


NORFOLK ARCHITECTURAL SURVEY
UPDATE WORK PLAN,
CITY OF NORFOLK, VIRGINIA

by

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with contributions from

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Prepared for

Virginia Department of Historic Resources

Prepared by

DOVETAIL
CULTURAL RESOURCE GROUP

August 2020



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ABSTRACT

Dovetail Cultural Resource Group (Dovetail) conducted a background review and windshield study associated with the preparation of a multi-phased work plan to update architectural documentation within the City of Norfolk, Virginia; the study was done between December 2019 and January 2020. The project was completed at the request of the City of Norfolk's (the City) Department of City Planning in partnership with the Virginia Department of Historic Resources (DHR) Cost Share Survey and Planning Program (Cost Share Program).

The study comprised a desktop review of past survey records, reports, and associated materials in DHR's archives and a citywide windshield survey to identify potential areas in need of resurvey or new survey, including opportunities for thematic or resource-specific survey efforts. Particular attention was paid to resources that have reached 50 years of age since the last citywide survey conducted in 1997 by Hanbury Evans Newill Vlattas & Company (HENV), as well as resources in areas targeted for redevelopment as denoted by the Norfolk Department of Economic Development or susceptible to storm surge and sea level rise flooding as outlined by the Federal Emergency Management Agency (FEMA) and National Oceanic and Atmospheric Administration (NOAA) maps (HENV 1997). Areas or architectural resources of particular concern to the Department of City Planning were also taken into account. In addition to identifying resources in need of survey or resurvey, the work plan provides a timeline for future architectural survey updates, possible survey methodologies, best practice suggestions for survey file retention by the City, and possible financial strategies to complete these endeavors.

It is anticipated that this effort will result in an increased awareness of the location and significance of historic properties and support the City's long-range historic preservation planning effort and goals.

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INTRODUCTION

Dovetail Cultural Resource Group (Dovetail) conducted a background review and windshield study of architectural resources within the City of Norfolk, Virginia, between December 2019 and January 2020 (Figure 1 and Figure 2, pp. 3–4). The project was completed at the request of the City of Norfolk’s (the City) Department of City Planning as part of the Virginia Department of Historic Resources (DHR) Cost Share Survey and Planning Program (Cost Share Program) contract. The goal of the study was to create a multi-phased work plan to help the City update architectural studies throughout the community.

Project Introduction

This project was initiated by the City in partnership with the DHR by utilizing their Cost Share Program. It was the hope of DHR and the City that this historic resource documentation effort will result in increased awareness about the location and significance of historic properties and support the City’s long-range historic preservation planning efforts.

This effort commenced with a background review which included a desktop review of past survey records, reports, and associated materials in DHR’s archives. Following the background review, a windshield survey was conducted to identify potential areas in need of resurvey or new survey including areas where opportunities for thematic or resource-specific survey efforts may arise. Concentration was also given to those resources that have reached 50 years of age since the last citywide survey conducted in 1997 by Hanbury Evans Newill Vlattas & Company (HENV), as well as resources in areas targeted for redevelopment as denoted by the Norfolk Department of Economic Development or susceptible to storm surge and sea level rise flooding as outlined by the Federal Emergency Management Agency (FEMA) and National Oceanic and Atmospheric Administration (NOAA) maps (HENV 1997). Areas or architectural resources of particular concern to the Department of City Planning were also taken into account.

In addition to identifying resources in need of survey or resurvey, the work plan provides a timeline for future architectural survey updates, possible survey methodologies, best-practice suggestions for survey file retention by the City, and possible financial strategies to complete these endeavors. It is anticipated that this project will assist in the City’s long-term preservation and planning goals by providing them with strategies to efficiently update their information on their substantial stock of historic resources which will lead to clear and concise data to evaluate and inform future efforts. Furthermore, suggestions on how to financially support these future endeavors will help them complete these efforts without feeling a considerable financial burden.

A work session and area reconnaissance led by the City’s Historic Principal Planner was conducted on December 9, 2019. This event was attended by DHR staff members and the Chairman for the City’s Architectural Review Board. A short presentation by Dovetail and DHR staff was given to the City’s Architectural Review Board as well. Additional fieldwork and research for this project was conducted between December 10 and 11, 2019, by Dovetail staff. This report includes a historic context to aid in the future evaluation of historic resources

in the City of Norfolk, a brief background review on previously recorded architectural resources gathered from the DHR Archives, an overview of threats to historic resources in the City, a summary of historic cultural and social themes that are underrepresented in the city records and beneficial to explore, recommendations future survey and recordation needs with various documentation methodologies, and possible financial strategies to accomplish these undertakings. A virtual public information session was conducted on September 30, 2020, at 6:00 PM by the City of Norfolk to engage the public in this effort's findings.

Work for this project was conducted by Adriana T. Moss and Melissa Butler, with Ms. Moss serving as Principal Investigator. Ms. Moss and Ms. Butler meet and exceed the professional standards established for Architectural Historian and Historian by the Secretary of the Interior.

Acknowledgements

This investigation was conducted with the assistance of state and local funding sources through Virginia's Cost Share Program. Thanks goes to City of Norfolk's Historic Principal Planner, Susan McBride, who initiated the project, to Greg Rutledge, Chairman of the City of Norfolk's Architectural Review Board and Design Principal at Historic Architect at Hanbury, and Peggy Haile McPhillips, local historian. Their expertise and wealth of local knowledge heavily informed the project. Thanks also go DHR staff members Blake McDonald, DHR's Survey Manager, and Elizabeth Hoge Lipford, DHR's Eastern Region Architectural Historian, for their administration and guidance during this effort.

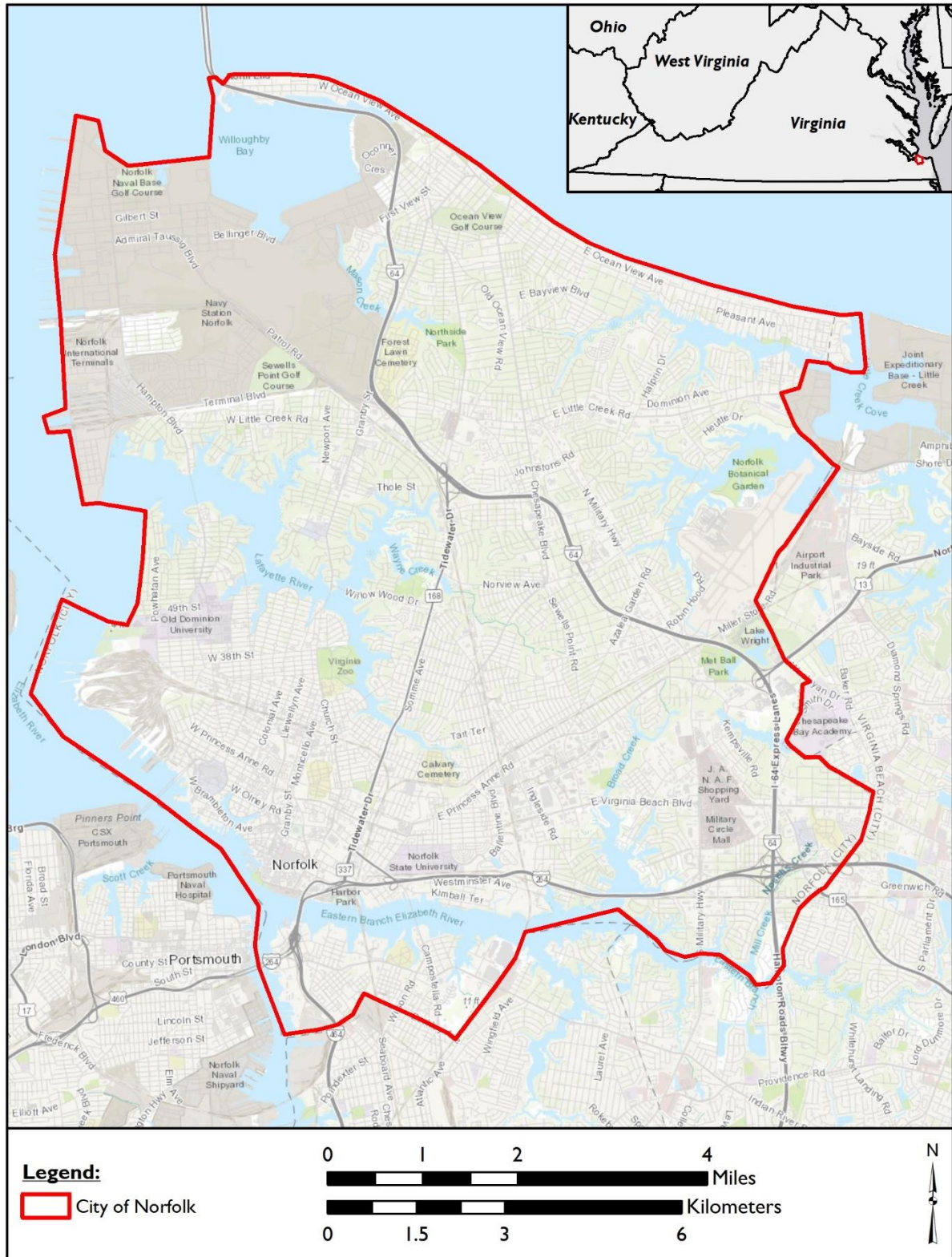


Figure 1: Map of the City of Norfolk (Esri 2018a).

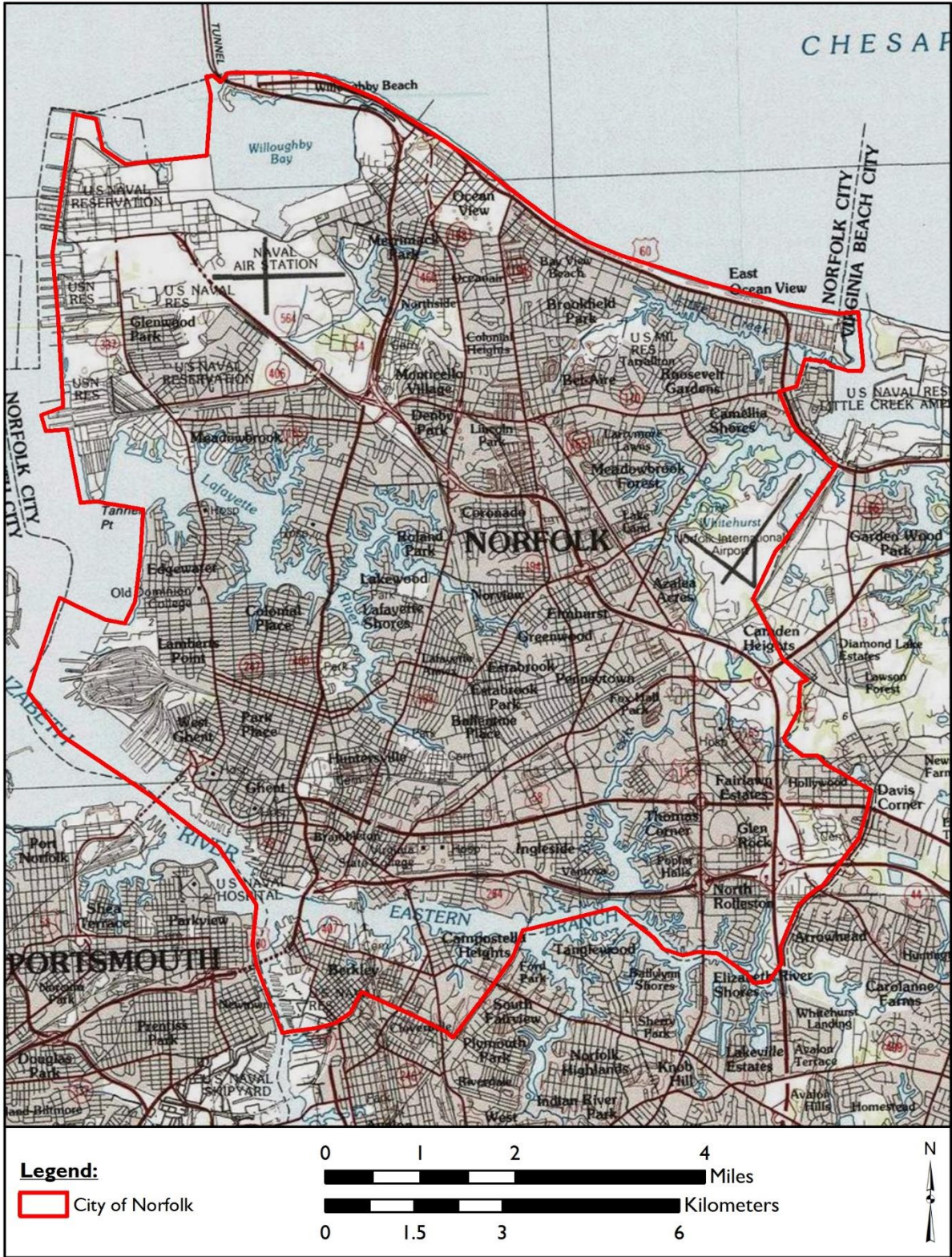


Figure 2: City of Norfolk on United States Geological Survey (USGS) Topographical Map (Esri 2018b).

PROJECT INFORMATION AND METHODOLOGY

The methodology employed to meet the goals of this project was chosen with regard to the project's scope and in consultation with both the DHR and the City of Norfolk. The study was designed to identify areas and above-ground properties in need of survey or resurvey within the city (Figure 3, p. 6). The project comprised three phases of work: background review, field survey, and report production.

A records review of the previously recorded architectural resources was conducted through DHR's Virginia Cultural Resource Information System (VCRIS) to identify which areas in the city had been previously subjected to survey and which had not yet received formal recordation on file in the state system. This investigation included a review of existing records, cultural resource surveys, maps, and additional information on file at the DHR. Historic maps available online at the Library of Congress, the Library of Virginia, and the City of Norfolk's Slover Library were also consulted. FEMA flood zone and storm surge data was overlaid on current aerials to detect areas prone to such environmental threats. Additionally, data regarding currently targeted areas for redevelopment was reviewed through the Norfolk Department of Economic Development's website. Additional historical data was obtained in the field during the course of the investigation through meetings with City and DHR staff as well as through visual inspection.

The city was then visually inspected through a vehicular reconnaissance to assess historic areas with buildings, objects, structures, and districts over 50 years in age. Particular focus was placed on areas potentially at risk of environmental or manmade threats, National Register of Historic Places (NRHP)-listed or -eligible historic districts that may require resurvey or boundary expansion, and areas meeting particular social or cultural themes that are underrepresented as dictated by the City of Norfolk.

Once research and fieldwork had been completed, data was analyzed and a series of recommendations was rendered. This report was reviewed by multiple parties including DHR staff, City Planning staff, as well as members of the City's Architectural Review Board.



Figure 3: City of Norfolk on Current Aerial Imagery (Esri 2017).

HISTORIC CONTEXT

Prior to conducting the study and analysis, environmental and historical data was collected from various sources and compiled into a written narrative highlighting important periods and themes in the City of Norfolk history. This section of the report focuses on the City's physical development over time to place its historic above-ground resources in greater context. A table of the number of previously recorded architectural resources constructed during each time period organized by their DHR eligibility determination has been included in each section of this chapter. Note that a total of 603 of the total 8,648 architectural resources previously recorded with the DHR as of December 2019 were not recorded with a date of construction (see page 25 for more information).

Contact Period (1607–1750)

After landing in what is now Florida in the 1540s, the Spanish were among the earliest Europeans to explore what is now Virginia, sending landing parties to the Chesapeake Bay region in the 1560s. In 1570, Spanish Jesuits established the Ajacan Mission, probably along the York River's southern bank. That mission was destroyed the following year by local Native Americans. In 1585–1586, a small party of English explorers from Roanoke Island, in present-day North Carolina, arrived in the Hampton Roads region. The party camped near the mouth of the James River and reported amicable relations with local peoples residing along the Lynnhaven River (Quinn 1977; Rountree et al. 2007). Captain Vincente Gonzalez and Juan Menendez Marques likely visited the Chesapeake Bay in 1588. These Spaniards, searching for Sir Walter Raleigh's colonists, "sailed along the western shore of the Chesapeake Bay to its head and then traced the western coast of the Eastern Shore" and most likely encountered the region's inhabitants (Lewis and Loomie 1953:186–202). Sustained contact between Native Americans and Europeans, however, began with the construction of the English fort at Jamestown in 1607.

In April 1607, three small English ships, the *Susan Constant*, the *Godspeed*, and the *Discovery*, made landfall at Cape Henry in a second attempt to establish an English colony in Virginia. After exploring the Lynnhaven Inlet and various waterways in the southern Chesapeake Bay, and engaging in hostile encounters with the native inhabitants, the English colonists proceeded upstream. In May 1607, the colony of Jamestown was established, and the newcomers began to explore the circum-Chesapeake Bay region (Mansfield 1989).

Virginia Discovered and Discribed (1624), by Jamestown Colonist John Smith, depicts "kings howse" settlements in present-day Hampton and Norfolk. "Chesapeack," represented by a "kings howse," appears in the interior of the landform near what is now Norfolk. The settlements depicted on Smith's map hug the shorelines of the region's rivers, a pattern mirrored by the archaeological record (Figure 4, p. 8). The settlements were probably located on the Elizabeth River, perhaps expanded by Smith or the cartographer to include the "X" depicting the extent of exploration up the Elizabeth River. Tindall's (1608) map locates all Native American settlements in the region in the expected near-shore settings along the James River and its major tributaries, including Nattamonge on a branch of the Elizabeth River (Turner and Opperman n.d.:2–5). Powhatan reportedly eliminated the Chesapeack in 1607,

preventing Smith from ascertaining the former location of the settlement (Rountree et al. 2007:144–145).



Figure 4: Approximate Location of the City of Norfolk (Circled in Red) on a Portion of John Smith’s *Virginia Discovered and Discribed* (1624) Depicting the Settlements near the Mouth of the James River. Not to scale.

In 1609, the Jamestown settlers attempted to expand downstream by ransacking a Nansemond settlement; the Nansemond quickly retaliated, slaying the remaining colonists “with their mowthes stopped full of Bread...” (Percy 1922:265, cited in Turner and Opperman n.d.:2-11–2-12). That same year Fort Algernon was erected on Point Comfort (Turner and Opperman n.d.:6-11). Fort Monroe occupies the sites today. English settlement in today’s Norfolk and Virginia Beach, however, did not occur until the 1630s (Mansfield 1989).

The lower Tidewater area, including the City of Norfolk, was originally part of New Norfolk County, which was formed in 1636 when an influx of settlers to the banks of the Lynnhaven and Elizabeth Rivers prompted the division of Elizabeth City Shire, one of the eight original Virginia shires (Parramore et al. 1994). In 1637, Upper and Lower Norfolk County were formed from New Norfolk County; the 1637 county comprised the Tidewater area south of the James River, including the present-day cities of Norfolk, Portsmouth, Chesapeake, Virginia Beach and Suffolk. In 1637, Upper Norfolk County was renamed Nansemond County, now the City of Suffolk (1974). Princess Anne County was formed in 1691 out of Lower Norfolk

County. It was later incorporated into the cities of Norfolk and Virginia Beach. Thomas Keeling and Adam Thoroughgood were two of the first permanent residents of this area and were responsible for bringing additional English settlers to reside in the region (Mansfield 1989).

In 1615, John Rolfe sent a tobacco sample to England. The ensuing tobacco boom soon fueled immigration and the expansion of colonial settlement. Although Norfolk's soils were ill-suited for tobacco; nevertheless, tobacco soon flowed through the ports of Hampton Roads as a major export (Wertenbaker and Schlegel 1962:27; see also Lukezic 1990). Early on, every important planter owned a wharf and ships docked at their individual plantations. In the early-eighteenth century, the Reverend Hugh Jones observed: "No country is better watered, for the conveniency of which most houses are built near some landing place; so that anything may be delivered to a gentleman there from London, Bristol, etc., with [very little] trouble and cost" (Jones 1722, cited in Wertenbaker and Schlegel 1962:3).

During the early Contact period, turpentine, tar, and pitch extracted from the surrounding pine forests were brought to the wharves for shipment. Tar-burners sailed flat-bottomed boats or shallops from the inlets and streams surrounding Norfolk to the wharves (Wertenbaker and Schlegel 1962:28). Many early economic activities were concentrated along waterways throughout the Tidewater region. To protect Norfolk's flourishing maritime industry, Half Moon Fort was constructed at Four Farthing Point (now Town Point) sometime after 1673 (Messina 2012). It is considered the area's first Anglo maritime defense.

