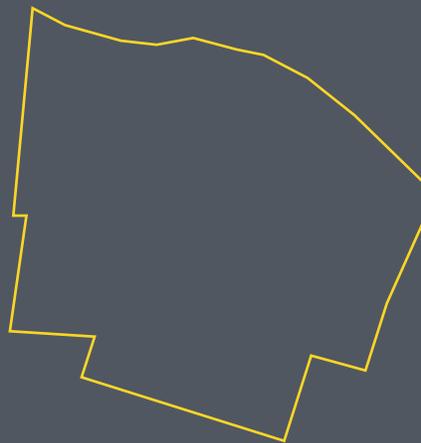


A VISION FOR WARDS CORNER



URBAN DEVELOPMENT AREA PLAN



Adopted by Norfolk City Council July 23, 2019
Ordinance No. 47,717

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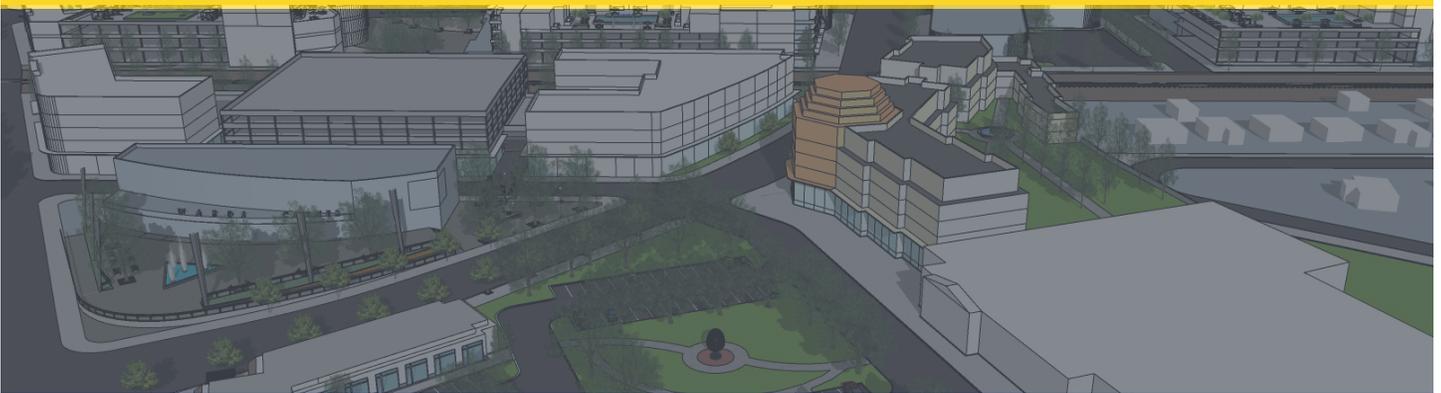


TABLE OF CONTENTS

1.	BACKGROUND	
A.	WHAT CURRENT TRENDS SHOULD INFLUENCE THE WARDS CORNER STUDY AREA?.....	4
B.	WHAT LOCAL ISSUES WILL INFLUENCE THE WARDS CORNER STUDY AREA?.....	8
2.	THE PLANNING PROCESS	
A.	INPUT FROM THE WARDS CORNER ADVISORY COMMITTEE AND PUBLIC WORKSHOPS.....	12
B.	TRANSPORTATION ANALYSIS.....	16
C.	KEY URBAN DESIGN PRINCIPLES TO GUIDE FUTURE DEVELOPMENT IN WARDS CORNER.....	20
D.	WARDS CORNER FULL BUILD OUT CONCEPT.....	23
3.	WARDS CORNER FOCUS AREAS - DEVELOPMENT CONCEPTS...	25
4.	WARDS CORNER IMPLEMENTATION PLAN.....	43
	APPENDIX: 11X17 WARDS CORNER FULL BUILD OUT HAND OUT	

1. BACKGROUND

The Wards Corner Urban Development Area Plan (UDA Plan) provides the City of Norfolk ("City") with a vision of how the transformation of an aging commercial shopping center can transform into a mixed-use walkable neighborhood over time that is connected to adjacent residential neighborhoods and includes parks, open space and sidewalks that connect contiguous blocks.

With guidance from the Wards Corner Advisory Committee, City staff and stakeholders, the UDA Plan establishes principles for guiding the phasing and implementation of the various blocks that comprise the Wards Corner Study Area, bounded by I-64 and I-564, Victory Drive and Colonial Avenue to the west, North Shore Road and Louisiana Drive to the south and Waco Street to the east. (See Wards Corner Study Area on Page 5). A strategy to activate large underutilized development parcels, transition the intensity of development to established single family neighborhoods and connect those neighborhoods to Wards Corner, has been articulated in the UDA Plan. Design and streetscape standards have been established in the UDA plan that create walkable neighborhood centers and interconnected streets and blocks, and diversity of land uses that are detailed with illustrative concepts that show what future growth may look like when employing placemaking strategies.

Working under the Virginia Office of Intermodal Planning and Investment's Urban Development Area Technical Assistance grant program, Michael Baker International ("Michael Baker"), with EPR-PC, Inc, assisted the City in developing a Vision and Implementation Strategy for an UDA Plan in Norfolk's Wards Corner area.

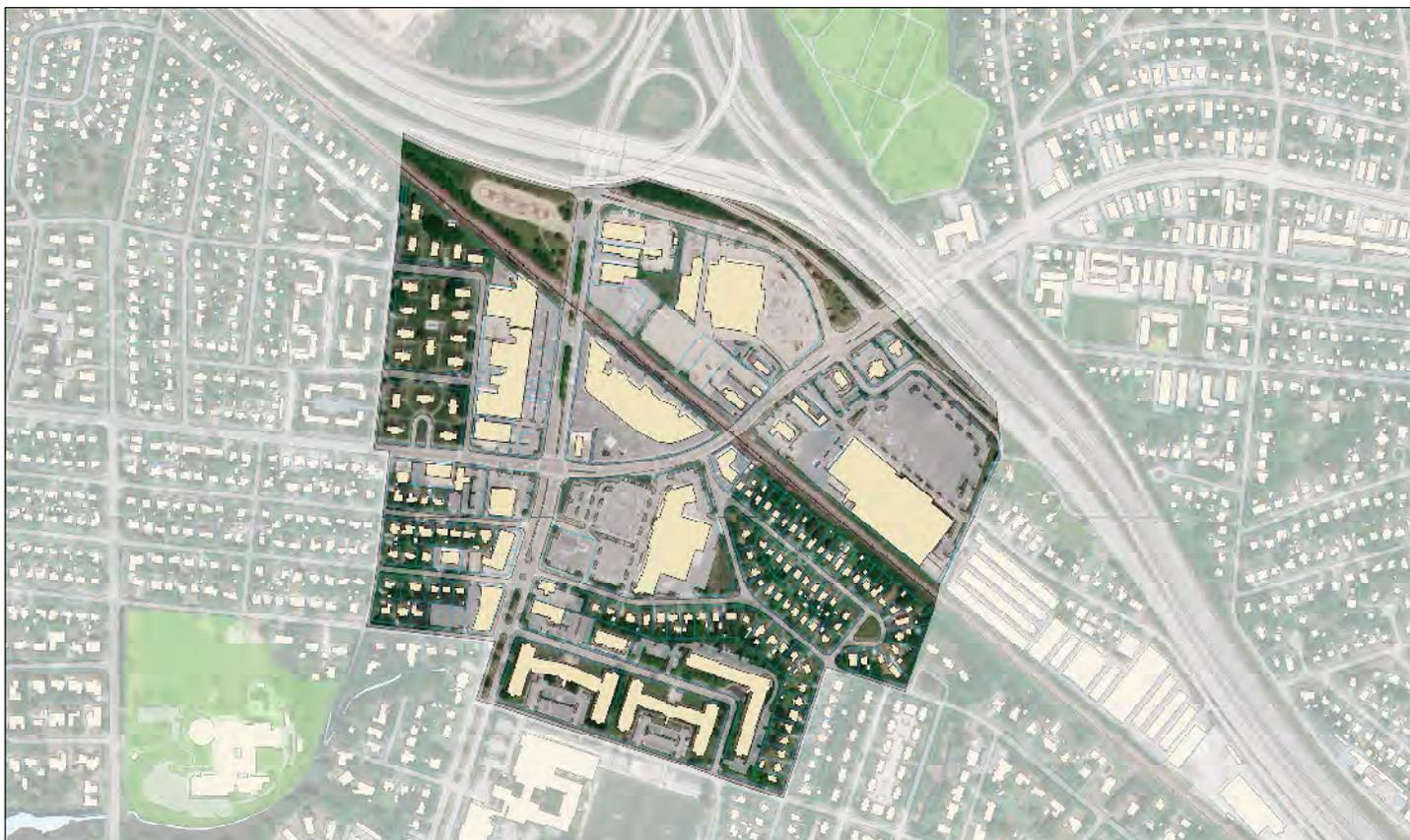
The UDA Plan illustrates the potential of the Wards Corner area as an Urban Development Area for future adoption in plaNorfolk2030 to help the area transition from its current, suburban auto dependent form, to a more urban setting that will address some of the current and future opportunities, including:

1. Promoting mixed-use development that is planned with transportation improvements, that reinforces the street frontage with continuous sidewalks and street trees with surface or structured parking that is generally located behind the building frontage.
2. Allowing the City to proactively determine the most advantageous locations for a light rail alignment and stations based upon potential future growth and development in advance of potential future studies, thus maximizing the transformative impact of this investment.
3. Analyzing the greatest potential for new development or redevelopment, by outlining a vision of an urban development area for Wards Corner, on higher ground that could become the City's new urban center.

The UDA Plan is based on consensus from residents and stakeholders in the Wards Corner community to determine the most appropriate strategy to "finish" some of the implementation actions undertaken from the previous plan, as well as developing guidance for the transition to an Urban Development Area.

The UDA Plan references the following documents:

- 2017 Norfolk Absorption Study evaluated economic and demographic trends, as well as housing affordability and supply and demand analysis
- 2017 Norfolk Westside Transit Study - Concepts that evaluate the connection of the Tide Light Rail System to Naval Station Norfolk
- 2016 Norfolk Affordable Housing Study
- 2015 City of Norfolk Bicycle and Pedestrian Strategic Plan provided recommendations to improve 12 key corridors identified by stakeholders as critical to kick-starting a comprehensive and connected bicycle network
- 2015 Volumes, Speeds and Congestion on Major Roadways in Hampton Roads. Hampton Roads TPO - provide up to date traffic data for the Wards Corner Study Area
- 2015 Visioning Charrette
- 2013 plaNorfolk2030
- 2004 Greater Wards Corner Comprehensive Plan



WARDS CORNER STUDY AREA



Wards Corner in the 1950's



Wards Corner Today

The commercial development footprint and land use emphasis remains the same in the Wards Corner Study Area, as an auto-orientated shopping experience. The rise of e-commerce and the rapid change in the way we shop for goods and services are having direct impact on the commercial corridors across the U.S and especially in Wards Corner. As a result, much of the older building stock is underutilized and the percentage of vacant buildings are rising.

A. WHAT CURRENT TRENDS SHOULD INFLUENCE THE WARDS CORNER STUDY AREA?

Forecasted Growth in Income 2012 - 2040



LEGEND: FORECASTED CHANGE IN INCOME 2012-2040 (MILLIONS OF CONSTANT DOLLARS)

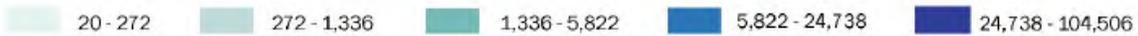


FIGURE: FORECASTED GROWTH. SOURCE: VDOT

According to a recent income analysis, income levels are expected to rise in most major metropolitan areas, including the Norfolk-Portsmouth and Virginia Beach area. However, Norfolk and Portsmouth have different income profiles than Virginia Beach and Chesapeake

- Larger share of lower income households
- But that share is forecasted to decrease

In all cities, the income group increasing its share the most is families with a median income over \$100,000. In the combined market area, households earning over \$75,000 per year are forecasted to grow from 36% to 53% of the total.

Employment is forecasted to grow faster than population:

- 1.2% per year, or 8,600 jobs compared to 1.8% per year from 1995-2015
- Total 20-year growth: 172,000 new jobs
Annual average forecasted growth by city (and previous 20 years)
 - Norfolk: 0.4% (previously -0.3%)
 - Virginia Beach: 1.5% (previously 2.8%)
 - Portsmouth: 0.4% (previously 1.3%)
 - Chesapeake: 1.9% (previously 4.3%)

In the combined market area, only Education & Health Services is forecasted to significantly increase its share of total employment, with Government decreasing. Education & Health is Norfolk's second-largest sector, and is forecast to increase by 2.6 percentage points.

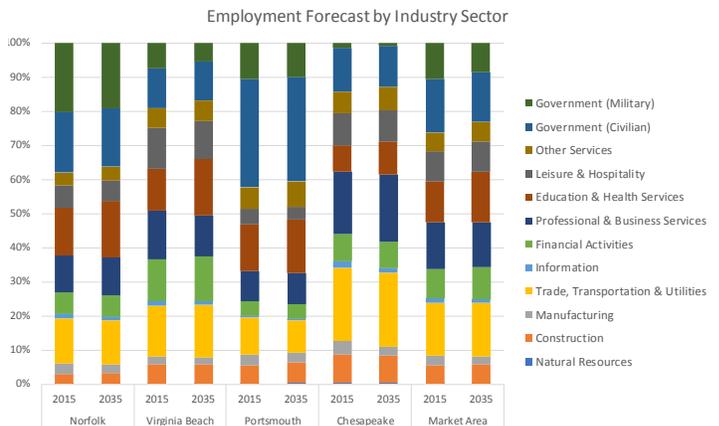
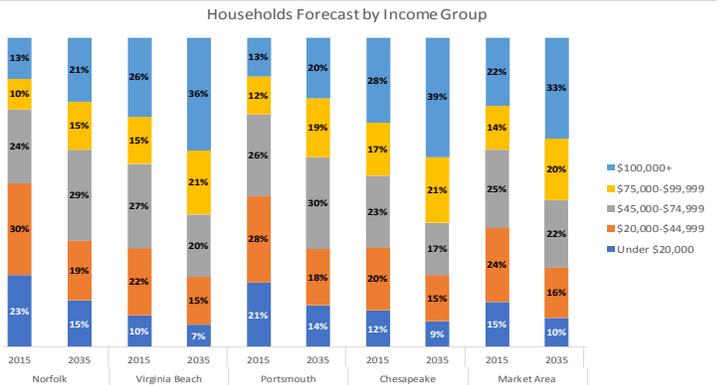


FIGURE: EMPLOYMENT FORECAST
Source: Woods & Poole Economics

It should be noted that the City of Norfolk's population is expected to rise, from a projected 250,760 (2020) to 257,478 (2030) and 260,509 (2040) for a total of 10,000 additional people.

CHANGES IN RETAIL AND IMPACT TO THE COMMERCIAL STRIP MALL

There have been significant changes in the commercial sector during the last ten years, with major companies closing their stores for good. The impact from the changes in the way we shop is having lasting impact to the commercial strip mall centers in major corridors throughout the country. The implications for Wards Corner as a commercial strip mall center are great, and a new strategy that diversifies and repurposes its assets is at hand.

During the last 50 years, the U.S. built too many malls, especially when compared to other industrial countries. Shopping center square footage, when adjusted per population, is approximately 4 to 5 times greater in square footage when compared to European examples. There is just too much space built and not enough inventory to fill it. More importantly, more and more people are shopping online, as their financial actions are more secure and delivery is guaranteed to their door step. Americans are shifting their spending habits from products to meals and entertainment with friends. Another ominous sign is that online jobs are not replacing service sector jobs in the same ratio. Because of automation, it takes fewer online jobs to do the typical service sector job. All these trends will continue to intensify over the next decade.

The UDA Plan provides an opportunity to envision how Wards Corner can address these emerging trends. Wards Corner is the first commercial center that one can access for those entering the City of Norfolk from the north. The Wards Corner Study Area comprises over 85 acres that are predominately commercial and will have to transform itself to attract more diverse clientele, with a mix of land uses, such as residential, hotels, restaurants and entertainment, while retaining some commercial area, but with a smaller footprint. Wards Corner is also an opportunity to address the consumer of tomorrow who is looking for amenities, whether it's a farmers market, the ability to walk and accomplish multiple tasks, shop and eat, and to have a more personal experience than what is offered by online shopping. The development of Wards Corner will occur gradually over time and the area will need the foot traffic to make some of the commercial uses (especially restaurants and entertainment) successful. While Wards Corner will rely on people coming into the area, housing will be essential to provide a sense of ownership and place.

