

**Executive Summary  
Monument-Berryman  
Conservation & Redevelopment Plan  
Including Master Plan Concepts**

**Prepared for the  
City of Danville**

**January, 2014  
Community Planning  
Partners, Inc.**



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**Introduction**

Community Planning Partners was tasked by the City of Danville to: 1) study the building conditions in the neighborhood commonly referred to as Monument-Berryman; 2) develop a strategy of conserving and/or redeveloping the built environment; and 3) develop design concepts that would fit the community if a major redevelopment effort was undertaken. The original study area encompassed 77 acres, but because of the presence of the Juvenile Detention Center and numerous vacant parcels on the edges of the study area, the final area was decreased to approximately 60 acres.

The final Monument-Berryman Conservation & Redevelopment Area is mainly situated between Monument Street on the east, Berryman Avenue on the west, Colquhoun Street on the north, and industrial properties/Norfolk Southern right-of-way on the south. The area contains 330 parcels of which the majority (237 parcels / 34.64 acres / 57.7%) are in medium density residential use. Unimproved land represents the next largest land use category (88 parcels / 14.87 acres / 24.8%) though by all evidence much of the unimproved land previously contained residential dwellings previously demolished. The area is contained within Danville’s Tobacco Warehouse and Residential Historic District, a state and federally recognized historic district. The complete delineation of Land Use is shown in the table below:

**Table 1**  
**Existing Land Use**

<b>Land Use Classification</b>	<b>Number of Parcels</b>	<b>Acreage</b>	<b>Percent of Total Area</b>
Medium Density Residential	237	34.64	57.7%
Commercial	2	0.24	0.4%
Places of Worship (inc. parking)	3	1.73	2.9%
Unimproved	88	14.87	24.8%
Public Rights of Way		8.56	14.3%
<b>Total Area</b>	<b>330</b>	<b>60.04</b>	<b>100.0%</b>

*Source: Field surveys by Community Planning Partners, Inc., April – July, 2012 with additional updates through December, 2013.*

## Challenging Topography

Two stream flow through the Monument-Berryman Study Area on their way to the Dan River. These streams are noted on the Building/Site Conditions Map that comes later in this study, but even without knowing their exact location it is easy to find them on the ground when walking the neighborhood or reviewing a topographic map because of the slopes associated with them. The darker red colors on the Topography Map for the Primary Study Area clearly show where the creek beds are for the creek that flows between Newton and Colquhoun Streets and the creek that flows between Colquhoun and Shelton Streets, and a small portion of the latter creek that flows between Shelton and Franklin Streets.

Danville's Zoning Ordinance was consulted to create a Suitability for Construction Map for the Primary Study Area. Though the slope percentages used by local government vary from community to community, like most communities, Danville divides slope conditions into three basic levels: slopes under 20%, slopes between 20% and 30% (typically called transitional slopes), and slopes over 30%. In Danville, residential lots cannot have more than 25% of the lot area required by the underlying zoning with a slope of 30% or higher. Platted many years ago, there are a number of parcels in the project area that would not be considered buildable today and if vacant, are not likely to be built on in the future. More important to this study is the fact that even with transitional slopes, new construction, rehabilitation, and maintenance costs are significantly higher, thus lowering the value of existing housing and discouraging new investment.

The result of these significant slopes is a disinvestment in many of the homes situated on a parcel directly impacted by a severe slope. While many well-to-do or resort communities where property values are high contain homes on severe slopes, maintaining a slope-impacted home in a low- and moderate-income community where the homes were modestly built in the late 1800's or early 1900's and the housing values are very low makes less economic sense. As an example, 644 Cabell St. (shown to the right) appears to be a small one-story bungalow at first glance. In reality, because of the slope of the lot, the house quickly becomes a two-story house and is ultimately a three-story house at the back wall of an addition, where an exposed basement was converted to livable space at some time in its history.