Charles II persisted in his demand that the assembly create towns. The assembly responded in 1680 by passing an act requiring each county in Virginia to purchase 50 acres for a planned town. Lower Norfolk County selected land at the mouth of the Eastern Branch of the Elizabeth River, on a natural, deep, ice-free harbor. Although the king vetoed the act in 1681, the plans proceeded, and lots were granted. In 1691, when the legislature created Princess Anne County, warehouses and dwellings stood in Norfolk, and work began on a courthouse (Wertenbaker and Schlegel 1962:4-5).

At the time that Princess Anne County was formed in 1691, that county contained 2,000 residents dispersed over 326 square miles (Mansfield 1989). Settlements included large parcels owned by planters and worked by tenant farmers, overseers, indentured servants, and enslaved Africans that grew cash crops, as well as smaller farmsteads. On the plantations, the overseers administered the general workings of the plantations and the activities of the indentured and enslaved workforce. Enslaved African Americans became the most prominent portion of the labor force near the middle of the eighteenth century, as the developments in the world economy that disrupted the influx of indentured servitude led planters to shift to enslaved laborers (Morgan 1975).

A total of two architectural resources have been recorded with the DHR that date to this historical period: one listed in the NRHP and VLR and one that has been determined eligible for listing by DHR staff (Table 1, p. 10).

Table 1: Previously Recorded Architectural Resources Constructed During the Contact Period (1607–1750).

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	1
NRHP Listed	0
VLR Listed	0
NHL Listed	0
Eligible	1
Potentially Eligible	0
Not Eligible	0
Not Evaluated	0
Total	2

Colony to Nation (1751–1789)

As Norfolk grew, Kempsville, Newtown, and other inland ports in Princess Anne County used the larger port for trade. The county remained primarily rural, sustained by farming primarily on small farms. Residents also found work harvesting the resources of the Dismal Swamp and the region’s rivers and streams (Mansfield 1989).

The population of the region continued to grow, marked by the establishment of the Princess Anne County seat in Newtown and the town of Portsmouth as Norfolk County seat in 1752. The town of Kempsville, established in 1781, served as the county seat of Princess Anne County from 1778 to 1823. Centered in Portsmouth and Norfolk, shipping became an integral part of the regional economy. The Lower Tidewater region was a major producer of goods exported through the major ports, and as such there was a great interest in developing navigable canals into and through the Dismal Swamp. It was hoped that these canals would not only facilitate the transportation of goods but also provide access to forests that could be harvested and then used for agricultural purposes. To this end the Adventurers for Draining the Dismal Swamp was established in 1763 (Simpson 1990). This company oversaw the excavation of two canals and many ditches in the swamp, however the work was interrupted by the Revolutionary War (Simpson 1990).

Following the war, what was to become the Norfolk Naval Shipyard was established via the confiscation of the Gosport Shipyard, which was originally established in 1767 by Andrew Sprowle, a British Loyalist. This naval yard is situated in Portsmouth on the Elizabeth River, became an important driver of commerce in the region.

Amidst colonial unrest, the royal governor of Virginia, Lord Dunmore, fled the capitol at Williamsburg in 1775 and established the seat of the colony on board a frigate in the Elizabeth River. In November 1775, militias from Princess Anne County assembled at Kemp’s Landing to counter British troops under the direction of Lord Dunmore, in what was to be known as the Battle of Kemp’s Landing or the Skirmish of Kempsville. Dunmore ambushed the militia groups to claim victory at Kemp’s Landing (Virginia Beach Historical Society 2001). In December 1775, Patriot troops faced the British at Great Bridge in Norfolk County (now the City of Chesapeake), culminating in a battle on the morning of December 9 in which the Patriots, though outnumbered, would achieve victory and remove the last British stronghold in

Virginia. Before leaving the colony for good, Dunmore staged a bombardment on Norfolk on the afternoon of January 1, 1776, after his demands for water and supplies were refused. British cannon fire destroyed warehouses and other wooden buildings along the waterfront; local Patriots took up the torch to burn abandoned Tory property in town. In early February, declaring Norfolk of no strategic importance to the war, and defensible only at the expense of troops and supplies needed elsewhere, Continental ordered all remaining structures in Norfolk to be burned to the ground. “A commission appointed in 1777 to review the damage in Norfolk found that of 1,331 houses destroyed in and around the borough, 32 of them had been burnt by Dunmore on November 30, 1775; 19 by Dunmore on the day of the bombardment; 863 by the troops of the State before January 15, 1776; and 416 by the order of the Convention in 1776” (Wertenbaker and Schlegel 1962). Only a few brick walls, notably those of the Borough Church (today’s St. Paul’s Episcopal), remained. The town was not rebuilt until after the war.

A total of three architectural resources have been recorded with the DHR that date to this occupation period: two are listed in the NRHP and VLR and one has been determined eligible for listing by DHR staff (Table 2). The low number of resources from this period may be due to the effects of the Revolutionary War.

Table 2: Previously Recorded Architectural Resources Constructed During the Colony to Nation Period (1751–1789).

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	2
NRHP Listed	0
VLR Listed	0
NHL Listed	0
Eligible	1
Potentially Eligible	0
Not Eligible	0
Not Evaluated	0
Total	3

Early National Period (1790–1829)

Following the Revolutionary War, Norfolk slowly emerged from its war-torn state and resumed its role as an important maritime port (City of Norfolk n.d.a). By the end of the eighteenth century, several substantial brick houses had been constructed, some of them standing today. The newly formed United States Congress authorized the construction of “a series of fortifications along the ‘Maritime Frontier’ to protect 19 American harbors” (Norfolk Historical Society n.d.). Fort Norfolk was constructed on the Elizabeth River during this time, pairing with Fort Nelson in Portsmouth to protect the Norfolk harbor. Originally built with earthen walls and a combination of brick and wooden supports, by the time of the War of 1812, the fort was completely rebuilt with masonry (Norfolk Historical Society n.d.). The fort’s 1810 walls and several buildings on the grounds stand today.

In 1792, the newly created United States Lighthouse Establishment oversaw the construction of a lighthouse at Cape Henry, built purportedly in same location of a cross erected by the colonists after their landing in 1607 (Virginia Beach Historical Society 2001). This lighthouse

served as a vital marker at the mouth of the Chesapeake Bay, especially during the War of 1812, when the region was once again subjected to raiding by British troops (Mansfield 1989). More direct attacks followed the arrival of British forces commanded by Rear Admiral George Cockburn in the Chesapeake Bay during March 1813. Cockburn hoped to lure American invaders back from Canada by threatening the capital and vital seaports at Baltimore and the Hampton Roads-Norfolk area. American militia from Fort Norfolk, aided by gunboats in the Elizabeth River, repulsed assaults on Norfolk, defeating British forces at the Battle of Craney Island on June 22, 1813 (Echelmann et al. 2010).

Ventures in the Dismal Swamp continued as the Adventurers for Draining the Dismal Swamp was reorganized into the Dismal Swamp Company. The Dismal Swamp Company constructed a 22.15-mile canal from Deep Creek in Virginia to Joyce Creek in North Carolina, dug primarily by slave labor (Simpson 1990). This canal allowed ship traffic into and through the swamp and also provided timber and resources to the shipyards, in particular the Naval Shipyard. The canal was also an important organizing factor for road networks in the region. In 1805, a road that would later become U.S. Route 17 was constructed parallel to the canal. A stagecoach route along this road further facilitated the movement of goods in the region.

In 1823, the Princess Anne county seat was moved for the fifth and final time to the village of Princess Anne Courthouse. The Princess Anne courthouse was completed in January 1823, in anticipation of the county court session (Virginia Beach Historical Society 2001).

A total of 17 architectural resources have been recorded with the DHR that date to this period: six are listed in the NRHP and VLR, one is listed in the VLR, one has been determined eligible for listing by DHR staff, two have been determined not eligible, six have not been evaluated, and one has had its NRHP listing removed (Table 3).

Table 3: Previously Recorded Architectural Resources Constructed During the Early National Period (1790–1829).

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	6
NRHP Listed	0
VLR Listed	1
NHL Listed	0
Eligible	1
Potentially Eligible	0
Not Eligible	2
Not Evaluated	6
Listing Removed	1
Total	17

Antebellum Period (1830–1860)

After several decades of prosperity interrupted by periods of war, Norfolk’s economy was on an upwards trend during the approach of the Antebellum period. In 1832, the region’s first steam ferry, the *Gosport*, began service between Norfolk and Portsmouth across the harbor (City of Norfolk n.d.b). The local economy continued to be focused on the harbor; however,

plantation agriculture was also a staple during this period. “According to Martin’s Gazetteer of 1835, the majority of the county residents were farmers by the early nineteenth century” (City of Virginia Beach 1994:10). However, during the 1830s, local farmers began to move west during an agricultural depression likely caused by soils depleted by tobacco farming. By the 1840s, farmers diversified their crops to include corn, wheat, and oats. As with many other areas in Virginia, slave labor was heavily relied upon (City of Virginia Beach 1994:10).

In 1845, Norfolk successfully petitioned to incorporate as a city with a population of more than 10,000 people (City of Norfolk n.d.a) (Figure 5). Following the incorporation, several public buildings were constructed including City Hall (now known as the MacArthur Memorial) and the Courthouse, and gas lighting was installed throughout the new city by the City Gas Works (City of Norfolk n.d.a).



Figure 5: Detail of Circa-1851 Map of the City of Norfolk (Keily 1851). Not to scale.

By 1850, the population of the city had increased to approximately 14,000 people with almost a third being enslaved while an additional 1,000 persons were free African Americans. However, the arrival of yellow fever on board the ocean steamship *Benjamin Franklin* in June

1855 killed over 2,000 people in the city. During this decade, the Virginia General Assembly chartered an 80-mile railroad connecting Norfolk with the City of Petersburg; it was completed in 1858.

A total of 38 architectural resources have been recorded with the DHR that date to this historic period: seven are listed in the NRHP and VLR, three have been determined not eligible, and 28 have not been evaluated (Table 4).

Table 4: Previously Recorded Architectural Resources Constructed During the Antebellum Period (1830–1860).

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	7
NRHP Listed	0
VLR Listed	0
NHL Listed	0
Eligible	0
Potentially Eligible	0
Not Eligible	3
Not Evaluated	28
Total	38

Civil War (1861–1865)

When Union forces surrendered Fort Sumter to the Confederates on April 14, 1861, the aging General Winfield Scott commanded the Federal Army. Scott, who had served in the War of 1812 and the Mexican War, formulated a strategy known as the Anaconda Plan, meant to blockade Southern ports and slowly strangle the Confederacy. On April 19, Lincoln ordered a blockade on all ports from the Rio Grande to southern North Carolina. The blockade was soon extended to North Carolina and Virginia.

In response, Confederate troops in Virginia and throughout the South lined the shores with batteries and other fortifications to protect Southern warships and blockade runners. Federal troops, however, remained in control of Fort Monroe, located on Lookout Point, throughout the war. To disrupt the ongoing construction of fortifications at Sewell’s Point in Norfolk, the USS *Monticello* opened fire on the unfinished battery during the late afternoon of May 18, 1861, returning again in the evening. The naval battle proved inconclusive (Salmon 2001:67–68).

Federal sailors abandoned Norfolk on April 20, 1861, burning the buildings, wharves, and vessels at Gosport Navy Yard, the nation’s major shipyard. The hull and engines of the *Merrimack*, which was not completely consumed, were salvaged by the Confederates, who refurbished the vessel with 2-inch-thick plates cast at the Tredegar Iron Works clad the refurbished vessel, including a sharply pointed prow that served as a ram, and a casemate with sloping sides engineered to deflect shots. Re-named the CSS *Virginia* when launched on February 17, 1862, the ironclad sported 10 heavy guns. The U.S. Navy’s ironclad, the *Monitor*, had launched on January 30, 1862. On the morning of March 9th the *Virginia* sailed toward the Union fleet anchored off Fort Monroe. The *Monitor* prepared for battle. Shortly after 8

A.M., as the *Virginia* opened fire on the U.S.S. *Minnesota*, the *Monitor* moved into position near the Confederate ironclad, rotated its turret, and opened fire. Over the next four hours, the two ships circled each other, firing at close range, each attempting to ram the other, before both ships retired from the battle (Salmon 2001:72–76).

In May 1862, Union troops under the command of Gen. John E. Wool marched into Norfolk from Willoughby Beach and demanded the surrender of the city. Norfolk and the surrounding region would be under Union control for the duration of the war. Guerilla activity, however, remained intense. The guerillas demolished bridges to prevent supplies from reaching federal troops garrisoned in Norfolk and Princess Anne County. Federal garrisons were posted at various stations throughout the county, including Pungo Ferry, Kempsville, and Pleasure House Beach (White 1924). Living under Federal occupation during the Civil War meant Norfolk residents lived under martial law. Many public and private buildings were confiscated for Federal use and many businesses were handed over to Union sympathizers. A blockade by Union ships effectively prevented any goods shipped by boat (City of Norfolk n.d.a).

A total of four architectural resources have been recorded with the DHR that date to the Civil War era: two have been determined potentially eligible for listing in the NRHP and two have not been evaluated (Table 5).

Table 5: Previously Recorded Architectural Resources Constructed During the Civil War Period (1861–1865).

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	0
NRHP Listed	0
VLR Listed	0
NHL Listed	0
Eligible	0
Potentially Eligible	2
Not Eligible	0
Not Evaluated	2
Total	4

Reconstruction and Growth (1866–1916)

While Virginia bore the brunt of the war, the center of the conflict after 1862 moved west, leaving the Tidewater landscape comparatively intact. Nevertheless, the roads were in bad repair, hindering transportation of Princess Anne County’s crops to the port of Norfolk. Many freedmen remained in the area as agricultural laborers after the war, some migrated to the war-devastated lands of the Piedmont where opportunities for ownership of small farms existed. Skilled blacksmiths and other craftsmen often migrated to cities where better-paying jobs were available. Many also moved west or sought factory work in cities. Others found work in nearby Princess Anne County, which remained under government control through 1870 (Heinemann et al. 2007:242; Mansfield 1989).

The port of Norfolk provided ready access to the markets of the cities surrounding the Chesapeake Bay, as well as farther-flung commerce. Truck farming proved important to the

region's renewal. Regional farmers grew roughly half of the potatoes and other vegetables and fruits consumed in the cities of the East Coast (Heinemann et al. 2007:283). Lynnhaven oysters also became a major export during this period (City of Norfolk n.d.a). Completion of the region's first successful Postbellum railroad line in 1883 between Norfolk and Virginia Beach, coupled with opening of the Virginia Beach Hotel in 1884 and the establishment of the forerunner of Camp Pendleton, the State Rifle Range, ushered in the shift to an economy based on shipping, tourism, and the military and associated industries that developed during the twentieth century (Mansfield 1989). In particular, the Willoughby and Ocean View areas at the northwest end of the city became a popular tourist destination for its position along the Chesapeake Bay. This portion of the city was laid out according to the path of the railroad. The year 1883 also saw the arrival by rail of the first cargo of coal into Norfolk from the Pocahontas coal fields of West Virginia (Peggy Haile McPhillips, personal communication 2020). Coal became the port's primary export and continues to be a major component of Norfolk's economy.

Several annexations occurred during the latter half of this period. Park Place, along the Lafayette River and north of Atlantic City, was annexed in 1902 (City of Norfolk n.d.a) (Figure 6, p. 17). In 1906, the City of Norfolk annexed the town of Berkley, located on the south side of the Indian River, supported by iron, cotton, and ship building industries. Expectations for the region rose upon Norfolk's selection as the site of 1907 Jamestown Tercentennial Exposition. The exposition, backed by federal, state, and local governments, was to mark a new era of progress and prosperity for Virginia. The inadequately financed facility, however, attracted far fewer visitors than hoped (Heinemann et al. 2007:283). Although the exposition was not a financial success, it marked a period of enormous growth for Norfolk. Several multi-story hotels and apartment hotels were built downtown to house the thousands of expected visitors. Some of them stand today. A streetcar line extended north from downtown to the exposition grounds enabled homeowners to move their families from the congestion of the city into new construction and green spaces in the suburbs while the breadwinner commuted to work on public transportation. Many of Norfolk's west-side neighborhoods date to this time. In 1911, Lambert's Point and Huntersville were annexed into the City of Norfolk. Huntersville, one of the oldest and unaltered communities dating to the late-nineteenth century, was the most predominately African American neighborhood to be annexed during the series of annexations occurring at this time (City of Norfolk n.d.a).

A total of 2,119 architectural resources have been recorded with the DHR that date to this period: 30 resources have been listed in the NRHP and the VLR, 12 have been determined eligible for listing in the NRHP, four have been determined potentially eligible for listing, 54 have been determined not eligible, and 2,019 have not been formally evaluated (Table 6, p. 17).

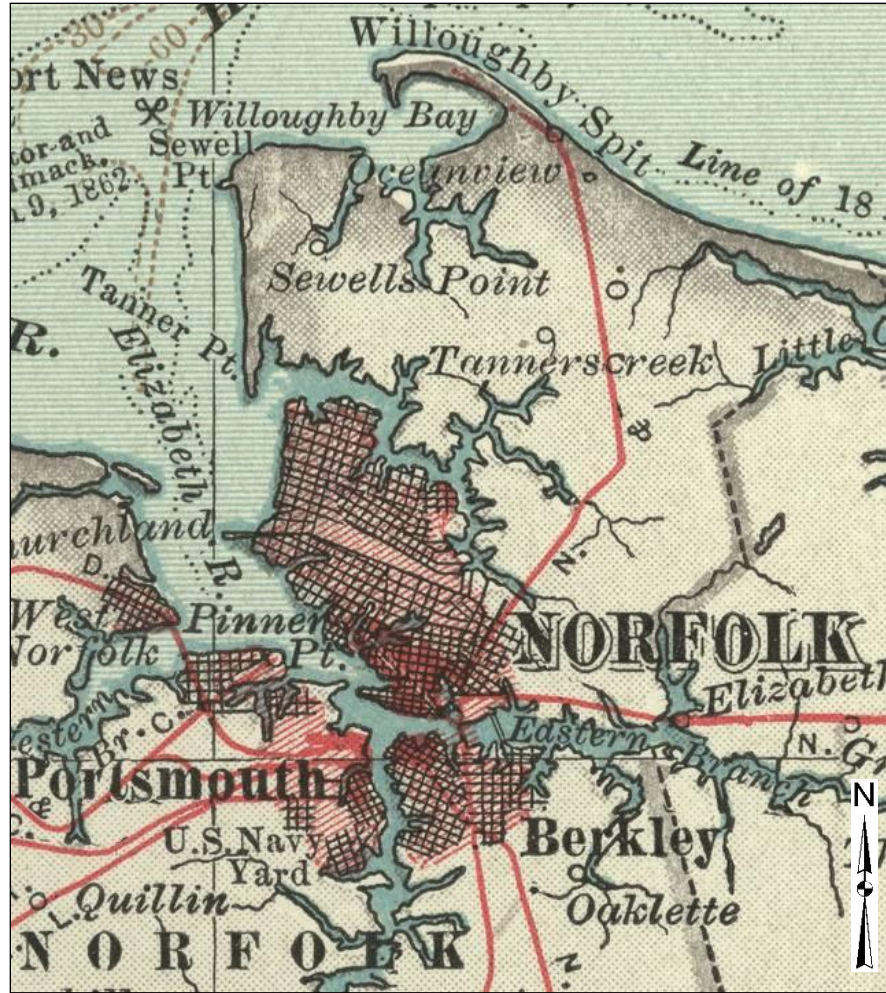


Figure 6: Circa-1900 Map of the City of Norfolk and the Vicinity from the 10th Edition of the Encyclopedia Britannica (Encyclopedia Britannica, Inc. 2019). Not to scale.

Table 6: Previously Recorded Architectural Resources Constructed During the Reconstruction Period (1866–1916).

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	30
NRHP Listed	0
VLR Listed	0
NHL Listed	0
Eligible	12
Potentially Eligible	4
Not Eligible	54
Not Evaluated	2,019
Listing Removed	1
Total	2,119

World War I to World War II (1917–1945)

Backers of the 1907 Jamestown Tercentennial Exposition, including several Naval officers, believed the exposition site was ideal for a naval base. Congress rejected the idea in 1908, but when the United States entered World War I, a bill to purchase the 474-acre plot passed both houses of Congress; President Woodrow Wilson signed the bill on June 15, 1917 and Naval Station Norfolk was born.

