

# 03

## Where We'll Grow

### FUTURE LAND USE

As a comprehensive plan, NFK2050 is, at its heart, most concerned with **land use**: what kinds of activities someone can conduct on a given parcel of land in the city.

NFK2050's Future Land Use Plan is comprised of 11 distinct types of uniquely Norfolk Places, charting a broad course towards the future while still accommodating uncertainty by remaining flexible. The Future Land Use Plan underpins the policy recommendations in the rest of the plan by rooting those transformational ideas in the unique spaces of our city.





# Future Land Use:

## What is a Future Land Use Map?

A Future Land Use Map (FLUM) is a map of the community’s **intentions**. It is distinct from a zoning map, which is a map of what is and is not permissible in a given area; rather, the Future Land Use Map illustrates a **consolidated community vision for where and how Norfolk will grow**.



If we think of the Plan’s Goals and Actions (Chapter 4) as **what** Norfolk needs to do in order to become the city envisioned by the community, then the Future Land Use Map shows **where these policies and big ideas need to be applied** in the city in order to achieve this.



Ultimately, the Future Land Use Map is **a tool to help make decisions** about what kind of development is appropriate and where we should encourage it. **It’s our North Star to build towards the city we collectively want to become by 2050.**



### I thought Norfolk was built out. Why are we talking about growth and development?

Throughout the NFK2050 process, many residents and stakeholders have mentioned that the city is “built out,” meaning there are few vacant, or unbuilt areas left within the city.

This is only true if we don’t consider **redeveloping the land that we do have to include a wider variety of uses and more density**. The FLUM shows where the community can and should think about more intensely adding growth in order to meet our vision for a holistic, resilient, and prosperous future.



### How might I use the Future Land Use Map?

**The Future Land Use Map is a consolidated vision for Norfolk’s intended growth and physical character.** As such, it can inspire property owners, developers, and neighbors to see opportunities for their community and how an individual project or idea might help build that vision.

An owner or developer with an idea for how to improve their property should first consult the Future Land Use Plan to understand the vision for land use, character, form, and other important considerations. From there, with a sense of the type of development the city is encouraging, the owner or developer can then consult a combination of the adopted pattern books and design principles, which contain more detailed form and character guidance depending on where the project is in the city, and the Zoning Ordinance, which contains specific regulations around where, how, and what is permissible to build on a given site.

The FLUM will also be an important document for city staff as they review projects to ensure that proposed developments align with NFK2050’s policies. Refer to Chapter 5 for more information about evaluating projects according to Future Land Use Plan.

? **What was the process to develop the Future Land Use Map?**

City Planning staff, in coordination with the consultant team, began work on the FLUM after Phase 2 Engagement ended and as the Plan Goals and Actions were being drafted. It was important to first hear broadly from the Norfolk community and understand what development, regulatory, and policy ideas would need to be incorporated in the plan so we could begin identifying possible spaces in the city.

The team felt that a Future Land Use Map should look **distinctly different from a Zoning map**, and contain the fewest number of categories possible to simplify the overall vision and allow some flexibility within the categories. The FLUM categories (“Place Types”) and the map itself went through multiple rounds of refinement to find the right balance in the amount and type of information depicted.

? **What are “Place Types”?**

“Place Types” are a way of thinking about a city’s character in ways that are understandable for everyday citizens. They combine:

- **land use** (what activity someone can conduct on a given parcel of land);
- **community character** (types of buildings, amenities, gathering places); and
- **urban design and form** (how densely to build, how close together buildings should be).

In the following pages, you’ll find more detailed explanations on each of the 11 Place Types envisioned for Norfolk by 2050. Distinct Place Types designated on the FLUM are areas of the city where the land use policies and guidance within NFK2050 will be targeted.

? **What are Primary vs. Secondary uses?**

**Primary Uses** are land uses that are generally appropriate for the Place Type identified on the Future Land Use Map. These land uses either already exist in those areas, or are appropriate in those areas in the long term vision of the City.

Primary uses within each Place Type are typically compatible with one another either due to similar operations or the support the uses provide each other. These land uses are either permitted as a matter of right or through an entitlement process which regulates the operations or the development form.

**Secondary Uses** are uses that might be appropriate for the Place Type identified on the future land use map, under the right circumstances. They are uses that either are allowed through an entitlement process or require alterations to the land use regulations or zoning map to be permitted.

Secondary uses should be evaluated within the context of the specific Place Type and the characteristics of the specific parcel, using the following: alignment with the long range vision of the area in which they would support; neighborhood character and development patterns; building form and architecture; and operational impacts.

Throughout the Future Land Use chapter, these two types of uses are cross-referenced with the NFK2050 Place Types to give broad guidance on what is envisioned for each area.

? **What does “Sustain” mean in the NFK2050 Place Types?**

Sustain Place Types contrast with areas of higher projected densities or concentration of uses in that **prospective developers and property owners can look to their surrounding contexts, Character District, and pattern/plan books for guidance on what kind of growth is expected in these areas**. These Sustain areas, which comprise 73% of the city’s land area, contain much of the city’s existing single-family residential fabric but also include a variety of other residential types and densities.

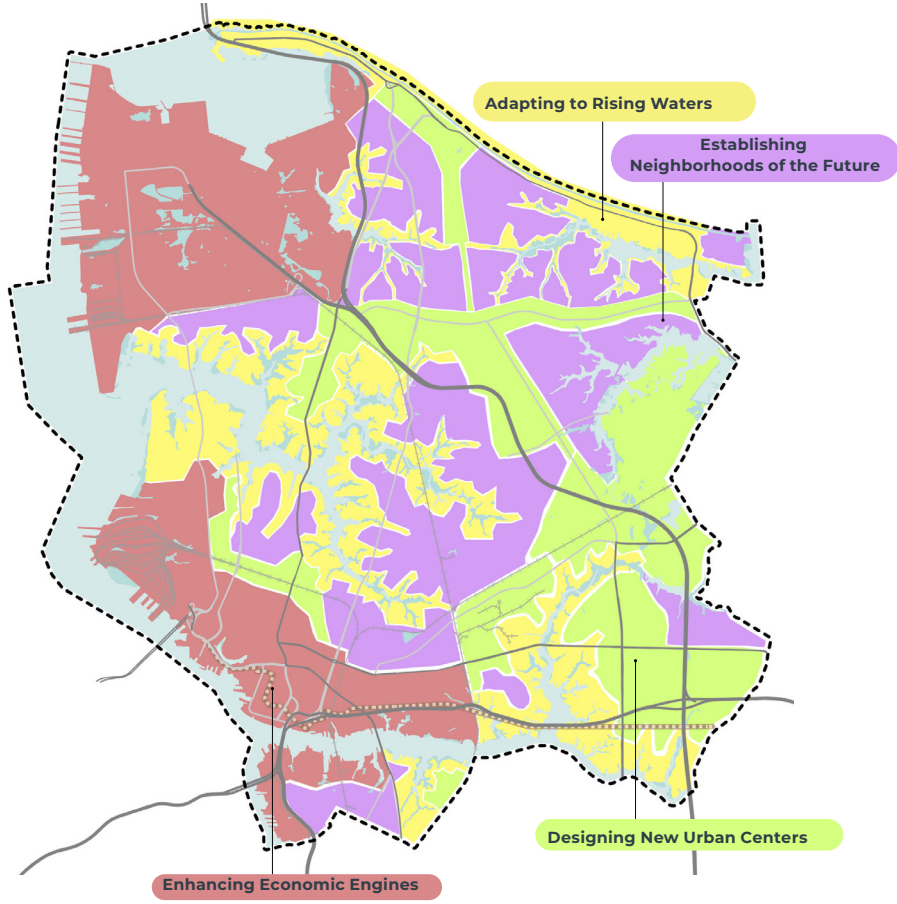
The Secondary, non-residential uses envisioned for the Sustain areas are appropriate primarily along arterials and collector streets, preserving the residential character of the neighborhood interiors. Non-residential uses in the Sustain Place Types are characterized by small-scale, neighborhood-serving development at a scale and form that is consistent with the applicable Character District.

**How does this incorporate Vision 2100 and other plans?**

**Vision 2100** was a guiding document in shaping NFK2050 and the overall Future Land Use Map. The yellow areas in the Vision 2100 map, “*Adapting to Rising Waters*,” are generally understood to be areas the city will need to protect, but higher-density growth is not encouraged. These geographies fall largely within the Place Types we are calling “Sustain,” meaning development can continue as usual here. As always, a property owner should consider neighboring context, architectural character, and potential longer-range risks like sea level rise, when making decisions about how to improve their properties.

The rest of the city, particularly the Vision 2100 zones depicted in green, “*Designing New Urban Centers*,” are areas where NFK2050’s Place Type designations envision higher-density and amenity-rich communities. These land use categories encourage growth in transit-connected, higher ground areas with strong potential for redevelopment.

Other plans that had a strong influence in determining the boundaries and extent of the new Place Type designations are the Green Infrastructure Plan, the Character District boundaries, the Multimodal Transit Study, and Future Land Use recommendations within previously adopted neighborhood-scale community plans.



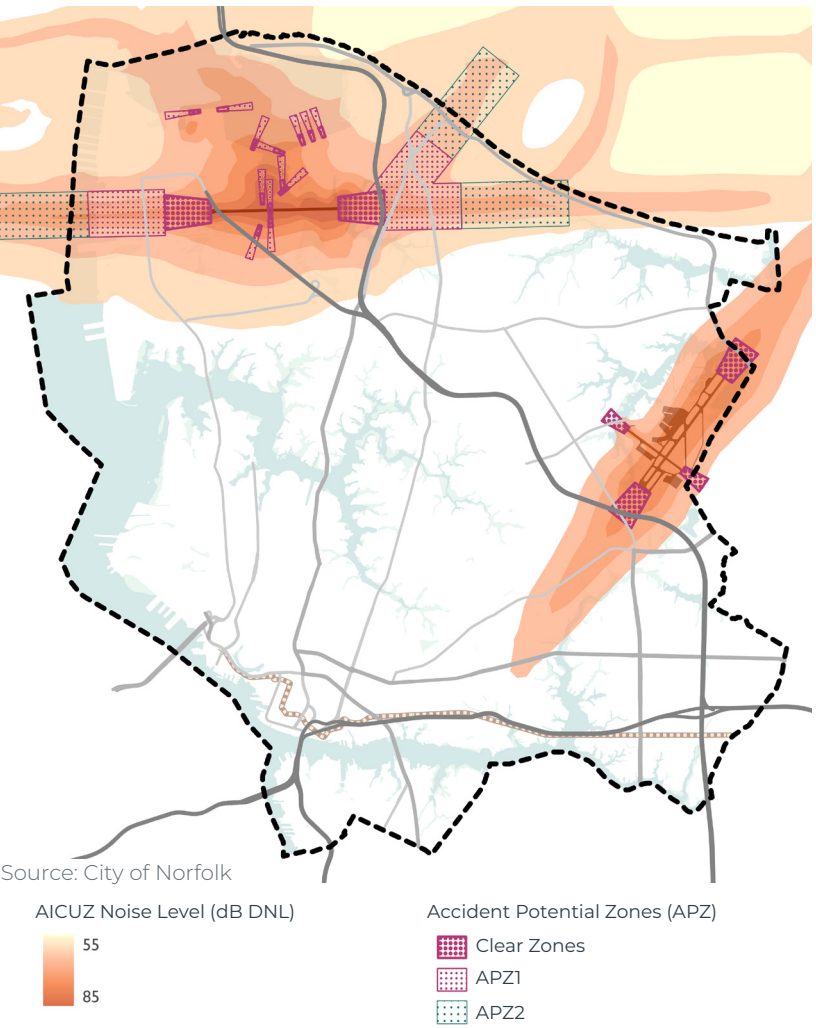
Though none of these plans are literally transcribed onto the FLUM, the planning team carefully considered the consolidated overlays of their mapping work as we determined our Place Types and extents.