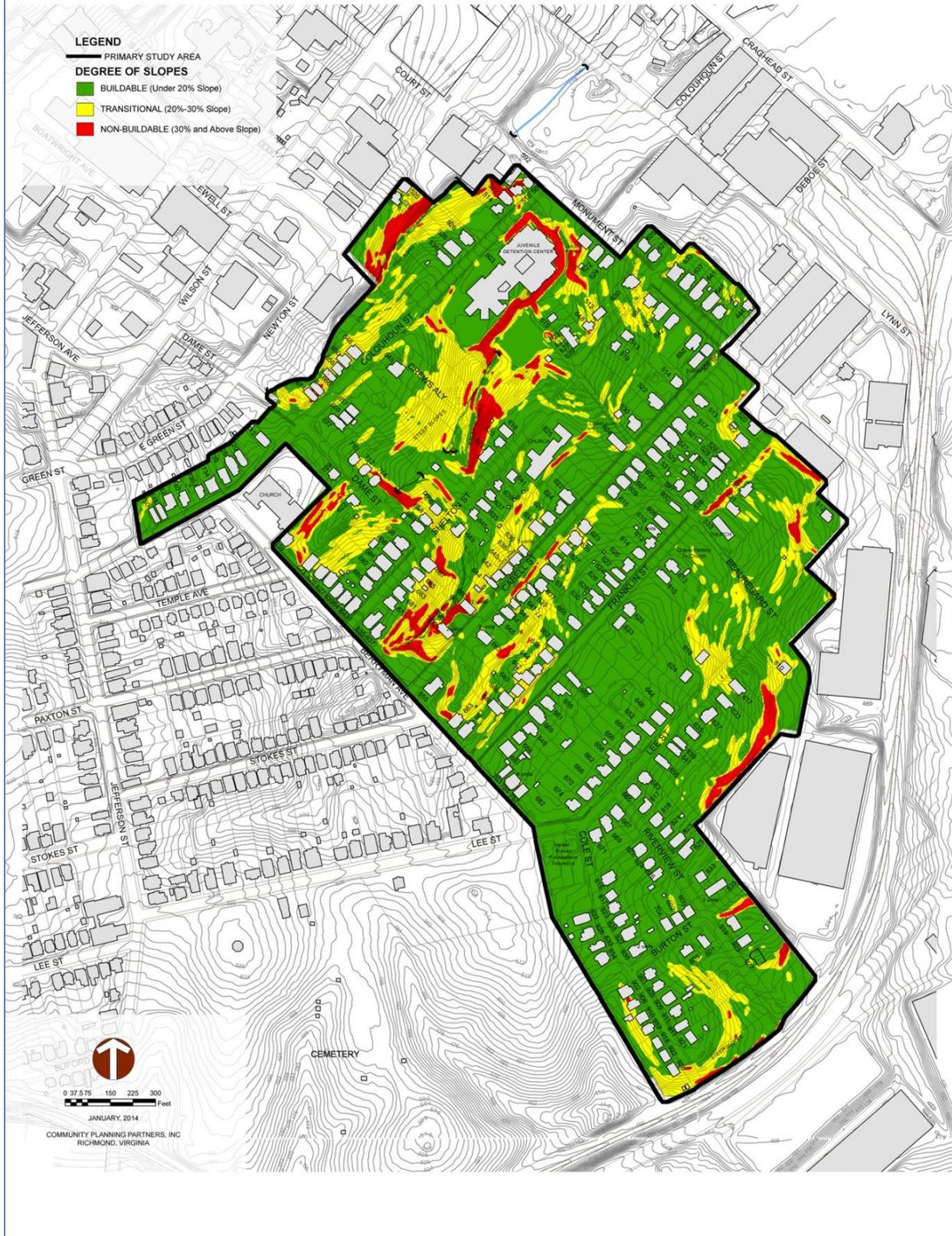
644 Cabell Street (Front & Side)

*A Suitability for Construction Map follows this page.*

# SUITABILITY FOR CONSTRUCTION

## MONUMENT-BERRYMAN STUDY AREA

CITY OF DANVILLE, VIRGINIA



## Building / Site Conditions

The Monument-Berryman Conservation & Redevelopment Area was thoroughly investigated by the staff of Community Planning Partners (CPP) during the summer and early fall of 2012 through field surveys of the building conditions and the taking of photographs of each building in the area. Pete Dunbar, PE, SECB of Dunbar Milby Williams Pittman and Vaughan, PLLC structural engineers provided additional expertise to the investigation by performing exterior inspections of 51 of the buildings in the worst condition and inspecting the exterior and interior of 6 buildings in the worst condition owned by either the City of Danville or the Danville Redevelopment & Housing Authority. CPP staff continued to review neighborhood conditions through December, 2013, noting particularly where buildings had to be demolished because of their condition. The final tabulation of building conditions according to standard Structural Evaluation Criteria for the 240 structures containing 259 units is shown in Table 3 below:

**Table 3**  
**Building Conditions by Unit**

Condition of Units	Number	Percent of Total Area
Sound	38	14.7%
Minor Deficiencies	73	28.2%
Intermediate Deficiencies	57	22.0%
Major Deficiencies/Dilapidated	91	35.1%
<b>Total Area</b>	<b>259</b>	<b>100.0%</b>

*Source: Exterior (240 buildings) & interior (6 buildings) inspections by Community Planning Partners, Inc. & Dunbar Milby William Pittman Vaughan PLLC, April – October, 2012 with additional updates through December, 2013.*

Eighty-seven of the units (33.6%) were vacant at the time of the investigation, most of which showed signs of being long-term vacant. Additionally, many of the area's 330 parcels are very narrow or odd shaped with a total of 215 different identified owners as of December, 2012 prior to additional voluntary acquisitions by the Danville Redevelopment & Housing Authority during 2013 in anticipation of this plan, a condition that further prevents any medium or large scale development / redevelopment. *Below and following this page are photographs of some of the severely blighted properties. A Building/Site Conditions Map follows the next page.*