Construction began on a highway known as Virginia Beach Boulevard linking Norfolk to Virginia Beach in 1916, but ceased with the onset of war. The highway, Virginia Beach Boulevard, completed in 1921, led to further expansion of the tourist industry in both cities during the 1920s (Figure 7, p. 19). In 1923, Norfolk annexed what is now considered its center, from Ocean View to Poplar Hall (City of Norfolk n.d.a). Two higher education facilities opened during the 1930s: the Norfolk Division of the College of William and Mary (now Old Dominion University) in 1930 and the Norfolk Division of Virginia State College (now Norfolk State University, a Historically Black University) in 1935 (Encyclopedia Britannica, Inc. 2019).

Drought during the Depression compounded the drop in demand for agricultural products that followed the war's end, leading to falling prices and a depressed agricultural economy. The onslaught of the Great Depression in 1929 had devastating repercussions around the world. Many countries set up relief efforts. In the United States, President Franklin Roosevelt established the New Deal, which included such Federal agencies as the Civilian Conservation Corps (CCC) and Works Progress Administration (WPA), meant to aid in national relief and recovery by providing jobs for thousands of employed, mostly unskilled, workers. Locally, the CCC established a mosquito-eradication program and created Seashore State Park, now known as First Landing Park (Mansfield 1989). A horticultural venture on approximately 125 acres known as the Norfolk Azalea Garden, now known as the Norfolk Botanical Garden, was constructed between 1938 and 1941 utilizing Works Progress Administration funds; "200 African American women workers undertook the task of clearing the land, removing trees, and planting azaleas and other plants" (White 2004:6). In 1941, a small airfield was constructed on an approximately 328-acre tract of marshland and the government commissioned it as the Naval Air Station Oceana in 1943 (Commander, Navy Installations Command 2019). During World War II, the Naval Station Norfolk base expanded further through the addition of made land near Craney Island, and numerous other military bases were constructed in Hampton Roads (Wertenbaker and Schelegel 1962:344–361).

A total of 3,703 architectural resources have been recorded with the DHR that date to this period: six resources have been listed in the NRHP and the VLR, two have been listed in the NRHP only, two have been listed in the VLR only, 50 have been determined eligible for listing in the NRHP, six have been determined potentially eligible for listing, 291 have been determined not eligible, 3,346 have not been formally evaluated, and two resources have had their NRHP and VLR listing removed (Figure 7 and Table 7, pp. 19–20).

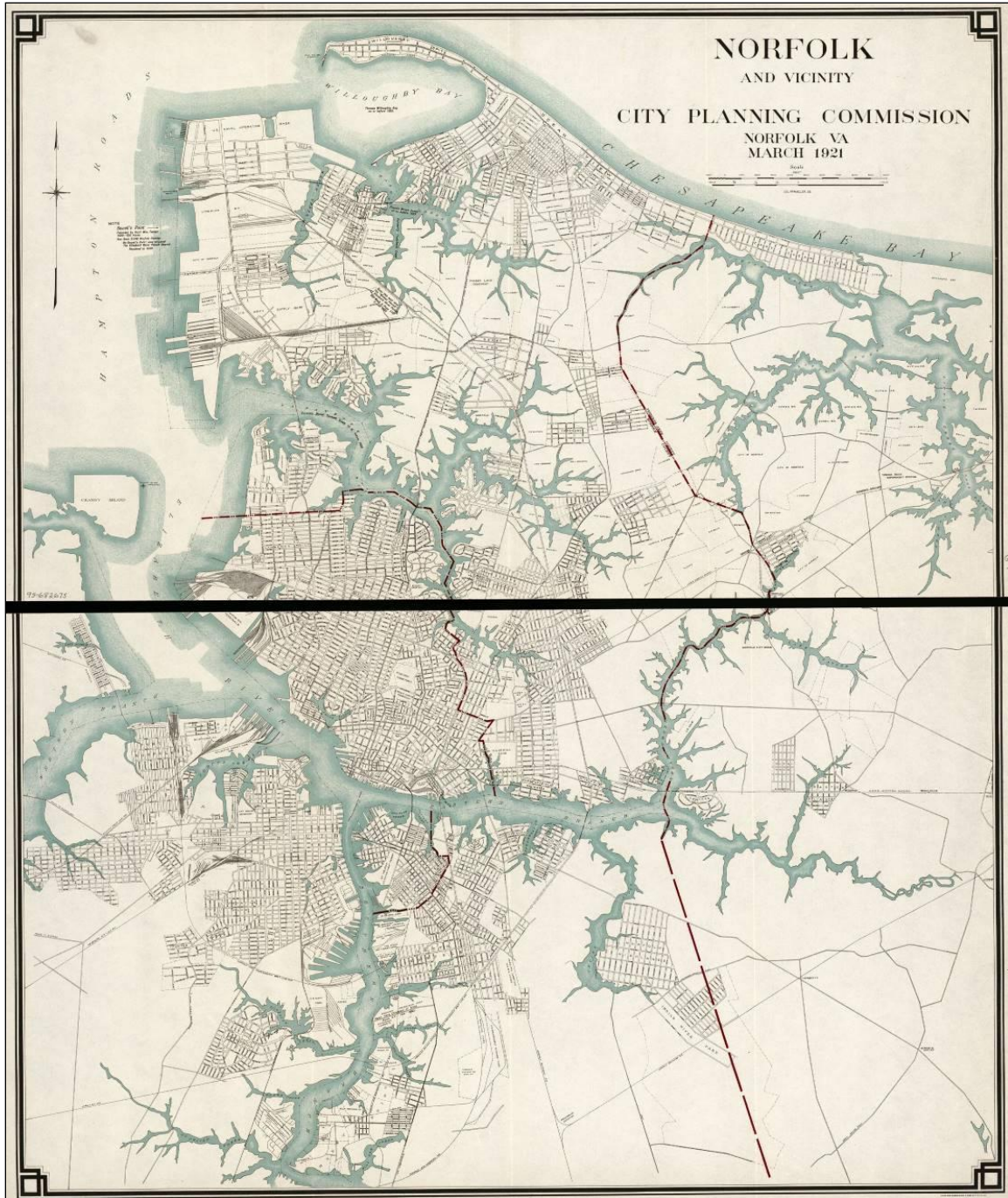


Figure 7: 1921 Map of the City of Norfolk (Norfolk City Planning Commission 1921).

Table 7: Previously Recorded Architectural Resources Constructed During the World War I to World War II Period (1917–1945).

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	6
NRHP Listed	2
VLR Listed	2
NHL Listed	0
Eligible	50
Potentially Eligible	6
Not Eligible	291
Not Evaluated	3,346
Listing Removed	2
Total	3,703

The New Dominion (1946–1991)

Renewed warfare in Europe led to population growth in Norfolk and Portsmouth, particularly after the United States entered the Second World War, making Norfolk the ninth-fastest growing area in the country. The military acquired new tracts of land throughout the region, and numerous bases were constructed. Military and civilian workers and their families flooded the region and many remained after the end of the war. “By 1950, the Norfolk area was the ninth fastest growing metropolitan area in the United States” (City of Norfolk n.d.a). There was considerable demand for military and civilian housing that led to a boom in suburban residential development in the city during this period. Further annexations in 1955 and 1959 brought the city to 64.3 square miles.

There were radical changes to the downtown Norfolk landscape in the 1950s. The idea of a massive urban renewal program in Norfolk was proposed as early as 1935 by Norfolk City Manager Thomas P. Thompson, who appointed a citizens committee to study Norfolk’s sub-standard housing. This would lead to the formation, in July 1940, of the Norfolk Housing Authority, to prepare the city to participate in federally funded low-cost housing projects (Peggy Haile McPhillips, personal communication 2020).

The World War II population boom of military and civilian war workers and their families redirected early plans of the Housing Authority from slum clearance to defense housing. After the war, the vision of the Housing Authority broadened beyond merely replacing sub-standard housing for the poor, to a remodeled city for all. The name of the organization was changed to Norfolk Redevelopment & Housing Authority (NRHA) (Peggy Haile McPhillips, personal communication 2020).. In December 1948, Norfolk City Council designated \$25,000 to the Authority for a slum clearance program, and to devise a minimum housing and zoning code to try to prevent future slums from developing. In 1949, NRHA became the nation’s first agency to receive funds under the new Federal Housing Act. Funding was received in September 1950, and the first phase of redevelopment began (Peggy Haile McPhillips, personal communication 2020).

Project One of the redevelopment initiative targeted the city’s downtown slums and began with the demolition of a house on Smith Street in December 1951. In all, 190 acres in downtown

Norfolk would be cleared, replaced by affordable housing for hundreds of families once living in deplorable conditions. The new housing developments were named Young Park (now Young Terrace), Tidewater Park (now Tidewater Gardens) and Calvert Park (now Calvert Square). Amenities included new schools, playgrounds, police and fire stations, widened streets and private businesses. At the same time the Authority turned over the former site of Broad Creek Village to the city for development as Norfolk Industrial Park, to encourage industry and manufacturing to establish locations in Norfolk (Peggy Haile McPhillips, personal communication 2020).

Project Two, approved in November 1955, targeted 135 acres in the Atlantic City neighborhood. Plans for Project Two included a “waterfront expressway” (the extension of Brambleton Avenue), the expansion of Norfolk General Hospital and the construction of the Medical Arts Center for physicians’ and dentists’ offices. In 1958, a new nine-story wing was dedicated at the hospital, more than doubling bed capacity. Other improvements included the Public Health Center and King’s Daughters Hospital, an investment of \$10 million, the majority of the funds coming from Federal grants and private contributions (Children’s Hospital of The King’s Daughters 2020).

Project Three, endorsed by the Chamber of Commerce in May 1958 and approved by City Council in June, was the most ambitious piece of the NRHA vision, committing the city to a \$26 million program to modernize 147 acres in downtown Norfolk, including the razing of E. Main Street’s famed honky-tonks and tattoo parlors, demolition of run-down buildings on the crowded, narrow streets between Main Street and Brambleton Avenue, the widening of downtown streets, new sky-scraping office buildings to anchor a downtown financial center, a new central library and a brand new Public Safety Building, Courts and Civic Center for Norfolk City offices (Peggy Haile McPhillips, personal communication 2020).

Commercial improvements that followed on the newly available land downtown included the Golden Triangle Hotel, the Rennert Building and parking garage (now on the site of MacArthur Center), and the Norfolk Cultural and Convention Center (Scope and Chrysler Hall). In December 1959, *Newsweek Magazine* predicted “By 1970, [...] Norfolk will throw an old salt off his bearings. Instead of the [...] flophouses (he) might remember, he will find a gleaming modern city of new homes [...] handsome public buildings ... and broad new streets and thoroughfares” (Wertebaker and Schlegel 1962:375). Norfolk became a model for urban renewal nationwide, and, in 1960, received the prestigious All-America City award, granted jointly by the National Municipal League and *Look Magazine*. Presenting the award, *Look’s* publisher said “out of a city whose problems had multiplied almost to the point of disaster, [...] Norfolk citizens are creating a city with a bright new character” (Virginian-Pilot 1960).

Greater population density, combined with the prosperity during 1950s and 1960s and the post-war expansion of the national highway system, spurred considerable growth in Norfolk. A system of bridge-tunnels to connect the region internally began in 1952 with the opening of the Downtown Norfolk-Portsmouth Bridge-Tunnel. This was followed by the Hampton Roads Bridge-Tunnel (1957), the first Midtown Tunnel (1962), the Chesapeake Bay Bridge-Tunnel (1964), a second Hampton Roads Bridge-Tunnel (1976), a second Downtown Tunnel (1986), the Monitor-Merrimac Bridge-Tunnel (1992), and a second Midtown Tunnel (2016) (Peggy Haile McPhillips, personal communication 2020).

Virginia Wesleyan College (now University), joined Norfolk’s group of institutions of higher learning in 1965 and straddles the cities of Norfolk and Virginia Beach (Encyclopedia Britannica, Inc. 2019). Eastern Virginia Medical School opened in 1973, and in 1981, its doctors delivered the country’s first baby conceived by in-vitro fertilization. The Downtown Norfolk campus of Tidewater Community College opened in 1993 (Peggy Haile McPhillips, personal communication 2020). During the late 1980s, the cities of Norfolk and Virginia Beach conducted a land swap to “help Virginia Beach preserve their ‘green line,’ and Norfolk to revive East Ocean View” (City of Norfolk n.d.a).

A total of 1,998 architectural resources have been recorded with the DHR that date to this historic period: one resource has been listed in the NRHP and the VLR, five have been determined eligible for listing in the NRHP, three have been determined potentially eligible for listing, 350 have been determined not eligible, and 1,639 have not been formally evaluated (Table 8).

Table 8: Previously Recorded Architectural Resources Constructed During the New Dominion Period (1946–1991).

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	1
NRHP Listed	0
VLR Listed	0
NHL Listed	0
Eligible	5
Potentially Eligible	3
Not Eligible	350
Not Evaluated	1,639
Total	1,998

Post Cold War (1992–Present)

The Port of Virginia continues to drive Norfolk’s economy. The military, shipbuilding and repair, container cargo through Norfolk International Terminals, and tourism are among the prime revenue sources. Diversified manufacturing, agriculture, and real estate development are important components in both the public and private sectors (Encyclopedia Britannica, Inc. 2019). In 1992, the \$400 million Monitor-Merrimac Bridge-Tunnel opened, connecting Suffolk and Newport News and completing the loop of interstate highways in Hampton Roads. In the 2018 federal census, the population was estimated to be approximately 244,076, making it the second-most populated city in the Commonwealth (United States Census Bureau 2018). In the last several years the City has focused redevelopment efforts along its waterfront and downtown areas.

A total of 164 architectural resources have been recorded with the DHR that date to the Post Cold War period: two resources have been determined not eligible for listing in the NRHP and 162 resources have not been formally evaluated (Table 9, p. 23).

Table 9: Previously Recorded Architectural Resources Constructed During the Post Cold War Period (1992–Present Day).

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	0
NRHP Listed	0
VLR Listed	0
NHL Listed	0
Eligible	0
Potentially Eligible	0
Not Eligible	2
Not Evaluated	162
Total	164

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PROJECT RESULTS

Background Review

A broad background review of previous cultural resource surveys and previously recorded architectural resources on file with the DHR was conducted to help inform the vehicular reconnaissance as well as recommendations for future survey efforts.

Previous Surveys

As of December 2019, a total of 91 cultural resource survey reports on investigations conducted within the City of Norfolk are on file at the DHR Archives (see APPENDIX A, p. 77). These surveys, which comprise architectural, archaeological, and combined cultural resource documentation efforts, were conducted between 1967 and 2017. Of those, 36 survey reports are solely documenting architectural efforts while 10 are combined cultural resource studies. Approximately 21 of the 36 architectural resource surveys were completed within the last 30 years while six were conducted since 2010.

Fifteen of the 36 reports are associated with compliance projects related to Section 106 of the National Historic Preservation Act of 1966 and other associated regulations while two are related to DHR's Cost Share Program. The first Cost Share study was in 1994 when Traceries completed a reconnaissance-level survey of approximately 500 architectural resources (Traceries 1994). The second architectural survey completed with assistance from DHR's Cost Share Program was done in 1997 and comprised 325 historic properties, 32 of which were investigated at the intensive-level while the remainder were surveyed at a reconnaissance level (HENV 1997).

Previously Recorded Architectural Resources

For ease of discussion and graphic production, the results of the brief review of previously recorded resources with the DHR will be presented by geographical quadrants of the city. As of December 2019, a total of 8,648 architectural resources, both individual and multiple property types, have been previously recorded with the DHR within the City of Norfolk (Table 10 and Table 11, p. 26; Figure 8–Figure 15, pp. 27–34). Of these, over half (n=4,395) of the resources were surveyed over 20 years ago while 121 resources do not include a survey date in their records. None of these 4,516 files meet DHR standards which require updated information every five years. This is certainly not unique to the City of Norfolk as it is a common situation across all localities in the Commonwealth as the nature of recording historic properties is ever-changing and evolving. Approximately 298 architectural resources have been surveyed within the last five years.

Of the total 8,648 architectural resources, 55 resources are listed in both the NRHP and the Virginia Landmark Register (VLR), while two resources are listed only in the NRHP and three are listed only in the VLR (Table 11, p. 26; Figure 13–Figure 15, pp. 32–34). No resources previously surveyed and on file at the DHR have been listed as a National Historic Landmark

(NHL); however, there are certainly some qualified candidates that have achieved significance on a national level such as Fort Norfolk (DHR #122-0007) and the Jamestown Exposition Site Buildings (DHR #122-0054). Approximately 73 resources have been determined eligible for listing in the NRHP by DHR staff while 16 have been determined potentially eligible for listing. A total of 709 architectural resources have been determined not eligible for NRHP listing while 7,709 have not been evaluated for NRHP eligibility by DHR staff which is approximately 90 percent of the total previously recorded architectural resources.

Additionally, it was found that large swaths of the city have never been subject to historic architectural survey. This is yet another common trend within Virginia localities as certain areas previously did not meet the 50-year NRHP age requirement or development requiring compliance studies did not occur in these areas. The mapping in this section indicates that previous survey appears to be concentrated in the western half of the city, the southwest section in particular. This is not surprising due to the age of most of the resources in that area as well as the area containing the City’s center. A majority of the eastern half of the city was annexed in the second and third quarters of the twentieth century and likely contain relatively newer historic properties than those found in the southwest quadrant that may have not previously meet the 50-year NRHP age requirement.

Table 10: Breakdown of Number of Previously Recorded Resources by Most Recent Survey Date as of December 2019.

Survey Year	Number of Resources
No Date	121
Prior to 1970	21
1970–1979	12
1980–1989	380
1990–1999	3,931
2000–2009	3,180
2010–2014	705
2015+	298
Total	8,648

Table 11: Breakdown of Number of Previously Recorded Resources by DHR Eligibility Determination as of December 2019.

DHR Eligibility Determination	Number of Resources
NRHP/ VLR Listed	55
NRHP Listed	2
VLR Listed	3
NHL Listed	0
Eligible	73
Potentially Eligible	16
Not Eligible	709
Not Evaluated	7,790
Total	8,648



Figure 8: City of Norfolk Divided into Quadrants on Current Aerial (Esri 2018b).

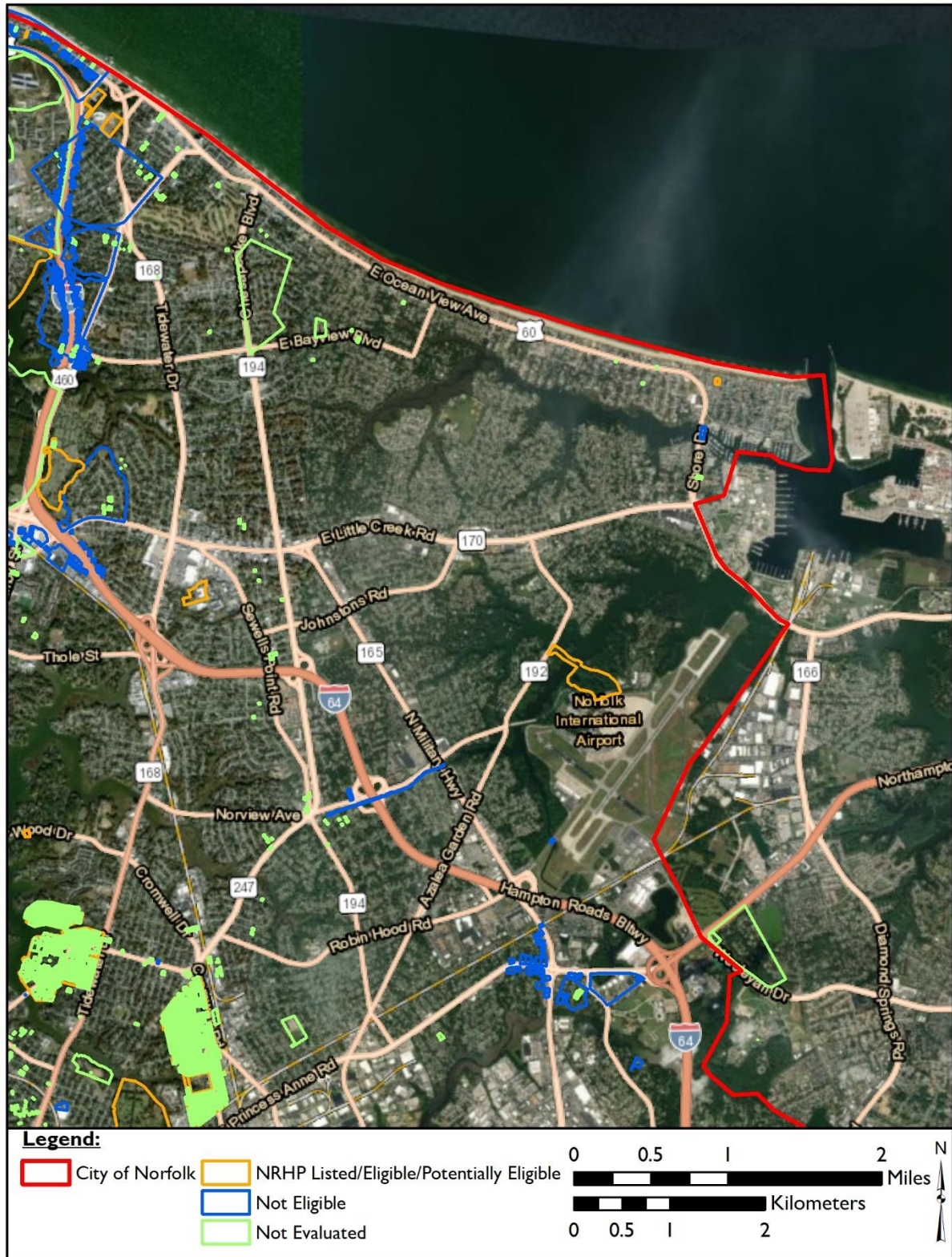


Figure 10: Previously Recorded Resources Sorted by Eligibility in the Northeast Quad of the City of Norfolk (Esri 2017).