**How does this coordinate with Military and Air Regulations?**

**Federal regulations will always supersede local laws, and that applies to the Future Land Use Map as well.** With major military installations in Norfolk and Virginia Beach, and the Norfolk International Airport serving Hampton Roads, the restrictions in the existing zoning ordinance around heights, uses, and other types of development continue to hold sway in the areas of the city that fall within the Airport Safety Overlay (ASO) and the Air Installation Compatibility Use Zone (AICUZ).

The aim of these restrictions is to ensure safety and to protect neighboring communities from adverse impacts and noise in the vicinity of Norfolk International Airport and Chambers Field at Naval Station Norfolk. As such, NFK2050 cannot support any proposed increase in intensity of land uses located in these incompatible noise and accident potential zones, and the Future Land Use Plan will seek to reduce the intensity of these incompatible uses in these areas.

Additionally, the Hampton Roads Joint Land Use Study (2005) and Norfolk and Virginia Beach Joint Land Use Study (2019) are guiding documents that address how military operations and city neighborhoods can not only coexist but thrive. Norfolk will continue to coordinate land use planning with all our institutions, including the military, colleges and universities, and medical institutions, to make sure the city is growing in a way that’s compatible and complementary to surrounding neighborhoods.

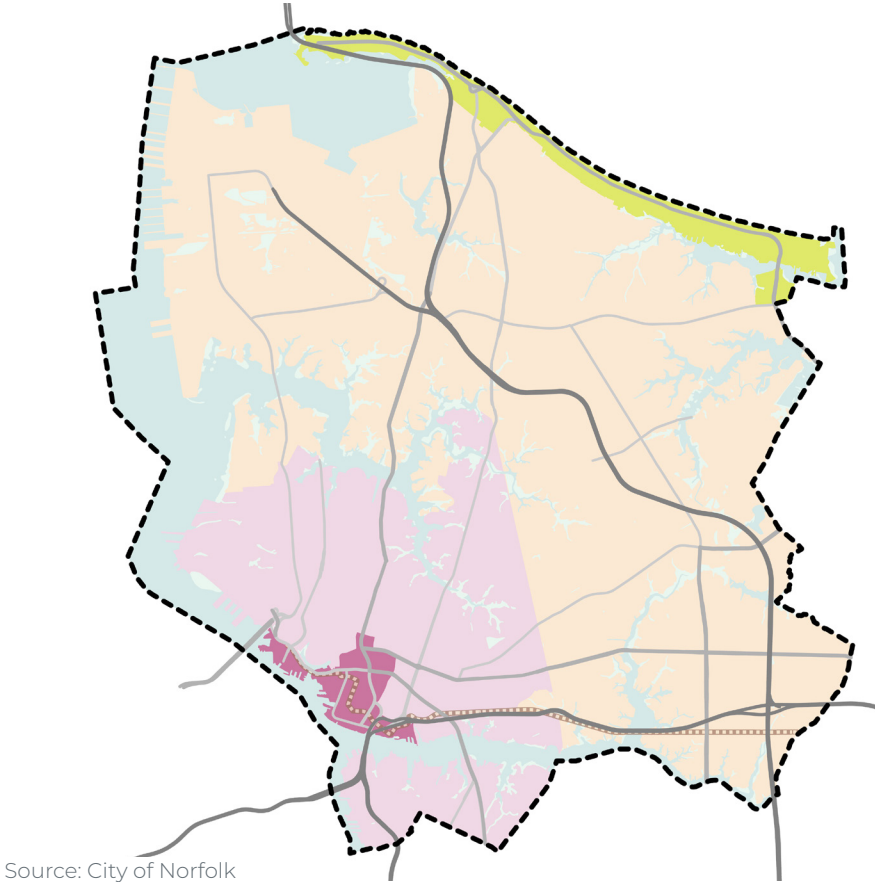




**What are the Character Districts, and how were they incorporated?**

Character Districts are currently used to designate **appropriate neighborhood context and character for development**, particularly for infill. The Character Districts establish development standards based on existing character in 4 distinct areas of the city, generally tied to historic development patterns:

- Downtown:** Areas developed earliest in the city’s recorded history, comprising a broad range of higher intensity land uses, limited on-site parking, common open and green spaces, and widespread pedestrian and transit accessibility.
- Traditional:** Areas primarily developed in the early 20th century, with a grid pattern of streets, smaller lots, and a variety of community-facing uses in close proximity to each other.
- Suburban:** Areas developed after World War II with more curvilinear streets, larger blocks and lot sizes, and a greater separation of uses.
- Coastal:** Areas along the Chesapeake Bay developed in a linear fashion centered on Ocean View Ave, broken up by a repeating pattern of north/south streets leading to beach accesses. These areas developed with an eclectic mix of housing types interspersed with neighborhood-scale commercial uses.



Source: City of Norfolk

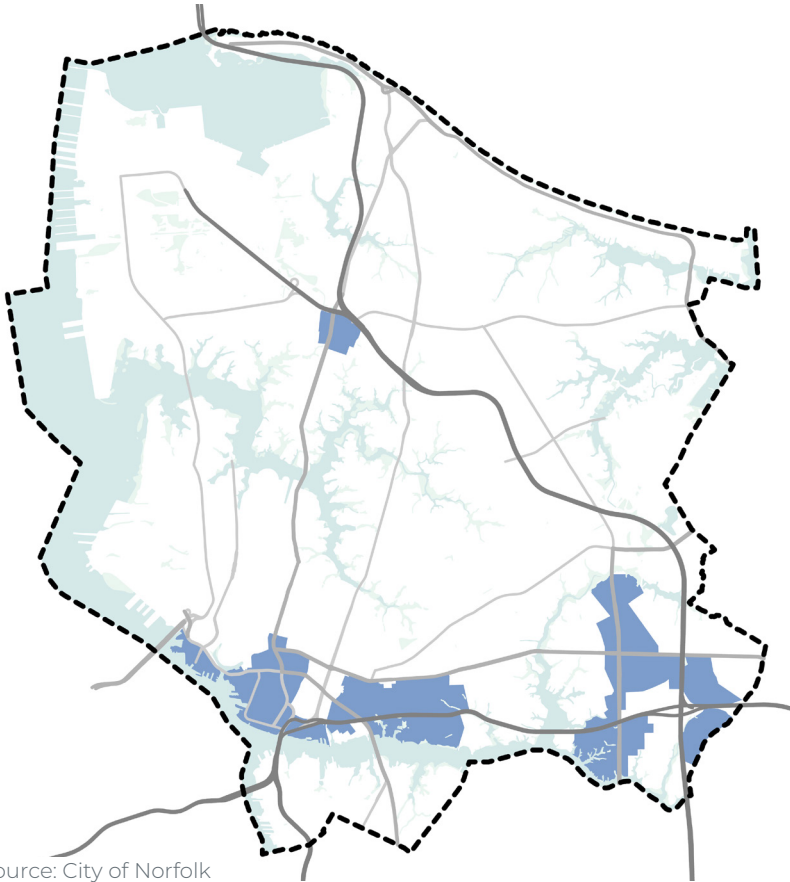
For NFK2050’s Future Land Use Plan, the existing Downtown Character District is captured by the Regional Activity Center Place Type. The Traditional, Suburban, and Coastal Character Districts are used as “underlay” areas in the Place Types titled “Sustain.” An interested resident or developer should consult the zoning overlay with form guidance for their given Character District to understand how best to meet these expectations for development standards.

**How does this incorporate Urban Development Areas (UDAs)?**

The Code of Virginia allows localities to identify boundaries of **Urban Development Areas (UDAs)** as part of their Comprehensive Plan, defined as **areas that are appropriate for higher density development due to proximity to transportation facilities** or other infrastructure, and **suitable for redevelopment or infill development**. Designated UDAs must be developed in accordance with principles of traditional neighborhood design (e.g., pedestrian-friendly road design, mixed-use neighborhoods, reduction of setbacks, connectivity of roads and pedestrian networks, etc).

Norfolk’s UDAs were defined in conjunction with existing and planned transit, and therefore their boundaries share close ties with the Transit Supportive Areas (TSAs), which are described in more detail on p.100. As part of the adoption of plaNorfolk2030, selected areas around existing light rail stations were designated as Transit Supportive Areas (TSAs), reflecting strong enough transit access to encourage higher density development and a shift away from car reliance. The TSAs are also considered UDAs, and are included in VTrans, Virginia’s statewide transportation plan.

In addition to the TSAs, plaNorfolk2030 also designated the Military Circle and Wards Corner areas as UDAs due to active planning efforts to expand high-capacity mass transit to these parts of the city. In all, **the UDA designation helps to coordinate future land use and**



Source: City of Norfolk

**transportation planning for the city’s targeted growth areas**, and supports the resilience goals of Vision 2100, as these areas are along the spine of high ground in the city. The development and infrastructure standards of UDAs, as defined by the Code of Virginia, will be applied to these areas, which are depicted on this map.



**What are the “Planning Focus Areas”?**

If we think of the Future Land Use map as a map of where NFK2050 policies encourage certain kinds of development, the Planning Focus Areas are places where those intentions are **most urgent**. Three distinct areas of Norfolk will receive dedicated near-term planning attention to work with their local communities and stakeholders, creating individual visions for the future of these areas:

- Greater St. Paul’s
- Military Circle Area
- Southside

For more detail on these three designated Planning Focus Areas, see p. 98.

