



Hurt Park/Mountain View/West End

**NEIGHBORHOOD
PLAN**

Adopted by City Council
June 16, 2003

**ROANOKE
VIRGINIA**



vision 2001
2020

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Planning Building & Development

Introduction

The neighborhoods of Hurt Park, Mountain View and West End are contiguous to one another and blend together seamlessly, yet each is distinct and maintains its own sense of identity. While the City's overall growth and development impacts each of these neighborhoods, at the same time each evolves in its own manner and timeframe.

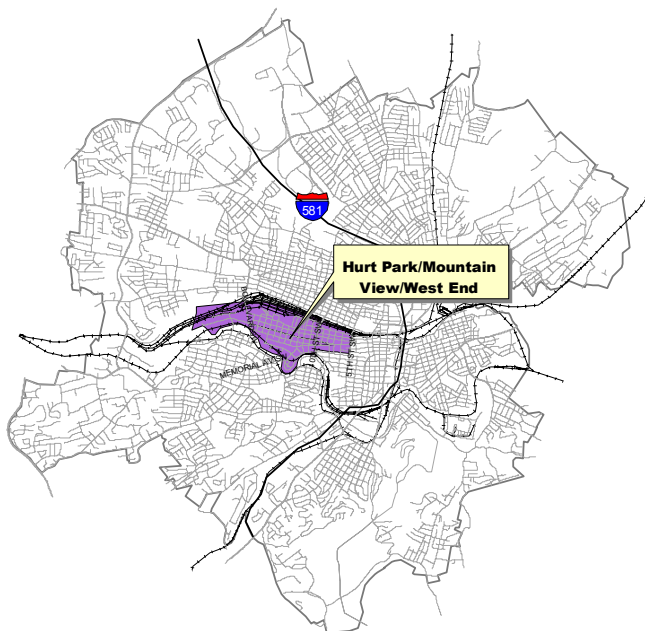
This area is part of the early urban fabric of the City. Collectively, the neighborhood is bounded by the Norfolk Southern railroad tracks to the north and northwest, the Roanoke River to the south and southwest, between Campbell and Luck Avenues to the southeast, and 5th Street to the east. Hurt Park, Mountain View and West End feature traditional urban housing, a public housing complex, and corridors of commercial and industrial development. Owing to the history of development along rivers and railroad corridors, much of its residential core is bound by industrial development.

Particularly in Hurt Park and West End, the original housing developments were large, mansion-like homes built for railroad executives around the turn of the 20th Century. Most of the houses in Mountain View date to the early 20th Century as well. The history of the area and its traditional urban character make it ideal for revitalization and improved linkage to downtown and the neighborhoods surrounding it.

This neighborhood plan is a component of *Vision 2001-2020*, the City's 20-year comprehensive plan. *Vision 2001-2020* recommends the creation of neighborhood plans to provide a more detailed study of neighborhoods and better guidance in decisions affecting them.

Planning staff studied current neighborhood conditions, with particular emphasis on land use patterns, housing, and infrastructure needs. Residents were involved through tours and a series of workshops. Major issues identified through the process include attracting more homeowners, improving the area's appearance, infrastructure improvements, and zoning changes that would encourage the development of vacant lots and rehabilitation of substandard structures.

The plan makes recommendations for neighborhood improvement and development. Most recommendations are for action over a 5-year period. However, some recommendations are longer term.



High priority initiatives

The plan proposes the following initiatives:

1.) Zoning Changes

- Amend the zoning ordinance to ensure that new residential development is compatible with existing structures in terms of setbacks and lot coverage, and to maximize the development potential of vacant properties and structures.
- Limit the conversion of single-family homes by special exception permit.

2.) Housing Development:

- Establish this plan as a framework for more specific revitalization plans, to be considered in future allocations of Community Development Block Grant (CDBG) and HOPE VI funds. Particular emphasis should be placed on infill development, the rehabilitation of substandard structures, historic tax credit opportunities and adherence to the guidelines of the H-2 Neighborhood Preservation District, and initiatives to increase homeownership.
- Insure that new grant funded housing development adheres to the design guidelines of *Vision 2001-2020*.

3.) Economic Development:

- Apply for the reinstatement of State Enterprise Zone One in 2004.
- Consider allocating CDBG and HOPE VI funds for small business development or revitalization.

4.) Code Enforcement:

- Continue to target the neighborhood for all code violations and maintain the rental inspection program on designated properties.

5.) Infrastructure Improvements

- Improve streetscapes specifically as outlined below:
 - 1) Establish traffic calming measures as the standard for all street improvements, and discourage further widening of all streets.
 - 2) Restore access of 10th Street at Norfolk and Rorer Avenues.
 - 3) Incorporate alternative transportation corridors for pedestrian and bicycle usage.
 - 4) Provide infill and repair of sidewalks and curb and gutter where needed, and improve areas with storm water management problems.
 - 5) Improve the appearance and functionality of gateways at the intersection of Campbell and Patterson Avenues, the northern end of 10th Street, 13th Street at the Memorial Bridge, and the intersection of Boulevard and Patterson Avenues.
 - 6) Place a welcome sign for the H-2 Neighborhood Preservation District on Patterson Avenue and denote the historic district atop street signs where applicable.

- Consider allocating future CDBG funds for streetscape improvements.

Plan Elements

The plan addresses the following elements:

- Community Design
- Residential Development
- Economic Development
- Infrastructure
- Public Services
- Quality of Life

The Community Design element looks at physical design features and land use patterns. Residential Development addresses existing and new housing opportunities. Economic Development deals with commercial and industrial development in the neighborhood. The Infrastructure plan element evaluates transportation systems and utility systems such as water, sewer, and storm drainage. The Public Services element assesses Fire/EMS, police and other city services. Finally, the Quality of Life element addresses recreational opportunities, environmental issues, education, and community development. Each plan element contains information about current conditions and issues.

The Neighborhoods

Population



Hurt Park and Mountain View have maintained a strong residential core, while West End is now dominated by industrial and commercial uses.



The population of Hurt Park, Mountain View, and West End has remained steady with only a slight increase since the 1990 Census. The area experienced substantial increases in the number of younger and middle age populations, while the number of younger adults and the elderly decreased. Collectively, this area is one of the most racially diverse areas in the City. African-Americans are now the largest racial group making up 52% of the population, while whites account for 41% of the population. The number of Asians, Latinos, and other races doubled since the last census and now comprise 3.5% of the population. The 2000 Census now includes many new categories that account for people of two or more races. A total of 3.1% of the population fits into this category.

Demographic Trends			
	1990	2000	% Change
Population	2785	2805	1%
Households	1063	1051	-1%
Black	1282	1457	14%
White	1475	1145	-22%
Other (one race alone)	48	99	106%
Two races	n/a	84	n/a
Two or more races	n/a	2	n/a
0-17	769	863	12%
18-34	828	678	-18%
35-64	885	1212	37%
65+	323	256	-21%
Source: U.S. Census Bureau, 1990 and 2000 Census (Tract 10)			



House on Campbell Avenue

This area has a disproportionate amount of the City's low-income residents. In addition, the education level of adults above the age of 25 is substantially lower than that of the average City resident of similar age.

Educational Attainment, 25 years of age and over, 2000			
	Hurt Park/Mt. View/West End		City of Roanoke
	# of Residents	Percentage	Percentage
Less than High School	691	42%	24%
High School	601	37%	30%
Some College	239	14.5%	27%
Bachelor's Degree	85	5%	12%
Graduate or Professional	25	1.5%	7%
Total	1641	100%	100%

Source: U.S. Census Bureau, 2000 Census.

The concentration of low-income households in this area is very high. It has almost double the percentage of households with incomes below \$20,000 in comparison to the citywide average. This gap disappears in the percentage of moderate-income households between \$20,000 - \$34,999, then reappears in the higher income brackets. One explanation of this trend might be a high percentage of households with one income in the area.



House on Patterson Avenue

Household Income 1999			
	Hurt Park/Mt. View/West End		City of Roanoke Percentage
	# of Households	Percentage	
\$0 - \$19,999	602	57%	32%
\$20,000 - \$34,999	252	24%	25%
\$35,000 - \$49,999	91	9%	17%
\$50,000 - \$99,999	100	9%	21%
\$100,000 +	11	1%	5%
TOTAL	1,056	100%	100%

Source: U.S. Census Bureau, 2000 Census (Tract 10 and City of Roanoke)

Neighborhood Organizations

The Hurt Park Neighborhood Alliance is a member of the Roanoke Neighborhood Partnership. The Mountain View Neighborhood Alliance has not been in operation for several years, but the Mountain View Neighborhood Watch has been active since 1998.

The Hurt Park Housing Development has a resident council that serves as a liaison to Roanoke Redevelopment and Housing Authority staff. The Council is made up of a group of residents elected by the residents of Hurt Park.

Community Design

Physical Layout



West End Park at 10th Street and Campbell Avenue



Entrance to Mountain View Facility

Hurt Park, Mountain View, and West End lie in the urban core of the City, immediately west of downtown. This area has, for the most part, a traditional neighborhood design pattern, yet it has changed on its peripheries over the years to accommodate industrial and multi-family residential development. One of the major challenges for the neighborhoods will be maintaining an attractive, healthy and viable residential community that adjoins industrial and auto-oriented commercial development.

The predominant housing style in the area is the American Foursquare. Most of the homes in the area were constructed with exteriors of brick or wood. The core of this area, between Campbell and Salem Avenues, is arranged in a grid street system with most of the older homes close to the front property line (15' -25') and to each other (10-15'). Houses tend to be of similar scale, massing and architecture, and most have front porches. Alleys provide access to parking and rear yards and garages. A number of properties have retaining walls that border the sidewalk.

Within the traditional development pattern of the Hurt Park neighborhood is the H-2 Neighborhood Preservation District along both sides of Patterson Avenue from the middle of the 1300 block to 19th Street. Most of the houses on this street are large, mansion-like structures that were originally built for Norfolk and Western executives early in the 20th Century. On the northern side of the street, some of them still feature stone retaining walls with steps and walkways from the sidewalk. The lots on Patterson Avenue are larger than in the rest of the area.

The Hurt Park Housing Development is the only major apartment complex in the area. It is comprised of 13 buildings spanning three blocks. Enclosed courtyards and sidewalks connect all the units. The park and school adjacent to the development provide green space that is frequently used by children.

Commercial establishments in the area are well integrated with the neighborhood. Most of the commercial structures are of a similar age to the housing and some are in poor condition. Several commercial structures are architecturally compatible with the homes in the area, but there are also several convenience stores in small, one-story buildings with parking lots in front. The corner of 13th Street and Patterson Avenue features a mini strip-shopping mall that has a convenience store and take-out seafood restaurant.

