



To the Honorable Council  
City of Norfolk, Virginia

July 20, 2021

**From:** George M. Homewood  
Director of Planning

**Subject:** City Planning Commission -  
General Plan Amendment to  
plaNorfolk2030

**Reviewed:**

Wynter C. Benda, Chief Deputy  
City Manager

**Ward/Superward:** Citywide

**Approved:**

Dr. Larry H. Filer II, City Manager

**Item Number:** PH-2

**I. Planning Commission Recommendation:**

- By a vote of **6 to 1**, the Planning Commission recommends **Approval**.
  - The sole denial vote resulted from objection to the suggestion that parking be placed on the beach side of W. Ocean View Avenue.

**II. Request:** Amend *plaNorfolk2030* to revise actions in the West Ocean View Area to support a vision for future redevelopment.

**III. Applicant: City Planning Commission**

**IV. Description:**

- This request will revise *plaNorfolk2030* to add actions to the “West Ocean View Area,” within “Chapter 3: Creating and Maintaining Healthy and Vibrant Neighborhoods,” to support a community-supported vision for the redevelopment of this area.
- The new actions reflect the overarching goal to add vibrancy and activity to the West Ocean View area, enhance public access to the beach, and to support the following:
  - Strengthen pedestrian connections across W. Ocean View Avenue between both public and private realms.
  - Encouraging public activity and community events that increase local business patronage.
  - Improved parking options and use of shared parking agreements.
  - Regulatory modifications to encourage outdoor dining and other activities.

- Part of the West Ocean View area includes the recently acquired former Greenie’s site, located along W. Ocean View Avenue at the terminus of 1<sup>st</sup> View Street and adjacent to the Chesapeake Bay to the north, and Ocean View Beach Park to the east.
  - The site was most recently developed with Greenie’s, a restaurant that had been in operation from 1930 until 2018, when the City of Norfolk purchased the properties and demolished the building.
  - The City recognized the strategic value of these parcels when purchasing them in 2018; the intent was to redevelop the site in a manner that complimented Ocean View Beach Park and help implement actions within *plaNorfolk2030* to increase public access to the water and open space along the Chesapeake Bay.
  - Through a series of well-attended meetings, the City and surrounding community arrived at a vision for the site, as well as for the larger area.
  - The proposed amendments to *plaNorfolk2030* are intended to help achieve this vision.
- Based on community input and the original intent of the bayfront property acquisitions, a more focused vision emerged for the reuse of the site that has been divided into short- and long-term actions.
  - The first goal is to ensure the site is “visitable,” or a return to safe and attractive public use.
  - Short Term actions
    - Return former Greenie’s site to public use and improve beach access.
    - Extend dune line and walkway westward from Ocean View Beach Park.
    - Provide ADA-compliant access to the beach.
  - Long Term actions are meant to provide flexibility for future public use as determined by the community.
  - Other than the dune extension, any construction projects on the site will require review and approval through the Design Review process.

**Supporting Material:**

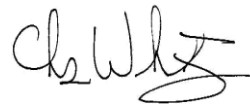
- Proposed *plaNorfolk* text amendments (PDF)
- West OV\_Implementation\_Matrix (PDF)
- Ordinance Exhibit A (PDF)

**City Planning Commission Public Hearing: June 24, 2021**

Executive Secretary: George M. Homewood, FAICP, CFM



Staff Planner: Chris Whitney



Staff Report	Item No	
<b>Applicant</b>	<b>City Planning Commission</b>	
<b>Request</b>	<b>General Plan Amendment</b>	General Plan Amendment to revise actions in the West Ocean View Area to support a vision for future redevelopment
<b>Neighborhoods</b>	West Ocean View	
<b>Staff Recommendation</b>	<b>Approval</b>	

**A. Executive Summary**

- This request will revise *plaNorfolk2030* to add actions to the “West Ocean View Area,” within “Chapter 3: Creating and Maintaining Healthy and Vibrant Neighborhoods,” to support a community-supported vision for the redevelopment of this area.
- The proposed amendments recognize this area as ripe for long-term mixed-use development that is vibrant, walkable, and bikeable.
- The new actions reflect the overarching goal to add vibrancy and activity to the West Ocean View area, while also enhancing public access to the beach.
- Given that the proposed amendments reflect a vision developed with extensive public outreach and concurrence, promote improved public access to the water and open space along the Chesapeake Bay, and represent a part of the greater planning of West Ocean View, staff recommends **approval**.