**What happens when two Place Types are adjacent?**

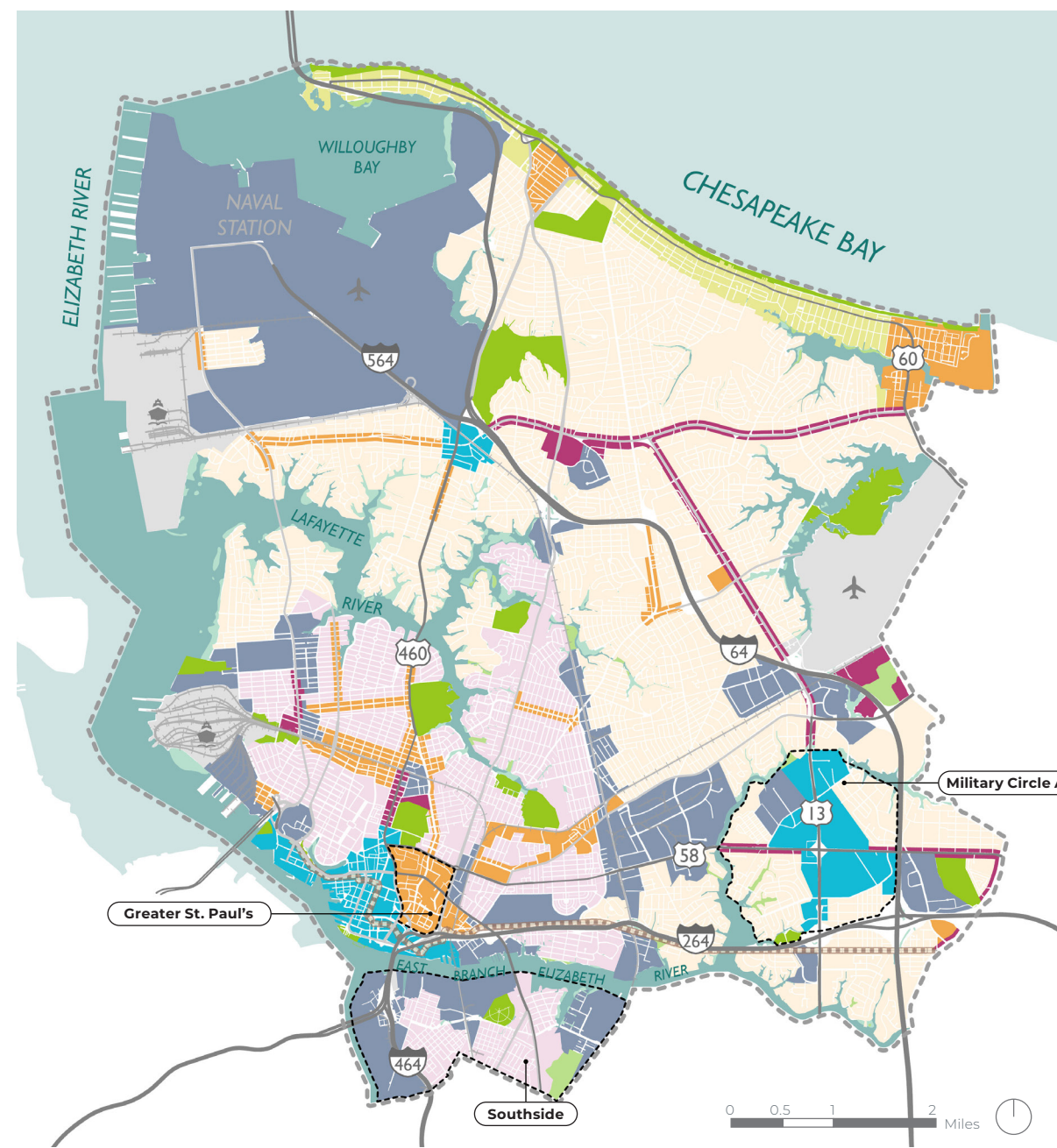
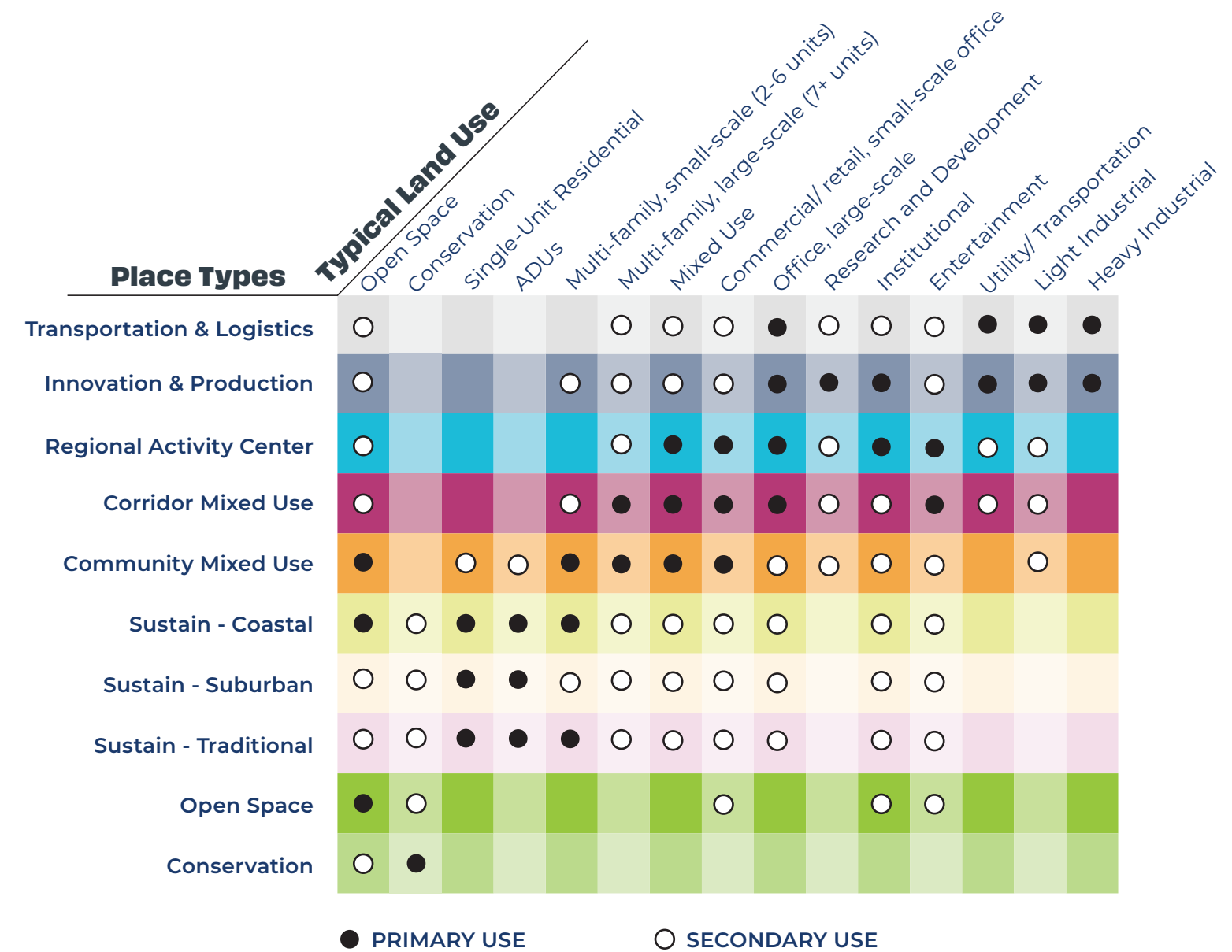
In some locations on the Future Land Use Map, Place Types of a greater scale (e.g. Corridor Mixed Use) are directly adjacent to a Place Type of a lower scale (e.g. Sustain – Suburban). The land along Military Highway is a good example of these different uses and characters in close proximity.

In these instances, **we can think of the Place Types as a spectrum for what type of development might be appropriate there**, provided it is compatible with the surrounding form and character. To ease the transition between Place Types, development should complement the scale and context of the adjacent areas.





# Future Land Use



**Figure I: Future Land Use Map**

NFK2050's Future Land Use Map shows Place Types distributed throughout the city. Areas are designated "Sustain" where context and character should continue to guide development decisions. Notably, most of the designated Place Types that fall outside the "sustain" categories — those where the city is encouraging more active growth and redevelopment — are limited to areas of lower environmental risk. The "Developing the Future Land Use Map" section outlines this in more detail.

The ensuing spreads include more explanation of each of these Place Types in character, use, and mobility connections.

**PLACE TYPES:**

- Transportation and Logistics
- Innovation and Production
- Regional Activity Center
- Corridor Mixed Use
- Community Mixed Use
- Sustain - Coastal
- Sustain - Suburban
- Sustain - Traditional
- Open Space
- Conservation
- Planning Focus Area

**Legend:**

- City limits
- Light rail
- Water

# Transportation and Logistics

TRANSPORTATION AND LOGISTICS PLACE TYPES ARE PRIMARILY OUR PORTS, AIRPORTS, AND LARGE INDUSTRIAL TERMINALS, AS WELL AS OPERATIONS AND TRAINING.

These industries contribute to Norfolk's regional and national commerce and employment. The more intense uses that support large-scale freight movement require buffers when located next to less intense uses. This Place Type might also include warehousing, distribution, and commercial areas as supplementary to the primary uses.

## BY 2050 THESE PLACES WILL...

- Ensure efficient freight movement through strategic investment and plans.
- Enhance freight connectivity and routes to strengthen regional networks and economic development.
- Support employment opportunities and workforce development.

PRIMARY LAND USES

SECONDARY LAND USES

Land Uses left blank are not supported

Open Space

Conservation

Single-Unit Residential

ADUs

Multi-family, small scale

Multi-family, large-scale

Mixed Use

Commercial/retail, small-scale office

Office, large-scale

Research & Development

Institutional

Entertainment

Utility/Transportation

Light Industrial

Heavy Industrial

(Norfolk International Airport)

(Port of Virginia)

## WHERE IN THE CITY ARE THEY?

## CHARACTER

Transportation and Logistics Place Types are characterized by large-scale infrastructure and industrial operations. Warehousing, mobility terminals, and freight facilities are closely associated with these uses. The built environment prioritizes efficiency and functionality. Since the primary uses relate to services, utilities, and industry, buffer zones and landscaping are needed to reduce noise and heavy truck traffic that may impact adjacent land uses. Where needed, office spaces and supportive logistics operations can be integrated.

## WHAT MIGHT IT LOOK LIKE?

## MOBILITY

Mobility within this Place Type is designed around heavy goods movement and freight efficiency, with minimal provisions for pedestrian access. Road networks accommodate high-capacity freight and ensure connections to major transportation roads designated for that traffic. In large areas within this Place Type, internal mobility systems might help move people from site to site (shuttle services, other specialized transit).

78 | NFK2050 COMPREHENSIVE PLAN

FUTURE LAND USE | 79



# Innovation and Production

INNOVATION AND PRODUCTION PLACE TYPES ENCOURAGE A RANGE OF USES, INCLUDING MANUFACTURING, CAMPUS, AND OTHER REGIONAL HUBS FOR INNOVATION AND ECONOMIC GROWTH.

Rather than separating Norfolk’s higher education campuses, healthcare facilities, technological production areas, and industrial spaces, NFK2050 groups them into a single category, speaking to the emerging blurring boundaries between uses like “clean manufacturing,” biotech campuses, and innovation districts. Complementary uses like retail, office, and commercial activity will allow workers and students to access amenities in their daily environments.

## BY 2050 THESE PLACES WILL...

- Accommodate Norfolk’s major economic engines with larger parcels and strong infrastructure connectivity.
- Maintain space for manufacturing, production, warehousing, and other ancillary light industrial uses.
- Encourage workers and students to access supporting amenities (food, retail, open space) without needing to drive elsewhere.
- Support employment opportunities and workforce development.

- PRIMARY LAND USES

○ SECONDARY LAND USES
- Land Uses left blank are not supported*
- |   |                          |
|---|--------------------------|
| ○ Open Space                            | ● Office, large-scale    |
| <i>Conservation</i>                     | ● Research & Development |
| <i>Single-Unit Residential</i>          | ● Institutional          |
| <i>ADUs</i>                             | ○ Entertainment          |
| ○ Multi-family, small-scale             | ● Utility/Transportation |
| ○ Multi-family, large-scale             | ● Light Industrial       |
| ○ Mixed Use                             | ● Heavy Industrial       |
| ○ Commercial/retail, small-scale office |                          |

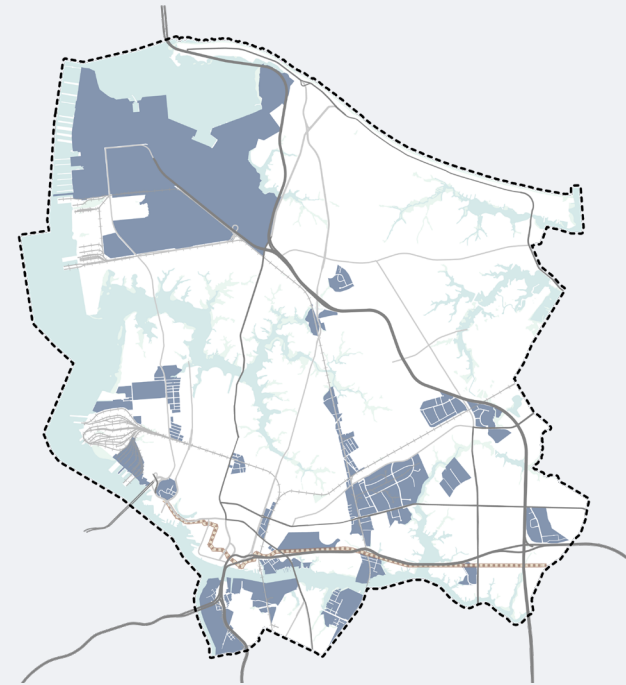


(City of Norfolk)



(Eastern Virginia Medical School)

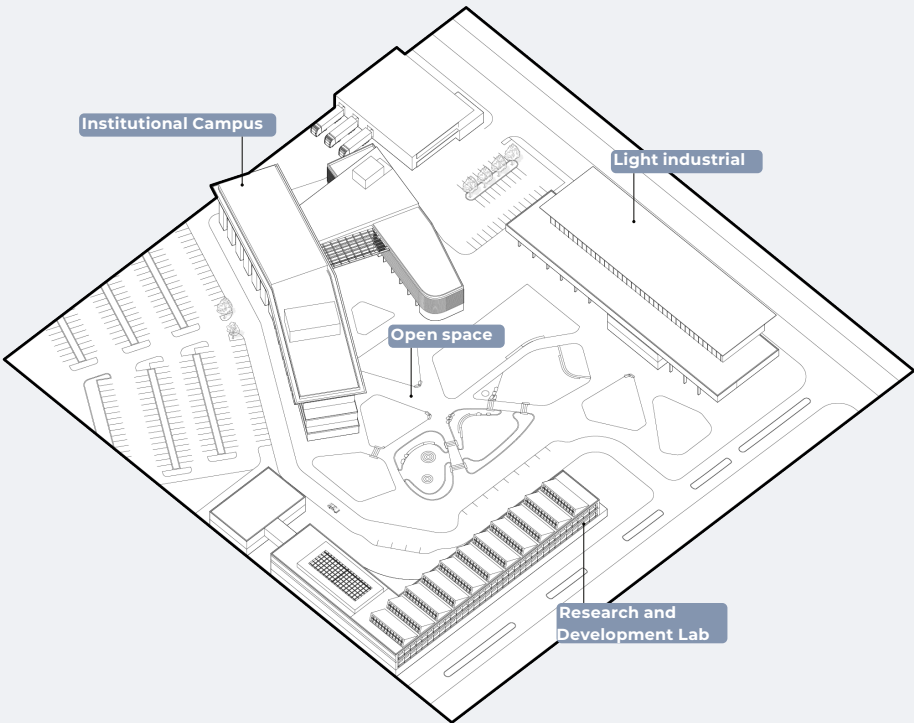
## WHERE IN THE CITY ARE THEY?



