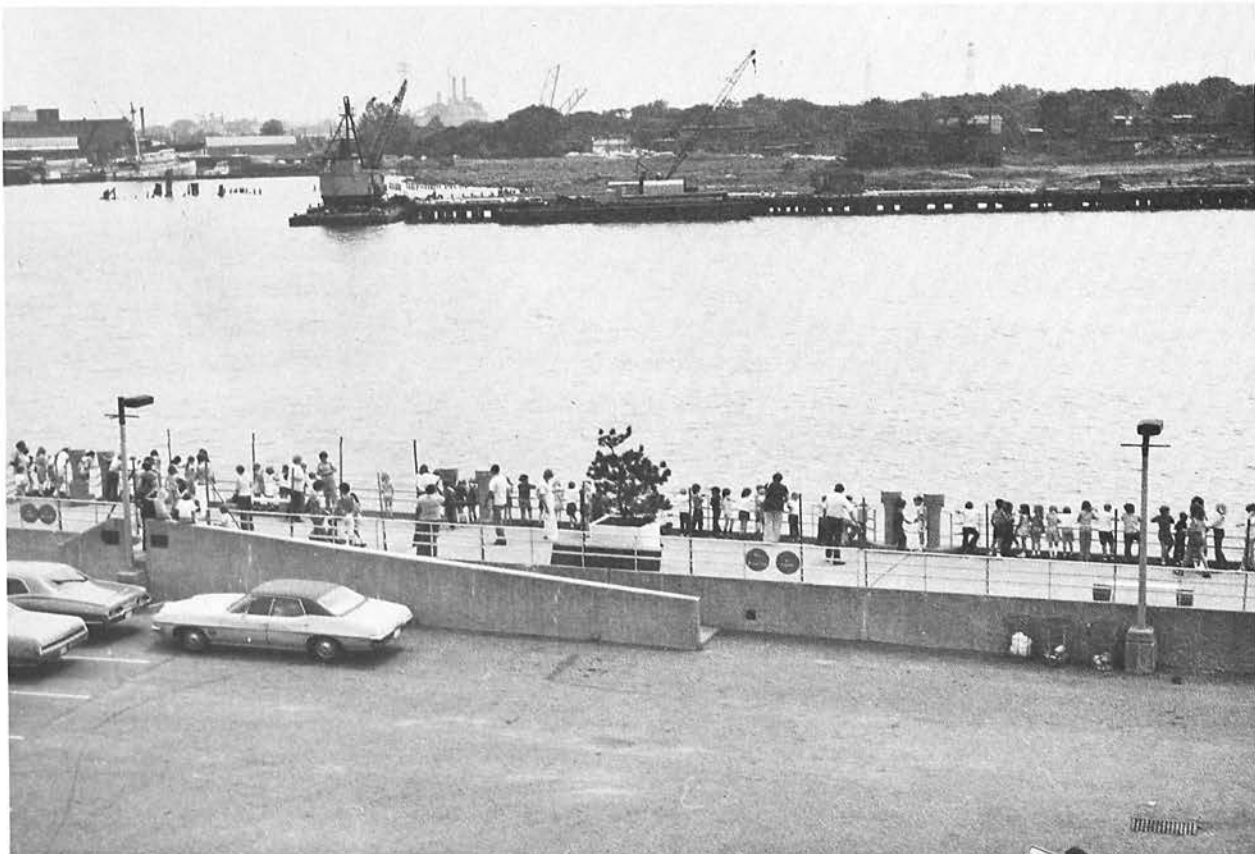
Parts of Crawford Crescent have undergone intensive study and, in some cases, substantial public commitments in recent years. Our proposals should build upon these efforts and fill in gaps. Where appropriate, we may suggest refinements to current plans.

5. INCREASE THE NUMBER OF PERSONS LIVING, WORKING, SHOPPING, AND PLAYING IN THE CRAWFORD CRESCENT.



Much of the area is underdeveloped. Frankly, not enough people know about the area or its potential. The proposals should be designed to increase the area's visibility to all of Portsmouth and to the Tidewater region, and increase the total amount of activity which takes place there.

Taken together, these goals suggest a clear and compelling theme: despite its problems, the Crawford Crescent is a unique and valuable asset which can serve many local and city-wide needs. We formulated our proposals with this potential in mind.



4 PROPOSALS

We offer four major recommendations for the Crawford Crescent. They can be accomplished in phases over several years, but they set a direction for public and private action.

1. CONSIDER THE CRAWFORD CRESCENT WEST OF CRAWFORD BOULEVARD AS THE LOCATION OF HOMES AND THE SERVICES THAT SUPPORT THEM AND OTHER HOMES NEARBY.

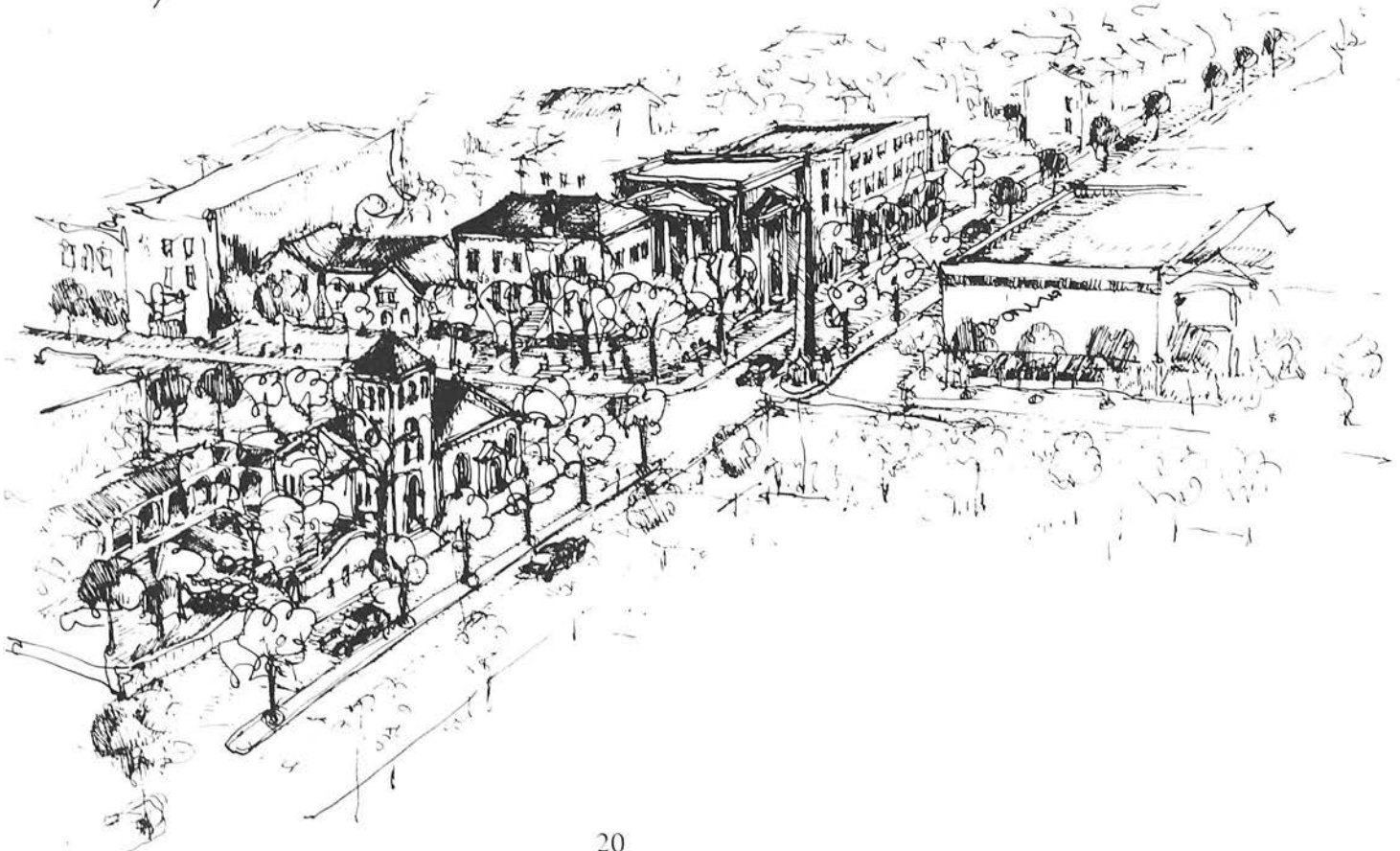
The resident population of the study area and vicinity should be increased substantially, through rehabilitation of existing structures where feasible, and through development of new housing for a variety of income and age levels. The City has an excellent opportunity to create a "village" similar to Olde Towne in the area between the High Street corridor and I-264. Although the mix of new and rehabilitated structures as well as the resident population may be different.

The commercial area along High Street between Washington and Crawford should be developed as a neighborhood convenience shopping area, with added attractions for the office population near the waterfront; retail and office facilities of city-wide or regional importance should be retained.

We believe that a new community facility education and social services, a new YMCA and open market facilities can be added along High Street.

While the "Southside" area between I-264 and the Naval Shipyard was outside our immediate study area, we do recommend substantial residential development there to further support the High Street commercial area and to stabilize that community. We believe that a strong and pleasant neighborhood can develop compatibly with the proposed waterfront industrial area around the former Coast Guard Base.

The theme of a local commercial center is a good starting point. Experience in such cities as Annapolis, Maryland, suggests that when done successfully, these centers can evolve into commercial areas of broad regional attraction.



2. WHEREVER POSSIBLE, BUILDINGS OF ARCHITECTURAL MERIT SHOULD BE PRESERVED AND CONVERTED TO NEW USES.

The study area contains many handsome buildings, some of which are deteriorated and no longer suitable to their original purposes. To preserve the character of the area and the City's links to its past, the City should make every effort, including tax and other financial incentives, to promote revitalization, and avoid actions which contribute to their further deterioration.

New structures should be designed to fit the traditional scale of the area. Most important are structures around High and Court Streets, those between the High Street corridor and the Olde Towne conservation project, and the houses south of the High Street corridor. There are many fine structures along High Street such as the current YMCA building, which while not ideal for current YMCA activities, have the potential conversion to other uses. Where possible, the upper floors of commercial structures along High Street should be converted to residential use.

3. TRANSPORTATION AND PARKING IMPROVEMENTS SHOULD BE MADE TO REMOVE THROUGH TRAFFIC ON LONDON BOULEVARD EAST OF EFFINGHAM: TO INCREASE PARKING CAPACITY NORTH OF HIGH STREET NEAR MIDDLE STREET, AND TO PROMOTE PEDESTRIAN MOVEMENT BETWEEN THE COMMERCIAL AREA AND ADJACENT NEIGHBORHOODS.

