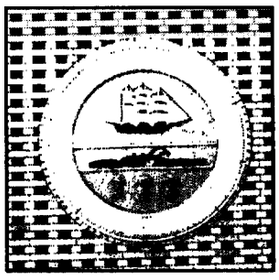
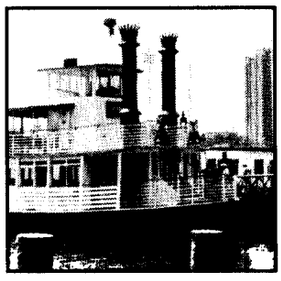
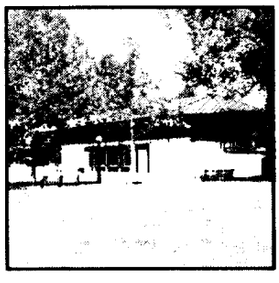
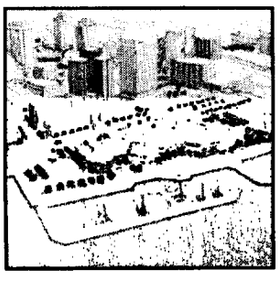
General Plan of
NORFOLK

Approved, January 28, 1992









A RESOLUTION

A RESOLUTION RECOMMENDING THE REPEAL OF THE COMPREHENSIVE PLAN FOR THE CITY OF NORFOLK AS CONTAINED IN THE GENERAL PLAN OF NORFOLK DATED NOVEMBER 1967, AS AMENDED, AND THE ADOPTION OF THE GENERAL PLAN OF NORFOLK DATED NOVEMBER 15, 1991 AS MODIFIED BY A PAPER ENTITLED "SUGGESTED MODIFICATIONS TO THE PROPOSED GENERAL PLAN OF NORFOLK" DATED DECEMBER 20, 1991 AND REVISED JANUARY 10, 1992.

WHEREAS, the City Planning Commission has undertaken a comprehensive review and update of the Comprehensive Plan, and

WHEREAS, the review involved the preparation of forty-five background reports on developmental issues which were thoroughly discussed, and

WHEREAS, the plan is designed as a dynamic document that will be re-evaluated and amended annually as necessary as economic and social conditions change, and

WHEREAS, a new Comprehensive Plan for Norfolk has been prepared in accordance with the laws of Virginia which proposes policies, activities, land uses and facilities in the areas of economic development, housing, transportation, community design, environmental quality, community services, and neighborhood planning, and

WHEREAS, after advertisement as required by law, a public hearing was held on December 20, 1991, by the City Planning Commission on the aforesaid new Comprehensive Plan: now therefore,

BE IT RESOLVED BY THE NORFOLK CITY PLANNING COMMISSION,

That a recommendation be made to the City Council to repeal the document titled The General Plan of Norfolk, dated November 1967, as amended, and

That the document titled General Plan of Norfolk, dated November 15, 1991, as modified by the paper entitled "Suggested Modifications to the Proposed General Plan of Norfolk", dated December 20, 1991 and revised January 10, 1992, is hereby adopted by the City Planning Commission as a Comprehensive Plan to be used as a guide for the development of the City and is hereby recommended for adoption to the City Council.

NORFOLK CITY PLANNING COMMISSION

William L. Craig

William L. Craig, CHAIRMAN

January 10, 1992
Attest:

John M. Dugan

John M. Dugan, EXECUTIVE SECRETARY

DRH:bd 1/24/92

Form CCO-003

Form and Correctness Approved:

By Daniel R. Hazemeister
Office of the City Attorney

Contents Approved:

By Adam Dugan
DEPT.

NORFOLK, VIRGINIA

ORDINANCE No.

AN ORDINANCE APPROVING THE GENERAL PLAN OF NORFOLK.

- - -

WHEREAS, the General Plan of Norfolk has been comprehensively revised and updated; and

WHEREAS, the City Planning Commission has held a public hearing on said Plan and has recommended its adoption; and

WHEREAS, this Council has conducted the legally required public hearing and has maturely considered the Plan, as amended; and

WHEREAS, it is considered that adoption of the Plan is in the best interests of the City of Norfolk and its citizens; now, therefore,

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the General Plan of Norfolk: January, 1992, a copy of which is attached hereto, be and the same hereby is approved and adopted.

Section 2:- That this ordinance shall be in effect from and after its adoption.

A VISION FOR NORFOLK

A VISION OF NORFOLK'S FUTURE

GENERAL PLAN CONTEXT

VISION PARAMETERS

THE PLAN FOR NORFOLK 2000

DIRECTIONS FOR NORFOLK 2020

A VISION OF NORFOLK'S FUTURE

If Norfolk and Hampton Roads are to take advantage of the opportunities available, what will the future be like? To what can we aspire? The six themes below serve as parameters for the vision of Norfolk's future. Norfolk is, and should be:

- **A City representing historic American values, with a sense of history and the leadership to make history.**

- **A City attuned to the world, acting as a gateway for commerce, people, investment, and ideas between the United States and the world, especially Asia and a united Europe.**

- **A City of the sea with great importance as a naval harbor; an international, intracoastal, and pleasure port; an oceanographic research center; and a primary distribution point for the bounty of the Chesapeake Bay and Atlantic Ocean.**

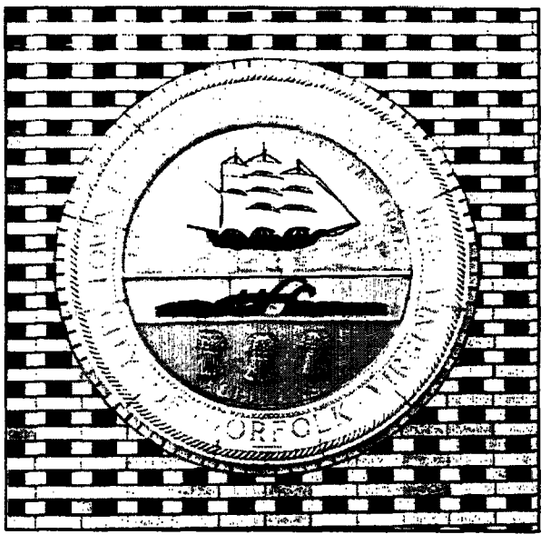
- **A City where people are neighborly and outgoing, where government is accessible and responsive to the needs of its citizens, and where citizens participate willingly, generously, and responsibly in meeting the needs of the community.**

- **A City enlivened by diversity; enriched by cultural and educational institutions and activities; enhanced by attractive and soothing public green spaces and private landscaping, inspiring architecture, and liveable neighborhoods; and generously endowed with opportunities for memorable experiences and scenes.**

- **A City which offers opportunities to all of its citizens to share fully in life's experiences, including educational, cultural, and economic, with special attention to the needs of the underprivileged.**

This vision is the key to the plan that follows. It is the basis for the future discussed in each of the plan chapters and the land use plan presented for the year 2000. It represents a future that builds on the strengths of the community rooted firmly in the past, as well as on opportunities of the present and aspirations for the future.

GENERAL PLAN CONTEXT



This General Plan projects Norfolk's future. To be an effective representation it should reflect a community consensus of the future roles of Norfolk and the Hampton Roads region as they interact with anticipated trends in the region, state, nation, and world. The General Plan then becomes a blueprint for realizing the vision of Norfolk's future. Ordinarily a general plan attempts to provide guidance for a medium to long range period of time, usually twenty to thirty years. However, when a community peers into the future, the more immediate years are in clearer focus than more distant time frames. Also, to be effective, visions of the future need to recognize a community's strengths and the importance of the trends shaping the future. Understanding Norfolk's past and the forces that helped shape Norfolk today will better enable us to project Norfolk's potential for the future. The future is not simply a projection of the past, but the most successful future visions are firmly rooted in the visions from the past tempered by desires for the future.

The General Plan is a policy statement by the Norfolk City Council on the development of Norfolk. It is also a decision guide for those in City government to use, especially in the budget process and in the implementation of programs to promote and control development, protect the environment, and improve the quality of life available in Norfolk neighborhoods. It is a guideline for developers considering projects. And finally, it is a means to build consensus on the future of Norfolk and Greater Hampton Roads.

The basis of the plan is the general vision of Norfolk's future discussed more fully in the next section, which is founded on past visions blended with future opportunities. The plan presents more detail for the first ten years, up to the year 2000, and less for the time frame up to 2020. The individual components of the plan restate the vision from each component's particular point of view, include a brief section on the current situation and trends, set out key concepts for attention in order to realize the year 2000 vision of Norfolk, and describe the issues to be confronted in the period 2000 to 2020. Besides the functional components, the plan contains a chapter on neighborhood planning. Along with a discussion of the role of neighborhoods and the importance of neighborhood planning, this chapter includes current synopses of plans covering smaller geographic areas of the city in more detail than is possible on a whole city basis. With the adoption of each future neighborhood plan, a synopsis will be prepared for inclusion in this chapter of the General Plan. The final chapter gives guidance for using this plan and outlines procedures for identifying short range actions and relative priorities for the immediate

future. It is anticipated that these "action plans" will be updated frequently, perhaps even annually as part of the budget process, to reflect the changing resources and strategies for achieving the vision of Norfolk's future set forth in the General Plan.

VISION PARAMETERS

This section discusses each of the six vision parameters in terms of their historic bases, current opportunities, and future aspirations for Norfolk.

A PRODUCT OF AMERICAN HISTORY AND VALUES

Norfolk is the historic center of the Hampton Roads region. It has provided the leadership in the past for the region in many ways. In the future there are distinct roles appropriate to each of the cities. Norfolk's role will be to provide leadership and focus for most region serving institutions and activities. Current 1990 population (rounded to the nearest hundred) of the Hampton Roads metropolitan area and Norfolk respectively are 1,396,100 and 261,200, according to the U.S. Census Bureau. Although the rate of growth for Norfolk is modest, that for the Hampton Roads region is greater than the rate for both Virginia and the United States. Because the projections are based on current prospects, they show an increase in the possibilities for Hampton Roads and thus Norfolk.

COMPARATIVE POPULATION GROWTH PROJECTIONS

	% Change 1990-2000	%Change 2000-2020	%Change 1990-2020
United States*	07.15%	10.97%	18.90%
Virginia	11.69%	13.52%	26.80%
Hampton Roads	10.06%	18.29%	30.19%
Norfolk	01.93%	03.79%	05.79%

*Note: The 2020 projection used to determine growth projections for the United States is based on the trend line for 2000 to 2010.

Source: Statistical Abstract of the United States: 1989, U.S. Department of Commerce, Bureau of the Census
Virginia Statistical Abstract: 1989 Edition, Center for Public Service, University of Virginia

Part of the leadership role is in representing the region to those outside the area. In the larger metropolitan regions of the country and the world there is often an image of one portion of the area that typifies and identifies it to the rest of the nation and world. The visual images connote a broad set of roles and values associated with the regions. These images include Manhattan in New York; Beacon Hill in Boston; the French Quarter in New Orleans; Mount Royal in Montreal; the Riverwalk and the Alamo in San Antonio; and so on. Studies have shown that the image of the Hampton Roads region is strongly linked to Norfolk and the Navy. Slowly that image is being updated to the New Norfolk, but the image of the region is still a Norfolk image. The vision for Norfolk in the year 2000 is to take its historical place representing Hampton Roads as the business, financial, cultural, medical, and educational center of the Mid-Atlantic region. This image is expected to be strongly linked to that of Downtown Norfolk, the heart of the Hampton Roads region. Once that is achieved, the challenges in the subsequent period will be to build on the strongest attributes to achieve national prominence in those areas to prepare for the emergence of Norfolk and the region as a national center. Some of those aspects already are strong attributes of the community and are dealt with in more detail below.

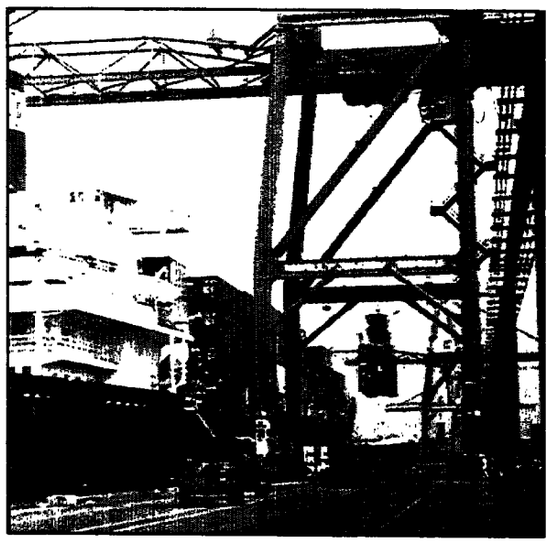
Another part of that leadership role is in recognizing history as a positive force in determining the future, and in preserving historic records, buildings, and sites for future generations. Norfolk has already done much to preserve the history of the area and to adapt historical areas into today's living. The challenge for the next ten years is to maintain the vitality of those areas, identify additional historic sites for similar treatment, and to revitalize other older, but perhaps not yet historic areas to current standards while still respecting their integrity. Beyond the year 2000 the challenges will remain similar, to preserve the heritage of Norfolk and the region as part of a living city, not as a museum.

A third part of the vision is the ability to make history. Today and in the future that ability will most likely be expressed in politics and government or in scientific or technological research. We have the basics, good government, a scientific and technological community, and innovative and creative people. The vision for Norfolk would be to continue to foster and improve upon those ingredients, whether they be based in the Eastern Virginia Medical School, Norfolk State University, Old Dominion University, and other schools and their spin-off developments; in the merger of the two planning district commissions; or in military/government related opportunities concerning the Navy or the National Aeronautic and Space Administration. Beyond the year 2000 time frame challenges will be shaped by the nature of developments during the next ten years.

A fourth part of this vision parameter is the representation in Norfolk of American values. While certain aspects of this are dealt with below, certain others will impact the physical character and ultimate potential of Norfolk and the region. These values include the right to a good education; the right to aspire to the best job in accordance with one's abilities, skills, and training; the right to own property; and the right to a free and open marketplace for jobs and housing. The denial of these rights in distant homelands, or the availability of them in America, were often the push-pull reasons for fleeing to America, including Norfolk and Hampton Roads. At one time in our history these rights were denied to part

of the population. Although they are now guaranteed to all residents, we are still overcoming the effects of more than three hundred years of inequalities in education and the distribution of property, housing, and jobs. To a large extent education is the foundation for the resolution of the other inequalities. Therefore, the vision for Norfolk in the year 2000 is to provide opportunity for the education and training of all citizens to the maximum of their abilities. If this is achieved, good jobs to provide an income adequate for self-sufficiency will be attainable and will provide access to housing and property. When this vision is achieved, the remaining challenges will be to strengthen the commitment to these values to achieve greater self-sufficiency and thus greater choices leading to an improved quality of life for Norfolk citizens.

A MEETING PLACE BETWEEN THE NATION AND THE REST OF THE WORLD



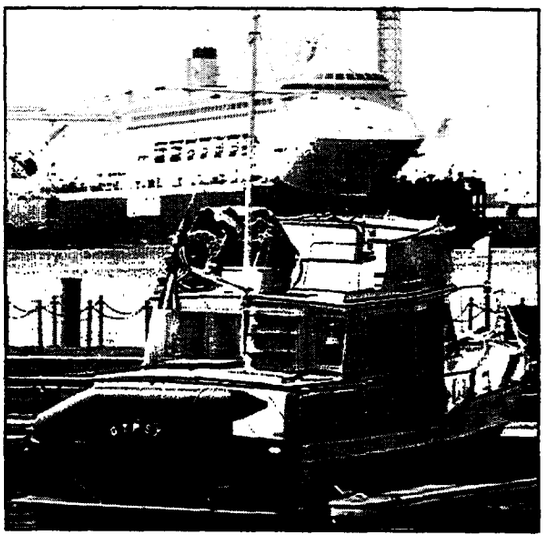
There is precedence for this role for Norfolk and the region in diplomacy and trade. A city or region through which commerce, people, investment and ideas funnel will surely be in the mainstream of national and world action. This role emphasizes one of the leadership opportunities available. This vision parameter assumes that Norfolk and the region have access to, or are part of, the various communications networks, including highways, railroads, airways, electronic networks, and media networks. By virtue of participation and access to these networks, access to commerce, people, capital and the interchange of ideas is assured. There are also two levels of networks. One is between the region and other destinations. The other is among localities.

For Norfolk, the links between the region and other destinations are forged not only by unilateral efforts, but also in cooperative ventures with the other cities and with the State. The vision for the year 2000 would be to insure appropriate highway, air and rail access to the national and/or international networks or systems to insure that Norfolk becomes the hub of the Mid-Atlantic Region. The region's unique geography and abundance of water features create special issues related to access. Currently access is better to the west and north, and less developed to the south. The foundations for superior access to electronic and media networks exist. The pace of technology will affect the development of these networks. Norfolk and the region should participate as fully as possible. Thirdly, contacts with the rest of the nation and the world are being developed and need to continue, especially regarding Asia, the emerging united Europe, and eastern European countries, to acquaint them with the advantages our location on the various

networks brings. When this vision is realized, the challenges for the period beyond would include wider networks to improve our interchange with Africa and South America. If growth has achieved our goal of being the center of the Mid-Atlantic, a wider hinterland within the United States is possible, necessitating improved network connections in that direction.

At the second level communication concerns are primarily linked to the transportation network. Because of the key role of Norfolk as much as 40% of all vehicle trips originating in South Hampton Roads are expected to be all or partially in the city. Adequate provision for this traffic is therefore crucial to the future of the whole region. The vision would insure adequate funding and timely implementation of major regional highway and road network improvements to handle the expected traffic. It would also include an improved transit component, including the construction of new modes where appropriate, to maximize the use of existing streets and highways. The challenges beyond the year 2000 are to maintain accessibility of Norfolk within the region at reasonable cost and without unreasonable disruption of the fabric of the city.

A FOCAL POINT FOR MARITIME INTERESTS



This vision parameter builds on Norfolk's and Hampton Roads' primary strength, the port. It is a strength that complements some of the other parameters, such as the center of the Mid-Atlantic and meeting place for the nation and the world. But there are more far reaching dimensions to maritime activity. Norfolk has a current role to play in the potential growth and leadership in several areas.

The world's largest navy base is located in Norfolk. This facility is expected to take on even more importance if defense spending is cut back. It is also a major port for military allies.

The importance of the port as an international shipping port is growing, despite the increasing competitiveness. Norfolk's location favors expansion, if funding can be assured. It is also an important intracoastal shipping port, especially for the Chesapeake Bay and its tributaries. The size of the pleasure fleet moored in Norfolk is not insignificant and is growing. The presence of other types of boats and the size of the area diminish the attention paid to this activity. However, demand is strong, and opportunities for expansion of this role exist. Similarly, the city during the recent past has shown some growth in the intracoastal cruise ship business and as a small ocean cruise base.

The presence of an excellent oceanographic program at Old Dominion University, the National Oceanographic and Atmospheric Administration, and close interaction with the Virginia Institute of Marine Science located elsewhere in the metropolitan area are a strong base on which to build a reputation as an oceanographic research center.

Although the ocean fishing fleet operating out of Hampton Roads tends to be located primarily on the Peninsula, there is an important role that Norfolk plays for that fleet as well as for the more dispersed watermen fishing the Chesapeake Bay. The market for fish and seafood depends on a prompt and timely distribution network. In days gone by the availability of fresh fish and seafood was limited to proximity to the shore. Air transportation has changed that. Hampton Roads and Lower Chesapeake Bay watermen and fishing fleets use the air connections available from Norfolk to service ever widening markets. This is a service that Norfolk should enhance. The area also has a strong reputation in other supporting services for maritime interests, such as maritime law and insurance expertise.

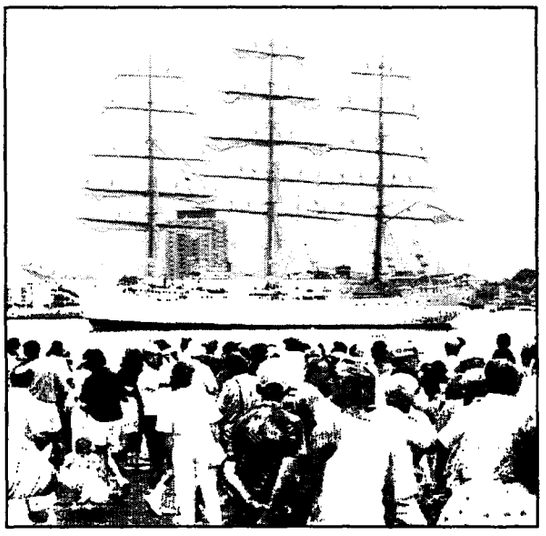
The vision for Norfolk in the year 2000 thus would include a continued primary role as a military port, an expanded national and international shipping port, an increased pleasure boating and cruise role, and a service center for commercial fishing and other maritime interests. Depending on the projections, beyond the year 2000 the challenges will be to consolidate the various positions.

A PERSONABLE AND CARING COMMUNITY

The waterways of the region have helped to create identifiable communities and neighborhoods throughout the metropolitan area. In a sense, the area is a federation of many small communities. The challenge is to recognize the common problems and deal with them effectively while not losing the advantages of the smaller communities. When one thinks of metropolitan areas of similar size, one often pictures large impersonal and sterile cityscapes. Instead, Norfolk, and other cities in the region, are blessed with almost intimate central business districts that can be negotiated on foot, identifiable neighborhoods where friendly interaction is the rule, and the resulting access to and participation in government decision-making affecting residents. Because of the intimate knowledge of citizens about conditions in the community, there also is a willingness to work generously and responsibly either alone or with government to meet the needs of the community. This quality is vital to the successful realization of the vision

for Norfolk's future. The vision therefore includes the preservation and enhancement of this spirit, both for the year 2000 and beyond.

AN EXCITING, LIVELY, AND MEMORABLE COMMUNITY



A great city is memorable for the diversity of people, places, and experiences. Norfolk has always had a more diverse population than many other southern cities because of its active port. Since 1960, statistics show that this diversity is increasing. Projections for the future, not only for Norfolk, but for the country as a whole, indicate increasing diversity of the population and household configurations. Norfolk perhaps is already seeing the future as the most culturally diverse city in the region. The vision of Norfolk expects to maintain this diversity, at least proportional to that of the region, as prerequisite to an exciting and lively community.

At times in Norfolk's history, the appearance of the city did not win high marks. Today there are memorable neighborhoods, places, vistas, and buildings in Norfolk. Envisioned for the year 2000 and beyond is a greater number of these features brought about by efforts to improve public architecture, public spaces, and public and private development practices.

As the region has grown, Norfolk has increased the variety of experiences available to its residents and visitors. That variety ranges from the number and quality of the educational and cultural institutions to the increased opportunities for "events". One of the more successful groups emerging in the 1980's has been Festevents, Inc. which programs activities for the downtown area. Others include the Virginia Opera, the Virginia Stage Company in its renovated facilities, and the Chrysler Museum in its expanded facility. The growing diversity of the cultural scene promotes activities of large professional organizations, such as the Virginia Symphony, and smaller amateur ones, such as the Little Theater. It includes more ethnic groups and is fostered by Norfolk State University and Old Dominion University as they grow and diversify. It includes all manner of performing arts, and also visual arts, writing, and even the culinary arts. The vision for the year 2000 and beyond builds on the base acquired in the last twenty or thirty years, seeks to provide adequate opportunities for these experiences, and encourages additional areas not yet fully represented in the city. Only through such offerings will Norfolk increase the quality of life of its citizens and present favorable memorable experiences for its visitors, whether from within the region or beyond.

AN OPPORTUNITY FOR ALL TO PARTICIPATE IN THE VISION AND ENRICH THEIR LIVES

A great city's advantages, such as those enumerated here in these vision parameters, should be accessible to all who desire and need to enrich their lives. If these cultural, educational, and economic opportunities are not accessible to the privileged and underprivileged alike, a city cannot be truly great. This vision parameter complements aspects of all the rest by allowing its citizens to improve the quality of their lives to the maximum extent. It means allowing all citizens a role in determining the image of Norfolk; in providing leadership for the region; in making the history of tomorrow; and in affirming the basic rights inherent in American values. It means allowing all citizens to help forge the necessary links of communication with the world, the nation, and within the growing region in order to become the hub first of the Mid-Atlantic and then of a wider hinterland within the United States. It means allowing everyone the opportunity to support the various roles of our port and to benefit fully from the bounty that it generates. It also means allowing all citizens to participate in all levels of government and community service from the neighborhood to the region to help meet the needs of the community. And finally, it means allowing all citizens an opportunity to enrich their lives through the knowledge of Norfolk's diversity of people, places, and experiences. A commitment to this vision parameter carries with it more of the connotation of programs than some of the other parameters, for it means that, where circumstances have limited opportunities and access, City government will help provide that access and those opportunities to the more unfortunate and underprivileged.

These vision parameters are analyzed from the perspective of each of the plan components in the chapters that follow. The plan that results contains goals, policies, and actions for the year 2000 and directions for the year 2020. In each chapter are presented the bases for the goals, policies, and actions; a land use map for the year 2000 which reflects those decisions; a series of land use policies that guided the preparation of the map and should guide the use of the plan; and an indication of the opportunities for leadership provided in the 21st century.

THE PLAN FOR NORFOLK 2000

Although each chapter contains analysis and details for each topic, the overview of the land use plan for 2000 discussed here does so more in terms of the overall context and

recurring development themes represented by the plan. In a manner of speaking, this summary or overview forms the context with which each of the chapters interacts in more detail. The map on page VN-13 presents the land use plan envisioned for the year 2000.

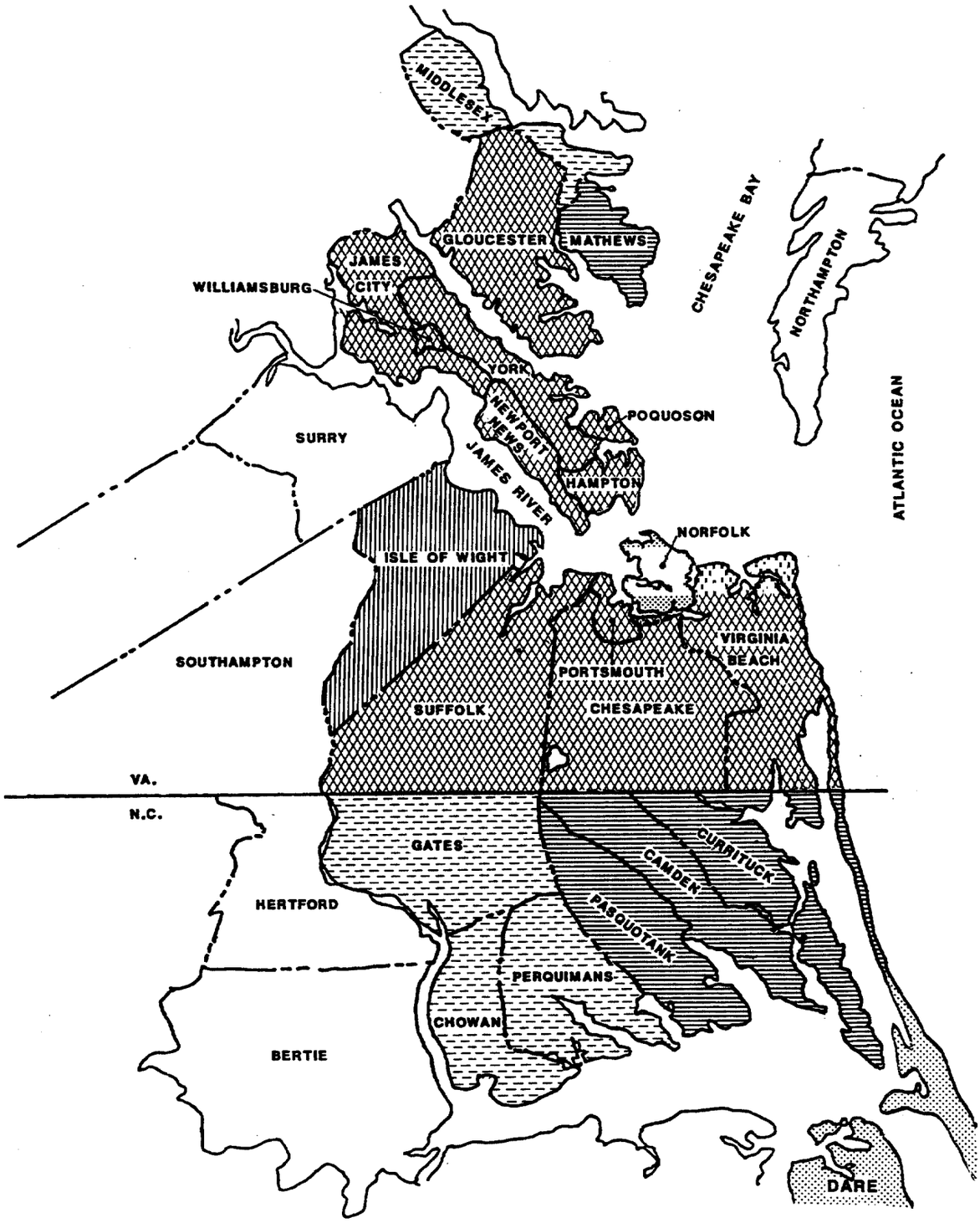
OVERALL CONTEXT

Since its founding in 1680 Norfolk has been a focal point for its region. Over time the definition of the region has varied, as well as the purpose for the focus on Norfolk. By the year 2000 the immediate region defined in the metropolitan area would be expected to include at a minimum the South Hampton Roads cities of Norfolk, Virginia Beach, Chesapeake, Portsmouth, and Suffolk; the Penninsula cities of Newport News, Hampton, Poquoson, and Williamsburg; the Virginia counties of Gloucester, York, James City, and Isle of Wight (expected to be added this year); and potentially Surry and Mathews counties. Several North Carolina counties might also have developed sufficient commuting patterns to be included. The influence of Hampton Roads in these areas can be seen today in traffic jams and development patterns along U.S. 17 to Elizabeth City and points south, U.S. 158 in North Carolina, and VA/NC 168 to the Outer Banks. The influence of Hampton Roads will also be felt, though not to the same degree, in Virginia counties on the Eastern Shore, to the west below the James River, to the north on the Middle Penninsula, and several counties to the south and southwest in North Carolina. Using current population projections the metropolitan area as delineated in 1983 is projected to contain 1,559,800 persons in the year 2000, to which the population of the additional counties included in the metropolitan area at that time would have to be added. The map on page VN-11 shows the potential for extending the Hampton Roads metropolitan area.

This metropolitan area of the future would be, as now, the leading edge of the urban corridor from Boston through New York, Philadelphia, Baltimore, Washington, Richmond, and Hampton Roads as it grows ever southward. The emergence of Norfolk as the hub of the Mid-Atlantic Region will feed that southward growth and shift the center of activity in Virginia further south along the urban crescent from between Northern Virginia and Richmond to between Richmond and Hampton Roads.

The leadership of Hampton Roads and thus Norfolk will be based on the area's ability to assure access to the key facilities that will be important in the Age of Information and Knowledge that is dawning. That access includes not only traditional transportation modes, such as the interstate highway system; the worldwide web of shipping lanes; Amtrak, Conrail, and other rail systems; and non-stop or through air service to major U.S. cities and overseas, but also access to capital funding and electronic and media access. The latter will be evermore important as work forces disperse and transactions are computerized. Access will be needed to those facilities and establishments that produce the knowledge and information needed to run the economy and society in the future, as well as those that preserve the knowlege of the past. These include educational, cultural, and medical centers; and business service centers (financial, insurance, marketing, etc.).

VN-1 HAMPTON ROADS METROPOLITAN AREA



1983 Metro Area
1990 Probable Additions
2000 Potential Additions
2010 Potential Additions
2020 Potential Additions

Not to Scale

In the future, certainly by the year 2000, the population of the United States, including Norfolk and Hampton Roads, is expected to be more diverse, more concerned with the quality of life it leads. The trends are for a dispersion of activity from the primary metropolitan centers (e.g. New York, Chicago, Los Angeles) to the benefit of current secondary metropolitan areas, such as Hampton Roads, as people and organizations seek to improve the quality of life of employees and partners at little or no detriment (and possibly improvement also) to the bottom line of doing business.

The setting of Hampton Roads in general and Norfolk in particular offers many opportunities to accommodate this dispersion of activity in search of an improved quality of life yet with the required access to supportive services necessary to support that life-style. It is a challenge to the Hampton Roads communities to grow into a regional or even national level metropolitan area without disturbing unduly the intriguing balance between the land, the sea, and man that makes this area so unique.

RECURRING DEVELOPMENT THEMES

The General Plan of Norfolk builds on several recurring development themes reflected in each of the land uses. These themes have general and particular aspects which are important shapers of the development pattern and policies. On the general side are the themes of the complementary interplay of the natural and built environments; the skeletal character of the road network on which the land use pattern hangs; the cohesiveness of the community; respect for the diversity represented in the community and the opportunity for all to choose where to live, play and work; and respect for good community and architectural design. In particular the role of water in shaping the city; the receptiveness and friendliness of neighborhoods; the importance of history and historic structures; the provision of a park system that protects Norfolk's unique natural features; and the preservation of the varied settings for economic activity and residential opportunities are reflected in the proposed land use pattern and policies.

Because of the developed nature of the city, the land use pattern proposed for Norfolk in the year 2000 represents a refinement of the current land use pattern. However, the natural setting of the City of Norfolk abounds with numerous opportunities to enhance the developed city. The land use pattern recognizes that the value of this built vs. natural dichotomy can only be realized if the development respects the fragility of the natural setting. The most important of the natural features shaping the land use pattern in Norfolk are the waters of the Chesapeake Bay and its tributaries. The deep waters have obvious economic impacts because of the port and naval base activities. These activities are cornerstones of the economic development land uses along the deep water channels of the Elizabeth River. At the same time, water as a symbol of the locale at the mouth of the Chesapeake interacts with other land uses to enhance them. Water and the waterfront are important themes in the plans for Downtown Norfolk as an identity or signature for the whole metropolitan area. Water separates Norfolk neighborhoods, becoming a part of their identity and insulating them from incompatible surroundings and activities. As an amenity, water becomes the organizing feature for parks and recreation, not the least of

VN-2 GENERAL PLAN

- Freeway
- Arterial
- Interchange
- Light Rail
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Uses
- Commercial/Office
- Industrial/Transportation/Utility
- Institutional
- Military
- Education, Recreational, Cultural, Open Space and Environmentally Sensitive
- Cemetery

which are the public beaches along the seven miles of Chesapeake Bay, the Norfolk Botanical Garden enveloped by Lake Whitehurst, the maze of marinas tucked here and there, and the event-filled Town Point Park. The proposed land use plan and development policies also recognize other natural features, such as Norfolk's mature trees, marshes, dunes, and congenial climate.

The copious waterways also help define the road network on which the land uses depend for access. Because of the water intrusions, citywide circulation both within the city and between Norfolk and its neighbors depends on a few, rather than many, arterial corridors which provide access across the water barriers. These include five north-south corridors and five east-west corridors. The Southside communities isolated by the Eastern Branch of the Elizabeth River are linked to the rest of Norfolk and neighboring communities via three arterials and two bridges. Norfolk is also knit together with the rest of the region at a different scale by the limited access system, including I-64, I-264, I-464, I-564, and the Virginia Beach-Norfolk Expressway.

More active land uses will relate directly to the arterial corridors, especially where they cross or are in close proximity to one another, and access points of the limited access highways. Interfaces between and among the road network and other modes of travel (specifically the airport, rail access, and the Hampton Roads port) also will attract more intensive development. The effect of the water penetrations, the shifting of people and goods from one mode of travel to another, and the limited number of arterial corridors reinforces a multi-center development pattern around which economic development will tend to concentrate. In the year 2000 nineteen of these centers are expected to be of primary importance and are referenced in the chapter on Economic Development. While there are other centers, these nineteen centers will have the vast majority of jobs in Norfolk. Most of these centers exist today. They are expected to develop more intensely. The greatest potentials are expected along the Military Highway corridor, especially in proximity to Norfolk International Airport and interstate highway access points. The proximity of I-64, I-264, the Virginia Beach-Norfolk Expressway, the Virginia Beach Boulevard corridor, and the Military Highway corridor in southeast Norfolk and the distribution of population among the cities make this the crossroads of Southside Hampton Roads conducive to more intensive development.

To the basic building blocks of the water, the balance between the natural and built environments, the arterial corridors, and transportation connections, the concept of cohesive communities and neighborhoods must be added. Norfolk is, in the most positive sense, a collection of neighborhoods. Most are currently viable, very liveable neighborhoods. Those that are not have great potential for overcoming their deficiencies. Identifiable neighborhoods and communities are one of Norfolk's strengths. They represent the diversity of life-style and choice that are a part of a great city. There are old (historic) neighborhoods, new neighborhoods, and old-new neighborhoods. There are urban density and suburban density neighborhoods. There are neighborhoods which offer more formal life-styles focused on cultural attractions, and those more informally focused on outdoor activities. There are neighborhoods serving military households, those serving student households, those serving families, and those serving single

persons. Some neighborhoods are more economically homogenous than others, but the great majority offer opportunities for a range of incomes. The land use pattern and policies for the year 2000 respects the importance of a balance of neighborhood types. The plan seeks to protect and improve the viability of Norfolk neighborhoods and to maximize the variety of choices available for those persons who live or who would like to live in Norfolk.

The mortar holding these building blocks together is good community and architectural design. Design principles provide guidance for the visual relationship of the natural and built environments, as well as the visual relationship of the various land uses, in agreement with the broad vision parameters of the plan. They provide criteria for the development of a system of public open spaces and standards for the design and maintenance of public facilities, including streets and highways. In key areas they govern the nature of private development. They protect and enhance the existing design assets of the community (including historic sites and structures, mature or unique vegetation, and unique design opportunities such as the ubiquitous water) and encourage higher quality development for the future. The goal of the application of these design principles is to increase the quality of the visual experience of those who live, play, work or visit in the City of Norfolk.

DIRECTIONS FOR NORFOLK 2020

By the year 2020 Norfolk will be the focal point of an even larger metropolitan area. Its position as the hub of the Mid-Atlantic Region will be ensconced, indeed even extended beyond the Mid-Atlantic in some areas as Hampton Roads' advantages are more widely recognized. The projected growth rate for the 2000 to 2020 period for the current Hampton Roads metropolitan area is 18.3%, almost double that projected for the U.S. as a whole. That rate would put the total population for the current metro area at 1,817,600 plus the population from additional counties and communities that would be added between now and 2020.

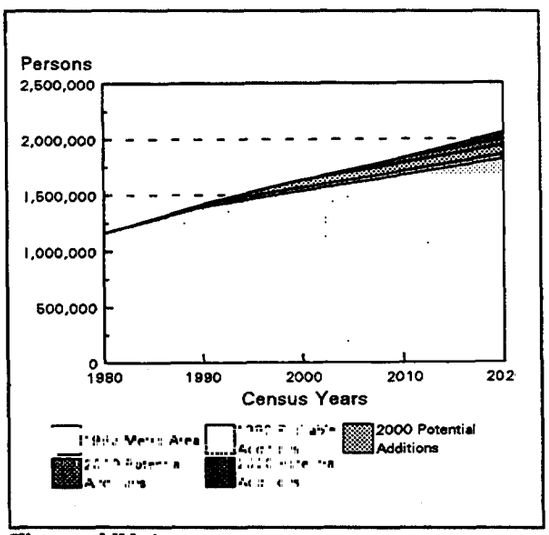


Figure VN-1
PROJECTED POPULATION HAMPTON ROADS METROPOLITAN AREA

The metropolitan pattern of development by the year 2020 will begin to show the effects of the restrictions imposed by federal and state environmental laws as the region struggles to accommodate the increased population without upsetting the balance between the built and natural environments.

Because Norfolk will have been "fully developed" by the year 2000, the year 2020 will bring an enhancement in the quality of the environment, but no appreciable growth of population in the city (3.79% between 2000 and 2020, or less than .2% per year). The city will remain viable because its vitality is founded on economic activity that is not easily moved (e.g. port activity, links to the Medical Center, the universities, and the Naval Base) with many opportunities for redevelopment and use. Earlier protection and enhancement of Norfolk's assests and diverse attractions has enhanced its viability as environmental regulations has forced other cities in the region to develop at greater densities along transportation corridors. Development within Norfolk will have greater differentation in intensity between residential and activity centers. The vigor of some of these activity centers, such as Downtown, will allow development of a compatible residential opportunity that will be more urban than anything currently existing in Norfolk, thus broadening even more the diversity and choices offered in the city. The basic residential development pattern outside of these opportunities will not change, however.

The basis of Hampton Roads and Norfolk's leadership in 2020 will be the same as the year 2000: the ability to assure access to the key facilities that will be important in the Age of Information and Knowledge -- communication networks; educational cultural and medical centers; and business service centers. Norfolk' survival will be dependent on its ability to provide a high quality of life competitively priced in diverse neighborhood settings, with appropriate access to required support services in a unique setting. Norfolk's neighborhoods provide a stong basis to meet this need.

Norfolk's realization of the visions described here will attract many more persons who define the good life in terms similar to the vision parameters, and who appreciate the uniqueness of Norfolk's location balanced between land and sea; the nation and the world; and the past and the future. That vision is not so unlike the views of today's residents in many respects. Today Norfolk and the Hampton Roads area enjoy many advantages prerequisite for the good life and an important future role in the world economy. Often these advantages represent the favorable juxtaposition of opposites, such as the amicable meeting of land and sea. These opposites include unspoiled nature and large metropolitan cities; the military and civilians; the earliest history of our nation and research for the frontiers of space; the intimacy of neighbors and neighborhoods and the cosmopolitanism of world visitors; science and technology alongside cultural opportunities; and the American work ethic and the pleasure of the numerous diversions in the region.

ECONOMIC DEVELOPMENT

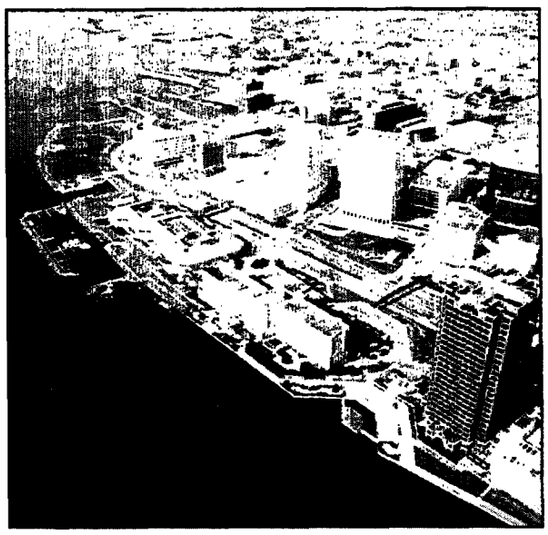
VISION

THE NORFOLK ECONOMY

ECONOMIC DEVELOPMENT POLICIES

FOCUS FOR ACTION

VISION



Economic development involves the City's efforts to foster and sustain an expanding and healthy local economy. A healthy economy supplies the jobs and tax base needed to provide an environment in which citizens may enjoy a high quality of life and realize their personal goals. Effective economic development requires the efficient management and coordination of all the interrelated resources of a community -- including physical, social, human, cultural, and fiscal assets. Effective economic development requires a planned process focused on the visions and goals for the community.

The economic vision of Norfolk's future focuses primarily on two of the six parameters outlined in the Vision chapter:

- **A Meeting Place Between the Nation and the Rest of the World**
- **A Focal Point for Maritime Interests**

Economic development efforts will also facilitate other components of the vision of the city:

- **A Product of American History and Values**
- **A Personable and Caring Community**
- **An Exciting, Lively, and Memorable Community**
- **A Place of Opportunities for all its Citizens**

Included in these parameters is a vision of Norfolk as the business, financial, cultural, and educational center of the Mid-Atlantic region. A healthy Norfolk economy means a strong tax base which allows the City to provide a variety of excellent services. It also means that high quality jobs will be available for the Norfolk labor force and that the labor force will be well trained to qualify for better paying jobs. Strategic sectors of Norfolk's economy will facilitate the realization of this vision.

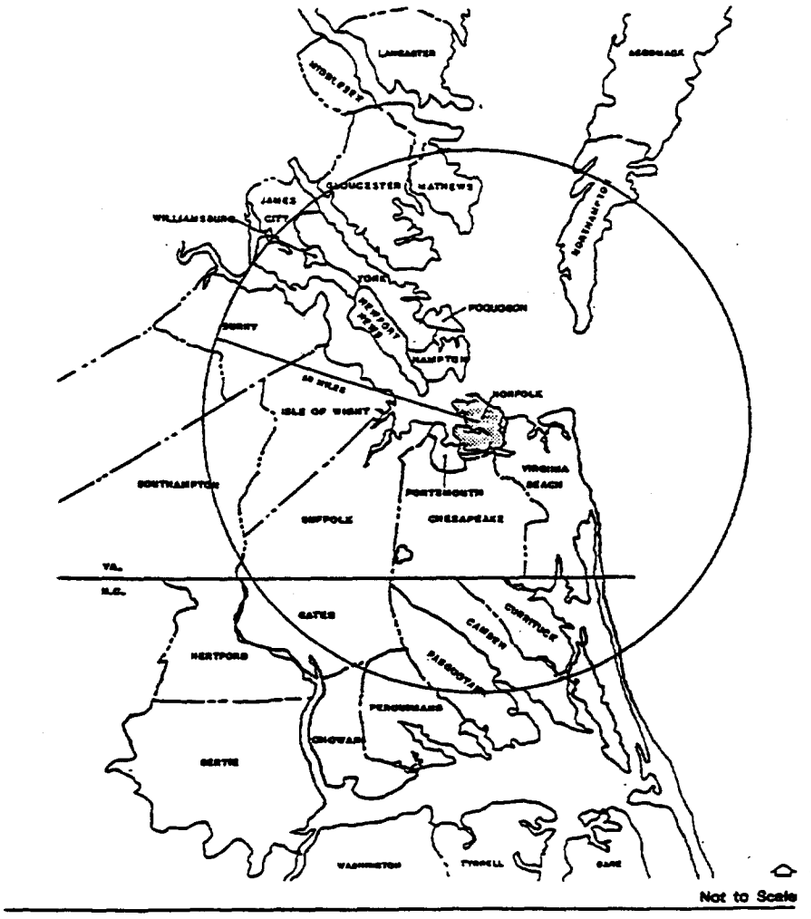
Economic development policies are related to policies found in other parts of this General Plan. Transportation improvements will allow workers to travel easily to and from employment centers. High quality housing with ample opportunities for a variety of income earners will house these workers. Community services such as outstanding schools, recreational areas, and cultural facilities will maintain a high quality of life in Norfolk, attracting new businesses and keeping established firms in place. Environmental

quality, so important to the quality of life and the health of our residents, will also provide the context for future economic development.

THE NORFOLK ECONOMY

Norfolk is the focal point of the Hampton Roads Metropolitan Statistical Area, an area which stretches from Williamsburg to Virginia Beach and includes over 1.4 million people. In fact, Norfolk serves as the central city for an even larger service area, including parts of North Carolina and Virginia's Eastern Shore. The Greater Norfolk Region includes 1.6 million people and extends in some directions over 50 miles from the city's Downtown core. Norfolk offers this population cultural, medical, educational, and economic resources found nowhere else in the region.

ED-1 GREATER NORFOLK REGION



The 1980's were an exciting time for the Greater Norfolk Region. The area's population and economy grew tremendously, thanks to an increased emphasis on defense spending and generally good economic times for the United States as a whole. Civilian employment in Hampton Roads grew by 35% or 150,000 jobs during the 1980's to about 575,000.

As the hub of the Greater Norfolk Region, Norfolk has benefitted from this growth. Because it is a mature city with most of its area already developed, economic growth in Norfolk has not been as rapid as in the nearby, more suburban cities of Virginia Beach and Chesapeake. Figure ED-1 shows that during the 1980's Norfolk's employment grew from approximately 141,000 jobs to 153,000, an increase of 12,000.

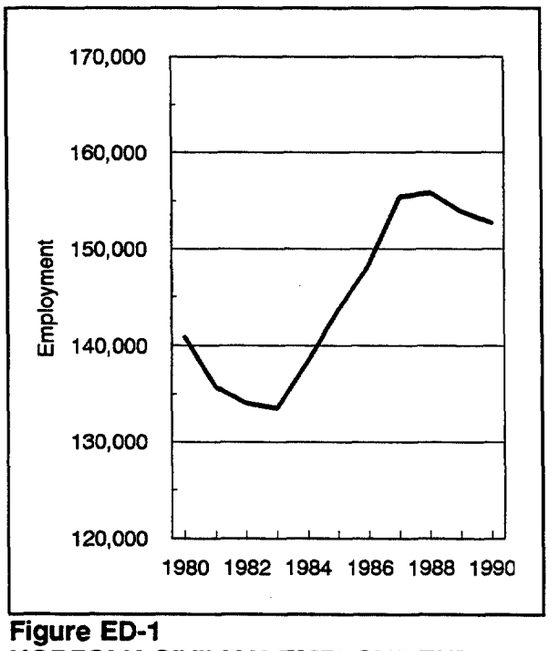


Figure ED-1
NORFOLK CIVILIAN EMPLOYMENT, 1980-1990

Source: Virginia Employment Commission, Covered Employment, March of each year.

Today Norfolk is the location of a large portion of the region's employment. The city currently captures approximately 42 percent of South Hampton Road's civilian employment, while accounting for only 30 percent of the population. And when military employment is also included, the percent of South Hampton Road's employment found in Norfolk rises to 50 percent. Figure ED-2 illustrates Norfolk's portion of Hampton Roads employment, detailing civilian and military employment.

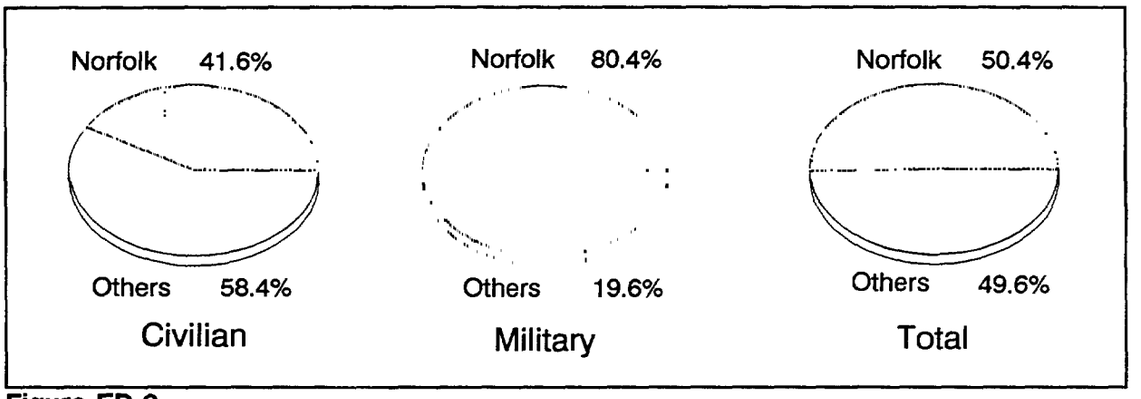


Figure ED-2
MILITARY SHARE OF EMPLOYMENT IN NORFOLK AND SOUTH HAMPTON ROADS

Note: Region includes Norfolk, Chesapeake, Portsmouth, Suffolk, and Virginia Beach.

Source: Virginia Employment Commission, March 1990 and Commander Naval Base, Norfolk, May 1990.

As shown in Figure ED-3, the types of jobs found in Norfolk are dominated by the trade, government, and service sectors. Each of these sectors accounts for approximately one quarter of total employment, while manufacturing is the largest of the four remaining sectors.

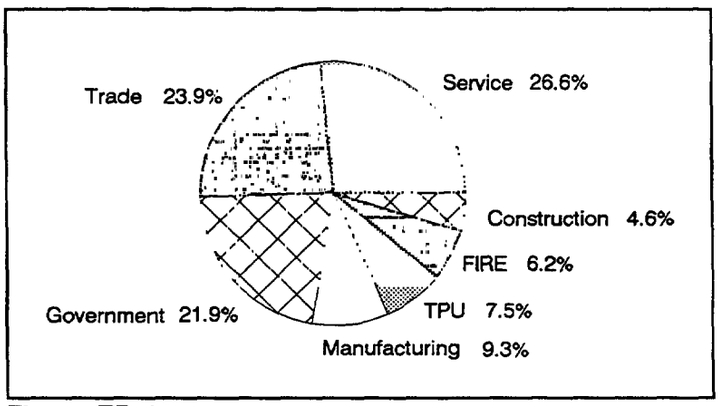


Figure ED-3
NORFOLK CIVILIAN, NON-AGRICULTURAL JOBS BY SECTOR, 1990

Note: FIRE stands for Finance, Insurance, and Real Estate. TPU stands for Transportation and Public Utilities

Source: Virginia Employment Commission, March 1990

The economic base of a community includes businesses which bring in money from outside the area. Typical basic industries include manufacturing plants, which provide goods which are distributed throughout the nation. The Norfolk economy is unusual in that manufacturing is a rather small segment of total employment. The economic base of Norfolk is composed primarily of military, port, and tourism functions. These are important activities which bring money into the city from other regions. At the same time, as the central city of a large region, Norfolk is also the home of many establishments which serve Hampton Roads as a whole, bringing money into the city from within the region.

Examples of such firms include financial and insurance institutions located in the Downtown office core and retail establishments in Military Circle. Other trade, service, and government jobs which mainly serve the local citizenry are found in Norfolk as well.

Map ED-2 illustrates the locations of the current major employment centers in Norfolk. The Norfolk Naval Base is the dominant employer, followed by Downtown. The other major employment centers are distributed throughout the city, tending to be clustered along the waterfront, near Downtown, and along major transportation arterials.

Related to the major employment centers and the current composition of Norfolk's employment base, there are certain businesses and industries which are most compatible with Norfolk's economy and can aid in the accomplishment of the City's economic goals. These target industries serve as a basis for marketing the city.

NORFOLK'S TARGET INDUSTRIES

Insurance	Biomedical Research
Telecommunications	Transportation
Services	Government
Telemarketing	Real Estate
Banking	Financial Services
Electronics	Wholesale/Retail Trade
International Corporations	Computers
Manufacturing	Associations/Federations

Petrochemicals (regional marketing, not manufacturing)

IN SUMMARY...

As Norfolk starts the 1990's, the City possesses a number of tools with which to expand its economy. The realization of the vision for Norfolk as outlined by the six vision parameters will require efficient management of Norfolk's economic assets. Nine have been identified for Norfolk. Each asset supports one or more of the six vision parameters and is a strength on which to build. Decisions about the use of Norfolk's **land** assets affect all six of the vision parameters, whether the focus is on providing meeting places, supporting the City's maritime interests, carrying out the City's historic leadership role, providing friendly and responsive surroundings and memorable experiences, or in offering the full range of choices for Norfolk citizens to fully participate in life. By improving the skills of its citizens, Norfolk's **labor** assets become the means to expand the variety of opportunities available to citizens, highlighting the importance of education in defining a responsive and caring community, and providing a firm foundation in the historic American values rewarding hard work and initiative. **Downtown** as an economic asset is home to numerous business and cultural attractions and serves as the symbol of not only the city, but the whole region. Downtown also is important to realizing the vision in its role as a meeting place, its support of maritime activities, the exciting and memorable experience available to citizens and visitors alike, and as a symbol of history and historic leadership of Norfolk. Norfolk's **waterfront** serves as a focal point for the City's maritime interests, but also is key in providing a gateway to the nation and the rest of the world. The waterfront historically has been one area where Norfolk has provided leadership. Also

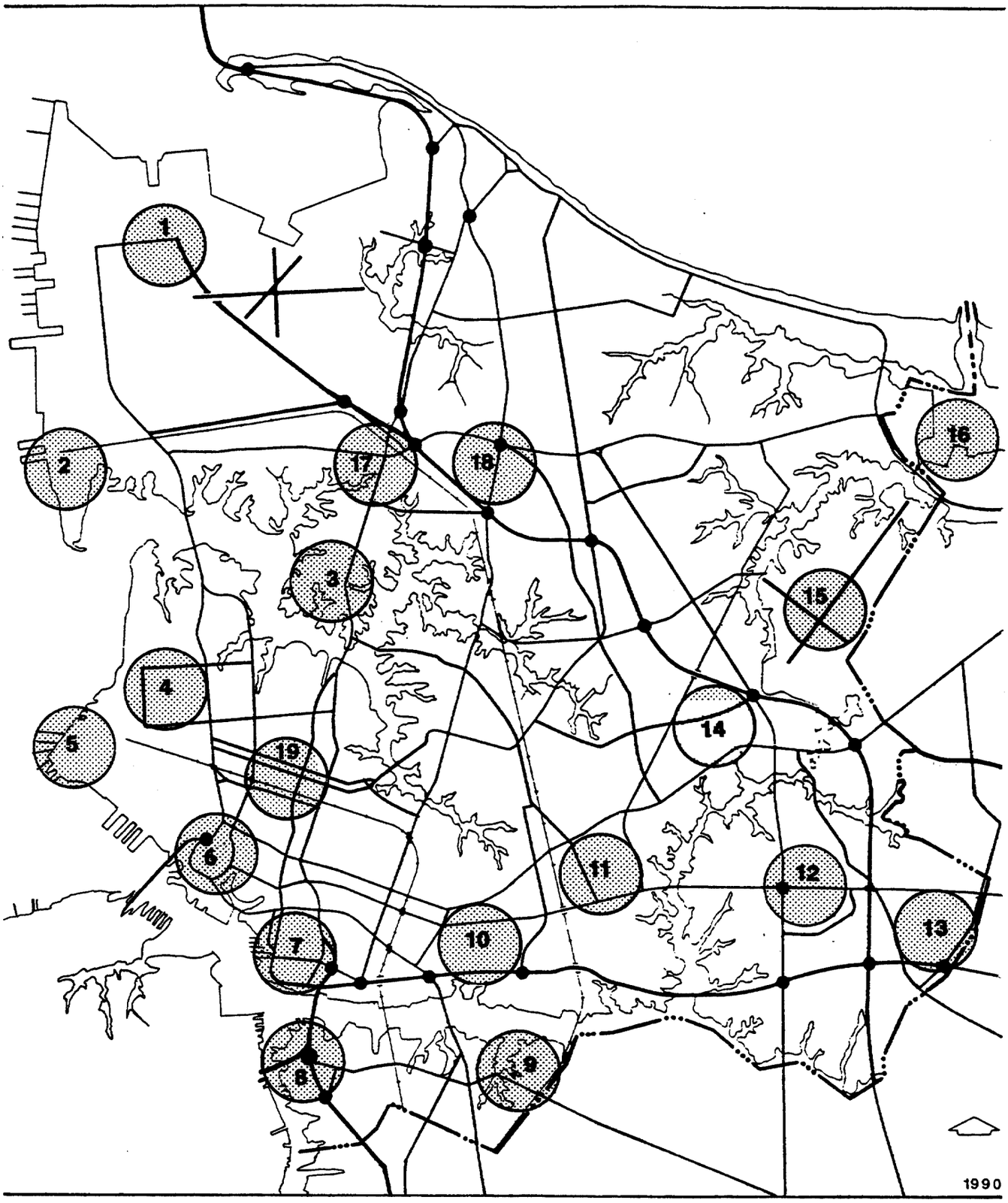
among Norfolk's economic assets are the **global linkages** that make possible the role of Norfolk as a meeting place between the nation and the rest of the world, complementing its historic role as a focal point for maritime interests. Norfolk's **tourism and cultural** assets, which are often based on the area's history and maritime heritage, contribute to make the city an exciting and memorable community attractive as a meeting place. Norfolk's major **institutions** allow the City to be responsive to the needs of its citizens, to promote exciting and memorable events, and to increase opportunities for education, cultural enrichment and improved health care for Norfolk citizens. The **military** is an economic asset whose presence in Norfolk enhances the city's links with the rest of the world, builds on the maritime interests, enriches the history and experiences available, and strengthens the leadership of the City in the nation and the rest of the world. Finally, emerging **regionalism** should be used to enhance all the vision parameters by combining resources and maximizing effectiveness for all.

The following section presents each of Norfolk's nine key economic assets and outlines policies governing each, providing the City with an effective and comprehensive economic development program aimed at realizing its broad vision.

MAJOR EMPLOYMENT CENTERS (MAP ED-2)

1. Norfolk Naval Base
2. Norfolk International Terminals
3. DePaul Medical Center
4. Old Dominion University
5. Lamberts Point Coal Piers
6. Medical Center
7. Downtown
8. Berkley Shipyards
9. Campostella (Ford Plant)
10. Norfolk State University
11. Norfolk Industrial Park
12. Military Circle/Janaf
13. Koger Center
14. Norfolk Commerce Park
15. Norfolk International Airport
16. Little Creek Amphibious Base
17. Wards Corner
18. Southern Shopping Center
19. 21st Street Retail and Adjacent Industrial

ED-2 MAJOR EMPLOYMENT CENTERS



Freeway

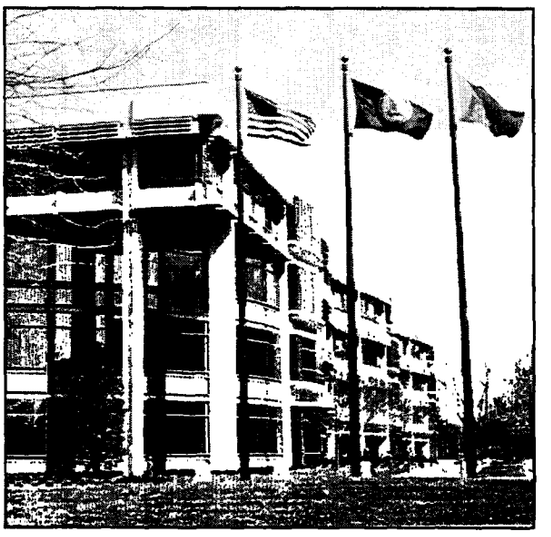
Arterial

Interchange

ECONOMIC DEVELOPMENT POLICIES

The City of Norfolk is blessed with a number of special assets which will be instrumental in creating a strong economy in the future. How well these are utilized will determine the success of our economic development planning effort. This section lists nine key economic assets in Norfolk, describing for each the City's goal in the area, why the item is important, and a set of policies governing the use of each asset through the year 2000 and through the year 2020.

LAND



Goal: **Encourage the development or redevelopment of land for economic activities.**

Over the years, good air, water, and land transportation, the ports, the Naval Base, attractive neighborhoods, and a central location in a large market area have made Norfolk an attractive place to do business. As a result, land needed to develop such facilities has become a valuable resource. In 1981 there were over 1,100 vacant acres zoned commercial, industrial or waterfront industrial in the city. By 1989 over 300 acres had been developed, leaving a balance of 790 acres. Because of the overall importance of economic development to the City of Norfolk's vitality, increasing the land available for this purpose has become an important goal. Examples of strategic sites suitable for economic development activities include Bessie's Place and the R-8 sites in Downtown; the Front Street mixed use development, redevelopment, and revitalization; the Lansdale area along the Interstate 64 corridor; and the Navy site in Willoughby. The development of these strategic sites hinges on the maintainance and enhancement of Norfolk's quality of life as influenced by housing, transportation, schools, and the environment. Thus, chapters dealing with these sections are just as important to economic development as the use of land for revenue producing developments.

POLICIES FOR LAND -- 2000 PLAN

To insure that Norfolk maximizes its development opportunities through the year 2000, the following policies governing land development are established:

- **Promote more efficient use of land.**

Land is a valuable resource. In order to insure the most efficient use of land, both on-site and off-site factors are important. Good site design is imperative. In addition, development of the site should consider the relationship of the site to surrounding uses. Some uses need to be located near one another, such as manufacturing and warehousing; some more land intensive uses, such as light industrial users, are more appropriately located in outlying areas, such as in the Commerce Park; and some areas, such as Downtown, need to bolster compact development, such as finance, insurance, and real estate.

- **Participate actively in the development process.**

Through active participation, the City will be able to direct resources or facilitate developments that may not happen otherwise. Active participation includes the establishment of public/private partnerships where the net benefits accruing to the citizens of Norfolk warrant such action. One valuable tool facilitating active participation will be the City's real estate asset management program already in place. The City should consider the fiscal impact of proposed development as one factor in the participation decision.

- **Insure that development is of high quality and appropriate design.**

Good design is not only aesthetically pleasing, it adds to the marketability of the city. Good design is an economic asset, forming the image of the city. Therefore, site plan review will be important for both residential and nonresidential development, including institutional, commercial, and industrial developments.

- **Promote activities that will enhance existing economic centers.**

Existing businesses, from the small to the large, are important contributors to the City's tax base, as well as providers of a range of economic and employment opportunities. Business retention is currently an important economic development activity and will continue as an important program. In addition, other private and public efforts should be explored to enhance the viability of appropriately located commercial areas.

- **Provide opportunities for new developments that will enhance the City's tax base.**

The fiscal impact of development is an important factor in the City's financial outlook. Development which contributes revenues to the City in excess of associated municipal costs will allow the City to enhance the quality of life for all residents and businesses in the city.

- **Anticipate development trends and identify potential areas of significant change.**

The City has identified areas with strategic and potential economic development importance, shown on Maps ED-4 and 5 on pages ED-27 and ED-29. The City will need to continually monitor trends in development and demographics to track changes and relate these changes to land development potential.

POLICIES FOR LAND -- 2020 PLAN

- **Evaluate and reconfirm the 2000 Plan policies for land.**

The 2000 Plan policies provide a sound base for decisions about land. These policies will need re-evaluation periodically. Those that are still relevant should continue to be applied.

- **Increase the intensity of uses at existing employment centers and explore options for development of new employment centers.**

Increasing intensities will become more feasible in the long term with transportation improvements, changes in building technology, and advancements in communications.

LABOR

Goal: **Insure that the Norfolk labor force continues to be highly trained.**

Norfolk has a good match of jobs and labor, with a civilian unemployment rate of 4.6 percent (December 1990, Virginia Employment Commission), compared to 5.0 percent for the metropolitan area as a whole and 4.9 percent for the State of Virginia. The labor force is a critical element in any economic development plan. A labor force with a broad range of skills and knowledge to learn new skills insures that Norfolk residents will be prepared to fill jobs. A skilled and diversified labor force will allow Norfolk to continue to attract new employers to the area. Surveys consistently show a quality labor force as being a fundamental business attraction factor. In addition, enhanced labor force skills will decrease the burden on the entire population by increasing the employability of Norfolk citizens.

POLICIES FOR LABOR -- 2000 PLAN

A number of demographic trends, such as the aging of the workforce and the expanding entrance of women and minorities into the labor force, coupled with the shifting of occupations to service-oriented jobs requiring literacy and higher skill levels, will increase

the importance of a flexible and educated labor force. The following polices will insure that Norfolk's labor force will remain competitive:

- **Develop the skills of Norfolk's labor force.**

Labor force skills are enhanced through the public school system, job training, and higher education. All levels of school, from elementary to high school, from junior college to universities, should enhance the employability of Norfolk residents. The Living Community chapter of this plan deals with policies for enhancing Norfolk's school system. The City will continue to encourage the advancement of educational opportunities at Norfolk State and Old Dominion Universities. Another valuable resource for job skill enhancement will be business and industry on-the-job training, community colleges, such as a Norfolk campus of Tidewater Community College, and special training activities, such as the Tidewater Maritime Training Institute.

- **Provide employment opportunities for all Norfolk residents.**

Given the diversity of Norfolk's population, a variety of jobs with differing skill levels are needed. High skilled employment opportunities will be provided through increased corporate and high tech development. However, support services will be needed, calling for lower skilled employees. In addition, Norfolk's growing tourism and regional retail market will provide opportunities for Norfolk's lower skilled residents. Additional opportunities for unskilled or low-skilled employment are needed to insure employment of all residents.

- **Facilitate the accessibility of jobs.**

Housing opportunities within the city will allow the labor force to locate close to employment centers, minimizing commuting times and distances. In addition, a significant portion of employees in Norfolk will live outside of the city, making transportation an important issue. The Transportation chapter of this plan presents policies to enhance the transportation system.

- **Enhance opportunities for employment of Norfolk residents.**

Not only do members of the labor force need skills and job openings to obtain employment, they also need numerous support services. These would include day care for both children and adults, flexible job schedules, job sharing, home occupations, and other creative initiatives to permit greater participation in the work force.

POLICIES FOR LABOR -- 2020 PLAN

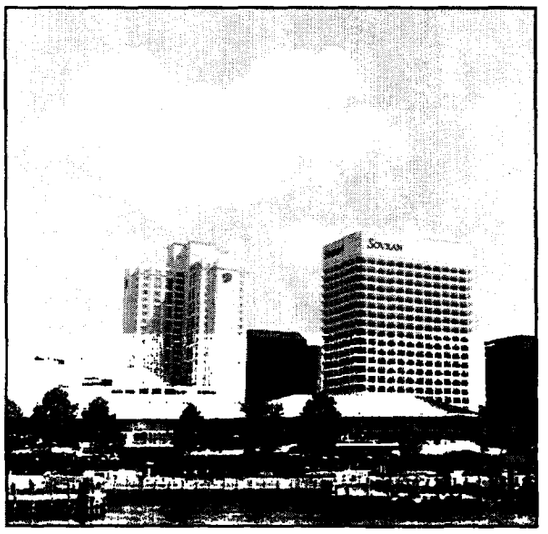
- **Continue to monitor educational needs related to changes in technology.**

With changes in technology, employment skills will need to change. The City will continue to monitor these trends and respond appropriately.

- **Monitor changes in workplace technology.**

Numerous employment opportunities will evolve with changes in how workplaces function, linked with changes in communications, changes in organizational structures, and other factors influencing workplaces. For example, enhanced communications will allow many employees to work at home.

DOWNTOWN



Goal: **Promote expanded development of the central business district.**

Downtown continues to be a source of pride and enthusiasm. During the 1980's, Downtown office space increased 42 percent to over 3.3 million net leasable square feet as of January 1990. Construction of new space continues into the 1990's. Buoyed by the success of Waterside, the City of Norfolk is undertaking further large scale projects Downtown. A major conference center/hotel complex and Nauticus, the National Maritime Center, will add to the excitement and vitality of Downtown, while at the same time pumping millions of dollars into the city's economy. In addition, the City owns several other strategic sites in the Downtown area which will contribute to the vitality of the city as a whole.

POLICIES FOR DOWNTOWN -- 2000 PLAN

The Downtown Norfolk 2000 Plan (an abstract of this plan is included in the Neighborhood Planning chapter) suggests specific means by which further growth and rejuvenation may be accomplished. The following policies will enhance investments Downtown:

- **Reinforce Downtown as the economic focal point of the region.**

Not only does Downtown serve as the business center for the region, but it also provides an image for the region. Polices set forth in the Downtown Norfolk 2000 Plan will continue to enhance this function and image.

- **Pursue an increased corporate presence in Downtown.**

The plan for Downtown highlights the use of the R-8 site for corporate development. The presence of large corporations in the economy has a stabilizing influence, as well as creating numerous employment opportunities.

- **Support the development of retail in Downtown.**

With the continued development of residential areas in and around Downtown and the increasing presence of Downtown workers, additional retail is needed in Downtown. The R-8 site has potential as a regional retail center, in combination with increased corporate presence.

- **Involve the public sector in the provision of crucial projects and improvements.**

Certain Downtown projects will be crucial to the image of the entire city. These developments include the hotel and convention center, Nauticus, an entertainment and sports complex at Bessie's Place, and corporate development of R-8. Public/private partnerships may be needed to achieve such projects.

- **Maintain the urban character of Downtown.**

Downtown will remain compact, with pedestrian-oriented development. Special attention to design and efficiency of use are essential elements in maintaining this urban character. High quality public spaces should be developed to facilitate Downtown economic development.

- **Maintain physical and visual links between Downtown and the waterfront.**

Public access to Downtown's waterfront is an essential part of the image of the city. This requires attractive pedestrian promenades and visual access to the waterfront from numerous points in the Downtown. In addition to access, the use of Downtown's waterfront property is crucial to the image of the city. Norfolk's Downtown waterfront will be secured with new development at the east, focusing on entertainment and sports, and at the west with the development of Nauticus.

- **Develop residential neighborhoods in and adjacent to the Downtown area.**

Residential development in neighborhoods surrounding the Downtown, such as Ghent, Freemason, and the Front Street area, enhance the image of Downtown, adding to the vitality and customer base for Downtown retail development. Residential development in the Freemason area and in Downtown itself, in the form of over-the-store living or other type residential developments, will also add to this vitality.

POLICIES FOR DOWNTOWN -- 2020 PLAN

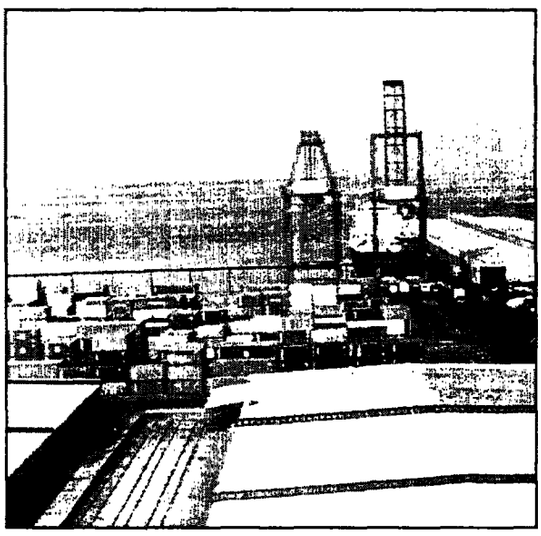
- **Continue, to the extent appropriate, 2000 Plan policies.**

New development in and around Downtown will influence future policies for the continued development of Downtown.

- **o Stimulate more intense development in the northern portion of Downtown.**

As other areas of the Downtown develop and less space becomes available for development, the area to the north of Brambleton Avenue should be planned as a logical extension of Downtown development.

WATERFRONT



Goal: **Allocate waterfront land along deep channels for an efficient variety of commercial and industrial uses.**

The Ports of Hampton Roads have just completed another record year, as major investments in port facilities and channel deepenings continue to enhance activity. Approximately 64.8 million tons of cargo were handled in 1989, and approximately 68 million tons of cargo were handled in 1990. Norfolk's history, quality of life, and economy are greatly affected by the preponderance of waterways throughout the city and the region. The City's land use and economic development policies are structured to allow for the allocation of waterfront land in a manner which maximizes long term economic growth, while at the same time respecting residential, recreational and environmental needs. Map ED-3 illustrates the location of deep water channels along Norfolk's western and southern edges.

There are numerous other potential economic development projects along Norfolk's waterfront, not only that of port and port-related activities. Residential development along the waterfront is an asset enhancing the quality of life and the marketability of the city. Waterfront access is an important image for the city, as embodied in Town Point Park, and also enhances the marketability of the city. Perhaps most important to continued use of the waterfront as an asset will be efforts to maintain and enhance the quality of water, as addressed in the Environmental Quality chapter.

POLICIES FOR THE WATERFRONT -- 2000 PLAN

Expansion of the port facilities at Norfolk International Terminals and other improvements should insure strong growth for this segment of the economy. Downtown will continue

ED-3 PREDOMINANT USES ALONG NORFOLK'S DEEPWATER WATERFRONT

to focus on its waterfront location as well. The following policies for Norfolk's waterfront will insure that this valuable land is developed to its best use:

- **Develop port and related uses in waterfront locations with deep water access, except in the Downtown area.**

Large scale ship repair and shipping activities require deep channel access to function. In addition, these uses require a large amount of land for support activities, such as storage of materials or cargo and parking. The exception to this policy will be in the Downtown area where these types of uses will not be encouraged. In accordance with the Downtown Norfolk 2000 Plan, Downtown related uses will be allowed and encouraged from the Mid-Town Tunnel to the railroad bridge at Bessie's Place in accordance with market pressures in these areas.

- **Encourage development of smaller scale waterfront activities in lesser channels.**

Activities such as small boat repair, small scale shipping, and fishing, do not require deep channel access. In addition, these type of uses do not consume as much land for support functions. Thus, these uses will be encouraged in lesser channels.

- **Encourage development of businesses that support the maritime industry.**

Norfolk is home to numerous businesses that locate here because of the maritime activity. These types of businesses, such as the Virginia Port Authority, the longshoremen, and numerous law and insurance firms tied to the maritime industry, should be encouraged to develop in Norfolk.

POLICIES FOR THE WATERFRONT -- 2020 PLAN

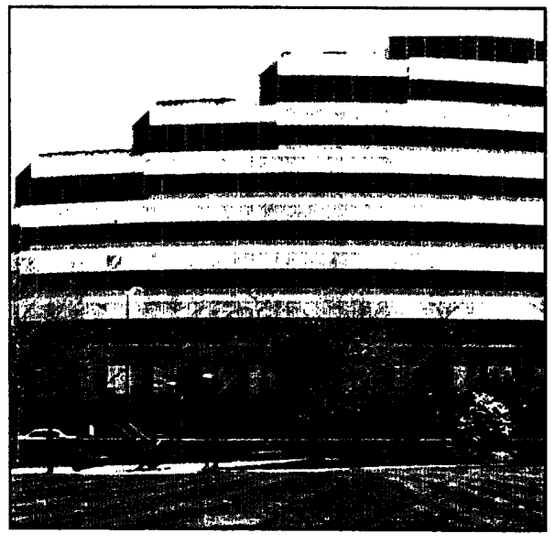
- **Examine the reuse potential of currently underutilized industrial properties along the waterfront.**

As newer technologies are developed, the organization of many of the waterfront industries may change. The City should play a role in identifying and encouraging appropriate redevelopment of these sites.

- **Monitor trends in the maritime industries.**

Trends in the maritime industry, such as containerization improvements, can influence the land use configurations of many waterfront industrial users. These trends need to be identified and responded to appropriately.

GLOBAL LINKAGES



Goal: **Engage in active international marketing, using the port and other linkages to encourage increased foreign economic activity in Norfolk.**

Norfolk's global relationships have already had an effect on the Norfolk and Hampton Roads economies. At least thirteen foreign-owned companies have operations in Norfolk, most being port-related. The growth of the port itself is in part a result of increased global economic interaction. Norfolk has an established international marketing effort, building on long trading relationships with Europe and sister-city relationships with Norfolk County, England; Wilhelmshaven, West Germany; Kitakyushu, Japan; and Toulon, France. Due to this foresight, the City of Norfolk has the potential to benefit from changes in the global economy.

POLICIES FOR GLOBAL LINKAGES -- 2000 PLAN

Increased investment from Europe and Japan, as well as increased levels of trade flowing through the port, will stimulate the Norfolk economy. The following polices will enable Norfolk to participate effectively in the global economy:

- **Increase the amount of foreign investment in Norfolk.**

Foreign investment in Norfolk, in the form of exports and financial investment, but especially real foreign investment such as foreign firms locating in the city, is an important component of economic development. The City will pursue foreign firms in much the same manner as the City recruits United States firms.

- **Focus attraction efforts to key regions.**

The City has an active international marketing plan that recognizes the potential of the emerging nations within the Pacific Rim and the advent of the European Economic Community in 1992. Two other areas warranting attention include the Far East and Canada.

- **Take advantage of special opportunities to build on existing international ties.**

The port provides the City with a number of strong, historical foreign ties. In addition, organizations such as the North American Treaty Organization's American headquarters (located at the Naval Base) provide Norfolk with numerous foreign ties. Another strong link is Norfolk's Sister City program. But perhaps Norfolk's greatest asset in the global marketplace is Norfolk's leadership in this field.

- **Enhance international air access.**

The City's success in developing international linkages through the ports should be broadened to include air access for both cargo and passengers. Norfolk International Airport has the capacity to support international travel and is strategically located to serve the Hampton Roads region. International air travel should be pursued at Norfolk International Airport while longer term options for a larger facility in the region are being evaluated.

POLICES FOR GLOBAL LINKAGES -- 2020 PLAN

- **Target key regions that emerge with changes in the international economy.**

The development of emerging countries such as Taiwan, Korea, and revitalized Eastern European countries should be monitored, with marketing and development relationships adjusted to reflect trends.

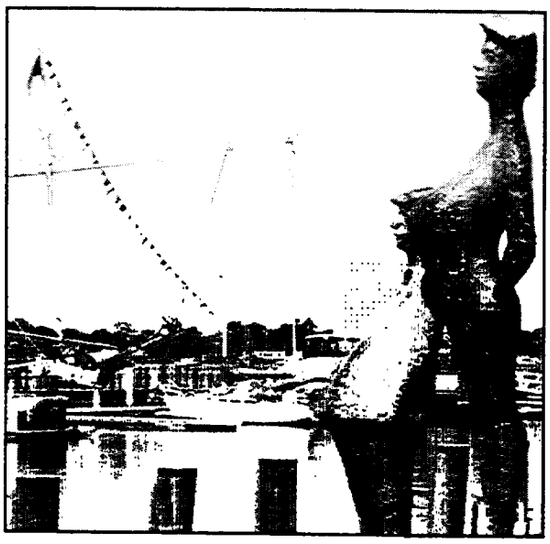
- **Adjust international efforts in response to advancements in global network communication technology.**

Advances in communications technology will allow for even greater international activity. Norfolk must remain abreast of these developments and respond appropriately.

- **Support studies on the development of a major international airport serving Eastern Virginia and North Carolina.**

With increased international activity in the region, a major international airport can significantly enhance business, development, and tourism opportunities.

TOURISM AND CULTURE



Goal: **Enhance tourism and cultural opportunities within the city.**

Norfolk has a number of high quality facilities and activities that form the City's tourism and cultural assets. The importance of these assets to economic development is twofold. First, tourism brings money into the community. Travel expenditures contributed over $200 million to the Norfolk economy in 1988. Second, tourism and cultural opportunities enhance the marketability of the city to both potential employers and employees.

POLICIES FOR TOURISM AND CULTURE -- 2000 PLAN

The following policies will enhance tourism activity and cultural assets in Norfolk:

- **Increase convention attendance.**

With the development of the new hotel and convention center in Downtown, along with the availability of existing hotels and meeting facilities, Norfolk will be able to capture a greater number of conventions, as well as larger conventions. There will be enough hotel rooms in the Downtown core to compete for many conventions which are simply too large to be accommodated by existing facilities. In order to facilitate increased convention activity, marketing and coordination efforts between the hotels, the convention facilities, and the City are necessary. In addition, the development of other attractions, such as Nauticus and the entertainment and sports complex at Bessie's Place, will make Norfolk more attractive for conventions.

- **Expand the business traveller portion of the tourist market.**

Downtown Norfolk is the business center for the region, and as such, will be able to accommodate a significant amount of the business traveller portion of the tourist market. In addition, the presence of the airport in Norfolk makes the city a logical choice for the business traveller. In order to target this market, several things are needed, including new hotels Downtown and high quality restaurants.

- **Attract more visitors from both within and outside the Hampton Roads region.**

Norfolk has a number of attractions which draw visitors from the region and beyond. Perhaps the most spectacular example is Harborfest which began as a very small gathering and has blossomed into a weekend festival attracting hundreds of thousands of patrons. There are numerous noteworthy attractions, such as the Virginia Stage Company, the Virginia Opera, the Virginia Symphony, and the Chrysler Museum, which will be instrumental in continuing to attract visitors to Norfolk. Expanded waterfront activities, including an entertainment and sports complex and Nauticus, will make Norfolk a destination tourist center. Quality restaurants and movie theatres also attract residents and nonresidents to the city. Timing of events to complement tourist schedules, promotion of bus tours of historical Norfolk, and targeting the naval population through special discount programs are additional measures that will boost tourism in Norfolk.

- **Promote tourism and cultural attractions as assets for business recruitment.**

Tourism and cultural attractions are important elements in recruiting new business to the city. They are valuable assets in Norfolk's quality of life not replicated in other cities in the region. The Living Community chapter of this plan outlines policies governing the future development of these cultural attractions.

POLICIES FOR TOURISM AND CULTURE -- 2020 PLAN

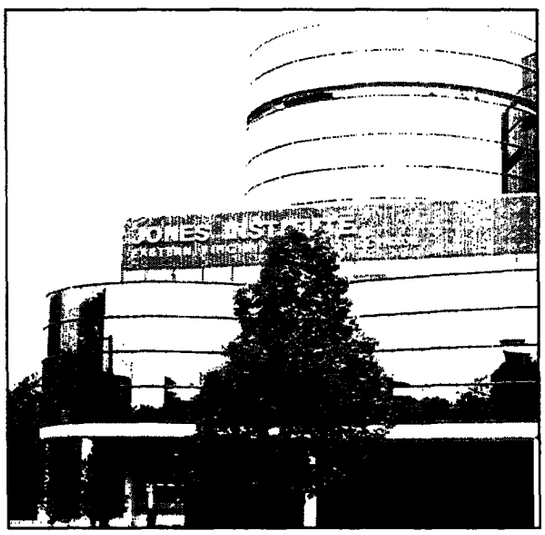
- **Expand opportunities for major entertainment events.**

With a sports complex and other large gathering facilities in place, Norfolk will be able to accommodate major sporting events, large scale trade shows, and additional entertainment and cultural activities.

INSTITUTIONS

Goal: **Support and encourage institutional development and expansion into economic activities.**

Major institutions are not only important supplements to Norfolk's quality of life and generators of skilled labor, they are also significant employment centers. This is particularly true of the Medical Center and Old Dominion and Norfolk State Universities which together employ approximately 13,000 persons and have a current enrollment of over 25,000 students.



POLICIES FOR INSTITUTIONS -- 2000 PLAN

In order to facilitate the continued and expanded economic development potential associated with institutional development, the following policies are recommended:

- **Foster cooperative City/institutional involvement in the planned development of institutions in Norfolk.**

Large institutions, as they continue to develop, need to work with the City, developing institutional development plans. This joint effort will allow for growth and development of institutions in a manner that is harmonious with surrounding development and that will benefit both the City and the institutions. In addition, institutions, as large users of land, should be encouraged to develop compactly to be efficient users of land. This would include the military, encouraging the return of any excess land to Norfolk's tax rolls.

- **Support development of a Norfolk campus of Tidewater Community College.**

Development of a community college in Norfolk as recommended by the Citizens's Opportunity Task Force is directly linked to the policies for the development of Norfolk's labor force. In development of a Norfolk campus, institutional land use issues will need to be addressed.

- **Support economic development in conjunction with the institutions in appropriate areas.**

Numerous institutions in Norfolk and the region engage in research and development that is transferred to the private sector. Examples of this include the planned biomedical research park in connection with the Medical Center, the scientific and business research taking place at Norfolk's universities, as well as business and technology incubators and the oceanographic research taking place in the city. Development of these spinoff uses should be included in the development plans for institutions.

POLICIES FOR INSTITUTIONS -- 2020 PLAN

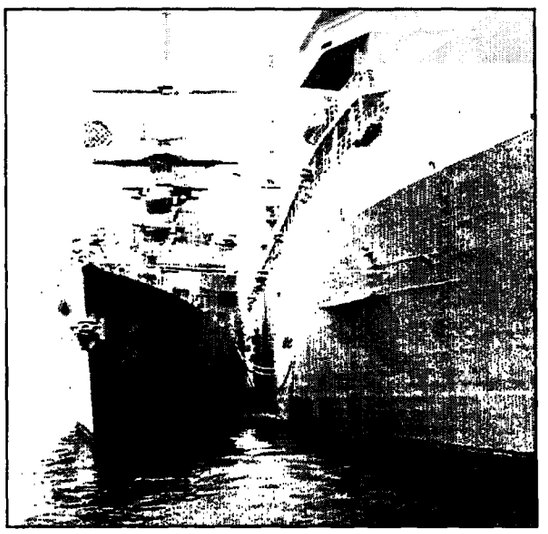
- **Work with major institutions as they increase the intensity of development.**

Demand for continued development of university facilities will take the form of increased intensities of development and not through major expansions of land area. The City, through the institutional development plans, will work with the institutions to encourage compact development of high quality and good design. By increasing intensity of institutional development, surrounding uses can be protected and more land is kept on Norfolk's tax rolls.

- **Expand the Norfolk campus of Tidewater Community College to offer a full range of programs.**

The recommendation of the Citizen's Opportunity Task Force for a Norfolk campus of Tidewater Community College stressed the need to focus initially on vocational training and programs tied directly to jobs and the needs of Norfolk businesses. This emphasis meets the current needs of Norfolk citizens and businesses. Once that role has been firmly established, the campus curricula can be expanded to meet more broadly based goals of a full service community college without detriment to the primary mission of the proposed Norfolk campus. This expansion would be expected during the 2000 to 2020 time frame.

MILITARY



Goal: **Take full advantage of economic and employment opportunities resulting from a changing military presence.**

While cuts in military spending are forecast in the future, current spending patterns remain strong. This is due principally to a backlog of projects still being completed at various installations around Hampton Roads. The military is the dominant source of employment, both in Norfolk and the region. It remains to be seen if national cuts will cause any reductions at the local level. The strategic importance of the Hampton Roads facilities should insure that reductions will be minimal. It is possible that as the military consolidates and relocates elements of its operations, Norfolk may experience a net growth in military activity and population.

POLICIES FOR MILITARY -- 2000 PLAN

The City, the private sector, and the military will continue to foster joint development and shared military-civilian use of land and facilities while continuing to support growth in military investment and population, guided by the following policies:

- **Monitor trends in defense contracting, spending, and reorganization.**

During this time of change in the defense industry, it is critical that Norfolk remain abreast of these changes. Spending and reorganization activities in the industry could greatly impact the Norfolk area. In addition, increased costs and escalating land costs are affecting defense contractors in the Washington D.C. metropolitan area. Some of these companies could be attracted to Norfolk. Norfolk offers a large source of demand, less expensive real estate, a trained labor force, and a location which is still well within easy driving distance of the Washington, D.C. area.

- **Maintain a close liaison with the Navy.**

National trends in defense spending could result in changes at the Norfolk Naval Base. The City should remain abreast of the Navy's plans for the Norfolk Naval Base and react promptly and intelligently to new scenarios as they develop. Formal communication between local Navy and City personnel should be encouraged so that working relationships are maintained.

- **Seek to accommodate Naval Base relocation of support functions at taxable sites.**

The Naval Base is currently operating near its full capacity. The Navy is seeking to move support operations off-base in order to relieve crowded conditions. A joint partnership between the Navy and Norfolk is required in order that sufficient sites may be made available. One important development site for the Navy is the Navy Fourth View site in Willoughby which presents opportunities for joint participation in the development of federal property.

- **Pursue opportunities to work with the military in the high technology development field.**

Just as major institutions are high tech magnets, so are the Norfolk Naval Base and other defense industries. Defense has traditionally been on the forefront of technological development.

- **Integrate military households more completely into the community.**

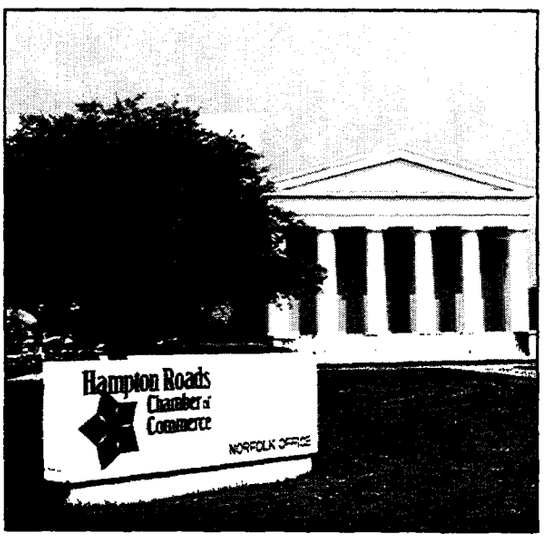
Many of the 10,000 to 12,000 military personnel discharged annually from the base are well-trained employees--an asset in our labor market. City efforts to make these military households become part of the community, such as the Navy Welcome Center, and to identify Norfolk as home, will insure that this labor force remains in the city.

POLICIES FOR MILITARY -- 2020 PLAN

- **Continue to monitor defense activities and liaison with the Norfolk Naval Base.**

The Navy will continue to be a major presence and an economic factor in Norfolk. Defense policies and practices will continue to change, and these changes must be recognized and addressed.

REGIONALISM



Goal: **Develop a shared agenda of regional economic development goals.**

Hampton Roads is the 28th largest metropolitan statistical area. Regionalism is a force just getting underway in Hampton Roads, with efforts expanding to include economic development. While some organizations market the region as a whole, most current efforts and projects are conducted by the individual cities. A regional approach to economic development presents significant opportunities for all the municipalities of Hampton Roads. In recent years the region has responded effectively as a single unit to a number of challenging issues, including solid waste treatment and jail facilities, as well as transportation. The recent merger of the planning district commissions of the Southside and the Peninsula is one important step towards more effective regionalism.

POLICIES FOR REGIONALISM -- 2000 PLAN

Because the economy of the region operates irrespective of city lines, a shared agenda of regional economic goals is in the best interests of all parties involved. A regional approach to economic development will lead to a more streamlined and cohesive business recruitment process and allow Hampton Roads to focus on competing more effectively with other large metropolitan areas. The following policy will facilitate the functioning of the local economy as one region:

- **Establish leadership in promoting regional economic development.**

A regional approach to economic development has both regional and local benefits. Dollars do not stop flowing at city lines. Increased communications between the various economic development agencies are necessary to foster regional initiatives. Norfolk can and should assume a leadership position in this effort. Norfolk should provide the leadership in the development of not only regional authorities to deal with economic development, but also transportation, water, criminal justice facilities, and other public needs.

POLICIES FOR REGIONALISM -- 2020 PLAN

- **Evaluate the progress of regional economic development efforts and directions.**

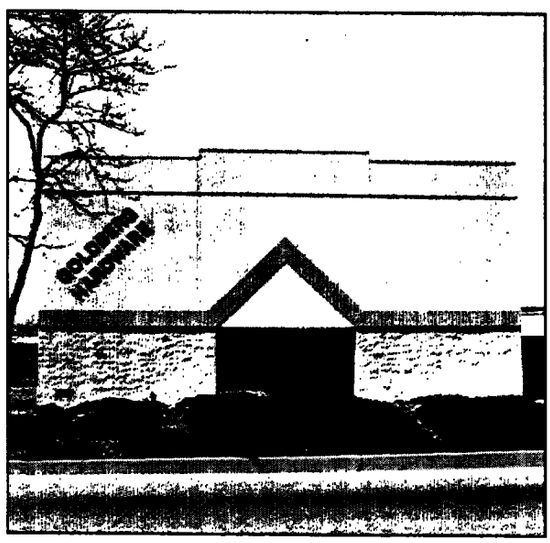
The Hampton Roads area will build on the success of regional economic development activities established in the 1990's.

- **Increase emphasis on regional marketing efforts.**

As regional economic development becomes more established, the emphasis for marketing will be the region as a whole.

IN SUMMARY...
Success in each of these areas will be crucial to the mature development of Norfolk's economy in the future. The following section will provide a graphic portrayal of this economic vision and opportunities for development in Norfolk, integrating the previously discussed actions.

FOCUS FOR ACTION



The economic development policies focused on two time periods--the present through the year 2000 and the year 2000 through the year 2020. Based on the recommended policies, numerous strategic economic development areas can be identified. The Norfolk economy of the year 2000 can be a healthy and vibrant one. The most important locations for expanded economic activity are shown on Map ED-4, Strategic Economic Development Areas 2000.

The development of each of these areas will draw from one or more of the assets outlined in the previous section. As shown, the Navy will continue to reorganize, both on the Norfolk Naval Base and around its borders, including the Fourth View site. Port activities will continue to expand at Norfolk International Terminals. Major institutions, such as DePaul Medical Center, the Eastern Virginia Medical Center, Old Dominion University, and Norfolk State University, will continue to develop and reorganize. Older commercial areas, such as Five Points, the 35th Street Corridor, and the Granby Street Corridor, will be the focus of revitalization activity. Development activity will continue in other areas of the city, including Front Street, Downtown, Midtown, Riverside Corporate Center, Janaf, Military Circle, Wards Corner and Southern Shopping Center. Finally, new areas will emerge as a focus for economic development, including the Interstate 64 commercial quadrant at Lansdale, Park Crescent Commerce Park, and Lake Wright.

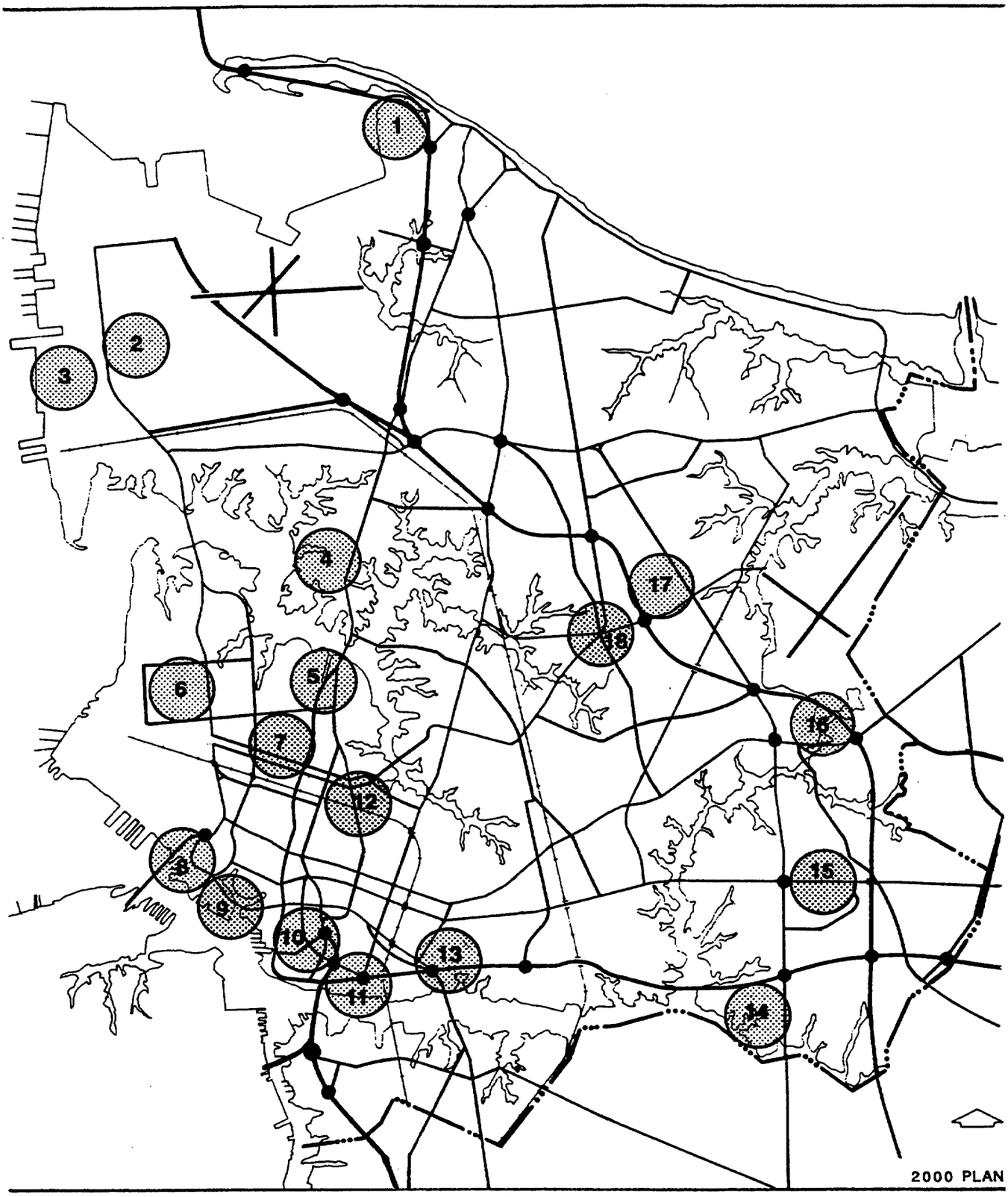
Looking even further ahead to the year 2020, potential economic development areas can be identified. These identified areas present the potential to expand their role in economic development or to transition from other uses to economic development uses in the future. These economic development potential areas for the year 2020 are shown on Map ED-5.