	Shopping Center GLA (sq ft, MM)	Population (MM)	GLA Per Capita
U.S.	7,567	321	23.5
Canada	589	36	16.4
U.K.	299	65	4.6
France	254	66	3.8
Spain	157	46	3.4
Italy	169	61	2.8
Germany	191	81	2.4

*France & Germany 2014

FIGURE: COMPARATIVE MALL SQUARE FOOTAGE. 2017 AXIOS

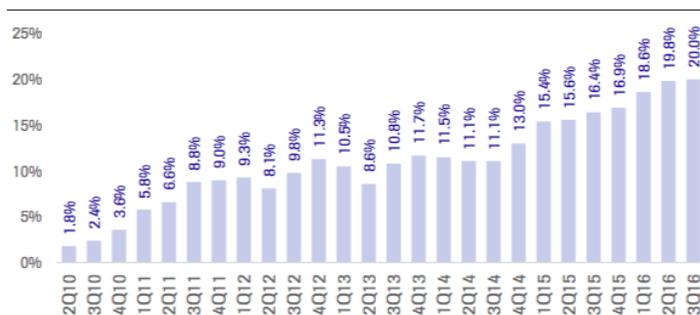
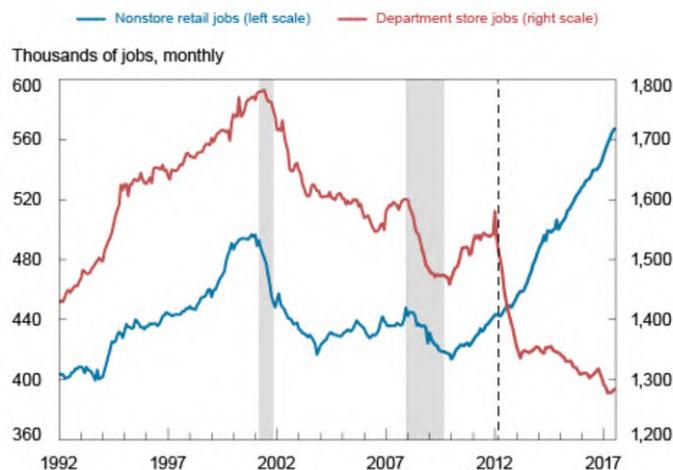


FIGURE: ONLINE SHARE OF COMMERCE. 2018 STATISTA



Source: Bureau of Labor Statistics data, accessed through Haver Analytics.

Note: Shading indicates a period designated a recession by the National Bureau of Economic Research.

FIGURE: NONSTORE VS. DEPARTMENT STORE JOBS. SOURCE: 2017 BUREAU OF LABOR STATISTICS. SHADING INDICATES RECESSIONS.

B. WHAT LOCAL ISSUES WILL INFLUENCE THE WARDS CORNER STUDY AREA?

Long-term Balance of Supply and Demand for Rental Units

2017 to 2027



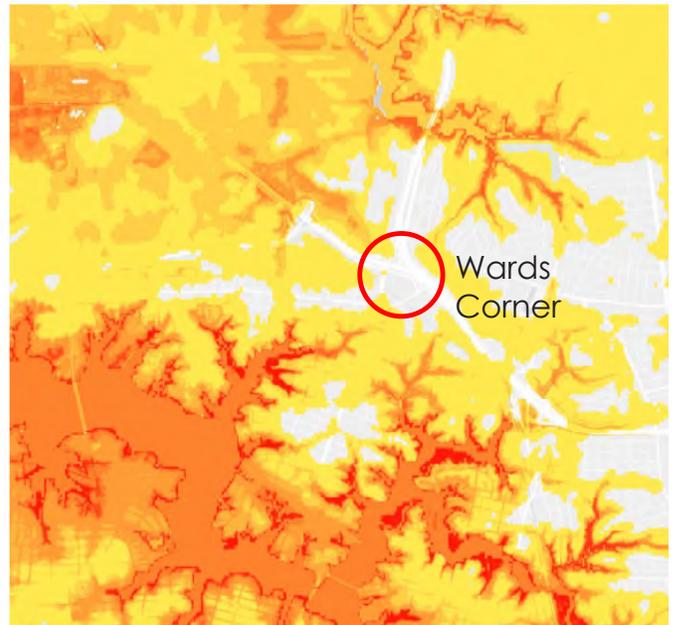
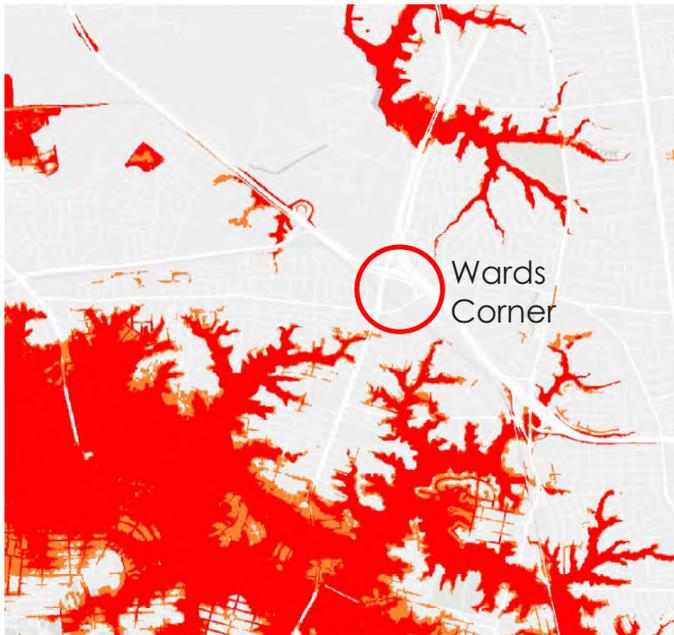
FIGURE: 2016 NORFOLK AFFORDABLE HOUSING STUDY

HOUSING SUPPLY

According to the 2016 Norfolk Affordable Housing Study, there is an oversupply of rental housing in the City, but an undersupply in the Wards Corner area (Chesapeake Blvd).

ON HIGHER GROUND...

Wards Corner is one of the few areas in the City that is on higher ground and is less prone to flooding, which makes future growth in the Wards Corner Study area highly desirable in the future for the City and future investors. See Figures below.



Flood Hazards | Sea Level Rise

Sea Level Rise Scenarios

- 1 Ft Above Current MHHW
- 2 Ft Above Current MHHW
- 3 Ft Above Current MHHW
- 4 Ft Above Current MHHW

Flood Hazards | FEMA Flood Zones

FEMA Flood Zones

- High Risk (1% Annual Chance)
- Moderate Risk (0.2% Annual Chance)

FUTURE EXTENSION OF THE TIDE AND ITS IMPACT ON DEVELOPMENT IN THE WARDS CORNER STUDY AREA

There is currently a light rail alignment that is being discussed that could traverse the Wards Corner Study Area. The location of a light rail station and guideway could have a profound effect on the planning and development of Wards Corner. The light rail station could be designed into a development and/or plaza, and coordinated with a relocated bus transfer station integrated into a park and ride facility.

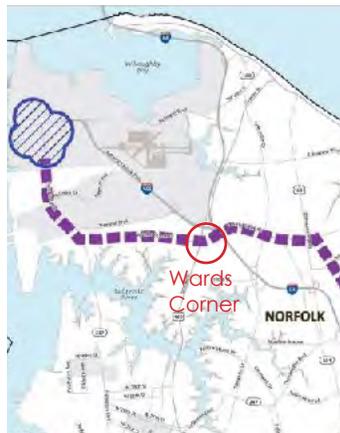


FIGURE: LIGHT RAIL ALIGNMENT

AM AND PM PEAK TRAFFIC CONGESTION

Wards Corner is impacted by moderate to high levels of traffic on Granby Street and Little Creek Road, as being one of the north-south and east-west trunk lines, respectively, for the City. The flow of traffic will most likely continue at these levels, but congestion and stacking can be mitigated with consolidation of signals and removal of numerous curb cuts and with new internal street block circulation and access, based on the new development.

The Norfolk Southern railroad crossings and train traffic with approximately six trains crossing Wards Corner every day, three inbound and three outbound, also has an impact to traffic. The longest trains close the crossings for approximately 12 minutes.

Traffic congestion is significant on Granby Street, with moderate congestion on Little Creek Road. There are resulting public safety issues and vacancy due to the existing traffic patterns.

Wards Corner Traffic Congestion Map - PM

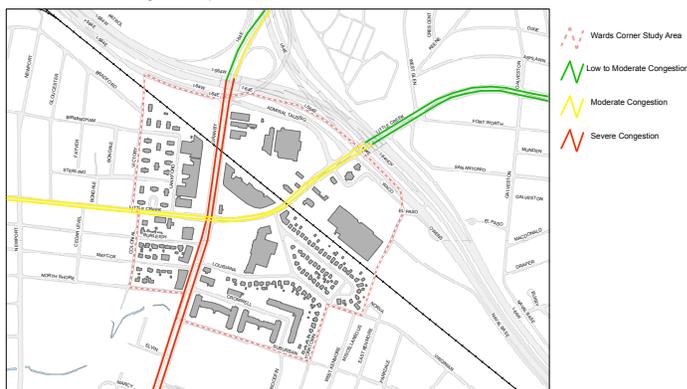


FIGURE: TRAFFIC CONGESTION MAP PM

Wards Corner Traffic Congestion Map - AM



FIGURE: TRAFFIC CONGESTION MAP AM

PROPERTY OWNERSHIP

The number of owners of large blocks will influence the timing of redevelopment, with blocks with less ownership proceeding at a faster pace. For the Tausig and Workforce Development blocks, there are single owners that own the majority (area) of the block, with several owners of smaller parcels. Dalis Property is at near full ownership and the Harris Teeter block is at full ownership. There are multiple owners of the commercial strip parcel on the west side of Granby Street, making redevelopment much more complicated.

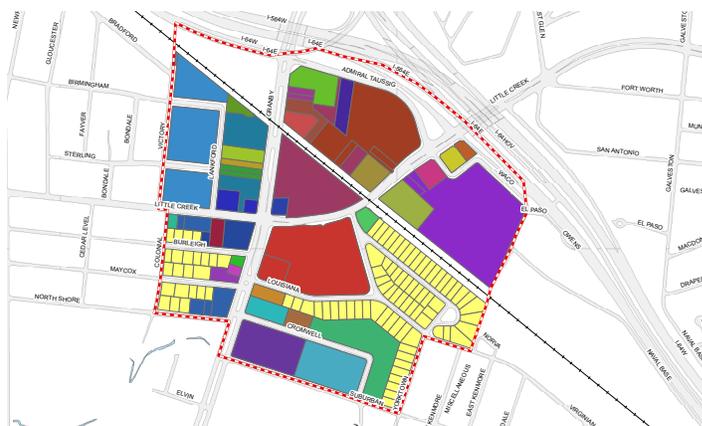
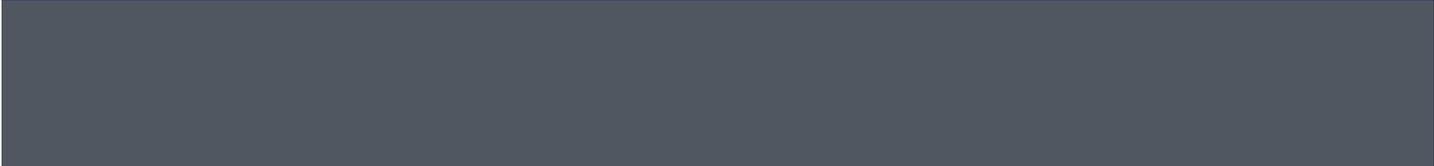


FIGURE: PROPERTY OWNERSHIP



2

WARDS CORNER THE PLANNING PROCESS



1. INPUT FROM THE WARDS CORNER ADVISORY COMMITTEE AND PUBLIC WORKSHOPS

The start of the planning process began with an advisory committee that was assembled by the City of Norfolk with participants representing the interests of the residents, businesses and visitors alike, to guide the development of the Wards Corner Urban Development Area Plan, and articulate a short, medium and long-term strategy for future implementation of improvements. A total of five advisory committee meetings, including a public workshop and public open house, were held to gain consensus to what the future of the Wards Corner Study Area could be. With the advice and guidance from the Advisory Committee, opportunities and constraints were identified early in the process to begin to frame a design and implementation strategy.

The Consultant Team began the process by asking the following questions for the committee members and stakeholders to consider:

- Looking ahead into the long-term future – 20 years ahead – what would you like to see have taken place on the Wards Corner Study Area?
- What broader city goals, or specific goals should be addressed in this project?
- Are there specific issues related to development and design standards in the project area that you believe need to be addressed in this project?
- What has been your experience with transit-oriented development in Norfolk or elsewhere? Are there specific issues/opportunities with transit-oriented development in this location?

The feedback provided by the Advisory Committee from these questions was distilled down to four themes to drive the conversation:

Traffic/Transportation: mitigating the traffic congestion caused by the amount of signalized intersections, curb cuts and that Little Creek Road and Granby Street are major trunk lines in the City

Quality of Life: improve walkability, provide places for children to play and build more residential units to create sense of safety and eyes on the street

Development and Land Use: provide for a mix of uses, with parking located behind the buildings (using New Town in Williamsburg as an example), allow for four to five levels of housing over commercial, and promote farmers market and other public events

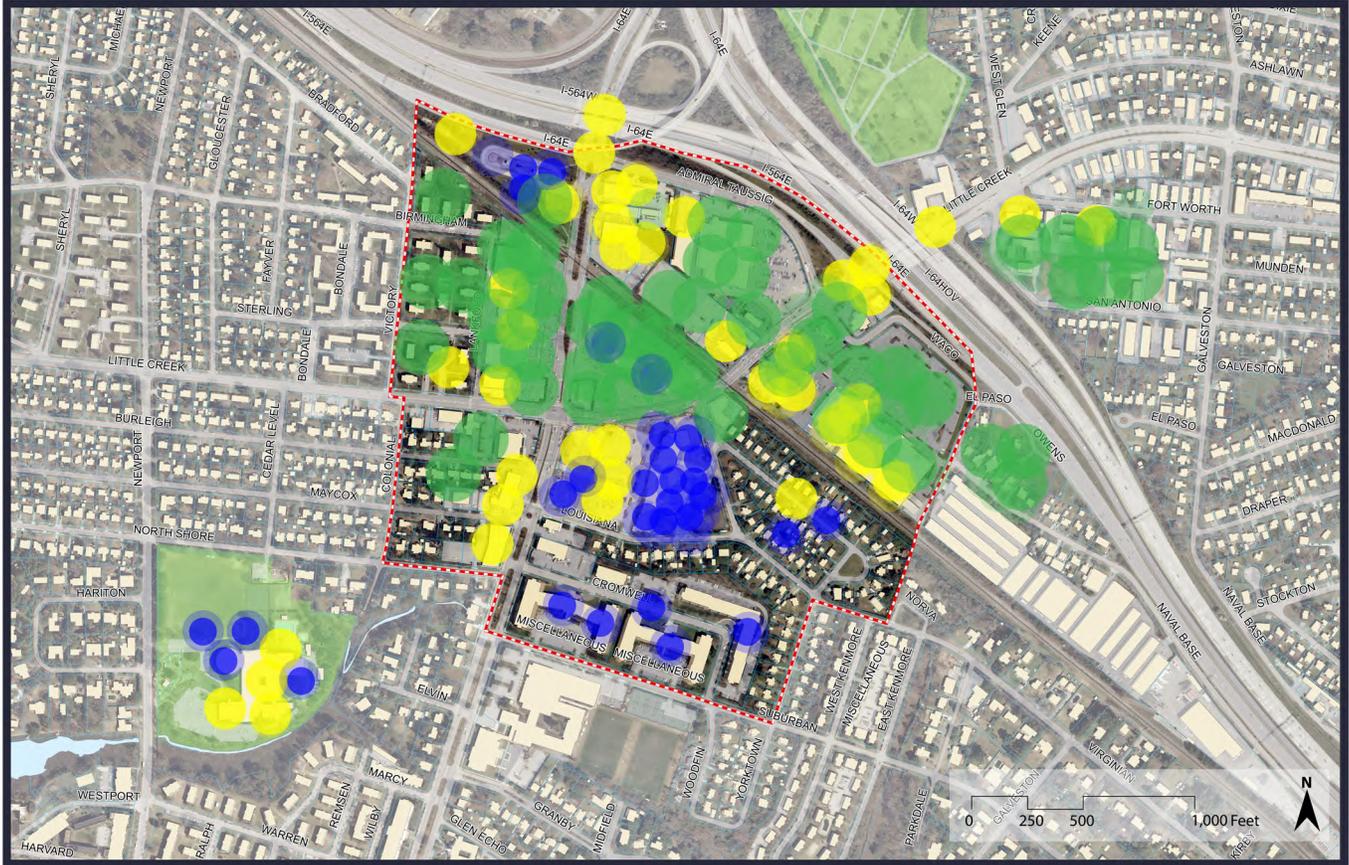
Streetscape Design: build more green space, trees, and improve pedestrian connectivity to neighborhoods from Wards Corner

Based on this input from the Advisory Committee, the Consultant Team developed a written, spatial and visual preference exercise for the Wards Corner public workshop, with the intention to establish a comprehensive set of priorities that could be (1) mapped to specific locations, (2) visualized in terms of height, form, setback and materials, and (3) articulated by a short, medium and long-term implementation strategy. The exercises revealed consistent core themes, such as mitigating traffic and congestion, revitalization of aging commercial strip malls, making it easier to walk and therefore connecting the neighborhoods with Wards Corner, and lastly, more green space and neighborhood gathering areas with café dining and restaurants.

The spatial exercise asked participants what should be kept (blue), improved (yellow) and added (green) by use of color dots. The results were conclusive in which a green wave engulfed the blocks north of Norfolk Southern (Workforce Development Block and the Taussig Block), the Dalis Property, the commercial strip along Granby Street and the multi-family development located just behind it. The call for new construction or new uses indicated by workshop participants

WARDS CORNER EXERCISE #2: WHAT SHOULD BE KEPT, IMPROVED OR ADDED?