The industrial uses along the southern edge of the Mountain View neighborhood are naturally buffered from adjoining residences by terrain and vegetation. This area is well contained and features heavy manufacturing uses that span several parcels. The northeastern portion of the area has a stretch of industrial uses that extend west from downtown. Establishments vary in size; some of them



Hurt Park is set in a grid street pattern and features several examples of some of the City's finest early architecture.



are small and fit into an urban development pattern, while others are situated across entire blocks. The industrial development at the western end of the area fits into the character of Shaffer's Crossing, but lacks a transition between it and the residential core.

Most of the interior residential streets are narrow with two lanes. Exceptions to this are Patterson Avenue from 13th Street west, Salem Avenue west of 16th Street, and 10th Street north of Campbell, which are the only four-lane streets in the area. On-street parking is available on all of the streets. Trees line most of the east to west streets in the residential areas. Streets in the Mountain View neighborhood have large tree canopies that shade the pavement.

Sidewalks are uniform throughout most of the neighborhood. However, residents expressed dissatisfaction with some areas that lacked sidewalks or needed maintenance to the existing network. An attractive feature found in much of the area is the brick sidewalks, including a stretch of Roanoke's "star brick" along Campbell Avenue in the West End neighborhood.

While people moved from traditional neighborhoods to outlying suburbs during the last half of the 20th Century, many people are now seeking out these older neighborhoods for their sense of community, physical attractiveness, and convenience. As more people begin to reject long commutes, over reliance on the automobile, and the lack of community that go along with conventional suburban development, neighborhoods such as Hurt Park, Mountain View and West End are ripe for revitalization. *Vision 2001-2020* promotes the development of "neighborhoods as villages," with a compact urban form accompanied by village center commercial uses that encourage pedestrian activity and a sense of community. Promoting the characteristics of traditional neighborhood design that exist in Hurt Park, Mountain View and West End is key to the revitalization of neighborhoods throughout the City.



Land Use Patterns



There is a wide range of land uses within Hurt Park, Mountain View and West End.



There are 1,446 parcels in Hurt Park, Mountain View, and West End. There is a wide array of uses in the area and the zoning reflects such with nine different classifications.

Industrial zoning and uses are found on the northeastern, and northwestern to southwestern edges of the area. Residential zoning and uses lie in the center of the area. There are two commercial nodes: an office district on the southeastern edge of the area along Campbell Avenue, and a small commercial corridor along 13th Street.

The zoning and land use of Hurt Park, Mountain View, and West End can be summarized in five different areas:

- **Industrial corridors:** Industrial development borders much of the area, with dense concentrations in the northeast, west and southwest corners.
- **Traditional residential development:** Through the middle of the neighborhood, there is a solid core of traditional residential development, some of which have been maintained as single family and others which have been converted to multi-family. The primary residential corridor extends from 10th Street in the east to 21st Street in the west and from Salem Avenue in the north to Campbell Avenue in the south.
- **Hurt Park, Hurt Park Housing Development, and Hurt Park Elementary School:** This concentration of public land lies along Salem Avenue from 15th to 18th Street, and is the heart of the Hurt Park neighborhood. This area has more pedestrian and outdoor activity than the rest of the neighborhood.
- **13th Street Village Center:** Along 13th Street from Cleveland to Patterson Avenue, and on Patterson Avenue, from 11th Street to 14th Street there is a concentration of neighborhood-oriented commercial development. In addition, there are several 'pocket' or 'corner' commercial establishments scattered throughout the traditional residential core.
- **Office District:** Along the southside of Campbell Avenue from 5th to 10th Street. The uses in this area are primarily non-profit institutions.

Many of the commercial and industrial buildings were constructed during the 1940s and 1950s. Today, the neighborhood supports a mix of residential, commercial, and industrial uses.

West End is the least residential of the three neighborhoods. Commercial and industrial properties are its predominant land use, while most of the housing is found in a small section in the southwest portion of the neighborhood along Patterson, and Campbell Avenues. The majority of the land is zoned LM, Light Manufacturing.



Calvary Baptist Church on Campbell Avenue.

Hurt Park and Mountain View are similar in their land use and zoning patterns. Industrial development lies on the northern and southern extremities, with a mix of single and multi-family residential and neighborhood commercial development in the core.

As is the case with many neighborhoods in the City, there is a considerable amount of land classified as vacant in Hurt Park, Mountain View, and West End. Most of the vacant parcels are in the LM industrial corridor in the northeast corner of the area, yet there are also several vacant parcels in residential areas with infill potential. These parcels may have development potential since many are only being used for parking and outdoor storage.

All of the LM districts in the area abut RM-2 districts. Although the current zoning ordinance requires that LM uses abutting residential areas have additional screening and/or landscaping, many uses are grandfathered and exempt from those requirements. Creating a better transition between industrial and residential uses should be addressed in future zoning decisions in the area.

Neighborhood Preservation District

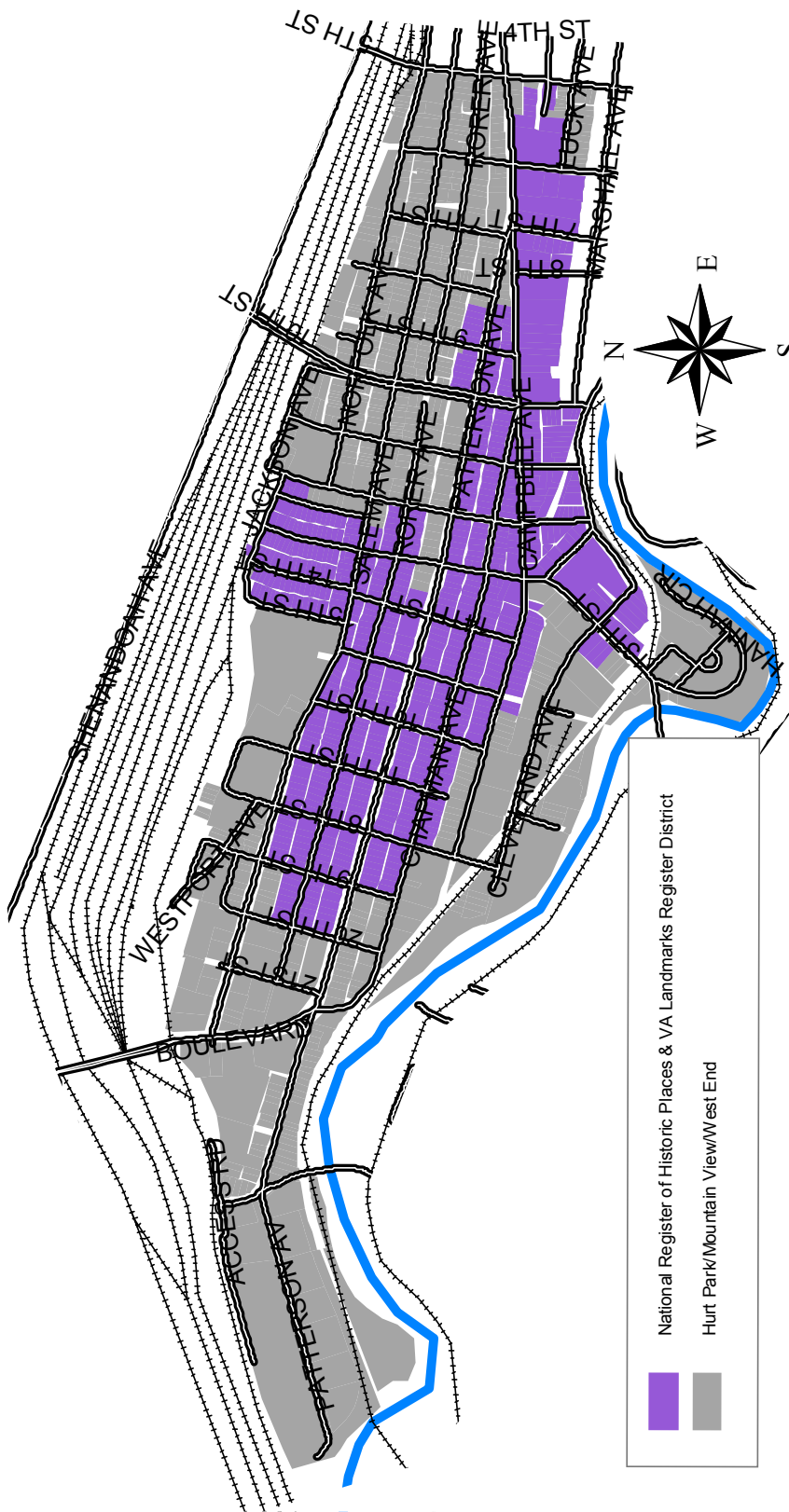


A number of historic structures in the area are eligible for rehabilitation incentives.

In 1987, the H-2, Neighborhood Preservation District was adopted by City Council. The district spans over most of Old Southwest and parts of the Mountain View and Hurt Park neighborhoods (see map on page 11). Expansion of the H-2 District to the east and north of the current line to 5th Street (see the map on page 9) to include the blocks around the Jefferson Center and former Cotton Mill in West End is suggested in the Old Southwest Neighborhood Plan. The homes in the district are of a variety of architectural styles, including Queen Anne, Colonial Revival, Neoclassical, Bungalow, American Foursquare, Arts and Crafts and Shingle.

Architectural design guidelines endorsed by City Council and adopted by the Architectural Review Board (ARB) were established for the H-2 District to assist property owners in maintaining the historic character of their homes. While the establishment of the H-2 District has helped preserve some of the historic homes in Hurt Park and Mountain View, the vast majority of ARB applications are for properties in Old Southwest. This indicates that fewer structures in Hurt Park and Mountain View are rehabilitated, and possibly that work being done in the area is not in compliance with the H-2 guidelines.

Historic Districts listed on the National Register of Historic Places & Virginia Landmarks Register





Offices on Campbell Avenue

For a variety of reasons, there is a lack of involvement of H-2 properties in the area with regards to the function of the district. As a result there has been very little progress made towards revitalizing the area.

In addition to the H-2 District, many properties in the area are listed on the National Register of Historic Places and the Virginia Landmarks Register. Both of these designations offer tax incentives for the rehabilitation of structures. Increased awareness of these incentives needs to be achieved through marketing to property owners and potential developers who could benefit from them.

Future Land Use

The future land use map will be used to guide zoning and land use decisions in the area. Due to the prominence of industry in the area, much of the industrial zoning will remain intact. However, there are several areas where transitions between industrial and residential or commercial uses need to be established, which are reflected on the map.



Areas such as this one above on Salem Avenue lack a transition between residential and industrial uses.