## CHARACTER

**Innovation and Production Place Types are focused on economic activity, research, education, and production.** Building forms are larger and specialized to accommodate internal activities like manufacturing or healthcare, and sometimes interconnected into a larger campus. Heavier industrial uses should include external buffering to mitigate adverse effects to neighboring communities. Residential uses may be included in mixed-use or live/work configurations, but ground floors should be accessible and active from the street.

## WHAT MIGHT IT LOOK LIKE?



## MOBILITY

**Major employment hubs like Norfolk’s universities and hospitals should be well connected to transit and bicycle infrastructure,** but many activities in Innovation and Production areas will continue to rely on automotive accessibility. In some cases, freight and truck infrastructure connections should be accommodated. In the case of larger campuses, clear and safe pedestrian connections are prioritized, with only limited and peripheral vehicular access. Parking areas should be to the rear of the facilities and integrate environmental and stormwater infrastructure to mitigate runoff and the impacts of urban heat.



# Regional Activity Center

REGIONAL ACTIVITY CENTERS INTEGRATE RESIDENTIAL, COMMERCIAL, AND CULTURAL USES, CREATING A LIVELY AND DYNAMIC URBAN ENVIRONMENT.

Regional Activity Centers serve as major economic and social hubs for the Hampton Roads region, accommodating local residents and attracting visitors. Regional Activity Centers support high density development and dynamic public gathering spaces.

## BY 2050 THESE PLACES WILL...

- Encourage mixed-use developments to create vibrant environments.
- Reduce car dependency in favor of transit and bicycle accessibility.
- Promote economic and entertainment activities that attract regional visitors.
- Support gradual transformation while maintaining a recognizable and strong urban identity.

● PRIMARY LAND USES

○ SECONDARY LAND USES

Land Uses left blank are not supported

- Open Space

Conservation

Single-Unit Residential

ADUs

Multi-family, small-scale

○ Multi-family, large-scale

● Mixed Use

● Commercial/retail, small-scale office
- Office, large-scale

○ Research & Development

● Institutional

● Entertainment

○ Utility/Transportation

○ Light Industrial

Heavy Industrial

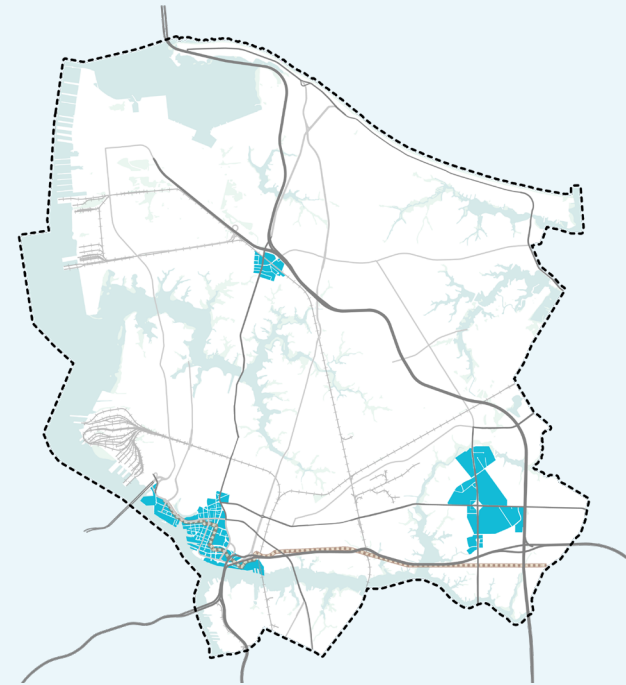


(City of Norfolk)



(City of Norfolk)

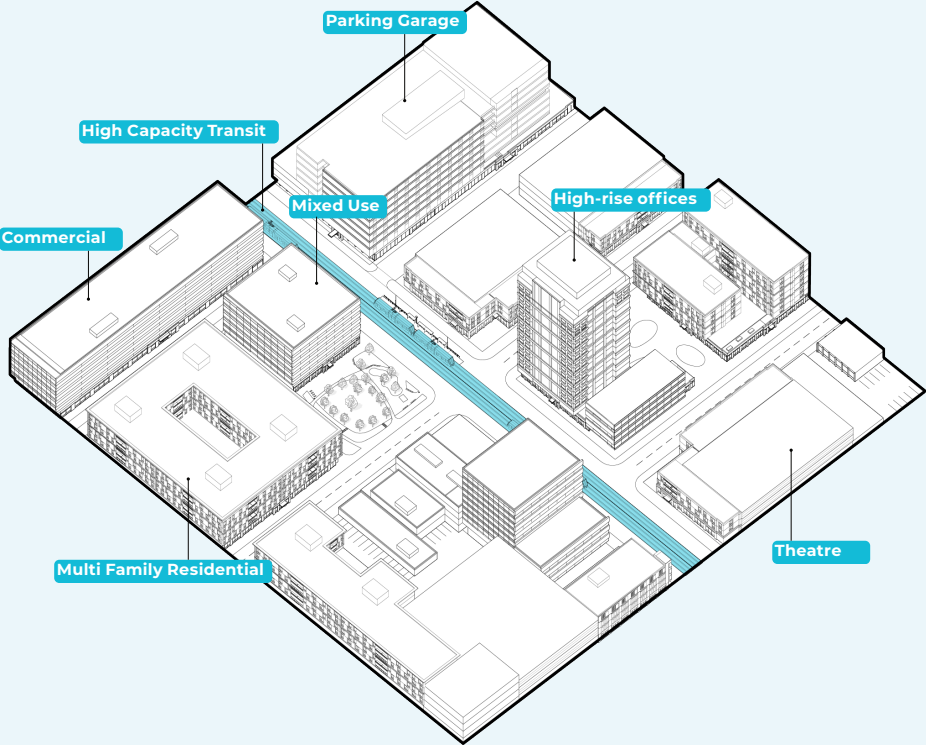
## WHERE IN THE CITY ARE THEY?



## CHARACTER

Regional Activity Centers are vibrant urban environments with a strong identity focusing on dynamic lifestyles throughout the day and night. High and medium density development mixes residential uses with office, retail, and entertainment, all of which coexist in an integrated manner. Public plazas, pedestrian promenades, and regional cultural destinations contribute to the sense of Place, as these areas serve as destinations for both local residents and regional visitors. Development patterns remain adaptable, allowing for gradual transformation of these Places over time as market and community needs evolve.

## WHAT MIGHT IT LOOK LIKE?



## MOBILITY

Transit accessibility is the key focus of Regional Activity Centers, with major high capacity transit as the primary connector for residents, workers, and visitors. Mobility prioritizes accessibility and regional access to jobs and entertainment. Pedestrian and bicycle infrastructure are seamlessly integrated into the urban fabric, and pedestrian movement is prioritized. Parking options and alternatives should reduce the impact of cars in the urban environment to reinforce the pedestrian-oriented design of this Place Type.



# Corridor Mixed Use

**CORRIDOR MIXED USE PLACE TYPES BORDER MAJOR NORFOLK TRANSIT AND MOBILITY CORRIDORS, BLENDING RESIDENTIAL AND COMMERCIAL ACTIVITIES.**

This Place Type supports Transit Oriented Development (TOD) by concentrating density near transit nodes while allowing for a gradual transition in other areas. Corridor Districts are vibrant and economically active corridors that balance new growth with existing businesses and residents, and aim for enhanced pedestrian and bicycle mobility.

## BY 2050 THESE PLACES WILL...

- Promote transit-oriented development near key transit and commercial nodes where Norfolk residents live.
- Preserve local businesses while encouraging economic development.
- Enhance streetscapes for safer and more accessible mobility to housing, employment areas, and commercial areas.
- Support gradual transitions between high density and gentle density areas.

● PRIMARY LAND USES

○ SECONDARY LAND USES

*Land Uses left blank are not supported*

- Open Space

*Conservation*

*Single-Unit Residential*

*ADUs*
- Multi-family, small-scale

● Multi-family, large-scale

● Mixed Use

● Commercial/retail, small-scale office
- Office, large-scale

○ Research & Development

○ Institutional

● Entertainment

○ Utility/Transportation

○ Light Industrial

*Heavy Industrial*

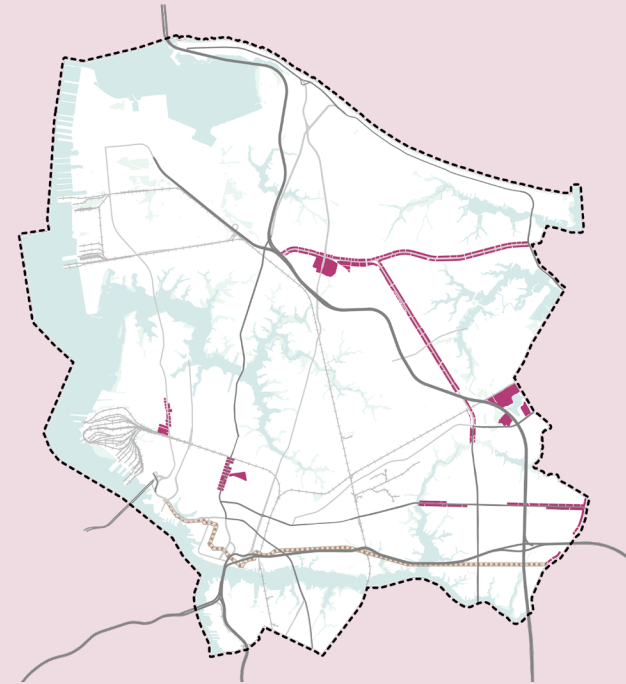


(City of Norfolk)



(City of Norfolk)

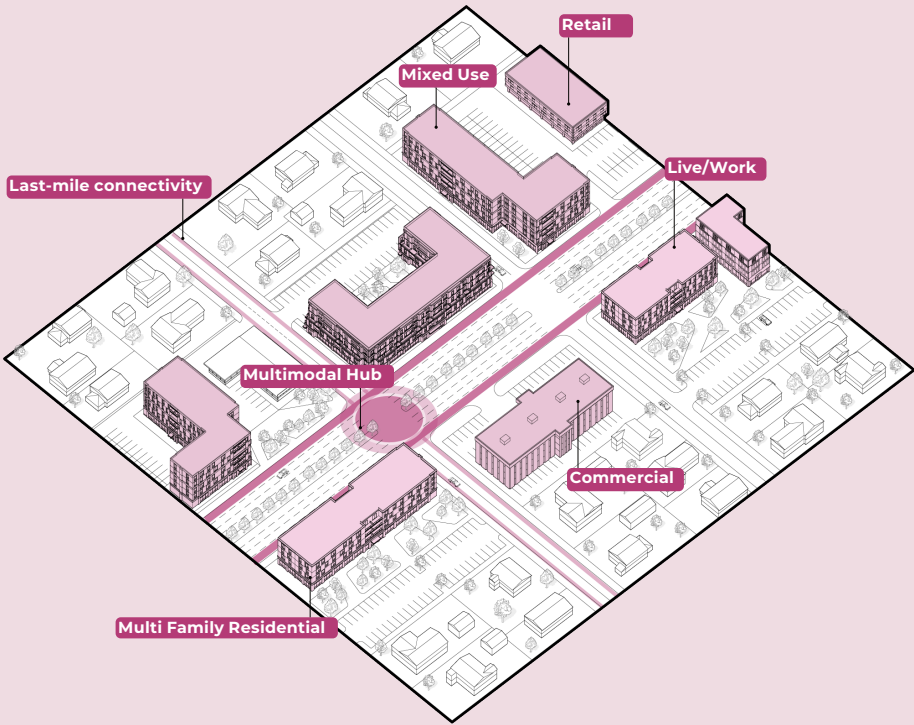
## WHERE IN THE CITY ARE THEY?