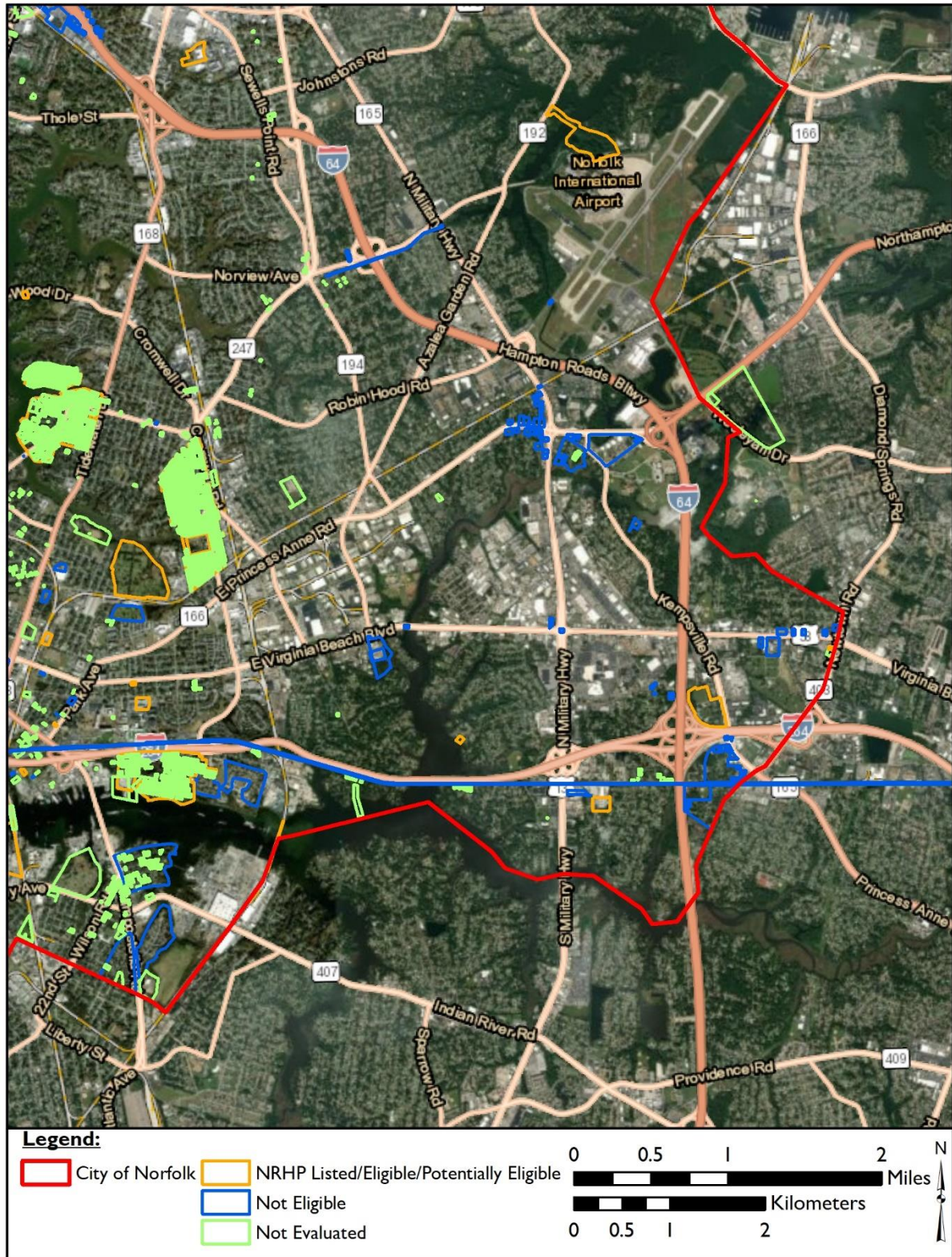


Figure 12: Previously Recorded Resources Sorted by Eligibility in the Southeast Quad of the City of Norfolk (Esri 2017).



Figure 13: Previously Recorded NRHP-Listed, Eligible, or Potentially Eligible Resources in the City of Norfolk (Esri 2017).



Figure 14: Previously Recorded Not NRHP-Eligible Resources in the City of Norfolk (Esri 2017).

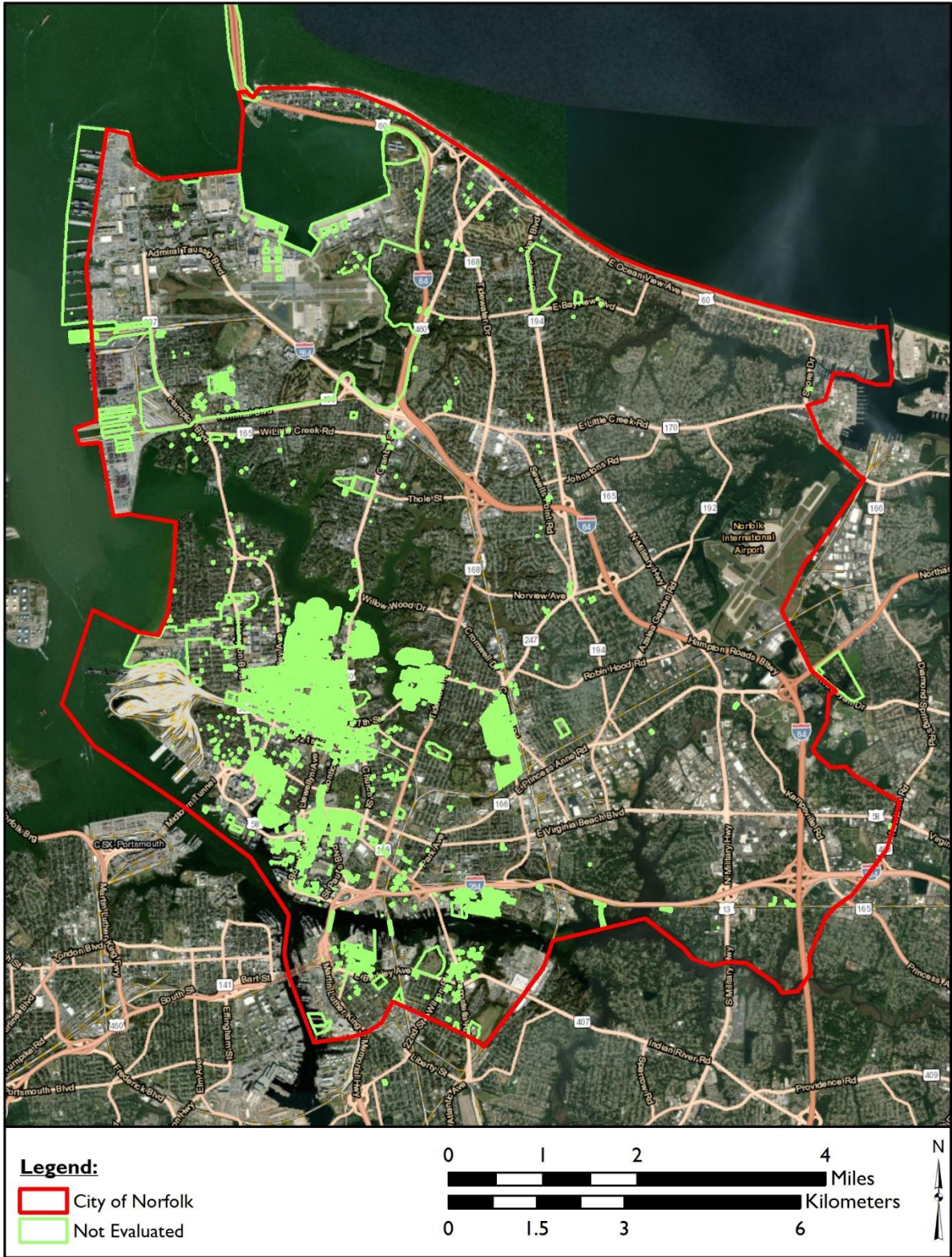


Figure 15: Previously Recorded Individually Unevaluated Resources in the City of Norfolk (Esri 2017).

Field Results

The city was visually inspected through a vehicular reconnaissance to assess historic areas with buildings, objects, structures, and districts over 50 years in age. The survey included a majority of the city; however, particular focus was placed on the following areas:

- Areas not previously subject to survey and those potentially at risk of environmental or manmade threats such as flooding, storm surge, and development. Utilizing data from FEMA, the City has identified flood-prone areas available through the City's Department of City Planning's Flood Insurance Rate Map (FIRM) website (Figure 16, p. 36).
- Areas identified as at risk for development by City staff. According to the City's Department of Economic Development, these are typically low-income areas that commonly suffer from neglect, at times unintentional, are in threat of gentrification and redevelopment, and are commonly underrepresented in previous survey efforts. They could be defined as "economically-distressed community [ies] where new investments, under certain conditions, may be eligible for preferential tax treatment" (Norfolk Department of Economic Development 2020) (Figure 17, p. 37).
- Several NRHP-listed or -eligible historic districts were suggested for resurvey or boundary expansion by City staff. This data, along with the information gathered from the background review and the City staff-led vehicular study, was utilized to identify geographic areas to visit during the vehicular reconnaissance.

To match earlier data, the results of the fieldwork will be discussed by geographical quadrants of the city (see Figure 8, p. 27). A majority of the previously recorded resources were located within the southwestern quadrant of the city, particularly those that are NRHP-listed, eligible, or potentially eligible. This area includes NRHP-listed West Freemason Street Area Historic District (DHR # 122-0060) and Ghent Historic District (DHR # 122-0061) with high-style individual contributing resources but also contains NRHP-listed Berkley North Historic District (DHR # 122-0824), a neighborhood with Jewish and African American ties, and not-eligible Campostella Heights Neighborhood (DHR# 122-1200), an African American neighborhood. Another theme from the associated residential, commercial, and civic property types noted in this quadrant includes suburban development associated with early annexations dating from 1902 to 1923. As this area is the epicenter of the city, with many social, commercial, industrial, and civic activities focused there, it is prime for new construction as well as rehabilitation of historic resources. A majority of areas currently targeted for redevelopment are located in this quadrant according to recent data pulled from the City's Department of Economic Development website. Moreover, this quadrant of the city is susceptible to flooding from storm surges and measures by individual property owners, such as elevating buildings above flood projections, was observed.

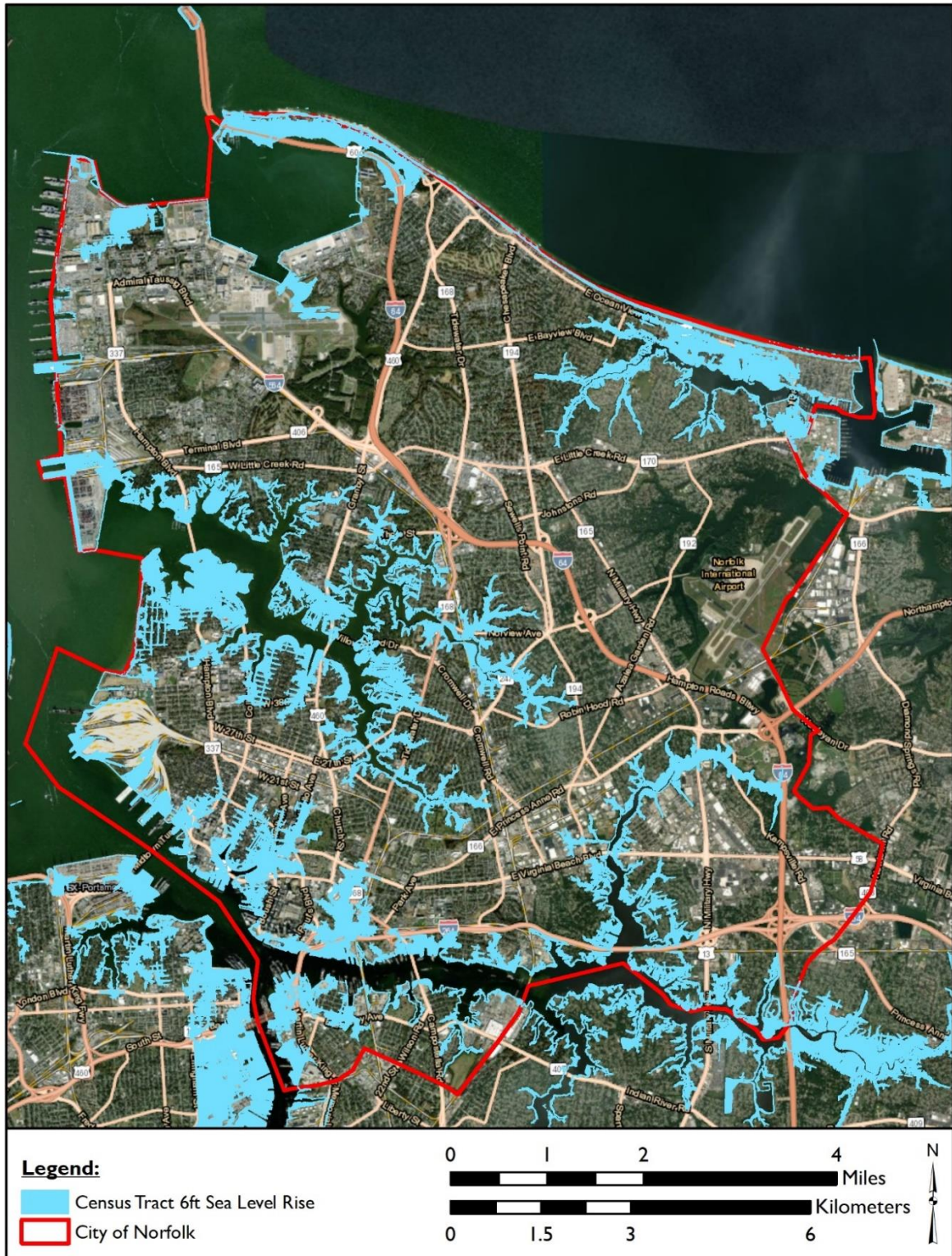


Figure 16: FEMA Sea Level Rise 6-Foot Projection for the City of Norfolk (Esri n.d.).

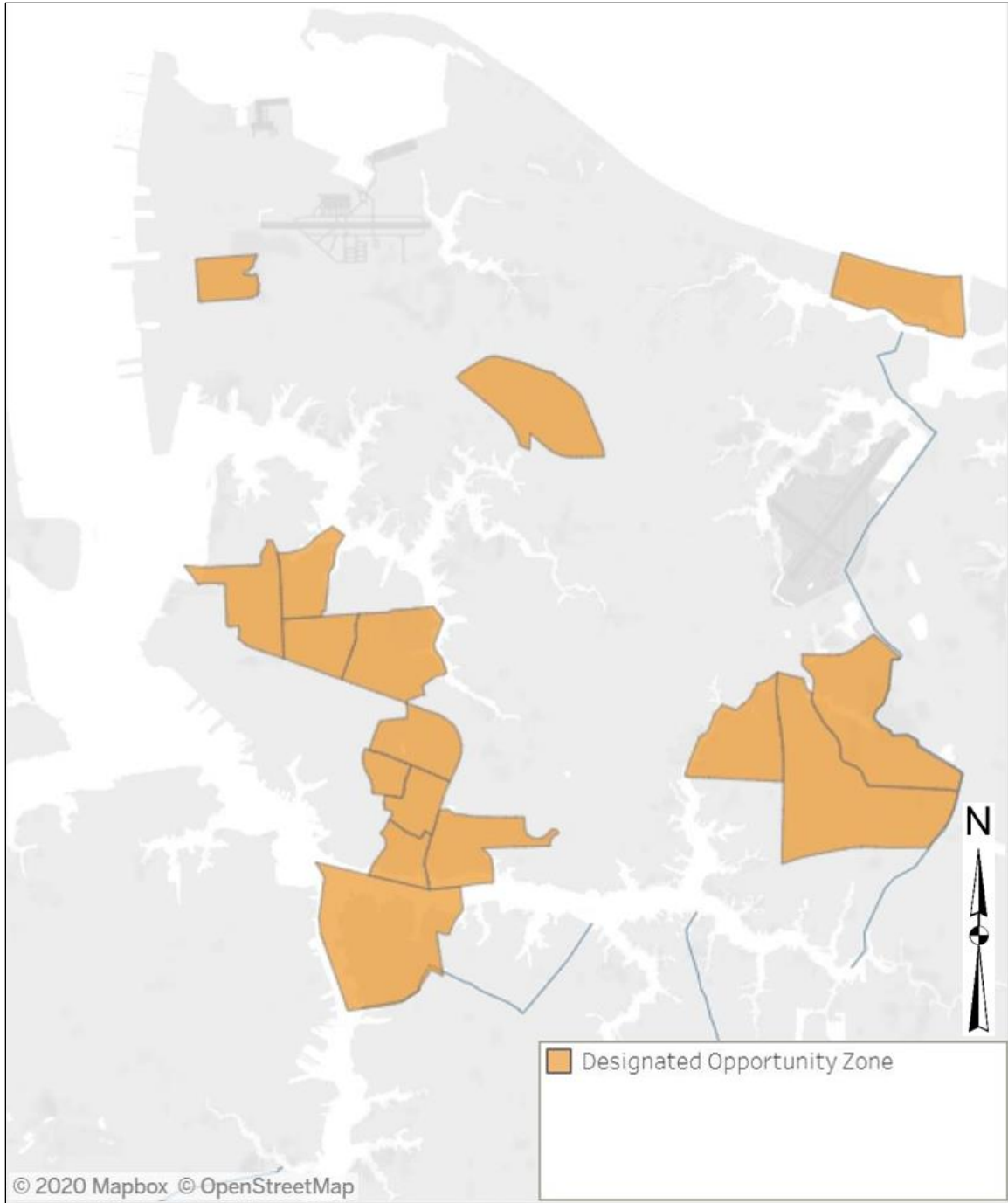


Figure 17: Map Showing Designated Current Areas Targeted for Redevelopment in the City of Norfolk (Mapbox 2020). Not to scale.

The northwest quadrant of the city similarly features many of the recorded resources on file with the DHR and suffers from environmental threats. Modifications such as raised foundations due to flooding threats were also observed in this area particularly in the unrecorded Larchmont and Edgewater neighborhoods. A large portion of this quadrant is encompassed by the Norfolk Naval Base, but also features unevaluated Old Dominion

University (DHR # 122-0038) and the associated residential and commercial development that stemmed from its establishment. Also located in the northwest quadrant are residential and commercial resources that represent several cultural or social themes such as, but not limited to, African American heritage, military influences, and settlement patterns related to annexations that date from 1902 to 1955 and modes of transportation (City of Norfolk n.d.a). Some examples of these areas include Titustown, Wards Corner, Bolling Brook, and Talbot Park. In the northernmost section of this quadrant lie architectural resources related to social themes such as recreation and tourism as this area is located along the Chesapeake Bay and includes the ineligible Willoughby Beach Historic District (DHR # 122-5048).

The northeast quadrant of the city features the least amount of recorded resources while also containing the newest annexed parts of the city (1959) (City of Norfolk n.d.a). Residential and commercial architectural resources over 50 years in age in styles and forms typical of the time period associated with suburbanization development from the latest annexation were primarily observed. Also noted were civic and community resources related to such expansion. Architectural resources associated with tourism and recreation were noted to be located along the coast with the Chesapeake Bay in the northernmost portion of the quadrant. Particular areas susceptible to flooding such as, but not limited to, the neighborhoods of Camelia Gardens, Camelia Acres, and Roosevelt Gardens are located along Little Creek which empties into the Little Creek Channel at the northeast. The unrecorded circa-1938 Norfolk International Airport and commercial and tourist development stemming from such a travel hub is also present within this quadrant.