Three transitional areas on the future land use map will be key to the future zoning of the neighborhood. These areas are:

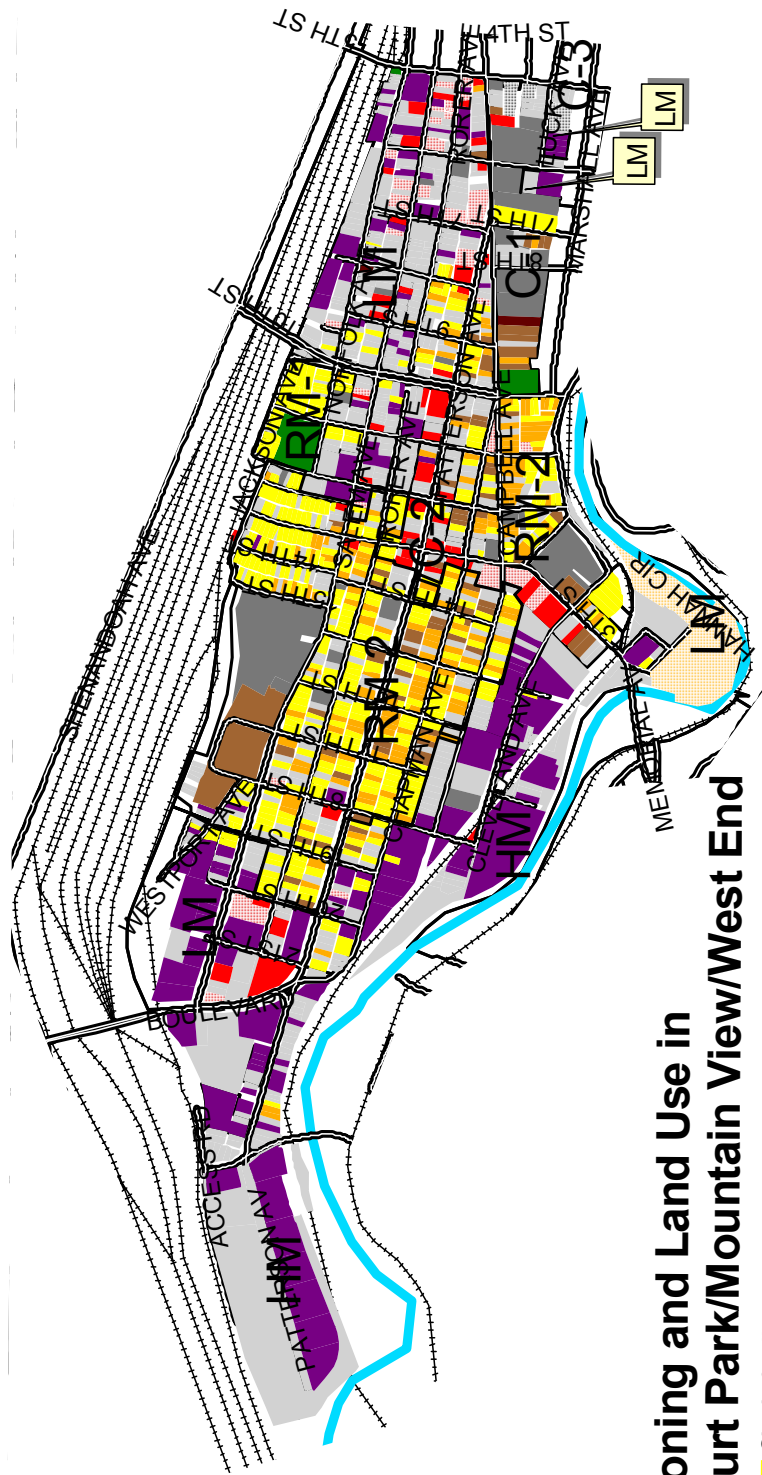
- **Campbell and Patterson Avenues between 5th and 10th Streets** - the southern side of Campbell is an office district that reduces in density west of downtown. Much of the northern sides of Campbell and Patterson Avenues are currently zoned LM and should be rezoned to conform to the development pattern of the south side and provide a transition from downtown.
- **Chapman and Campbell Avenues between 15th and 20th Streets** - the future land use map moves the residential district south to provide a buffer between housing and the industrial district.
- **Salem Avenue between 10th and 13th Streets** - this area is currently zoned LM, but is in between commercial and residential districts. To make it more compatible with the neighborhood, this area should incorporate more commercial and less industrial use.



Rezoning Patterson Avenue to a mix of residential and office uses will allow more flexibility to enable revitalization.

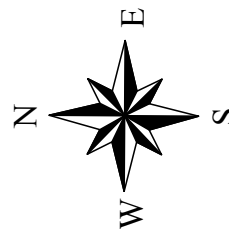
Some of the residential areas need to be protected as much as possible from further conversions of single-family homes to multifamily. Thus, some areas are recommended for single-family zoning.

The portion of Patterson Avenue in the H-2 District is proposed for a mix of office and residential uses. Currently the base zoning of this area is RM-2. By allowing offices in addition to residential uses, the market will be open to a greater range of opportunities. Offices usually produce a greater rate of return than residential properties, and they are not intrusive upon the residential character of an area.

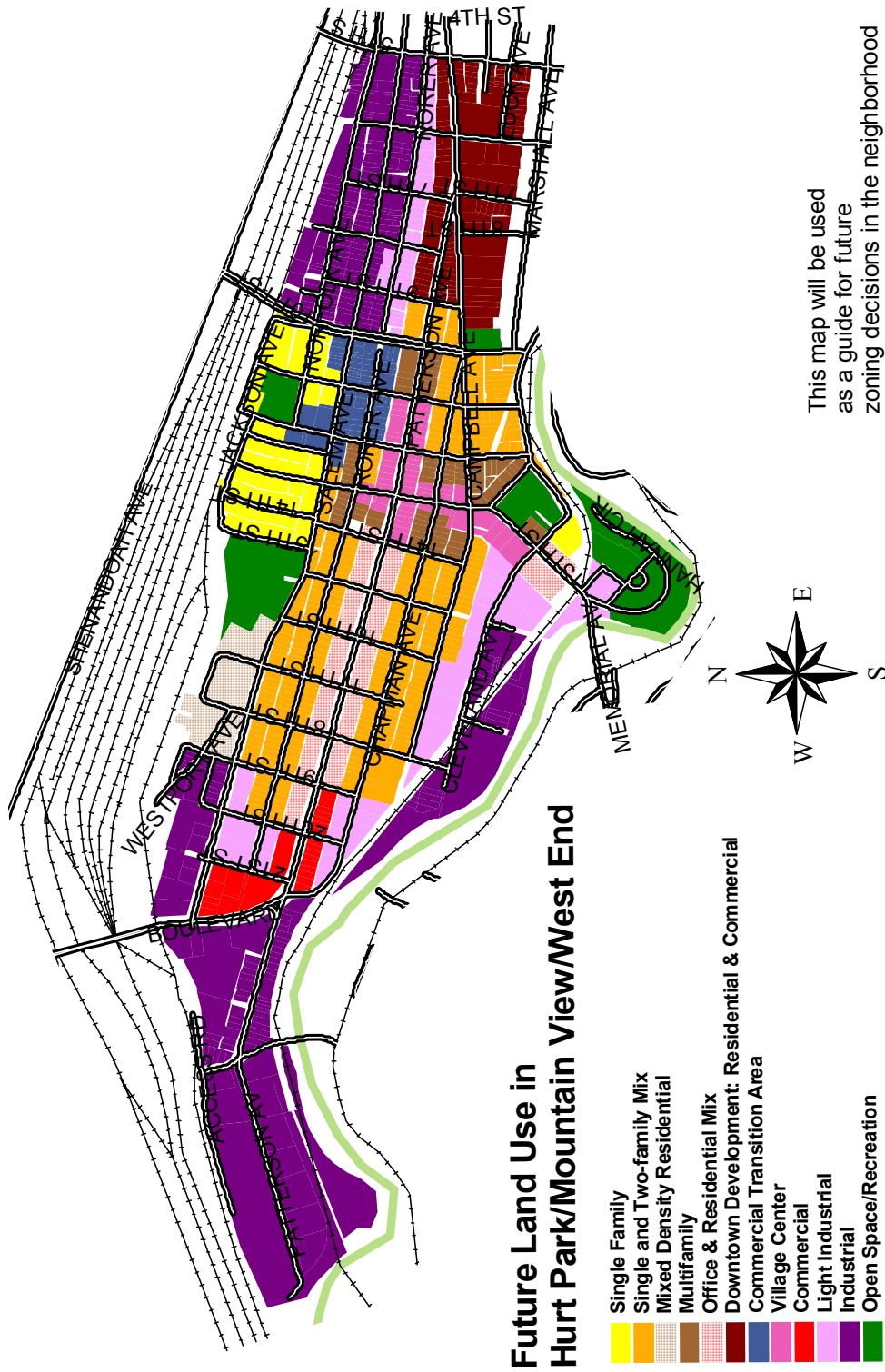


Zoning and Land Use in Hurt Park/Mountain View/West End

- Single-family
- Duplex
- Multifamily
- Mobile Home
- Group Home
- Commercial
- Industrial
- Auto-related Industries
- Religious, Education & Non-profit
- Parking Lots
- Park
- Vacant



All land use classifications are grouped based on Department of Real Estate Valuation tax codes and may not specifically denote the use of some properties.



Residential Development



Some housing in the area has deteriorated and building code enforcement inspectors routinely work in the area in response to substandard conditions and poor maintenance. Virtually all of the area is within the designated Hurt Park Conservation District.

Most of the residential dwellings in this area were built as single-family units between 1884 and 1924. Although housing construction thereafter has been sparse, since 1991 two multifamily buildings and 57 single-family units have been built. While, the most common housing style is the two-story American Four-square, there are a variety of architectural styles in the area, particularly in the H-2 District along Patterson Avenue.



While the older housing stock lends a sense of character and history to the neighborhood, it also requires greater care and maintenance with time. Declining maintenance and a lower rate of owner occupancy has contributed to a significant amount of blight and deterioration. This area has an above average number of both vacant lots and vacant housing units compared with overall city averages.

The area is primarily a renter-dominated market. There are over twice as many rental units as owner-occupied. However, in recent years the number of owner-occupied homes has remained relatively constant. Between the 1990 and 2000 Census, owner-occupied homes decreased from 36% to 32% of the total number of occupied dwellings.

Although a number of homes have been converted from single-family to multifamily housing units, the neighborhood still has a variety of single and two-family units.

The decline in the rate of owner occupancy combined with a slight decline in the number of single-family housing units shows that the trend toward more rental and multifamily properties continues. The decrease in overall owner occupancy is in large part due to the increase of multifamily units, which are by design usually rental units.