## CHARACTER

**Corridor Mixed Use Place Types are characterized by a dynamic mix of uses** that evolve with mobility infrastructure and urban growth. Medium to higher density development is concentrated around transit nodes, creating compact and walkable urban environments that support businesses and housing. Corridor Mixed Use Place Types encourage an active street presence, with urban street frontages and ground floor storefronts or other commercial uses. Pedestrian-friendly streetscapes near transit infrastructure support access to businesses and transit.

## WHAT MIGHT IT LOOK LIKE?



## MOBILITY

**Mobility in Corridor Mixed Use Place Types is focused on multimodal access**, with a strong focus on walkability and bikeability near higher density nodes. These corridors should connect residents to services, commercial areas, and employment opportunities. Streetscape improvements prioritize pedestrian safety with sidewalks, improved crossings, and active ground floor uses. Bicycle lanes and high-capacity transit is encouraged to create a seamless mobility network. Traffic management strategies balance the needs of vehicles with pedestrian- and transit-oriented environments to ensure safety.



# Community Mixed Use

## COMMUNITY MIXED USE PLACE TYPES BLEND RESIDENTIAL, RETAIL, AND SERVICES TO CREATE VIBRANT NEIGHBORHOOD HUBS.

These areas serve as key points for social and economic interactions and provide residents with access to daily needs. This Place Type is mainly centered in enhancing walkability and connectivity, so Norfolk residents can easily and safely access local amenities and services.

### BY 2050 THESE PLACES WILL...

- Promote gradual transformation while maintaining the urban character and identity of the Place.
- Support middle and gentle density that integrates with retail and community services.
- Encourage neighborhood-serving businesses.
- Strengthen pedestrian and bike infrastructure to reduce short vehicular trips.
- Ensure smooth transitions to surrounding residential neighborhoods and/or commercial corridors.

### PRIMARY LAND USE

### SECONDARY LAND USE

Land Uses left blank are not supported

#### Open Space

Conservation

#### Single-Unit Residential

#### ADUs

#### Multi-family, small-scale

#### Multi-family, large-scale

#### Mixed Use

#### Commercial/retail, small-scale office

#### Office, large-scale

#### Research & Development

#### Institutional

#### Entertainment

#### Utility/Transportation

#### Light Industrial

#### Heavy Industrial

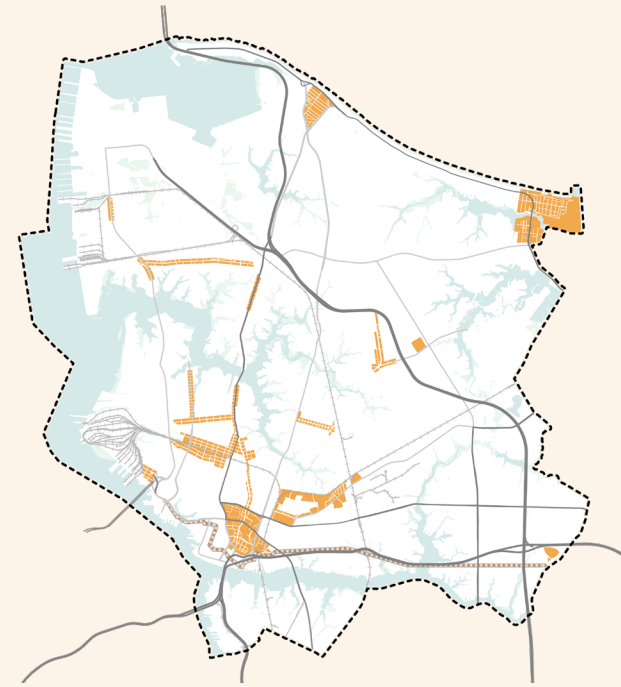


(City of Norfolk)



(WRT)

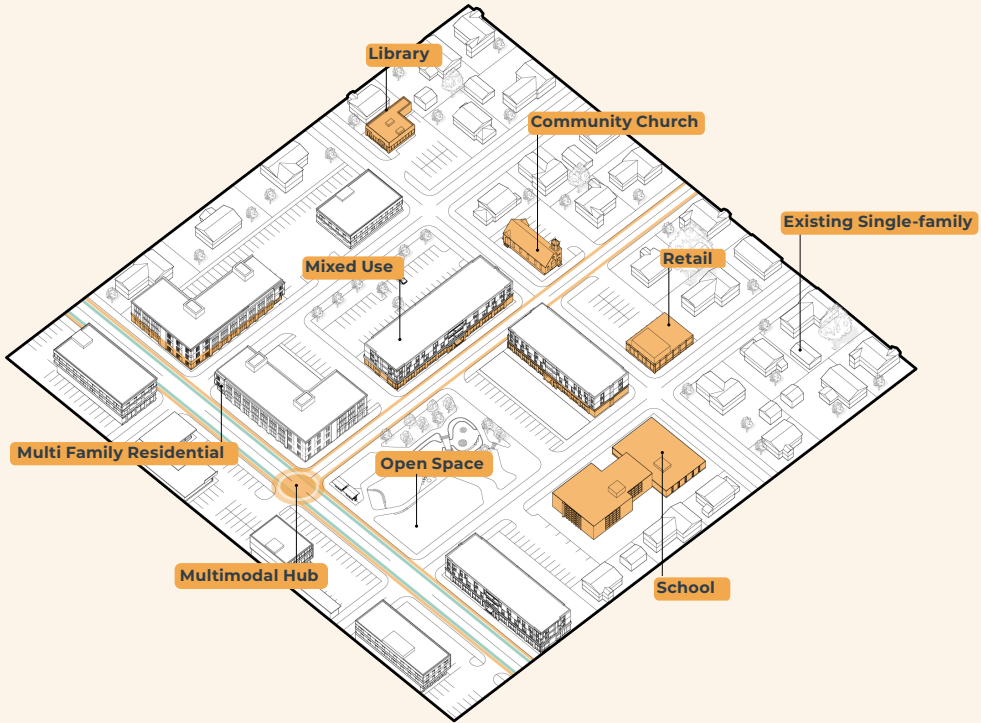
### WHERE IN THE CITY ARE THEY?



### CHARACTER

**Community Mixed Use Place Types foster a human-scaled environment** where Norfolk residents can easily access daily activities on foot or bicycle from their adjacent residential neighborhood. Buildings vary in size and function, but they are designed to blend with the surrounding neighborhood and have active facades and ground-floor uses. Density in this Place Type is gentle to moderate, balancing residential, retail, and community service uses. Development and urban transformation supports neighborhood cohesion and gradual transitions to commercial corridors and residential neighborhoods.

### WHAT MIGHT IT LOOK LIKE?



### MOBILITY

**Community Mixed Use Place Types prioritize multimodal transportation** and aim to be transit connectors between major Norfolk anchors for employment, economic development, and residential neighborhoods. The streetscapes in this Place Type are highly walkable and bikeable, creating a safe and welcoming public realm. Community Mixed Use Places support transit options, and strategies for connecting residents from their homes to the larger transit network are encouraged. Parking is accommodated but development should minimize the impact of cars.



# Sustain - Coastal

**SUSTAIN - COASTAL PLACE TYPES ARE DEFINED BY THE UNIQUE CHARACTER OF LIVING BY THE WATER AND ITS NATURAL LANDSCAPES.**

These Place Types blend residential uses with environmental preservation, and accommodate gentle density. They balance walkability with transit access to amenities and natural waterfront landscapes, and are seamlessly integrated into the urban context.

## BY 2050 THESE PLACES WILL...

- Maintain the character and identity of our coastal neighborhoods.
- Focus on amenities and natural landscape strategies that enhance quality of life and access to water for all Norfolk residents.
- Encourage gentle density in higher ground areas, particularly “missing middle” housing types (ADUs, cottage courts, etc.)
- Increase green infrastructure, energy efficiency, and sustainability strategies.

● PRIMARY LAND USES

○ SECONDARY LAND USES

*Land Uses left blank are not supported*

- |   |                                   |
|---|-----------------------------------|
| ● Open Space                            | ○ Office, large-scale             |
| ○ Conservation                          | <i>Research &amp; Development</i> |
| ● Single-Unit Residential               | ○ Institutional                   |
| ● ADUs                                  | ○ Entertainment                   |
| ● Multi-family, small-scale             | <i>Utility/Transportation</i>     |
| ○ Multi-family, large-scale             | <i>Light Industrial</i>           |
| ○ Mixed Use                             | <i>Heavy Industrial</i>           |
| ○ Commercial/retail, small-scale office |                                   |

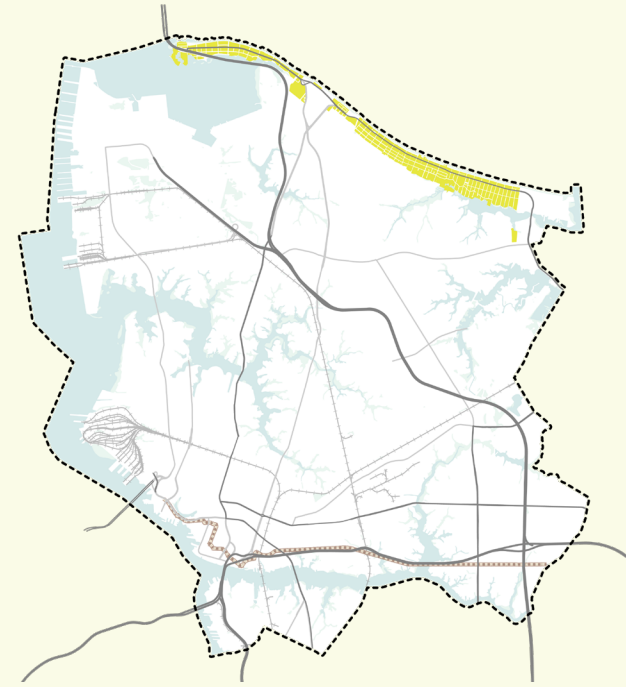


(City of Norfolk)



(City of Norfolk)

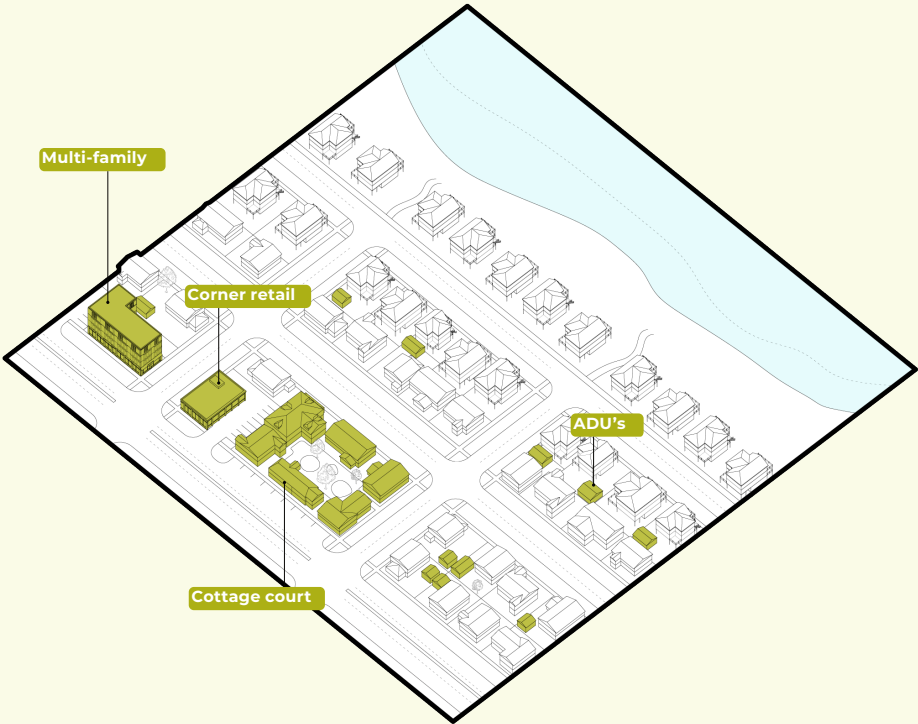
## WHERE IN THE CITY ARE THEY?