**Homes in the 600 Block of Monument Street**



**527 Cabell Street**



**621 Berryman Avenue (Recently Demolished)**



**Interior Pier at 530 Cabell Street**



**Example of a Rotten Sill Plate**



**Example of Deteriorated Window Framing**



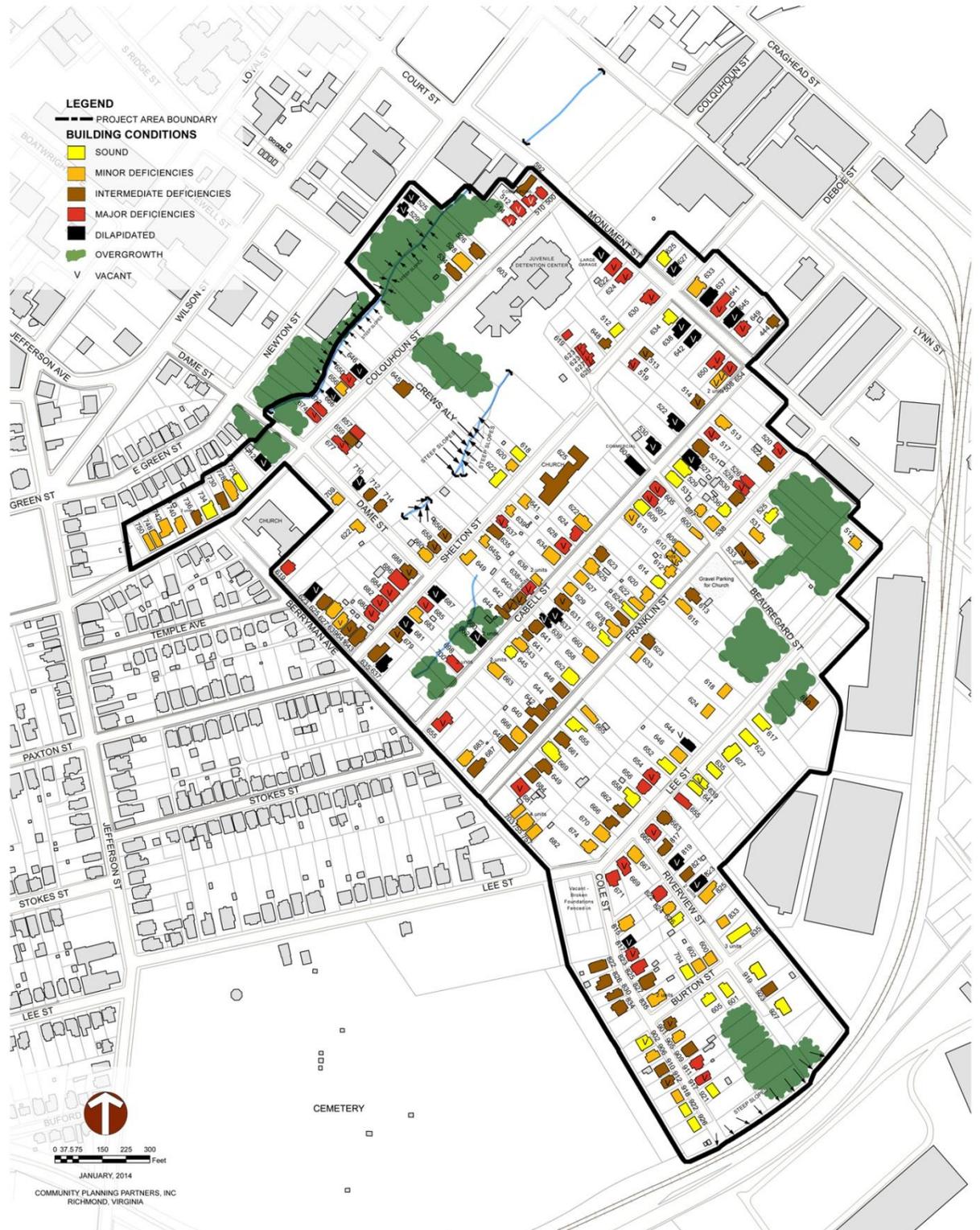
**The Metal Roofing Was Stripped from this House to Sell to a Scrap Dealer**



**The Old Tub Was Stolen from this House for its Cast-Iron**

# BUILDING/SITE CONDITIONS

MONUMENT-BERRYMAN PROJECT AREA  
CITY OF DANVILLE, VIRGINIA



## A Challenging Economic Environment

With the loss of Dan River Mills and the decline of big tobacco, Danville faces significant economic challenges, a fate it shares with other former textile and tobacco communities. Though the City is doing all the right things to rebuild its economic base and general economy, as the data below indicates, the City has endured significant population, household, and employment losses over the last two decades. Probably the most striking item in the table below is the fact that while Danville’s number of households has declined 15.0% and its population 23.2%, the number of housing units has declined only 3.8%. Translation: Danville has more housing than it needs for its current population which has led to high residential vacancy rates and disinvestment by property owners in many of the City’s neighborhoods.

**Table 2**  
**Danville Demographic & Economic Trends**

	1990	2000	2010	Percent Change 1990-2010
Households	21,664	20,608	18,831	-15.0%
Housing Units	23,297	23,108	22,438	-3.8%
Population	53,056	48,411	43,055	-23.2%
Employment*				
Unemployment Rate	9.0%	10.0%	13.7%	34.2%
Workers 16+ yrs old	22,851	19,262	17,228	-32.6%
Workers 16+ yrs old working within City	19,715	14,628	11,995	-64.4%
% of Workers 16+ yrs old working within City	86%	76%	70%	-23.9%
Median Income*				
Danville	17,116	28,074	30,115	43.2%
Virginia	34,011	51,687	61,090	44.3%
US	31,880	45,751	51,222	37.8%

*Source: 1990, 2000, & 2010 U.S. Censuses (\* 2010 employment & median income from ACS 2008-2010 3-Yr. Estimates).*

Because Danville’s economic decline was concentrated within the manufacturing sector (textiles and tobacco processing & storage), it has been the working class population of the City that has suffered the most. This in turn, impacts the working class communities within the City the most. Being the “bottom rung” neighborhood, even among the City’s working class communities, it is no surprise that the Monument-Berryman neighborhood has declined as significantly as it has. The economic challenges for the neighborhood are:

- The small size and poor condition of the properties, low property values [most houses are assessed between \$6,000 and \$30,000 with sales recently as low as \$3,000 (house and land) in the neighborhood], and excess of housing in the City have depressed the

available return on the properties and led to significant disinvestment and lack of interest in reinvestment in Monument-Berryman.