A major factor in the residential makeup of the area has been the conversion of single-family homes into multifamily structures. With the exception of the Hurt Park housing development and a few other small apartment buildings, the vast majority of the multifamily housing structures are from conversions of large single family dwellings rather than from new construction. The same holds true for duplexes in the area. Particularly in the neighborhood's core residential streets—Salem, Rorer, Patterson, and Chapman Avenues—there are few blocks that are comprised primarily of single-family housing, although the area originally was developed with single-family homes. Only 32% of the properties within the H-2 District are single-family units.

The newest substantial addition to the residential mix is Hubbell-Wyatt Commons, developed by Habitat for Humanity. The commons is a development of owner-occupied, single-family detached houses between the 1000 block of Norfolk

and Jackson Avenues. There are also five Habitat for Humanity single-family homes in the 1200 block of Cleveland Avenue.

Some residents voiced concern with the appearance and quality of the development, noting that the one-story homes are architecturally incompatible with the traditional homes of the neighborhood. This sentiment was shared with regards to other infill housing development, in addition to concerns about the general upkeep of property.

Attracting New Homeowners



While the rate of owner-occupancy for single-family homes is fairly stable, the issue most frequently cited by residents throughout the planning process was the overall condition and appearance of the neighborhood. Residents stated that the appearance of the neighborhood could be improved if new homeowners moved in, and they voiced support for the creation and marketing of housing programs and strategies aimed to increase homeownership. Increased homeownership brings residual benefits, such as better maintenance of properties, improved aesthetics, economic stability and reduced crime.

Despite concerns about new housing design, residents voiced support for the construction of single-family homes in the neighborhood by organizations like Blue Ridge Housing and Habitat for Humanity, and also stated that the City should support such organizations.

Recently remodeled home on Campbell Avenue.



Design of Infill Housing



The Hubbell-Wyatt Commons brought new homeowners to the area, however it is spatially and aesthetically disconnected from the rest of the neighborhood

Another recurring theme related to the appearance and character of the neighborhood is the concern of residents that new infill housing is often out of scale and character with the surrounding homes. Residents expressed concerns with the general character and quality of new development. The most frequently cited concerns pertained to inconsistent setback patterns (new housing being constructed further back from the street than the existing houses) and single-story houses being constructed on streets with mainly two-story homes.

The compatibility of new or converted multifamily dwellings in primarily single-family neighborhoods is also a citywide issue. Such dwellings should reflect the character of the existing neighborhood. Conversions of single-family structures to two-family dwellings should maintain the appearance of a single-family dwelling, especially avoiding changes to the front of the structure.

Residents voiced support for the implementation of the Neighborhood Design District (NDD) to protect the architectural integrity of the neighborhood. The NDD is a zoning overlay that regulates the appearance of new infill housing. The NDD should be established in the area in accord with the boundaries of the designated Hurt Park Conservation District.

Diversity of Housing



Hurt Park Housing Development

A mixture of income levels helps create healthy, vibrant, and stable neighborhoods. Mixed incomes can be fostered by making a variety of housing options available, i.e. a mix of single-family and multifamily units. The area does have a variety of single-family, duplex and multifamily units. However, continued conversion of former single-family homes into apartments may threaten this balance and the stability of the neighborhood.

As single-family housing is more likely to be owner-occupied, maintaining a stable core of single-family units is essential to the long-term health of the area. Only 417 (32%) of the 1,291 housing units in Hurt Park, Mountain View and West End are single-family homes.

The permitted residential density of Hurt Park, Mountain View and West End needs to be examined further in the update of the City's zoning map, based on the neighborhood's future land use map.

Housing Maintenance



Many houses are in poor condition, but offer good investment opportunities if rehabilitated. Many properties are eligible for rehabilitation incentives.

In the early 1990s the City launched NSEption (Neighborhood Stabilization & Enhancement Program) in the 800 - 1300 blocks of Campbell Avenue. It combined state and federal funds to provide low interest loans to property owners who rehabilitated substandard structures. Though the program was discontinued due to budget cuts, it resulted in noticeable improvements to several houses. Hurt Park is one of six neighborhoods now eligible for targeting of Community Development Block Grant Funds (CDBG).

Housing issues were the most frequently cited problems of residents, particularly the upkeep of property and the quality of landlords and tenants in rental properties. Many homes have fallen into disrepair or have become vacant. The City's building code enforcement inspectors have been very active in the area over the last decade. A total of 118 buildings were either condemned or razed between July 1992 and July 2001.

While recently the department began cross-training inspectors to cite all code violations on site—overgrown grass and weeds, inoperable vehicles and zoning violations—the core of the department's initiative in the area is still building maintenance. Inspectors administer the Rental Inspection Program, which ensures that rental housing units in the City's designated conservation and rehabilitation districts are maintained to code standards.

Many substandard buildings have either been razed or boarded up in the area. Despite persistent code enforcement efforts, problems continue with many properties. Many of the property maintenance issues that residents raised pertained to zoning violations, e.g., outdoor storage and grandfathered uses they deemed offensive. Many of these problems will not be easily alleviated. However, in the future, having cross-trained inspectors in the area and continuing the Rental Inspection Program will have a positive impact.

Economic Development



There are a number of auto-repair shops in the neighborhood.



All three neighborhoods have considerable industrial and commercial development. A majority of the parcels in the area are included in the state-designated Enterprise Zone One district. This enterprise zone will expire after 2003, but the Department of Economic Development is applying to have the area re-established. The program is intended to assist new and existing businesses with a series of tax credits and other incentives for locating in this area and hiring low- to moderate-income workers or Enterprise Zone residents. The Rental Rehabilitation Program provides grants to property owners to rehabilitate substandard structures and rent to low-to moderate-income residents in the Enterprise Zone area.

Industrial development is primarily on parcels near or bordering the Norfolk Southern railroad tracks and the Roanoke River. These areas are for the most part well utilized and house many valuable light and heavy manufacturing uses. There are pockets of underutilized properties, and several abandoned industrial sites that will require substantial investment to raze or revitalize. The former Evans Paint factory is perhaps the most extreme case. In other areas, there are parcels, and in a few cases, entire blocks, of unoccupied LM or HM land that could be redeveloped with minimal investment towards cleanup and site preparation.

In the West End neighborhood, Campbell Avenue is a dividing line between the industrial and office districts. North of Campbell Avenue, there are several auto repair and machine shops. Farther north and closer to the railroad tracks there are several more intensive manufacturing establishments.

The office district along the southern side of Campbell Avenue, roughly between 5th and 8th Streets, is home to several non-profit organizations. The Jefferson Center is the focal point of the office district. Future development slated for this area will enhance the Jefferson Center, and link the area to downtown, increasing the area's vitality. Two new developments are currently in the planning stages: a new YMCA facility will be constructed on what is currently a parking lot at 5th Street and Church Avenue; and plans are in the works for the former Cotton Mill on Sixth Street to become artists' studios and residences, or another mixed use development.

The primary commercial corridor in the area is along 13th Street and the 1200 - 1300 blocks of Patterson Avenue. Existing retail establishments include a grocery store, two gas stations, several convenience stores and a few restaurants. There are also a few automobile service establishments in the area. In addition, this area is close to downtown, the neighborhood commercial district of Grandin Village, and the commercial corridor of Melrose Avenue.

Industrial Corridors



West End has a number of vacant buildings, but is still a viable industrial area.



Industrial development in Hurt Park, Mountain View and West End comprises a viable part of the City's tax base. While the Department of Real Estate Valuation classifies many parcels in the LM and HM districts as vacant, most of these properties are auxiliary to existing operations and are only classified as such because they do not have a structure on them or are not the primary parcel of a given development.

In the northeastern portion of the area, most of the LM-zoned parcels are smaller, reflecting the neighborhood's original residential development pattern. These smaller parcels have likewise led to small-scale business and industrial development, as they are not large enough for more intensive industrial uses.

Both the HM and LM districts abut RM-2 districts. Residents voiced dissatisfaction with the lack of buffering in some areas. Many industrial sites in the northeastern portion of the area have little to no screening from the street and are exposed to the streets and nearby residents. Rorer Avenue is a transitional street in this area with residential development alongside industrial uses. In contrast, the southwestern and westernmost portions of the area are naturally buffered from most of the adjoining residential properties. However, some residences on Campbell and Chapman Avenues are exposed to industrial development.

While manufacturing uses now comprise much less of the City's employment and tax base than when the area was initially rezoned, uses that fall under the purview of LM and HM zoning still comprise roughly 20% of the City's employment, according to recent Virginia Employment Commission figures. The LM and HM zoning districts lie alongside the Norfolk Southern railroad tracks on the north and along the Virginian line on the south. These districts are appropriately located and are preferable to the elevated land in the center of the area. Moreover, as noted earlier, existing industries in these districts are an important component of the City's economy.

Residents expressed their desire to at least halt the expansion of industrial uses from encroaching further into residential areas, but would prefer to have much of the area rezoned for residential use. Redevelopment of industrial and commercial land is one of the strategic initiatives of *Vision 2001-2020*. The West End neighborhood and the HM district along the Roanoke River are listed in *Vision 2001-2020* as development opportunities. As the LM and HM districts are well established with industrial uses, redevelopment of these sites is essential to the economic development of the City. At the same time, the amount of land zoned for industrial use in the area is sufficient and possibly even unnecessary in a few transitional areas. Further examination of the zoning in the area will be done in the update of the City's zoning ordinance, based on the future land use map.

In addition, a possible compromise for areas with such incompatible land-uses may be an appropriate mix of commercial and industrial uses that will allow for infill development of the smaller parcels that is less intensive than the current zoning permits. This strategy is specifically cited for the redevelopment of several industrial corridors in *Vision 2001-2020*.

Village Center Development



The 13th Street Village Center has several traditional storefronts. Some businesses are located in former residential structures.



Vision 2001-2020 promotes the village center concept - high-density residential mixed with commercial uses - as a strategic initiative for development in City neighborhoods. The Hurt Park and Mountain View neighborhoods feature a village center along 13th Street from Patterson Avenue south to Cleveland Avenue. This area, which is noted in *Vision 2001-2020* as a "village center for revitalization," has several commercial establishments that residents can walk to. However, residents have expressed concern with several establishments in the area, noting improper business practices, alcohol-related offenses, patrons loitering during and after business hours, and the general appearance of some establishments that need streetscape improvements and building rehabilitation. A major challenge the neighborhood faces is keeping commercial services while maintaining public safety.

This village center is strategically located. Thirteenth Street is part of US Route 11 between Campbell Avenue and the Memorial Bridge, and this route is well traveled by shipping trucks, and local commuters. Thus, the 13th Street village center has the potential to draw business from cars passing through, and from local residents who can walk to the location.