Many of the areas highlighted for potential economic development activities focus on the reorganization and expansion of existing economic development functions at existing magnets. For example, the Medical Center will continue to reorganize and grow as health

STRATEGIC ECONOMIC DEVELOPMENT AREAS - 2000 (MAP ED-4)

1. Navy-Related Mixed Use at Fourth View Site
2. Navy-Related Uses on Norfolk Naval Base
3. Expanded Port Function at Norfolk International Terminals
4. Hospital Expansion/Related Uses at DePaul Medical Center
5. Revitalized Commercial Corridor South of Granby Street Bridge
6. University Expansion/Related Uses at Old Dominion University
7. Revitalized Commercial Corridor along 35th Street
8. Medical Center Expansion/Biomedical Research Park
9. Front Street Mixed Use
10. Expansion of Mixed Use Downtown including R-8 Site
11. Expansion of Downtown Functions at Bessie's Place
12. Revitalized Light Industrial in Midtown
13. University Expansion/Related Uses at Norfolk State University
14. Office Park Expansion at Riverside Corporate Center
15. Expansion of Retail and Office Functions at Janaf and Military Circle
16. Interstate 64 Commercial Quadrant at Lansdale and Lake Wright
17. Office/Light Industrial Park at Park Crescent
18. Revitalized Commercial Node at Five Points

ED-4 STRATEGIC ECONOMIC DEVELOPMENT AREAS-2000



Freeway

Arterial

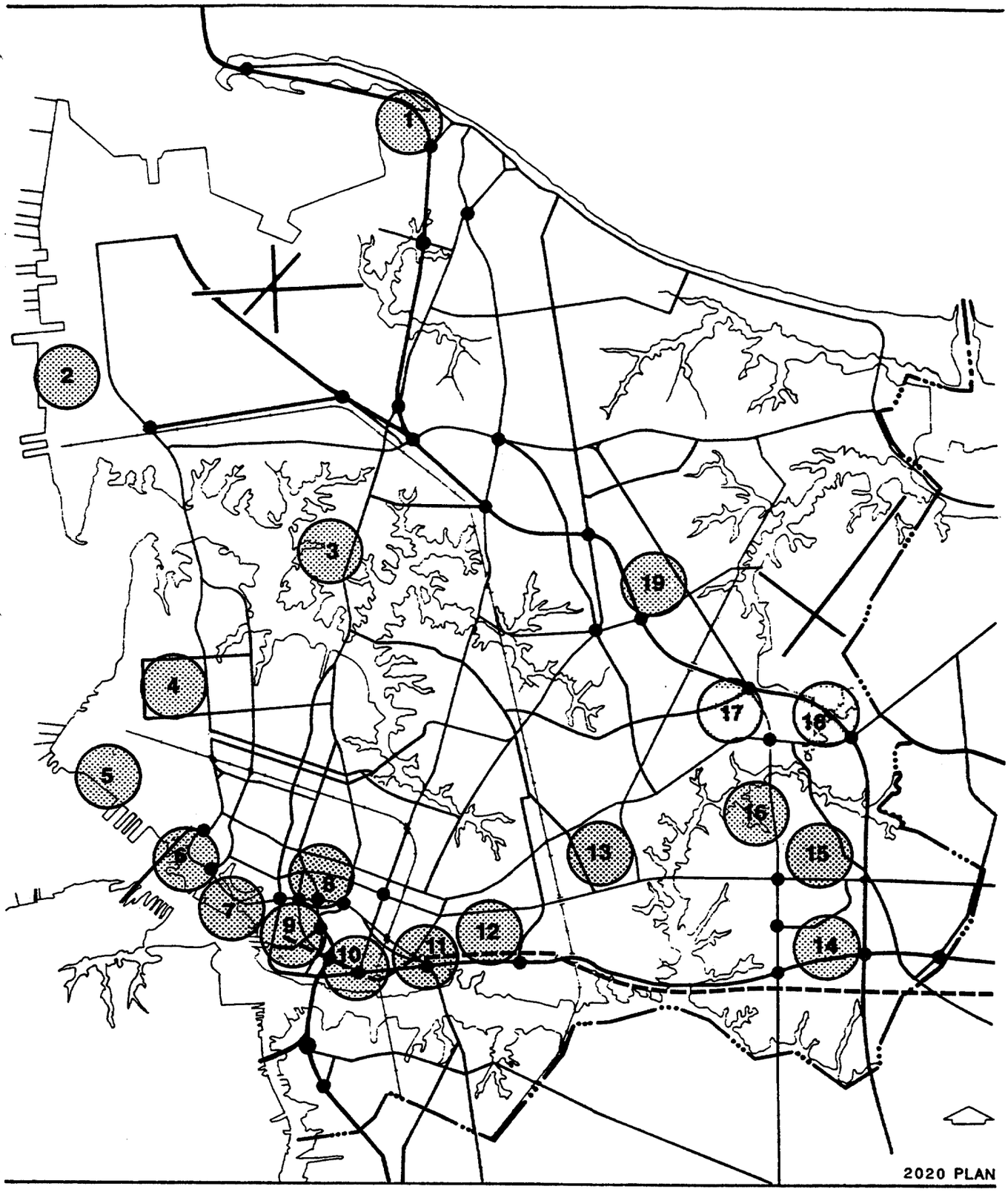
Interchange

POTENTIAL ECONOMIC DEVELOPMENT AREAS - 2020 (MAP ED-5)

1. Expansion of Navy-Related Uses at Fourth View Site and in Willoughby
2. Expanded and Reorganized Port Function at Norfolk International Terminals
3. Hospital Expansion/Related Uses at DePaul Medical Center
4. University Expansion/Related Uses at Old Dominion University
* 5. Reorganization of Port Function at Lamberts Point Coal Piers
6. Medical Center Expansion/Biomedical Research Park
7. Front Street Mixed Use
* 8. Revitalization of Downtown north of Brambleton Avenue
9. Expansion of Mixed Use Downtown including R-8 Site
10. Expansion of Downtown Functions at Bessie's Place
*11. Redevelopment to Economic Function in South Brambleton Area
12. University Expansion/Related Uses at Norfolk State University
*13. Expansion/Reconfiguration of Industrial Uses in Norfolk Industrial Park
*14. Expanded Business Function in Glenrock Area
*15. Reorganization of Janaf Area
*16. Expanded Commercial Function (Especially Office) along Military Highway
*17. Expansion of Commerce Park in Norfolk Commerce Park Area
18. Office Park/Related Uses in Lansdale and Lake Wright Area
19. Expansion of Office/Light Industrial Park at Park Crescent

* Activity potential is greater after year 2000.

ED-5 POTENTIAL ECONOMIC DEVELOPMENT AREAS-2020



Freeway
Arterial
Interchange
Light Rail

ED-6 EXISTING WORKING AREAS - 1990

Freeway

Arterial

Interchange

Mixed Uses

Commercial/Office

Industrial/Transportation/Utility

Institutional

Military

Education, Recreational, Cultural, Open Space and Environmentally Sensitive

ED-7 PLAN FOR WORKING AREAS - 2000

- Freeway
- Arterial
- Interchange
- Mixed Uses
- Commercial/Office
- Industrial/Transportation/Utility
- Institutional
- Military
- Education, Recreational, Cultural, Open Space and Environmentally Sensitive

care continues to evolve in the future; the Downtown and the Norfolk Commerce Park will expand; the universities will continue to reorganize and grow at their present locations; development opportunities will continue to arise along the Interstate 64 quadrant and in the Front Street area; and development of the Fourth View site will influence the development of the Willoughby area.

On the other hand, new locations for economic development will evolve as current uses at these sites become dated or inappropriate. For example, the inefficient use of land at the coal piers of Lamberts Point could be corrected with new economic development activity locating there; the Glenrock area will transition to business uses; and South Brambleton will be redeveloped to an economic development function. In addition, the development of the light rail along the Interstate 264 corridor, as outlined in the Transportation chapter, will create a market for intensified uses along this corridor.

Combining the policies outlined in the previous section with the identification of strategic economic development areas for the year 2000 provides the framework for the Plan for Working Areas - 2000. This plan is based on the location of existing working areas shown on Map ED-6. The major employment centers, identified earlier, are distributed throughout the city, tending to be clustered along the waterfront, near Downtown, and along major transportation arterials. The smaller economic development areas tend to cluster along major transportation links as well. Industrial areas are found along the waterfront and major railroad lines. Industrial space is also found in two major planned parks: Norfolk Industrial Park and Norfolk Commerce Park. Commercial areas tend to be more dispersed, locating along major roads and near the residential areas which they serve. Major office concentrations are found Downtown and in the Military Circle area. Major retail corridors are located along Military Highway and Little Creek Road.

The comprehensive Plan for Working Areas - 2000 is illustrated in Map ED-7. While there will be some minor changes between the current land use pattern and this vision, a great deal of growth and change in Norfolk's economy will occur in areas already designated for these economic activities. In addition, as their original uses become less appropriate, certain areas of the city will be redeveloped for new economic activities.

IN SUMMARY...
Successful economic development efforts will require the successful implementation of not only the policies outlined in this section, but also those found in the Transportation, Housing, Caring Community, Living Community, Neighborhood Planning and Environmental Quality chapters of the General Plan for Norfolk.

HOUSING

VISION

NORFOLK HOUSING

NORFOLK HOUSING POLICIES

FOCUS FOR ACTION

VISION

The City of Norfolk has always been noted for the quality of its neighborhoods and the diversity of its population. Both of these characteristics are envisioned to be strengthened as the City moves towards realizing the vision parameters described in the Vision chapter. Housing plays a fundamental role in the realization of these visions, providing the basis for a diverse population and identifiable communities and neighborhoods.

The housing vision of Norfolk's future focuses on four of the six parameters:

- **A Personable and Caring Community**
- **An Exciting, Lively, and Memorable Community**
- **A Product of American History and Values**
- **A Place of Opportunities for all its Citizens**

The City of Norfolk recognizes that every resident should have an opportunity to live in decent, safe, and sanitary housing, the foundation for a personable and caring community. In addition, the City encourages a commitment to promoting Norfolk and its neighborhoods as prime residential areas and providing a balance of housing types and prices on the open market, continuing to promote the city as an exciting, lively, and memorable community. Community spirit can only be enhanced through greater self-sufficiency and greater choices, not only in the housing market, but in all aspects of the city which contribute to the quality of life, enhancing the sense of history and values in the community.

Housing policies are related to policies found in other parts of this General Plan. Economic Development policies will provide employment for Norfolk residents, as well as supplement the tax base. Transportation systems will facilitate travel to work or other destinations. Schools, parks, and other municipal services, as outlined in the Living Community and the Caring Community chapters, will enhance the quality of life for Norfolk residents. Environmental quality and community design also will be instrumental in facilitating a desirable living environment in Norfolk.

NORFOLK HOUSING

To a large extent the character of a city is determined in a physical sense by the available housing and in a social sense by the people who live in that housing. Norfolk's image is one of many neighborhoods of primarily single family homes, but at a variety of urban densities. Neighborhoods range from predominantly large lot single family to smaller lot single family to multifamily units. The housing is not homogenous and neither are the residents.

Norfolk is home to a wide range of residents from a diversity of social and economic backgrounds. Residents are attracted to Norfolk due to its proximity to work places, its attractive neighborhoods, its affordable housing, and its wide range of institutions that enhance the quality of life. Norfolk's population has fluctuated over time, from a peak of 307,951 residents in 1970 to approximately 261,200 residents in 1990. During this same time period, Norfolk's share of the Hampton Roads population has declined from 28.3 percent to 18.4 percent. This drop in regional share reflects the role of Norfolk as the central city, with a greater portion of land devoted to nonresidential uses. The surrounding jurisdictions have undergone rapid suburbanization due in large part to their proximity to Norfolk. While Norfolk had a net loss of population since 1970, the number of households has increased during this same period due to decreasing average household size.

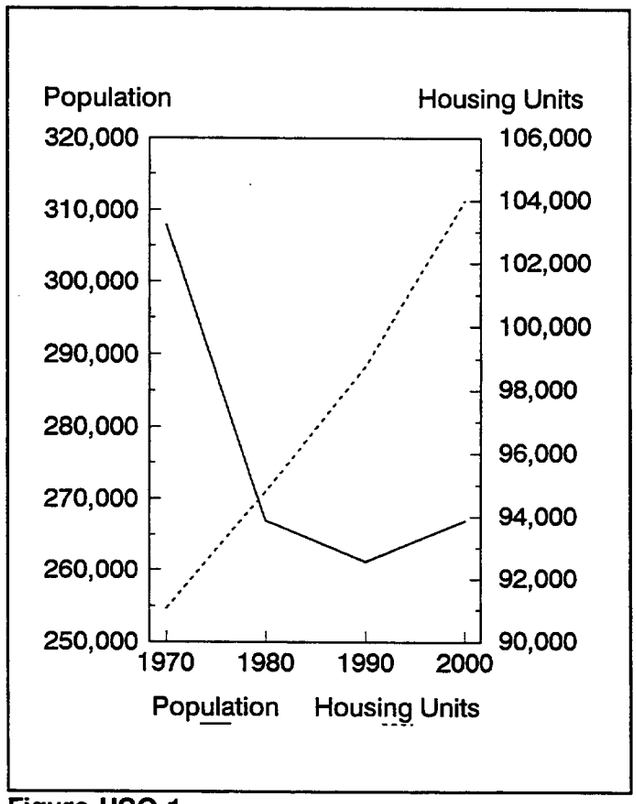


Figure HSG-1
NORFOLK'S POPULATION AND HOUSING UNITS, 1970-2000

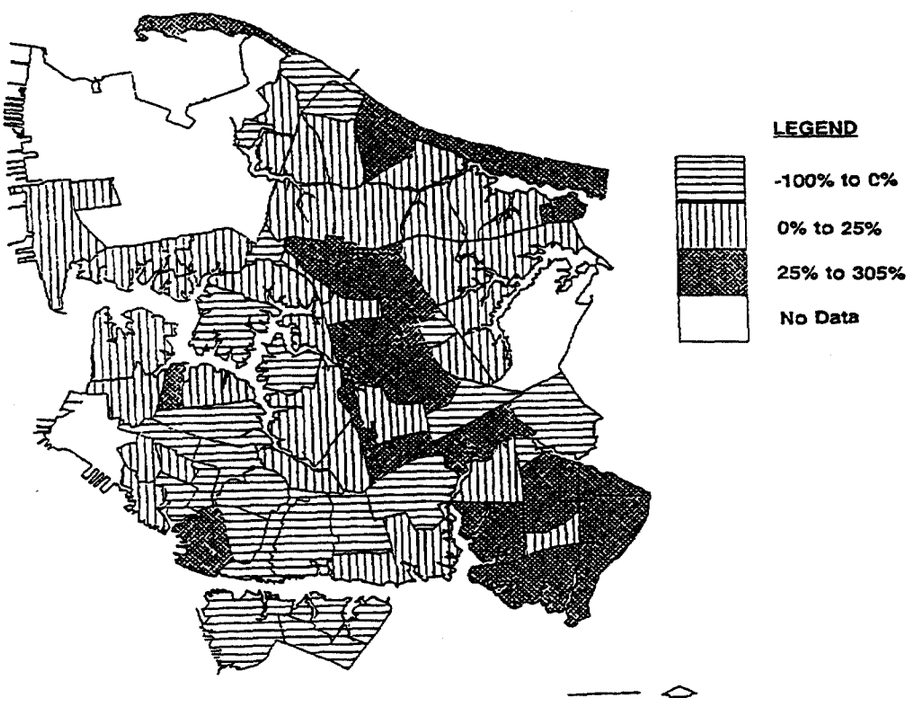
Note: Norfolk 2000 population based on 1990 Census figures, applying growth rates of previous VEC forecasts. Housing units 2000 estimated based on historic ratios of population to housing units.

Sources: Virginia Employment Commission; 1960, 1970, 1980, 1990 U.S. Censuses.

Norfolk's population is forecast to grow to 267,000 by the year 2000. These population trends and forecasts are shown in Figure HSG-1. Also shown are housing unit trends and forecasts which were estimated at 91,061 units in 1970, 98,762 units in 1990, and

forecast to 104,000 units by 2000. The maximum number of units that can be built in Norfolk at currently allowed densities is approximately 104,000 units. This amount should be built by 2000. However, redevelopment will continue in Norfolk. Even though the net addition of housing units in Norfolk has been approximately 0.5 percent annually over the past twenty years, the gross addition of units has been approximately 1,200 annually during the 1980's, a significant number of which were replacing demolished units. Even with this level of housing construction, the housing supply is slow to change over time. Limited sites for new housing construction are a constraint.

HSG-1 PERCENTAGE CHANGE IN HOUSING UNITS 1970-1990



Changes in the supply of housing have varied across the city, shown in Map HSG-1 at the planning district level, with the greatest amount of activity being in the bayfront area and the eastern portion of the city in terms of net additions to the housing supply. Demolitions or reductions in the housing supply resulting from public action programs have been a factor in the areas surrounding downtown. A significant portion of these demolitions were in neighborhoods which historically faced overcrowding and substandard conditions. These neighborhoods coincide, to a large extent, with the location of formerly segregated neighborhoods and neighborhoods which suffered under the influx of servicemen and defense workers. New construction, redevelopment, and conservation activities are also linked to the pattern of change in housing units.

Residential density, defined as the number of housing units per net residential acre, affects the range of housing choices and the perceived characteristics of the housing. Norfolk is a dense city compared to the surrounding jurisdictions. Norfolk is one and one-half times more dense than neighboring Portsmouth, the second most dense city in the area. This is to be expected given the central city function of Norfolk, serving as the center of the larger regional area. Citywide residential density increased from 7.58 units per net residential acre in 1970 to 8.26 units per net residential acre in 1990. Residential density varies across the city, with the higher density areas concentrated near the downtown area and along the bayfront. Map HSG-4 on page HSG-30 illustrates residential density based on block data generalized to minimum three acre areas. Three density ranges are illustrated: 8.7 units per net residential acre or less, equating to single family detached units; 8.8 to 20.0 units per net residential acre, equating to medium classifications of development such as townhomes; and 20.1 units per net residential acre and up, equating to the more intense multi-family developments.

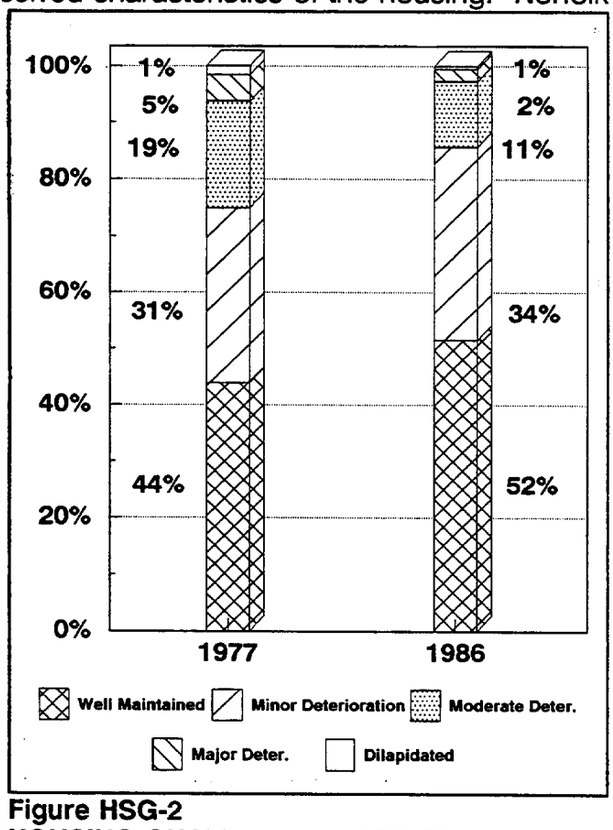


Figure HSG-2
HOUSING QUALITY IN NORFOLK

Source: Department of City Planning and Codes Administration.

Another factor influencing the image of the city is the quality of its housing. The City of Norfolk has undertaken periodic surveys of housing quality. Based on the most recently tabulated survey, completed in 1986, 85.7 percent of Norfolk's housing is rated as well maintained or only having minor problems. This was a significant improvement over the 1977 survey in which 74.1 percent of Norfolk's housing structures fell within these categories. The results of these two housing quality surveys are shown in Figure HSG-2.

This measured improvement in housing quality is in part attributable to various community development activities such as conservation programs offering low interest loans for rehabilitation of housing units coupled with redevelopment activities, shown in Map HSG-2 on page HSG-25, occupancy permit programs requiring inspection of residential properties with every change in occupancy, also shown in Map HSG-2, and continued code enforcement. These programs addressing housing quality will be even more critical

as the average age of Norfolk's housing rises. The current median age of a housing unit in Norfolk is between 30 and 40 years.

Norfolk has a large supply of affordable housing units when compared with the region. Approximately 64 percent of Norfolk's housing costs less than $500 per month (1988 American Housing Survey), compared with 47 percent in the region. In addition to the affordability of Norfolk's housing, approximately 11 percent of housing in Norfolk receives some type of public subsidy, whether public housing, some other type of federal subsidy, or state or local subsidies.

IN SUMMARY...
There are numerous housing market elements that are crucial to the success of any housing plan for the City of Norfolk. Grouped together, these elements will aid in the realization of the vision parameters. The vision of Norfolk as a personable and caring community will be realized though a combination of efforts. First, the City must insure that the **special needs populations** are provided with adequate housing options. This includes the **elderly and handicapped**, the **homeless, transitional, and the large households**, and the **student and military** populations. Caring for these special needs populations encompasses several goals including the increased involvement of citizen and non-public resources in meeting the needs of these groups, assurances that all housing will be suitable for all segments of the population, and active treatment of special needs households, reaching them before a major problem surfaces.

In addition to providing for the special needs populations, housing **quality** will also have to be maintained and enhanced, preventing quality problems before they occur. Housing **affordability** will be addressed in order to enhance the vision of the city as a caring community. Finally, **program approaches** will become essential to the continued functioning of the community, with housing programs **linked to social services**, enhancing household self-sufficiency, with a balanced City budget attributable, in part, to a careful evaluation of the **fiscal impact** of housing, and continued integration of the city's neighborhoods due to continued efforts aimed at **fair housing**. All of these actions, together, will further the city's image as a personable and caring community.

A diversity of housing types forming Norfolk's **neighborhoods**, influenced by **density**, **quality**, and **affordability**, contributes to the vision of the city as an exciting, lively and memorable community, with these physical attributes of the housing providing the setting for the vision. However, the diversity of the population attracted, in part, by the housing will be the key factor making the community exciting, lively and memorable. Thus, it is of utmost importance that the diverse populations attracted to the community be welcomed; this includes both the **military households**, as well as the **student population**.

Norfolk's housing reflects the history of the area in terms of the diverse housing styles, ranging from plantation to condominium, from urban to suburban. The **density** of residential development demonstrates the changing historic function of the area with higher densities near employment centers and lower densities in outlying locations, reflecting changes in society over time. Another historical element in Norfolk is the

ongoing presence of the **military**. Continuing efforts to integrate military households into the community will further this tie to the historic development of the city.

The **quality** of Norfolk's housing demonstrates the values of the community and the pride residents take in living in the city. However, the greatest demonstration of the values of the community will be measured by how well the needs of the **special populations** are met. Providing adequate and affordable housing for all residents will be the best gauge of community values. In addition, **fair and open housing** acts as an expression of the historic community value of the right to own property and the opportunity to take part in the vision of Norfolk and to enrich one's life.

Norfolk has an abundance of unique neighborhoods, contributing to the quality of life in the city. The development and revitalization of these neighborhoods and its housing has undergone many phases, with efforts aimed at all segments of the population. The diversity of housing programs has resulted in a diversity of housing and population. These efforts have been aimed at special populations, as well as the entire community. The affordability and quality of Norfolk's housing need continued monitoring and adjustment to meet the needs of Norfolk citizens.

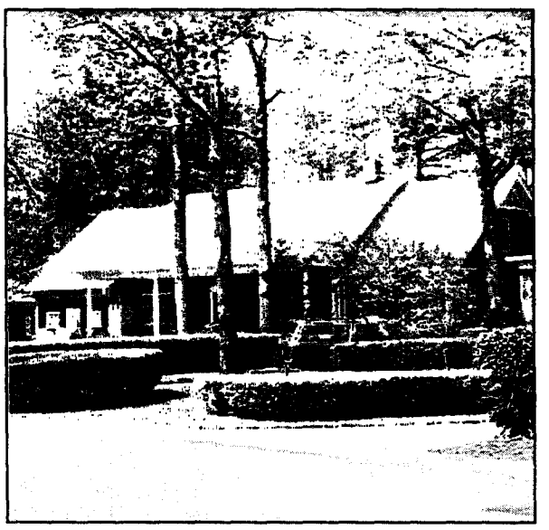
As the needs of the economy and population change over time, adjustments to the city's housing will be needed. Additions to the housing supply need to be aimed at populations that will enhance the diverse population base that is already in place, as well as being suitable for the needs of the existing population. The next section, Norfolk Housing Policies, will provide a framework for meeting the housing needs of the future population, as well as for correcting existing deficiencies.

NORFOLK HOUSING POLICIES

The central goals for housing in Norfolk during the 1990's will be to provide affordable, safe, and sanitary housing for the citizens of Norfolk, upgrading the quality of the existing structures, and promoting high quality development of new dwellings. Norfolk's housing is intended to serve a population that is representative of the diversity of the whole region. Equally important, neighborhoods should be strengthened and preserved.

The City's success in influencing certain housing market elements will be crucial to the realization of any housing plan for the City of Norfolk. The mix of these elements will continue to shape and define the current and future neighborhoods in Norfolk. This section lists six key housing market elements, describing the City's goal for each, why the item is important, and a set of policies governing the development of each element through the year 2000 and through the year 2020.

NEIGHBORHOODS



Goal: **Promote and maintain Norfolk's neighborhoods as prime residential areas.**

One of the greatest economic assets in Norfolk is the range of neighborhoods, making the city attractive for both residents and employers. The neighborhood is the melding of housing supply and demand, made up of structures and residents. Norfolk is fortunate to have a strong collection of neighborhoods, with numerous programs underway to preserve or upgrade them. Examples of neighborhood based programs include conservation districts, occupancy permit programs, and historic district designation.

POLICIES FOR NEIGHBORHOODS -- 2000 PLAN

The City of Norfolk contains numerous neighborhoods, each unique due to both its physical and social makeup. These neighborhoods have evolved over time, reflecting changing economic and social circumstances. The other housing elements of density, quality, and affordability shape and define Norfolk neighborhoods. The role of the neighborhood is not only for autonomy and self-help, but also for outreach to neighboring communities. The following policies are called for to support Norfolk neighborhoods:

- **Encourage development of a diversity of housing types.**

Norfolk's variety of housing types contributes to the uniqueness of its neighborhoods. This diversity is present in architectural features, such as in Ghent, as well as in natural features, such as Pinewell-by-the-Bay playing off the natural amenity of the Chesapeake Bay. Norfolk has a strong base of natural and architectural features on which to build. Housing diversity is an economic asset to be used in attracting new residents and businesses to Norfolk. The City should be able to accommodate a broad range of lifestyles and housing preferences.

- **Continue programs focused on conservation and revitalization at the neighborhood level.**

The City sponsors numerous neighborhood-based programs for conservation and revitalization. The two major programs are the conservation and the occupancy permit programs. The City should continue efforts, such as these, that support neighborhood level activities and focus on housing improvements.

- **Develop additional tools to facilitate neighborhood revitalization.**

There are numerous neighborhoods which require more attention than that provided through conservation programs, but are not in need of redevelopment. Housing programs more aggressive than conservation district designation are needed in these areas. For example, one comprehensive and aggressive neighborhood revitalization program currently underway is PACE (Police Assisted Community Enforcement). Other aggressive programs like this will be needed to continue to address neighborhood problems.

- **Insure that infill housing development is compatible in design with existing housing.**

Much of Norfolk's residential development opportunities will occur in existing neighborhoods. Careful attention to density and design will insure that this development is compatible with existing development. Zoning and site plan standards should facilitate harmonious infill development.

- **Encourage provision and maintenance of amenities that contribute to neighborhood character.**

Neighborhoods are more than housing. Parks, trees, streetscape, and other amenities contribute to the character of neighborhoods. Provision of these amenities must be continued in order to enhance Norfolk neighborhoods.

- **Continue efforts aimed at creating neighborhoods in public housing developments.**

Norfolk has just over 4,000 units of public housing located in concentrated developments. When this housing was developed, it was designed so that there was little to no connection to surrounding uses. Efforts should be increased to enhance the living conditions within these developments so that they more closely resemble traditional neighborhoods.

- **Pursue adaptive reuse of appropriate commercial buildings Downtown for residential development.**

New residential development in Downtown should be encouraged, especially since Downtown is one of the city's most valuable neighborhoods. Creating more housing Downtown will enhance the development of the area as a neighborhood.

- **Enhance community leadership.**

Community leaders with knowledge of City programs and resources will better utilize public resources to address neighborhood concerns. Community partnerships with the

City and other forms of self-help should be encouraged. In addition, the establishment of neighborhood organizations should continue to be encouraged by the City, especially in areas of decline or potential decline.

POLICIES FOR NEIGHBORHOODS -- 2020 PLAN

- **Expand conservation and occupancy permit efforts to include neighborhoods with less serious housing quality problems.**

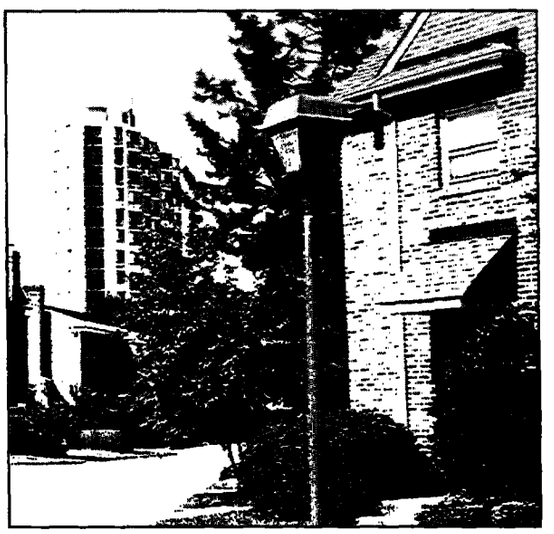
By the year 2000, Norfolk will have secured the neighborhoods with the greatest housing problems. The next step will be to move into preventive programs, adopting conservation efforts in areas that have potential to decline. Efforts such as this will demonstrate maximum success in maintaining healthy viable neighborhoods with only minimal investment.

- **Maintain City Hall-neighborhood partnerships and communications.**

It will be important to continue to involve neighborhood residents in neighborhood development and change. By doing so, more resources will be available to address future opportunities or problems.

DENSITY

Goal: **Develop a range of housing types and densities, reflecting market demand as well as sound land use and urban design principles.**



Density decisions affect the range of housing choices and the perceived characteristics of housing. The acceptability of the market for various densities has a great deal to do with the location of the units, the neighborhood characteristics, building design, and site design and amenities. Decisions about density will be linked to the strategic importance of the development and its ability to further City goals.

POLICIES FOR RESIDENTIAL DENSITY -- 2000 PLAN

In order to fulfill the goal of providing a range of housing types, the following policies are needed:

- **Establish a density framework to provide for a range of housing types.**

Future residents, as well as existing residents, do not all have the same needs in terms of housing type. Some residents prefer higher density developments with lower maintenance requirements, some prefer townhomes, while others prefer single family detached development. The City needs to continue to provide a flexible density framework within which varied housing opportunities can be provided. The residential districts in the zoning ordinance should be fine tuned to do this.

- **Base decisions on density change on a specific set of density criteria which consider both site and neighborhood characteristics.**

The following items should serve as a checklist when making decisions about changes in density:

- proximity to major streets
- infrastructure/utilities/schools
- site size
- open space
- buffering
- surrounding uses and impact of massing
- setbacks
- amenities
- location/proximity to major employment centers
- environment
- market demand

- **Promote site plan and design guidelines which could facilitate better planning and design of dense development.**

Dense residential development does not have to be associated with poor quality development. Many of the problems associated with dense development are the result of poor design. Design guidelines can be used to insure better planning and design of higher density developments. The following design considerations should be addressed:

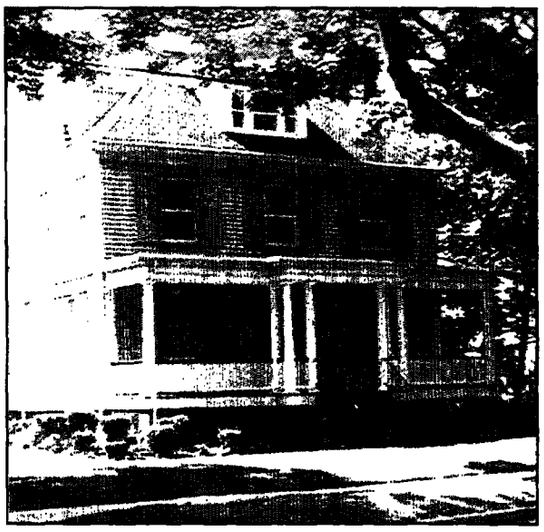
- usable open space
- limited access points
- landscaping/tree preservation
- buffering edges if relevant
- interface with surrounding uses
- parking layout
- lighting
- building orientation/facade treatment
- building bulk/massing
- site development
- streetscape

POLICIES FOR RESIDENTIAL DENSITY -- 2020 PLAN

- **Evaluate the 2000 Plan policies for residential density in light of population demands and preferences and changing City development priorities.**

Following the density recommendations of the 2000 Plan should yield approximately 104,000 units by 2000. Future growth will require re-evaluation of these policies. Norfolk's attraction as a place to live and work will continue, increasing demand for housing in the city. This housing could take the form of higher residential densities, as long as good design accompanies this higher density. In addition, housing could take on new forms as households attempt to minimize maintenance requirements and other tasks. These changes in preferences should be reflected in future housing density policies.

QUALITY



Goal: **Maintain and improve the quality of existing housing and prevent housing quality problems in currently stable neighborhoods.**

A sound supply of housing is a prerequisite to improving the quality of life for Norfolk citizens. Strategies for addressing Norfolk's housing quality problems must recognize the particular limitations and opportunities present in Norfolk. The following characteristics need to be factored into any action: Norfolk will be working with aging housing; over 80 percent of current housing is well maintained and needs to be encouraged to stay so; Norfolk has established attractive neighborhoods in good locations on which to build; and, housing quality problems and feasible solutions are also linked to the household's ability to make improvements.

POLICIES FOR HOUSING QUALITY -- 2000 PLAN

Based on these factors, the following policies are recommended:

- **Focus on programs to enhance the quality of Norfolk's existing housing.**

New housing will play less and less of a role in the future due to both escalating costs and the limited availability of land. Thus, maintenance of existing housing will play an even greater role in providing adequate shelter in Norfolk in the future. The conservation program, code enforcement, and occupancy permit program all play a crucial role in both prevention and correction of housing quality problems.

- **Increase the level of resources committed to preventive maintenance programs.**

While the current level of staffing and assistance has made great strides, the increasing age of housing in Norfolk, as well as inflation, will combine to limit its impact in the future. By increasing the resources devoted to preventive programs, such as the monitoring of housing quality, the effectiveness of expenditures will be enhanced over time.

- **Support private and civic league efforts to increase the livability and market competitiveness of Norfolk neighborhoods through self-help and partnership efforts.**

This policy addresses efforts to prevent housing deterioration and neighborhood decline by insuring good development by private concerns and citizen commitment and confidence in their neighborhoods. This would encompass both rehabilitation and new construction efforts. It would also address the need for timely investment by the City in needed facilities and infrastructure repairs and improvements.

- **Insure high quality design and construction in new housing built in the city.**

Many housing quality problems could be avoided if proper steps are taken during the design and construction phase of development. Mechanisms that guide design and construction include zoning, housing codes, and site plan review.

- **Provide open space and amenities with new residential development.**

Housing quality is not limited to only the structure. The entire site is a part of housing quality. Provision of open space and other amenities will enhance housing quality. In addition, site plan review should serve as a mechanism to guide good site design.

POLICIES FOR HOUSING QUALITY -- 2020 PLAN

- **Extend housing quality assistance programs into areas that may develop quality problems.**

With greater community and private sector involvement facilitated by polices set forth through the year 2000, there should be greater resources available for housing quality assistance in areas with marginal housing quality problems. Correcting problems at this earlier stage and implementing more preventive programs are much less costly and will prevent the occurrence of more serious problems.

AFFORDABILITY

Goal: **Provide a range of housing choices meeting the needs of all citizens, accessible both in terms of geography and affordability.**

Housing affordability is one of the greatest crises facing municipalities. Both the limited supply of affordable units and the lack of resources of many households combine to escalate this problem. Housing is a prerequisite for carrying out most basic activities, so households facing a housing affordability problem are usually also facing other socio-economic problems.

POLICIES FOR HOUSING AFFORDABILITY -- 2000 PLAN

In order to meet the goal of housing choices for all citizens, accessible in terms of geography and affordability, several policies are needed:

- **Increase the production of affordable housing to address the needs of low income households, tapping all available resources.**

All levels of government are faced with the housing affordability crisis and must consider all resources when formulating a solution. This will take a combination of public, private and non-profit initiatives, as well as striving to better utilize existing housing resources. One specific target is to increase the supply of publicly-assisted housing units to the level of 12.5 percent of the total housing supply in Norfolk. Affordable housing could include both rental and ownership opportunities.

- **Develop homeownership opportunities for middle income families.**

Not only do low income families need increased opportunities for housing, middle income families sometimes have difficulty achieving homeownership. Norfolk should increase the supply of homes that are attractive to middle income families, those in the $80,000 to $160,000 range.

- **Continue to implement programs aimed at housing rehabilitation to increase the supply of decent affordable housing.**

Housing rehabilitation programs will become the most efficient means to provide decent affordable housing, given the high costs associated with new construction and the limited availability of land. Two important programs already in place, the conservation program

and the occupancy permit program, augmented by other programs such as community development deferred loans and the rental rehabilitation program, should continue to aid in the rehabilitation of housing units. Again, public, private, and non-profit efforts will be key in providing the resources to rehabilitate housing for low and moderate income households.

- **Provide leadership in formulating a regional strategy for affordable housing.**

Norfolk must deal with a much larger, more complex housing market than that which existed as recently as 10 years ago. In order to achieve success in meeting its housing needs, the City will have to involve more jurisdictions and organizations in efforts to explore new ways of influencing the market. Norfolk possesses the leadership to facilitate a regional approach to affordable housing. In addition, 11 percent of Norfolk's housing is publically assisted, compared with 7 percent in the region. Other cities should be encouraged to provide their fair share of affordable housing.

- **Maximize the effectiveness of housing resources.**

There are numerous programs in existence to help households find affordable housing and for housing suppliers to find resources to produce housing. Linkages of programs are needed. The City currently has a housing referral program that should aid in this aspect. Another measure would be to help households better transition from assisted housing to market rate housing as their situation improves.

- **Continue to provide housing consumer assistance to low and moderate income households.**

A significant number of low and moderate income persons residing in Norfolk do not have the skills, resources, opportunities, or incentives necessary to obtain adequate housing. Financial assistance, such as Section 8 certificate or voucher programs, needs to be continued and expanded. In addition, linkages to social services should be implemented as part of the financial assistance process since households facing a housing affordability crisis are typically faced with some other socio-economic problem which needs to be addressed to reduce long-term reliance on assistance.

POLICIES FOR HOUSING AFFORDABILITY -- 2020 PLAN

- **Continue to monitor the effectiveness of housing affordability efforts and respond accordingly.**

Affordable housing programs will continue through the year 2020, but the focus may need to change. Different segments of the community may need assistance in the future, calling for a shift in programs.

SPECIAL NEEDS POPULATIONS

Goal: **Insure that there is an adequate choice of housing suitable for the special populations in Norfolk, creating stable and adequate housing arrangements for these groups and integrating these households into the community.**

There are several special needs populations in Norfolk, including the elderly and handicapped, low and moderate income households, and military and student populations. These groups are singled out for attention since their housing needs are not always met in the private market. In addition, in some instances, there are public regulations affecting the provision of housing for these groups.

In relative terms, Norfolk's percentage of elderly is lower than the state and national average, though the city's percentage is rising. The elderly represented 9.2 percent of the total Norfolk population in 1980 and are estimated at 10.5 percent in 1990. The number of elderly is expected to increase drastically after 2010 when the baby boom generation begins to reach age 65. In addition, increased longevity will increase the number of elderly. Handicapped persons, whether physically or developmentally impaired, have not been adequately quantified. Both groups, the elderly and the handicapped, have special housing needs, whether barrier free housing, special housing arrangements, or financing plans to aid with maintenance or affordability. A portion of Norfolk's housing is suited to meet the needs of these groups, but efforts need to continue. The Caring Community chapter of this plan also discusses the need for group homes for individuals needing treatment or counseling.

Norfolk's homeless population is difficult to measure. There were 10,250 requests for emergency shelter (The Homeless and Hungry in Southeastern Virginia, The Planning Council and the Hampton Roads Planning District Commission, October 1990), from July 1989 through June 1990. The most requests in any one month were during January 1990 when Norfolk agencies received 2,541 requests for shelter. This count includes individuals and families, with shelter requests most likely to come from a single person or single parent, and least likely to originate from a husband/wife household. Fifty-three percent of those seeking shelter were children. Fifty-seven percent of those were under age five and the rest were ages six to seventeen.

Emergency shelter, designed to provide immediate shelter for the homeless, has been the primary focal point for many efforts. However, providers constantly highlight the need for

more beds, turning away large numbers of persons as the shelters are generally filled to capacity. Homelessness is driven both by the lack of affordable housing and by the individual's lack of resources to afford housing due to unemployment or underemployment. In addition, individuals or families might face homelessness due to a temporary setback that causes them to lose their homes. Other factors contributing to homelessness include family problems or mental illness. Thus, solutions to homelessness must address more than just affordable housing.

Households in transition often face housing crises, needing housing during the period of adjustment. This need has been expressed by providers serving families, the physically disabled, the mentally ill, and domestic violence victims. Each points out the need for intermediate, low-cost shelter, coupled with comprehensive social services aimed at achieving self-sufficiency.

Data on the number and composition of large households are difficult to provide, with the most current data from the 1980 census. Based on changes in the housing stock since that time, a best estimate of the continued housing need of this group was developed for planning purposes, estimating that 1,581 large households are in need of housing assistance (Housing Assistance Plan). Most of these, 1,140, are very low income households. Assisted housing is one mechanism to meet the needs of low-income, large households.

Student housing exists in concentrated areas of the city, around Old Dominion University and Norfolk State University. The neighborhoods that are adjacent to these campuses are impacted by this student housing market. Problems include poor maintenance levels, overcrowding, parking, noise, and street congestion. Efforts are underway to concentrate student housing in more appropriate areas around the universities, with the predominant type being multifamily, in order to correct some of these problems.

On the other hand, military households are being encouraged to settle into a broad range of existing neighborhoods. As the site of the world's largest Naval base, it is not surprising that Norfolk has many military households. These military households represent a potential skilled labor pool to be kept in the area after retirement from the service and offer the experiences and commitment necessary to improve the quality of life in the neighborhoods in which they live. Making them a welcome part of the community is one way to tie them to the area.

POLICIES FOR SPECIAL NEEDS POPULATIONS -- 2000 PLAN

In order to address the needs of these special populations, the following policies are needed:

Elderly and Handicapped

- **Accommodate a variety of housing programs to meet the needs of the elderly and the handicapped.**

No one solution to housing needs for the elderly and the handicapped exists. One individual may need assistance at his current location while another may need a controlled living environment. Thus, different regulations, zoning, and programs are necessary. For example, congregate housing and shared housing challenge the conventional definition of family calling for a revised definition. In addition, the City should continue to use subsidized programs for the elderly and handicapped where available.

- **o Support the integration of the developmentally disabled and elderly into the community at large where appropriate.**

This policy would maximize independence and would normalize the environment as much as possible for those persons who might need some assistance, but not institutionalization. Housing for the elderly and handicapped should be dispersed throughout Norfolk, integrating these households into both the planning of new neighborhoods and the infilling of existing neighborhoods.

- **o Support expanded transportation services for the elderly and the handicapped.**

Transportation is an integral part of housing choice for both the elderly and the handicapped. The City should coordinate the siting of special elderly and handicapped housing with transit routes and services. Keeping fares low for that segment of the population should be continued but it cannot be the sole component of the transportation element.

- **o Insure that housing for the handicapped and elderly is located in appropriate areas.**

Following is a list of criteria to be considered when making decisions about the location for housing for the elderly and handicapped:

- access
- site size
- density
- open space
- parking
- proximity to support services
- proximity to commercial development
- proximity to public transportation

Homeless, Households in Transition, and Large Households

- **o Continue programs that help prevent homelessness.**

Homelessness is a growing national problem, calling for solutions from all segments of society. Solutions must address both the production of affordable housing and the household's ability to support itself in that housing. One successful example of a homelessness prevention program is a demonstration project by the Planning Council aimed at aiding families that at one time had been self sufficient, but have experienced a temporary setback. The program is a combination of counseling and rental or mortgage assistance (or rental or utility security deposits or utility payments). The project was set up to aid 60 families in the first year, but had already aided 137 families in the first 10

months. Norfolk will continue to work with homeless care providers, forming public-private partnerships.

- **o Support development of shelters in appropriate locations.**

Following is a list of criteria for making location decisions about homeless shelters:

- multifamily zone
- access to public transportation
- access to services
- access to public school system (in the case of families)
- achievement of City goals

- **o Encourage transitional housing arrangements in conjunction with service and housing agencies.**

The existing shelters for the homeless are primarily designed to provide short-term, emergency housing. There is a need for transitional housing which would provide longer-term housing and services for those who need assistance in becoming self-sufficient. This includes shelter for battered women and their dependents. Many of the service agencies do not possess the administrative and financial capabilities to develop or operate such a program. Cooperative efforts may prove beneficial as they have in other instances.

- **o Insure that the housing needs of disabled and large families are met.**

Because of the difficulties in enumerating these clients, particularly the disabled, the extent of unmet need is hard to determine. Yet it is extremely important that these vulnerable groups benefit from public efforts while efforts to reduce road blocks in the private market continue. In addition, these groups are protected under fair housing laws, adding impetus to the removal of barriers to suitable housing.

Student Housing

- **o Accommodate student housing within specific concentrated areas of the city.**

Students are more likely to live in close proximity to the campus at which they attend classes. Thus, the neighborhoods adjacent to these campuses are impacted by this student housing market in a number of ways. Impacts include poor maintenance due to absentee landlords, overcrowding, noise, and congestion due to parking. Concentrating student housing should allow for increased efficiency of effort and enforcement. In addition, land use regulations could be tailored to those specific student concentrated areas without having to be applied citywide. The land use regulations needed to address current deficiencies in parking, setback, unit capacity, and other factors could be applied to those specific areas with the highest student housing impacts.

- **o Promote private development of housing that is appropriate for students.**

The City does not necessarily have to assume the role of developer of student housing. The City's role will remain in the realm of regulatory aspects, perhaps becoming involved in other aspects of this housing development such as land assemblage and financing partnerships. Development of student housing should be of a type that is appropriate to the living needs of students. Currently, students can be found in the neighborhoods adjacent to the University campus in single family units, duplexes, and multifamily apartment complexes. The student housing market would be better served by a housing type that has a lower maintenance level, more efficient spatial allocations, and location within an enclave that does not adversely impact surrounding neighborhoods. This housing type would be multifamily units with provisions geared toward the student's needs.

Military Housing

- **Broaden communications with the military to more fully inform military households of the wide variety of housing choices available to them in Norfolk and to address the housing needs and concerns of military households.**

Military households are a valuable economic and social resource for the City of Norfolk, providing a skilled labor force as well as contributing to the diversity of talents in the city. Efforts should continue to accommodate this population more fully with the rest of the city to capitalize on the positive aspects of the military households living in the community. One such effort is the Navy Welcome Center designed to aid Navy families relocated to the area. In a continuing effort to monitor military housing needs, the City should continue to keep communication lines open with military personnel. By understanding more closely the needs of the military, the City can respond in a timely fashion to encourage the proper distribution of housing to meet the needs of this group.

POLICIES FOR SPECIAL NEEDS POPULATIONS -- 2020 PLAN

- **Monitor the housing needs of the special populations and respond accordingly.**

Future changes in the social and economic composition of Norfolk's population, such as the aging of the population, will call for adjustments to Norfolk's housing policies. Particular attention should be focused on an expanding elderly population.

PROGRAM APPROACHES

Goals: **Address both the causes and effects of housing problems, linking social services and housing programs.**

Strive for a balance of land uses which would provide a variety of revenue resources for the City.

Maximize housing choice available to Norfolk residents through a free and fully open housing market.

There are several program elements important to a healthy Norfolk housing market including links with social services, fiscal impacts, and fair housing. All these elements can influence public decisions about housing programs and their implementation. In many instances, housing programs need links with social services given that many households experience difficulty with one or more social aspects of their housing situation. There are several linkage programs in place, but additional funding and coordination is needed.

Another program approach to housing is fiscal impact, that is, the difference between the public revenues collected from the household and the cost of providing services to that household. As cities experience fiscal stress, the impact of development has become a critical issue. Efforts to quantify the impacts of development are currently underway in the City.

The final program element of the housing plan is fair housing, required by federal, state, and local law. Fair housing is a prerequisite for a free and open housing market. Price distortions, overcrowding, and quality problems can all result when barriers are erected in the housing market. The City has had some success in integrating communities, but conscious efforts still need to continue.

POLICIES FOR HOUSING PROGRAM APPROACHES -- 2000 PLAN

To order to maximize the effectiveness of Norfolk's housing programs, the following policies are needed:

Links with Social Services

- **Establish comprehensive and coordinated programs, addressing both the cause and effect of housing problems.**

Households experiencing difficulty with social aspects of their housing situation need short term aid, as well as efforts aimed at addressing the underlying causes. There are numerous housing-related circumstances that cause families to contact social service agencies, private and public, to prevent the loss of shelter or to obtain shelter. These households need increased efforts aimed at comprehensive service programs in order to achieve self-sufficiency. One example of a comprehensive program would be the linkage of housing allowance or vouchers to ADC (Federal Aid to Dependent Children) recipients, allowing them to enter the private housing market. In addition, efforts to improve the working skills of recipients to increase their ability to get productive employment are needed.

- **o Develop programs that will provide stable housing situations for households so that non-financial household problems can be addressed.**

It is difficult, if not impossible, to address household social problems when the household is not in a stable housing situation. Thus, shelter support programs are an essential part of social service delivery. Not only do households have difficulty paying monthly rent or mortgages, ancillary household expenses also cause problems. In addition, one of the largest barriers to housing is the necessary down payment or deposit, a hardship for many households. Additional funding from both private and non-profit sources is needed. In addition, another important program that will help create a stable housing environment will be pre-eviction intervention assistance, also in need of funding.

Fiscal Impact

- **o Continue to provide a diversity of land uses and a range of housing options in Norfolk.**

A diversity of land uses has both economic and fiscal benefits. Commercial and industrial developments provide both a healthy tax base and employment opportunities. Housing is a key factor contributing to both the image of the city and the quality of life. In addition, a diversity of housing is needed to house the variety of workers employed in Norfolk, facilitating the functioning of the economy.

- **o Include all potential attributes of development, not just fiscal impacts, in City land use policies.**

There are numerous non-fiscal considerations that need to be factored into land use decisions, including the following:

- achievement of City goals, including homeownership
- need for housing to support local employment base
- housing stability
- design, both building and site
- traffic
- environment
- neighborhood impacts

Fair Housing

- **o Emphasize both education and enforcement with regard to fair housing.**

Since 1981 the emphasis in fair housing has been on educational efforts. City programs have concentrated on showing the benefits of a free and open market, promoting a wider understanding of rights under federal, state, and local fair housing laws, and on informing housing providers of their responsibilities under those laws. There has been an enforcement element, but education has been stressed. New guidelines mandate that the City increase its efforts to identify the barriers to fair housing and to eliminate them.

- **Insure that the City's Fair Housing Ordinance remains current with the State and Federal requirements.**

With the change in the national law and the revision of the state law to bring it in substantial compliance with the national law, Norfolk's ordinance will also need revision.

- **Continue efforts to integrate Norfolk's neighborhoods.**

The emphasis in fair housing in the past has been on minority access to formerly segregated majority areas. This centered primarily on economic access. Improving minority incomes have allowed integration of neighborhoods as well. The results are that Norfolk has a large number of neighborhoods which have no barriers to fair housing and which are mixed economically and/or racially. The most economically homogeneous neighborhoods are located on both ends of the economic spectrum--the poorer neighborhoods, which tend to be predominantly black neighborhoods, and the wealthier neighborhoods, which tend to be predominantly white.

- **Stimulate awareness of fair housing concerns among different categories of participants, such as housing providers, housing consumers, and other jurisdictions in the region.**

The new federal Fair Housing Amendment increases significantly the responsibility of landlords to insure access to housing by protected classes. There is a lot of re-education currently going on and needed. The City should assume a leadership role in this process.

POLICIES FOR HOUSING PROGRAM APPROACHES -- 2020 PLAN

- **Monitor evolving socio-economic needs of households and formulate strategies to address these changes.**

Changing social conditions are to be expected as Norfolk continues to develop. Evolving labor force demands will call for adjustments by individual households as work patterns and skill needs change. These changes may call for adjustments to the delivery of social services to households.

- **Re-evaluate fiscal impact and fair housing policies as changes in Norfolk's socio-economic composition occur.**

Fiscal impact and fair housing evaluations are tied to the composition of Norfolk's residents. As Norfolk implements the policies outlined in this plan, both fiscal impact and fair housing progress will need to be evaluated.

IN SUMMARY...
Norfolk's housing market will continue to be viable by addressing the elements which shape it--density, quality, affordability, special needs, program approaches, and neighborhoods. The previous discussion of policies will provide the setting for continuing and improving Norfolk's housing market. The following section provides a graphic portrayal of these housing policies.

FOCUS FOR ACTION

Achieving these goals for housing in Norfolk and fulfilling the community and livability vision requires a plan for housing. There are numerous programs in place and efforts underway, as well as potential programs, that will shape the plan for housing. One important set of programs includes the various community development programs, ranging from conservation, to rehabilitation, to redevelopment. Another important program shaping the housing plan in Norfolk is the occupancy permit program, requiring inspection of properties in the program area with every change in occupancy, whether owner or renter occupied. Locations of these programs are shown on Map HSG-2. Only currently active programs are shown. Thus, completed redevelopment and conservation projects are not illustrated.

Also shown are potential areas for neighborhood action, whether conservation, rehabilitation, redevelopment, occupancy permit, or some other type of program. These areas were identified based on current conditions and age, potential changes in the area, and surrounding pressures. The level and type of future neighborhood action are not specified and will vary across these areas. One reason for this is that new approaches and innovative actions may be developed for these areas -- future housing programs do not necessarily need to be tied to existing programs. In addition, as the City moves towards a greater emphasis on preventive programs, new programs will be needed. Examples of potential action areas include Willoughby, North Colley and Lamberts Point (both linked to university impacts), and Campostella.

EXISTING AND POTENTIAL NEIGHBORHOOD ACTION AREAS (MAP HSG-2)

Existing Action Areas

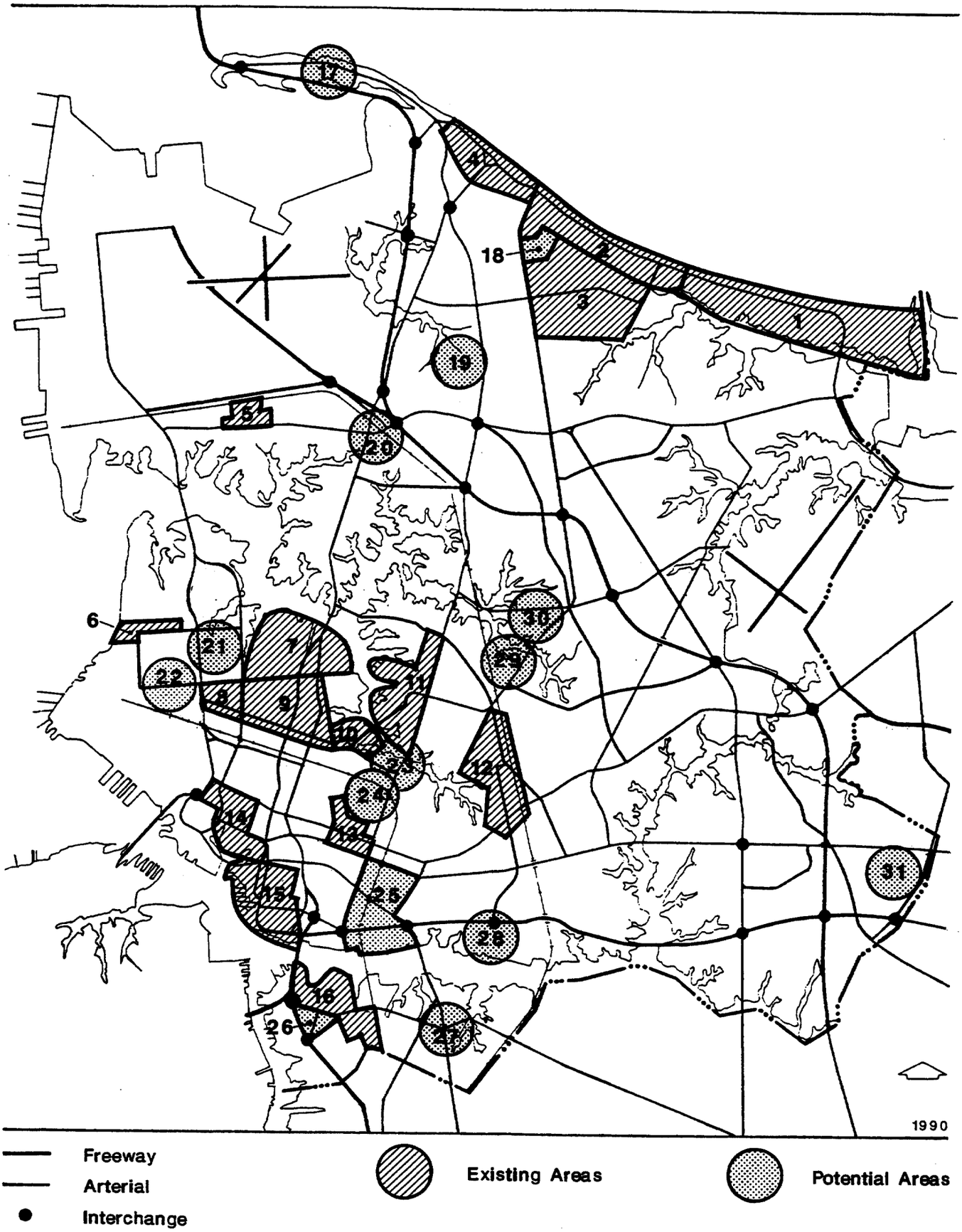
1. East Ocean View (conservation, no O.P.)
2. Cottage Line (conservation and O.P.)
3. Bayview (rehabilitation and O.P.)
4. West Ocean View (conservation, no O.P.)
5. North Titustown (conservation, no O.P.)
6. Edgewater/Edgemere (only O.P.)
7. Colonial Place-Riverview (conservation and O.P.)
8. Kensington/Dominion Place (conservation and O.P.; O.P. boundaries slightly different)
9. Park Place (conservation and O.P.; O.P. boundaries slightly different)
10. Villa Heights (conservation and O.P.)
11. Lafayette/Winona (conservation and O.P.)
12. Ballentine Place (conservation and O.P.; O.P. boundaries slightly different)
13. Huntersville (redevelopment, no O.P.)
14. Ghent (only O.P.)
15. Downtown (redevelopment and conservation, no O.P.)
16. Berkley III (conservation, no O.P.)

Potential Action Areas

17. Willoughby
18. North Bayview
19. Oakdale Farms
20. Wards Corner Area Housing
21. North Colley
22. Lamberts Point
23. Lindenwood/Barraud Park
24. Huntersville Expansion
25. Brambleton (conservation and redevelopment)
26. Berkley Expansion
27. Campostella/Campostella Heights
28. Chesterfield Heights
29. Estabrook Area
30. Norview
31. Newtown South

Note: O.P. refers to Occupancy Permit Program. As an area is improved by conservation activities, occupancy permit should follow to insure proper maintenance.

HSG-2 EXISTING AND POTENTIAL NEIGHBORHOOD ACTION AREAS



In addition to neighborhood action areas, the City needs to monitor the potential activity at some of its older or deteriorated multi-family developments. New development in Norfolk, given that the city is over 95 percent developed, will take the form of redevelopment or revitalization. This is true for all types of development--commercial, industrial, and residential. Norfolk has a number of residential areas, mostly older, multi-family developments, which currently, or at some point in the near future, will most likely be redeveloped, either back to housing or to another use. Examples of residential areas that have already been transitioned include Robin Hood, Lafayette Shores, and Lakeland. The City would like to have some input into the redevelopment of other sites like these. Early identification of these sites will allow for City responsiveness to transition and redevelopment in these areas. Factors to consider in the identification of these areas include:

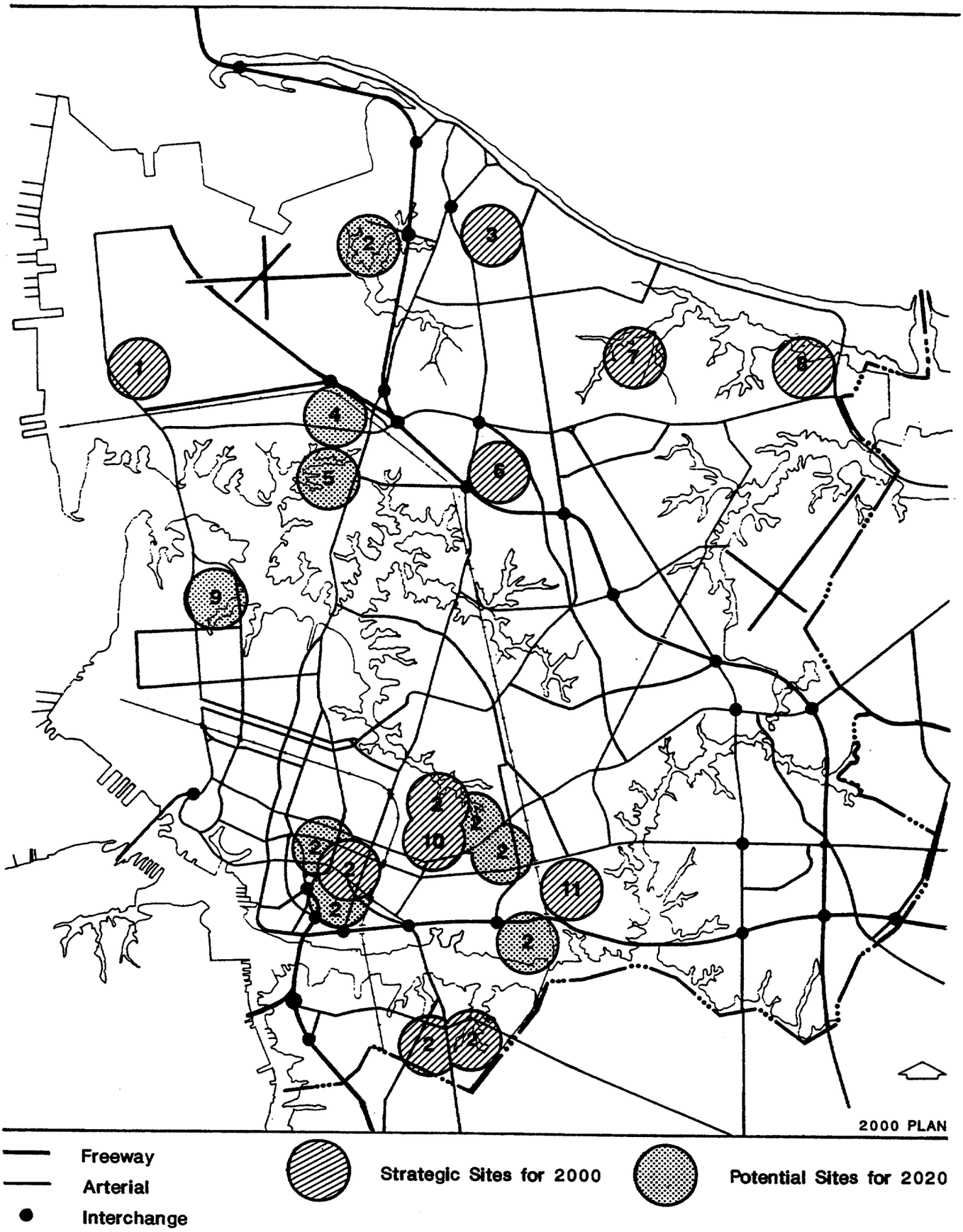
- Age
- Quality
- Size
- Ownership
- Surrounding Uses
- Neighborhood
- Market Forces
- Transportation

Map HSG-3 illustrates the location of potential housing revitalization opportunity areas, some which will be strategic sites by the year 2000 and others that show potential for activity after 2000 but before the year 2020. For example, the Navy has committed to substantial rehabilitation or redevelopment of both Benmoreell Housing and Hewitt Farms by the year 2000. On the other hand, the market and physical conditions of the apartments in the Wards Corner area indicate that some type of revitalization activity will probably not occur until after the year 2000. Public housing developments are included, noting for each whether revitalization should occur before or after the year 2000.

HOUSING REVITALIZATION OPPORTUNITIES (MAP HSG-3)

1. Benmoreell Housing
2. Public Housing
3. Ocean Air Apartments
4. Wards Corner Apartments
5. Newport Avenue Apartments
6. Chesapeake Manor
7. Hewitt Farm
8. Little Creek Trailer Parks
9. Bolling Square
10. Marshall Manor
11. Ingleside Apartments

HSG-3 HOUSING REVITALIZATION OPPORTUNITIES



The **Plan for Living Areas 2000**, shown in Map HSG-5 and contrasted to Map HSG-4 (illustrating 1990 residential densities), graphically demonstrates the housing vision for Norfolk.

Reflected in this plan is both preservation of sound residential areas and creation of a diversity of housing options in the city. Also reflected in this plan is the potential to transition some older residential areas to either new residential uses or other land uses all together.

The Plan for Living Areas limits illustrations to three acre aggregates of density ranges. The recommended density levels are based on the suitability of the intensity of development in each area of the city. The plan shows residential densities in broad ranges, so as not to be tied to a parcel by parcel analysis. Housing density has been divided into three ranges, referred to as low, medium, and high, with the density associated with each range detailed as follows:

Low	8.7 units per net residential acre or less
	The intent for low range districts is to establish or maintain single family detached dwelling units. Lower density residential development, the largest land use category in the city, is proposed throughout the city. This type of use is appropriate in the interior of neighborhoods, as well as along collector streets. Arterial locations may also be appropriate with proper site and architectural design.
Medium	8.8 to 20.0 units per net residential acre
	In medium density areas, allowable housing types are expanded to include duplexes, townhomes, and multiple housing that is lower in density, such as garden style apartments. This density of residential development is proposed throughout the city, typically in areas with high residential demand but with limiting factors, such as access or environment. For example, given the demand for housing along the amenity of the Chesapeake Bay, coupled with the environmental sensitivity, medium density residential development is proposed for this area. Medium density residential development also serves as a good transition from less intense to more intense residential development.
High	20.1 units per net residential acre and up
	High density residential areas are intended to allow more intense residential development, specifically mid- to high-rise developments. This range of densities is concentrated near

arterial streets and large employment centers, such as the Medical Center and downtown. This density of development is proposed for many of the older sections of the city, primarily located in the southwest quadrant, given the proximity to employment centers. In addition, higher densities are proposed for areas with amenities such as water and parks where there is also access from arterials in order to minimize traffic through the interior of neighborhoods. Finally, parcels large enough to provide significant buffering and landscaping, as well as sufficient parking, are more favorably viewed for higher density residential development.

One final category illustrated on the Plan for Living Areas 2000 is mixed use. In two areas, Atlantic City and Downtown, housing is planned as a component of future mixed use development.

IN SUMMARY...

In fulfilling the vision for housing in Norfolk as detailed in this plan, other elements must also be addressed. Employment will be necessary. Plans to achieve higher levels of employment are detailed in the economic development section. In addition, elements contributing to the quality of life must be enhanced in order to make Norfolk more attractive to the population. All these elements need to work together to enhance Norfolk's role as a prime residential community.

HSG-4 RESIDENTIAL DENSITY - 1990

Freeway
Arterial
Interchange
Low Density Residential
Medium Density Residential
High Density Residential

HSG-5 PLAN FOR LIVING AREAS - 2000 PLAN

Freeway
Arterial
Interchange
Low Density Residential
Medium Density Residential
High Density Residential
Mixed Uses

TRANSPORTATION

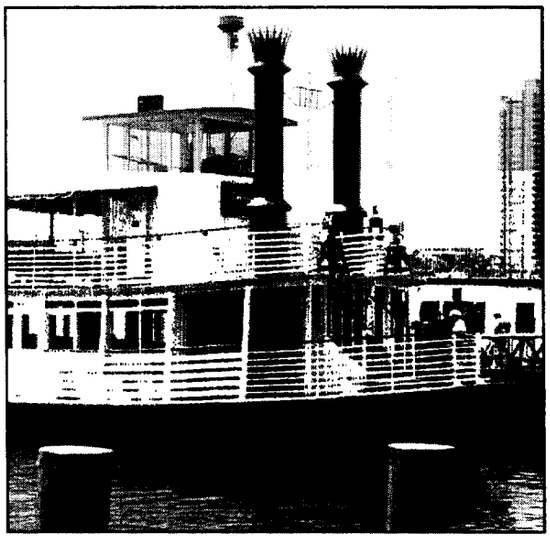
VISION

THE NORFOLK TRANSPORTATION SYSTEM

TRANSPORTATION POLICIES

FOCUS FOR ACTION

VISION



Transportation is the efficient movement of both people and goods between desired locations. It is one of the most pervasive and important functions of government. Changes in transportation are reflected almost immediately in the personal welfare of every citizen and in the productivity of every business. Accordingly, the development of full and complete transportation systems addressing the total travel needs of the city's citizens, businesses, industries and institutions is a top priority.

The historical link between transportation and economic development is strong and continues to the present. Clearly, the economic vision for the future of Norfolk and Hampton Roads as the business, medical, cultural, entertainment and port center of the Mid-Atlantic region is bound strongly to the development of a complete, efficient, integrated and varied transportation system serving the wide diversity of travel demands of an urban center.

Transportation is also directly linked to many other components of the plan. A balanced transportation system, one not solely dependent upon highways and automobiles, is needed to achieve environmental quality goals. Transportation issues also strongly impact community design and neighborhood planning since transportation systems are a significant part of the built environment. Further, the living and caring community must provide the best possible access to services and opportunities.

The transportation vision of Norfolk's future most clearly centers on:

- **Meeting Place Between the Nation and the Rest of the World**
- **Focal Point for Maritime Interests**
- **Exciting, Lively and Memorable Community**
- **Place of Opportunities for all its Citizens**

Complete transportation systems, efficiently linking employment and business centers in Norfolk to the region and the nation, are essential to the growth and development of the city. In the extremely competitive port industry, the ease by which goods can be moved to and from the port locations is often a critical factor in attracting business. Further, an area's quality of life and attractiveness as a livable community is measured in part by the ability to move conveniently between homes and employment and shopping areas. Transportation systems can also be an experience in and of themselves in an exciting community and sometimes serve, as in the example of the cable cars in San Francisco,

as defining symbols for a city or region. Finally, people need efficient and affordable transportation systems and choices in order to take full advantage of the economic opportunities present in a community.

Nationwide, transportation costs rank just below housing costs as a percentage of total average household expenses. Personal investments in transportation whether for vehicle ownership including insurance, fuel, and maintenance or for other types of travel are significant, and therefore ease of movement and the high quality of transportation connections and linkages are essential components of a major and vital urban center.

THE NORFOLK TRANSPORTATION SYSTEM

In its broadest sense, transportation encompasses every possible means of movement from walking to jet travel. Obviously, certain types of travel in the city are more important than others. In Norfolk and the greater Hampton Roads region, privately owned vehicles, principally the automobile, dominate personal, business, and commercial travel. At present, well in excess of ninety-five percent of all person trips throughout the region are made by private vehicle, and this trend, which also dominates across the country, is increasing.

A combination of private decisions and public incentives and actions have worked to make the automobile the preferred means of transportation for the vast majority of trips in Southeastern Virginia and the nation. Accordingly, the General Plan concentrates principally on highway needs and issues related to automobile and other private vehicle travel. This focus should not obscure the fact that other types of travel have critically important roles to play in the Norfolk transportation system and that highways alone will be insufficient to meet forecast travel demands. Further, new federal requirements under the Clean Air Act may mandate some curbing of automobile travel.

The nature of travel and travel demand has also been changing significantly over the last two decades. Simply put, one of the greatest changes in transportation in the United States over the last twenty years is that people today are traveling more than ever. Although it is common to assume that new growth is primarily responsible for congestion on the nation's highways, increases in travel per-capita over the last two decades have had a far greater effect on transportation needs. Between 1969 and 1983, total travel on America's highways increased fifty-six percent, which was more than three times the growth in overall population during this period and twice the increase in the number of

persons of driving age. This national trend towards increased personal travel is clearly reflected in Hampton Roads.

Vehicle ownership is an important and accurate predictor of travel demand. At present, the number of passenger vehicles per adult person (age 16+) is greater in South Hampton Roads than in the nation at large, and current projections indicate that by the year 2010, there will be more than one passenger vehicle for every adult person in South Hampton Roads (Figure T-1). Trend statistics clearly show that as the number of vehicles in the region has increased, both the average number of persons per vehicle and public transit ridership have decreased.

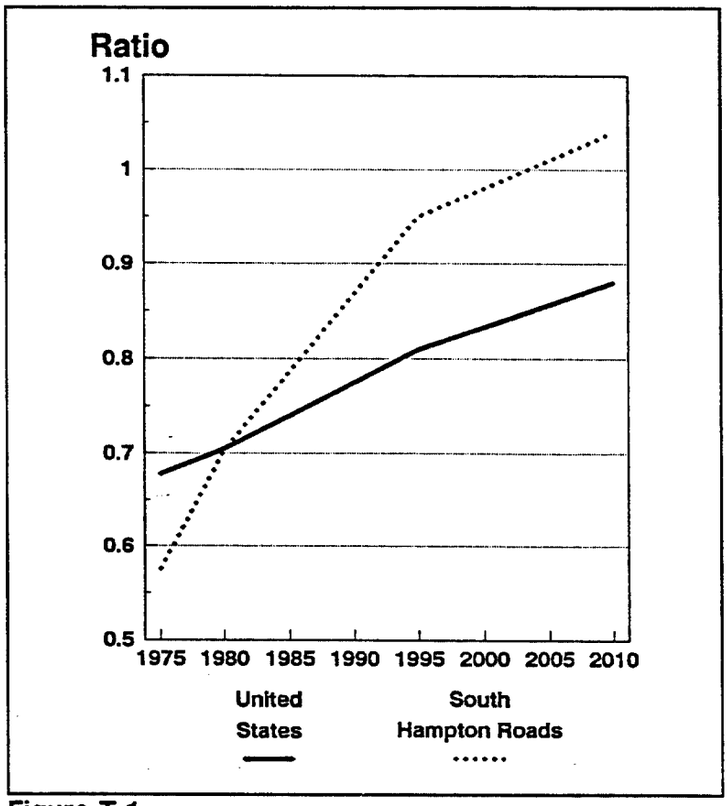


Figure T-1
VEHICLE OWNERSHIP PATTERNS (NUMBER OF VEHICLES PER ADULT)

The other major component of travel demand is employment. Norfolk, as the center of the greater Hampton Roads region with more total jobs than resident adult population, is an importer of employees. The Norfolk Naval Base is the largest employer in the region, and Downtown Norfolk and the Medical Center complex are other top destinations for work trips. As these areas and others continue to grow and develop, more vehicle trips from throughout the region will be attracted to the city.

Access into Norfolk is an issue as trips are attracted to the city's major employment centers since the geography of the area creates special transportation problems. Excluding the areas of Berkley and Campostella, the majority of the City of Norfolk is bounded by water on three sides, and implications for transportation of this "peninsula-type" geography are obvious. Traffic from various routes with widely dispersed origins and destinations still must funnel to a very limited set of water crossings which in turn become natural congestion points for traffic.

In many instances, due to both commercial shipping and national defense needs, these water crossings are tunnels which are more costly to construct and expand than other

types of facilities. Since Norfolk's continued development as a regional center is dependent upon maintaining good and easy access into the city from points throughout the region, this issue of accessibility into Norfolk across the waters of Hampton Roads is critical. Even though many of water crossings entering Norfolk such as the Downtown Tunnel, the Berkley Bridge, the Campostella Bridge, and the Wayside Bridge on Military Highway have either been recently improved or are scheduled for widenings and improvements in the near future, the issue of accessibility into Norfolk will remain. In the Year 2010, it is estimated that approximately one quarter of the more than four million total daily vehicle trips in the metropolitan region will cross the boundary of the City of Norfolk at some point.

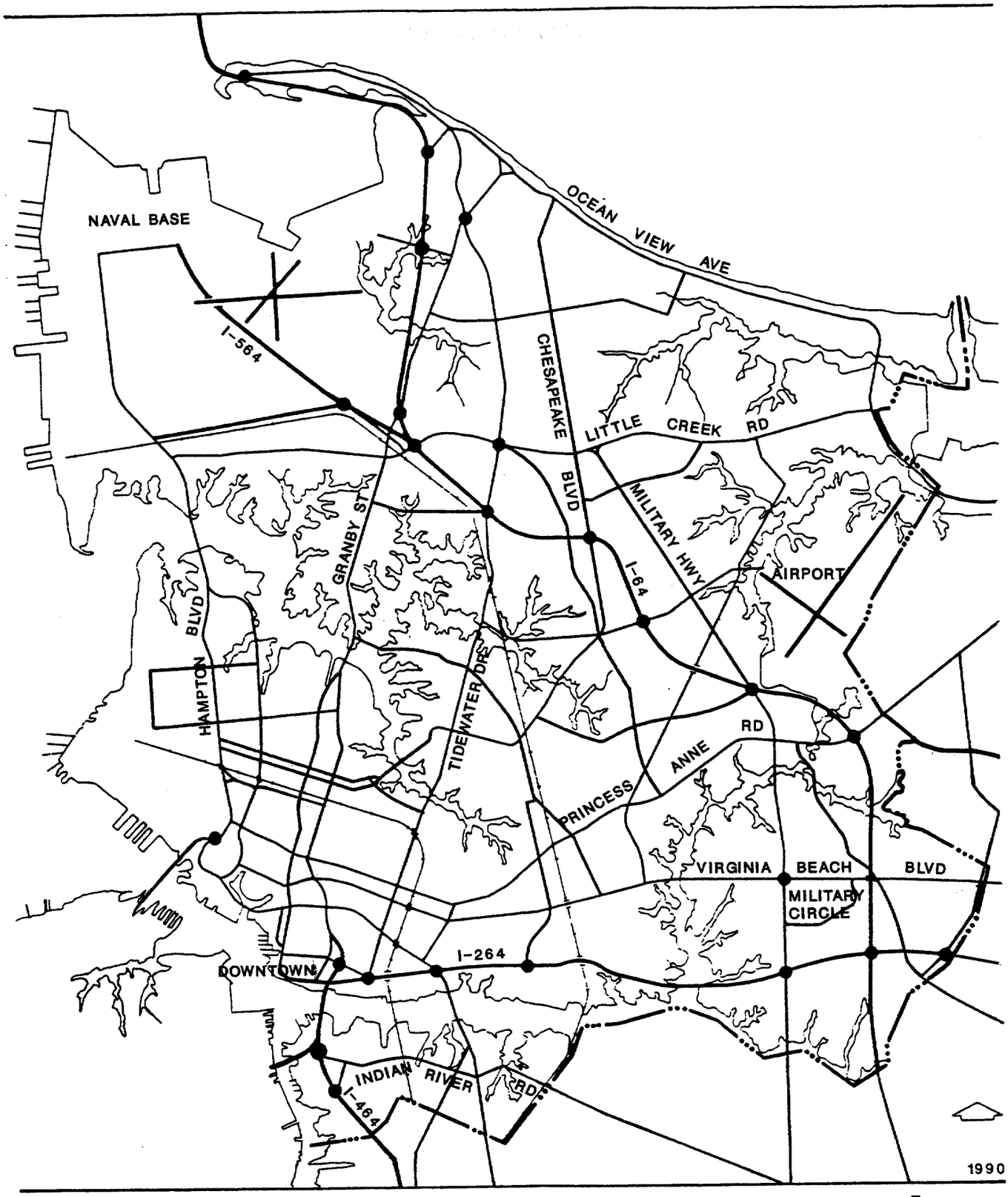
Norfolk, in cooperation with the other cities of Hampton Roads, participates in and supports a regionally based transportation planning process that complies with all federal rules and mandates. The Federal Transportation Act of 1962 and its subsequent amendments require that urban transportation planning be regionally based, and no transportation improvement project in an urbanized area can be implemented using federal funds unless it is included in the approved regional plan. The 1962 law mandated a "continuing, comprehensive and cooperative" (3C) planning process which is still followed today. More significantly, the national rules and requirements were supported with federal funds to help develop and implement the mandated planning processes.

In response to these highway planning requirements, regional planning organizations were created all across the country, and under current rules, every urbanized area must have a designated Metropolitan Planning Organization (MPO) to lead and coordinate regional transportation planning efforts. In Hampton Roads, the Hampton Roads MPO is comprised of the Executive Committee of the Hampton Roads Planning District Commission (HRPDC), the Executive Directors of HRPDC and the Tidewater and Peninsula Transportation District Commissions, and a representative from the Virginia Department of Transportation. The City of Norfolk participates in and supports the work of the MPO very closely.

The need for regional cooperation on transportation issues is self-evident. Unlike some other types of planning issues, transportation needs and facilities stretch across jurisdictional boundaries, and it is impossible for one city to address successfully its transportation problems without considering the larger picture. Obviously, individual corridor alignments and cross sections must match well at city boundaries. More generally though, the overall functioning of the regional highway network impacts upon the achievement of important development goals in all jurisdictions. Norfolk has a strong interest in the maintenance and improvement of the numerous highway links outside of its boundaries which serve as connecting routes to the region and nation. Transportation issues and problems cannot be confined and isolated to a single jurisdiction or area, and therefore a regional approach is essential for success.

Map T-1 shows the existing system of freeways and arterial highways in Norfolk. The greatest change in the Norfolk transportation system over the last twenty years has been the completion of the federal interstate highway system. With the recent construction of

T-1 EXISTING MAJOR HIGHWAYS



Freeway

Arterial

Interchange

the I-464 link from the Berkley interchange in Norfolk south to Chesapeake and I-64, all officially designated interstate miles in the city have now been completed and are open to traffic. It would be difficult to overstate the impact of the opening of a network of limited access highways on both travel and development patterns throughout the region. The explosive development of the region's suburban areas over the last two decades was facilitated in great part by the new system of highways which served to reduce travel times between many locations.

Map T-2 details the tremendous growth in daily traffic volumes on Norfolk's interstate highways between 1972 and 1989. Growth factors of between two and three times over the reporting period are common across the city. More generally, average traffic volumes on many segments of Norfolk's interstate highways now exceed over 100,000 vehicles a day. Movement of such large traffic volumes on the arterial highway system would be impossible, and working and living patterns in the region today would be vastly different if the interstate highway system had not been constructed. It is readily evident that the new interstate highway crossing of the James River between Newport News and Suffolk (I-664), once completed, will be a major stimulus for growth and development in western portions of the Hampton Roads just as the earlier segments of the system opened up other areas in the region for development.

The second major component in Norfolk's transportation system is the arterial highway network. The arterial system consists of highways designed for connecting the districts of the city and adjoining cities and for movement between the freeway and collector and local street systems. Arterial highways also serve to provide access to adjacent properties. The local and collector systems, which distribute traffic between arterials and local streets while also providing access to the abutting properties, do not carry large volumes of traffic and therefore are not mapped.

A subset of the arterial highway system are the major arterial routes which serve as the main traffic carriers for extended distance movements in the city. Map T-3 highlights the highway links in Norfolk with daily traffic volumes in 1989 in excess of 25,000 vehicles. The 25,000 figure is selected for analysis here since that level of daily traffic approaches the maximum stable flow under recognized traffic engineering standards for a four lane street in an urbanized area. Certain highways on the map have more than four lanes and obviously can carry more than 25,000 vehicles a day without significant delays. Many of the routes detailed on the map are currently programmed for improvement.

As would be expected, Norfolk's major arterials are focused directly on the connecting north/south and east/west links across the city. These major highways are the most critical links other than the interstate system to the movement of traffic in Norfolk, and therefore maintaining smooth traffic flow on the city's major arterials is a special focus and priority. If travel delays become common on the major arterial system, the network will fail and significant traffic volumes will divert to other, less desirable routes and facilities that are either inappropriate or inadequate as major traffic carriers.

The Tidewater Transportation District Commission (TTDC) is the regional public transportation authority in South Hampton Roads including the five cities of Chesapeake, Norfolk, Portsmouth Suffolk, and Virginia Beach. TTDC was chartered by the state in 1973 and is responsible for provision of public transportation in cooperation with the participating cities. In 1990, the District's service area, covering portions of the five cities, totals in excess of 1,000 square miles with a population of over 950,000 people. The District does not have taxing authority, and therefore it relies upon annual contributions from the cities as well as the state and federal governments to subsidize its operating and capital costs. Transportation District Commissions can issue bonds and can be granted special taxing privileges by the Virginia General Assembly.

Regularly scheduled bus service operating on set routes forms the backbone of the region's public transportation system. TTDC operates more than 40 bus routes every day throughout the region. The majority of bus service on the TTDC system is targeted towards the City of Norfolk with 23 separate routes operating wholly or partially within the city boundaries. A passenger ferry also offers scheduled service between the downtown waterfronts of Portsmouth and Norfolk.

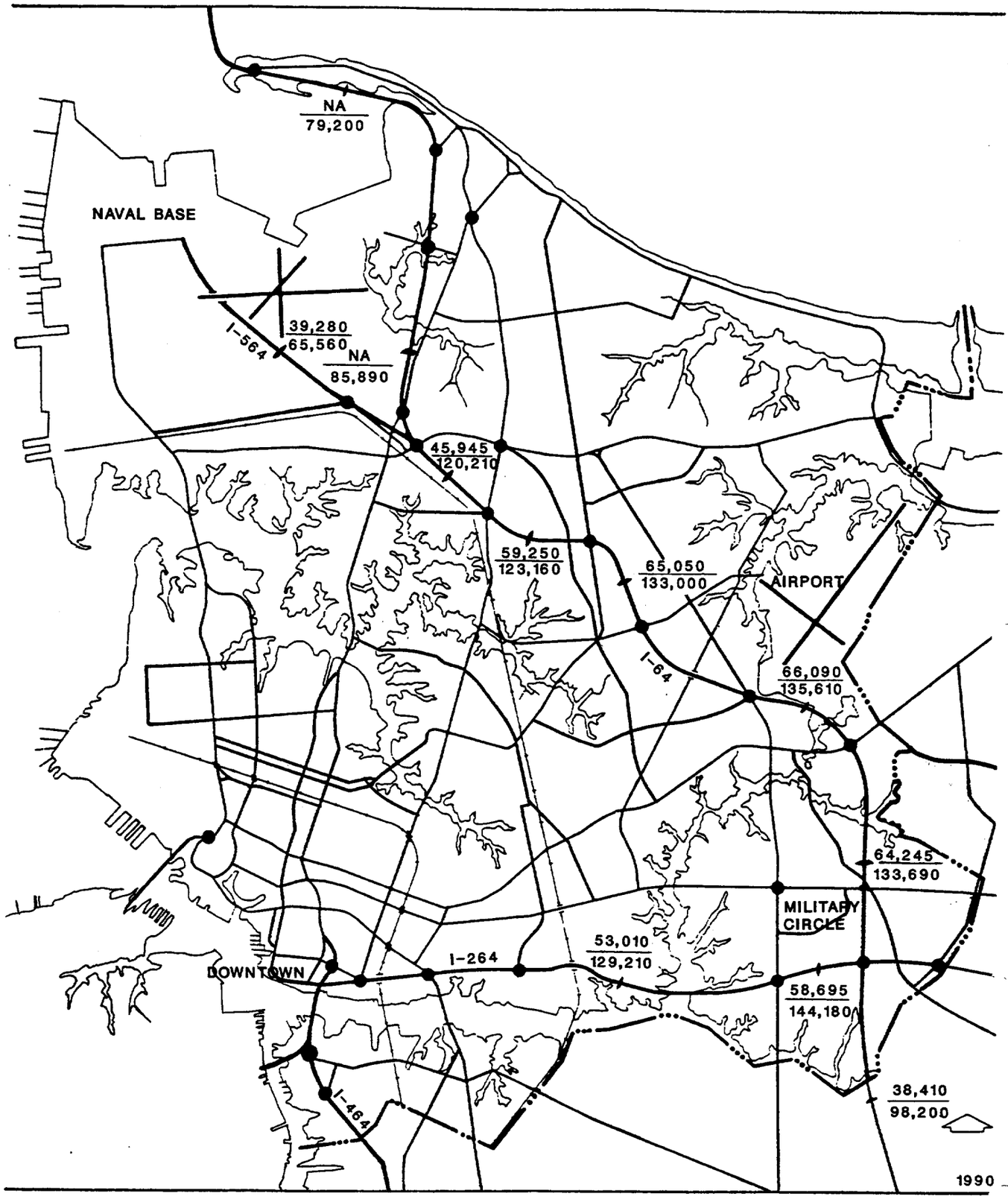
At present, the Norfolk routes account for about seventy percent of the total daily service on the bus system. Further, passengers boarding buses in Norfolk account for almost three quarters of both the total ridership and also the passenger revenue on the system. Currently, about 20,000 people board buses in Norfolk each day.

TTDC is currently in the middle of a process to implement a coordinated transfer system on the entire regional bus network. The main goals of the new transfer system are to ease transfers between various bus routes and thereby build ridership on the network. Buses from various routes under the timed transfer system arrive at a designated central location within minutes of each other so that transfers can be made with minimal waiting. The two main timed transfer locations in Norfolk are at Military Circle Shopping Center and the intersection of Chesapeake Boulevard and Little Creek Road. Five different routes are coordinated at each of these locations. There are several other smaller transfer sites in Norfolk bringing together fewer routes under the coordinated and timed system.

To serve the transportation needs of the elderly and handicapped in the region, TTDC operates specialized curb-to-curb van service under the name of Handi-Ride. Individuals certified as physically, visually, emotionally, or mentally disabled by a physician are eligible to receive Handi-Ride services. All Handi-Ride vans are equipped with wheelchair lifts and other features designed to make boarding safe and easy. Individuals schedule trips on Handi-Ride by making reservations in advance. There is a tremendous demand for Handi-Ride services and it is sometimes difficult to schedule appointments on the system. In some instances it is necessary to call several weeks in advance to schedule a trip. Yet since the Handi-Ride system is heavily subsidized, a major expansion of such service would increase fiscal pressures on the transit agency.

The new Americans with Disabilities Act signed into law by President Bush in 1990 greatly affects transit agencies. Under the act, all regularly scheduled transit service must be

T-2 INTERSTATE TRAFFIC VOLUMES, 1972 AND 1989



Freeway

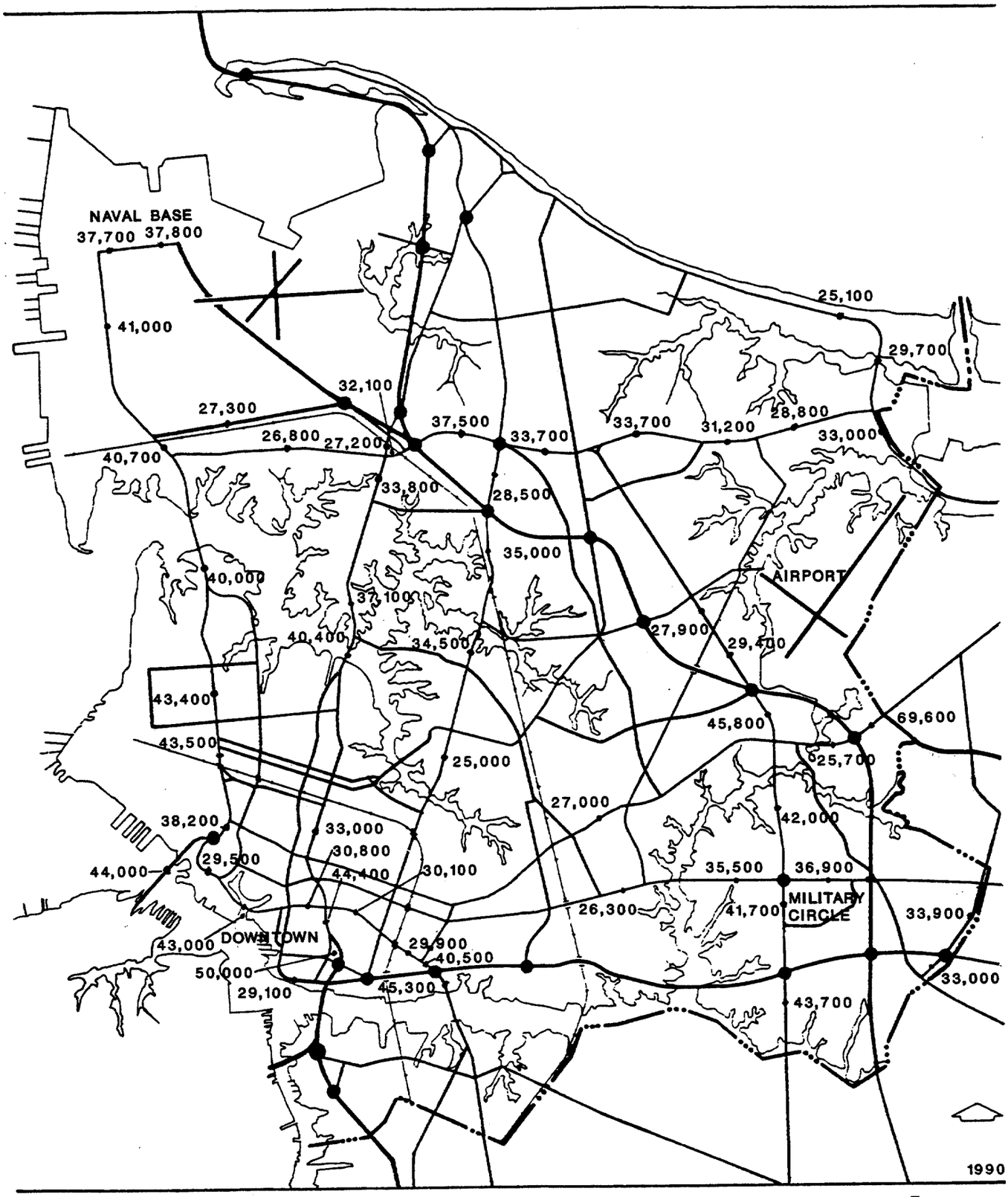
Arterial

Interchange

00,000 1972 24 Hour Traffic Volumes

000,000 1989 24 Hour Traffic Volumes

T-3 TRAFFIC VOLUMES ON ARTERIAL STREETS, 1989



Freeway

Arterial

Interchange

00,000 24 Hour Traffic Volumes

(Rounded to Nearest Hundred)

made fully accessible. TTDC had already adopted a policy mandating that all buses purchased in the future be lift equipped before the approval of the federal act, and some of this equipment is presently coming into service.

A special committee is currently evaluating how lift equipped buses can be best combined with the Handi-Ride system in order to meet the transportation needs of the disabled community. The committee's report is expected within a year. The transit needs of the elderly and disabled communities are important considerations in future transit planning.

The regional transit agency operates tours of historic areas, Downtown Norfolk and the Norfolk Naval Base as well as providing festival park and ride services for special events such as Harborfest which help make the city a lively and exciting community.

In the area of intercity travel, Norfolk International Airport, located in the northeast portion of the city, is the major jetport for South Hampton Roads. Currently, eight airlines and two commuter carriers operate ninety daily departures nonstop to eighteen cities and twenty airports. Also, the one major national intercity bus company, Greyhound/Trailways, operates from a terminal in Downtown Norfolk. Norfolk does not enjoy direct intercity passenger rail travel at present. AMTRAK, the National Rail Passenger Corporation, operates daily shuttle bus service connecting Downtown Norfolk to the infrequent rail passenger service operating from Newport News. At present, there is one daily train to and from Newport News, The Colonial, providing service to cities in the Northeast Corridor such as Washington, Baltimore, Philadelphia, New York and Boston.

Bicycles are not a major component of the Norfolk transportation system.

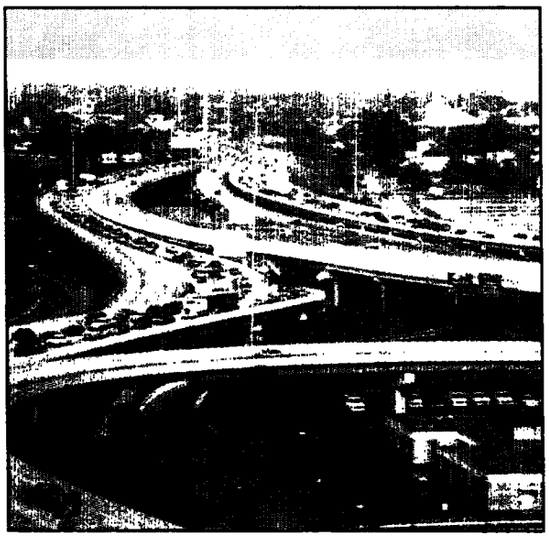
IN SUMMARY...
Norfolk possesses a developed and varied transportation network linking the various districts of the city as well as connecting the city to the region, the nation, and the world. The challenge for the future is to integrate the various components of the transportation network into an efficient, complete and unified system making maximum use of all existing resources and capacities. There are five major components of the Norfolk transportation system around which policies should focus in order to realize the plan's six vision parameters. Norfolk's **highway network** is the primary link to the larger region making the city a meeting place. The highway system also has important roles in supporting maritime interests and the movement of goods to and from ports, in helping to create an exciting and lively community where people can move easily between locations taking full advantage of all the opportunities present in the city, and also in reflecting American history and values. The **transit system** displays Norfolk as a personable and caring community providing opportunities for all its citizens. Potential new transit services such as light rail will help strengthen Norfolk as a memorable community. **Intercity travel**, Norfolk's primary links to the nation and the rest of the world, are an integral part of a lively community. **Management strategies** for transportation systems strengthen the meeting place function of Norfolk by making maximum use of all available transportation facilities. Finally, **financing options** provide the general support necessary for the achievement of all the other goals.

The following section presents each of Norfolk's five key transportation components and outlines specific goals and policies for each. Achievement of this comprehensive transportation improvement program will further the realization of the broad vision for Norfolk.

TRANSPORTATION POLICIES

The City of Norfolk, the developed regional center, already has much of its basic transportation systems in place. Given the developed nature of Norfolk, new transportation corridors can be considered only under a limited set of circumstances. The more general task in Norfolk's transportation planning is to maximize the efficiency and use of available facilities through the use of High Occupancy Vehicle lanes and related strategies although expansions and improvements to present routes will also clearly be warranted as well.

HIGHWAY NETWORK



Goal: **Maintain and improve Norfolk's major highways to meet future travel demands.**

Individual vehicles on Norfolk's highways, both interstates and arterials, carry the vast majority of all trips in the city. Maintaining acceptable traffic flow along these routes must be a top priority. Any increase in highway congestion and travel times together have real costs in productivity and also impact economic development programs. Further, Norfolk has a significant investment in the existing highway systems that must be maintained and improved in order to keep these facilities in proper operating condition. Travel demand on Norfolk's highways continues to grow placing additional pressures on the system. Careful planning and prioritization of improvements, programs, and resources is needed to gain the maximum travel benefit and full utilization of the available highway system.

POLICIES FOR THE HIGHWAY NETWORK -- 2000 PLAN

To support Norfolk's development programs and improve travel on the most important part of the city's overall transportation system, the following policies governing the highway network are established:

- **Develop an integrated system of freeways and arterials in Norfolk consistent with established regional and city plans to improve traffic flows and maximize development opportunities.**

Norfolk participates fully in the federally mandated, regionally based transportation planning process for urbanized areas. Only projects that are included in the official, long range regional plan are eligible for federal funding. Most of Norfolk's basic highway infrastructure is already in place. The priorities developed and identified in the official regional and city plans should be used to guide and direct resources and improvements to the facilities and locations that will both have the greatest travel and development benefits. At present, the proposed Downtown Bypass and the Military Highway improvement program are two critical projects which will both improve travel in congested corridors while also supporting development goals.

- **Insure ease of access across the City of Norfolk boundaries.**

Norfolk, as an employment and activity center, attracts vehicle trips from cities and locations throughout the region, and this trend is projected to continue and increase in the future. The geography of the area forces many of these trips to a very limited number of water crossings which become natural congestion points. In order to insure the continued growth and vitality of Norfolk and its development programs, the image of a city easy to access must be maintained and improved, and therefore the water crossings and other main entrance routes leading into the city require special attention and focus. Increasing capacity at the Hampton Roads Bridge Tunnel and/or an adjacent corridor such as the Uptown Crossing and also the Midtown Tunnel locations are the top priorities to improve access into the City of Norfolk over the next decade.

- **Protect existing transportation investments through appropriate maintenance programs.**

The total capital investment in Norfolk's highways is tremendous, and these facilities require constant maintenance and upkeep to remain in peak operating and safe condition. The numerous bridges across the city are in need of special maintenance attention. Bridge replacement needs should have priority in Norfolk's urban highway construction program.

- **Minimize through traffic on collector and local streets to protect residential neighborhood areas from excessive traffic volumes and its associated impacts.**

Excessive levels of through traffic can have numerous negative impacts on residential areas and communities. Drivers will seek out the fastest route to a desired destination. Through the provision of complete transportation systems adequate to meet total travel demand, traffic will be encouraged to remain on designated arterial links and not seek to bypass through residential areas where significant through traffic volumes would be inappropriate. Physical barriers and other traffic control measures will sometimes be

needed to protect residential areas. Where feasible and practical, commercial routes between major business centers and the regional highway system should be established or upgraded.

- **Emphasize safety, convenience, and environmental factors in the planning and design of transportation facilities.**

Transportation improvement programs in Norfolk must observe all applicable federal and state environmental programs including wetlands regulations and clean water and clean air statutes. Further, the design of projects shall comply with established engineering safety standards.