- As the economy is turned around in Danville, there are other neighborhoods poised to make a comeback with larger and better built houses that will be the first choice for revitalization. As the “bottom rung” neighborhood, Monument-Berryman will be one of the last to be revitalized, hence pushing off a broader based revitalization perhaps one or two decades into the future. This leaves strategies of selective demolitions and rehabilitations for affordable housing as the only viable alternatives in the near term. Additionally, while boarding the most dilapidated houses and conserving them for future use might seem plausible, this is impractical given their very poor condition and would be a disservice to the residents who remain.
- There will be for some time a cost-benefit gap in Danville’s low- and moderate-income neighborhoods and particularly in Monument-Berryman. The cost of rehabbing the houses in the neighborhood that are in the worst condition is such that the investment, public or private, will not be covered by the sale price or rent because of current market conditions. As an indication of the low values of the homes in the area, one house had a homemade sign that indicated it was for sale for \$250 down and \$305 per month. As another indicator of the problem citywide, the City already has on its books rehabbed houses that it cannot sell. In planning for the future of this community, several questions need to always be asked, “Who will the end user be? How much can they pay? Will they be willing to live in Monument-Berryman at this price?” At some point in the future those questions will be answerable in a way that sets off a broader revitalization of Monument-Berryman, but that is not now or in the near future.
- As an example of the cost-benefit gap, assume a purchase price of \$10,000 for a house where rehabilitation is feasible for \$25,000 to bring the building up to code and to make it marketable. An owner-investor might put \$10,000 in as cash for the purchase and take out a loan of \$25,000 for repairs. As a part of this scenario, also assume Historic Tax credits would be infeasible because the program is not very pragmatic at this scale and because a historic rehabilitation/renovation would likely raise the costs beyond a reasonable level. At 5% fixed for ten years, payments on a \$25,000 loan would be \$265 per month/\$3,180 per year. Setting aside \$150 per month for a replacement reserve and a vacancy allowance adds another \$1,800 to the investor’s cost. Allowing for a 10% return on investment on the original \$10,000 in equity adds another \$1,000 per year to the equation. Adding these costs and the desired return yields an annual figure of \$5,980 or a monthly rent of just under \$500. Apart from rents for renovated, historic properties, most of which are sizeable, this is the very high end of rents in Danville for modest homes in older neighborhoods and very likely a rent not attainable in Monument-Berryman. In fact, Community Planning Partners staff had an opportunity to ask one tenant about his/her rent for a home in the area and the answer was \$225 per month, with the tenant doing many of the routine repairs on the home.

### **Delineation of an Overall Conservation & Redevelopment Area and Redevelopment Sub-Areas**

An area is eligible for conservation and redevelopment as a Conservation Area, Redevelopment Area, or a combined Conservation and Redevelopment Area under Title 36 of the Code of Virginia when the designated area as a whole (interpreted to mean at least 50.1% of the total acreage of the area) is deteriorated, blighted, or a blighting influence and the remaining property suffers from blighting influences or from conditions which prevent proper development or redevelopment of the land. Vacant land can not be considered blighted unless there is an environmental hazard impacting its development /redevelopment potential. Though poorly maintained public land and rights-of-way and the conditions of the improvements on them can be included in the calculations determining eligibility for conservation and/or redevelopment, Community Planning Partners chose a more careful route and did not include any public lands or rights-of-way, including streets, sidewalks, and curb and gutter in the calculations determining the eligibility of the Monument-Berryman Conservation & Redevelopment Area for conservation and redevelopment activities. The final delineated areas are:

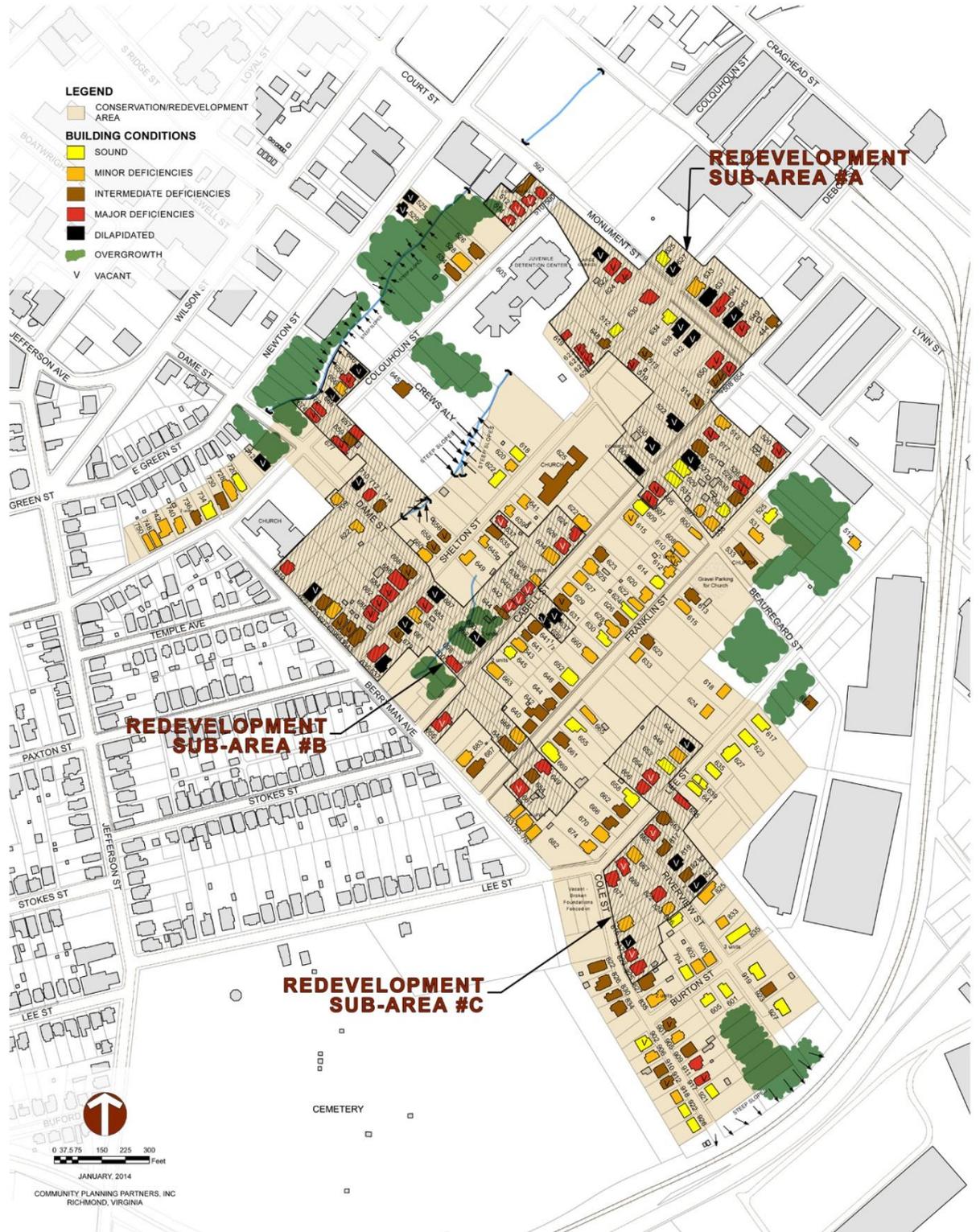
- The overall **Conservation & Redevelopment Area** is eligible as a conservation area with **22.2%** of the land by acreage blighted (major/dilapidated deficiencies) and **58.1%** of the land by acreage blighted or a blighting influence (minor, intermediate, & major/dilapidated deficiencies).
- **Redevelopment Sub-Area A** is eligible as a redevelopment area with **51.7%** of the land blighted (major/dilapidated deficiencies).
- **Redevelopment Sub-Area B** is eligible as a redevelopment area with **53.1%** of the land blighted (major/dilapidated deficiencies).
- **Redevelopment Sub-Area C** is eligible as a redevelopment area with **64.2%** of the land blighted (major/dilapidated deficiencies).