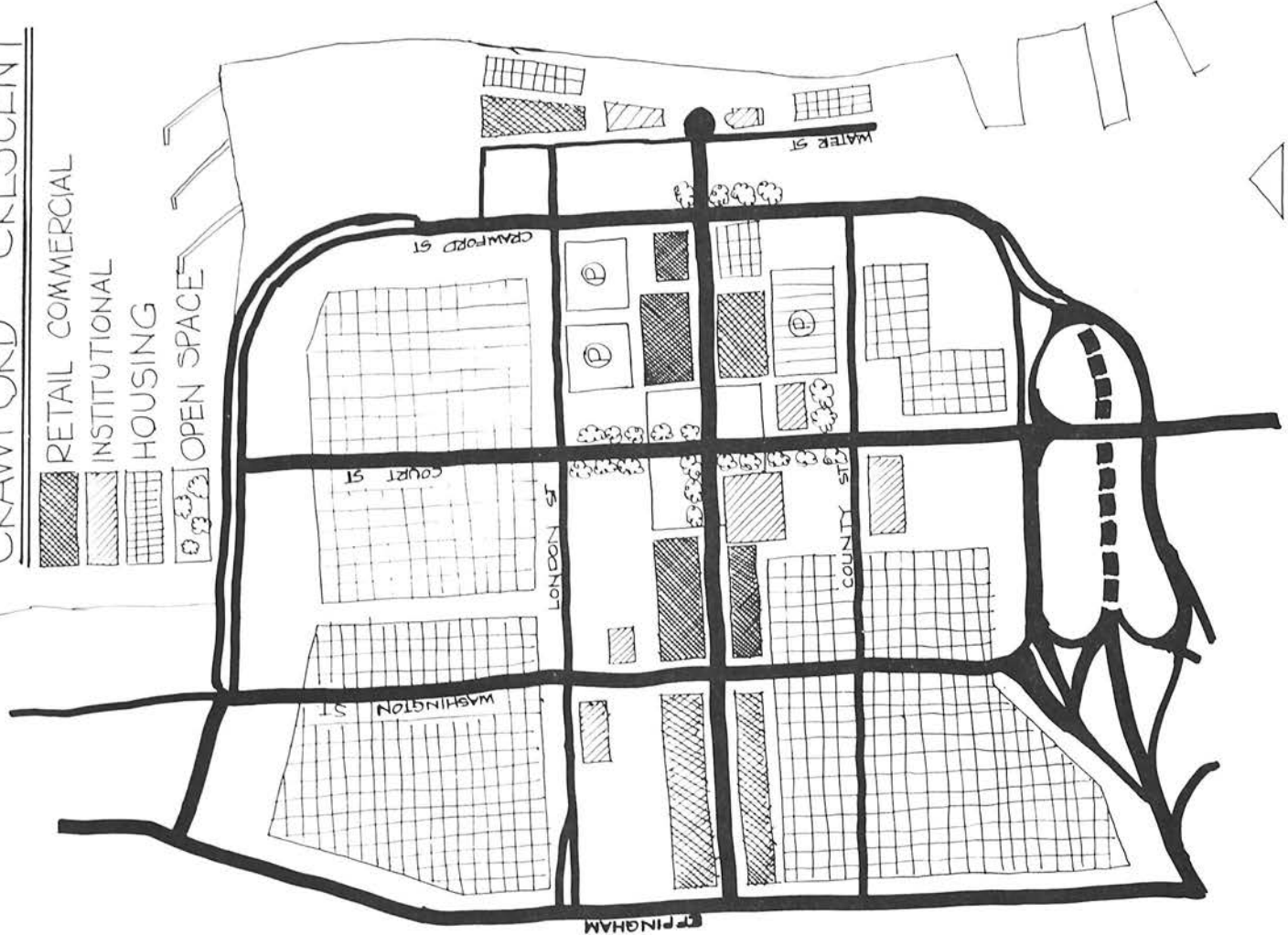
We propose a new parking garage off London Boulevard to serve waterfront as well as local shopping needs, and the re-routing of through traffic from the west around Crawford Crescent on Crawford Boulevard. Parking on High Street should be increased through angle parking.

We recommend that the City review its downtown parking policy and, with the help of residents and local businesses, devise revisions that respond to their needs. We also promote a local transit service for the Crawford Crescent, Southside and, possibly, other adjacent neighborhoods, which would increase greater use of the shopping and waterfront area by local residents and workers.

4. THE WATERFRONT PROJECT SHOULD INSURE A HIGH LEVEL OF PUBLIC ACCESS TO THE WATERFRONT AND PROMOTE THE MARITIME TRADITION OF THE CITY.

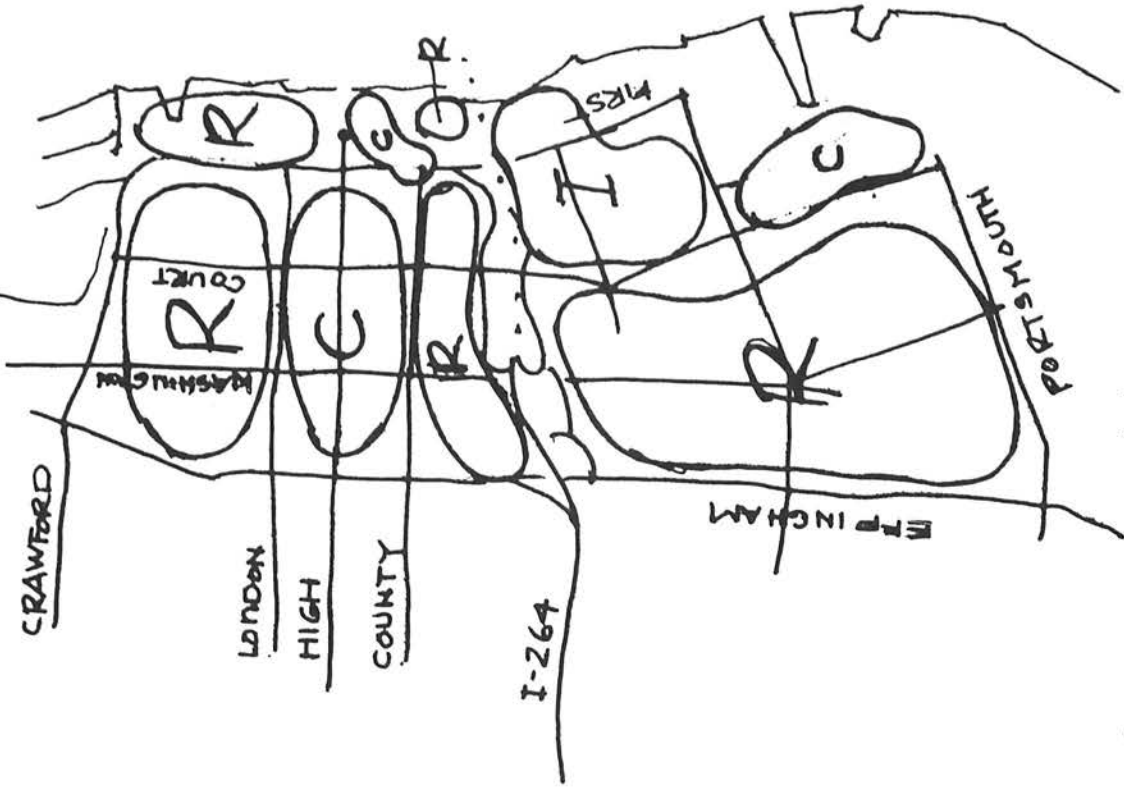
CRAWFORD CRESCENT

- RETAIL COMMERCIAL
- INSTITUTIONAL
- HOUSING
- OPEN SPACE



RIVER

ELIZABETH



LAND USE PROJECT AREA

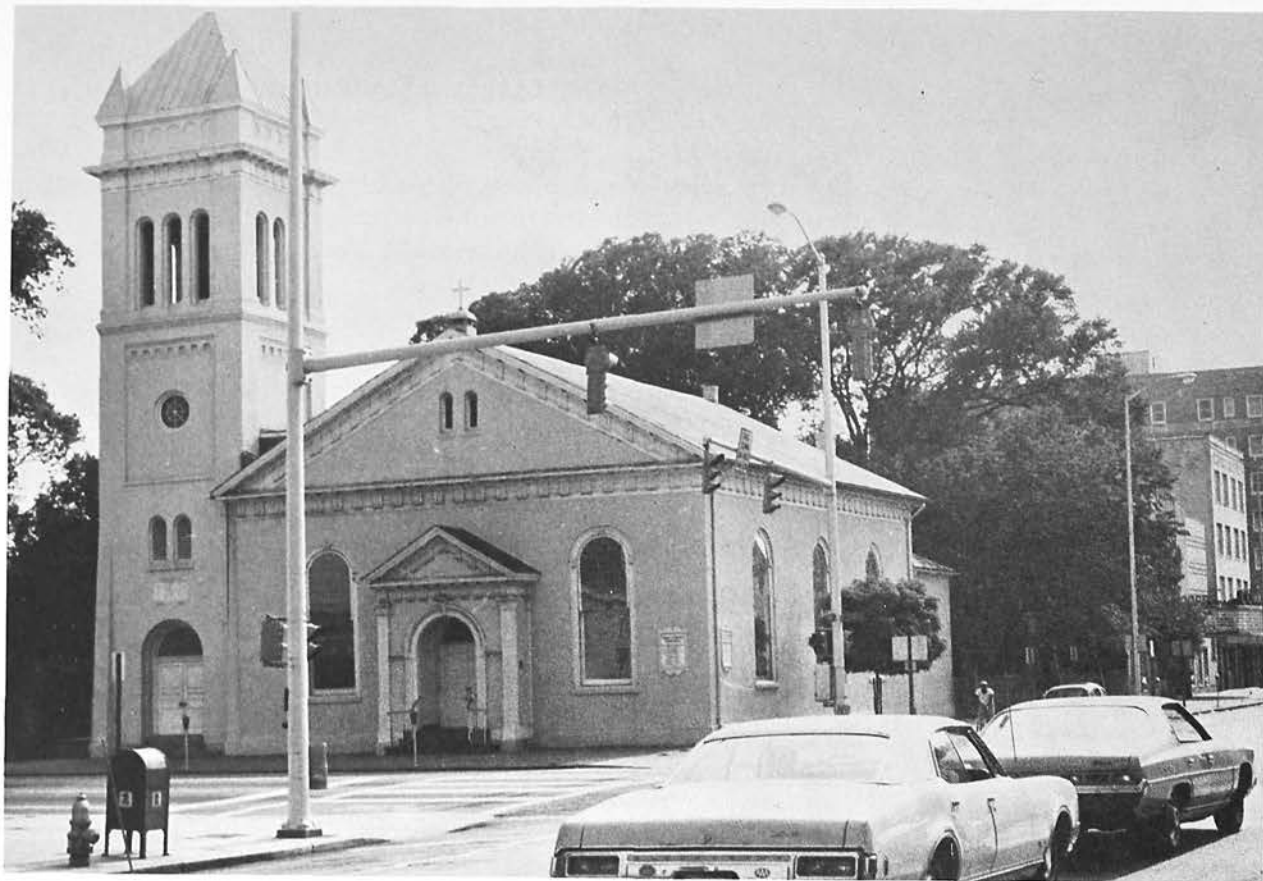


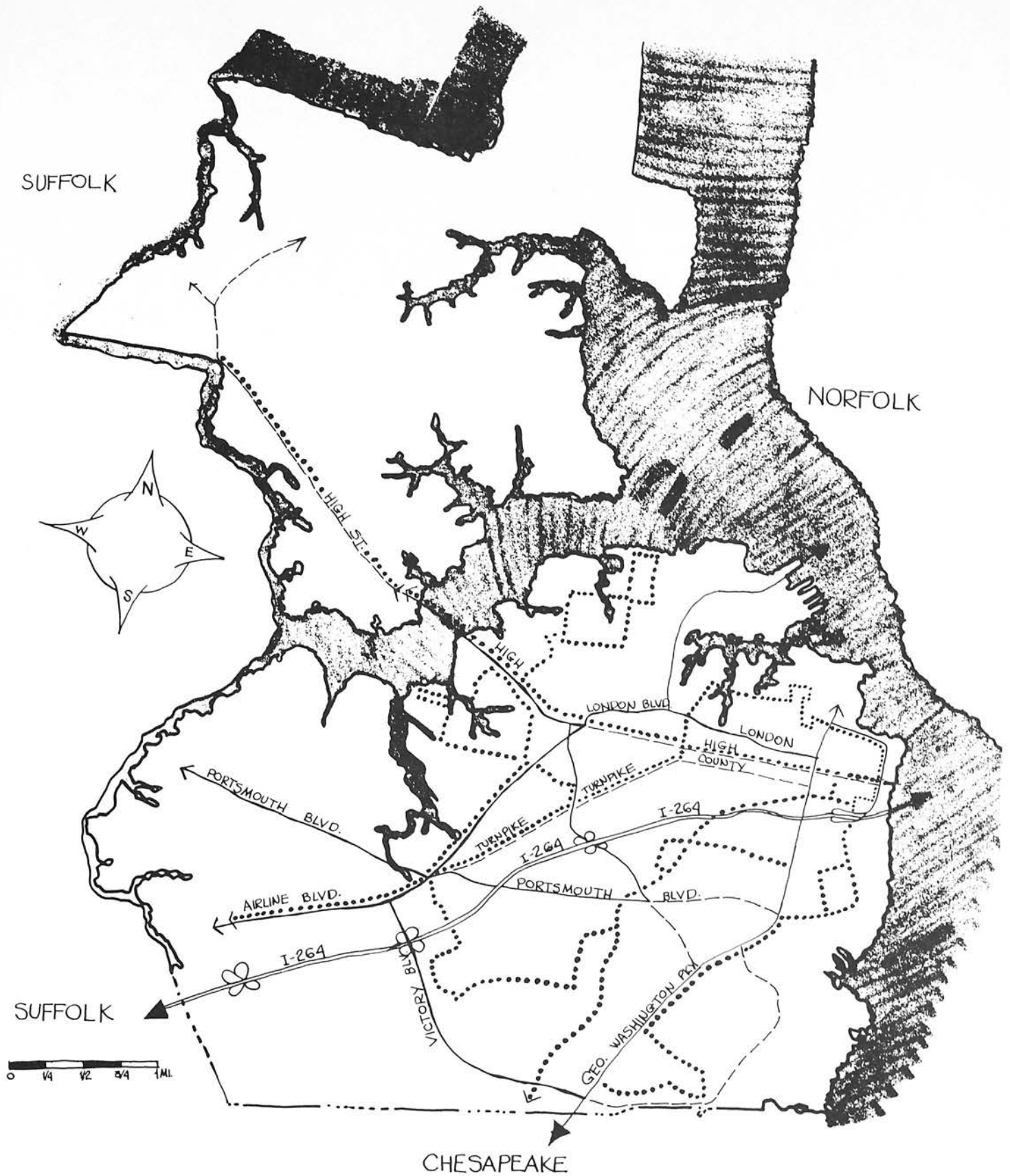
We support the City's plan for the waterfront. The mixture of housing, office, and commercial facilities is feasible and desirable. The approved development should follow certain critical design principles, however, we believe that certain additional public activities can be added to the mix and increase the waterfront attractiveness and meaning for the entire City. We offer some design suggestions in the following chapter.