## CHARACTER

**Sustain - Coastal Place Types are defined by their proximity to waterfronts** and natural landscapes of the neighborhoods nearby. This Place Type allows for gentle density and naturally occurring businesses, services, and amenities, while preserving the character and ecological nature of the waterfronts. There is a focus on living with nature, making these natural landscapes accessible to all Norfolk residents through increased transit and bicycle infrastructure.

## WHAT MIGHT IT LOOK LIKE?



## MOBILITY

**Mobility in Sustain - Coastal Place Types is balanced in residential neighborhoods**, accommodating vehicles but also prioritizing bicycle and transit infrastructure so all Norfolk residents can access natural areas and waterfronts. This Place Type encourages human-scaled and community-oriented streetscapes for safe connections in residential areas. Coastal areas provide waterfront paths, trails, and other pedestrian-only infrastructure for connecting residents with the waterfront and other amenities.



# Sustain - Suburban

## SUSTAIN - SUBURBAN PLACE TYPES BALANCE LOWER DENSITY RESIDENTIAL AND INCREMENTAL INFILL DEVELOPMENT.

This Place Type is primarily characterized by single family homes, but supports a diverse mix of gentle density where appropriate. Sustain - Suburban Place Types allow for a mix of pedestrian-friendly environments and vehicular access so Norfolk residents can be connected to amenities, services, and employment centers.

### BY 2050 THESE PLACES WILL...

- Encourage “missing middle” housing in high ground areas.
- Maintain the architectural and cultural character and identity of the neighborhoods.
- Improve pedestrian and bicycle networks for increased accessibility to other parts of Norfolk.
- Increased permeability, energy efficiency, and sustainability strategies.

● PRIMARY LAND USES

○ SECONDARY LAND USES

Land Uses left blank are not supported

- |   |                                   |
|---|-----------------------------------|
| ○ Open Space                            | ○ Office, large-scale             |
| ○ Conservation                          | <i>Research &amp; Development</i> |
| ● Single-Unit Residential               | ○ Institutional                   |
| ● ADUs                                  | ○ Entertainment                   |
| ○ Multi-family, small-scale             | <i>Utility/Transportation</i>     |
| ○ Multi-family, large-scale             | <i>Light Industrial</i>           |
| ○ Mixed Use                             | <i>Heavy Industrial</i>           |
| ○ Commercial/retail, small-scale office |                                   |

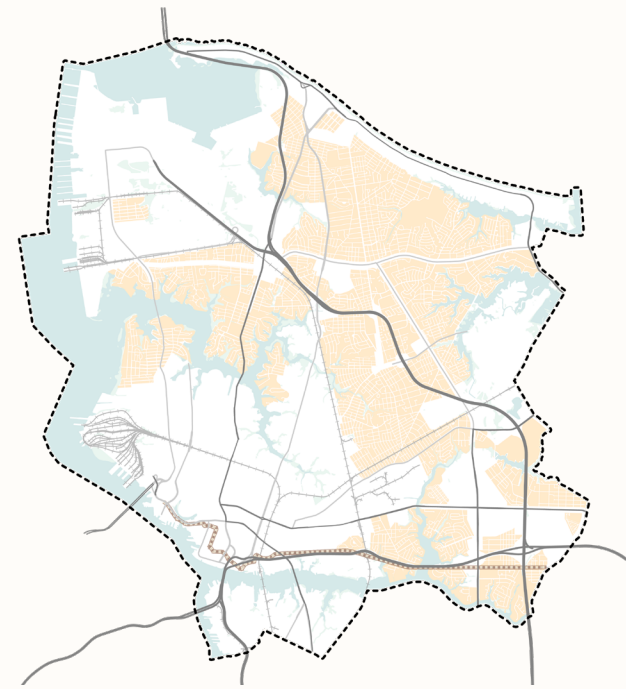


(City of Norfolk)



(City of Norfolk)

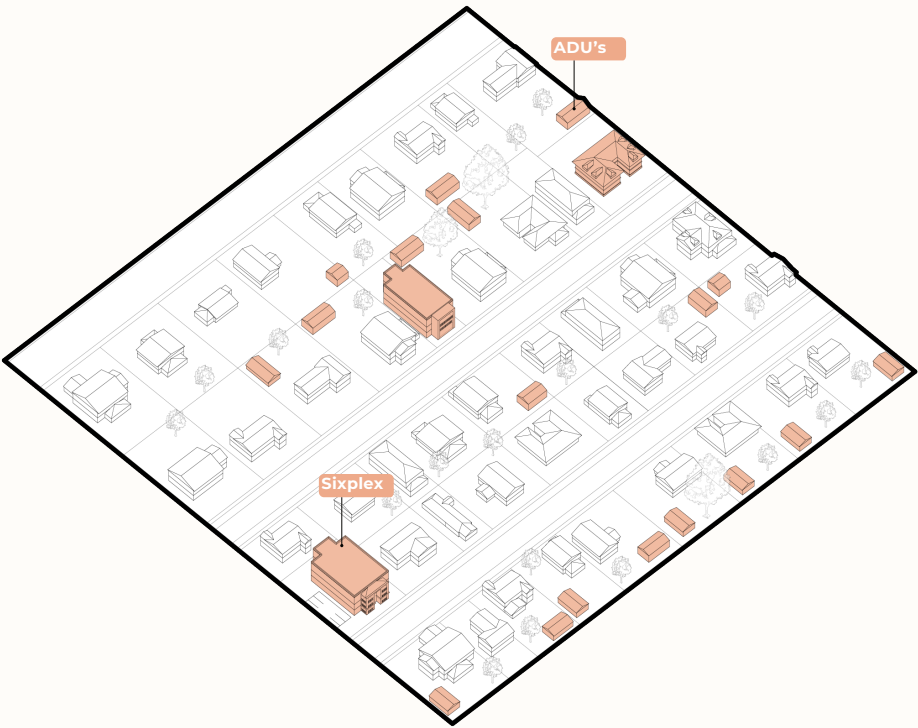
### WHERE IN THE CITY ARE THEY?



### CHARACTER

**Sustain - Suburban Place Types reflect typical post-war suburban patterns of development** and add gentle density where appropriate, such as on higher ground or along key roadways. These Places mix single family homes with compatible neighborhood-scale densities so the family-friendly neighborhood environment and feel is preserved. Homes tend to be set back from the street with large yard spaces and wider parcels, with enough space to accommodate infill or accessory dwelling units.

### WHAT MIGHT IT LOOK LIKE?



### MOBILITY

**Pedestrian and bicycle mobility is balanced with vehicular accessibility** in the Sustain - Suburban Place Type to ensure resident accessibility to amenities, services, and employment opportunities. Streetscape improvements focus on enhanced local pedestrian infrastructure and bicycle-friendly connections to everyday services.



# Sustain - Traditional

## FORM AND CHARACTER IN SUSTAIN - TRADITIONAL PLACE TYPES REFLECT THE CITY’S HISTORICAL DEVELOPMENT PATTERNS AND COMPACT RESIDENTIAL FABRIC.

These areas are predominantly single family, with a mix of missing middle housing and small commercial amenities that have integrated over time. Walkability, connected and active streetscapes, and community gathering spaces are some of the elements that make the residents in these areas have a strong sense of identity and social cohesion.

### BY 2050 THESE PLACES WILL...

- Maintain the historical, cultural, and architectural fabric of these neighborhoods to continue supporting their strong identity.
- Preserve local businesses and support new, naturally occurring local businesses that serve the community.
- Increase stormwater management, energy efficiency, and sustainability strategies.

#### PRIMARY LAND USES

#### SECONDARY LAND USES

Land Uses left blank are not supported

- |   |   |
|---|---|
| <input type="radio"/> Open Space                            | <input type="radio"/> Office, large-scale |
| <input type="radio"/> Conservation                          | <i>Research &amp; Development</i>         |
| <input checked="" type="radio"/> Single-Unit Residential    | <input type="radio"/> Institutional       |
| <input checked="" type="radio"/> ADUs                       | <input type="radio"/> Entertainment       |
| <input checked="" type="radio"/> Multi-family, small-scale  | <i>Utility/Transportation</i>             |
| <input type="radio"/> Multi-family, large-scale             | <i>Light Industrial</i>                   |
| <input type="radio"/> Mixed Use                             | <i>Heavy Industrial</i>                   |
| <input type="radio"/> Commercial/retail, small-scale office |   |

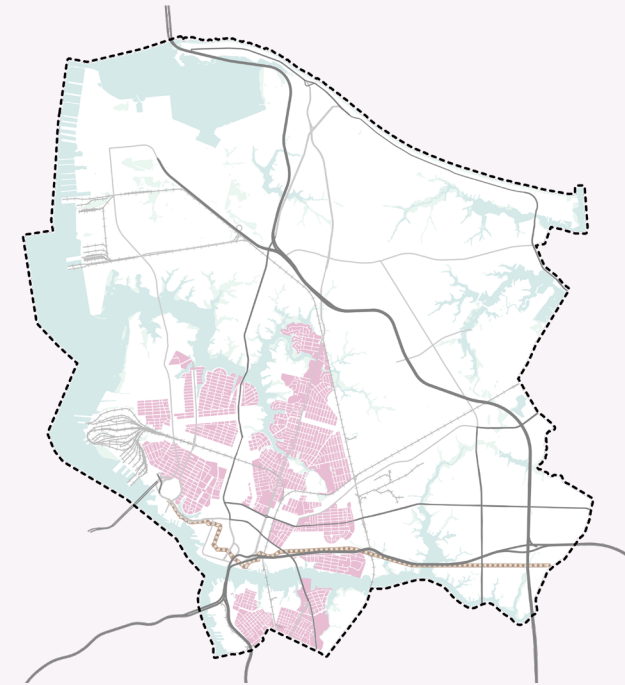


(City of Norfolk)



(City of Norfolk)

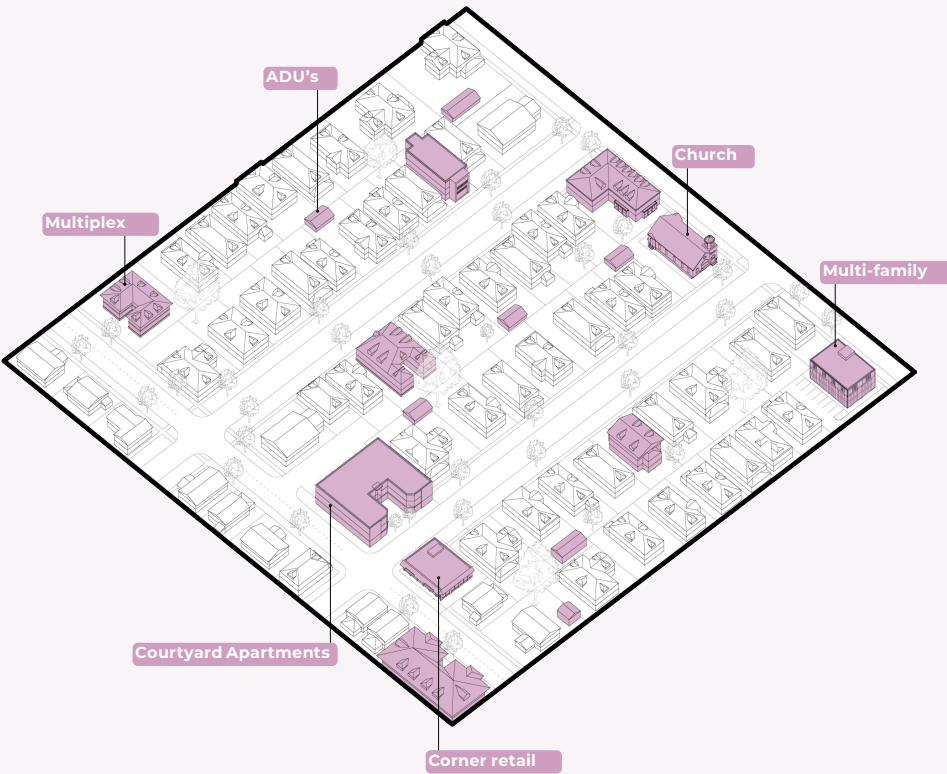
### WHERE IN THE CITY ARE THEY?