- Keep and preserve as is
- Improve existing
- New buildings. New mix of uses



"BIG IDEAS" WARDS CORNER EXERCISE #1

WHAT SHOULD BE THE FUTURE OF WARDS CORNER?

Share the opportunity to shape the future of Wards Corner. Post your ideas on the sticky notes below.

LAND USE AND DESIGN

- Branding concepts ●●●●
- Hotels ●●
- Gathering places ●●●●●●●●●●
- Restaurants, dining experience ●●●●●●●●
- Mixed-use, live/work ●●●●●●●●
- Less visible parking lots ●●

PUBLIC SAFETY

- Bike/Sidewalks/Walkability/Crosswalks ●●●●●●
- Lighting ●●●●●●
- ADA ●●●●●●
- Security and enforcement ●●●●●●

GATHERING PLACES

- Restaurants ●●●●●●
- Outdoor entertainment venue, movies ●●●●
- Dog Park ●●●●
- Retail ●●●●

TRAFFIC AND TRANSPORTATION

- Pedestrian and bicycle connectivity ●●●●●●●●
- Reduce traffic lights ●●●●●●
- Train traffic and railroad tracks ●●●●
- Efficient traffic flow, safe speeds for pedestrians ●●●●

ADD A TOPIC

- Reduce mattress stores ●●
- Enhance train feature ●●
- Child-friendly options ●●
- Link W.C. to Southern Shopping Center ●●

WARDS CORNER EXERCISE #3

WHICH USES ARE MOST IMPORTANT?

Place **green dots** on the IMAGES below that you think are most important for the Wards Corner project area.

RESIDENTIAL						
 4	 2	 2	 0	 0	 0	 0
MULTIFAMILY - 3 LEVELS	SINGLE FAMILY/TOWNHOMES	TOWNHOMES	TOWNHOMES	LOFTS - 5-6 LEVELS	MULTIFAMILY - 7-8 LEVELS	MULTIFAMILY - 10 LEVELS
MIXED USE - RESIDENTIAL OVER RETAIL/COMMERCIAL						
 15	 5	 4	 3	 1	 0	 0
OVER RESTAURANTS AND SHOPS	OVER RESTAURANTS	OVER RESTAURANTS AND SHOPS	LOFTS OVER RETAIL	OVER BIG BOX RETAILERS	OVER NEIGHBORHOOD RETAIL	OVER NEIGHBORHOOD RETAIL
PUBLIC SPACES						
 14	 12	 11	 9	 5	 4	 2
NEIGHBORHOOD/EVENT PARK	PEDESTRIAN PLAZA - DINING	TOWN CENTER - EVENT SPACE	FOUNTAINS	NEIGHBORHOOD PARK	TOWN CENTER - EVENT SPACE	PEDESTRIAN MALL PROMENADE
COMMERCIAL						
 7	 4	 4	 3	 3	 3	 2
RETAIL WITH AMENITIES	ANCHOR RETAIL	TOWN CENTER STRIP MALL	DISTINCT STOREFRONTS	RETAIL AT STREET FRONTAGE	RETAIL ON PEDESTRIAN PLAZAS	MAIN STREET CONCEPT
OFFICE						
 3	 3	 0	 0	 0	 0	 0
4 LEVELS WITH GROUND RETAIL	3 LEVELS	4 LEVELS	4 LEVELS	6 LEVELS WITH PARK PLAZA	7 LEVELS WITH ENTRY PLAZA	8 LEVELS WITH PLAZA/RETAIL
PARKING						
 12	 5	 3	INTENSITY OF USES			
SURFACE PARKING BEHIND BUILDINGS	STRUCTURED PARKING	WITH GROUND FLOOR RETAIL	 7	 6	 0	
			2 TO 3 LEVELS	3 TO 6 LEVELS	3 TO 16 LEVELS	

(CONTINUED FROM PAGE 12)

is nearly 75-percent of the entire area. The two older commercial structures along Granby Street, south of Little Creek Road, were indicated to be improved, and the Harris Teeter, which is quite popular with residents, was indicated to be kept. "What is the future of Wards Corner?" post-it note exercise indicated that while participants identified the need for gathering places, restaurants, café dining, pedestrian and bicycle connectivity, which are long-term by nature, they were even more clear about seeing implementation in the next 5 years, such as public safety street improvements.

The written exercise and visual prioritization exercise, in which participants were asked to place the green dot on the image that they find most important, produced consistent results among the workshop participants (see highest ranked images on Page 15). Gathering places, plazas,

restaurants with outdoor café dining, sidewalks with shade trees, mixed-use development with 3 to 4 levels of residential above commercial, all scored highly with the participants.

The workshop provided the basis for creating an urban design framework for development and streetscape standards. The most compelling concepts from the Advisory Committee and public workshop included realignment of the I-564 off-ramp to bisect the Taussig Block and Workforce Block, to create more compact development blocks and a (new) Main Street supported with active uses at the ground level. Other important feedback included improving neighborhoods connectivity to Wards Corner by creating new pedestrian pathways adjacent to the Norfolk Southern tracks at the appropriate setback, and with a Wellness Center Trail that would connect the neighborhoods located around the Wellness Center to Wards Corner.

The following images were the highest ranked elements and uses as indicated during the workshop exercise. The highest ranked images all conveyed a sense of placemaking, walkability, public gathering events and amenities conducive to community



Wide sidewalks that promote walking, with enough room for sidewalk cafe seating and gracious building entries with shade canopies.



Three to four levels of residential over commercial with a public plaza and pedestrian amenities (flower shop, seating, cafe and fountain).



Outdoor dining areas with cafe seating and overhead festoon lighting



Mixed-use development with up to four levels of residential with a public plaza that can accommodate special events.



Streetscape design that includes canopy trees and clear pedestrian path of travel.



Four levels of residential over commercial with an interactive children's playground and public art

2. TRANSPORTATION ANALYSIS

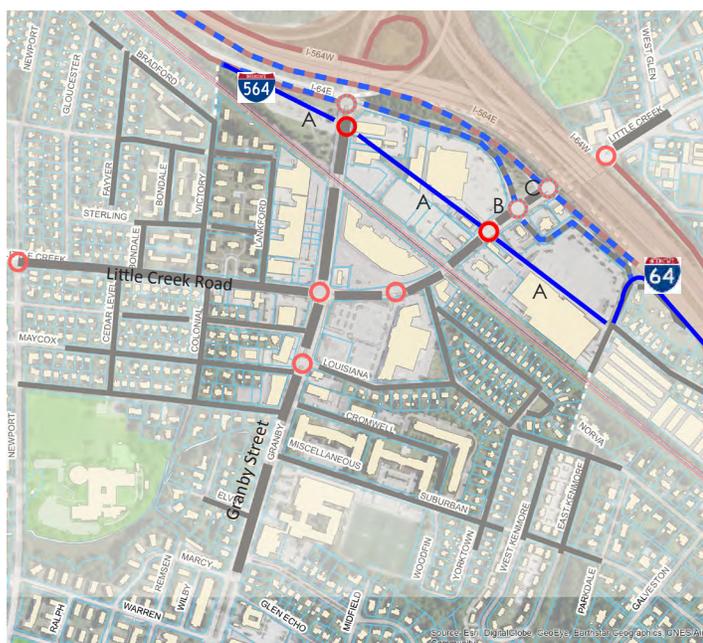
An in depth analysis of the transportation network in the Wards Corner Study Area was undertaken to determine how best to improve the efficiency and the movement of vehicles, pedestrians and cyclists, while activating under-utilized parcels ripe for private investment. Traffic backs up along Little Creek Road due to the number of curb cuts and signalized intersections and Norfolk Southern railroad crossing.

A number of traffic concepts were developed as part of the process, that settled on a preferred option that realigns the I-564 off-ramp into a 4-lane (2 lanes in each direction) Main Street running through the center of the 'Taussig Block' (bounded by Taussig Blvd, Norfolk Southern, Little Creek Road and Granby Street) and Workforce Development Center Block (bounded by Norfolk Southern, I-64 Little Creek and Waco Road). The realignment of the I-564 off-ramp creates a new Main Street and development profile that eliminate curb cuts and consolidates traffic signals along Little Creek Road. Access to the development parcels would be internalized off the new Main Street, and new development would be placed towards the street frontage with surface and structured parking located within the blocks interior.



Existing Conditions

There are a total of 6 signalized intersections along Little Creek Road within the Wards Corner Study Area. There are approximately 9 curb cuts to access street fronting fast food businesses, located north of Norfolk Southern. The impact from these curb cuts and number of signalized intersections contributes to the congestion experienced in the area.

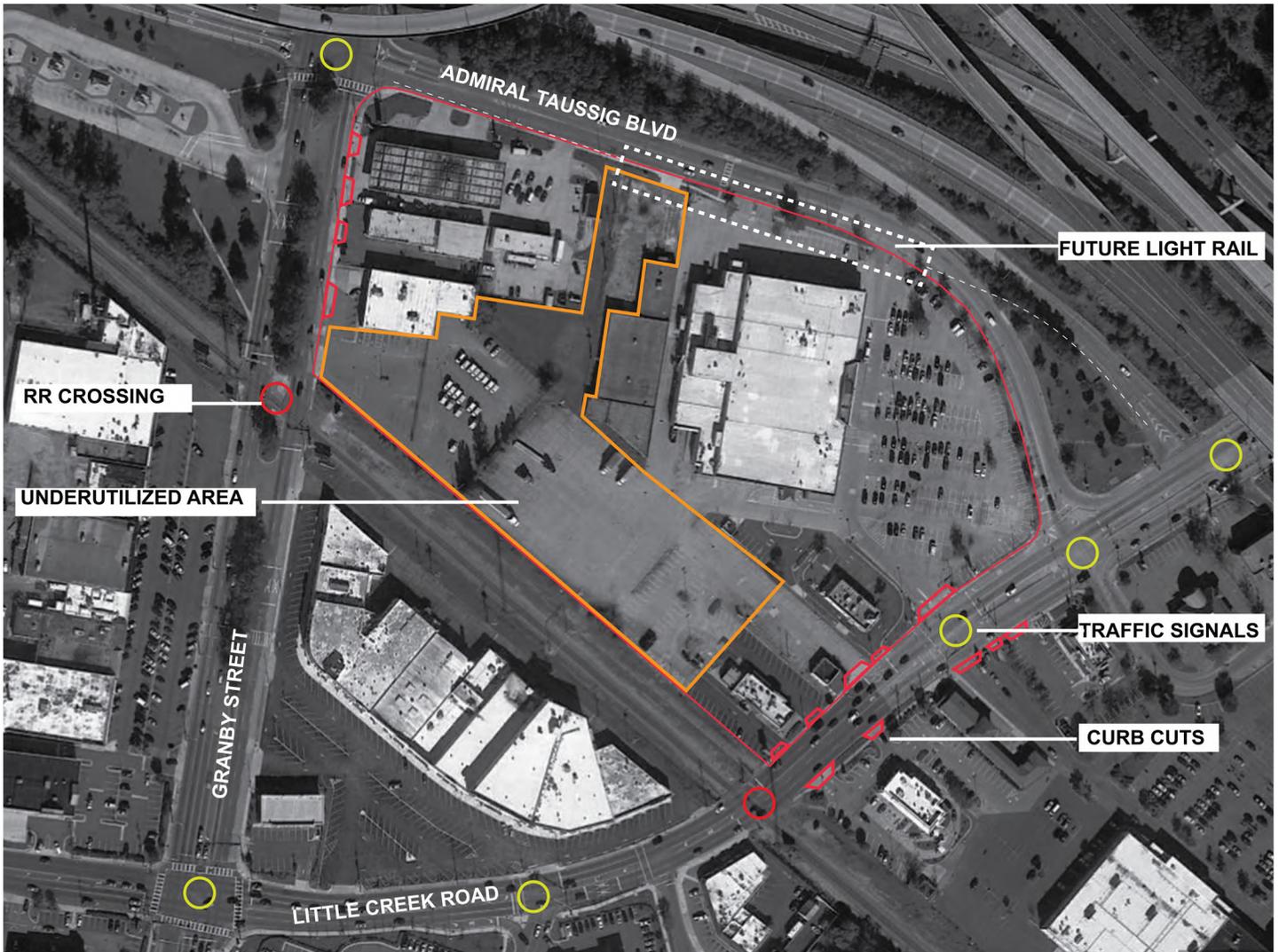


Preferred Concept

A. The preferred concept realigns I-564 off-ramp as a new 4 lane (2 lanes in each direction) 'Main Street' concept that organizes the Taussig Block into 4 development footprints, with contiguous development frontage (and front doors) along the new Main Street, and important corners at the intersections of Granby Street and Little Creek Road. New signalized intersections added at the new main street, at Granby Street and Little Creek Road.

B. The traffic signal at Taussig Blvd is eliminated, and the street is converted into a right in and out roadway.

C. In the future, the I-564 off-ramp at Little Creek Road could be removed, pending further analysis that such a removal would increase traffic flow along Little Creek Road and is redundant to the off-ramp at Granby Street.



Addressing the Site Constraints with a New Street Alignment

The two development blocks (Taussig Block and Workforce Development Block) located north of the Norfolk Southern tracks have deep interiors with underutilized parcels that lack active uses and visually accessible frontage. The Taussig Block (13.44 acres) has approximately 525 feet of frontage along Little Creek Road and is 1,055 feet deep (at its longest point). The Workforce Development Block (14.77 acres) has 764 feet of frontage along Little Creek Road, the block is 925 feet deep. Along Little Creek, there are approximately 9 curb cuts that contribute to the congestion that accumulates during peak AM and PM hours.

The underutilized area in the Taussig Block, highlighted with the orange box in the diagram, accounts for approximately 188,365 square feet or 4.32 acres of underutilized area. Currently, a portion of the area is used for truck parking. The realignment of the I-564 off-ramp into a 4-lane new Main Street would essentially add approximately over 1,000 feet of new development frontage on both sides of the street, and would create high value street corner frontage at the intersections of Granby Street and Little Creek Road.

The Taussig Block has the opportunity to be designed as a transit orientated development, with the possible future light rail alignment and station within a development footprint and the relocation of the Bus Transfer Center, that could be redesigned as part of a park and ride facility.

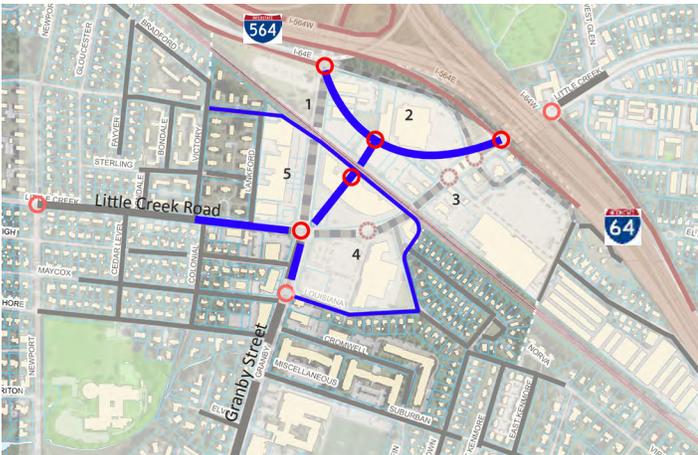
In the Workforce Development Block, over 900-feet of new development frontage would be activated. In both development blocks, streets running perpendicular to the new Main Street would act as service streets providing access to loading, and surface and structured parking.

TRAFFIC CONFIGURATIONS THAT WERE REJECTED

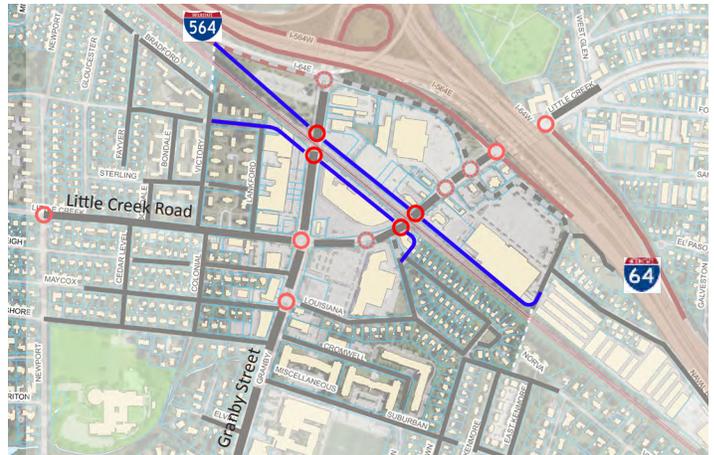
A number of traffic scenarios to improve circulation in the area while maximizing the development potential of block configurations were evaluated as part of the process. The following diagrams were ultimately rejected for a number of reasons. Rejection of these options were for: (1) creating an even more inefficient traffic pattern, (2) direct conflicts with Norfolk Southern signalized railroad crossing, (3) cost implications, and (4) inefficient or inaccessible development blocks.



Loop Concept - Rejected - would create super-blocks north and south of Norfolk Southern. Would create traffic issues and stacking at the intersections at Taussig and Little Creek and at Granby



Center Road One RR Crossing Concept - Rejected due to inefficient intersections at the off-ramps of I-64 and I-564, as well as conflicts with Norfolk Southern tracks.



Signalized Intersection at Norfolk Southern RR Crossing - Rejected due to conflicts with Norfolk Southern RR Crossing.