**B. Plan Consistency**

- Long-range planning efforts for this site and surrounding area began as early as the 1960s, recognizing the development potential of the Willoughby-Ocean View Area.
- Over the next few decades, additional planning efforts focused on realizing the resort potential of the area while also protecting the neighborhood environment.
- More recently, the focus has shifted to putting the “view” back in Ocean View, especially at entry areas like this, connecting neighborhoods more effectively to the waterfront,

better connecting Ocean View's fragmented open spaces, and creating a bicycle and pedestrian-friendly "town center."

- The proposed plan amendment is consistent with the vision of *plaNorfolk2030*, which includes goals like including the expansion of community involvement and engagement in local government operations and decision-making and providing a wide variety of cultural and recreational opportunities that lead to a fun and healthy lifestyle for a diverse population. More specifically, this amendment is consistent with "Chapter 10: Enjoying Daily Life," which includes the following actions:
  - Action DL1.1.6. Enhance public access to parks and recreational facilities by making needed infrastructure improvements to access roads, parking areas, sidewalks, bikeways, boat ramps, and beach access ways.
  - Action DL1.1.7. Ensure that one public water access point is provided for every ¼ mile of waterfront by maintaining existing access points, particularly those that provide parking and those along the Southeast Coast Paddling Trail, and adding new access points, with a priority given to physical access at existing parks, where none are presently available.
- The *City of Norfolk Recreation Master Plan*, adopted in 2012, identifies improvements needed to meet residents' top priority recreation, parks, and open space needs, and helps to solve some of the city's most pressing urban problems and improve quality of life.
  - Within the plan's analysis of Ocean View Beach Park, which is part of West Ocean View, it notes the park, like most, does not meet ADA accessibility standards and that there are opportunities to offer more programming, such as food vendors. In addition, the plan notes an opportunity to leverage the park to "improve linkages – both physical and visual – from the roadway [W. Ocean View Avenue] to the water." The proposed plan amendments recognize and incorporate these opportunities and especially the need for an additional beach access point that is ADA accessible.

### C. Analysis

- Conceptually, Granby Street is bookended by Downtown Norfolk at the south and West Ocean View to the north.
- Adding vibrancy and activity to the West Ocean View area is the overarching goal of the plan amendment, which includes actions to support the following:
  - Strengthen pedestrian connections across W. Ocean View Avenue between both public and private realms.
  - Encouraging public activity and community events that increase local business patronage.
  - Improved parking options and use of shared parking agreements.
  - Regulatory modifications to encourage outdoor dining and other activities.
- Part of the West Ocean View area includes the recently acquired former Greenie's site, of approximately 1.1 acres, located along W. Ocean View Avenue at the terminus of 1<sup>st</sup> View Street and adjacent to the Chesapeake Bay to the north, Ocean View Beach Park to the east, and a laundromat to the west.

- The site was most recently developed with Greenie’s, a restaurant that had been in operation from 1930 until 2018, when the City of Norfolk purchased the properties and demolished the building.
- The City recognized the strategic value of these parcels when purchasing them in 2018; the intent was to redevelop the site in a manner that complimented Ocean View Beach Park and help implement actions within *plaNorfolk2030* to increase public access to the water and open space along the Chesapeake Bay.
- Through a series of well-attended meetings, the City and surrounding community arrived at a vision for the site, as well as for the larger area.
- The proposed amendments to *plaNorfolk2030* are intended to help achieve this vision.
- Based on community input and the original intent of the bayfront property acquisitions, a more focused vision emerged for the reuse of the site that has been divided into short- and long-term actions.
  - The first goal is to ensure the site is “visitable,” or a return to safe and attractive public use.
  - Short Term actions
    - Return former Greenie’s site to public use and improve beach access.
    - Extend dune line and walkway westward from Ocean View Beach Park.
    - Provide ADA-compliant access to the beach.
  - Long Term actions are meant to provide flexibility for future public use as determined by the community.
  - Other than the dune extension, any construction projects on the site will require review and approval through the Design Review process.