Of the commercial services the area lacks, residents expressed the greatest interest in having a large chain grocery store. However, it should be noted that residents are close to two of the City's three largest neighborhood grocery stores. The Sav A Lot Supermarket is in the Hurt Park neighborhood in the 1200 block of Patterson Avenue, and Mick-or-Mack is just over a half-mile to the south on Winborne Street in Grandin Village.

Jefferson Center/West End Revitalization

In 1997, the Jefferson Center Area Master Plan was adopted by City Council. More recently, *Outlook Roanoke*, the City's downtown plan adopted in 2002, includes the "Jefferson Center Initiative." This initiative calls for a linkage of the Jefferson Center area, including the Cotton Mill and the new YMCA, to Old Southwest and downtown. Such a linkage will be achieved by encouraging an expansion of the downtown development pattern, including residential and live/work space, and streetscape improvements on those streets that provide linkages.



Infill development across from the Jefferson Center is needed to improve the area's vitality and appearance.

The Outlook Roanoke plan calls for a parking garage to be provided and for a small public open space to be located along 5th Street in front of the new YMCA.

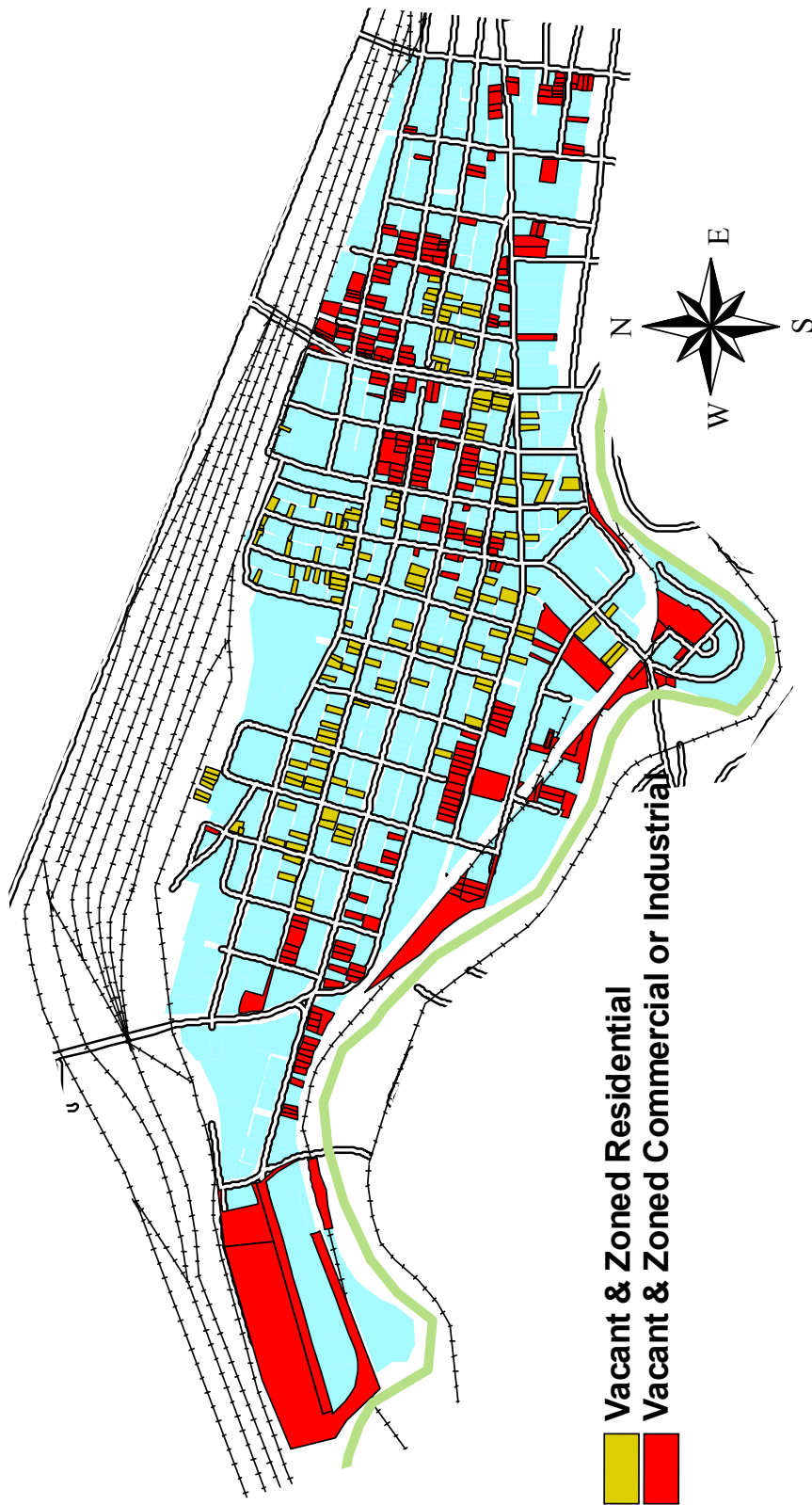
As previously noted, revitalization of the Jefferson Center is currently underway with the recent rezoning for the new YMCA and the Cotton Mill. Crucial to the success of the area and the Jefferson Center itself, will be the character and condition of development on the streets surrounding it.

Across from the Jefferson Center, the north side of the 500 block of Campbell Avenue consists of mainly vacant parcels. The view to the north is of the rear side of industrial buildings on Rorer Avenue. Although the 500 block of Rorer Avenue is a vibrant small industrial area, the rear of these buildings show signs of neglect and even give the impression that they are vacant. Street front commercial or office development on the north side of the 500–800 blocks of Campbell Avenue would substantially enhance this area and buffer it from the LM district that lies to the north.



Likewise, revitalization of Marshall Avenue with infill development in the 500–600 blocks is necessary to improve the stability and attractiveness of the neighborhood. The Old Southwest Neighborhood Plan calls for this to be a mixed-use area that provides a transition to downtown.

Development Opportunities in Hurt Park/Mountain View/West End



Infrastructure

The neighborhood has an interconnected grid system that provides good vehicular access to its streets and alleys. The main thoroughfares that serve the neighborhood are Salem, Patterson, Boulevard, and Campbell Avenues, and 10th and 13th Streets. Vehicular and pedestrian traffic moves well through the arterial streets of Campbell, Patterson, and Salem Avenues, and 13th and 10th Streets. Campbell Avenue from 5th Street to 13th Street runs in a diagonal direction creating irregularly shaped blocks in West End and the southern portion of the Mountain View neighborhoods, making it more difficult for vehicular traffic to circulate.

Most of the main thoroughfares have been identified by the Virginia Department of Transportation (VDOT) as currently supporting traffic at an adequate level. A section of Salem Avenue between 10th Street and 15th Street, 13th Street between Salem and Patterson Avenues, and a section of Campbell



Power station along Salem Avenue



Riverside Boulevard and Wasena Terrace

Street Level of Service (LOS) Projections, 1990-2015				
Street	Section	1990 LOS	2000 LOS	2015 LOS
10th Street Bridge		C	C	C
Patterson	10th to 11th	C	C	C
Salem Avenue	6th to 10th	C	C	C
Campbell Avenue	Salem to 9th	D	D	E
Salem Avenue	10th to 15th	D	D	E
Campbell Avenue	Patterson to 10th	C	C	C
13th Street	Salem to Patterson	C	C	D
5th Street	Campbell to Elm	C/C	C/C	C/D
5th Street Bridge		D	C	C
Source: Roanoke City Thoroughfare Plan				

Projected Traffic Counts, 1990-2015			
Street	Section	Avg. Daily Trips (1990-92)	Projected Daily Trips (2015)
Memorial Avenue	S. Memorial Bridge to Campbell	15022	15900
13th Street	Campbell to Patterson	5778	7700
13th Street	Patterson to Salem Avenue	5778	5500
Salem Avenue	2nd to 9th	5210	5500
Salem Avenue	9th to 13th	7997	8898
Campbell Avenue	13th to 7th	4877	4600
Campbell Avenue	7th to 3rd	8509	7100
Norfolk Avenue	Campbell to 14th	9143	10100
Patterson Avenue	13th to Campbell	7263	6600
Patterson Avenue	Boulevard to 13th	9683	10200
5th Street	Elm to Salem Avenue	6178	7900
5th Street	Salem Avenue to Moorman	9504	14600
10th Street	Campbell to Gilmer	8859	12400
24th Street	Patterson to Salem Avenue	17720	15600
24th Street	Salem Avenue to Baker	15143	15600
Patterson Avenue	Boulevard to Bridge Street	7670	11200
Bridge Street	Mtn. View Terrace to Patterson	unavailable	4700
Source: Roanoke Valley Area Long Range Transportation Plan, 1995-2015			

Avenue between 9th Street and Salem Avenue are forecasted to exceed their intended capacities by 2015. VDOT rates streets and intersections with Level of Service (LOS) ratings from A-F. An LOS rating of C is generally considered standard, meaning that a given street is experiencing an optimal rate of travel. For urban areas, an LOS of D is considered sufficient. LOS ratings of E and F denote streets that are experiencing more traffic than their designed usage.

Gateways



Memorial Bridge

Beautification of the gateways into the area would enhance the neighborhood's image and help in calming traffic. None of the neighborhoods has a welcome sign, as seen in the gateways of other City neighborhoods. The main gateways are 13th Street on the south, 10th Street on the north, and Boulevard Street (Shaffer's Crossing at 24th Street) on the west. On the eastern edge of West End, the grid system extends from downtown and there isn't a definitive gateway into the area.

These gateways would be greatly enhanced by the addition of landscaping and signs. Residents expressed interest in seeing a sign on Patterson Avenue for the historic district. The district covers both sides of Patterson Avenue from midway into the 1300 block to 19th Street. Thus, welcome signs indicating the historic district could be placed on each side, at the western end and near its intersection with 13th Street. Gateway improvements should be done in conjunction with streetscape improvements.

Streetscapes



Patterson Avenue

The design of the streets was subject to the topography of the land and the Roanoke River more than the grid system. However, the core of the neighborhood is in a grid system that is well connected on each side to outlying areas. Most of the streets in the neighborhood are of a narrow to medium width, two lanes, and lend themselves to a traditional neighborhood character. Exceptions to this are 13th Street between the Memorial Bridge and Wasena Terrace, Patterson Avenue west of 13th Street, Salem Avenue west of 16th Street, and 10th Street between Campbell Avenue and the bridge.

There are trees and sidewalks along most of the residential streets. Throughout the neighborhood, overgrown vegetation, boarded up or abandoned buildings, vacant lots, and litter detract from the overall positive appearance of the streetscapes.

Improving the City's streetscapes is one of the strategic initiatives in *Vision 2001-2020*. The different types of streets in the neighborhood should be considered in any future infrastructure improvements. In particular, sidewalks and curb

and gutter systems are more appropriate for the traditionally designed urban streetscapes, such as 13th Street, Campbell, Chapman, Salem and Patterson Avenues.