Finally, the southeast quadrant of the city features high concentrations of commercial and industrial resources primarily dating from the mid-twentieth century to the present day, likely due to its proximity to the interchange of Interstates 64 and 264 and the airport. However, residential subdivisions were also noted but are low in quantity compared to the northeast quadrant of the city. A minimal amount of previously recorded architectural resources are located in this quadrant and much of the area's resources date to the mid-twentieth century. As a branch of the Elizabeth River traverses through this quadrant, there were some identified areas of environmental threat particular in the unrecorded neighborhoods of Poplar Halls and Elizabeth Park. There are several currently targeted areas for redevelopment located in this quadrant according to recent data pulled from the City's Department of Economic Development website.

ANALYSIS AND RECOMMENDATIONS

Through background review of previous work and previously recorded historic resources with the DHR, a work session and vehicular reconnaissance of the City of Norfolk, and a windshield survey of the city, Dovetail has identified several recommendations for future architectural resource surveys. As stated in DHR's *Guidelines for Conducting Historic Resources Survey in Virginia*, "determining survey goals can lead to the establishment of survey priorities" (DHR 2017:12). A review of data culled on previously recorded resources with the DHR quickly identified a need for documentation updates as well as large areas that have never been previously subject to survey. A number of threats were also recognized during this effort, raising priority for survey of certain areas or property types within the city. A variety of citywide themes to explore and expand upon were also identified during the process, many representing buildings or populations that have been underrepresented in previous surveys. The following sections detail the overall survey needs and goals of the city followed by a proposed plan with suggested methodologies and financial strategies to utilize to meet these needs and goals.

Previously Recorded Resources

The current study included a preliminary evaluation of previous studies and recorded resources on file at the DHR. Building on this, an in-depth review of previously recorded individual and multiple-property architectural resources will highlight important survey needs for the city. Such needs may include but are not limited to:

- Updating the documentation on previously recorded resources that were recommended as eligible or potentially eligible for listing in the NRHP or determined as such by DHR staff but have not been the subject of a NRHP nomination, giving highest priority to resources located within threatened areas.
- Updating the resource inventories of NRHP-listed or -eligible historic districts.
- Updating the documentation on previously recorded resources that have not been subject to survey within the last five years, in consideration of DHR standards, giving highest priority to those located within threatened areas.
- Identifying themes or property types among previously recorded resources that could assist in creating a historic context or Multiple Property Documentation (MPD) to aid in future streamlined recordation and evaluation.

Threats to Consider

Geographic areas to survey should be considered by their susceptibility to environmental or manmade threats. Typically, records of architectural resources under threat should be

considered high priority, “especially when the survey data gathered will be used in decision making about the treatment of the threatened resources” (DHR 2017:8).

Virginia is at particular risk of rising sea levels and storm surges as it has a much longer coastline than most states in the Mid Atlantic with coast along the Chesapeake Bay and tidal river coastal areas (Governor’s Commission on Climate Change 2008) (see Figure 16, p. 36). According to the *Final Report: A Climate Change Action Plan* (2008) composed by the Commonwealth’s Governor’s Commission on Climate Change:

Based on an analysis by RMS (a catastrophe modeling company) that has been reviewed and approved by the Organization for Economic Cooperation and Development (OECD), the Virginia Beach-Norfolk Metropolitan Statistical Area ranks 10th in the world in value of assets exposed to increased flooding from sea level rise.

As a coastal area, the Hampton Roads region, which includes the City of Norfolk, is the second-most-populated region only to New Orleans at risk from “climate change, sinking land and changing ocean currents” (Governor’s Commission on Climate Change 2008; Kusnetz 2018) (Photo 1). Since 1998, the city has experienced twice the amount of days of tidal and storm surge flooding than in the previous three decades according to InsideClimate News and has been impacted by over 15 hurricanes that have caused millions of dollars in damages to public, private, and government-owned properties (Kusnetz 2018; National Weather Service n.d.). Utilizing data from FEMA, the City has identified flood-prone areas available through the City’s Department of City Planning’s FIRM website. This data will assist in identifying historic areas requiring immediate attention for historic resource survey and help adjust levels of priority.

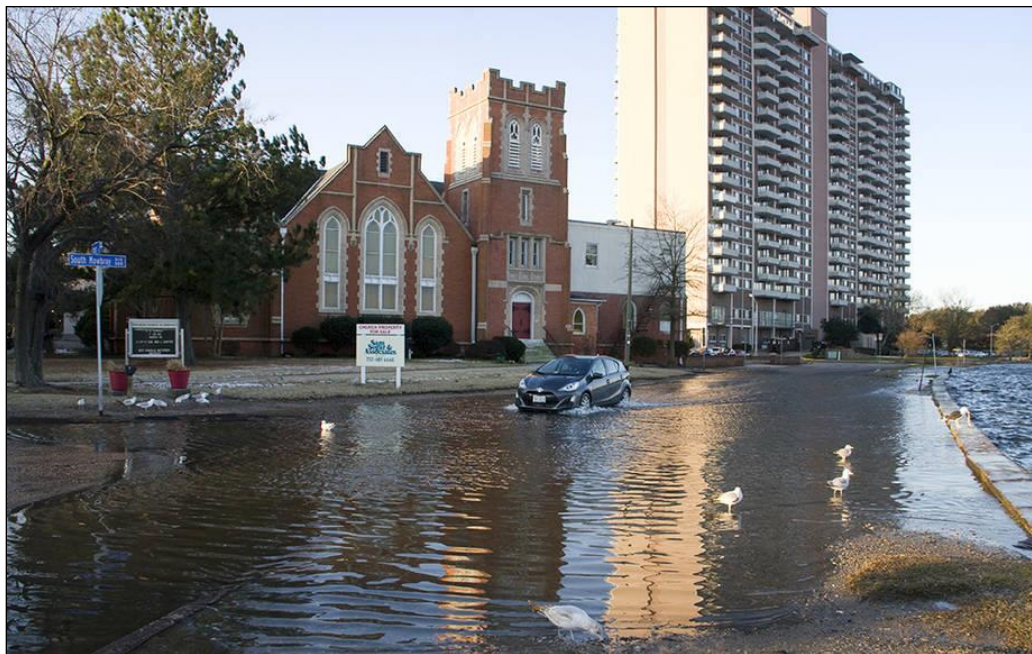


Photo 1: View of the Unitarian Church of Norfolk (DHR # 122-0212) Located on the South Side of the Hague During High Tide, Looking West (Kusnetz 2018).

Measures by individual homeowners, such as elevating their homes above flood projections, is commonly viewed as a negative impact to a historic resource's historic integrity, and therefore, affects its NRHP-eligibility potential (Photo 2). As these types of home improvements are becoming increasingly more common, it is important for historic resources that may be subject to these changes to be documented in their current state while certain aspects of integrity such as design, workmanship, and materials are still intact.



Photo 2: Elevated Houses at 1210 and 1216 Richmond Crescent of Larchmont, Looking North (Top); Elevated House at 723 Yarmouth Street (New Raised Foundation Denoted by Red Arrow) in Relation to Surrounding Buildings, Looking West (Bottom).

Manmade threats such as redevelopment and neglect are also a hazard to historic resources within the City of Norfolk, similar to any thriving and flourishing locality in the Commonwealth. Accompanying this type of threat are demolition of historic resources and uncomplimentary infill. According to an article in *The Virginian-Pilot*, the act of “mansionization” in historic subdivisions throughout the city began in the early 2000s; many of these resources have not been previously recorded and evaluated for NRHP eligibility with the DHR (Mitzel 2018) (Photo 3, p. 42). Similarly, some lower-income areas that commonly suffer from neglect, at times unintentional, and are threatened by gentrification and redevelopment and are commonly underrepresented in previous survey efforts. Although areas targeted for redevelopment or experiencing particular neglect are ever-changing in a city and that data is at

times scattershot and inaccurate, there are several ways that the City preservation planning staff can identify and hone in on such areas. The City’s Department of Economic Development may be able to assist in identifying areas of concern. The department continuously identifies “economically-distressed community[ies] where new investments, under certain conditions, may be eligible for preferential tax treatment” (Norfolk Department of Economic Development 2020) (see Figure 17, p. 37). Developing a cross-department communication process of redevelopment projects would identify potential negative impacts to historic resources early in planning stages of such projects and likely be beneficial of all parties involved. Public engagement and communication will also help pinpoint these areas of the city that are targeted for this type of redevelopment and will help assist in evaluating the level of priority for future survey. This information will assist the Department of City Planning to develop procedures to be integrated in the planning process for such properties or areas to ensure their recordation prior to the commencement of any demolition or construction.



Photo 3: Example of Infill (Denoted by Red Arrow) on 900 Block of Sutton Street in Huntersville, Looking North (Top) and East Side of Panoma Street in Washington Park, Looking Northeast (Bottom).

Themes to Explore

According to the National Park Service (NPS), “decisions about the identification, evaluation, registration and treatment of historic properties are most reliably made when the relationship of individual properties to other similar properties is understood” (1983). Results from the current survey, combined with input from City staff, illustrate numerous noteworthy cultural and social themes and associated property types that may be explored as architectural thematic studies in the future (Table 12; Figure 18, p. 44; Photo 4–Photo 13, pp. 45–50). Reviewing past surveys will assist in the identification of which themes and property types are already documented or are underrepresented in the current record. Furthermore, areas associated with themes lacking previous survey that are also under significant threat should be given priority.

Table 12: Underrepresented Themes and Example Associated Property Types Listed to Be Explored in the City of Norfolk Through Architectural Survey.

Theme	Example Property Types
Ethnic Heritage	Neighborhood
	Church
	Cemetery
Annexations and Associated Development (Settlement Patterns)	Residential Subdivision
	Single-family Dwelling
	Multi-family Dwelling
Civil Rights and Women’s Rights Movement	Community Center
	Church
	School
Education	School
	College
	Library
Funerary	Cemetery
	Burial Ground
	Mortuary
Industry	Warehouse
	Shipyards
	Factory
Military/Defense	Housing
	Military Facility
	Fortification
Post-World Wars Residential and Commercial Development (Settlement Patterns/ Architecture)	Residential Subdivision
	Strip Mall/ Shopping Center
	Civic Buildings
Tourism/Social/Recreation	Hotel
	Motel

Theme	Example Property Types
Transportation	Parks
	Bridge
	Historic Roadway
	Rail-related Structure or Building
Lesbian, Gay, Bisexual, and Transgender (LGBTQ) Heritage	Clubhouse
	Bar
	Neighborhood

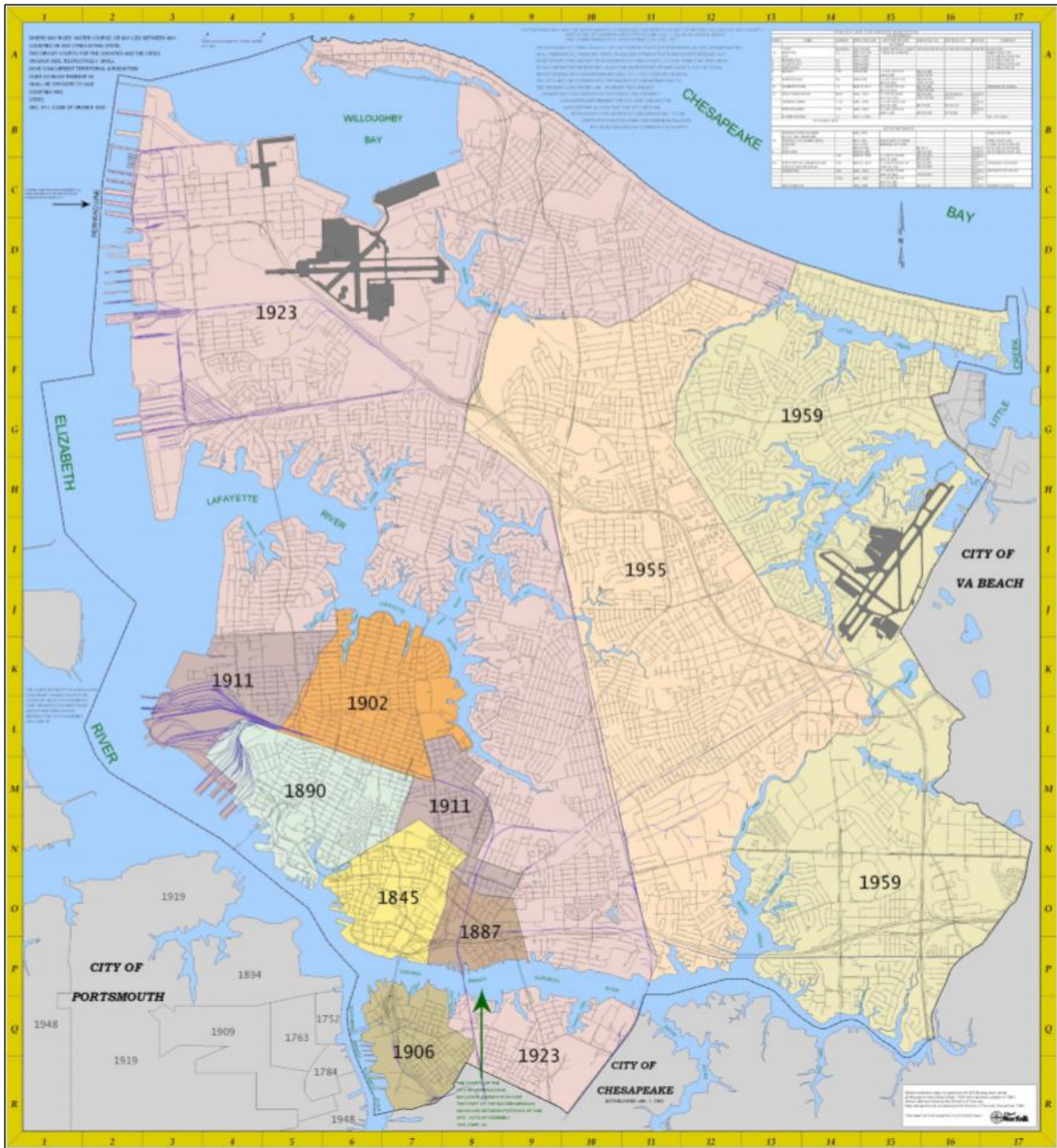


Figure 18: Map of Annexations of City of Norfolk (City of Norfolk n.d.b).



Photo 4: Examples of Unrecorded African American Neighborhoods. Intersection at East Lexington and Dungee streets in Huntersville, looking north (top); Intersection at Logan and Dakota streets in Titustown, looking south (bottom).



Photo 5: 1940 (Left) and Present-Day (Right) Image of the Previously Unrecorded Former F.W. Woolworth's at 350 Granby Street Where a Civil Rights Sit-In Occurred in 1961 (Google 2019; Sargeant Memorial Collection 1940).



Photo 6: Examples of Education-Themed Resources. Granby Elementary School (DHR # 122-1015), looking northwest (top); Previously Unrecorded Alpha Beta Cappa Christian Academy at 7425 Chesapeake Boulevard, looking west (bottom).



Photo 7: Examples of Funerary-Themed Resources. Headstones at Riverside Memorial Park (DHR # 122-0980), looking east (left), and Hebrew Cemetery (DHR # 122-0102), looking north (right).

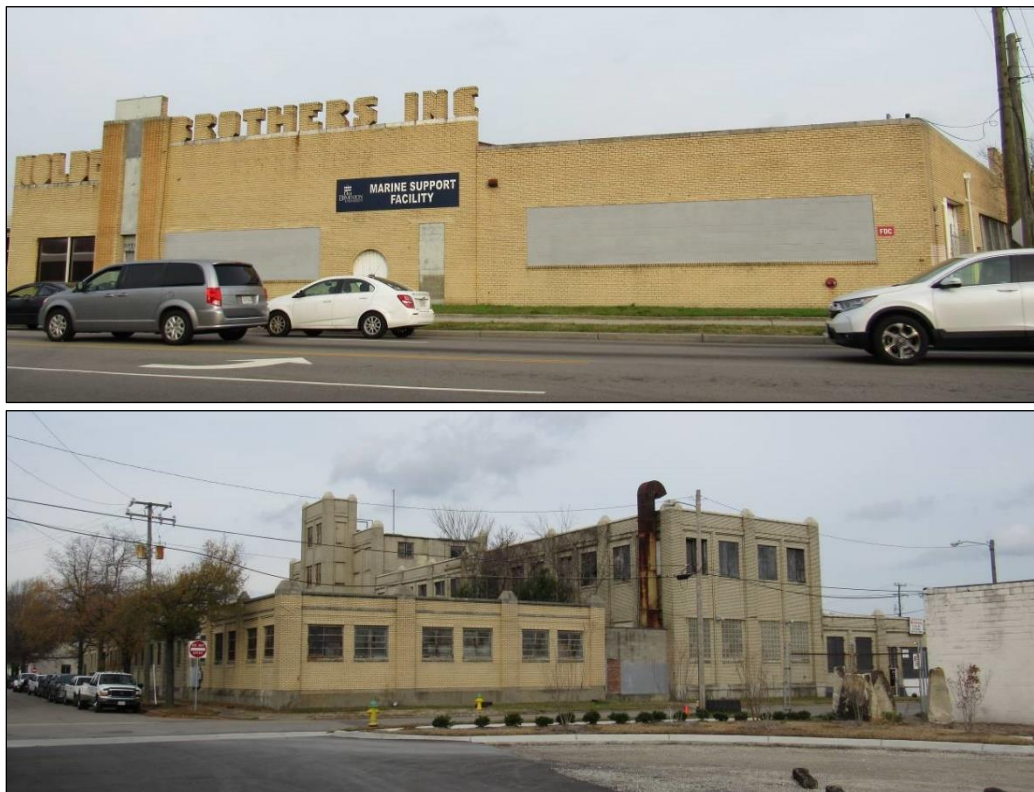


Photo 8: Examples of Industrial-Themed Resources. The historic Nolde Brothers, Inc. building, 2514 Hampton Boulevard (DHR # 122-5087-1569), looking east (top); General Baking Company- Bond Bread Factory, 731 E. 25th Street (DHR # 122-0163), looking northeast (bottom).



Photo 9: Previously Unrecorded Examples of Potential Military Influence on Housing. 7226 Shirland Avenue, looking west (left); Palm Beach Apartments, 7314 Hampton Boulevard, looking northeast (right).

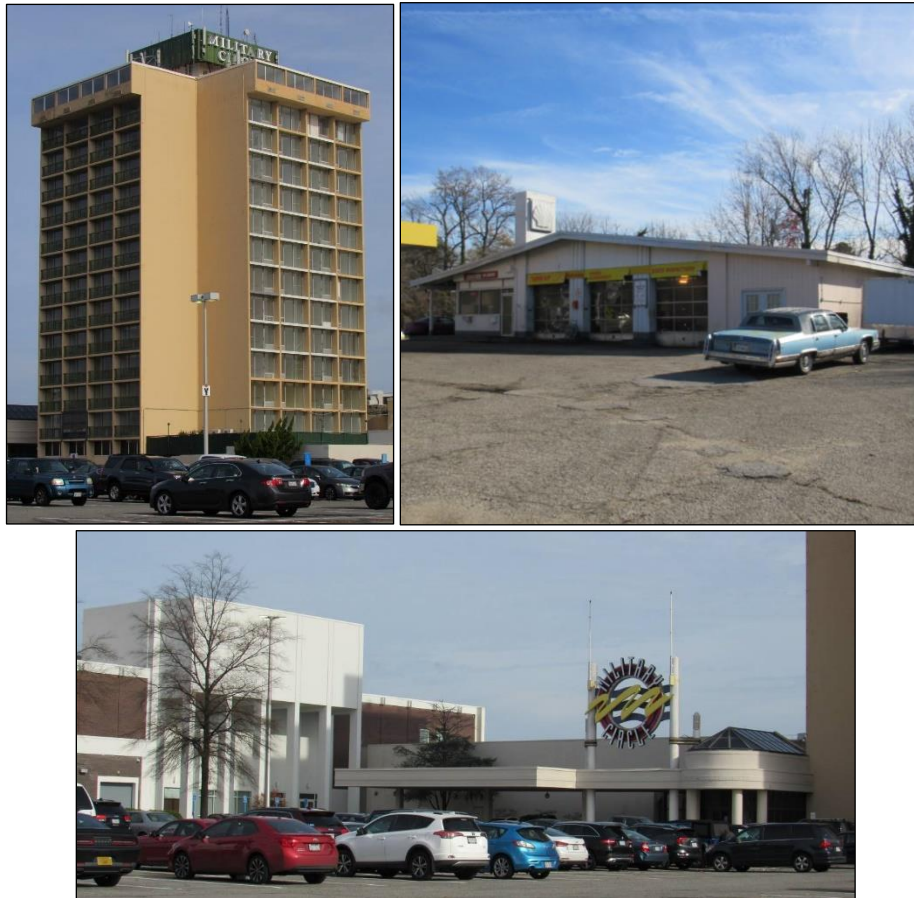


Photo 10: Previously Unrecorded Examples of Post-World War II Commercial Development. Military Circle Mall at 880 N Military Highway, looking northwest (top left and bottom); Mid-Twentieth-Century Gas Station at 1231 Norview Avenue (top right).