### CHARACTER

**Form and character in Sustain - Traditional Place Types are compact and community-focused.** Residential fabric is close together and street-facing, with “missing middle” and other gentle density providing a diverse range of housing types. Small-scale retail or other complementary community-facing uses are encouraged at key nodes or intersections, with consistent street frontage.

### WHAT MIGHT IT LOOK LIKE?



### MOBILITY

**The historic street grid in Sustain - Traditional Place Types provides smaller urban blocks** that encourage walking and community connections. Car dependency is discouraged, and close transit connections and bike infrastructure provides alternative modes for getting around the city. Vehicular access should use alleys where possible, and parking areas for larger multifamily buildings or community amenities should be located to the rear of street-facing buildings.



# Open Space

## OPEN SPACES ARE DESIGNED FOR ACTIVE RECREATION, COMMUNITY GATHERINGS, AND PUBLIC PROGRAMMING.

This Place Type is a key social, recreational, and environmental asset of Norfolk and offers residents a variety of activities while serving their adjacent neighborhoods. The intent of this Place Type is to capture the large open spaces within the city and recognize them as primary uses in those areas. Smaller open spaces, parks, etc. within neighborhoods are captured within the other Place Types as either primary or secondary land uses.

### BY 2050 THESE PLACES WILL...

- Enhance access to meaningful open spaces for all Norfolk residents, as well as the pedestrian and bicycle linkages to them.
- Promote a mix of recreational activities to serve different user groups.
- Ensure flexibility in open spaces to accommodate evolving community needs and use of the spaces.
- Support programming and other activation to maximize community engagement and social interaction.

#### PRIMARY LAND USES

#### SECONDARY LAND USES

Land Uses left blank are not supported

##### Open Space

##### Conservation

Single-Unit Residential

ADUs

Multi-family, small-scale

Multi-family, large-scale

Mixed Use

##### Commercial/retail, small-scale office

Office, large-scale

Research & Development

##### Institutional

##### Entertainment

Utility/Transportation

Light Industrial

Heavy Industrial

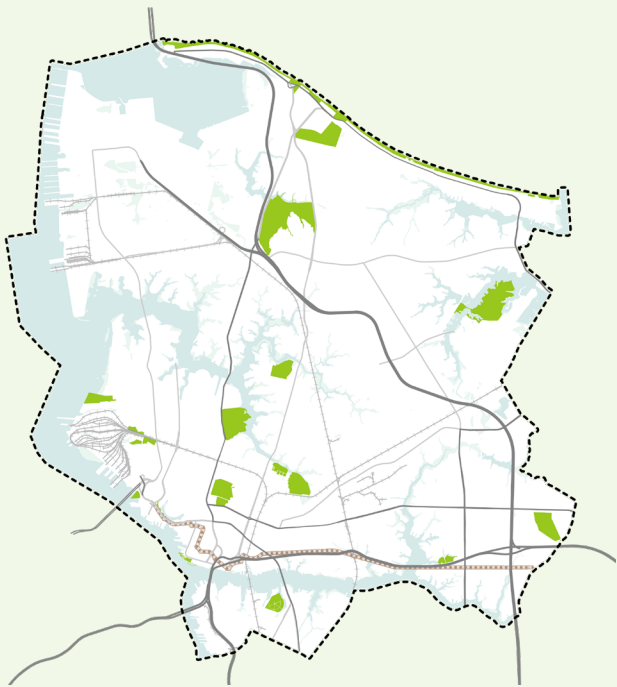


(City of Norfolk)



(City of Norfolk)

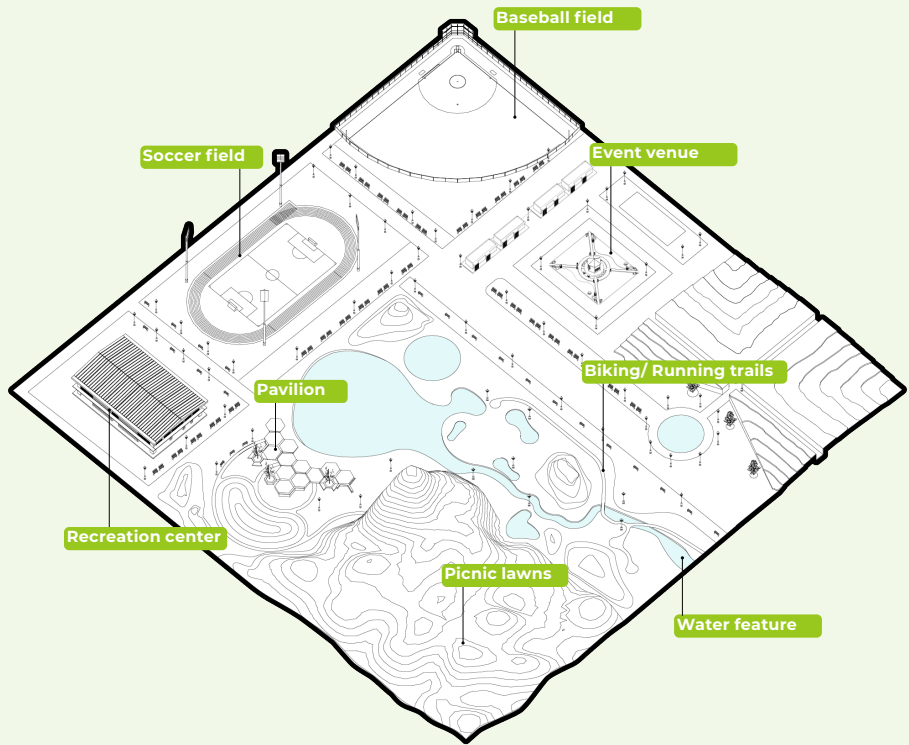
### WHERE IN THE CITY ARE THEY?



### CHARACTER

Open Spaces are designed to accommodate a diverse range of activities, including parks, sports fields, amphitheaters, public plazas, and play spaces for residents of all ages and abilities. Amenities for passive recreation such as seating areas and gardens are also encouraged to create environments that foster social interactions. This Place Type should be flexible in its design to allow for changing community needs and diverse future programming.

### WHAT MIGHT IT LOOK LIKE?



### MOBILITY

Open Spaces are highly accessible by pedestrians and bicyclists, with dedicated and well-signalized streets connecting them to nearby residential and commercial areas. Programming, pedestrian-friendly streetscapes, and wayfinding encourage use throughout the day for these Place Types. Motor vehicles are limited to perimeter parking areas to ensure safety of all users, and infrastructure elements like bicycle racks and transit stops are located nearby to enhance accessibility to Norfolk residents.



# Conservation

## CONSERVATION AREAS PRIORITIZE ENVIRONMENTAL PRESERVATION AND PASSIVE RECREATION.

This Place Type ensures the protection of our natural landscapes, wetlands, living shorelines, wildlife habitats, and ecological resilience. Conservation areas also serve as key components of Norfolk’s urban resilience strategy where appropriate.

### BY 2050 THESE PLACES WILL...

- Ensure long-term protection of ecologically and environmentally sensitive areas.
- Achieve urban resilience strategies.
- Encourage ecological education and community stewardship.
- Incorporate passive recreation where it aligns with the conservation goals of these spaces.

● PRIMARY LAND USES

○ SECONDARY LAND USES

Land Uses left blank are not supported

○ Open Space	Office, large-scale
● Conservation	Research & Development
Single-Unit Residential	Institutional
ADUs	Entertainment
Multi-family, small-scale	Utility/Transportation
Multi-family, large-scale	Light Industrial
Mixed Use	Heavy Industrial
Commercial/retail, small-scale office	

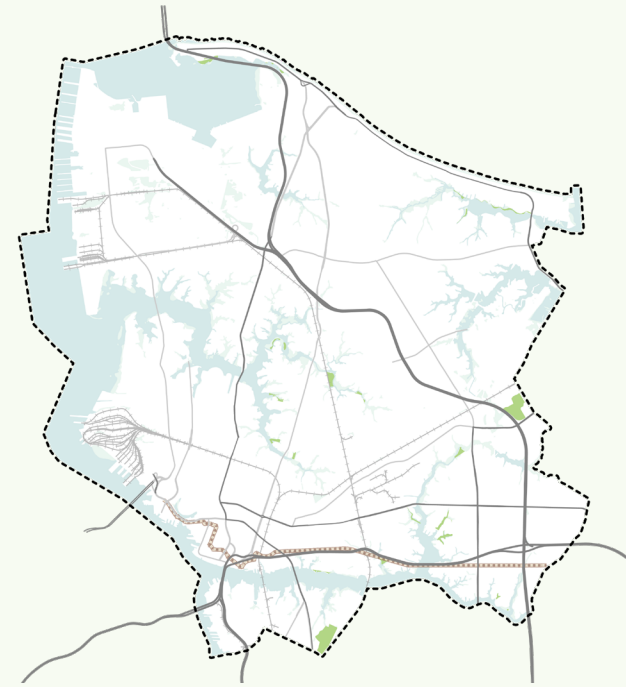


(WRT)



(City of Norfolk)

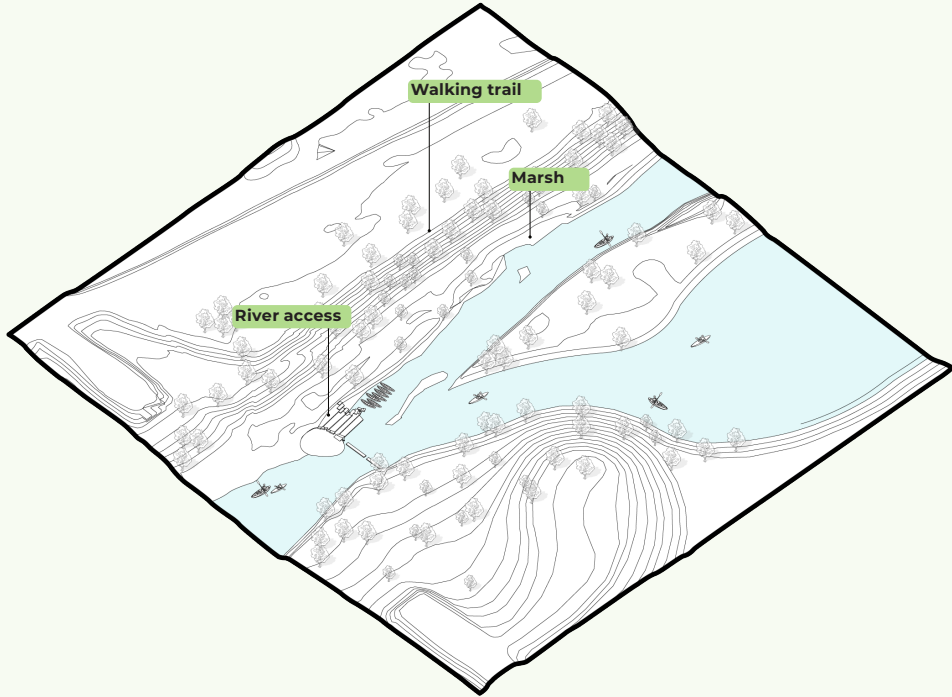
### WHERE IN THE CITY ARE THEY?