The above information plus full property data is contained in the Eligibility Determination Report for the Monument-Berryman Conservation & Redevelopment Area.

*Following this page is a Conservation/Redevelopment Areas Map with building conditions for the Monument-Berryman Conservation & Redevelopment Area.*

# CONSERVATION/REDEVELOPMENT AREAS WITH BUILDING/SITE CONDITIONS

MONUMENT-BERRYMAN CONSERVATION AND REDEVELOPMENT AREA  
CITY OF DANVILLE, VIRGINIA



## Land Use Plan

It is required that a General Land Use Plan be created where conservation and redevelopment is planned in order to guide future development/redevelopment of the land. The General Land Use Plan in the official Redevelopment and Conservation Plan contains the following guidance for the future development / redevelopment of the area (mainly excluding public lands and public rights-of-way):

- The majority of the land in the **Monument-Berryman Conservation & Redevelopment Area** not included in a Redevelopment Sub-Area would continue to be used for Single-Family Residential (Medium Density) Use.
- The majority of the land in **Redevelopment Sub-Area A** is designated for Mixed Use (Office, Light Industrial, Institutional, Educational, and Retail). Three parcels south of Beauregard Street within the sub-area are designated for Single-Family Residential (Medium Density) Use.
- A block of land in **Redevelopment Sub-Area B** between Berryman, Shelton, Dame, and Colquhoun, not including the Methodist Church just outside of the Conservation and Redevelopment Area, is designated for Mixed Use Residential (Medium Density) Use allowing for some carefully designed multifamily dwelling units. Parcels in this sub-area just east of Dame Street, just north of Colquhoun Street, just south of Shelton Street, and several parcels just north of Cabell Street are designated for Natural Recreational Use. The remainder of the sub-area is designated for Single-Family Residential (Medium Density) use.
- All of the land in **Redevelopment Sub-Area C** is designated for Single-Family Residential (Medium Density) Use.

*Following this page is a map of the Proposed Land Use Map for the Monument-Berryman Conservation & Redevelopment Area.*

