



MEMORANDUM

To: Anna Dewey
City of Norfolk

From: Emily Moser, P.E., PTOE
Ben Reim, P.E.
Celene Exume
Kimley-Horn

Date: May 20, 2022

Subject: Ocean View Avenue Comprehensive Transportation Study
Round 1 Public Engagement Summary

Introduction

In response to requests from the community, the City of Norfolk is performing a comprehensive transportation study of the Ocean View Avenue corridor from Willoughby Spit to East Beach. Focusing on transportation and safety along the Ocean View Avenue corridor, this study evaluates the feasibility of transportation improvements such as a speed limit reduction, potential lane repurposing to accommodate bicycle and/or golf cart facilities, and improvements to pedestrian crossings and beach access.

A central component of this study is to engage the community to provide feedback and input at key steps during the study process. These will generally coincide with three community workshops to be held throughout the study. This memo provides a summary of the first round of public engagement activities, which included the first community workshop.

Summary of Public Engagement Activities

Prior to the first community workshop and online engagement, the project team met with local civic leagues and stakeholder groups to give abbreviated presentations about the project and generate interest in the upcoming public engagement process. The project team met with the following groups:

- Ocean View Advisory Committee
- Bicycling and Pedestrian Trails Commission
- East Ocean View Civic League
- Cottage Line Civic League
- Willoughby Civic League
- Bayview Civic League
- Greater Pinewell Civic League

In addition, the City formed a project Advisory Group of local stakeholders to advise City staff throughout the study process. The Advisory Group typically meets monthly and had its first meeting in March 2022. The Advisory Group has 19 members, including City Council Members Thomas Smigiel (Ward 5) and Andria McClellan (Superward 6), and representatives from the Ocean View Business Association, five local civic leagues (Bayview, East Ocean View, Cottage Line, Greater Pinewell, and Willoughby), the City of Norfolk Bicycling and Pedestrian Trails Commission, Hampton Roads Transit, Norfolk Public Schools, Norfolk Police & Fire Rescue, Nansemond on the Bay and Bay Breeze Point Homeowners Associations, Joint Expeditionary Base Little Creek-Fort Story, and Bike Norfolk.

The City provided public notifications about the first community workshop and online opportunities for engagement through the following means:

- Postcards were mailed to residents and businesses in the vicinity of the study corridor. A total of 10,261 postcards were mailed.
- Facebook, Twitter, and NextDoor posts were issued by the City of Norfolk Department of Communications.
- A City of Norfolk calendar event was created on norfolk.gov and notification sent to all residents who signed up for community event updates.
- Email notifications were sent to the local City Council representatives (Ward 5 and Superward 6), the Advisory Group, the Ocean View area civic leagues, 81 registrants of the first community workshop for the Ocean View Avenue Comprehensive Transportation Study, and 10 subscribers to email updates on the Ocean View Avenue Comprehensive Transportation Study from the project webpage.
- A City Manager Update was issued and posted on the City's website on 3/25/2022.

City of Norfolk Webpage

The City of Norfolk created a [webpage](#) to provide information on the project and links to project materials. The webpage also provides a means for individuals to contact the City and submit questions or comments to the project team. There were 90 comments and questions submitted to the project team via the general comment form on the project webpage, posted on the City's social media platforms, and sent via email to the Department of Transit.

StoryMap

A StoryMap was created to provide background information regarding the study, summarize the existing conditions along Ocean View Avenue, and share details on how citizens can get involved in the project and provide input and feedback to the project team. Links are provided to the public survey, interactive comment map, and project comment form. As of 05/04/22, the StoryMap has received 813 views.

Comment Map

An online comment map was opened for public input on 03/04/22 and closed on 04/15/22. This map allowed the public to place icons on the study area map with comments that indicate opportunities, concerns, and/or general questions/comments. A total of 263 icons were placed on the comment map as follows:

- The Opportunities icon was placed 144 times
- The Concerns icon was placed 104 times
- The “General” icon was placed 15 times

Survey

An online survey was available from 03/04/22 to 04/15/22. The survey asked questions about the respondents' use of Ocean View Avenue, and a copy of the survey and responses is provided in the Appendix. The survey received 818 total responses. A summary of the survey responses is provided in the next section below.

Community Workshop #1 (Virtual)

The first community workshop was held virtually via Zoom on March 14, 2022. There were a total of 61 attendees. The workshop consisted of a presentation was by the project team which provided the project background and goals and illustrated the existing conditions on the corridor. The project team provided links to the StoryMap, online comment map, online survey, and City project webpage and encouraged attendees to provide feedback through those channels. Participants were split into breakout rooms where the project team gave a tutorial on how to navigate and leave comments on the online comment map as well as how to access the StoryMap, public survey, and City project webpage. Participants were also given the opportunity to ask questions of the project team. The presentation portions of the meeting were [recorded](#) and posted on the City's project webpage.

Summary of Survey Results

As noted above, more than 800 individuals responded to the survey between 03/04/22 and 4/15/2022. An analysis of the survey results from SurveyMonkey is attached in the Appendix. Below are some of the key takeaways from the survey:

- Based on zip code data, greater than 90% of the survey respondents live in the vicinity of Ocean View Avenue (i.e., either 23503 or 23518 zip code).
- The vast majority of respondents (85%) live along Ocean View Avenue or in a neighborhood that directly connects to Ocean View Avenue. In addition, 69% of respondents visit restaurants and shops or run errands along Ocean View Avenue, while 60% visit the beach or other recreation areas along the corridor. Approximately 44% of respondents commute along Ocean View Avenue.
- Approximately 2/3 (66%) of all respondents travel along Ocean View Avenue every day or every weekday. When traveling along Ocean View Avenue, 88% of respondents drive a car either “always” or “almost always,” while 57% report riding a bike and 71% report walking at least “sometimes.”
- When asked about their experience driving a car along Ocean View Avenue, approximately 1/4 (24%) of all respondents indicated that it is “somewhat difficult” or “very difficult” while only 1% stated that they have no opinion or do not drive along Ocean View Avenue. Of those who do not drive along Ocean View Avenue or find it difficult, the most common reasons given are congestion and drivers speeding.

- When asked about their experience riding a bike along Ocean View Avenue, 42% of all respondents stated that they have no opinion or do not bike along Ocean View Avenue. Of those respondents who DO bike along Ocean View Avenue, 62% indicated that it is "somewhat difficult" or "very difficult." For those respondents who do not bike along Ocean View Avenue or find it difficult, the most common reasons given are that there are not enough dedicated bike facilities and that existing bike facilities do not feel safe or comfortable.
- When asked about their experience walking along Ocean View Avenue, 18% of all respondents stated that they have no opinion or do not walk along Ocean View Avenue. Of those respondents who DO walk along Ocean View Avenue, 39% indicated that it is "somewhat difficult" or "very difficult." For those respondents who do not walk along Ocean View Avenue or find it difficult, the most common reasons given are that crossing Ocean View Avenue is too difficult or feels unsafe and that existing sidewalks do not feel safe.
- If adequate facilities were available, 1/2 (50%) of all respondents indicated that they would be "very willing" to ride a bike along Ocean View Avenue, and another 23% said they would be "somewhat willing." Nearly 60% indicated that they would be "very willing" to walk along Ocean View Avenue, with another 22% being "somewhat willing."
- Other than safety (which was assumed to be paramount), respondents were asked to rank their top three priorities for transportation and mobility improvements in the study corridor. The three priorities receiving both the most #1 rankings and the most total rankings are as follows:
 - Increase the ease with which pedestrians can travel along and/or across Ocean View Avenue (ranked #1 by 38% and in top three by 85% of all respondents)
 - Reduce vehicle speeds (ranked #1 by 26% and in top three by 58% of all respondents)
 - Increase the ease with which bicycles can travel along and/or across Ocean View Avenue (ranked #1 by 18% and in top three by 58% of all respondents)
- In terms of golf cart usage, 12% of all respondents indicated that they own a golf cart or neighborhood electric vehicle (NEV) while another 23% do not own a golf cart/NEV but are interested in using one for personal transportation.
 - Among those who currently own a golf cart/NEV, the most common types of trips made using a golf cart/NEV are visiting neighbors, visiting restaurants and shops or running errands, and visiting the beach or other recreation areas.
 - Those respondents who currently own a golf cart/NEV indicated that their top reasons for not using their golf cart/NEV for personal transportation more often are limited designated streets for golf cart/NEV operation, interactions with automobiles or other road users, and limited street crossings.

Summary of Comments from Survey and Comment Map

Survey respondents were given the opportunity to provide open-ended comments to share their thoughts on opportunities for transportation improvements as well as transportation and safety concerns.