In summary, our proposals call for an intensification of activities in and around Crawford Crescent, shifting its character from a traditional downtown to a cluster of unique residential communities. Shopping and other services should reflect this orientation.

The proximity of the waterfront and the public and private office activities add special qualities to the mix.

We believe the proposals are feasible and practical, and generally consistent with City's policies. As the area develops in this manner, we anticipate an increase in visitor and city-wide use of the High Street area as well as the waterfront.

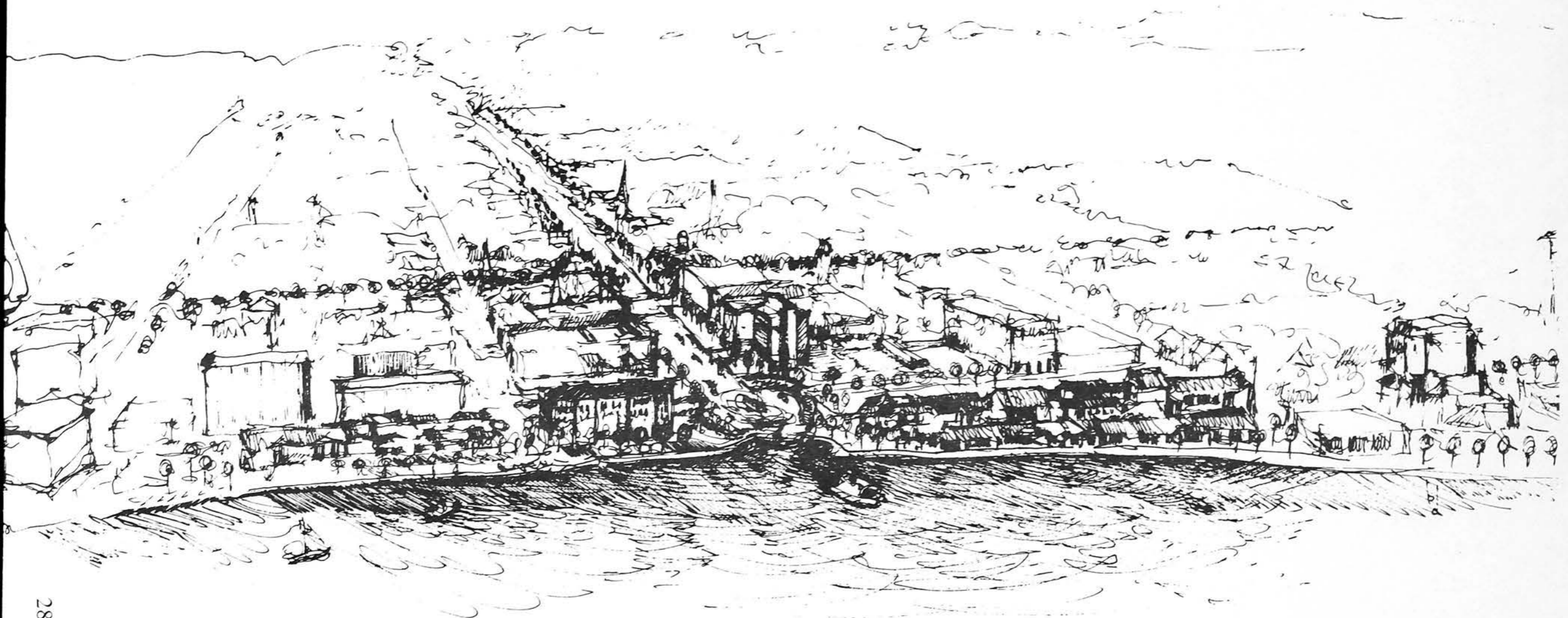




CITY OF PORTSMOUTH VEHICULAR ROUTES

- MAJOR ARTERIAL
- - - SECONDARY ARTERIAL
- TRANSIT ROUTE





5 URBAN DESIGN

These design recommendations focus on what we consider to be the principal opportunities for change in the study area. While each item is discussed separately, all are interrelated and should be considered as a whole.

INCREASE THE LEVEL OF ACTIVITY IN THE AREA, BUT DEVELOP A STRONG VILLAGE CHARACTER.

The revitalization of the Portsmouth "downtown" depends on the successful creation of a center for the community of villages in and around the central area. This means a center of "people places": neighborhood shops, recreation, civic office space, special education centers, reopened theaters, extensive landscaping, and new housing; all these will reinforce the sense of being in a special place.

Portsmouth should recover symbols of its maritime heritage. The historic corner of High and Court Streets and the termination of High Street at the water should be recognized as unique assets to be sensitively developed and reinforced. High Street between these nodes should be revived with mixed use commercial, office, recreation and new housing near the water. Extensive tree planting should occur from the water to Effingham on both sides of High Street and along a series of central parkways in Court Street all the way from the Southside Newtown area to Olde Towne.

A network of pedestrian paths is suggested to link existing and proposed residential area to the renewed commercial area. The public and mixed use revival of the waterfront in conjunction with the High Street and central area developments should create lively community focus, a source of pride for the citizens of Portsmouth.

Traffic from western Portsmouth to the waterfront via London Boulevard should be discouraged from bisecting Olde Towne and commercial retail High Street by diversion to Crawford Parkway at Effingham Street. This may be accomplished by any of numerous alternative techniques, such as

a. One-way traffic direction on London Street westbound between Crawford Parkway and Effingham Street,

WASHINGTON STREET

OLDE TOWNE

HIGH STREET

COURT STREET

COURT STREET

COURT STREET

RESIDENTIAL NEW

EXISTING PARKING GARAGE

EXISTING COMMERCIAL

REAR COMMERCIAL

PARKING

RECREATION CIVIC

BANK

BANK

CIVIC CENTER

NEW MUNICIPAL OFFICE COMPLEX

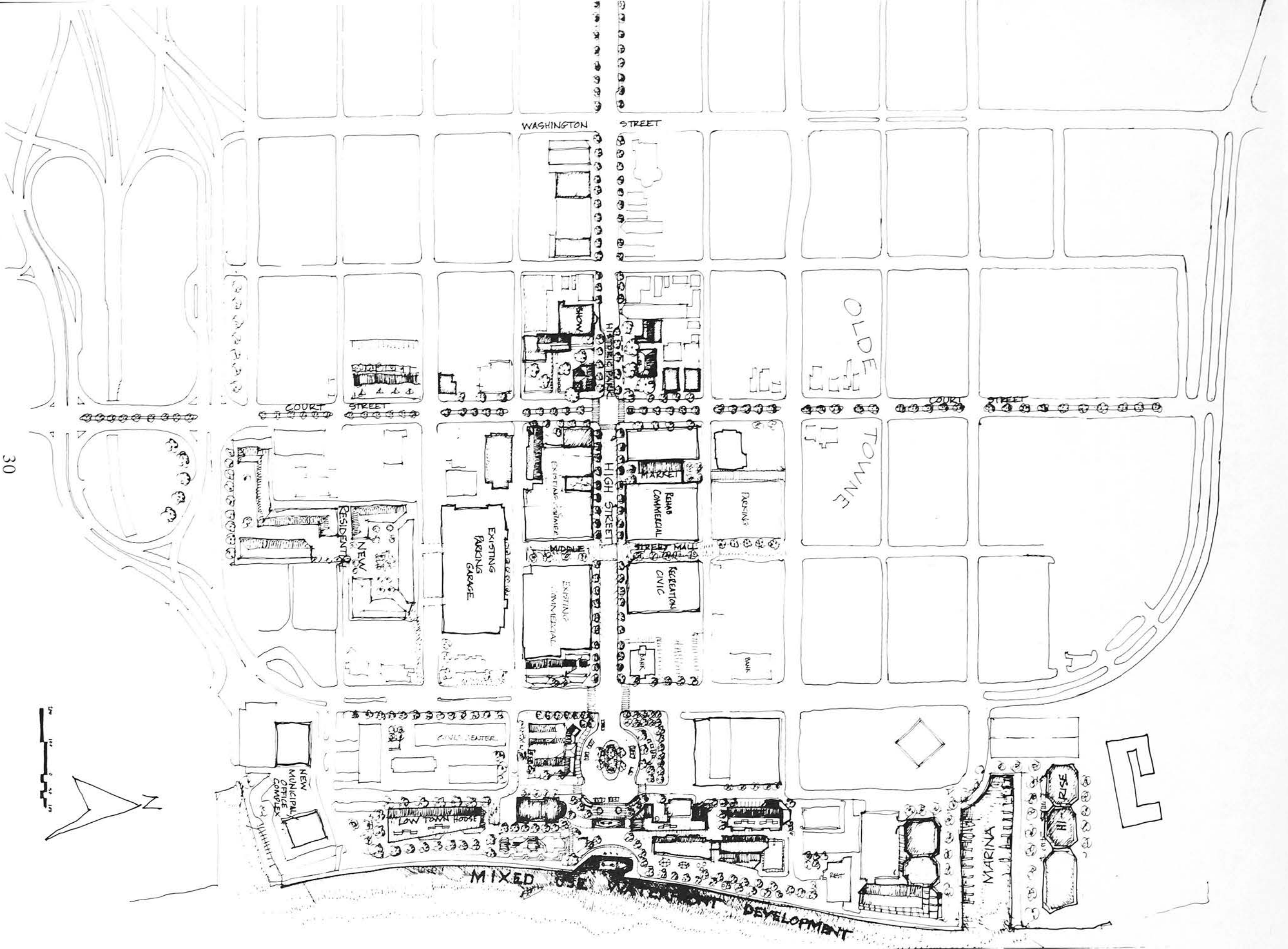
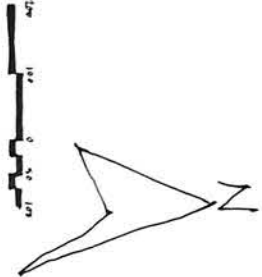
LOW TAX HOME

MIXED USE DEVELOPMENT

MARINA

RISE

RISE



complemented by reciprocal one-way traffic on Queen Street and Glasgow Street. This will effectively reduce total daily traffic on this route by one-half, reducing the barrier between Olde Towne and High Street.

b. Posted "No Through Traffic - Residential Area" on London Street at Effingham.

c. Preferential traffic signalization for left-turning vehicles on London Street at Effingham to induce by-pass traffic on Crawford Parkway.

d. High-volume through-traffic on High Street should be discouraged to permit easier access for convenience shoppers. Angle parking on High Street will be expanded east of Court Street to Washington Street. This will permit increased street parking capacity, and discourage high-speed through-traffic.