### CHARACTER

**Conservation Place Types are primarily natural landscapes** where ecological resilience are their primary character. This Place Type includes natural areas that undergo ecological restoration efforts, and have components such as native plantings and wetland buffers to enhance biodiversity and support climate resilience. Public access may be allowed through trails and scenic overlooks in designated areas for environmental education and low-impact recreation, ensuring that Norfolk residents can experience nature with minimal habitat disruption.

### WHAT MIGHT IT LOOK LIKE?



### MOBILITY

**Mobility within Conservation Place Types is limited to pedestrian access** through trails, boardwalks, or similar paths. Infrastructure is intentionally minimal to reduce environmental impact, with no vehicular access permitted. Connections to surrounding urban areas through bicycle paths and greenway linkages are encouraged to ensure that nature remains accessible to Norfolk residents while protecting the ecological function of this Place Type.



# Planning Focus Areas

## PLANNING FOCUS AREAS DESIGNATE THREE UNIQUE AREAS OF NORFOLK AS A PRIORITY FOR TRANSFORMATION.

More of an overlay than a strict Place Type, a Planning Focus Area indicates a commitment by the City of Norfolk to **create an equitable and targeted plan for the neighborhood in the near future**, with the intention to implement the plan by 2050.

NFK2050 identifies three distinct areas of the city as priorities for large-scale equitable transformation: Greater St. Paul's; Military Circle Area; and Southside. Though these areas are quite distinct from each other in character, form, community, and future vision, all three are to some extent in the process of planning for a more prosperous future for their current and future communities.

All three areas will require targeted investment, design and development attention to create the shared community-based vision for how they may be developed by 2050, with a particular emphasis on equity throughout the planning process.

### PLACE TYPES:

#### GREATER ST. PAUL'S:

- Community Mixed Use

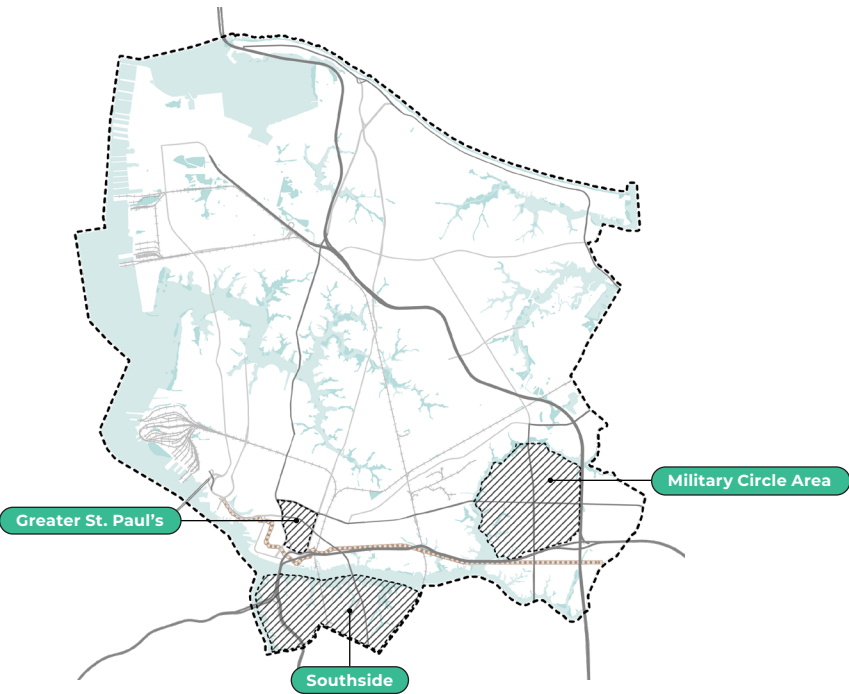
#### MILITARY CIRCLE AREA:

- Regional Activity Center
- Corridor Mixed Use
- Innovation and Production
- Sustain - Suburban
- Open Space
- Conservation

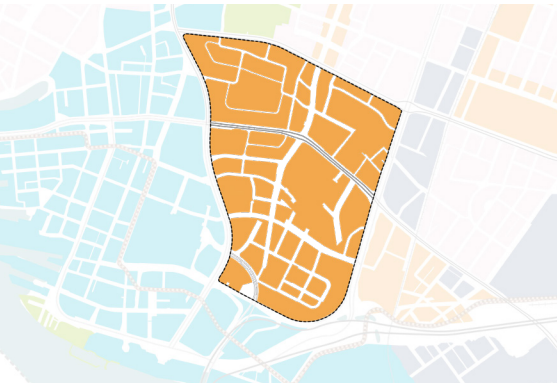
#### SOUTHSIDE:

- Sustain - Traditional
- Innovation and Production
- Open Space
- Conservation

## WHERE IN THE CITY ARE THEY?



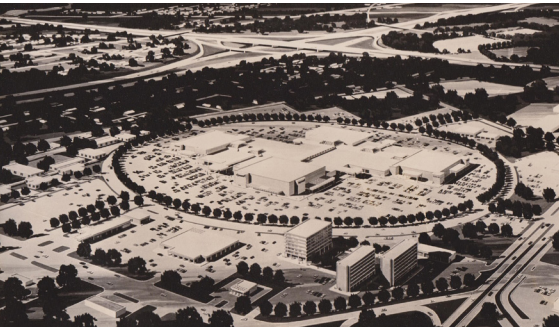
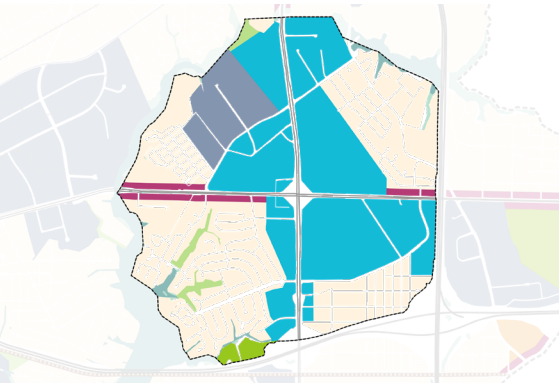
## GREATER ST. PAUL'S



(City of Norfolk)

The St. Paul's Neighborhood Transformation is already underway thanks to a large-scale mixed-income housing redevelopment integrated with innovative resilience infrastructure. Future phases should build on the strong community-focused work to date.

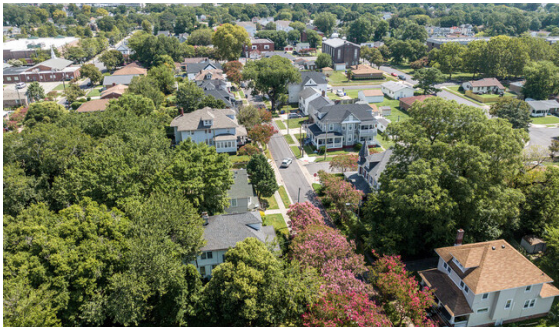
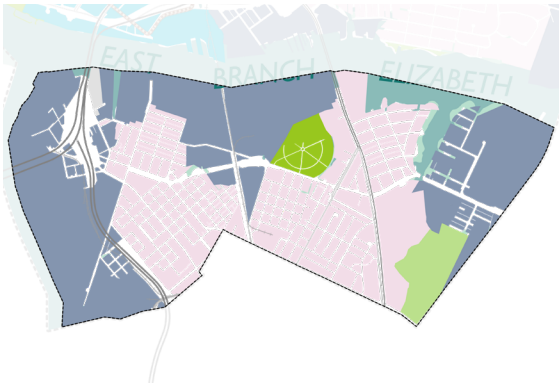
## MILITARY CIRCLE AREA



(City of Norfolk)

Military Circle, on high ground and centered around a largely vacant City-owned mall and a major highway interchange, has the potential to become a major destination. A redeveloped Military Circle should combine expanded transit access, mixed-income housing, commercial, retail, and entertainment uses.

## SOUTHSIDE



(homes.com)

Southside — south of the Elizabeth River, and comprised of the Berkley, Campostella, and Campostella Heights neighborhoods — has faced challenges of investment and connectivity for decades. A large-scale neighborhood plan should center equitable reinvestment, mobility, resilience, and economic opportunity for this historic area.



# Transit Supportive Areas

THE TRANSIT SUPPORTIVE AREAS ARE, BROADLY, AREAS SURROUNDING SOME OF NORFOLK’S EXISTING LIGHT RAIL STATIONS.

An area designated as a Transit Supportive Area (TSA) includes **strong enough transit access to encourage higher density development**, and a diversity of land uses that promote access to neighborhood-serving amenities, shifting away from a dependency on car travel. These areas foster traditional neighborhood design principles such as pedestrian-oriented circulation, multimodal connectivity, preservation of natural areas, and integration of mixed-use and mixed-income housing.

The vision for Norfolk’s Transit Supportive Areas includes a mix of employment and residential centers with key community amenities, promoting transit, bicycle, and pedestrian activity and discouraging lower density auto-oriented land uses.

As one of the key recommendations of NFK2050 is to expand high-capacity transit north from the Light Rail line, and as the Naval Station Norfolk Transit Corridor Project continues, there may be future opportunities to add additional Transit Supportive Areas to this map.

- PRIMARY LAND USES

○ SECONDARY LAND USES
- Land Uses left blank are not supported*

● Open Space

Conservation

● Single-Unit Residential

ADUs

● Multi-family, small-scale

Multi-family, large-scale

● Mixed Use

Commercial/retail, small-scale office

○ Office, large-scale

Research & Development

○ Institutional

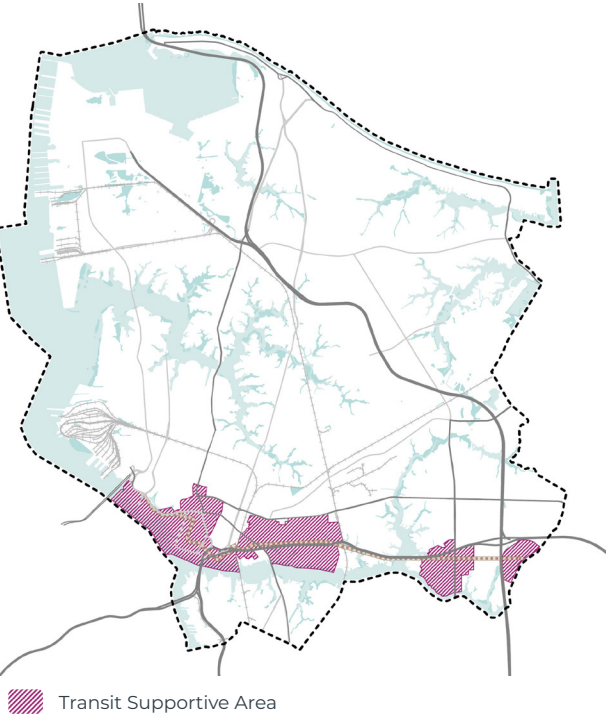
Entertainment

Utility/Transportation

Light Industrial

Heavy Industrial

## WHERE IN THE CITY ARE THEY?



**NOTE:** Primary and Secondary Land Use guidance for TSAs supersedes an underlying Sustain Place Type. (All other Place Types supersede TSAs.)

**NOTE:** TSAs are also considered part of Norfolk’s Urban Development Areas (UDAs), as described on p.73.



Fort Norfolk Station TSA (HRT)



Military Circle Station TSA (HRT)



Newtown Road Station TSA (HRT)



Newtown Road Station TSA (HRT)



Newtown Road Station TSA (HRT)