Some of the most commonly noted opportunities for transportation and/or safety improvements in the corridor (in no particular order) were as follows:

- Improve safety and ADA compliance at existing crosswalks and sidewalks
- Widen sidewalks
- Provide additional pedestrian crossing locations (multiple noted)
- Provide speed humps/tables at pedestrian crossing locations
- Repair sidewalks
- Improve maintenance of street infrastructure
- Extend bike lanes along entire study corridor
- Provide additional connectivity of bicycle facilities throughout Norfolk
- Provide additional public parking along Ocean View Avenue (on-street) and at beach access locations
- Install additional traffic signals (multiple locations noted)
- Provide boardwalk or side path for biking and walking
- Provide electric bike sharing stations at parks
- Close 15th View ramp
- Provide trolley or shuttle service
- Improve traffic signal timing for vehicles and pedestrians

Some of the most commonly noted transportation and/or safety concerns in the corridor (in no particular order) were as follows:

- Poor or limited street lighting
- Poor or limited lighting at beach access locations
- Poor or limited lighting at pedestrian crossings
- Limited wheelchair accessibility
- Vehicles improperly using the bike lanes or center turn lanes to pass other vehicles
- Excessive speeding and drag racing and need for speed enforcement
- Red light running (particularly at Pretty Lake Avenue)
- HBRT congestion and use of the 15th View ramp
- HRBT cut-through traffic and illegal right-turns at 4th View
- Perceived lack of regulation for golf carts and perceived unsafe golf cart operation such as drinking and driving, underage drivers, and unrestrained children
- Poor sight distance at some intersections (multiple noted)
- Traffic impacts of increased development in area
- Lack of safe u-turn locations
- Unsafe conditions for biking
- Unsafe pedestrian crossings
- Perceived lack of maintenance of existing bike lanes
- Perceived traffic congestion due to lane reduction

Golf Carts

Because no specific concepts have been developed yet at this stage of the study, this initial survey did not directly ask residents whether they would support accommodations for golf carts along Ocean View Avenue. When asked whether they would be willing to travel along Ocean View Avenue by golf cart if adequate facilities were available, 34% of respondents said they would be very willing and another 19% said they would be somewhat willing, while 41% said they would not be willing at all. By contrast, only 21% of respondents said they would not be willing at all to travel by bicycle along Ocean View Avenue. When asked about golf cart ownership, only 12% of respondents indicate that they own a golf cart while another 23% indicate that they do not own one but would be interested in using one for personal transportation. Respondents were also asked to rank their priorities for transportation and mobility improvements in the Ocean View Avenue corridor, and the ability for golf carts to travel along and/or across Ocean View Avenue did not rank in the overall top three priorities.

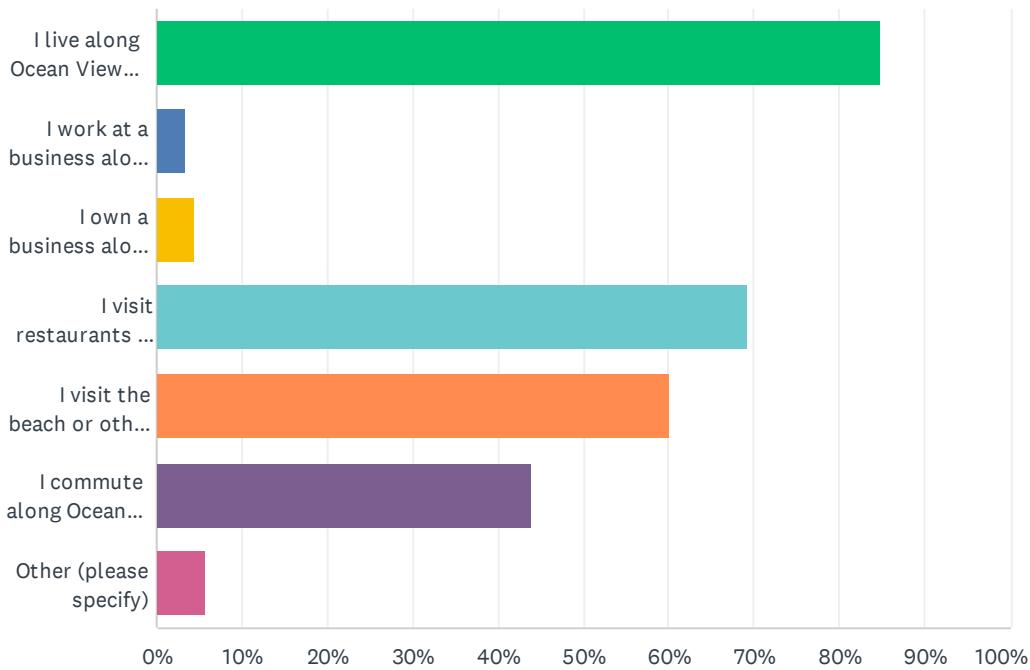
Many survey respondents used the open-ended questions to express their concerns about the possibility of golf cart operation on Ocean View Avenue, with more than 100 respondents choosing to comment in opposition to potential golf cart accommodations. As noted above, many of those comments expressed concern over the perceived lack of regulation for golf carts and perceived unsafe golf cart operation such as drinking and driving, underage drivers, and unrestrained children.

Based on these results, it would appear that golf cart accommodations are only a priority for a small segment of the community and could potentially face significant opposition from other residents. When determining alternatives for further study, these results should be considered in addition to the literature review that was performed regarding golf cart facilities in other locations around the country.

Appendix

Q1 Which of the following apply to you? (Check all that apply.)

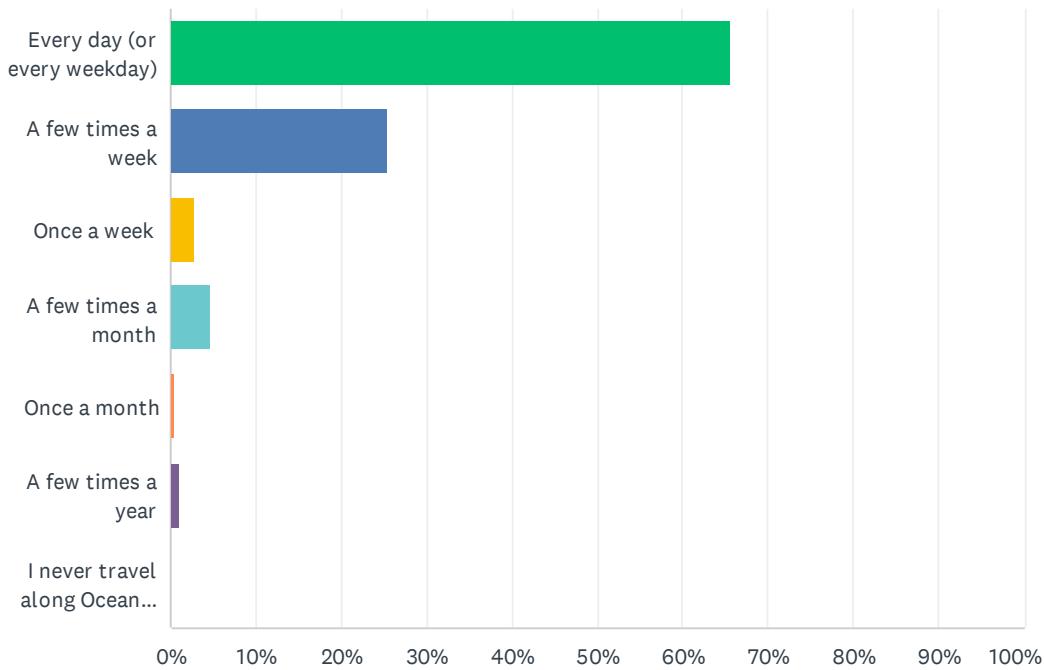
Answered: 819 Skipped: 0



ANSWER CHOICES	RESPONSES	
I live along Ocean View Avenue or in a neighborhood that directly connects to Ocean View Avenue	84.86%	695
I work at a business along Ocean View Avenue or on a street that directly connects to Ocean View Avenue	3.42%	28
I own a business along Ocean View Avenue or on a street that directly connects to Ocean View Avenue	4.52%	37
I visit restaurants and shops or run errands along Ocean View Avenue or on a street that directly connects to Ocean View Avenue	69.23%	567
I visit the beach or other recreation areas along Ocean View Avenue	60.20%	493
I commute along Ocean View Avenue	43.83%	359
Other (please specify)	5.86%	48
Total Respondents: 819		

Q2 How frequently do you travel along Ocean View Avenue?