Little Creek Bridge - Rejected due to costs, spanning issues and limiting access to development parcels



Little Creek Tunnel- Rejected due to costs, water issues and limiting access to development parcels

ONE-WAY AND TWO-WAY TRAFFIC SCENARIO CONFIGURATIONS

The following one-way traffic scenarios were evaluated and rejected for their confusing circulation patterns and for reasons indicated in the analysis below.

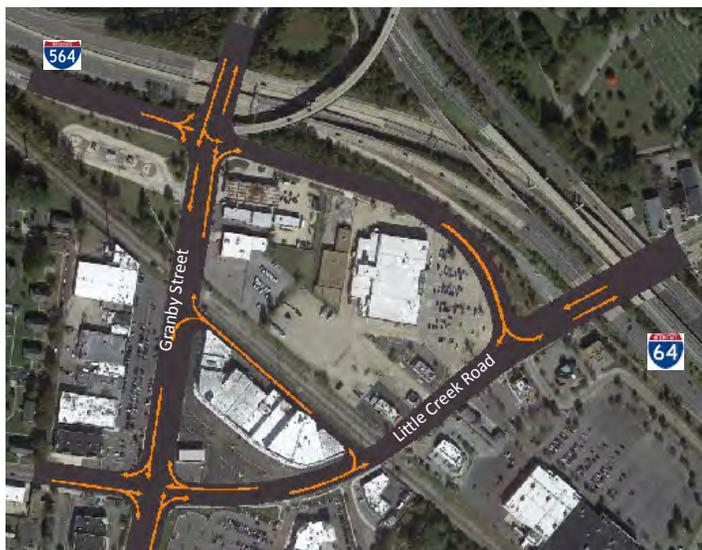


Clockwise Circulation

Rejected

In this concept, one-way traffic would run southbound on Taussig Blvd, westbound on Little Creek Road and northbound on Granby Street for a clockwise loop around the Taussig Block and Dalis Property. Northbound traffic on Little Creek Road would have to go up Granby Street and west on Taussig Blvd to continue their route.

This option would provide inefficient access to the development blocks.



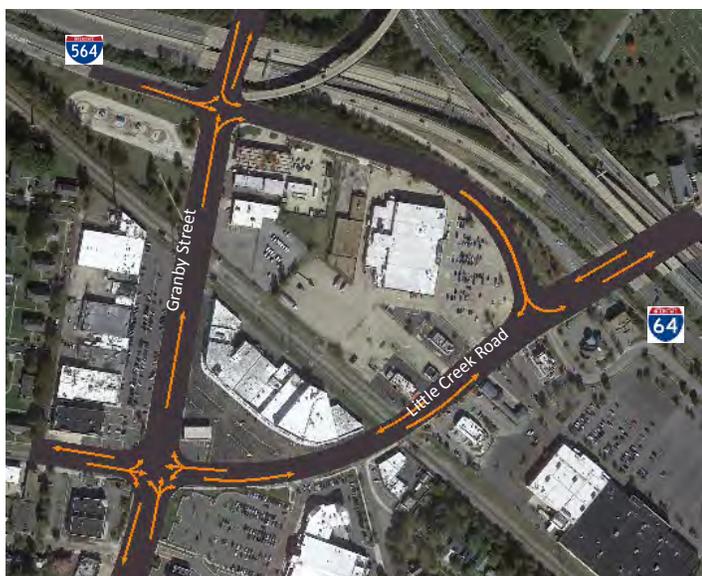
Dual Loop Concept

Rejected

This concept would provide a one-way road adjacent to Norfolk Southern with signalized intersection at both Granby Street and Little Creek Road.

Taussig would be configured as a one-way westbound road.

Conflicts with the signal operation of Norfolk Southern would have to be resolved.



Loop Concept: One-Way Granby, Two-Way Little Creek

Rejected

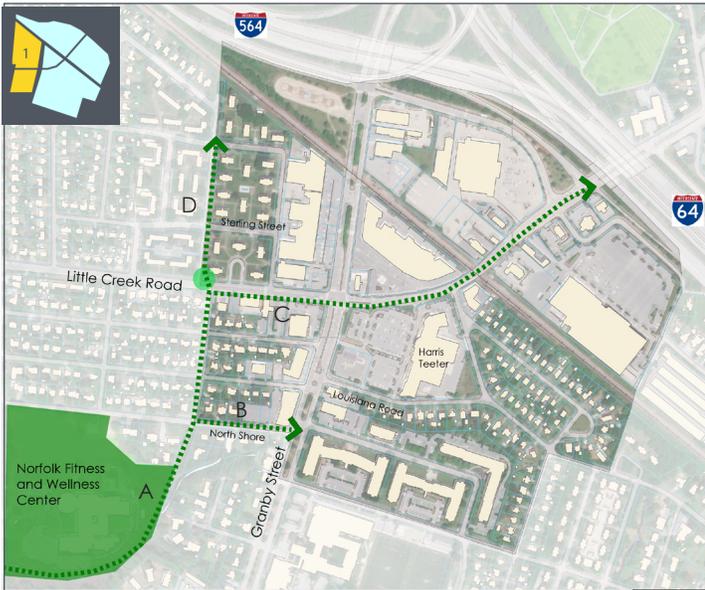
Two-way traffic on Little Creek would be maintained, but Granby would be one-way northbound and Taussig Blvd would be one-way westbound, enabling a loop around the development blocks. A right turn for southbound traffic at Granby would be forced at Taussig Blvd.

This concept would create some confusion at the intersections of Granby and Little Creek and at Granby and Taussig Blvd because of the one-way configuration

3. KEY DESIGN PRINCIPLES TO GUIDE FUTURE DEVELOPMENT IN WARDS CORNER

The development of Wards Corner should be guided by an urban design framework that connects neighborhoods to Wards Corner with pedestrian pathways, creates compact development blocks that places buildings towards the street frontage with parking located behind, anchors large development blocks with pedestrian plazas and amenities, treats the edge of Norfolk Southern tracks with a pedestrian pathway placed at an appropriate setback and provides a development profile that includes up to 5 levels of residential (office or hotel at a scale compatible with market demand) over ground floor retail where appropriate. The composition of the development should emphasize street intersections and gateways located along Little Creek Road and Granby Street with greater vertical height, refined materials, transparent glazing and articulation of massing.

While the future redevelopment of Wards Corner may emerge on any block, the purpose of these diagrams is to articulate key placemaking, connectivity and form-based objectives for the Wards Corner Study Area.



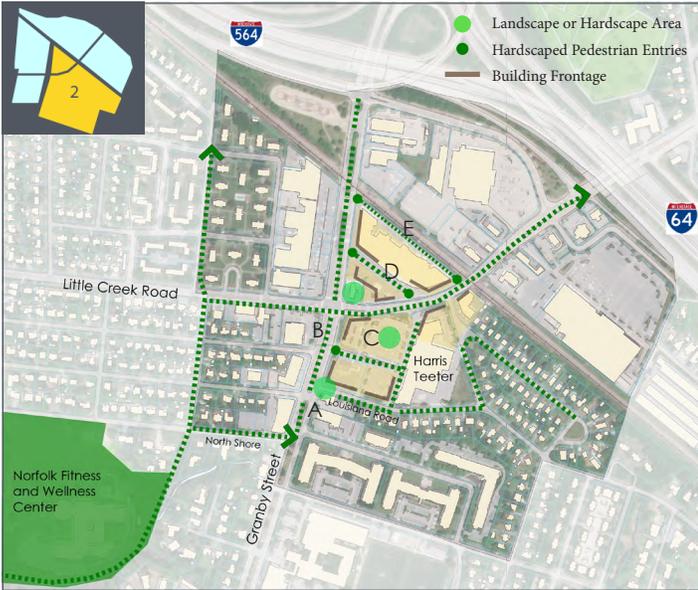
1. Create a pedestrian trail connecting the Norfolk Fitness and Wellness Center to Wards Corner:

- A. Create a pedestrian trail adjacent to the Wellness Center that continues north along Colonial Avenue
- B. Continue the pedestrian trail as enhanced streetscape improvements (such as street trees, widen sidewalks, where possible or pedestrian wayfinding signage) along North Shore Road
- C. Implement enhanced streetscape improvements (such as street trees, widen sidewalks and pedestrian wayfinding) with new development to the pedestrian trail
- D. Continue streetscape enhancements north of Little Creek Road up along Victory Drive



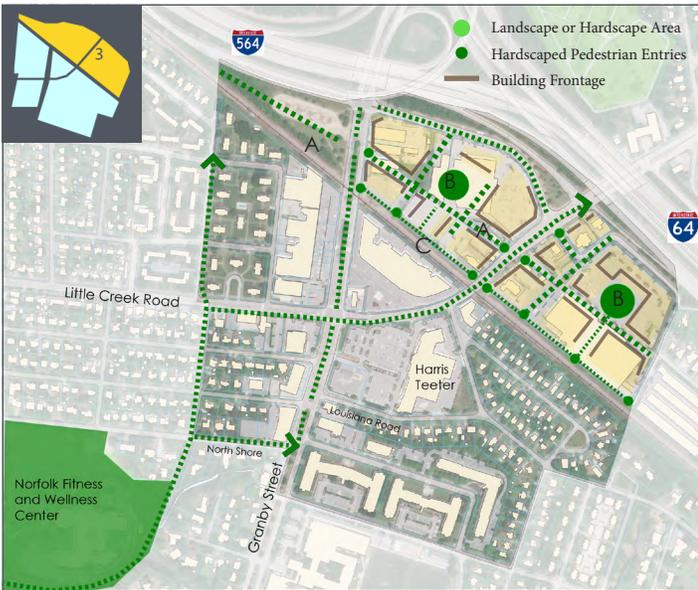
2. Connect the neighborhoods west of Granby Street to Wards Corner:

- A. Create a landscaped gateway with a signalized road connection from Colonial Road to Victory Drive
- B. Connect Sterling Street to Granby Street with new development
- C. Create compact development parcels (up to 400-feet in length maximum) that place buildings closer to the street, with the parking located behind.
- D. Create a linear park as a way to transition from the more intense development pattern of Wards Corner to the existing single-family homes to the west.
- E. Create a neighborhood park that connects the neighborhood east of Victory Drive to Granby Street with the appropriate setback along Norfolk Southern edge



3. Create connectivity between the ‘Dalis Block’ (north of Little Creek) and the ‘Harris Teeter Block’ (south of Little Creek) and neighborhood to the south.

- A. Create a landscaped plaza gateway into the Wards Corner Area with the connection of Maycox Avenue and Louisiana Drive
- B. Reinforce the corner of Little Creek Road and Granby Street with new development placed closer to the intersection and/or hardscape plaza at the northeast corner
- C. Create a permanent farmers market opportunity
- D. Create mid-block road that connects Little Creek Road and Granby Street
- E. Create a pedestrian pathway adjacent to Norfolk Southern at the appropriate setback



4. Realign the I-564 off-ramp to become a new Main Street that organizes the block between Granby Street and Little Creek Road and the ‘Workforce Development Block’ east of Little Creek Road and creates new contiguous development frontage.

- A. Realign the I-564 off-ramp to bisect the midpoint of the blocks located east of Granby Street and Little Creek Road to create a new Main Street with development frontage
- B. Create pedestrian plaza anchors along the center of each block that can accommodate pedestrian amenities. The building frontage along the plaza areas should contain active uses. The plaza areas should be accessible from the pedestrian pathways that run adjacent to Norfolk Southern
- C. Pedestrian pathway located north of Norfolk Southern should connect Granby Street with Little Creek and Waco Street



Relocate the Wards Corner Bus Transfer Center to the block east of Granby Street

The Wards Corner Bus Transfer Center, as indicated in yellow highlight, takes a significant amount of square footage, as indicated in the diagram. The future configuration of the facility will need to be incorporated into a park and ride facility to maximize space efficiency.



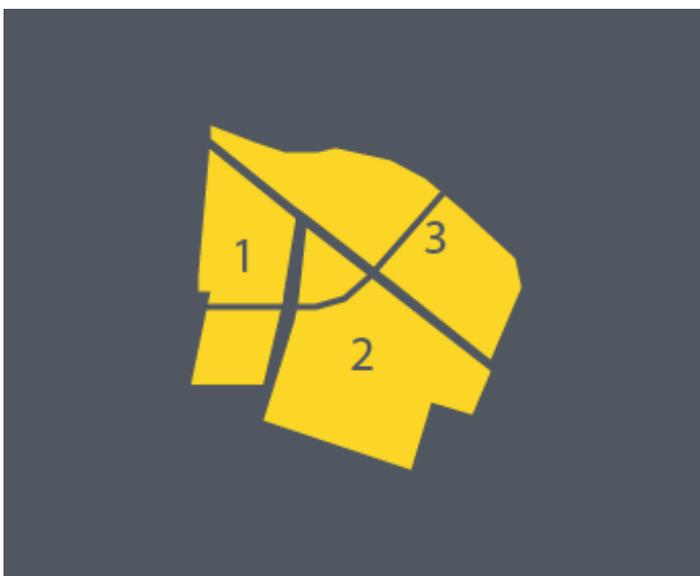
5. Create an urban design framework that connects neighborhoods to the Wards Corner Study Area and accommodates all modes of travel (pedestrians, bicycles and automobiles)

- A. Realigned I-564 Off-Ramp
- B. Mid-block roads
- C. Sterling Road Extension
- D. Gateways and roadway connections
- E. Pedestrian Anchors
- F. Emphasized intersection
- G. Enhanced streetscape design (such as street trees, wider sidewalks, pedestrian wayfinding and lighting) to be implemented with new development
- H. Right-turn in and out



6. Create compact development blocks in Wards Corner Study Area that promote walkability

- A. New development should be placed closer to the street frontage, with parking located behind or encapsulated into a structured parking garage
- B. A new park connects the neighborhood west of Victory Road to Granby Street along the area south of Norfolk Southern.
- C. Landscaped gateways (achieved with new roadway connections) into Wards Corner
- D. Mid-block street connection
- E. Pedestrian pathways adjacent to Norfolk Southern should connect Granby Street with Little Creek, and Little Creek with Waco Street. The pathways should allow access into the development block and plaza areas



For clarity of organization, each area of Wards Corner will be organized by a Focus Area:

Focus Area 1: The area west of Granby Street

Focus Area 2: The area west of Norfolk Southern and east of Granby Street

Focus Area 3: The area north of Norfolk Southern and west of I-64/564



4. WARDS CORNER FULL BUILD OUT CONCEPT



BUILD OUT CONCEPT UNIT AND SQUARE FOOTAGE ESTIMATE

<p>A. TOWN HOME DEVELOPMENT Total: 65 Townhomes, 162,500 GSF</p> <p>B. GRANBY, NORTH OF LITTLE CREEK ROAD 68,000 GSF Commercial 30 Townhomes, 75,000 GSF</p> <p>C. SOUTH OF LITTLE CREEK AND WEST OF GRANBY 40,000 GSF Commercial Option: 58,000 GSF Office (above corner Commercial), 10 Townhomes, 25,000 GSF</p> <p>D. 'DALIS BLOCK' 100 Apartments, 120,000 GSF 85,000 GSF Commercial (includes 2-story Commercial structure at corner)</p> <p>E. HARRIS TEETER BLOCK 55,000 GSF Commercial 20 Townhomes, 50,000 GSF 160 Apartments, 192,000 GSF</p>	<p>F. TAUSSIG BLOCK 167,000 GSF Commercial 400 Apartments, 480,000 GSF</p> <p>G. WORKFORCE DEVELOPMENT BLOCK Hotel: 28 rooms/floor, 8 floors, 224 Rooms + 50K conference lobby space Commercial: 135,000 GSF 250 Apartments, 300,000 GSF</p>
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TOTAL:

Apartments: 900
Townhomes: 125
Commercial: 550,000 GSF**
** includes lobbies, back of house, circulation space, etc.