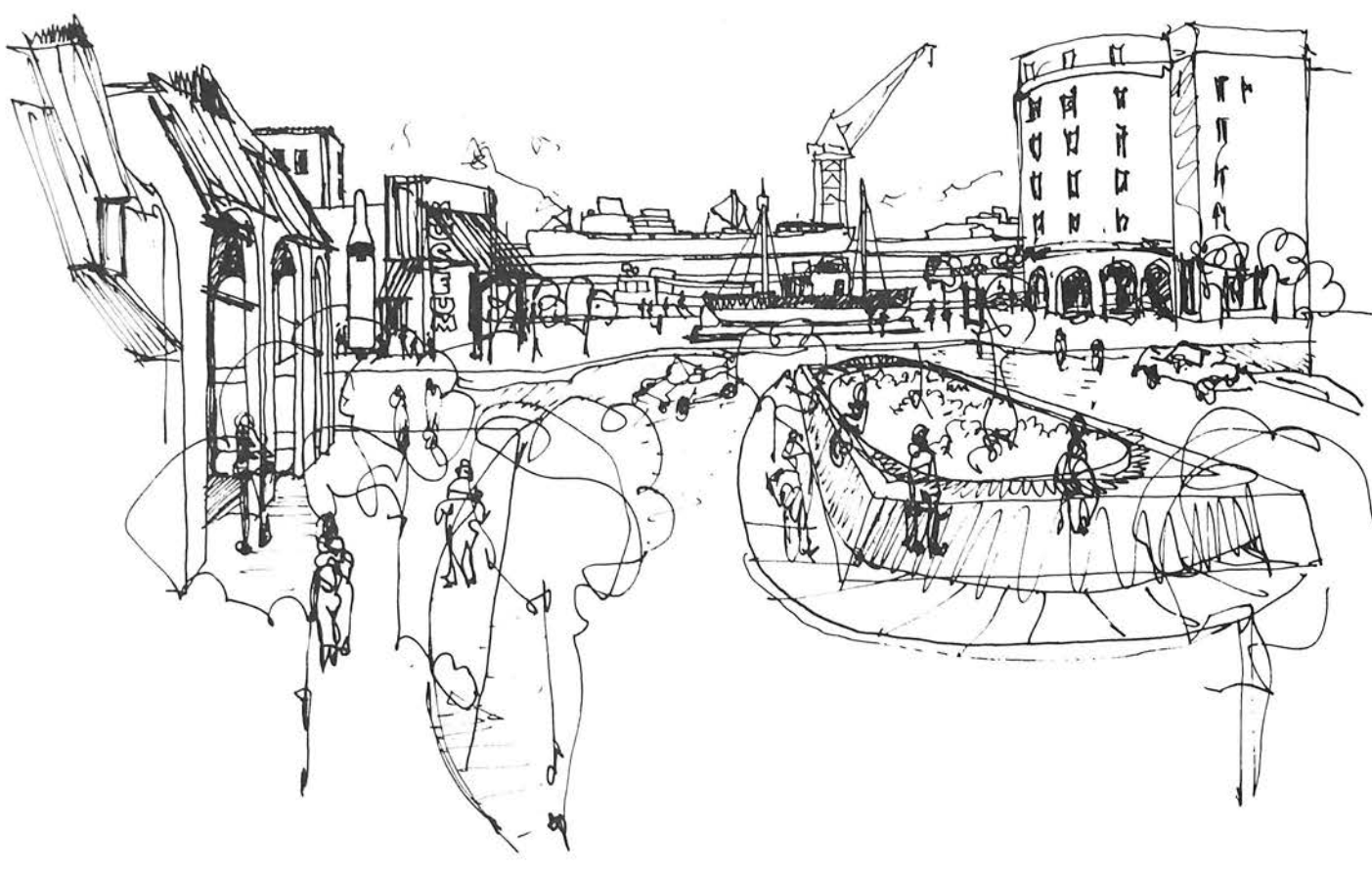
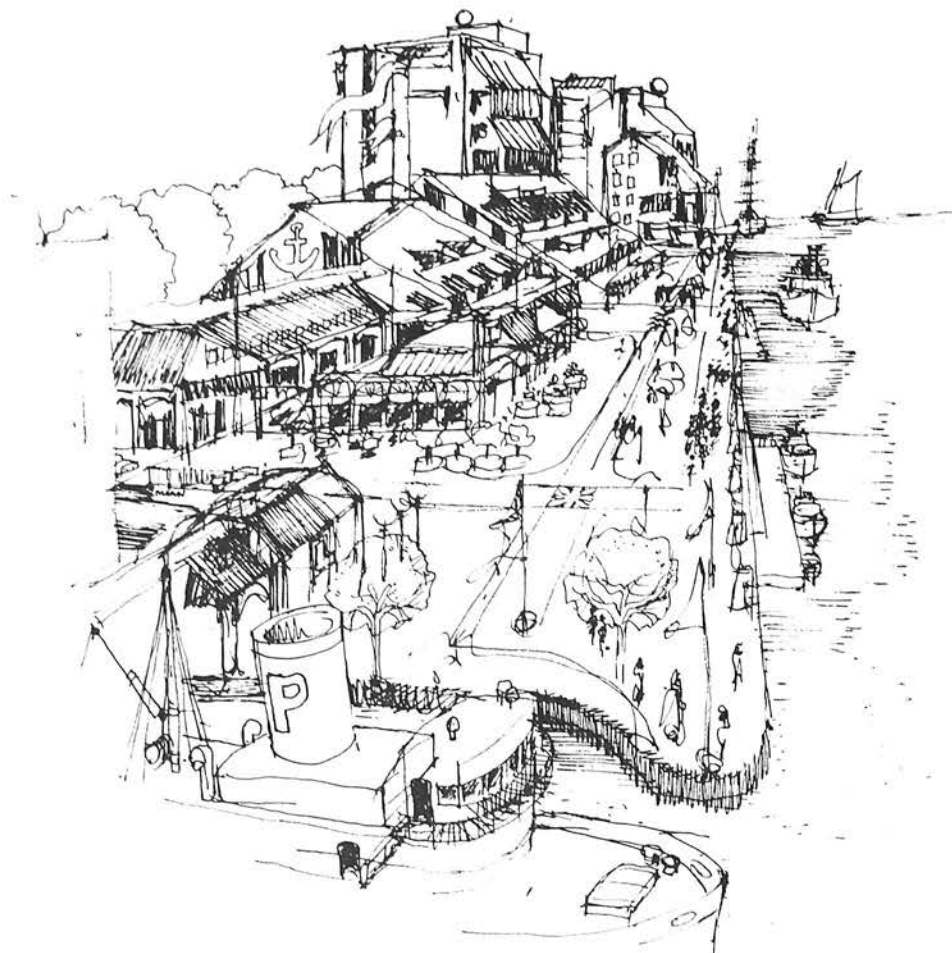
PROMOTE EASE OF MOVEMENT INTO AND WITHIN THE STUDY AREA.

Pedestrian movement is to be accommodated by sidewalk improvements including shade tree planting on Court Street, continuous walkway paving across High Street at intersections, benches and other street furnishings at strategic locations. These improvements will facilitate pedestrian access between retail commercial High Street, Olde Towne, and the waterfront at the foot of High Street.

Bicycle route improvements such as the Olde Towne Bike Route and proposed bike route to Cradock via George Washington Highway are feasible in Portsmouth on existing streets with low traffic volume.

Community transit circulator services can increase the level of activity in the area and provide a strong community character. A Downtown-Waterfront minibus would provide access from major employment facilities (Naval Shipyard, Naval Hospital) to the improved High Street and waterfront areas.

A flexible/route deviation service would provide accessibility for elderly, handicapped, and other residents of the Southside area and Crawford Crescent area to local social service agencies and commercial/recreational facilities.



ENHANCEMENT OF THE MARITIME AND PUBLIC CHARACTER OF THE WATERFRONT

The waterfront is not only the City's tie to history and its important maritime role; it is an environmental asset that few cities can match. The proximity to the waterfront project areas and to the shipyards; the presence of the Naval Shipyard Museum, the nearness of the inter-coastal waterway and the Naval Base are some of the more important reasons why the waterfront location can serve as a visitor attraction and local recreation outlet.

Many features can be highlighted at the waterfront in support of environmental tourism. For example:

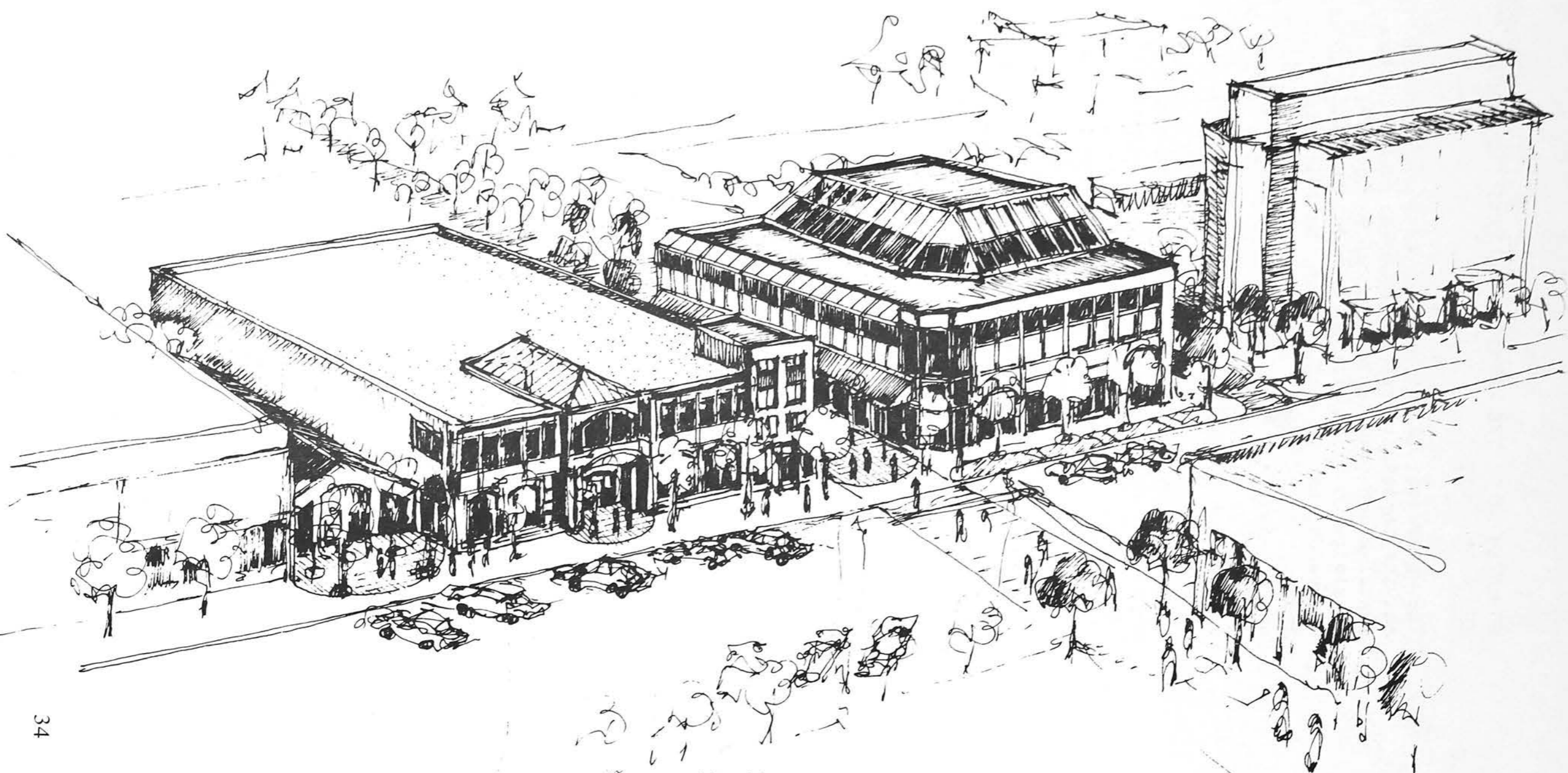
The Naval Shipyard Museum should be significantly expanded and broadened in scope. New features should be incorporated, such as dioramas, working or operational equipment, film features, and other audiovisual displays. Simulations of shipbuilding and other events might be conducted within an appropriate auditorium.