**D. Mobility Analysis**

- This plan amendment will require enhanced pedestrian crossings across W. Ocean View Avenue and 1<sup>st</sup> View Street as well as pedestrian and bicycle improvements throughout the West Ocean View area.
- Specific improvements would be reviewed as part of analyzing development requests and proposals in the area.

**E. Historic Resources Impacts**

N/A

**F. Surrounding Area/Site Impacts**

- The plan amendments are focused on creating a vibrant walkable, bikeable town center which will improve the business climate and offer greater opportunities for public gatherings along the Bayfront.
- Incorporating the former Greenie’s parcel as an extension the public realm at Ocean View Beach Park will add new public amenities and gathering space.
- Reestablishing the dune in its proper place is essential to provide natural coastal protection against storm surge and high waves, preventing or reducing coastal flooding and structural damage, as well as providing important ecological habitat.

- COVID-19 helped illuminate the community’s desire for community space. The former Greenie’s site was used by the public to visit the waterfront during the past year, even without any improvements. This helped solidify the need to improve the site to make it a community amenity.

#### **G. Civic League**

The civic leagues in this area have been consulted throughout the public outreach process, which has occurred over the past two years.

#### **H. Communication Outreach/Notification**

- Community outreach and support was crucial in developing the phased redevelopment approach for the reuse of the former Greenie’s site, which was established over a long series of meetings and input opportunities.
  - On March 11, 2019, Councilman Smigiel, Councilwoman McClellan, and City staff were joined by 158 residents to discuss the future reuse of the former Greenie’s site. The community was invited to provide input on what they would like to see on the site.
  - Afterwards, Councilman Smigiel visited numerous civic leagues as well as the Ocean View Advisory Committee over the next two years to continue gathering feedback regarding the future reuse of this site, ensuring they were a crucial part of the planning process.
- This ongoing public outreach, along with close work with City staff, led to a phased approach for the redevelopment of the site, as well as a greater vision for the entire West Ocean View Area, as established in *plaNorfolk2030*.
- Legal notification was placed in *The Virginian-Pilot* on May 13 and May 20.

#### **I. Recommendation**

Staff recommends that the General Plan Amendment request be **approved**.

#### **Supporting Material:**

- Proposed *plaNorfolk* text amendments (PDF)
- West OV\_Implementation\_Matrix (PDF)
- Ordinance Exhibit A (PDF)

Form and Correctness Approved: *BAP*

Contents Approved:



By: \_\_\_\_\_  
Office of the City Attorney

By: \_\_\_\_\_  
DEPT. Planning

NORFOLK, VIRGINIA

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## Ordinance No.

AN ORDINANCE TO AMEND THE CITY'S GENERAL PLAN, PLANORFOLK2030, SO AS TO SUPPORT THE REDEVELOPMENT OF THE WEST OCEAN VIEW AREA.

- - -

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

Section 1:- That the following changes in the general plan of Norfolk, plaNorfolk2030, are hereby made in order to support the redevelopment of the West Ocean View Area.

(a) In Chapter 3, "Creating and Maintaining Healthy and Vibrant Neighborhoods," amend action N5.1.23 to read as follows:

- o Action N5.1.23. Implement the following actions for the West Ocean View area.
- o N5.1.23(a). Support the application of mixed-use zoning and development in the area on the south side of West Ocean View Avenue, between Granby Street and Mason Creek Road, in order to encourage the development of a vibrant bicycle-friendly and pedestrian-friendly "town center."