Assumptions:

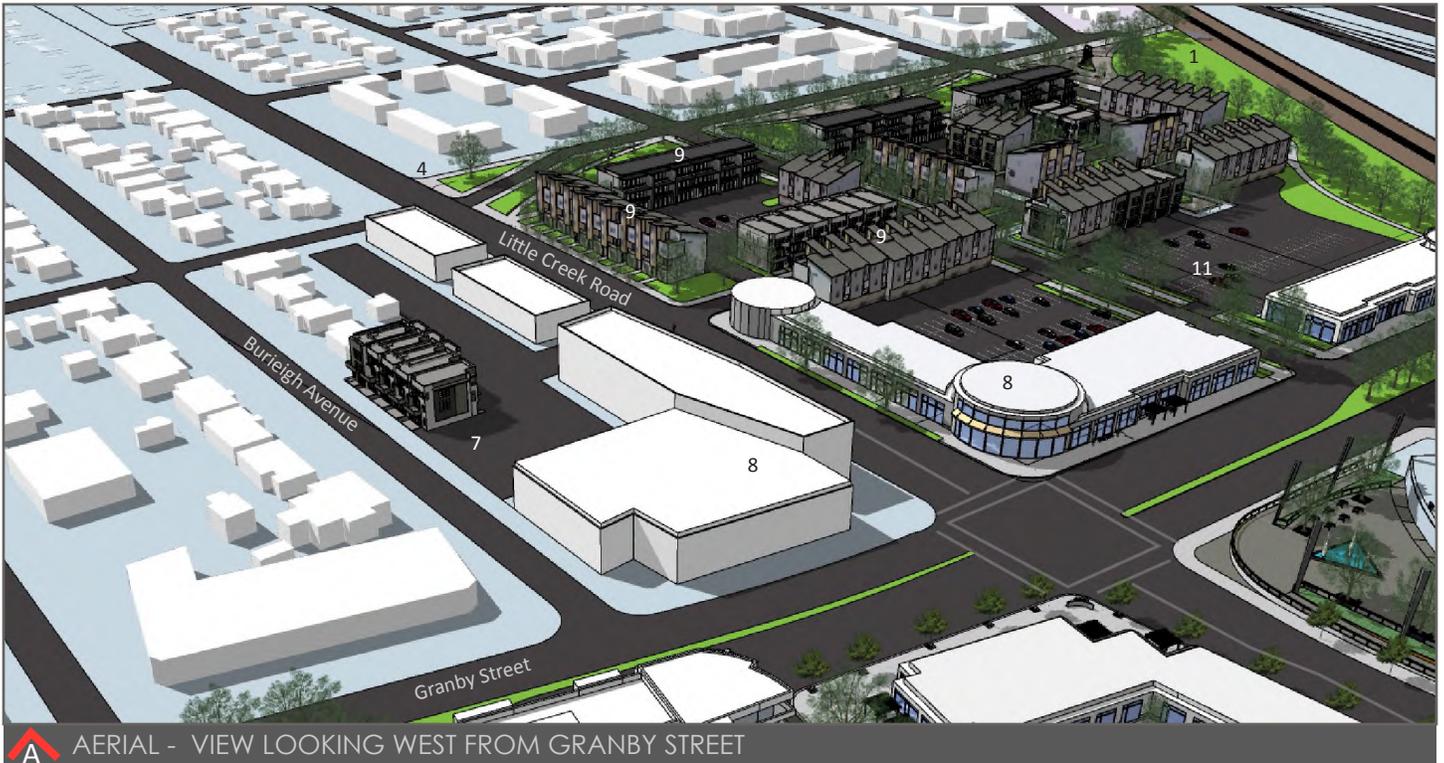
2,500 SF per TownHome Unit, 2 to 3 levels
1,200 SF Average Apartment (Average: 1,2 and 3BR) at 4-5 levels
330 SF Hotel Room



WARDS CORNER
FOCUS AREAS
DEVELOPMENT CONCEPTS



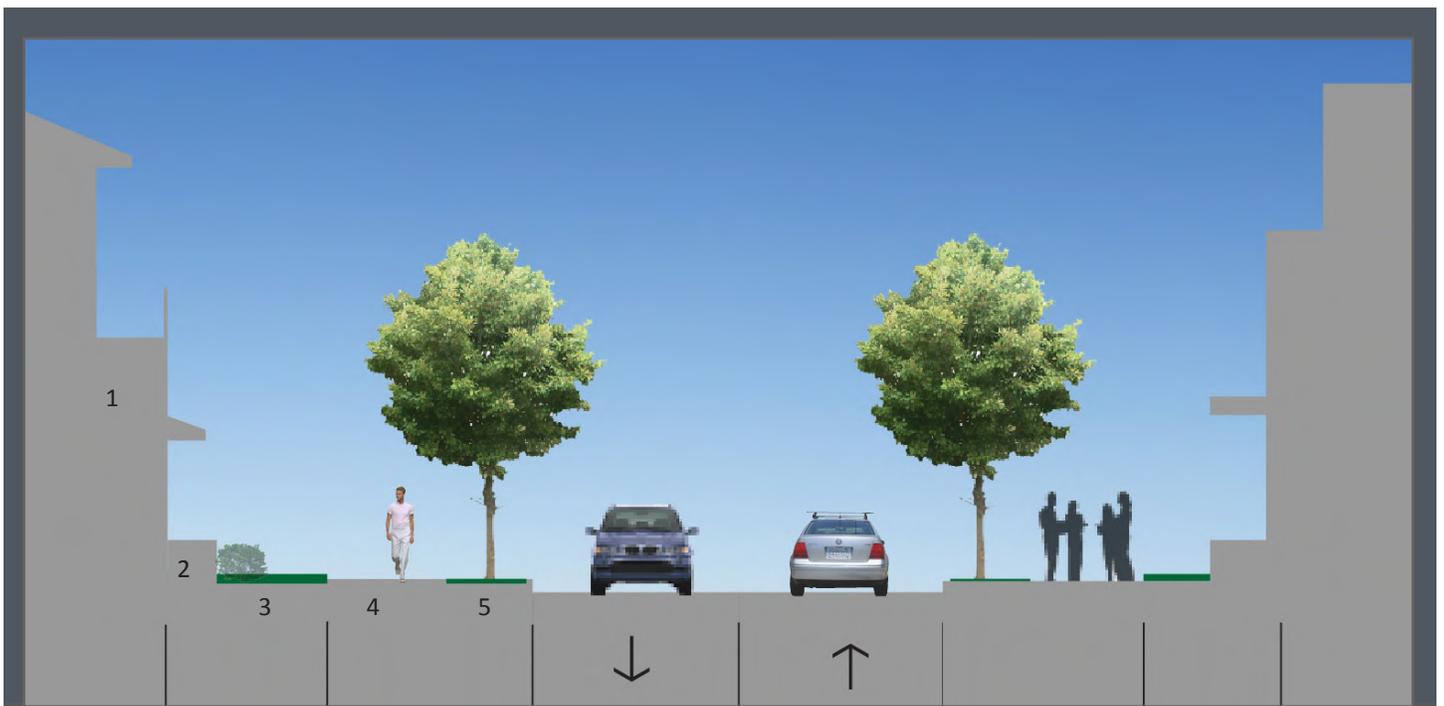




A AERIAL - VIEW LOOKING WEST FROM GRANBY STREET

SITE PLAN AND AERIAL COMMENTS:

(1) Neighborhood Park, (2) neighborhood park connects to Granby Street, (3) neighborhood linear park, (4) roadway adjustment and Landscaped Gateway to the Neighborhood, (5) Wellness Trail connects to Wards Corner, (6) existing building to remain, with enhanced facade improvements and surface parking in the back, (7) 2-level townhomes, (8) corner Building Emphasis with parking in the back, (9) 2 and 3-level townhomes and transition to single-family neighborhood, (10) Sterling Street to connect with Granby. Right turn in and out, (11) pedestrian Pathway to connect to Victory Drive, and (12) traffic calming features between neighborhood and Wards Corner.



B SECTION AT LANKFORD AVENUE - LOOKING NORTH

SECTION COMMENTS:

(1) 2 to 3-level townhomes, (2) stairs to raised entry, (3) landscaped setback between 5 to 10 feet, (4) 5-foot clear pedestrian pathway, and (5) 5-foot landscape and tree planting zone



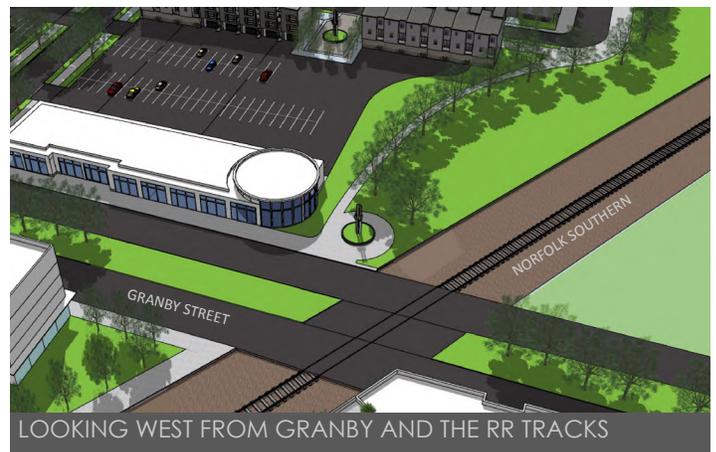
Create pedestrian pathways within the new residential townhome development with hardscaped and landscaped surfaces, trees and seating that connect residential neighborhoods to the west with Granby Street.



Create a linear park along the frontage of the new residential townhome development from Bradford Avenue and Victory Drive to Little Creek Road.



New development along Little Creek Road and Granby Street should be placed along the street frontage, with parking located behind. The corner element should be designed and emphasized to be more prominent, by choice of exterior finish, or more transparency, greater height and facade articulation.



Set new development back from the railroad tracks to allow for a new linear park that connects Wards Corner with the neighborhoods to the west. Plan for a hardscaped gateway element with seating areas and public art at the park's terminus at Granby Street.



All residential town home development should be placed towards the street frontage with parking located behind.



New development along Granby Street and Little Creek Road should be located towards the street frontage, with parking located behind.



LOOKING NORTHEAST FROM VICTORY DRIVE AND LITTLE CREEK ROAD INTERSECTION

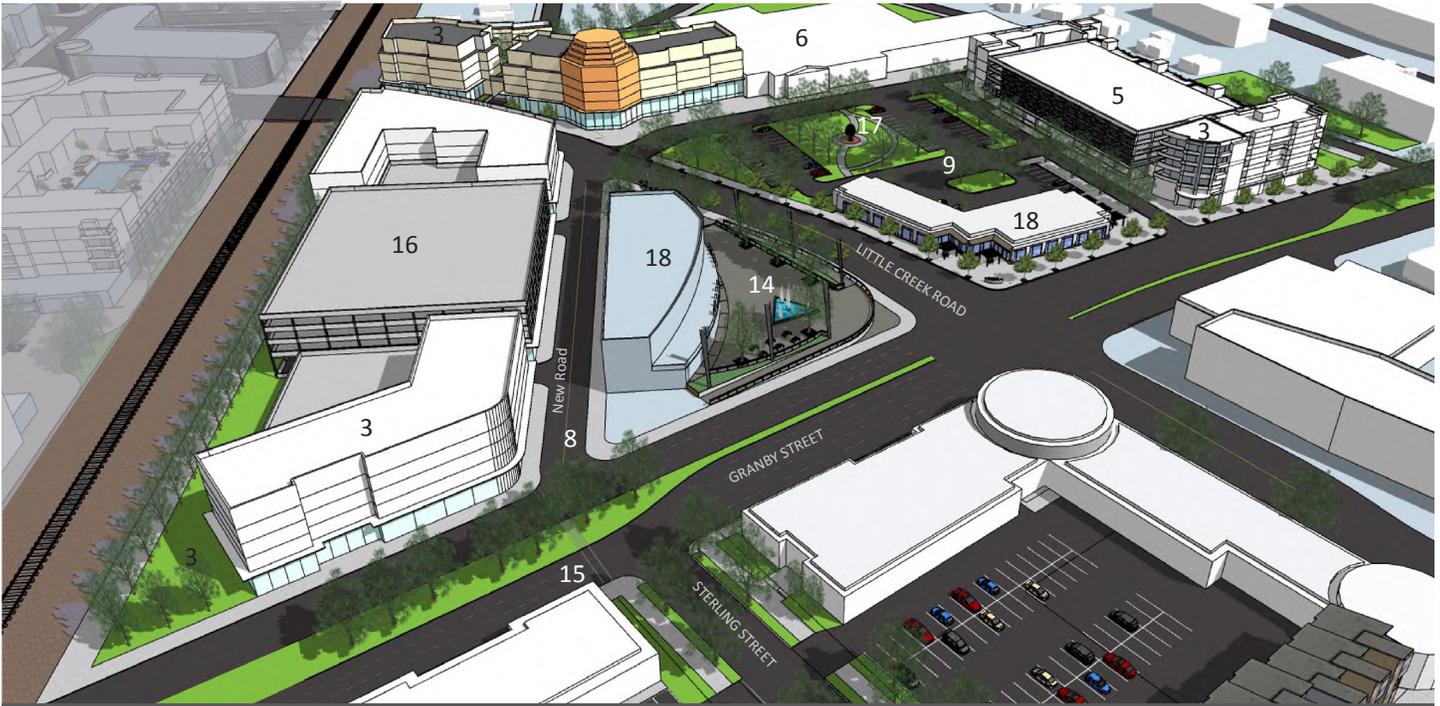
(1) Neighborhood park connects residential neighborhoods from Victory Drive to Wards Corner with pedestrian pathways lined with street trees, seating and landscaped plazas located at both ends (Victory Drive and Granby Street), (2) linear neighborhood park along Victory Drive that serves as a transition between the single family neighborhoods to the west and the new town home developments towards Wards Corner, (3) realigned Victory Drive new parklet gateway element, (4) new striped crosswalk, (5) new development along Little Creek Road should be placed towards the street frontage, (6) new striped crosswalk at Lankford Avenue, and (7) development along Granby Street should be placed towards the street with parking located behind.



LOOKING NORTHWEST FROM LITTLE CREEK ROAD

(1) Linear neighborhood park along Victory Drive that serves as a transition between the single family neighborhoods to the west and the new town home developments towards Wards Corner, (2) parking should be located within the interior of the block, behind the development that should be placed towards the street frontage, (3) extend Sterling Street to Granby Street to provide connectivity from the neighborhoods to Wards Corner, (4) neighborhood park along Norfolk Southern connects residential neighborhoods to Granby Street and Wards Corner with pedestrian pathways lined with street trees, seating and landscaped plazas located at both ends (Victory Drive and Granby Street), (5) buildings located along Granby and Little Creek Road should be placed towards the street frontage, with the street intersections emphasized with greater height, texture and articulation.





A AERIAL - LOOKING NORTHEAST FROM VICTORY DRIVE AND LITTLE CREEK ROAD INTERSECTION

SITE PLAN AND AERIAL COMMENTS:

(1) New striped crosswalk, (2) realigned Louisiana Drive with North Shore Road to create gateway parklet and transition into the neighborhood, (3) residential with commercial at the ground level, (4) townhomes, (5) parking garage for Harris Teeter, commercial uses and residential units, with amenity deck at roof, (6) Harris Teeter, (7) residential over commercial with amenity deck, (8) new internal street, right turn only at Granby Street, (9) parking, (10) park area, (11) new street, (12) hardscaped plaza, (13) pedestrian walkway adjacent to Norfolk Southern with required setback, (14) hardscaped plaza and Wards Corner focal point, (15) signalized striped crosswalk with right turn only from Sterling Street extension, (16) parking garage for commercial development, (17) event's area and Wards Corner farmers market, and (18) commercial development.



B SECTION AT GRANBY STREET- LOOKING NORTH

SECTION COMMENTS:

(1) Commercial located along the street frontage, (2) landscaped median, (3) 4 levels of residential over commercial, (4) outdoor dining zone, (5) sidewalk area and clear path of travel, and (6) 5 foot tree planting zone



LOOKING NORTH FROM GRANBY AND LITTLE CREEK ROAD

(1) Hardscaped plaza and focal point at the corner of Little Creek Road and Granby Street. Seating with planting areas, trees, vertical public art and lighting should be emphasized in this area, (2) parklet area with hardscaped design with seating areas should define the entry into the new internal street, (3) the corner building should be setback from the intersection to allow for a hardscaped plaza, with a design that is iconic and object-like and asymmetric in its placement, but transparent at the ground level that faces the intersection, with clear glazing and outdoor seating areas, and (4) 3 to 4 levels of residential over ground floor commercial.



A LOOKING NORTH AT NEW STREET

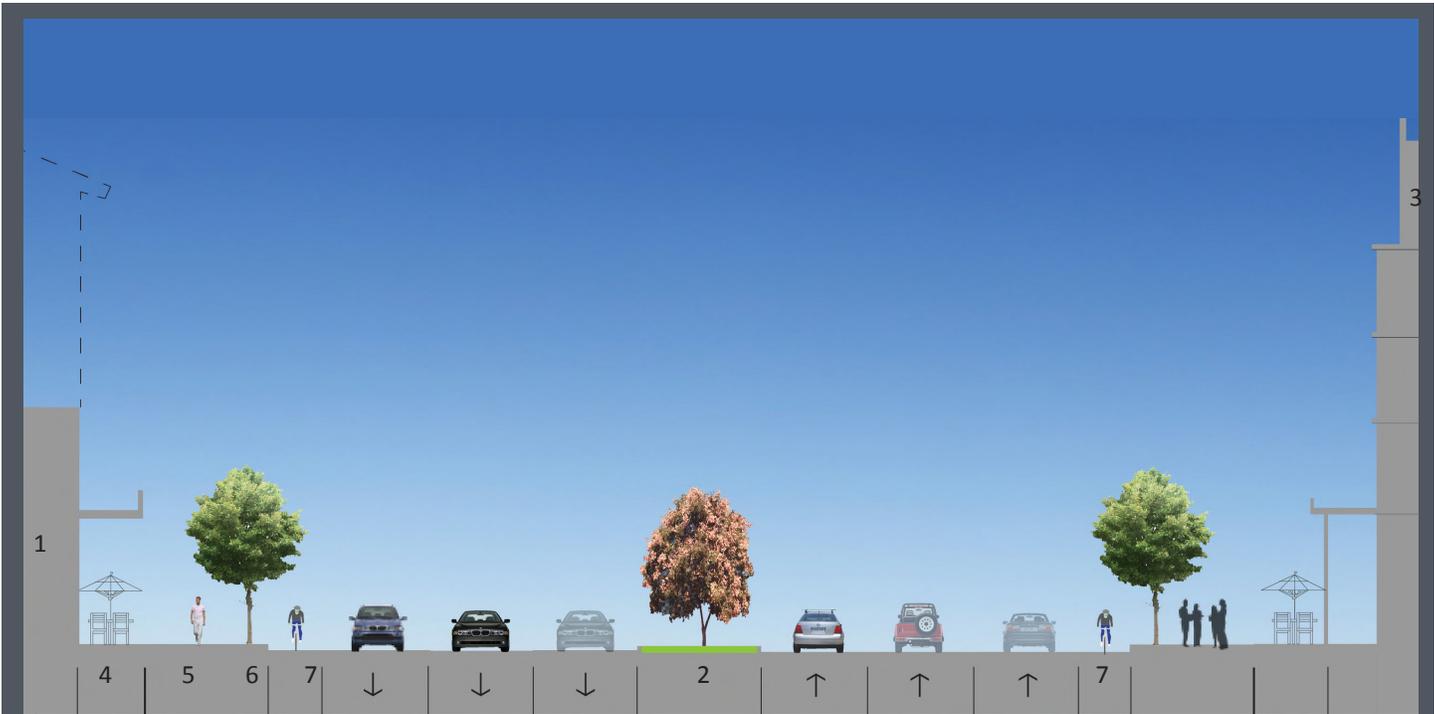
SECTION COMMENTS:

(1) Commercial area place along the new street, (2) outdoor cafe area, (3) 14-foot sidewalk to accommodate a clear walking area and street trees, and (4) public parking area above commercial at the ground level along New Street.