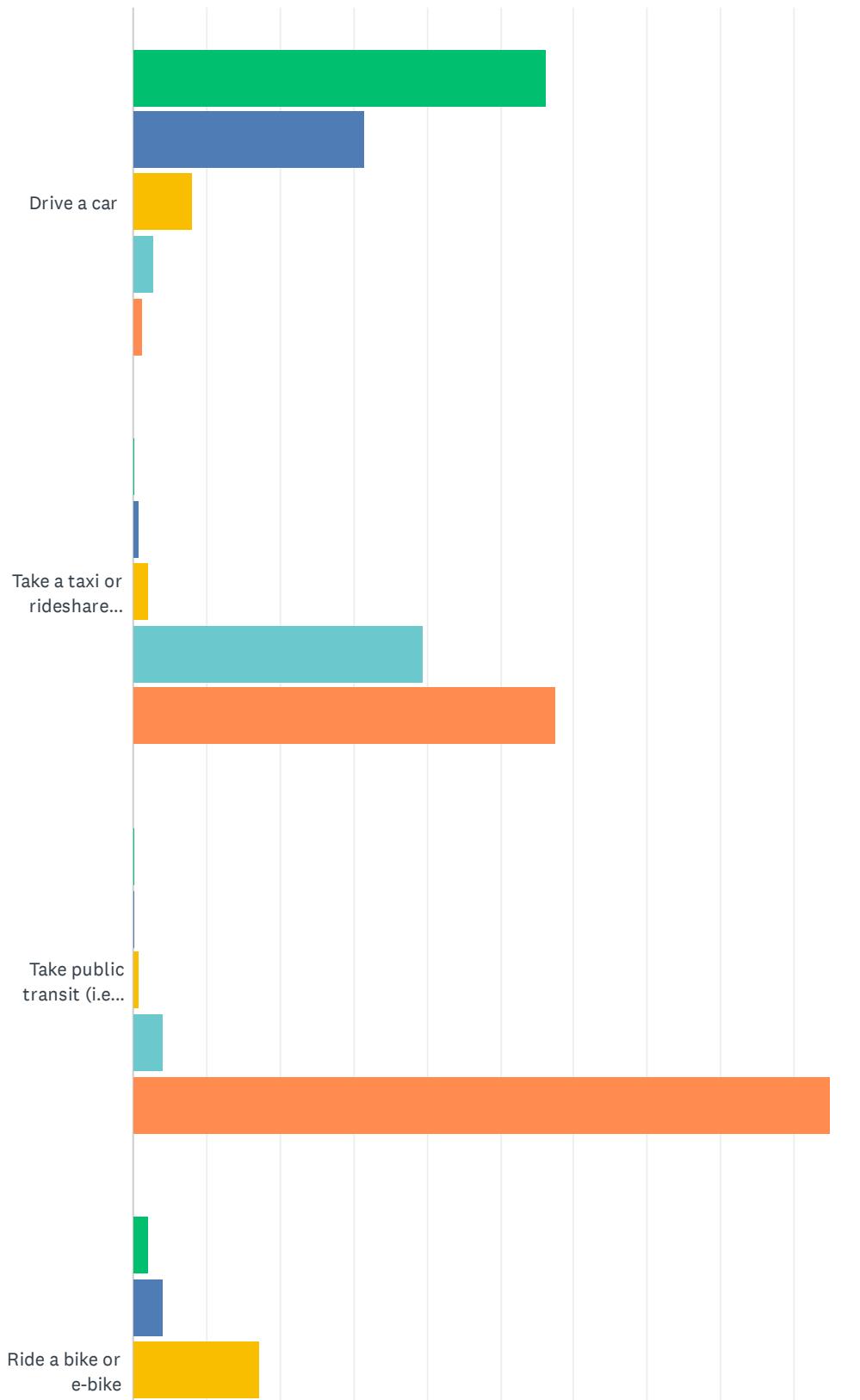
Answered: 819 Skipped: 0



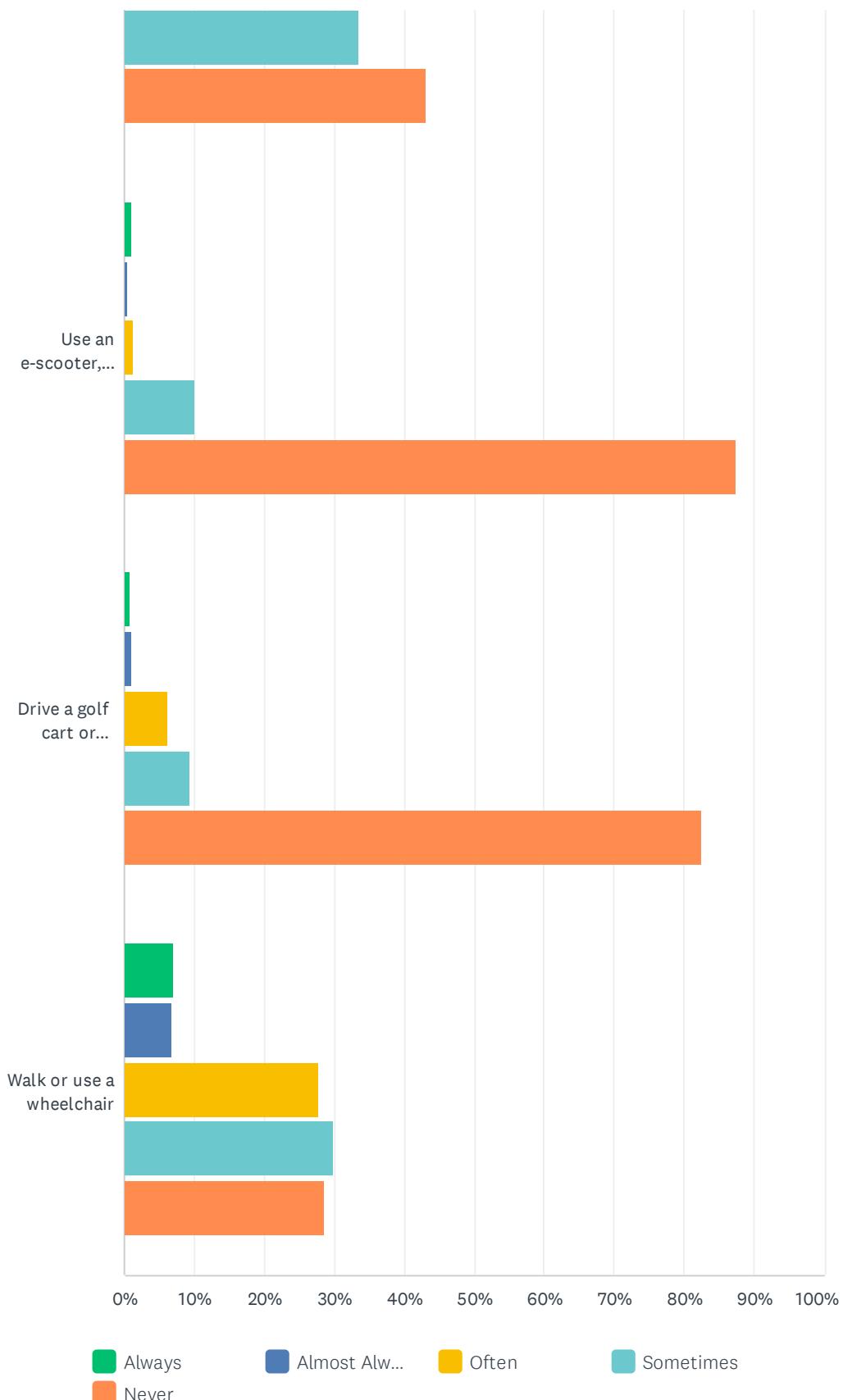
ANSWER CHOICES	RESPONSES	
Every day (or every weekday)	65.57%	537
A few times a week	25.40%	208
Once a week	2.81%	23
A few times a month	4.76%	39
Once a month	0.37%	3
A few times a year	1.10%	9
I never travel along Ocean View Avenue	0.00%	0
TOTAL		819

Q3 When traveling along Ocean View Avenue, how often do you travel in the following different ways?