(b) In Chapter 3, "Creating and Maintaining Healthy and Vibrant Neighborhoods," add the following new elements to Action N5.1.23:

- o N5.1.23(e). Support the West Ocean View Avenue and Tidewater Drive Intersection Improvements project, which includes the replacement of the West Ocean View Flyover with an at-grade, signalized intersection, safety,

pedestrian, and bicycle improvements, as well as additional green space.

- o N5.1.23(f). Restore dune where needed along bayfront properties prior to any new development or redevelopment.
  
- o N5.1.23(g). Return the city-owned bayfront properties at the terminus of 1st View Street to public use by extending the dune and walkway from Ocean View Beach Park and installing an ADA accessible beach access. In the future, consider adding additional parking, especially ADA-compliant parking, space for food trucks that is aligned with the terminus of 1st View Street, and incorporating areas for public activity including green and open spaces.
  
- o N5.1.23(h). Improve pedestrian crossings across West Ocean View Avenue, emphasizing access to parks, open spaces, and beach accesses.
  
- o N5.1.23(i). Use open spaces to emphasize and preserve views to the Chesapeake Bay, especially from 1st View Street.
  
- o N5.1.23(j). Pursue reuse options for the bayfront properties west of the 1st View Street terminus that enhance the public's access to the waterfront.
  
- o N5.1.23(k). Encourage and support mixed use development on privately



owned parcels within the West Ocean View Area.

- o N5.1.23(l). Support vibrancy within the West Ocean View Area by introducing strategies to increase outdoor dining options.
  
- o N5.1.23(m). Promote and advance shared parking strategies with property owners south of West Ocean View Avenue to encourage and support desired developments along the bayfront.
  
- o N5.1.23(n). Develop a branding strategy with the community, including the potential for a new name or district identification.

- (c) In Chapter 13, "Implementing plaNorfolk2030," amend table IP-1 to include the information shown in the exhibit attached hereto and marked as "Exhibit A."

Section 2:- The Council hereby finds that this general plan amendment is required by public necessity, convenience, general welfare, or good zoning practice.

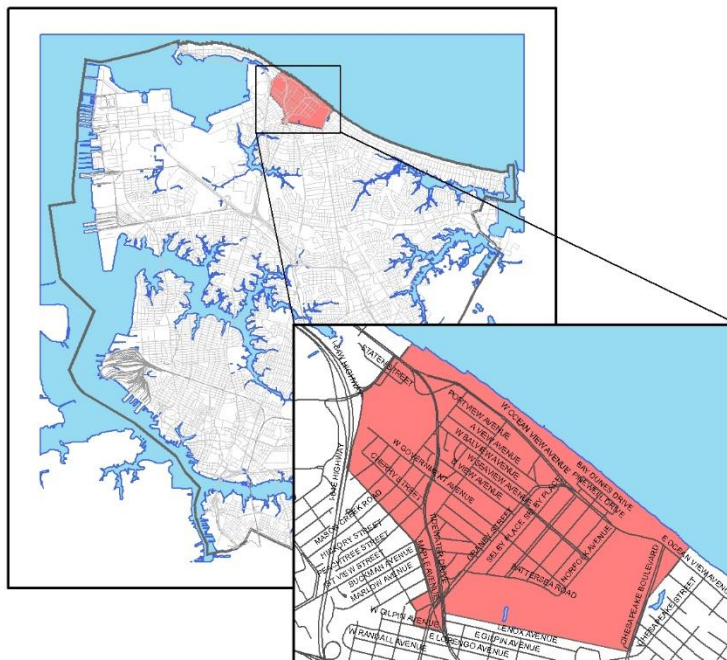
Section 3:- That this ordinance shall be in effect from the date of its adoption.

ATTACHMENT:  
Exhibit A (1 page)

Action N5.1.23. Implement the following actions for the West Ocean View area.