- **Insure that transportation facilities enhance the aesthetic appearance of the city.**

Transportation corridors are significant elements of the built environment. High standards for landscaping, lighting, appurtenances, and surface treatments of transportation facilities to enhance the visual quality of the city need to be emphasized. Transportation corridors should be integrated, to the maximum extent possible, into the established urban form, and potential adverse impacts on sensitive adjacent land uses need to be mitigated through the use of screening, landscaping and other appropriate methods. Waterside Drive, Llewellyn Avenue, and Granby Street at the entrance to Ocean View are recent examples of transportation projects that contribute to the visual improvement of the built environment. Scenic views from bridge structures should be preserved and maintained where appropriate.

- **Guarantee adequate parking supplies at major activity centers.**

In coordination with other sections of the plan and the zoning ordinance, planning programs should insure sufficient parking facilities at major activity centers. Parking may be either publicly or privately provided depending on the need and location. Effective management of parking resources can aid in the achievement of other transportation goals such as increased ridesharing.

- **Incorporate, develop, and support pedestrian and bicycle facilities in conjunction with transportation improvements.**

In most instances in Norfolk, sidewalks for pedestrians share the right-of-way with the street. Any transportation improvement program in the city should make adequate provisions for pedestrians in the corridor. Similarly, planning for bicycles needs to be part of the transportation improvement process. Issues such as street widths and drainage grates are important for safe bicycle travel in any given corridor. The consideration of separate facilities for pedestrians and bicycles will sometimes be appropriate with a recent example being the construction of the new Berkley Bridge.

POLICIES FOR THE HIGHWAY NETWORK -- 2020 PLAN

- **Monitor travel and development patterns and update highway plans and priorities as needed.**

Transportation is a dynamic field, and therefore an aggressive monitoring program to adjust priorities as conditions change is needed. Planning efforts should make full use of changes in technology and improvements in travel demand forecasting methods.

- **Reconfirm the 2000 Plan policies for the highway network.**

The 2000 Plan outlines the major actions needed to support the development of Norfolk's highway network. Many of these policies will still be appropriate in the 2020 context and will need to continue to be emphasized in implementation programs.

- **Pursue the expansion and development of existing and new water crossings entering Norfolk.**

Since construction of any water crossing into the City of Norfolk is generally a massive program, there will be many detailed studies evaluating the various environmental impacts, traffic and network performance statistics and also the total project costs and funding availability of the various improvement options outlined in this plan. This will mean that efforts to improve the city's accessibility will continue in the longer range context beyond the year 2000. The results of the studies will guide the priority ranking and selection of specific projects for implementation.

TRANSIT SYSTEM

Goal: **Develop and support public transportation.**

As noted above, travel in the region is very much out of balance and weighed heavily towards the automobile. At present, public transportation in South Hampton Roads primarily serves individuals without ready access to a vehicle. Few individuals with a car available for the desired trip choose to ride public transportation. More significantly, total ridership on the regional transit system has been declining steadily for more than a decade. Yet over reliance on the automobile for almost all trips also has many serious consequences such as increased air pollution and congestion. An effective public transportation system therefore should address many of these needs. Further, with total

transportation maintenance and improvement financing needs in Southeastern Virginia far outstripping currently available and projected resources, there will be an even greater need in the future to make maximum efficient use of existing transportation investments and capacities. Public transportation systems and programs represent the best opportunities to move more people efficiently.

POLICIES FOR THE TRANSIT SYSTEM -- 2000 PLAN

Public transportation is a key element in the Norfolk plan. Transit utilization increases the efficiency of the highway network and permits intensive development of land at specific locations with superior transit access. Further, many people in Norfolk are dependent upon transit as their primary means of transportation. The following policies are established to help the transit system support Norfolk's transportation and development goals:

- **Offer a mix of traditional and innovative public transportation services that meet the needs of a wide range of people.**

Public transit, in order to be effective, must serve a wide diversity of groups and trip purposes. A dynamic planning process is needed to adjust schedules, routes and equipment to match service, as closely as possible, to the identified travel needs. Planning should also supply the proper coordination between services to ease transfers and connections and thereby maximize total potential ridership. Frequent passenger and business surveys to identify changing needs and conditions are important.

- **Increase public transportation utilization and the transit share of total commuter trips at major destinations.**

Transit utilization increases the efficiency of the total transportation network by moving more people within available capacities. Therefore, increasing transit utilization permits more intensive development of areas without directly corresponding investments in transportation improvements. Norfolk's major employment centers such as Downtown, the Naval Base, and the Medical Center will benefit by attracting a greater percentage of commuting trips to transit while helping to mitigate congestion in these area. Smaller and developing employment centers such as Norfolk Commerce Park should also be served by appropriate transit systems for commuters. Such desired increases in transit ridership will only be achieved by attracting more people who have a travel choice to the transit system. Enhancements to the existing system will be needed to achieve this goal.

- **Provide essential services to Norfolk citizens dependent upon transit for mobility, particularly the elderly and handicapped.**

Public transit is the only viable transportation alternative for a significant number of Norfolk residents. The public system must effectively address the full array of travel needs of these people including trips for work, shopping and all other purposes. In addition, the elderly and handicapped communities have special needs that must be accommodated.

The new Americans with Disabilities Act signed into law by President Bush in 1990 greatly affects transit agencies, and plans conforming with the new requirements of the law are presently under development. Under the act, all regularly scheduled transit service must be made fully accessible. The transit agency had already adopted a policy mandating that all buses purchased in the future be lift equipped before the approval of the federal act, and some of this equipment is presently coming into service. Representatives from the elderly and handicapped communities are continuing to participate directly in the development of service plans.

- **Build a new rail connection between Downtown Norfolk and the Virginia Beach oceanfront.**

Recent studies have detailed both the transportation and development benefits associated with the construction of a light rail passenger system between Downtown Norfolk and the Virginia Beach ocean front paralleling the congested I-264/Route 44 corridor. Construction of this new transit system should begin as soon as possible. In addition to greatly increasing regional transit ridership which has been falling for more than a decade, the new rail system will be a defining symbol for the region and help strengthen Downtown Norfolk as the identified center of Hampton Roads. Given the limited capacity of the highway system serving Downtown Norfolk and the growing congestion on many of these routes, the downtown area will be hard pressed to reach its full potential without a major, new transportation investment to improve access. The provision of a new, alternative transportation mode giving people a travel choice to downtown is critical.

- **Insure that land use planning and the transit network are directly linked.**

Transit, by reducing the total number of vehicle trips on the highway network, permits intense development in areas with superior access. As transit nodes and centers are created across the city, the ability to direct and increase development in these areas should be maximized.

- **Provide internal circulation alternatives for Downtown Norfolk.**

As Downtown Norfolk continues to develop, the need to link downtown districts, connect remote parking to activity centers, and facilitate pedestrian movements will be ever more critical. An automated people mover or some other circulation system can perform all of these functions while also contributing to the experience of a lively and exciting community. Any proposed automated people mover system would have to be carefully integrated with the developed urban form of downtown.

POLICIES FOR THE TRANSIT SYSTEM -- 2020 PLAN

- **Continue to build transit ridership and utilization.**

As development and redevelopment activities continue in Norfolk, public transit needs to be an ever increasing part of the region's total transportation system. The ability to evolve

and change to meet new conditions and needs will be critical. Increasing the share of transit trips to major activity centers is a top goal which can only be accomplished by building up the transit system so that it is a truly viable travel alternative attracting not just those individuals dependent upon transit but riders with other transportation opportunities. Specific action plans will be needed. Greater transit utilization will be needed to meet future air quality goals.

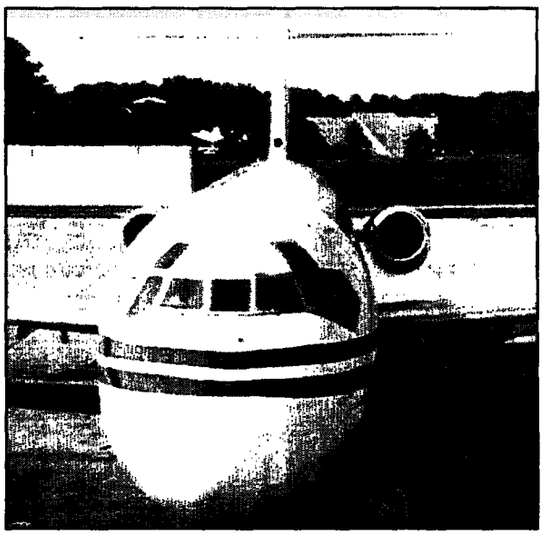
- **Prioritize, plan, and implement the full development of a region-wide light rail transit system.**

Long range travel demand forecasting clearly details that the highway system, even if greatly expanded, will be inadequate to meet future needs. In addition, there are true physical, environmental and financial limitations on the further expansion of many highway corridors. Building upon the success of the initial rail link between Downtown Norfolk and Virginia Beach, a new region-wide transit system is needed to meet the development goals of the area. Rail connections to other major destinations in the region should be prioritized and constructed. Destinations to be considered for future rail extensions include the Norfolk Naval Base, the Military Highway corridor and Norfolk International Airport, the Greenbriar area of Chesapeake, southern Virginia Beach and Portsmouth. Future highway proposals in major corridors should anticipate and plan to accommodate the construction of a regional rail transit system.

- **Expand and improve water transit systems.**

Helping to reclaim Norfolk's maritime heritage, the present ferry boat connecting the downtown waterfronts of Norfolk and Portsmouth has proven to be very successful and popular with both commuters and tourists. Expansion of ferry service to other destinations and the upgrading of service to encompass larger and faster boats should be supported.

INTERCITY TRAVEL



Goal: **Establish and support superior intercity transportation connections between Norfolk and the nation and the world.**

The ease of connections to cities across the country and around the world are both a measure of the quality of life in an area as well as an important economic development tool. As the center of the Hampton Roads region, Norfolk must maintain and improve intercity travel opportunities. The intercity transportation network must be directly integrated with the remainder of the transportation network so that people can connect quickly and easily between the local and intercity systems.

POLICIES FOR INTERCITY TRAVEL -- 2000 PLAN

The following policies will enhance intercity travel to and from Norfolk:

- **Continue development of Norfolk International Airport as Hampton Roads' major jetport facility for both air passenger and cargo service.**

Airline deregulation has changed jet travel significantly over the past decade with more people flying than ever before. As the airline industry continues to evolve, new opportunities for expansions and improvements in service to and from Norfolk may arise. A recent update to the airport master plan has concluded that Norfolk International Airport with select improvements will have sufficient landside (terminal and counter space, parking, etc.) and airside (runways, jet gates, etc.) capacity to continue meeting the projected air travel needs of the region well into the next century. Central to the plan document is the new proposal to construct an arrivals building before the end of the decade adjacent to the long term parking decks west of the current terminal. The airport's unique natural setting and environment must be maintained as expansions continue. Further, noise impacts from aircraft operations in neighborhoods surrounding the airport should be monitored and mitigated where feasible.

- **Insure efficient operation and management of Norfolk's airport.**

The Norfolk Airport Authority, an independent, political subdivision of the Commonwealth of Virginia, is empowered under its charter, and specifically by Norfolk City Council Ordinance No. 25,973, to own, operate and manage Norfolk International Airport for the City of Norfolk. The City reserves the right, at its option, to have the title of the airport

revert to the City of Norfolk upon the payment by the Authority of all its debts and obligations incurred for the development of certain improvements at the airport. At this time, all outstanding debt incurred by the Authority is scheduled for full payment by July 1, 1998. Maintaining efficient operation of the airport while also maximizing the revenue generation potential to the City needs to be a priority in the evaluation of future management options for the airport. The present airport management arrangement has proven to be extremely successful and should serve as a model for future decisions.

- **Explore opportunities to develop heliport facilities at appropriate locations in Norfolk.**

Helicopter service could serve to increase the attractiveness of certain areas of Norfolk, such as the downtown, as business locations. Each heliport proposal should be reviewed closely to weigh the benefits and needs against any potential impacts. Factors such as safe approach patterns, connections to other transportation systems, and noise impacts need to be evaluated in connection with any heliport proposal.

- **Cooperate with State and regional officials to improve the larger highway network linking Norfolk to the region and the country.**

The main highways connecting to Norfolk are important links to the rest of the country. Significant volumes of both visitor and commercial traffic, particularly port related shipments, travel to Norfolk on the highways connecting the city to the rest of the country. Ensuring quality connections on the intercity network of highways, through cooperative planning and programming of improvements, is priority. Special focus is given to highway links to the south and west of Norfolk.

- **Maintain intercity bus connections between Norfolk and the rest of the country.**

The intercity bus industry, which currently has just a single nationwide operator, is currently in a period of retrenchment and re-evaluation, and many routes and cities are being eliminated from the system. Bus service is an important alternative travel mode for many people, so efforts to maintain and expand, if possible, intercity bus service to and from Norfolk should be promoted.

- **Explore opportunities to restore intercity passenger rail service to Norfolk.**

Norfolk does not enjoy direct, intercity passenger rail service at present. In all regional long range planning, the concept of extending rail service to Norfolk and South Hampton Roads should be reviewed in conjunction with any plans to widen and improve the bridge and tunnel connections across Hampton Roads.

- **Assist rail freight movements.**

The port and many other Norfolk industries depend upon rail movement of goods and materials. Although the City has little direct input to the private rail industry, the maintenance of good freight rail service is a priority that should be advanced wherever feasible. Annual State Rail Plans should be monitored to identify any critical rail lines that may be threatened with abandonment.

POLICIES FOR INTERCITY TRAVEL -- 2020 PLAN

- **Monitor intercity travel patterns and needs and respond as needed.**

As a meeting place center, Norfolk needs excellent intercity connections to support tourism, convention, and economic development goals. As changes in patterns of the intercity travel industries occur, Norfolk must be ready to respond appropriately to insure and improve its links to the world.

- **Support plans for a new "super" airport in the Hampton Roads region.**

The United States Department of Transportation is studying the concept of constructing a limited number of "super" airports across the country to build the air travel system of the future. These super airports will be major centers of activity with the most flights to the most destinations including international locations. A super airport, constructed outside the City of Norfolk, would be a major boost to the entire region in the twenty-first century as detailed in the economic development chapter. The Richmond, Peninsula and South Hampton Roads regions are currently cooperating with federal grant assistance to study the feasibility of constructing a "super" airport in Southeastern Virginia. Clearly, planning and building a new airport will be an extensive and involved process over decades, and the issue of a high-speed ground connection from the urban center to the new airport location will need to be part of the process.

- **Respond to changes in port technology and goods movement with appropriate transportation improvements.**

Containerized shipping completely revolutionized the import/export industry. Future improvements in the shipping technologies, such as larger containers and double stack movement of goods by train to and from ports, will require adjustments and improvement in the local transportation network to respond to the new conditions.

MANAGEMENT STRATEGIES

Goal: **Increase the capacity and efficiency of Norfolk's major transportation corridors through effective management strategies.**

Available capacity along major travel corridors in Norfolk is a scarce commodity at certain times of the day. The large existing investment in transportation systems must be skillfully managed and operated so that maximum efficiency and benefits are achieved. Transportation management programs improve traffic flow and travel times without major capital investments and long and disruptive implementation periods, and therefore such programs have the potential to be a significant element of the future Norfolk transportation system. In addition, air quality and other important environmental goals are furthered by management strategies which reduce congestion and lessen the need to expand transportation corridors.

POLICIES FOR MANAGEMENT STRATEGIES -- 2000 PLAN

The major elements of transportation management strategies are summarized in the following policies:

- **Implement a region-wide High Occupancy Vehicle (HOV) system and support related ridesharing and transit service programs.**

At present, average automobile occupancy rates average just slightly above one person per vehicle on the highways of Hampton Roads, and therefore, major increases in ridesharing would improve travel conditions for both the carpooler and non-carpooler alike. HOV programs also aid in the achievement of environmental quality goals. A region-wide system of HOV lanes, portions of which are already under construction, has the potential to increase the attractiveness of ridesharing by offering measurable travel time savings over driving alone. Appropriate programs promoting ridesharing and the HOV concept need to be supported. Further, the total proposed HOV highway network on I-64, I-264, and I-564 in Norfolk should be completed as soon as possible so that benefits of a complete system of commuter lanes linking many activity centers can be achieved. The City should also participate in regional groups and organizations promoting the HOV system.

- **Improve travel flows utilizing computerized traffic signal controls and other management options.**

Recent technological improvements in computerized control systems can greatly enhance the functioning of traffic signals and thereby increase capacities and travel speeds along corridors while also reducing air pollution. Norfolk is presently working to bring all traffic signals in the city under centralized, computer control, and this effort should be advanced as rapidly as possible. The applicability of special signal preemption programs to speed up public transportation in key corridors should also be investigated. Further, a major traffic monitoring and control system, including variable message advisory signs for drivers, will be constructed on I-64 in conjunction with the HOV improvements now underway, and this system will have the capability to be expanded to include all interstates and expressways in South Hampton Roads. Once in place, this system will permit immediate responses to congestion, incidents, or other hazards which will improve travel on these major routes.

- **Work with appropriate organizations, agencies, and groups on programs to manage and reduce total travel.**

Various transportation management options, such as variable work hours, preferential parking policies, and employer sponsored vanpool programs, can be important tools in alleviating congestion. Primarily through the use of educational programs and efforts and other technical assistance, private sector groups should be encouraged to implement whatever transportation management strategies are appropriate for the workings and operations of a particular organization.

- **Assist and foster the development and operation of Transportation Management Organizations.**

Transportation Management Organizations (TMOs) are groups that work together to improve commuting to and from specific locations. Most TMOs, whether formal with paid staff or more loosely established, are organized around a particular location or major employer. These groups offer a variety of services and programs to employees in order to improve travel. Although participation in a Transportation Management Organization is mandatory in certain areas of the country, voluntary and private organizations have also proved to be successful. In Norfolk, the major employment centers such Downtown, the Naval Base, and the Medical Center are the most likely candidates for TMOs. Encouraging the establishment of management organizations, most likely with direct City participation, at these and other centers is a priority. Increased transit utilization generally is central to the efforts of TMOs.

POLICIES FOR MANAGEMENT STRATEGIES -- 2020 PLAN

- **Monitor the relative success of various transportation management strategies.**

Formal and organized transportation management programs are a new element in Norfolk and the Hampton Roads region. Clearly, general efforts will have to be tailored and

adjusted to the specific needs and lifestyles of the area as experience in use is gained. Various programs from around the country should be researched and studied for possible implementation in the region. Coordination with other jurisdictions is also important.

- **Insure that HOV facilities maintain a travel time savings over the adjacent highways.**

Under a recent agreement with the Federal Highway Administration, vehicles with two or more passengers will be permitted to use the special commuter lanes the I-64 and I-564 HOV lanes slated to open to traffic in 1992. If, however, traffic builds on the HOV lanes over time to the point where travel speeds decrease on the commuter lanes and there is no longer any travel benefit in using the carpool lanes as opposed the conventional lanes, an increase in the HOV requirement to HOV 3 or higher will need to be considered in order to maintain desired travel speeds in the special lanes. Monitoring and evaluation of HOV lane usage and statistics will be critical.

FINANCING

Goal: **Increase available funding for transportation needs.**

Funding is the strategic key to all transportation improvement programs and plans. Numerous studies have detailed in depth that total forecast transportation needs in Norfolk and the Hampton Roads region far exceed current available revenues. Recently, the Virginia General Assembly formed a special study commission to review options to address this specific issue. While strategies such as the prioritization of critical projects and phasing of specific elements can help stretch available revenues further, additional funds for transportation are required in order to construct needed facilities within desired time frames.

POLICIES FOR FINANCING -- 2000 PLAN

Opportunities to increase transportation improvement funding at all levels -- federal, state, regional, and local -- need to be investigated. The following policies are designed to guide the City's actions in this arena:

- **Work to influence federal and state transportation programs and legislation for the benefit of Norfolk and the region.**

The United States Congress is presently debating the reauthorization of both the federal highway and transit acts. With the near completion of the interstate highway system, the Congress may redirect the entire highway program and new initiatives in the transit arena can be anticipated as well. Norfolk and the region must insure that interests of Hampton Roads are clearly reflected in whatever new funding categories and classifications that are developed. In addition, the reauthorization process creates opportunities to change legislation affecting key city interests. Most critical in this area would be a change to current law in order to gain the authority to mix a variety of funding sources to finance the needed expansion of the Hampton Roads Bridge Tunnel. Ensuring that accumulated trust fund revenues are spent for their intended transportation purposes is another priority as well as the protection of the gas tax as a transportation funding source rather than a general revenue. Similar action at the state level is also supported.

- **Participate in new state and regional transportation funding initiatives.**

The need for regional cooperation on transportation issues is self-evident. Unlike some other types of planning issues, transportation needs and facilities stretch across jurisdictional boundaries, and it is impossible for one city to address successfully its transportation problems without considering the larger picture. Therefore, it is appropriate to consider regional and state approaches to increase transportation financing since an initiative or project in one jurisdiction can have transportation benefits in multiple jurisdictions. The Virginia General Assembly is currently reviewing this issue although no formal recommendations have been forwarded yet. Some major projects such as the Midtown Tunnel expansion cannot be undertaken in absence of a special state and/or regional financing initiative. In addition, many possible transportation funding alternatives would be ineffective and possibly counterproductive if applied in just a single jurisdiction as opposed to the entire region.

- **Support the concept of increased utilization of user fees for specific transportation projects where practical and feasible.**

An essential principle of public finance is that any government fee or charge be linked as closely as possible to the actual service or benefit received. Transportation user fees collected through tolls directly follow this principle since the individuals receiving the benefit from a particular transportation investment (the "users") are the ones who pay the costs of the facility. Also, non-resident populations such as tourists and military households which maintain a permanent address outside of Virginia who generally would not contribute to the costs of transportation facility financed by most locally generated sources share equally in the costs of projects supported by user fees. Emerging new technologies and collection systems will make the collection of tolls more efficient. User fees could significantly increase total transportation funding in Hampton Roads and accelerate the construction of many critically needed projects since costs are repaid over a period of years.

- **Increase funding for the regional transit system.**

Additional funds will be needed to upgrade and make the transit system an attractive alternative for people with travel opportunities. Additional public funding from all possible sources -- federal, state and local -- should be pursued. Direct links between increases in funding and specific services and improvements should be made as frequently as possible. Also, consideration should be given to establishing a dedicated regional funding source for transit. Such action could serve to lessen uncertainty during the transit budgeting and planning processes while also reducing subsidies requirements from local operating budgets. A dedicated funding source would also be a visible symbol of the region's commitment to transit.

- **o Pursue adequate financing for other modes of travel.**

Norfolk should pursue additional funding for other modes of travel and facilities, such as Norfolk International Airport, Norfolk International Terminals, and expanded rail service to Hampton Roads, especially Southside Hampton Roads. These facilities and investments need to be maintained and expanded if we are to be adequately connected to the networks they represent. At the present time, these facilities are funded primarily at the state and federal level.

POLICIES FOR FINANCING -- 2020 PLAN

- **o Update transportation needs and available funding.**

Transportation plans and needs are constantly evolving. Building upon the success of completing the currently identified programs, the city should insure that adequate resources will be available to implement future programs. The development of financing programs and alternatives that have the potential to create significant recurring revenues for transportation improvements should be emphasized.

- **o Monitor changes in federal and state transportation programs and respond as needed.**

As the federal and state transportation programs change in the future, Norfolk will need to adjust to meet whatever new requirements and conditions are established. Ongoing liaison and monitoring efforts will be continued and strengthened.

IN SUMMARY...
Each of these elements provides the basis for a modern, efficient and integrated transportation system to meet Norfolk's future travel and transportation needs. The following section details the specific transportation project needs to be addressed and also outlines a strategic approach combining the approaches previously discussed.

FOCUS FOR ACTION

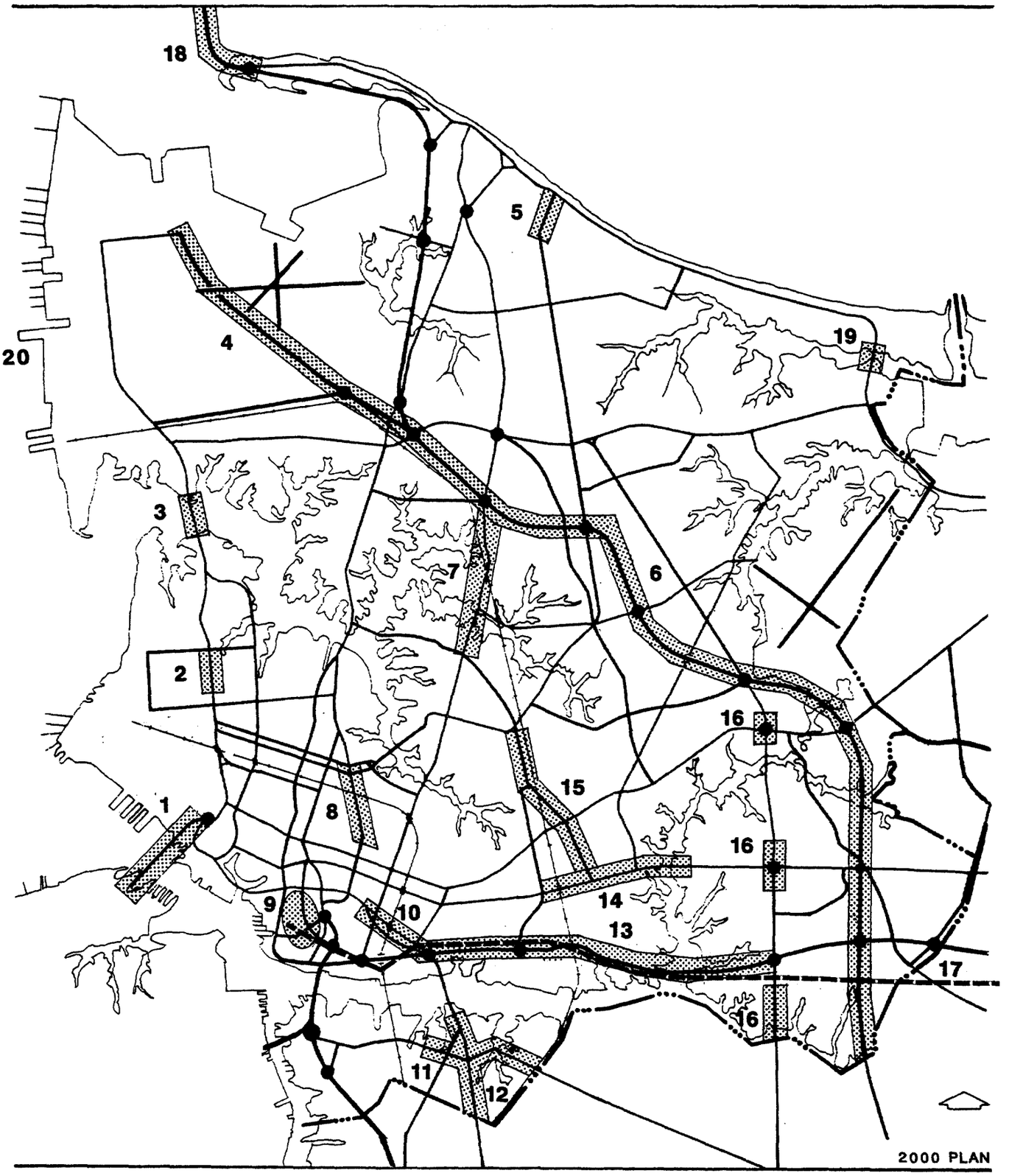
Map T-4 details the Norfolk transportation plan for the year 2000. The Norfolk plan is closely linked with the Regional Needs Analysis assembled by the Metropolitan Planning Organization, the State Six Year Improvement Program, and the City's capital improvement program. Together, these various elements describe in detail the specific future capacity needs along major corridors, implementation timetables, funding availability and overall priority.

The year 2000 plan is an ambitious action agenda with highway improvements programmed across the city. On the interstate system, one HOV lane will be added in each direction on I-264 between the Downtown Interchange and Military Highway. Expansion of the Hampton Roads Bridge Tunnel crossing is a critically needed project.

PLANNED TRANSPORTATION IMPROVEMENTS (MAP T-4)

1. Midtown Tunnel
2. Hampton Blvd. Widening
3. Lafayette River Bridge Replacement
4. I-564 HOVs
5. Chesapeake Blvd. Widening
6. I-64 HOVs
7. Tidewater Drive Intersection Improvements
8. Church St. Widening
9. Downtown Boulevards
10. Downtown Bypass - Initial Segment
11. Indian River Road Widening
12. Campostella Road Widening
13. I-264 HOVs
14. Virginia Beach Blvd. - Bridge Replacement and Widening
15. Cromwell/Ingleside Widening
16. Military Hwy. Widenings
17. Light Rail System
18. Hampton Roads Bridge Tunnel Expansion
19. Shore Drive Bridge Replacement
20. Uptown Crossing Corridor Studies

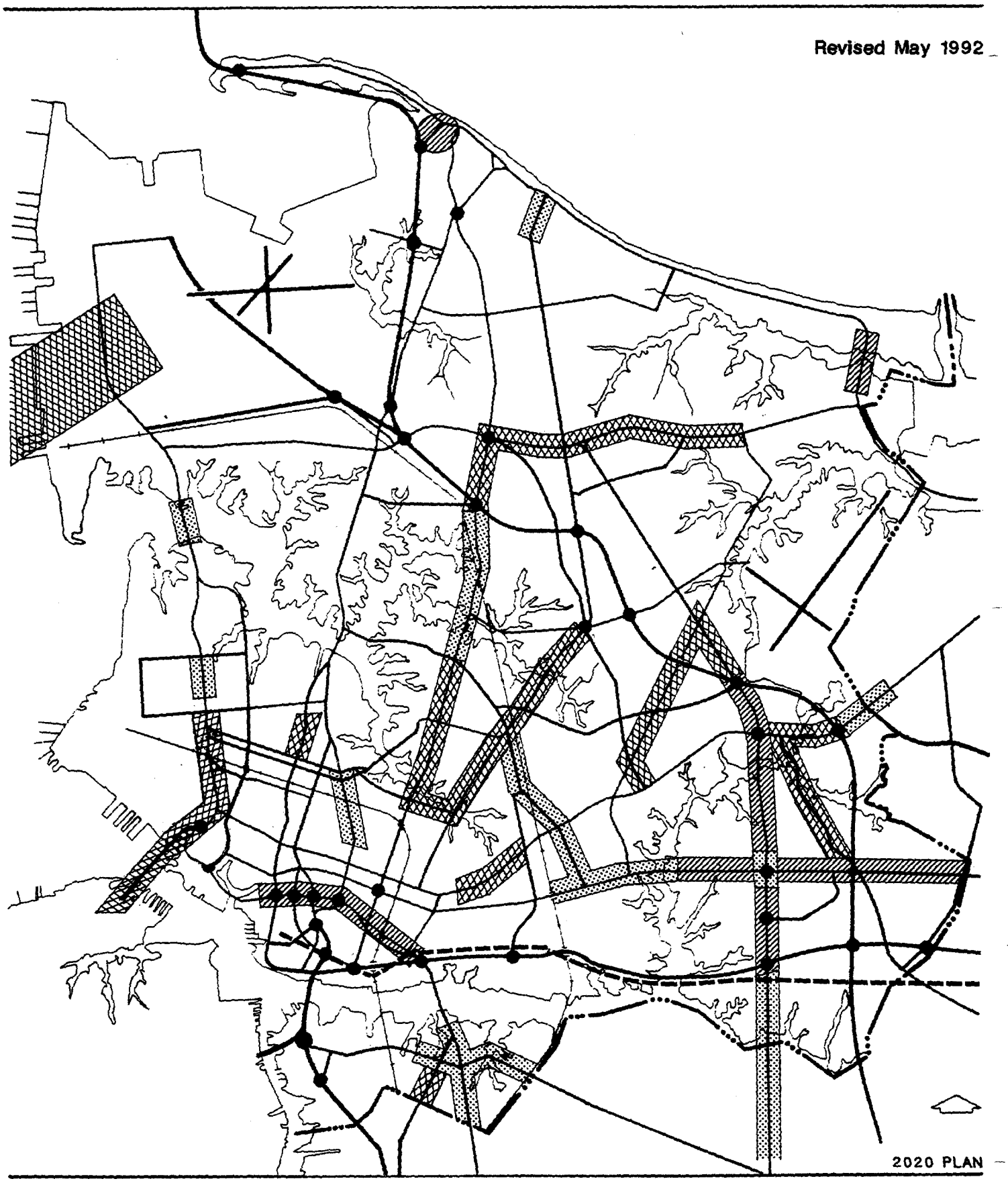
T-4 PLANNED TRANSPORTATION IMPROVEMENTS



T-5 2010 FORECAST MAJOR HIGHWAY DEFICIENCIES

(NON - INTERSTATE)

Revised May 1992



Freeway
Arterial
Interchange
Light Rail

In State Program – Construction Before 1996
In State Program – No Construction Date Set
Not Currently Programmed for Improvement

On the arterial system, the most significant project will be the construction of a second Midtown Tunnel. Other routes slated for expansions over the next decade include portions of Hampton Boulevard, Brambleton Avenue as part of the initial phases of the Downtown Bypass, Church Street, Tidewater Drive, Indian River Road, Campostella Road, Virginia Beach Boulevard, Chesapeake Boulevard, Military Highway and the Cromwell Road/Ingleside Road corridor. In addition, a new system of downtown boulevards will be completed to help promote development opportunities.

Map T-5 displays the non-interstate highway needs in Norfolk over the next twenty years along with the current planning status for improvement of each of the individual projects. Norfolk is entering a significant period of highway building and reconstruction which will greatly improve travel flow and address many long standing needs. Total needs still far exceed forecast available funding.

Towards the end of the decade, the City will enter an important period of transition in the State urban highway program. As projects are completed across Norfolk, it will be possible to redirect and refocus the City's urban program to specific highway improvements. Reviewing the projects that will be remaining to be constructed after 1996, the Downtown Bypass and improvement of the Military Highway corridor are clearly the two most significant programs requiring action since these projects also have the greatest potential development benefits. Special funding beyond the regular urban program will be needed for the Midtown Tunnel expansion.

Since the total funding requirements for these two major projects far exceed the City's annual State allocation, it will be necessary to accumulate funds over a number of years for the Downtown Bypass and Military Highway improvements. The policy of the City will be to defer the addition of any other new projects to the State program so that all resources can be concentrated towards these two identified critical improvement programs. After the Downtown Bypass and Military Highway projects have been completed, remaining projects and plans will be reviewed and updated to select and prioritize the next efforts for action.

In the area of transit and intercity travel, strengthening and improving the transit system is a major priority over the next ten years. The ongoing decline in regional transit ridership will be reversed only through the enhancement of the total transit system to attract riders with other transportation opportunities and not just those wholly dependent upon transit. Norfolk International Airport will continue to implement its master plan to meet the future needs of air travel in the region. Transportation management will also need to become established as a standard part of the transportation improvement program in order to achieve maximum efficiency in the functioning of the network. Adequate funding levels will be the catalyst for success in all these efforts.

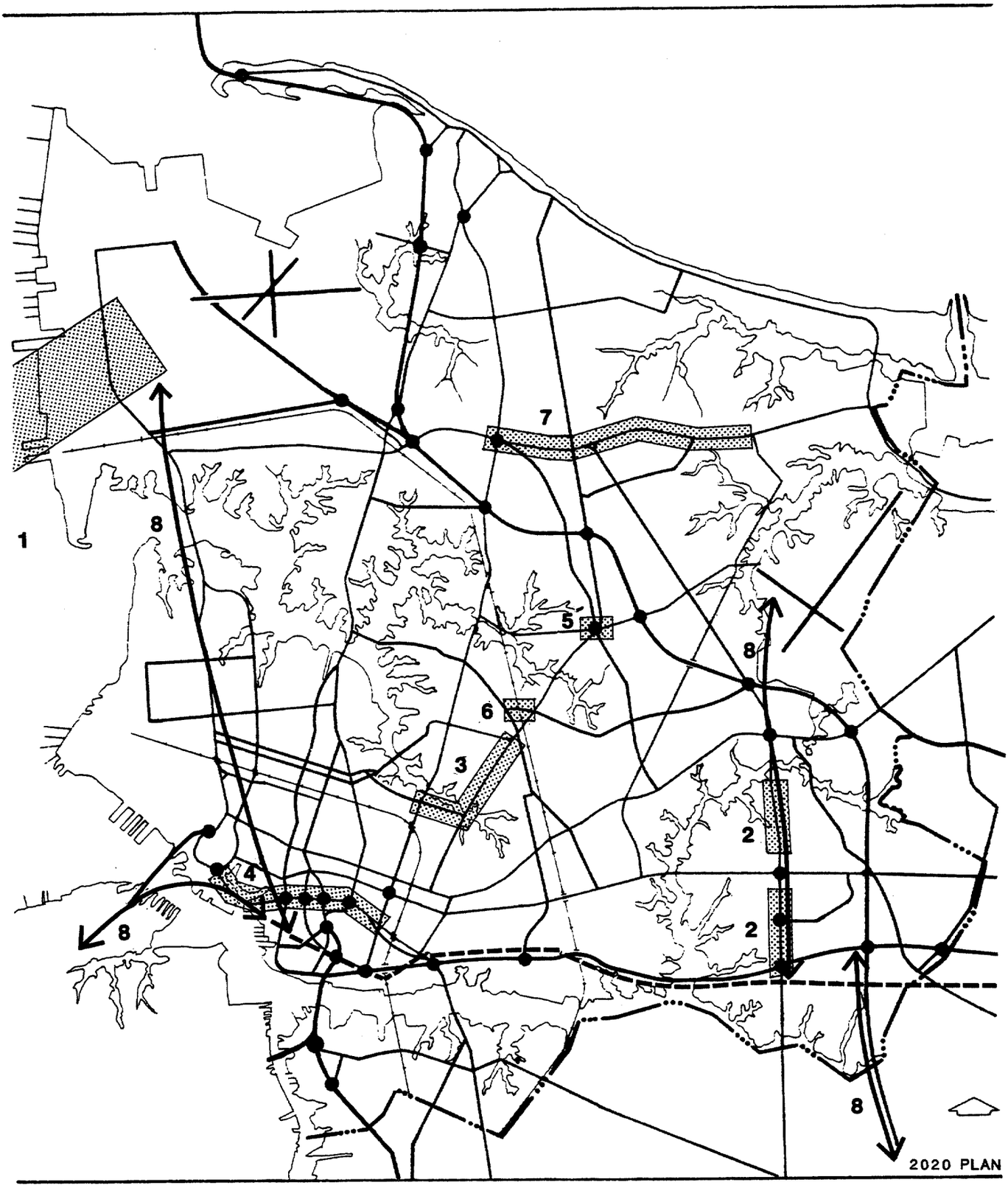
Looking further towards the year 2020, many other substantial transportation improvement projects will be completed. Map T-6 details the Norfolk transportation plan for the year 2020. Many major efforts are included in the long range plan. Although not mapped, extension of the initial rail line connecting Downtown Norfolk and the Virginia Beach

oceanfront are likely. On the highway network, there will be a doubling of capacity at the Hampton Roads Bridge Tunnel, construction of a new Uptown Crossing connection between Norfolk and Portsmouth, completion of the Downtown Bypass, and the addition of new bridge across the Lafayette River on the Chesapeake Boulevard corridor. New grade separations will be added at numerous intersection locations. Specific corridor routes and locations to be improved will be recommended through the ongoing planning process.

IN SUMMARY...
Transportation is a key element in the achievement of many of the goals outlined in the General Plan. Successful economic development programs require adequate transportation systems to move people and goods to desired locations. Similarly, housing opportunities need to be easily accessible to commercial and employment centers. Also, Norfolk's transportation systems impact both the natural and built environment and therefore should further the City's environmental quality and community design goals. By promoting, directing and assisting development as well as improving the quality of life for all Norfolk citizens, the Norfolk transportation system and policies outlined in this section provide the foundation for a modern city and a vibrant regional center.

LONG RANGE TRANSPORTATION IMPROVEMENTS (MAP T-6)

1. New Uptown Crossing
2. Military Hwy Corridor Widening
3. New Chesapeake Blvd. Bridge/Lindenwood Connector
4. Downtown Bypass Completion
5. Five Points Interchange
6. Robin Hood Rd. Extension
7. Little Creek Road Widening
8. Possible Light Rail Extensions



Freeway
Arterial
Interchange
Light Rail
Possible Rail Corridors

ENVIRONMENTAL QUALITY

VISION

THE NORFOLK NATURAL ENVIRONMENT

ENVIRONMENTAL QUALITY POLICIES

FOCUS FOR ACTION

VISION

The quality of life of the residents of Norfolk is directly related to the stewardship and preservation of the many resources that comprise our natural environment. Every resident should experience a livable city that protects its environmental resources including its natural features and its life giving elements of air and water. Furthermore, it is imperative that activities be undertaken that will conserve energy, reduce waste, and minimize air, water, and noise pollution so that our environmental assets will be enhanced for future generations to enjoy.

The General Plan's vision for Norfolk also includes a dynamic agenda for economic growth, housing and transportation improvements, and the provision of cultural, educational, and recreational opportunities for its citizens. It is necessary for this vision to incorporate an understanding of, and sensitivity to, the relationships of this agenda to our natural environment. Preserving Norfolk's unique natural features and resources will complement economic development activities by providing a quality of life context that will give Norfolk advantages over other locations. Enhancing the urban environment will also aid in providing livable neighborhoods that exhibit inviting surroundings that are unique to Norfolk. Cultural and recreational facilities will have settings that preserve and enhance the unique natural features found in Norfolk. Including technological advancements and noise mitigation in future transportation plans will provide a system of improvements that will have limited environmental impacts.

The environmental quality vision of Norfolk's future focuses on three of the six parameters outlined in the Vision chapter:

- **A Focal Point for Maritime Interests**
- **A Product of American History and Values**
- **An Exciting, Lively, and Memorable Community**

Norfolk's location on one of the largest military and shipping harbors in the world has been a focal point of its development. This relationship to water is unique and provides economic and recreational activities that have been the hallmark of the city's and region's historical development. Norfolk's history also includes events relating to the natural environment such as hurricanes and coastal storms that have directed or redirected the city's development patterns. These events have strengthened the respect for the power of the natural environment and have highlighted the value of protecting certain natural features. Norfolk's unique setting also provides opportunities for creation of memorable

visual experiences such as the vistas of the many rivers, bays, and creeks, wetlands, beaches, stands of live oaks, and further provides habitats for wildlife that are not found in other urban environments.

The quality of Norfolk's natural environment relates directly to other chapters of this plan. The overall vision can be realized only if attention is given to certain physical elements that make up both the natural and built environments. To attain the goals of protecting and enhancing its natural resources, the City will take steps to improve the quality of the waters that surround it and provide economic and recreational opportunities for both citizens and visitors. Actions will be taken to lessen air pollution impacts and improve the quality of our air. These will be related to the development of more efficient transportation and better use of energy resources through conservation and innovation. To protect the various natural features found in the city, sound environmental policies will be implemented in order to minimize detrimental effects to, and losses of, the remaining resources. These efforts will in turn positively impact other efforts to improve community design and will provide the setting for Norfolk's economic development opportunities and neighborhood and housing opportunities.

As the city's and region's population grows, the waste that is produced will grow as well. An environmentally sound waste disposal system will be developed that will favorably impact municipal budgets, environmental quality, and use of scarce resources. Population and economic growth will lead to increased efforts to mitigate the impacts of noise upon the Norfolk resident's quality and enjoyment of life. This same growth will lead to increased energy consumption by both the private and public sectors. However, development of a comprehensive and integrated energy strategy will conserve scarce resources and aid in the improvement of air and water quality.

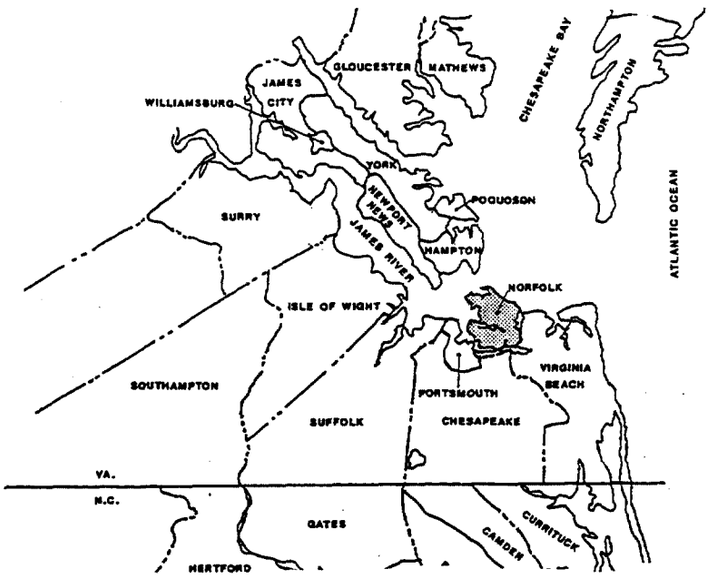
Coordination of efforts and attainment of goals relating to environmental quality will lead to the realization of this vision of Norfolk as a livable city that values its natural resources and strives to improve quality of life. When incorporated and integrated with other themes of this plan, an unique and livable environment becomes the focal point around which all facets of Norfolk's future development will be directed.

THE NORFOLK NATURAL ENVIRONMENT

The Hampton Roads region includes and is adjacent to a number of significant features that shape the region's environmental context. Norfolk, as indicated in Map EQ-1, is located at the heart of a prosperous and growing region and, at the same time, adjoins significant natural features including the Chesapeake Bay, Atlantic Ocean, and various tidal rivers. Norfolk is also in the path of migration routes of birds and waterfowl along the Atlantic seaboard. Ensuring a harmonious juxtaposition of the built and the unique natural environment is the central focus of this chapter.

Water is one of the region's most predominant natural features as the James, Lafayette, and Elizabeth Rivers flow into the Chesapeake Bay which flows into the Atlantic Ocean. Various natural habitats supporting blue crab, finfish and oysters are located in these waters as are habitats for various waterfowl. However, the quality and use of the waters in and around Norfolk vary considerably. The tidal waters just off of Norfolk's Chesapeake Bay shoreline are suitable and widely used for swimming, recreational and commercial fishing, and recreational boating. While the waters in the Hampton Roads inner harbor form one of the busiest commercial, recreational and military ports on the east coast, these waters also share many of the pollution problems typical of older inner harbor areas.

EQ-1 HAMPTON ROADS REGION



Efforts by Norfolk to protect and improve the quality and use of these waters recognizes the variations in existing water quality and the importance of these various water uses to the city. These efforts occur within a complex and evolving context of federal, state, and local initiatives. The Chesapeake Bay Preservation Act and federal regulations on storm water discharges have changed the regulatory framework governing water quality issues and increased the role of local governments in controlling nonpoint source pollution (pollution from storm water runoff as opposed to pollution from sewerage treatment plants and industries). A storm water management program is being developed by Norfolk which will lessen the negative impacts on water quality from pollutant runoff in the storm water drainage system. Reduction of pollutant runoff from shoreline activities is another ongoing water quality concern. An example of shoreline area regulated by the Chesapeake Bay Preservation Act is illustrated in Figure EQ-1. The Resource Protection

Area includes the wetland or shoreline to be protected from development and a strip of land along the shoreline within which land use and development are closely regulated so that runoff of polluting elements into the water resource can be reduced. The Resource Management Area is the remainder of the development lot on which development is monitored so as to limit any adverse effects on the shoreline. Local efforts in maintaining water quality will continue with increased emphasis on nonpoint sources of water pollution and on toxic pollutants such as chemicals and heavy metals.

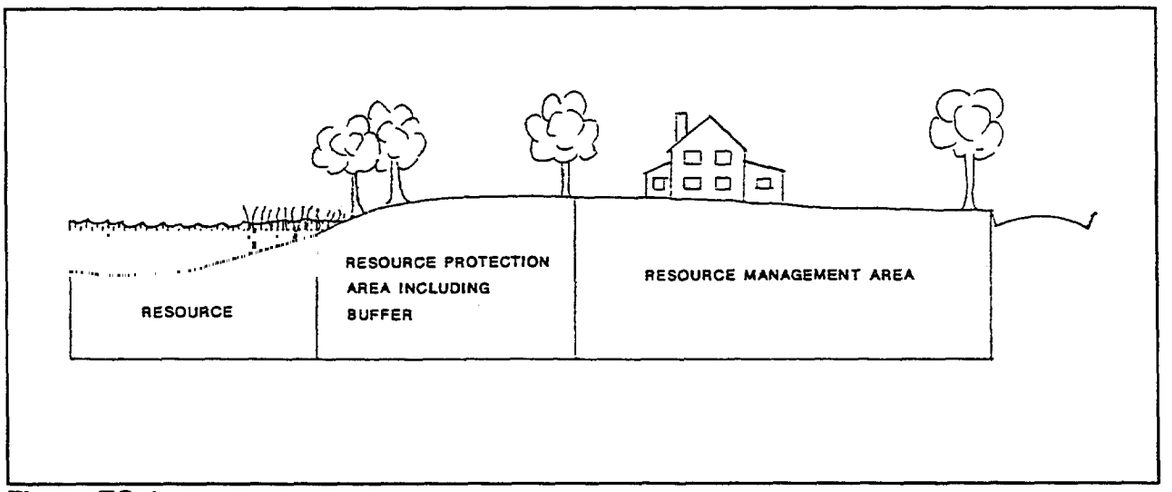


Figure EQ-1
CHESAPEAKE BAY PRESERVATION AREAS

This region's location along the Atlantic seaboard is responsible for the presence of various species of birds that use the coastline as their route for migrating from north to south. The region also supports a multitude of indigenous vegetation such as live oaks and marsh grasses. A decline in the region's air and water quality threatens the presence of these species. In 1988, the Hampton Roads area failed to meet National Ambient Air Quality Standards for ozone. In our region, excessive ozone levels are largely the result of gasoline powered vehicles. Within the Hampton Roads region (Map EQ-1) there are almost one million vehicles registered, slightly fewer vehicles than total population. Poor air quality negatively impacts not only public health and environmental quality, but also the City's and region's ability to attract and retain industry. Localities that fail to meet federal air quality standards for either ozone or carbon monoxide face Environmental Protection Agency sanctions that may bar the construction of new or expansion of existing industry or possibly reduce federal funds for highway construction and maintenance. For the future, careful and comprehensive planning and development through close adherence to regulations and a positive stance on public and private policy are essential to insure a strong economic base and a healthy and satisfying environment.

A byproduct of a growing and prosperous region of 1.4 million people having important environmental implications is the disposal of waste. It is estimated that solid waste generated in Hampton Roads is about 1 million tons annually. Figure EQ-2 illustrates the projected rate of increase in solid waste generation for the region if no waste reduction efforts are implemented. The City of Norfolk is estimated as contributing approximately 35% of this figure. While the amount of solid waste generated increases yearly, the means by which to dispose of this waste is decreasing. Landfills are quickly reaching capacity; recycling efforts are still in their infancy; and alternative methods of disposal such as incineration can have adverse air and water quality impacts.

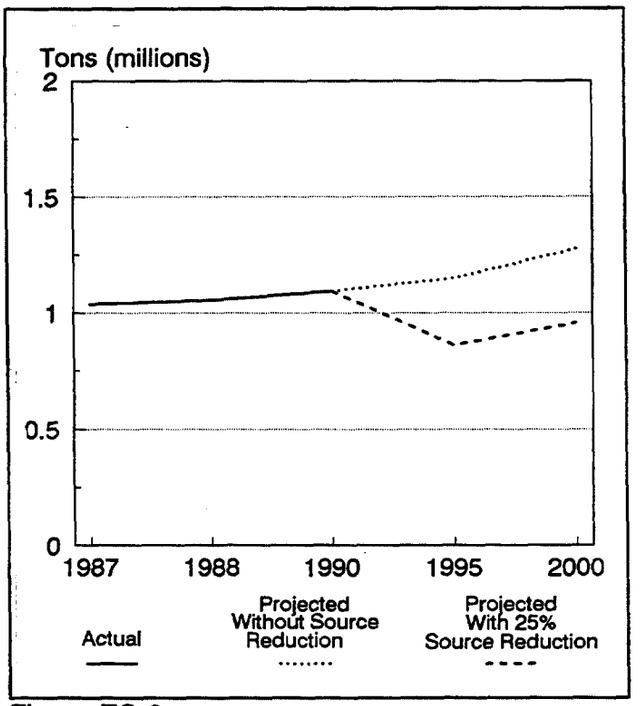


Figure EQ-2
WASTE GENERATION IN HAMPTON ROADS

Source: Southeastern Virginia Public Service Authority, April 1991

New regulations promulgated by the Virginia Department of Waste Management will require 25 percent of the region's waste stream to be recycled by 1995. Figure EQ-2 illustrates the impacts that these programs may have on waste generation in Hampton Roads. Even with this reduction in the waste stream, it will no longer be feasible to rely solely on landfill space as the long term answer to solid waste disposal. Other alternatives such as incineration or further reduction of the waste stream will have to be considered as the elements of a long range comprehensive and integrated solid waste disposal strategy.

There are other waste management issues concerning the proper disposal of hazardous waste including medical wastes generated from area hospitals, abandoned dumping sites, and the disposal of dredge materials from the area's shipping channels. The problems and their solutions are greater than what can be addressed by a single locality. Regional efforts supplemented and complemented by local programs are and will be the most cost effective answer. The City of Norfolk participates in one such regional entity, the Southeastern Public Service Authority. Through this regional structure programs which address both state and federal mandates can be implemented.

As the center of a growing urban region, noise in Norfolk can be a ubiquitous problem. Because noise is a byproduct of increased transportation and economic activity, it

naturally accompanies economic growth and prosperity. While noise impacts from vehicular traffic are most common along major arterials, noise relating to the two airports in the city also impacts certain areas as depicted in Map EQ-2. Noise from rail, port, and large industrial facilities also has impacts on immediately adjacent properties. Noise mitigation efforts and economic growth are not mutually exclusive. It is possible, through careful planning, technological advancements, public education, and strong enforcement policies, for these efforts to complement and supplement each other.

The provision of a sufficient and efficient energy supply is critical to the future economic and environmental well-being of the City of Norfolk and the Hampton Roads region. A sufficient energy supply enables the industrial and commercial activities that are vital to the economy, shipbuilding, port facilities, rail and highway transportation, to continue to grow and flourish. As illustrated in Figure EQ-3, state consumption of energy sources continues to rise. Because these resources are finite, conservation and innovation policies must be adopted so that the supply of energy is not depleted and adverse impacts on the environment are mitigated. The success of the City of Norfolk's policies designed to affect the consumption of energy will have a number of positive impacts on other environmental resources, such as air and water, and will also aid in the mitigation of noise and the reduction of the waste stream.

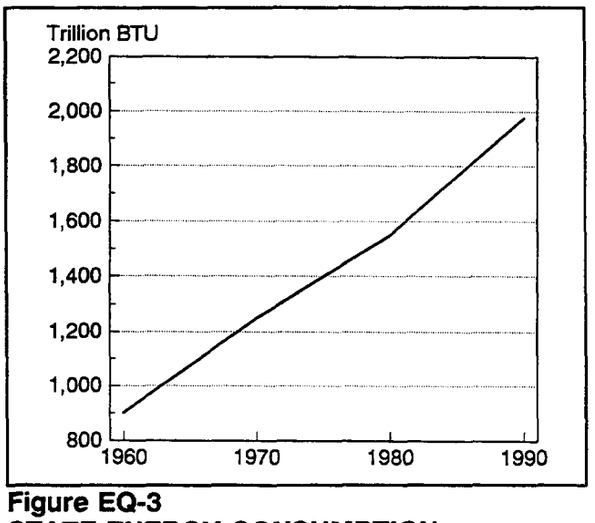
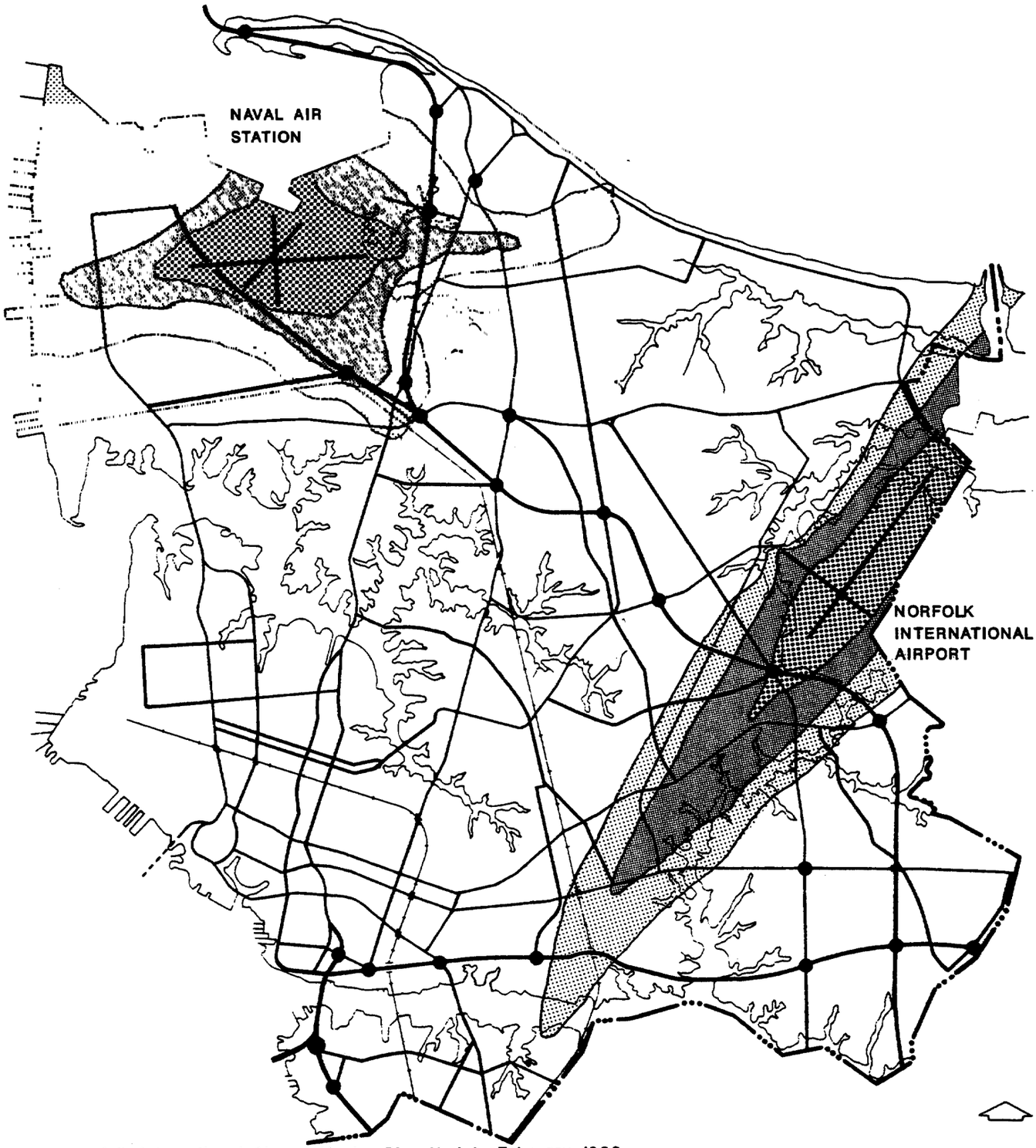


Figure EQ-3
STATE ENERGY CONSUMPTION

Source: Virginia Department of Mines, Minerals and Energy

A coastal setting is responsible for Norfolk having many unique natural features which serve to enhance the community environment by providing both valuable open space and habitat for a variety of wildlife. These natural features include the Chesapeake Bay, tidal rivers, over 1000 acres of wetlands both tidal and freshwater, over seven miles of beaches and dunes, urban forests, open spaces and greenways, and the related wildlife and natural vegetation characteristic to each. These wetlands and vegetated areas serve many functions as pollutant filters, wildlife habitats and natural buffers, and are of great importance in mitigating negative impacts to air and water quality. These natural areas also serve as noise and visual buffers between various land uses. During Norfolk's development, many natural features have been eliminated or modified. The preservation and promotion of remaining urban natural features is an issue that is rapidly gaining prominence in Norfolk as well as nationally. The City's adoption and implementation of a tree preservation and protection ordinance for public property is an indication of the importance of preserving trees and vegetation in an urban environment. The plan will expand on these efforts to preserve and protect existing vegetative resources and will

EQ-2 DAY-NIGHT AVERAGE SOUND LEVELS:
NORFOLK NAVAL AIR STATION AND NORFOLK INTERNATIONAL AIRPORT



Source: Norfolk International Airport Master Plan Update February 1989
A.I.C.U.Z. Update Norfolk Naval Air Station; 1984

65-70 Ldn
70-75 Ldn
75 + Ldn

Ldn is a measurement of noise intensity.
Ldn>75 is generally defined as being incompatible with residential land uses.

include policies to promote the development of new vegetative resources on both public and private property.

Proximity to the ocean, while providing for a temperate climate, also increases the potential for storm related flooding in Norfolk. Hurricane and coastal storm tracks are usually affected by the Gulf Stream, an ocean current just off the coast. This general track puts Norfolk and the region in the paths of such storms. Twenty-two hurricanes have affected Hampton Roads since 1900, an average of two to three storms each decade. Norfolk's Willoughby Spit area was formed as a result of hurricane forces that reshaped the shoreline in 1749 and 1806. Flooding and wave damage from these storms can cause erosion of valuable upland soils and damage to valuable buildings and properties. Urban street flooding occurs during heavy rains at high tides. Because of Norfolk's relatively low elevations, storm water cannot flow into the surrounding bodies of water thus backing up and flooding streets and properties. Wetlands are very valuable as flood controlling elements, just as dunes along beaches can mitigate wind and wave damage along the coastlines. Therefore, protection of these natural features may aid in mitigating potential flood damage. An anticipated rise in sea level over the next decades will threaten many of these natural features and will therefore exacerbate the flooding potential along the coastline. In the same way, there may be impacts on shorelines along all tidal tributaries.

IN SUMMARY...
As Norfolk enters the 1990's the City continues to focus on the environment and the tasks necessary to insure a quality of life that will make the city a more attractive place for both business and residential development. Therefore, the needs of a prosperous and thriving seaport community and the desire to enhance the quality of life can proceed in harmony. The use of air and water resources is shared with other localities in the Hampton Roads region and distant localities. But also shared at the local, regional, state, and national levels is the responsibility for stewardship of these resources and their protection. The responsibility for proper solid waste management and conservation of energy resources is also shared on a regional basis and has been the subject of increased regional, state and federal level activities.

Furthermore, no one resource and its protection is isolated from other environmental issues. Water quality and air quality are directly linked, just as solid waste disposal and air and water quality are. The maintenance and enhancement of natural features has direct relationships to air and water quality and noise abatement. The conservation of energy and the use of alternative energy sources will have direct positive impacts on air and water quality, noise abatement, and waste disposal. The recognition of these inter-jurisdictional and functional linkages has been a major step toward achieving improvements in the quality of our environment. It will be in this comprehensive and integrated way that future improvements in environmental quality will be realized.

Several resources and responsibilities have been identified as key to the enhancement of the quality of life in Norfolk and the realization of the vision for Norfolk. Because water has been such a prominent factor in the development of Norfolk and a source of

economic opportunity, recreation, and sustenance, **water quality** continues to be an asset that must be protected in order to maintain a quality of life. Air is another element that is of vital importance. Therefore, **air quality** must be maintained so that the environment of Norfolk and the region can continue to support plant, animal, and human life. Furthermore, maintaining clean air standards will support continuing economic development efforts and opportunities for attracting new businesses and industries. The City can use its unique **natural features** to aid in improving water and air quality through the protection of wetlands, urban forests, and dunes and beaches. Natural features also aid in the development of a sense of place and the creation of memorable views and experiences, and are a valuable resource as wildlife habitats. The conservation of **energy** resources and the use of alternative energy sources will assist in the improvement of air and water quality. Careful planning for dealing with byproducts of our society, **solid and hazardous waste** and **noise**, will also insure that our environment is maintained in a proper manner.

The following section presents Norfolk's key environmental resources and responsibilities and outlines policies governing each, providing the City with an effective, comprehensive, and integrated program for ensuring environmental quality and realization of the City's vision.

ENVIRONMENTAL QUALITY POLICIES

Maintaining environmental quality requires attention to a number of related resources and issues. This section lists six key resources and responsibilities for Norfolk, describing for each the City's goal in the area, an explanation of its importance, and a set of policies concerning the asset or issue through the year 2000 and through the year 2020.

WATER QUALITY

Goal: **Protect and improve the quality of the water in and around Norfolk.**

Water is an asset that gives Norfolk its unique and attractive location to live and work, providing drinking water, recreational, and economic opportunities. The waters also contribute to the fragile ecosystem that supports wildlife living in the region and migratory fowl along the eastern seaboard. The protection of the waters will be critical to the future of Norfolk's and the region's environmental quality. Given the various sources of water pollution, attaining the goal

of protecting and improving water quality will require the development of an integrated set of policies that address the various levels of regulation and the various pollution sources.

POLICIES FOR WATER QUALITY -- 2000 PLAN

To insure that Norfolk attains its goal of protecting and improving its water quality through the year 2000, the following policies have been established. These policies stress the important role that non-point source pollution control will have on the maintenance of water quality.

- **Enhance water quality in the Chesapeake Bay and its tributaries.**

Runoff of pollutants from land has been identified as one of the most serious threats to water quality. A better understanding of the causes of water pollution and recent changes in state and federal regulations have focused attention on nonpoint sources of water pollution. These factors will result in making a nonpoint source pollution control strategy the major focus of Norfolk's water quality protection efforts. The City has amended its zoning, subdivision, site plan review, and erosion and sediment control ordinances to reflect the mandates of the Chesapeake Bay Preservation Act. Continued enforcement of this Act will be a primary effort in regard to nonpoint source pollution control. Activities will include continued protection of wetlands and other sensitive shoreline features and the use of "Best Management Practices" in developments that impact these shoreline and wetland areas. These activities should meet all federal and state regulations and should be fully integrated with other regional, state, and federal water quality and related environmental initiatives. The regulations resulting from these efforts should be as cost effective as possible and equitably applied. The Chesapeake Bay program and related initiatives should be integrated with other environmental concerns - protection of groundwater, natural features, air quality, and waste disposal.

- **Comply with the Federal Clean Water Act regulations for storm water discharges.**

A second focus of a comprehensive nonpoint source water pollution strategy will be to mitigate the adverse water quality impacts of storm water runoff from throughout the city. This activity will focus on a drainage system or watershed wide approach to insure that all land areas contributing to storm water runoff are considered. While the Chesapeake Bay Preservation Act controls activities adjacent to shorelines, the Clean Water Act of 1987 will require monitoring of, and improvements to, discharges from the city's storm water drainage system. This effort will require a two stage permitting process including the development of a Storm Water Quality Management Plan. This plan will outline the actions necessary for detecting and removing improper discharges into the storm drain system and reducing the discharges of certain pollutants. Implementation of this plan will likely require improved maintenance of existing storm water facilities, construction of new storm drainage facilities, and increased inspection and monitoring activities. The City's recently developed storm water utility will provide funding for the capital improvements and

other activities necessary for improving storm water discharges. These efforts should be coordinated with other efforts and activities relating to water quality improvements.

- **Encourage greater integration and coordination of various water quality activities at the regional, state, and federal levels.**

A number of state and federal agencies have historically had water quality responsibilities and programs. Changes in state and federal regulations, creation of new agencies, and expansion of responsibilities will create overlapping program responsibilities. Norfolk should support greater regional coordination of agency programs and mandates on local government to assist in local implementation of water quality protection efforts.

- **Encourage increased financial support from state and federal governments for mandated programs to protect the quality of state waters.**

Many state and federal mandates on localities to protect the quality of state waters, for example federal regulations on storm water discharges and state Chesapeake Bay Preservation Act regulations, should be accompanied by sufficient financial support to complement local financial resources and to assist in program implementation. Norfolk should encourage such support through its State and Federal legislative delegations.

- **Support additional research at the federal and state levels on approaches to improve water quality.**

A review of current water quality studies and conditions supports the need for additional research in a number of areas. The levels of understanding regarding toxic contaminants in the estuarine system and on quantifying and controlling nonpoint source pollution from urban areas will be particularly critical for Norfolk because of its developed state and unique and prominent relationship to water bodies including tidal rivers and the Chesapeake Bay. Specifically, research should be directed toward identifying the location of hazardous waste sites in Norfolk and their potential impacts on water quality and other environmental resources; identifying methods to further reduce the impact of ship repair activities on water quality; identifying the costs and benefits of nonpoint source pollution control techniques; developing nonpoint source pollution control techniques for use in developed areas; and pinpointing the location of toxic contaminants in the estuarine system and their long term impacts on water quality.

- **Increase education and public awareness of various water quality issues.**

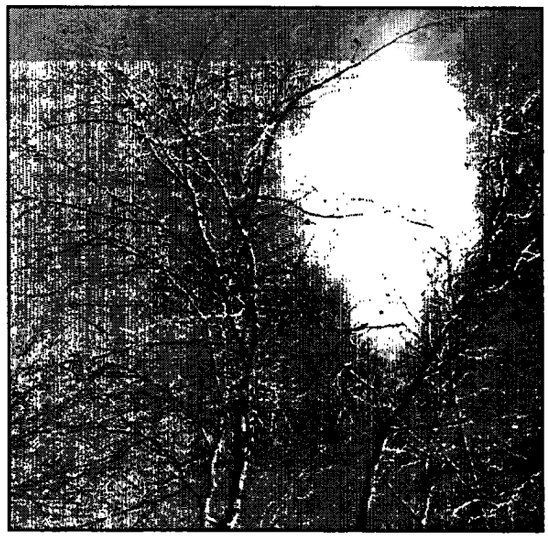
In order for various water quality improvement programs to be effective, it will be important to educate the public as to what it can do to improve water quality and how their individual actions can complement citywide and region-wide activities for nonpoint pollution reduction.

POLICIES FOR WATER QUALITY -- 2020 PLAN

- **Incorporate technological advancements into water quality protection efforts.**

As technological advancements take place in research techniques, pollution control measures, and monitoring systems, Norfolk should incorporate these advancements into the established water quality protection strategy. This will enable the City to assume a leadership role in pollution control efforts and insure continuing water quality improvements.

AIR QUALITY



Goal: **Protect and improve the quality of air in and around Norfolk.**

Air, like water, is an asset which must be protected to insure the livability and economic vitality of Norfolk and the region. In a region that has almost one million registered motor vehicles, it is obvious that this is an issue that has impacts beyond jurisdictional borders. It is also an issue that is regulated at both the state and federal levels. An air quality protection strategy must integrate these various levels of regulation and address the various sources of air pollution.

POLICIES FOR AIR QUALITY -- 2000 PLAN

The following policies have been developed to insure that Norfolk attains its goal of protecting and improving its air quality through the year 2000. These policies recognize that air quality issues are oriented on a regional scale, but that there are local activities that can complement these regional efforts.

- **Support regional coordination for improvement in air quality.**

Norfolk should continue its active involvement in the Hampton Roads Air Pollution Control District Committee and assume a leadership role in issue identification and problem solving in such areas as ozone and suspended particulate levels and the impact of shipbuilding and repair activities on air quality.

- **Support regional efforts to develop public transit and alternative transportation modes.**

Through the various regional entities in place, Norfolk should continue to encourage the development of transportation alternatives that will have the greatest impacts on reducing single-occupant vehicle trips in the region. These alternatives include the provision of pedestrian linkages between activity centers, bikeways, car pooling programs, park and ride commuter systems, inter and intra city bus systems, and light rail. Partnerships should be formed with major businesses and institutions to implement some of these programs. Many of these programs are discussed at length in the Transportation chapter of this plan.

- **Encourage state implementation of an annual vehicle emissions inspection and maintenance program in the Hampton Roads area.**

Because the Hampton Roads area may continue to exceed EPA mandated maximum ozone levels, actions need to be taken to lower auto emissions and improve ozone levels. Taking a positive stance on this issue will help enable the region to meet EPA standards which may favorably impact federal funding for new highway construction as well as allow continued construction of new or expansion of existing industry. The program would require an annual vehicle emissions inspection prior to vehicle registration by the locality. This would help lower overall emissions by requiring cars not meeting standards to be brought into compliance before continuing their use. A similar program has been instituted for eight localities in Northern Virginia.

- **Promote landscaping of public and private properties and the protection of other natural features to positively impact air quality.**

Trees and vegetation have a significant and positive impact on air quality through various natural processes. Protection of existing vegetative resources, such as Norfolk's wetland areas and park system, and careful planning that provides for appropriate vegetation for future public and private development will lead to maintaining and improving air quality for the city and the region. Including landscaping requirements for new development in all land use categories in the update of the Zoning Ordinance and expanding various efforts of the City's tree protection program are examples of such regulations and policies that should be implemented.

POLICIES FOR AIR QUALITY -- 2020 PLAN

- **Incorporate technological advancements into air quality protection efforts.**

As technological advancements take place in transportation, pollution control measures, and monitoring systems, Norfolk should encourage incorporation of these advancements both locally and regionally into the established air quality protection strategy.

NATURAL FEATURES

Goal: **Preserve and promote the natural features found in Norfolk.**

More than any other environmental asset, natural features can be used to enhance and protect other environmental and aesthetic elements in Norfolk. Through a set of policies aimed at protection, promotion, restoration, and expansion of existing natural features, Norfolk will insure that actions in air, land, and water quality improvements are complemented. The unique and fragile ecosystem that is found in Norfolk, including over seven miles of beaches and sand dunes and 1000 acres of wetlands, can be strengthened by efforts to preserve many water related natural features. Furthermore, activities in economic development such as tourism promotion and activities to make Norfolk a more livable community will be supplemented by a protection and promotion strategy concerning natural features.

POLICIES FOR NATURAL FEATURES -- 2000 PLAN

The following policies have been developed to insure that Norfolk attains its goal of protecting and improving its natural features through the year 2000. These policies outline actions that will aid in the protection of natural features and wildlife habitat and enhancement of air and water quality.

- **Protect, enhance, restore, and manage wetlands, beaches, sand dunes, forests, and other ecosystems including remaining waterfowl and wildlife habitats.**

Norfolk should continue its efforts to manage the city's wetlands, beaches, sand dunes, and other natural features through existing and expanded regulatory and management programs. These programs should be coordinated with programs at the regional, state, and federal levels, and should be coordinated with other local regulatory activities concerning air and water quality. Alternative and supplemental funding sources at all levels of government or from non-governmental entities should be sought in the forms of grants or matching grants. These funds would be used for replenishment, restoration, or preservation activities of strategic or unique natural features. Ongoing programs aimed at cleaning certain sites should also be expanded with additional locations targeted. Additionally new programs such as "Adopt a Beach" or "Adopt a Wetland" should be implemented in order to increase public awareness and effort in saving these resources.

Protection of environmentally sensitive sites through open space preservation zoning should also be pursued.

- **Improve and maintain public access to city waterways including public beaches, parks, and natural areas.**

Because of Norfolk's unique physical and historical relationship to water, efforts should continue toward the construction and maintenance of handicapped accessible elevated beach accessways along Norfolk's shoreline and access along other waterfront locations. Opportunities exist for additional walkways to be constructed at selected locations provided that design and construction techniques minimize or eliminate damage to dunes systems or other natural areas and promote maintenance of water quality. Improvements to other public facilities such as boat ramps should be made with attention to minimizing or mitigating any adverse impacts on adjacent natural features or water quality. The many tidal rivers in the city also provide many unique settings. Therefore, public access to water along these tributaries should also be preserved and improved. Unless other significant opportunities exist in the immediate area, requests to close streets or paper streets providing access to the water should be discouraged.

- **Develop, promote, and manage a greenway and open space preservation program throughout the city which provides protection to open space and environmentally sensitive areas.**

Norfolk has a number of parks and recreation areas such as Northside Park and Tarrallton Park that should be linked by greenways to other nearby natural areas. This linkage would enhance accessibility and the protection of adjacent natural features. Additionally, land use regulations should be developed which protect these public parks and open spaces and also other environmentally sensitive areas from intrusion by incompatible and potentially damaging land uses.

- **Manage a flood protection program for those areas threatened by the potential of damaging flood waters.**

By the mere fact of its coastal location, Norfolk will continue to face the threat of hurricanes and coastal storms which could cause great damage to both public and private properties including many natural features. In order to lessen these potential impacts, the City should initiate a comprehensive program designed to mitigate these impacts including full participation in the National Flood Insurance Program's Community Rating System (which will reduce citizen's flood insurance rates by up to 10-15%), the development of a flood management plan, the update of the City's evacuation and emergency shelter plans, environmentally sensitive improvements to storm water drainage systems, public education, and amendment of all pertinent land use and building regulatory measures.

- **Expand the urban tree program.**

A program should be developed that will result in an increased urban tree system on public property which complements regulations for private landscaping and community design policies of the General Plan. This program should include inventory of all resources, and maintenance, replacement, and planting policies, plans and timetables for all vegetation on public properties. Through implementation of site plan review regulations, new development should be required to preserve mature trees and specimen vegetation where possible. These activities will aid in preserving natural features that aid in improving air and water quality as well as promote the development of wildlife habitats.

- **Increase public education on environmental issues.**

Informational brochures should continue to be produced and distributed which familiarize and advise the public regarding the importance of natural features such as dunes, wetlands, and wildlife habitats and the programs in place to insure their protection. Projects which promote natural features or environmental values should involve local neighborhoods and civic leagues as a form of education and assistance with improving Norfolk's quality of life.

POLICIES FOR NATURAL FEATURES -- 2020 PLAN

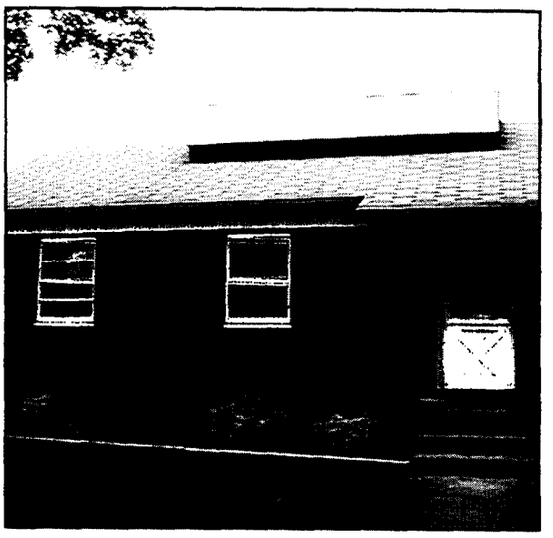
- **Anticipate impacts of possible sea level rise.**

Climatologists continue to forecast long term sea level rises worldwide. These rises in sea levels may result in a loss of existing wetland areas, beaches, and wildlife habitats, increased amounts of new or replacement bulkheading along shorelines for continued stabilization, and increased flooding of unprotected low lying areas with related threats to existing housing and commercial areas. The byproducts of sea level rise would have adverse affects on Norfolk's environmental and economic future. Strategies need to be developed that will mitigate the potential environmental, financial and physical impacts resulting from this natural phenomenon.

- **Evaluate the policies of the 2000 plan in relation to existing or new environmental conditions and intervening technological advancements.**

The programs aimed at preserving natural features need to be continuously updated and revised as new issues and circumstances present themselves. In addition, the advancements in technologies relating to open space preservation and restoration techniques need to be incorporated into programs and activities to insure the greatest benefit possible. This monitoring and update effort should be ongoing for the years between the two planning time frames.

ENERGY



Goal: **Develop and implement a comprehensive energy strategy for both public and private sectors that will conserve diminishing resources and improve environmental quality.**

The consumption of energy has a number of impacts on interrelated environmental issues including air and water quality and emanation of noise. The basic approach that will direct energy consumption will revolve around conservation of existing resources and development of alternative energy resources. These efforts will, in turn, have positive impacts on natural resource inventories, fiscal resources, and overall environmental quality.

POLICIES FOR ENERGY -- 2000 PLAN

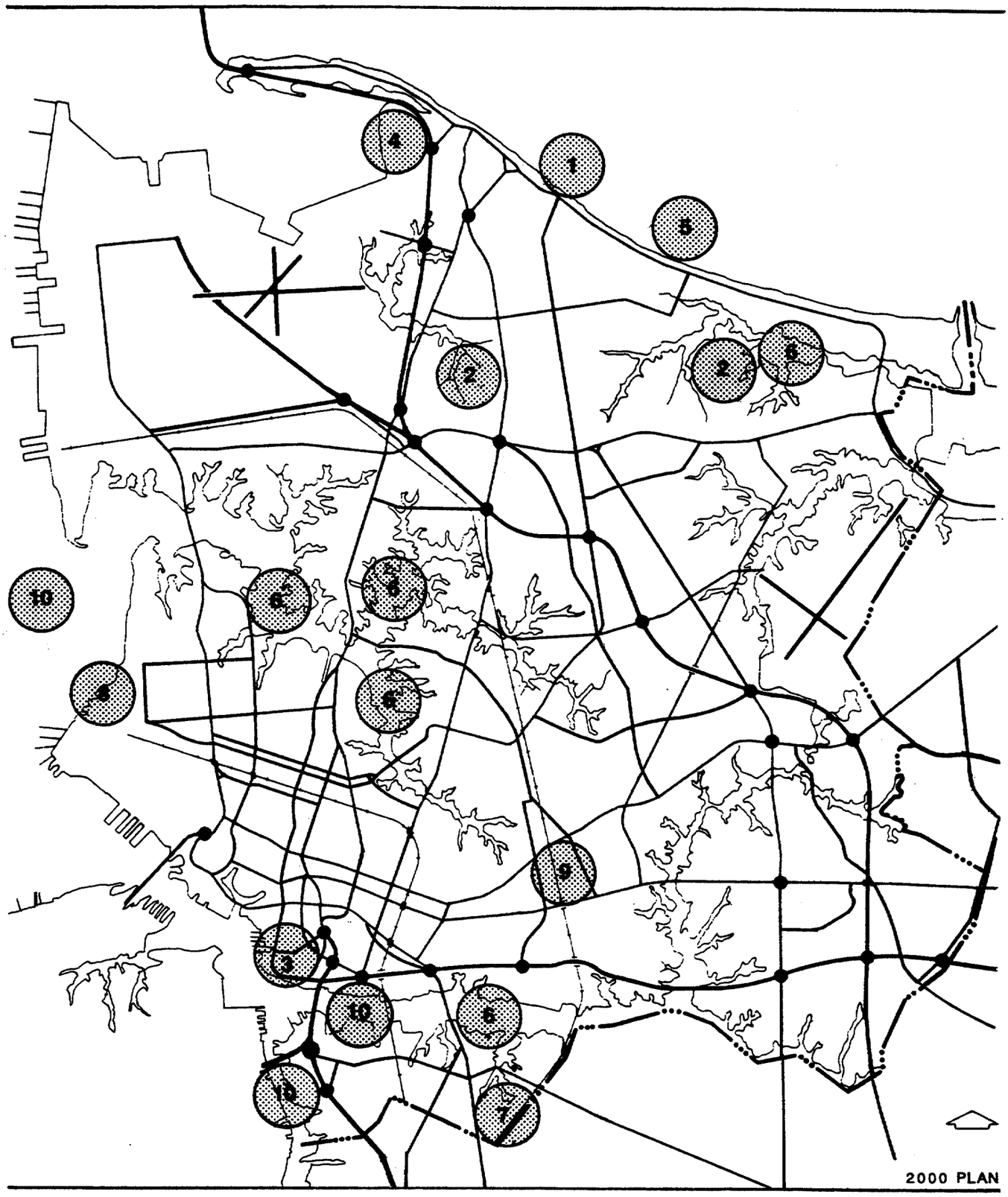
The following policies will develop programs and direct activities in energy conservation and innovation that will facilitate the development of a comprehensive energy consumption strategy through the year 2000.

- **Promote energy conservation in transportation.**

The City should, with the cooperation of the private sector and other localities, develop incentives that will make the single occupant car a less attractive transportation alternative. Revision of parking rate structures should be considered by the City, major institutions, large corporate entities, and the Navy. The City, within the context of regional cooperation, should continue to develop and implement plans for mass transit alternatives. These activities will serve to reduce energy consumption and improve air quality. These actions are discussed in depth in the Transportation chapter.

- **Apply technologies that will improve the flow of traffic in the city and enhance fuel economy.**

These actions should include, but not be limited to, the continued installation of the computerized signalization system in the city along major transportation corridors. Analysis has indicated that the existing computerized system has reduced average fuel consumption by 9% and vehicle emissions by 16% along the Hampton Boulevard corridor by creating more efficient traffic flow. Further installation of computerized signalization would result in further resource conservation and emission reductions. Actions should also be taken to deactivate signalization to flashing amber and red at non-critical



Freeway

Arterial

Interchange

COMMUNITY DESIGN

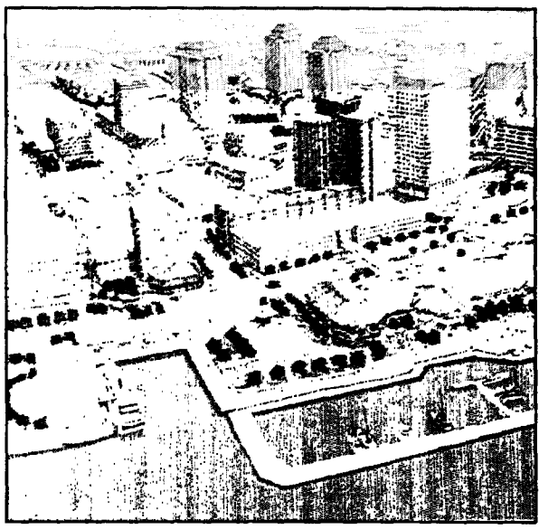
VISION

THE NORFOLK BUILT ENVIRONMENT

COMMUNITY DESIGN POLICIES

FOCUS FOR ACTION

VISION



Community design involves efforts by both the public and private sectors and transcends the elements of economic development, an efficient transportation system, public safety, human services, educational opportunities, recreation and cultural offerings, housing and the natural environment. Effective design relates these elements together into a harmonious community. A city that has distinctive community design will set forth an image, a visual quality, an atmosphere that makes the city appealing and memorable to resident and visitor alike, thus attracting investment and being a desirable place to live and visit. Effective community design helps make all other components of this General Plan successful and requires a planned process that focuses on the visions and goals of the community.

Community design is an overriding concern that is important to all other chapters of the General Plan: Economic Development, Housing, Transportation, Environmental Quality, Living Community, Caring Community, and Neighborhoods.

The community design vision of Norfolk focuses primarily on three of the six parameters outlined in the Vision chapter:

- **An Exciting, Lively, and Memorable Community**
- **A Product of American History and Values**
- **A Focal Point for Maritime Interests**

Community design efforts also facilitate other components of the vision of the city:

- **A Personable and Caring Community**
- **A Place of Opportunities for all its' Citizens**

Great cities have at least two essential components: a sense of belonging and a sense of place. Norfolk's residents need to have a sense of belonging to help make Norfolk a livable city both at the neighborhood and citywide level. This livable city will have a diversity of people, places and experiences. By developing a sense of place Norfolk becomes an attractive and memorable community for its neighborhoods, places, vistas, and buildings. This creates a distinct and positive image of the city for residents and visitors alike.

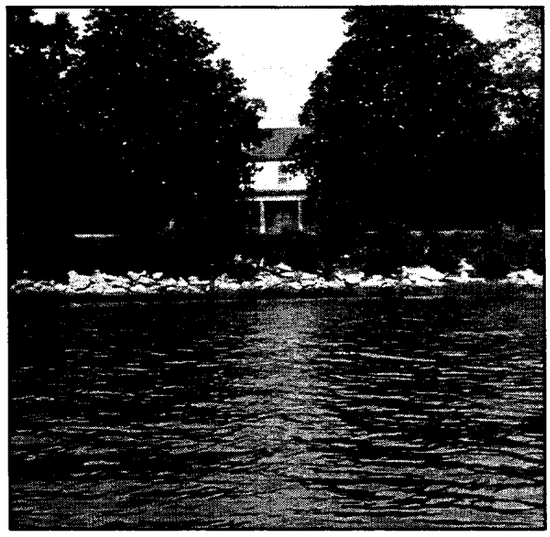
Historically the residents of Norfolk have been interested in architecture and the arts. There are neighborhoods, structures and artifacts that remind us of the community's heritage. There are tree lined streets and landscaped parks and open spaces. These items combined make Norfolk a memorable community. They work together to create a strong visual image of the community. The City must now build on the strong attributes it has. By preserving historic buildings and sites for future generations history becomes a positive force in determining the future.

Norfolk also has a strong maritime history. The city is surrounded by rivers and the Chesapeake Bay. Water is an important element of community design and can become focal points for vistas, used to create works of art, and respected in the development of new projects.

Effective community and architectural design can tie together into a pleasing whole all the various elements of a community - differing land uses, the natural environment, transportation corridors, and the built environment. Community design contributes significantly to the sense of place and the sense of belonging.

THE NORFOLK BUILT ENVIRONMENT

Norfolk is a community that has developed its identity and sense of place over a period of 300 years. It is not one place, but a collection of diverse environments. In Norfolk the built environment can be defined by the relationships between basic elements that represent the heart of Norfolk's character. These elements are water, vegetation, open space as a setting, and the scale of development. As development took place over the years, the development patterns and styles of architecture reflected the interaction of the natural environment, the skills of the builders and developers of the community, and the level of technology at the time of development.



Before 1850 most development was oriented to the water as the major transportation routes, while circulation on land was by one or two lane dirt roads. Building technology was such that most buildings were one or two stories, with only an occasional three story building. Because of the limits of transportation, the limits of the city were described by the accessibility of the town center on foot. As Norfolk grew in the post Civil War period and technology did not change, the city grew on lands along its extensive waterways off the Elizabeth River,

and densities increased in the heart of town in response to increased demand and higher land prices. Only in the 20th century with the advent of the automobile was growth able to turn away from the water to more interior sites.

The automobile brought with it its own set of relationships with respect to development. The two-lane dirt road was replaced by wider concrete and asphalt highways. Densities decreased, and the suburbs to the north and east were developed at a different scale than the pedestrian-scale center of the city. During and following World War II the population in Hampton Roads grew tremendously. This, combined with advances in building technology, combined to increase the scale and density of development in the center of town and around transportation destinations.

The age of many Norfolk neighborhoods has allowed the maturing of landscaping into a dense tree canopy which has created special settings for residences, some commercial areas, civic facilities, and public gathering places. At the same time there are areas of the city where landscaping, tree planting and preservation of existing trees have not been a high priority.

The following assessment of the strengths and weaknesses of these basic elements of Norfolk's built environment allows us to choose what aspects to emphasize in the future in order to tie the diversity of environmental experiences together while respecting their individuality.

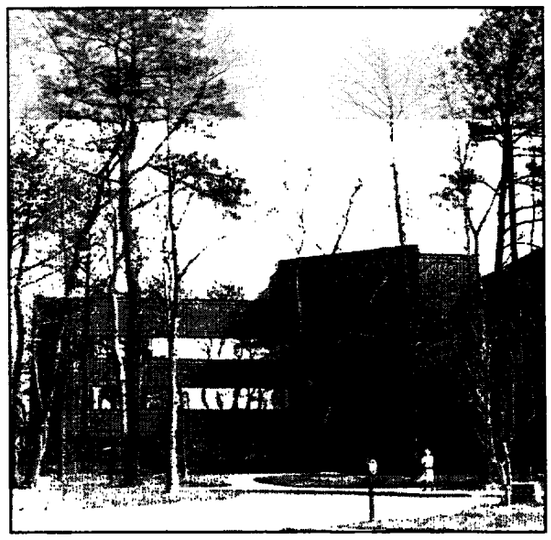
Water is an element that has had a strong influence on the development of the community. A variety of types of water resources exist - natural resources such as the creeks, rivers, and Chesapeake Bay and formal resources such as the Hague, reflecting ponds, and fountains. These resources provide a variety of opportunities for both active and passive uses. There are recreational opportunities, such as swimming and boating, and economic development opportunities with port activities. Both the natural and formal resources provide opportunities for vistas and views as well as focal points for open spaces. Development in the community needs to build on this important and valuable resource of water.

Since Norfolk is an old city, there is an abundance of mature vegetation - Lafayette Boulevard with its old Oak trees, Magnolia Avenue where the Magnolia trees are in excess of 140 years old, and Live Oaks in Ocean View. Landscaping themes have also been created in the city over the years with the use of azaleas and crape myrtles. The mature landscaped streets and planting themes create a unique identity for the community.

The use of vegetation is not only important for the environment but aesthetically becomes an important function of community design, tying together areas of disparity through the use of streetscapes. Landscaping contributes to the overall design of projects and provides a continuity as can be seen in the improved Llewellyn Avenue.

Another vital element of the built environment is the setting in which development occurs. The relationship of buildings to natural environmental amenities such as water, vistas, and vegetation is just as important as the relationship of buildings to one another.

The scale of buildings to one another and to the pedestrian environment will either enhance or detract from the built environment. At the street edge buildings should have a pedestrian scale.



Today Norfolk expresses an image of a city that has older and new residential areas on streets lined with trees. The older neighborhoods have homes closely spaced together with small front yards. Newer neighborhoods, except those that have tried to pick up the character of the adjoining neighborhoods, have more spacing between homes with more open front yards. New office parks in the community are characterized by developments with setbacks and extensive landscaping. The Industrial Park, too, was developed with setbacks for the structures and some landscaping to provide for consistency in development. Older industrial areas, however, are characterized by more random development, lack of storage facilities, poor maintenance, and little or no landscaping detracting from the appearance of the community. Commercial areas within the community suffer from a lack of cohesiveness with most developments being individual rather than coordinated. Commercial developments often lack landscaping and pedestrian orientation and in many cases are cluttered with signs that detract from the development.

As it looks to the year 2000, Norfolk should focus on four elements that will create a sense of place and a sense of belonging: water, vegetation, open space, and scale of development. The city can be even more appealing and memorable to visitor and resident alike. Norfolk can reinforce a visual image that will enhance its quality of life.

In Summary...
This assessment indicates that Community Design policies ought to focus on the following areas in order to realize the Vision for Norfolk as it pertains to Community Design.

Several areas will contribute to the vision parameters of a memorable and exciting place. First and foremost is that **design awareness** includes not simply cosmetic issues but basic building principles that will encourage design excellence. This is linked to the element of **architectural harmony**. New buildings and renovations to existing buildings should relate to their surroundings in both architectural and site design.

Not only can the City seek design excellence and architectural harmony amongst private buildings, but it can set an example by achieving good architectural and site design in **public buildings**. To add a continuity throughout the community between varying land uses and scale of uses, **streetscape** treatments can be developed to be the unifying element. The **urban landscape** is not only the landscaping that is found in the street right-of-way but that which occurs on both private and public property. Trees and landscaping are vital amenities that add to the character and livability of the city as well as provide environmental benefits.

Water is another amenity that creates a strong and positive image for the city and builds on the vision of Norfolk as a maritime City. While water provides economic and recreation opportunities, it is also a focal point for development whether that development is taking advantage of a natural water resource or a manmade resource such as a fountain or pool.

While the quality of new development is important to a community's character, so too is **historic preservation**. Preserving historic structures can add to a community's sense of place, livability, tourism, and property values. In order to protect and enhance historic structures and the city's natural resources and achieve the highest standards for new development, the **site plan review** and **design review** processes should be expanded. All three areas help achieve the vision of Norfolk as a product of American history and values and a leader for the future.

Other more specific elements add to the character of the community and facilitate other components of the vision. One of the most prominent and visible of these is **visual communications**. How signs and graphics are displayed can enhance the overall image of the community, or they can produce clutter and visual relationships that detract from the appearance of the community.

Helping to meet the goal of a sense of place is recognizing and promoting the City's **urban heritage**. The importance of **public art** or art visible to the public needs to be recognized for its value as focal point for development as well as enhancement to the overall cultural environment of the city.

Norfolk is fortunate to have an assortment of **neighborhoods** that have unique qualities and identity. Linked to not only neighborhoods but development throughout the community is the issue of **property maintenance**. Maintenance of properties not only impacts the visual image of the community but it reflects on the economic condition of the city.

These last five areas enhance Norfolk's ability to be a personable and caring community and a place of opportunity and pride for all its' citizens.

The following section, Community Design Policies, will provide a framework for achieving a sense of belonging and a sense of place and realization of the City's vision.

COMMUNITY DESIGN POLICIES

The City of Norfolk is fortunate to have unique features from which it can continue to develop a city that has a strong image. There are mature trees, visual and physical access to the rivers and bay, open spaces and parks that are the foundation for building. Any development activity should take these assets into consideration and enhance the relationship between the natural environment and built environment. Effective community design, or urban design, goes beyond the site design and architectural design of individual developments. It provides a context for individual projects, provides the design framework for the public streets and spaces that tie together the myriad individual developments, and provides guidelines and policies related to how the community is perceived and experienced. The policies set forth here are basic principles for the year 2000 and beyond.

DESIGN AWARENESS

Goal: **Encourage design excellence in all aspects of physical development.**

Architectural and site design contribute greatly to the fabric of the community, how livable it is and how it is perceived. Attention to design is not cosmetic but is basic. Good design affects how a development works as well as how it looks.

POLICIES FOR DESIGN AWARENESS

- **Promote a high level of design quality.**

All development activity whether on public or private property should be designed to the highest standards possible. In any public/private partnership, the City should focus on design quality. Land development regulations and standards should encourage good design.

- **Establish design objectives for new development.**

This General Plan establishes some basic design policies. These should be refined and applied specifically in plans for downtown, other business areas, major institutions, and neighborhoods.

- **Increase the public's appreciation for effective community design.**

Unfortunately, design is usually considered to be cosmetics, to relate to only visual appearance. In practice, sound economic development and housing are based on sound design. Effective design influences how an area or development works, how it is experienced, as well as how it looks. It shapes that sense of belonging that makes residents feel a part of their neighborhood and that sense of place that makes an area or a city memorable and distinctive. Efforts to educate the public and the development community on the benefits of good design and to recognize good examples should be pursued.

ARCHITECTURAL HARMONY

Goal: **Encourage attention to architectural design elements that relate new buildings and renovations to their surroundings.**

While there are circumstances and areas where architectural contrast is appropriate to provide uniqueness or diversity, most residential and business areas of the city benefit from architectural and site design compatibility that enhance their own sense of place and identity. Development regulations should permit and encourage compatible design, both in infill and in new site situations, without inhibiting design creativity and innovation.

POLICIES FOR ARCHITECTURAL HARMONY

- **Insure compatibility in the placement of buildings on sites.**

Land use regulations include provisions for setbacks, yards, and spacing between buildings. Placement of buildings on sites is one of the key factors in whether or not new development will fit in with the old. In some portions of downtown it is appropriate to require that new development be built at the right-of-way line to maintain an active street frontage. In some older neighborhoods architectural harmony can be achieved in part by establishing maximum as well as minimum front yard setbacks.

- **Insure that the scale of infill development is harmonious with its surroundings.**

In addition to location on the site, there are numerous other features that help a new building fit in with its neighborhoods. Height and massing are key factors that can be focused on in particular neighborhoods. In historic districts or other areas where a design review process (public or private) is established, attention can also be placed on building forms, architectural detailing, materials, colors, and aspects of facade treatment.

- **Promote architectural integrity in new construction and in renovation.**

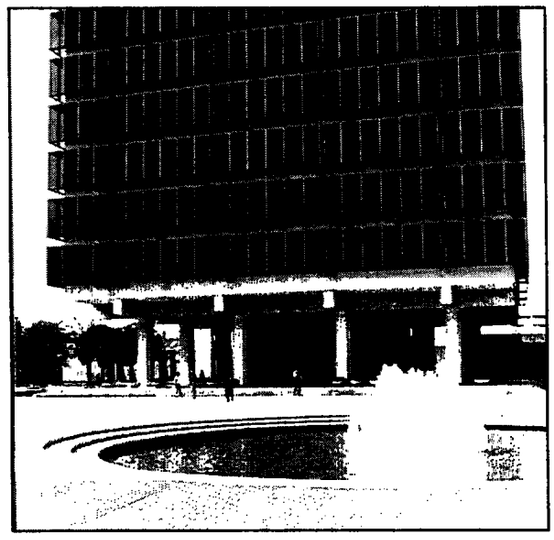
Details are important to the design integrity of individual buildings. While design guidelines are common in historic areas, the same basic principles are appropriate in new construction and in buildings housing a wide range of uses. The design of the building should be appropriate to its use. The architectural details should be consistent with the design concept. (Windows, doors, lights, roof design, materials, colors, signs, and so on need to be considered in how they relate to each other.) Utilitarian features, such as mechanical equipment, should be integrated into the structure or effectively screened from view (including views from above in areas of high rise development).

- **Promote proper orientation of buildings to streets.**

As a general rule, buildings should face streets and should have the principal entrance and windows on the street facade. In cases where side walls face streets, these should be articulated with windows and architectural detailing which respect the street orientation. Orienting development so that rear fences or walls abut major streets should be discouraged.

PUBLIC BUILDINGS

Goal: **Maintain a high level of quality in the development of public buildings.**



An image of a city is partly influenced by the quality of its major public buildings. The City of Norfolk sets an example by achieving good design in its own buildings. These buildings should have a permanence and monumentality that express the firm foundation of municipal government. Public projects need to be sensitive to the natural environment and fit into their urban context with appropriate site development, scale and orientation of buildings, landscaping, lighting, and buffering if needed.