One or more vessels, whether mounted on the waterfront plaza or moored alongside, would add interest.

We propose a series of periodic events, perhaps bringing tall ships and other vessels to the Portsmouth waterfront. The recent Norfolk Harborfest illustrates the popularity of such events.

We support the development of residential use on the waterfront, and ground-floor or two-story commercial uses. These uses go hand-in-hand in many urban areas. Residential use on the waterfront would add support for the High Street shopping area. The commercial activity should include retail specialty shops and stores most of which, if possible, should be related to marine interests. Bookstores specializing in marine lore, ship chandleries close to the marina, stores that sell various marine artifacts, and other activities would be appropriate here. The degree of specialization should be sufficient to avoid direct competition with the High Street shopping.

The architectural idiom of the waterfront is very important. The emphasis should be on historic preservation and also on reconstruction since most of the historic and valuable architecture of downtown Portsmouth has already disappeared. The Municipal Building should be saved, if at all possible. The new residential structures should suggest shipyard structures or other architectural idioms in the area. The Waterfront Project is part of Portsmouth and should respond to the best in the City's character.



HIGH ST. REVITALIZATION

A Norfolk- Portsmouth ferry service should be instituted. The Portsmouth terminus should be at the foot of High Street. The history of ferry operations should be reflected in a ferry museum adjacent to the central entrance to the waterfront; artifacts and features of ferry terminals in the United States could be displayed.

OPTIONS FOR DOWNTOWN SOUTH

We paid special attention to the area bounded by I-264, Effingham, County, and Court Streets. This neighborhood contains a substantial low-income population, predominantly Black, whose lives can be dramatically affected--for better or worse--by developmental actions there and in the High Street corridor. It is now an isolated ten-block area, apparently with little social organization. Plans for this area are vague.

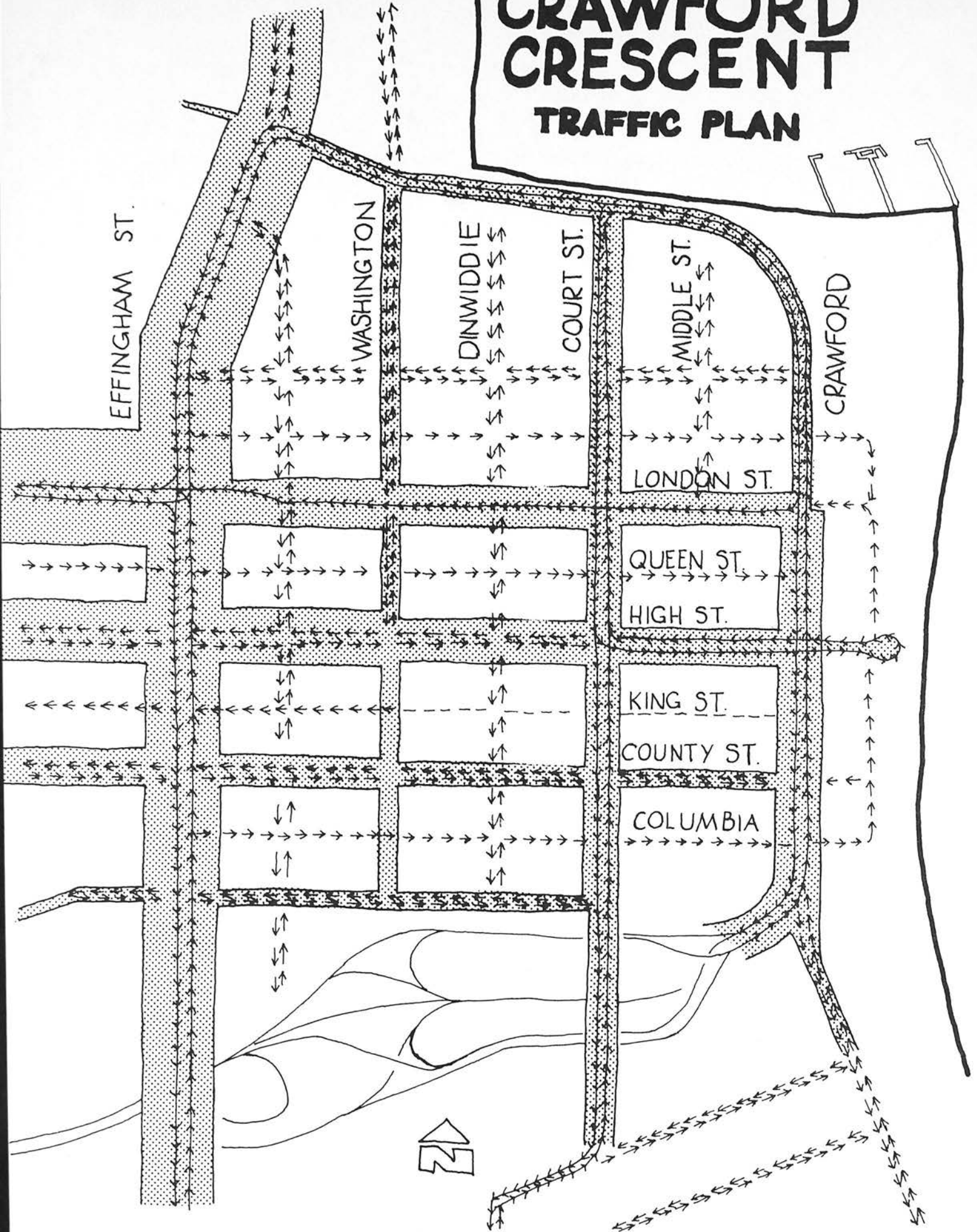
Physical Features

The housing stock is predominately small, two- and three-story frame structures dating from the past century. Our brief surveys found that frontages have poor minor maintenance on exteriors (paint, cornices, porch detail, etc.); but most structures are well aligned, show no evidence of water damage along roof or aperture lines, and have foundation walls in good repair. There are several basic housing types, but most have about 50% lot coverage, frontages in the fifteen- to thirty-foot range, and lot depths of 60 feet. Rear yard maintenance is good, but there are some signs of dumping. Some recent demolition is in evidence but on the whole, large parts of the block fronts are intact, making potentially pleasant and uniform facades.

Few buildings are vacant. Most vacant parcels are concentrated in two blocks. There are a number of large institutions, mainly churches and civic clubs, which are in good condition.

There are indications that many residents are newcomers, possibly displaced from highway clearance and other projects. There are 500 persons in 200 households, many older persons (around 18% in one of the areas). Over 80% are renters: rents and incomes are very low. Sales in the area are rare.

CRAWFORD CRESCENT TRAFFIC PLAN



The area abuts two weak downtown commercial strips, which may reinforce the weakness of investment by owners in the area. Most structures are not suitable for more than modest single-family units. Public funding, such as special federal grants or community development block grants may be available to 'seed' conventional loans.

Olde Towne, which contains many dwellings similar to Downtown south, has generated substantial private and public investment, in part, because of strong efforts of residents there. While private investment there is substantial, it was accompanied by substantial governmental support. The Olde Towne investments are paying off, as have similar efforts in other cities.

Most structures in Downtown south were built during the late 1800's although a few go back to the Civil War; newer ones are from the first World War period. According to local residents, the area was developed primarily for truck farm workers of the period, who were transported out to farms on the outskirts of the city each day.

Social Concerns

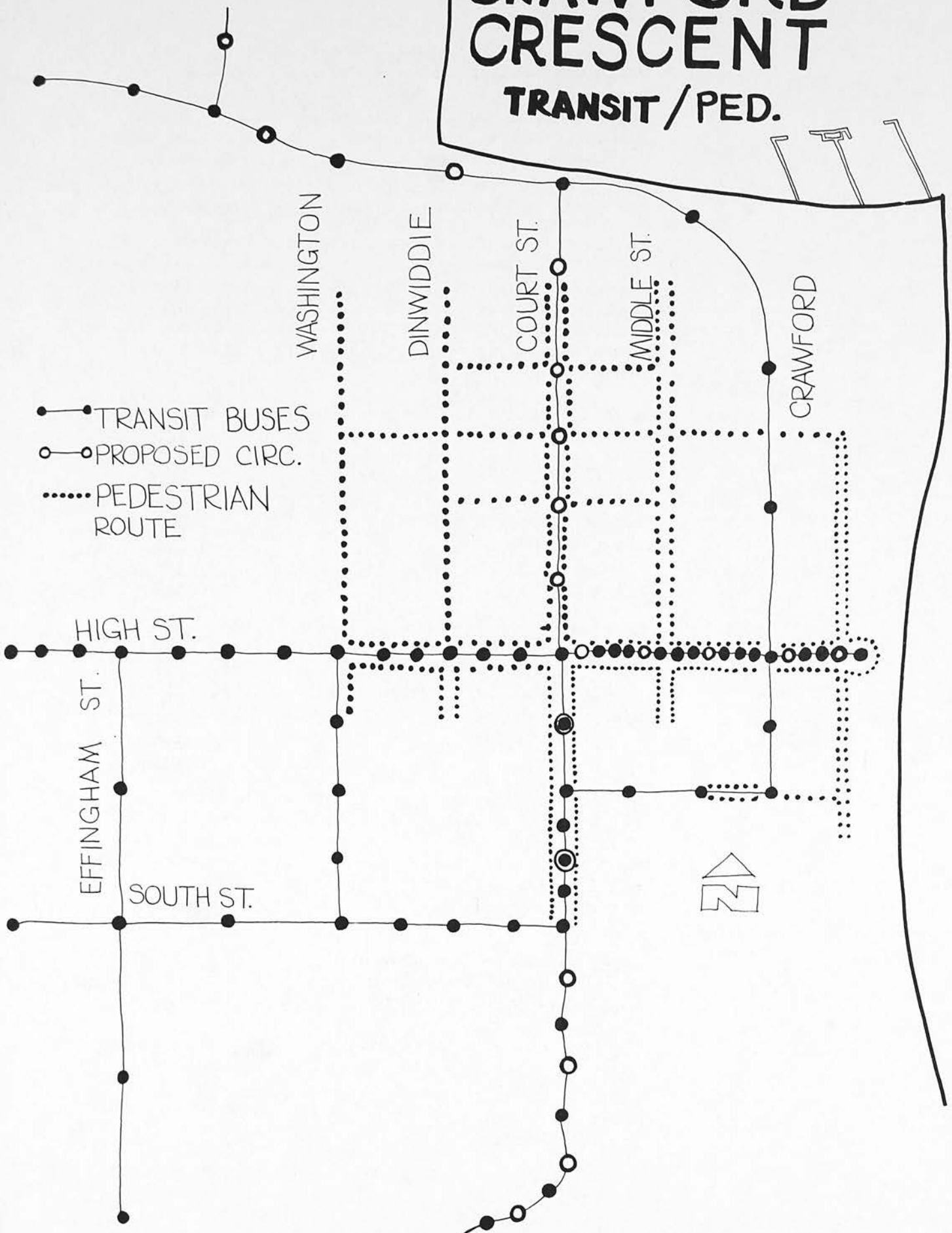
In considering land use and design options for this area, social factors must be weighed heavily. Resident poverty, outsiders' perception of the area and its people, ownership, public service levels, and the apparant lack of influence of residents and their leadership cannot be ignored.