Answered: 819 Skipped: 0



Ocean View Ave Comprehensive Transportation Study

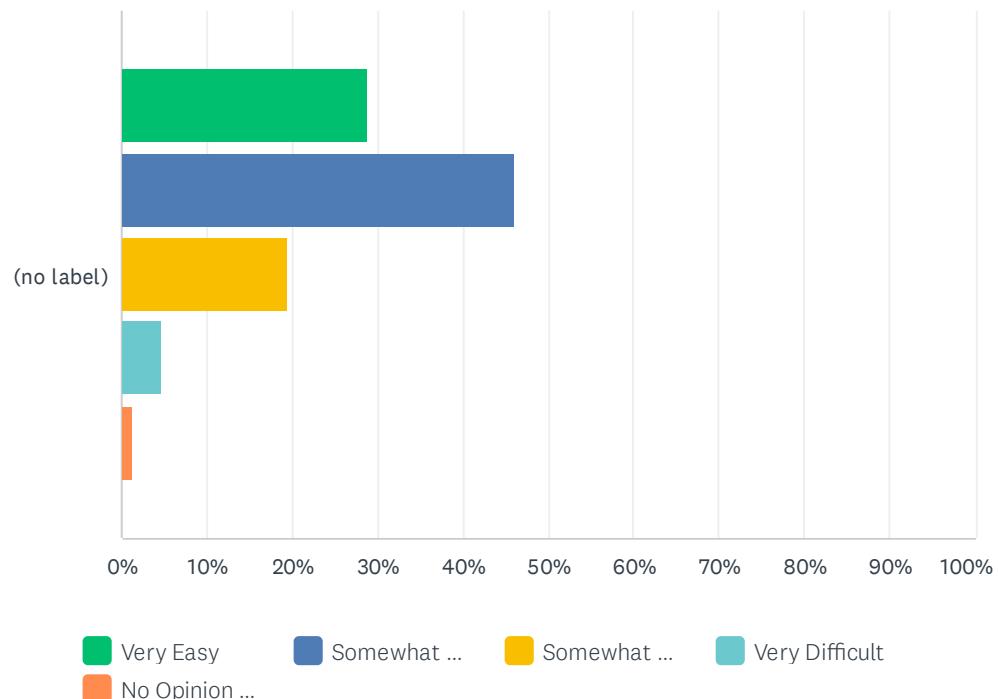


Ocean View Ave Comprehensive Transportation Study

	ALWAYS	ALMOST ALWAYS	OFTEN	SOMETIMES	NEVER	TOTAL
Drive a car	56.30% 456	31.60% 256	8.02% 65	2.84% 23	1.23% 10	810
Take a taxi or rideshare service (e.g., Uber, Lyft)	0.16% 1	0.80% 5	2.09% 13	39.49% 246	57.46% 358	623
Take public transit (i.e., bus)	0.16% 1	0.16% 1	0.82% 5	4.08% 25	94.78% 581	613
Ride a bike or e-bike	2.06% 14	4.12% 28	17.23% 117	33.58% 228	43.00% 292	679
Use an e-scooter, e-skateboard, or similar electronic personal device	0.96% 6	0.48% 3	1.28% 8	9.94% 62	87.34% 545	624
Drive a golf cart or neighborhood electric vehicle	0.94% 6	1.10% 7	6.14% 39	9.29% 59	82.52% 524	635
Walk or use a wheelchair	7.02% 50	6.74% 48	27.67% 197	29.92% 213	28.65% 204	712

Q4 On a typical day, how easy is it for you to drive a car along Ocean View Avenue?

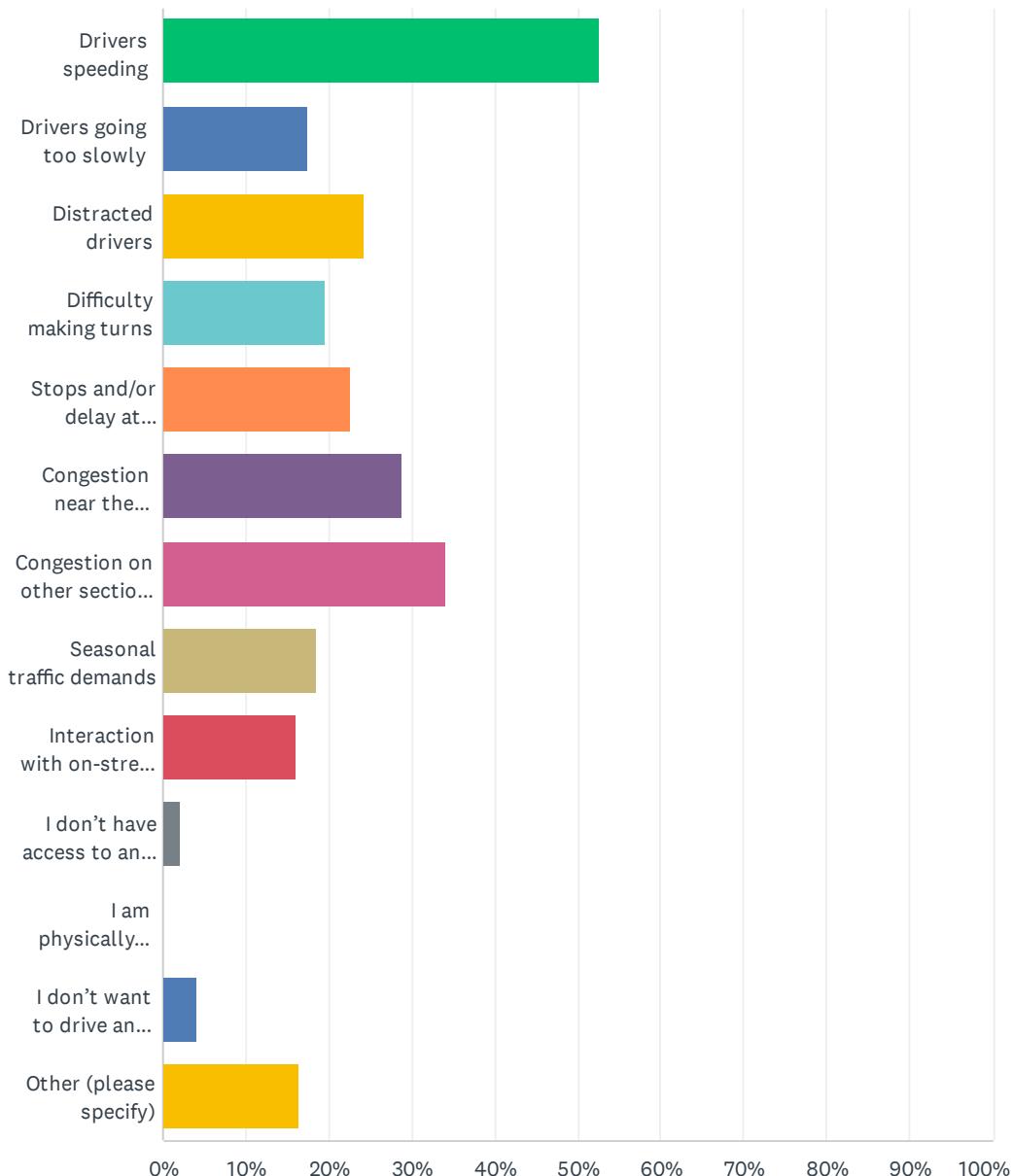
Answered: 818 Skipped: 1



	VERY EASY	SOMEWHAT EASY	SOMEWHAT DIFFICULT	VERY DIFFICULT	NO OPINION / I HAVEN'T DONE THIS	TOTAL	WEIGHTED AVERAGE
(no label)	28.73% 235	45.97% 376	19.44% 159	4.65% 38	1.22% 10	818	2.04

Q5 If you do not DRIVE an automobile along Ocean View Avenue, or you find it difficult, what are TWO reasons why? (Choose the best two.)