POLICIES FOR PUBLIC BUILDINGS

- **Implement design objectives for new public buildings.**

Specific objectives for new buildings should address such design elements as:

site design	access and parking	scale, mass, and height
signage	materials	building orientation
context of project	lighting	mechanical equipment
landscaping and tree preservation		

These objectives, as well as the programmatic requirements for the building, should be developed and agreed to before the architectural design begins. All appropriate City departments and agencies should be involved in preparing the specific objectives.

- **Assemble an appropriate design team at the outset of project development.**

So that public projects are insured of meeting a basic standard of excellence and the specific design guidelines for the project, a design team should be created for each individual project. All appropriate disciplines should be represented depending on the nature of the project and the site on which it is to be placed. The contribution of a landscape architect is just as important as that of an architect, for example, in developing a new school site.

- **Maintain a formal site selection process for public projects.**

Selecting the right site for a public facility is a component of effective community design. Site selection criteria will vary with the project but need to be prepared as a specific measure for reviewing alternative locations.

- **Design buildings for flexibility of space.**

Buildings should be designed to allow for changes in programs, service delivery and occupancy.

STREETSCAPES

Goal: **Insure that streetscapes serve as the unifying element for community design efforts throughout the city.**

Transportation corridors should create a unity throughout the city, tying together various forms of development and varying land uses. The pedestrian environment and circulation should be enhanced. Streetscape treatments include sidewalks, landscaping, lighting, street furniture, and utility pole placement or undergrounding of utilities.

- **o Implement additional design standards for streetscapes.**

The City has adopted the Design Guidelines for Downtown Streets and Pedestrian Ways. There are other areas of the city that should also be given special focus, such as portions of Ocean View, Colley Avenue/21st Street, and Ward's Corner. The streetscape design can create a theme for the area by the selection of street furnishings that are used. In addition, basic standards should be developed for arterial, collector, and local streets that relate to the different types of abutting land uses. The following items should be considered in the preparation of guidelines:

sidewalk materials	lighting	benches
trash receptacles	landscaping	crosswalks
utility poles	underground wires	directional signs
traffic control devices	cross section design	colors

- **o Vary street tree selection for different streetscapes.**

Streetscapes can bring continuity to an area and add a sense of human scale. Selection of street trees should reflect their environment - the levels of traffic and types of adjacent uses. Tree selection should be varied to avoid extensive losses due to potential diseases.

- **o Encourage underground wiring.**

Overhead wiring provides one of the greatest distractions along streets and provides conflicts for the placement of landscaping. Effort should be taken to place all overhead wires within the city underground over a period of time. Initial steps should be taken in conjunction with street improvement projects and in new developments. If it is necessary to maintain overhead wires, they should be coordinated to one side of the street for minimum distraction.

- **Encourage more landscaping on Interstate highways.**

Interstates act as gateways to the community providing visitors with their first glimpse of the city. As major transportation corridors, they carry larger volumes of traffic and provide residents and visitors alike with a significant component of their visual impression of the city. These highways should be extensively landscaped to enhance that impression.

- **Develop special gateway treatments at entry points into the city on major streets.**

In addition to the interstate system there are several major streets that function as gateways to the community. These streets should be recognized as gateways and streetscape treatments should be developed that put forth a positive community image with landscaping, lighting, and the undergrounding of utility lines.

URBAN LANDSCAPE

Goal: **Promote the important role of trees and landscaping in the image of the city.**

Trees and landscaping are among the most important amenities that add to the character and livability of the city. Maintenance and protection of trees on both private and public property should be actively pursued, for their aesthetic as well as their environmental benefits.

POLICIES FOR THE URBAN LANDSCAPE

- **Develop themes for open spaces and parks.**

The park system within the community should have a series of recognizable themes. Certain parks and open spaces should have very specific themes such as Town Point Park and the waterfront promenade, Ocean View Park, the Virginia Zoological Park, and the Botanical Gardens. Others can reflect more generic themes of active or passive spaces. The theme for an open space or area could reflect the uniqueness of its locale, its surroundings, or its usage.

- **Encourage a diversity in the species of trees used for the urban landscape.**

Using a diversity of tree types throughout the city helps to prevent wide spread loss of trees during times of unusual weather conditions, infestations, or disease. As a general

rule trees should be indigenous to this area and selected for particular locales. Sites near the Chesapeake Bay, for example, need salt tolerant species.

- **Establish guidelines for better installation practices for trees.**

The planting of trees in an urban environment should be done in a manner that provides them with the right conditions for the trees to reach maturity.

- **Require the planting of trees on private property in new developments and in redevelopment efforts.**

Trees, whether they are on private or public property, play a significant role in the image of the community. Planting of trees on private property should be encouraged through development regulations.

- **Develop an historic and large tree preservation program.**

The City of Norfolk is fortunate to have a mature urban forest, and because of this there are many large trees on both public and private property that are of enormous value to the city. Every effort should be made to protect this investment.

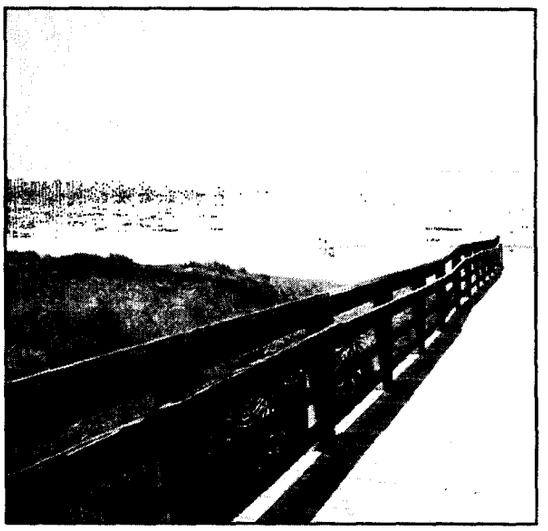
- **Expand seasonal flower plantings.**

This program has had a dramatic impact on the attractiveness and appeal of the city and should be expanded to the extent practicable. The private sector, civic and business groups and should be encouraged to participate in the program by "adopting" areas.

- **Continue administration of the Tree Ordinance.**

This ordinance and the accompanying Arboricultural Specifications and Standards of Practice Manual promotes the planting, maintenance, restoration and protection of trees, shrubs, and other plants.

WATER



Goal: **Promote the important role of water in the image of the city.**

Norfolk has a unique combination of water amenities that contribute to its image - a working harbor, a pedestrian oriented downtown waterfront, residential riverfronts, and an extensive beach along Chesapeake Bay. While other communities may have some of these features, few have them all. Relationships of development to water are essential aspects of community design in Norfolk.

POLICIES FOR WATER

- **Protect public access, both physical and visual, to the water.**

Existing pedestrian and vehicular access along the water (as in Downtown, Ghent, and Colonial Place) and at points leading to the water (as in the beach access ways in Ocean View and street end overlooks in various neighborhoods) should be maintained. New public access should be encouraged or required in new developments. Similarly view corridors, maintaining views of the water from inland locations, should be protected in higher intensity areas, such as the extended downtown area from the railroad east of the Berkley Bridge to the Midtown Tunnel. Visibility of the water from bridges within the city should be permitted while still meeting safety requirements.

- **Encourage appropriate design of new developments in relation to the water amenity.**

In addition to meeting environmental requirements, new development in waterfront locations should be sensitive both to the water and to neighboring uses and structures so that both can maintain views and enjoyment of the water amenity.

- **Introduce water as an amenity to inland developments.**

Water, in the form of pools, fountains, ponds, and even lakes can be provided as an amenity to new development and redeveloped areas away from the rivers and bays. For projects that require retention areas these should be worked into the project as a design element.

HISTORIC PRESERVATION

Goal: **Expand historic preservation efforts.**

Planning for historic preservation is important to a community's sense of place, livability, tourism, and property values. The preservation of historic structures works towards defining community character and can become an important element in broad economic development and housing programs.

Norfolk has three National Register districts, and other areas have been identified as being potentially eligible for listing. Numerous individual structures are listed on the National Register. The City also maintains a Historic and Cultural Resources Inventory originally compiled in 1981 that is being updated. There is a need to focus on methods to identify, recognize, and then protect and enhance those historic and architectural assets that remain in the community.

POLICIES FOR HISTORIC PRESERVATION

- **Foster an awareness for historic preservation.**

Norfolk does have many architectural and historic resources within its boundaries. These range from commercial structures downtown to both distinctive and representative houses in the close-in neighborhoods, to remaining beach cottages at Ocean View, to colonial period structures in widely scattered locations around the city. These should be documented in the historic and cultural resources inventory. Active participation by individual citizens and private organizations will aid the City's efforts to identify all its historic resources and maintain an up-to-date inventory. The benefits of preservation can be promoted through informational brochures, walking tours, and special presentations.

- **Support nominations of buildings and districts to the National Register of Historic Places.**

The City can assist the private sector in nominating additional structures and districts to the Virginia Landmarks Register and the National Register. Rehabilitation of selected properties listed on the National Register can qualify for tax benefits if certain conditions are met.

- **Establish additional historic and cultural conservation zoning districts.**

Several additional areas should be considered for designation as historic and cultural conservation districts. The application of a new historic overlay district should be developed in the zoning ordinance. The overlay districts would be appropriate where the underlying zoning does not need to be altered or where there are individual historic resources scattered throughout an area. All National Register districts should be buttressed by some form of local historic zoning controls.

- **Include a minimum maintenance provision for historic districts in the Zoning Ordinance or in the City Code.**

Allowing historic structures to fall into severe disrepair has been called demolition by neglect. A minimum maintenance provision would attempt to prevent this and to insure the long range preservation of notable buildings.

- **Encourage adaptive reuse of historic structures as a means to prevent their destruction.**

It is not always feasible to maintain a historic structure in its original use. Adaptive reuse, altering the interior of the structure to a new use other than the one it was designed for, is one method to prevent its destruction when it is economically infeasible to renovate the structure to its original use. Adapting the Fairfax Hotel to apartments is a local example. The adaptive reuse of a structure needs to be evaluated on the architectural significance of the structure, appropriate use for the area, and costs associated with renovation. As another means for preserving historic structures, local incentives should also be considered.

SITE PLAN REVIEW / DESIGN REVIEW

Goal: **Expand the design review and site plan review processes.**

The City of Norfolk has a design review process for projects within the local historic districts, encroachments, public projects and private projects built on land purchased from the City. The site plan review process currently applies to multi family dwellings of two or more units and projects within the Chesapeake Bay Preservation Area. Other areas and land uses that have a large impact on community appearance should be considered for inclusion into one or both processes.

POLICIES FOR SITE PLAN REVIEW/DESIGN REVIEW

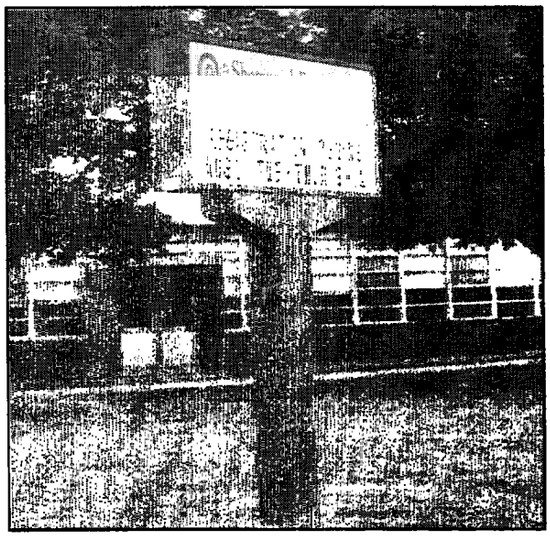
- **Expand the site plan review process to nonresidential projects.**

The City currently has a site plan review process for dwellings of two or more units. As part of the update of the Zoning Ordinance this review process should be expanded to include review of all nonresidential projects (commercial, industrial, institutional) as a means to enhance the overall appearance of the community and minimize the impacts major developments can have on their surroundings. Site plan standards for building placement, access and parking, landscaping and buffering should be included.

- **Expand the design review process to areas of special public interest.**

There are areas within the city that are of special interest to the community and/or where the City has invested considerable sums of money. These areas (downtown, major institutions, gateways to the community, and transition areas around historic districts) should be considered for inclusion within the design review process since they represent a sizable public interest or investment.

VISUAL COMMUNICATIONS



Goal: **Promote signs that communicate messages clearly and concisely and enhance the environment in which they are located.**

The basic purpose of signs is to communicate information. Appropriate signs communicate their messages clearly, concisely, and effectively and also contribute to the visual harmony of their immediate surroundings and the broader community. Inappropriate signs contain redundant, contradictory, or distracting information, do not fit with their physical context, and thus produce clutter and visual relationships that disrupt both the understanding of the general public and appearance of the community.

POLICIES FOR VISUAL COMMUNICATIONS

- **Encourage private graphics and signs that fit within their context and enhance the overall image of the community.**

Signs should fit compatibly and architecturally with the site or building on which they are located, relate to the overall streetscape, and respect existing development and

development opportunities on adjacent properties. They should also be appropriately scaled and spaced for legibility and not overload the passing public with information. Quality graphics and signs promote a sound economic and business climate.

- **Institute a coordinated sign program for public facilities.**

An identification program for all public facilities in a manner that is harmonious with the design of the sites and buildings will contribute to the overall enhancement of the image of the city.

- **Refine sign standards for public corridors.**

Public streets require clear and legible signs to guide the public and to promote both pedestrian and vehicular safety. Consolidation of messages on signs or of signs on poles should be pursued. Public signs should be fully coordinated with street lighting and street landscaping programs.

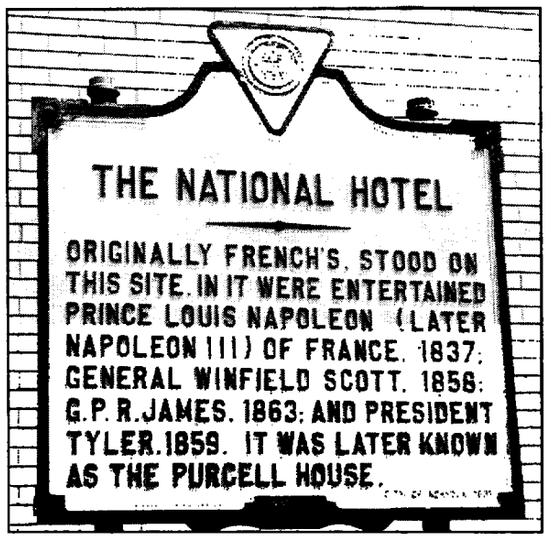
- **Promote well designed signs as a means to enhance the community.**

Signs properly scaled to purpose, space, physical context, and appropriate to the type of activity/land use to which they pertain can enhance the particular area in which they are located. Off-site signs should be limited to the extent possible. This should be the underlying concept of sign regulations.

- **Encourage removal of all redundant and obsolete signs.**

Signs that no longer serve a useful purpose, whether they are private or public, should be removed. Continuance of these signs only contributes to the visual clutter which distracts the motoring public.

URBAN HERITAGE



Goal: **Enhance Norfolk's sense of place by recognizing and promoting local history.**

Publicizing and displaying city and neighborhood history is a means to foster an awareness, identity and pride in the city and neighborhoods among Norfolk's residents.

A new history of the City of Norfolk is currently being prepared, and the Greater Ocean View Foundation is spearheading an Ocean View history project.

POLICIES FOR URBAN HERITAGE

- **Expand the historical marker program.**

These markers can help visitors and residents orient themselves to Norfolk's past and to events that have affected its history. Design of the markers should be re-evaluated to include graphic representations as well as text where appropriate.

- **Initiate identification programs for historic buildings and districts.**

Special neighborhood signs, street name signs, and street lighting characteristic of the period can enhance the atmosphere of historic districts. A privately sponsored program of plaques for historic buildings can provide consistent information to the public about individual historic buildings and places.

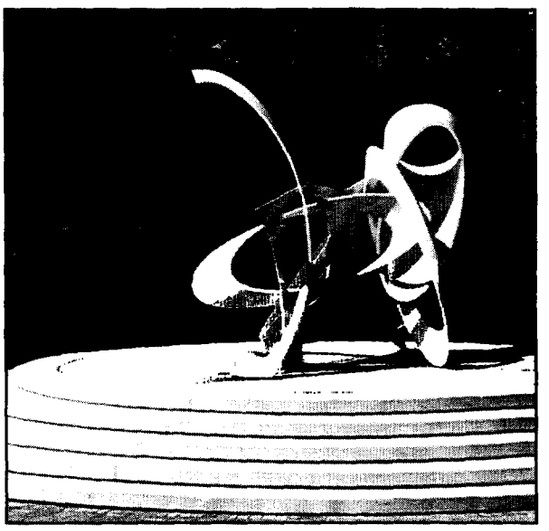
- **Implement the proposed Downtown monument program.**

The Plan for Downtown Norfolk 2000 calls for a series of monuments to be placed in key locations to emphasize the rich heritage of early Norfolk.

- **Promote understanding of and appreciation for the city's historical areas.**

Within and around the Downtown area there are three National Register historic districts, several National Register structures, monuments and markers that provide a strong base for the development of walking tours. The tours with accompanying maps and brochures would provide information to residents and visitors on architectural history and development of the community.

PUBLIC ART



Goal: **Recognize the importance of public art in the cultural environment of the city.**

Public art can be sculpture, murals, fountains, and even landscapes. These elements create focal points for development and open spaces and add one more dimension to the visual enhancement of the community.

The City should consider the incorporation of outdoor art into its own projects as well as encourage the private sector to do the same.

POLICIES FOR PUBLIC ART

- **Establish a program that will provide for art in public spaces.**

The City should develop a program that will set aside monies for the purchase, installation and maintenance of pieces of public art. Some communities have used a percentage of construction costs for this purpose. Due to the financial constraints on municipal budgets, thought should be given to developing a partnership program in conjunction with the private sector.

- **Encourage the provision of art in private spaces that are open to the public view.**

Art provided by the private sector that is visible to the general public is also an asset to the community. Existing examples of this are the sculptures at the World Trade Center and at Sovran Bank in Downtown.

- **Support the development of murals on private property as a form of art.**

Regulations should recognize that murals (without advertising matter) are a form of art and can be used to enhance buildings and property.

NEIGHBORHOODS

Goal: **Enhance neighborhood identity.**

There is an assortment of neighborhoods within the City of Norfolk, many with unique qualities that could be expanded upon to create individual identities for the area. Civic Leagues and Garden Clubs should support the implementation of the neighborhood sign program, pursue landscaping projects, and encourage property maintenance as a way to enhance neighborhood identity.

POLICIES FOR NEIGHBORHOODS

- **Develop design guidelines for neighborhoods with unique architectural qualities.**

There are several older neighborhoods that may not qualify for designation as historic districts but have unique features that should be preserved and enhanced to maintain the basic character of the neighborhood. Guidelines addressing its characteristics have been prepared for the North Huntersville area.

- **Insure that major new developments fit within the context of the existing neighborhood platting patterns.**

New developments should be designed to fit within the neighborhood fabric. The orientation of structures, yards, setbacks, height, and general massing of the buildings should be compatible with surrounding development. New developments should not be walled off from the rest of the community.

- **Encourage infill development that fits within the general context of the neighborhood.**

There are many older neighborhoods in Norfolk that have distinctive site planning and architectural characteristics. New infill projects should be designed to respect the character of the existing spatial characteristics of the neighborhood and its architecture. The bulk and height requirements should be characteristic of the existing development.

- **Maintain and expand the street tree program for residential streets.**

Trees are a unifying factor on residential streets and provide both amenity and identity to neighborhoods.

- **Develop special neighborhood gateway treatments.**

Certain areas and neighborhoods within the city have a distinct character to them and should be recognized as such with special gateway treatments. These areas include, but are not limited to, Downtown and Ocean View.

- **Implement the neighborhood sign program.**

The City of Norfolk has recently adopted a new standard for neighborhood signs. This standard provides for tasteful and consistent identification of Norfolk's neighborhoods. Through a public/private partnership the existing signs should be transitioned to the new sign standard.

PROPERTY MAINTENANCE

Goal: **Improve property maintenance.**

The condition that buildings and public and private spaces are kept in are indicators of the economic health of the community. Property maintenance has a strong impact on the image of the community.

POLICIES FOR PROPERTY MAINTENANCE

- **Encourage private property maintenance.**

Structures and property must be maintained to not only add in the appearance of the community but for the protection of property values. Ideally this is handled voluntarily by property owners. In cases where this is not the case, the City should vigorously enforce building maintenance, public health, and environmental codes.

- **Maintain City buildings and grounds.**

The City must set an example by maintaining all public buildings and grounds to high standards. Updating landscaping plans to reduce maintenance requirements should be undertaken at many public facilities.

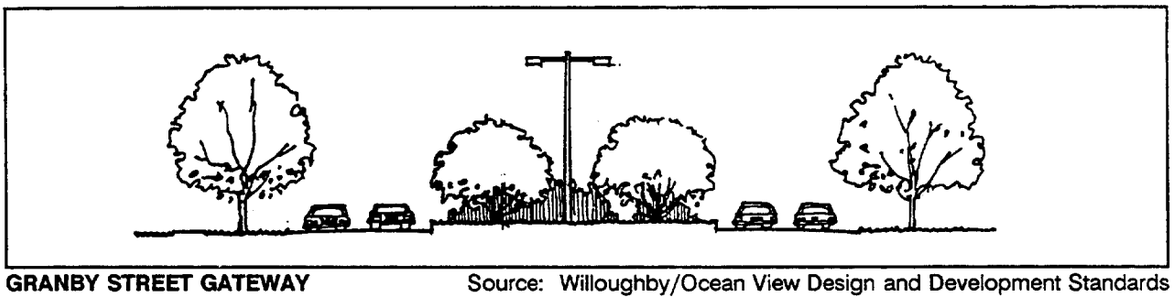
- **Institute landscaping requirements for temporary parking lots and other interim uses.**

Landscaping should be considered for properties that are in transition in highly visible areas as a way of maintaining an acceptable appearance to vacant properties.

- **Encourage greater maintenance of the Interstate highway system.**

The Interstate system into and through Norfolk provides residents and visitors with extensive exposure to the community and should be maintained to high standards to provide for a positive image of the community.

FOCUS FOR ACTION



GRANBY STREET GATEWAY Source: Willoughby/Ocean View Design and Development Standards

The community design policies focus on a variety of elements that together will create a sense of place and a sense of belonging for Norfolk's residents and visitors. Most of the policies - Design Awareness, Streetscapes, Urban Landscape, Visual Communications, Urban Heritage, Public Art, and Property Maintenance must be addressed on a city wide basis. Other policies are more specific to certain locations. This section identifies specific locations where the policies outlined can be implemented.

Shown on Map CD-1 are locations of gateways into the community. These gateways should receive special treatment with landscaping, signage, and other details to indicate a sense of arrival. Figure CD-1, provides examples of possible cross section treatments for various types of streets within the city. The cross sections depicted have the opportunity for implementation during street widening or rebuilding. Landscaping can and should be added to existing streets where it does not now exist.

SPECIAL GATEWAY TREATMENT AREAS - (MAP CD-1)

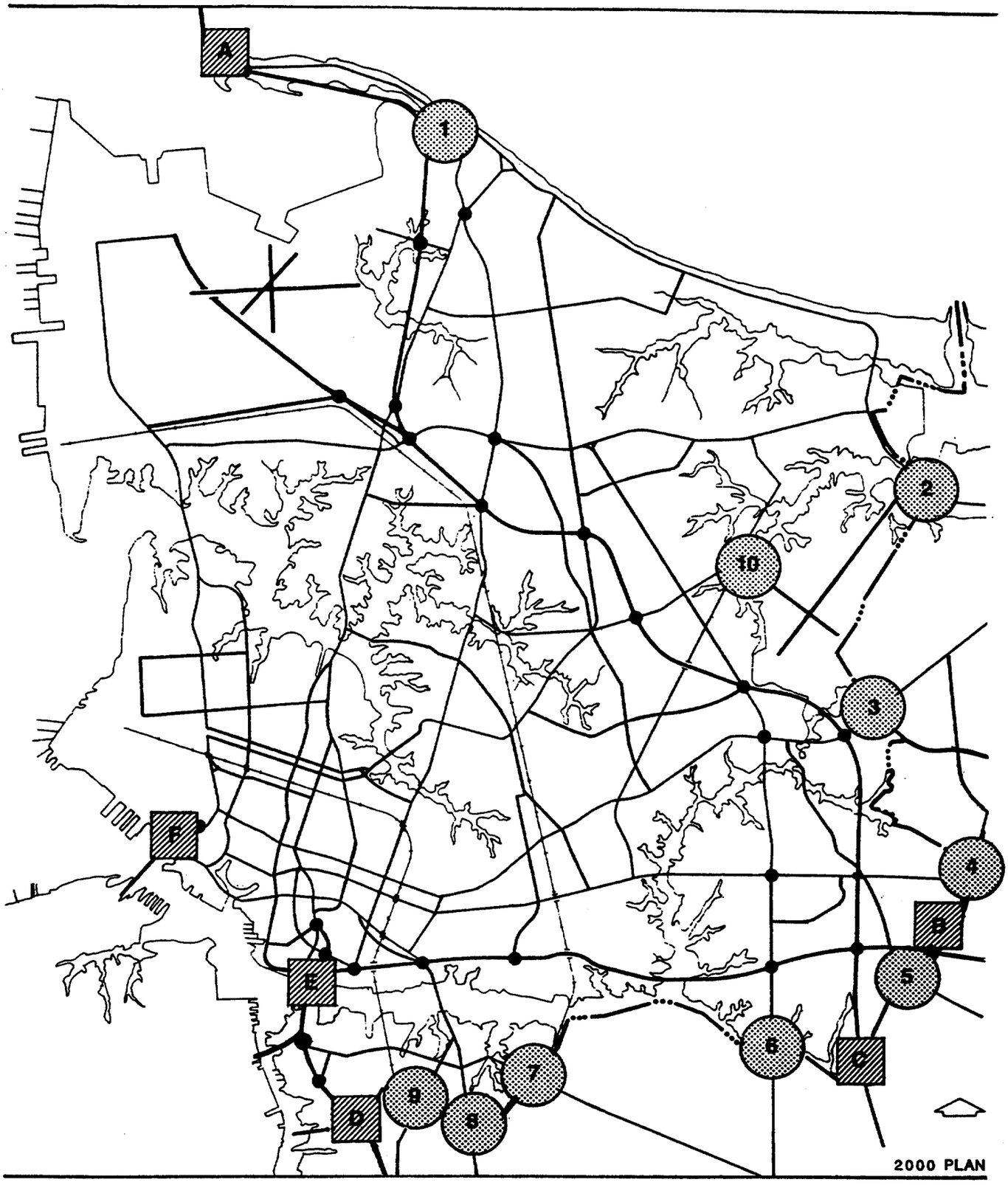
Arterial Street Gateways

1. 4th View Intersection
2. Shore Drive
3. Northhampton Boulevard
4. Virginia Beach Boulevard
5. Kempsville Road
6. Military Highway
7. Indian River Road
8. Campostella Road
9. Wilson Road
10. Norfolk International Airport

Interstate/Tunnel Entry Points

A. Hampton Roads Bridge Tunnel
B. Interstate - 264
C. Interstate - 64
D. Interstate - 464
E. Downtown Tunnel
F. Midtown Tunnel

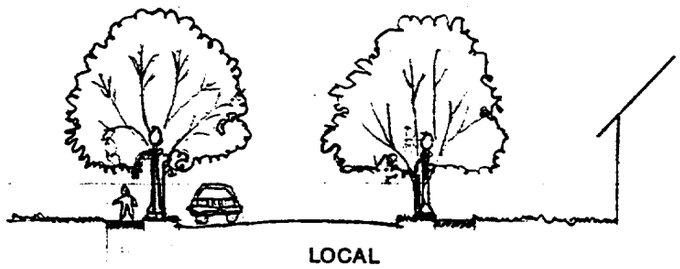
CD-1 SPECIAL GATEWAY TREATMENT AREAS



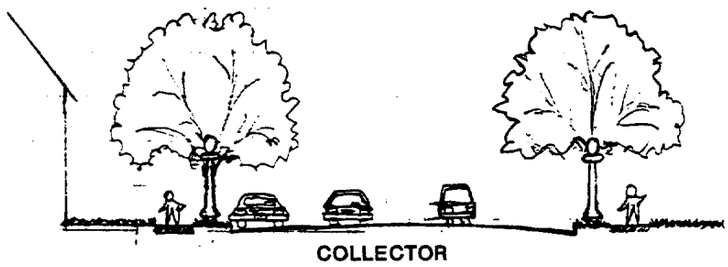
Freeway
Arterial
Interchange
Arterial Street Gateways
Interstate/Tunnel Entry Points

FIGURE CD-1 TYPICAL STREETSCAPE CONCEPTS

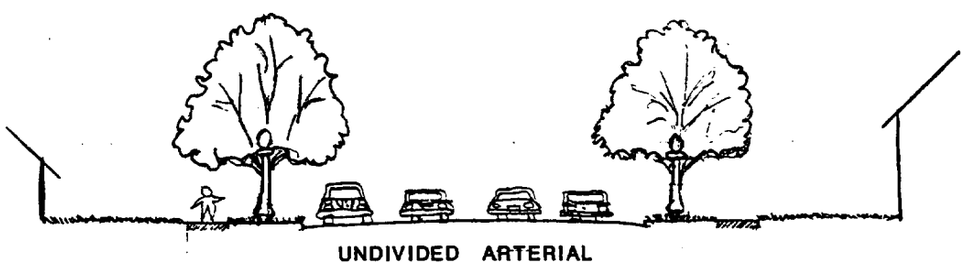
RESIDENTIAL



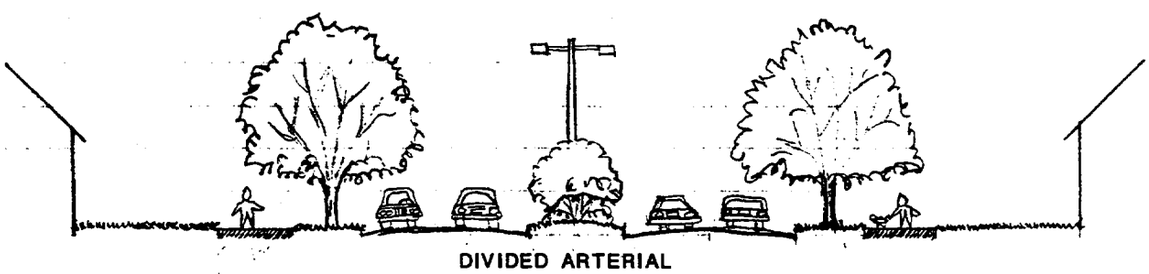
LOCAL



COLLECTOR

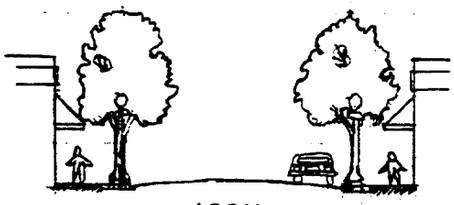


UNDIVIDED ARTERIAL



DIVIDED ARTERIAL

COMMERCIAL



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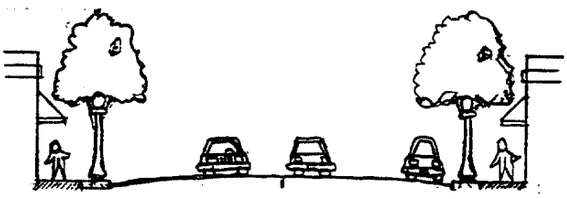

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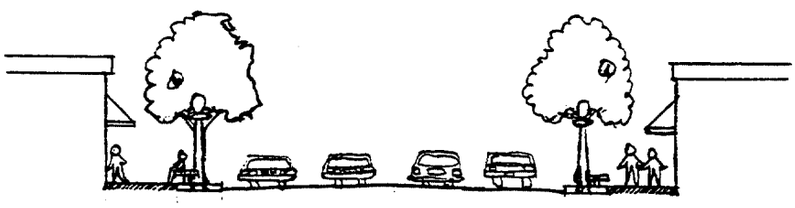

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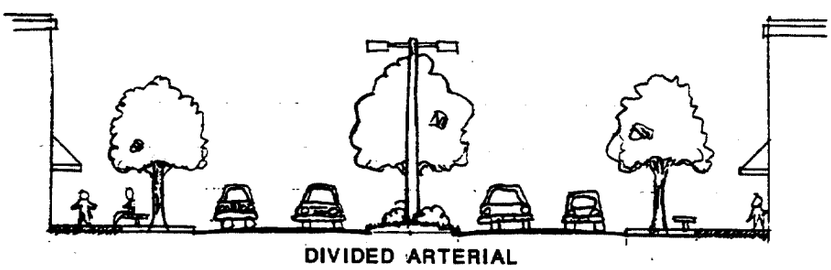
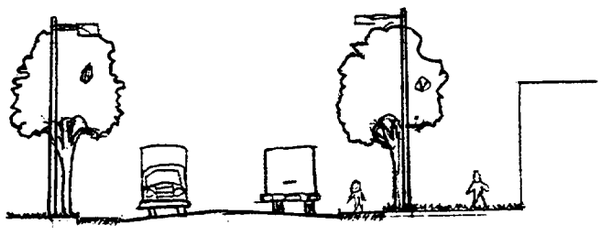
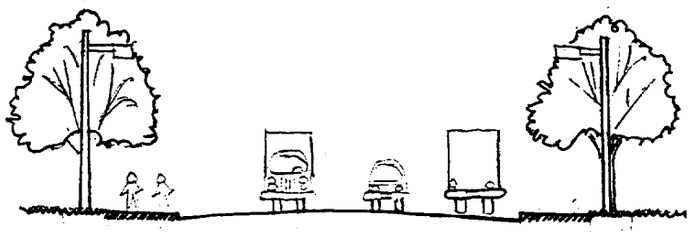


DIVIDED ARTERIAL

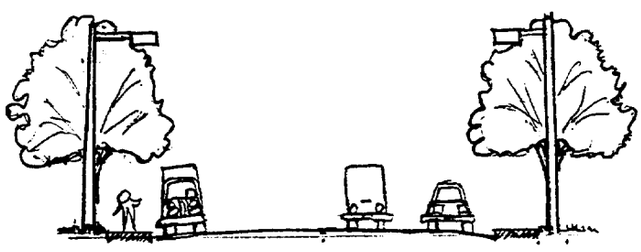
INDUSTRIAL



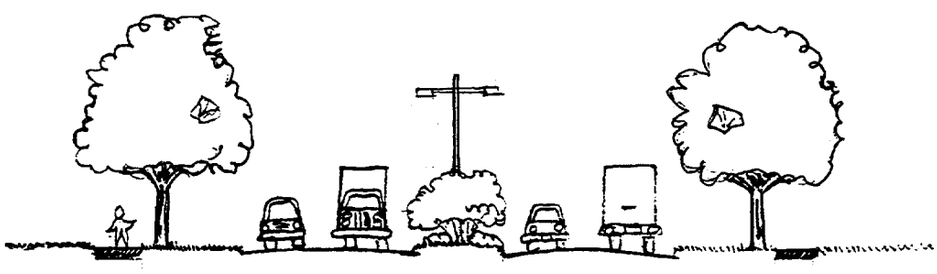
LOCAL



COLLECTOR



UNDIVIDED ARTERIAL



DIVIDED ARTERIAL

The city now has three districts included on the National Register of Historic Places. Several other areas have been identified by the Virginia Landmarks Commission as being potentially eligible for listing on the National Register. These areas are identified on Map CD-2 along with the existing National Register Districts. Work should begin with community groups on preparing the nomination forms for these areas.

To protect structures of historic or cultural significance at the local level, local historic and cultural conservation zoning can be implemented. These regulations are intended to protect against the destruction or encroachment upon the areas and individual structures and to assure that new structures are in keeping with the character of the area. The City currently has three local historic districts that are outlined on Map CD-3 - Ghent, West Freemason and Hodges House.

Several areas have been identified for possible local historic and cultural conservation districts or for historic overlay districts. Historic overlay zoning is appropriate where the underlying zoning is appropriate but where Certificates of Appropriateness should be required for any construction activity.

In addition to the three National Register Districts, there are twenty six individually listed structures in the city. These structures are identified on Map CD-4. It may be appropriate for some of these structures to be included in a Historic Overlay District to protect the structure itself and to protect and enhance its environment.

Other neighborhoods, such as portions of Huntersville, Brambleton and Berkley which may not qualify as historic districts, should be considered for specific regulations that address the architectural compatibility of infill development.

The policies outlined in this chapter emphasize the importance of landscaping and streetscapes to overall community design. Streetscape design can bring continuity to an area and visually enhance the city. As city streets are rebuilt or widened, new streetscape designs should be implemented. Areas where economic development activities are being encouraged should also be considered for streetscape treatments. Map CD-5 outlines potential priority areas for the implementation of new streetscape designs.

There are several other program areas where implementation should be a priority. These activities not only execute policies described in this chapter but meet goals established in the Plan for Downtown Norfolk 2000.

A citizen committee should be created to begin implementation of the monument program as specified in the Downtown Plan. The committee should not only begin developing concepts for the monuments but address sources of funding. This committee would also address the issue of expanding the program beyond downtown and identify potential monument locations in other parts of the city.

A historic marker program that is part of a larger State wide program sponsored by the Virginia Landmarks Commission already exists. These markers denote the locations of important historical events or structures. At the local level a program should be implemented that provides information in key public places on topics that may be of more local interest.

Opportunities should be created for the placement of public art. The possibility of implementing a percent for art program should be explored with the option of it being a public/private partnership program. Those private developments that place art in spaces open to the public should be recognized by the city for their contribution to the arts.

IN SUMMARY...
To attain the sense of place and sense of belonging which result from effective community design, the policies outlined in this chapter will have to be successfully implemented. Effective community design will also help Norfolk to achieve the goals set forth in the other chapters of this General Plan.

EXISTING AND POTENTIAL NATIONAL REGISTER HISTORIC DISTRICTS-(MAP CD-2)

Existing

1. Ghent National Register District
2. West Freemason National Register District
3. Downtown National Register District

Potential

A. A portion of Ghent northwest of the existing Ghent National Register Historic District.
B. Colonial Place
C. Riverview
D. Lafayette/Winona

CD-2 EXISTING AND POTENTIAL NATIONAL REGISTER HISTORIC DISTRICTS

Freeway
Arterial
Interchange
Existing District
Potential District

intersections during off-peak hours such as late nights and Sundays. These efforts will have further positive air quality impacts.

- **Reduce energy consumption in public facilities.**

It has been estimated that the City budgets approximately $10 million annually for electrical energy. Actions which will establish energy monitoring and control systems will not only reduce the amount of energy consumed by public buildings, but will also lower the amount of resources that will be allocated to energy purposes. Efforts should also include the use of alternative sources of energy for public buildings including solar energy and geothermal heat pumps (such as the system planned for new Fire Station #7 on Hampton Boulevard). These same efforts should be expanded to other planned facilities. The City can undertake a leadership role in this area that can be replicated by the private sector in terms of energy conservation and efficiency and corresponding energy cost savings.

- **Encourage energy conservation in private sector buildings and developments.**

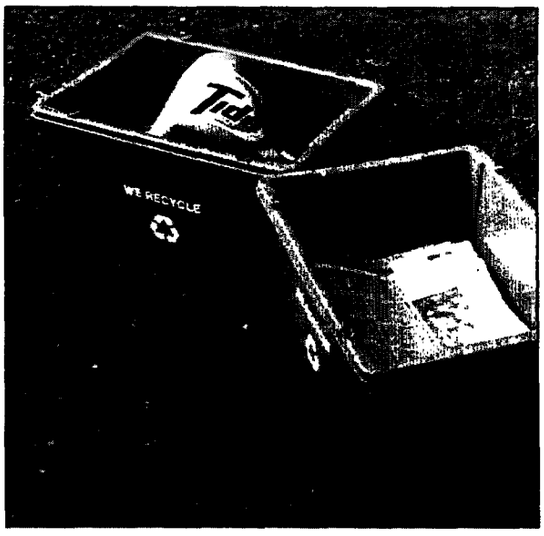
The City should encourage the use of energy conserving devices in residential and commercial construction such as solar, geothermal, or cool storage systems. Proper siting of buildings to enhance solar access or appropriate landscaping to protect from other natural phenomena would also increase efficiency of energy use. These activities can be encouraged through the site plan review process. Furthermore, the City should investigate and evaluate various tax incentives for the use of energy efficient systems or machinery or equipment. If needed to enact such programs, state enabling legislation should be sought.

POLICIES FOR ENERGY -- 2020 PLAN

- **Explore alternative resources for the generation of energy which will lessen negative impacts on air and water quality.**

These actions would include the refinement and expansion of existing resource recovery or Co-Generation projects on either a regional basis or in concert with the private sector, provided that the technology is available for maintaining air and water quality standards. This type of energy generation would be especially useful for such large energy consumers as the Naval facilities and shipyards located in Norfolk.

SOLID AND HAZARDOUS WASTE MANAGEMENT



Goal: **Develop a comprehensive and integrated solid and hazardous waste management system that reduces the volume of the waste stream and provides efficient and environmentally sound waste disposal.**

The issue of solid and hazardous waste management faces the city and the region as a byproduct of population and economic growth. The generation of solid waste is anticipated to grow within the region, reaching almost 1.3 million tons annually by the year 2000. This is a 30 percent increase in less than ten years. Norfolk currently generates approximately 35% of this regional waste volume. The solid waste issue can be subdivided into two basic parts. The first deals with reducing the volume of waste that is produced annually in the city and region. The second is undertaking the most efficient and environmentally responsible method of waste disposal. Disposal methods have direct relationships to environmental quality as they impact natural features, air, and surface and ground water quality.

POLICIES FOR WASTE MANAGEMENT -- 2000 PLAN

The following solid waste management policies will direct the development of a comprehensive and integrated solid waste management program that will be implemented at both the regional and local levels so as to provide efficient waste collection, substantial reduction of the waste stream through recycling, and environmentally sound disposal methods.

- **Implement landfill disposal alternatives including waste minimization and reuse, recycling, and resource recovery.**

While implementing programs on a regional scale in order to meet the state mandate of recycling 25 percent of the waste stream by 1995, other programs should be developed by the City that complement this regionally based recycling effort. These efforts could include increased reuse of resources and materials and more efficient use of materials so as to reduce the volume of waste produced. The City should provide leadership and support for the Southeastern Public Service Authority as the coordinating organization in developing other programs affecting the waste stream reduction effort.

- **Encourage the development of waste minimization and recycling programs for large industrial and commercial uses in the city.**

The City should develop and coordinate educational programs to assist local generators in identifying waste reduction opportunities. Waste minimization activities could include proper inventory management, shifting to more efficient operating practices, or reuse of various resources.

- **Provide efficient collection practices, adequate disposal facilities and intermediate facilities which incorporate state-of-the-art technologies that maximize protection to the environment and minimize local budgetary impacts.**

The development of disposal alternatives will not eliminate the need for landfills. Efforts need to concentrate on the proper disposal of the remaining elements of the waste stream. Norfolk has two closed landfill sites with no other sites available for this purpose. New regional landfill space will be located outside of Norfolk. Therefore, it will be necessary to provide the proper regulations for the siting of transfer stations and recycling processing centers and mitigating the adverse environmental impacts of each. These locational criteria should include:

- allowing solid waste transfer stations and recycling storage and processing only in intensive manufacturing zoning districts upon review and approval of a site development plan to insure proper relationships to other land uses and any adjacent environmentally sensitive areas;
- requiring sufficient vehicular access along appropriate routes;
- requiring site development standards that will insure no adverse impacts of material storage on groundwater resources; and
- requiring use of development standards that will mitigate excessive noise impacts on surrounding land uses.

Recycling collection stations, with no facilities for processing, would be allowed in commercial zoning districts provided that, upon review and approval of the site development plan, no adverse impacts on adjacent land uses or on vehicular circulation within, to, or from the site are found. Convenience of location and access is essential to the success of recycling collection stations. Therefore, small collection stations should be located as conveniently as possible to residential areas and have variable hours of operation. Collection stations also could be located at facilities such as schools, fire stations, community centers and churches provided that site development controls are followed. Furthermore, access to these collection centers during evening and weekend hours should also be provided to assure their use by the general public. The City should also implement measures that will automate and streamline waste collection activities such as the 90 gallon container service and the mandatory separation of yard waste and phase them into city-wide practice so as to lower the long-term cost of collection activities. Furthermore, the City should undertake specialized or targeted pickup

programs in environmentally sensitive areas or other areas of the city with unique waste collection or aesthetic circumstances.

- **Increase public awareness of various waste stream reduction efforts and other efforts related to maintaining a clean city.**

Success for waste stream reduction activities must be rooted in public support and participation so that source reduction goals can be attained. Information on program implementation should be provided to all residents on a continuous basis. Efforts to increase policing and enforcement of City ordinances and policies relating to solid waste should include distribution of informational materials concerning collection schedules, recycling programs, and other source reduction materials.

- **Insure that waste disposal sites are safe, and explore suitable reuse options.**

While cleanup and disposal programs are implemented primarily on the state and federal levels, Norfolk should continue to monitor the over 90 potential hazardous waste sites that were identified by the Environmental Protection Agency (EPA) in 1989. This is approximately 26% of the sites identified in the Elizabeth River basin which covers all or portions of five south Hampton Roads cities. Most of the Norfolk sites are located along the branches of the Elizabeth River, on federal land, and in the Norfolk Industrial Park. Identification and monitoring of these sites is critical as any redevelopment or reuse activities would require remedial actions on the sites. Local agencies should also alert EPA as to the location of any additional sites. Furthermore, the City should work towards capping and monitoring the Campostella landfill and undertake plans for the reuse of it and the Lamberts Point landfill as community passive open space.

POLICIES FOR WASTE MANAGEMENT -- 2020 PLAN

- **Support research and development efforts and economic incentives on the local, state, and national levels regarding the establishment of additional and refined alternative uses for recycled solid waste.**

The City should support, and initiate when possible, efforts to discover alternative uses for recycled solid waste so as to broaden the potential markets for such materials. These actions will serve as initiatives to increase the level of solid waste reuse and continue to lower the volume of waste to be disposed. Support should also be given to legislative actions that will stimulate both the supply of, and demand for, recycled materials.

- **Participate in a strategy for the proper disposal of dredge spoils from the Hampton Roads harbor in conjunction with the federal and state governments and other regional jurisdictions.**

With the projected increase in port activity in Norfolk and other Hampton Roads locations and the continued activity of the naval operations in the area, various channels and docks will likely require dredging during the period. As the Craney Island disposal site fills, new

dredge dumping sites will have to be identified and proper disposal and monitoring methods will have to be implemented in order to insure maintaining environmental quality of the operations.

NOISE

Goal: **Reduce the impacts of noise upon the Norfolk resident's quality and enjoyment of life.**

Noise impacts every facet of life from the workplace to the home. The location of an airport and naval air station in Norfolk along with various port and shipbuilding facilities creates potential noise impacts greater than those found in other cities of similar size. A comprehensive strategy to insure environmental quality must include efforts to mitigate the impacts of noise pollution whether it emanates from a single source such as an airport or results from transportation corridors located throughout the city. Mitigation of obtrusive noise will strengthen the viability of residential areas, and will also protect natural habitats located in the city thus improving general quality of life.

POLICIES FOR NOISE -- 2000 PLAN

To insure that Norfolk attains its goal of developing a comprehensive strategy for the mitigation of noise impacts through the year 2000 and beyond, the following policies have been established.

- **Mitigate noise generated on transportation routes and by airport, port, and industrial facilities in the city.**

The City and the Navy should continue the periodic monitoring of noise levels in impacted areas adjacent to air facilities. Efforts should be made to continue to regulate operational procedures in ways that will mitigate noise impacts on adjacent land uses. Future street and highway plans should choose corridors, alignments, landscaping, and sound barrier techniques and construction methods that have the greatest noise mitigation benefits. Where economically and structurally feasible, noise mitigation barriers or landscaping should be used along existing transportation routes. Expansion of industrial uses should include noise mitigation measures when adjacent to or near residential areas. Site plan review should be used to regulate the location of noise producing activities on commercial and industrial sites so as to lessen impacts on adjacent residential uses.

- **Evaluate effectiveness of the newly adopted noise ordinance.**

In April 1991, Norfolk adopted a noise ordinance that provides for quantitative and scientific definitions and standards for permissible noise levels of certain activities during specific times of the day and night. This ordinance is enforced through the use of noise meters which measure the sound emanations from a specific source so as to compare them with the ordinance limits. To insure competent enforcement of these provisions, the City should continue to provide sufficient manpower, training, and instrumentation. The administration and impact of the ordinance should be monitored periodically so as to keep it as effective as possible.

POLICIES FOR NOISE -- 2020 PLAN

- **Incorporate technological advancements in noise mitigation activities into new development plans and transportation projects.**

As technological advancements take place, opportunities will present themselves to use this technology in noise mitigation efforts. For example, new materials and design theories on sound barriers will be used on highway projects; technology for various types of engines will make for quieter operation of machinery in industrial areas and lower noise emissions of motor vehicles; and advancements in jet engine technology will likely lower noise impacts at airports and along flight paths. The City should insure that all advancements in noise mitigation technology are used in Norfolk wherever possible and feasible.

IN SUMMARY...
Accomplishment of the tasks outlined by the preceding policies will enable Norfolk to attain an environmental quality of life that is an integral part of the City's overall vision for its future. The following section will provide a graphic portrayal of this environmental quality vision as developed through the success of the previously discussed policies.

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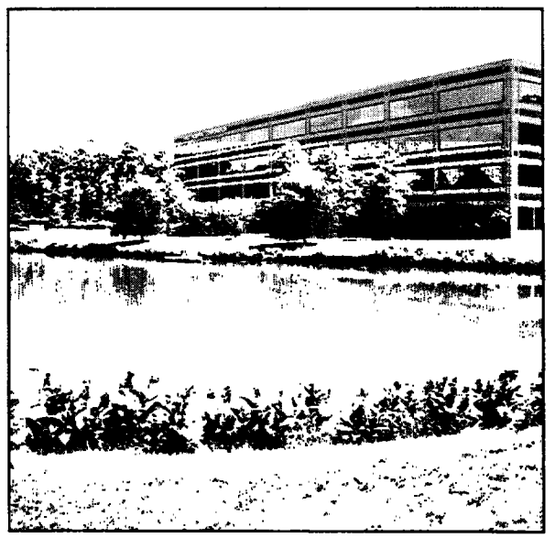


The City's environmental quality policies focus on the various local, regional, state, and federal related activities that must take place in order to maintain and improve the unique environmental resources found in and around Norfolk. Many of the policies and activities dealing with improvement in water and air quality and solid waste or the protection of natural features must be undertaken within a city-wide context. In addition to these comprehensive activities there are a number of efforts that will be related to specific locations in Norfolk or to specific natural resources. This section focuses on the identification of primary natural resource areas and their importance to the city's overall environmental quality. Within these physical parameters, specific activities and locations within the city will be identified where many policies will be implemented. The locations of unique and vital natural resources are illustrated on Map EQ-3, Existing Natural Resource Areas.

As outlined and illustrated on Map EQ-3, most of the resource areas are water or water related and include the largest wetland areas in the city, fresh water reservoirs, wildlife habitats, and extensive shoreline. It is within these areas and in adjacent areas which have direct impacts on these resources that activities will be closely monitored and/or regulated so that preservation and protection of these resources will be assured.

The City will also undertake activities of its own in relation to some of these environmental resource areas. These activities are illustrated on Map EQ-4 and are outlined on page EQ-28. Most of these activities are centered in the numerous natural resource areas, but there are some that are found elsewhere in the city. In any event, all activities support and implement the policies of the chapter and further citywide efforts toward maintaining and improving environmental quality. In most cases, these activities will build on existing actions or will seize opportunities that have yet to be fully realized.

In addition to these mapped activities, a number of activities will be undertaken on a city-wide basis including water quality programs pertaining to the Chesapeake Bay Preservation Act and development of the EPA mandated comprehensive storm water management program. Monitoring and mitigation of noise levels emanating from various sources such as the airport, naval air station, and industrial sites will also be undertaken.

In terms of waste management, activities will center on the development of comprehensive and integrated recycling and disposal programs that will minimize dependence on landfills

and improve environmental quality. Monitoring of potential hazardous waste sites will also continue on a city-wide basis. Improvement of air quality will be directly related to transportation programs and initiatives and increased landscaping efforts throughout the city. The success of the City's energy policies will be linked to transportation improvements and the development and incorporation of energy saving technology at various public buildings and facilities. The city's natural features will be enhanced through continued protection efforts that will also positively affect air and water quality.

IN SUMMARY...

Attaining the environmental quality vision for Norfolk will require successful implementation of the various activities and policies outlined in this chapter. In turn these policies will also be considered together with the policies outlined in the Economic Development, Housing, Caring and Living Community, Community Design, Transportation, and Neighborhood Planning chapters of the General Plan to facilitate realization of the overall vision for Norfolk.

EXISTING NATURAL RESOURCE AREAS - (MAP EQ-3)

1. Over seven and one half miles of beaches and sand dunes serving as critical wildlife habitat and as a barrier to storm related winds and waves.

2. Shellfish beds offshore on Willoughby and Crumps Banks.

3. Norfolk's largest man-made marsh adjacent to 4th View Visitor's Center.

4. Extensive stands of Live Oak trees providing opportunities for passive open space and habitat for a variety of wildlife in various locations in Ocean View.

5. Mason Creek containing over 53 acres of tidal wetlands.

6. Little Creek containing over 127 acres of tidal wetlands which serve as wildlife habitat and buffering capacity which minimizes shore erosion.

7. Norfolk's largest tidal marsh (87 acres) containing the most valuable marsh vegetation, Saltmarsh cordgrass.

8. Lakes Whitehurst, Wright, and Taylor, drinking water reservoirs that contain the city's most extensive areas of non-tidal wetlands and serve as habitats for various species of birds including egrets.

9. The Hermitage Foundation site, containing extensive open space along the Lafayette River where migratory waterfowl rest and feed.

10. The Lafayette River, containing over 362 acres of tidal wetlands, also supports active recreational boating and commercial crabbing activities.

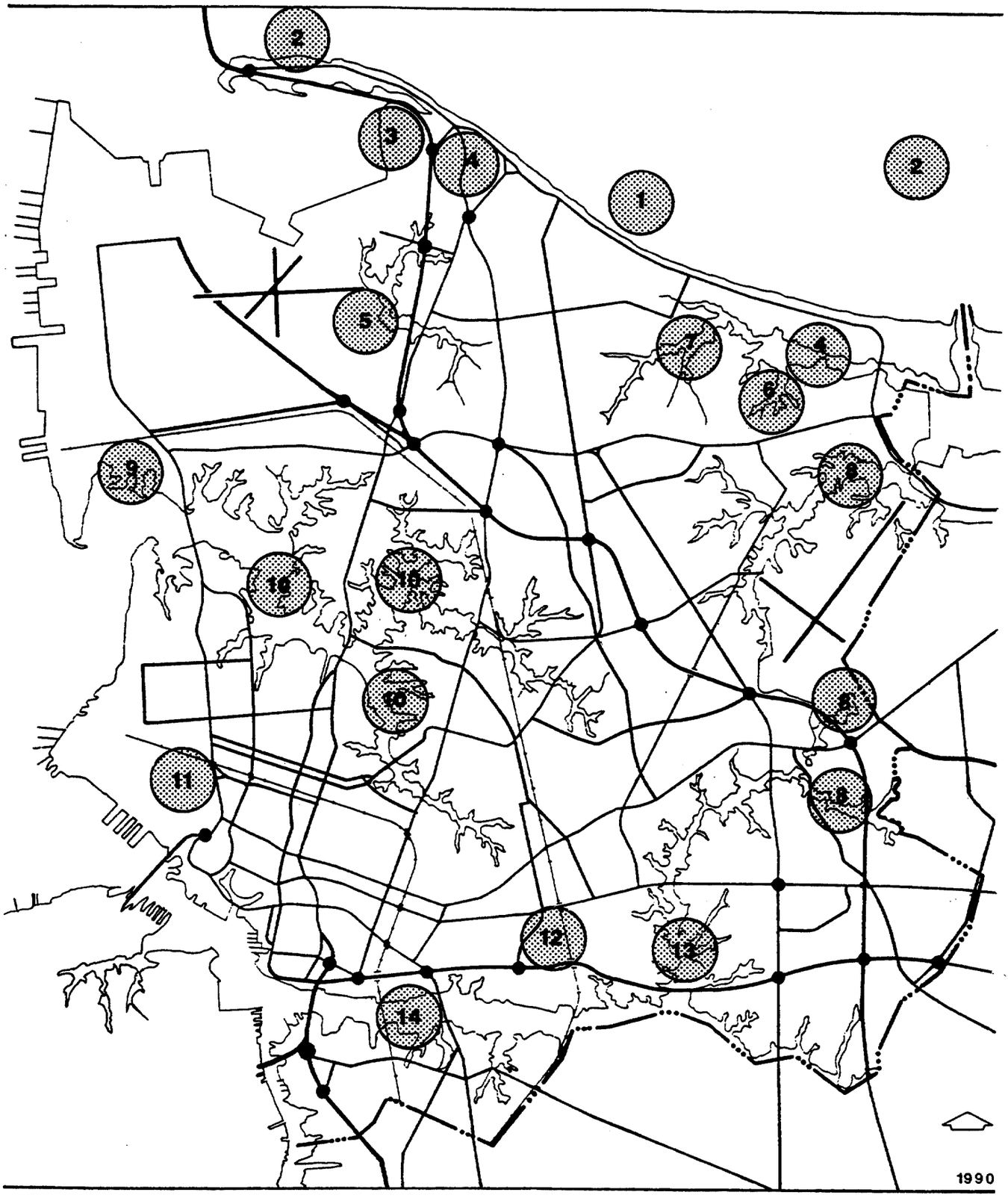
11. Weyanoke Wildlife Sanctuary, an area where wildflowers and migratory birds may be observed.

12. A mature and unique hardwood forest, adjacent to Middletowne Arch, serves as a habitat for a variety of birds and wildlife.

13. Broad Creek and the headwaters of the Eastern Branch of the Elizabeth River supporting over 134 acres of valuable marsh.

14. Over 35 acres of marshes which coexist with extensive maritime and industrial activities along the Eastern Branch of the Elizabeth River.

EQ-3 EXISTING NATURAL RESOURCE AREAS



ENVIRONMENTAL QUALITY ACTIVITIES - (MAP EQ-4)

1. Continued construction and maintenance of elevated walkways along the Willoughby - Ocean View shoreline that will allow pedestrian traffic access onto the beach at preferred locations resulting in minimal damage to the sand dune system.

2. Development of greenway systems that link neighborhoods to parks, open space, and adjacent natural areas such as Northside Park and Tarrallton Park.

3. Continued establishment of landscaping in the downtown area both in public and private spaces to improve air and water quality and to improve aesthetics.

4. Construction of a wetland walkway at the 4th View Visitor's Center to provide access to man-made marsh.

5. Preparation of a Beach Management Plan outlining strategies for future erosion control that will assure stability of the coastal and shoreline environment.

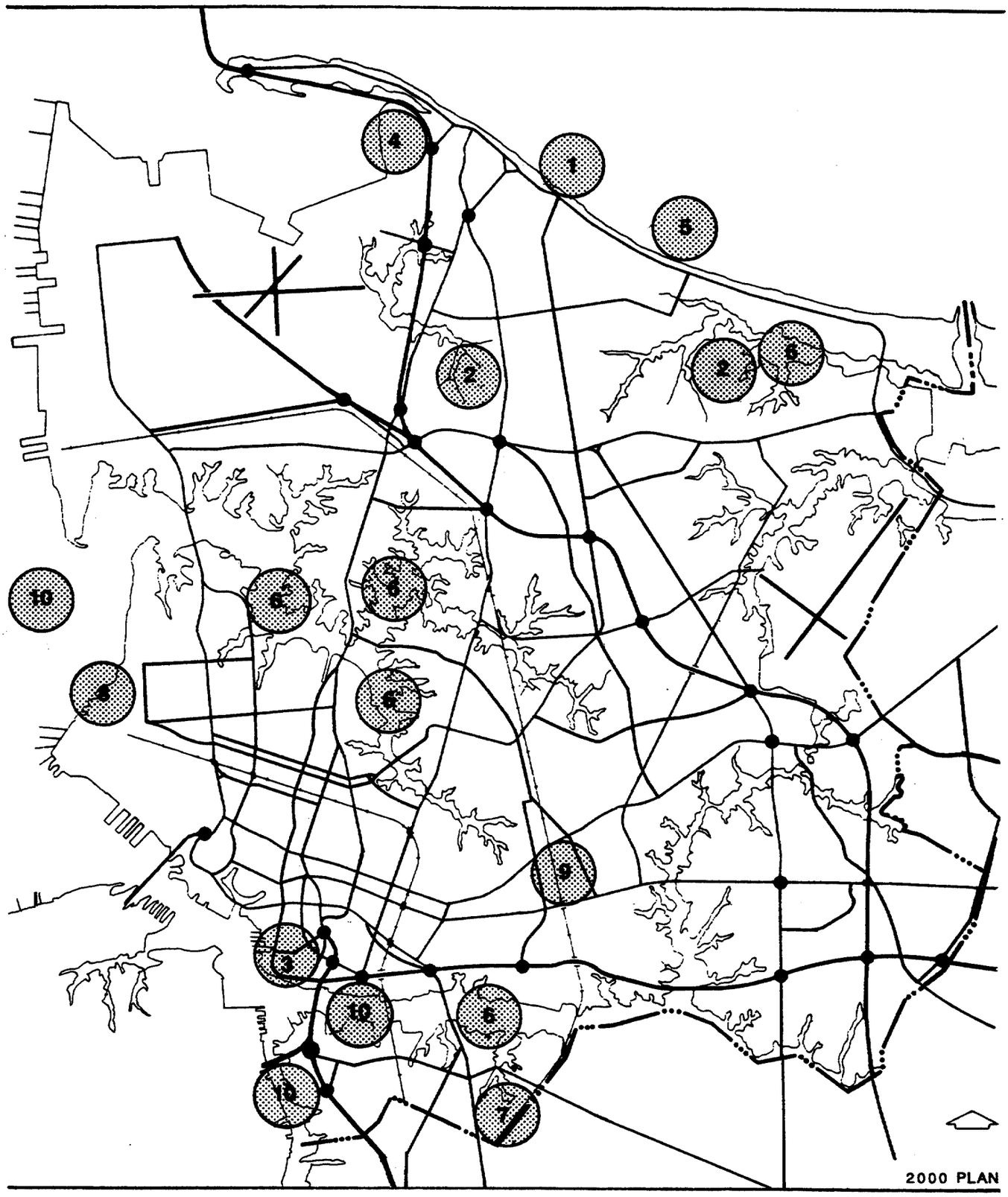
6. Development of a cleanup program organized to maintain wetland areas and remove sunken boats that will result in healthier marshes, improved water quality, and provide additional habitat for wildlife.

7. Capping and monitoring of the Campostella landfill and development as passive open space.

8. Reuse of the closed Lamberts Point landfill as passive open space.

9. Location of the solid waste transfer station where local solid waste collection will continue to be taken for handling by Southeastern Public Service Authority for disposal. Local recycling collection and processing center sites will be determined based upon criteria outlined in Solid and Hazardous Waste Management section of the chapter.

10. Development of a storm water quality management plan and subsequent improvements to the city storm drain system will reduce pollution of Norfolk's waterways. Monitoring sewage plant and other point source discharges will aid in improving water quality, especially in the Elizabeth River and its Eastern and Southern Branches.



Freeway

Arterial

Interchange

COMMUNITY DESIGN

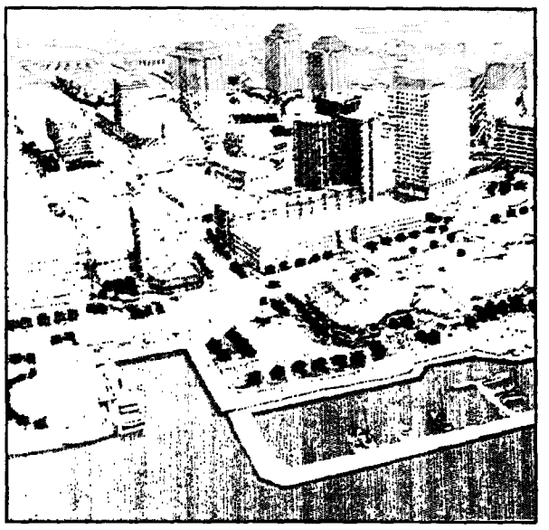
VISION

THE NORFOLK BUILT ENVIRONMENT

COMMUNITY DESIGN POLICIES

FOCUS FOR ACTION

VISION



Community design involves efforts by both the public and private sectors and transcends the elements of economic development, an efficient transportation system, public safety, human services, educational opportunities, recreation and cultural offerings, housing and the natural environment. Effective design relates these elements together into a harmonious community. A city that has distinctive community design will set forth an image, a visual quality, an atmosphere that makes the city appealing and memorable to resident and visitor alike, thus attracting investment and being a desirable place to live and visit. Effective community design helps make all other components of this General Plan successful and requires a planned process that focuses on the visions and goals of the community.

Community design is an overriding concern that is important to all other chapters of the General Plan: Economic Development, Housing, Transportation, Environmental Quality, Living Community, Caring Community, and Neighborhoods.

The community design vision of Norfolk focuses primarily on three of the six parameters outlined in the Vision chapter:

- **An Exciting, Lively, and Memorable Community**
- **A Product of American History and Values**
- **A Focal Point for Maritime Interests**

Community design efforts also facilitate other components of the vision of the city:

- **A Personable and Caring Community**
- **A Place of Opportunities for all its' Citizens**

Great cities have at least two essential components: a sense of belonging and a sense of place. Norfolk's residents need to have a sense of belonging to help make Norfolk a livable city both at the neighborhood and citywide level. This livable city will have a diversity of people, places and experiences. By developing a sense of place Norfolk becomes an attractive and memorable community for its neighborhoods, places, vistas, and buildings. This creates a distinct and positive image of the city for residents and visitors alike.

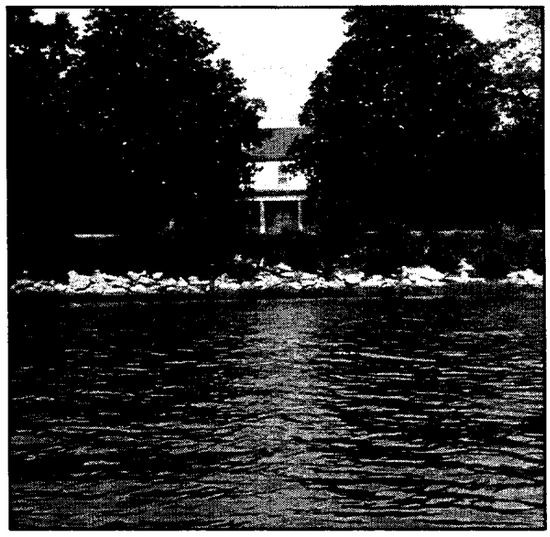
Historically the residents of Norfolk have been interested in architecture and the arts. There are neighborhoods, structures and artifacts that remind us of the community's heritage. There are tree lined streets and landscaped parks and open spaces. These items combined make Norfolk a memorable community. They work together to create a strong visual image of the community. The City must now build on the strong attributes it has. By preserving historic buildings and sites for future generations history becomes a positive force in determining the future.

Norfolk also has a strong maritime history. The city is surrounded by rivers and the Chesapeake Bay. Water is an important element of community design and can become focal points for vistas, used to create works of art, and respected in the development of new projects.

Effective community and architectural design can tie together into a pleasing whole all the various elements of a community - differing land uses, the natural environment, transportation corridors, and the built environment. Community design contributes significantly to the sense of place and the sense of belonging.

THE NORFOLK BUILT ENVIRONMENT

Norfolk is a community that has developed its identity and sense of place over a period of 300 years. It is not one place, but a collection of diverse environments. In Norfolk the built environment can be defined by the relationships between basic elements that represent the heart of Norfolk's character. These elements are water, vegetation, open space as a setting, and the scale of development. As development took place over the years, the development patterns and styles of architecture reflected the interaction of the natural environment, the skills of the builders and developers of the community, and the level of technology at the time of development.



Before 1850 most development was oriented to the water as the major transportation routes, while circulation on land was by one or two lane dirt roads. Building technology was such that most buildings were one or two stories, with only an occasional three story building. Because of the limits of transportation, the limits of the city were described by the accessibility of the town center on foot. As Norfolk grew in the post Civil War period and technology did not change, the city grew on lands along its extensive waterways off the Elizabeth River,

and densities increased in the heart of town in response to increased demand and higher land prices. Only in the 20th century with the advent of the automobile was growth able to turn away from the water to more interior sites.

The automobile brought with it its own set of relationships with respect to development. The two-lane dirt road was replaced by wider concrete and asphalt highways. Densities decreased, and the suburbs to the north and east were developed at a different scale than the pedestrian-scale center of the city. During and following World War II the population in Hampton Roads grew tremendously. This, combined with advances in building technology, combined to increase the scale and density of development in the center of town and around transportation destinations.

The age of many Norfolk neighborhoods has allowed the maturing of landscaping into a dense tree canopy which has created special settings for residences, some commercial areas, civic facilities, and public gathering places. At the same time there are areas of the city where landscaping, tree planting and preservation of existing trees have not been a high priority.

The following assessment of the strengths and weaknesses of these basic elements of Norfolk's built environment allows us to choose what aspects to emphasize in the future in order to tie the diversity of environmental experiences together while respecting their individuality.

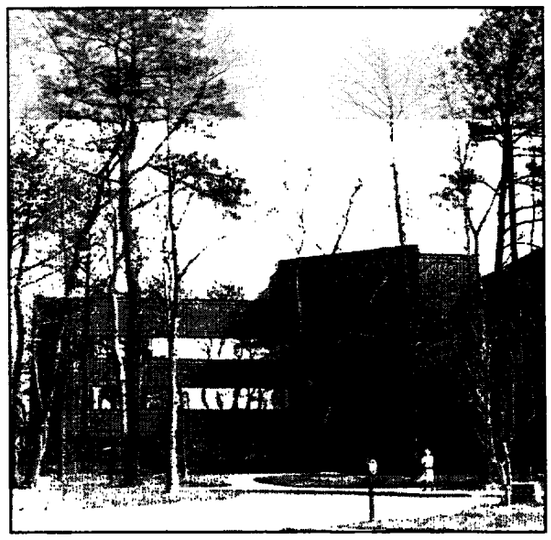
Water is an element that has had a strong influence on the development of the community. A variety of types of water resources exist - natural resources such as the creeks, rivers, and Chesapeake Bay and formal resources such as the Hague, reflecting ponds, and fountains. These resources provide a variety of opportunities for both active and passive uses. There are recreational opportunities, such as swimming and boating, and economic development opportunities with port activities. Both the natural and formal resources provide opportunities for vistas and views as well as focal points for open spaces. Development in the community needs to build on this important and valuable resource of water.

Since Norfolk is an old city, there is an abundance of mature vegetation - Lafayette Boulevard with its old Oak trees, Magnolia Avenue where the Magnolia trees are in excess of 140 years old, and Live Oaks in Ocean View. Landscaping themes have also been created in the city over the years with the use of azaleas and crape myrtles. The mature landscaped streets and planting themes create a unique identity for the community.

The use of vegetation is not only important for the environment but aesthetically becomes an important function of community design, tying together areas of disparity through the use of streetscapes. Landscaping contributes to the overall design of projects and provides a continuity as can be seen in the improved Llewellyn Avenue.

Another vital element of the built environment is the setting in which development occurs. The relationship of buildings to natural environmental amenities such as water, vistas, and vegetation is just as important as the relationship of buildings to one another.

The scale of buildings to one another and to the pedestrian environment will either enhance or detract from the built environment. At the street edge buildings should have a pedestrian scale.



Today Norfolk expresses an image of a city that has older and new residential areas on streets lined with trees. The older neighborhoods have homes closely spaced together with small front yards. Newer neighborhoods, except those that have tried to pick up the character of the adjoining neighborhoods, have more spacing between homes with more open front yards. New office parks in the community are characterized by developments with setbacks and extensive landscaping. The Industrial Park, too, was developed with setbacks for the structures and some landscaping to provide for consistency in development. Older industrial areas, however, are characterized by more random development, lack of storage facilities, poor maintenance, and little or no landscaping detracting from the appearance of the community. Commercial areas within the community suffer from a lack of cohesiveness with most developments being individual rather than coordinated. Commercial developments often lack landscaping and pedestrian orientation and in many cases are cluttered with signs that detract from the development.

As it looks to the year 2000, Norfolk should focus on four elements that will create a sense of place and a sense of belonging: water, vegetation, open space, and scale of development. The city can be even more appealing and memorable to visitor and resident alike. Norfolk can reinforce a visual image that will enhance its quality of life.

In Summary...
This assessment indicates that Community Design policies ought to focus on the following areas in order to realize the Vision for Norfolk as it pertains to Community Design.

Several areas will contribute to the vision parameters of a memorable and exciting place. First and foremost is that **design awareness** includes not simply cosmetic issues but basic building principles that will encourage design excellence. This is linked to the element of **architectural harmony**. New buildings and renovations to existing buildings should relate to their surroundings in both architectural and site design.

Not only can the City seek design excellence and architectural harmony amongst private buildings, but it can set an example by achieving good architectural and site design in **public buildings**. To add a continuity throughout the community between varying land uses and scale of uses, **streetscape** treatments can be developed to be the unifying element. The **urban landscape** is not only the landscaping that is found in the street right-of-way but that which occurs on both private and public property. Trees and landscaping are vital amenities that add to the character and livability of the city as well as provide environmental benefits.

Water is another amenity that creates a strong and positive image for the city and builds on the vision of Norfolk as a maritime City. While water provides economic and recreation opportunities, it is also a focal point for development whether that development is taking advantage of a natural water resource or a manmade resource such as a fountain or pool.

While the quality of new development is important to a community's character, so too is **historic preservation**. Preserving historic structures can add to a community's sense of place, livability, tourism, and property values. In order to protect and enhance historic structures and the city's natural resources and achieve the highest standards for new development, the **site plan review** and **design review** processes should be expanded. All three areas help achieve the vision of Norfolk as a product of American history and values and a leader for the future.

Other more specific elements add to the character of the community and facilitate other components of the vision. One of the most prominent and visible of these is **visual communications**. How signs and graphics are displayed can enhance the overall image of the community, or they can produce clutter and visual relationships that detract from the appearance of the community.

Helping to meet the goal of a sense of place is recognizing and promoting the City's **urban heritage**. The importance of **public art** or art visible to the public needs to be recognized for its value as focal point for development as well as enhancement to the overall cultural environment of the city.

Norfolk is fortunate to have an assortment of **neighborhoods** that have unique qualities and identity. Linked to not only neighborhoods but development throughout the community is the issue of **property maintenance**. Maintenance of properties not only impacts the visual image of the community but it reflects on the economic condition of the city.

These last five areas enhance Norfolk's ability to be a personable and caring community and a place of opportunity and pride for all its' citizens.

The following section, Community Design Policies, will provide a framework for achieving a sense of belonging and a sense of place and realization of the City's vision.

COMMUNITY DESIGN POLICIES

The City of Norfolk is fortunate to have unique features from which it can continue to develop a city that has a strong image. There are mature trees, visual and physical access to the rivers and bay, open spaces and parks that are the foundation for building. Any development activity should take these assets into consideration and enhance the relationship between the natural environment and built environment. Effective community design, or urban design, goes beyond the site design and architectural design of individual developments. It provides a context for individual projects, provides the design framework for the public streets and spaces that tie together the myriad individual developments, and provides guidelines and policies related to how the community is perceived and experienced. The policies set forth here are basic principles for the year 2000 and beyond.

DESIGN AWARENESS

Goal: **Encourage design excellence in all aspects of physical development.**

Architectural and site design contribute greatly to the fabric of the community, how livable it is and how it is perceived. Attention to design is not cosmetic but is basic. Good design affects how a development works as well as how it looks.

POLICIES FOR DESIGN AWARENESS

- **Promote a high level of design quality.**

All development activity whether on public or private property should be designed to the highest standards possible. In any public/private partnership, the City should focus on design quality. Land development regulations and standards should encourage good design.

- **Establish design objectives for new development.**

This General Plan establishes some basic design policies. These should be refined and applied specifically in plans for downtown, other business areas, major institutions, and neighborhoods.

- **Increase the public's appreciation for effective community design.**

Unfortunately, design is usually considered to be cosmetics, to relate to only visual appearance. In practice, sound economic development and housing are based on sound design. Effective design influences how an area or development works, how it is experienced, as well as how it looks. It shapes that sense of belonging that makes residents feel a part of their neighborhood and that sense of place that makes an area or a city memorable and distinctive. Efforts to educate the public and the development community on the benefits of good design and to recognize good examples should be pursued.

ARCHITECTURAL HARMONY

Goal: **Encourage attention to architectural design elements that relate new buildings and renovations to their surroundings.**

While there are circumstances and areas where architectural contrast is appropriate to provide uniqueness or diversity, most residential and business areas of the city benefit from architectural and site design compatibility that enhance their own sense of place and identity. Development regulations should permit and encourage compatible design, both in infill and in new site situations, without inhibiting design creativity and innovation.

POLICIES FOR ARCHITECTURAL HARMONY

- **Insure compatibility in the placement of buildings on sites.**

Land use regulations include provisions for setbacks, yards, and spacing between buildings. Placement of buildings on sites is one of the key factors in whether or not new development will fit in with the old. In some portions of downtown it is appropriate to require that new development be built at the right-of-way line to maintain an active street frontage. In some older neighborhoods architectural harmony can be achieved in part by establishing maximum as well as minimum front yard setbacks.

- **Insure that the scale of infill development is harmonious with its surroundings.**

In addition to location on the site, there are numerous other features that help a new building fit in with its neighborhoods. Height and massing are key factors that can be focused on in particular neighborhoods. In historic districts or other areas where a design review process (public or private) is established, attention can also be placed on building forms, architectural detailing, materials, colors, and aspects of facade treatment.

- **Promote architectural integrity in new construction and in renovation.**

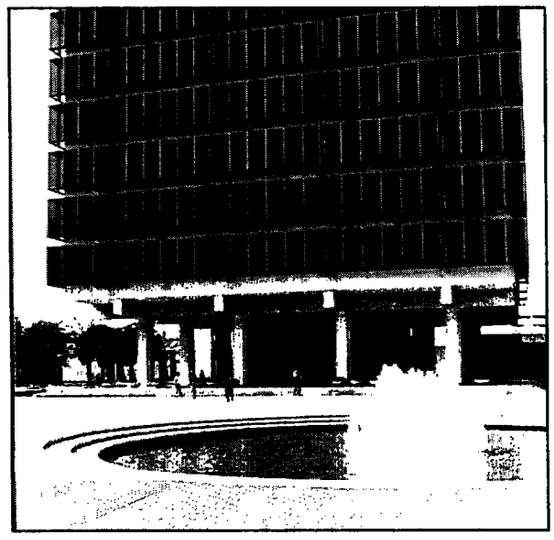
Details are important to the design integrity of individual buildings. While design guidelines are common in historic areas, the same basic principles are appropriate in new construction and in buildings housing a wide range of uses. The design of the building should be appropriate to its use. The architectural details should be consistent with the design concept. (Windows, doors, lights, roof design, materials, colors, signs, and so on need to be considered in how they relate to each other.) Utilitarian features, such as mechanical equipment, should be integrated into the structure or effectively screened from view (including views from above in areas of high rise development).

- **Promote proper orientation of buildings to streets.**

As a general rule, buildings should face streets and should have the principal entrance and windows on the street facade. In cases where side walls face streets, these should be articulated with windows and architectural detailing which respect the street orientation. Orienting development so that rear fences or walls abut major streets should be discouraged.

PUBLIC BUILDINGS

Goal: **Maintain a high level of quality in the development of public buildings.**



An image of a city is partly influenced by the quality of its major public buildings. The City of Norfolk sets an example by achieving good design in its own buildings. These buildings should have a permanence and monumentality that express the firm foundation of municipal government. Public projects need to be sensitive to the natural environment and fit into their urban context with appropriate site development, scale and orientation of buildings, landscaping, lighting, and buffering if needed.

POLICIES FOR PUBLIC BUILDINGS

- **Implement design objectives for new public buildings.**

Specific objectives for new buildings should address such design elements as:

site design	access and parking	scale, mass, and height
signage	materials	building orientation
context of project	lighting	mechanical equipment
landscaping and tree preservation		

These objectives, as well as the programmatic requirements for the building, should be developed and agreed to before the architectural design begins. All appropriate City departments and agencies should be involved in preparing the specific objectives.

- **Assemble an appropriate design team at the outset of project development.**

So that public projects are insured of meeting a basic standard of excellence and the specific design guidelines for the project, a design team should be created for each individual project. All appropriate disciplines should be represented depending on the nature of the project and the site on which it is to be placed. The contribution of a landscape architect is just as important as that of an architect, for example, in developing a new school site.

- **Maintain a formal site selection process for public projects.**

Selecting the right site for a public facility is a component of effective community design. Site selection criteria will vary with the project but need to be prepared as a specific measure for reviewing alternative locations.

- **Design buildings for flexibility of space.**

Buildings should be designed to allow for changes in programs, service delivery and occupancy.

STREETSCAPES

Goal: **Insure that streetscapes serve as the unifying element for community design efforts throughout the city.**

Transportation corridors should create a unity throughout the city, tying together various forms of development and varying land uses. The pedestrian environment and circulation should be enhanced. Streetscape treatments include sidewalks, landscaping, lighting, street furniture, and utility pole placement or undergrounding of utilities.

- **o Implement additional design standards for streetscapes.**

The City has adopted the Design Guidelines for Downtown Streets and Pedestrian Ways. There are other areas of the city that should also be given special focus, such as portions of Ocean View, Colley Avenue/21st Street, and Ward's Corner. The streetscape design can create a theme for the area by the selection of street furnishings that are used. In addition, basic standards should be developed for arterial, collector, and local streets that relate to the different types of abutting land uses. The following items should be considered in the preparation of guidelines:

sidewalk materials	lighting	benches
trash receptacles	landscaping	crosswalks
utility poles	underground wires	directional signs
traffic control devices	cross section design	colors

- **o Vary street tree selection for different streetscapes.**

Streetscapes can bring continuity to an area and add a sense of human scale. Selection of street trees should reflect their environment - the levels of traffic and types of adjacent uses. Tree selection should be varied to avoid extensive losses due to potential diseases.

- **o Encourage underground wiring.**

Overhead wiring provides one of the greatest distractions along streets and provides conflicts for the placement of landscaping. Effort should be taken to place all overhead wires within the city underground over a period of time. Initial steps should be taken in conjunction with street improvement projects and in new developments. If it is necessary to maintain overhead wires, they should be coordinated to one side of the street for minimum distraction.

- **Encourage more landscaping on Interstate highways.**

Interstates act as gateways to the community providing visitors with their first glimpse of the city. As major transportation corridors, they carry larger volumes of traffic and provide residents and visitors alike with a significant component of their visual impression of the city. These highways should be extensively landscaped to enhance that impression.

- **Develop special gateway treatments at entry points into the city on major streets.**

In addition to the interstate system there are several major streets that function as gateways to the community. These streets should be recognized as gateways and streetscape treatments should be developed that put forth a positive community image with landscaping, lighting, and the undergrounding of utility lines.

URBAN LANDSCAPE

Goal: **Promote the important role of trees and landscaping in the image of the city.**

Trees and landscaping are among the most important amenities that add to the character and livability of the city. Maintenance and protection of trees on both private and public property should be actively pursued, for their aesthetic as well as their environmental benefits.

POLICIES FOR THE URBAN LANDSCAPE

- **Develop themes for open spaces and parks.**

The park system within the community should have a series of recognizable themes. Certain parks and open spaces should have very specific themes such as Town Point Park and the waterfront promenade, Ocean View Park, the Virginia Zoological Park, and the Botanical Gardens. Others can reflect more generic themes of active or passive spaces. The theme for an open space or area could reflect the uniqueness of its locale, its surroundings, or its usage.

- **Encourage a diversity in the species of trees used for the urban landscape.**

Using a diversity of tree types throughout the city helps to prevent wide spread loss of trees during times of unusual weather conditions, infestations, or disease. As a general

rule trees should be indigenous to this area and selected for particular locales. Sites near the Chesapeake Bay, for example, need salt tolerant species.

- **Establish guidelines for better installation practices for trees.**

The planting of trees in an urban environment should be done in a manner that provides them with the right conditions for the trees to reach maturity.

- **Require the planting of trees on private property in new developments and in redevelopment efforts.**

Trees, whether they are on private or public property, play a significant role in the image of the community. Planting of trees on private property should be encouraged through development regulations.

- **Develop an historic and large tree preservation program.**

The City of Norfolk is fortunate to have a mature urban forest, and because of this there are many large trees on both public and private property that are of enormous value to the city. Every effort should be made to protect this investment.

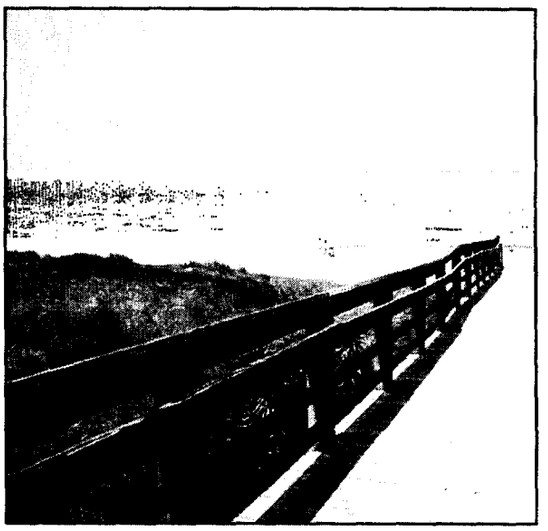
- **Expand seasonal flower plantings.**

This program has had a dramatic impact on the attractiveness and appeal of the city and should be expanded to the extent practicable. The private sector, civic and business groups and should be encouraged to participate in the program by "adopting" areas.

- **Continue administration of the Tree Ordinance.**

This ordinance and the accompanying Arboricultural Specifications and Standards of Practice Manual promotes the planting, maintenance, restoration and protection of trees, shrubs, and other plants.

WATER



Goal: **Promote the important role of water in the image of the city.**

Norfolk has a unique combination of water amenities that contribute to its image - a working harbor, a pedestrian oriented downtown waterfront, residential riverfronts, and an extensive beach along Chesapeake Bay. While other communities may have some of these features, few have them all. Relationships of development to water are essential aspects of community design in Norfolk.

POLICIES FOR WATER

- **Protect public access, both physical and visual, to the water.**

Existing pedestrian and vehicular access along the water (as in Downtown, Ghent, and Colonial Place) and at points leading to the water (as in the beach access ways in Ocean View and street end overlooks in various neighborhoods) should be maintained. New public access should be encouraged or required in new developments. Similarly view corridors, maintaining views of the water from inland locations, should be protected in higher intensity areas, such as the extended downtown area from the railroad east of the Berkley Bridge to the Midtown Tunnel. Visibility of the water from bridges within the city should be permitted while still meeting safety requirements.

- **Encourage appropriate design of new developments in relation to the water amenity.**

In addition to meeting environmental requirements, new development in waterfront locations should be sensitive both to the water and to neighboring uses and structures so that both can maintain views and enjoyment of the water amenity.

- **Introduce water as an amenity to inland developments.**

Water, in the form of pools, fountains, ponds, and even lakes can be provided as an amenity to new development and redeveloped areas away from the rivers and bays. For projects that require retention areas these should be worked into the project as a design element.

HISTORIC PRESERVATION

Goal: **Expand historic preservation efforts.**

Planning for historic preservation is important to a community's sense of place, livability, tourism, and property values. The preservation of historic structures works towards defining community character and can become an important element in broad economic development and housing programs.

Norfolk has three National Register districts, and other areas have been identified as being potentially eligible for listing. Numerous individual structures are listed on the National Register. The City also maintains a Historic and Cultural Resources Inventory originally compiled in 1981 that is being updated. There is a need to focus on methods to identify, recognize, and then protect and enhance those historic and architectural assets that remain in the community.

POLICIES FOR HISTORIC PRESERVATION

- **Foster an awareness for historic preservation.**

Norfolk does have many architectural and historic resources within its boundaries. These range from commercial structures downtown to both distinctive and representative houses in the close-in neighborhoods, to remaining beach cottages at Ocean View, to colonial period structures in widely scattered locations around the city. These should be documented in the historic and cultural resources inventory. Active participation by individual citizens and private organizations will aid the City's efforts to identify all its historic resources and maintain an up-to-date inventory. The benefits of preservation can be promoted through informational brochures, walking tours, and special presentations.

- **Support nominations of buildings and districts to the National Register of Historic Places.**

The City can assist the private sector in nominating additional structures and districts to the Virginia Landmarks Register and the National Register. Rehabilitation of selected properties listed on the National Register can qualify for tax benefits if certain conditions are met.

- **Establish additional historic and cultural conservation zoning districts.**

Several additional areas should be considered for designation as historic and cultural conservation districts. The application of a new historic overlay district should be developed in the zoning ordinance. The overlay districts would be appropriate where the underlying zoning does not need to be altered or where there are individual historic resources scattered throughout an area. All National Register districts should be buttressed by some form of local historic zoning controls.

- **Include a minimum maintenance provision for historic districts in the Zoning Ordinance or in the City Code.**

Allowing historic structures to fall into severe disrepair has been called demolition by neglect. A minimum maintenance provision would attempt to prevent this and to insure the long range preservation of notable buildings.

- **Encourage adaptive reuse of historic structures as a means to prevent their destruction.**

It is not always feasible to maintain a historic structure in its original use. Adaptive reuse, altering the interior of the structure to a new use other than the one it was designed for, is one method to prevent its destruction when it is economically infeasible to renovate the structure to its original use. Adapting the Fairfax Hotel to apartments is a local example. The adaptive reuse of a structure needs to be evaluated on the architectural significance of the structure, appropriate use for the area, and costs associated with renovation. As another means for preserving historic structures, local incentives should also be considered.

SITE PLAN REVIEW / DESIGN REVIEW

Goal: **Expand the design review and site plan review processes.**

The City of Norfolk has a design review process for projects within the local historic districts, encroachments, public projects and private projects built on land purchased from the City. The site plan review process currently applies to multi family dwellings of two or more units and projects within the Chesapeake Bay Preservation Area. Other areas and land uses that have a large impact on community appearance should be considered for inclusion into one or both processes.

POLICIES FOR SITE PLAN REVIEW/DESIGN REVIEW

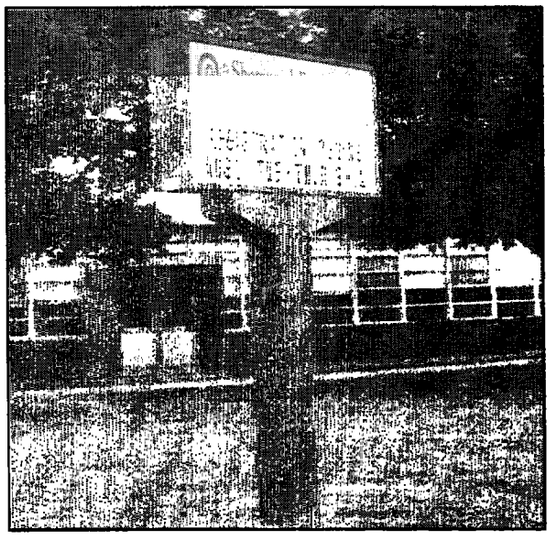
- **Expand the site plan review process to nonresidential projects.**

The City currently has a site plan review process for dwellings of two or more units. As part of the update of the Zoning Ordinance this review process should be expanded to include review of all nonresidential projects (commercial, industrial, institutional) as a means to enhance the overall appearance of the community and minimize the impacts major developments can have on their surroundings. Site plan standards for building placement, access and parking, landscaping and buffering should be included.

- **Expand the design review process to areas of special public interest.**

There are areas within the city that are of special interest to the community and/or where the City has invested considerable sums of money. These areas (downtown, major institutions, gateways to the community, and transition areas around historic districts) should be considered for inclusion within the design review process since they represent a sizable public interest or investment.

VISUAL COMMUNICATIONS



Goal: **Promote signs that communicate messages clearly and concisely and enhance the environment in which they are located.**

The basic purpose of signs is to communicate information. Appropriate signs communicate their messages clearly, concisely, and effectively and also contribute to the visual harmony of their immediate surroundings and the broader community. Inappropriate signs contain redundant, contradictory, or distracting information, do not fit with their physical context, and thus produce clutter and visual relationships that disrupt both the understanding of the general public and appearance of the community.

POLICIES FOR VISUAL COMMUNICATIONS

- **Encourage private graphics and signs that fit within their context and enhance the overall image of the community.**

Signs should fit compatibly and architecturally with the site or building on which they are located, relate to the overall streetscape, and respect existing development and

development opportunities on adjacent properties. They should also be appropriately scaled and spaced for legibility and not overload the passing public with information. Quality graphics and signs promote a sound economic and business climate.

- **Institute a coordinated sign program for public facilities.**

An identification program for all public facilities in a manner that is harmonious with the design of the sites and buildings will contribute to the overall enhancement of the image of the city.

- **Refine sign standards for public corridors.**

Public streets require clear and legible signs to guide the public and to promote both pedestrian and vehicular safety. Consolidation of messages on signs or of signs on poles should be pursued. Public signs should be fully coordinated with street lighting and street landscaping programs.

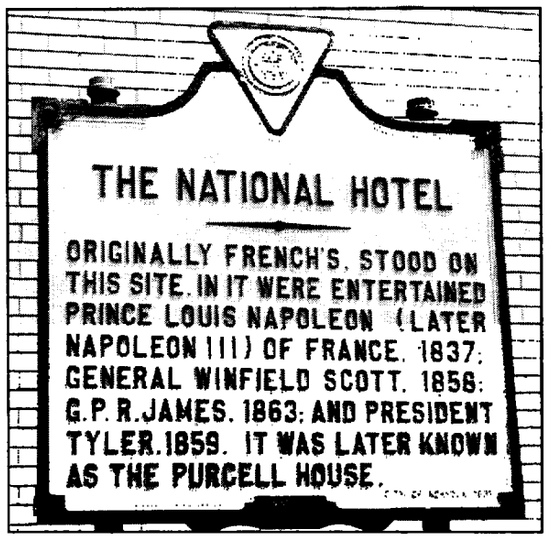
- **Promote well designed signs as a means to enhance the community.**

Signs properly scaled to purpose, space, physical context, and appropriate to the type of activity/land use to which they pertain can enhance the particular area in which they are located. Off-site signs should be limited to the extent possible. This should be the underlying concept of sign regulations.

- **Encourage removal of all redundant and obsolete signs.**

Signs that no longer serve a useful purpose, whether they are private or public, should be removed. Continuance of these signs only contributes to the visual clutter which distracts the motoring public.

URBAN HERITAGE



Goal: **Enhance Norfolk's sense of place by recognizing and promoting local history.**

Publicizing and displaying city and neighborhood history is a means to foster an awareness, identity and pride in the city and neighborhoods among Norfolk's residents.

A new history of the City of Norfolk is currently being prepared, and the Greater Ocean View Foundation is spearheading an Ocean View history project.

POLICIES FOR URBAN HERITAGE

- **Expand the historical marker program.**

These markers can help visitors and residents orient themselves to Norfolk's past and to events that have affected its history. Design of the markers should be re-evaluated to include graphic representations as well as text where appropriate.

- **Initiate identification programs for historic buildings and districts.**

Special neighborhood signs, street name signs, and street lighting characteristic of the period can enhance the atmosphere of historic districts. A privately sponsored program of plaques for historic buildings can provide consistent information to the public about individual historic buildings and places.

- **Implement the proposed Downtown monument program.**

The Plan for Downtown Norfolk 2000 calls for a series of monuments to be placed in key locations to emphasize the rich heritage of early Norfolk.

- **Promote understanding of and appreciation for the city's historical areas.**

Within and around the Downtown area there are three National Register historic districts, several National Register structures, monuments and markers that provide a strong base for the development of walking tours. The tours with accompanying maps and brochures would provide information to residents and visitors on architectural history and development of the community.

Norfolk provides a wide range of services and programs aimed at high-risk youth and young adults. Often, the success of these programs depends on the adequacy of the buildings that house them. Overcrowding is a serious problem that hinders the success rate of reform. Adding significant pressure to the existing situation is the trend of increasing numbers of youth offenders. The Juvenile Detention Center is the oldest in the state. Its replacement will provide much needed space and new technology. In addition, there also exists a need for a new group home complex. The Juvenile Services Bureau has developed a master plan for replacement of its group homes in a campus configuration.

POLICES FOR CRIMINAL JUSTICE -- 2020 PLAN

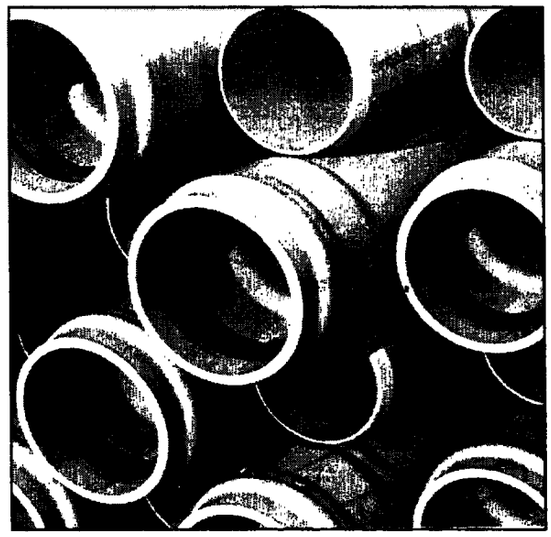
- **Reassess the needs of the Criminal Justice system based on progress made to date.**

Two projects will have a major impact on the provision of Criminal Justice in the future: construction of new court facilities and new jail facilities. How successful these projects are will determine the pressing needs beyond the year 2000.

- **Pursue new technology to manage the criminal justice data base.**

Part of the fight against crime includes maintaining information on the success rate of various programs, trends in criminal behavior, and repeat offenders. This requires monitoring a massive data base. Obtaining new technology and computer abilities will make this task less difficult.

WATER AND SEWER



Goal: **Provide for anticipated infrastructure repair, preventive maintenance, and construction needs for water and sewer service.**

Water and sewer are perhaps the most basic services offered by the Caring Community. Without an adequate, safe water supply and a similar adequate sanitary sewer system the density of cities would be limited by rampant disease, severely limiting the length as well as the quality of life. Because of its role as provider of water to much of South Hampton Roads, as well as the relationship of adequate treatment of sewage to the water quality issues under the Environmental Quality chapter, this policy area has ramifications beyond the boundaries of Norfolk.

POLICIES FOR WATER AND SEWER -- 2000 PLAN

The following policies address a safe water supply and adequate sewage treatment between now and the year 2000.

- **Maintain Norfolk's ability to provide sufficient treated water to its citizens as well as to treat and deliver surplus water to its regional neighbors.**

Norfolk's water resources are located both in the city and in neighboring cities and counties. This resource must be protected through careful use of land within the immediate watershed and the prohibition of any potential polluters. Norfolk's current water resources are more than adequate for its own current and projected needs. Norfolk's charter allows the City to sell any surplus water. While not an unlimited source, this water has allowed the region to grow. New sources, such as Lake Gaston, are being sought by Virginia Beach to augment current supplies. Any resolution of the effort to pipe water from Lake Gaston will require Norfolk to treat more water than ever before. In such a situation the City can provide a valuable service to its regional neighbors.

- **Maintain and expand Norfolk's water distribution system as needed.**

For a large water treatment and distribution system such as Norfolk's, repair, maintenance, and construction must play a constant role. An extensive renovation and upgrade has been initiated for both principal facilities and the distribution system. This integrated program should be continued throughout the next decade.

- **Assist the Hampton Roads Sanitation District (HRSD) to have proper facilities and space to treat the growing quantity of sewage produced in the area.**

Due to the Clean Water Act, HRSD has upgraded its sewage treatment plants. Now, the Virginia Initiative Plant at Lambert's Point and the Army Base Plant at the Norfolk International Terminals will combine to treat 68 million gallons per day (mgd). The average daily demand is approximately 48 mgd. These two plants combine to treat almost all of Norfolk's sewage, but are supplemented by the Chesapeake-Elizabeth System to the east and the Atlantic System to the south. The existing infrastructure is sufficient for Norfolk's needs but will require repair and maintenance in future years. Because sewage treatment is a large industrial use, it is important to buffer adjacent uses as much as possible.

- **Extend the sewer system to all unserved areas.**

At the present time, approximately 98% of the city served by the water system also has sewer collection. Current plans call for extensions of the sewer collection system into the unserved areas on a phased basis. These extensions will improve and protect the water quality of our drinking water reservoirs and adjacent water bodies, provide service to failed or failing systems, and improve the quality of life in the affected areas.

POLICIES FOR WATER AND SEWER -- 2020 PLAN

- **Maintain high water quality standards.**

As the water treatment and distribution systems come under increased demand due to population increases in the region, it will be important to not sacrifice quality. Current predictions are for Norfolk to treat 100 mgd in the year 2020. This is a 20% increase over current production volumes. The large amount of water treated will require a continuation of the phased renovation and expansion currently projected.