Photo 11: Examples of Previously Unrecorded Multi-Family Post-Wars Housing. 1217 Colonial Avenue, looking west (top left); 1611 Hampton Boulevard, looking southwest (top right); Parkwood Manor on W. Little Creek Road, looking northwest from Major Avenue (bottom left); Talbot Park Apartments on Newport Avenue, looking north (bottom right).



Photo 12: Examples of Tourism/Recreation-Themed Resources. 3325 E. Ocean View Avenue (DHR # 122-0551), northwest oblique (top); Previously Unrecorded 200 Delaware Avenue, looking northeast (bottom).



Photo 13: 1947 Photo of Streetcar on Granby and 25th Streets (Hays 2016).

Survey and Documentation Methodologies and Data Storage

In order to utilize time and funds as advantageously as possible, it is crucial to develop a research design that “involves determining the methodologies and techniques that are to be used during the survey to locate and evaluate resources” as well as what field methods are most appropriate (DHR 2017:13). Three types of documentation that have been successful in creating a streamlined connection of a historic property and its representation of aspects of history, architecture, archaeology, engineering, and culture are a historic context, an MPD form, or a Programmatic Agreement (PA). Furthermore, storage and accessibility to the data derived from these efforts is equally as important as data should be attainable and researchable to help better inform locality planning efforts as well as other research efforts.

Types of Survey and Documentation Methodologies

Survey techniques may vary depending on property types being evaluated, geography, cost and time limitations, level of documentation required, and general survey goals. The following is not a comprehensive list of survey methodologies, as unique projects may require a unique approach to survey. DHR’s knowledgeable and experienced staff should always be consulted on appropriate survey methods for each individual survey project to assure best practice and streamlined documentation.

Comprehensive Survey

According to DHR, a comprehensive survey involves recordation of all historic and non-historic architectural resources within a geographic area. “This type of survey is primarily used for local planning purposes, and allows systematic documentation of properties through part or all of a locality” (DHR 2017:22). This survey approach could be used in areas expecting to be nominated as a historic district to the Virginia Landmarks Register (VLR) and the NRHP. A recent example of the application of this type of survey methodology is in Essex County, Virginia, where, through the Cost Share Program, a reconnaissance-level survey of all historic and non-historic properties within the Occupacia-Rappahannock Rural Historic District (DHR # 028-5084) has been ongoing since 2013 and a nomination of the historic district to the NRHP is currently in progress (Sylvester 2020a).

Selective Survey

“Selective survey involves choosing historic resources to be recorded based on the objectives of the survey project” (DHR 2017:23). This type of survey is most effective when multiple factors and/or constraints could restrict a resource selection methodology. Factors contributing to the utilization of this type of survey include time and money constraints, threats, or focus of historic themes or selective property type. This type of survey is commonly utilized in compliance projects such as those performed to satisfy the requirement under the Section 106 of the National Historic Preservation Act of 1966 process. A current example of utilizing selective survey is being completed by the City of Virginia Beach who contracted with Cultural Resource Analysts, Inc. (CRA) to conduct a reconnaissance-level survey update limited to the northern half of the city to build upon survey work completed in the 1990s (Purvis and

McClane 2018). The primary goals of the survey update were to identify properties or areas best identifying mid-twentieth century neighborhoods, note unidentified properties dating to the nineteenth century of Princess Anne County, and identify properties that comprehensively cover the commercial and residential history of the city. Selective survey was then conducted of representative types, form, and styles, and recommendations of potential eligibility or further study were provided.

Alternative Survey Methodologies

As previously stated, irregular survey situations may require unique survey methodologies approved by DHR staff. A multitude of factors could contribute to necessitating alternative survey methodologies including but not limited to minimal funding, time restraints, and uncontrollable threats to resources. An occasion where such an alternative survey approach could be utilized is in the event of survey of post-war or annexation-related residential development which is abundant throughout the City of Norfolk. In many residential developments during this period, which could be identified through reviewing historic plats or mapping, a recurrence of several architectural styles, forms, and materials is commonly identified.

An example of a potentially applicable alternative survey methodology utilized during a recent project in the Commonwealth comes from the Interstate-66 Expansion Project (Lesiuk et al. 2015). After acquiring DHR staff approval, post-war subdivisions or neighborhoods were subject to an inventory rather than a reconnaissance-level survey of each individual property within the subdivisions due to the repetitive nature of the architectural styles, forms, and materials observed. This method of survey proved to be arguably more streamlined, cost-effective, and comprehensive than a standard reconnaissance-level survey of each individual property. It provided more valuable data regarding post-war development in that area than individual survey would have provided.

Similarly, such development areas such as these could be identified using historic plats to further solidify “study area” boundaries. Within those, selective survey could then be implemented for representative property types, forms, and styles. This approach was utilized during the recent Henrico County survey of the Sandston Historic District (DHR #043-6271) conducted by Dovetail (Peckler 2020). Dovetail reviewed existing literature and records on file at the DHR along with preliminary research to inform the properties selected for study in a project area with more than 2,000 resources. The survey comprised a reconnaissance evaluation of 41 resources within the study area, including commercial, residential, civic, religious, and recreational properties—each documented through survey forms, written notes, and digital photography. The data in turn helped inform NRHP-eligibility recommendations on the Sandston Historic District.

Significant cultural, social, and geographical themes can be used to create historic contexts that can assist in the development of a comprehensive set of historic preservation goals, including the future identification and evaluation of historic properties. Surveys that “are tied to the further development of historic thematic contexts” are considered high in priority according to DHR’s *Survey Manual* (2011:8). They could include the following:

- Cover geographic and/or thematic areas for which existing information is limited or greatly in need of improvement;
- Develop statewide, regional, or local historic contexts;
- Search for and identify all property types related to an already developed historic context within the survey area; and
- Conduct other identification activities pursuant to written goals and priorities for established historic contexts.

By creating a standardized context, any resource within the City of Norfolk could be placed within its appropriate context by region, theme, and historic period. As these documents are mainly used “to place historic resources within the context of the broad patterns of history and to place one example within a larger group of similar resources” (DHR 2017:18). Utilizing a standardized approach such as this to collect and analyze information about the City's historic resources, it is possible to identify and understand the data already available and gaps that need to be filled. This will in turn greatly improve the body of knowledge used for preservation planning and decision-making by city officials. Moreover, traditional reconnaissance-level survey would not be required for this type of documentation effort, saving time, effort, and resources for the City. Although the completion of a historic or thematic context does not require a reconnaissance-level survey, it is strongly suggested that a windshield survey be conducted in order to provide accurate data for the context.

In addition to the completion of a historic or thematic context, an MPD is a good tool to evaluate and potentially nominate historic resources that are thematically related. The MPD is a document used in the nomination process for individual properties and historic districts that share a similar historic theme, time period, geographic distribution, and importance and help the nominator determine historical significance amongst a larger group of resources sharing a similarity (Lee et al. 1991). This type of documentation, which is not a NRHP nomination in its own right, is a guide for individual properties that may relate under a theme, time period, and geographic location. It identifies what sort of qualities and characteristics the property must possess in order to be eligible for the NRHP. According to the NPS, “the form facilitates the evaluation of individual properties by comparing them with resources that share similar physical characteristics and historical associations” (Lee et al. 1991:2). This type of form helps streamline collected data for registration and preservation planning purposes since it presents information common to the group of related properties and evaluates individual properties on a comparative basis, identifying preservation priorities. A current usage of this type of survey methodology is occurring in the City of Virginia Beach, where select resort hotels and motels constructed during the 1950s and 1960s along the Virginia Beach oceanfront are being evaluated for their historic significance as a group under a MPD (Moss 2020; Sylvester 2020b).

Due to the immense quantity of post-World War II resources in the United States—domestic properties in particular—many federal, state, and local governments have sought a streamlining process for their recordation. Often, these dwellings are located in planned neighborhoods where building styles and plans were designed to be part of a cohesive whole rather than represent unique individual properties. Traditional implementations of architectural

survey guidelines would include the recordation of each of these resources as individual properties. This results in thousands of pages of documentation and countless hours of labor for completion. In a similar vein, many cities with a history of multiple annexations or large swaths of what was once rural land, also may feature large quantities of residential and commercial properties located in planned neighborhoods or subdivisions.

Recognizing that the probability that individual NRHP-eligible resources within such an area is low, governments are working with State Historic Preservation Offices (SHPOs) to outline alternative processes. In many cases, the recordation components are reduced, focusing on the neighborhood that contain these homes rather than the individual dwellings themselves. Some SHPOs have passed guidance approving such a methodology statewide, such as Maryland (KCI Technologies, Inc. 1999; Manning et al. 2019). Others look at individual projects or localities and render a decision on survey approach on a case by case basis. Virginia has adopted the latter; while the DHR is amenable to alternative methodologies, they must be approved by the DHR prior to implementation.

A review of the previously recorded resources in the City of Norfolk revealed that a large quantity of residential resources begin with the 1923 annexation. It is recommended that the City of Norfolk engage the DHR to discuss the large stock of housing constructed after the 1923 annexation and their architectural survey dilemma. If the DHR concurs with a neighborhood approach, which they have on a multitude of projects such as the widening of I-66 mentioned above, the City of Norfolk and DHR can craft a PA outlining a revised process for such domestic documentation. This will notably streamline the recordation process while still assuring that Norfolk's building stock is documented and taken into consideration during planning projects. This same PA may be written to include commercial, industrial, and other post-1923 annexation resources if deemed appropriate. Similarly, the production of an MPD or context for the major annexations could prove to be beneficial and may result in the identification of associated property types and their significance.

Data Storage and Access

Storage and accessibility to data derived from survey efforts should be attainable and researchable to help better inform locality planning and decision making as well as other research efforts. As the entire Commonwealth continues its efforts in environmental responsibility, localities are increasingly seeking to maintain a digital collection in place of or in conjunction to physical records. Digital space for file storage can be costly; however, there are several options for the City to collaborate with local or state repositories in order to limit the financial strain on a single entity as well as provide more widespread access to the public.

DHR's Archives and their interactive cultural resource inventory website, VCRIS, are optimal data storing options for the City's survey data that ensure public accessibility and ease of use as well as reassurance that records will be maintained properly and with care. In addition to the free component of VCRIS where the public can see limited information, DHR's archives room in Richmond is open to the public Tuesday through Thursday. As a Certified Local Government (CLG), the City of Norfolk has a free full license to the VCRIS system and its data, which provides more access than the general public (Elizabeth Lipford, personal communication 2020). As such, the City's planning staff should be trained and kept informed

of updates and improvements to the use of this invaluable system through their CLG liaison at the DHR. Some local facilities and/or groups may be willing to assist with data storage for future survey and preservation work. Partnership with the City's public libraries would be beneficial for both the City and the public. Touted as one of the "most technologically advanced public libraries in the country," the Slover Library retains a local history collection devoted to Norfolk's history, people, and places known as the Sargeant Memorial Local History and Genealogy Collection (Norfolk Public Library 2020). Another ideal partnership for data storage would be teaming with local history and preservation organizations such as the Norfolk Historical Society and Norfolk Preservation Collective.

Public Engagement

Public engagement is very important to the process of a city-wide survey as well as future survey and preservation planning efforts. According to the City's Preservation Planner, "in the effort to engage the public, we look to community partnerships, such as the library and civic leagues, especially regarding those resources that are underrepresented in the validated, surveyed, and known historic context" (Susan McBride, personal communication 2020). Furthermore, partnering with other city departments such as Neighborhood Development, they hope to involve citizens in traditionally African-American or other ethnic communities, like Ballentine, Huntersville, and Titustown, and pilot an outreach and participation program aimed at collecting such information. "To further our reach, we are interested in taking advantage of opportunities like local podcasts and NPR to spark a discussion around historic preservation within our community" (Susan McBride, personal communication 2020).

In the past, the primary way to reach the public has been through publications and public meetings, which have obvious limitations. In the age of technology, there are new ways to collect data and engage the public through a survey project that are farther reaching than static publications or face-to-face meetings. Technological public engagement across the country has grown particular in the last decade. A successful example of direct public engagement through technology and utilizing it as a planning and research tool is the Keweenaw Time Traveler, an interactive GIS-based program created by multiple departments at the Michigan Technological University supported by a grant from the National Endowment for the Humanities (Christensen 2017).

The Keweenaw Time Traveler (its official name is the Copper Country Historical Spatial Data Infrastructure) is an online, map-based application that uses maps, historical documents, US Census data, and personal narratives to create a database about the changes that the natural, social, industrial, and built environments have undergone from 1850 to present. Using participatory Geographic Information Systems (GIS), the project builds a historical record of the Copper Country that is interactive and constantly evolving (Christensen 2017:27).

Citizens of the Keweenaw Peninsula in Michigan can contribute data in three different ways: document physical elements of a building through time, document uses of a building through time, and transcription of historic map data (Figure 19, p. 56). "To prevent inaccurate data—to err is human, after all—the apps use a consensus model that requires three people to agree

on a particular data point before the information is added to the system” (Christensen 2017:28). A final application allows the public to explore the historical data contributed.

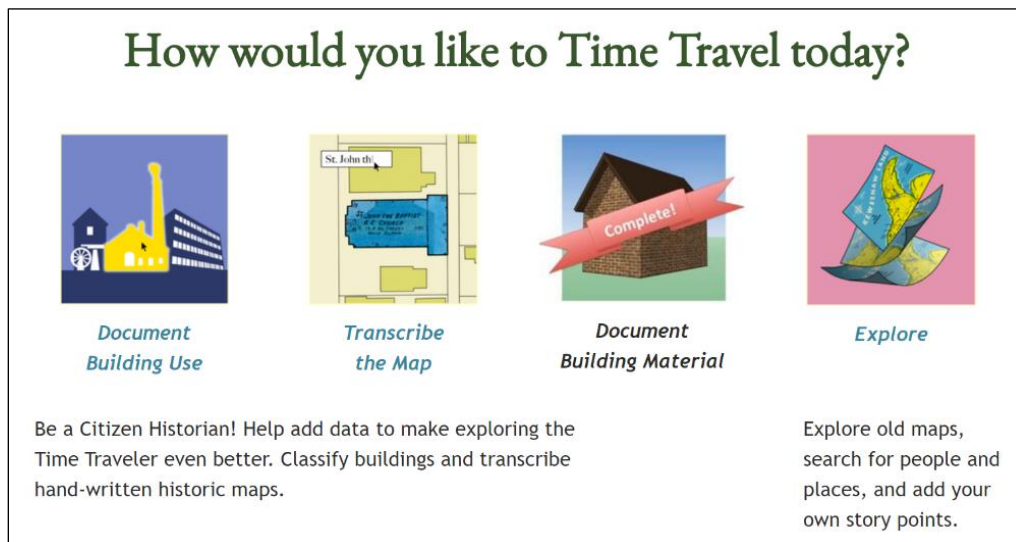


Figure 19: Keweenaw Time Traveler Applications (Keweenaw Time Traveler n.d.).

Between 2010 and 2017, the City of Los Angeles and the J. Paul Getty Trust worked to complete a citywide historic resources survey, known as SurveyLA, made possible through a multi-year grant from the Getty Foundation (Los Angeles City Planning 2020). The process included “systematically identifying and recording information on properties and neighborhoods that reflect Los Angeles’ architectural, social, and cultural history” (Los Angeles City Planning 2020). The survey focused on an area covering almost 500 square miles containing over 880,000 legal parcels. Out of this effort, the City of Los Angeles created the online information and management system called HistoricPlacesLA so that results would be easily accessible to the public (Figure 20, p. 57).

Examples of this sort of public engagement are also being implemented in localities in the Commonwealth. Although not preservation aimed, the Hampton Roads Catch the King Tide program trains volunteers to tag and map points of tide inundation to better predictive models of future nuisance flooding (Susan McBride, personal communication 2020). The City’s preservation planning staff have also suggested a partnership with the City’s interactive GIS application, Norfolk Address Information Resource (otherwise known as NorfolkAIR), would be extraordinarily fruitful (Susan McBride, personal communication 2020). This public online application is a single stop for property information, maps, and aerial photography and would be an ideal application for historic property and district data to be shared as well (City of Norfolk n.d.c). As an example of such a partnership, Henrico County Department of Community Revitalization, with support of the DHR and United States Department of Housing and Urban Development (HUD), surveyed and nominated the Highland Springs Historic District (DHR #043-5334) to the NRHP in 2018 (Historic Highland Springs n.d.) (Figure 21, p. 57). A website with area history and significance, an interactive map with property data such as survey forms and photos, property owner benefit information and resources, and more was created as a result of the effort.

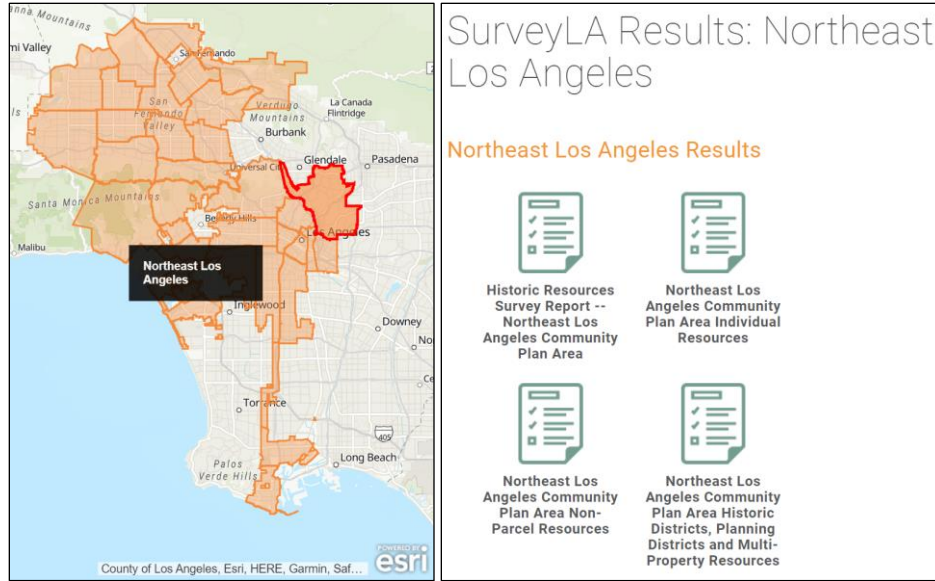


Figure 20: View of SurveyLA Interactive Mapping Application (Left) and Sample Available Historic Resources Survey Reports for the Northeast Los Angeles Area (Right) (Los Angeles City Planning 2020). Not to scale.