Answered: 194 Skipped: 625

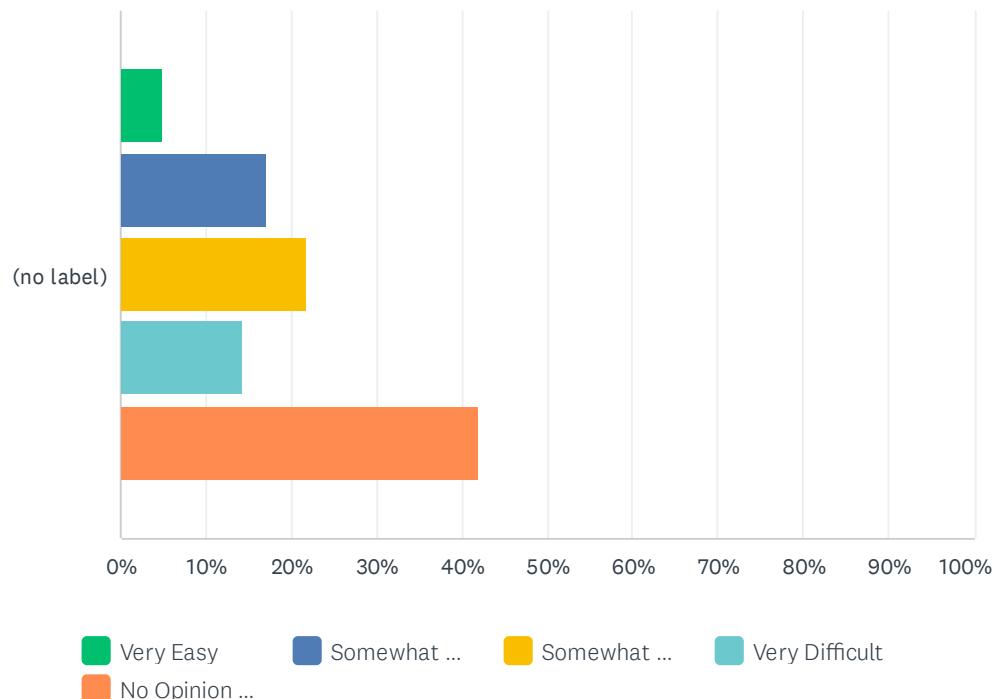


Ocean View Ave Comprehensive Transportation Study

ANSWER CHOICES	RESPONSES
Drivers speeding	52.58% 102
Drivers going too slowly	17.53% 34
Distracted drivers	24.23% 47
Difficulty making turns	19.59% 38
Stops and/or delay at traffic signals	22.68% 44
Congestion near the Hampton Roads Bridge Tunnel	28.87% 56
Congestion on other sections of Ocean View Avenue	34.02% 66
Seasonal traffic demands	18.56% 36
Interaction with on-street parking or other road users	15.98% 31
I don't have access to an automobile	2.06% 4
I am physically unable to drive an automobile	0.00% 0
I don't want to drive an automobile	4.12% 8
Other (please specify)	16.49% 32
Total Respondents: 194	

Q6 On a typical day, how easy is it for you to ride a bike or e-bike along Ocean View Avenue?

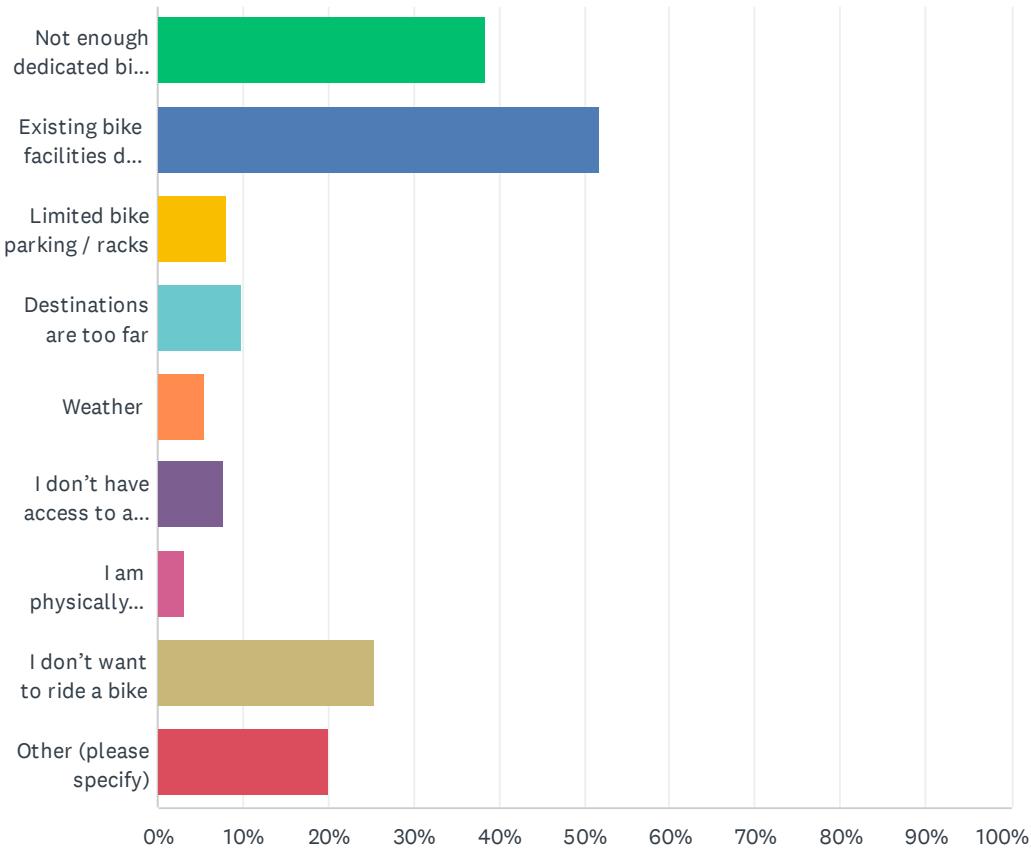
Answered: 816 Skipped: 3



	VERY EASY	SOMEWHAT EASY	SOMEWHAT DIFFICULT	VERY DIFFICULT	NO OPINION / I HAVEN'T DONE THIS	TOTAL	WEIGHTED AVERAGE
(no label)	4.90% 40	17.03% 139	21.69% 177	14.34% 117	42.03% 343	816	3.72

Q7 If you do not BIKE along Ocean View Avenue, or you find it difficult, what are TWO reasons why? (Choose the best two.)

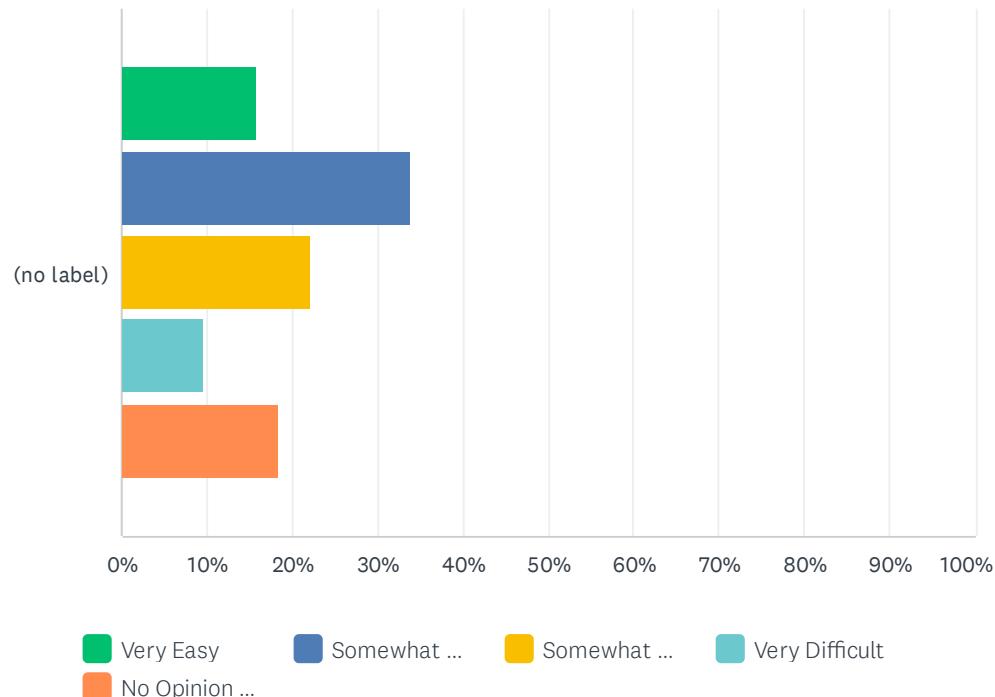
Answered: 606 Skipped: 213



ANSWER CHOICES	RESPONSES	
Not enough dedicated bike facilities (e.g., bike lanes, shared paths)	38.28%	232
Existing bike facilities do not feel safe or comfortable	51.82%	314
Limited bike parking / racks	8.09%	49
Destinations are too far	9.74%	59
Weather	5.45%	33
I don't have access to a bike	7.59%	46
I am physically unable to ride a bike	3.14%	19
I don't want to ride a bike	25.41%	154
Other (please specify)	19.97%	121
Total Respondents: 606		

Q8 On a typical day, how easy is it for you to walk or use a wheelchair along Ocean View Avenue?