While most of the neighborhood's sidewalks are adequate, on some streets sidewalks have been poorly maintained or are missing segments in between stretches of well maintained pavement. As a result, some streets in the area are not as conducive to pedestrian traffic as they could be. Sidewalk improvements should be installed on streets that have the greatest pedestrian traffic and those that can be linked to existing sidewalks.

One of the attractive features of the area's streetscapes are the tree canopies that line the streets. For the most part, the residential streets—Chapman, Patterson, Rorer and Salem—have trees along them. However, some blocks have inconsistent tree canopies and would benefit from new plantings. In addition, tree planting along streets with industrial uses that abut residential areas would provide a much needed buffer.

While a healthy tree canopy enhances streetscapes and encourages pedestrian traffic, it may adversely impact lighting during night hours. Utility lines should be placed in such a manner that will not impact existing trees or areas where future plantings may be desired.

In addition to improvements to the residual rights-of-way, (i.e., sidewalks and planting strips), several streets would also benefit greatly from traffic-calming measures. Improvement strategies for these streets should address the following goals:

- Improve overall livability along the street
- Improve pedestrian safety
- Minimize disruption of the existing neighborhood
- Reduce speed - at least 85% of the traffic should travel at 30 m.p.h. or less
- Retain capacity to handle current and future volumes, while not inducing more traffic
- Keep commuter traffic off of side streets
- Ensure other thoroughfares carry their "fair share" of traffic

Streetscape and traffic-calming measures can respond to these goals. Following are some potential streetscape/traffic-calming tools that may be used:

- Planting large-species trees on both sides of the street
- On-street parking
- Installing curb extensions at intersections and mid-blocks to reduce crossing distance for pedestrians and define parking lanes
- Marking pedestrian crossings with stamped asphalt or other material to create



The widening of 10th Street created several dead ends, such as this one on Rorer Avenue.



Patterson Avenue

- a change in color and texture
- Painting the shoulder to reduce the apparent pavement width and keep traffic away from street trees
- Lateral shifts in the travel lanes from one side of the street to the other
- Speed tables and raised intersections

The arterial and heavily traveled streets are the top priorities for streetscape and traffic-calming improvements. The streets that should be considered are:

- 13th Street
- Patterson Avenue
- Salem Avenue
- Campbell Avenue
- Riverside Boulevard
- 10th Street

13th Street



13th Street was recently repaved and restriped.

Recently, the redecking of the Memorial Bridge temporarily reduced Memorial Avenue and a section of 13th Street from four to two lanes. Now that work on the bridge is complete and the street has been repaved, a traffic calming initiative is planned for Memorial Avenue from Grandin Road to 13th Street and Wasena Terrace. Memorial and this section of 13th Street will have two travel lanes with bike lanes on each side of the street and on-street parking on the southern side.

Residents mentioned problems with speeding on 13th Street, which should be alleviated some by reducing the number of travel lanes. In addition, the traffic-calming plan should benefit businesses and residents near 13th Street as it will induce a slower and more neighborhood-oriented flow of the great amount of through traffic that commutes through the street. Other potential improvements for 13th Street are:

- Planting small trees in the planting strips.
- Textured sidewalks at Wasena Terrace and across Patterson Avenue.
- A welcome sign in the median at the end of the bridge.

Patterson Avenue



Patterson Avenue is unnecessarily wide, however the large verge between the sidewalks provides opportunities for landscaping. The simulation above shows mature trees and parking lane stripes that will define travel lanes and encourage slower speeds.



Patterson Avenue is in the heart of the area and is an arterial street that connects 24th Street to Campbell Avenue and downtown. It is a large boulevard that measures 70 feet wide with 40 feet of pavement for most of its stretch between Campbell and 13th Street. West of 13th Street it is 100 feet wide with 40 feet of pavement. Along this section of the street, the additional right-of-way consists of sidewalks and 20-foot wide planting strips. Potential improvements to Patterson Avenue are:

- Create four, 10-foot wide lanes demarcated by striping, two for parking and two for travel.
- Planting large-species trees on both sides of the street.
- A median at 13th Street, approximately five feet wide and 10 feet long.
- Marking pedestrian crossings between key side streets, e.g., 13th, 15th and 19th Streets, with stamped asphalt or other material to create a change in color and texture.
- Place welcome signs that denote the H-2 District and/or Hurt Park at 13th Street and around where it intersects with Boulevard.

There is on-street parking on both sides of the street. While the width of the pavement combined with the on-street parking should suffice to keep traffic at the posted 25 mph speed limit, there are usually few parked cars on the street. In addition, several blocks on the street lack any trees or other landscaping. As a result, Patterson Avenue's unpaved right-of-way widens drivers' focal point and speeds increase. Striping to mark the parking lanes would help to reduce speeds.

The bare stretches of the planting strips along Patterson should be landscaped, preferably with large species trees that will provide an overhanging canopy, similar to the design of Melrose Avenue between 12th and 20th Streets. Trees will improve the appearance of the street and help to reduce the speed of traffic to its posted limit.

Another possibility for Patterson from 13th to 20th Streets is a five to six foot wide median at its intersection with 13th Street. This would entail a reduction of the pavement width, and would also serve both aesthetic and traffic-calming purposes.

As a central point of the neighborhood and a highly visible street, the function and appearance of Patterson Avenue is crucial to the area's revitalization and is a high priority in this plan.



Simulation of the gateway to the historic district on Patterson Avenue at 13th Street with brick crosswalks, brick planter and median, welcome sign, additional trees and decorative street lamps.



Salem Avenue



Salem Avenue simulation with trees and parking lane striping. West of the Hurt Park housing development (shown above) the street loses its residential character



Between 5th and 10th Streets, Salem Avenue is a two-lane urban arterial street that is well traveled and currently serves traffic adequately. West of 10th Street, it is an urban collector street as it intersects with Boulevard near the bridge to Shaffer's Crossing. Potential improvements to Salem Avenue are:

- On-street parking in areas where it is currently prohibited and would not impact public safety. This is only possible on one side of the street to the east of 10th Street, but is possible on both sides of the street west of 10th Street.
- Bike lanes where it is wide enough (e.g., west of 10th Street).

Between 10th and 16th Street, Salem Avenue is narrow (30 feet of pavement) and the presence of on-street parking keeps vehicles close to the 25 mph speed limit. While traffic counts are expected to increase on Salem Avenue in the next 12 years, it currently functions well as a traditional urban street.

West of 16th Street, near the Hurt Park housing development, Salem Avenue becomes much wider (95 feet with 40 feet of pavement). Salem serves industrial uses along the 1900 - 2100 blocks, but is predominantly residential east of 19th Street. Between 16th and 19th Street, Salem is unnecessarily wide. Striping to create bike lanes and/or on-street parking would slow traffic and make it more pedestrian friendly. Pending future changes to the Hurt Park housing development, the streetscape of Salem Avenue should be designed in accord with any redevelopment or restructuring that takes place, taking into account the recommendations of this plan.

Campbell Avenue



Simulation of Campbell Avenue with a parking lane on the south side and a de facto bike lane on the north.



Most of Campbell Avenue has a paved area about 30 feet wide. It is an urban arterial street that for the most part functions well when nearing capacity, however tends to see increased speeds when not in peak hours. The area of concern is roughly between the intersection with Patterson Avenue to 13th Street. Potential improvements to Campbell Avenue are:

- 3 foot stripe on the north side where there is no parking.
- Increase on-street parking on the southern side with a seven-foot wide lane where it is currently prohibited.

Stretches of Campbell Avenue would benefit from an increased tree canopy, however, there is very little residual right-of-way, and the planting strips are very narrow or don't exist at all. Most of the trees along Campbell are in the front yards of private property owners.

Parking is prohibited on most of the north side of the street between Patterson Avenue and 13th Street. To reduce speeds to the posted limit, striping on this side of the street three feet from the curb would create an informal bike lane and create the perception of a narrower street for motorists, while not actually narrowing the pavement.

On the south side of the street between Patterson Avenue and 13th Street, on-street parking is prohibited in some areas where it would be feasible. Line of sight distances need to be considered to maintain safe turning areas from the side streets, which limits parking at those intersections. However, on several segments of the street, parking is prohibited for no apparent reason.

Riverside Boulevard



Riverside Boulevard does not have any striping and also lacks sidewalk on this segment.

Riverside Boulevard is an attractive street on the edge of the neighborhood. While it is secluded from most of the traffic on the neighborhood's arterial streets, it is unique in that it functions as a residential street and as a collector between the arterial streets of 13th Street, Campbell, and Elm Avenues. Potential improvements to Riverside Boulevard are:

- Striping of the center line.
- Repair of the existing sidewalk and infill of new sidewalks.

Riverside sees considerable traffic in a.m. peak hours, most of it as a cut-through route to or from 13th Street. There is no painted center line on the street, yet there are two forks along it, one where it intersects with Wasena Terrace, the other where it intersects with Ferdinand Avenue. The lack of center line leads to increased speeds and narrow turns without regard for the space of the travel lane.

It is also a heavily traveled street by pedestrians. There is a segment on the

southern side that lacks sidewalk, while the northern side lacks sidewalk from Wasena Terrace to Ferdinand Avenue. This side of the street is particularly unsafe for pedestrians.

10th Street



Tenth Street has four lanes, yet traffic is declining on it.



Simulation of 10th Street with trees.

Tenth Street was widened to four lanes from its original two. While traffic counts are projected to increase on the street, it is unnecessarily wide and is characterized by its wide open expanse and vehicles exceeding the speed limit. It is uninviting to pedestrians, and special care must be taken when crossing it. Potential improvements to 10th Street are:

- Planting large species trees in the medians and in the residual right-of-way where possible.
- Add bike lanes with striping to both sides of the street.
- Place a welcome sign in the median on the northern side.

Tenth Street has a great deal of open space to motorists, as visually there is little to nothing in front of drivers, save the stoplight. This simulates the feeling of a highway, yet the street eventually narrows back to two lanes on each side. Creating an overhanging tree canopy by planting in the medians would fill some of the open space that the widening created, and give the street more aesthetic appeal while reducing traffic speeds.

Bicycle lanes would also calm traffic while using more of the paved street. North of the railroad tracks at Loudon Avenue, 10th Street is in the *Roanoke Valley Conceptual Greenway Plan*, as it connects to the Lick Run route. In addition, the section of 10th Street in the neighborhood is the major connection to the Roanoke River Greenway via the Wasena Bridge and Ferdinand Avenue. Thus, it will likely see increased bicycle traffic.