- N5.1.23(a). Support the application of mixed-use zoning and development in the area on the south side of West Ocean View Avenue, between 1<sup>st</sup> View Street Granby Street and Mason Creek Road, in order to encourage the development of a vibrant bicycle and pedestrian-friendly “town center.”
- N5.1.23(b). Explore opportunities to modify the existing Tidewater Drive terminus in order to create a park setting west of Mason Creek Road.
- N5.1.23(c). Improve the entrances to Community Beach Park and Sarah Constant Park.
- N5.1.23(d). Explore opportunities to provide connections between the Ocean View Golf Course and Community Beach Park, such as redevelopment of the “senior center” site.
- N5.1.23(e). Support the West Ocean View Avenue and Tidewater Drive Intersection Improvements project, which includes the replacement of the West Ocean View Flyover with an at-grade, signalized intersection, safety, pedestrian, and bicycle improvements, as well as additional green space.
- N5.1.23(f). Restore dunes where needed along bayfront properties prior to any new development or redevelopment.
- N5.1.23(g). Return the city-owned bayfront properties at the terminus of 1<sup>st</sup> View Street to public use by extending the dune and walkway from Ocean View Beach Park and installing an ADA accessible beach access. In the future, consider adding additional parking, especially ADA-compliant parking, space for food trucks that is aligned with the terminus of 1<sup>st</sup> View Street, and incorporating areas for public activity including green and open spaces.

### West Ocean View Area



- N5.1.23(h). Improve pedestrian crossings across West Ocean View Avenue, emphasizing access to parks, open spaces, and beach accesses.
- N5.1.23(i). Use open spaces to emphasize and preserve views to the Chesapeake Bay, especially from 1<sup>st</sup> View Street.
- N5.1.23(j). Pursue reuse options for the bayfront properties west of the 1<sup>st</sup> View Street terminus that enhance the public's access to the waterfront.
- N5.1.23(k). Encourage and support mixed use development on privately owned parcels within the West Ocean View Area.
- N5.1.23(l). Support vibrancy within the West Ocean View Area by introducing strategies to increase outdoor dining options.
- N5.1.23(m). Promote and advance shared parking strategies with property owners south of West Ocean View Avenue to encourage and support desired developments along the bayfront.
- N5.1.23(n). Develop a branding strategy with the community, including the potential for a new name or district identification.

IMPLEMENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS	
Neighborhoods Goal 5. Continue the implementation of area plans.						
Outcome N5.1. Support for the following actions in designated areas.	N5.1.23	Continue to implement the following actions for the West Ocean View area.				
	West Ocean View	N5.1.23(a). Support the application of mixed-use zoning <u>and development</u> in the area on the south side of West Ocean View Avenue, between <u>1<sup>st</sup> View Street- Granby Street</u> and Mason Creek Road, in order to encourage the development of a <u>vibrant bicycle and pedestrian-friendly "town center."</u>	Planning	Ongoing	Existing Resources	
		N5.1.23(b). Explore opportunities to modify the existing Tidewater Drive terminus in order to create a park setting west of Mason Creek Road.	PW; RPOS	Long-Term	Several Million	
		N5.1.23(c). Improve the entrances to Community Beach Park and Sarah Constant Park.	RPOS	Short-Term	\$250,000 to \$1 Million	
		N5.1.23(d). Explore opportunities to provide connections between the Ocean View Golf Course and Community Beach Park, such as redevelopment of the "senior center" site.	PW; RPOS	Long-Term	Existing Resources	Related to N5.1.5(e).
		N5.1.23(e). Support the West Ocean View Avenue and Tidewater Drive Intersection Improvements project, which includes the replacement of the West Ocean View Flyover with an at-grade, signalized intersection, safety, pedestrian, and bicycle improvements, as well as additional green space.	Transit	Immediate	Over \$1 Million	
		N5.1.23(f). Restore dunes where needed along bayfront properties prior to any new development or redevelopment.	PW; Planning	Immediate	\$100,000 to \$250,000	
		N5.1.23(g). Return the city-owned bayfront properties at the terminus of 1st View Street to public use by extending the dune and walkway from Ocean View Beach Park and installing an ADA accessible beach access. In the future, consider adding additional parking, especially ADA-compliant parking, space for food trucks that is aligned with the terminus of 1st View Street, and incorporating areas for public activity including green and open spaces.	PW; RPOS	Immediate	Over \$1 Million	
		N5.1.23(h). Improve pedestrian crossings across West Ocean View Avenue, emphasizing access to parks, open spaces, and beach accesses.	Transit	Immediate; Short Term	\$250,000 to \$1 million	
		N5.1.23(i). Use open spaces to emphasize and preserve views to the Chesapeake Bay, especially from 1st View Street.	RPOS: Planning	Immediate; Short Term	\$250,000 to \$1 million	
		N5.1.23(j). Pursue reuse options for the bayfront properties west of the 1st View Street terminus that enhance the public's access to the waterfront.	Development; Planning	Short-Term	Existing Resources	
		N5.1.23(k). Encourage and support mixed use development on privately owned parcels within the West Ocean View Area.	Development; Planning	Short-Term	Existing Resources	
		N5.1.23(l). Support vibrancy within the West Ocean View Area by introducing strategies to increase outdoor dining options.	Development; Planning	Short-Term	Existing Resources	
		N5.1.23(m). Promote and advance shared parking strategies with property owners south of West Ocean View Avenue to encourage and support desired developments along the bayfront.	Development; Planning	Short-Term	Existing Resources	
		N5.1.23(n). Develop a branding strategy with the community, including the potential for a new name or district identification.	ND; Communications	Immediate	Existing Resources	