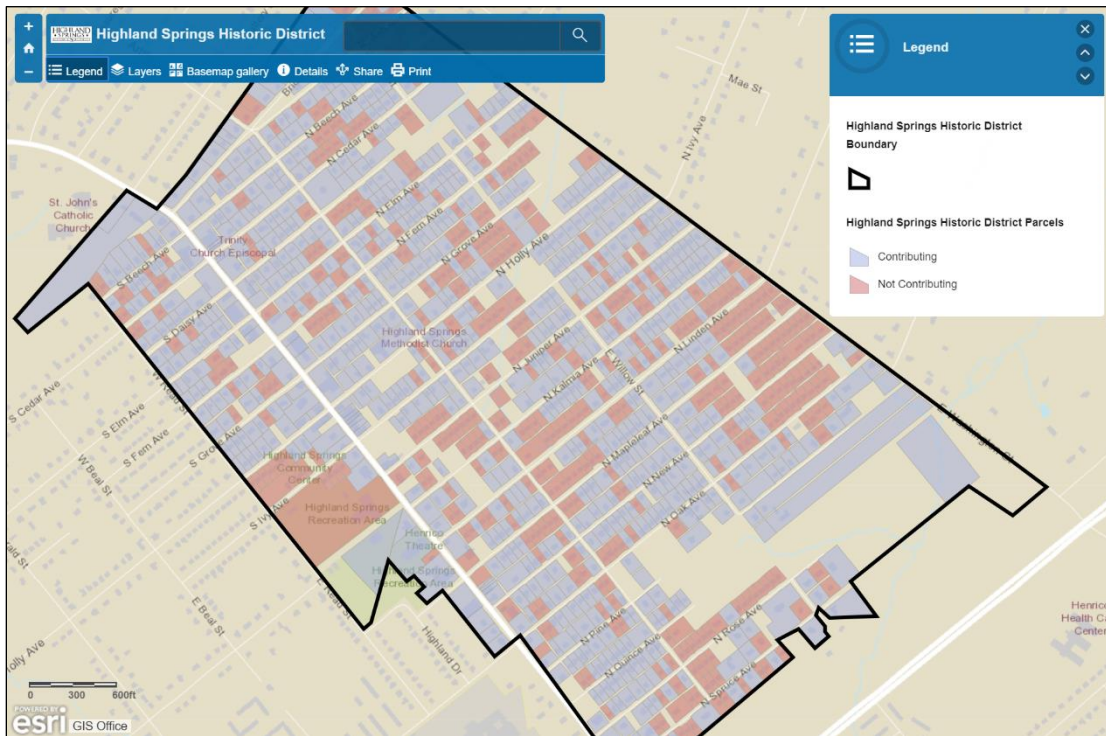


Figure 21: View of Interactive Mapping Application for the Highland Springs Historic District Website (Historic Highland Springs n.d.). Not to scale.

Financial Strategies

There are a variety of opportunities for additional funding along with the City budget allowance to achieve future survey work within the City of Norfolk. Federally funded grant programs through the Historic Preservation Fund are available each year that could support a variety of survey update projects. An example of these funding opportunities is the NPS African American Civil Rights Grant Program (Civil Rights Grants) which “documents, interprets, and preserves sites and stories related to the African American struggle to gain equal rights as citizens in the twentieth century” (NPS 2020). One recent project that currently utilizes this grant is the Smithsonian Anacostia Community Museum’s “Civil Rights and Neighborhood Change in Washington, D.C.,” project which will use completed oral histories and extensive research to create an exhibit that highlights the sites and stories of the Civil Rights struggle in the district (NPS 2020). Another relevant use of the Civil Rights Grant is by the National Trust for Historic Preservation (National Trust) for their Rosenwald Schools Mapping Project. This project aims to collect data on Rosenwald Schools from across the country into one database, streamline survey methodology and data, and create interpretive story maps for the public (NPS 2020). Another current Historic Preservation Fund-derived grant available through the NPS is the Underrepresented Community Grants fund for survey, inventory, or designation of historic properties associated with communities underrepresented in the NRHP (NPS 2017). In Virginia, this fund has been used for a portion of a three-part effort to survey “all remaining Rosenwald Schools throughout the Commonwealth and to develop appropriate solutions for adaptive use and commemoration to restore as many of these buildings as possible to active community use” (NPS 2017). In an effort to increase public awareness about lesbian, gay, bisexual, transgender and queer or questioning (LGBTQ) communities in the District of Columbia, this fund is being used for a survey effort of LGBTQ-heritage sites dating from the mid-nineteenth century to the 1990s and intends to inform a local and national historic context (NPS 2017). These NPS grants could be applied to the underrepresented themes of ethnic heritage and the Civil Rights movement identified in the previous section (p. 43).

HUD’s Community Development Block Grant program would be applicable for survey of historic neighborhoods targeted for affordable housing and a suitable living environment for low- to moderate-income families previously mentioned (p. 39) (HUD 2020). Additional grant programs worth exploring include transportation enhancement programs, National Endowment for the Humanities preservation grants, Save American’s Treasures, and Preserve America initiatives administered by the Advisory Council on Historic Preservation (DHR 2017:82).

Annually, the state-funded DHR’s Cost Share Program assists localities with their preservation planning goals by providing a matching grant, up to 50 percent, and administrative coordination to localities interested in pursuing an assortment of historic preservation activities (DHR 2019). The 50-percent funding match does not have to come solely from the locality, but can alternatively be raised a private entity, such as a neighborhood organization or a historical society, and then directed through the locality for use in the program (Elizabeth Lipford, personal communication 2020). DHR will assist in defining an appropriate scope of work as well as hiring qualified professionals to complete the work for the locality. The current effort is a product of the Cost Share Program.

Similarly, the CLG Program, established by the NPS and jointly administered by the DHR, is a partnership that is established between local, state, and federal governments to assist in preserving, protecting and increasing awareness of a locality's historic built environment (NPS n.d.a). Being listed as a CLG, the City of Norfolk has many funding and preservation expertise opportunities to explore and utilize through a variety of partnerships outside of the Federal Historic Preservation Program such as the National Alliance of Preservation Commissions, the National Trust, and the National Main Street Center, although it is not a requirement to be listed as a CLG to engage with these organizations (DHR 2020).

One of the underrepresented themes in the City's previously recorded resources are those associated with ethnic heritage including the African American community. The National Trust for Historic Preservation features the African American Cultural Heritage Action Fund supporting preservation of sites and stories of black history. In the fund's first two years of operation, grants totaling more than \$2 million were awarded to support the preservation of sites and stories of black history, which is very present in the City of Norfolk (National Trust 2020).

As environmental effects such as flooding and storm surges are very real and imminent threats to historic resources within the City of Norfolk, exploration into disaster relief funding may be appropriate when it is made available. In the event of a storm-related disaster in Norfolk, the City may be eligible for FEMA's Emergency Supplemental funding from the Historic Preservation Fund (ESHPPF) was established by Congress for State and Tribal Historic Preservation Offices to work on various recovery projects in response to natural disasters including "compliance activities, survey and inventory of historic resources in area impacted by the disaster, recovery and repair of historic properties damaged by the disaster," and other related activities (NPS n.d.b). Although not an ongoing fund but tied to specific storms, this funding can be applied in a multitude of ways for survey of architectural resources. A recent example of its use was between 2015 and 2017 when Dovetail, in partnership with the Town of Colonial Beach and DHR, conducted an architectural reconnaissance survey of individual properties within the Colonial Beach Historic District (DHR # 199-5002) in King George County. The project was funded through the Hurricane Sandy Disaster Relief Assistance Program for Historic Properties, an appropriation from the ESHPPF, to support disaster planning by furthering an understanding of storm-related damages to known properties and/or historic districts, and archaeological sites, and advance planning to make them more resilient to damages from future storm and/or climate change-related events (Manning 2016).

Although not a way to acquire additional funds, financial savings can be found through creativity and public outreach. Some examples of this are utilizing interns or volunteers for survey assistance or digitization and update of historic property records. Interns and volunteers could be identified through the locality or partnerships with local university programs or preservation groups.

Future Planning and Priorities

In sum, several notable gaps in the City of Norfolk's previous surveys were identified during this effort, a common situation in many localities across the Commonwealth. Furthermore, many of the previously recorded surveys have not been updated in decades. A more thorough

review of those previous efforts will identify resources that were suggested for further survey but studies were not completed, thus potentially overlooking NRHP-eligible resources. Particular environmental and manmade threats will help to identify historic areas in which should be elevated in prioritization due to their destructive nature. Similarly, focusing on certain underrepresented social and cultural themes may streamline survey update efforts and provide avenues for more funding.

As per the request of the City and DHR staff, the following items are recommended to be completed in approximately the next five years. As work begins, some suggested tasks may overlap or coincide with one another, accomplishing multiple tasks in one fell swoop. These items are recommended to be completed by utilization of DHR's Cost Share and CLG programs as well as various grant funding options in conjunction with the City's budget allocation for preservation planning. Furthermore, it is recognized that both the City and DHR staff hope that this plan is flexible to the growing and changing needs of the City. As data develops and new problems arise, the City can flex the plan and rely on this document to be responsive and identify appropriate methods of mitigation during a crisis.

1. Revisiting Previously Recorded Resources

The success of future survey is dependent upon a project-by-project contextual review of previously recorded resources on file with the DHR. A comprehensive assessment such as this will also help further identify specific thematic and geographical gaps in data as well as what historic areas or properties require resurvey due to length of time since previous efforts. This task should be included for not only all federally funded development projects, but also for planning projects.

More specifically, recommendations from previous surveys that were not pursued should be revisited. Updating the documentation on previously recorded resources that were recommended as eligible or potentially eligible for listing in the NRHP or determined as such by DHR staff but have not been the subject of a NRHP/VLR nomination or PIF should be revisited, giving highest priority to resources located within threatened areas.

- Edgewater-Larchmont (No DHR #), an early-twentieth century residential neighborhood not previously subject to survey, was recommended for further survey in 1997 (HENV 1997:136) and is subject to environmental threats.
- Algonquin Park (No DHR #), an early-twentieth century residential neighborhood not previously subject to survey, was recommended for further survey in 1997 (HENV 1997:136) and is subject to environmental threats.

2. Survey of Threatened Areas

It is suggested that the City conduct a selective or alternative survey to identify high priority areas experiencing rapid change from environmental and manmade threats. As previously suggested, these areas can be identified through FEMA mapping as well as through a review of current data for targeted areas for redevelopment or subject to neglect. It will be important for City staff to be prepared for new threats and ever-evolving data, particularly in regards to

areas targeted for redevelopment or subject to neglect. Several areas of concern identified during the current effort include:

- Edgewater-Larchmont (no DHR #), an early-twentieth century residential neighborhood not previously subject to survey, is subject to environmental threats.
- Talbot Park (no DHR #), an early- to mid-twentieth-century residential neighborhood not previously subject to survey, is subject to environmental threats.
- Berkley North Historic District (DHR #122-0824), a high-style residential neighborhood with historic Jewish and African American ties, was listed in NRHP and VLR in 1994 and is currently subject to redevelopment.
- Huntersville (no DHR #) is a late-nineteenth- and early-twentieth-century historically African American neighborhood not previously subject to survey and is currently in threat of redevelopment.
- Young Terrace (no DHR #) is a residential neighborhood not previously subject to survey and is currently in threat of redevelopment.
- Calvert Square (no DHR #) is a residential neighborhood not previously subject to survey and is currently in threat of redevelopment.
- Glenwood Park (no DHR #) is a residential neighborhood not previously subject to survey and is currently in threat of redevelopment.

3. Ethnic Heritage Survey

Many areas of the city historically contained enclaves of ethnicities and communities such as African American, Greek, and Jewish, among others. Some of these areas are also targeted for redevelopment and may not have not been previously subjected to survey. Archival research, oral histories, and a selective or alternative architectural survey focused on these communities and heritage resources should be of high priority within the City's efforts in the next five years. Engaging public during these efforts is essential. Several areas of concern identified during the current effort include, with those also exposed to environmental and manmade threats being of high priority:

- Berkley North Historic District (DHR #122-0824), a high-style residential neighborhood with historic Jewish and African American ties, was listed in NRHP and VLR in 1994 and is currently subject to redevelopment. A district nomination update, research, and oral histories are recommended.
- Huntersville (no DHR #) is a late-nineteenth- and early-twentieth-century historically African American neighborhood not previously subject to survey and is in threat of redevelopment. A comprehensive survey with an inventory of contributing and non-contributing properties, archival research, oral histories, and a PIF is recommended.

- Titustown (no DHR #) is a historically African American neighborhood not subject to previous survey. A comprehensive survey with an inventory of contributing and non-contributing properties, archival research, oral histories, and a PIF is recommended.
- Bolling Brook (no DHR #) is a historically African American neighborhood not subject to previous survey. A comprehensive survey with an inventory of contributing and non-contributing properties, archival research, oral histories, and a PIF is recommended.
- Campostella Heights Neighborhood (DHR #122-1200) is a historically African American neighborhood. Although determined not eligible by DHR staff in 1997, it is suggested for re-survey and reevaluation. Intensive-level survey with an inventory of contributing and non-contributing properties, archival research, oral histories, and a PIF is recommended.
- Ballentine Place Historic District (DHR #122-0829) is an early-twentieth-century neighborhood that is historically African American and was listed in the NRHP and VLR in 1994. A district nomination update is recommended.

4. Survey or Nomination Update of NRHP-Listed or -Eligible Architectural Districts and Resources

An updated survey or nomination of NRHP-listed, -eligible, or -potentially eligible historic districts and properties to ensure that major changes or modifications have not altered their historic integrity. Particular attention should be paid to those recommended for further survey in previous studies but were never subject to that or are located in areas subject to environmental or manmade threats. Similarly, existing NRHP-listed districts that are also local districts and are located in threatened areas should be given higher priority. Survey projects under this recommendation could be a straight inventory; however, a nomination update where applicable would be more beneficial as they could include a boundary or Period of Significance expansion. Several areas identified during this project include, with those also exposed to environmental and manmade threats being of high priority:

- Berkley North Historic District (DHR #122-0824), also listed above as a high-style residential neighborhood with historic Jewish ties, was listed in NRHP and VLR in 1994 and is subject to redevelopment. A district nomination update, research, and oral histories are recommended.
- Ballentine Place Historic District (DHR #122-0829), also listed above, is an early-twentieth-century neighborhood that is historically African American and was listed in the NRHP and VLR in 1994. A district nomination update is recommended.
- Ghent Historic District (DHR #122-0061), listed in NRHP and VLR in 1980, part of the city's first planned suburban community and recommended for possible boundary expansion. An NRHP nomination update is recommended.
- Colonial Place Historic District (DHR #122-0825), listed in NRHP and VLR 1995, is recommended for a nomination update due to the length of time since it was listed.

- Riverview Historic District (DHR #122-0823), listed in NRHP and VLR in 1994, is recommended for a nomination update due to the length of time since it was listed.

5. Historic District Designations and Expansions

Many historic neighborhoods and subdivisions within the city have expressed an interest in historic district designations. Documenting these districts at the local and state level will assist in preservation planning as well as individual homeowners who are interested in financial assistance in preserving their historic properties. Several of these areas were also listed above due to their connections with ethnic neighborhoods or pending threats. Prioritizing neighborhoods and subdivisions suitable for such survey effort according to the level of threat they may endure in the near future would be necessary in planning future efforts.

- Huntersville is a late-nineteenth- and early-twentieth-century historically African American neighborhood not previously subject to survey and is in threat of redevelopment. A comprehensive survey with an inventory of contributing and non-contributing properties, archival research, oral histories, and a PIF is recommended.
- Estabrook, Belvedere, Riverpoint, Cromwell Farms, and Suburban Acres (all without DHR #) are early- to mid-twentieth-century residential neighborhoods not subject to previous survey. A PIF is recommended.
- Titustown (no DHR #) is a historically African American neighborhood not subject to previous survey. A comprehensive survey with an inventory of contributing and non-contributing properties, archival research, oral histories, and a PIF is recommended.
- Bolling Brook (no DHR #) is a historically African American neighborhood not subject to previous survey. A comprehensive survey with an inventory of contributing and non-contributing properties, archival research, oral histories, and a PIF is recommended.
- Campostella Heights Neighborhood (DHR #122-1200) is a historically African American neighborhood. Although determined not eligible by DHR staff in 1997, it is suggested for re-survey and reevaluation. Intensive-level survey with an inventory of contributing and non-contributing properties, archival research, oral histories, and a PIF is recommended.
- Riverview Historic District (DHR #122-0823) is a turn-of-the-twentieth-century residential neighborhood, listed in the NRHP and VLR in 1994. A district nomination update is recommended.
- Ballentine Place Historic District (DHR #122-0829) is an early-twentieth-century neighborhood that is historically African American and was listed in the NRHP and VLR in 1994. A district nomination update is recommended.
- Ghent Historic District (DHR #122-0061), listed in NRHP & VLR in 1980, part of the city's first planned suburban community and recommended for possible boundary

expansion in consideration of the West Ghent and North Ghent neighborhoods. A district nomination update is recommended.

- Winona Historic District (DHR #122-0828), listed in NRHP and VLR in 1994, was recommended boundary expansion in 1997 (HENV 1997:136). A district nomination update is recommended.
- Lafayette Residence Park Historic District (DHR #122-0826) 1999, listed in NRHP and VLR in 1999, was recommended for boundary expansion in 1997 (HENV 1997:136). A district nomination update is recommended.

6. Historic Context of City Annexations

Completing a comprehensive historic context of city annexations and associated development will help to understand mid- to late-twentieth-century resources, in particular residential and commercial development from the Post Cold War era (Figure 18, p. 44). A document such as this would identify how to approach and consider these types of resources in future planning and research efforts. This may evolve into the development of a PA, a historic context, or an MPD.

7. Cemeteries and Burial Grounds Survey

City staff expressed particular interest in the need for in-depth recordation of the city's burial grounds. Small and/or family cemeteries and burial grounds are scattered throughout the city, most of which pre-date urban expansion. Not only are these below- and above-ground resources potentially subject to environmental impacts, research and documentation into these resources would be pertinent for general planning purposes as well as local genealogy. It is recommended that this begin with a reconnaissance-level comprehensive survey enhanced by archival and background research as well as input from the public. This may lead to the production of a PIF or NRHP/VLR nominations.

8. Other Theme-Specific Research and Documentation

Research and documentation concentrated on specific social and cultural themes and property types may be an advantageous method of survey to gather comprehensive data to inform future preservation planning and goals as well as provide streamlined guidelines for future documentation and evaluation efforts. Identifying a cultural or social theme and associated property types within areas of particular threat would be of high priority within the next five years. Appropriate survey methodologies include a historic context, MPD, or PA along with a selective survey focused on theme. City staff has already identified several possible themes that they would like to investigate including:

- Properties involved in the Civil Rights movement
- Properties or neighborhoods associated with ethnic heritage

- Properties associated with notable women in the history of Norfolk or sites related to the advancement of Women's Rights
- Properties associated with the LGBTQ community
- Areas developed due to specific industry such as ship building/repair and coal exportation
- Military influences on the City's housing stock
- Twentieth century residential and commercial development and its association with city annexations

Some of these themes may be present in areas where manmade and environmental threats are of particular concern.

9. Developing Procedures or Public Policies for Buildings and Areas Slated for Demolition

Across many localities, historic properties tend to be disused and neglected and eventually may be slated for new development. However, not many localities throughout the Commonwealth have procedures or public policies set in place for those properties if non-federal funding is involved in a demolition project, even if it is located within a locally designated historic district. To retain a complete record of the City's historic resources, it is essential to develop a procedure for such cases. It is suggested that each property slated for demolition and redevelopment should be recorded at the intensive level in a study that meet's the DHR's guidelines or through Historic American Buildings Survey documentation prior to commencing any construction work.

10. Data Storage and Public Engagement

The City should consider culling and digitizing old survey data located at the Department of City Planning and Slover Library. Furthermore, addressing data storage issues, both physical and digital, should be completed concurrently with other survey efforts. Keeping data organized and easily accessible during the process will result in more a streamlined and valuable collection of information and set standards for future efforts beyond the next five years. More proactive utilization of DHR's VCRIS website is a clear first choice for historic resource data digital storage that is also available to the public.

Public engagement throughout the completion of the survey efforts over the next five years and beyond is of utmost importance. City staff across departments already plan on working together to further public engagements through public meetings and various media outlets; however, particular focus should be applied to an interactive digital platform to cull data collected by professionals and the public alike. Successful examples are interdisciplinary ventures that utilize GIS-based tools to create interactive experiences that can be continuously built upon with new data from various sources. Data should be evaluated by professionals to ensure accuracy prior to publication.

11. Project Management Over Five Years and Beyond

Both City and DHR staff realize that this plan should be flexible and adapt to the growing and changing needs of the City. It is also recognized that the plan should help the City continue their preservation planning efforts far beyond the scope of this project and the next five years. The ideas and suggestions presented in this document can continue to help the City identify gaps in their survey data and how to approach them as well as how to react and be responsive to new threats or issues of concern that may negatively impact historic resources in the city.

It will also be important for the City to periodically evaluate the progress of survey efforts over the next five years and beyond. Checking in with staff as well as their partnerships with agencies like the DHR through the CLG program will prove invaluable as preventative care. Assessing survey effort status, identifying new data to be considered, as well as evaluating successes or failures of efforts will be beneficial for the continuity and stability of the plan over the next five years and beyond. Internal incremental check-ins with involved parties should occur often to ensure. At the terminus of five years, City and DHR staff should convene for a post-mortem meeting to discuss the successes and failures over the last five years and how to move forward with surveying and planning efforts in the following five, 10, or more years.

SUMMARY

Dovetail conducted a background review and identification study in order to prepare a multi-phased work plan to update the citywide survey of architectural resources of the City of Norfolk, Virginia. The project was completed at the request of the City of Norfolk’s Department of City Planning in satisfaction of requirements outlined in the DHR Cost Share Program contract.