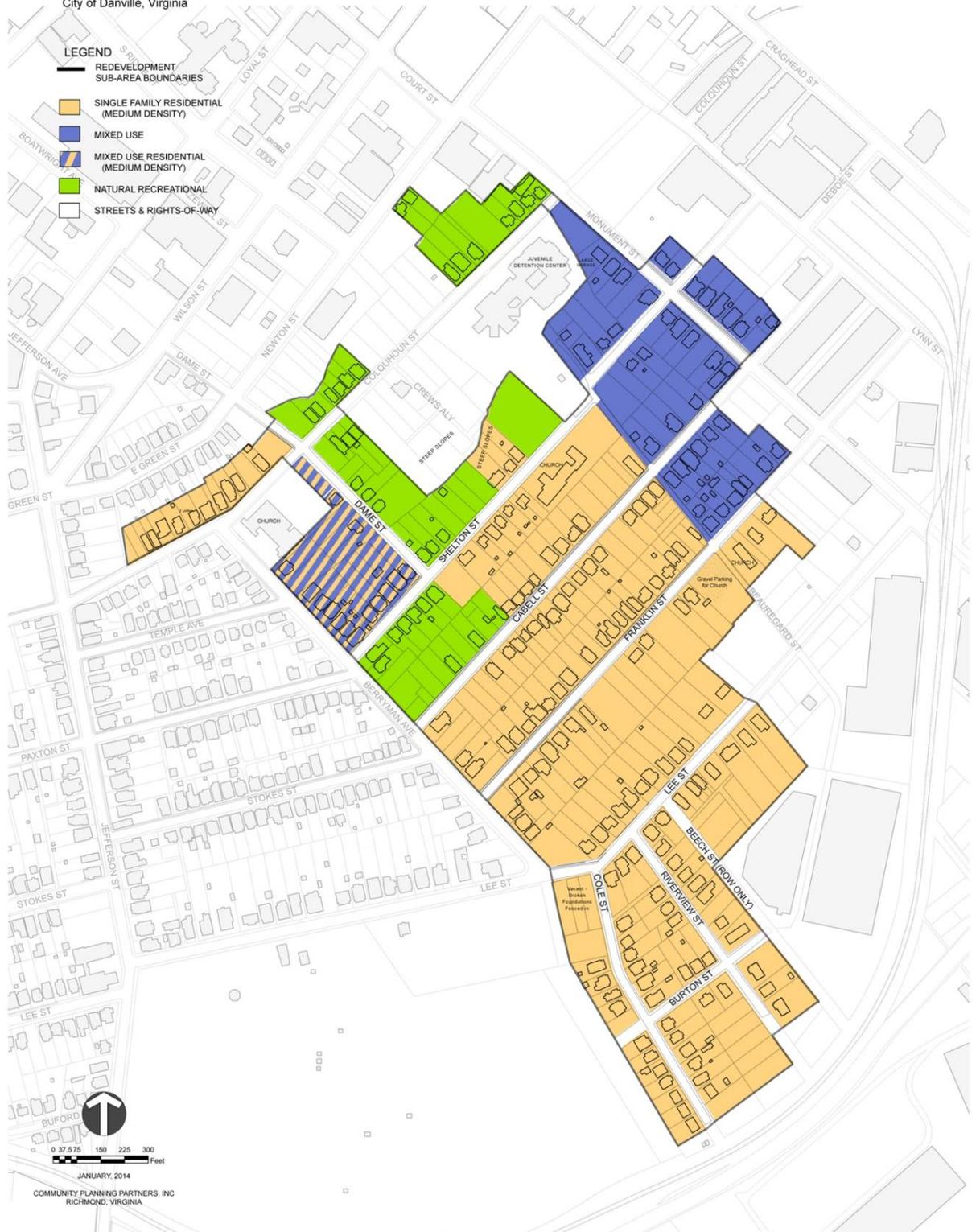
# PROPOSED LAND USE MAP

## MONUMENT-BERRYMAN CONSERVATION AND REDEVELOPMENT AREA

City of Danville, Virginia

### LEGEND

-  REDEVELOPMENT SUB-AREA BOUNDARIES
-  SINGLE FAMILY RESIDENTIAL (MEDIUM DENSITY)
-  MIXED USE
-  MIXED USE RESIDENTIAL (MEDIUM DENSITY)
-  NATURAL RECREATIONAL
-  STREETS & RIGHTS-OF-WAY



## **Design Considerations**

James Smither of Smither Design was asked to provide design guidance as to what type and scale of development might be possible on land cleared as a part of any redevelopment process. In particular, he was asked to examine the Monument Street corridor (including parcels south to Beauregard Street) and the parcels severely impacted by slopes and/or adjacent to the two creeks in the area. The conceptual plans he developed can not be officially included in the Conservation & Redevelopment Plan for Monument-Berryman, but they did provide guidance to the land use planning that are a part of the official document. Further, these conceptual plans can provide guidance to the City of Danville as master planning elements for the area.

Mr. Smither was also asked to provide design guidance for the intersection of Goodyear Boulevard and Industrial Avenue as a gateway to the Monument-Berryman Neighborhood, the Tobacco Warehouse and Residential Historic District, and downtown in general as approached from the east.

*Mr. Smither's key illustrative site plans and concept plans follow this page.*



- 1. Office with Local Serving Retail
- 2. Light Industrial
- 3. Education Center
- 4. Day Care
- 5. Play Ground
- 6. Parking

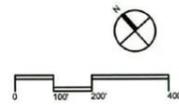
*Illustrative Neighborhood Site Plan - (Monument Street)*  
**Monument-Berryman Neighborhood Master Planning**  
 City of Danville, VA

January 2014



- 1. Open Space
- 2. Office
- 3. Education Center

Existing Neighborhood Structure



*Illustrative Neighborhood Site Plan - (Open Space)*  
**Monument-Berryman Neighborhood Master Planning**  
 City of Danville, VA

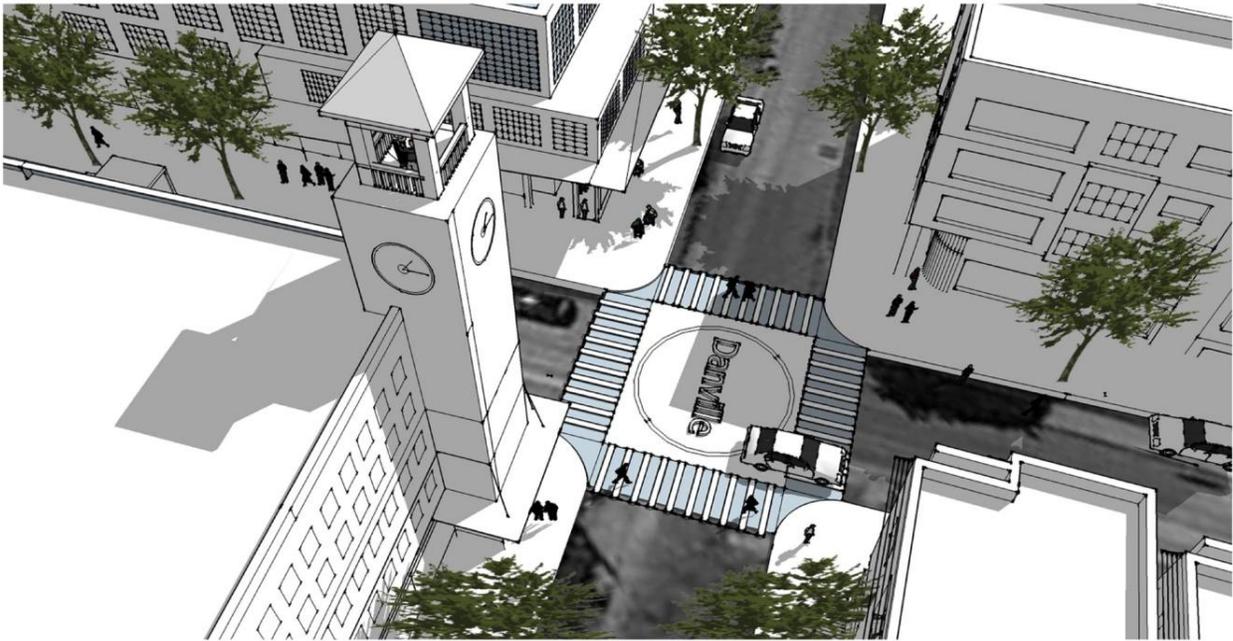
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Concept – Monument at Colquhoun Streets (Bird's Eye View)  
 Monument-Berryman Neighborhood Master Planning  
 City of Danville, VA