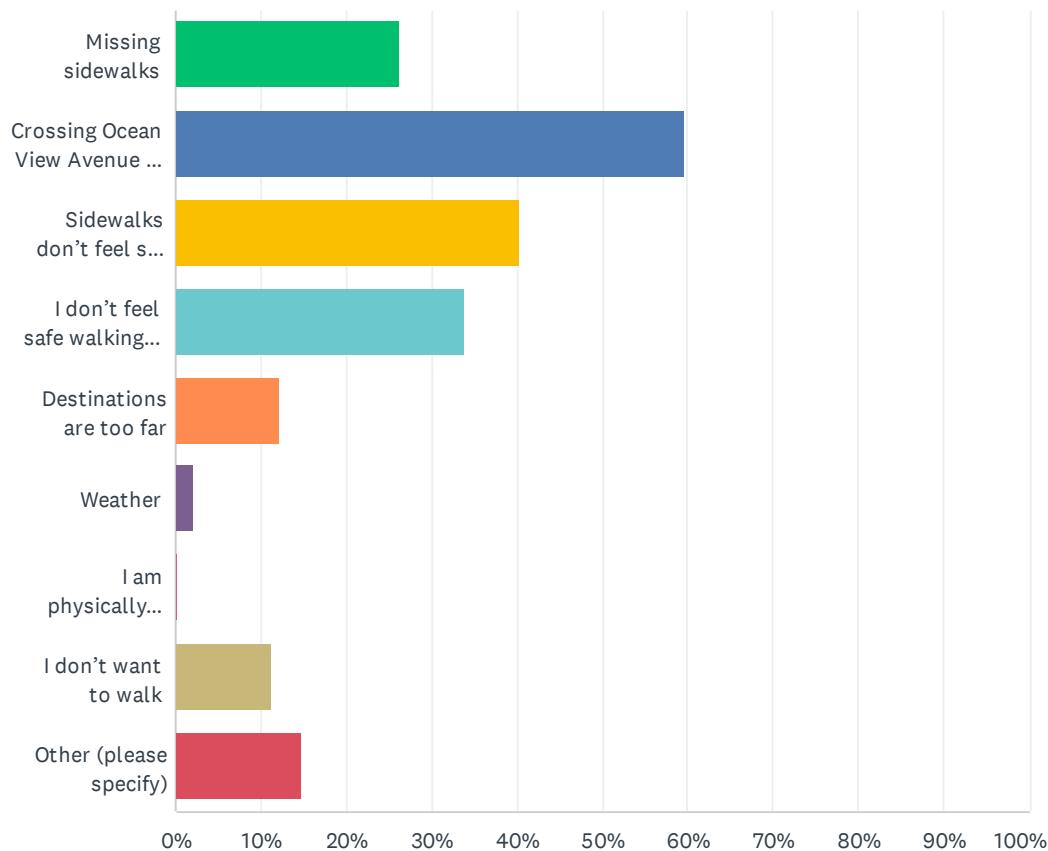
Answered: 813 Skipped: 6



	VERY EASY	SOMEWHAT EASY	SOMEWHAT DIFFICULT	VERY DIFFICULT	NO OPINION / I HAVEN'T DONE THIS	TOTAL	WEIGHTED AVERAGE
(no label)	15.87% 129	33.95% 276	22.26% 181	9.59% 78	18.33% 149	813	2.81

Q9 If you do not WALK or use a WHEELCHAIR along Ocean View Avenue, or you find it difficult, what are TWO reasons why? (Choose the best two.)

Answered: 365 Skipped: 454

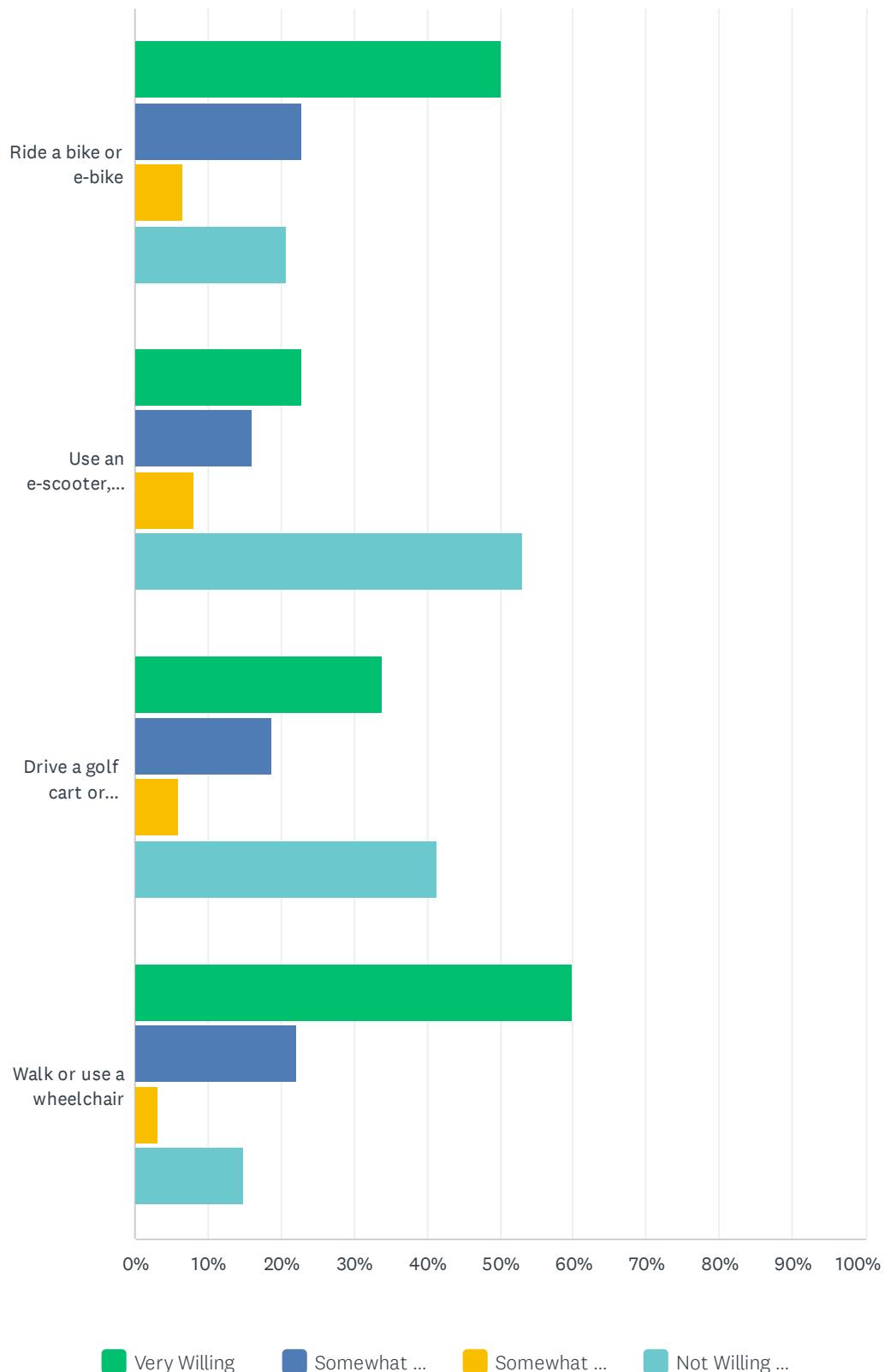


ANSWER CHOICES	RESPONSES	
Missing sidewalks	26.30%	96
Crossing Ocean View Avenue is too difficult or feels unsafe	59.73%	218
Sidewalks don't feel safe (e.g., too close to the road, too many bicyclists on sidewalks, too many obstacles)	40.27%	147
I don't feel safe walking (e.g., poor lighting, crime/behavior)	33.97%	124
Destinations are too far	12.05%	44
Weather	2.19%	8
I am physically unable to walk	0.27%	1
I don't want to walk	11.23%	41
Other (please specify)	14.79%	54
Total Respondents: 365		

Q10 If there were adequate facilities (e.g., sidewalks, shared use paths, bike lanes and/or golf cart lanes), how willing would you be to travel along Ocean View Avenue in the following different ways?