LOOKING WEST FROM LITTLE CREEK ROAD FROM NORFOLK SOUTHERN RAILROAD TRACKS

A pedestrian pathway should be planned, based on the setback requirements, that accommodates a pathway, landscaping and trees on both sides of the Norfolk Southern Railroad tracks, from Granby Street to Little Creek, and adjacent to future development south of Little Creek Road within the Workforce Development Center Block.



B SECTION AT GRANBY STREET- LOOKING NORTH WITH BIKE LANES

SECTION COMMENTS:

(1) Commercial located along the street frontage, (2) reduced landscaped median, (3) 4 levels of residential over commercial, (4) outdoor dining zone, (5) sidewalk area and clear path of travel, (6) 5 foot tree planting zone, and (7) striped bicycle lanes with buffer (accommodated by reducing the width of the median).



LOOKING NORTH FROM LOUISIANA AND GRANBY STREET INTERSECTION

Realign Louisiana Drive to align with Maycox Avenue. The alignment will create area for a gateway parklet into the Wards Corner area and residential neighborhood. The parklet should be designed with landscaping and street trees. The intersection at Maycox, Louisiana Drive and Granby Street should be signalized and striped for pedestrians.



LOOKING NORTH FROM LOUISIANA ROAD

The loading and service “back of house” side the Harris Teeter should be designed to be more conducive towards the single family homes to the south. The immediate area should be landscaped and new development located directly to the north of the store should step down in height towards the neighborhood.



LOOKING EAST FROM THE GRANBY AND LITTLE CREEK INTERSECTION

Buildings located at the intersection of Granby Street and Little Creek Road should be placed closer to the intersection, and should be emphasized with greater height and transparency at the ground level. As a concept to generate visual interest, the building located on the block at the northeast corner should be setback to allow for a hardscape plaza with lighted public art, seating and Wards Corner district identification to the intersection.



LOOKING SOUTH WEST FROM LITTLE CREEK ROAD TOWARDS THE HARRIS TEETER PARKING LOT

In the future, parking should be consolidated into a parking structure that serves Harris Teeter and mixed-use residential development. Surface parking should still be provided for Harris Teeter, along with an area for on-going farmers market and other events related to the store.



FOCUS AREA 3

LEGEND	
	COMMERCIAL EMPHASIS
	MIXED USE WITH RESIDENTIAL EMPHASIS
	STRUCTURED PARKING WITH ROOF AMENITY DECK (LANDSCAPE AREA AND POOL)
	STRUCTURED PARKING
	SURFACE PARKING
	PARK OR TRAIL
	SIDEWALK
	PEDESTRIAN PLAZA



SITE PLAN AND AERIAL COMMENTS:

(1) Realign I-564 off-ramp and create a New Main Street alignment that extends and connects Granby Street to the intersection of Naval Base Road and Waco Street, (2) new intersection with striped crosswalks at New Main Street and Granby Street, (3) Taussig Blvd (with right-turns only), (4) Park and Ride Parking Facility and relocated Wards Corner Bus Transfer Station, (5) residential with ground level commercial, (6) parking garage with roof-top amenity, (7) pedestrian pathway adjacent to Norfolk Southern, with 30-foot setback, (8) service road, (9) light rail station, (10) hardscaped and landscape plazas with seating, public art and event space, (11) pedestrian pathway and plazas element linkage, (12) surface parking, (13) hotel or similar development, designed as a high rise structure visible from I-64, (14) intersection emphasis at New Main Street and Little Creek Road, (15) commercial emphasis, (16) new striped intersection at New Main Street and Little Creek Road, (17) striped crosswalk at Little Creek Road and I-564 off-ramp intersection, (18) Landscaped area, (19) I-564 off-ramp could be removed in the future, (20) ramps to garages should be placed at an appropriate distance from the Little Creek Intersection, and (21) midblock street connecting Taussig Blvd and New Main Street.

SITE PLAN





A LOOKING WEST FROM LITTLE CREEK ROAD FROM NORFOLK SOUTHERN RAILROAD TRACKS AT FOCUS AREA 3

SITE PLAN AND AERIAL COMMENTS (Previous Page)

The block bounded by Tausig Blvd, Granby, Little Creek and Norfolk Southern, known as the "Tausig Block," and the block bounded by Little Creek Road, Norfolk Southern and I-64 on-ramp, known as the "Workforce Development Center Block," should be defined by the realignment of the I-564 off-ramp and the creation of a New Main Street, defining compact development blocks that are walkable, anchored with public plazas at its center that organizes the footprint, massing and scale of future development.



B LOOKING NORTH AT NEW STREET

Typical view, looking north at New Street between Little Creek Road and Granby Street, (1) building frontage varies, with a minimum 10-foot frontage, (2) 6-foot clear clear pedestrian pathway, and (3) 5 foot tree and furnishing zone. (4) striped bicycle lane with buffer, (5) development area to accomodate up to 4 levels of residential over commercial, and (6) 4 lane New Street, with 2 lanes in each direction.



The “Taussig Block” is defined by the realignment of the I-564 off ramp and New Main Street that bisects the center of the block creating four distinct compact development concepts that are anchored by a plaza area at the center of the block. Each develop is placed towards the street frontage.



View of the parking garage and bus transfer station, with residential above and commercial at the ground level facing the plaza. The New Mid-Block Street would provide access to the parking garage and surface parking.



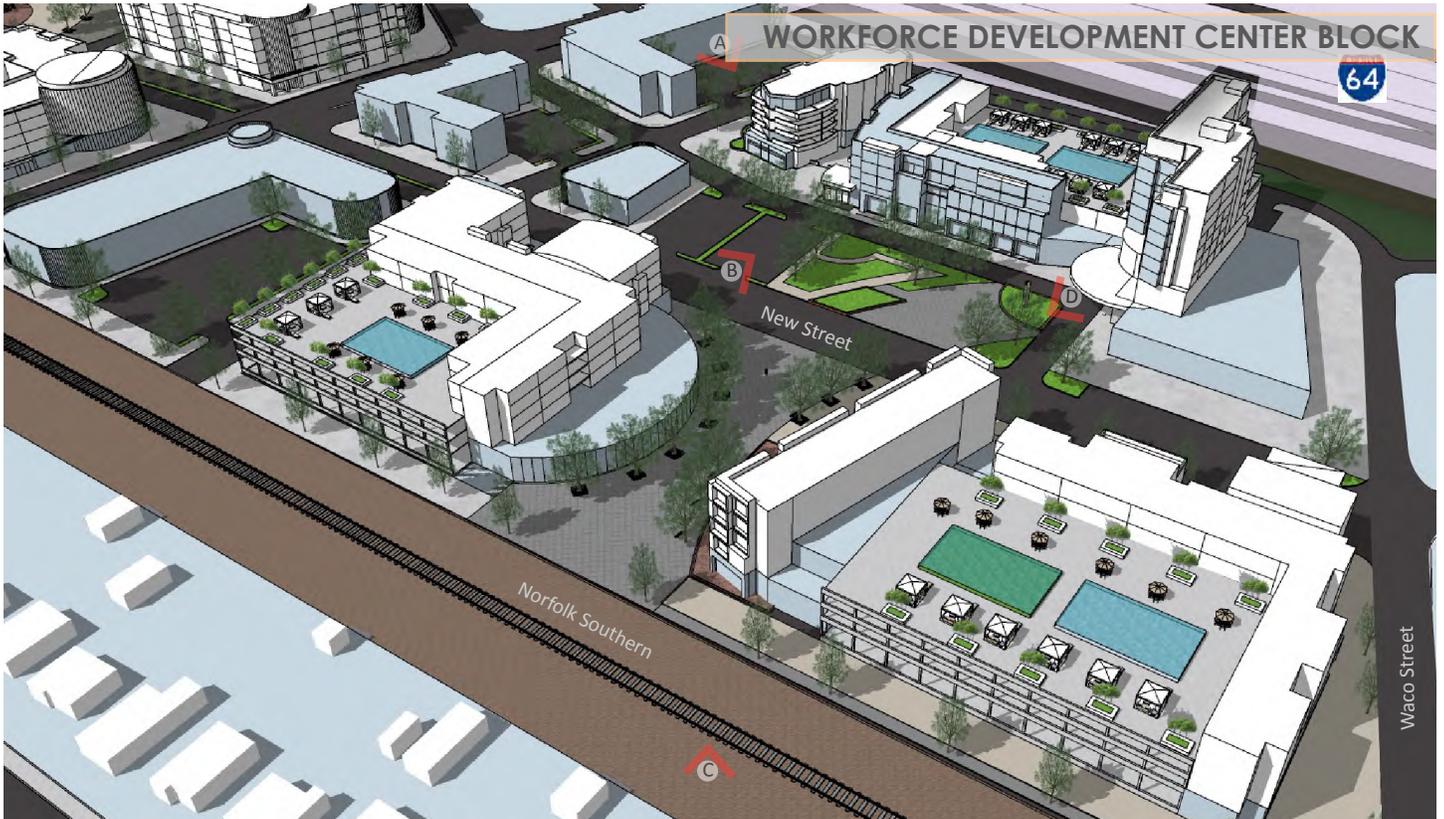
Looking west from New Street above the plaza area. Common areas in residential buildings could occur in upper levels that face the plaza area.



Public art located at the center of the public plaza can be designed as a focal point and gathering area for people.



Future Light Rail Station: Looking west from Taussig Blvd. Light rail station located along Taussig Blvd. Bus transfer station and public parking garage located just beyond.



The block bounded by Little Creek Road, Norfolk Southern, Waco Street and the I-64 on-ramp, known as the “Workforce Development Center Block,” should be defined by new development aligning the frontage of a New Street, defined by the realignment of the I-564 off-ramp, and anchored by public plazas that are supported by active uses at the ground level.



View looking west above New Main Street. Development along the New Main Street is framed by a mid-block plaza and pedestrian paseo that connects to the pathway adjacent to Norfolk Southern.



View looking northeast towards I-64. mixed-use development with a hotel concept is placed to gain the maximum visual exposure. Mid-block plaza is incorporated into the hotel porte cochere area.



View looking northeast. Pedestrian pathway adjacent to Norfolk Southern connects Little Creek to Waco Street. A pedestrian paseo could connect the pathway to a mid-block plaza.



View looking west from the hotel porte cochere concept towards the plaza and pedestrian paseo beyond.



Looking west along from Little Creek Road. New mixed-use development along Little Creek Road should be placed towards the street frontage with parking located behind. The major intersection of Little Creek Road and New Main Street should include development that is further articulated in height and refined material that is more transparent at the ground level.



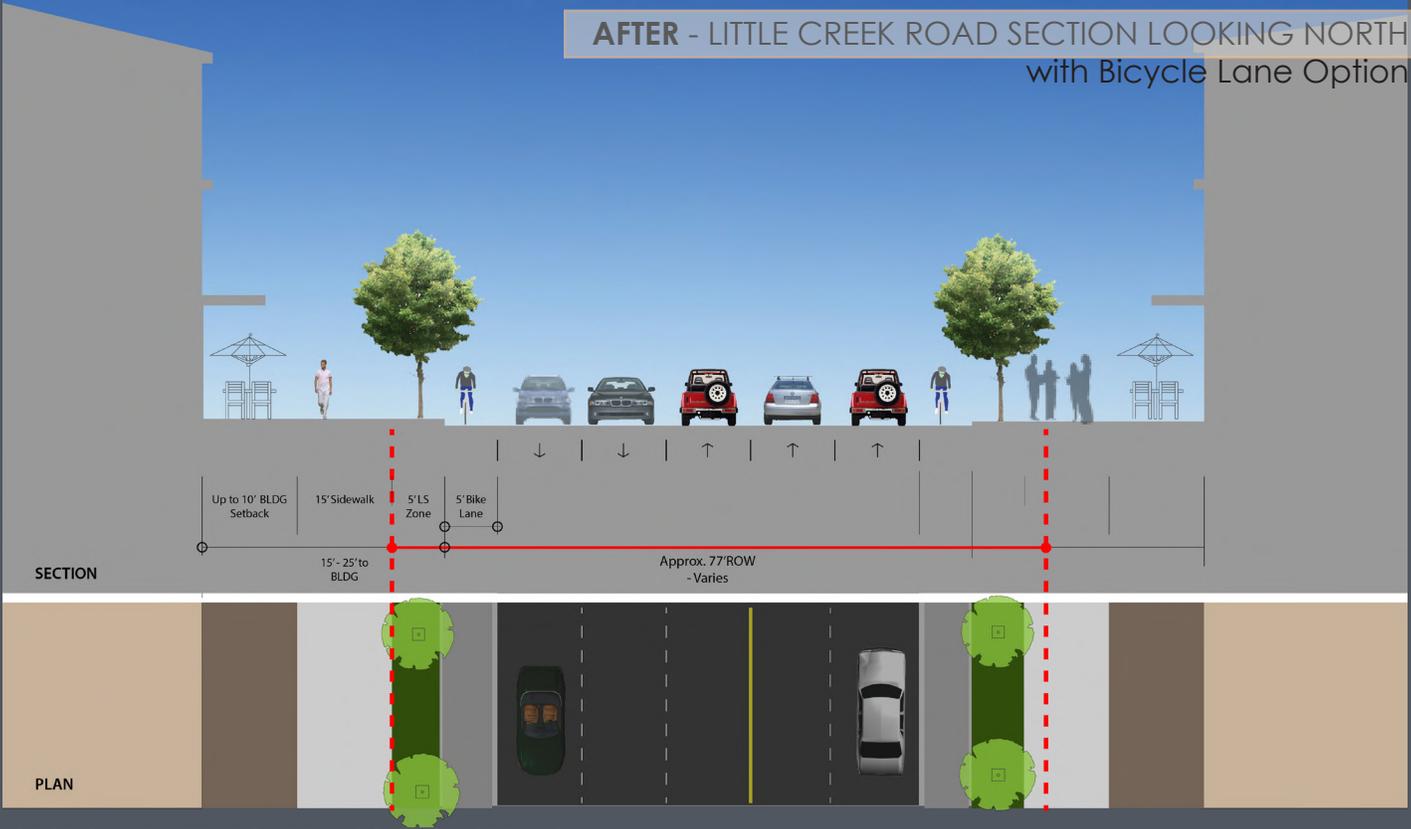
Looking west at the top of a residential amenity deck. The top deck of a residential parking garage can become an amenity for the residents with pool, landscape and seating that provide great views of Wards Corner and Norfolk beyond.