CEMETERIES

Goal: **Prolong the useful life of Norfolk's public cemeteries.**

The provision of burial grounds is an important public service which most cities in our nation have been involved with for quite some time. The City of Norfolk currently owns eight cemeteries occupying over 350 acres. As vacant land is scarce in Norfolk, it becomes more difficult to justify the allocation of additional land for burial purposes. Nevertheless, it is an important public service offered by a caring community. It earns a place as a policy focus area because of the land allocation issue and the importance of our scare land resources.

POLICIES FOR CEMETERIES -- 2000 PLAN

The following actions will insure that Norfolk will be able to provide this service for as long as possible.

- **Use available space in existing cemeteries more efficiently.**

The City should continue to eliminate unnecessary roads and paths, converting these into grave sites. Also, promotion of less land intensive methods of burial (such as double depth, cremation, and mausoleums) should be pursued.

- **Insure the endowed care fund is sufficient for cemetery maintenance.**

Increasing the endowed care fund will allow the City to avoid creating a financial burden on its future. The purpose of this fund is to provide a source of interest income from

which cemetery operating expenses can be funded. Every effort should be made to maximize this fund by properly investing these assets in sound long term opportunities.

POLICIES FOR CEMETERIES -- 2020 PLAN

- **o Reevaluate projections for use of cemeteries.**

Over the next ten years trends and circumstances may have changed significantly. The current projection of exhaustion of all city gravesites by the year 2030 may have to be modified. Using new data and trend analysis, a more accurate prediction can be produced.

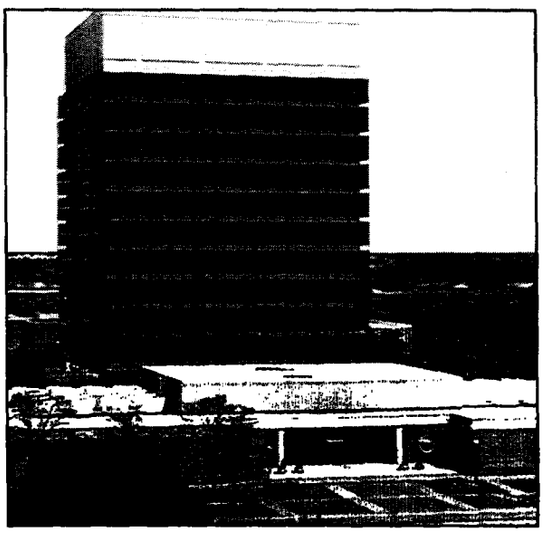
- **o Consider participation in the development of a regional cemetery program.**

Eventually the City of Norfolk will run out of cemetery plots in its current inventory. Given the dense development patterns currently in existence, further cemetery development within the City's own boundaries appears unlikely. A regional approach for public cemeteries may have to be considered in the future.

- **o Evaluate the private sector's ability to be a primary cemetery provider.**

Another way to insure the availability of cemetery space is through expanded private involvement. Under current State regulations, the private sector could assume a larger role in the provision of this service.

ADMINISTRATION AND MAINTENANCE FACILITIES



Goal: **Maximize the efficiency of existing City owned and operated administration and maintenance facilities for the benefit and convenience of Norfolk's citizens.**

The efficiency of City administrative and maintenance facilities warrant special focus because of the impacts on available resources for more direct services to citizens. Over the last several years governmental efficiency has suffered as the City administration and maintenance functions have outgrown their various facilities, even considering the success of downsizing efforts over the last three years.

POLICIES FOR ADMINISTRATION AND MAINTENANCE FACILITIES -- 2000 PLAN

With many changes in the coming decade, it is important to reevaluate the guidelines for decision making regarding administration and maintenance facility needs in the future.

- **o Maximize the efficiency of the City's administrative services.**

The City's administrative services must be flexible enough to operate and assist all of the municipal programs that exist in Norfolk. Because the City must communicate well with itself before it can communicate with residents and visitors, departments and bureaus must interact with each other as easily as possible. This requires a system that continually updates itself with new strategies and technology.

- **o Begin planning for future administrative space needs.**

In just a few years, the City Hall Building will be thirty years old. For several years it has been showing signs of inadequacy. Several City functions that should be located in City Hall are forced to be in buildings many blocks away. This reduces their ability to work efficiently with the other departments that are located in City Hall. A new complex could consolidate all of the functions that need to be in a single location. For an undertaking of this size, it is necessary to begin planning years in advance.

- **o Continue to minimize the negative impacts of City-owned industrial uses on neighboring land.**

The City of Norfolk operates a number of industrial uses and must be aware of their impacts on neighboring uses. Storage yards, warehouse functions, City garages, and water treatment plants can all potentially have negative impacts. Proper buffering and environmental protection must be included in the site design of such facilities. When choosing locations for municipal industrial functions, consider the following site criteria:

- not located immediately adjacent to any residential zone.
- not located immediately adjacent to any environmentally sensitive area.
- appropriately buffered from all other uses.
- located near arterials for easy access.

POLICIES FOR ADMINISTRATION AND MAINTENANCE FACILITIES -- 2020 PLAN

- **o Pursue innovative office and service delivery strategies.**

The future will bring many new opportunities to change and improve the way the City does business. Improved communication and computer technology may allow for more people to work at home. Expanded methods of information storage can produce increased space where bulky files once existed. These and other techniques of office management will enable Norfolk to be efficient through innovative flexibility.

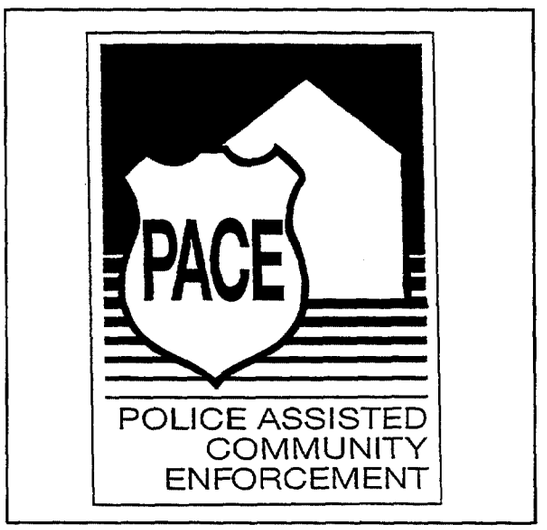
- **o Consider some privatization of City maintenance facilities and services.**

A review of the way the City provides major maintenance services may reveal benefits of privatization. Recently, many urban areas have looked to private business to perform services that have traditionally been municipal responsibilities. The year 2020 may bring new opportunities in this area.

IN SUMMARY...
The following ten years will see an intensification of many existing trends. An increasing and aging population will put pressures on all government programs to alter the focus of some Caring Community services, including public safety, criminal justice, health and human services, water and sewer, cemeteries, and administration and maintenance. The City must strive to insure all the opportunity to achieve personal health, safety and a productive life.

FOCUS FOR ACTION

Policies for the Caring Community have been set for the year 2000 and more generally for the year 2020. They cover some of the concerns and possible improvements that Norfolk will be able to address. Shown on page 21 is Map CC-1, Areas of Action for the Caring Community - 2000. Shown on it are areas and specific sites that will be improved in some way over the next several years. It represents an action plan for providing identified needed facilities for services offered by the Caring Community.



The Caring Community is reflected on the General Plan map by the network of facilities needed to provide the necessary services. The maps on pages CC-23 and CC-24 show the Caring Community facilities to be in place by the year 2000.

IN SUMMARY...
In fulfilling the vision for a Caring Community as represented in this chapter, Norfolk is attempting to provide flexibility for the future to meet both projected and unforeseen needs. In the development and maintenance of its Caring Community facilities the City should set an example of good design, as well as complementing service facilities of the Living Community and improving the quality of life for Norfolk's residents in more ways than one. In that way the Caring Community can contribute to the realization of the Vision for Norfolk.

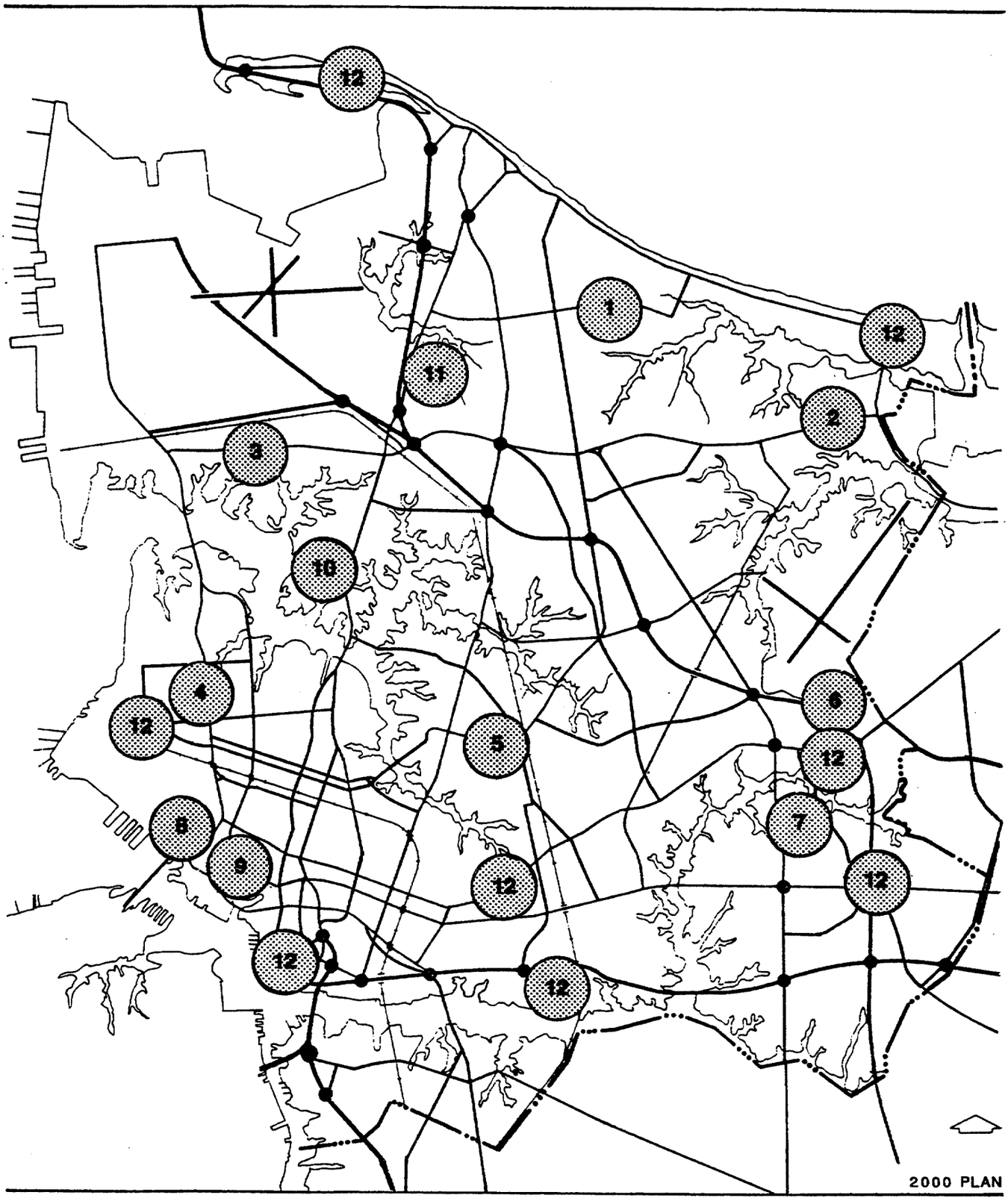
AREAS OF ACTION FOR THE CARING COMMUNITY - 2000 (MAP CC-1)

1. Expand Fire Station #15 to two bays
2. Expand Fire Station #16 to two bays
3. Build new Fire Station #12 on Little Creek
4. Build new Fire Station #7 on Hampton Boulevard
5. Build new Fire Station #11 on Lafayette Blvd
6. Relocate Canine Unit/Pistol range
7. Build a new Juvenile Detention Center and Group Home Complex
8. Medical Center expansion
9. Pursue plans for a new Public Health Building
10. DePaul Hospital expansion
11. Mausoleum repair
12. Programmed water/sewer infrastructure improvements (city-wide)

Pursue:

- A court consolidation plan
- A plan for future administrative space needs
- A regional jail program
- Development of adequate fire and paramedical training facilities
- Consolidation of the Community Services Board

CC-1 AREAS OF ACTION FOR THE CARING COMMUNITY-2000



Freeway

Arterial

Interchange

PUBLIC SAFETY AND CRIMINAL JUSTICE FACILITIES - 2000 (MAP CC-2)

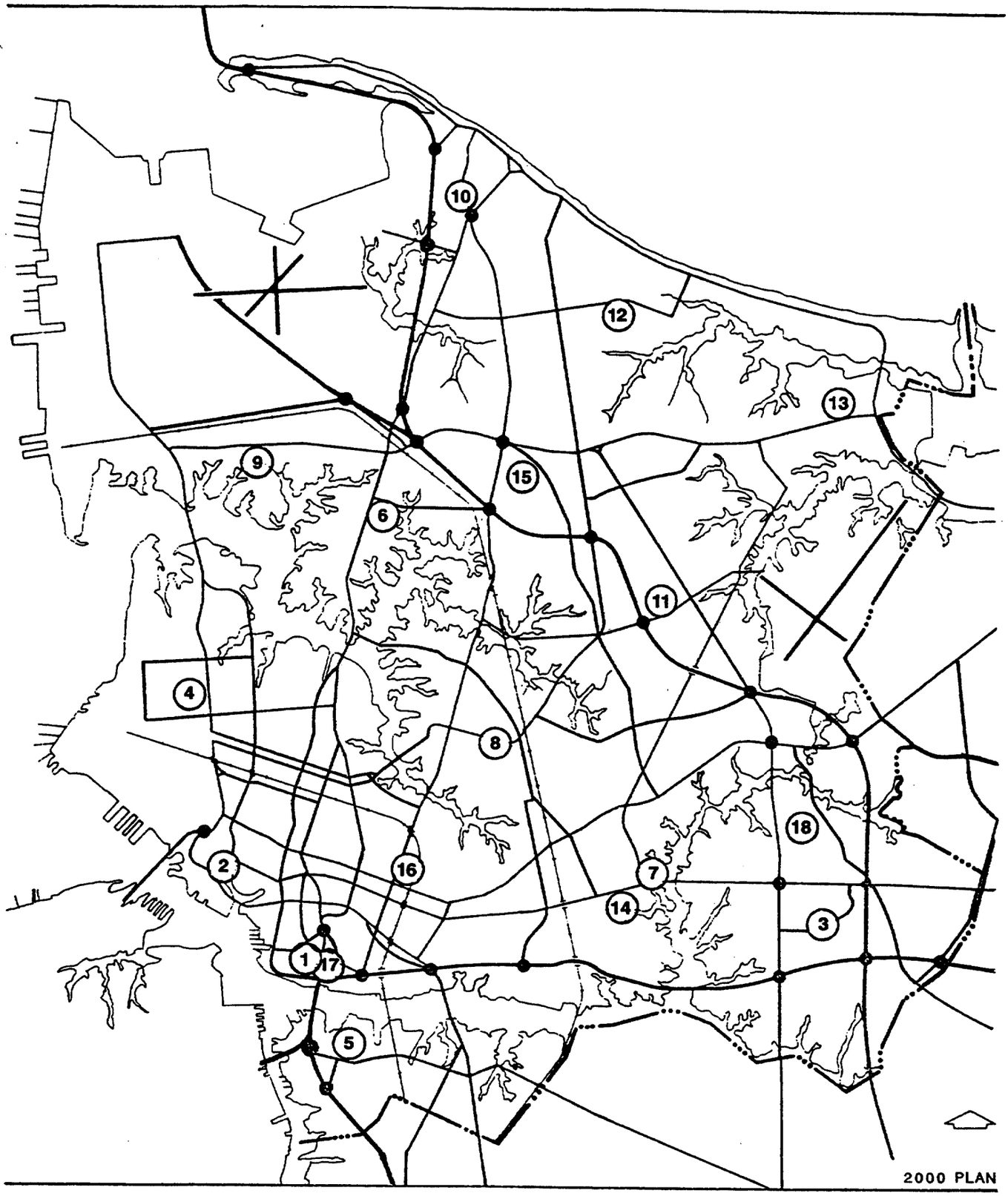
City-wide

1. Fire Station # 1
2. Fire Station # 3
3. Fire Station # 4
4. Fire Station # 7
5. Fire Station # 8
6. Fire Station # 9
7. Fire Station # 10
8. Fire Station # 11 (to be replaced in same service area)
9. Fire Station # 12
10. Fire Station # 13
11. Fire Station # 14
12. Fire Station # 15
13. Fire Station # 16
14. 1st Patrol Division
15. 2nd Patrol Division
16. Special Enforcement Division
17. City Jail
18. Juvenile Detention Center and Group Home Complex

Sites to be selected

- Fire Training Center
- Canine Unit/Pistol range
- Police Administration
- Juvenile and Domestic Relations Court
- General District Court
- Circuit Court

CC-2 PUBLIC SAFETY AND CRIMINAL JUSTICE FACILITIES-2000



Freeway

Arterial

Interchange

COMMUNITY SERVICE FACILITIES - 2000 (MAP CC-3)

Health and Human Services
1. Public Health Building
2. Berkley Multi-service center
3. Department of Human Services Headquarters
4. Brambleton Multi-service center
5. Huntersville Multi-service center
6. Little Creek Multi-service center
7. Park Place Multi-service center

Norfolk Community Services Board
8. 201 Granby Street
9. 1500 East Little Creek Road

Hospitals
10. DePaul Medical Center
11. Norfolk Community Hospital
12. Sentara Leigh Hospital
13. Sentara Norfolk General
14. Lake Taylor Hospital
15. Children's Hospital of the King's Daughters

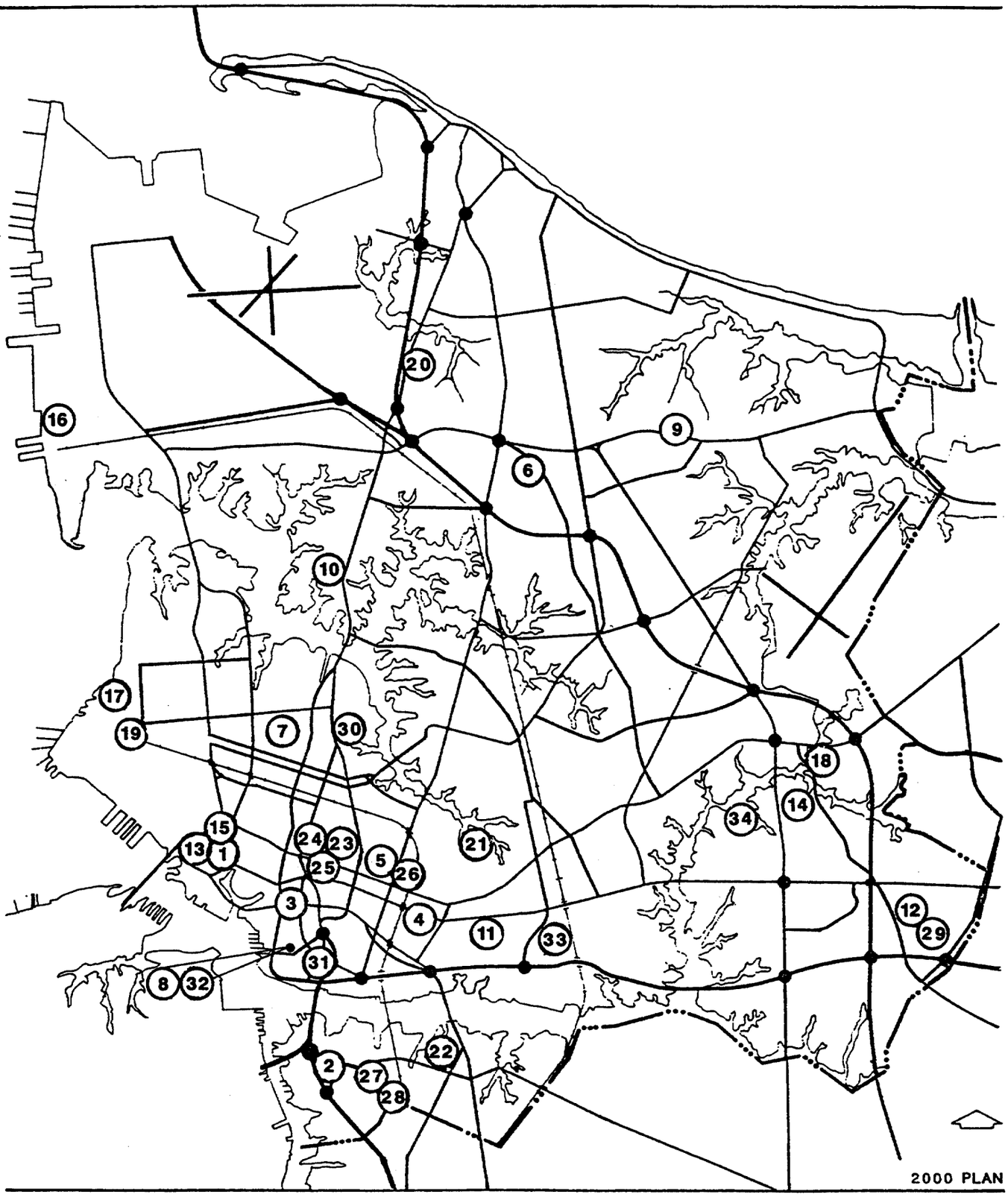
Water and Sewer
16. Army Base Plant - Hampton Roads Sanitation District
17. Virginia Initiative Plant at Lambert's Point - Hampton Roads Sanitation District
18. Moores Bridges Plant - Norfolk water treatment
19. 37th Street Plant - Norfolk water treatment

Cemeteries
20. Forest Lawn
21. Calvary
22. Riverside
23. Elmwood
24. West Point
25. Cedar Grove.
26. Hebrew
27. Magnolia
28. Mount Olive
29. Woodlawn (private)
30. St. Mary's (private)

Administration and Maintenance
31. Civic Center
32. Norfolk Redevelopment and Housing Authority
33. NRHA's maintenance building
34. City Garage

Sites to be selected
- Central storehouse/records center
- Consolidation of satellite facilities to downtown location

CC-3 COMMUNITY SERVICE FACILITIES-2000



Freeway

Arterial

Interchange

LIVING COMMUNITY

LIVING COMMUNITY

VISION

LIVING COMMUNITY

LIVING COMMUNITY POLICIES

FOCUS FOR ACTION

VISION

This Living Community chapter of the General Plan focuses on the opportunities and facilities that Norfolk provides its citizens for enjoyment and personal growth. These are the aspects of urban life that enrich experiences for workers, residents and visitors. The diversity offered is not a simple amenity but an integral part of Norfolk and its economic vitality. In a competitive environment, businesses and residents select locations in great measure on the quality of life in a community. This requires a broad selection of resources, settings, and events that enrich people through participation, education and entertainment.

Providing opportunities for recreation and personal growth supports other General Plan policies with regard to housing, economic development, and neighborhoods by increasing the viability of investment in these areas. How these public facilities and services are offered relates to environmental quality and community design policies.

As the urban center of the region, Norfolk finds itself not only providing for local demand but also serving the metropolitan area's population. Many people enjoy the excitement and activity that highlights urban life, and Norfolk provides this opportunity for regional residents. With its broad range of offerings, Norfolk is the cultural and educational center of the region. The Living Community chapter focuses on four of the parameters forming the Vision of Norfolk's future:

- **An Exciting, Lively, and Memorable Community**
- **A Product of American History and Values**
- **A Place of Opportunity for all Citizens**
- **A Personable and Caring Community**

The Living Community will realize these vision parameters by continuing to provide exciting and memorable events that are available to everyone. Vision parameters will also be realized by educational opportunities that transmit values and knowledge to increase residents' personal growth as well as fostering pride in local history and leadership. Finally, they will be realized generally through programs that will broaden the positive experiences of urban life. With this Vision, the General Plan provides policy direction for the City of Norfolk for the coming decade and beyond. Norfolk is dedicated to fulfilling the potential of the 21st century city: a place alive with people, enticing resources, and purposeful activity.

THE LIVING COMMUNITY

At the heart of the Living Community is the concept that interaction and diversity among people adds vitality to urban living. Successful enhancement of quality of life for the enjoyment and personal growth of Norfolk residents is reflected many ways, but especially in terms of educational opportunities, resources to assist education and study, availability of culture and the arts, opportunities for exercise and fresh air, and other unique entertainment opportunities. The status of each of these areas collectively depicts the current vitality of the Norfolk Living Community and its opportunities and prospects for enrichment.

BASIC EDUCATIONAL OPPORTUNITIES

The adequacy and capacity of the primary, secondary, and post secondary educational system to meet the educational needs of Norfolk citizens measures the vigor of the educational opportunities available in Norfolk. The primary asset of Norfolk's educational system is a public school system serving 36,000 students enrolled in classes from pre-school through grade twelve during the 1990-1991 school year. Several private schools serve this same age group and account for approximately 15% to 20% of the enrolled students aged 3 to 17.

The Norfolk Public Schools must provide an education to meet the needs of the diverse residents of Norfolk that reflect varying ethnic, economic, and social characteristics. The School Board has authorized a wide variety of programs in response, which have brought the Norfolk Public Schools regional, state, and national acclaim. Recent enrollment and projections are shown in Figure LC-1. The reputation of Norfolk's special education programs has spread among the U.S. Navy community to the point that it attracts requests for billeting to Norfolk. Similarly, Norfolk Public Schools remedial programs have been cited for their success and innovation.

At the other end of the spectrum are the many excellent opportunities offered by the gifted and talented programs. Examples of these include the national ranking of Norfolk's Middle School problem solving team and the advanced programs offered in conjunction with the Eastern Virginia Medical School, Old Dominion and Norfolk State Universities, and the National Aeronautics and Space Administration. The ability to carry out the needed programs depends on many factors, not the least of which are the school buildings that are located across the city. During 1988 the School Administration assessed the condition and adequacy of the public school plant and identified guidelines for the construction of new facilities, replacement and renovation of existing facilities, and identification of the need for additions. The assessment indicated that while forecast enrollments in the 36,000 to 38,000 range will stretch the capacity of Norfolk's public school system, there was not an imminent need for major construction of new capacity beyond the schools already planned. There was a need for "fine tuning" the capacities across the city, including the recommendation for a school in Ocean View and

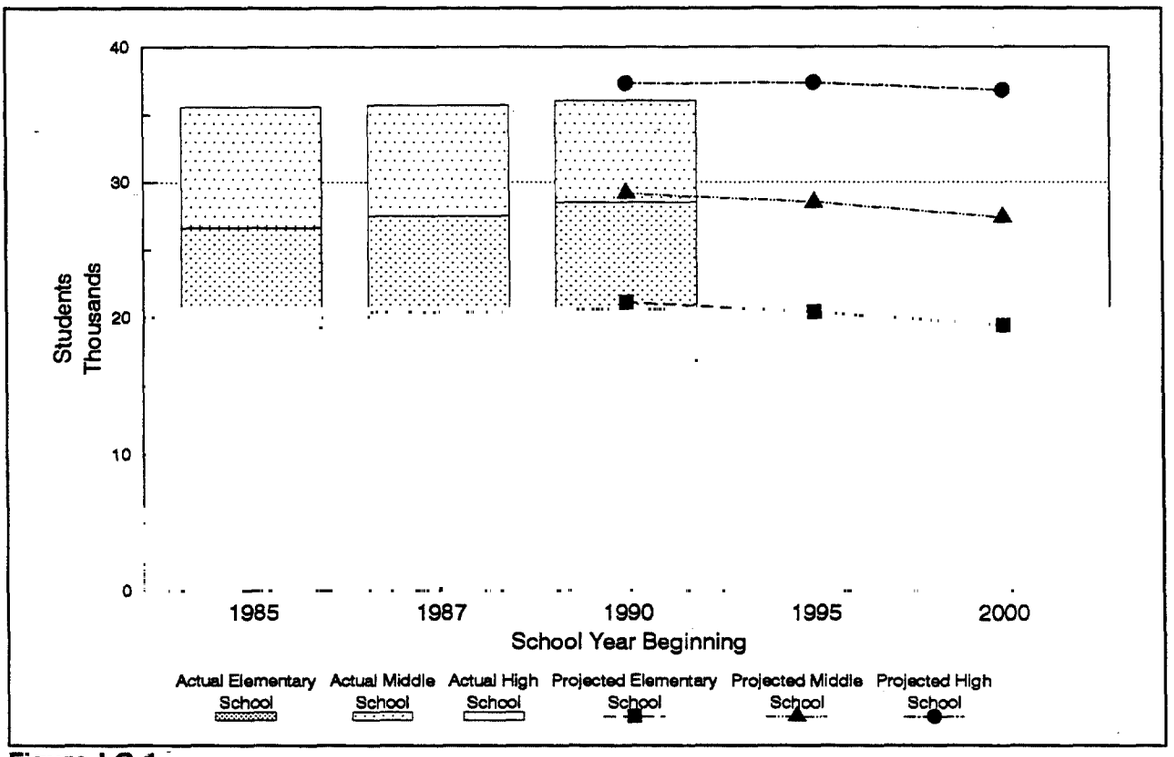


Figure LC-1
NORFOLK PUBLIC SCHOOL ENROLLMENT AND PROJECTIONS

Source: Norfolk Public Schools

additions at several other schools. The assessment also noted a long list of needed major and minor renovations and some school replacements over a five year period. The total capital requirements at that time was placed at $81.5 million. Based on the assessment, the Norfolk City Council committed to providing $50 million over a five year period.

The assessment also noted that the enrollment/capacity balance was so close so as to limit the flexibility to add new programs. Any addition of a major new program requiring classroom space is likely to require the addition of the equivalent of a new school to the system. Similarly, a major improvement in the drop-out rate, or a shift in the public-private split in students, is likely to require additional capital investment.

Norfolk is blessed with several institutions of higher education within the city limits. In addition, there are several other institutions within the metropolitan area that are accessible to Norfolk residents. Public development policy in the past has supported the growth of the three major institutions, Old Dominion University (founded 1930), Norfolk State University (founded 1935), and the Eastern Virginia Medical School (founded 1964). All three are on sites provided and expanded by the City of Norfolk using public land and

federal programs. The location of a Norfolk campus for the Tidewater Community College is also a responsibility of the City. The interest of the City in fostering these institutions and encouraging their growth must be balanced by efficient land use and development policies. Because of the accessibility of the programs offered by the institutions, there are benefits to the community-at-large. Over the years the opportunity to enroll at an institution of higher education has increased dramatically.

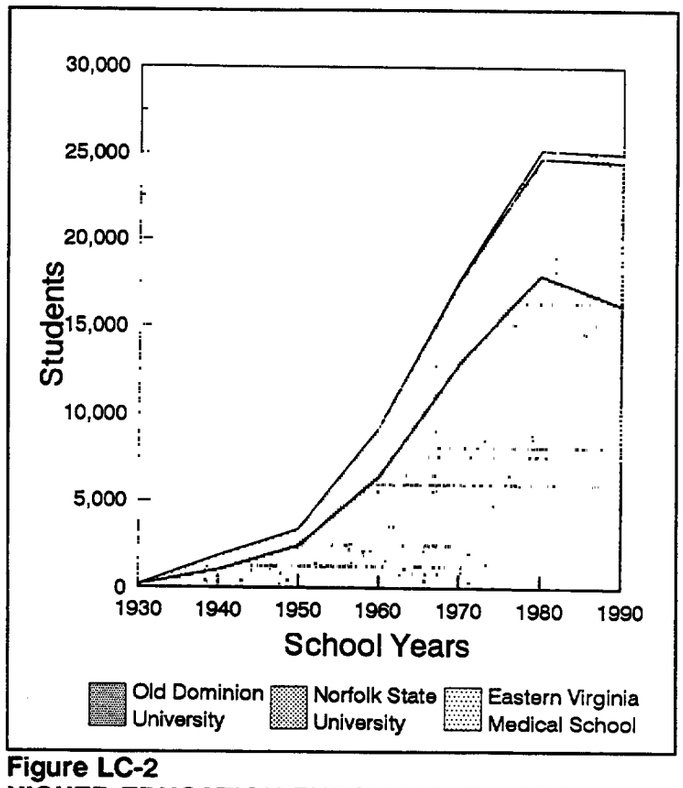


Figure LC-2
HIGHER EDUCATION ENROLLMENT HISTORY

Source: Norfolk State University, Old Dominion University, and Eastern Virginia Medical School.

EDUCATIONAL ENHANCEMENT OPPORTUNITIES

Another aspect of the opportunities in Norfolk for enjoyment and personal growth is the diversity and accessibility of artifacts, books, magazines, and other reference materials and collections for study. A measure of this aspect would include the diverse museums, galleries, libraries, and other unique collections, both private and public, available to Norfolk residents and visitors as well as some measure of their accessibility. The diversity of museums in Norfolk begins with the Chrysler Museum, but includes also the historical museum homes administered by the Chrysler, the MacArthur Memorial, the Hermitage Museum, the Navy Museum, the fledgling Ocean View Museum, and other similar collections. These museums boast varied collections of art, furnishings, historical mementos, and documentation of places, events, and things often unique not only to Norfolk, but to the nation and world. The programs offered by these museums are an added dimension to their collections.

The Chrysler collection is of national renown. More than 140,000 persons visited the Chrysler during the fiscal year 1990. The museum was founded in 1905 as a project of the Leache-Wood Alumnae Association which in 1917 became the Norfolk Society of Arts. In 1923 the City Council agreed to appropriate $12,500 a year for the maintenance and operation of the museum. A building was completed in 1933. Its stature was increased with the decision in 1970 by Walter P. Chrysler, Jr. to donate the bulk of his private collection to the museum, which was renamed in his honor. Recently the museum has undergone a major expansion and renovation which more adequately enabled the facility

to display its collection and to sponsor traveling art shows. The museum sponsors an active docent program and several public education programs. The other museums celebrate other facets of Norfolk and are valued for the richness they impart. There are other opportunities for expanding the range of attractions. The proposed National Maritime Center (Nauticus), the Attucks Theater Center, and the renovation of a portion of Fort Norfolk are but a few of many possibilities for expanding museums in Norfolk for the benefit of residents and visitors alike.

Galleries are abundant in Norfolk. The D'Art Center, which provides studio space, display space, art sales, and art classes, is the focus for an active artistic group. The Amewa Art studio recently opened in the Park Place neighborhood and concentrates in African-American works. There are galleries on the campuses of Old Dominion and Norfolk State Universities and in the major bank buildings, as well as a number of private galleries. Galleries in this form have been part of Norfolk for the last twenty years or so. Such facilities should be encouraged.

By far the oldest and best known library resource is the Norfolk Public Library. It was founded in 1870, but it was not until 1903 that a separate library building was built on Freemason Street with a donation from Andrew Carnegie. That building served Norfolk as the main branch until the construction of Kirn Memorial Library in 1963. Today Kirn is joined by eleven branches housing a total of almost 900,000 volumes as well as providing an extensive selection of periodicals, additional audio-visual materials, photographs, local history documents, and federal documents. The Library is undergoing automation that will enable it to better serve its patrons.

Norfolk residents and visitors also have other available library resources in the city. These include but are not limited to the Old Dominion University Library (1.8 million volumes and a government depository); Norfolk State University Library (290,000 volumes); Armed Forces Staff College Library (110,000 volumes); Norfolk Law Library (25,000 volumes); Jean Outland Chrysler Art Library (62,000 volumes); MacArthur Memorial Library and Archives (4,000 volumes); Norfolk Botanical Garden Society Library (2,500 volumes); Hermitage Foundation Museum (600 volumes); and the Norfolk Historical Society Library.

Perhaps more unusual are the unique collections available for enjoyment and study. These are the flora and fauna collections of the Norfolk Botanical Garden and the Virginia Zoological Park. Since its inception during the 1930's the Norfolk Botanical Garden has given Norfolk residents and visitors great enjoyment of the beauty in its collections of flowers and other vegetation. Especially noted for its azaleas, camellias, and roses, the Garden also has a Japanese Garden and other exhibits and is uniquely located adjacent to Lake Whitehurst and Norfolk International Airport. The Garden is currently initiating a master planning process designed to chart the way to becoming a Garden on the level of Shaw's Garden (Missouri Botanical Garden) in St. Louis; the Mercer Arboretum and Botanic Garden in Houston; or even the National Arboretum in Washington, D.C. The International Azalea Festival honoring the North Atlantic Treaty Organization features the Botanical Garden each spring. In addition, the Garden hosts many weddings and private celebrations. The Botanical Garden Society has an active docent program. Visitation to

the Norfolk Botanical Garden in 1990 was 127,776. The Virginia Zoological Park located in Lafayette Park is the largest zoo between Washington, D.C. and Atlanta. A park for animals since 1899, the Virginia Zoological Park was primarily a Norfolk attraction until a few years ago when the name was changed because of accreditation and growing regional support. While accreditation allows the Zoo to buy and trade animals with other zoos, it also requires significant infrastructure improvements to bring the Zoo into full conformance. These improvements are described in the recently completed master plan for the Zoo, which calls for a naturalistic showing of exhibits. Recent additions for the Zoo have included the Species Survival Center, which protects endangered animals. Lastly, continued future growth will depend partly on the Virginia Zoological Society, a support organization that is active in fund-raising, conducting educational programs, and publicizing the benefits of the Zoo.

OPPORTUNITIES FOR ART AND CULTURE

Museums, galleries, and libraries figure strongly in the diversity and accessibility of culture and art in the Hampton Roads region. In addition to these are the performing arts organizations, the most prominent of which are the Virginia Symphony, the Virginia Opera Association, and the Virginia Stage Company.

The Virginia Symphony is the oldest of this trio. It began as the Norfolk Civic Symphony Orchestra founded in 1920 as the first symphony orchestra between Baltimore and Atlanta. Area symphonies and orchestras were combined to form the Virginia Symphony in order to offer an expanded series of concerts, to better compensate the musicians, and to attract leadership of a national caliber. The Symphony just successfully completed a search for such leadership. The Virginia Symphony is one of Hampton Roads and Norfolk's strongest cultural assets.

The Virginia Opera Association is a more recent addition to the art offerings in Hampton Roads. Founded in 1975, the Opera has been unusually successful in building a following. The VOA attracted national attention early in its existence by the staging of two operatic premiers, including *Mary Queen of Scots* and *A Christmas Carol*. The Virginia Opera Association's growth speaks well for the vigor of the arts in Norfolk and the region.

The Virginia Stage Company's first season was in 1978. It has built a reputation as a good regional repertory theater. It operates in the Wells Theater, a completely restored Beaux Arts theater constructed in 1913. Although it recently has had some financial difficulties, it has been well respected artistically. Its premier of *A Secret Garden* has led to a Broadway production this past season. The recent season ticket campaign shows that there is support for live theater in Norfolk and Hampton Roads.

There are other smaller performing professional organizations that provide access to art and culture. These include chamber music groups, such as the Feldman Quartet which was founded in 1946, and more commercial bands, jazz groups, and individuals that play at area clubs and restaurants, or are available for hire to enhance any event.

In addition, there are also organizations that allow area residents to perform more for personal growth and enjoyment than as their primary employment. These organizations enrich the Living Community as well. Examples of these groups include the Norfolk Pro Musica, the Little Theater (a 1927 outgrowth of the Leache-Wood Alumnae Association), the Generic Theater, the Tidewater Winds, the Norfolk State University Alumni Band, and virtually every church choir. A complete list would include many more names. Enjoyment of these Living Community assets is only limited by the availability of facilities and performing events.

OPPORTUNITIES FOR EXERCISE AND ENJOYMENT OF THE OUTDOORS

Perhaps the most pervasive aspect of the Living Community is the extent and accessibility of opportunities for exercise and enjoyment of the splendid climate and special amenities of this area, including the water, wildlife, and scenery. These opportunities are primarily manifested in the extent, strategic placement, and programming of public and publicly accessible private open space in Norfolk. The Norfolk public park system is by far the largest component of publicly available open space. The 1,821 acres includes a wide variety of general open space, special facilities, and shared facilities ranging from the .6 acre Yellow Fever Park to the 41.7 acre Tarallton Community Park. The inventory also includes three eighteen hole golf courses, public beaches, pools, and every school site in the city. There are also 26 community recreation centers. However, this total does not include any adjustment for open water resources available in the city. More than 15 square miles, or 24% of the area of the city is water or low land, and most of that is available for boating, swimming, fishing, crabbing, or passive open space to relieve the density of the developed city.

Norfolk is the third most densely populated in the Commonwealth and the most dense in Hampton Roads. Without credit for the many acres of open water in Norfolk, there are approximately 6.9 acres of open space land per 1,000 residents in Norfolk using 1990 census figures. This is below the most widely used standard of 10 acres per 1,000 residents. However, the National Recreation and Parks Association stresses that standards should be determined according to individual community needs. To this end, the City will continue to manage the available inventory to meet the needs of Norfolk citizens. Space is needed for both active and passive recreation proportionate to the demonstrated needs. Active recreational facilities are those that provide some sort of structured setting and programmatic response for recreation. In general this means sites that are built for one or more specific activities. Passive recreational open space is unprogrammed and offers users a free choice of activity and demonstrates concern for the ecology of a site. It can be found everywhere in formal and less formal sites.

A major source of recreation and open space not counted in the above figures comes from facilities that are not open to the general public. These facilities do, however, serve a large number of citizens and ease the demand at public sites. Included in this group of non-public resources are the military base; institutions such as Norfolk State University Old Dominion University, and private elementary and secondary schools; private athletic

clubs; and apartment complexes that provide open space, playgrounds, or pools. This is not an exhaustive list, but does provide an example of the scope of their services.

ENTERTAINMENT OPPORTUNITIES

Finally, enjoyment and personal growth are enhanced by a blend of many of those features designed to entertain Norfolk residents and visitors alike. These opportunities include festivals (Azalea Festival, Harborfest, Ocean View Festival, and the various Festevents festivals as examples), collegiate and professional sports (the ODU Monarch teams, the NSU Spartan teams, the Tides, and the Admirals), as well as the performances identified earlier under opportunities for culture and art. A wide variety and number of indoor and outdoor facilities are needed for Norfolk to maximize the number and diversity of entertainment that can be offered.

Festivals in Norfolk celebrate many occasions, themes, and topics. They are a focal point around which are organized a variety of events and happenings, generally including performances, food, and often sports, parades, and/or other arts. These festivals involve the whole community. Harborfest not only is a community-wide celebration of the importance of the sea; it is a major tourist attraction as well. Similarly, the International Azalea Festival pays homage to the military segment of the community and has a reputation outside the Hampton Roads region. The other festivals attract greater or lesser crowds, but all seek to enhance the quality of life in Norfolk and Hampton Roads through entertainment.

Hampton Roads is the largest metropolitan area without a major league sports team. However, there is a lively interest in sports in Norfolk and the region. Support varies, but most observers feel that the potential is there. Norfolk State and Old Dominion University teams have generally provided competitive, even nationally ranked teams, especially in basketball, soccer, field hockey, and sailing. The success of the East Coast Hockey League Admirals shows support for professional teams with appropriate marketing. The Tides also have growth potential in the area. Recent forays into sanctioned bicycle races, boat races, and Grand Prix auto racing indicate that there are many avenues yet to be explored. Tournaments are also another area that might bring out the fans. Norfolk's success in past years with the CIAA shows what might be accomplished. What is needed to assure the diversity of entertainment opportunities are adequate, flexible facilities that can accommodate a variety of entertainment events limited only by the entrepreneurship of the promoters.

IN SUMMARY ...
Attaining the vision for Norfolk relating to a living, vibrant community full of opportunities for an enriched urban life as represented by the four vision parameters suggests that the Living Community policies be focused on four key areas. Each can contribute in its own way to one or more of the four vision parameters.

The vision of Norfolk as a lively, exciting and memorable community will be achieved through policies supporting **culture and entertainment** to provide the "events to

remember". But **recreation and open space** policies will also contribute by providing a setting for some of the events and preservation of special places celebrating the unique water, vegetation, and wildlife assets that contribute to Norfolk's special identity. Norfolk's leadership, the lessons of American history, and the legacy of American values envisioned in the second vision parameter can be pursued and achieved through the **education** and **libraries** policies. The former molds Norfolk's human resource, her residents, to lead Norfolk in the making of history in the future. The latter documents the history and provides access to ideas to challenge the leaders of today and tomorrow. Policies for **culture and entertainment** also contribute to reaching this vision parameter by preserving and celebrating Norfolk's heritage.

The vision parameter which sees Norfolk as a place of opportunity for all citizens is fostered by **education** policies which maximize the potential and meet the needs of every Norfolk resident. **Culture and entertainment** policies and policies for **libraries** and **recreation and open space** will also strive to be accessible to all residents enriching their lives.

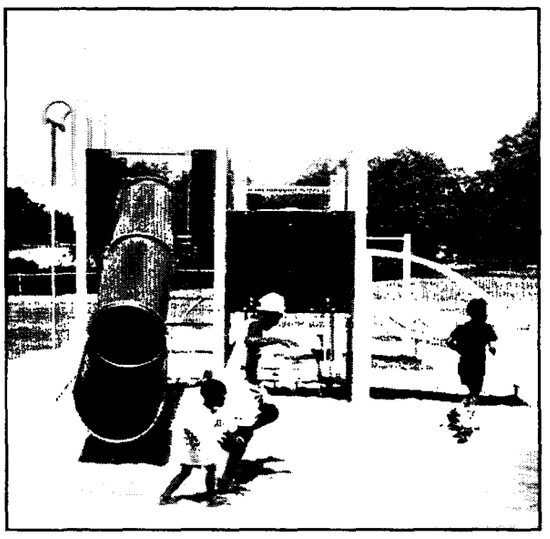
Finally, all four key policy focus areas, **recreation and open space**, **culture and entertainment**, **education**, and **libraries**, will help achieve the vision parameter of a personable and caring community by providing opportunities for participation in the decisions concerning the Living Community and providing necessary programs through a responsive governmental structure.

As the needs of the people of Norfolk change over time, these policies should be flexible enough to change to meet them: new programs, new facilities, and more diverse opportunities to improve the quality of life for Norfolk visitors' and residents' personal growth and enjoyment.

LIVING COMMUNITY POLICIES

During the 1990's, Norfolk's primary goals for providing opportunities and facilities for the enjoyment and personal growth of its citizens will center on those opportunities supporting education and skills as well as improving the quality of life. Improved education and skills will better Norfolk citizens' standard of living. Improving the quality of life for Norfolk's citizens is a key factor in achieving the economic development and housing policies in this plan. To do this the Living Community policies are focused in four areas: recreation and open space, education, culture and entertainment, and libraries. They provide a broad range of opportunities both for Norfolk citizens and for visitors to the community. Policies are stated to cover the next decade and also through the year 2020.

RECREATION AND OPEN SPACE



Goal: **Maintain and expand recreational opportunities on both the neighborhood and community level.**

Improvement of the quality of life for Norfolk residents through the provision of recreational opportunities and open space provides resources and settings for participation and enjoyment.

Because Norfolk's residential areas vary in character, their recreational needs do as well. Areas of high population density require more public recreation and open space than lower density areas. Programming of local parks and community centers should match the specific needs of a neighborhood. There are many opportunities for the City to improve its offerings in the area of recreation and open space, including services aimed at the individual as well as the community. As the center of a large metropolitan area, Norfolk also serves demand that exists outside of its borders. Balancing these two needs, local and regional, is an important part of the strategy for the next decade and beyond. This General Plan outlines policies that should provide the context for a more detailed spatial and programmatic Recreation Master Plan.

The following policies for recreation and open space take into account the unique attributes of an urban city. These include factors concerning land availability, natural resources, and demographics. Due to the high demand for land, opportunities for park expansion are limited. In the coming years, Norfolk's population will experience the natural changes inherent in the generations. This will require flexibility in service provision. Changing the focus of parks and centers to reflect local age groups will be a necessary strategy. Lastly, the following policies will take advantage of the abundant natural resources that exist in Norfolk. The rivers, creeks, lakes, and the Chesapeake Bay can benefit the residents much more than they do currently.

POLICIES FOR RECREATION AND OPEN SPACE -- 2000 PLAN

The recreation and open space policies highlight and promote those aspects that give Norfolk character and identity.

- **Improve current recreation and open space resources.**

Norfolk already has a substantial recreation and open space system. As with other types of infrastructure, unless it is maintained properly, it will deteriorate. This should include

both normal preventive maintenance and rehabilitation programs and special efforts to enhance and maximize the use and appeal of existing facilities.

- **Create and develop new open space and recreational areas.**

Another priority should focus on the development of new resources. Opportunities for land acquisition and park development are scarce. By taking advantage of these situations, the City can increase the current level of service. The objective of this plan is to expand the park system by 100 acres by the year 2000. These additions should be flexible to anticipate and respond to changes in demographics that dictate changes in need. Specific areas of expansion already identified include the Lambert's Point landfill reuse, Campostella landfill reuse, the Fourth View Street site, Ocean View Park, and Friendship Park.

- **Protect the existing recreation inventory.**

Facing many development pressures, Norfolk's current inventory of open space and recreational areas should be protected. The quality of life in Norfolk depends heavily on what type of recreational opportunities exist. One tool available to preserve open space includes regulation through the City's Zoning Ordinance. In addition, a formal review process should be set up to evaluate any proposed development of lands now devoted to recreation and open space use. All appropriate City departments/agencies should be represented. Evaluation factors would include:

- replacement of recreation space on site or on nearby sites
- nature and extent of existing recreation/open space use and programming on the site
- alternative recreation/open space opportunities in the neighborhood and nearby areas
- demographic characteristics of the neighborhood
- existing densities and development pattern in the neighborhood
- existing zoning
- existing natural features and environmental assets on the site
- nature and extent of the proposed development
- environmental, traffic, fiscal, and City goal impacts of the proposed development

- **Continue to use public school sites as recreation resources.**

Norfolk public schools and their associated playgrounds and open fields are vital recreation and open space resources at the neighborhood level. They are within walking distance for a large percentage of the population. In addition, school buildings are a resource that can also be easily utilized. Ensuring communication and cooperation between the public school system and the providers of recreation will allow for these resources to be used to their fullest. School sites should be considered for continued recreational use after the buildings have outlived their useful life.

- **Insure that recreation programs and facilities meet the changing needs of Norfolk citizens.**

As the population of Norfolk continues to change with the addition of new residents and the shifts of demographics, their needs and wants in terms of recreation and open space will also change. By maintaining easy opportunities for public comment through surveys, suggestion boxes, and a willingness to listen as well as other monitoring of demographic characteristics, the City can be responsive to these changes.

- **Develop beneficial partnerships for the creation and use of more recreational space.**

The City of Norfolk should work jointly with many different entities to help provide recreational space, including private developers, the Navy, universities, and churches. Especially in an urban environment, new opportunities to increase the total amount of recreational acreage are limited. By working with each of these groups, the total amount of recreational space that is available for the public or key segments of the public can be increased.

- **Require usable open space in new development.**

Redevelopment and new development offer opportunities to establish recreation and open space to meet, at least partially, the needs of the development. Such facilities would be close to the users and would help reduce demand on public facilities.

- **Develop pedestrian walkways in strategic areas.**

Pedestrian linkages should be designed in areas that are scenic as well as in areas that are often dominated by the automobile. For instance, the existing and planned pedestrian esplanade and walkway along downtown waterfront between the Berkley Bridge and Freemason Harbor should be continued east to the new stadium and north to the Ghent residential district. Plans for neighborhoods, business areas, and institutions should also focus on pedestrian needs and opportunities.

- **Promote active and passive use of our water resources.**

Norfolk's rich water resources include the Chesapeake Bay, the Elizabeth River, the Lafayette River, and numerous creeks and lakes. They can be used actively through the public supervised beaches, public fishing areas, boat ramps, marinas, and other waterfront open space. Additional points of access to the water should be developed. These resources can also be used passively by the views and vistas that they provide. It is also important to protect this type of visual access to the water. As a general policy the City should refrain from closing any portion of a street or paper street leading to the water unless there are numerous other access opportunities in the immediate vicinity.

- **Give priority to underserved areas in Norfolk.**

As neighborhood recreation resources are maintained, renovated, or newly developed, priority should be given to underserved areas. In addition to a conscious attempt to

increase opportunities in these areas, no existing recreation land should be lost or converted to a different use. Determination of areas that are underserved in recreation space should be based on the following factors:

- neighborhood demographics
- population density
- development patterns
- amount of public open space
- amount of private open space
- accessibility of recreation space in nearby neighborhoods

o Explore expanded use of bicycle routes as a part of the recreation network.

Norfolk should strive to provide improved bicycle access on its roads. Because Norfolk is not a geographically large city, there are many recreation destinations that are within close range of residential areas. In addition, Norfolk's topography encourages recreational bicycling with no particular destination in mind. The existing plan has appropriate and safe avenues marked for travel and allows for an increased use of the bicycle for both recreation and transportation.

POLICIES FOR RECREATION AND OPEN SPACE -- 2020 PLAN

o Concentrate on needs of neighborhoods and individual citizens.

With increased population and development, once the major recreational facilities network is established, the goal for the 2020 time frame should be to focus on the needs of neighborhoods and individuals as a fine tuning of the recreation system. Smaller parks and community centers will continue to provide needed active and passive recreational opportunities on a spontaneous basis close to home. The growth of Norfolk and the region will make these resources especially valued.

o Explore a regional approach for the provision of major recreation spaces.

Due to the large population and unique geography of the region, opportunities to supplement the local supply of recreation space exist through regional cooperation. Especially by the year 2020, increased population and the strain on existing resources will require localities to pool efforts when providing large scale recreational facilities. Transportation access to widely distributed facilities will have to be considered.

o Expand partnerships in the provision of recreation space.

Building on earlier cooperative efforts, the City of Norfolk must expand joint programs with private and quasi-public groups to insure continued availability of a broad range of recreational opportunities for Norfolk citizens.

EDUCATION

Goal: **Provide for the short and long term educational needs of citizens of all ages.**

The quality of the school system impacts the image of a city in many different ways. First and foremost, schools provide a rich and varied education for the children and young adults of the city. In order to prepare youth for their future needs and a place in the workforce, the City of Norfolk must provide the proper educational opportunities. While personnel and curriculum issues receive first priority, the facilities in which the teaching and learning occurs must also be considered an integral part of the school system.

While a city determines the future of its own school system at the primary and secondary level, it also must support post-secondary efforts by private and state institutions. Continuing educational opportunities must be available for everyone interested. For those leaving the school system, the presence of viable colleges, universities, and technical schools is imperative for the City of Norfolk. Also, many adults who did not graduate from high school need to be able pursue educational avenues later in life. Highly educated workers are highly qualified workers. If Norfolk is to succeed in the next century, education must be available to all.

POLICIES FOR EDUCATION -- 2000 PLAN

Below are policies designed to insure that there are adequate facilities in which to meet the education needs of Norfolk citizens in the future.

- **Provide a full range of facilities to accommodate the broad scope of educational opportunities.**

The traditional role of public education is constantly expanding to include more people and services. In an urban environment where the needs of the population are so diverse, meeting these needs is a challenge. Nurturing the emotionally disturbed, the learning disabled, pre-schoolers, high school drop outs, and adults looking for continuing education opportunities, as well as providing basic education from kindergarten through high school and beyond is a large responsibility. Trends for the future indicate preparation for learning throughout life.

- **Upgrade existing facilities.**

The infrastructure for Norfolk's public school system is aging. To insure that all buildings remain in satisfactory condition the School Board developed a program of improvement that was the basis of a $50 million over five years commitment by the City Council three years ago. In addition to basic maintenance, many of the older buildings need adaptations to improve operating conditions (space allocation, air conditioning, smaller class sizes, the reduction of long-term dependence on mobile "temporary" classrooms, etc.) and to permit the introduction of new teaching technologies. Some of the major improvements listed in the current five year capital improvements budget are listed below:

- Ruffner Middle School replacement
- Norview Middle School replacement
- Granby High School renovation
- Bayview Elementary School renovation
- Norview Elementary School addition

o Support the expansion of post-secondary educational facilities.

One of the measures of the attractiveness of a city is the extent and quality of educational opportunities. This includes not only public schools, but colleges and universities also. Institutions of higher education, community colleges, and technical schools do more than produce an educated work force; they are sources of personal growth and pride for citizens. Their accomplishments reflect not only on themselves, but on their host city as well. Norfolk must continue to foster the growth and expansion of all its post-secondary learning institutions. As noted in the Economic Development chapter, a specific policy is to support the development of a Norfolk campus of Tidewater Community College. A site should be located in order to promote several goals of the college:

- Located in or near downtown.
- Be accessible to as many people as possible, including those using public transportation.
- Provide varied urban experiences.
- Be in close proximity to the many banks, companies, and businesses that locate in Downtown Norfolk.

o Insure the harmonious development of public and private schools sites with their surroundings.

Schools are traditionally located in or near residential areas. Their impacts through increased traffic and other activities are not insignificant. It is important to minimize negative impacts through thoughtful architecture and design. The location of buildings on sites, access and parking arrangements, school bus loading, servicing, location of play fields, buffering adjacent uses, and landscaping are key elements of effective school design. The zoning ordinance offers special institutional zoning as one option for guiding the development of schools through site plan review.

o Promote the coordinated development of major institutions of higher education.

Like public and private elementary and secondary schools, institutions of higher education also have impacts on the surrounding land uses. Because of their size, however, these impacts are potentially much greater. Joint planning by the City, the institutions, and the adjacent neighborhoods is needed to insure that all issues are adequately addressed.

- **Expand joint efforts between the universities and the community creating a high level of cooperation and information exchange.**

Norfolk's universities are partly known for their access to the "urban laboratory" for research and study. It is important that the bordering neighborhoods and the city in general also benefit from a cooperative exchange of information and opportunity. The local universities should be sources of both ideas and services for the neighboring communities.

POLICIES FOR EDUCATION -- 2020

- **Insure that public schools serve neighborhoods as community resources.**

Because schools are located within neighborhoods, they have the potential to serve other community functions. While already being used by the community in many ways, this shared use of facilities will be more important in the future as technology increases flexibility. The creative use of public school buildings might include evening adult education, information centers for public services, teleconference locations, and other community service functions.

- **Equip Norfolk schools with the latest educational technology.**

There will be many possibilities for the use of telecommunications and computer technology in the future. Design of new schools and renovations of existing facilities should include flexible space that can be adapted as technological improvements occur.

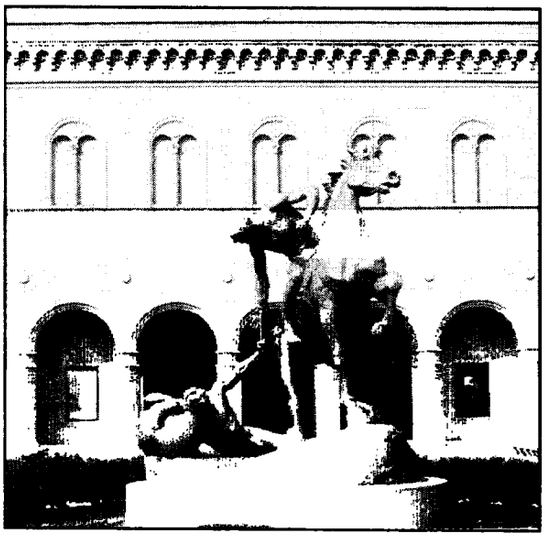
- **Monitor trends in educational theory.**

Theory leads to practice. Changes in approaches to public education can have a significant impact on public school facilities. For example, extension of the school year would impact operating costs, maintenance schedules, and opportunities for joint use of facilities.

- **Anticipate population trends and adapt facilities to reflect their surroundings.**

Over a time frame of thirty years, population concentrations in Norfolk will shift. It will be necessary to be flexible in the use of buildings to insure optimal use. For instance, an elementary school that has lost its base of school age children, may be converted into some other use. Buildings that are no longer needed for educational purposes should be considered for adaptive reuse or redevelopment to uses compatible with their surroundings.

CULTURE AND ENTERTAINMENT



Goal: **Provide the residents of the city and the region with a variety of cultural and entertainment opportunities.**

The City of Norfolk is fortunate to have a variety of facilities that provide a wide range of cultural and entertainment opportunities for the enjoyment of both local citizens and regional visitors. They run the gamut from large places of public assembly, to museums, to historic houses, to movie theaters, to arenas for professional sports. Some are publicly owned and operated, and some are operated by private or quasi-public entities. These entertainment resources and their corresponding activities, programs, events, and performing groups are key to defining the high quality of life enjoyed by residents and visitors.

POLICIES FOR CULTURE AND ENTERTAINMENT -- 2000 PLAN

The following policies will insure that Norfolk will continue to improve and expand the availability of all types of cultural opportunities.

- **Maintain, improve, and expand the concentration of cultural and entertainment facilities in Downtown Norfolk.**

As an area of high activity, Downtown is the primary focus of culture and entertainment in Norfolk and the region. Its growth has contributed to the diversity of experiences and has encouraged economic development. Given the vast infrastructure investment that already exists in Downtown, it is appropriate to add to this success. Also, more cultural and entertainment opportunities will increase the synergy of activity that exists in Downtown. Key facilities located in Downtown include the Chrysler Museum, Wells Theater, Scope, Chrysler Hall, Center Theater/Arena, and d'Art Center, as well as the planned Attucks Theater, Nauticus, and Stadium.

- **Support expanded programming and resource allocation for culture and entertainment throughout Norfolk.**

The tie between culture/entertainment and economic development is clear. Located in Norfolk, these opportunities become amenities that enhance the citizen's lifestyle. For this reason, this type of programming should be available throughout the city. Arts and craft fairs have proven to be successful in neighborhoods like Ghent. Similarly, the Hermitage

Museum grounds provide an unique oasis on the Lafayette River. These successes can be repeated in other areas of Norfolk. Access to these types of activities is important and adds to the character and vitality of neighborhoods and the total community.

- **Promote the Virginia Zoological Park and the Botanical Garden.**

A varied selection of offerings is key to the City's diversity in culture and entertainment. The Virginia Zoological Park and the Botanical Garden are excellent examples of unique resources. They possess a potential tourist drawing power equal to that of much larger attractions. Given proper management and promotion, they can become major cultural and entertainment attractions for the whole region. To accomplish this, it will be necessary to continue the growth of their membership organizations and the private support that they receive beyond the boundaries of Norfolk.

- **Encourage educational institutions to continue outreach efforts to the community in the areas of culture and entertainment.**

Institutions of higher education are resources for the community. University facilities, such as theaters, concert halls, art and dance studios, should be available to local residents through classes and seminars that are open to the public.

POLICIES FOR CULTURE AND ENTERTAINMENT -- 2020 PLAN

- **Provide leadership in any regional effort to improve our cultural and entertainment opportunities.**

It is anticipated that some future efforts to expand the cultural and entertainment base of the region will require the cooperation of several area municipalities. In these instances, Norfolk should play a leading role. An example of such an endeavor would be to attract a major league sports team.

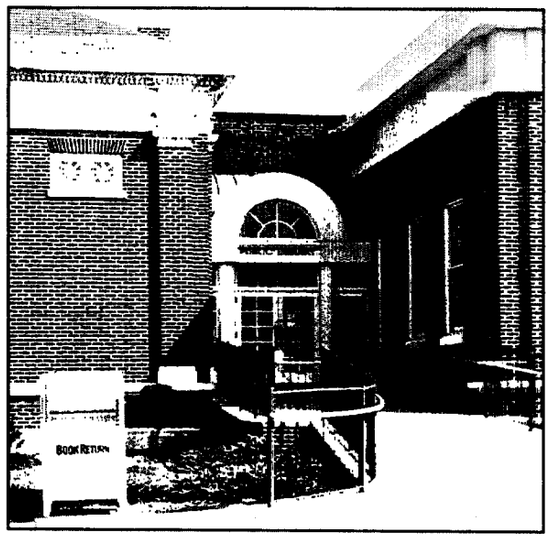
- **Implement master plans at the Virginia Zoological Park and the Botanical Garden.**

A master plan for development of the Zoo has been completed; the plan for the Botanical Garden is in progress. Implementation will take time to complete and should be phased as resources permit. The target should be full development as early in the 21st century as feasible.

- **Maintain the City's position as the entertainment and cultural center of the region.**

By maintaining its wide variety of facilities and enhancing its offerings, the city will remain the cultural center for the area. The Downtown now has the nucleus. Strong efforts should be made to attract private art galleries, music shops, movie theaters, dance studios, and related commercial facilities to buttress the publicly supported facilities.

LIBRARIES



Goal: **Enhance library service to Norfolk citizens.**

Since Reconstruction, the Norfolk Public Library system has provided citizens with books, periodicals, and other learning materials. It is an important resource for education and self-fulfillment. As the twenty-first century approaches, this basic mission is not expected to change. As there continue to be advances in computer and communications technology, however, the way this mission is achieved will change.

Libraries are more than storehouses for books. They provide public information, research resources in a wide range of fields, audio-visual materials, records and other information on local history, extensive periodical subscriptions for both leisure reading and study, and meeting places for numerous community, civic, and other organizations. While the focal point is the public library system, one should not lose sight of the fact that there are libraries open to the public that are part of other institutions and cultural facilities.

POLICIES FOR LIBRARIES -- 2000

The following policies will help guide the continued development of the public library system.

- **Maintain, renovate, and expand branch libraries as needed.**

Proper preventive maintenance and renovations, as well as timely expansion, will maintain the condition of the branch library system at an appropriate level. Technological improvements should be included in any renovations or additions.

- **Use innovative outreach strategies to serve the citizens of Norfolk.**

Searching to find improved ways to serve the community's needs is a constant task for the library system. The handicapped, elderly, young, and working parents are examples of groups of people that may not always have the ability or time to go to libraries by themselves. It is to these populations that extra outreach efforts should be directed.

- **Insure the harmonious relationship of branch libraries with their surroundings.**

Libraries are traditionally located in or near residential areas. It is important to minimize negative impacts through thoughtful architecture and design. The location of buildings on sites, access and parking arrangements, buffering adjacent uses, and landscaping are key elements of effective design.

POLICIES FOR LIBRARIES -- 2020 PLAN

- **Expand availability of information.**

The libraries of the future should serve more people in more ways. As technology permits, access to the information available in libraries can take new forms. These forms may include, but are not restricted to, access by home computer, increased use of video, and the packaging of information in other user friendly modes.

- **Re-evaluate the role and location of branch libraries.**

As both technology and the demographic make-up of neighborhoods change in the 21st century, the role of branch libraries should be re-examined. Increased ability through advances in technology may open new avenues of service to local residents and to the city as a whole.

IN SUMMARY...
The opportunities for personal growth and enjoyment of life in Norfolk have been defined here as encompassing four facets: Recreation and Open Space; Culture and Entertainment; Education; and Libraries. These four policy areas help contribute to the strong character of Norfolk. This character is influenced by Norfolk's urban aspects, its rich history, and the many different types of people that live in the city. The policies proposed here will maximize the personal growth and enjoyment of Norfolk residents and visitors in a wide variety of ways. The following section graphically relates those policies to Norfolk development.

FOCUS FOR ACTION

To achieve the goals for an enriched experience of urban life in Norfolk for residents, workers, and visitors, certain actions to provide appropriate facilities must be initiated and completed. These actions include providing new or expanded recreation/open space sites, establishing major new cultural/entertainment facilities, construction of new and replacement schools, and the relocation and expansion of libraries.

Map LC-1 indicates the focal points for these actions between now and the year 2000. The following maps provide more specific information on recreation resources, bicycle plan, cultural and entertainment facilities, public schools, institutions of higher educations, and libraries.

IN SUMMARY...

The Living Community has been generally described through the headings of Recreation and Open space, Culture and Entertainment, Education, and Libraries. Each plays a role in adding positively to life's experiences. But the Living Community spreads beyond these boundaries to all of the other chapters of the General Plan. Each set of policies supports the other in the full and proper development of the city.

LIVING COMMUNITY ACTIONS - 2000 (MAP LC-1)

New Recreation and Open Space

1. 4th View site (marina and park)
2. Ocean View Park
3. Fourth beach along the Chesapeake Bay
4. Powhatan Field (partnership with Old Dominion University)
5. Lambert's Point landfill re-use
6. Lake Wright Golf Course redevelopment
7. Huntersville Park
8. Friendship Park
9. Downtown Marina
10. Open space in the R-8 site
11. Chesterfield Heights Elizabeth River walkway
12. Campostella landfill re-use
13. Expanded esplanade
14. Virginia Zoological Park Master Plan
15. Botanical Garden Master Plan

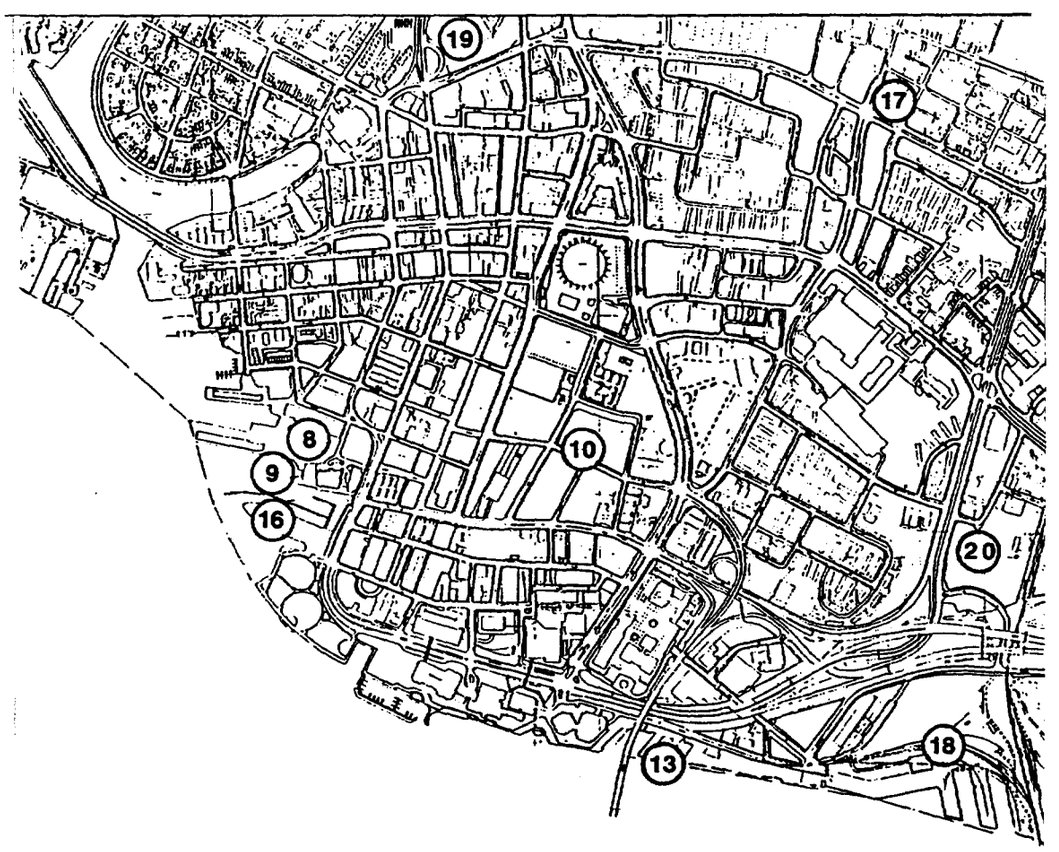
New Culture and Entertainment

16. Nauticus (proposed)
17. Attucks Theater (proposed)
18. Stadium (proposed relocation from Met Park)
19. Virginia Opera/Center Theater renovation

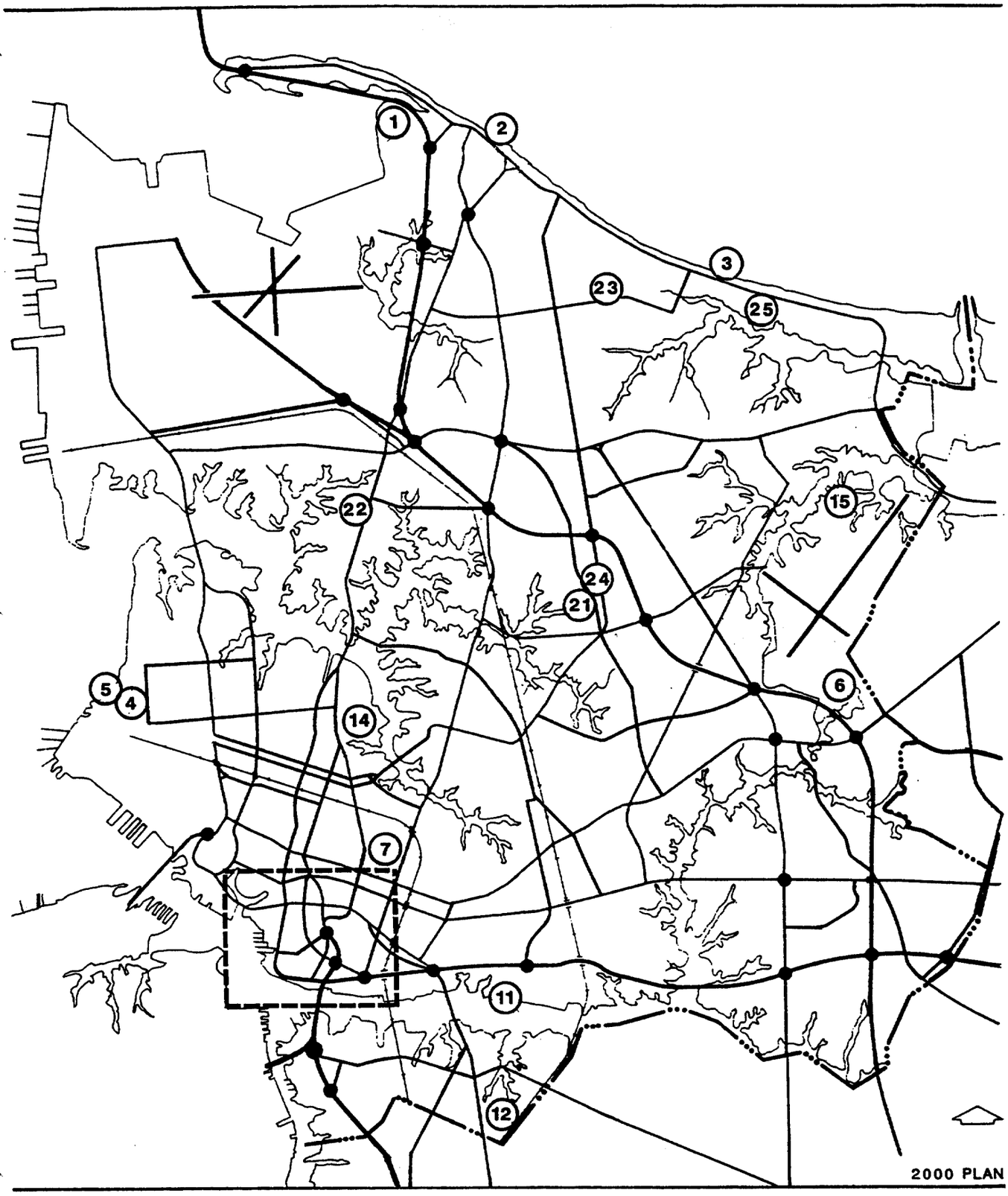
New Educational Facilities

20. Ruffner Middle (replacement)
21. Norview Middle (replacement)
22. Granby High (renovation)
23. Bayview Elementary (renovation)
24. Norview Elementary (addition)
25. New East Ocean View School

DOWNTOWN INSERT



LC-1 LIVING COMMUNITY ACTIONS-2000



Freeway

Arterial

Interchange

Downtown Insert

RECREATION AND OPEN SPACE

As recommended above, preparation of a detailed recreation master plan is needed to insure that residents benefit from the broad range of possibilities and opportunities available in the city. The coming decade will bring a number of difficult choices concerning the provision of recreation. A recreation master plan developed in accordance with the policies recommended here will insure that these decisions are made by taking into account all resources and all aspects of need.

PROPOSED PUBLIC RECREATION RESOURCES - 2000 (MAP LC-2)

Map LC-2 is an inventory of the existing and proposed recreation and open space resources which will provide the foundation for the physical development plan. Programmatic development, related to the needs of geographic areas of the city, needs to be added to this framework. This General Plan calls for the addition of 100 acres of new park and open space by the year 2000. The recreation sites listed above in map LC-1 total over 65 acres. As areas of the city undergo transition, other sites should become available for park development, making 100 new acres by the year 2000 a manageable target.

LC-2 PROPOSED PUBLIC RECREATION RESOURCES-2000

Freeway
Arterial
Interchange
Sites over 3 Acres
Sites under 3 Acres

BICYCLE PLAN - 2000 (MAP LC-3)

The policies recommended in the previous section propose expanded use of bicycle routes as a part of the recreation network. Several years ago the City Council adopted a bicycle plan. Map LC-3 identifies corridors for primary (major route) and secondary (feeder route) bikeways. Most would be developed as marked bicycle lanes on street corridors. Provision of these lanes should be undertaken whenever street improvements are made. Transit arrangements should be made for tunnel crossings. Secure parking for bicycles should be provided at parks, recreation sites, beach access ways, and other key destinations.

LC-3 BICYCLE PLAN-2000

Freeway
Arterial
Interchange
Primary Routes
Secondary Routes
Transit Interface

CULTURE AND ENTERTAINMENT

The policies for Culture and Entertainment will need a wide variety of facilities. The next ten years will see Norfolk build on existing cultural and entertainment opportunities and develop new ones. Map LC-4 shows facilities expected to be in place by the year 2000.

MAJOR CULTURAL AND ENTERTAINMENT FACILITIES - 2000 (MAP LC-4)

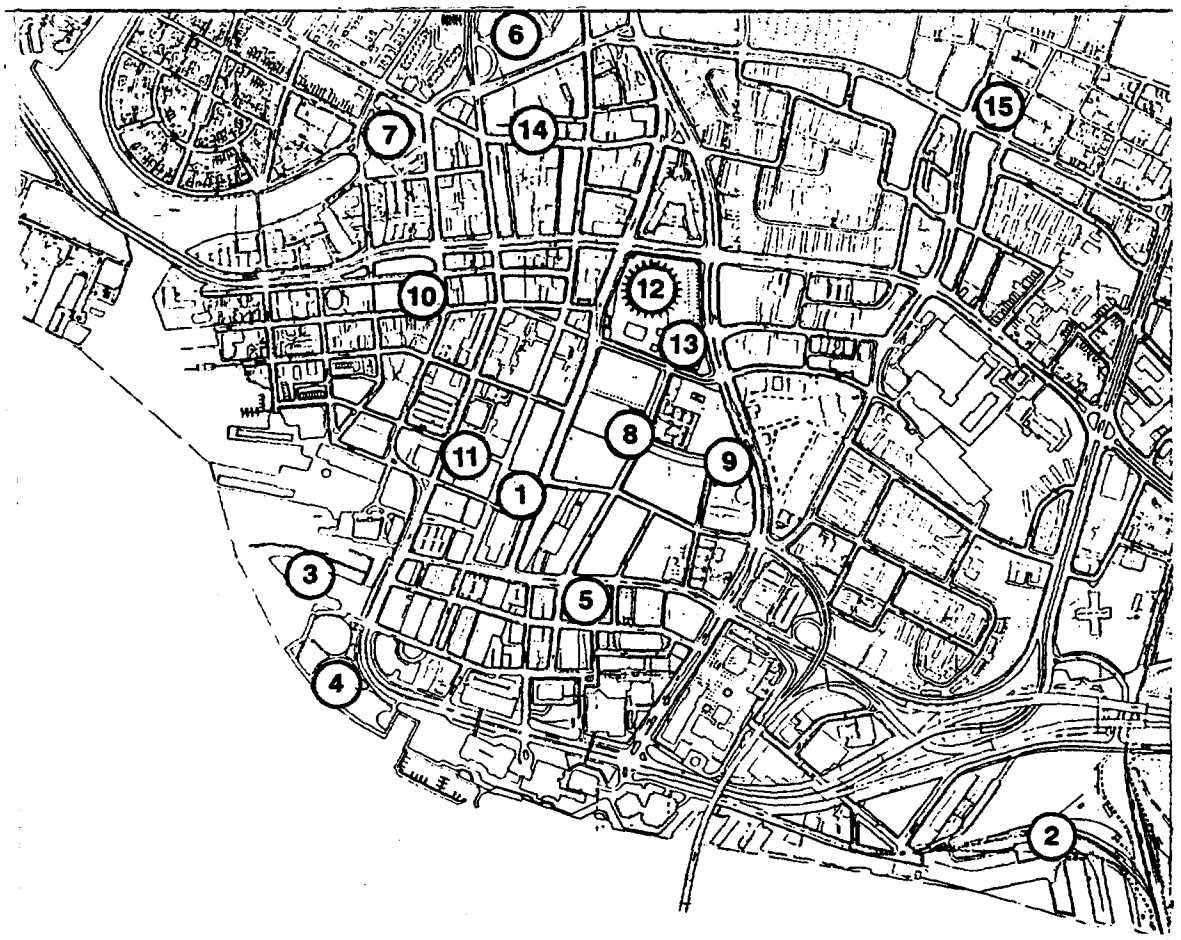
City-wide

1. Ocean View Park
2. Ocean View Station
3. Hermitage Museum
4. Lakewood Dance Center
5. The Botanical Garden
6. The Virginia Zoological Park
7. Amewa Art Studio
8. The Generic Theater
9. The Little Theater
10. Fort Norfolk

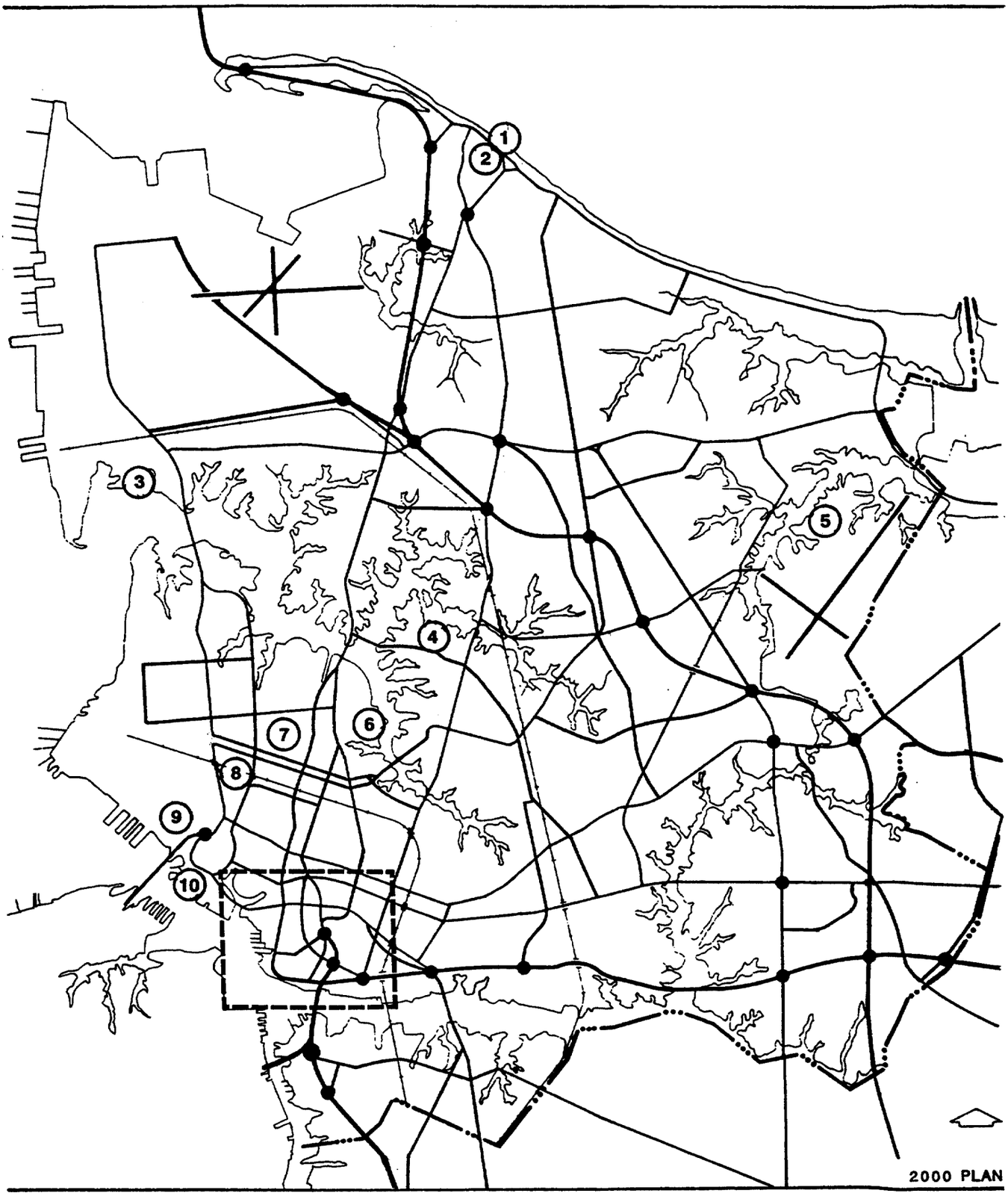
Downtown (insert)

1. Wells Theater
2. Stadium (proposed)
3. Nauticus (proposed)
4. Town Point Park
5. Mac Arthur Memorial
6. The Virginia Opera
7. The Chrysler Museum
8. Myers House
9. Willoughby-Baylor House
10. Hunter House
11. D'Art Center
12. Scope
13. Chrysler Hall
14. Tidewater Ballet Association
15. Attucks Theater (proposed)

DOWNTOWN INSERT



LC-4 MAJOR CULTURAL AND ENTERTAINMENT FACILITIES-2000



Freeway

Arterial

Interchange

Downtown Insert

EDUCATION

Proposed policies for education similarly need appropriate facilities in which to carry out the educational program. Therefore, the Focus For Action will primarily be in facility planning. The vast majority of the system infrastructure is in adequate shape and is expected to remain useful for many more years. There are some buildings that have been identified as needing to be fully renovated or replaced. Map LC-5 identifies public school facilities expected to be in place by the year 2000. Map LC-6 is a similar map for major private schools, colleges, and universities.

PUBLIC SCHOOLS - 2000 (MAP LC-5)

EARLY EDUCATION

Berkley-Campostella Early Childhood Education Center
Easton Preschool

ELEMENTARY SCHOOLS

Bay View Elementary School
Bowling Park Elementary School
Calcott Elementary School
Camp Allen Elementary School
Campostella Elementary School
Chesterfield Heights Elementary School
Coleman Place Elementary School
Crossroads Elementary School
East Ocean View Elementary School (proposed)
Fairlawn Elementary School
Ghent Elementary School
Granby Elementary School
Huntersville Elementary School (proposed)
Ingleside Elementary School
Jacox Elementary School
Larchmont Elementary School
Larrymore Elementary School
Lindenwood Elementary School
Little Creek Primary/Elementary School
Meadowbrook Elementary School
Monroe Elementary School
Norview Elementary School
Ocean View Elementary School
Ocean Air Elementary School
Oakwood Elementary School
Poplar Halls Elementary School
Roberts Park Elementary School
Suburban Park Elementary School
Tanner's Creek Elementary School
Tarrallton Elementary School
Taylor Elementary School
Tidewater Park Elementary School
St. Helena Elementary School
Sewells Point Elementary School
Sherwood Forest Elementary School
Willoughby Elementary School
Young Park Elementary

MIDDLE SCHOOLS

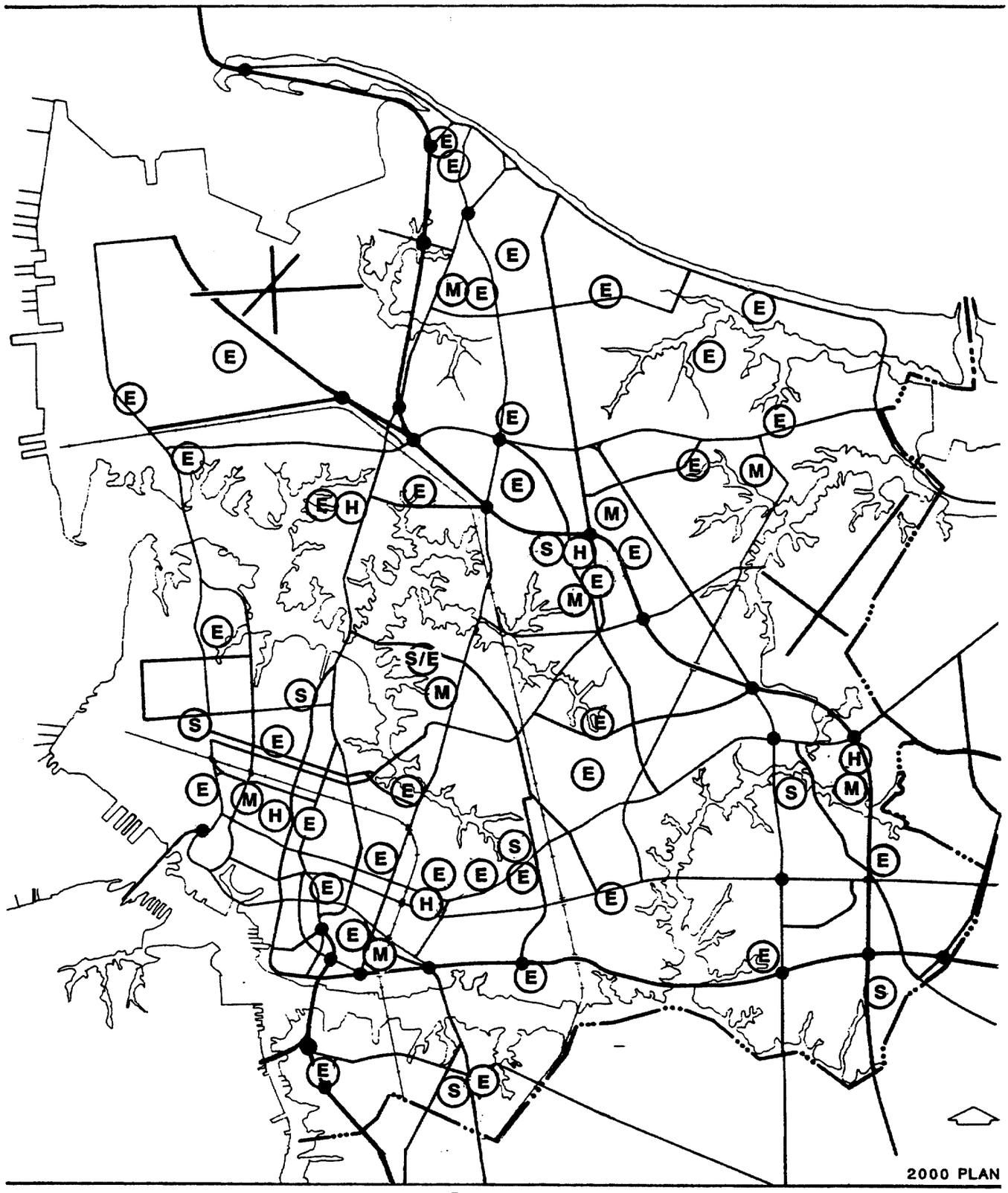
Azalea Gardens Middle School
Blair Middle School
Lake Taylor Middle School
Northside Middle School
Norview Middle School
Rosemont Middle School
Ruffner Middle School
Lafayette-Winona Middle School

HIGH SCHOOLS

B.T. Washington High School
Granby High School
Lake Taylor High School
Maury High School
Norview High School

SPECIAL SCHOOLS

Ballentine Re-Education School
Coronado School
Lakewood Special Education Center
Madison Career Center
Norfolk Technical Vocational
Stuart Gifted Center
Willard Model School at Lakewood


2000 PLAN
Freeway
Arterial
Interchange
E Elementary School
M Middle School
H High School
S Special Facility

MAJOR PRIVATE SCHOOLS, COLLEGES, AND UNIVERSITIES - 2000 (MAP LC-6)

Major Private Schools

1. Norfolk Academy
2. Norfolk Catholic
3. Norfolk Christian
4. Norfolk Collegiate Upper School
5. Norfolk Collegiate Lower School

Universities and Colleges

6. Tidewater Community College (not shown - site to be determined)
7. Virginia Wesleyan College
8. Old Dominion University
9. Eastern Virginia Medical School
10. Norfolk State University

LC-6 MAJOR PRIVATE SCHOOLS, COLLEGES, AND UNIVERSITIES-2000

Freeway
Arterial
Interchange

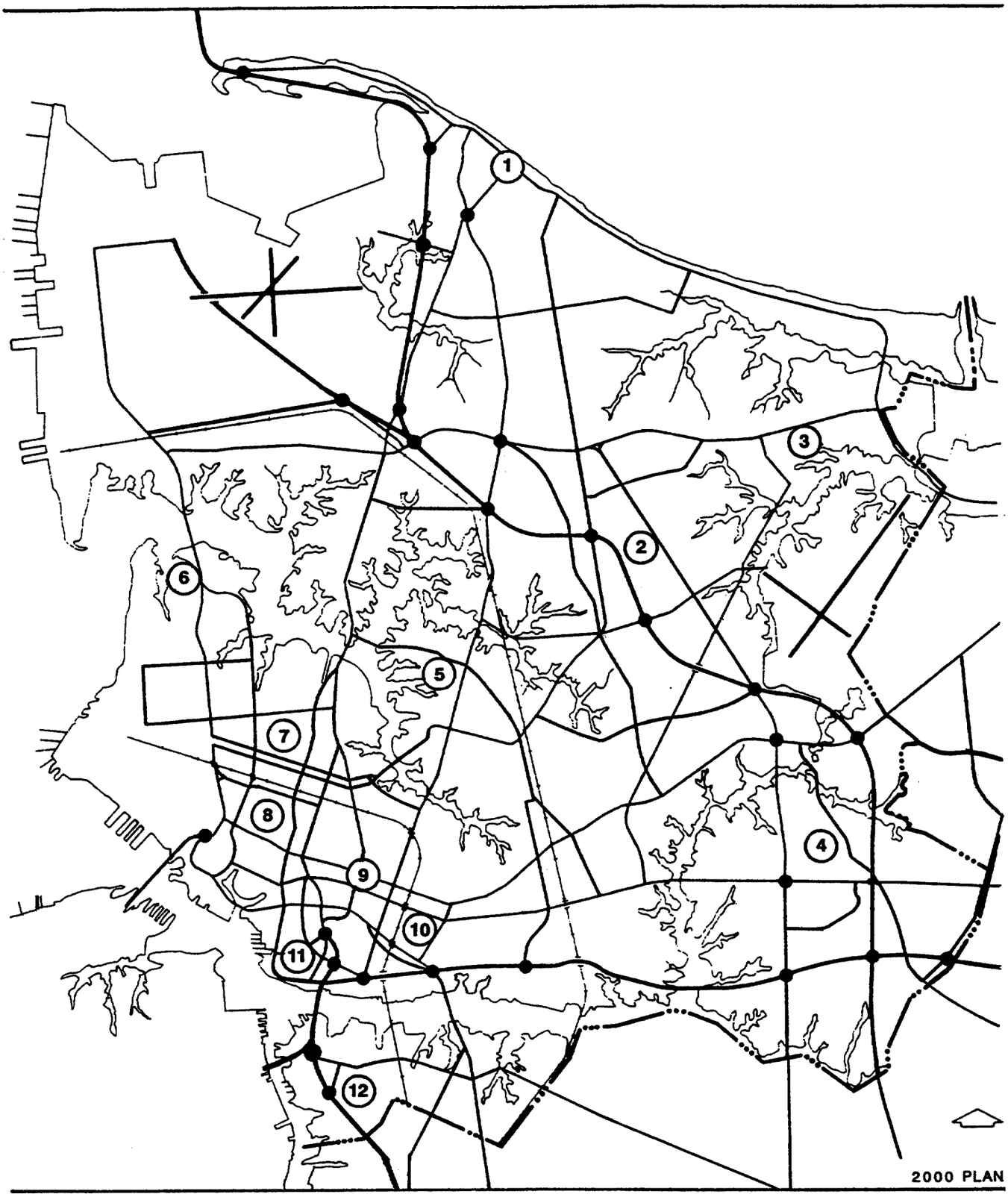
Major Private School
Universities and Colleges

LIBRARIES

Implementation of the Libraries policies described earlier will result in a library network that will adequately serve Norfolk into the 21st Century. Map LC-7 depicts the Library facilities in the year 2000.

LIBRARIES - 2000 (MAP LC-7)

1. Mary D. Pretlow
2. Barron F. Black
3. Little Creek
4. Janaf
5. Lafayette
6. Larchmont
7. Park Place
8. Van Wyck
9. Blyden
10. Brambleton
11. Kirn Memorial Library
12. Berkley



Freeway

Arterial

Interchange

NEIGHBORHOOD PLANNING

VISION

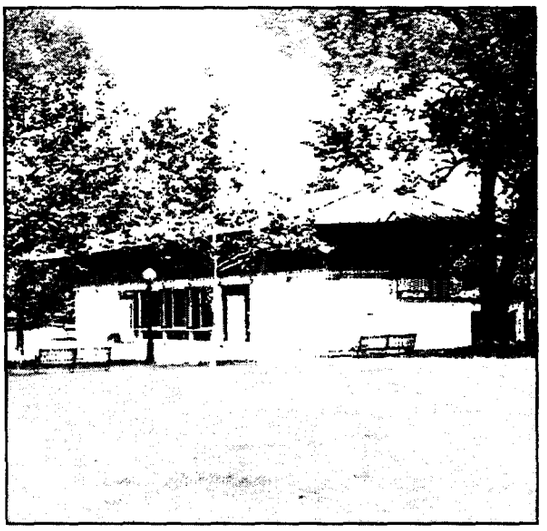
NEIGHBORHOOD PLANNING IN NORFOLK

NEIGHBORHOOD PLANNING POLICIES

FOCUS FOR ACTION

NEIGHBORHOOD PLANS

VISION



Neighborhoods are essential components of both the physical and social character of Norfolk. Each has an impact on the vitality of the city. They are primarily residential, providing a wide range of housing choices in density, style, and price. Some are commercial or industrial, essential providers of goods and services to residents and nonresidents, and key to the economic well-being of the city.

Neighborhood planning is one means for reaching the vision expressed in the General Plan. Three facets of the vision are directly affected by neighborhood planning:

- **A Personable and Caring Community**
- **An Exciting, Lively, and Memorable Community**
- **A Place of Opportunities for All Its Citizens**

Neighborhood planning bolsters enhancement of the social and built environments. Through its discipline and flexibility, land use, economic, and social elements that affect the City's vitality and residents' quality of life can be addressed. Through its emphasis on the neighborhood, one of Norfolk's strengths, with concomitant attention to the quality of life for residents of these communities, neighborhood planning contributes to the vision of Norfolk as a personable and caring community. This attention to the quality of life and development at the neighborhood level also helps to reach the vision of Norfolk as an exciting, lively and memorable community. Finally, neighborhood planning is designed to address the need of all of Norfolk's citizens, increasing their access to opportunities and potential for personal growth.

The goals of neighborhood planning can be found throughout the General Plan. In essence, the intent is to keep neighborhoods healthy and functioning in order to keep the city healthy and functioning.

NEIGHBORHOOD PLANNING IN NORFOLK

The City of Norfolk has a history of neighborhood, or small area, planning, which has proven to be an effective way to address opportunities and problems. Dynamic, changing in focus and emphasis to best address citizen needs and public interests, neighborhood

planning is a cooperative process of citizens and government working together. It is a tool for building, rebuilding, maintaining, and changing. The steps and participants in the process are generalized in Figure NP-I and Figure NP-2. While the participants can vary, the key elements of problem identification, goal setting, alternative evaluation, and strategy development remain constant.

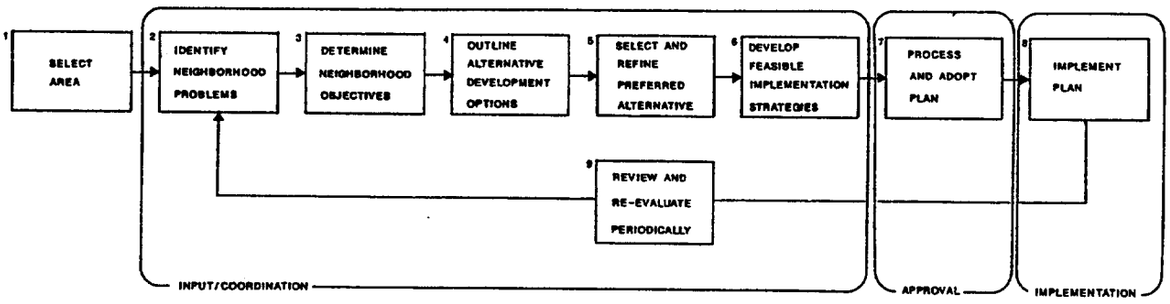


Figure NP-1
STEPS IN NEIGHBORHOOD PLANNING

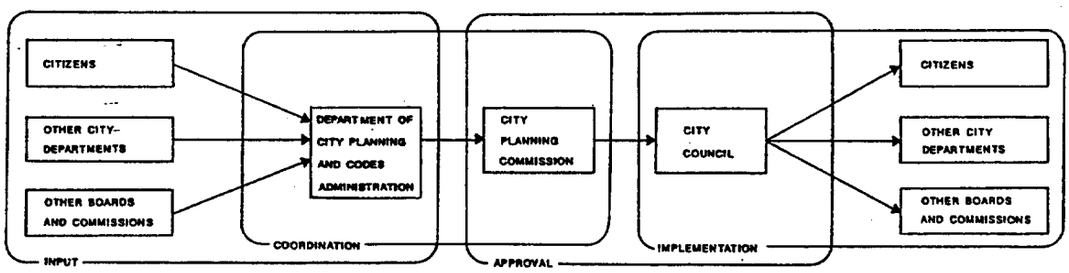


Figure NP-2
PARTICIPANTS IN NEIGHBORHOOD PLANNING

Norfolk benefits from neighborhood planning undertaken in various arenas. Neighborhood planning has been implemented by the City through its various departments, such as the City Manager's Office, the Department of Development, and the Department of City Planning and Codes Administration. Another key entity in this process is the Norfolk Redevelopment and Housing Authority, an independent agency working in tandem with the City. Partnerships with private organizations, such as the Downtown

Norfolk Council and Medical Center Planning Board, are another source of neighborhood plans.