Several notable gaps in the City’s previous surveys were identified during this effort, a common trend in many localities across the Commonwealth. Furthermore, many of the previously recorded surveys have not been updated in decades. Particular environmental and manmade threats will help to identify historic areas in which should be elevated in prioritization. Similarly, focusing on certain underrepresented social and cultural themes may streamline survey update efforts and provide avenues for more funding. As per the request of the City and DHR staff, the following items are recommended to be completed in approximately the next five years with an overall goal to help streamline future survey past those five years and to assist in forthcoming preservation and planning efforts (Table 13). The plan is also meant to flex as new data is identified over the next five years and beyond. These items are recommended to be completed by utilization of DHR’s Cost Share and CLG programs as well as various grant funding in conjunction with the City’s budget allocation for preservation planning.

Table 13: Recommended Survey Tasks to be Completed Throughout Next Five Years with Estimated Timeframe. Note, some tasks may transpire to overlap with one another or take longer than estimated.

Suggested Tasks	Year 0-1	Year 1-2	Year 2-3	Year 3-4	Year 4-5
Revisiting Previously Recorded Resources					
Survey of Threatened Areas					
Ethnic Heritage Survey					
Survey Update of NRHP-Listed or -Eligible Architectural Districts and Resources					
Historic District Designations and Expansions					
Historic Context of City Annexations					
Cemeteries and Burial Grounds Survey					
Other Theme-Specific Research and Documentation					
Data Storage and Public Engagement					
Project Management					

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APPENDIX A: PREVIOUS SURVEY REPORTS

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Previous Architectural, Archaeological, and Combined Cultural Resource Survey Reports on File with the DHR.
 Note, table is organized by DHR CRM Report number from least to greatest.

DHR CRM Report	Organization	Author	Title	Report Type	Year
NR-001	N/A	William P. Bradshaw, Jr., Julian Tomkins	<i>Fort Norfolk, Then and Now</i>	Architecture	1975
NR-002	JNF	Robert W. Foss	<i>Excavations at the Taylor-Whittle House, 44NR2</i>	Archaeology	1974
NR-003	VRCA	J. Mark Wittkofski, Martha W. McCartney, Beverly Bogley	<i>An Archaeological and Historical Survey of the Cultural Resources at Newtown, Norfolk, Virginia</i>	Archaeology	1979
NR-004	JNF	Robert Foss	<i>Early Nineteenth Century Artifacts from the Taylor-Whittle House, Norfolk, Virginia</i>	Archaeology	1974
NR-005	VRCA	J. Mark Wittkofski	<i>An Archaeological and Historical Survey of Newtown, Norfolk, Virginia</i>	Archaeology	1979
NR-006	VRCA	Martha McCartney	<i>Newtown History, Norfolk, Virginia</i>	Archaeology	1979
NR-007	TAR	Gordon P. Watts	<i>A Submerged Cultural Resource Reconnaissance within the Elizabeth River in the Vicinity of Craney Island, West Norfolk, Virginia</i>	Archaeology	1982
NR-008	VCUARC	Stephan Perlman	<i>A Phase I and Phase II Archaeological Survey of the Norfolk Airport Runway Extension</i>	Archaeology	1982
NR-009	JMA	Michael Parrington and Richard Meyer	<i>A Phase I Archaeological and Historical Survey of the Downtown Norfolk Study Corridor, Norfolk, Virginia</i>	Archaeology and Architecture	1987
NR-011	VCUARC	Timothy A. Thompson, Andrew Q. Cole	<i>Phase I Cultural Resources Survey for the Widening of Battlefield Boulevard, Atlantic Avenue and Compostella Road in Norfolk and Chesapeake Cities, Virginia</i>	Archaeology and Architecture	1988
NR-012	HENV	Not Listed	<i>Connecticut House Interior And Exterior Repairs, Naval Station, Norfolk, Virginia; Specifications</i>	Architecture	1988
NR-013	DAD	Not Listed	<i>Interior and Exterior Repairs to Maryland House, Naval Station, Norfolk, Virginia</i>	Architecture	1988
NR-014	NBI	Not Listed	<i>Rehabilitation Study for Virginia House Quarters G-30, Naval Station, Norfolk, Virginia</i>	Architecture	1987
NR-015	NBI	Not Listed	<i>Rehabilitation Study for West Virginia House, Quarters F-35, Naval Station, Norfolk, Virginia</i>	Architecture	1987
NR-016	NBI	Not Listed	<i>Rehabilitation Study for Missouri House, Quarters F-32, Norfolk Naval Station, Norfolk, Virginia</i>	Architecture	1986

DHR CRM Report	Organization	Author	Title	Report Type	Year
NR-017	NBI	Not Listed	<i>Rehabilitation Study for Maryland House, Quarters G-31, Naval Station Norfolk, Virginia</i>	Architecture	1987
NR-018	NBI	Not Listed	<i>Rehabilitation Study for Georgia House, Quarters F-34, Naval Station, Norfolk, Virginia</i>	Architecture	1987
NR-019	NBI	Not Listed	<i>Rehabilitation Study for Vermont House, Quarters M-14, Naval Station, Norfolk, Virginia</i>	Architecture	1987
NR-020	SIDHU	Not Listed	<i>Historic Structure Report, The United States Customhouse, Main Street, Norfolk, Virginia</i>	Architecture	1988
NR-021	WMCAR	Gary Robinson et al	<i>Archaeological Testing, Monitoring, And Data Recovery Related to the Proposed Berkeley Bridge And Norfolk Interchange, Route I-264, City of Norfolk, Virginia</i>	Archaeology	1992
NR-022	JMA	Joseph Balicki, Donna J. Siefert	<i>Phase II Archeological Investigations for the Downtown Norfolk Corridor Study, Norfolk, Virginia</i>	Archaeology	1991
NR-025	COE	Not Listed	<i>Underwater Remote Sensing Survey, Craney Island Disposal Site, Norfolk Harbor and Channels, Virginia</i>	Archaeology	1989
NR-026	GO	Not Listed	<i>Historic and Archeological Resources Protection (HARP) Plan for Naval Amphibious Base, Little Creek, Norfolk, Virginia</i>	Archaeology and Architecture	1991
NR-027	JJRI	Not Listed	<i>Old Dominion University, Approved Master Plan</i>	Architecture	1987
NR-028	MAAR	Jerome D. Traver	<i>Phase I Cultural Resource Survey of the Jamestown Flag Officers Quarters U.S. Naval Base, Norfolk, Virginia</i>	Archaeology	1992
NR-029	Not Listed	Charles Miller et al.	<i>Development Possibilities for Norfolk's History</i>	Archaeology and Architecture	Not Listed
NR-030	NBI	Not Listed	<i>Historic Structure Report, Building N-23, Naval Station, Norfolk, Virginia</i>	Architecture	1993
NR-031	Not Listed	Joseph Dye Lahendro	<i>An Architectural History of Buildings 2 & 3, Fort Norfolk, Front Street, Norfolk, Virginia</i>	Architecture	1995
NR-032	WMCAR	Anne Beckett, Charles Downing, Willie Graham, Mark Wenger, Donald Linebaugh	<i>A Cultural Resource Management Plan of Fort Norfolk, Norfolk, Virginia</i>	Archaeology and Architecture	1995
NR-033	USAED	Not Listed	<i>Historical Sketch of Fort Norfolk and Norfolk District</i>	Architecture	1967
NR-034	OCI	Not Listed	<i>Marine Archaeological Surveys, Range Light Locations, Chesapeake Bay</i>	Archaeology	1990

DHR CRM Report	Organization	Author	Title	Report Type	Year
NR-036	JRIA	Bradley M. McDonald and Dr. Matthew R. Laird	<i>Archaeological Monitoring of Test Trenching at Site of Proposed Norfolk Public Health Center, City of Norfolk, Virginia</i>	Archaeology	1997
NR-038	HENV	Not Listed	<i>Historic Architectural Survey of the City of Norfolk</i>	Architecture	1997
NR-039	NDCP	Not Listed	<i>Historic and Cultural Resources Inventory, City of Norfolk, Virginia</i>	Architecture	1981
NR-040	TRACERIES	Not Listed	<i>Historic Architectural Survey of City of Norfolk</i>	Architecture	1994
NR-041	NRHA	Not Listed	<i>Historic Survey of the Church Street Redevelopment Project, Norfolk, Virginia</i>	Architecture	1978
NR-042	NRHA	Not Listed	<i>Historic Survey of Huntersville II Redevelopment Project, Part II</i>	Architecture	1978
NR-043	RCGA	Katherine Grandine, Deborah Whelan and Kathryn Kuranda	<i>Intensive Architectural Survey at Naval Base Norfolk, Virginia, Volumes I (1998) and Update Volume II (2003)</i>	Architecture	2003
NR-044	PCI	Kelly Nolte	<i>HABS Level III-Type Documentation of Selected Buildings at Naval Air Station Norfolk Historic District - Chambers Field Naval Station Norfolk, Norfolk, Virginia</i>	Architecture	2000
NR-045	LBG	Kim Kratzer, Kay Simpson	<i>Management Summary, Phase II Historical and Archaeological Investigations of the Moses Myers, Lyceum and Gatewood Properties, MacArthur Center Project, City of Norfolk, Virginia</i>	Archaeology	1996
NR-046	MAAR	Betty C. Zebooker, Jerome Traver	<i>Phase I/II Cultural Resources Survey, MacArthur Center, Norfolk, Virginia</i>	Archaeology	1995
NR-047	JRIA	Garrett Fesler	<i>Phase II Architectural Evaluation of Three Historic Warehouses at the Norfolk International Terminals Located in the City of Norfolk, Virginia</i>	Architecture	2002
NR-048	GP	Ashley Neville, Bradley Bowden, Michael F. Barber, Sarah Meachum	<i>Phase I Cultural Resources Survey of the Proposed Norfolk Light Rail, City of Norfolk, Virginia</i>	Archaeology and Architecture	2001
NR-049	GP	Bradley Bowden, Ashley Neville, Jerrell Blake	<i>Phase I Cultural Resources Survey of the Proposed Norfolk/Virginia Beach Light Rail, Cities of Norfolk and Virginia Beach, Virginia</i>	Archaeology and Architecture	1998
NR-050	Not Listed	Kimble A. David	<i>Architectural and Historic Context Report, Selected Garages, Jamestown Exposition and Naval Air Station Historic Districts, Naval Station, Norfolk, Virginia</i>	Architecture	2002
NR-051	GO	Not Listed	<i>Historic and Archaeological Resources Protection (HARP) Plan for Naval Supply Center, Craney Island, Norfolk, Virginia</i>	Archaeology and Architecture	1991
NR-052	TAR	Gordon P. Watts, Jr.	<i>Fishermans Cove Navigation Study</i>	Archaeology	2000

DHR CRM Report	Organization	Author	Title	Report Type	Year
NR-053	CCR	Loretta Lautzenheiser, Ellen M. Brady, Carolyn McCollum	<i>Architectural Survey, Proposed Improvements to Boush Street, City of Norfolk, Virginia</i>	Architecture	2000
NR-054	RCGA	Bradley McDonald, Henry Meassells	<i>Archaeological Resource Investigation at the Proposed Military Logistics Air Terminal Site at the Naval Air Station, Naval Base Norfolk, Norfolk, Virginia</i>	Archaeology	1997
NR-055	TRACERIES	Not Listed	<i>Historic Building Preservation Plan: Walter E. Hoffman U.S. Courthouse, Norfolk, Virginia</i>	Architecture	1995
NR-056	HCA	Not Listed	<i>Prospectus Development Study for New Courthouse Annex and Alterations to Existing Walter E. Hoffman United States Courthouse, Norfolk, Virginia</i>	Architecture	1997
NR-057	TAR	Gordon P. Watts, Jr.	<i>Historical Documentation and Archaeological Remote Sensing Survey of the Elizabeth River and Southern Branch Channels, Norfolk Harbor, Virginia</i>	Archaeology	1996
NR-058	TAR	Gordon P. Watts, Jr.	<i>Underwater Archaeological Survey of Hampton Roads Channels, Norfolk Harbor, Virginia</i>	Archaeology	1996
NR-059	TAR	Gordon P. Watts, Jr.	<i>Phase Ia Archival Research and a Review of Side Scan Sonar Records to Identify Submerged Cultural Resources in the Vicinity of Norfolk Harbor Channel Anchorages, Hampton Roads, Virginia</i>	Archaeology	1995
NR-060	TAR	Gordon P. Watts, Jr.	<i>Historical Documentation and Archaeological Remote Sensing Survey at Hampton Roads, Norfolk Harbor, Virginia</i>	Archaeology	1996
NR-061	PCI	Michael C. Tuttle	<i>Archaeological Diver Services at the Norfolk 50-Foot Harbor Project, Virginia</i>	Archaeology	2001
NR-062	WMCAR	William H. Moore	<i>An Archaeological Survey of the Proposed Camp Allen Bachelor Housing, Naval Base Norfolk, Norfolk, Virginia</i>	Archaeology	2005
NR-063	VCUARC	Stephen M. Perlman	<i>An Analysis of the Material Recovered at 44NR17</i>	Archaeology	Not Listed
NR-064	JRIA	Robert Haas, Kathy Mapp	<i>Archaeological Survey of the Kitchen Garden at the Moses Myers House, Norfolk, Virginia</i>	Archaeology	2006
NR-065	WMCAR	Elizabeth Monroe	<i>An Archaeological Survey of the Proposed I-64/I-264 Interchange Project, Cities of Norfolk and Virginia Beach, Virginia</i>	Archaeology	2008
NR-066	URS	Heather Crowl, Bridget Johnson, Kathleen Furgerson	<i>Archaeological Assessment of the Hampton Roads Transit New Southside Facility</i>	Archaeology	2008

DHR CRM Report	Organization	Author	Title	Report Type	Year
NR-067	URS	Piia Helve, Fred Holycross, Sarah Stokely	<i>Hampton Roads Transit - New Southside Facility Norfolk, VA, National Historic Preservation Act Section 106 Eligibility and Effects Report</i>	Architecture	2008
NR-068	SWA	Kimble David, Mimi Sadler	<i>Historical Overview and Re-evaluation: A Phase II Cultural Resource Report, Naval Supply Depot Historic District, Naval Station Norfolk, Norfolk, Virginia</i>	Architecture	2008
NR-069	RCGA	Ann Markell, Katherine Grandine	<i>Archaeological Resource Assessment and Predictive Model, Norfolk Naval Base, Norfolk, Virginia</i>	Archaeology	2002
NR-070	SWA	Mary Sadler, Michael Newbill	<i>Re-Evaluation of National Register of Historic Places Eligibility, Naval Air Station Historic District (Chambers Field), Naval Station Norfolk, Virginia</i>	Architecture	2008
NR-071	CIRCA	Dawn Frost, Aaron Levinthal, Carol Tyrer	<i>Phase I Architectural Survey of Seven Housing Areas, Norfolk Redevelopment and Housing Authority, City of Norfolk, Virginia</i>	Architecture	2009
NR-072	NFEC	Not Listed	<i>Cultural Resources Survey Naval Base Norfolk</i>	Archaeology and Architecture	1993
NR-073	TAR	Gordon Watts	<i>An Intensive Ordnance and Submerged Cultural Resource Remote-Sensing Survey of Proposed Borrow Areas Off Willoughby Bank and Thimble Shoal Channel, Chesapeake Bay, Virginia</i>	Archaeology	2007
NR-074	WMCAR	Elizabeth Monroe	<i>Supplemental Archaeological Survey of the Proposed I-64/I-264 Interchange Project, Cities of Norfolk and Virginia Beach, Virginia</i>	Archaeology	2009
NR-075	WMCAR	Elizabeth Monroe, David Lewes	<i>Archaeological Evaluations of Sites 44NR0009, 44NR0012, and 44NR0033, I-64/I-264 Interchange Project, City of Norfolk, Virginia</i>	Archaeology	2010
NR-076	SEARCH	Christopher Clement	<i>Phase I Archaeological Investigation of Approximately 190 Acres at Naval Air Station Norfolk, Norfolk, Virginia</i>	Archaeology	2011
NR-077	TEC	Kimberly Sebestyen	<i>Phase IA Archaeological Survey for the Proposed Lease Construction for the U.S. CIS in Norfolk, Virginia</i>	Archaeology	2010
NR-078	TEC	Lori Thursby, Kimberly Sebestyen	<i>Intensive-Level Architectural Survey for the Proposed Lease Construction for the U.S. CIS in Norfolk, Virginia</i>	Architecture	2010
NR-079	SEARCH	Christopher Ohm Clement, Josh Duncan	<i>Phase I Archaeological Inventory of Medium- and High-Sensitivity Areas, Naval Station Norfolk, Naval Support Activity Norfolk, and Lafayette River Annex, Norfolk, Virginia</i>	Archaeology	2011
NR-080	JRIA	Garret Fesler, Matthew Laird	<i>Archaeological Monitoring at Chambers Field, Naval Air Station Norfolk, Norfolk, Virginia</i>	Archaeology	2011

DHR CRM Report	Organization	Author	Title	Report Type	Year
NR-081	COMM	Bryan Clark Green, Susan Reed	<i>Architectural Evaluation of 2539 Corprew Avenue, The Norfolk Community Hospital, Norfolk State University, Norfolk, Virginia</i>	Architecture	2012
NR-082	DATA	Thane Harpole, Anna Hayden, Dave Brown	<i>Fort Norfolk Archaeological Workshop Testing (Site 44NR0001/122-0007): Letter Report</i>	Archaeology	2013
NR-083	DATA	Thane Harpole, David Brown, Anna Hayden	<i>St. Paul's Church (122-0025 and 44NR0041) 2012 Probing and Test Excavations Archaeological Summary Report, Norfolk, Virginia</i>	Archaeology	2013
NR-084	JRIA	Matthew R. Laird	<i>Phase I Archaeological Survey of the Norfolk Readiness Center (Armory) and Field Maintenance Shop #5, Norfolk, Virginia</i>	Archaeology	2014
NR-085	DUTTON	Robert Taylor	<i>Historic Structure Report, Naval Air Station, Supply Department Storehouse, Naval Station Norfolk, Norfolk, Virginia</i>	Architecture	2014
NR-086	STANTEC	Sandra DeChard, Brynn Stewart, Ellen Brady	<i>Architectural Survey of the Intersection of Military Highway and Princess Anne Road, City of Norfolk, Virginia</i>	Architecture	2014
NR-087	JRIA	Matthew R. Laird	<i>Phase II Archaeological Investigation of Site 44NR0042 at the Norfolk Readiness Center (armory) and Field Maintenance Shop #5, Norfolk, Virginia</i>	Archaeology	2014
NR-088	Not Listed	William Bradshaw	<i>Fort Norfolk: Archaeological Investigation of Trench</i>	Archaeology	1977
NR-089	DATA	Thane Harpole, Anna Hayden, David Brown	<i>St. Paul's Church (122-0025 and 44NR0041) 2013 and 2014 Test Excavations Archaeological Summary Report, Norfolk, Virginia</i>	Archaeology	2014
NR-090	STANTEC	Sandra DeChard, Ellen Brady	<i>A Phase I Level Architectural Survey of the I-64/I-264 Interchange, Cities of Norfolk and Virginia Beach, Virginia</i>	Architecture	2014
NR-091	DATA	Anna Hayden, Thane Harpole, David Brown	<i>St. Paul's Church (122-0025 and 44NR0041) 2014 and 2015 Test Excavations Archaeological Summary Report, Norfolk, Virginia</i>	Archaeology	2016
NR-092	WMCAR	Thomas F. Higgins III, David W. Lewes, Elizabeth J. Monroe, et al	<i>Near the Water's Edge: The Archaeology of Colonial Newtown On the Eastern Branch of the Elizabeth River: Archaeological Data Recovery at Sites 44NR0009 and 44NR0012 Associated with the I-64/I-264 Improvements Project, City of Norfolk, Virginia</i>	Archaeology	2017
NR-093	STELL	Scott A. Emory, Robert Wieneck	<i>Phase I Archaeological Survey of Approximately 143 Acres at Naval Station Norfolk, Norfolk, Virginia</i>	Archaeology and Architecture	2016
NR-094	SEARCH	Travis N. Fulk, Nicholas Linville	<i>Documentation of Buildings NH-5 and NH-41 at Naval Support Activity Hampton Roads, Virginia</i>	Architecture	2016
NR-095	AECOM	Pete Regan, Jean B Pelletier	<i>Hampton Roads Crossing Archaeological Survey, Hampton and Norfolk, Virginia</i>	Archaeology	2017