BEFORE - LITTLE CREEK ROAD SECTION LOOKING NORTH

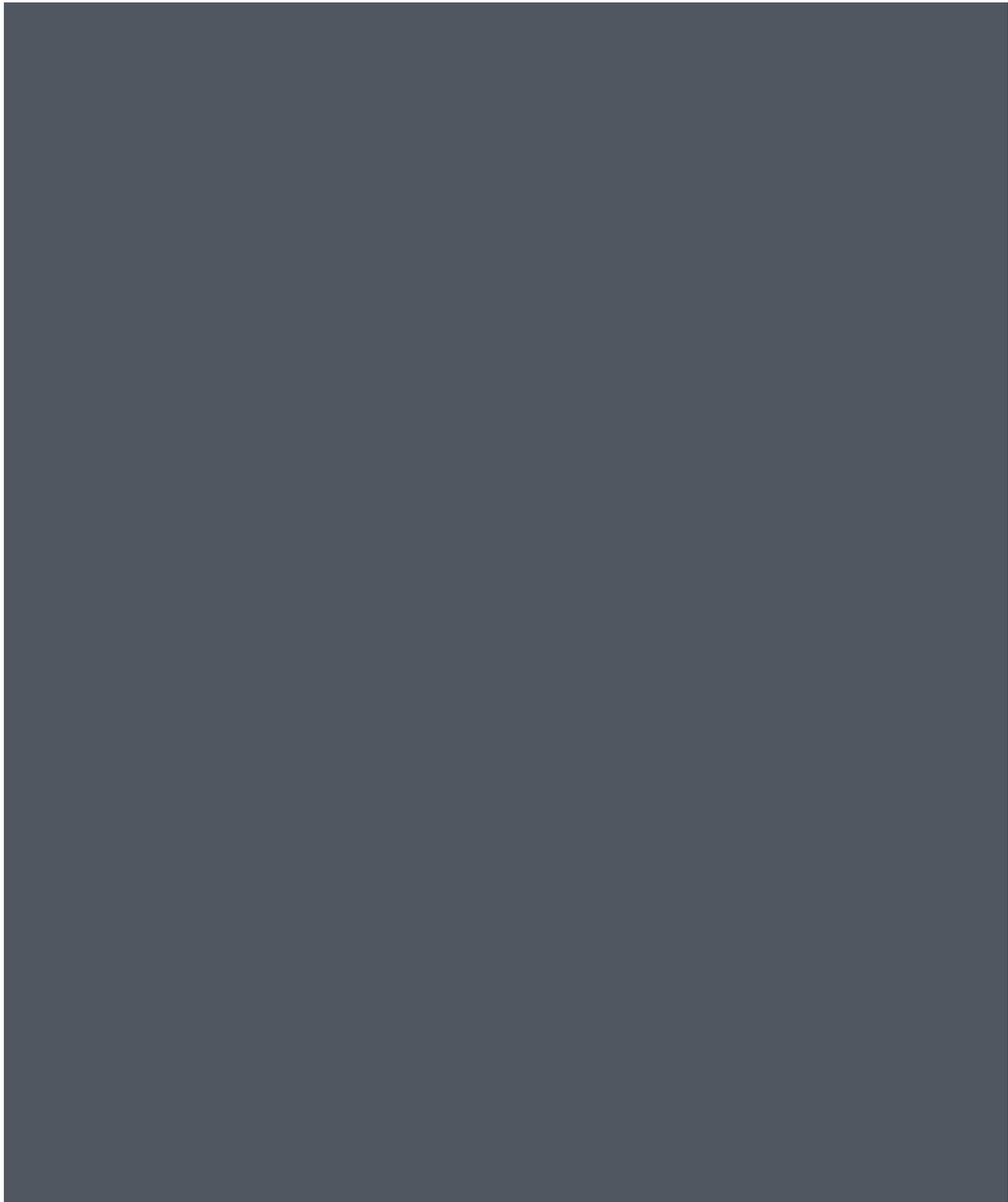


SECTION AT LITTLE CREEK LOOKING NORTH - EXISTING. Buildings are setback from the street frontage. Multiple curb cuts and driveways between the signalized intersections. Sidewalks vary. Building heights vary and are under 2 levels.

**AFTER - LITTLE CREEK ROAD SECTION LOOKING NORTH
with Bicycle Lane Option**



SECTION AT LITTLE CREEK LOOKING NORTH. Concept establishes a building zone that accommodates outdoor seating, a pedestrian zone with a clear pedestrian pathway and a furnishing landscape zone with street tree planting along the curb edge. As an option, striped bicycle lanes could be provided by the either restriping of the street and reducing the travel lane to 11 and 12-feet of width. Buildings along Little Creek would have ground level commercial with up to five levels of residential above.



4

WARDS CORNER IMPLEMENTATION PLAN



INTRODUCTION – IMPLEMENTING THE WARDS CORNER PLAN

The Wards Corner area of Norfolk has seen several planning initiatives over the past decade or two. While the area has seen little implementation of these planning efforts, this has been partly due to a series of factors, including:

1. Changes in the legal status of eminent domain that have affected the city's ability to implement prior plans that envisioned large-scale land assemblages in the area around Wards Corner.
2. The recent economic recession that changed the dynamics of real estate investment and affected private development and investment in the area.
3. Different planning area and study area boundaries for the different Wards Corner studies that have affected the way that priorities for implementation were set in each plan.
4. Multiple and varied investment objectives for the major landowners in the area, with some owners having a longer investment time frame with less interest in short term redevelopment than others.
5. Changing national patterns in the retail market, including challenges from e-commerce and market sluggishness through over supply that have affected the demand for strip and big box retail. These global market trends require a rethinking of the highest and best uses for the local market area.
6. Existing lease structures of major properties in the area that may influence how easily or quickly properties with long-term leases may redevelop.

This new Wards Corner plan is more focused, both in geographic scale and in the scope of anticipated public action than prior Wards Corner studies. Implementation of this plan will rely on a synergy between

private redevelopment and supporting public investments, working together to catalyze a positive transformation of the area. Transforming Wards Corner will take time. Built out retail areas like Wards Corner typically redevelop slowly, on cycles that may take decades and this plan assumes a long-range planning horizon, while also allowing for near-term catalytic change to begin the transformation.

One transformative change that is already occurring is a gradual shift in the demographics of Norfolk, trending more towards millennial (20 and 30 somethings) and boomer (50 and 60 somethings) age cohorts. The city's recent improvements such as light rail, bike and pedestrian facilities and events, civic and green spaces have also helped attract these age groups. Both these age groups have decisive preferences, as evidenced from numerous surveys and market studies, for a combination of walkability, mixed-use, density and lively urban neighborhoods. Therefore, the emerging opportunities for Wards Corner are not just to reenergize the existing retail centers but to transform the whole area into a new mixed-use walkable center with a much greater critical mass of development, amenities, jobs and people than it has ever had in the past.

Coordination between private and public sector actions is critical to capitalizing on the opportunities that are emerging with new demographic and market changes and in realizing the vision laid out in the Wards Corner plan. Listed below are a series of actions in separate categories that should be undertaken to implement this overall plan for Wards Corner.

COORDINATION AND ECONOMIC DEVELOPMENT FRAMEWORK

Action 1. Promote the implementation of the plan through the City's development review process.

As market activity in Wards Corner heats up, a key aspect of implementation will be to ensure that new development and redevelopment on key parcels is done in concert with the plan. This includes preserving areas on parcels for future rights of way, transit and station areas, and open spaces and civic areas. Preserving land for these public uses will not be easy. The fact that most of the area already has permis-

sive zoning for the anticipated uses will make it more challenging to implement the plan through conditional zoning (proffers) and will require a creative use of the site plan review and other non-legislative processes. Most important will be working with landowners and developers proactively and early in the process to make them aware of the goals of the plan and how their property fits in with the larger area-wide vision. Some near-term repurposing of buildings with low investment and with a shorter cycle of redevelopment may be appropriate in the first few years, even if it doesn't fulfill the ultimate vision of the plan at buildout.

Action 2. Engage with key landholders in creative redevelopment and land assemblage opportunities.

While the city's ability to acquire land by eminent domain has been severely restricted in recent years, opportunities exist for working creatively with private partners to help implement the plan's vision for revitalization of the area. For example, the city's recent acquisition, repurposing and sale of a portion of Military Circle mall is a precedent for actions in Wards Corner that can help make underperforming properties more attractive for reuse. City development staff will need to identify key properties in the planning area and work with those landowners to see where market or other barriers exist to their redevelopment. Staff then needs to work on creative public/private solutions to overcome those barriers through strategies such as land acquisition, infrastructure enhancement, zoning amendments or financial or tax incentives.

TRANSPORTATION FRAMEWORK

Action 3. Implement near term and funded transportation improvements

There are two near-term transportation projects in the area that are already funded - the Admiral Taussig Boulevard intersection improvements and the Granby Street bike/transit lane improvements. These projects should be carefully monitored so they stay on schedule since they can help catalyze other improvements and show activity and progress in Wards Corner. Further, these improvements should be publicized to residents and businesses in the area and marketed as part of the overall vision for the area rather than seen as separate initiatives. Showing near-term progress and "shovels in the ground" is important for building

optimism and energy for the ultimate area-wide transformation.

Action 4. Conduct detailed feasibility study for a combined intermodal station area.

The biggest long-term change catalysts in the Wards Corner area are potential new transportation improvements. The potential for a light rail extension or other high capacity transit through Wards Corner is a game changer for the whole area and could bring thousands of new trips through the area, with significant property value increases through Transit Oriented Development (TOD) opportunities. Added to that is the potential for the existing bus transit center to be co-located with the transit station and provide a regional intermodal hub in the area. The future implementation of the Hampton Roads Bridge Tunnel improvements could greatly expand the market for commuter bus ridership to the peninsula with the logical terminus being a new intermodal transfer hub at Wards Corner. It is important to conduct a more detailed study of the spatial and functional feasibility of such an intermodal facility at Wards Corner that will make the complex functional opportunities more understandable and more realistic. The Wards Corner plan lays out a basic concept for such a facility on the former Farm Fresh site, but more detailed work is needed to test the traffic flows, facility needs and vertical circulation that could work on this site. This study would still be preliminary and would take the form of an accommodation study to see what is generally feasible on the site rather than a detailed engineering and cost analysis. This feasibility study should ideally be timed for completion before the upcoming DEIS for the Eastern alignment of the NSN Tide extension, so that its findings can inform the much larger light rail extension study.



Figure 1. The Wards Corner plan envisions a combined future light rail station with a relocated bus transfer facility within a high-density mixed-use transit node in the heart of the community.

Action 5. Support and coordinate with the upcoming DEIS for the east side alignment for the extension of light rail or other high capacity transit to Naval Station Norfolk.

Although provisional and long-term, the role that the light rail extension could play in the realization of the vision for Wards Corner is monumental. A key first step in this potential implementation is to move forward with the planning for an extension of light rail or other high capacity transit that may go through Wards Corner. Determination of the locally preferred alternative for an east side alignment should be informed by this Vision Plan. Note that the actual introduction of light rail to the area could occur well into the future but other redevelopment efforts can move forward as long as necessary right-of-way is retained or created.

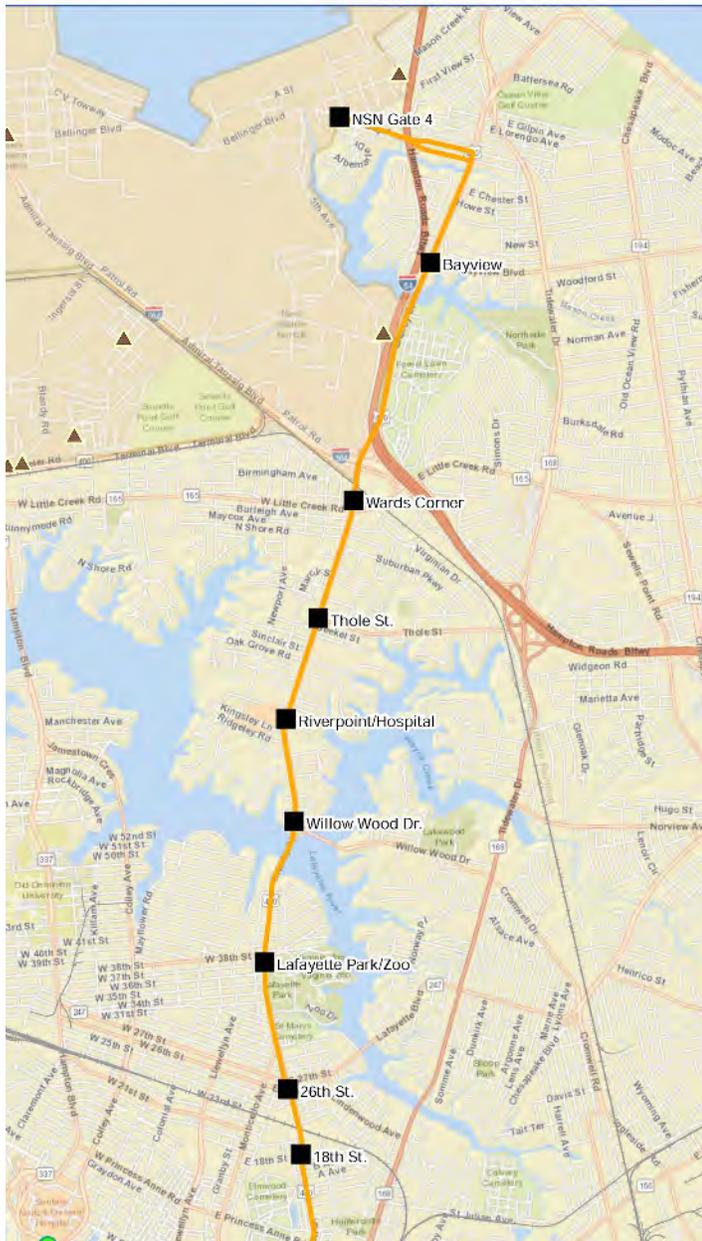


Figure 2. One of the west side alternative transit alignments that was rejected in the West Side Transit Study, leading to the upcoming East Side study, scheduled for the Fall of 2018. Image Credit - Hampton Roads Transit

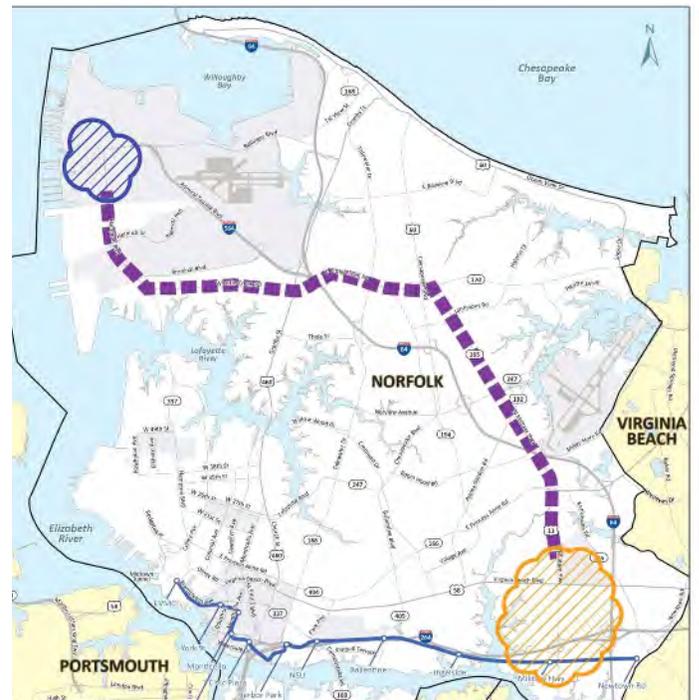


Figure 3. Potential eastern alignments intersecting at Wards Corner from the 2014 NSN Transit Extension Study. Image Credit - Hampton Roads Transit.

GREEN INFRASTRUCTURE FRAMEWORK

Action 6. Develop a trail connection from the Wellness Center to Wards Corner.

An idea that emerged from the public input process for this plan was a trail connection between the Norfolk Fitness and Wellness Center on Newport Avenue and the Wards Corner area. The Vision Plan shows this trail connection starting behind the Wellness Center along the waterfront and following the creek to reach Colonial Avenue. It then would be a sidewalk trail along Colonial Avenue until it reached Little Creek Road, where it would turn east and cross Granby Street to access the Wards Corner area. Early work on this action would be to refine the design concept, prepare costs and begin work on any required easements and property agreements. Funding potentials for this type of improvement include federal Transportation Alternative funding and State Smart Scale funding.

Wards Corner Implementation Framework

(DRAFT Presented for review at Community Meeting
June 20, 2018)

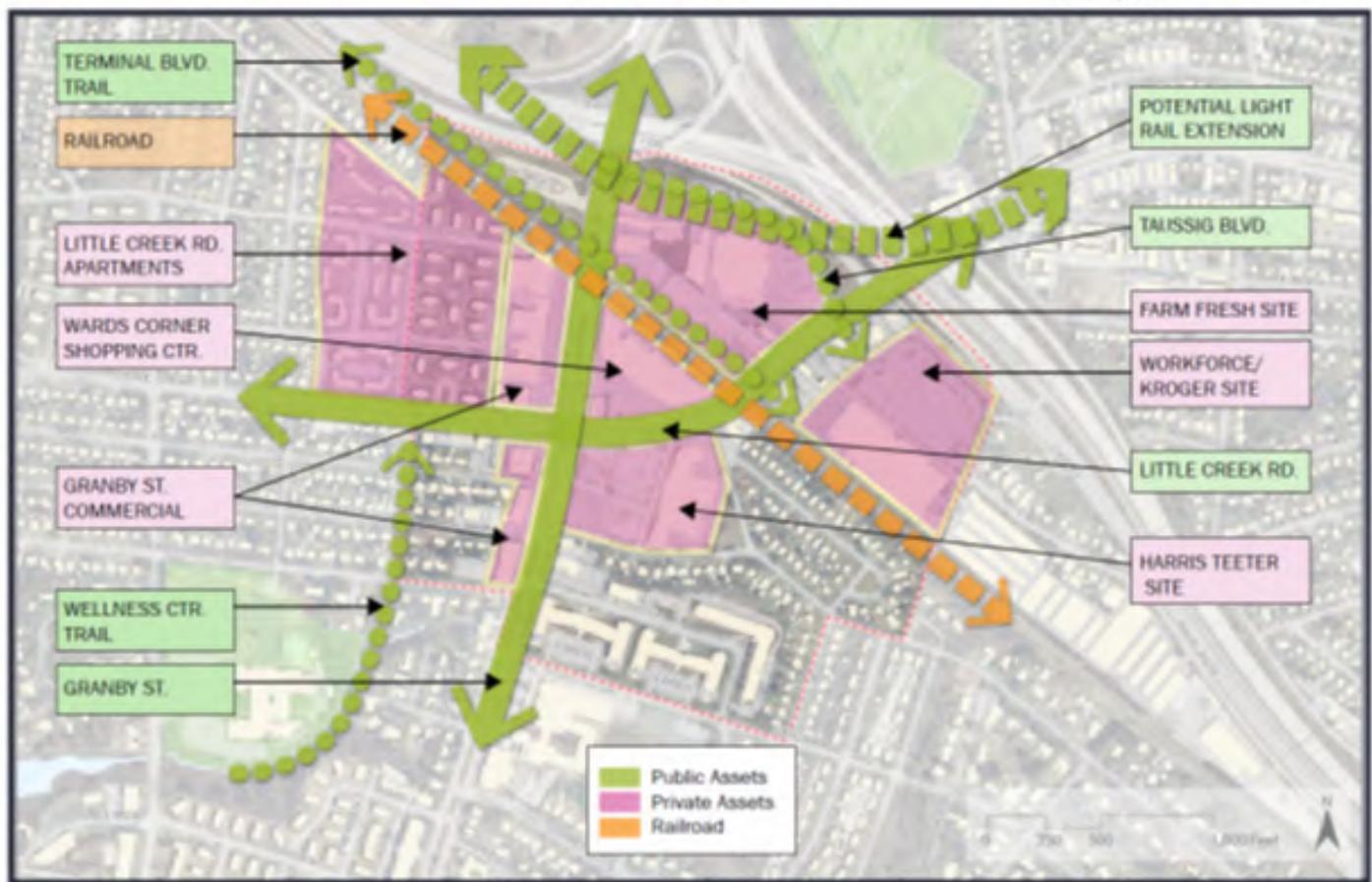


Figure 4. A preliminary Implementation Framework presented at the June 20, 2018 Community Meeting shows several recommendations including the potential Wellness Center Trail. Image Credit - EPR, PC

Action 7. Conduct a preliminary feasibility study for a trail connection to the Terminal Boulevard Trail.