Almost any action to upgrade the area would adversely affect the existing population. Restoration and rehabilitation without subsidies would raise rents prohibitively. Where there are owner-occupants or renters able to invest "sweat equity", an articulate and sensitive self-help organization for a conservation district may be possible. Even with such action, however, only a few residents could participate.

Clearance, whether partial or total, would pose severe problems for residents and for other parts of the city. Little relocation housing is available. Relocation loads from other projects are high, and federal income tax rule changes may make these persons of low incomes ineligible for Federally subsidized programs. These families would therefore tend to locate in existing low-rent areas which is already a problem in these areas, according to black leaders.

CRAWFORD CRESCENT

TRANSIT / PED.



The physical deterioration of the area is accelerating. Our conversations with local observers indicate that banking institutions show little interest in making repair loans in this area. Without active code enforcement or public grants and subsidies, the area will continue to deteriorate. There is no evidence that present property owners are willing or able to invest major amounts of their own resources in this rental property.

Options

There are three broad options for the Downtown South area:

1. Clearance for non-residential use
2. Clearance for residential reuse
3. Restoration, spot clearance, infill housing

A full evaluation of the first option requires study beyond our scope, including the market for possible alternative uses. Also, the option would have to be related to city plans for industrial development in the Southside area, and the apparent weakness of the market for commercial space. Tentative proposals have been made for major retail commercial development and warehousing (this was the use of the area before clearance).

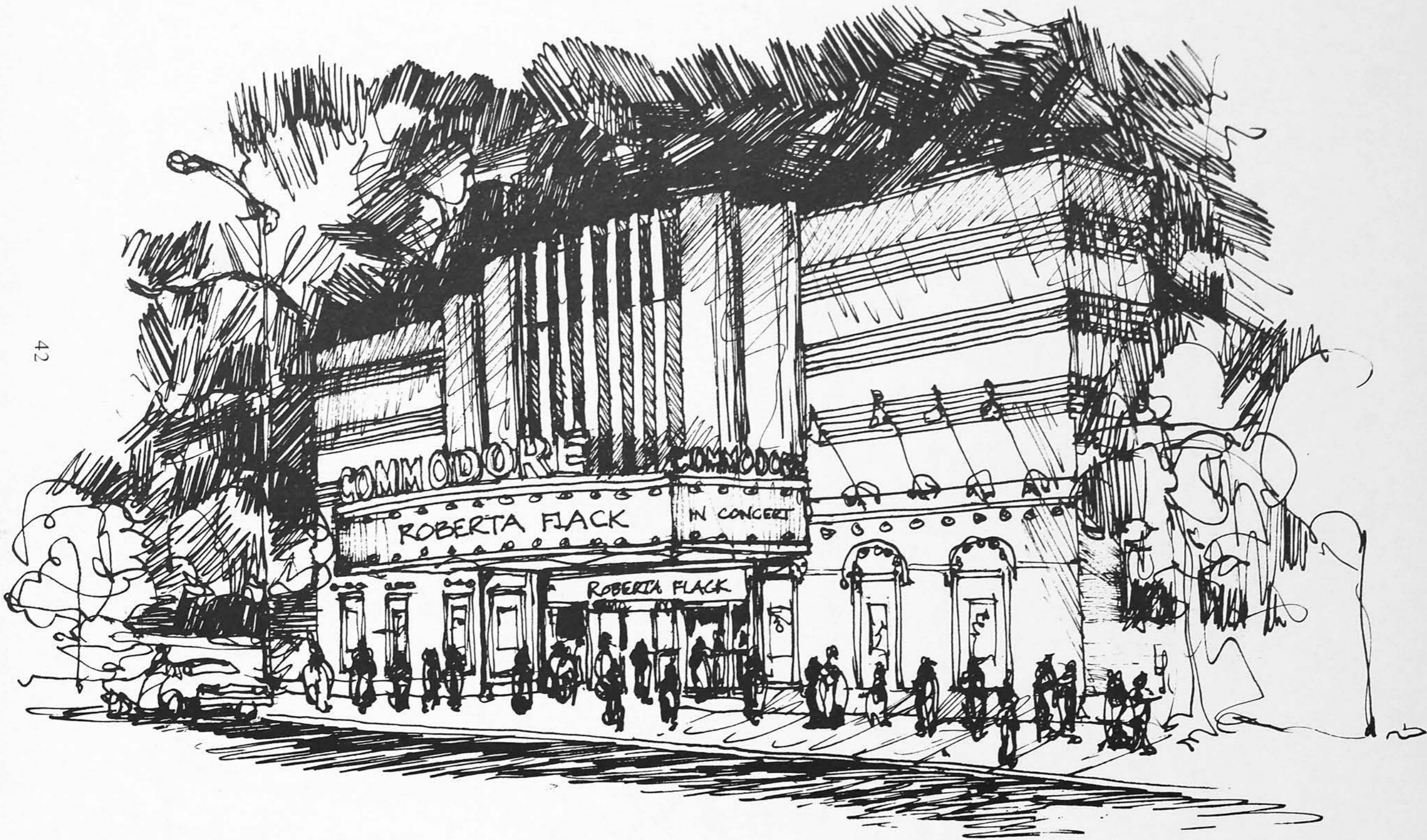
The second option, residential reuse on cleared land, may be feasible because land cost differentials between this area and others nearby. Both market housing and badly needed close-in subsidized housing for the elderly merit consideration. There are some indications that a rental market for young professionals, higher in income and older households without children may develop, although its present magnitude is unclear. Employees at downtown office might prefer the convenience of an area close to a redeveloped downtown.

Restoration might be organized as an extension of the existing Olde Towne treatment or, alternatively, in a way that provides for relocation of existing tenants within or close into the present area, including ownership options on the present sites. Current residents may not be sufficiently organized to demand the kind of relocation plan necessary to achieve these goals.

If the area were identified as historically unique, other possibilities for restoration and subsidies for relocated residents may be available through preservation grants from the National Park Service, which is paying increased attention to urban and minority-oriented projects. However, there may be competition for black historic district projects elsewhere in Portsmouth, such as Truxton.



In any case, we recommend that no decisions be made affecting this area without the full participation of its residents and institutions. While we favor the third option, and believe it to be feasible and supportive of our proposals for the adjacent areas, this decision must be shared with the persons who stand to gain or lose the most from it.



6 IMPLEMENTATION

THE DEVELOPMENT OF REINVESTMENT STRATEGIES FOR THE REVITALIZATION OF THE "DOWNTOWN" COMMERCIAL AREA DEPENDS ON SEVERAL A PRIORI CONDITIONS:

1. Goal determination by an alliance of city officials, businessmen, and citizens of the neighborhood.
2. Analysis of market indicators that affect the commercial strip now, and probably for the future.
3. The development of credit mechanisms to implement the goals.

OUR BRIEF BUT INTENSIVE REVIEW OF MARKET AREA AND THE BROADER ENVIRONMENT REVEALED SEVERAL POINTS THAT SHAPED OUR "DOWNTOWN VILLAGE" APPROACH:

1. The capture area of shoppers is limited by the convenience of downtown to adjacent neighborhoods which have limited shopping opportunities.
2. The attraction draw factors of the waterfront now and in the future.
3. The shoppers' profile and the availability of goods and services to serve that profile.
4. The development of ancillary reinvestment programs, especially in housing, public works, and social services (public and private) that enhance the economic opportunities for the commercial area.

While this was not their purpose, present plans and development projects for the waterfront, Olde Towne, "Southside", and Downtown south are working against the goal of stabilizing or improving the downtown business district.

The capture ratio of residents and workers in the areas adjacent to downtown does not warrant development in the downtown area; in fact there is now an excess of retail commercial space there. A further decline can be expected in spite of increased parking opportunities and increase in residents by the proposed Waterfront project. Present investor interest (except for public/

private office spaces on Crawford) is low suggesting a continued decline of High Street retail market.

OUR MISSION IS TO IDENTIFY STRATEGIES FOR DOWNTOWN COMMERCIAL REVITALIZATION. OUR ANALYSIS CONCLUDED THAT REVITALIZATION IS POSSIBLE ONLY THROUGH COMPLEMENTARY DEVELOPMENT OF ANCILLARY PHYSICAL AND PROGRESSIVE OPPORTUNITIES FOR THE ADJACENT AREAS. TO THIS END WE ADDRESS OURSELVES TO THE CONDITIONS IN THE OPENING STATEMENT:

1. Goal determination -

Is the economic viability of the downtown retail commercial a necessity? What level of economic input is desired and over what time period? Can the desire meet the needs or can the existing and future markets insure the success of the area's businessmen? Do the businessmen who are here now want to stay or move out?

We believe that City officials, civic groups, and businessmen are committed to the retention of some form of "downtown" pedestrian and vehicular traffic between these nodes which will heighten the impression of the compressed commercial area as a mall, drawing the people into its shops and services. To this end, development of the waterfront node requires a more open relationship to the water visually and physically: It is the panoramic stop to High Street. The western node should be at Court Street.

Reinforcement can also be aided by the assembling of adjacent parcels for residential development. However, general character of the area and the soil-bearing characteristics, suggest that few, if any, of these parcels should be considered for high rise developments. Medium-rise structures and townhouses lend themselves to reinforcing the character of the downtown area. Senior citizen housing for the area should also be considered in low or medium-rise structures; this type of housing is truly more suitable to their lifestyles. High rise senior citizen housing, while normally more economical, would lose the advantage in this area because of foundation costs. A land write-down formula would insure that the horizontal development of such housing can be competitively rented against older existing units.

The development of public spaces and buildings for cultural and recreational use is a valuable supporting element for both retail and office uses.

However, office space is not in strong demand now or in the near future. Much of the existing office space can be programmed for selective rehabilitation and restoration, producing a more economical rental rate than new construction of similar spaces. This effort, coupled with the availability of parking spaces, could sustain the commercial district. The degree of that commitment and to what level of development needs to be determined, but the first surveys of merchants, office workers, and shopper suggest a direction for the revitalization to take.

Based on the market served, potential increase to that market with additional residential development and rehabilitation, and creation of attractions to draw outsiders; there still is more than enough square footage of store space than needed. Compression of the High Street strip is warranted.

Since the downtown is no longer central to Portsmouth as a whole, we recommend that High Street east of Washington Street be considered a "village center" serving a four-element neighborhood: Park View, Southside, Olde Towne, and Downtown-Waterfront. The capacity for expansion of merchant services will then be determined by the opportunities for residential development within these contained elements, and by the special creation of attractions at the Waterfront. The re-creation of commercial vitality in the "downtown village" area makes those commercial properties on High Street west of Court Street unnecessary except in special use situations (i.e., convenience shops and services). Study of these areas for resale by rezoning, clearing, and adaptation for residential and/or ancillary support uses (non-commercial) is warranted, but outside of our limited time. We recommend that city staff and market and economic analysts look at the potential of these outparcels.

Further reinforcement of the "downtown village" would result from development of activity nodes at the east and west ends of the area downtown revitalization program.

Our talks with the public and our review of the merchants, shoppers, and office workers, surveys suggest a parking problem not seen in our physical analysis. The problem is more one of reluctance to pay for the use of public parking facilities and, perhaps, a need for careful analysis by the City of long- and short-term meter location and

and distribution. There should be no "outsider" parking permitted in the Olde Towne area (or in any residential rea). The City should formulate a policy to survive legal challenge, and responded to residents and shopper concerns.

2. Problem Analysis

We have proposed that Downtown Portsmouth be considered a "village center" concentrating on local residential needs. We believe that this approach is a realistic alternative to a full-blown downtown commercial business district program. The City staff surveys summarized in Appendix A are an excellent beginning to understanding how to make downtown revitalization work.

Attitudinal surveys should be taken regarding such things as crime (perception v. reality); shopper needs; net income available for purchases of hard and soft goods; effects of climate (seasons); and festivals. We suggest a continuing review by the businessmen of competition in other commercial districts. (In our opinion, the merchants should understand that the proposal for a food/drug facility at Fort Lane and London Boulevard is detrimental to their revitalization goal; on the other hand, the impact of a 90-unit senior citizen housing complex at High and Dinwiddie Street will have a supportive effect.)