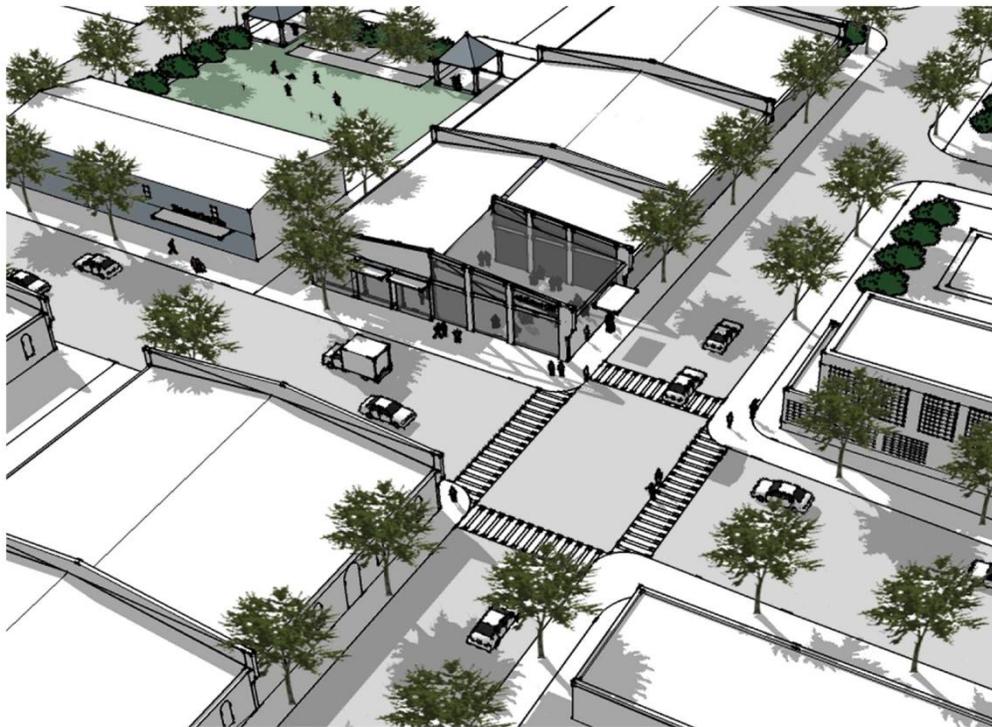
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Concept – Monument at Shelton Streets (Bird's Eye View)  
 Monument-Berryman Neighborhood Master Planning  
 City of Danville, VA

January 2014





Concept - Monument at Cabell Streets (Bird's Eye View)  
 Monument-Berryman Neighborhood Master Planning  
 City of Danville, VA

January 2014



Above: Photograph of Existing Conditions

**Proposed Improvements**

1. New Homes
2. Street Lights
3. Sidewalks
4. Street Trees
5. Green Hill Cemetery
6. Laneway
7. Crosswalks



Concept - Lee at Berryman  
 Monument-Berryman Neighborhood Master Planning  
 City Danville, VA