Citizen participation is key to the neighborhood planning process. Working on boards and commissions, attending public hearings, and participating in plan development on formal as well as ad hoc bases are some of the ways citizens contribute to the development of the city.

In response to emerging trends and opportunities, plans have been prepared to enable preventive, remedial, or pre-emptive public and private actions. Areas studied have been of strategic importance, affected by complex social, economic, and physical problems, or potential areas of major change. The flexibility of the process enables it to address a range of development matters, with emphasis placed where most needed.

Reflecting the various sources of neighborhood planning is the variation in the types of plans prepared. Some provide a comprehensive look at a geographic area, while others are more focused on particular issues. Some areas will be guided by a several plans operating in tandem. Most plans have a land use focus. Increasingly , however, the impact of social factors on physical conditions is being recognized. This recognition results in more extensive analyses of and planning for social conditions as relevant.

These plans cumulatively contribute to the vision for Norfolk. Detailing the General Plan, some have been formally adopted as amendments to the previous General Plan while others have not. All provide guidance for public and private actions. Updated as necessary, these plans have been summarized here as integral components of the General Plan.

Recommended actions are key to neighborhood planning activities. These are not necessarily actions to be undertaken by the City. The need for action by private individuals and agents as well as the City is being increasingly recognized. Public/private partnerships, complementary actions by the City, residents, businesses, and nonprofit organizations, are bearing fruit in many parts of the city.

Many approaches will be followed in achieving the vision of this plan. Serviceable and flexible, neighborhood planning has proven an effective tool for goal achievement, for communication between City Hall and Norfolk citizens, and as a catalyst for action.

NEIGHBORHOOD PLANNING POLICIES

The success of neighborhood planning is not in the number of documents prepared but in opportunities realized and problems resolved. More often than not, these plans will require actions by many agents. Policies that support active involvement of citizens, community agencies, civic groups, and operating City departments in addition to planning entities are important for the successful achievement of neighborhood planning projects.

- **Use neighborhood planning as a focus for public action.**

Neighborhood planning provides the context and support for neighborhood programs. Through the participatory planning process, consensus on problems and their resolution can be developed. The foundations for implementing comprehensive public programs such as Occupancy Permit, redevelopment, and conservation are established through this process.

- **Maintain flexibility in the neighborhood planning process.**

To be responsive to different neighborhood needs, flexibility in the process is necessary. For many neighborhoods, general oversight will be all that is required. In others, short specific action plans can address imminent or unfolding area problems. Some areas will require more complex approaches for meaningful and sustained action. These plans, when adopted by City Council, can continue to serve as modifications of the General Plan. In all cases, the aim is responsiveness in a timely fashion.

- **Effectively incorporate alternative forms of citizen participation.**

Civic involvement is a Norfolk tradition. Currently, there are more than one hundred civic leagues in the city. While some are more active than others, there is continuing interest and participation in the public sphere. Recently, citizens have become involved in neighborhood improvement through the formation of new organizations, such as community development corporations, or changing the emphasis of existing groups to include more community development activities. These groups expand the options available to serve Norfolk communities.

- **Establish linkages between the neighborhood planning process and City budget processes.**

Recommended plan actions sometime require funding through the operating or capital budgets for project implementation. The development of a systematic process for incorporating these needs in the budget process, on a prioritized basis, would facilitate coordination and implementation.

- **Strengthen linkages between City operating departments and the neighborhood planning process.**

The participation of operating departments responsible for infrastructure improvements in establishing area policies is sought. Neighborhood planning can be a tool for use in determining department priorities and allocation of resources. Strengthening these ties can help the City to get more effective use of its dollars.

- **Use neighborhoods and neighborhood planning to more effectively target City programs and policies designed to protect and enhance the quality of life for Norfolk residents.**

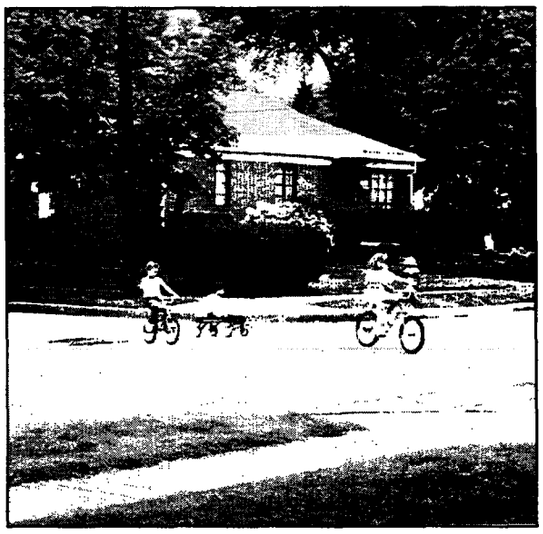
Similar to the previous policy, this policy directs the City and its leaders to build on the assets of strong neighborhoods and neighborhood leadership to increase the effectiveness of programs and to protect the quality of life in Norfolk neighborhoods. Below are listed examples of some of the current policies and programs designed to protect Norfolk neighborhoods and quality of life.

PACE target neighborhoods
Community Development target neighborhoods
Occupancy Permit Program
Enterprise Zone
Review of highway improvement plan to minimize negative impacts of traffic on neighborhoods
Focused review of ABC Licenses, especially in Glenwood Park, the Little Creek Road Corridor, and Ocean View

- **Plan appropriately for the neighborhoods and small geographic areas listed as potential action areas in the Housing and Economic Development chapters.**

Comprehensive and continuous neighborhood analyses remain key to this process. It is an important source of identification of other areas in need of detail study and possible preventive or remedial action.

FOCUS FOR ACTION



Plans have been prepared for several neighborhoods. Many have been implemented; others are in differing stages of completion. Where implementation continues, these plans represent City commitment and emphasis for the near future. Still, neighborhood planning continues. Through this process, the City remains responsive to challenges and opportunities.

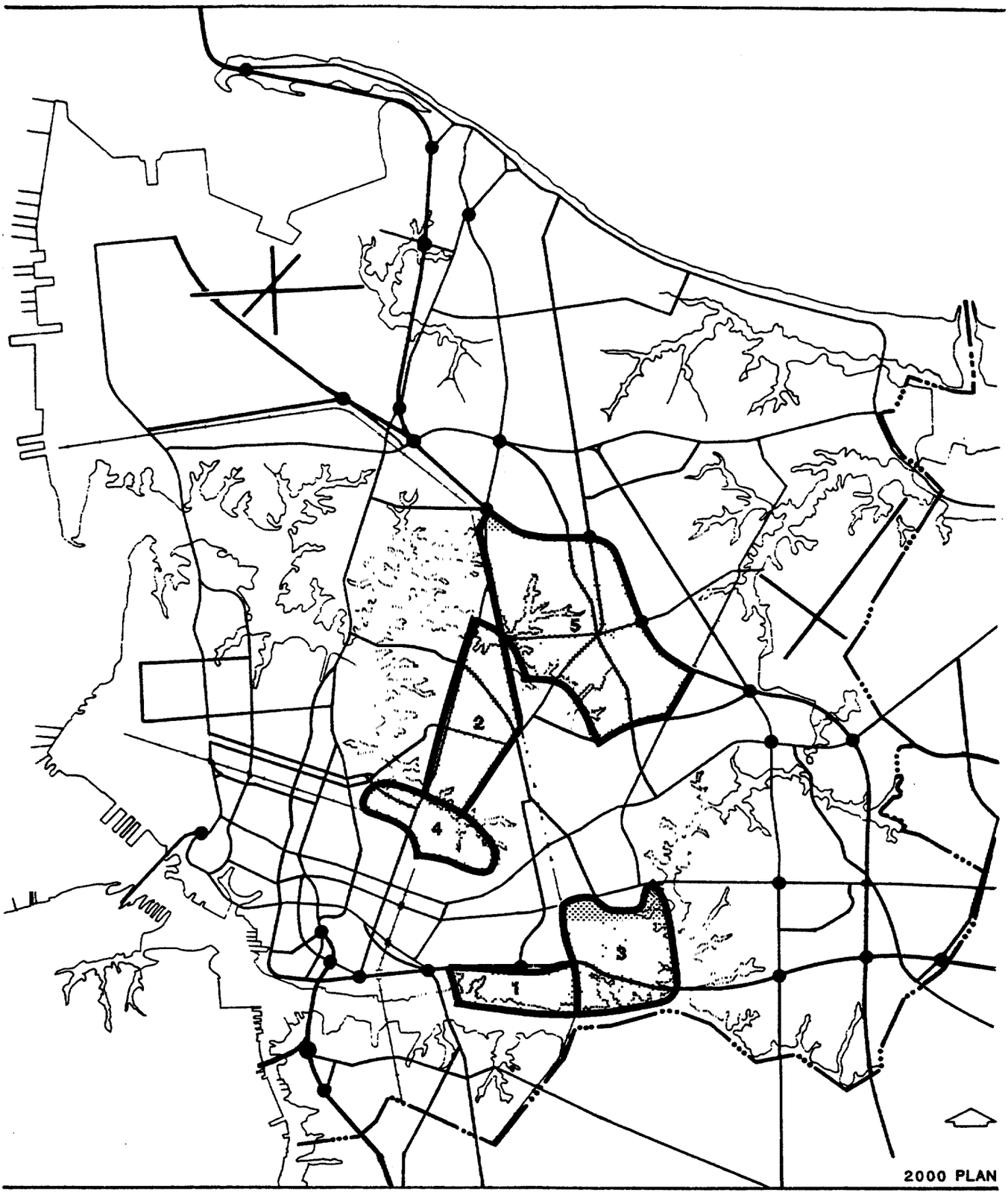
Public decisions to undertake a planning effort for an area recognize the substantial commitment of public and private resources needed to complete the process and are made with due consideration. Among the factors to be considered in these decisions are changing physical and social conditions in a neighborhood. Monitoring key indicators of neighborhood health, such as housing conditions, vacancy rates, and investment activity, enables trends to be spotted. Trends highlight potential areas of concern. Further review of the data would be indicated to determine the need for intervention through the neighborhood planning process and to the degree of intervention.

Another criterion for implementing the planning process would be the chance to realize a significant opportunity for the public good. Maintaining the health of the city is critical to the delivery of basic services, such as education and transportation. In Norfolk, redevelopment, or changing the use of the land, is an important factor for growth. Judicious use of this option can enable the city to realize its vision. Other opportunities exist in the enhancement of developed areas and appropriate infill development.

As Norfolk is a highly developed city, activity in one sphere can spill over into another. To maintain or sustain progress in one area action in adjacent areas may be necessary.

The following areas are currently under study or proposed for review: Chesterfield Heights, Fairmount Park, Ingleside, Lindenwood, and Norview. Displayed on Map NP-1, each meets one or more of the criteria mentioned.

Chesterfield Heights is located in the southern portion of the city. A moderate to middle-income neighborhood with a high level of owner occupancy, the emphasis is on maintenance and enhancement of one of Norfolk's residential areas. Fairmount Park, another residential area, is adjacent to two areas currently undergoing public action. Substantially improved conditions in these areas are increasing the interest of Fairmount Park residents and potential residents in the future of the neighborhood. A similar situation exists for Lindenwood, a residential area with sturdy housing.



Freeway
Arterial
Interchange

1. Chesterfield Heights
2. Fairmount Park
3. Ingleside
4. Lindenwood
5. Norview

Within the Ingleside neighborhood, a development opportunity exists with the re-use of a vacant elementary school. Appropriate and sensitive re-use of the site must be undertaken in the context of this stable, attractive residential area.

Further study of the Norview area is recommended as a result of data on emerging physical and social trends. The initial focus of planning efforts will be on determining the degree to which concern is warranted. The direction of the planning effort can then be established. To the extent possible, existing resources can be utilized to implement plan recommendations, within an established time frame.

IN SUMMARY...
Quality neighborhoods are a Norfolk feature. Maintaining excellence requires vigilance and appropriate action.

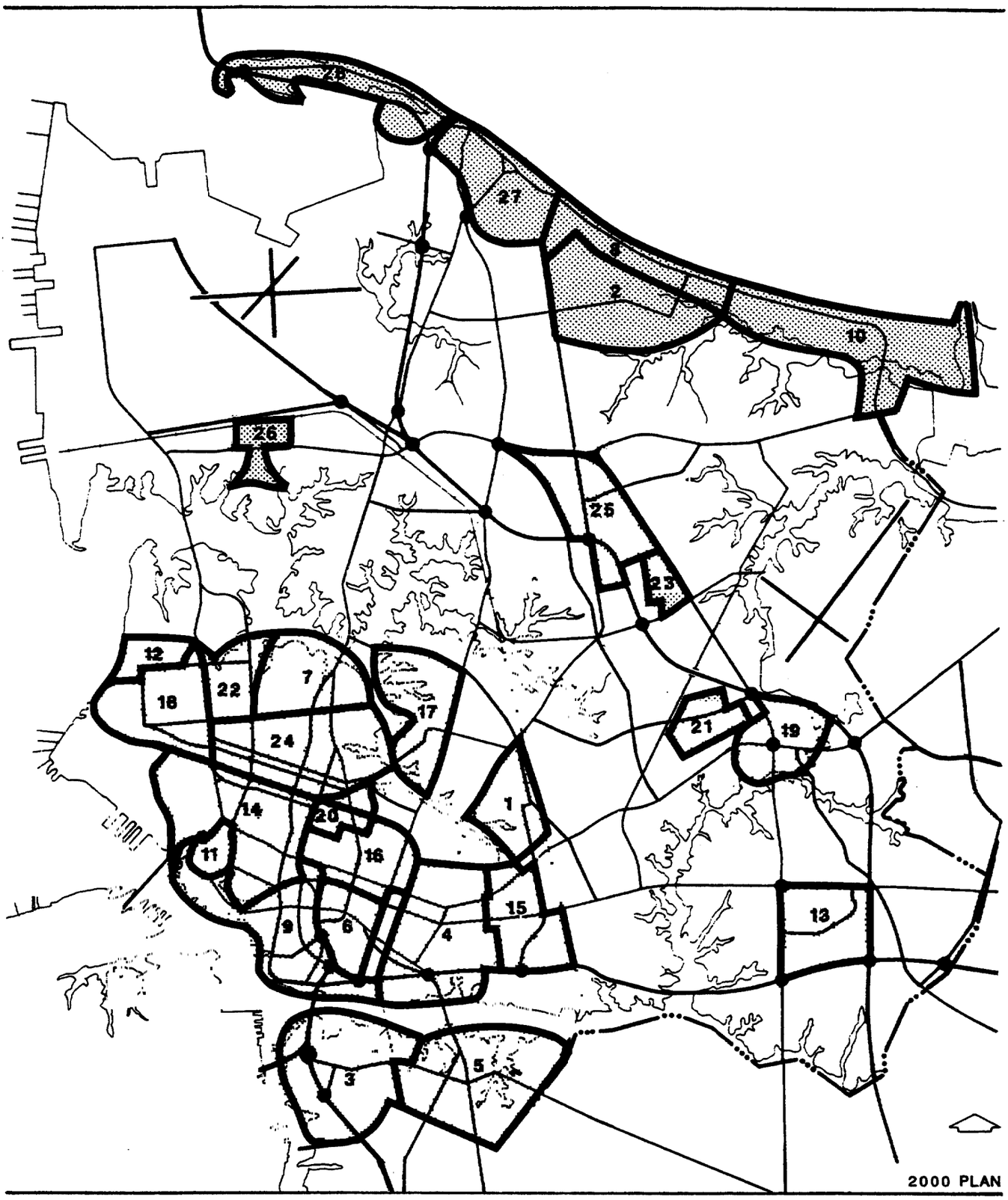
NEIGHBORHOOD PLANS

Summaries have been prepared for the various neighborhood plans. Reflecting current planning, these summaries are included as part of the General Plan. Areas covered by these plans are listed below and are shown on Map NP-2.

NEIGHBORHOOD PLANS (MAP NP-2)

1. Ballentine Place	(BAL)	15. Haynes Tract-Middle Towne Arch	(HTMTA)
2. Bayview	(BAY)	16. Huntersville	(HUNT)
3. Berkley	(BERK)	17. Lafayette-Winona	(LAF)
4. Brambleton	(BRAM)	18. Lamberts Point	(LP)
5. Campostella-Campostella Heights	(CAMP)	19. Lansdale	(LANS)
6. Church Street Area	(CHST)	20. Mid-Town Industrial Area	(MID)
7. Colonial Place-Riverview	(CPR)	21. Norfolk Commerce Park	(NCP)
8. Cottage Line	(COT)	22. North Colley	(NCOL)
9. Downtown	(D)	23. Park Crescent	(PKCR)
10. East Ocean View	(EOV)	24. Park Place	(PKPL)
11. Eastern Virginia Medical Center	(EVMC)	25. Rosemont-Oakwood	(ROSE)
12. Edgewater-Edgemere	(EDG)	26. Titustown	(TITUS)
13. Glenrock-Military Circle	(GLEN)	27. West Ocean View	(WOV)
14. Greater Ghent	(GHT)	28. Willoughby	(WIL)

On the neighborhood plan maps that follow, "Education/Open Space/Etc." is an abbreviation for "Education, Recreational, Cultural, Open Space, and Environmentally Sensitive" areas as designated on the General Plan map. For neighborhood planning purposes, cemeteries are also shown in this category. The summaries are in alphabetical order according to this list and are identified and numbered independently using the indicated one to four character abbreviation and page number following the NP- prefix.



Freeway

Arterial

Interchange

BALLENTINE PLACE

PUBLISHED PLANS AND STUDIES:

Neighborhood Study Lafayette/Ballentine, July 1978
Conservation Plan For Ballentine Place Neighborhood Conservation Project, December 1987
Ballentine Place Rezoning Proposal, 1988

BACKGROUND:

The Ballentine Place neighborhood is located on either side of Ballentine Boulevard and is generally bordered by Chesapeake Boulevard to the north and west, Princess Anne Road and the Lafayette River to the south, and the Norfolk and Western Railway to the east.

Ballentine Place is one of the older communities in the city. The area was initially developed in 1907 and was annexed into the City in 1923. Many of the residential streets are lined with crepe myrtle trees, typical of many neighborhoods in Norfolk.

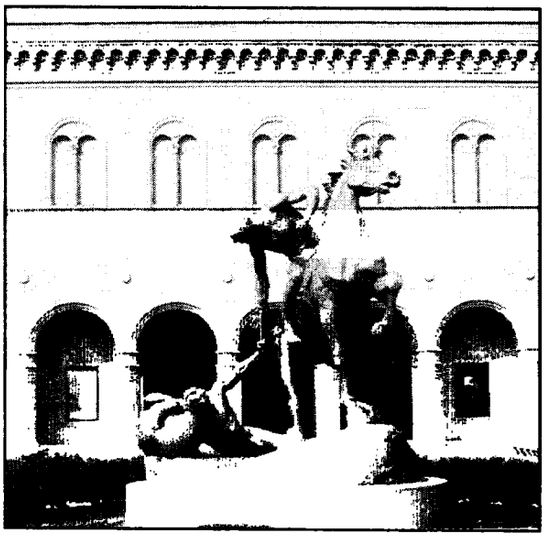
The area contains a mix of housing types, as many of the houses were constructed in each of the last six decades. The majority of structures are single family, with a few duplexes and apartments throughout the neighborhood. The 1990 Census shows that the total neighborhood population has remained near 2,700 since 1980. More importantly, the percentage of owner occupied housing is over 64%, well above the city average of 44%.

The residents of Ballentine Pace requested that the neighborhood be considered for a conservation program. After evaluating the needs of several neighborhoods, the Norfolk City Planning Commission recommended to City Council that Ballentine Place and nine other neighborhoods be referred to the Norfolk Redevelopment and Housing Authority for study.

In August of 1986, at the request of City Council, NRHA conducted a survey to determine the general condition of the properties in the area. It was found that the neighborhood housing had experienced a gradual decline since 1970. An increasing number of houses were found to need substantial repairs or renovation. In addition, assessed values were not keeping up with city-wide averages. These factors led to the adoption of a Conservation Plan for Ballentine Place in 1987.

The Conservation Plan was initially funded in July 1988 and has utilized four strategies to stabilize and improve conditions for the community. The primary strategy has been the use of low interest, rehabilitation loans to improve the condition of residential property.

CULTURE AND ENTERTAINMENT



Goal: **Provide the residents of the city and the region with a variety of cultural and entertainment opportunities.**

The City of Norfolk is fortunate to have a variety of facilities that provide a wide range of cultural and entertainment opportunities for the enjoyment of both local citizens and regional visitors. They run the gamut from large places of public assembly, to museums, to historic houses, to movie theaters, to arenas for professional sports. Some are publicly owned and operated, and some are operated by private or quasi-public entities. These entertainment resources and their corresponding activities, programs, events, and performing groups are key to defining the high quality of life enjoyed by residents and visitors.

POLICIES FOR CULTURE AND ENTERTAINMENT -- 2000 PLAN

The following policies will insure that Norfolk will continue to improve and expand the availability of all types of cultural opportunities.

- **Maintain, improve, and expand the concentration of cultural and entertainment facilities in Downtown Norfolk.**

As an area of high activity, Downtown is the primary focus of culture and entertainment in Norfolk and the region. Its growth has contributed to the diversity of experiences and has encouraged economic development. Given the vast infrastructure investment that already exists in Downtown, it is appropriate to add to this success. Also, more cultural and entertainment opportunities will increase the synergy of activity that exists in Downtown. Key facilities located in Downtown include the Chrysler Museum, Wells Theater, Scope, Chrysler Hall, Center Theater/Arena, and d'Art Center, as well as the planned Attucks Theater, Nauticus, and Stadium.

- **Support expanded programming and resource allocation for culture and entertainment throughout Norfolk.**

The tie between culture/entertainment and economic development is clear. Located in Norfolk, these opportunities become amenities that enhance the citizen's lifestyle. For this reason, this type of programming should be available throughout the city. Arts and craft fairs have proven to be successful in neighborhoods like Ghent. Similarly, the Hermitage

Museum grounds provide an unique oasis on the Lafayette River. These successes can be repeated in other areas of Norfolk. Access to these types of activities is important and adds to the character and vitality of neighborhoods and the total community.

- **Promote the Virginia Zoological Park and the Botanical Garden.**

A varied selection of offerings is key to the City's diversity in culture and entertainment. The Virginia Zoological Park and the Botanical Garden are excellent examples of unique resources. They possess a potential tourist drawing power equal to that of much larger attractions. Given proper management and promotion, they can become major cultural and entertainment attractions for the whole region. To accomplish this, it will be necessary to continue the growth of their membership organizations and the private support that they receive beyond the boundaries of Norfolk.

- **Encourage educational institutions to continue outreach efforts to the community in the areas of culture and entertainment.**

Institutions of higher education are resources for the community. University facilities, such as theaters, concert halls, art and dance studios, should be available to local residents through classes and seminars that are open to the public.

POLICIES FOR CULTURE AND ENTERTAINMENT -- 2020 PLAN

- **Provide leadership in any regional effort to improve our cultural and entertainment opportunities.**

It is anticipated that some future efforts to expand the cultural and entertainment base of the region will require the cooperation of several area municipalities. In these instances, Norfolk should play a leading role. An example of such an endeavor would be to attract a major league sports team.

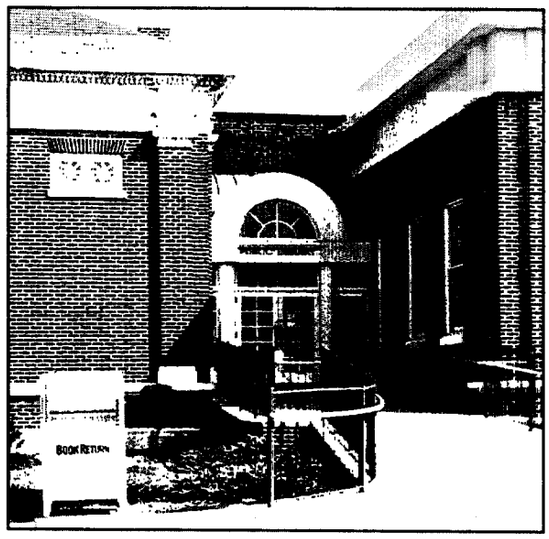
- **Implement master plans at the Virginia Zoological Park and the Botanical Garden.**

A master plan for development of the Zoo has been completed; the plan for the Botanical Garden is in progress. Implementation will take time to complete and should be phased as resources permit. The target should be full development as early in the 21st century as feasible.

- **Maintain the City's position as the entertainment and cultural center of the region.**

By maintaining its wide variety of facilities and enhancing its offerings, the city will remain the cultural center for the area. The Downtown now has the nucleus. Strong efforts should be made to attract private art galleries, music shops, movie theaters, dance studios, and related commercial facilities to buttress the publicly supported facilities.

LIBRARIES



Goal: **Enhance library service to Norfolk citizens.**

Since Reconstruction, the Norfolk Public Library system has provided citizens with books, periodicals, and other learning materials. It is an important resource for education and self-fulfillment. As the twenty-first century approaches, this basic mission is not expected to change. As there continue to be advances in computer and communications technology, however, the way this mission is achieved will change.

Libraries are more than storehouses for books. They provide public information, research resources in a wide range of fields, audio-visual materials, records and other information on local history, extensive periodical subscriptions for both leisure reading and study, and meeting places for numerous community, civic, and other organizations. While the focal point is the public library system, one should not lose sight of the fact that there are libraries open to the public that are part of other institutions and cultural facilities.

POLICIES FOR LIBRARIES -- 2000

The following policies will help guide the continued development of the public library system.

- **Maintain, renovate, and expand branch libraries as needed.**

Proper preventive maintenance and renovations, as well as timely expansion, will maintain the condition of the branch library system at an appropriate level. Technological improvements should be included in any renovations or additions.

- **Use innovative outreach strategies to serve the citizens of Norfolk.**

Searching to find improved ways to serve the community's needs is a constant task for the library system. The handicapped, elderly, young, and working parents are examples of groups of people that may not always have the ability or time to go to libraries by themselves. It is to these populations that extra outreach efforts should be directed.

- **Insure the harmonious relationship of branch libraries with their surroundings.**

Libraries are traditionally located in or near residential areas. It is important to minimize negative impacts through thoughtful architecture and design. The location of buildings on sites, access and parking arrangements, buffering adjacent uses, and landscaping are key elements of effective design.

POLICIES FOR LIBRARIES -- 2020 PLAN

- **Expand availability of information.**

The libraries of the future should serve more people in more ways. As technology permits, access to the information available in libraries can take new forms. These forms may include, but are not restricted to, access by home computer, increased use of video, and the packaging of information in other user friendly modes.

- **Re-evaluate the role and location of branch libraries.**

As both technology and the demographic make-up of neighborhoods change in the 21st century, the role of branch libraries should be re-examined. Increased ability through advances in technology may open new avenues of service to local residents and to the city as a whole.

IN SUMMARY...
The opportunities for personal growth and enjoyment of life in Norfolk have been defined here as encompassing four facets: Recreation and Open Space; Culture and Entertainment; Education; and Libraries. These four policy areas help contribute to the strong character of Norfolk. This character is influenced by Norfolk's urban aspects, its rich history, and the many different types of people that live in the city. The policies proposed here will maximize the personal growth and enjoyment of Norfolk residents and visitors in a wide variety of ways. The following section graphically relates those policies to Norfolk development.

FOCUS FOR ACTION

To achieve the goals for an enriched experience of urban life in Norfolk for residents, workers, and visitors, certain actions to provide appropriate facilities must be initiated and completed. These actions include providing new or expanded recreation/open space sites, establishing major new cultural/entertainment facilities, construction of new and replacement schools, and the relocation and expansion of libraries.

Map LC-1 indicates the focal points for these actions between now and the year 2000. The following maps provide more specific information on recreation resources, bicycle plan, cultural and entertainment facilities, public schools, institutions of higher educations, and libraries.

IN SUMMARY...

The Living Community has been generally described through the headings of Recreation and Open space, Culture and Entertainment, Education, and Libraries. Each plays a role in adding positively to life's experiences. But the Living Community spreads beyond these boundaries to all of the other chapters of the General Plan. Each set of policies supports the other in the full and proper development of the city.

LIVING COMMUNITY ACTIONS - 2000 (MAP LC-1)

New Recreation and Open Space

1. 4th View site (marina and park)
2. Ocean View Park
3. Fourth beach along the Chesapeake Bay
4. Powhatan Field (partnership with Old Dominion University)
5. Lambert's Point landfill re-use
6. Lake Wright Golf Course redevelopment
7. Huntersville Park
8. Friendship Park
9. Downtown Marina
10. Open space in the R-8 site
11. Chesterfield Heights Elizabeth River walkway
12. Campostella landfill re-use
13. Expanded esplanade
14. Virginia Zoological Park Master Plan
15. Botanical Garden Master Plan

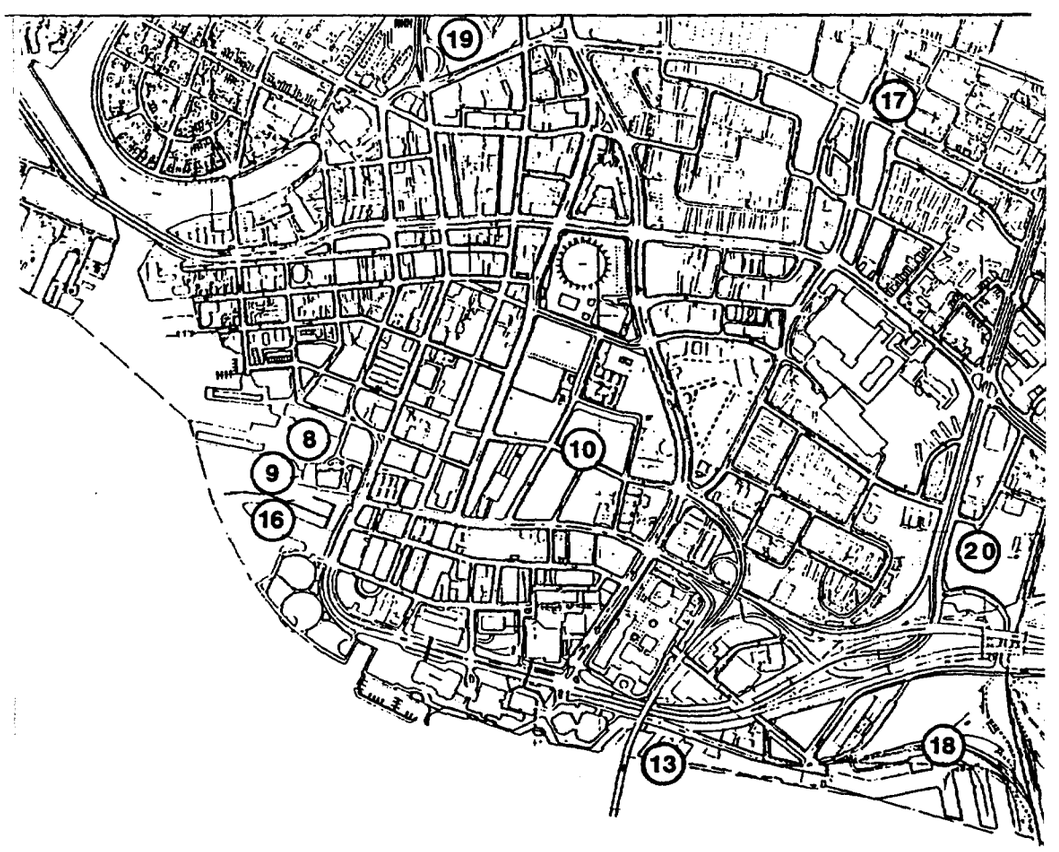
New Culture and Entertainment

16. Nauticus (proposed)
17. Attucks Theater (proposed)
18. Stadium (proposed relocation from Met Park)
19. Virginia Opera/Center Theater renovation

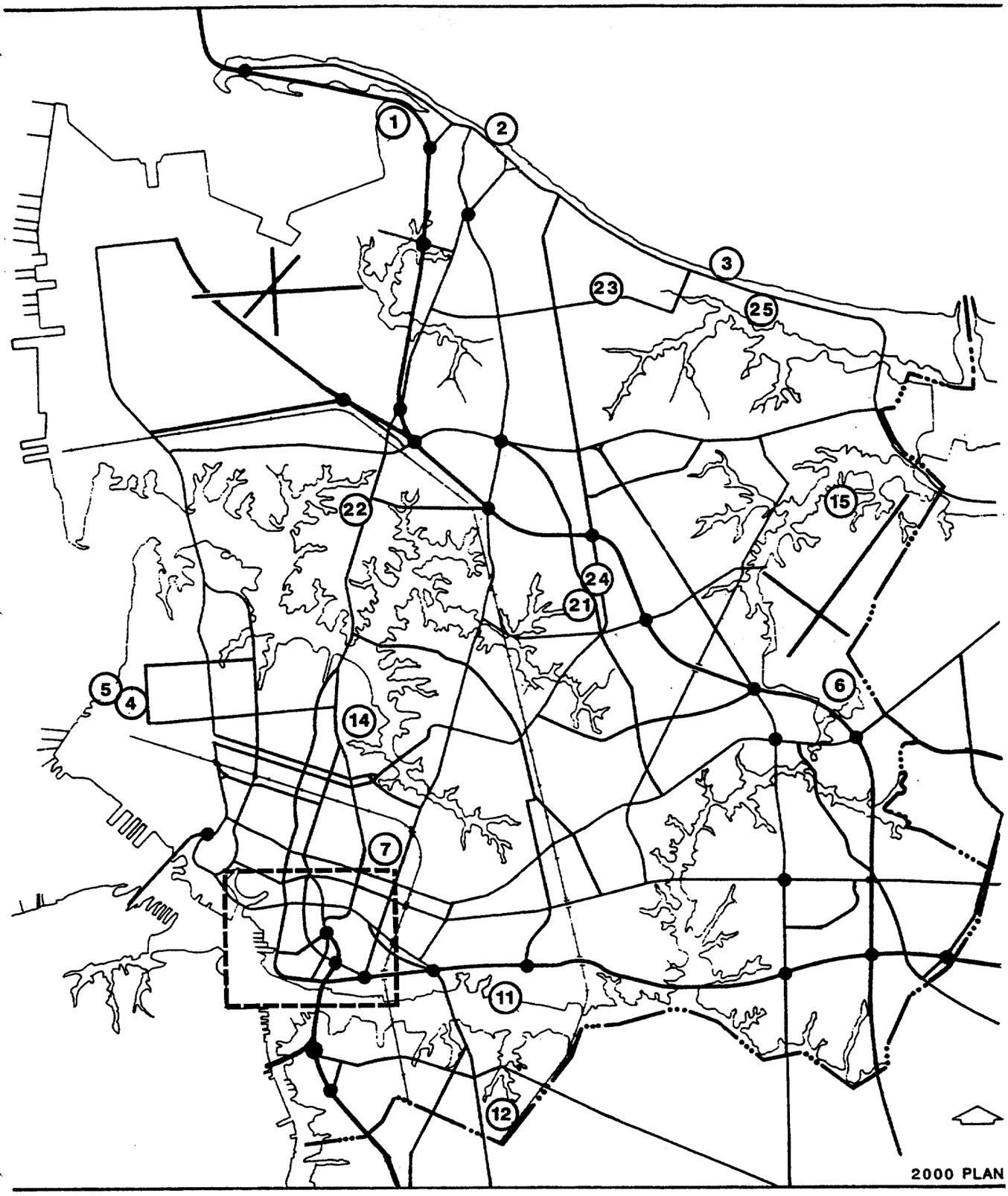
New Educational Facilities

20. Ruffner Middle (replacement)
21. Norview Middle (replacement)
22. Granby High (renovation)
23. Bayview Elementary (renovation)
24. Norview Elementary (addition)
25. New East Ocean View School

DOWNTOWN INSERT



LC-1 LIVING COMMUNITY ACTIONS-2000



Freeway

Arterial

Interchange

Downtown Insert

RECREATION AND OPEN SPACE

As recommended above, preparation of a detailed recreation master plan is needed to insure that residents benefit from the broad range of possibilities and opportunities available in the city. The coming decade will bring a number of difficult choices concerning the provision of recreation. A recreation master plan developed in accordance with the policies recommended here will insure that these decisions are made by taking into account all resources and all aspects of need.

PROPOSED PUBLIC RECREATION RESOURCES - 2000 (MAP LC-2)

Map LC-2 is an inventory of the existing and proposed recreation and open space resources which will provide the foundation for the physical development plan. Programmatic development, related to the needs of geographic areas of the city, needs to be added to this framework. This General Plan calls for the addition of 100 acres of new park and open space by the year 2000. The recreation sites listed above in map LC-1 total over 65 acres. As areas of the city undergo transition, other sites should become available for park development, making 100 new acres by the year 2000 a manageable target.

LC-2 PROPOSED PUBLIC RECREATION RESOURCES-2000

Freeway
Arterial
Interchange
Sites over 3 Acres
Sites under 3 Acres

BICYCLE PLAN - 2000 (MAP LC-3)

The policies recommended in the previous section propose expanded use of bicycle routes as a part of the recreation network. Several years ago the City Council adopted a bicycle plan. Map LC-3 identifies corridors for primary (major route) and secondary (feeder route) bikeways. Most would be developed as marked bicycle lanes on street corridors. Provision of these lanes should be undertaken whenever street improvements are made. Transit arrangements should be made for tunnel crossings. Secure parking for bicycles should be provided at parks, recreation sites, beach access ways, and other key destinations.

LC-3 BICYCLE PLAN-2000

Freeway
Arterial
Interchange
Primary Routes
Secondary Routes
Transit Interface

CULTURE AND ENTERTAINMENT

The policies for Culture and Entertainment will need a wide variety of facilities. The next ten years will see Norfolk build on existing cultural and entertainment opportunities and develop new ones. Map LC-4 shows facilities expected to be in place by the year 2000.

MAJOR CULTURAL AND ENTERTAINMENT FACILITIES - 2000 (MAP LC-4)

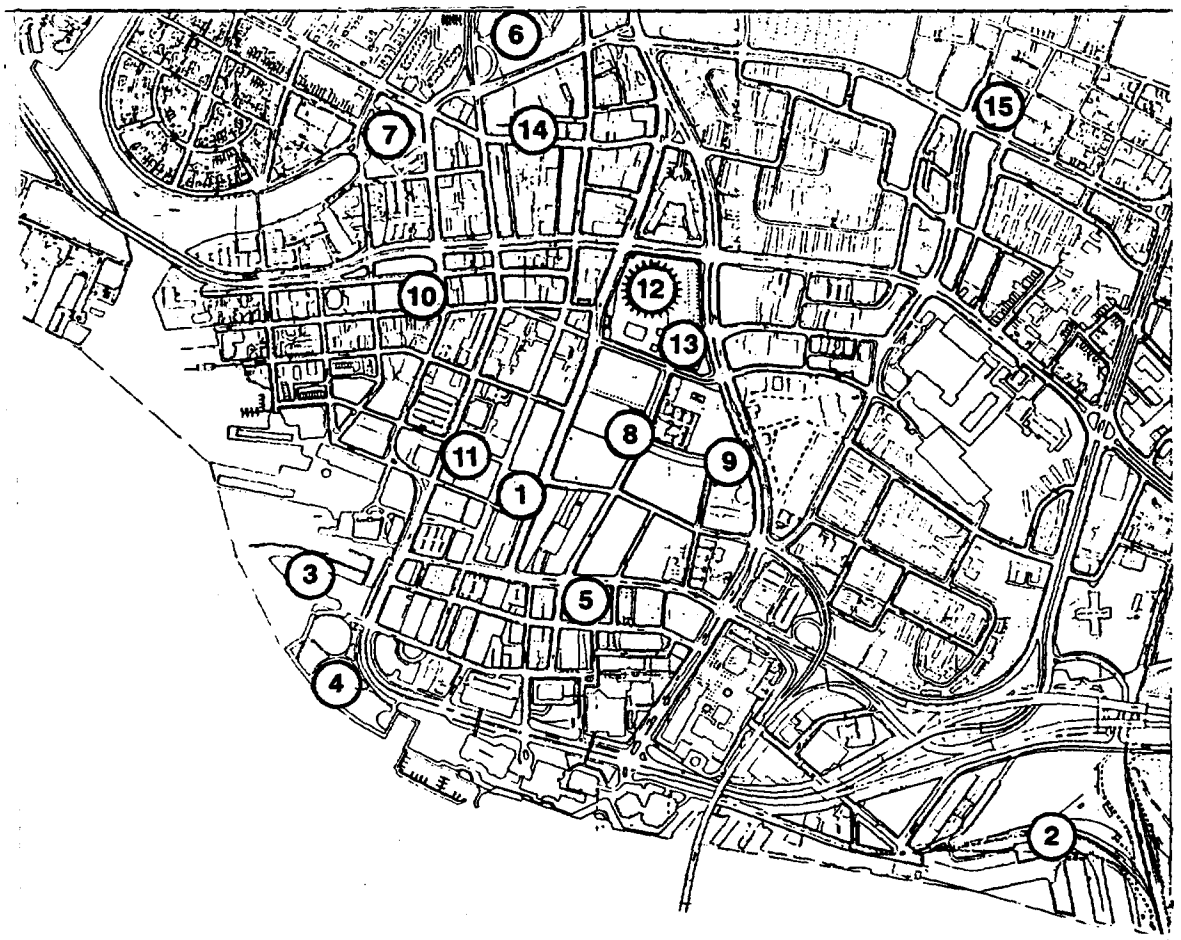
City-wide

1. Ocean View Park
2. Ocean View Station
3. Hermitage Museum
4. Lakewood Dance Center
5. The Botanical Garden
6. The Virginia Zoological Park
7. Amewa Art Studio
8. The Generic Theater
9. The Little Theater
10. Fort Norfolk

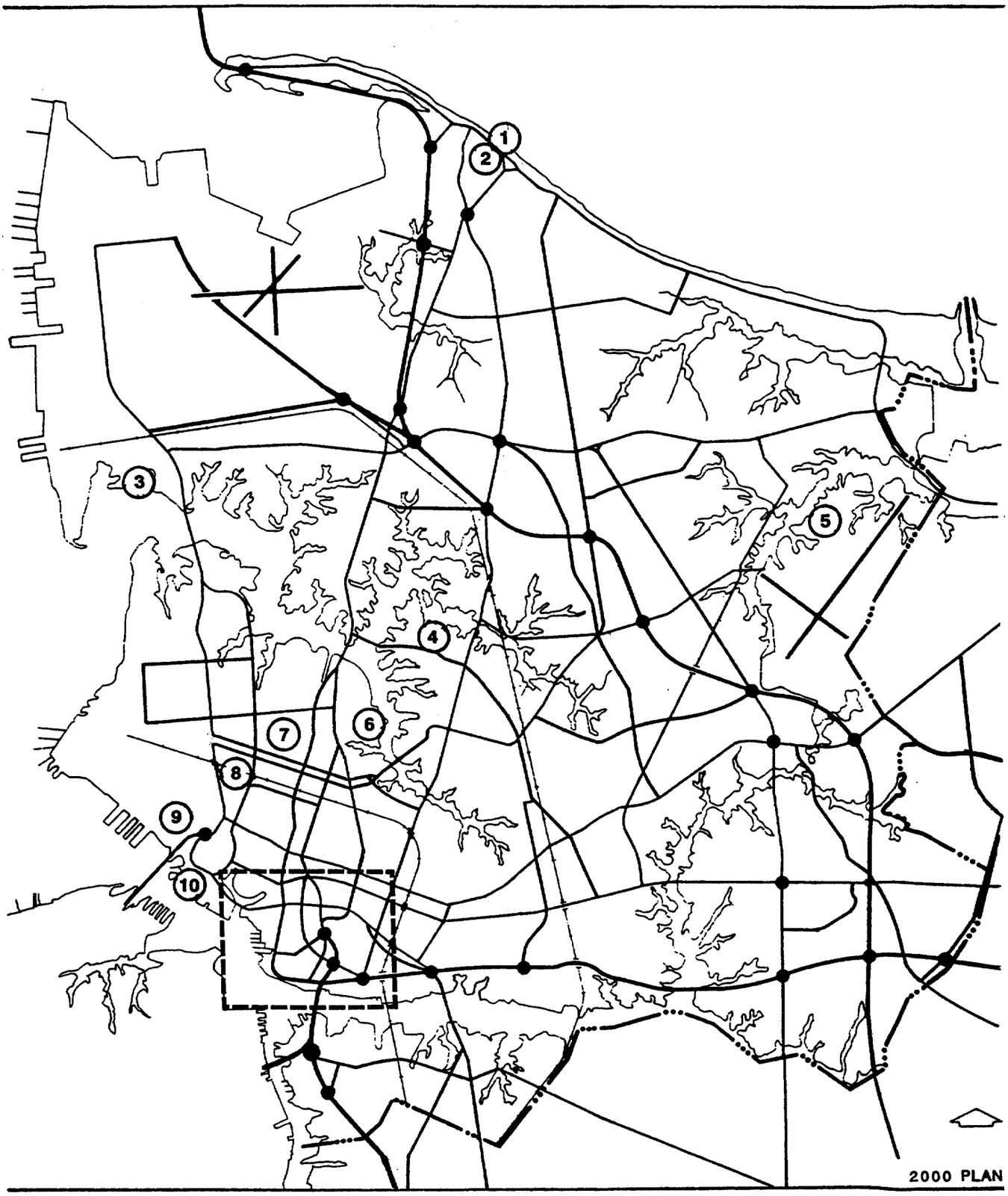
Downtown (insert)

1. Wells Theater
2. Stadium (proposed)
3. Nauticus (proposed)
4. Town Point Park
5. Mac Arthur Memorial
6. The Virginia Opera
7. The Chrysler Museum
8. Myers House
9. Willoughby-Baylor House
10. Hunter House
11. D'Art Center
12. Scope
13. Chrysler Hall
14. Tidewater Ballet Association
15. Attucks Theater (proposed)

DOWNTOWN INSERT



LC-4 MAJOR CULTURAL AND ENTERTAINMENT FACILITIES-2000



Freeway

Arterial

Interchange

Downtown Insert

EDUCATION

Proposed policies for education similarly need appropriate facilities in which to carry out the educational program. Therefore, the Focus For Action will primarily be in facility planning. The vast majority of the system infrastructure is in adequate shape and is expected to remain useful for many more years. There are some buildings that have been identified as needing to be fully renovated or replaced. Map LC-5 identifies public school facilities expected to be in place by the year 2000. Map LC-6 is a similar map for major private schools, colleges, and universities.

PUBLIC SCHOOLS - 2000 (MAP LC-5)

EARLY EDUCATION

Berkley-Campostella Early Childhood Education Center
Easton Preschool

ELEMENTARY SCHOOLS

Bay View Elementary School
Bowling Park Elementary School
Calcott Elementary School
Camp Allen Elementary School
Campostella Elementary School
Chesterfield Heights Elementary School
Coleman Place Elementary School
Crossroads Elementary School
East Ocean View Elementary School (proposed)
Fairlawn Elementary School
Ghent Elementary School
Granby Elementary School
Huntersville Elementary School (proposed)
Ingleside Elementary School
Jacox Elementary School
Larchmont Elementary School
Larrymore Elementary School
Lindenwood Elementary School
Little Creek Primary/Elementary School
Meadowbrook Elementary School
Monroe Elementary School
Norview Elementary School
Ocean View Elementary School
Ocean Air Elementary School
Oakwood Elementary School
Poplar Halls Elementary School
Roberts Park Elementary School
Suburban Park Elementary School
Tanner's Creek Elementary School
Tarrallton Elementary School
Taylor Elementary School
Tidewater Park Elementary School
St. Helena Elementary School
Sewells Point Elementary School
Sherwood Forest Elementary School
Willoughby Elementary School
Young Park Elementary

MIDDLE SCHOOLS

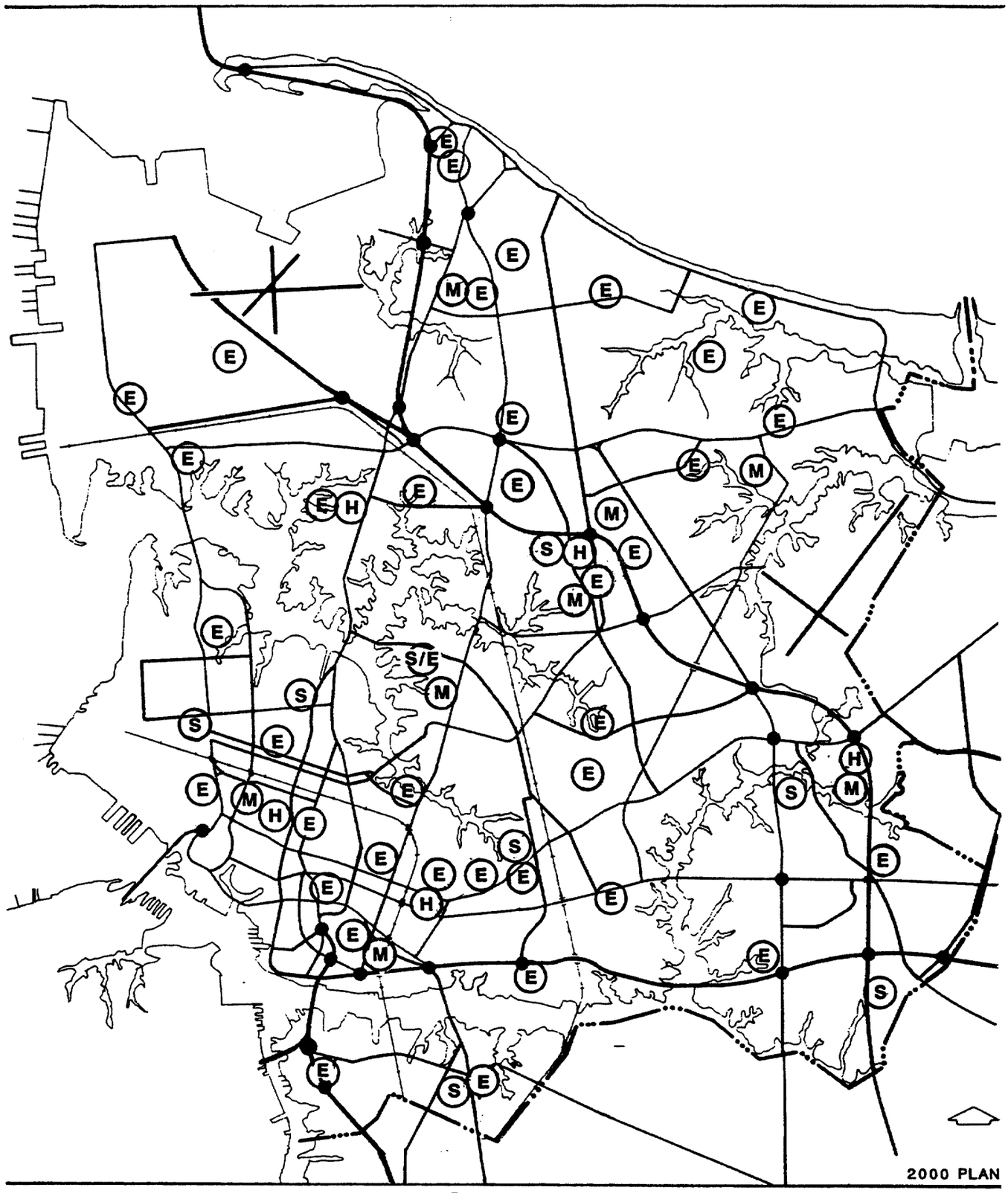
Azalea Gardens Middle School
Blair Middle School
Lake Taylor Middle School
Northside Middle School
Norview Middle School
Rosemont Middle School
Ruffner Middle School
Lafayette-Winona Middle School

HIGH SCHOOLS

B.T. Washington High School
Granby High School
Lake Taylor High School
Maury High School
Norview High School

SPECIAL SCHOOLS

Ballentine Re-Education School
Coronado School
Lakewood Special Education Center
Madison Career Center
Norfolk Technical Vocational
Stuart Gifted Center
Willard Model School at Lakewood


2000 PLAN
Freeway
Arterial
Interchange
E Elementary School
M Middle School
H High School
S Special Facility

MAJOR PRIVATE SCHOOLS, COLLEGES, AND UNIVERSITIES - 2000 (MAP LC-6)

Major Private Schools

1. Norfolk Academy
2. Norfolk Catholic
3. Norfolk Christian
4. Norfolk Collegiate Upper School
5. Norfolk Collegiate Lower School

Universities and Colleges

6. Tidewater Community College (not shown - site to be determined)
7. Virginia Wesleyan College
8. Old Dominion University
9. Eastern Virginia Medical School
10. Norfolk State University

LC-6 MAJOR PRIVATE SCHOOLS, COLLEGES, AND UNIVERSITIES-2000

Freeway
Arterial
Interchange

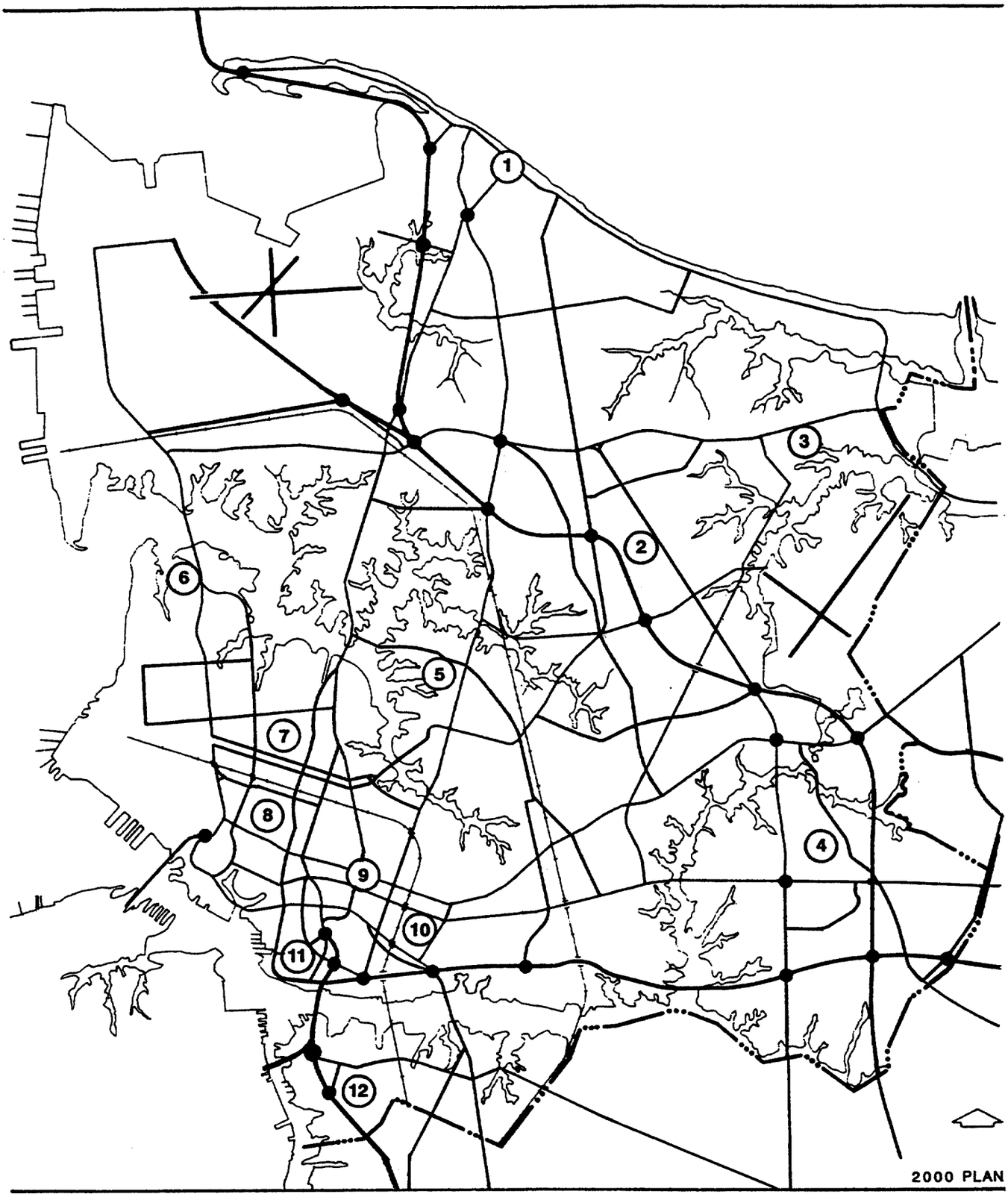
Major Private School
Universities and Colleges

LIBRARIES

Implementation of the Libraries policies described earlier will result in a library network that will adequately serve Norfolk into the 21st Century. Map LC-7 depicts the Library facilities in the year 2000.

LIBRARIES - 2000 (MAP LC-7)

1. Mary D. Pretlow
2. Barron F. Black
3. Little Creek
4. Janaf
5. Lafayette
6. Larchmont
7. Park Place
8. Van Wyck
9. Blyden
10. Brambleton
11. Kirn Memorial Library
12. Berkley



Freeway

Arterial

Interchange

NEIGHBORHOOD PLANNING

VISION

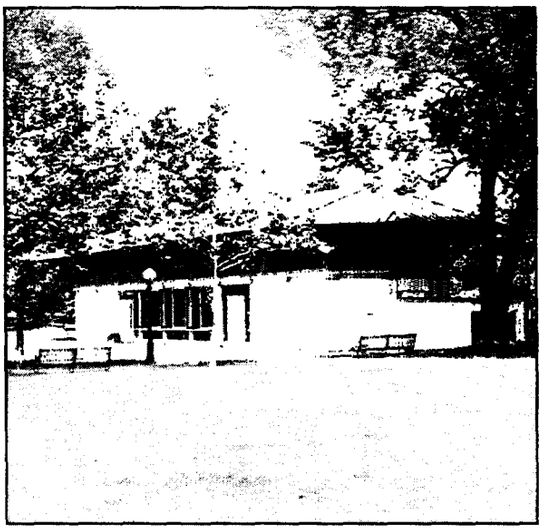
NEIGHBORHOOD PLANNING IN NORFOLK

NEIGHBORHOOD PLANNING POLICIES

FOCUS FOR ACTION

NEIGHBORHOOD PLANS

VISION



Neighborhoods are essential components of both the physical and social character of Norfolk. Each has an impact on the vitality of the city. They are primarily residential, providing a wide range of housing choices in density, style, and price. Some are commercial or industrial, essential providers of goods and services to residents and nonresidents, and key to the economic well-being of the city.

Neighborhood planning is one means for reaching the vision expressed in the General Plan. Three facets of the vision are directly affected by neighborhood planning:

- **A Personable and Caring Community**
- **An Exciting, Lively, and Memorable Community**
- **A Place of Opportunities for All Its Citizens**

Neighborhood planning bolsters enhancement of the social and built environments. Through its discipline and flexibility, land use, economic, and social elements that affect the City's vitality and residents' quality of life can be addressed. Through its emphasis on the neighborhood, one of Norfolk's strengths, with concomitant attention to the quality of life for residents of these communities, neighborhood planning contributes to the vision of Norfolk as a personable and caring community. This attention to the quality of life and development at the neighborhood level also helps to reach the vision of Norfolk as an exciting, lively and memorable community. Finally, neighborhood planning is designed to address the need of all of Norfolk's citizens, increasing their access to opportunities and potential for personal growth.

The goals of neighborhood planning can be found throughout the General Plan. In essence, the intent is to keep neighborhoods healthy and functioning in order to keep the city healthy and functioning.

NEIGHBORHOOD PLANNING IN NORFOLK

The City of Norfolk has a history of neighborhood, or small area, planning, which has proven to be an effective way to address opportunities and problems. Dynamic, changing in focus and emphasis to best address citizen needs and public interests, neighborhood

planning is a cooperative process of citizens and government working together. It is a tool for building, rebuilding, maintaining, and changing. The steps and participants in the process are generalized in Figure NP-I and Figure NP-2. While the participants can vary, the key elements of problem identification, goal setting, alternative evaluation, and strategy development remain constant.

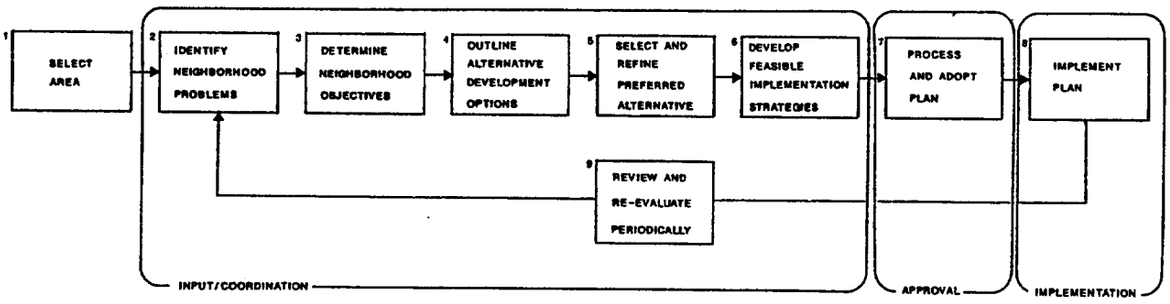


Figure NP-1
STEPS IN NEIGHBORHOOD PLANNING

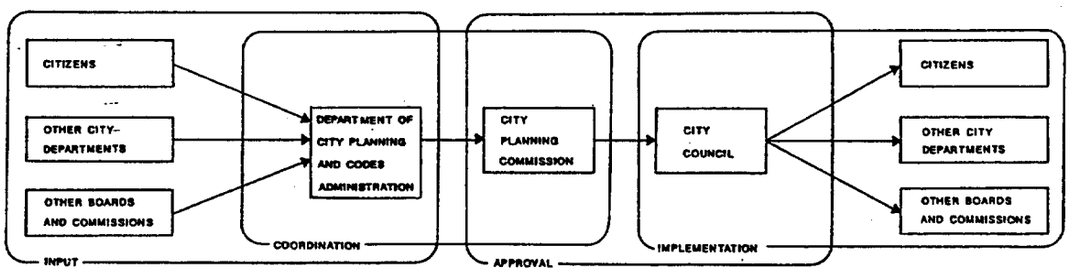


Figure NP-2
PARTICIPANTS IN NEIGHBORHOOD PLANNING

Norfolk benefits from neighborhood planning undertaken in various arenas. Neighborhood planning has been implemented by the City through its various departments, such as the City Manager's Office, the Department of Development, and the Department of City Planning and Codes Administration. Another key entity in this process is the Norfolk Redevelopment and Housing Authority, an independent agency working in tandem with the City. Partnerships with private organizations, such as the Downtown

Norfolk Council and Medical Center Planning Board, are another source of neighborhood plans.

Citizen participation is key to the neighborhood planning process. Working on boards and commissions, attending public hearings, and participating in plan development on formal as well as ad hoc bases are some of the ways citizens contribute to the development of the city.

In response to emerging trends and opportunities, plans have been prepared to enable preventive, remedial, or pre-emptive public and private actions. Areas studied have been of strategic importance, affected by complex social, economic, and physical problems, or potential areas of major change. The flexibility of the process enables it to address a range of development matters, with emphasis placed where most needed.

Reflecting the various sources of neighborhood planning is the variation in the types of plans prepared. Some provide a comprehensive look at a geographic area, while others are more focused on particular issues. Some areas will be guided by a several plans operating in tandem. Most plans have a land use focus. Increasingly , however, the impact of social factors on physical conditions is being recognized. This recognition results in more extensive analyses of and planning for social conditions as relevant.

These plans cumulatively contribute to the vision for Norfolk. Detailing the General Plan, some have been formally adopted as amendments to the previous General Plan while others have not. All provide guidance for public and private actions. Updated as necessary, these plans have been summarized here as integral components of the General Plan.

Recommended actions are key to neighborhood planning activities. These are not necessarily actions to be undertaken by the City. The need for action by private individuals and agents as well as the City is being increasingly recognized. Public/private partnerships, complementary actions by the City, residents, businesses, and nonprofit organizations, are bearing fruit in many parts of the city.

Many approaches will be followed in achieving the vision of this plan. Serviceable and flexible, neighborhood planning has proven an effective tool for goal achievement, for communication between City Hall and Norfolk citizens, and as a catalyst for action.

NEIGHBORHOOD PLANNING POLICIES

The success of neighborhood planning is not in the number of documents prepared but in opportunities realized and problems resolved. More often than not, these plans will require actions by many agents. Policies that support active involvement of citizens, community agencies, civic groups, and operating City departments in addition to planning entities are important for the successful achievement of neighborhood planning projects.

- **Use neighborhood planning as a focus for public action.**

Neighborhood planning provides the context and support for neighborhood programs. Through the participatory planning process, consensus on problems and their resolution can be developed. The foundations for implementing comprehensive public programs such as Occupancy Permit, redevelopment, and conservation are established through this process.

- **Maintain flexibility in the neighborhood planning process.**

To be responsive to different neighborhood needs, flexibility in the process is necessary. For many neighborhoods, general oversight will be all that is required. In others, short specific action plans can address imminent or unfolding area problems. Some areas will require more complex approaches for meaningful and sustained action. These plans, when adopted by City Council, can continue to serve as modifications of the General Plan. In all cases, the aim is responsiveness in a timely fashion.

- **Effectively incorporate alternative forms of citizen participation.**

Civic involvement is a Norfolk tradition. Currently, there are more than one hundred civic leagues in the city. While some are more active than others, there is continuing interest and participation in the public sphere. Recently, citizens have become involved in neighborhood improvement through the formation of new organizations, such as community development corporations, or changing the emphasis of existing groups to include more community development activities. These groups expand the options available to serve Norfolk communities.

- **Establish linkages between the neighborhood planning process and City budget processes.**

Recommended plan actions sometime require funding through the operating or capital budgets for project implementation. The development of a systematic process for incorporating these needs in the budget process, on a prioritized basis, would facilitate coordination and implementation.

- **Strengthen linkages between City operating departments and the neighborhood planning process.**

The participation of operating departments responsible for infrastructure improvements in establishing area policies is sought. Neighborhood planning can be a tool for use in determining department priorities and allocation of resources. Strengthening these ties can help the City to get more effective use of its dollars.

- **Use neighborhoods and neighborhood planning to more effectively target City programs and policies designed to protect and enhance the quality of life for Norfolk residents.**

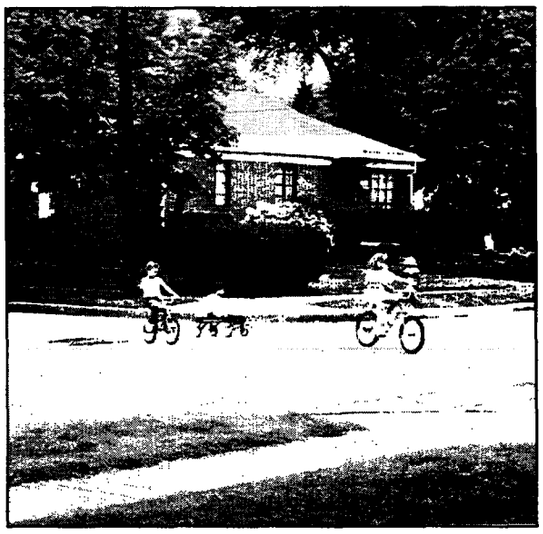
Similar to the previous policy, this policy directs the City and its leaders to build on the assets of strong neighborhoods and neighborhood leadership to increase the effectiveness of programs and to protect the quality of life in Norfolk neighborhoods. Below are listed examples of some of the current policies and programs designed to protect Norfolk neighborhoods and quality of life.

PACE target neighborhoods
Community Development target neighborhoods
Occupancy Permit Program
Enterprise Zone
Review of highway improvement plan to minimize negative impacts of traffic on neighborhoods
Focused review of ABC Licenses, especially in Glenwood Park, the Little Creek Road Corridor, and Ocean View

- **Plan appropriately for the neighborhoods and small geographic areas listed as potential action areas in the Housing and Economic Development chapters.**

Comprehensive and continuous neighborhood analyses remain key to this process. It is an important source of identification of other areas in need of detail study and possible preventive or remedial action.

FOCUS FOR ACTION



Plans have been prepared for several neighborhoods. Many have been implemented; others are in differing stages of completion. Where implementation continues, these plans represent City commitment and emphasis for the near future. Still, neighborhood planning continues. Through this process, the City remains responsive to challenges and opportunities.

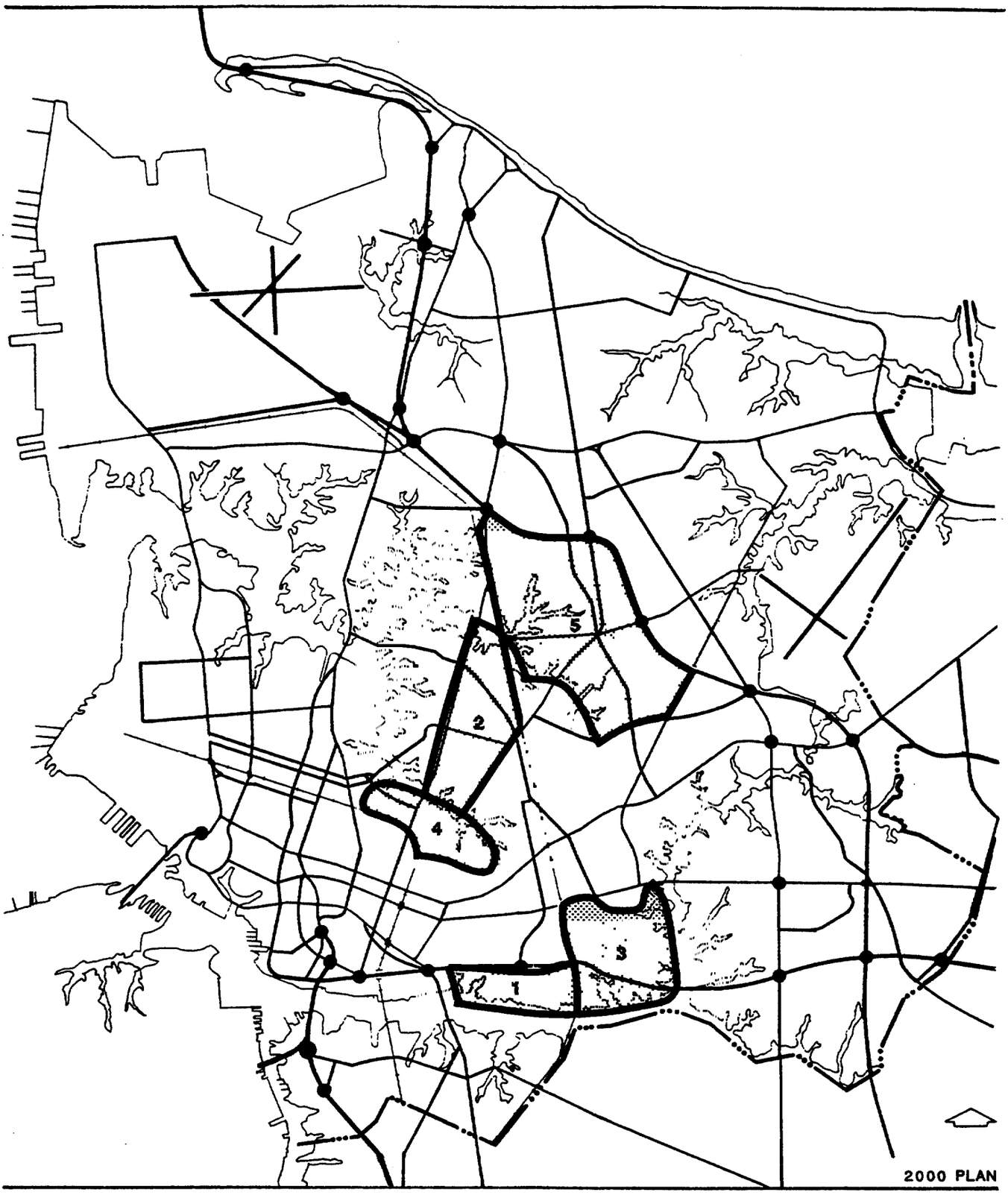
Public decisions to undertake a planning effort for an area recognize the substantial commitment of public and private resources needed to complete the process and are made with due consideration. Among the factors to be considered in these decisions are changing physical and social conditions in a neighborhood. Monitoring key indicators of neighborhood health, such as housing conditions, vacancy rates, and investment activity, enables trends to be spotted. Trends highlight potential areas of concern. Further review of the data would be indicated to determine the need for intervention through the neighborhood planning process and to the degree of intervention.

Another criterion for implementing the planning process would be the chance to realize a significant opportunity for the public good. Maintaining the health of the city is critical to the delivery of basic services, such as education and transportation. In Norfolk, redevelopment, or changing the use of the land, is an important factor for growth. Judicious use of this option can enable the city to realize its vision. Other opportunities exist in the enhancement of developed areas and appropriate infill development.

As Norfolk is a highly developed city, activity in one sphere can spill over into another. To maintain or sustain progress in one area action in adjacent areas may be necessary.

The following areas are currently under study or proposed for review: Chesterfield Heights, Fairmount Park, Ingleside, Lindenwood, and Norview. Displayed on Map NP-1, each meets one or more of the criteria mentioned.

Chesterfield Heights is located in the southern portion of the city. A moderate to middle-income neighborhood with a high level of owner occupancy, the emphasis is on maintenance and enhancement of one of Norfolk's residential areas. Fairmount Park, another residential area, is adjacent to two areas currently undergoing public action. Substantially improved conditions in these areas are increasing the interest of Fairmount Park residents and potential residents in the future of the neighborhood. A similar situation exists for Lindenwood, a residential area with sturdy housing.



Freeway
Arterial
Interchange

1. Chesterfield Heights
2. Fairmount Park
3. Ingleside
4. Lindenwood
5. Norview

Within the Ingleside neighborhood, a development opportunity exists with the re-use of a vacant elementary school. Appropriate and sensitive re-use of the site must be undertaken in the context of this stable, attractive residential area.

Further study of the Norview area is recommended as a result of data on emerging physical and social trends. The initial focus of planning efforts will be on determining the degree to which concern is warranted. The direction of the planning effort can then be established. To the extent possible, existing resources can be utilized to implement plan recommendations, within an established time frame.

IN SUMMARY...
Quality neighborhoods are a Norfolk feature. Maintaining excellence requires vigilance and appropriate action.

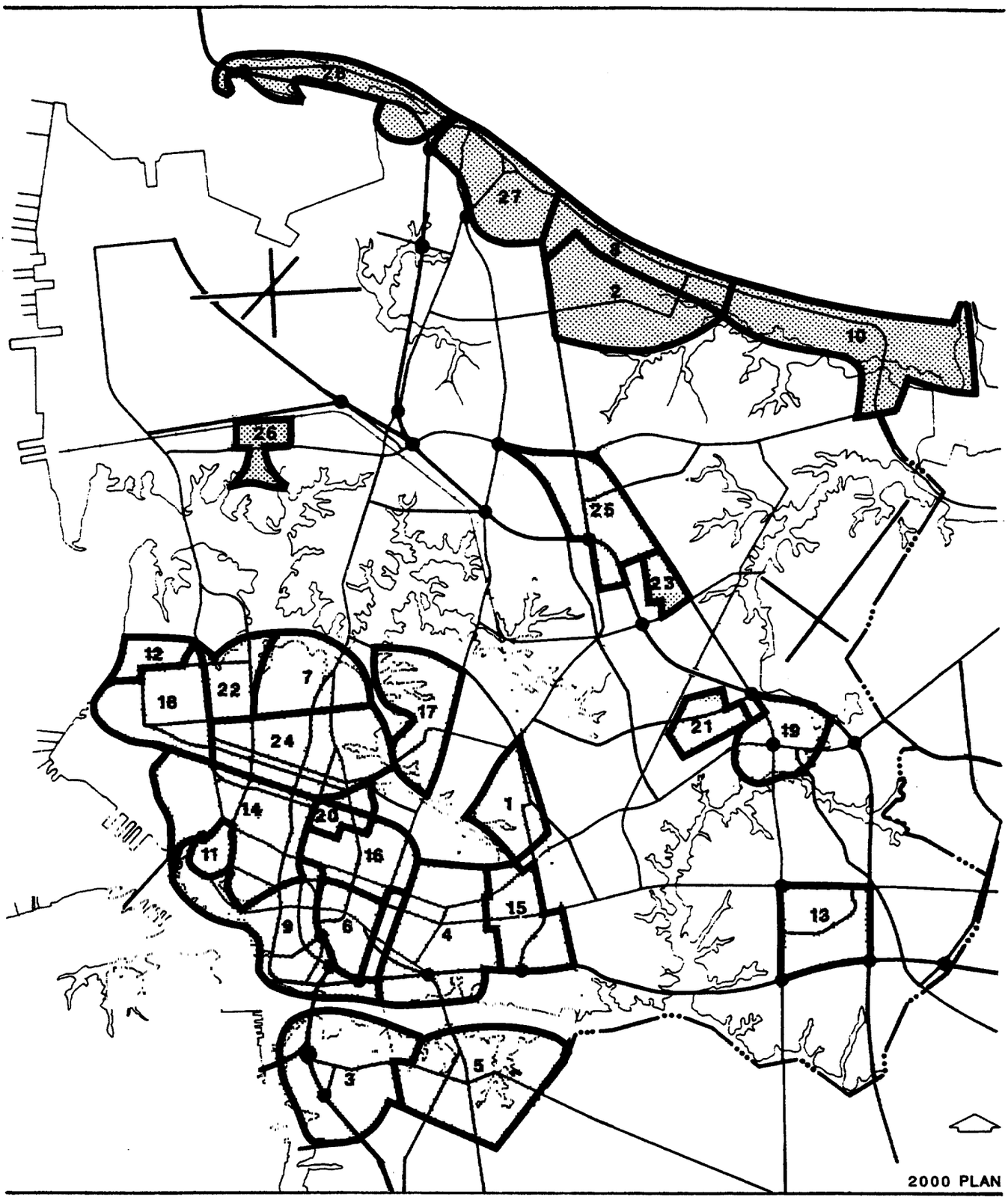
NEIGHBORHOOD PLANS

Summaries have been prepared for the various neighborhood plans. Reflecting current planning, these summaries are included as part of the General Plan. Areas covered by these plans are listed below and are shown on Map NP-2.

NEIGHBORHOOD PLANS (MAP NP-2)

1. Ballentine Place	(BAL)	15. Haynes Tract-Middle Towne Arch	(HTMTA)
2. Bayview	(BAY)	16. Huntersville	(HUNT)
3. Berkley	(BERK)	17. Lafayette-Winona	(LAF)
4. Brambleton	(BRAM)	18. Lamberts Point	(LP)
5. Campostella-Campostella Heights	(CAMP)	19. Lansdale	(LANS)
6. Church Street Area	(CHST)	20. Mid-Town Industrial Area	(MID)
7. Colonial Place-Riverview	(CPR)	21. Norfolk Commerce Park	(NCP)
8. Cottage Line	(COT)	22. North Colley	(NCOL)
9. Downtown	(D)	23. Park Crescent	(PKCR)
10. East Ocean View	(EOV)	24. Park Place	(PKPL)
11. Eastern Virginia Medical Center	(EVMC)	25. Rosemont-Oakwood	(ROSE)
12. Edgewater-Edgemere	(EDG)	26. Titustown	(TITUS)
13. Glenrock-Military Circle	(GLEN)	27. West Ocean View	(WOV)
14. Greater Ghent	(GHT)	28. Willoughby	(WIL)

On the neighborhood plan maps that follow, "Education/Open Space/Etc." is an abbreviation for "Education, Recreational, Cultural, Open Space, and Environmentally Sensitive" areas as designated on the General Plan map. For neighborhood planning purposes, cemeteries are also shown in this category. The summaries are in alphabetical order according to this list and are identified and numbered independently using the indicated one to four character abbreviation and page number following the NP- prefix.



Freeway

Arterial

Interchange

BALLENTINE PLACE

PUBLISHED PLANS AND STUDIES:

Neighborhood Study Lafayette/Ballentine, July 1978
Conservation Plan For Ballentine Place Neighborhood Conservation Project, December 1987
Ballentine Place Rezoning Proposal, 1988

BACKGROUND:

The Ballentine Place neighborhood is located on either side of Ballentine Boulevard and is generally bordered by Chesapeake Boulevard to the north and west, Princess Anne Road and the Lafayette River to the south, and the Norfolk and Western Railway to the east.

Ballentine Place is one of the older communities in the city. The area was initially developed in 1907 and was annexed into the City in 1923. Many of the residential streets are lined with crepe myrtle trees, typical of many neighborhoods in Norfolk.

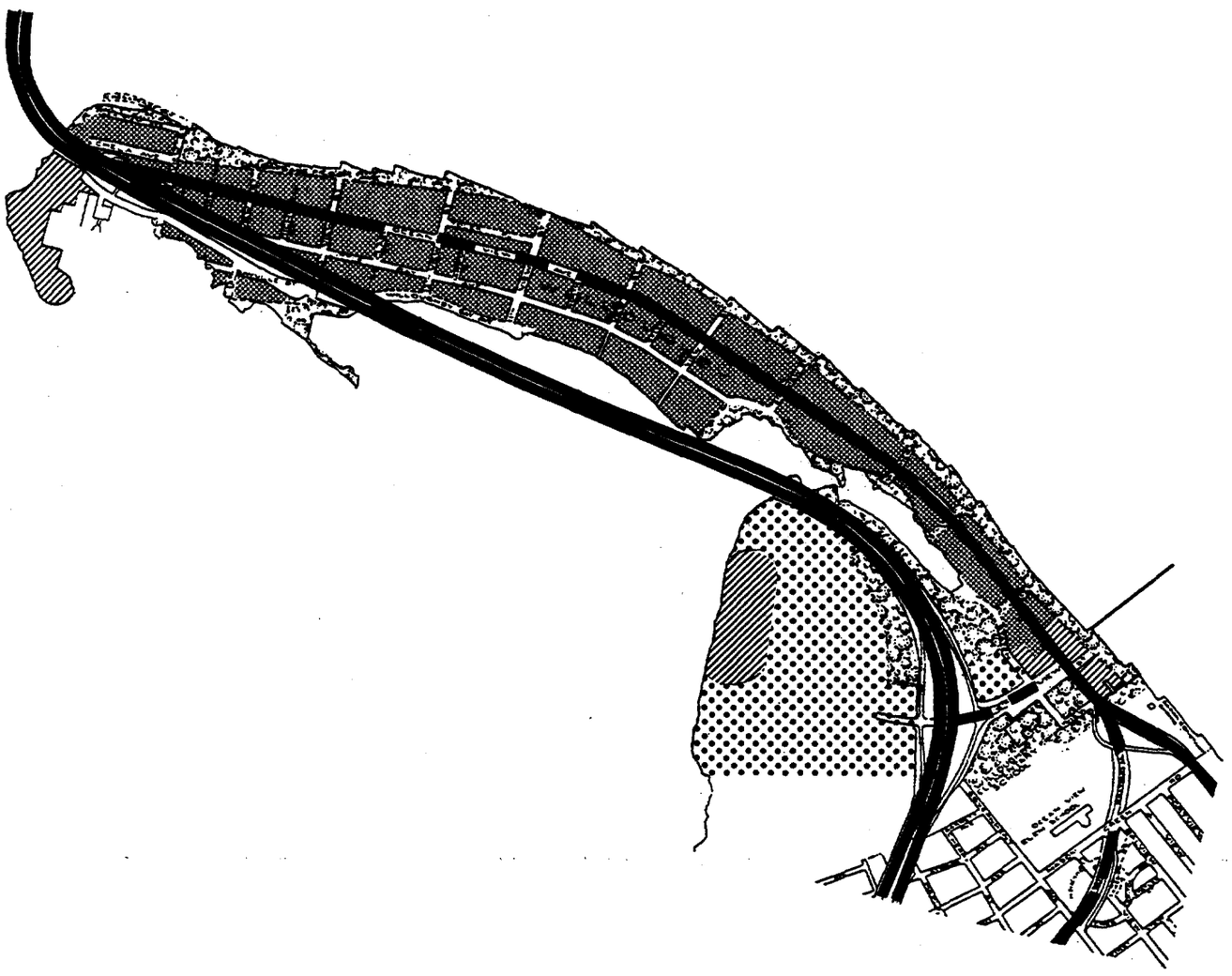
The area contains a mix of housing types, as many of the houses were constructed in each of the last six decades. The majority of structures are single family, with a few duplexes and apartments throughout the neighborhood. The 1990 Census shows that the total neighborhood population has remained near 2,700 since 1980. More importantly, the percentage of owner occupied housing is over 64%, well above the city average of 44%.

The residents of Ballentine Pace requested that the neighborhood be considered for a conservation program. After evaluating the needs of several neighborhoods, the Norfolk City Planning Commission recommended to City Council that Ballentine Place and nine other neighborhoods be referred to the Norfolk Redevelopment and Housing Authority for study.

In August of 1986, at the request of City Council, NRHA conducted a survey to determine the general condition of the properties in the area. It was found that the neighborhood housing had experienced a gradual decline since 1970. An increasing number of houses were found to need substantial repairs or renovation. In addition, assessed values were not keeping up with city-wide averages. These factors led to the adoption of a Conservation Plan for Ballentine Place in 1987.

The Conservation Plan was initially funded in July 1988 and has utilized four strategies to stabilize and improve conditions for the community. The primary strategy has been the use of low interest, rehabilitation loans to improve the condition of residential property.

WILLOUGHBY PLAN



Scale: 1"=1600'

- Medium Density Residential
- Mixed Uses
- Commercial/Office
- Education/Open Space/Etc.
- Freeway
- Arterial Street

NP–WIL–3

the current zoning patterns established in 1987, which are still considered to be appropriate.

OBJECTIVES/ACTION STRATEGY:

The following objectives and actions update those in the original plan with respect to the study prepared by the Urban Land Institute and the activity and accomplishments to date.

- **Conserve and upgrade housing that is structurally sound.**

Encourage a high level of maintenance throughout the neighborhood.

Support renovations to the old Ocean View cottages.

- **Encourage new residential development that is compatible with surrounding development and does not increase the density in the neighborhood.**

Encourage the efficient use of small scattered sites for housing.

Support development that increases home ownership in Willoughby.

- **Encourage private sector reinvestment and upgrading of commercial property.**

Support marina development activities at the ferry terminal site and Navy 4th View site.

- **Improve and maintain the existing public recreational facilities.**

Support the construction of a new recreational building at the Captain's Quarters Park.

- **Maintain and improve vehicular circulation.**

Support modifications to the Fourth View Street/Ocean View Avenue intersection.

Recognize the future need for possible expansion to Interstate 64 and the Hampton Roads Bridge Tunnel.

- **Maintain and improve all aspects of public infrastructure.**

Maintain and improve the condition of streets, curbs, gutters and sidewalks.

Provide adequate street lighting for pedestrian and vehicular safety.

- **Improve pedestrian access to the beach and to other generators.**

Support the continued use of beach accessways.

Support streetscape improvements that enhance the pedestrian environment and access.

- **Preserve and enhance the natural environment.**

Continue to support programs that reduce the effects of erosion on the community's waterfront.

Protect environmentally sensitive areas.

Implement the marsh walkway/interpretation project.

- **Improve the visual image of the community.**

Visually reinforce the gateways to the Willoughby community.

Support streetscape designs that reflect the residential character and bayfront setting of the area.

Maintain and improve the design quality of the built environment in Willoughby.

REALIZING THE VISION FOR NORFOLK

IMPLEMENTING THE VISION

PRINCIPLES FOR USING THE GENERAL PLAN

FOCUS FOR ACTION

IMPLEMENTING THE VISION

To achieve the vision for Norfolk described in this General Plan will require cooperation among the different segments of the community: government, business, and residents. To insure that we all work towards the common overall goals represented by the vision and policies in this plan will dictate close communications and coordination of activities. This can be accomplished through an implementation process that focuses on activities of strategic importance to the fulfillment of the vision.

IMPLEMENTATION PROCESS

The implementation process is that which brings the vision into being in accordance with the policies established in the General Plan. The process is one which determines the appropriate steps and priorities, identifies available resources and gauges the success of actions taken. It is an iterative process that begins with the General Plan, but is refined in a myriad of other budgetary, programmatic, and developmental processes. In a way, the implementation section of the General Plan sets the overall activity goals and objectives for the other processes involved and evaluates the progress over time. To organize those activities, a series of action plans, one for each plan component, will be developed and maintained. These plans will not be formal components of the General Plan but will be annual administrative plans focused on implementation programs.

The initial action plans form the framework for the refinements to be pursued in the next year or two. The plans represent initial strategic choices for realizing the vision for Norfolk's future and include recommendations on responsible agencies and timing. As with all strategic plans, there will be contingencies to deal with and modifications based on changing resources and opportunities. The annual updates will be able to adjust the focus of activity based on decisions and events during the year.

Approval of the action plans will endorse the initial intent and direction of the implementation strategy, but will not bind decision makers in an absolute and final sense. Approval will be a ratification of the implementation process as it relates to the vision of Norfolk.

IMPLEMENTATION POLICIES

There are some specific tools that will rely heavily on the General Plan for direction. Guidelines for interpreting the plan in these instances are needed to insure that the plan is not misinterpreted. The following section therefore provides these guidelines. Some of these specific implementation tools are the update and application of the Zoning Ordinance, the City Goals and Objectives process, the various budget preparations, and other environmentally related development procedures.

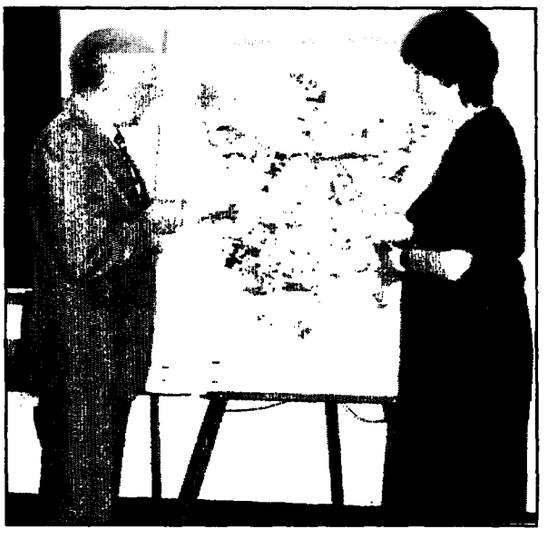
PERIODIC EVALUATION AND UPDATE

The implementation process in this plan also advocates a periodic evaluation of the success of implementation efforts in order to measure the continued appropriateness of both the plan and the strategies to achieve the plan and to provide appropriate feedback to the other procedures involved. The appropriate period for this evaluation would seem to be either on an annual or biennial basis as determined by the needs of related schedules.

As a logical extension of the periodic evaluation of the success of the plan, there should be a programmed amendment of the vision, the plan, and the action plan strategies if warranted by the evaluation. This amendment process should not be undertaken lightly, or without justification in terms of changes in the assumptions, or conditions on which the original plan is predicated. This opportunity for update and amendment is an iterative one occurring at the end of the evaluation process.

The remaining sections of this chapter refine the concepts outlined above concerning the interpretation of the General Plan in relationship to specific implementation tools and procedures, the action plan preparation process, and the evaluation and update schedule.

PRINCIPLES FOR USING THE GENERAL PLAN



To be useful a General Plan has to strike the right balance. It cannot be too rigid, nor too vague. It must be flexible while providing firm guidance. Ideally, the plan should not be amended without changes in assumptions, conditions, or general policies on which it is based. At the time of adoption it is generally easy to interpret the plan. The further from adoption, the less likely that the plan will provide direct guidance. The periodic evaluation of the plan, its assumptions and vision allow for affirmation of the plan and adjustment if needed, thereby extending the life of the plan. However, there will always be a need to relate the plan to specific decisions and implementation tools, which will require an interpretation of exactly what was intended by the plan. To assist in this process, following are summarized general interpretation principles and caveats that will help guide decision makers in the interpretation of the General Plan and in the application of specific implementation tools.

GENERAL GUIDELINES

The Code of Virginia (Section 15.1-456) states that the City's adopted General Plan "shall control the general or approximate location, character, and extent of each feature shown on the plan." Unless a particular use or facility is specifically shown on the adopted plan, it cannot be constructed until reviewed by the Planning Commission and determined to be substantially in accord with the plan. The following principles are intended to assist the Planning Commission in making such General Plan conformity interpretations.

Principles for Map Interpretation of Land Uses and Locations

1. Land uses have been generalized so that tracts of less than three acres generally are not shown on the General Plan map. However, if these small uses are in keeping with the policies and objectives of the plan, they can be interpreted to be in conformance with the plan.

2. Locations of proposed facilities are generalized where no site has been approved, and specific where a site has already been selected. Where no site has been approved, the symbol is placed in the general area where the need has been demonstrated. The specific location will be determined by the site selection process.

3. Land uses depicted on the General Plan map represent the desirable long range pattern, not the existing land use pattern.

4. The General Plan map depicts only freeways and arterial streets, not collector and local streets.

Principles for Transition of Land Uses

1. Over time there will be proposals that are supportive of the future vision of Norfolk as stated in the General Plan, but which are not depicted on the plan map. Decision makers must make a determination if the proposal is an appropriate interpretation of the vision, and therefore that it is appropriate to amend the map. The map is therefore subordinate to the vision in the long range plans for Norfolk. It is a guide that is a point-in-time reflection of the consensus of the decision makers and is subject to change for cause.

2. In some cases the text will indicate a probability of change in an area over time, but only include a list of potential new uses or evaluation criteria for new uses. In those cases where the potentials vary widely, the current use has been depicted on the map rather than an arbitrary choice of one of the potential uses. This does not mean that a change in land use is not supported by the plan. The plan is more than a map. It includes the policies and qualitative statements in the text as well.

RELATIONSHIP TO THE ZONING ORDINANCE

Principles for Relating the Zoning Map to the General Plan Map

1. The zoning map is based more on the existing land use pattern at the lowest intensity possible. The General Plan map is available for support in considering rezoning applications when specifics of proposed development can be evaluated in light of the General Plan.

2. Proposed changes in the zoning map should be guided by both the General Plan map and the pertinent text sections as to the intent for the area in question. This is especially true for properties less than three acres in size.

Principles for Application and Interpretation of Land Use Intensities

1. Within each of the major land use categories there are a limited range of intensities. However, the zoning districts may differentiate more than the General Plan map range of intensities. For example, the plan map groups all types of retail and office uses together. In the zoning ordinance there is a distinction between highway retail, shopping centers, and office parks, among other uses in this group. The application of these districts will be guided in general by the map, the qualifying text

in describing the patterns in each of the major components, and the requirements of the districts.

2. The initial mapping of the Zoning Ordinance will reflect more the existing uses than the proposed uses, except where transition is clearly underway or reflects the stated policies of the City.

Principles for Application and Interpretation of Housing Densities

1. For clarity purposes, densities have been mapped on a block basis in terms of the predominant proposed density on the block.

2. In cases where there are a variety of proposed densities in a block and there can be a demarcation of a portion of a block so that the map will reflect detail at a size of three acres or more, the block has been split into two or more portions.

3. Blocks may also reflect different densities if there is an intervening non-residential use.

4. It should be noted that the definitions of the three broad density ranges are not as fine tuned as the densities of the various residential zone districts. Therefore, justification for application of any residential zone district should be based not only on the map, but also on the text describing that map and the principles for locating and protecting various types of housing.

Principles for Application and Interpretation of Conditional Zoning

1. Proffered conditions should be examined in light of the General Plan vision, policies, and plan map, and not accepted unless they are in agreement with all three and will further the vision for Norfolk.

2. Proffered conditions should relate only to the use and operation of the property for which the conditional zoning is sought and should address mitigation of any potential negative impacts on adjacent properties.

3. Proffered conditions should be clearly stated and readily enforceable.

RELATIONSHIP TO CITY GOALS AND OBJECTIVES

Periodic Updates

1. The adopted General Plan should be considered the context for the updates of the City's administrative Goals and Objectives. It should provide a broad framework within which the updates are developed. The time horizon for the goals and objectives is shorter than for the General Plan. Therefore, there may be times

when the priorities of the two are not always in concert. However, there should not be conflict between the overall vision as expressed in the General Plan and the specifics of the Goals and Objectives update.

2. The annual/biennial amendments to the vision and the plan and the maintenance of the action plan strategies should reflect the experience with the achievement of the City Goals and Objectives and the periodic updates.

RELATIONSHIP TO BUDGET PROCESSES

Operating Budget

1. The Operating Budget should be compatible with the Vision of Norfolk offered by the General Plan, but may have differing priorities due to the differing time frames. The General Plan vision and action plan strategies are inputs into the Operating Budget process.

2. The Operating Budget process will help define the resources available to spend on achieving the plan.

Capital Improvements Budget

1. The Capital Improvements Budget process should not include major new projects unforeseen in the General Plan, including the action plan strategies. If it does, it should be well justified and provide grounds for amending the General Plan. Repairs and minor modifications to existing facilities would not be defined in the General Plan. This is in keeping with the Virginia law requiring a General Plan conformity review for capital improvements as articulated in Section 15.1-456 of the Virginia Code.

2. The action plan strategies will provide a starting point for determining priorities for the Capital Improvements Budget, just as the results of the CIP process will aid in the evaluation of the General Plan, the vision, and the action plan strategies.

Community Development Block Grant Budget

1. The Community Development Block Grant program and budget process interacts with both the operating and capital improvement program budget processes. As such, the guidelines offered for both of them are equally valid in this process as well.

2. The Community Development Block Grant program should be consistent with and further the vision, goals, and objectives of the General Plan.

RELATIONSHIP TO ENVIRONMENTAL PROCESSES

Chesapeake Bay Preservation Act

1. The General Plan defines Chesapeake Bay Preservation Areas schematically and establishes policies with regard to activities within the designated areas. The Chesapeake Bay Preservation Act is implemented through numerous City ordinances. The Preservation Area, including both the Resource Protection Area and the Resource Management Area, is handled as an overlay zone both in the zoning ordinance text and on the zoning map. The zoning ordinance/map should prevail in any determination of Chesapeake Bay Preservation Areas. In some cases, field verification may be needed.

2. The General Plan in this case establishes the policy context with details of implementation being found in various codes and ordinances.

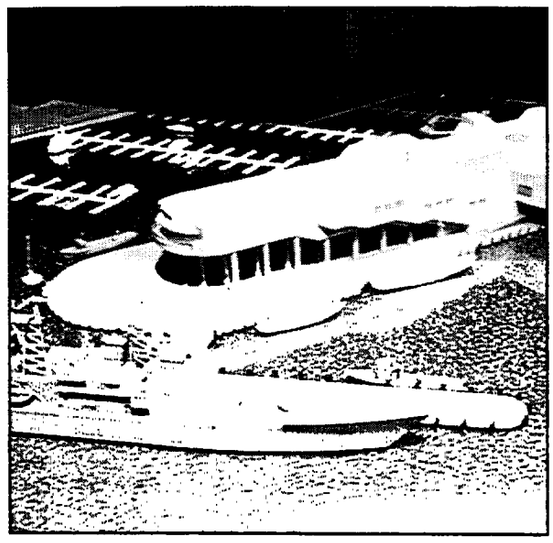
Environmental Impact Assessments and Statements

1. The General Plan, including the more detailed neighborhood plan summaries, shall act as the primary indication of the scope of contemplated actions in an area. Once the plans for a particular site or portion of the city have been environmentally cleared, additional clearance shall not be necessary unless the scope of impact is increased by amending the plan, or transitory environmental impacts of development/redevelopment are deemed to be severe enough to prohibit the technique employed.

Natural Features

1. The General Plan contains numerous policies relating to the protection and enhancement of natural features (wetlands, dunes and beaches, mature trees, etc.). The General Plan map only portrays individual sites larger than three acres, not smaller sites. Similarly where an area is predominantly residential but also includes small wetlands areas, the General Plan map designates the area as residential. Whether these environmentally sensitive areas are shown on the map or not, the General Plan policies apply as do all other applicable codes and ordinances.

FOCUS FOR ACTION



Achievement of the vision for Norfolk represented in this plan will be initiated by the strategies reflected in the action plans for each of the plan components and managed through the process for periodic evaluation and update of the General Plan. These processes thus are the focus for action. This section details those processes.