3. Credit Mechanisms

Tax relief, land-writedowns, and equity insurance are reinforcers and stabilizers of communities. These tools make credit available. In the next section, we describe how they can be used in Portsmouth.

PUBLIC AND PRIVATE ACTION

OUR APPROACH REQUIRES ADDITIONAL FINANCIAL MECHANISMS BEFORE STARTING THE SPECIFIC DETAILS OF PUBLIC AND PRIVATE ACTIVITIES THAT WILL MAKE THE "DOWNTOWN VILLAGE" PLAN MORE VIABLE.* THESE LURES ARE LEGAL AND TAX EXEMPT

* The accompanying concepts are modeled after papers written by Harold K. Bell which appears in the New York Times, November 14, 1976, as "Luring the Middle Class Back to the City" and as a "Guarantee to the People" and "A Bargain the People Can't Refuse," in publication July 1977, by the National Center for Urban Ethnic Affairs, Washington, D.C.

MECHANISMS THAT SHOULD BE STUDIED FOR CONFORMANCE TO VIRGINIA STATE LAWS AND LOCAL ORDINANCES. SOME ADAPTATION MAY BE REQUIRED THROUGH THE LEGISLATIVE PROCESS IN ORDER FOR OUR IDEAS TO BE FEASIBLE, BUT SOME MAY BE ALREADY PERMITTED.

1. Land Writedown Formula

Even to zero is desired as an inducement if moderate and middle income housing is to be made possible in the downtown area. This temporary loss of tax revenue will be more than recovered by the increase in sales and use taxes paid by the new residents. The benefit derived in future taxes should be accrued to the people through public reinvestments of such funds for additional downtown development or maintenance.

2. Equity Insurance for Downtown Neighborhood Properties

In the same manner that FHA guarantees mortgagors, or that other private instruments protect mortgages so can the City provide equity insurance to those businesses and homesteaders it wishes to attract back to the downtown area. Thus, if indeed there is a collapse of the interest to revitalize the area and the city fathers fail to provide adequate security, schools and other necessary infrastructure, the equity of the investor willing to chance the dreams of revitalization would be protected. The returnee can't lose...truly an incentive--and neither can the City.

3. Homesteading Grant for Moderate and Middle-Income Families -Experimental Demonstration

A program similar in scope to what was privately done in the Olde Towne can be put to work in the downtown core and the area immediately south of it. Purchase by the redevelopment authority of salvageable and/or historic units presently falling into disrepair can then be advertised for resale at token prices for those families able to commit themselves to living there and providing the equity (cash and sweat) to improve the unit to meet codes, and those approved purchasers in need can be assisted by direct grants.

4. Long Term Real Estate Tax Limitations to current values and a deferral of increased appraisals due to rehabilitation of existing structures. Experimental Demonstration. The City should agree that improved properties (under new ownership) would

be protected for reassessment for a period of ten years (at which time the property would be assessed to its potential). This same attractive offer could be made to those property owners who now show proof of home improvement efforts over the same period of time and thus should also have their assessed values increased.

5. Interest subsidy - Tandem Plan 7-1/2 percent interest. Under present HUD regulations, Tandem Plan 7-1/2 percent interest rate is available upon proper application. Therefore, condominium (and rental) development can be programmed for all income level residents. Programs such as the FHA 312 and 235 J Moderate Income Home Ownership Interest Subsidy programs should be permitted in the State of Virginia.

Our proposal envisions substantial physical changes to the downtown streetscape, the cost of which must be shared between the public and private beneficiaries. Special cost benefit analyses of these improvements are needed to insure either minimal or no expense to City. Bond issues for a special tax district could be programmed to meet anticipated public works improvements costs.

The private sector development is concentrated in five activities:

- 1) commercial mercantile spaces
- 2) rehabilitated office spaces
- 3) residential developments on sites other than the waterfront
- 4) waterfront developments of residential, recreational, mercantile, and office spaces
- 5) rehabilitated entertainment (non-public)

Each of these activities requires the following:

- 1) The commercial area--adaptive reuse of existing structures

a) Food--supermarket	17,000 sq. ft.
b) Produce farmers market--separate shed structure	
c) Drug store with sundries	11,000
d) ABC package store--relocated to this center	4,000
e) Valet--off-premise drycleaning	1,500
f) Coffee shop--16 seat counter + 24 seats	2,000
g) Convenience hardware	1,300
h) Book, cardwright, magazines	2,200
i) Shoe repair	800
j) Bakery (on premises baking)	1,200
k) Flower shop	1,000
l) Public space arcade	4,000
m) Fish store	1,000
	47,000 sq.ft.
	9,800
produce market required	56,800 sq. ft.

- 2) Rehabilitated office space

Municipal Building (Seaboard Station)	35,200
(ground floor commercial)	48,000
Kirn Building	25,200
	108,400

- 3) Residential development---300 units

- 4) Waterfront

residential	770 d.u.'s
recreational*	15,000
mercantile	8,000 sq. ft.
office (see rehabed office calculations)	
motel	

*pool and active recreation play spaces supplemental to naval museum and lightship

A/A

- 5) Rehabilitated entertainment (private development)
 - Commodore Theatre 12,000 sq. ft. (w/balcony)
 - Movie house 7,700 sq. ft.

Public Sector Development

- 1) Improvements to High St. landscape between Water Street and Court Street
- 2) Pedestrian pathways system
- 3) Reclamation of waterfront properties
- 4) Landscape buffer at I-264
- 5) Improvement to Court Street to Southside
- 6) Cultural/recreational center next to rehabilitated commercial area
- 7) Improvements to Municipal Bldg. ground floor
- 8) Relocation of lightship
- 9) Development of public plaza and park at High Street node on waterfront
- 10) New public parking garage and additional street parking spaces
- 11) Public financing of improved transit system

EXPANSION OF THE NEW DOWNTOWN NEIGHBORHOOD DISTRICT AND PLANNED WATERFRONT DEVELOPMENT DISTRICT

ECONOMIC ANALYSIS

TO SUPPORT FEASIBILITY OF TWO STORY 2 BEDROOM TOWN HOUSES
AND TRIPLEX HOMES FOR 300 UNIT CONDOMINIUM DEVELOPMENT

250 Town Houses (1,000 to 1,200 sq. ft.)
50 Triplex Houses (1,200 to 1,400 sq. ft.)

	Two Bedroom Town House Unit	Three Bedroom Triplex Unit
Selling price after land write down	\$ 40,000.00	\$ 50,000.00
<u>Mortgage and debt analysis</u>		
Federal tandem plan financing 7 1/2% interest 8.50 of constant 15% down payment Amount of mortgage	<u>24,000.00</u>	<u>42,500.00</u>
Debt service	\$ 2,890.00	\$ 3,612.50
Real Estate Taxes on comparable structures in Portsmouth	300.00	400.00
Operating expenses owner occupied	<u>1,000.00</u>	<u>1,200.00</u>
Yearly carrying charges before Income Tax benefit	4,190.00	5,212.50
<u>DEDUCT</u>		
Federal & State Income Tax benefit combined total 30% (30% of interest & Real Estate Tax)	<u>855.00</u>	<u>1,076.25</u>
Yearly carrying charge after giving effect to Federal & State Tax benefit	\$ 3,235.00	\$ 4,136.25
Monthly Charge after Federal & State Tax benefit	<u>\$ 269.58</u>	<u>\$ 344.69</u>

PORTSMOUTH, VIRGINIA WATERFRONT

ECONOMIC FEASIBILITY ANALYSIS OF MID RISE & HIGH RISE HOUSING FOR CONDOMINIUM

HOME OWNERSHIP*

One bedroom apt. 860 sq. ft.

	MID RISE	HIGH RISE
Selling price	\$ 50,000.00	\$ 55,000.00
<u>Analysis of Mortgage & debt service</u>		
15% down payment Mortgage	\$ <u>42,500.00</u>	\$ <u>46,750.00</u>
Debt service		
Tandem plan 7 1/2% of interest 8.50 of constant	3,612.50	3,973.75
Operating expense if owner occupied, after adjustment for energy, security, and other cost escalation	1,200.00	1,300.00
Real Estate Taxes	<u>350.00</u>	<u>400.00</u>
	\$ 5,162.50	\$ 5,673.75
<u>DEDUCT</u>		
Federal & State Income Tax benefit combined total 30% (30% of interest and Real Estate tax)	<u>1,061.25</u>	<u>1,171.87</u>
Yearly Carrying Charge after giving effect to to Federal & State Tax benefit	\$ 4,101.25	\$ 4,501.88
Monthly Charge after Federal & State Tax benefit	\$ 341.77	\$ 375.16

*Based upon Marketability Analysis Crawford Harbor, Portsmouth Va. Hammer, Siler George Assoc. July, 1975, as adjusted by H. K. Bell, June, 1977.

ECONOMIC ANALYSIS

CONVERSION OF HISTORIC BUILDINGS TO OFFICE USE

A designation for the current Municipal Building, YMCA, and 1912 Building is vital to the success of these suggested renovations because of revisions to the Federal Income Tax Law, November, 1976.

Office Space Annual Rental Necessary to Maintain these Structures.

Analysis per sq. ft.

Operating expenses, including H.V.A.C	\$ 2.00
Real Estate Taxes	0.
(No increase for rehab for ten years in order to encourage development)	
Debt service (to cover renovation + rent up expense \$30.00 per sq. ft. x 9.5%)	<u>2.85</u>
Total Annual rental necessary to maintain structure	\$4.85 *

* This rental is feasible and projects should be encouraged.

ECONOMIC ANALYSIS

NEIGHBORHOOD BUSINESS DISTRICT

SUPER MARKET, DRUG, HARDWARE, VALET, SHOE REPAIR, COFFEE SHOP, BOOK & CARD
BEAUTY PARLOR, PACKAGE STORE, & FARMERS MARKET

Area 50,000 sq. ft. and adequate parking

Costs necessary to maintain annual rental

Real Estate Taxes	\$.50 sq. ft.
Maintenance & operating to be paid by tenant	0.
Debt Service	
\$35.00 per sq. ft. developed cost including renovation and residual building value.	
\$35.00 x 9.5%	<u>\$ 3.33</u>
	\$ 3.83 *

* This basic rental charge and profit to the developer of apprx. \$1.00 per sq. ft. is extremely feasible.

MINORITY BUSINESS OPPORTUNITY

As proposed, the Crawford Crescent area will undergo substantial changes during the next several years, with heavy governmental and private investment. We strongly recommend that the City make special efforts to include opportunities for small and minority business in this process. Many mechanisms are in use throughout the country, ranging from special set-asides in major programs to direct assistance for business development.

Our concern extends beyond the construction part of the development process to include retail, and service opportunities in operating areas. This will further the "downtown village" concept and permit a broad range of Portsmouth citizens to participate in the benefits of a revitalized Crawford Crescent.

APPENDIX 'A'

MERCHANT SURVEY-SUMMARY OF FINDINGS

Characteristics of Retail Operations

The majority of the downtown merchants are small independent operators, providing miscellaneous retail goods, e.g., drugs, jewelry, photographic equipment, newspapers, and office supplies. Three-fourths of the fifty-two merchants who responded are tenants. The average sales floor area is 10,586 square feet; the median is only 1,680 square feet indicating the large number of small businesses. The number of employees per store also reflects the size of the establishments. The average number of employees is twelve, and the median only five.

Although a majority of the merchants provide charge accounts (51.9%), many (48.1%) do business on a cash basis only. The average number of accounts per store (2,099), though somewhat meaningless due to the wide range of account sizes (3 to 20,000), suggests that several businesses in downtown Portsmouth are faring quite well in spite of the general downward trend.

Coordination of Retail Management

The relatively small size of the retail operations in downtown is manifest not only in the physical and economic characteristics of the stores, but also in the lack of interest or economic support for the downtown. Less than half of the merchants surveyed belong to the Downtown Trade Association; only 58% would be willing to contribute to a downtown-wide advertising program. Much of this apathy, however, is attributable to the decline in business which seriously affects the small businessman. Although very few of the stores have evening hours due to the small amount of trade, almost two-thirds (65.4%) of the merchants would be willing to have longer hours if other merchants followed suit. Risk must be shared among the businesses, if downtown is to survive.