Attachment: West OV\_Implementation\_Matrix (City Planning Commission - General Plan Amendment to plaNorfolk2030)

\* Cost for this action included in another action as noted under comments.

Table IP-1. Implementation Matrix

# Exhibit A

IMPLEMENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS	
Neighborhoods Goal 5. Continue the implementation of area plans.						
Outcome N5.1. Support for the following actions in designated areas.	N5.1.23	Continue to implement the following actions for the <del>West Downtown</del> Ocean View area.				
	<del>West Downtown</del> Ocean View	N5.1.23(a). Support the application of mixed-use zoning <del>and development</del> in the area on the south side of West Ocean View Avenue, between <del>1<sup>st</sup> View Street</del> <del>Granby Street</del> and Mason Creek Road, in order to encourage the development of a pedestrian-friendly "town center".	Planning	Ongoing	Existing Resources	
		N5.1.23(b). Explore opportunities to modify the existing Tidewater Drive terminus in order to create a park setting west of Mason Creek Road.	PW; RPOS	Long-Term	Several Million	
		N5.1.23(c). Improve the entrances to Community Beach Park and Sarah Constant Park.	RPOS	Short-Term	\$250,000 to \$1 Million	
		N5.1.23(d). Explore opportunities to provide connections between the Ocean View Golf Course and Community Beach Park, such as redevelopment of the "senior center" site.	PW; RPOS	Long-Term	Existing Resources	Related to N5.1.5(e).
		N5.1.23(e). Support the <del>West Ocean View Avenue and Tidewater Drive Intersection Improvements project, which includes the replacement of the West Ocean View Flyover with an at-grade, signalized intersection, safety, pedestrian, and bicycle improvements, as well as additional green space.</del>	Transit	Immediate	Over \$1 Million	
		N5.1.23(f). Restore the dune on the city-owned bayfront property at the terminus of 1st View Street on the north side of West Ocean View Avenue (referred to as the "Downtown Ocean View Site").	PW; Planning	Immediate	\$100,000 to \$250,000	
		N5.1.23(g). Return the Downtown Ocean View Site to public use by extending the walkway from the adjacent park, installing an ADA accessible beach access, adding additional parking and space for food trucks, incorporating green and open spaces, and improving pedestrian crossings across West Ocean View Avenue.	PW; RPOS	Immediate	Over \$1 Million	
		N5.1.23(h). Pursue reuse options for the western portion of the Downtown Ocean View Site that enhance the public's access to the waterfront.	Development; Planning	Short-Term	Existing Resources	

Attachment: Ordinance Exhibit A (City Planning Commission - General Plan Amendment to planNorfolk2030)

\* Cost for this action included in another action as noted under comments.