Answered: 792 Skipped: 27

Ocean View Ave Comprehensive Transportation Study



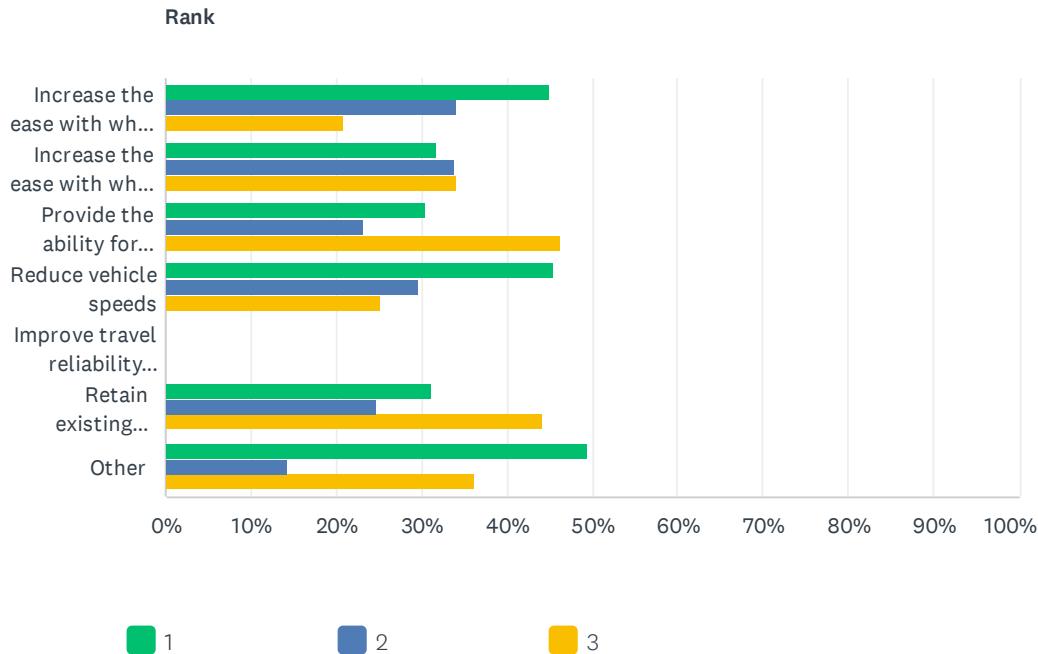
Very Willing Somewhat Willing Somewhat Unwilling Not Willing

Ocean View Ave Comprehensive Transportation Study

	VERY WILLING	SOMEWHAT WILLING	SOMEWHAT UNWILLING	NOT WILLING AT ALL	TOTAL
Ride a bike or e-bike	50.06% 390	22.72% 177	6.55% 51	20.67% 161	779
Use an e-scooter, e-skateboard, or similar electronic personal device	22.74% 166	16.03% 117	8.08% 59	53.15% 388	730
Drive a golf cart or neighborhood electric vehicle	33.99% 258	18.71% 142	5.93% 45	41.37% 314	759
Walk or use a wheelchair	59.82% 457	22.12% 169	3.14% 24	14.92% 114	764

Q11 With the City of Norfolk's Vision Zero initiative, safety for all road users is paramount. Please rank UP TO THREE additional priorities for transportation and mobility improvements in the Ocean View Avenue corridor based on their level of importance to you.

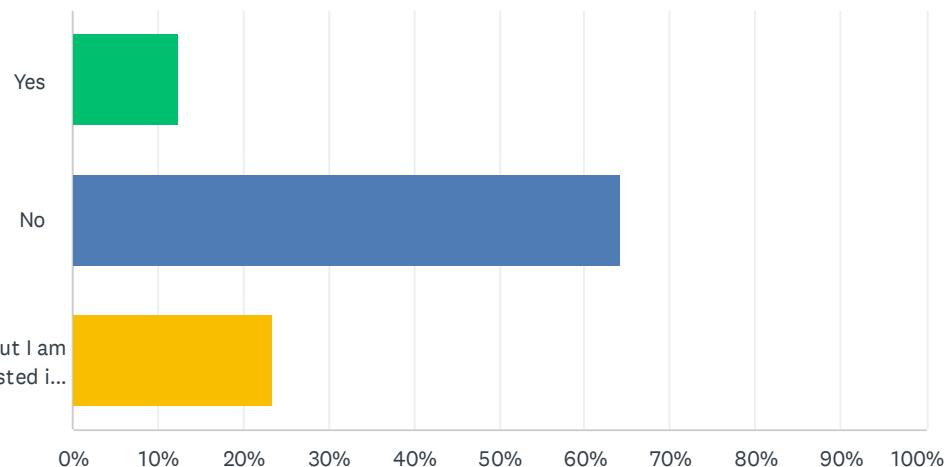
Answered: 792 Skipped: 27



Rank	1	2	3	TOTAL
Increase the ease with which pedestrians can travel along and/or across Ocean View Avenue	44.93% 301	34.18% 229	20.90% 140	670
Increase the ease with which bicycles and e-scooters can travel along and/or across Ocean View Avenue	31.81% 146	33.99% 156	34.20% 157	459
Provide the ability for golf carts and/or neighborhood electric vehicles to travel along and/or across Ocean View Avenue	30.57% 96	23.25% 73	46.18% 145	314
Reduce vehicle speeds	45.32% 208	29.63% 136	25.05% 115	459
Improve travel reliability along Ocean View Avenue for vehicular traffic	0.00% 0	0.00% 0	0.00% 0	0
Retain existing on-street parking on Ocean View Avenue	31.11% 84	24.81% 67	44.07% 119	270
Other	49.45% 90	14.29% 26	36.26% 66	182

Q12 Do you own a golf cart or neighborhood electric vehicle (NEV)?

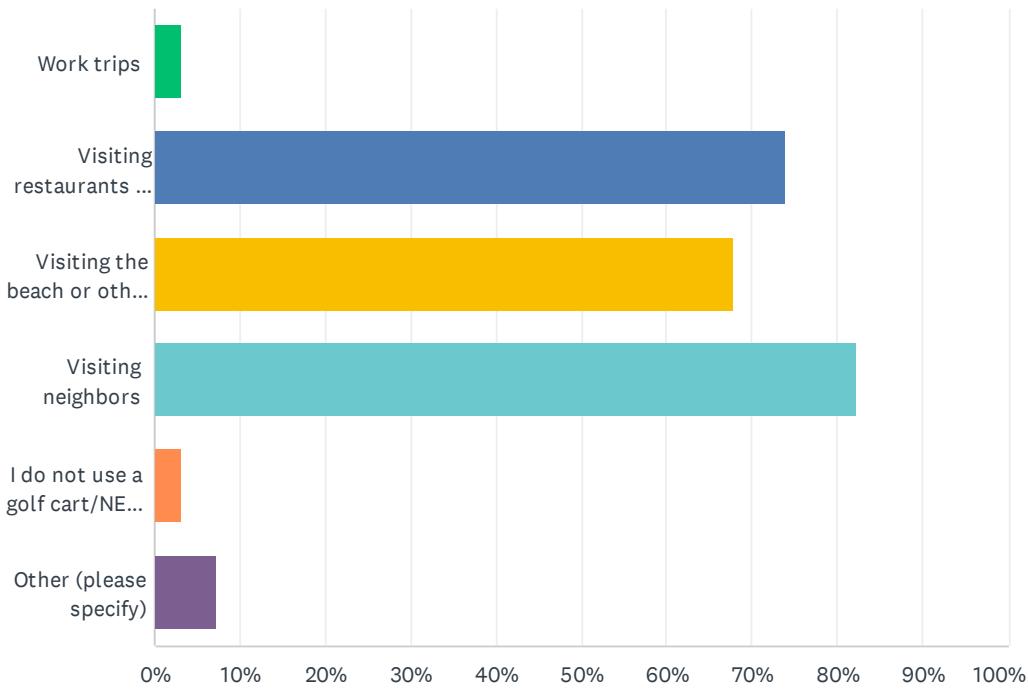
Answered: 792 Skipped: 27



ANSWER CHOICES	RESPONSES	
Yes	12.37%	98
No	64.27%	509
No, but I am interested in using a golf cart/NEV for personal transportation	23.36%	185
TOTAL		792

Q13 Which of the following types of trips do you make using your golf cart/NEV? (Check all that apply.)

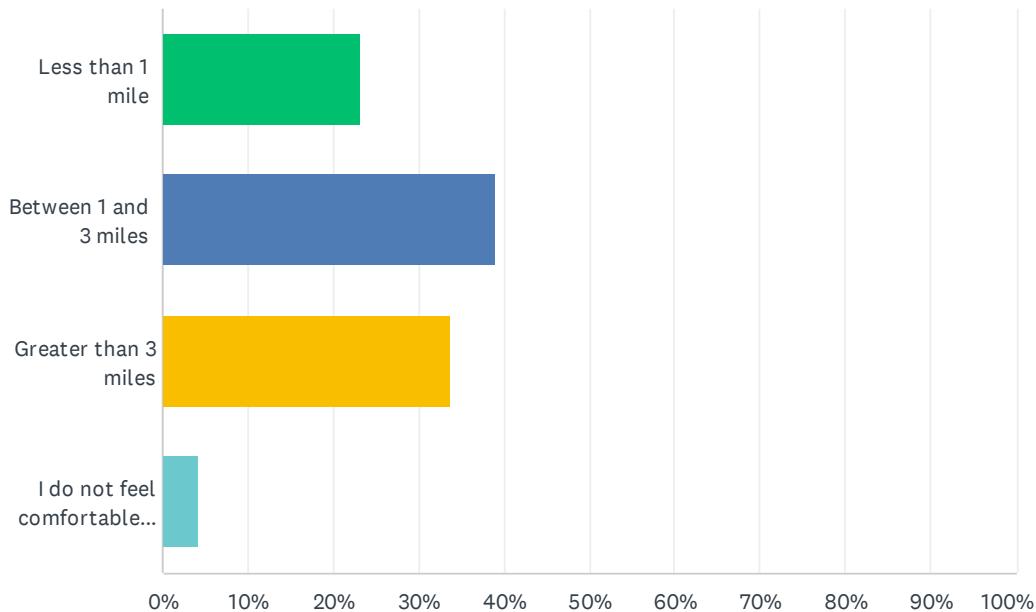
Answered: 96 Skipped: 723



ANSWER CHOICES	RESPONSES	
Work trips	3.13%	3
Visiting restaurants and shops or running errands	73.96%	71
Visiting the beach or other recreation areas	67.71%	65
Visiting neighbors	82.29%	79
I do not use a golf cart/NEV for personal transportation (i.e., trips outside the golf course)	3.13%	3
Other (please specify)	7.29%	7
Total Respondents: 96		

Q14 How far (in miles) would you feel comfortable traveling and/or currently travel via golf cart/NEV from your home?