Perception of Problems

The major problems in downtown, as perceived by the merchants, are in order: the lack of entertainment, the building conditions, the surroundings, the parking facilities (size and location), and the advertising. Downtown shoppers, coincidentally, responded in a similar fashion. The problems of downtown, as perceived by the shoppers, are in order: the number and variety of stores, the selection of merchandise, the building conditions, the

surroundings, and parking. The discrepancy between the responses of the merchants and shoppers is really a matter of perspective. Merchants recognize the need for establishments which will attract people during the day and night, viz., entertainment. Shoppers, on the other hand, do not shop downtown due to the insufficient variety of goods and services provided in downtown, i.e., the lack of attraction. The distinction between the two is the feeling, on the part of the merchants, that the downtown trade area cannot support even the existing businesses, much less additional ones of the same type.

Improvements

Recommendations for improvements varied widely among the merchants. Less enthusiasm was expressed for merchant-supported improvements than for municipally financed improvements. For example, parking improvements were favored by almost three-fourths of the merchants if municipally financed, but only favored by 42% if merchant supported. This lack of merchant support will restrict the types of improvements feasible in downtown.

The primary improvements favored by the merchants included: more parking, better traffic control, more restaurants, improved landscaping, and better street lighting. It should be noted, however, that less than half of the merchants responded favorably to any of the improvements with the exception of parking. The least favored improvements were: a pedestrian mall (15.4%), building murals (15.4%), and low-interest loans (17.3%). The lack of interest in the latter is due in large measure to the low ownership rates in the downtown.

Additional improvements noted by the merchants are summarized below:

Transportation Improvements

- Free parking
- Extension of angled parking
- Non-stop subsidized bus service between Portsmouth's major shopping centers
- Merchant-subsidized bus service between Mount Hermon and downtown
- Restricted parking in front of stores for shoppers only

Housing Improvements

- Provide middle-income neighborhoods in downtown vicinity
- Develop low and middle income projects in redevelopment areas

Economic Development

- Provide greater variety of stores and greater variety within stores
- Recommend the following types of stores: clothing, confectionery, shoe, movies, grocery, hardware, plant, specialized food, and record
- Need more office buildings that employ large numbers of people
- Provide low-cost business loans. Use property tax revenues or federal funds for downtown improvements

Environmental Improvements

- Provide public restrooms
- Raze dilapidated buildings
- Create temporary mini-parks on cleared lots
- Repair broken curbs and sidewalks
- Establish design criteria for facades
- Provide better street lighting for Washington Street
- Keep streets and vacant lots cleaner
- Use unoccupied buildings and storefronts for public service display
- Provide more police protection

Cultural/Entertainment Development

- Develop a cultural center in downtown
- Convert the Commodore Theatre into a civic auditorium
- Promote educational centers in downtown
- Investigate possibility of using waterfront parking lot and parking garage for social gatherings, e.g., dances, boat shows, or skateboard contests

DOWNTOWN SHOPPER PROFILE

Socio-Economic Characteristics

Downtown shoppers are composed primarily of elderly persons (55-64) and young workers (25-34) employed in the downtown area. (Almost one-third of downtown shoppers come from work.) Although, a larger percentage of blacks shop in downtown than the other two shopping areas (Mid-City and Tower Mall), the majority of downtown shoppers are white (55%) and female (65%). Almost three-fourths of them shop alone rather than with family or friends.

The predominance of the young and the old is seen in the average household size - 3.07 which is smaller than the survey average (3.25), and less than that of the other shopping centers. The elderly and the young shoppers are less affluent than their counterparts at Mid-City and Tower Mall. They have fewer cars - 1.07 per household vs. 1.67 and 1.77 at Mid-City and Tower Mall; many more of them come by bus (25.3%) and on foot (17.8%) than the other two centers combined.

Most of the shoppers (40%) are not in the labor force (housewives, students, or retired). Of those employed, 18% are in the sales/clerical category, 11% are service or unskilled workers, and 10% are in managerial/administrative work. Downtown shoppers are thus composed of people employed in the downtown area (primarily young and white) and residents (elderly, lower-income, black and white) of neighborhoods adjacent to the CBD. A small percentage (10%) of shoppers come from outside of the City of Portsmouth.

Shopping Patterns

Downtown shoppers are weekly shoppers (59.6%) who frequent downtown more so than the other shopping areas because of the selection of merchandise (47%), and the convenience to home or work (46%). In addition to shopping, downtown patrons frequent the library, post office and banks on a more regular basis than shoppers at Mid-City and Tower Mall.

The relative lack of mobility of the downtown shopper plays a large part not only in his/her shopping patterns but also in the use of selected services and public facilities, e.g., the banks, and library which were heretofore considered as central offices serving a wider trade area than the immediate neighborhoods.

Despite the fact that downtown shoppers chose the wide selection of merchandise as the main reason why they shop in downtown, it would appear that the CBD does not provide all the necessary goods and services. One-half to three-fourths of the shoppers in downtown shop weekly or monthly in all three shopping centers. The majority of the shoppers (59.3%) favor downtown for weekly shopping and Tower Mall for monthly shopping.

Perception of Problems and Needed Improvements

Downtown shoppers are most concerned with the lack of a variety of stores, an insufficient selection of merchandise, and the building conditions and surroundings in downtown. They would like to see more stores (grocery, clothing, and general merchandise), painting and remodeling of the structures, and the construction of an outdoor mall.

Of little concern to downtown shoppers is salesmanship, the price selection, signs and window displays, street lighting, and advertising. Almost any improvement would be welcomed by the downtown shopper. More advertising, better street lighting, and more furniture stores, however, are seen as the least needed improvements.

This report based on work by

Christine Garner

PROFESSIONAL BUSINESSMEN AND OFFICE WORKERS- SURVEY OF FINDINGS

Characteristics of Office Businessmen and Workers

There are a number of office spaces scattered throughout the existing downtown area, but the bulk of office workers are now located along Crawford Street in the recent public/private office buildings.

Shopping Habits

58.8% shop at least once a week in the downtown area and 23.5% go at least once a month for some purchase. Fully 41% dine in the area during the daytime, but only 19.6% have used the restaurants in the area at night (not enough choices). If better security and more choices were provided, 31.4% would eat downtown after dark.

Perception of Problems

Although not supported by statistics, 51% of office employees feel that criminal activity in the area is high and dangerous. 72.5% feel that the parking situation should be improved. 94% said that a grocery store convenient to them is a must, and 66.7% feel the same way about the need for more restaurants. The survey was about even with regard to the need for streetscape improvements but 78.4% wanted more police surveillance on the streets.

Shopping Perception

Very few of those surveyed saw anything excellent in downtown. 70% said that goods, hours, parking, attentiveness, convenience, prices, selection, and ambiance were fair to good, and 15% rated the general downtown shopping experience as poor.

APPENDIX 'B'

The R/UDAT PROGRAM

In response to requests for assistance by local communities, the Urban Planning and Design Committee of the American Institute of Architects has been sending teams of design professionals to various American communities since 1967. Each team includes persons from a variety of disciplines. The number of team members and their areas of specialization vary; each team is carefully assembled to address those issues facing the community to be visited.

The concept of public service is fundamental to the program. Team members are selected for their particular expertise and serve without remuneration, and agree not to accept commissions from work resulting from their recommendations. Their general charge is to acquaint themselves with the community and its people, to analyze problems and opportunities from a fresh perspective, and to recommend urban design concepts and other ideas to respond to community needs.

The objectives of the R/UDAT program are to:

- improve regional/urban conditions in the nation;
- support local AIA chapter in their communities;
- illustrate the importance of the urban design framework for community development and regional planning; and
- stimulate public awareness and action toward improvement of communities through citizen involvement in urban design and planning issues.

The Visit

The City's request for a R/UDAT team was approved in April, 1977, following a visit to Portsmouth by Jules Gregory, FAIA, representing the AIA Urban Planning and Design Committee. Clifford Graves, AIP, was appointed Team Chairman, and visited Portsmouth in May. The team then organized, and the members reviewed background information about the area before their June 17-20 visit.

The team visit began with an intensive series of public meetings, briefings by governmental and civic organizations, and tours of the target area and vicinity by air, car, and on foot. This was followed by working sessions which culminated with this report and a public presentation Monday evening, June 20.

Expenses for the R/UDAT visit were underwritten by the City of Portsmouth.

The Team

The Portsmouth R/UDAT team consisted of eight persons:

- Harold Bell, Urban Economist, Columbia University, New York City.
- William Durkee, Designer, Urban Design Associates, Pittsburgh, Pennsylvania.
- Alex Eckmann, Transportation and Land Use Specialist, Institute of Public Administration, Washington, D.C.
- Clifford Graves, AIP, Assistant Chief Administrative Officer, County of San Diego, California (team chairman).
- John Loss, AIA, Architect and Designer, North Carolina State University School of Design.
- Roy Mann, ASLA, Landscape Architect, Roy Mann & Associates, Cambridge, Massachusetts.
- John Orofino, Architect and Urban Designer from the National Center of Urban Ethnic Affairs, Washington, D.C.
- Betty Woody, Ph.D., Urban Planner, Boston University, Cambridge, Massachusetts.

A group of assistants was organized and coordinated by Roger Fulton Newill, AIA, in cooperation with the Department of Architecture, Hampton Institute and the Institute of Urban Studies and Public Administration, Old Dominion University. These assistants were: Bruce Odkins, Anthony Stewart, Morris J. Map, Sherman Lewis, Walter Jackson, Alfonzye Chisholm, Joan Sutck, and Sharon Blades.

Excellent secretarial assistance was provided by various City agencies; much equipment was furnished by the Portsmouth Redevelopment and Housing Authority and the Office of City Planning.

Many public agencies, local organizations, and citizens in Portsmouth provided support and ideas for this project. Thanks very much.

Downtown Planning Task Force

Chet McGinnis, Assistant City Manager
J. Brewer Moore, Director of Planning
Mahesh Gupta, Assistant Director of Planning
Hugh Forehand, Director of Development, PRHA
Richard Heimbach, Planning Officer, PRHA
Winston Pearson, Community Development Administrator
Lee Cobb, Economic Development Coordinator
Ron Bailey, Urban Planner

Public Agencies

City of Portsmouth

City Manager
City Planning Department
Office of Legislative and Management Services
Department of Parks and Recreation
Office of Economic Development

Tidewater Transportation Commission
Portsmouth Port and Industrial Commission
Portsmouth Redevelopment and Housing Authority
Planning Commission
Museum and Fine Arts Commission
U.S. Coast Guard
Southeastern Virginia Planning District Commission
Chamber of Commerce - Fort Smith, Arkansas
Commission of Architectural Review
Institute of Urban Studies and Public Administration - Old Dominion University
Community Arts Museum

Organizations

Olde Towne PAC
Community Development Committee of Community Action, Inc.
Effingham Street Branch Y.M.C.A.
Portsmouth Chamber of Commerce
Downtown Merchants Association
Federation of Civic Clubs
Central Civic Forum
United Community Services
Hampton Institute - Department of Architecture
Court Street Baptist Church
Tidewater Community College
Trinity Episcopal Church
First Lutheran Church
Ministerial Association

Citizens

Robert Albertson
Z.I. Blackman (Washington Pharmacy)
Freda F. Donn (Allen Furniture Company)
Richard Early
E. R. Fussell (Bank of Virginia)
Russell F. Gallette (Citizens Trust Bank)
Dan E. Griffin
Margaret Gupta
Ray Hawkins
Helene S. Mitchell (Sears-Betty and Bob)
Frank W. Myers (Virginia Stationery and Office Supply Company)
Reid A. Rapoport (The Quality Shop)
Bernard Rivin (The Famous)
Howard B. Sivils, Jr. (Fidelity American Bank)
Robert Spencer, Jr. (Citizens Trust Bank)
Mr. and Mrs. M.R. Splichal
Robert W. Wentz, Jr. (Virginia Federal Savings and Loan Association)
Haywood Williams, Jr. (Mr. Tux, Inc.)