The current Terminal Boulevard trail proposal goes along Bradford Avenue and ends at the intersection of Bradford Avenue and Granby Street. The Terminal Boulevard Trail is a crucial connection between the proposed Elizabeth River Trail and the proposed Granby Street bike trail that, if completed, would make for a very important 17-mile trail loop around the western portion of Norfolk. It would provide active transportation linkages between the naval station, downtown, Wards Corner and the Tide system. Although this trail connects to Wards Corner through Granby Street, the Vision Plan proposes extending the Terminal Boulevard trail with a spur trail running along the tracks connecting the major Wards Corner parcels such as the Wards Corner Shopping Center, Kroger and Farm Fresh sites. This type of trail connection could not only enliven these sites with a landscaped trail frontage along the railroad but could also make Wards Corner an active recreation hub with a built-in market potential for bicycle shops, coffee and snack shops, as well as providing a convenient transfer to bus and light rail modes in the future. Moreover, the connection to the Wellness Center trail described above further enhances the potential for this to be a recreational hub.

The first step in realizing the vision for this spur trail would be to conduct a more detailed feasibility study to determine potential alignments for this type of trail connection. Property ownership, rights of way and easements with cooperative property owners should all be explored to determine potential alignments. Following the determination of a preferred alignment, the subsequent steps would be conducting preliminary design, engineering, costing and exploring funding opportunities for constructing the trail.

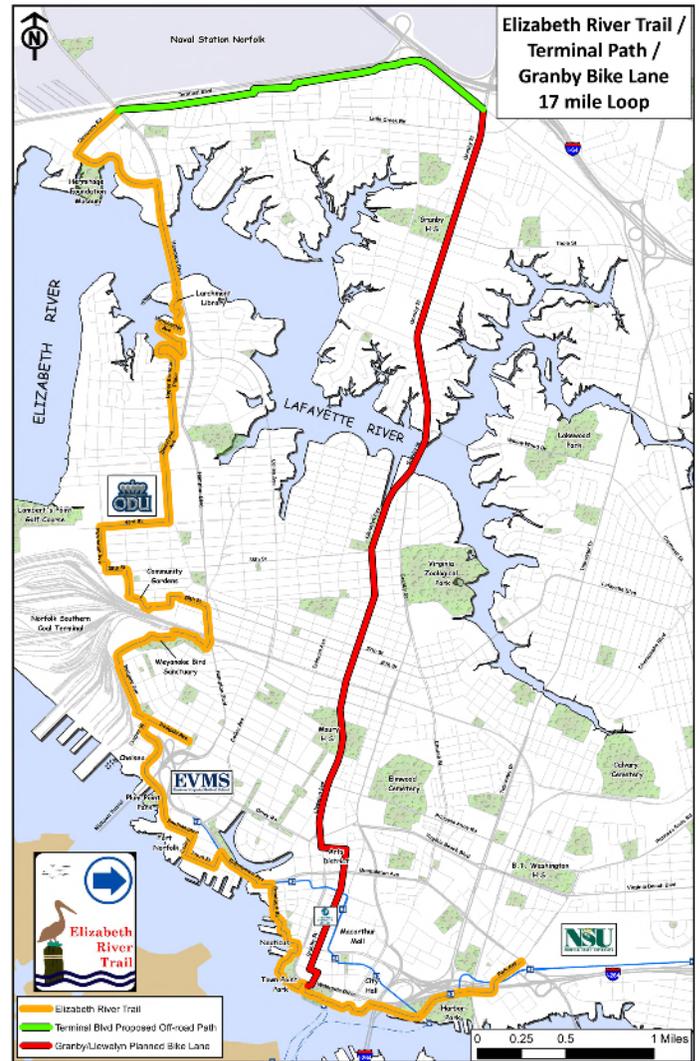


Figure 5. The proposed citywide trail system would provide an unprecedented 17-mile active recreation loop around the west end of Norfolk. Image credit - City of Norfolk.

Action 8. Implement strategic near-term green street and landscaping enhancements where feasible.

The Vision Plan proposes a long-term restructuring of the Wards Corner streetscape, with new expanded frontages for Little Creek and Granby Street and a new grid system which breaks the area into walkable blocks, resulting in a fully developed “complete and green streets” framework for Wards Corner. Much of this vision will rely on private property owners redeveloping their properties or working closely with the city on joint redevelopment and street enhancement projects. In the near-term, however, there are opportunities to work towards the vision and build optimism for the area’s ultimate transformation.

The city’s planning department should work with transportation, public work and parks and recreation staffs to identify any public rights of way that could be used for temporary or near-term landscaping enhancements such as planters, street trees and curbside greenways to start implementing a partial green streets system. In particular areas where small area drainage basins could be diverted into bioswales or vegetated channels could beautify the area while promoting the city’s resilience goals. In addition, a vertical planting element such as the examples shown below could be designed that provide a green focal point that could help market and “brand” the area while serving to clean the air as well.



Figure 6. An innovative vertical moss garden by CityTree filters more air than the equivalent of 275 street trees and provides an attractive public focal point. Image Credit – citytreesolutions.de



Figure 7. King Street Gardens in Alexandria uses vertical garden elements to provide both visual and environmental relief to a busy urban intersection. Image Credit - Buster Simpson

IMPLEMENTATION APPROACH

Action 9. Creatively use zoning to incentivize a framework for a walkable mixed-use setting for Wards Corner.

The recent comprehensive citywide rezoning has enhanced the potential for building mixed use, higher density and walkable urban neighborhoods in Norfolk. City planning staff should explore the current zoning and design the optimal new zoning framework for Wards Corner to help incentivize development according to the Vision Plan. Zoning regulations should be tied to promoting walkability, mixtures of uses, transit accessibility, and scaled appropriately to take advantage of TOD opportunities. A key part of this zoning framework would be to manage the transitions to surrounding areas, especially those areas that may be developed at a lower intensity than the future emerging Wards Corner.

Action 10. Identify and pursue funding options to support the development and maintenance of necessary infrastructure to support the plan.

In order to facilitate the future vision for Wards Corner, funding options need to be identified that can finance necessary public improvements over the course of build-out as well as contribute to the ongoing maintenance of these facilities. Funding approaches could include several tried-and-true ways of financing public/private redevelopment such as:

1. Tax Increment Financing
2. Special Assessment or Service District
3. Business Improvement District

These approaches will have to be fully vetted with city administration and elected officials and balanced with other citywide priorities, but the process should be initiated as a first step towards a long term funding strategy to realize the Wards Corner Vision,

Action 11. Create a block-by-block strategy for property-owner outreach and implementation of public/private agreements.

The vision for the build out of Wards Corner is that it could occur incrementally for each block over the long-term, based on its own trajectory and the easiest path forward. The key point is to keep the ultimate buildout in mind as staff works with individual property owners on their investment goals and redevelopment activities over time. A few of the block-specific issues and opportunities are listed below:

West of Lankford Avenue and North of Little Creek Road.

This is a series of multifamily complexes under one ownership. With the relatively strong market for multifamily housing in this area and the age and low density pattern of these existing units, there is a likelihood that they will redevelop over the coming years. Staff should monitor the potential for redevelopment in these blocks and reach out to the property owner who may be considering redevelopment to make them



Figure 8. Block West of Lankford Avenue and North of Little Creek Road.

West Granby Street North of Little Creek Road.

This is a series of blocks of strip retail with five separate owners. While most seem stable commercial uses, staff should reach out to the property interests in this block to see if there is any interest in redevelopment and work with them on any zoning changes necessary to accomplish the development pattern shown in the final Wards Corner plan.



Figure 9. Block West of Granby Street North of Little Creek Road.

Harris Teeter Block

The relatively recent redevelopment of this block likely ensures a stable use for the near term. With the rate of redevelopment of retail averaging 20-30 years, however, the coming years may bring increased interest in preparing a plan for long-term future redevelopment to this site. Staff should engage with the current property interests to ensure they understand some potential benefits to higher density redevelopment into a walkable mixed-use center.

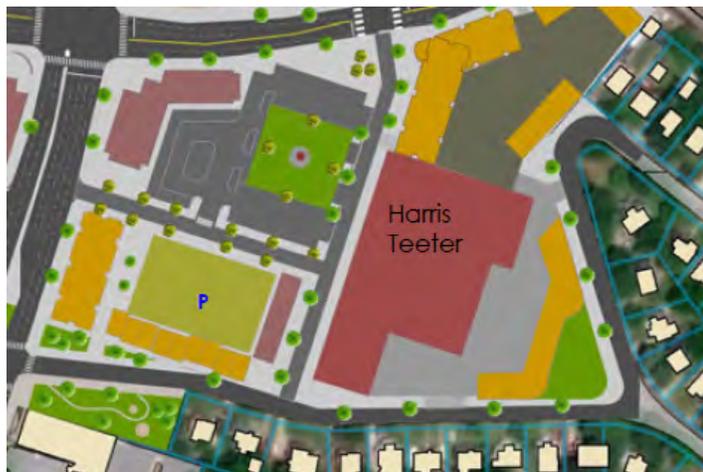


Figure 10. Harris Teeter Block

Wards Corner Shopping Center Block

This block houses the iconic image of Wards Corner in the recently upgraded façade of the old shopping center. With one primary owner and an underperforming retail base, this site is ripe for redevelopment. City staff should engage with the property interests early to ensure that they are aware of the benefits of coordinated development in concert with the vision plan for Wards Corner and to understand the particular market and zoning issues that bear on redevelopment of this property. In particular, zoning flexibility with respect to parking, setbacks and uses could help foster a future redevelopment of this site in line with the vision plan.



Figure 11. Wards Corner Shopping Center Block

WORKFORCE DEVELOPMENT BLOCK

The majority of this block is under single ownership with property interests that are interested in near-term redevelopment. The city should continue working closely with these property interests to ensure that they have the zoning framework that is needed and that their vision for the property is aligned with the vision plan.



Figure 12. Workforce Development Block

FORMER FARM FRESH BLOCK (Taussig Block)

This block has the former Farm Fresh store which is transitioning to new ownership, as well as diverse other owners on the smaller sites. This block is in some ways the most critical piece of the Wards Corner vision plan. It is the most feasible location for both the future light rail station and the potential bus terminal relocation. As such, it is the most critical site for redevelopment of a Transit Oriented Development (TOD) node with high density mixed use, structured parking and major infrastructure improvements. Through the development approval process and outreach to the new owners, city staff should ensure that any new redevelopment that occurs on the block does not preclude the ultimate buildout according to the vision. Moreover, this block should be the priority for any city investment or public/private partnership or joint development to catalyze higher density TOD-style development in the future.

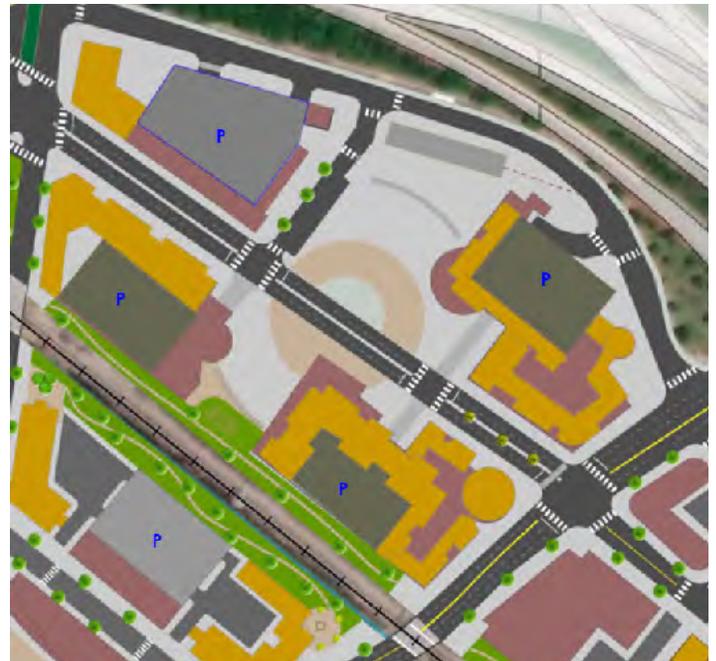


Figure 13. Former Farm Fresh Block (TAUSSIG BLOCK)

Action 12. Develop phased roadway and public realm improvements to transform Wards Corner into a walkable center based on Traditional Neighborhood Design principles.

This action includes the long term redevelopment of the public realm in Wards Corner – the roadways, sidewalks, trails and landscaping and the development of new public plazas and parks according to the vision in the Wards Corner Plan. It includes the completion of the Terminal Boulevard Trail to become part of the Elizabeth River Trail system, as well as ultimate widening of sidewalk sections of Little Creek Road and development of pocket parks and plazas according to the vision for the area. These public realm improvements should be phased to take advantage of emerging funding opportunities but should also be planned proactively and strategically to help stimulate private investment and catalyze the block-by-block redevelopment envisioned in the plan, according to which properties are anticipated to redevelop first.

IMPLEMENTATION MATRIX

The following matrix summarizes action items and the entities responsible for them. The matrix organization reflects the specific actions outlined in this plan and includes timeframes and approximate cost ranges for each action.

The timeframe divides actions into four categories:

- Ongoing Routine and continuous with no specified end date
- Immediate
Completed within 3 years
- Short-Term
Completed within 3 to 5 years
- Mid-Term
Completed within 5 to 8 years
- Long-Term
Will take longer than 8 years to complete

Note that the timeframes are for completion of an action, not its initiation. Many actions will begin sooner but will not be complete until the entire plan is complete.

The cost categories used in the matrix are:

- Existing resources
- Up to \$100,000
- \$100,000 to \$250,000
- \$250,000 to \$1 million
- Over \$1 million
- Several million

ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
Coordination and Economic Development Framework				
1	Promote the implementation of the plan through the City's development review process	Planning	Long-Term	Existing Resources
2	Engage with key landholders in creative redevelopment and land assemblage opportunities	Planning/ Development	Ongoing	Existing Resources
Transportation Framework				
3	Implement near term and funded transportation improvements	Public Works/ Transportation	Short-Term	Several million Already funded
4	Conduct detailed feasibility study for a combined intermodal station area	Planning/ Hampton Roads Transit	Short-Term	Up to \$100,000 Could be funded through HRT PO or HRT
5	Support and coordinate with the upcoming DEIS for the east side alignment for the extension of light rail or other high capacity transit to Naval Station Norfolk	Planning/ Hampton Roads Transit	Short-Term	Existing Resources HRT is funding the DEIS
Green Infrastructure Framework				
6	Develop a trail connection from the Wellness Center to Wards Corner	Public Works, Recreation Parks and Open Space	Mid-Term	Over \$1 million Cost estimate for design and construction
7	Conduct a preliminary feasibility study for a trail connection to the Terminal Boulevard Trail	Recreation Parks and Open Space, Public Works	Immediate	Up to \$100,000 Cost estimate for Feasibility Study only
8	Implement strategic near-term green street and landscaping enhancements where feasible	Public Works, Recreation Parks and Open Space	Mid-Term	\$100,000 to \$250,000 Estimate for 2-4 streetscape/ landscaping projects
Implementation Approach				
9	Creatively use zoning to incentivize a framework for a walkable mixed-use setting for Wards Corner	Planning	Immediate	Existing Resources
10	Identify and pursue funding options to support the development and maintenance of necessary infrastructure to support the plan	Planning/ Development	Short-Term	Existing Resources
11	Create a block-by-block strategy for property-owner outreach and implementation of public/private agreements	Planning/ Development	Ongoing	Existing Resources
12	Develop phased roadway and public realm improvements in coordination with the block-by-block strategy.	Public Works, Recreation, Parks and Open Space	Long-Term	Several million Includes eventual completion of all proposed trails, sidewalks, parks and plazas in the plan

Figure 14. Implementation Matrix for the Wards Corner Plan

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