As a gateway to and from the neighborhood, 10th Street's appearance is important to the area's image. A welcome sign with West End and/or Mountain View on it would add a lot to what is otherwise empty space.

Public Transportation

Valley Metro has two routes that serve the neighborhood. Both routes start at Campbell Court and exit the neighborhood over the Memorial Bridge on 13th Street. Route 65/66 loops through the neighborhood on Salem Avenue, 18th Street, Patterson Avenue, and 13th Street. This bus has a route variation that extends out to the end of Patterson Avenue. Route 71/72 can be accessed from Patterson, Campbell, or 13th Street and the route passes the Lee-Hi Shopping Center and turns around at Lewis-Gale Hospital.

Bicycle/Pedestrian Connections



Most sidewalks in the neighborhood are in good condition, however there are some streets, such as Salem Avenue below, that are incomplete.



Sidewalks

Most of the residential and main arterial streets have sidewalks in good condition. A few blocks such as the 1300 and 1400 blocks of Rorer have vegetation that completely covers the sidewalks. Blocks with primarily commercial/industrial uses are lacking sidewalks, though these areas do not usually experience heavy pedestrian traffic. Many of the numbered north-south streets in the residential areas do not have sidewalks on one or both sides.

The condition of the sidewalks in the neighborhood is good for the most part, with some areas in need of maintenance, but virtually all are still functional. A greater problem for the care and use of sidewalks is litter, particularly broken glass, which in some areas effectively prohibits their use. In addition, a few areas in the neighborhood have sidewalks fronting dilapidated structures or vacant land. This has reduced the amount of pedestrian traffic and allowed vegetation to encroach upon and in between such sidewalks. Sidewalk improvements in the area should be focused on infill that connects the existing networks and repair of those in poor condition before any new blocks are added.

Bicycle Traffic

There is very little bicycle traffic in the area. The *Bikeway Plan for the Roanoke Valley*, adopted by the Roanoke Valley Area Metropolitan Planning Organization in 1997, recommends streets for increased bicycle accommodation. Several streets in the area are recommended in the Plan.

As previously noted, the proposed traffic-calming plan on 13th Street will add bike lanes on both sides of the street between Wasena Terrace and the Memorial Bridge. In addition to striped travel lanes, the other streetscape improvements in this plan will produce a more accommodating environment for cyclists.

A cyclist on 13th Street. The newly-striped bike lane will improve safety for cyclists and reduce the speed of vehicular traffic.



Curb and Gutter

Most streets in the area have curbs and gutters. Most of the streets that lack curb and gutter are the north to south streets or are in the industrial districts. Drainage is good and there are few problem areas.

An inventory of all streets that lack curb or gutter is included in the list of sidewalk improvements. Priority for curb and gutter improvements should be on the east to west streets where enclosed drainage systems are in place. Priority should also be given to streets where curb and gutter improvements will enhance existing drainage systems without compromising their effectiveness.

Street Lights

Hurt Park, Mountain View and West End are well served with street lights throughout most of the neighborhoods. There are no areas of immediate need for additional lighting fixtures.

However, residents stated that in some areas the lights do not illuminate brightly enough. The neighborhood organizations should assist residents in submitting requests for increased wattage of street lights where necessary.

Utilities

The area is well served with public utilities. Power, phone and cable TV utilities are generally above ground. Natural gas and public water/sewer are available throughout the area.

Public Services

Police

Public safety in the area is of great concern to residents and is crucial to improving the neighborhood's future. C.O.P.E. (Community Oriented Policing Effort) units spearheaded an effort to reduce crime in the neighborhood in late August 2002. This effort is designed to involve the Police Department, various City agencies, and the citizens of the neighborhood, in collaborative efforts to prevent crime.

More recently, the planning process for this plan included two meetings held by the Police Department. Planning staff, as well as staff from the Department of Housing and Neighborhood Services and the Health Department attended these meetings and participated in discussions with residents. The meetings reaffirmed the need for the neighborhood to take an active role in crime prevention and quality of life issues, such as reporting crimes and property maintenance violations.

The neighborhood lies completely within the Police Department's District 5. Aside from this neighborhood, District 5 also contains the area just south of the Roanoke River, and north of Lexington and Memorial Avenues.

Fire/EMS and other Public Services

Fire Station 3, located at 301 6th Street in the West End neighborhood, houses both an Engine (water pump) and a Medic team. This station was built in 1909 and is not suitable for modern equipment. The Fire/EMS Strategic Business Plan recommends that a new multi-functional station be built to replace the current station numbers 1 and 3. Upon completion of the new facility, the plan recommends that Station 3 either be sold, leased to a neighborhood organization that will assume maintenance responsibilities, or razed with the lot to be put up for sale. The City's old fire stations are valued by the community, and efforts should be made to find an adaptive reuse for Station 3 before it is put on the market.

EMS 1 and Fire Station 7 are located adjacent to the neighborhood. EMS 1 at 374 Day Avenue is the only station citywide to exclusively support a medic team. It is also the only station that has both volunteer and professional emergency medical technicians (EMTs). Fire Station 7 at 1742 Memorial Avenue maintains both a Ladder and an Engine team.



Fire Station Number 3

Solid Waste Management

Trash, bulk and brush, and recycling collection is provided on the curbs of most streets, and in some areas is picked up in the alleys. *Vision 2001-2020* promotes recycling for both residential and commercial properties. Separate containers are provided by the City for paper and cans and bottles, and collection is in accord with trash pick-up. Despite the provision of containers and the convenience of the service, most properties in the neighborhood do not take advantage of it.

Schools and Libraries

Hurt Park Elementary School, located at 1525 Salem Avenue, is the only school in the area. There is not a library in the area, but the Melrose, Gainsboro and Downtown branches are all relatively close.



Hurt Park Elementary School

Quality of Life

Parks and Recreation



Perry Park and Hurt Park are used frequently by small children.

The area is well served with both indoor and outdoor recreation facilities. The area features three parks:

- Hurt Park - located in front of Hurt Park Elementary School, it features a paved fitness course and a basketball court.
- West End Park - on the corner of 10th Street and Campbell Avenue. This small park features a large field and a playground.
- Perry Park - located on the 1100 block of Norfolk Avenue. The park has a playground, basketball court, and a tennis court.

The Department of Parks and Recreation also operates Mountain View on 13th Street, with the Fishburn Rose Garden just to the south. Mountain View is a massive, renovated older home listed on the National Register of Historic Places. It features office and classroom space, with most of its activities geared toward seniors. Much of the building's space is used sparingly, however it is a community asset for its architectural history and significance, and its current use.

In the public workshops, Hurt Park residents expressed the need for a community facility that caters to all ages. Residents said they would like to see a comfort station—a bathroom and water fountain—at Hurt Park.



Health and Human Services



Both the West End Center and the Hurt Park Day Care Center usually operate at full capacity.



The Health Department is located on 8th Street just off Campbell Avenue in West End, however under current plans it will relocate to Williamson Road along with the City's Department of Social Services. There are several other social service organizations in the office district of Campbell Avenue between 5th and 9th Streets, including the Council of Community Services.

The Hurt Park neighborhood has two major establishments that offer services for children. The Hurt Park Day Care Center is located in the 1600 block of Salem Avenue between the Hurt Park Housing Development and Hurt Park Elementary School. It is operated by Total Action against Poverty (TAP) and primarily serves residents from the housing development.

The West End Center at the corner of 13th Street and Patterson Avenue is a non-profit organization that offers after-school programs for children from grades 1 to 12. The Center is designed to meet the recreational, educational, social and nutritional needs of children, and offers individual counseling and tutoring as well. The Center has a waiting list and would like to expand its capacity to accommodate the demand. They also suggested that CDBG funds could be allocated to human services in the neighborhood.

There are ten churches in the area and the Kazim Temple on Campbell Avenue. The Salvation Army has a location on Salem Avenue, and Habitat for Humanity's Roanoke Valley office is in an industrial district on Cleveland Avenue.

Environment



There are several properties in the 100-year flood plain. These properties all lie along the Roanoke River and extend from the mobile home park just east of the Memorial Bridge to the westernmost portion of the area. Several of these parcels are abandoned industrial sites or adjoin such properties. Since redevelopment of these sites will be particularly difficult, consideration should be given to purchasing these properties and cleaning them up for public reuse as greenspace or park land.

Recommendations

Recommended Policies and Actions

Recommendations are organized by the Plan Elements (community design, residential development, etc.). Recommendations take the form of “policies” and “actions.” Policies are principles or ways of doing things that guide future decisions. Generally, policies are ongoing. Actions are projects or tasks that can be completed and have a definite end.

Community Design Policies

- **Development Model:** Future development should follow the traditional neighborhood model prescribed by *Vision 2001-2020*.
- **Thirteenth Street Village Center:** The village center should be dense, compact in size, and identifiable. Uses in the village center should generally be neighborhood-oriented commercial, but should also contain some businesses that serve a larger market. Live-work spaces and upper floor residential will be encouraged in the village center.
- **Building scale:** Buildings should have at least two stories to encourage efficient use of limited commercial land, diverse uses, and compatibility with the traditional development of the neighborhood.
- **Building location:** To encourage a pedestrian environment and desirable streetscape, buildings should be placed close to the street, immediately adjacent to the sidewalk. Storefronts should be limited in width (25’-40’). Established building lines of existing development should be used to guide placement of infill dwellings.
- **Parking:** Parking is recognized as a necessity, but should not be allowed to dominate any development. Parking should be located primarily on-street. Zoning regulations should consider the availability of on-street parking when determining appropriate levels of on-site parking. Where additional parking is warranted, it should be located to the rear or side of buildings.
- **Gateways:** Gateways should enhance linkage to surrounding areas and provide a positive impression of the neighborhood.

Community Design Actions

- **Implement infill design regulations:** Establish the Neighborhood Design District zoning overlay in areas outside the H-2 District to ensure that new construction is compatible with the traditional design of existing development.
- **Encourage office-residential mix:** Change zoning to allow mixed office and residential uses in the H-2 District on Patterson Avenue and in West End to encourage rehabilitation, adaptive reuse, and preservation of large, historic houses.
- **Implement village center zoning:** Change zoning in the 13th Street village center to encourage a mix of uses and building scales that are appropriate in a neighborhood setting. Development codes should promote development of well-designed commercial structures that encourage pedestrian activity.
- **Encourage corner commercial:** Develop and implement zoning regulations to encourage appropriate reuse of corner commercial buildings.
- **Limit surface parking:** Develop mechanisms to limit surface parking lots and encourage use of on-street parking for periodic uses.
- **Establish Gateways:** Improve the appearance and functionality of gateways at the intersection of Campbell and Patterson Avenues, the northern end of 10th Street, 13th Street at the Memorial Bridge, and the intersection of Boulevard and Patterson Avenues, by planting appropriate vegetation and decorative signage. Place a welcome sign for the H-2 Historic District on Patterson Avenue and denote the historic district atop street signs where applicable.