January 2014

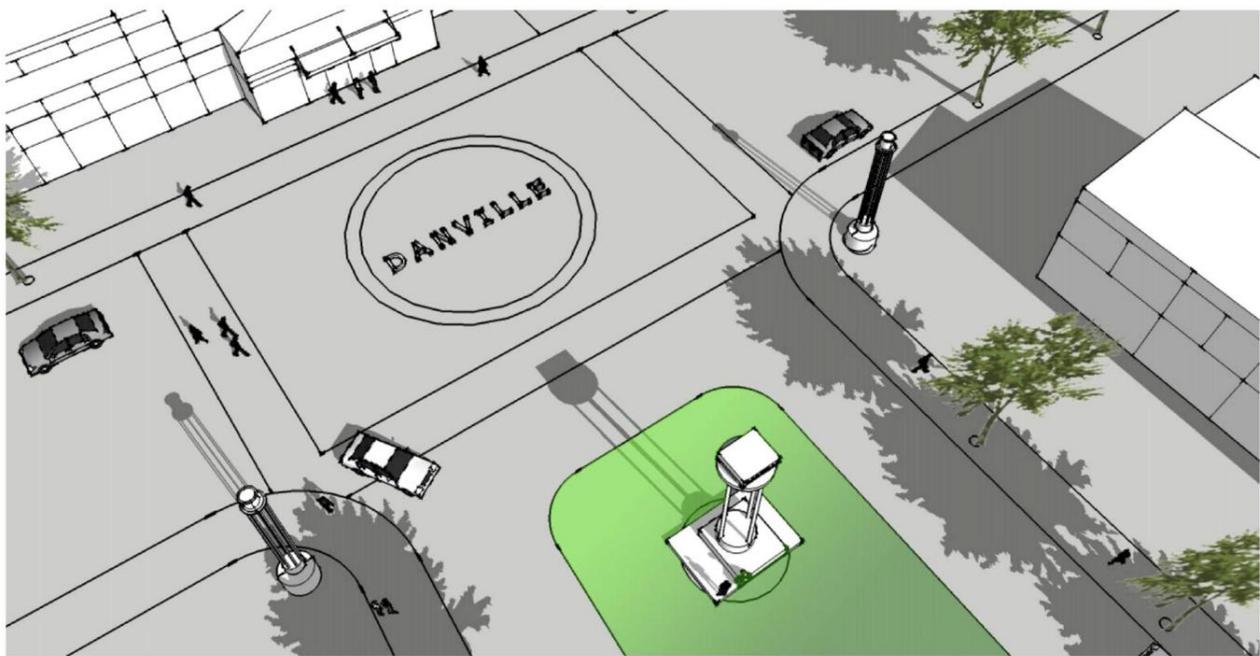




1- Perspective Views

Illustrative Neighborhood Site Plan - (Gateway Site)  
 Monument-Berryman Neighborhood Master Planning  
 City of Danville, VA

January 2014



Concept - Gateway at Goodyear Blvd. and Industrial Ave. (Bird's Eye View)  
 Monument-Berryman Neighborhood Master Planning  
 City Danville, VA

January 2014



## Redevelopment and Conservation Techniques to Be Utilized

The large majority of the parcels/buildings in the Monument-Berryman Conservation & Redevelopment Area not in one of the Sub-Areas are slated for rehabilitation and conservation by the City and/or Danville Redevelopment & Housing Authority in cooperation with existing property-owners, qualified non-profit or for-profit community development corporations, other private or public individuals, partnerships, or corporations capable of completing appropriate rehabilitation/renovation work. Only 7 investor-owned parcels containing buildings with intermediate deficiencies, major deficiencies, or in dilapidated condition within this portion of the area are to be acquired and cleared for the purpose of eliminating blight and/or returning the land to Natural Recreational Use.

Within the Redevelopment Sub-Areas, acquisition and clearance is the major activity according to the following:

- All investor-owned parcels containing buildings with intermediate deficiencies, major deficiencies, or in dilapidated condition and vacant parcels in **Redevelopment Sub-Area A** are to be acquired. Many, if not all of the acquired buildings in Redevelopment Sub-Area A will need to be demolished because of their blighted condition.
- All investor-owned parcels containing buildings with intermediate deficiencies, major deficiencies, or in dilapidated condition and most vacant parcels in **Redevelopment Sub-Area B** are to be acquired. Many, if not all of the acquired buildings in Redevelopment Sub-Area B will need to be demolished because of their blighted condition. Some acquired buildings within Redevelopment Sub-Area B that are in intermediate condition may be made available for rehabilitation and conservation by qualified non-profit or for-profit community development corporations, other private or public individuals, partnerships, or corporations capable of completing appropriate rehabilitation/renovation work.
- All investor-owned parcels containing buildings with intermediate deficiencies, major deficiencies, or in dilapidated condition in **Redevelopment Sub-Area C** are to be acquired. Many, if not all of the acquired buildings in Redevelopment Sub-Area C will need to be demolished because of their blighted condition. Some acquired buildings within Redevelopment Sub-Area C that are in intermediate condition may be made available for rehabilitation and conservation by qualified non-profit or for-profit community development corporations, other private or public individuals, partnerships, or corporations capable of completing appropriate rehabilitation/renovation work.

All property identified for acquisition will be acquired by purchase, donation, the power of eminent domain, or otherwise by the City of Danville or the Danville Redevelopment & Housing Authority. The total number of acquisitions to be affected under the Monument-Berryman Conservation & Redevelopment Plan equals **95 buildings containing 104 units and 19 vacant parcels**. Currently, either the City of Danville or the Danville Redevelopment & Housing Authority own **38 of the subject buildings containing 44 units and 4 of the subject vacant parcels**. The acquisition totals listed above leave **145 buildings containing 155 units** as not slated for acquisition. Those buildings “not to be acquired” represent **60.4% of the buildings and 59.8% of the units** within the Monument-Berryman Conversation & Redevelopment Area.

The Monument-Berryman Conservation & Redevelopment Plan allows for the redevelopment of all cleared or vacant parcels with new construction in keeping with the General Land Use Plan contained in

the Plan, in accordance with the Zoning Ordinance of the City of Danville, and as architecturally appropriate to the Danville Tobacco Warehouse and Residential Historic District. The General Land Use Plan also contains design guidelines in keeping with the type and density of development associated with each land use defined in the Plan.

The Monument-Berryman Conservation & Redevelopment Plan also calls for public improvements to serve the area, including needed improvements to storm drainage, water and sanitary sewer facilities, roads, alleys, curbs and gutters, sidewalks, lighting, and streetscape amenities.

The Monument-Berryman Conservation & Redevelopment Plan finally calls for the provision of non-monetary assistance with locating temporary and/or permanent relocation resources for any person or persons living in the area or any business or non-profit in the area where the City or Danville Redevelopment & Housing Authority acquires their property. Financial assistance will be provided if federal funds are utilized for an acquisition under the provisions of the Uniform Relocation Assistance and Real Property Acquisition Act of 1972, as amended.