Answered: 95 Skipped: 724



ANSWER CHOICES	RESPONSES	
Less than 1 mile	23.16%	22
Between 1 and 3 miles	38.95%	37
Greater than 3 miles	33.68%	32
I do not feel comfortable traveling any distance via golf cart/NEV	4.21%	4
TOTAL		95

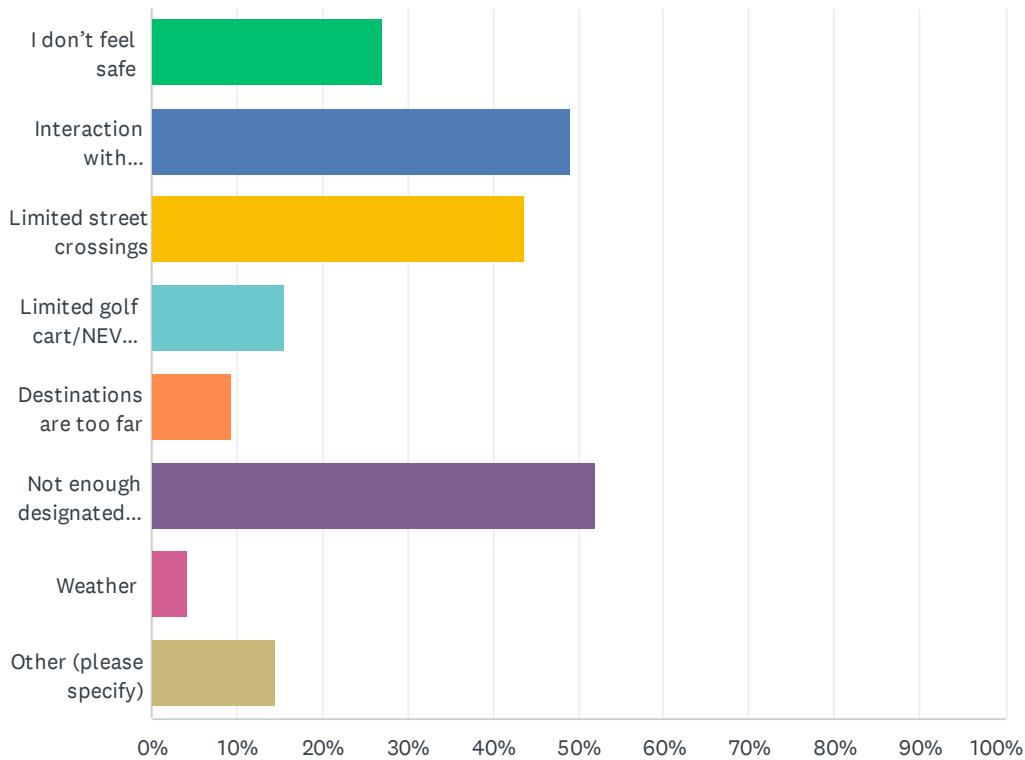
Q15 If you use your golf cart/NEV for personal transportation, please list the three public streets that you most frequently use.

Answered: 83 Skipped: 736

ANSWER CHOICES	RESPONSES	
1	100.00%	83
2	93.98%	78
3	81.93%	68

Q16 What are TWO things that prevent you from using your golf cart/NEV for personal transportation or from using it more often? (Choose the best two.)

Answered: 96 Skipped: 723



ANSWER CHOICES	RESPONSES	
I don't feel safe	27.08%	26
Interaction with automobiles or other road users	48.96%	47
Limited street crossings	43.75%	42
Limited golf cart/NEV parking	15.63%	15
Destinations are too far	9.38%	9
Not enough designated streets for golf cart/NEV operation, or designated streets don't go where I want to go	52.08%	50
Weather	4.17%	4
Other (please specify)	14.58%	14
Total Respondents: 96		

Q17 Please list any specific destinations along the Ocean View Avenue corridor where you would like to travel via golf cart/NEV but currently cannot.

Answered: 56 Skipped: 763

Q18 What do you see as opportunities for transportation and/or safety improvements in the Ocean View Avenue corridor? Please be as specific as possible with locations.

Answered: 731 Skipped: 88

Q19 What are your specific transportation and/or safety concerns in the Ocean View Avenue corridor? Please be as specific as possible with locations.

Answered: 731 Skipped: 88

Q20 Do you have any other comments or suggestions regarding transportation and/or safety in the Ocean View Avenue corridor?

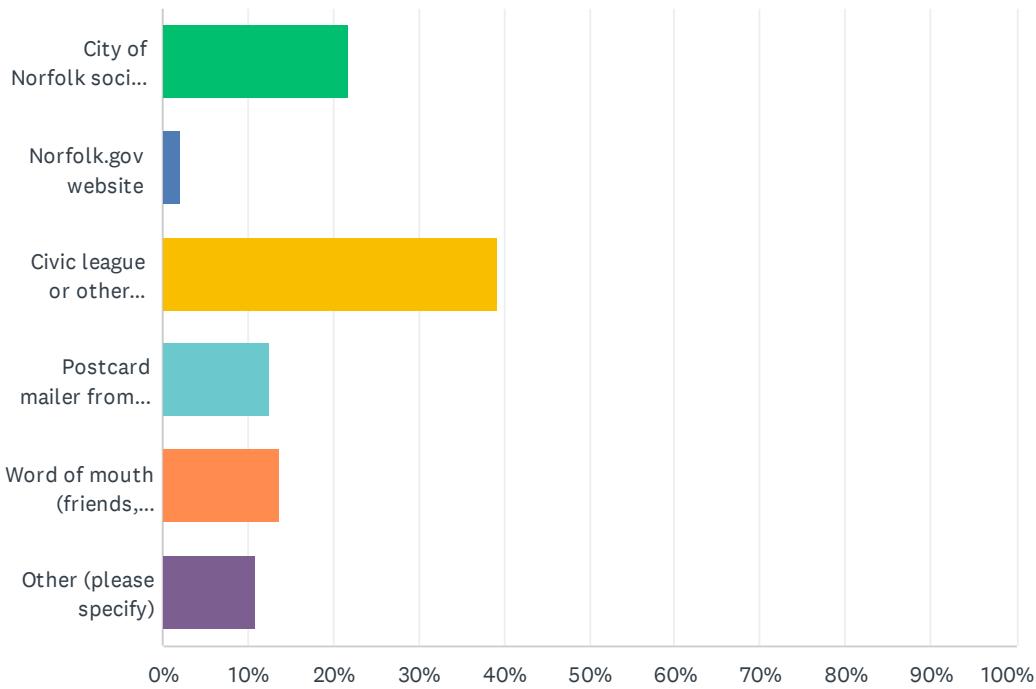
Answered: 731 Skipped: 88

Q21 What is the ZIP Code where you live?

Answered: 724 Skipped: 95

Q22 How did you hear about this survey and/or the public workshop? (Optional)

Answered: 720 Skipped: 99



ANSWER CHOICES	RESPONSES	
City of Norfolk social media posting (Facebook, Instagram, Twitter, Nextdoor, etc.)	21.81%	157
Norfolk.gov website	2.08%	15
Civic league or other community organization	39.17%	282
Postcard mailer from City of Norfolk	12.50%	90
Word of mouth (friends, neighbors, etc.)	13.61%	98
Other (please specify)	10.83%	78
TOTAL		720

Q23 If you would like to receive notices about this project and other public input opportunities, please provide your email address below. (Optional)

Answered: 401 Skipped: 418