ACTION PLANS

The *Focus for Action* sections of each of the components of the General Plan identify the priorities for the two time frames: from now until 2000 and between 2000 and 2020. Within that framework strategic decisions on how to address those priorities and in which order are needed. The proposed "Action Plans" would provide recommendations on an annual basis as to which activities should be pursued, who should be responsible for coordinating them, and who should be involved. In essence, this would be a recommended annual work program for realizing the General Plan vision. It would be a separate document from the General Plan, but it would also be a strategic refinement of it. As such, the "Action Plans" would be prepared by the City Planning Commission, submitted to the City Manager and City Council for approval and/or modification and use in determining the allocation of human and monetary resources.

The "Action Plans" would not be formal amendments to the General Plan and therefore need not be adopted by City Council. The "Action Plans" are not meant to be mandates that eliminate budgetary and managerial flexibility, but rather to provide advisory guidance representing general consensus as one of many factors to consider in decisions on the allocation of time, effort, and money. Therefore, the Council action sought would be more in terms of general policy direction and specific comments rather than adoption of the plans. The administration of the "Action Plans" would be the responsibility of the City Manager. Actual assignments would be made based on the recommendations of the plan and City Council's consent or proposed modifications. The "Action Plans" become a means of communicating the current priorities of the vision for Norfolk.

The "Action Plans" would be prepared based on an assessment of the current opportunities, likely available resources, and recent progress. They would also take into account changes in the general circumstances and conditions that influenced the selection of particular strategies over others. These include legislative, economic, and social conditions and circumstances in which the City has to function.

The "Action Plans" would be developed early in the fiscal year after the results from the previous year are known, including the adoption of budgets, goals and objectives for the current fiscal year. The plans would be available for input in the budgetary processes for the following year, but could also address current year items.

EVALUATION AND UPDATE OF THE VISION

If the vision represented in this General Plan is to be useful in guiding the decision makers in Norfolk, the vision must remain valid and current. In addition, there needs to be an assessment of the progress made towards the achievement of the vision. In the past there have been periodic reviews and amendment of Norfolk's General Plan, but no systematic review of the progress made towards achievement of the objectives. Restructuring the evaluation process should focus on achievement of the vision.

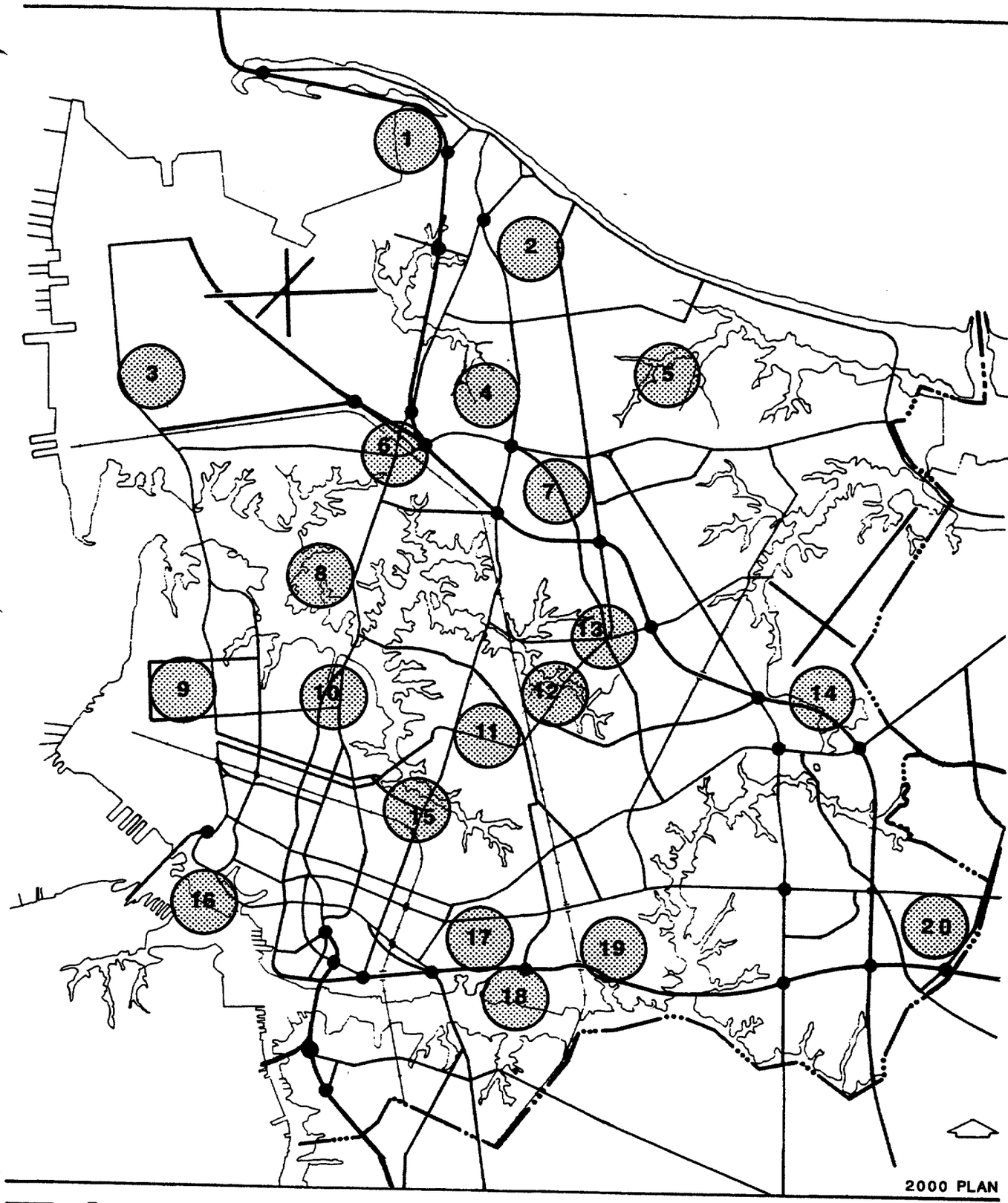
The means for shifting this focus will be an annual "State of the General Plan" report that will note the progress made towards achieving the overall vision, including both the long term and short term progress. The latter would be represented by the degree the strategic "Action Plans" have been executed. There would be a reassessment of the overall vision, including a summary of changing circumstances and opportunities with which the City has to contend. This report would be a tool to communicate the current status and direction of the vision for Norfolk to City Council, City management, and citizens of Norfolk. It would be a staff document prepared by the Department of City Planning and Codes Administration, but would be an input to amendments and updates of the General Plan and the "Action Plans" prepared by the City Planning Commission.

Amendments to the General Plan would be made both for cause as outlined in the "State of the General Plan" report, and as a detailing and refinement of the plan for a smaller geographic area as that portion of the work program is accomplished. As outlined in the *Neighborhood Planning* chapter, all future area plans will include a summary to be adopted and added to the *Neighborhood Plan Summaries* portion of that chapter. In the Economic Development, Housing, and Neighborhood Planning chapters several areas were recommended for study between now and the year 2000 for a variety of reasons. Each of these areas would have summaries prepared and included in the Neighborhood Plan Summaries portion of the Neighborhood Planning chapter. Map RV-1 identifies these land use studies.

IN SUMMARY...
The planning process is not completed with the adoption of the General Plan. Rather, it has merely begun. The intent is to coordinate actions of the City of Norfolk, and its corporate and private citizens in order to reach a commonly agreed to vision of the future. To do this will require strategic plans for action, periodic assessment of the progress made and surrounding circumstances, and timely adjustment of the long term vision and short term strategies to reflect changing status.

LAND USE STUDIES (MAP RV-1)

1. Fourth View Site
2. Ocean Air Apartments
3. Benmoreell Housing
4. Oakdale Farms
5. Hewitt Farms
6. Wards Corner
7. Chesapeake Manor/Washington Park
8. DePaul Medical Center
9. Old Dominion University
10. Granby Street
11. Fairmont Park
12. Estabrook
13. Norview
14. Lake Wright
15. Lindenwood
16. Front Street
17. Norfolk State University
18. Chesterfield Heights
19. Ingleside
20. Newtown South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2000 PLAN
Freeway
Arterial
Interchange

APPENDICES

A: ACKNOWLEDGMENTS

B: BACKGROUND PAPERS

C: PHOTO CREDITS

D: AMENDMENTS

A: ACKNOWLEDGMENTS

The preparation of this General Plan took more than three years from the assignment by the City Council in the summer of 1988 to its adoption on January 28, 1992. The final document has benefitted from the involvement of many individuals and groups in the initial analysis, the preparation of background and issue papers, the discussion of issues, the drafting of the final document, and the review of that draft. While it is impossible to mention everyone who was involved, we would be remiss without acknowledging the primary individuals responsible for designing the process, providing input to and comments on the plan, and drafting the contents of this document. Below are listed the members of City Council and the City Planning Commission at the time of adoption of the plan, including former members who worked on the plan. Also listed below are current and former Department of City Planning and Codes Administration staff who did the staff work on the General Plan. (Note that persons who contributed but left their positions before the adoption of the General Plan are designated by an asterisk.)

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We would also like to acknowledge the contributions of the City departments and agencies who provided input to and comments on the background papers and the chapter drafts in their respective areas of expertise. Virtually all City departments and agencies contributed.

Similarly, we would like to thank those civic groups and individual citizens who offerred suggestions in the public workshops and the public hearings prior to adoption of the General Plan by the City Planning Commission and the City Council.

B: BACKGROUND PAPERS

The process followed to prepare the General Plan was one which identified issues and concerns, discussed them, and then reached consensus on future directions which were subsequently incorporated in the draft chapters and then debated again. To give structure to this debate some fifty background and issue papers were prepared over a two year period before any chapters were drafted. Those background papers and the month in which they were initially presented to the City Planning Commission are listed below:

BACKGROUND PAPERS:

Preliminary Land Use Proposals; Tentative Decision Areas --- *January, 1989*

Strategic Decision Areas Process --- *January, 1989*

General Plan Parameters --- *March, 1989*
- Population
- Economy
- Housing
- Transportation

Chesapeake Bay Preservation Act --- *March, 1989*

A Vision for Norfolk --- *July, 1990*

General Plan Land Use Policies --- *September, 1990*
- Realizing the Vision of Norfolk's Future (partial draft)
- Housing Land Use Policies
- Economic Development Land Use Policies
- Living Community and Public Services Land Use Policies

The General Plan of Norfolk - Legal Aspects --- *September, 1991*

ECONOMIC DEVELOPMENT:

Norfolk in the Hampton Roads Economy --- *September, 1989*

The Norfolk Waterfront --- *October and December, 1989*

Entrepreneurship and the Small Business in Norfolk --- *October, 1989*

Tourism Impact --- *October, 1989*

Economic Impact of Major Institutions in Norfolk --- *October, 1989*

The Economic Impact of the Military --- *October, 1989*

Future Trends: Norfolk in a High Tech Global Economy --- *November, 1989*

Coordination of Norfolk's Economic Development Efforts --- *November, 1989*

The Norfolk Labor Supply --- *January, 1990*

Land Supply in Norfolk --- *January, 1990*

HOUSING:

Norfolk in the Hampton Roads Housing Market --- *September, 1989*

The Shape of Norfolk's Housing Supply Profile --- *October, 1989*

The Shape of Norfolk's Housing Demand Profile --- *October, 1989*

Market and Neighborhood Viability --- *October, 1989*

Fair Housing --- *October, 1989*

Fiscal Impact of Housing --- *October, 1989*

Residential Density --- *December, 1989*

Special Housing Needs: Elderly and Handicapped Households --- *December, 1989*

Impacts of the Student Housing Market on Housing in Norfolk --- *December, 1989*

Military Housing Demand in Norfolk --- *December, 1989*

Housing -- Social Services Linkages --- *March, 1990*

Special Housing Needs: Low and Moderate Income Households --- *September, 1990*

Housing Quality in the City of Norfolk --- *January, 1991*

TRANSPORTATION:

Norfolk's Highway System: Trends and Future Challenges --- *July, 1990*

Public Transportation for Norfolk: Trends and Future Challenges --- *January, 1991*

ENVIRONMENTAL QUALITY:

Noise Impacts in Norfolk --- *June, 1990*

Solid and Hazardous Waste Management --- *July, 1990*

Energy Implications for Norfolk --- *July, 1990*

Historic Preservation --- *July, 1990*

Community Design --- *July, 1990*

Natural Features --- *April, 1991*

Water Quality --- *April, 1991*

Air Quality --- *April, 1991*

Agriculture and Forestal Land --- *April, 1991*

COMMUNITY FACILITIES:

Cemeteries in Norfolk --- *March, 1990*

Educational Facilities --- *March, 1990*

Library Facilities --- *March, 1990*

Cultural Facilities --- *May, 1990*

Administration and Maintenance Facilities --- *May, 1990*

Health and Human Services Facilities --- *May, 1990*

Utilities --- *May, 1990*

Criminal Justice and Public Safety Facilities --- *May, 1990*

Recreation Overview for the General Plan --- *October, 1990*

C: PHOTO CREDITS

Throughout the General Plan are many photographs and sketches illustrating various topics and concepts. These pictures were taken primarily by Department of City Planning and Codes Administration staff, although some were obtained from other sources. The list below identifies the subject of each photograph or sketch, the general location, and the origin of the photo/sketch.

PAGE	SUBJECT	ORIGIN
COVER:	Panoramic view from the Dominion Tower, Downtown Norfolk	Staff Photograph
A VISION FOR NORFOLK:		
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VN-3	MacArthur Memorial, Downtown Norfolk	Staff Photograph
VN-5	Norfolk International Terminals, Elizabeth River	Staff Photograph
VN-6	Cruise ship and pleasure boat on the Downtown waterfront	Staff Photograph
VN-7	Dare Bear and McGruff	Staff Photograph
VN-8	Visiting tallship, Town Point Park	Staff Photograph
VN-9	Staff presentation to the City Planning Commission, City Hall	Staff Photograph
ECONOMIC DEVELOPMENT:		
ED-1	Aerial view of Downtown Norfolk	NRHA Photograph
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ED-10	City staff working at computers, City Hall	Staff Photograph

PAGE	SUBJECT	ORIGIN
ED-12	Downtown Norfolk skyline from the Elizabeth River Ferry	Staff Photograph
ED-14	Norfolk International Terminals, Elizabeth River	Staff Photograph
ED-17	Norfolk World Trade Center, Downtown Norfolk	Staff Photograph
ED-19	"The Tourists," Sculpture on the Downtown Norfolk waterfront at Waterside	Staff Photograph
ED-20	Jones Institute for Reproductive Medicine, Eastern Virginia Medical Center	Staff Photograph
ED-22	Ships alongside piers, Naval Base Norfolk	Staff Photograph
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HOUSING:		
HSG-1	Aerial of new housing, Middle Towne Arch	NRHA Photograph
HSG-7	Typical homes, Glengariff	Staff Photograph
HSG-9	Knox Towers and other housing, Ghent Square	Staff Photograph
HSG-11	Rehabilitated housing, Lafayette-Winona	Staff Photograph
HSG-13	Mission College Apartments, Brambleton	Staff Photograph
HSG-15	Home Companion Services for the Elderly	Norfolk Department of Public Health Photograph

PAGE	SUBJECT	ORIGIN
HSG-20	Children playing at the Early Works Center in Ghent	Staff Photograph
HSG-23	Rendering of Diggs Town improvements, Campostella	UDA Architects Sketch

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T-21	High Occupancy Vehicle lane sign, I-64	Staff Photograph
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EQ-12	Clouds and clean air in Norfolk	Staff Photograph
EQ-14	Tidal wetlands, Lafayette River	Staff Photograph
EQ-17	Solar panels on roof, Roland Park	Staff Photograph

PAGE	SUBJECT	ORIGIN
EQ-19	Southeastern Public Service Authority recycling pick-up	Staff Photograph
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CD-6	Palace Shops, 21st Street	Staff Photograph
CD-7	Compatible residential infill, Park Place	Staff Photograph
CD-8	Civic Center Plaza, Downtown Norfolk	Staff Photograph
CD-10	Redesigned Main Street, Downtown Norfolk	Staff Photograph
CD-11	Private landscaping, Glengariff	Staff Photograph
CD-13	Chesapeake Bay from beach accessway, Ocean View	Staff Photograph
CD-14	Commercial renovation in the 100 block of Granby Street, Downtown Norfolk	Staff Photograph
CD-15	Staff reviewing plans, City Hall	Staff Photograph
CD-16	Sherwood Forest Elementary School activity sign, Sherwood Forest	Staff Photograph

PAGE	SUBJECT	ORIGIN
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CC-7	Norfolk fire truck	Staff Photograph
CC-10	Public Health education	Norfolk Department of Public Health Photograph
CC-13	Norfolk Circuit Court Building	Staff Photograph
CC-14	Pipes at a utility construction site	Staff Photograph
CC-16	Forest Lawn Cemetery	Staff Photograph
CC-17	Norfolk Civic Center, Downtown Norfolk	Staff Photograph
CC-19	PACE (Police Assisted Community Enforcement) Logo	Courtesy of the Norfolk Police Department
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LC-14	Maury High School	Staff Photograph

PAGE	SUBJECT	ORIGIN
LC-17	Chrysler Museum	Staff Photograph
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LC-21	Town Point Park during Harborfest, Downtown Norfolk	NRHA Photograph
NEIGHBORHOOD PLANNING:		
NP-1	Heutte Garden Center in the Terminal-on-the-Square, Ghent Square	Staff Photograph
NP-4	Olde Huntersville Development Corporation Executive Director Bea Jennings with new owner of OHDC built home, Huntersville	Staff Photograph
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NP-BAL-1	Home in Ballentine Place	Staff Photograph
NP-BAY-1	Home in Bayview	Staff Photograph
NP-BERK-1	Home in Berkley	Staff Photograph
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NP-CAMP-1	Early Childhood Education Center, Campostella-Campostella Heights	Staff Photograph
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PAGE	SUBJECT	ORIGIN
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NP-EVMC-1	Eastern Virginia Medical Center sign	Staff Photograph
NP-EDG-1	Canterbury Center in Edgewater-Edgemere	Staff Photograph
NP-GLEN-1	Home in Glenrock-Military Circle	Staff Photograph
NP-GHT-1	The Hague pedestrian bridge in Greater Ghent	Staff Photograph
NP-HTMA-1	Park in Haynes Tract-Middle Towne Arch	Staff Photograph
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NP-MID-1	The Coca-Cola bottling plant, Mid-Town Industrial Area	Staff Photograph
NP-NCP-1	The Lombart Instrument Company building, Norfolk Commerce Park	Staff Photograph
NP-NCOL-1	Marina on Knitting Mill Creek, North Colley	Staff Photograph
NP-PKCR-1	Apartments in Park Crescent	Staff Photograph
NP-PKPL-1	Munson Park in Park Place	Staff Photograph
NP-ROSE-1	Tanners Creek Elementary School, Rosemont-Oakwood	Staff Photograph
NP-TITUS-1	Home in Titustown	Staff Photograph
NP-WOV-1	Pinewell By the Bay beachfront homes in West Ocean View	Staff Photograph

PAGE	SUBJECT	ORIGIN
NP-WIL-1	Beachfront home in Willoughby	Staff Photograph
REALIZING THE VISION FOR NORFOLK:		
RV-1	Harbor Park in Downtown Norfolk	Staff Photograph
RV-3	Dr. William L. Craig, Jr., Chairman of the City Planning Commission, reviews the General Plan map with staff	Staff Photograph
RV-8	Model of Nauticus, the National Maritime Center	National Maritime Center Photograph

D: AMENDMENTS

This General Plan is meant to be a living document. To that end the document has been published in looseleaf form. As policies and maps are changed, the affected pages will be changed and substituted within the document. This appendix lists all the amendments to the General Plan in chronological order, briefly describes the subject and the change, and gives the pages that were changed.

DATE	AMENDMENT SUBJECT	PAGES/MAPS
July 28, 1992	Deleted the West Ghent By-Pass, Text and Map amendment	Pages: T-25 to T-31 Maps: Remove by-pass from all 2000 base maps
October 13, 1992	Map change in land use from low density residential to institutional of former Winn Nursery site	Maps: VN-2, HSG-5

Residents have expressed a need for more recreational facilities, such as playing fields, basketball courts, and playground equipment. Placing these facilities at Campostella Elementary School site is desired. The eventual development of passive open space at the Campostella landfill will add to the neighborhood's recreation inventory.

Overall, the neighborhood's infrastructure is in good condition. Most of the street are in relatively good repair, although there are rough spots in scattered locations. Storm drainage does not present a problem, except on Oakwood Street at its intersections with Montclair, Springfield, and Princeton Avenues. To improve low pressure water problems, the Department of Utilities has initiated a project to replace deteriorated water mains throughout the neighborhood.

OBJECTIVES/ACTION STRATEGY:

- **Enhance residential communities through capitalizing on strengths while resolving problems.**

Implement a conservation program for the Campostella and Campostella Heights areas.

Encourage compatible infill development in Campostella and Campostella Heights while maintaining residential character.

Continue physical and social improvement efforts in Diggs Town and Oakleaf Forest.

- **Improve commercial areas, recognizing their physical as well as economical impacts on the neighborhood and city.**

Initiate concentrated code enforcement for commercial and industrial areas.

Foster appropriate development of the Hodges House.

- **Pursue economic development opportunities.**

Continue to pursue the orderly transition in Newton Park, appropriately marketing City-owned land.

Encourage more intensive development of Halstead Park with a compatible range of uses.

Solicit attractive and quality commercial development on City-owned land on Indian River Road.

- **Enhance recreational facilities in the area.**

Increase facilities at the Campostella Middle School.

Re-use the Campostella landfill for passive open space.

- **Improve and protect environmental features.**

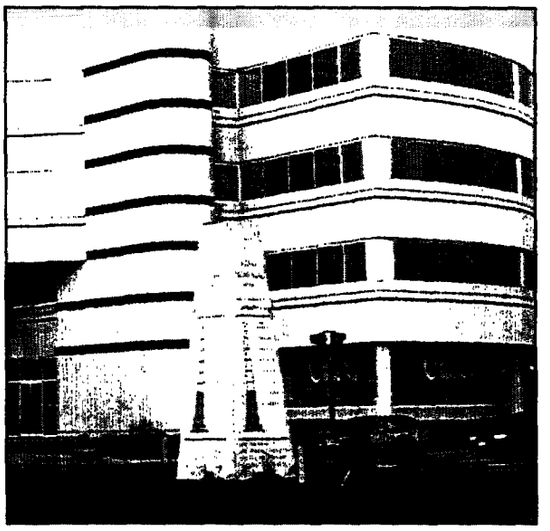
Implement programs designed to protect and enhance remaining wetlands.

- **Continue circulation improvements.**

Implement improvements planned for Campostella Road, Indian River Road, and Wilson Road.

Continue to monitor the impact of commuter traffic on residential areas and resolve problems as appropriate.

CHURCH STREET AREA



PUBLISHED REPORTS AND STUDIES:

Church Street: A Community Development Plan
Church Redevelopment Plan, 1977
Wood Street Redevelopment Plan, 1978

BACKGROUND:

The Church Street corridor encompasses the land area between Virginia Beach Boulevard, City Hall Avenue, Saint Paul's Boulevard, and Tidewater Drive. Land uses are generally located one to two blocks east or west of Church Street, the arterial which bisects the corridor.

One of the original streets laid out in Norfolk, Church Street is an integral part of the city's history. On high ground the area was one of the first to be developed, growing as the city grew. For much of the twentieth century, the area was a viable commercial district. Gradually the area began to decline in response to changing economic, social, and physical conditions, until the situation eventually warranted strong action for effective change. In 1977, City Council approved the Church Street redevelopment plan and in 1978 the related Wood Street redevelopment plan, both of which recommended substantial amounts of clearance and rebuilding. Thirty-nine acres would undergo transformation as revitalization of the area began.

The face of Church Street has changed. The new landscaped road has been widened to four lanes between Bute Street and Goff Street, part of the planned improvement of the road north to Granby Street. Abutting the improved road are new commercial uses as well as existing businesses that have been renovated and expanded. Examples of the latter are Norfolk Packing Company and Goldberg Hardware.

The regional mail facility has been relocated into the area. More office space has been added to the corridor with the construction of the 600 Building. A new headquarters for the International Longshoremen's Association, Local 1248 was also built. New retail space has also been developed, with the building of two shopping centers attractively designed as one known as Church Square. A third and larger shopping center, Church Street Crossing, is under construction.

Improvements will continue within the redevelopment project. At the intersection of Brambleton Avenue and Church Street, a traffic island has been created for the erection of the Martin Luther King, Jr. Memorial, the design of which has been approved. A few sites remain and are being marketed for additional commercial development.

Outside the redevelopment project the potential for change also exists. The Church Street corridor will be affected by planned circulation improvements for the Downtown. Realignment of the southern terminus of Church Street along Bute Street to connect with Saint Paul's Boulevard is planned. Possibilities for land use changes may emerge as the transportation plan becomes more detailed.

Residential uses are located in the corridor as well. Of concern is a small four block residential located east of Chapel Street. In the 1986 housing survey, conditions were rated as major deterioration and dilapidated, conditions similar to those found in other redevelopment projects. The feasibility of expanding the Church Street project boundaries, or initiating a separate project, for this area should be studied. The redeveloped land would be available for additional commercial activity which has proven viable for this area.

Other residential areas include the public housing developments of Calvert Square (313 units), Young Terrace (752 units), Tidewater Gardens North (425 units) and Tidewater Gardens South (200 units). These areas are included in system wide efforts to enhance conditions in public housing. Renovation efforts have recently been completed in Tidewater Gardens. Additional activities to increase handicap accessibility and improve lighting are planned. Residents are active as well, recipients and mangers of a federal grant to enhance residents' organizational capacity.

Many of the goals for the area have been reached. Pertinent objectives for remaining activities are listed below.

OBJECTIVES/ACTION STRATEGY:

- **Complete the revitalization of the Church Street corridor.**

Study the feasibility of expanding the redevelopment plan to include area to the east.

Continue to market available sites for additional commercial development.

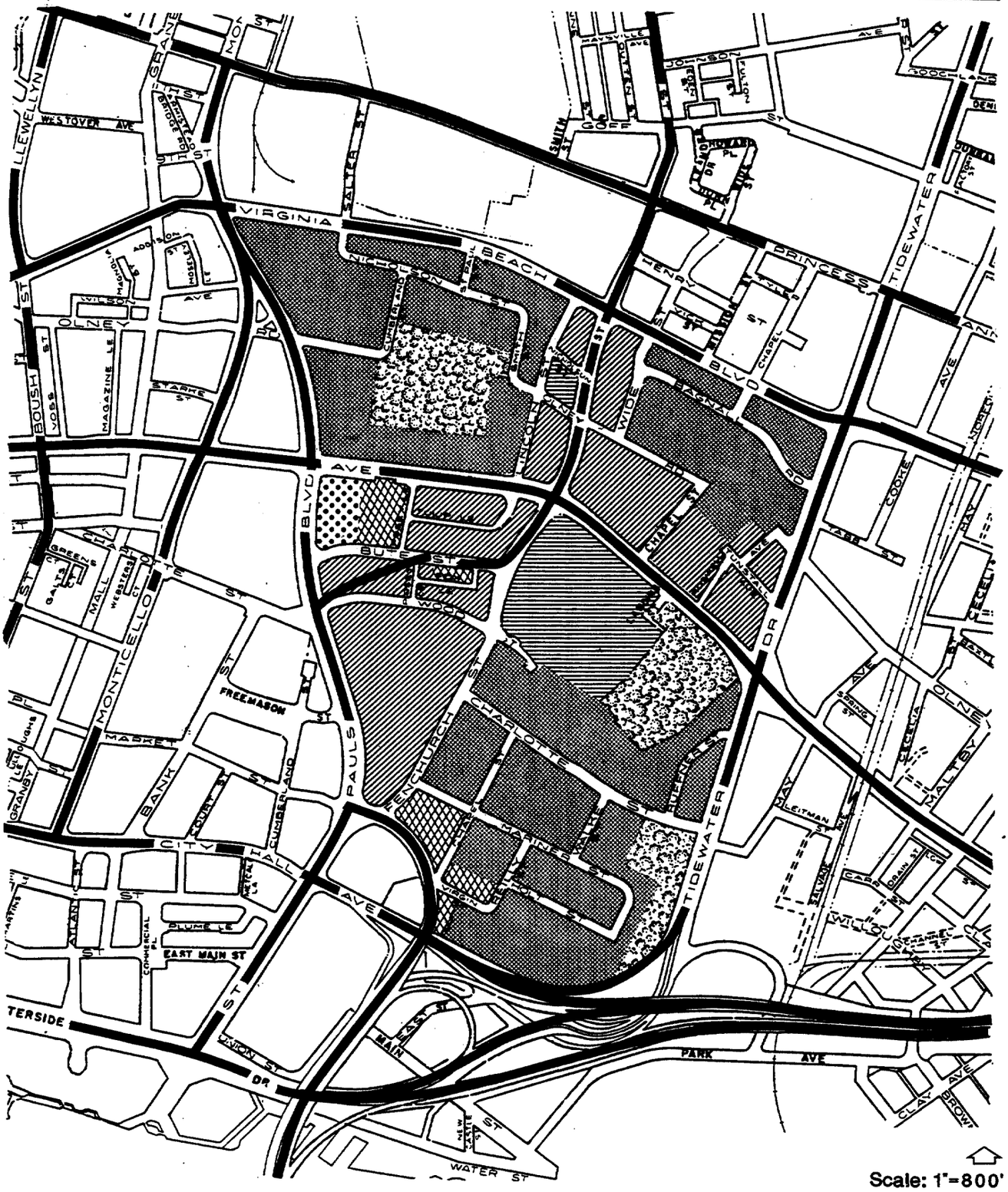
- **Pursue planned circulation improvements.**

Study land use implications of planned circulation changes.

- **Enhance the environment of public housing areas.**

Complete renovations designed to create a better neighborhood setting in these areas.

CHURCH STREET AREA PLAN



- Low Density Residential
- Medium Density Residential
- Commercial/Office
- Freeway
- Institutional
- Education/Open Space/Etc.
- Mixed Uses
- Arterial Street

NP-CHST-3

COLONIAL PLACE-RIVERVIEW

PUBLISHED PLANS AND STUDIES:

Colonial Place-Riverview General Development Plan, 1972
Colonial Place-Riverview Conservation Plan, 1973
Central Granby Street Commercial Area Plan, 1991

BACKGROUND:

The Colonial Place and Riverview neighborhoods are situated on the southern bank of the Lafayette River about 2 1/2 miles north of Downtown. The neighborhood boundaries are generally the Lafayette River on the north and east, City Park and 38th Street on the south, and Knitting Mill Creek and the extension of Mayflower Road on the west. Riverview is that portion of the neighborhood east of Granby Street.

Development of the neighborhood occurred during the twentieth century, with the majority of homes constructed before 1940. A neighborhood of predominantly single family homes, over 60 percent of the housing, the area began to transition in the 1960's from older households in the declining phase of the family life cycle to younger growing families. In 1990 there were 4,432 residents in the Colonial Place and Riverview neighborhoods from a variety of age groups. There still is a higher than average concentration of elderly residents with 19 percent of the population over age 65, compared with 10 percent citywide. The area was also successfully integrated during the 1960's and remains so today.

Predominantly residential in character, the neighborhood also has an older, underutilized commercial corridor along Granby Street. The prevailing residential building types are single family detached structures of one and two stories. There are multi-family and duplex structures scattered throughout the district, contributing to the variety of architecture in the area.

At the time the original plan was drafted, various data were collected to depict the existing conditions in the neighborhood and to identify future problems. The original analysis concluded that while the area "did not have severe physical problems, there existed the potential for the development of future problems if changes were not directed into constructive channels." This same conclusion is still valid. The area still has an aging housing supply that needs to be monitored to insure good housing quality is maintained.

Given the age of the neighborhood, housing quality will always pose a potential problem. Two of the major actions called for in the 1972 Plan were for some type of conservation

program to maintain and improve housing quality and an occupancy permit program. Both were adopted in 1973 and have been in place ever since. However, the area will continue to age, calling for continued monitoring and efforts aimed at housing investment and maintenance. This same objective extends to nonresidential properties. In addition, just as the housing supply will continue to age, the infrastructure in the Colonial Place-Riverview area will need continued maintenance and upgrading due to continued aging. Of particular importance are the improvement of existing recreational land; additional bulkhead needs and maintenance of existing bulkheads; and public improvements in commercial areas.

OBJECTIVES/ACTION STRATEGY:

These general objectives reflect the complex and dynamic nature of the problems in Colonial Place-Riverview and define the overall future character of the neighborhood.

- **Preserve and upgrade that housing which is basically sound.**

Continue the Conservation Program that was established in the area in 1973, originally incorporating Model Cities funds. The Conservation Program and associated loans have been instrumental in preserving and upgrading housing. Even though this program could be cut back due to lack of funding, the program should remain in existence.

Continue Occupancy Permit Program in the area. This program was established for the area in 1973 and has also been effective in preservation of the area.

- **Encourage low density single family housing in the interior of the neighborhood while permitting medium to high density in the Granby-Llewellyn corridor.**

Insure that the zoning pattern continues to support these uses in the appropriate areas and encourages compatible infill development.

- **Utilize existing recreation land more intensively and more effectively and explore opportunities to expand recreational uses.**

Improve existing recreational land for more neighborhood use. Timing of this action is dependent on the funding source used and other projects elsewhere in the city competing for limited funds. Since the adoption of the 1972 plan, a greenway plan has been implemented in the area.

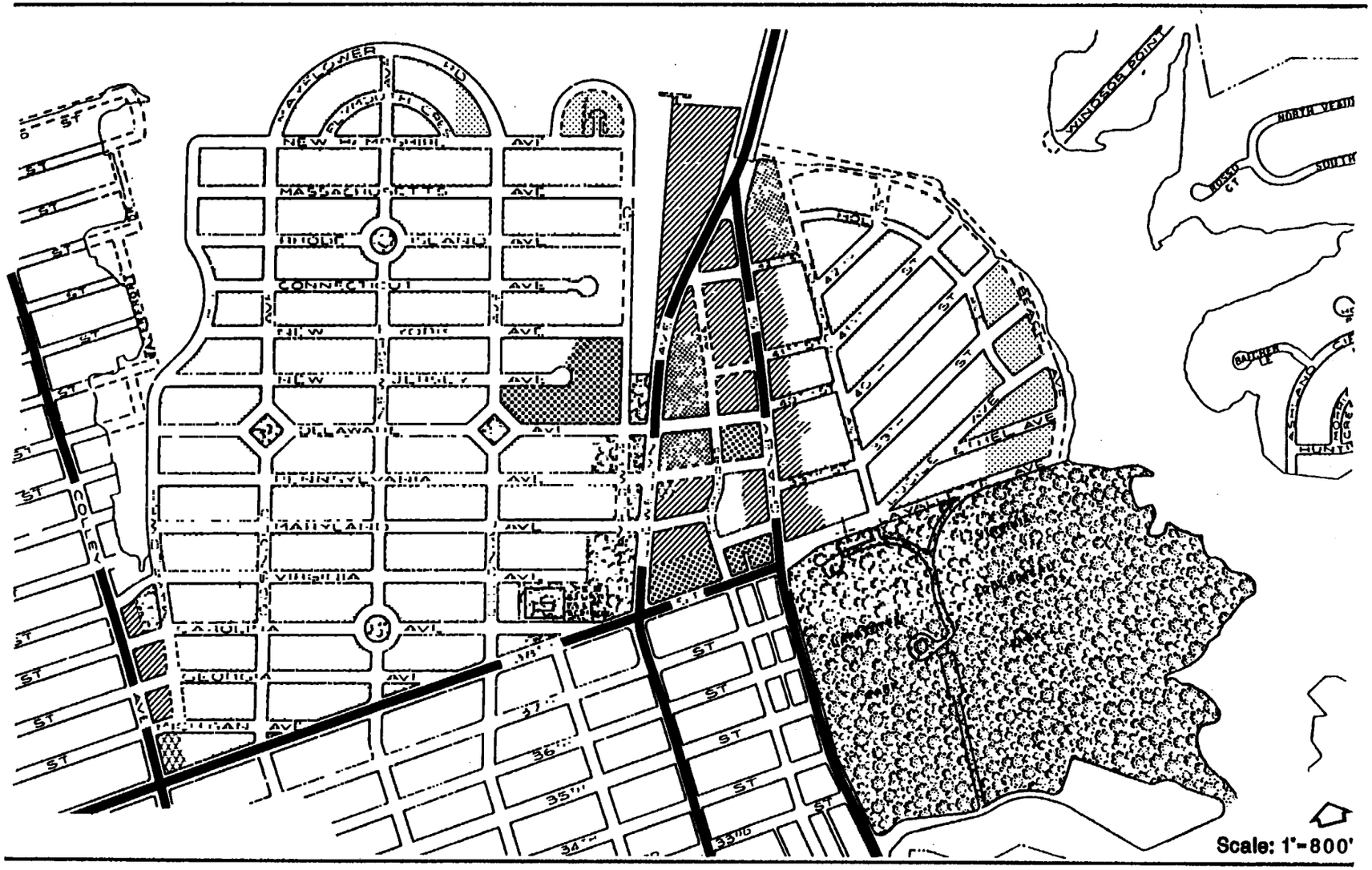
- **Improve neighborhood aesthetics and environmental conditions.**

Explore National Register designation for Colonial Place and Riverview.

Support civic league efforts aimed at neighborhood beautification.

COLONIAL PLACE-RIVERVIEW PLAN

NP-CPR-3



- Low Density Residential
- Medium Density Residential
- High Density Residential
- Arterial Street
- Commercial/Office
- Institutional
- Education/Open Space/Etc.

Evaluate the need for extended bulkheading and increased maintenance of existing bulkheads.

- **Accommodate through traffic on major streets and discourage it on local neighborhood streets.**

Continue to discourage cut-through traffic in the interior of the neighborhood by limiting access.

- **Revitalize the Granby Street commercial area, both physically and economically.**

Extend the Conservation Plan to include commercial structures.

Explore the need for public improvements in the commercial area.

COTTAGE LINE

PUBLISHED PLANS AND STUDIES:

A General Development Plan for Willoughby-Ocean View: Volume 1: Overall Development, 1978
Central Ocean View Rezoning Proposal, 1982
A General Development Plan for Willoughby-Ocean View: Volume 5: Central Ocean View/Cottage Line, 1987
An Evaluation of Development and Redevelopment Opportunities in the Willoughby/Ocean View Area of Norfolk, Virginia, The Urban Land Institute, 1987
Cottage Line Neighborhood Conservation Plan, 1988

BACKGROUND:

Located in the central portion of Ocean View the Cottage Line area is bounded by the Chesapeake Bay on the north; 1st Bay Street on the east; Parkview Avenue, Virgilina Avenue, and Atlans Street on the south and east; and Chesapeake Boulevard on the west.

Originally developed as a seasonal resort area in 1854, World War I and II saw the Ocean View area become home to a substantial population on a year round basis. Cottage Line developed into the residential community that it is today. During the 1970's and 1980's many vacant parcels were developed into multi-family apartments and condominiums increasing the density in the neighborhood. Most of the projects built have little or no open space or landscaping, parking areas are ill defined, and the buildings themselves lack architectural quality. Multi-family housing units increased from 1,967 in 1980 to 2,488 in 1990.

Today the Cottage Line neighborhood is predominantly residential having single family, and multi-family apartment and condominium complexes. Commercial uses in the neighborhood occur primarily along Ocean View Avenue, Chesapeake Boulevard, and Chesapeake Street. Except for the beach along the Chesapeake Bay recreation resources within the neighborhood are limited.

Cottage Line's 1990 population is 6,068 residents, a 9 percent increase from the 1980 Census. There are 3,165 housing units in Cottage Line of which 28.5 percent are owner occupied. The percentage of vacant housing units is approximately 16 percent compared to a city wide average vacancy rate of 9 percent.

In the 1970's participatory neighborhood planning came to Ocean View including Cottage Line. City staff and neighborhood residents, including the Ocean View Coordinating Committee, completed a series of plans. The most current plans for Cottage Line can be

found in the General Development Plan for Cottage Line as modified by the Urban Land Institute Study.

In November of 1987 a study of Ocean View was undertaken by the Urban Land Institute at the request of City Council because of concerns that recent actions in Ocean View were not having the desired affects of stabilizing the area and improving neighborhood viability. The Institute evaluated strategies and potentials for Ocean View and made recommendations, many of which reconfirmed earlier strategies and some which necessitated changes in policies. This study made various recommendations that would strive to improve the physical appearance of Ocean View, physical improvements that could be undertaken by the City as well as policy suggestions for land use and density. Since 1987 planning has continued in Cottage Line. This summary represents the current most up-to-date plan for the neighborhood, which incorporates the relevant parts of all applicable plans and studies.

Since 1988 Cottage Line has been a Conservation Project area which implements the strategies of the General Development Plan and Urban Land Institute Study. Public improvements have been made and are continuing to be made to infrastructure within Cottage Line as recommended by both the Urban Land Institute and Conservation Plan. Loans are available to assist property owners in upgrading the condition of their property. In conjunction with the Urban Land Institute study of Ocean View, a site plan review ordinance was enacted for multi-family projects. This ordinance also included a provision for landscaping. In 1987, map changes were made to the zoning districts in Ocean View. Text amendments were also made that revised residential densities, increased the minimum lot size for multi-family dwellings, and established appropriate setbacks. Moderate density housing should be focused for areas along arterials with lower densities in the interior of the neighborhood.

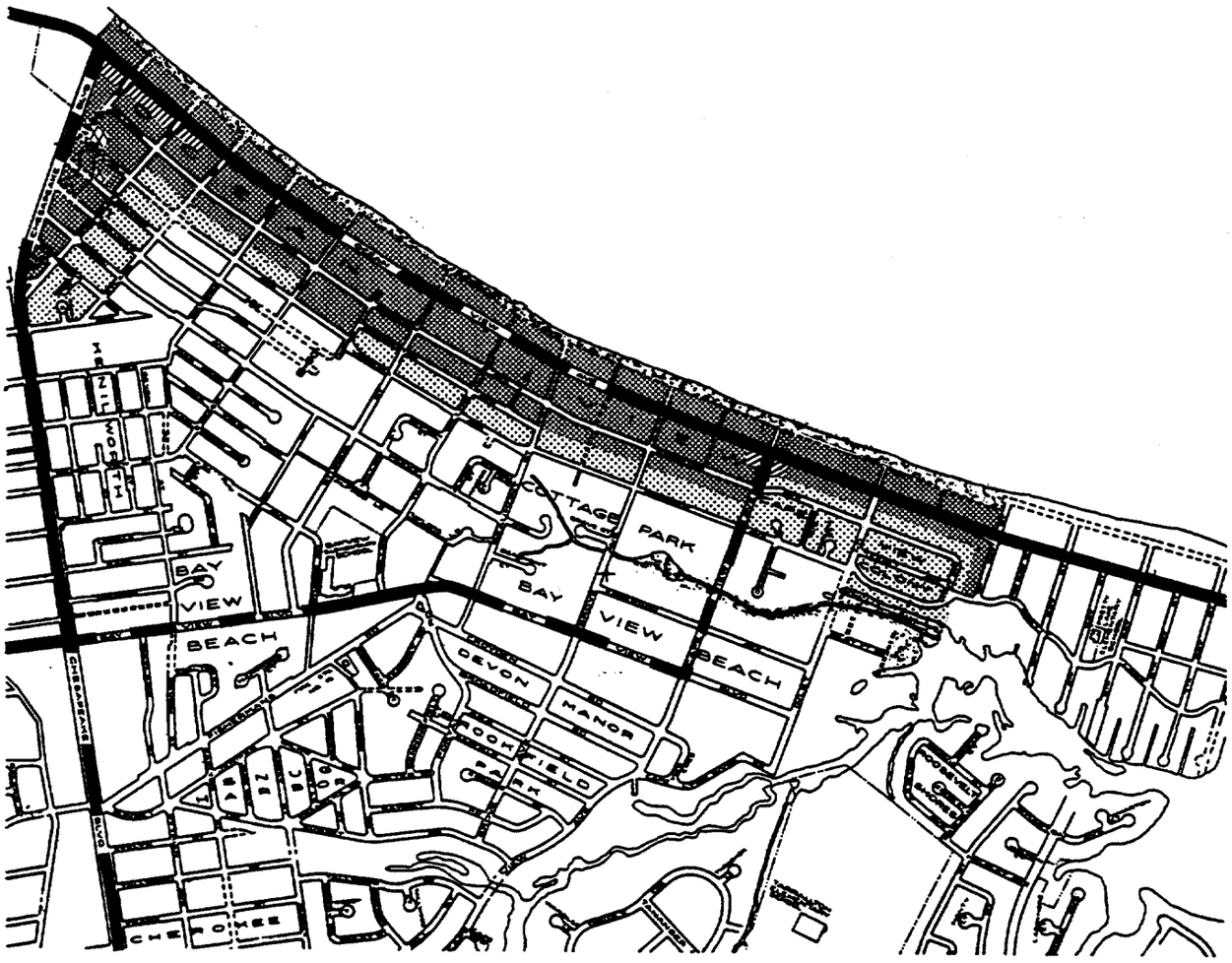
A review of progress in implementing the plans and current conditions has identified some objectives that still need to be accomplished. Infrastructure improvements should continue and projects that improve the visual appearance of the community should be undertaken.

The focus for the future of the neighborhood will be to encourage quality residential development and limit the commercial activities to the areas at the intersections of Chesapeake Boulevard and Cape View Avenue on Ocean View Avenue. Development occurring along the Chesapeake Bay should reflect that amenity in the site and architectural design of the project. The densities represented on the map reflect the current zoning pattern established in 1987, which are still considered to be appropriate. Public improvements that improve the visual image of the community and protect and enhance the natural environment should continue to occur.

OBJECTIVES/ACTION STRATEGY:

The following objectives and actions update those in the original plan with respect to the Urban Land Institute study and the Conservation Plan prepared for the area.

COTTAGE LINE PLAN



Scale: 1"=1600'

- Low Density Residential
- Medium Density Residential
- Institutional
- Commercial/Office
- Education/Open Space/Etc.
- Arterial Street

NP-COT-3

- **Conserve and upgrade existing housing that is structurally sound.**

Continue implementation of conservation program and occupancy permit program.

Encourage a high level of building and property maintenance.

- **Encourage private sector replacement of housing units which cannot be economically rehabilitated.**

Support new single family development in the neighborhood.

Encourage a high level of design and construction quality in new residential development.

- **Encourage home ownership.**

Support programs sponsored by the Norfolk Redevelopment and Housing Authority that increase home ownership.

- **Maintain and improve vehicular circulation.**

Upgrade Chesapeake Boulevard.

- **Maintain and improve all aspects of public infrastructure.**

Maintain and improve the condition of streets, curbs, gutters, and sidewalks.

Improve street lighting for vehicular and pedestrian circulation.

Improve storm drainage and reduce flood problems.

- **Improve public transportation service between Cottage Line and community facilities.**

Support the role of public transportation in providing access to major activity centers.

- **Improve pedestrian access to major community facilities and recreational opportunities.**

Support the continued use of beach accessways.

Develop a pedestrian path to the Tarrallton Community Park.

- **Preserve and enhance the natural environment.**

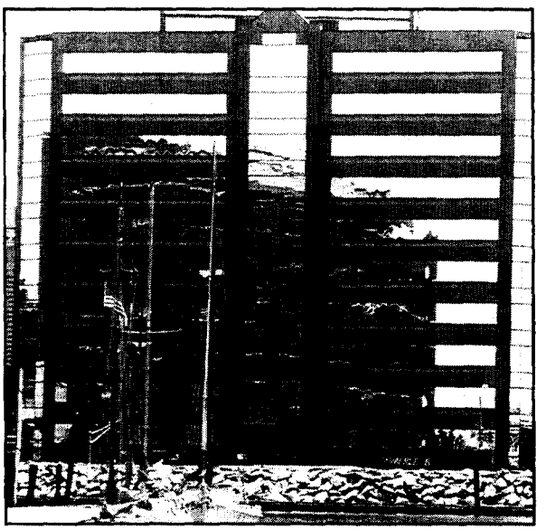
Minimize the potential for erosion problems in Cottage Line.

- **Improve the visual image of the community**

Visually reinforce the gateways to the Cottage Line community.

Develop and implement new streetscape standards for Ocean View Avenue.

DOWNTOWN



PUBLISHED PLANS AND STUDIES:

Downtown South Redevelopment Plan, 1958
Downtown North Redevelopment Plan, 1958
Downtown East Redevelopment Plan, 1961
Downtown West Redevelopment and Conservation Plan, 1973
General Development Plan for Downtown Norfolk, 1981
Downtown Norfolk, Urban Land Institute, 1989
A Plan for Downtown Norfolk 2000, 1991

BACKGROUND:

The Plan for Downtown Norfolk 2000 is a practical vision to guide the development of the heart of the City of Norfolk into the twenty-first century. The plan provides a blueprint for development for those portions of the city located within and in close proximity to the area which has traditionally served as the central business district. The plan provides a framework for bringing together downtown's diversity, enabling it to most effectively play its role as the unique center of a dynamic region.

The plan revolves around three areawide elements. The first is the development of a transportation system that is designed to improve regional access to the downtown, to improve circulation within downtown, and to create civic spaces and appropriate environments for attracting downtown development.

The second element is the creation of a series of public open spaces and parks to form a public open space network that will make downtown more amenable to pedestrian travel and create a more pleasant environmental and visual experience. Incorporated into this system will be a series of monumental sculptures placed at key points in downtown.

The third element is the configuration of downtown districts, each with its own distinct character and opportunities. The plan identifies four multi-use downtown core districts and three downtown edge districts spanning across the central Norfolk area from the Midtown Tunnel - Medical Center area to the Brambleton area near Norfolk State University. Each district offers opportunities for different interest groups and entrepreneurs. In the same way, in order to promote and maintain the unique character of each district and insure a harmonious fabric of buildings, streets, and open space, a review process for all proposed development involving City Council and its advisory commissions should be established. This review process should include but not be limited to the following general considerations:

- adherence to concepts contained in the downtown plan;
- appropriate use characteristics of the development;
- protection and preservation of historic resources;

- provision of pedestrian and vehicular circulation;
- appropriate physical relationships between developments (bulk, mass, siting);
- provision of open space; and
- protection of significant views.

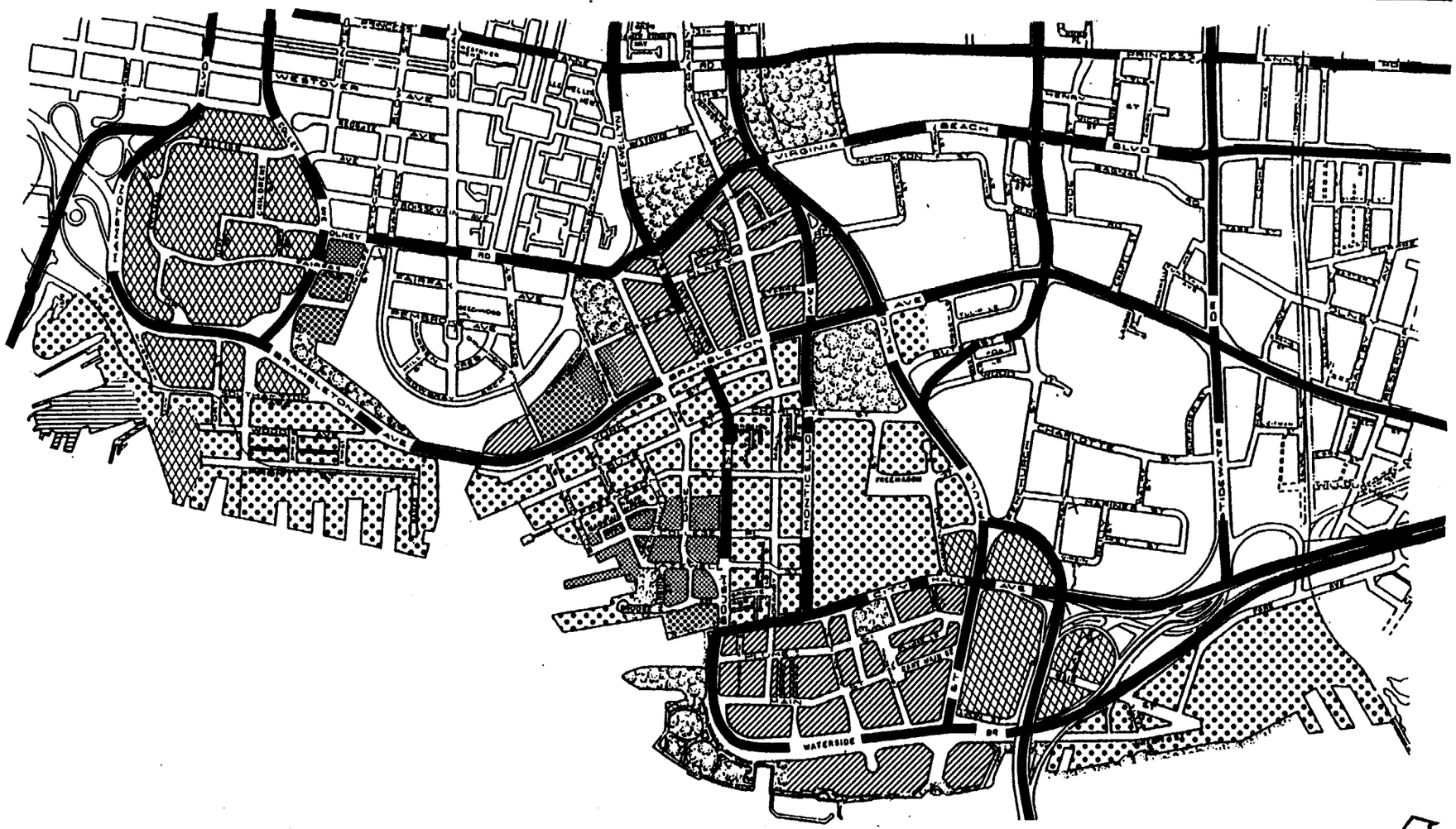
In addition, in order to promote superior design and provision of public amenities, an incentive system should be considered that will provide for a greater degree of public review while providing the development with a means to increase maximum floor area to a reasonable level.

The first of the four core districts in downtown is the Freemason/Granby Village located on the western side of downtown which incorporates residential activities adjacent to the Freemason Historic District with a retail strategy for College Place and Granby Street. Also included are details for increasing public park and open space and creation of improved vehicular and pedestrian accessways. Future development should be of a scale, mass, and bulk comparable to that which is currently found in the district and should be sensitive to the many architecturally significant and historic structures in the district.

The second core district is the Waterfront which will include the National Maritime Center (Nauticus) and Port Norfolk Marina adjacent to Pier B. These projects will serve to complete the redevelopment of the central Norfolk waterfront and complement Waterside and Town Point Park. Maintaining access to and views of the Elizabeth River are important elements of the strategy to develop a network of open space and pedestrian ways in the downtown. Future development in this district should be sensitive to these elements. Developments should be sited so as to take advantage of their waterfront location while maintaining waterfront visibility to the greatest extent possible from other portions of downtown. Existing vistas and pedestrian corridors to the waterfront from other downtown districts should not be blocked by future development. Development to the east of the Berkley Bridge should include adequate pedestrian ways, public access to the waterfront, and a mixture of uses that will complement public investment in a baseball stadium.

The third core district is the Regional Center District. It contains the downtown office centers of major financial and business entities and should be dense and urban with adequate protection of historic structures. Main Street serves as the spine of this district including the Hotel/Conference Center. To promote pedestrian activity, ground floor retail and activity should be included in all new projects. Future development should also be of similar scale, bulk, and massing as existing development in the district. Consequently, floor area ratios and resulting floor area should be similar to those buildings existing in the district. An economic development opportunity is also presented in the district with the potential of the 17 acre R-8 redevelopment site. This now vacant site has the capacity to contain a major multi-use retail and/or corporate office complex, and would include the reconstruction of the street system to improve links to the regional highway network. Major design elements of the project would include sensitive visual and pedestrian linkages between the MacArthur Memorial and the East Freemason Historic District and pedestrian and vehicular linkages to the Freemason/Granby Village district.

DOWNTOWN PLAN



Not to Scale

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Uses
- Commercial/Office
- Institutional/Military
- Industrial/Transportation/Utility
- Education/Open Space/Etc.
- Freeway
- Arterial Street

The fourth core district, the Cultural Area District, incorporates the area around two of the most important cultural concentrations in the city, the Chrysler Museum and the planned new Opera House, which is a complete remodeling of the Center Theater, and the Scope/Chrysler Hall complex. Future development policies should reinforce this character including provisions for restaurants, small scale residential, commercial, and office uses. Warehouse and light industrial uses currently found in the district should be phased out over time. This district should act as a transitional district between the commercial/office core of downtown to the south and the residential areas of Ghent to the north.

The three fringe districts, Church Street corridor, Bessie's Place, and Atlantic City offer a wide range of economic development opportunities for both the public and private sectors.

OBJECTIVES/ACTION STRATEGY:

The following outlines the objectives and actions recommended to develop downtown Norfolk as the center of the region's corporate, business, entertainment, and cultural activities.

- **Strengthen downtown Norfolk's economy.**

Expand downtown Norfolk's share of visitor and tourist markets.

Expand the depth and variety of downtown Norfolk's retail activities.

Support the growth and viability of downtown Norfolk's arts and cultural activities.

Expand downtown Norfolk's role as regional office center.

Promote new residential development in downtown Norfolk.

Convert underutilized downtown properties into productive urban center uses.

- **Enhance the downtown environment as a place to live and work.**

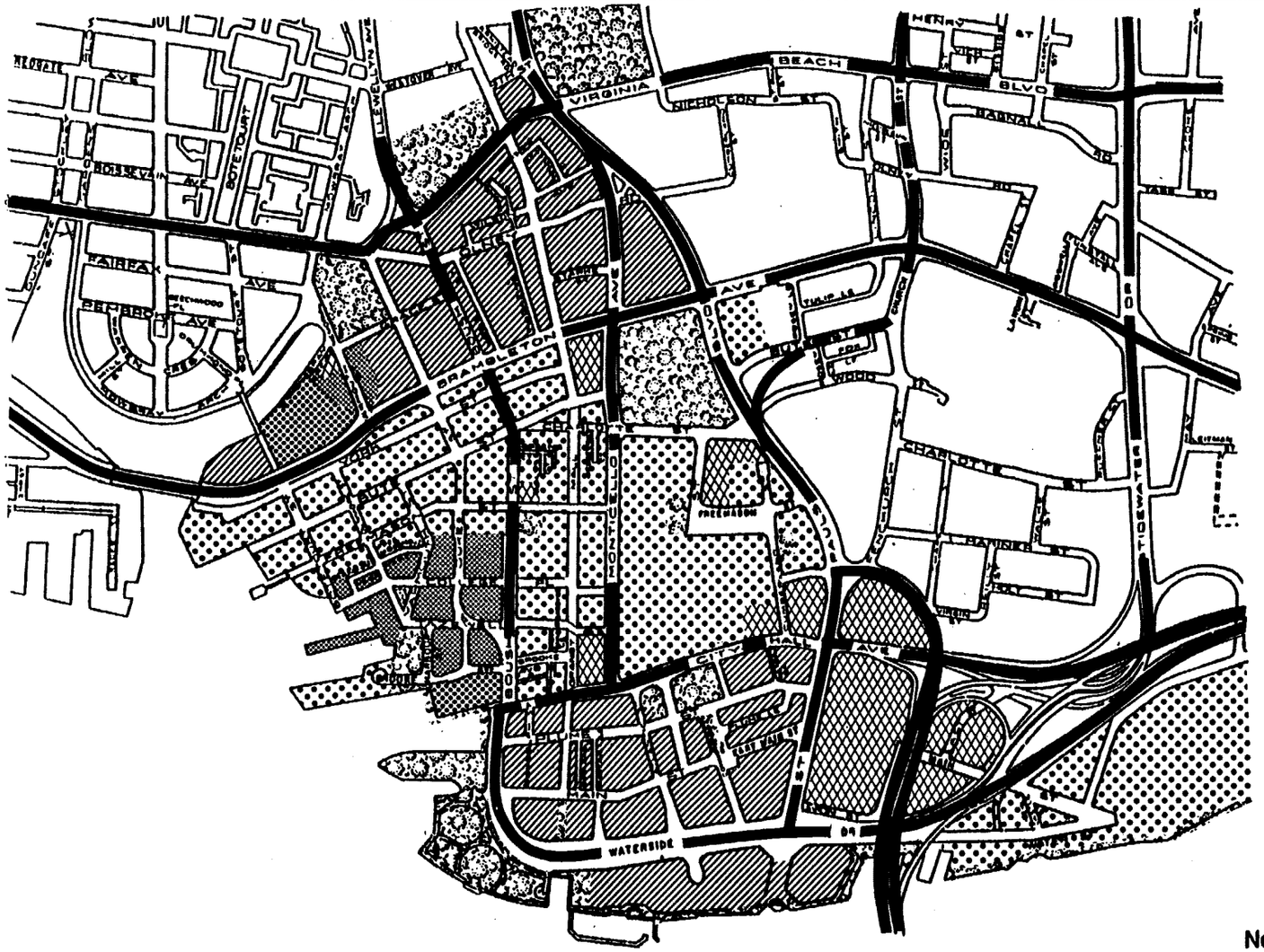
Complete the system of landscaped boulevards.

Create a public open space and pedestrian network tying together new and existing park spaces.

Use Norfolk's maritime history to develop a unique theme for downtown, including civic monuments and architectural vocabularies.

Implement design plans for each downtown district.

DOWNTOWN CORE PLAN



Not to Scale

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Uses
- Commercial/Office
- Institutional
- Education/Open Space/Etc.
- Freeway
- Arterial Street

Place priority on developments that can be constructed soon, to give downtown Norfolk a sense of completeness.

- **Improve downtown Norfolk's efficiency as the regional urban center.**

Divert traffic not headed downtown away from downtown streets by means of a bypass under Brambleton Avenue.

Tie the new access ramps from the regional highways directly to the downtown boulevard system.

Complete the downtown Bridge-Tunnel and Midtown Tunnel additions to improve links to the regional highway system.

Develop new traffic gateways from the north and east.

Create parking and downtown movement systems to support expected levels of development.

Design a downtown right-of-way for the projected light rail connection to Virginia Beach.

- **Revise Norfolk's zoning ordinance and other development regulations to support the objectives of the plan.**

Develop a project review process with definite guidelines that includes input from the City Planning Commission and Design Review Committee and plan approval by City Council.

Develop an incentive system whereby a greater degree of public review of project design can be gained in return for reasonable increases in allowable floor area.

Provide building bulk regulations, including floor area ratios, building height, and required public open space that support and promote the principles of this plan.

Develop an historic district for the East Freemason area in order to protect historic structures from unwarranted and insensitive encroachment.

Develop an historic overlay district that protects and preserves the many significant structures along and adjacent to the Granby Street corridor.

EASTERN VIRGINIA MEDICAL CENTER

PUBLISHED PLANS AND STUDIES:

Medical Center Master Plan Update, 1981
Medical Center Master Plan Update, 1986
Medical Center Master Plan Update, 1990
Medical Center Parking Needs Study, 1991

BACKGROUND:

The Eastern Virginia Medical Center is composed of health care and educational facilities whose primary goals are to meet health care needs of the region by providing patient care, educational, research, and public health services. The complex located in the southwestern portion of the city adjacent to downtown contains Sentara Norfolk General Hospital, Children's Hospital of the King's Daughters, the Eastern Virginia Medical School, Jones Institute for Reproductive Medicine, Norfolk Public Health Department, and the Medical Tower offices. The plan map on page NP-EVMC-4 illustrates a generalized land use pattern for the complex. More detailed facility based maps are included in the Medical Center Master Plan Update.

While the complex is the largest concentration of hospital and health care facilities in eastern Virginia, it is also a major employment center in the city employing about 8,000 persons. The approximately 65 acre complex is located adjacent to two major arterials, Hampton Boulevard and Brambleton Avenue, and a major river crossing, the Midtown Tunnel. This location and proximity to two interstate highways in downtown provide good access not only to other parts of Norfolk but to other localities in the region as well.

Given the importance of the Medical Center as a public health and employment center and the complex interrelationships both physical and functional between the various institutions in the center, it has become apparent that physical and functional planning is critical to the future of the center. Planning for the Medical Center is the responsibility of the Medical Center Planning Board which contains representation from the various institutions in the center and the City. Under an agreement reached in 1987, City Council reviews and endorses campus master plan updates forwarded by the Board. The four major development items evaluated in the 1990 update of the master plan are parking, building growth/relationships, pedestrian and vehicular circulation, and public open space.

The plan, while outlining preferred locations for various future facilities, also provides planning guidelines or objectives that will guide development decisions for the campus. The plan divides future planning activities into three time categories. The first, for projects to be initiated by 1992, is the most definitive and includes a new Jones Institute facility,

Diabetes Center, Children's Hospital and Sentara Norfolk General Hospital expansions, an expansion of the Central Utility Plant, a child care center, a visitor parking garage, and the first building for a research park.

The second phase of planning entails a longer range including projects anticipated to begin by 1995. This plan envisions a medical office building/hotel/parking garage facility, Lewis Hall expansion, a new Norfolk Public Health Department complex and parking garage, and the beginning of a pedestrian linkage to areas south of Brambleton Avenue. The final phase of the plan, to the year 2000 and beyond, provides areas or zones of construction to accommodate buildings or parking structures and outlines potential long range circulation improvements.

The overall goal of the plan is to lay the foundation and framework to create a more cohesive campus atmosphere which introduces organizational elements from which all Medical Center institutions and visitors can benefit.

OBJECTIVES/ACTION STRATEGY:

The following outlines the planning principles that were developed for the campus to be used as a guideline for the planning process at the Medical Center. These principles were used to develop the plan concepts presented in the full plan document.

- **Develop the Medical Center campus with no less than twenty five percent of the land utilized as open space. Open space is defined as permanent, landscaped areas, and pedestrian circulation routes.**

Provide landscaping and lighting that will complement future developments.

- **Provide for the separation of pedestrian and vehicular traffic.**

Incorporate above grade links between facilities where feasible.

Insure maintenance of a comprehensive pedestrian walkway system in the center.

- **Develop a system for internal vehicular access to all facilities.**

Provide defined circulation routes for emergency and service vehicles.

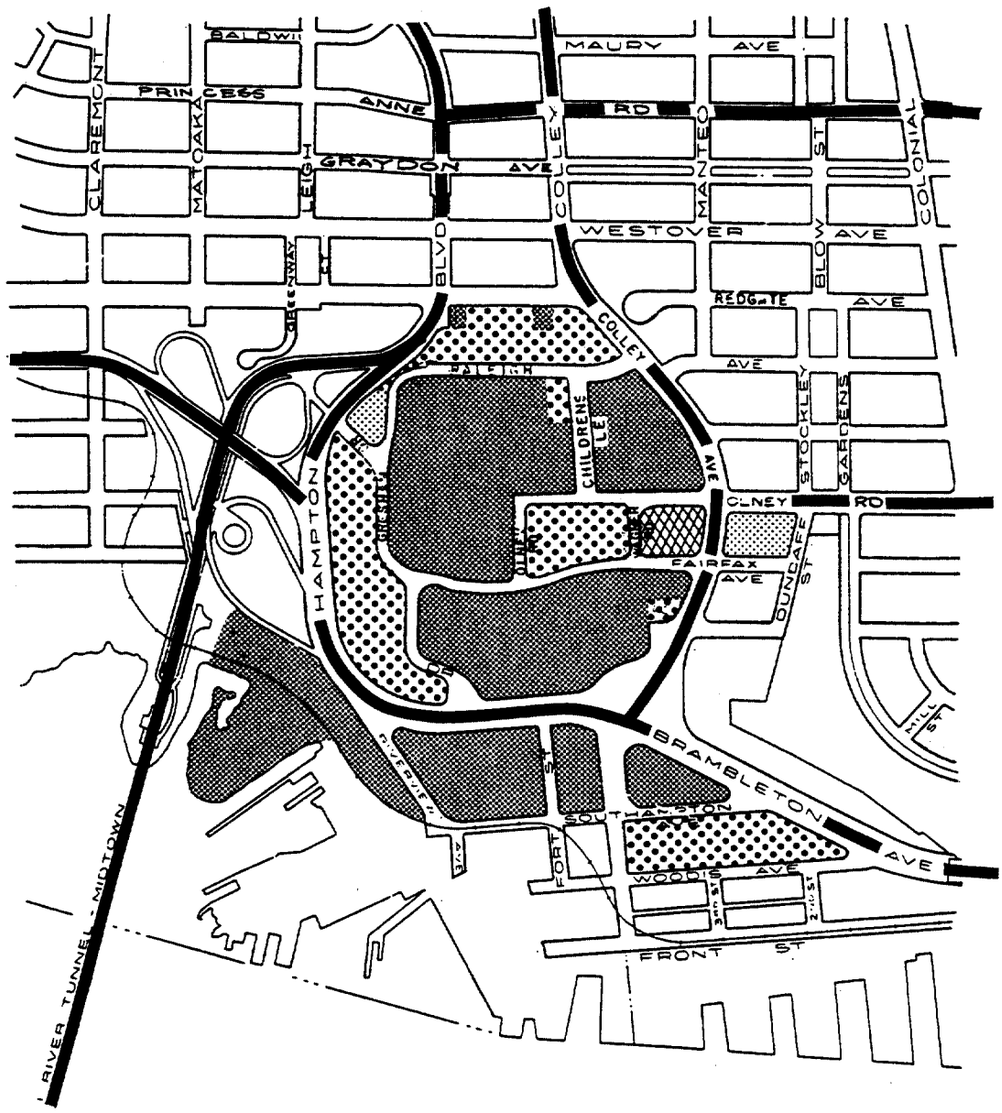
Complete an internal campus street system that provides access to and from all facilities.

Insure that internal campus circulation interfaces well with surrounding major streets.

- **Provide the campus with access to and from any existing or proposed public transportation systems.**

Provide public transportation access points.

EASTERN VIRGINIA MEDICAL CENTER PLAN



Scale: 1"=800'

- Medical & Related Services, Research, Education
- Major Support Facilities or Functions
- Arterial Street
- Residential
- Church

NP-EVMC-3

Provide input into future public transportation or major highway plan processes.

- **Provide sufficient and convenient parking on the campus.**

Insure that all new projects satisfy their own requirements for parking and address parking displaced as a result of the project.

Reassess campus parking supply and demand periodically.

Select parking lot and garage locations based on highest level of building accessibility and visitor and patient needs.

- **Promote more efficient use of land and building sites on the campus.**

Consider multi-functional and multi-institutional projects where feasible.

Consider provisions for vertical expansion capabilities for future projects instead of horizontal expansions.

Determine building obsolescence and undertake demolition if practical.

- **Promote functional zoning of the campus.**

Locate patient care facilities around the central quadrangle core of the campus.

Locate service and support facilities at the campus periphery.

Consider moving non-essential and support services to locations off-campus.

- **Insure that campus perimeter building projects complement surrounding neighborhoods.**

Provide architecturally sensitive buildings where adjacent to the Ghent historic district.

Insure that facility operations do not adversely impact adjacent residential areas.

EAST OCEAN VIEW

PUBLISHED PLANS AND STUDIES:

East Ocean View Study, 1972
A General Development Plan for Willoughby-Ocean View: Volume 1: Overall Development, 1978
A General Development Plan for Willoughby-Ocean View: Volume 4A: East Ocean View Plan and Implementation Strategy, 1986
A General Development Plan for Willoughby-Ocean View: Volume 4B: East Ocean View Technical Supplement, 1986
East Ocean View Rezoning Proposal, 1986
An Evaluation of Development and Redevelopment Opportunities in the Willoughby/Ocean View Area of Norfolk Virginia, Urban Land Institute, 1987
Conservation and Redevelopment Plan, East Ocean View Project Area, 1989

BACKGROUND:

Located in the northeast corner of the city East Ocean View is roughly bounded by the Chesapeake Bay on the north, Little Creek on the east; Little Creek Road, the Camellia Gardens subdivision, the western arm of Little Creek, and 1st Bay Street on the south and west.

Prior to World War II the area served primarily summer residents and tourists. Though residential development has characterized the area, it has not done so without some adverse impact on neighborhood quality. In the early 1970's a significant amount of building took place that was primarily multi-family.

Housing units in East Ocean View are affordable for either renters or owners. The median contract rent is $326 and the median value of an owner occupied housing unit is $67,850. The majority of the housing units in East Ocean View, approximately 90%, are rental. East Ocean View also has some commercial activity that is concentrated along Ocean View Avenue and Shore Drive with marine related commercial activities along the shores of Little Creek.

The 1990 Census puts East Ocean View's population at 11,545. This is approximately a 7 percent increase from the 1980 Census. There are approximately 6000 housing units in East Ocean View. The level of owner occupancy is roughly 6 percent, except for the area south of Pretty Lake where it is 51.3 percent. The vacancy rate for East Ocean View is high at 22.9 percent, which compares to a city wide average of 9 percent.

Because of the low level of owner occupied units there is frequent turnover of the population. Population turnover along with social conditions and crime have caused the neighborhood to decline. Development in East Ocean View lacks in design quality, both

in site planning and architectural design. There continues to be a need for landscaping, parking areas that are clearly defined, and improvements to the architectural quality of the existing structures.

City interest in East Ocean View dates from the 1960's. However, participatory neighborhood planning efforts began in the mid 1970's. The General Development Plan for East Ocean View was adopted in 1986 after extensive study and analysis by City staff and residents. The strategies for neighborhood improvement were evaluated and modified a year later by the Urban Land Institute.

In November of 1987 a study of Ocean View was undertaken by the Urban Land Institute at the request of City Council because of concerns that recent action in Ocean View did not seem to be having desired affects of stabilizing the area and improving neighborhood viability. The Institute evaluated plans and examined potentials for Ocean View and made recommendations. Many of these recommendations reconfirmed earlier strategies and others necessitated changes in strategies and policies. This study made various recommendations that would strive to improve the physical appearance of Ocean View, physical improvements that could be undertaken by the City pertaining to infrastructure as well as policy suggestions for land use and density. In conjunction with the Urban Land Institute study of Ocean View in 1987, a site plan review ordinance was enacted for review of multi-family projects. This ordinance also included a provision for landscaping. In 1987, zoning map changes were made, and text amendments revised the density, increased the minimum lot size for multi-family dwellings, and established appropriate setbacks. Since 1987 planning has continued in East Ocean View. This summary represents the current most up-to-date plan for the neighborhood, which incorporates the relevant parts of all applicable plans and studies.

Since 1989 East Ocean View has been a conservation area which was recommended in the General Development Plan and the Urban Land Institute Study. Land acquisition has been occurring to encourage the development of owner occupied single family dwellings and to assemble a site for a new elementary school and additional recreational resources. Public improvements have been made and are continuing to be made to streets within East Ocean View.

A review of progress to date and current conditions identifies several items that need continued attention to revitalize the neighborhood. Owner occupancy is still very low for the neighborhood. Though the PACE program is helping, crime still remains a problem. Code enforcement in the neighborhood needs to continue to be aggressive. Improvements to public infrastructure are taking place and should continue. These improvements not only help revitalization efforts but improve the visual image of the community.

The area is almost completely surrounded by water but few development activities have taken advantage of the assets of public beaches and the Chesapeake Bay. Other natural features such as sand dunes, wetlands, live oaks and other vegetation need protection and enhancement. The focus for the neighborhood should be to increase owner

Support the replacement of the Shore Drive Bridge to enhance the opportunity for marine activities in Pretty Lake.

Maintain and improve the condition of streets, curbs, gutters, and sidewalks and extend their coverage where warranted.

Support the widening and improvements of East Ocean View Avenue.

Maintain and improve all aspects of public infrastructure, including additional street lighting where warranted.

Maintain and improve water and sewer services.

Correct storm drainage deficiencies.

- **Provide for additional public facilities as needed.**

Assemble land for a new elementary school site.

- **Preserve and enhance the natural environment.**

Reduce the effects of erosion and sedimentation on the community's waterfront.

Protect mature stands of trees such as live oaks.

In all development activities, respect access to and views of the Chesapeake Bay and Pretty Lake.

- **Improve the visual image of the community.**

Visually reinforce the gateways to the East Ocean View community.

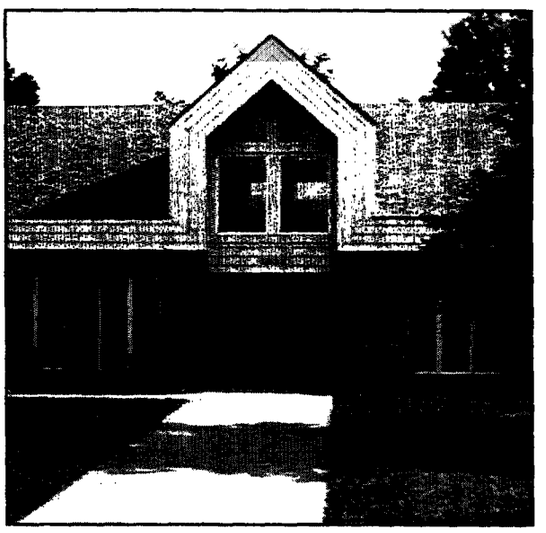
Develop and implement new streetscape standards for Ocean View Avenue.

Provide additional landscaping in the public right-of-way wherever possible.

- **Use community intervention to reduce the crime rate.**

Support the implementation of the PACE Program.

EDGEWATER-EDGEMERE



PUBLISHED PLANS AND STUDIES:

Edgewater-Edgemere-Old Dominion University Area Action Plan, 1989

BACKGROUND:

The Edgewater-Edgemere neighborhood is located on the west side of the City of Norfolk. The Edgewater-Edgemere Action Plan area is bounded by Bolling Avenue on the north, Hampton Boulevard on the east, 48th Street on the south, and the Elizabeth River on the west.

The neighborhood was generally developed between the First and Second World Wars. The neighborhood was developed in a single family residential pattern that continues to exist today. Immediately to the south, Old Dominion University's campus encompassed a small area north of 49th Street upon which Foreman Field is located. It wasn't until 1963, during a redevelopment project, that the campus began expansion to the west and south.

As Old Dominion University has grown, the influence of spillover impacts has increased in the neighborhood. Commuter parking as well as dormitory student parking has increased in the neighborhood, thereby increasing street congestion, decreasing sight distances at intersections, and inconveniencing residents. A second spillover impact has been the growth of the number of rental properties in the neighborhood in response to the growing demand for off-campus housing by students. Along streets in the southern portion of the neighborhood it is estimated that between 30 and 40 percent of the structures are renter occupied. It has been estimated that over 300 Old Dominion University students live within the study area in off-campus rental housing. This is approximately one third of the total 1990 population of 1,056. It has become apparent that a number of these units have been deteriorating from lack of maintenance and from the treatment of the units by tenants. The environmental conditions (upkeep of yards and general appearance of structures) were also declining in portions of the neighborhood. A third impact identified is the increased amount of traffic using neighborhood streets for access to the campus.

Two additional, but less immediate, issues have been identified. The first deals with the concern for buffering between university land uses and adjacent residential development. The other issue concerns the development of the proper communication network for dialogue between the neighborhood, the University, and the City.

The action plan was developed in conjunction with officials of Old Dominion University, the Larchmont-Edgewater Civic League, and staff of the Department of City Planning and Codes Administration. It is the overriding objective of the plan to address the spillover impacts that had become apparent in the neighborhood. For each of the identified issues, objectives and actions have been recommended.

Since plan adoption in 1989, various recommendations have been implemented including a residential permit parking system to aid in eliminating parking congestion and an occupancy permit program to encourage better structural maintenance of residential properties. In addition a portion of the neighborhood was included in the Institutional Impact Overlay District which requires heightened off-street parking requirements for new residential construction. Through the year 2000, this neighborhood will retain its residential character and, given its location, will continue to serve as a housing resource for student oriented housing. Therefore, the focus of plan implementation will be to assure proper physical relationships between the university and the neighborhood and to provide proper enforcement of regulations for property maintenance and improvements.

OBJECTIVES/ACTION STRATEGY:

The following outlines the objectives and actions recommended to develop a coordinated public/private action strategy directed to the stabilization and preservation of the Edgewater-Edgemere neighborhood.

- **Provide for land use categories and buffering that will aid in the transition from the University campus to neighborhood residential uses.**

Create the land use regulations in conjunction with ongoing zoning ordinance update. While the single family character of the neighborhood should be maintained, there may be opportunities for sensitive siting of campus related uses along the 49th Street frontage between Bluestone and Powhatan Avenues.

Provide development standards for parking that more closely meet demand for off-street parking in the neighborhood.

- **Stabilize the boundaries of the campus proper and minimize areas of spillover impact.**

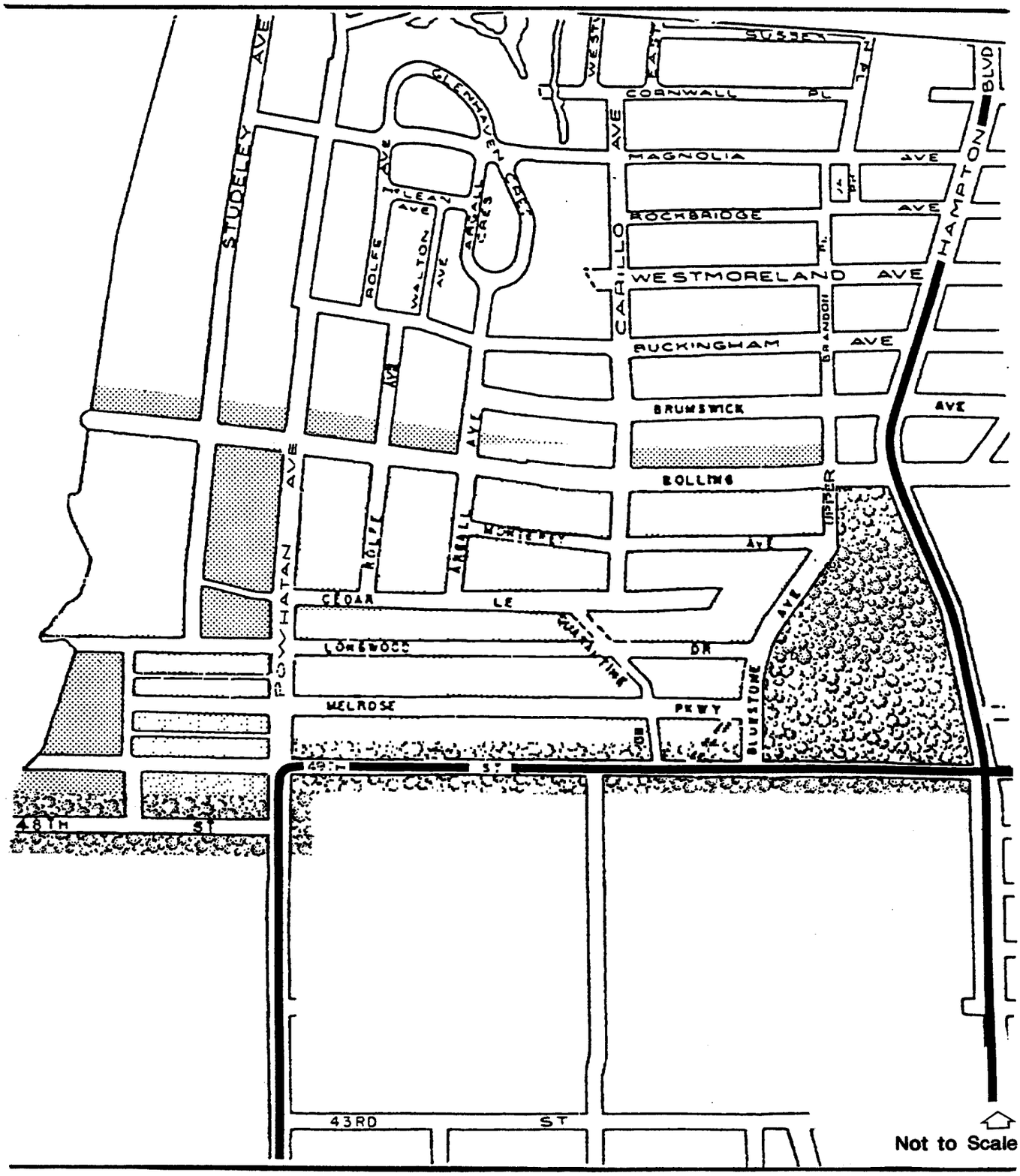
Create land use regulations in conjunction with the ongoing zoning ordinance update.

Continue City review of Old Dominion University campus master plans so as to assure proper relationships between university activities and southern portions of the neighborhood.

- **Improve the physical condition of the residences.**

Vigorously enforce City building and health codes.

EDGEWATER-EDGEMERE PLAN



Low Density Residential

Education/Open Space/Etc.

Arterial Street

- **Provide the framework for frequent monitoring of the structural conditions/occupancy of the residences.**

Include portions of the neighborhood in the City's Occupancy Permit Program in order to monitor structural and occupancy conditions of the residences.

Old Dominion University and the Department of City Planning and Codes Administration should coordinate efforts to include the inspection and certification of all residential units listed by the University's student housing referral service as a part of the University housing policy.

- **Provide limitations to on-street parking in the study area in order to free up existing parking spaces for residential usage.**

A parking permit system should be established in portions of the neighborhood on those streets impacted by campus generated parking.

- **Decrease the amount of non-neighborhood traffic on neighborhood streets and associated speed of such traffic.**

The Department of Public Works should undertake the preliminary study of circulation patterns to determine possible circulation problems in the neighborhood which would lead to the study of specific alternatives that would aid in the decrease of "cut through" traffic on the neighborhood.

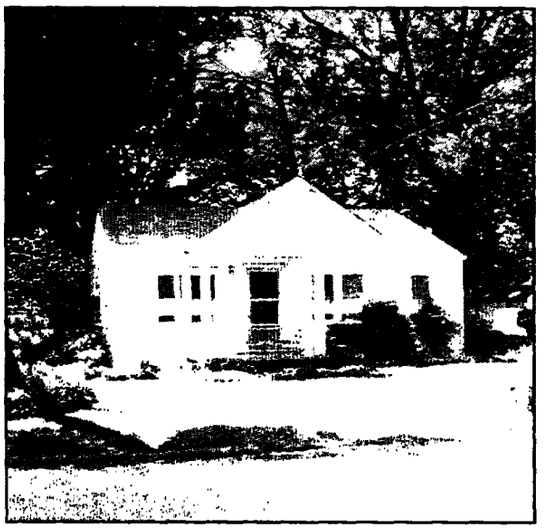
Increase police patrols and radar detection on selected streets in the neighborhood.

- **Develop a continuing communication network that involves all of the pertinent actors in the planning process.**

The Department of City Planning and Codes Administration should undertake a liaison role between the action plan participants.

This plan should be reviewed and amended as changing conditions dictate.

GLENROCK-MILITARY CIRCLE



PUBLISHED PLANS AND STUDIES:

A Development Concept for Glenrock/Military Circle, 1977
A Development Approach for Glenrock, 1981

BACKGROUND:

Located in the southeastern quadrant of Norfolk, the Glenrock-Military Circle area is at the hub of Hampton Roads. Interstate 64, the eastern boundary of the area, provides access to points north in the city and to the Peninsula and south to Chesapeake. The southern boundary of the area is Interstate 64, providing access to Virginia Beach and to downtown Norfolk and Portsmouth. Military Highway (on the western edge of the area) and Virginia Beach Boulevard (on the north) are major arterials complementing the interstate system.

This excellent regional access has been the key to the commercial development of the area. Military Circle Shopping Center and surrounding retail and hotel development are a primary destination in the region. The Glenrock neighborhood, comprising that portion of the study area south of Poplar Hall Drive, is primarily a low-density residential neighborhood, with some commercial establishments along the Military Highway and Poplar Hall Drive frontages. Glenrock's position contiguous to a major activity node and regional interstate access, combined with its low-intensity development, have resulted in pressures for higher-intensity development and use changes.

Residential construction in this area, once farmland, began in the late 1940's and continued through the 1960's. The construction of Military Circle Shopping Center and the addition of I-64 and I-264 in the late 1960's solidified the boundaries of the Glenrock residential area.

In recognition of the development pressures in and around the Glenrock area and in an attempt to define parameters in which future decisions should take place, the City formulated a development approach for Glenrock (A Development Approach for Glenrock 1981). This study concluded that the Glenrock area, given its location, access and surrounding uses, is appropriate for higher intensity development. The City will continue to use its regulatory power to guide the location, timing, and character of future development to insure that the area is redeveloped in an orderly, controlled manner. However, the redevelopment of this area will most likely not occur until after the year 2000. Therefore, the General Plan illustrates the southern portion of the Glenrock area as low-density residential.

OBJECTIVES/ACTION STRATEGY:

Given the strategic location of the Glenrock-Military Circle area, coupled with the City's pursuit of efficient and optimal use of scarce land resources, the following objectives are presented to serve as a guideline for the transitioning of the area to higher intensity development.

- **o Encourage higher intensity development at appropriate locations within the study area.**

Consider conditional rezoning applications for higher intensity development that is adjacent to existing high intensity development and/or collector streets. Redevelopment should not be allowed to "leapfrog" throughout the residential area, but occur in an orderly manner.

Redevelopment sites should be of sufficient size, typically a minimum of 1.5 acres, to encourage cohesive development.

- **o Protect existing residents by requiring orderly transition from existing to desired future land use patterns.**

Redevelopment will begin with sites adjacent to existing high density development and/or along arterial streets.

Redevelopment of interior residential areas will only be considered once these adjacent sites are redeveloped or as part of a redevelopment proposal for the entire area.

- **o Minimize the need for public expenditures to support land use transitioning and redevelopment efforts.**

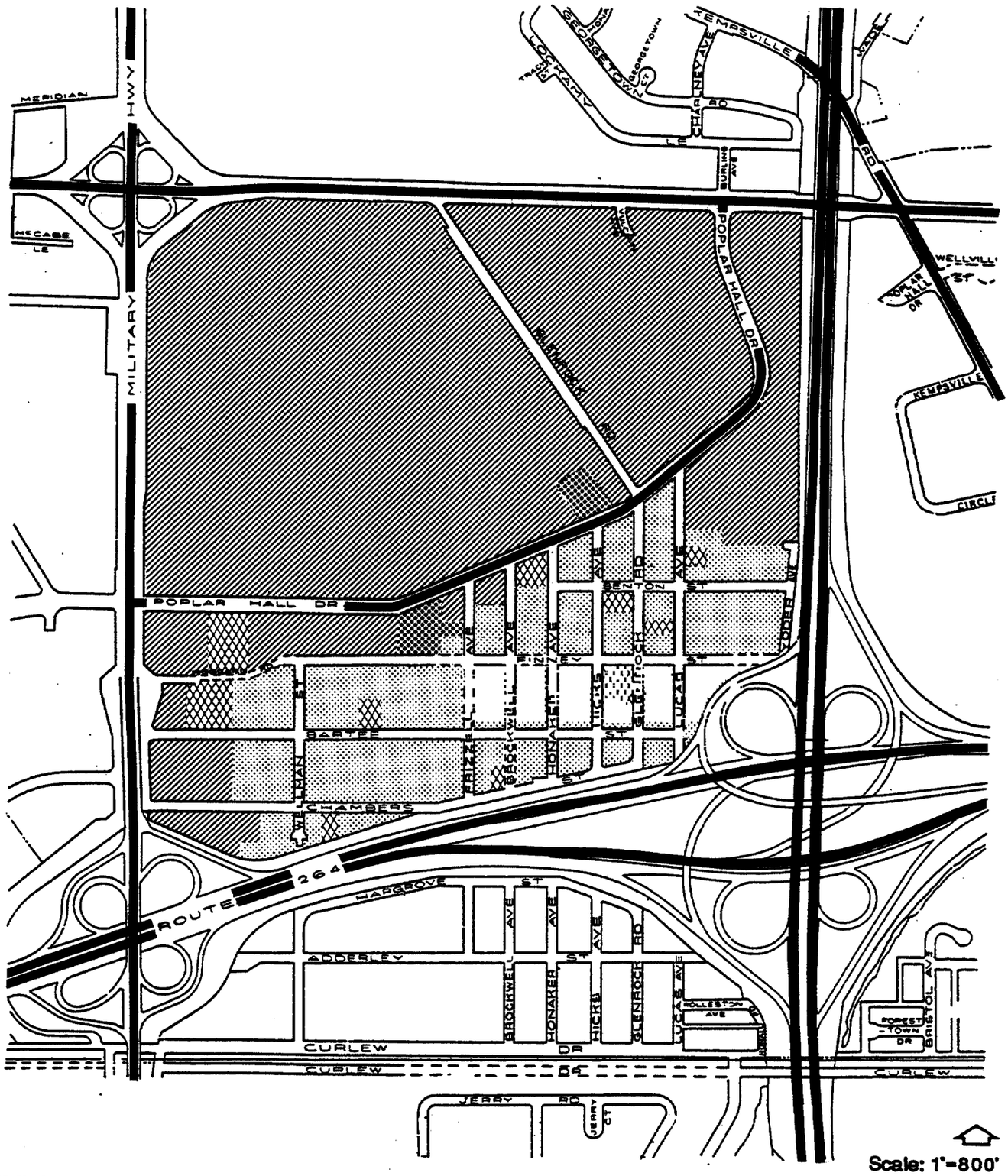
Redevelopment activity in the Glenrock area will only occur through private sector initiative. The City will phase necessary public infrastructure improvements to coincide with land use changes.

Public-private initiatives will be considered if the proposed development can be shown to be beneficial to the City.

- **o Enhance commercial opportunities of existing and future developments through transportation improvements.**

Continue to study and pursue funding for Military Highway improvements and implement plans for Virginia Beach Boulevard improvements, increasing the capacity of these arterials that provides access to the Glenrock-Military Circle area.

GLENROCK-MILITARY CIRCLE PLAN



- Low Density Residential
- High Density Residential
- Commercial/Office
- Institutional
- Freeway
- Arterial Street

NP-GLEN-3

GREATER GHENT

PUBLISHED PLANS AND STUDIES:

Ghent Conservation Plan, 1969
East Ghent North Redevelopment Project, 1969
East Ghent South Redevelopment Project, 1969
Ghent: General History and Development, 1970
Ghent: Proposed Zoning for Historic and Cultural Conservation, 1975, 1976
Ghent: Historic and Cultural Conservation Zoning, Processing Building Plans, Design Review Guidelines, 1976
Ghent Historic and Cultural Conservation Districts, reprinted 1980, 1983, 1986
Ghent Design Review Guidelines, reprinted 1980, 1983, 1986
North Ghent Zoning Study, 1983
West Ghent Zoning Study, 1988

BACKGROUND:

The greater Ghent area is comprised of four distinct neighborhoods, West Ghent, North Ghent, Ghent Square, and Ghent. The greater Ghent area is roughly bounded by the railroad on the north, Brambleton Avenue on the south, Granby Street on the east and Norfolk and Western Railroad property on the west.

The neighborhood known as Ghent represents the oldest portion of the greater Ghent area. It was Norfolk's first planned suburb, with structures dating back to the 1890's. A portion of this area is a National Register Historic District and the remaining Ghent neighborhood is eligible for listing on the National Register of Historic Places.

Today Ghent is a mixture of single and multi-family residences, some scattered commercial uses, churches, public open space, and immediately adjacent to it the Medical Center complex. The Medical Center is addressed in a separate summary.

In 1969 a Conservation Plan was adopted for Ghent and in 1978 an Occupancy Permit Program was implemented. Those two programs along with the local historic zoning district that was put in place in 1976 have had substantial impact on the development activities and property values in the neighborhood. The conservation program is no longer active in Ghent, but the occupancy permit program is still in effect.

Development in West Ghent followed after that of Ghent. Most of the homes in this area date from 1910 to 1935. The neighborhood is a mix of residential uses including single family detached dwellings, duplexes, multi-family apartment buildings, and condominium units. Other uses include public and private recreational facilities, doctor's offices, commercial uses, churches, medical office buildings, and a convalescent home.

In 1988 zoning changes were made in West Ghent to create greater consistency among existing land uses and zoning districts and to allow infill development at compatible densities. Higher densities were focused to areas along arterials, with lower densities to the interior of the neighborhood. It is appropriate to maintain this pattern.

North Ghent is an extension of the development that occurred in the Ghent area. It was annexed into the city in 1890 and was generally built up by 1910. The neighborhood today consists of single and multi-family residential, commercial, institutional uses and public open space. This area contains a high concentration of successful commercial activities along Colley Avenue and Twenty-first Street. There are retail establishments and restaurants, many of which now have outdoor dining areas, located primarily in a pedestrian environment.

What is referred to as Ghent Square is a redevelopment project that began in 1969. The street pattern that is there now has been changed from the original pattern to one that meshes with the pattern in the older section of Ghent. This area, that was cleared prior to redevelopment beginning, has been completely rebuilt with upscale single family homes, townhouses, condominiums, apartments, and public open spaces. All the property in Ghent Square has been developed and/or purchased for development.

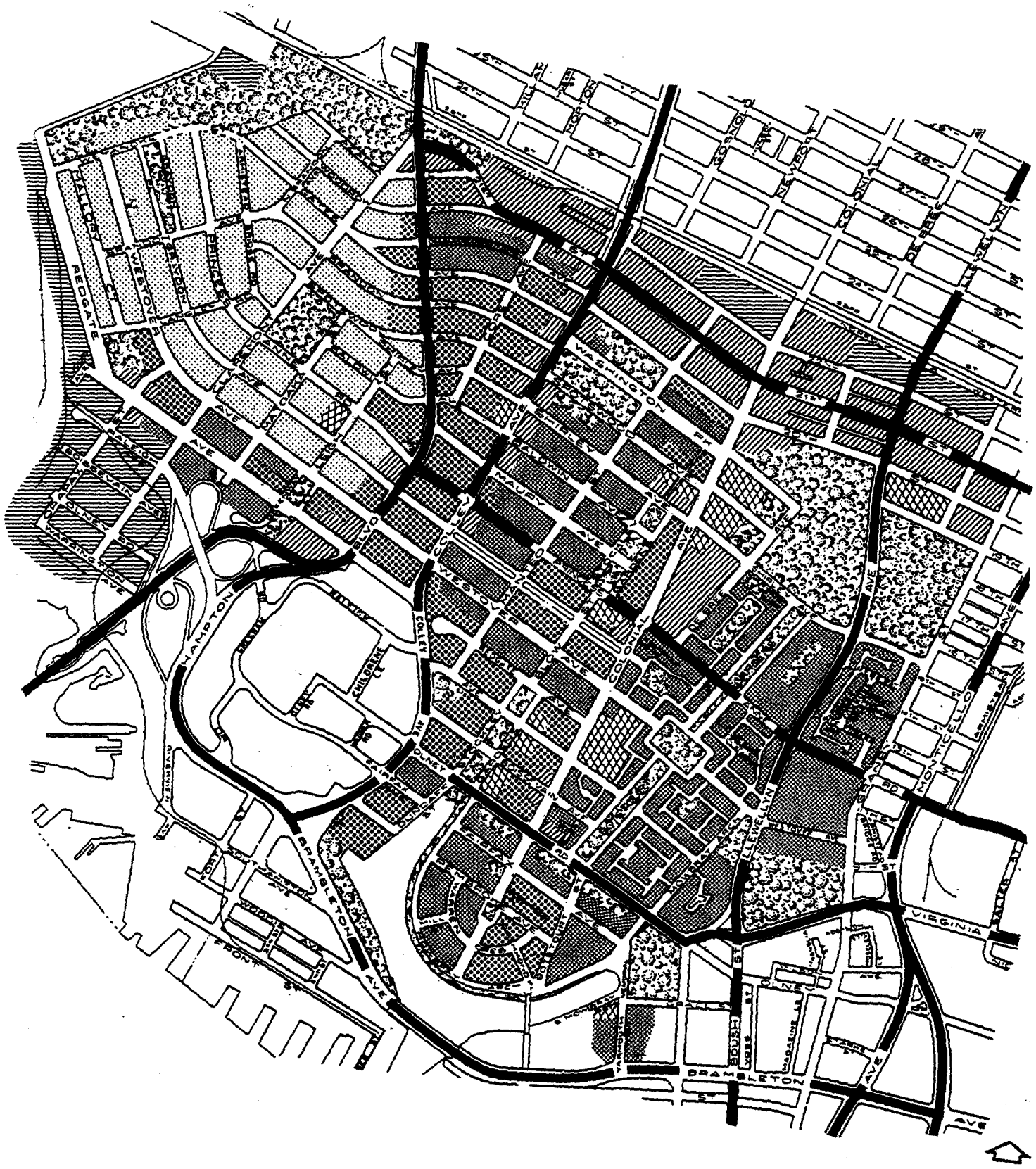
Greater Ghent's 1990 population is 9,474 residents, an 86 percent increase from the 1980 Census. There are 5,368 housing units in greater Ghent, of which 42.4 percent are owner occupied. The percentage of vacant housing units is approximately 9.5 percent compared to a City wide average vacancy rate of 9 percent. Following is a table that breaks down the statistics for the neighborhoods that make up the greater Ghent area.

POPULATION AND HOUSING STATISTICS

Neighborhood	Ghent Square	North Ghent	West Ghent	Ghent
1990 Population	1,726	2,258	2, 579	2,911
% Increase from 1980	208.4	10.6	.7	1.6
No. of Housing Units	1,007	1, 361	1, 250	1,750
% Owner Occupied	52.8	30.5	52.7	23.2
% of Units Vacant	12	8.2	8.4	6.8

Overall the four neighborhoods that comprise greater Ghent are predominantly residential having single family detached and attached as well as multi-family apartment and condominium complexes. Commercial areas are focused on arterials such as 21st Street, Hampton Boulevard, Colley Avenue and Colonial Avenue. Institutional uses are scattered throughout the neighborhood as are educational and open space land uses. There are four public schools in the neighborhood. Maury High School has recently had extensive

GREATER GHENT PLAN



Not to Scale

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial/Office
- Institutional
- Arterial Street
- Industrial/Transportation/Utility
- Education/Open Space/Etc.