Residential Development Policies

- **Zoning:** Zoning patterns should allow for compatible uses in proximity to each other, and provide buffering or transition space between incompatible uses.
- **Home Ownership:** Encourage more home-ownership in the neighborhood.
- **Design of Infill Housing:** New housing should be compatible with the existing structures in design and scale.
- **Diversity of Housing Options:** Hurt Park, Mountain View and West End should have a balance of single and multifamily housing. Given the current housing stock, development of more multifamily low-income housing should be discouraged.
- **Code Compliance:** Houses must be maintained up to code standards.

Residential Development Actions

- **Incompatible Land Uses:** Address the lack of buffering and transitional uses between residential and non-residential uses in future zoning decisions.
- **Increase Homeownership:** Work with various housing developers and organizations to develop housing that will increase the number of homeowners in the area.
- **Encourage a Diversity of Housing Options:** Amend the zoning ordinance to reduce the density in areas with a disproportionate amount of multifamily housing.
- **Implement Neighborhood Design District overlay zoning** in areas that are not part of the H-2 District.
- **Apply design guidelines:** Insure that infill housing adheres to the design guidelines of *Vision 2001-2020*.
- **Continue Code Enforcement:** Continue the Rental Inspection Program.
- **Report code violations:** Coordinate reports to the City of all property maintenance violations through the neighborhood organizations.
- **Market historic district:** Increase awareness of tax incentives for properties that are eligible.

Economic Development Policies

- **Underutilized Industrial Land:** Encourage infill development of vacant parcels in the LM and HM districts.
- **Incompatible Land Uses:** Industrial uses should have as minimal impact as possible on adjoining residential areas in terms of visibility, noise and air quality.
- **Neighborhood Commercial:** Commercial establishments should be compatible with the neighborhood.
- **Connectivity:** The neighborhood should connect seamlessly to its surrounding areas and complement them. Development of the Jefferson Center/West End area should be done in accordance with the Outlook Roanoke (Downtown) and Old Southwest Neighborhood Plans.

Economic Development Actions

- **Change Zoning:** Amend the zoning ordinance and zoning map in the neighborhood to incorporate appropriate commercial uses in the LM and HM districts.
Designate the 13th Street corridor as a village center in the update of the zoning ordinance.
Reevaluate all commercial and industrial areas of the neighborhood in the update of the zoning ordinance, based on the future land-use map.
- **Improve buffers:** Consider planting trees and/or establishing green space to buffer industrial uses from residential areas.
- **Improve linkage:** Improve streetscapes along 5th Street, Campbell Avenue and 10th Street to improve the linkage of the neighborhood to surrounding areas.
- **Reinstate Enterprise Zone:** Apply for the reinstatement of State Enterprise Zone One.

Infrastructure Policies

- **Streetscapes:** Streetscapes should be well maintained, attractive and functional for pedestrian, bicycle and motor traffic, and traditional neighborhood streets should have urban amenities such as sidewalks and curb and gutter.
- **Connectivity:** The connectivity of streets and the grid street system should be promoted and maintained.
- **Street width:** Streets should be kept at the minimum width necessary to accommodate vehicular traffic and on-street parking.
- **Storm Water Management:** Storm water drainage problems should be mitigated as much as possible through public improvements.

Infrastructure Actions

- **Improve Streetscapes:** Prioritize and conduct streetscape improvements (see outline on page 3) on the following streets:
 - 13th Street
 - Patterson Avenue
 - Salem Avenue
 - Campbell Avenue
 - Riverside Boulevard
 - 10th Street
- **Improve infrastructure:** Submit cost estimates for sidewalk and curb and gutter improvements to the Department of Engineering for evaluation of future improvements.
 Coordinate new sidewalk and curb construction with repairs and the addition of amenities such as street trees.
 Retain grass buffer strips for street trees on sidewalk infill projects.

Public Services Policies

- **Police:** The close relationship that officers assigned to the area have with residents and neighborhood organizations should continue to be strengthened and supported.
- **Public Services:** Public services should be delivered to citizens in the most efficient manner possible, including combining some in common facilities in areas where they're needed.

Public Services Actions

- **Improve communication between the neighborhood and Police:** Continue and improve upon collaborative efforts of residents, the neighborhood organizations and police, including support for a neighborhood watch.
- **Continue Code Enforcement:** Aggressively enforce property maintenance codes.

Quality of Life Policies

- **Industrial sites:** activity should be screened as much as possible from adjoining residential areas.
- **Parks:** neighborhood parks should be safe and have well-maintained facilities that will be used by nearby residents.
- **Pedestrian and Bicycle Accomodation:** Streets in the neighborhood should accommodate pedestrians and bicycles in addition to vehicles.

Quality of Life Actions

- **Plant Trees:** Initiate tree planting on streets where homes lack buffering from industrial uses. Work with the Neighborhood Partnership to plant trees and other landscaping.
- **Hurt Park:** Work with the Department of Parks and Recreation to determine the priority and feasibility of developing a Master Plan for Hurt Park, specifically taking into consideration the construction of a comfort station.
- **Clean up Abandoned Industrial Sites:** Consider allocating funds to purchase and clean up brownfield parcels and others that are in the flood plain when the area is selected as a CDBG target area.

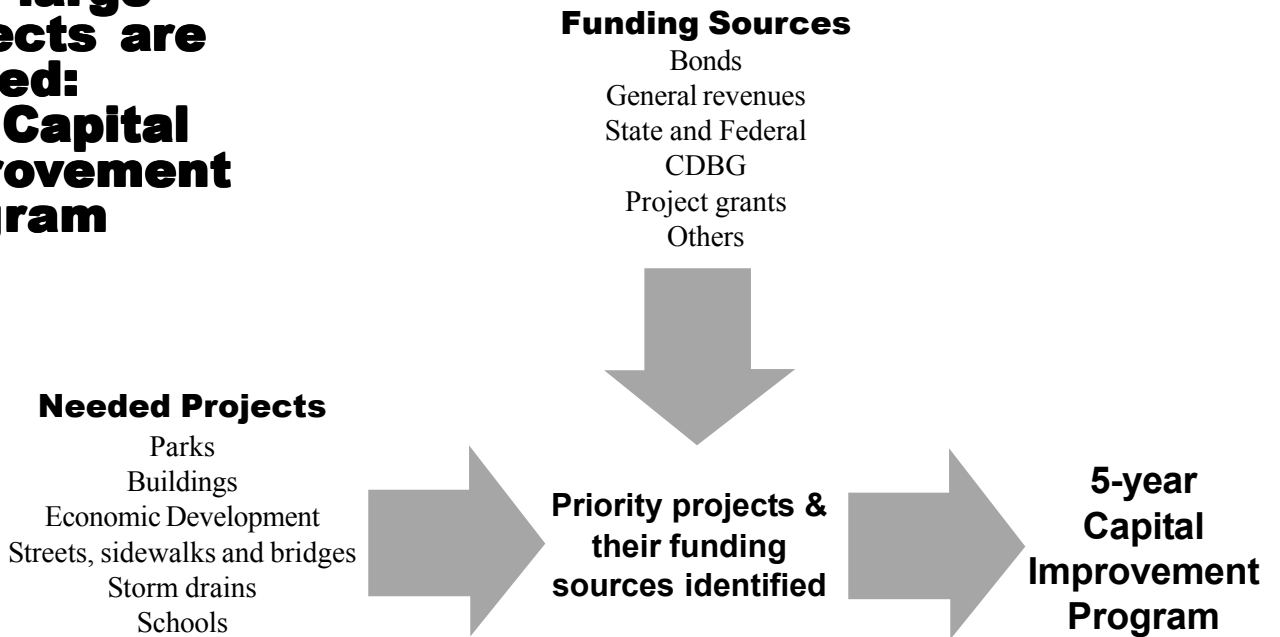
Implementation

Funding

Funding for major infrastructure projects is generally provided through the city’s Capital Improvement Program. Funding can come from a variety of sources, including CDBG, transportation funding, state and federal funds, and general revenue. The Capital Improvement Program is developed by identifying needed projects and matching them with potential funding sources. Each project is reviewed and ranked in terms of priority.

The tables on the following page identifies major projects, their time frame, the lead agency or department, and potential sources of funding. The cost of most projects such as streetscape improvements cannot be determined until more detailed planning is completed.

How large projects are funded: The Capital Improvement Program



Time Frame

Below is a general guide to the time needed to carry out the actions of this plan. It is intended to assist with scheduling priority projects, but does not provide a specific timeframe for each item.

Abbreviations

ED - Economic Development

HNS - Housing & Neighborhood Services

PBD - Planning, Building and Development

POL - Police

PW - Public Works

UF - Urban Forestry

Action	Year					Lead Agencies
	1	2	3	4	Ongoing	
Zoning Changes	*					PBD
Neighborhood Design District			*			PBD
Improve Gateways			*			HNS/ PW
Support Rental Inspection Program					*	HNS
Market historic tax credits					*	PBD
Apply for reinstatement of Enterprise Zone One	*					ED
Streetscape Improvements: Repaving/Restriping Tree Planting					* *	HNS/ PW/ UF
Infrastructure Improvements: Construct new sidewalks & curbs Drainage Improvements			*		*	PW
Continue COPE & Neighborhood Watch					*	POL/ NO
Clean up abandoned industrial sites			*			ED

Budget Estimates

Below is a general guide to the resources needed to carry out this plan where costs can be estimated. It is intended to identify needs during budget development, but does not necessarily provide for funding. In some cases, an estimated cost is unavailable because additional assessment is needed. Estimates should be used to anticipate and plan for future funding needs.

Project	Estimated Cost	Participants	Considerations
Community Design			
Zoning Ordinance	\$100,000	PBD	Update of the ordinance is currently underway & funding has been allocated.
Neighborhood Design District	\$5,000	PBD	Legal Ads & printing.
Improve Gateways	Unknown	HNS/ PW	Possible signage, median, & landscaping.
Residential Development			
Strategic Housing Plan (Citywide)	\$100,000	HNS	Proposal is underway.
Market historic tax credits	Unknown	PBD	Printing & mailing.
Infrastructure			
Streetscape Improvements	Unknown	HNS/ PW	Repaving, restriping, & landscaping.
Sidewalks, Curb & Gutter	\$20/foot- curb \$25/foot - sidewalk	PW	Priorities will be established upon adoption of plan.
Drainage Improvements	Unknown	PW	Priorities will be established upon adoption of plan.
Quality of Life			
Clean up abandoned industrial sites	Unknown	ED/ P&R	Possible use of CDBG & flood reduction funds

Acknowledgments

City Council

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