NP-GHT-3

renovations and an addition. Blair Middle School and Taylor Elementary School are scheduled for renovations. Ghent is located within close proximity to two major employment centers, the Medical Center complex and downtown. It also is adjacent to two important cultural facilities, the Chrysler Museum and Center Theater/Opera House.

The Ghent area does suffer from problems with traffic congestion. Primary east/west and north/south streets cut through the neighborhood. Alternatives that would minimize through traffic on local streets should be studied and supported.

A review of progress in implementing the plans and current conditions has identified some objectives that still need to be accomplished. There are infrastructure improvements that should be undertaken and traffic issues that must be addressed.

The focus for the future of the neighborhood should be to maintain quality residential and commercial development. Commercial activities should be focused to arterials but yet continue to encourage pedestrian activity. A study should be undertaken to determine if the area north of the existing National Register Historic District is eligible for listing on the National Register.

OBJECTIVES/ACTION STRATEGY:

The following objectives and actions are intended to provide a framework for future activities in the greater Ghent area.

- **Maintain and improve all aspects of public infrastructure.**

Support restoration of the Hague seawall.

Maintain the condition of streets and sidewalks.

Improve storm drainage and reduce flood problems.

Support renovations to Taylor Elementary and Blair Middle Schools.

- **Maintain and improve vehicular circulation.**

Recognize the potential impacts of a second Midtown Tunnel.

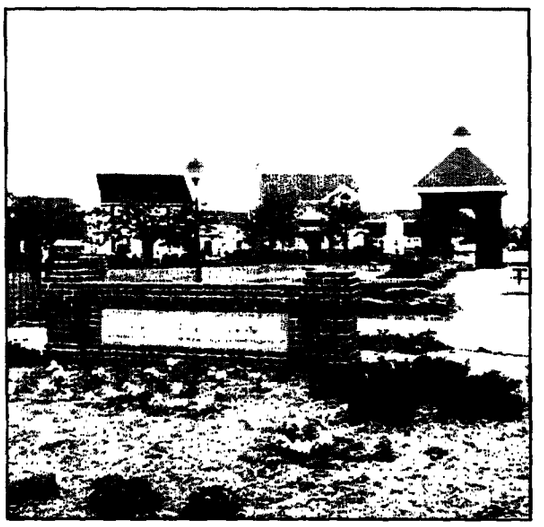
Support construction of the Downtown By-Pass as a means of reducing traffic congestion on local streets.

- **Conserve and upgrade existing housing.**

Continue implementation of the occupancy permit program in Ghent.

Support minimum maintenance provisions in the local historic district.

HAYNES TRACT-MIDDLE TOWNE ARCH



PUBLISHED PLANS AND STUDIES:

A General Development Plan for Haynes Tract/Liberty Park, 1985
Supplement to A General Development Plan for Haynes Tract/Liberty Park, 1987
Haynes Tract Zoning Study, 1989
Norfolk State University Master Plan

BACKGROUND:

Haynes Tract-Middle Towne Arch is located in the southern portion of the city, approximately two miles east of Downtown. It is generally bounded by I-264 on the south, the Norfolk and Western Railroad tracks on the east, St. Julian Avenue on the north, and Roberts Road, Oaklawn Avenue, and Norfolk State University on the west.

The district is primarily residential, with a population of 3,793 (1990 Census). It includes Haynes Tract, an established single-family area with high owner occupancy. The district also includes the developing subdivision of Middle Towne Arch, a planned single-family detached development being built on a portion of the former Liberty Park public housing site. Three public housing projects, Roberts Village, Roberts Village East, and Bowling Green complete the residential component of the district. Industry in the district is located in the northeast quadrant, generally in the Ballentine Blvd. corridor. The type of industry varies, from small shops to large public service uses.

In the early 1980's, the Norfolk Redevelopment and Housing Authority determined that Liberty Park, originally constructed as World War II housing, had reached the end of its useful life. That decision, coupled with other factors, provided the impetus to prepare a general development plan that would address the re-use of Liberty Park as well as plan for the rest of the neighborhood. With City and Norfolk Redevelopment and Housing Authority staff and significant community involvement, a plan was prepared which forms the basis for this summary.

The approximately 630 brick and frame housing units in Haynes Tract are generally well-maintained. The primary recommendation for this area is maintaining the quality of the housing, much of which was built in the 1950's. Another goal is increased street beautification to augment existing efforts as well as complement similar efforts in Middle Towne Arch. Overall, the infrastructure is in good condition. The installation of sidewalks, curbs, and gutters on a few streets to alleviate drainage problems and assist pedestrian movement has been requested by residents.

The re-use of the former Liberty Park site addresses several public objectives with an emphasis on quality and harmonious development. Middle Towne Arch increases the diversity of housing choice available within the city. Creation of the subdivision involved installing new infrastructure, adding extensive landscaping, and establishing a new street pattern. Planned to meet the city's need for additional elderly housing are the building of Grace Place, a 40 unit elderly housing complex capable of being expanded, and the reservation of another site for elderly housing. Ballentine Blvd. was relocated and expanded, improving circulation in this section of the city. Land has been provided for the expansion of Norfolk State University, which abuts the southeast corner of the site, as recreational needs of the university and nearby residents are addressed. A medical office building has also been built near Norfolk Community Hospital, enhancing services available to the community.

During the eighties, a substantial amount of renovation was undertaken at Bowling Green and Roberts Village. In addition to physical enhancements, social programs are being implemented to address residents' needs and concerns. The continuation of such efforts is recommended.

One large vacant site is available for development in the district. This twelve acre site is located in the northern part of the district. Its location and limited access mitigate against industrial use of the site. Low density residential use of the site is recommended with the following considerations. The development of nonsubsidized housing is strongly encouraged. There is a substantial amount of subsidized housing in the neighborhood, some of which abuts the site. The buffering of the residential development by trees and open space from industrial uses on its northern boundary is also strongly recommended.

The growth of Norfolk State University, which abuts the planning district, has an impact on its residential areas. Impacts include student parking on neighborhood streets and conversion or construction of single-family housing for student rental. Enforcement of City codes on overcrowding is key to maintaining housing quality and neighborhood livability. Efforts to control the impact of student parking on local streets are being studied.

OBJECTIVES/ACTION STRATEGY:

- **Support community efforts to maintain and enhance Haynes Tract.**

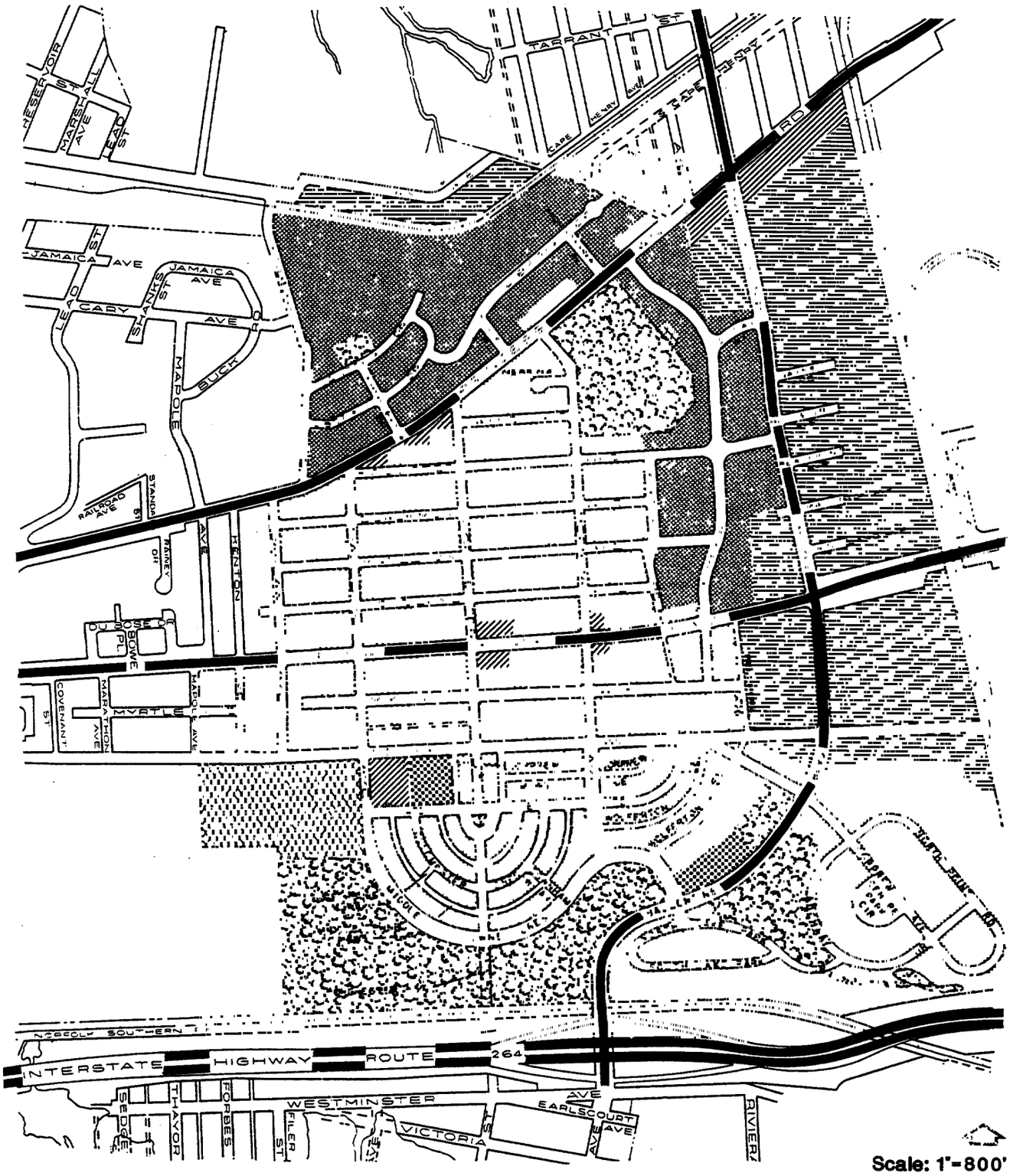
Undertake aggressive code action against isolated problem properties.

Support community efforts to increase area landscaping along Norchester Avenue, Virginia Beach Boulevard, Corprew Avenue and other streets.

Provide sidewalks, curbs and gutters where absent.

- **Mitigate the impact of university growth on the surrounding neighborhoods.**

HAYNES TRACT-MIDDLE TOWNE ARCH PLAN



- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial/Office
- Institutional
- Industrial/Transportation/Utility
- Education/Open Space/Etc.
- Freeway
- Arterial Street

NP-HTMA-3

Enforce City codes on overcrowding.

Control the impact of student parking on local streets.

- **Continue to implement the Liberty Park re-use plan.**

Recognize the impact of the Chesapeake Bay Act on this environmentally sensitive area.

Adjust for natural features of area in project implementation as they are important city assets.

HUNTERSVILLE

PUBLISHED PLANS AND STUDIES:

A General Development Plan for Huntersville, 1970
A General Development Plan for Huntersville, 1986 Amendments
Huntersville Redevelopment Plan, 1971
Huntersville II Redevelopment Plan, 1980, 1990
North Huntersville Zoning Study, 1986

BACKGROUND:

Located a mile north of Downtown, Huntersville is one of the oldest areas in the city. Its boundaries are the N&W Railway tracks to the north and east, Virginia Beach Boulevard on the south and Elmwood Cemetery to the west. With the exception of businesses located in the Church Street corridor, the area is primarily residential, with several churches and a few neighborhood grocery stores. Its 1990 Census population is 3,629, a decrease of 25% from 1980. While its population will increase as planned projects continue to come to fruition, this lower count represents the success of efforts to decrease densities in an area that suffered physically and socially from overcrowding. There are approximately 1,753 housing units in the area. Single family dwellings are the primary housing type, followed closely by duplexes and small three to four unit apartment buildings. Huntersville provides housing for a range of income levels- very low, low, and moderate income households.

Huntersville is one of the first neighborhoods in which the City actively pursued neighborhood planning. Since 1969, residents and City staff have been working together to improve the area.

Two redevelopment projects have substantially changed the physical environment of Huntersville. Both projects involved almost total clearance of the buildings in the project areas, especially the removal of substandard housing. Within the Huntersville II project, deteriorated commercial structures fronting Church Street were demolished as well. One redevelopment project is almost complete; the other is making significant progress toward its goals. Affordable housing, rental as well as for sale, has been built. Among these housing developments are Hunters Square and Calvary Towers (91 and 112 units, respectively) of assisted elderly housing, Huntersville Village (180 units of below market rate housing), Barberton Square (48 units of innovatively designed owner occupied housing), McCulloughs Haven (84 rental units built by a local church), and Attucks Square (28 single-family detached units). Other housing opportunities will become available as the Huntersville II project continues to progress.

In the redevelopment projects, new public infrastructure of utilities and roads as well as sidewalks, curbs, and gutters has been put in place. Road improvements include rebuilding and widening portions of Princess Anne Road and Church Street. Community facilities have been enhanced with a major renovation of the United House of Prayer and the building of a new Mt. Carmel Church. A 180 bed nursing facility has also been constructed.

In the north Huntersville area, changes are underway through cooperative public/private efforts under the leadership of community groups - the Olde Huntersville Development Corporation and the Olde Huntersville Civic League. They are undertaking a comprehensive neighborhood improvement program involving the rehabilitation and construction of housing for sale, area beautification activities including the creation of sitting gardens and the clean up of vacant lots, plus implementing a summer youth program. These actions are complemented by public actions such as the rezoning of the entire area in 1986, comprehensive housing code enforcement with the corollary use of the deferred loan program, and implementation of the Rental Rehabilitation program as well as improved public service delivery.

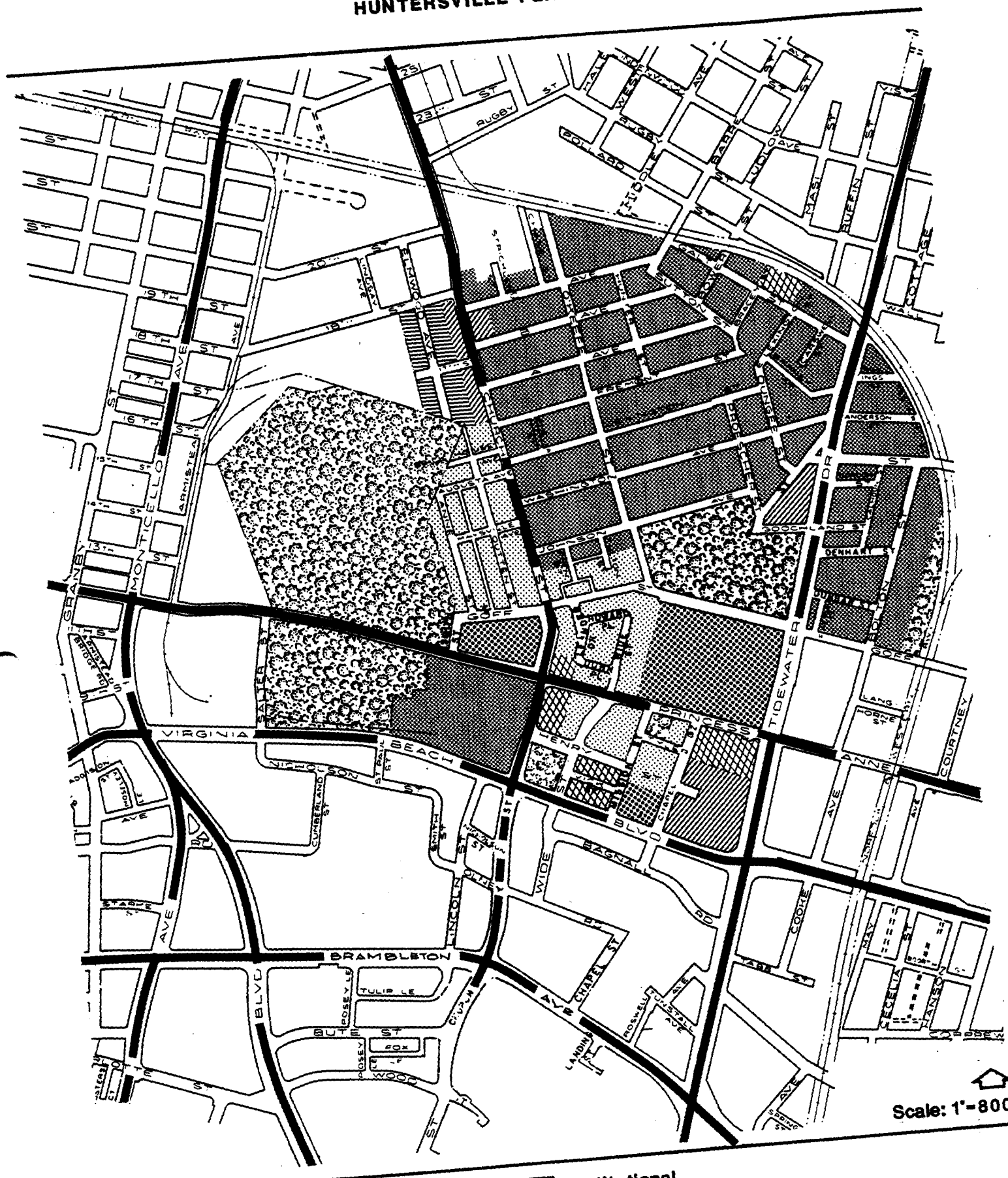
These changes are significant but dispersed. They are often overshadowed by the problems that remain. Creating a concentration of improvements that can visibly speak to the new future of the area is critical. The public and private partnership that has been beneficial in the past is expected to continue. Still, a greater commitment of public resources may be necessary to bring about a visible core of change to serve as a catalyst for further action.

Infill development opportunities abound in the northern part of the neighborhood. Located throughout are small vacant lots, most of which were previously in residential use. Because of concerns for density and overcrowding, infill single-family development is strongly recommended. Purchase of lots for side yards by adjacent property owners is also encouraged for density reduction and environmental clean up reasons. The areawide rezoning undertaken in 1986 was designed to encourage compatible, lower density infill development. The continuation of this or a similar zoning pattern is recommended. In addition to density reductions, maintenance of the neighborhood's physical character would be assisted by these efforts as well. The vacant J. T. West School is another important infill development opportunity in the community. Residential re-use of the site, for elderly housing or low density single-family development, is recommended in consideration of adjacent land uses.

Many of the conditions that warranted strong action on the west side of Church Street exist on the east side of the street. Failure to address these problems could undermine progress being made on the east side of the street as well as adjacent areas.

The previously adopted plans have been reviewed in order to propose a current set of objectives and strategies.

HUNTERSVILLE PLAN



- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial/Office
- Institutional
- Industrial/Transportation/Utility
- Education/Open Space/Etc.
- Arterial Street

NP-HUNT-3

OBJECTIVES/ACTION STRATEGY:

- **Improve conditions on the east side of Church Street between Johnson Avenue and the N&W Railway tracks.**

Remove dilapidated structures and deleterious uses to provide for infill residential development supportive of changes occurring in adjacent areas.

- **Increase recreational opportunities in the neighborhood.**

Build a community park adjacent to the Huntersville Neighborhood Center.

- **Continue improving physical conditions in North Huntersville.**

Increase financial assistance to home owners to rehabilitate structures.

Undertake a comprehensive streets and sidewalk repair program.

Maintain housing affordability.

- **Improve social conditions in the area.**

Continue public and private efforts to increase use of available programs.

- **Continue efforts to restore the Attucks Theater.**

Persevere in public/private partnership to rehabilitate and establish a program for the building.

- **Encourage sensitive infill development in northern Huntersville.**

Residential re-use of the former J. T. West School site, for elderly housing or single-family development, would be consistent with existing development as well as meet neighborhood housing needs.

Continue to reduce residential densities in north Huntersville.

Promote compatible single-family development on the many existing vacant lots consistent with the established design guidelines.

LAFAYETTE-WINONA

PUBLISHED PLANS AND STUDIES:

Lafayette-Ballentine Neighborhood Study, July 1978
Conservation Plan For Lafayette-Winona Neighborhood Conservation Project, 1979
Lafayette-Winona Rezoning Proposal, 1989.

BACKGROUND:

The Lafayette-Winona area has a central city location along Tidewater Drive. The study area is composed of four smaller neighborhoods, Lafayette Shores (the older single family home area located between Elmore Place and Tidewater Drive and the new residential development being built on the former apartment complex site), Winona, Lafayette Residence Park, and Gowrie Park. While they are known by different names, their geographic proximity and similar attributes make them appropriate to study together. The area boundaries are Tidewater Drive on the east, the Lafayette River on the south and west, and Willow Wood Drive to the north.

The Winona, Lafayette Residence Park, and Gowrie Park neighborhoods were developed around the turn of the century and exhibit many of the land planning ideas popular at the time. These include a curvilinear street pattern, open spaces, and in some cases rear service alleys. Many of the homes in this area are very large, often in excess of 2,000 square feet. Building materials used in construction are varied and include brick, granite, or cedar shingles on the exterior walls; terra cotta, slate, or shingles on the roofs; and other unique features such as stained glass, iron railings, and detailed wood trim. The area has a great amount of character and charm. Because of this unique architecture, the area has the potential to become historically designated. The Virginia Landmarks Commission has identified Lafayette-Winona as being potentially eligible for listing on the National Register. The area has few vacant lots on which to build. Some new development occurred recently with the subdivision of a five acre estate in Winona to provide homesites compatible with the rest of the neighborhood. No similar opportunities remain.

The Lafayette Shores area was developed in two different ways. The area between Elmore Place and Tidewater Drive is composed of smaller, two-story, single family homes built in 1940. The area west of Elmore Place was originally built just after World War II as an apartment complex with 640 units.

In 1978, Lafayette Residence Park, Winona, Gowrie Park, and the single family home section of Lafayette Shores were identified as meeting the criteria necessary for a

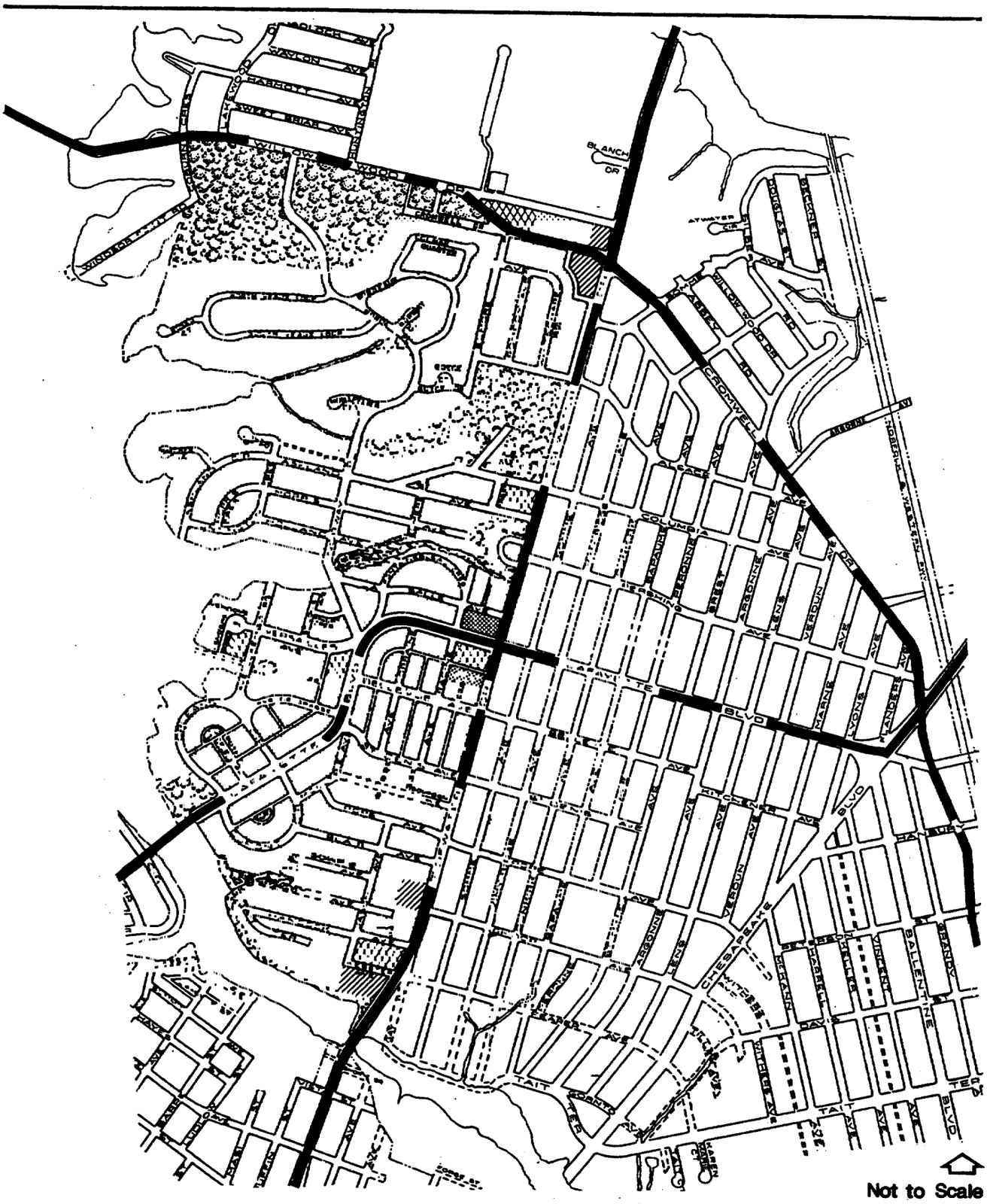
successful conservation project. This included being an area that displayed signs of physical decay, a growing elderly population, and a steady turnover in ownership. By 1979, a Conservation Plan had been created for the area. The program included the designation of the area as an occupancy permit district (which requires inspection of the property with each change in occupancy), infrastructure improvements, and a rehabilitation loan program. This would not have been possible without strong resident support.

Since the start of the program, almost 25% of the 818 properties in the neighborhood have since been improved in some way. The rehabilitation loan program was responsible for the vast majority of these improvements, with 194 loans being made for home and property improvement. In addition, five properties were acquired and improved in different ways. After over ten years of activity, the conservation plan became inactive in 1990. Despite this, the study area remains an older neighborhood with problems unique with this age. Attention must still be paid to infrastructure needs and code enforcement of problem properties. Although the conservation plan is inactive, the Occupancy Permit program will remain in place in order to maintain control over structure quality.

The Lafayette Shores apartment complex was redeveloped in a different way. In 1978 the owner originally sought to develop a rehabilitation plan for the apartments. After determining that rehabilitation was not economically feasible, the owner decided to tear down the units and redevelop the site. The owners worked with City staff and considered several development options. The final agreed upon plans were to build 220 large, executive style single family homes that would compliment the existing single family home areas of Lakewood to the north, Winona to the south, and the older Lafayette Shores area to the east. After gradually vacating and demolishing the 640 apartment units in the complex during 1988 and 1989, the new Lafayette Shores residential area being built is the result of a public/private partnership agreed upon in 1989. The City will provide $5.4 million in street and other infrastructure improvements. In addition, the City has doubled the size of Lakewood Elementary School so that it now houses both special education classes and the Governor's Model School formerly found at nearby Willard Elementary School. Willard has been demolished and a new Lafayette-Winona Middle School was constructed on this site which opened its doors to students in the fall of 1991.

Since the removal of the Lafayette Shores apartment complex and the initial development of a single family home neighborhood on the same site in 1990, interest in the Lafayette-Winona area has increased. The eventual construction of upper scale homes will have a positive impact of the entire area. Because of the lack of large development opportunities in Lafayette-Winona and the consistent built-up fabric of the neighborhood as an area of substantial single family homes, the basic density of the neighborhood should be protected. Single family densities will not allow intrusion of inappropriately styled multi-family units that would alter the potential for historic zoning. The more recent single family development has proved that there is a market for single family homes in this location.

LAFAYETTE-WINONA PLAN



- Low Density Residential
- Medium Density Residential
- Commercial/Office
- Institutional
- Education/Open Space/Etc.
- Arterial Street

NP-LAF-3

One remaining concern for Lafayette-Winona is the projected increasing traffic volumes along Tidewater Drive. At present, traffic volumes are approximately 39,600 per day, and they are expected to increase to 55,000 vehicles per day over the next twenty years. The Virginia Department of Transportation (VDOT) at the request of the City has developed plans to improve Tidewater Drive at the intersection of Cromwell Road. Improvements would include widening this section and adding turning lanes to accommodate more traffic. If approved, construction could begin in mid-1992.

The 1990 Census shows that the population for Lafayette-Winona (not including the demolished Lafayette Shores apartment complex) has remained stable since 1980 dropping only 33 persons to a total of 2,125. The neighborhood has become younger over the decade due to a decreasing elderly population and an increasing youth population. The continued development of the new Lafayette Shores residential area will only increase population and homeownership, adding more stability.

OBJECTIVES/ACTION STRATEGY:

A review of the progress towards revitalization of the neighborhood and current conditions have identified several issues and concerns. The following objectives will continue to address these needs in the neighborhood. Now that the conservation plan has become inactive, it is important to maintain progress and improvement.

- **Continue resident leadership and involvement.**

Continue the level of resident involvement and interest that is vital to maintaining momentum and continuing progress. For Lafayette-Winona this is important because the conservation plan became inactive in 1990.

- **Continue to upgrade the physical aspects of the area.**

Monitor infrastructure needs for streets (including plans to widen Tidewater Drive at the Cromwell Road intersection), sewer lines, lighting systems, and public open spaces.

Continue occupancy permit inspections on houses and apartments to keep them from becoming blights on the neighborhood.

Support the complete build-out of the new Lafayette Shores residential development.

Maintain predominant single family density in the entire Lafayette-Winona area.

- **Evaluate the possibility of designating sections of the Lafayette-Winona neighborhood on the National Register of Historical Districts.**

Investigate the possibility of local historic and cultural conservation zoning.

Work should begin with community groups on preparing the appropriate nomination forms.

LAMBERTS POINT

PUBLISHED REPORTS AND STUDIES:

None. This plan is based on continuing coordinated planning efforts by the Department of City Planning and Codes Administration, the Lamberts Point Civic League, the Homeowners Outreach League of Lamberts Point, and Old Dominion University.

BACKGROUND:

The Lamberts Point neighborhood is located in the western section of the City of Norfolk adjacent to Old Dominion University. The neighborhood is bounded on the north by the University campus, on the east by Hampton Boulevard, on the west by the Elizabeth River, and on the south by the Norfolk and Western Railway's Lamberts Point railyards.

The Lamberts Point neighborhood was developed when coal and cargo piers were built in the area in 1886. While the Lamberts Point area was to be utilized primarily for railroad, wharf and manufacturing uses, residential lots and streets were laid out on the northern part of the area. This residential component survives to this day between 43rd and 25th Streets north of the Norfolk and Western railyards. The greatest development impact on the neighborhood since World War II has been the growth of Old Dominion University. Campus expansion, which began into the neighborhood during the 1950's, accelerated during the decades of the sixties and seventies. This expansion resulted in the loss of a significant number of residential structures and a corresponding loss of population. City concern about the future of the neighborhood was demonstrated with the designation of Lamberts Point as one of the Model City Program expanded area neighborhoods in 1971. Neighborhood planning efforts began at that time and have brought several improvement projects to the neighborhood. A secondary impact of the University, which became evident during the 1980's, was the increased number of University students living in off-campus housing within the neighborhood.

Since 1980, the neighborhood has increased in population by eleven percent to 3,779 while the city's overall population dropped by two percent. Comparison of 1980 and 1990 census figures also indicates a significant shift in racial composition of the neighborhood with white population more than doubling and the black population decreasing by one fourth. Another shift, this in age distribution, indicates a significant increase in population between the ages of 19 and 24. These shifts can be attributed to the amount of off-campus student-oriented housing that has been built in the neighborhood over the last ten years. Within the neighborhood, this demographic shift has been concentrated in areas nearest the Old Dominion University campus on the north. These demographic shifts have been reflected in the physical composition of the neighborhood as new

construction and demolition have resulted in the juxtaposition of various housing types, densities, and lifestyles. In areas south of 38th Street, demographic characteristics have been more stable.

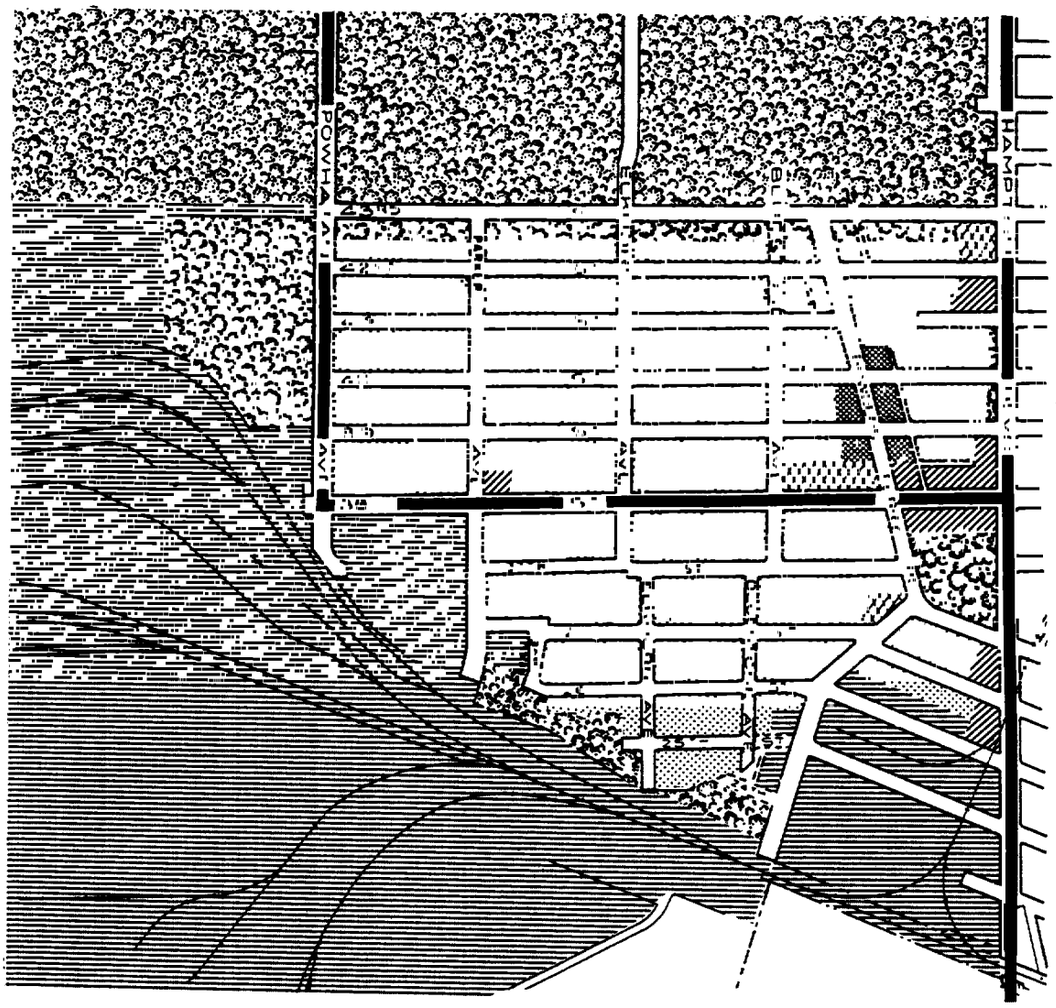
The Lamberts Point neighborhood core is primarily residential with approximately two-thirds of the residential land containing single family housing. Surrounding this core are some substantial non-residential land uses. To the north is Old Dominion University; to the east, the commercial corridor of Hampton Boulevard; to the west, Powhatan Field, Norfolk and Western railyards, and a Hampton Roads Sanitation District treatment plant; to the south are more Norfolk and Western railyards. Along these railyards a substantial amount of light industrial land uses are found. The fringe areas abutting residential development lack buffering which results in detrimental noise and visual impacts. The two major land use issues facing the neighborhood concern protection of the residential core from negative impacts of adjacent commercial, major institutional, and industrial activities; and the development of a more consistent residential land use and density pattern.

The housing market in Lamberts Point is segmented, consisting of residents and students with overlapping and sometimes conflicting housing needs. The infill development of scattered duplexes detracts from the overall residential character of the neighborhood. The resulting pattern has juxtaposed student-oriented housing with long time residences. There have been numerous problems with behavior of student residents, lack of day to day maintenance, long term maintenance, upkeep of yards, and a general decline in the appearance of the housing units and properties. The neighborhood has be referred to the Norfolk Redevelopment and Housing Authority for consideration as a conservation area.

Because of the neighborhood's adjacency to Old Dominion University, traffic and on-street parking are heavier than found in similar residential neighborhoods. The influx of commuter parkers generated by the University and the use of neighborhood streets as "cut throughs" are primary circulation issues to be addressed. In 1990, the City applied the Institutional Residential Impact Overlay District in portions of the neighborhood nearest the university campus in order to address one facet of the parking problem. This overlay requires greater off-street parking requirements for new residential construction. On-street parking regulations were also refined in 1990, an action which improved sight distances at corners and eased some traffic - parking conflicts.

There are opportunities to increase the amount of recreation and open space in the neighborhood. Powhatan Field, an underutilized recreation area, and the closed Lamberts Point landfill site provide opportunities for recreation and passive open space to serve the neighborhood specifically and Norfolk generally. The plan objectives and strategies are designed to encourage renewal of single family development in the neighborhood supported by adequate infrastructure and recreational opportunities. Policies are included that will foster improved relationships between the students and residents.

LAMBERTS POINT PLAN



Scale: 1"=800'

- Low Density Residential
- Medium Density Residential
- Commercial/Office
- Arterial Street
- Institutional
- Industrial/Transportation/Utility
- Education /Open Space/Etc.

OBJECTIVES/ACTION STRATEGY:

The strategy for the physical and community development of Lamberts Point will be based upon the following objectives and actions relating to land use, housing, recreation, circulation, infrastructure, University/neighborhood relations, and student/resident relations.

- **Create residential stability in the neighborhood.**

Lower permitted densities in the neighborhood south of the University campus to insure maintenance of lower density development patterns and to facilitate the renewal of the neighborhood as a single family area.

Insure that neighborhood housing conditions are monitored and improved through implementation of code enforcement programs.

Undertake a study to determine feasibility of implementing a conservation program in the neighborhood to help achieve these plan objectives.

- **Insure adequate, safe, and sound housing for students living around the Old Dominion University campus with adequate amenities such as open space and off-street parking.**

Establish a more appropriate land use pattern in the neighborhood through a clearer delineation of land uses and densities.

Provide land use regulations that promote sufficient open space, parking.

Implement code enforcement programs to insure that housing conditions are monitored and improved.

- **Develop street and traffic pattern improvements that are complementary to land use changes in the neighborhood and City-wide transportation needs.**

Implement the planned improvements to Hampton Boulevard and to 43rd Street.

Reduce congestion and make available more on-street parking for residents.

Limit the impacts of new major transportation corridors on the neighborhood to the greatest extent possible including buffering the neighborhood from Hampton Boulevard improvements.

- **Provide for adequate infrastructure in the neighborhood.**

Install and/or upgrade where appropriate, and maintain the condition of streets, curbs, gutters, and sidewalks.

Upgrade where appropriate storm water, water, and sanitary sewer utilities in the neighborhood.

Improve street lighting in the neighborhood.

- **Increase the availability of recreational opportunities to meet the needs of all residents in the neighborhood.**

Implement the Powhatan Field improvements as proposed by Old Dominion University with adequate provisions for public access and use.

Develop and implement a plan for the reuse of the Lamberts Point landfill and incinerator site as public recreation and open space.

Identify and implement opportunities for small, special purpose open spaces in the interior of the neighborhood.

Better utilize open space adjacent to the Adult Learning Center (former Madison School).

- **Make the presence of Old Dominion University an asset to the neighborhood.**

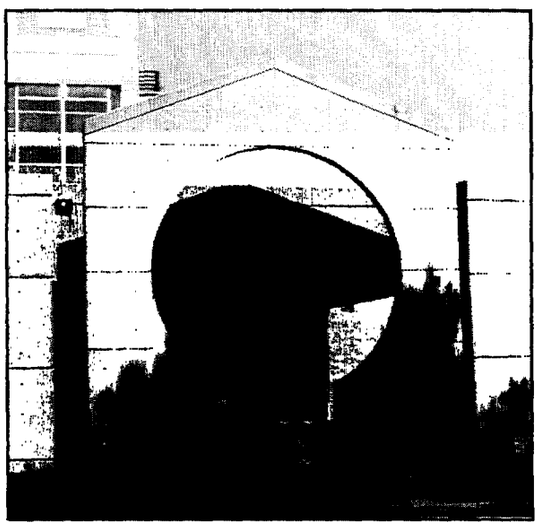
Minimize negative spillover impacts from the campus to the neighborhood by providing an orderly land use transition between the neighborhood and University.

Expand the current use of University resources for the benefit of the neighborhood and its residents.

Expand the ongoing dialogue between the University and neighborhood.

Involve student residents in neighborhood improvement and cleanup projects and make this residential component a more active part of civic league activities and deliberations.

LANSDALE



PUBLISHED PLANS AND STUDIES:

Lansdale Traffic Circle Area Study, 1985
Lansdale Area Study Update, 1990

BACKGROUND:

The Lansdale study area is located at the intersection of two major arterials - Military Highway, a north-south arterial serving the eastern portion of the city, and Northampton Boulevard/Princess Anne Road, an east-west arterial serving the eastern and interior sections of the city.

The study area, given its key location, superior local and regional accessibility, and largely low density development characteristics, is an attractive location for consideration of higher intensity development. Norfolk Commerce Park is immediately to the north of the area, and the Norfolk International Airport is nearby. The United Services Automobile Association regional headquarters is being located to the east of the study area limits set in 1985. Therefore, given this new development and the potential for future development on adjacent properties, the Lansdale study area has been expanded to include these sites between Interstate 64 and Military Highway.

Since 1985, redevelopment has taken place in portions of the northeast and southeast quadrants of the study area including the Airport Hilton and Hampton Inn. Of the total 132 acres in the Lansdale area, only 19.5 percent is developed with commercial uses. The remainder of the study area is developed in single family, low density residential uses. The residential areas exhibit a high level of upkeep and contain structures of substantial construction. There is a high level of owner occupancy and evidence of reinvestment in the residential structures in the study area. Limited infill residential development has been the only other activity in the study area since 1985.

There was one major transportation change in the area between 1985 and 1990. The traffic circle at the intersection of Military Highway and Northampton Boulevard-Princess Anne Road was replaced by a standard four way signalized intersection. Plans have been preliminarily proposed for further improvements to the intersection that will include the construction of an urban interchange which will improve traffic flow through the study area. These improvements are a part of a project to improve the Military Highway corridor from Interstate 64 to the north and to the south beyond the Elizabeth River.

With the development of the United Services Automobile Association regional headquarters in the eastern section of the study area's northeast quadrant, it is

anticipated that the remaining areas of the quadrant now devoted to Met Park will be redeveloped with similar and complementary office and commercial uses.

The three other Lansdale quadrants, through the year 2000, will be maintained as a residential area and this plan reflects that assumption. However, over the longer term, given the strategic location of the Lansdale area and future transportation improvements, opportunities may present themselves for the transition of the northwest quadrant to economic development uses.

OBJECTIVES/ACTION STRATEGY:

Given the growing importance of this area in regards to economic development opportunities and the strength of the residential elements in portions of the study area, the following objectives and actions are designed to provide for the compatible juxtaposition of development resulting from both factors.

- **o Protect stable areas from intrusion of incompatible land uses.**

Maintain residential zoning categories in the interior portions of the northwest, southeast, and southwest quadrants.

Require landscape screening and sensitive lighting for all commercial development in those portions of the study area designated for such purposes.

- **o Reflect the evolving strategic marketplace in the area and enhance the City's economic base.**

Provide for business and office park development in the northeast quadrant along the Military Highway frontage, and encourage large scale projects that are complementary to past and ongoing development efforts in the area.

- **o Promote transportation movement along arterials while protecting internal circulation of the neighborhood.**

Pursue implementation of the plans for roadway and intersection improvements in the study area.

Closely monitor any roadway improvement plans and encourage any modifications that would prohibit cut-through traffic or decrease traffic in residential areas.

- **o Capitalize on opportunities to create new positive environments through the provision of public and private amenities.**

In conjunction with planned roadway and interchange construction, provide for the use of any remnant parcels resulting from construction takings as landscape and buffering

LANSDALE PLAN

Scale: 1"=800'

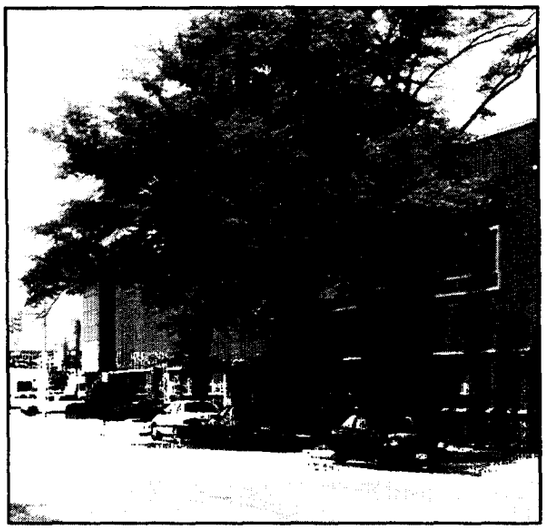
- Low Density Residential
- Commercial/Office
- Education/Open Space/Etc.
- Freeway
- Arterial Street

NP-LANS-3

between the residential areas and improvements to Princess Anne Road and Military Highway.

Require extensive landscaping and buffering as a part of any development of commercial properties in the northeast quadrant.

MID-TOWN INDUSTRIAL AREA



PUBLISHED PLANS AND STUDIES:

North Church Street Business Area Action Plan, 1987
Conservation Plan for the Mid-Town Industrial Conservation Area, 1988, 1991

BACKGROUND:

Mid-Town is located along Church Street between 18th Street and 26th Street. Its boundaries are 26th Street on the north, Monticello Avenue on the west, Elmwood Cemetery and the Huntersville neighborhood on the south and Leo Street on the east. It has close access to downtown and the interstate system. In addition, Mid-Town has direct access to rail lines.

The area is an older industrial district originally developed around the turn of the century. Once a vital area, the district experienced severe decline as buildings became outdated and industry moved to the suburbs. The area reached a low point during the early 1980s. The entire district was outdated, drab, and stagnant in relation to newer industrial areas in the city. The majority of buildings were constructed without thought to design or aesthetics. There was also an accumulation of trash, debris, wrecked cars and other attributes of deterioration.

The 1987 Action Plan analyzed the problems of the area and proposed a series of actions to improve the area as an industrial enclave to retain jobs in Norfolk. In 1988, due to the recommendations of the 1987 Action Plan and the interest of local business leaders, the North Church Street area of Norfolk was targeted for revitalization by the Norfolk Redevelopment and Housing Authority (NRHA) and the City. The area was renamed the Mid-Town Industrial Conservation Project. The land use is predominantly warehouse and light manufacturing, while along Monticello Avenue there are several commercial establishments. There are only a few residential structures in the area.

Since the adoption of the Mid-Town Industrial Conservation Plan, however, there have been many positive changes. Existing owners have reinvested int the area, and new businesses have moved into Mid-Town. Improved street lighting has been installed. A street repaving program has identified several streets to be improved over the next few years. In addition, Mid-Town's main thoroughfare, Church Street, will be widened. The improvement will increase access to the industrial area from the rest of the city and interstate traffic. Construction is scheduled to begin in 1994. The project is the result of

a unique partnership between the City and the Virginia Department of Transportation that allows Norfolk greater control over design and construction.

As part of the conservation plan the Norfolk Redevelopment and Housing Authority is obtaining dilapidated residential units and vacant lots and consolidating them for resale as industrial or business properties. To spur private investment in the area, the Mid-Town Industrial Revolving Loan Fund (RLF) provides below market rate loans to businesses that are making capital improvements to their property. Also, as an Enterprise Zone area, Mid-Town businesses can apply for special tax benefits.

Lastly, an important element to the renewed success is the high level of interest and activism found in the business owners within Mid-Town. Issues and concerns are raised by the business owners before they become major problems, and the City provides updates to them about construction projects and property acquisitions.

Mid-Town is reassuming its role as a solid and defined industrial district near the center of downtown Norfolk. In addition, affordable space for lease in some buildings allows the area to play an incubator role for Norfolk. Its strategic location near downtown, new activity and interest has again made Mid-Town an excellent area for industrial development and investment.

OBJECTIVES/ACTION STRATEGY:

The Mid-Town Plan proposes several objectives meant to improve the area's viability. These include a more compatible land use pattern within the project area, improvements to the public infrastructure, the rehabilitation of real property to conform to minimum standards, and the aggressive marketing of the area in order to attract new business and industry.

- **Arrest the deterioration of the area by removing blight, obsolescence and incompatible land uses.**

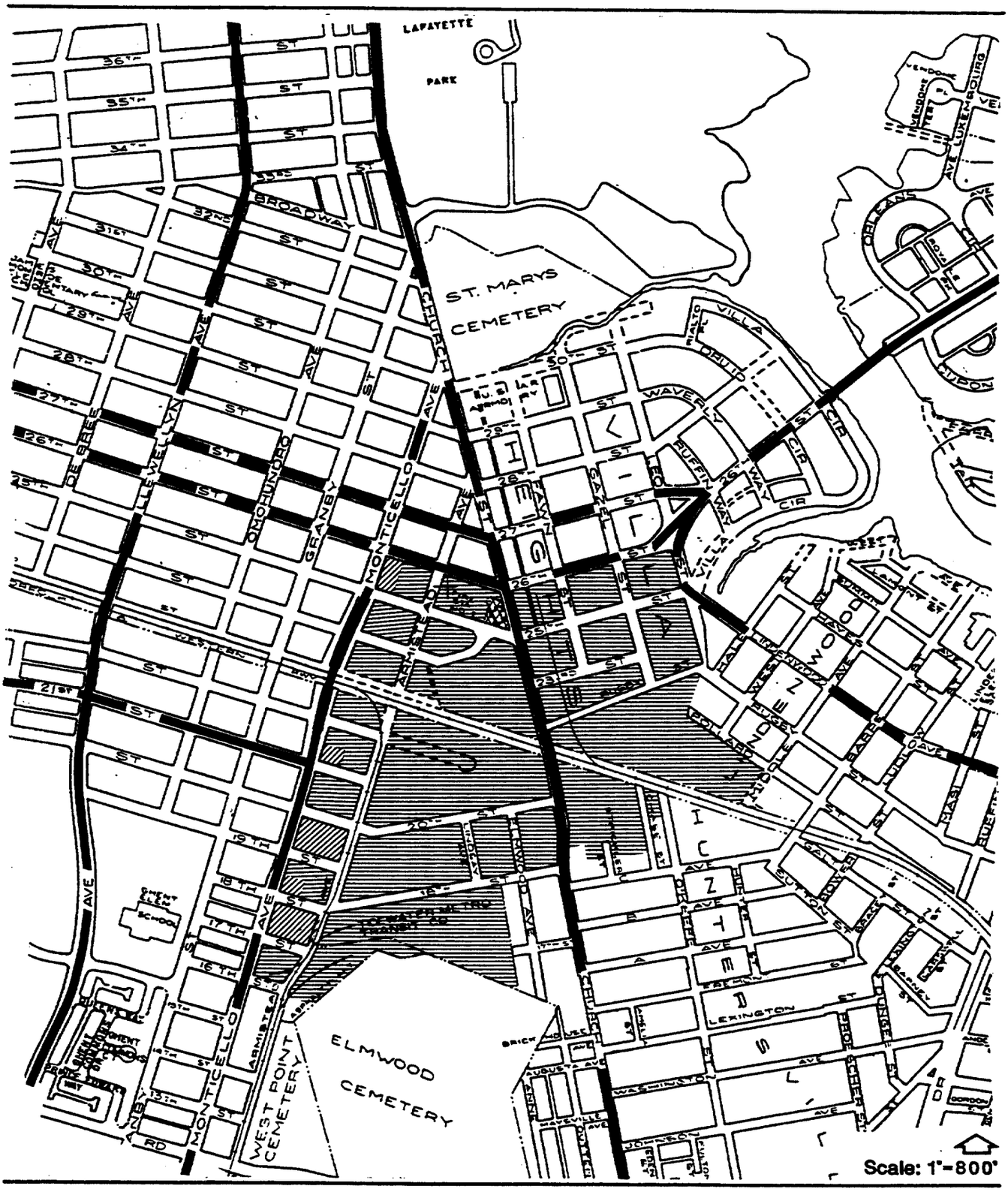
Residential buildings have been the primary target for acquisition, demolition, and resale for industrial or business use.

Amendment One allows for the purchase of deteriorated vacant lots. Acquired parcels are then consolidated for resale for industrial or business use.

- **Assist property owners and occupants to improve their buildings and property.**

Financial and technical assistance is provided to property owners to help them improve their holdings. This assistance can be obtained through the Enterprise Zone program and the Revolving Loan Fund.

MID-TOWN INDUSTRIAL AREA PLAN



Commercial/Office

Industrial/Transportation/Utility

Institutional

Arterial Street

Developers who purchase property from the Norfolk Redevelopment and Housing Authority will be required to submit plans for review by the Design Review Committee and the City Planning Commission.

- **Create an environment which is conducive to the growth of industry and commerce, which fosters job opportunities, and encourages appropriate uses of real property.**

City departments, NRHA, and the Mid-Town Business Association are closely involved in the coordination and implementation of the program initiatives proposed for the project area.

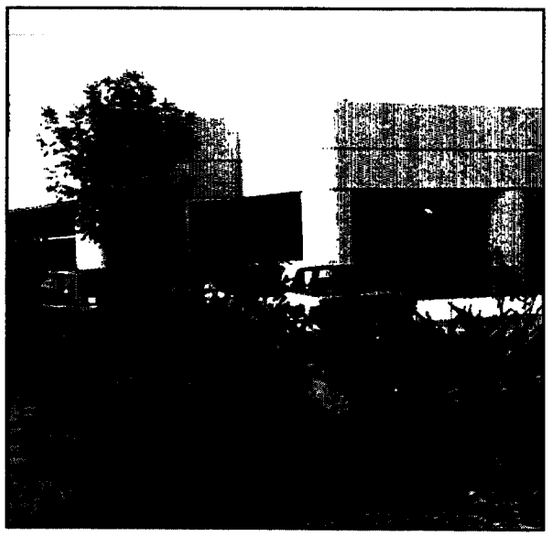
The Department of Development is actively marketing Mid-Town's specific qualities to business and industry in the region.

- **Provide needed public infrastructure improvements to better serve the needs of the community.**

Yearly requests are made in the Capital Improvement Budget. The Mid-Town Area will continue to be monitored in order to identify and address proper public improvements, including local street improvements, the Church Street widening, and a tree planting program.

These action strategies will remain valid for the next decade. Each of the strategies has already been implemented to some extent, and will continue to be functional in the years ahead. While Mid-Town has made headway in these past few years, a sustained effort will be required for a comprehensive rehabilitation of the area.

NORFOLK COMMERCE PARK



PUBLISHED PLANS AND STUDIES:

Norfolk International Commerce Park, Rezoning and Development Report, 1980
Norfolk Commerce Park Fiscal Impact Analysis, 1991

BACKGROUND:

The Norfolk Commerce Park is a planned business community providing both office and warehouse space for a broad range of commercial activities ranging from industrial warehousing, research and development, wholesale distribution, and light manufacturing, to office space users. The park is situated on approximately 150 acres of land in the east central portion of the city adjacent to the Interstate 64 and Military Highway interchange and less than a mile from Norfolk International Airport.

The area was the site of a large apartment complex which by the late 1970's was in need of major rehabilitation. Because of its proximity to the interstate, major arterial, and the airport, money for residential rehabilitation was not available. However, the location exhibited a great degree of potential for business development. The purpose of purchasing and redeveloping the tract was to insure an orderly transition from residential to business use without undue hardship on residents. Ownership also gave the City the opportunity to make the site attractive for high quality business and commerce and to bolster the employment and tax bases of Norfolk in a way to maximize City goals and objectives. The tract was purchased by the City in three stages between 1980 and 1982. Preparing the site for development involved substantial infrastructure improvements funded by the City. Infrastructure improvements were phased into place as the various portions of the tract were readied for development.

From an operational point of view, Norfolk Commerce Park has been a success. The first eight parcels were sold in 1982, and since that time buying has proceeded at an accelerated rate. At this time, only approximately six and one-half acres remain to be sold. Currently there are an estimated 3,800 individuals employed by firms located in the park. It has been estimated that through fiscal year 1991, the positive impact of Norfolk Commerce Park on the City of Norfolk is approximately $8.8 million. Total revenues to date have exceeded costs at approximately a three to two ratio. It has also been noted that annual municipal costs have leveled off for the park while annual revenues to the City generated by the park continue to increase. Therefore, assuming there is no significant downturn in the park's occupancy rates, annual benefits should continue to exceed annual costs.

OBJECTIVES/ACTION STRATEGY:

The following outlines the objectives and actions recommended to maintain and build upon the success of the Norfolk Commerce Park as a business and commercial center for the city.

- **Complete build-out of the Commerce Park.**

Effectively market the remaining six and one half acres of parcels in the Commerce Park to either new businesses or as expansion sites for existing businesses according to Norfolk's economic development goals.

- **Insure continued viability of the park through public and private reinvestment.**

Maintain appropriate public infrastructure and schedule improvements and upgrades as conditions warrant.

Encourage maintenance and improvements to private properties.

Monitor adherence to deed covenants by property owners.

- **Insure proper relationships between the park and surrounding residential land uses.**

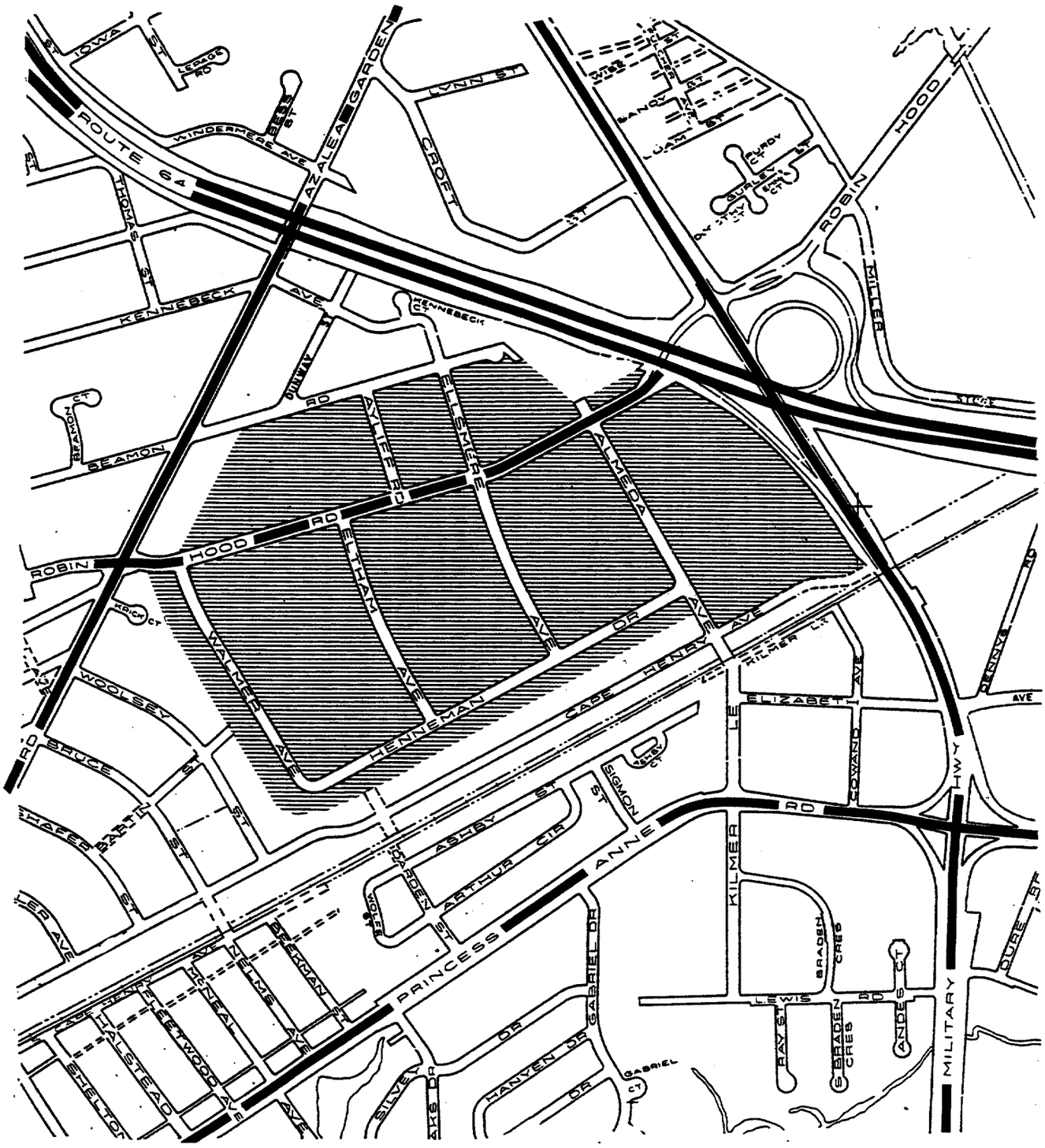
Utilize the site plan review process for all new development to assure proper screening between the park and adjacent residential development.

Monitor existing business and activities to assure that incompatible situations do not develop between neighboring activities in the park and between the park and adjacent residential areas.

- **Capitalize on expansion opportunities as future conditions and situations allow.**

Monitor viability of surrounding residential land uses immediately to the north and south of the park and impacts of airport activity on those uses.

NORFOLK COMMERCE PARK PLAN

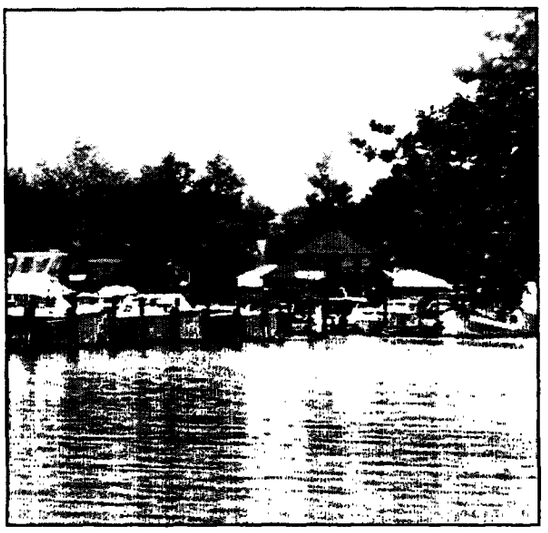


Scale: 1"=800'

- Industrial/Transportation/Utility
- Freeway
- Arterial Street

NP-NCP-3

NORTH COLLEY



PUBLISHED PLANS AND STUDIES:

North Colley Development Concept, 1984
Highland Park Rezoning Proposal, 1987
West Highland Park Rezoning Study, 1990

BACKGROUND:

The North Colley area is centrally located on the west side of the City of Norfolk. The area is generally bounded on the west by Hampton Boulevard, on the east by Knitting Mill Creek, on the north by a branch of the Lafayette River, and on the south by 38th Street and the Kensington neighborhood.

The North Colley neighborhood contains a mixture of activities. The predominant land uses are residential, commercial (trade and services), institutional, and industrial. The residential areas are located in the northern and eastern portions of the area. The industrial land uses are found along an abandoned rail spur line in the southern and western sections. Commercial development is found along Hampton Boulevard and Colley Avenue which travel in a north-south direction through the area.

In terms of residential development, the neighborhood has become increasingly impacted by the student housing market generated by the adjacent Old Dominion University. Approximately 67 percent of the 1990 population of 3,141 is aged 15 to 24 compared with 25 percent citywide, demonstrating the influx of college students. In addition, only 25 percent of all households are classified as families, compared to 64 percent citywide, another indicator of a college population. A large portion of the northwestern section of the area (between Hampton Boulevard and Killam Avenue) has been developed with multi-family structures geared toward the student housing market. To the east of Killam Avenue, the residential pattern is decidedly single family in nature with a number of housing units dating to the turn of the century. This area has seen an increasing level of student residents, but rezonings in 1987 and 1990 have tended to keep densities at levels that would maintain the single family character. Because of the age of a majority of the housing units and growing student population, code enforcement has been a growing issue in the neighborhood.

The industrial portions of the study area were originally oriented around a rail spur line that has been abandoned. The industrial uses range from warehouses, lumber yards, and equipment storage lots to auto repair shops and other commercial activities. Inexpensive space and light industrial zoning have encouraged the area's continued uses as a light industrial/heavy commercial area, and have enabled fledgling businesses to begin

operations. However, some physical disadvantages such as circulation limitations and poor physical appearance have hindered further industrial development. Commercial activities in the study area along Hampton Boulevard and Colley Avenue are limited to small scale retail and service activities serving both surrounding and near-by neighborhood and university populations. Adjacent to the commercial areas along Hampton Boulevard, Old Dominion University has located a number of activities and related uses which do not require a main campus location.

With such a wide range of land uses in a relatively compact area, the foremost planning issues facing the study area through the year 2000 will be providing the proper buffering of uses from one another, protecting stable residential areas from encroachment, and limiting adverse spillover impacts of one type of land use to another. These were the conclusions of the 1984 plan which have been reviewed so that a current set of objectives and strategies can be presented here.

OBJECTIVES/ACTION STRATEGY:

The following outlines the objectives and actions recommended to direct the desired type and scale of development in the North Colley area in accordance with the protection and enhancement of the public interest and private interests.

- **Maintain the integrity and quality of residential areas, while recognizing the various residential functions served in the North Colley area.**

Protect the integrity of residential areas from inappropriate land use intrusions by requiring extensive landscaping and buffering for all new types of development.

Maintain housing quality and, where appropriate, seek upgrading of housing quality through the establishment of monitoring and code enforcement programs.

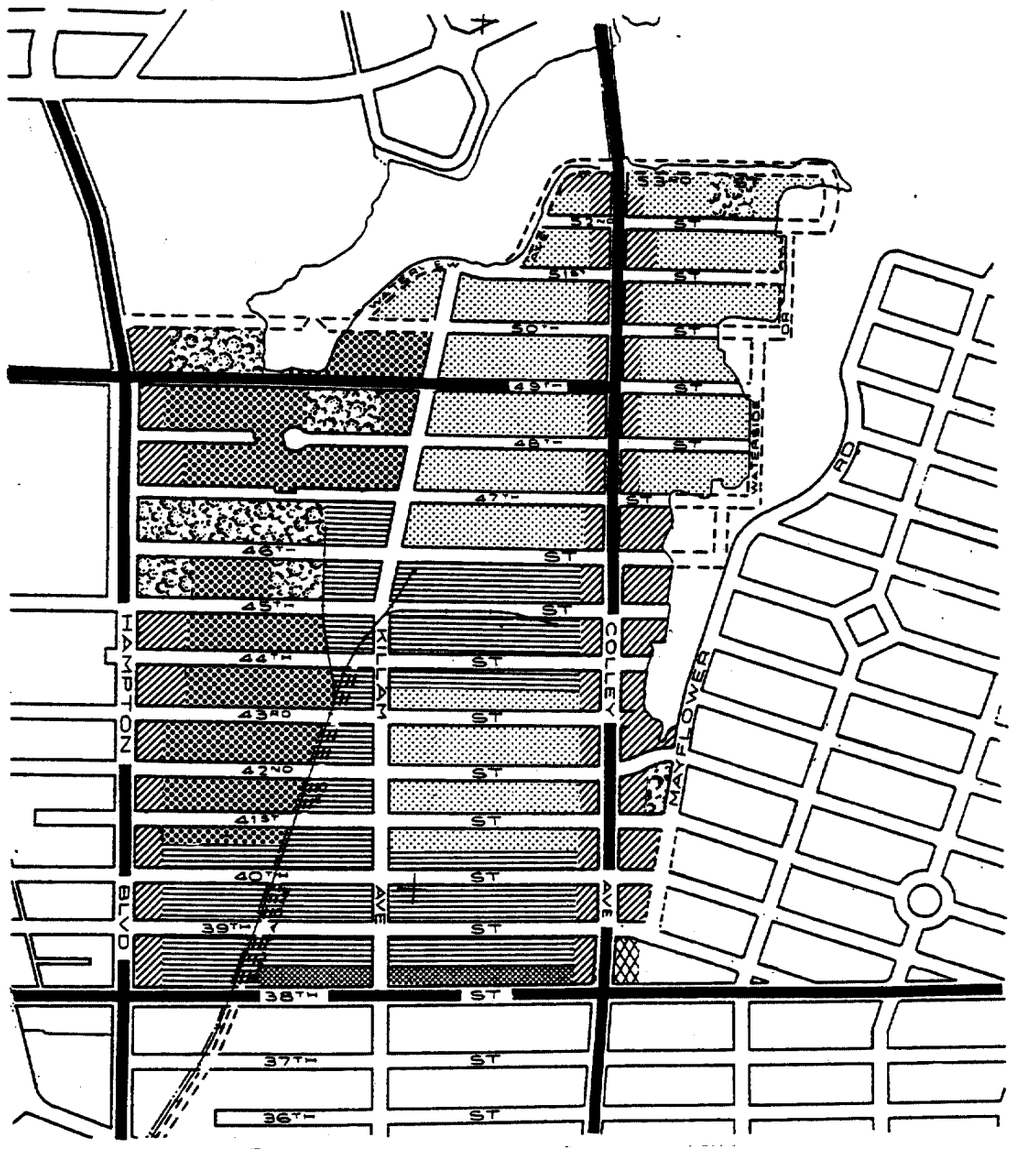
Encourage the concentration of medium to high density residential uses in those areas between Hampton Boulevard and Killam Avenue. The residential areas east of Killam Avenue should be maintained at low density levels.

- **Increase the potential commercial and light industrial development in portions of the North Colley area.**

Stimulate private sector interest and encourage private sector reinvestment and business development by improving the conditions of streets, curbs, gutters, street lighting, on-street parking, and sidewalks in areas devoted to light industrial and commercial uses.

Encourage the development of vacant parcels, the reuse of the right-of-way of the abandoned rail line, and the reuse or redevelopment of remaining isolated residential structures located in the commercially or industrially zoned areas.

NORTH COLLEY PLAN



Encourage Old Dominion University to maintain the quality of its major facilities and to upgrade the quality and appearance of its smaller buildings and storage areas.

Enforce codes more rigorously to stop business activities from spilling over onto public right-of-way and to upgrade commercial establishments.

- **Improve the environmental conditions and physical appearance of the entire North Colley area.**

Continue to protect the waterfront areas from improper development practices, and maintain, where possible, public access to and views of the water.

Discourage the development of additional marinas or the expansion of existing marinas along the waterfront edge.

Improve the overall area appearance through enforcement of environmental codes, cleanup of vacant lots, general litter and debris removal, and street improvements including sidewalk, curb and gutter installation and replacement.

- **Improve the movement of automobiles and truck traffic in the study area, and improve the availability of parking in portions of the study area.**

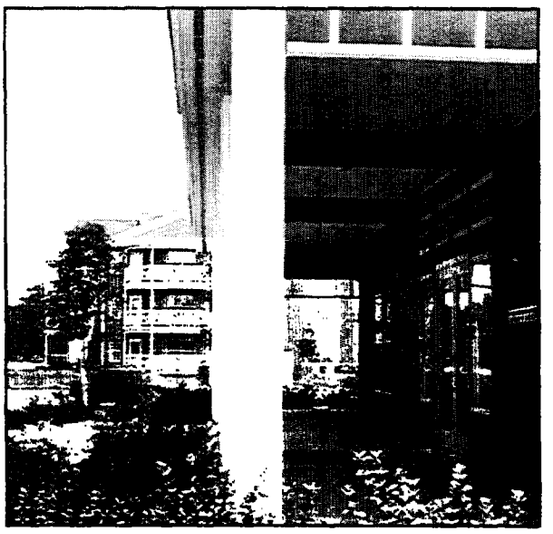
Reclassify Killam Avenue from 49th Street to 38th Street as a collector and downgrade appropriate segments of 43rd and 42nd Streets to local streets, and modify traffic control signs accordingly.

Improve street conditions and make necessary sign changes to improve circulation and delivery options.

Identify and implement street improvements and circulation system modifications to discourage through traffic and truck traffic in residential areas.

Discourage the use of on-street parking by commuting students at Old Dominion in those areas where it inhibits the use of the streets by residents and commercial activities of the neighborhood.

PARK CRESCENT



PUBLISHED PLANS AND STUDIES:

Site Planning Studies and Market Analysis (Consultant Study) Working Papers for the Park Crescent Development, 1990

BACKGROUND:

Park Crescent is located in the eastern portion of Norfolk at the northwest intersection of Military Highway and Norview Avenue. This 61-acre site, just one block from Interstate 64 and along the major entrance to the Norfolk International Airport, is ideal for business park development.

The Park Crescent site was formerly occupied by Lakeland Apartments, a 700-unit low income complex dating to the 1950's. The apartment owners began removing the units in the late 1980's, given their poor condition, age, and market potential for redevelopment. They envisioned improving the site with a mix of high rent apartments and strip commercial development. Development of this type, given the strategic importance of the site with its access to Interstate 64 and its location at the main entrance to the airport, would not have been optimal for the city. In striving to achieve a proposal that would help realize the economic development goals of the City, including the enhancement of the tax base and the creation of employment opportunities for Norfolk residents, the City began working with the owners of the site to form a public-private partnership to guide the redevelopment of the site.

A market consultant recommended that the site include a mix of residential and business park development, not strip commercial development. Based on surrounding uses and the road network, it was recommended that the northern portion of the site be developed as apartments and the southern portion contain office park development.

The resulting master plan includes 23 acres of upper end apartments on the northern portion of the site, with a maximum of 318 units, and 38 acres in the business park on the southern portion of the site. The apartments are primarily designed to attract individuals or couples, near or at retirement, who desire maintenance free living. The business park venture is intended to resemble that of later projects in Norfolk Commerce Park. In addition, the business park includes provisions for the construction of a hotel and specialty retail. The City and the site owners entered into a development agreement outlining the responsibilities of both parties, including restrictive covenants that provide guidelines for the quality and maintenance of the area.

To date, the owners of the site have constructed the first phase of the apartments, 102 units approximately 50 percent of which are leased, and are working on the infrastructure for the remainder of the development.

OBJECTIVES/ACTION STRATEGY:

The following objectives and actions are intended to guide the development of the Park Crescent site, as well insure its success.

- **Market the new business and commerce park to quality business and commercial clientele.**

Assist the owners of the Park Crescent development in marketing the site.

- **Protect abutting residential neighborhoods from potential impacts of the new development.**

Conduct site plan review of all development proposals on the site, as provided for under the development agreement, to insure that there is sufficient parking on the site and that it is suitably located to avoid any spillover to adjacent residential areas.

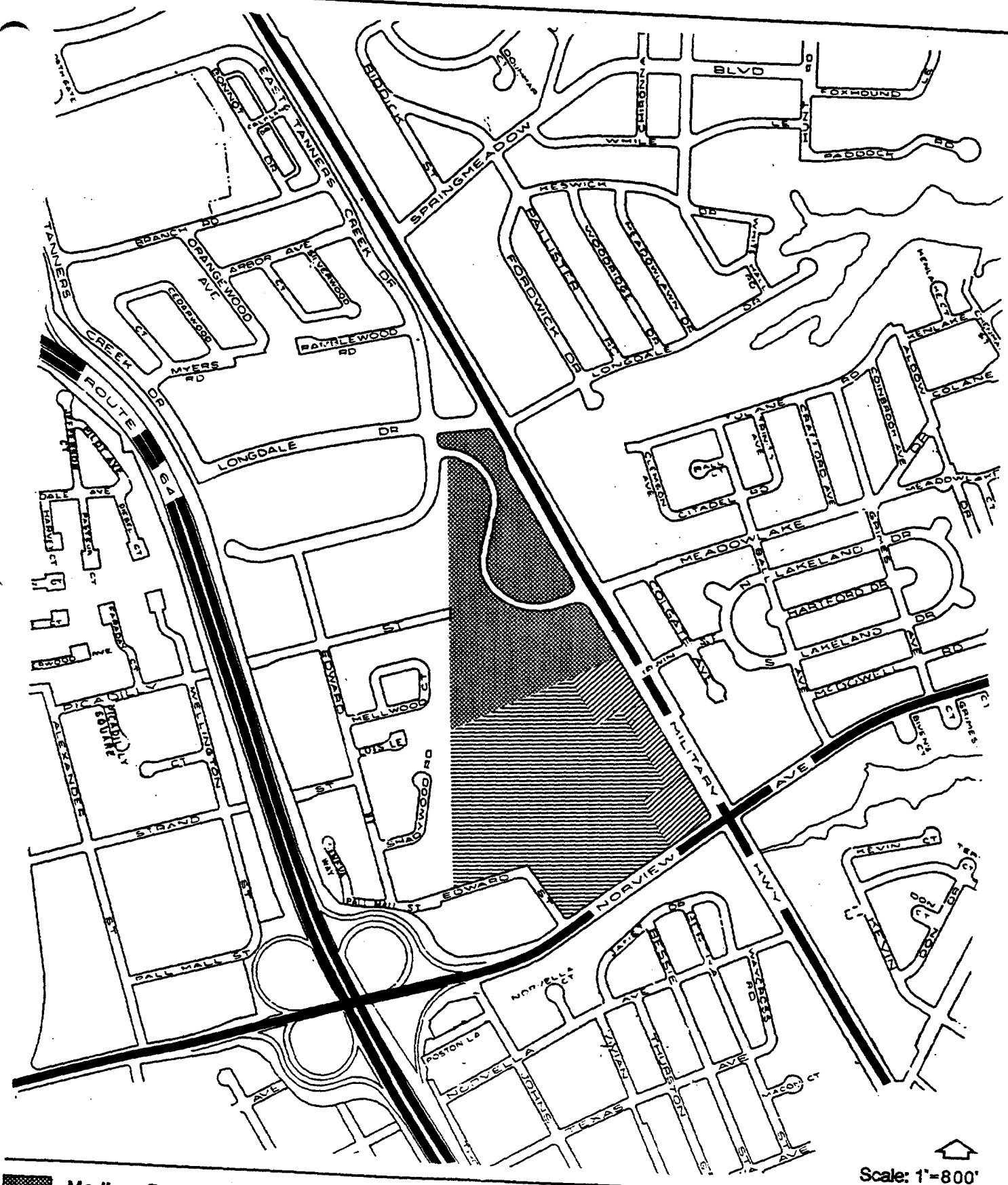
- **Monitor both the developer's and the City's compliance with the development agreement and relevant ordinances.**

Monitor the condition and quality of development, as provided for in the development agreement, including the maintenance of development and the site.

- **Continue to enhance the entrance to Norfolk International Airport.**

Formulate a long term strategy to create a "gateway" for the airport, playing off the positive example created by Park Crescent Commerce Park.

PARK CRESCENT PLAN

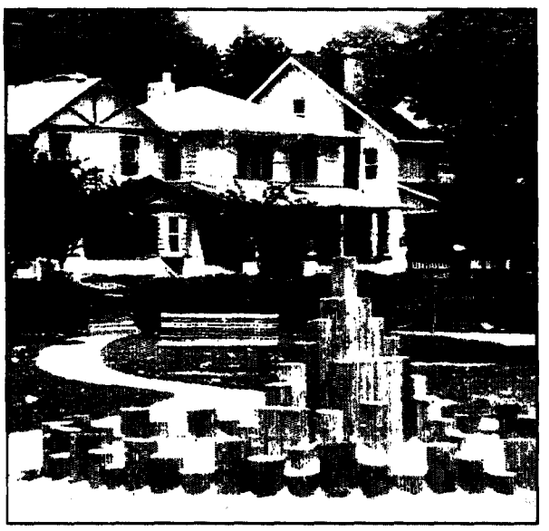


Scale: 1"=800'

- Medium Density Residential
- Commercial/Office
- Industrial/Transportation/Utility
- Freeway
- Arterial Street

NP–PKCR–3

PARK PLACE



PUBLISHED PLANS AND STUDIES:

Park Place General Development Plan, 1982
Supplements and Amendments, 1982, 1984, and 1988
Park Place Conservation Plan, 1973
Central Granby Street Commercial Area, 1991

BACKGROUND:

Located about two miles north of downtown Norfolk, the Park Place study area encompasses the subdivisions of Kensington, Virginia Place, Old Dominion Place, Villa Heights, and Park Place, as well as Lafayette Park, the Virginia Zoological Park, and St. Mary's Cemetery. The area is bounded by 38th Street on the north, the Lafayette River on the east, Rugby Street and the Norfolk and Western Railroad tracks on the south, and Hampton Boulevard on the west.

Park Place occupies a strategic location within the city and is at the hub of a chain of neighborhoods forming vital links in the City's development strategy. Park Place has an abundance of affordable housing, both for renters and owners, thus attracting a lower income mix of residents.

Residential development of Park Place began near the end of the nineteenth century as part of a general expansion of urban growth in Norfolk along newly placed trolley car routes. By 1930, much of the physical development of the area was complete, featuring single family homes. However, conversion of single family homes to apartments began during World War II and continued through to the 1960's, although the rate of conversions slowed greatly from the volume of activity recorded prior to 1950. Outmigration of families to more suburban areas increased during the 1960's, and the Park Place area absorbed a portion of those families displaced from neighborhoods undergoing urban renewal.

Today's resident population, an estimated 8,828 residents in 1990, is predominantly black, 96 percent of the population, with low levels of income and education and high unemployment. The neighborhood consists, on the whole, of many large households with a disproportionate number of female-headed families, 52 percent of all families. Park Place is a neighborhood whose stability has been shaken by extreme turnover in population and current social conditions. Social and economic changes introduced to the neighborhood by this transition have accelerated trends toward deterioration, intensified the problems, and hindered efforts to halt the decline. In 1990, there were 3,691 housing units in Park Place, 18 percent of which are vacant, compared to the citywide average vacancy rate of 9 percent.

In addition to residential development, there are concentrations of older commercial facilities oriented to retail trade and personal services found primarily along Colley Avenue, 35th Street, and the Granby-Monticello-Church Street corridor. Generally characterized in recent years by a high rate of business turnovers and failures, these existing commercial areas do not completely satisfy the needs of the resident population. There is also an extensive commercial area, primarily wholesale trade and warehousing facilities, concentrated in the southern portion of the neighborhood along the railway line and Hampton Boulevard.

Several improvements have been made in the area and programs implemented to address some of the problems present in the neighborhood. As early as 1967, the City requested that the Department of Housing and Urban Development fund a Federally Assisted Code Enforcement (FACE) Project in Park Place. This project took place in the late 1960's and early 1970's, providing a range of infrastructure projects and systematic code enforcement. Park Place was included in the Model Cities Program in 1971 which initially funded the Park Place Conservation Project Area in 1972, still active today. In addition, most of the area is under the City Occupancy Permit program and a reduction of residential zoning densities has taken place. Numerous public improvements have been made in the neighborhood including the construction of the Park Place Multi-Purpose Center and the Monroe Elementary School, as well as the installation of street lights throughout the neighborhood. The activities since 1971 were initiated as part of the general development planning process initiated in the neighborhood in that year. The amended adopted plan has been reviewed here to provide a current set of objectives and strategies.

OBJECTIVES/ACTION STRATEGY:

The following statement of objectives has been developed to provide direction by which to overcome the identified problems and to evaluate alternative schemes for future development.

- **o Improve those areas in Park Place which contain blighted, inappropriate mixtures of land uses.**

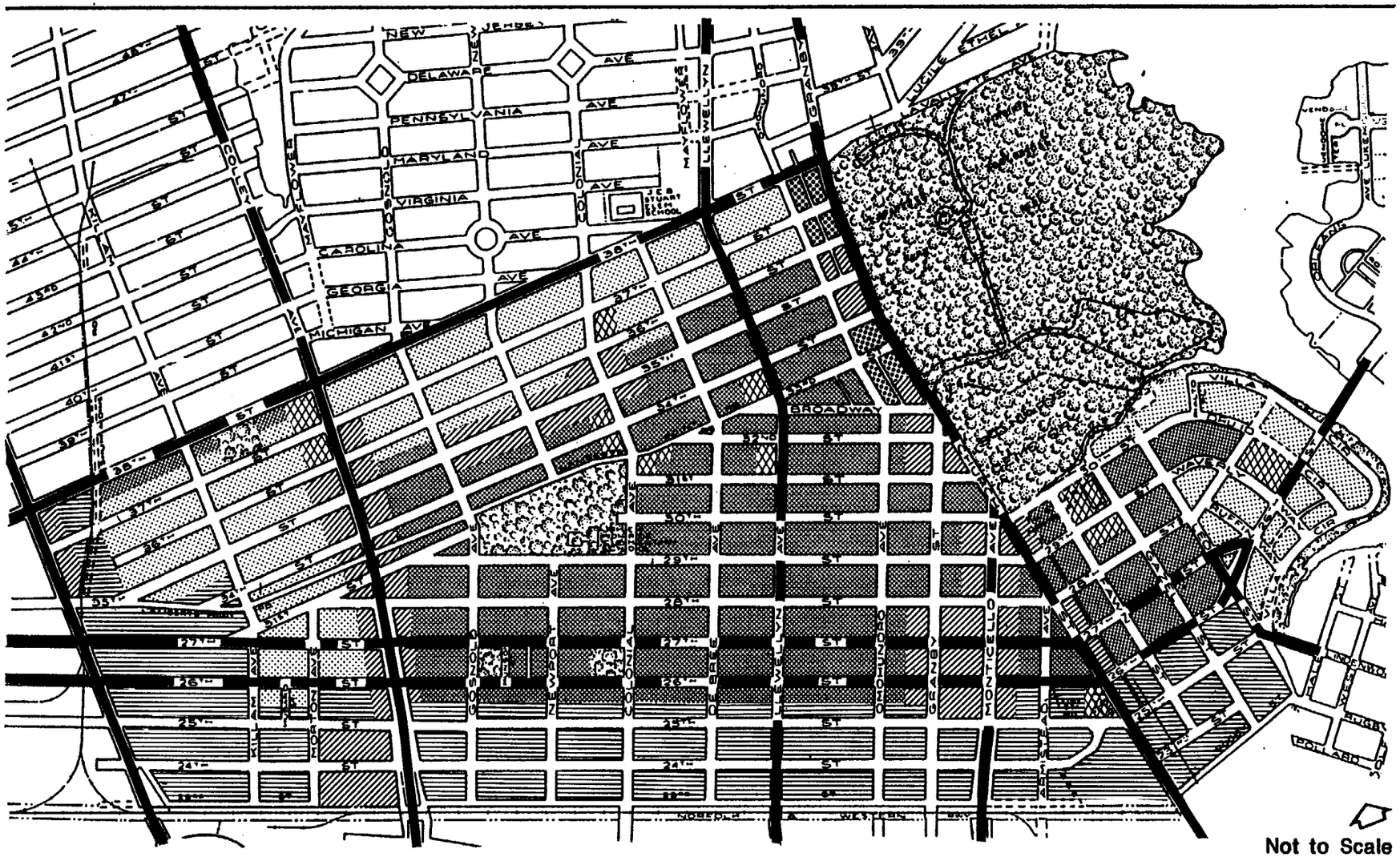
Maintain current zoning densities in the neighborhood, updating with any relevant changes in conditions. (Medium residential density designation is interpreted as smaller lot single family detached development and duplex or lower density multi-family structures.)

Continue to monitor Park Place for code violations, including zoning, building, and health.

- **o Conserve and upgrade those housing units in Park Place which are structurally sound and remove and replace housing which has deteriorated to the point where rehabilitation is economically infeasible.**

Continue the current conservation project in Park Place.

PARK PLACE PLAN



NP-PKPL-3

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial/Office
- Institutional/Military
- Industrial/Transportation/Utility
- Education/Open Space/Etc.
- Arterial Street

Maintain the occupancy permit program in Park Place.

Control trends toward population overcrowding of housing units in Park Place.

- **Develop a neighborhood environment in Park Place which is conducive to continued housing investment and home ownership.**

Increase the maintenance of City-owned property in Park Place and encourage improved maintenance of private lots.

Improve the effectiveness of City services in Park Place, particularly those relating to the collection of refuse, and increase resident awareness of the availability and regulation of such services.

- **Support a range of programs addressing the socio-economic problems in the Park Place neighborhood.**

Expand Police Assisted Community Enforcement (PACE) activities to the Park Place area.

- **Encourage the development of viable, neighborhood-oriented commercial districts along 35th Street, Colley Avenue, Granby Street, and Monticello Avenue.**

Combine public and private efforts aimed at upgrading neighborhood commercial corridors. This would include the examination of potential public improvements in support of private efforts.

- **Encourage relatively higher densities in those corridors with superior access to major arterials and maintain lower densities in other areas of the neighborhood.**

Maintain zoning to encourage these patterns of density, reexamining the appropriateness of the zoning category with any major change in conditions.

- **Improve access for Park Place residents to activity centers in both the neighborhood and the city by provision of adequate public transit and pedestrian circulation patterns.**

Allow for flexibility in public transit route designation in order to adapt to the development of new activity centers.

Maintain sidewalks and street lighting within Park Place.

- **Provide neighborhood recreational opportunities for Park Place residents of all ages, increasing the amount of open space suitable for active recreational use in the neighborhood, particularly for children and young adults.**

Increase the maintenance of public open spaces in Park Place, and improve the grounds and equipment in these areas.

Explore opportunities to develop new recreational programs and activities and for the expansion of open and recreational space.

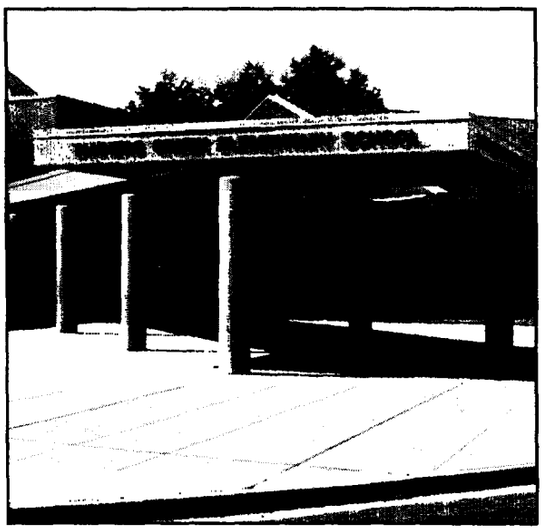
- **Improve the delivery of available health and social services to all eligible residents of the neighborhood.**

Continue to deliver public, social, and health services on the neighborhood level at the Park Place neighborhood center.

- **Develop increased resident interest, involvement, and participation in the Park Place neighborhood, maintaining channels of communication between neighborhood residents and public agencies active in the neighborhood.**

Maintain liaison with the civic leagues in the Park Place study area, exchanging information about public activities and neighborhood perceptions and problems.

ROSEMONT-OAKWOOD



PUBLISHED PLANS AND STUDIES:

Rosemont-Oakwood General Neighborhood Renewal Plan, Project No. Va. R-21 (GN), 1962
Redevelopment Plan Rosemont Redevelopment Project, No. Va. R-25, 1962
Rosemont Redevelopment Consultant Studies, 1962, 1965, 1977

BACKGROUND:

The Rosemont-Oakwood area, located in the northeast portion of the city, is bordered by Military Highway on the east, Picadilly Street and Interstate 64 to the south, the rear property line of Sewells Point Road on the west, and the rear property line of Little Creek Road to the north. The Rosemont-Oakwood area is comprised of two distinct areas, divided by Chesapeake Boulevard. The 306-acre area to the east of Chesapeake Boulevard is generally referred to as Rosemont. The 165-acre area to the west of Chesapeake Boulevard is generally referred to as Oakwood or Washington Park.

Rosemont-Oakwood was originally developed as a rural enclave in Norfolk County and was annexed by the city in 1955. Rosemont-Oakwood was described as a rural slum with few City services, such as running water or paved streets. This predominantly residential area contained shacks, two trailer parks, scattered small commercial development, and strip commercial development along the Military Highway frontage.

The Rosemont-Oakwood area was designated a General Neighborhood Renewal Area in 1962. The entire 471 acres were intended to be cleared and redeveloped, with the exception of the Rosemont School, a Virginia Power substation, and a cemetery. This redevelopment was to be carried out in several redevelopment projects, the first of which was the Rosemont Redevelopment Project, begun in 1962. In response to citizen concern about relocation resulting from redevelopment, the remainder of the redevelopment project, the Washington Park area, became a Model Cities project area in the early 1970's, focusing on rehabilitation, as opposed to redevelopment.

Rosemont

Rosemont was a urban renewal project, begun in 1962. The original land use plan for the area was devised in the early 1960's and supplemented with numerous consultant reports. Basically, Rosemont was envisioned to be the site of a mixture of housing types and price ranges. NRHA acquired all the land, cleared it and relocated all the residents. New infrastructure was installed and numerous housing developments were begun. Oakmont North, constructed in various phases, began in the late 1960's. There were 2,112

residential units in Rosemont in 1990, ranging from low income rental developments, to elderly housing, to upper income ownership developments. There is even scattered site public housing in the area. In addition to the residential development, there is a small neighborhood shopping center in the interior of Rosemont, numerous greenspaces, community centers, Tanners Creek and Rosemont schools, and the Barron F. Black Library. Residential development in Rosemont in summarized in the following table.

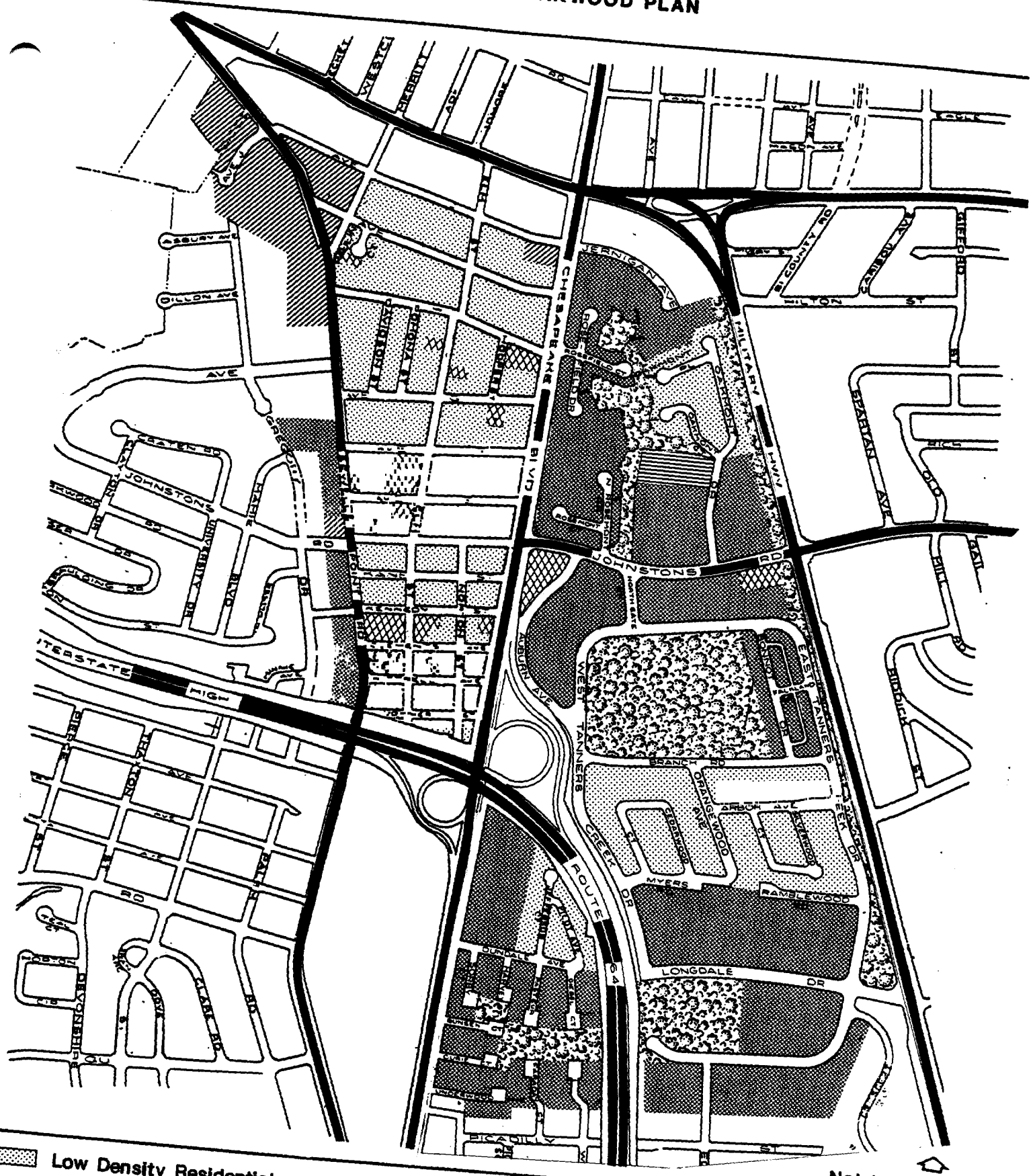
RESIDENTIAL DEVELOPMENT IN ROSEMONT

Name	Year Built	Number of Units	Unit Type	Target Market/ Program
Oakmont North	Began late 1960's	620	Apartments Townhouse	Rental–mix of incomes
Wellington Oaks	1974	300	Townhouse	Turnkey program aimed at ownership
St. Andrews Place	1974-75	184	Townhouse	Moderate to Upper Income Home ownership
Dundale Square	Mid 70's	100	Apartments	DOD rental housing
Ramblewood	Mid 70's	300	Apartments	Middle to high income rental
Tanners Creek	1975	114	Townhomes	Ownership–mix of income
Cedarwood Village	1975	104	Apartments	Low-moderate rental
Braywood Manor	1977-78	228	Highrise	Elderly low income rental
Meadowbrook Woods	Late 70's -1988	120	Single family	NRHA prepared and sold lots
Infill	Late 80's	24 18	Single Family Duplex	VHDA Scattered Site Public Housing

Of the 2,112 residential units in Rosemont, 30 percent are owner occupied with an average value of $57,560. Average contract rent of the remaining 70 percent of the units is $324 monthly. Eighty-six percent of Rosemont's population is black, with 12 percent white and the remaining two percent from other races.

Rosemont as a whole is developed at a medium density with a significant amount of open space. There are three enclaves of lower density single family housing located in the interior of the neighborhood without direct access to arterials. The medium density housing is primarily garden apartments and attached housing. Only the Braywood elderly project is a high-rise building. Buffering and green space is provided between the residential development in Rosemont and the major street frontages, such as along Military Highway.

ROSEMONT-OAKWOOD PLAN



Low Density Residential
Medium Density Residential
Commercial/Office
Freeway
Institutional
Industrial/Transportation/Utility
Education/Open Space/Etc.
Arterial Street

Not to Scale

NP-ROSE-3

There is no property left in Rosemont to be developed. The last development in the area was the Tanners Creek Elementary School and the infill housing in the western portion of the site in the late 1980's.

Washington Park

The Washington Park area was also planned for redevelopment, but neighborhood concern about relocation and the presence of some housing that could be upgraded led to a neighborhood rehabilitation project. Washington Park became a Model City Project in 1972, with the objectives of clearing the worst housing, enforcing codes, and upgrading the infrastructure. Using a combination of Model City funds, Revenue Sharing, and Capital Improvement funds, Washington Park received water, sewer, drainage, and street improvements, including curbs, gutters, and sidewalks during the early to mid-70's. In addition to infrastructure additions and improvements, there has been some infill development in the Washington Park area. A 264-unit apartment complex was added in the early 1970's on the western side of Sewells Point Road.

There were 950 residents in the Washington Park area (excluding the 264-unit apartment complex) in 1990, 94 percent of whom were black. Of the 372 housing units, 90 percent are single family detached. Owner occupancy accounts for 64 percent of the units with a median value of $54,733. The infrastructure in the area is in relatively good condition and there is some good housing in the area. However, even though the neighborhood is fairly stable and has few reported housing code problems, serious attention is needed to upgrade the quality of the overall area and prevent any continued deterioration.

OBJECTIVES/ACTION STRATEGY:

In order to insure that Rosemont-Oakwood remains a stable residential area with a mix of income levels, the following objectives and actions are recommended:

- **Insure the continued attractiveness of Rosemont to all income levels.**

Monitor the maintenance of existing development in Rosemont, including public properties.

Retain public open space in Rosemont.

- **Protect Rosemont neighborhoods from potential impacts of any development that may occur in the surrounding areas.**

Insure that any future transportation improvements are sensitive to the integrity of the Rosemont area.

- **Maintain low density development in the Washington Park area.**

Maintain single family zoning.

- **Encourage home ownership and reinvestment in the Washington Park area.**

Use available programs to promote infill home ownership housing and to provide home improvement moneys to home owners in Washington Park.