



## MEMORANDUM

To: Anna Dewey  
City of Norfolk

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

Date: August 2, 2022

Subject: Ocean View Avenue Comprehensive Transportation Study  
Round 2 Public Engagement Summary

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### 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 second round of public engagement activities, which included the second community workshop.

### Summary of Public Engagement Activities

Based on the findings from the first round of public engagement, the project team developed preliminary conceptual alternatives for the community's consideration. These concepts focus on increasing pedestrian safety, reducing vehicle speeds, and improving travel for other road users such as cyclists—the top priorities for the corridor identified by the community. The purpose of the second round of public engagement was to gather community input and initial reactions to the preliminary conceptual alternatives.

Prior to the second community workshop and online engagement, the project team met with the project Advisory Group to present a summary of the first round of public engagement and discuss and refine the draft concepts. 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, six local civic leagues (Bayview, East Ocean View, Cottage Line, Greater Pinewell, Ocean View, 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 second community workshop and online opportunities for engagement through the following means:

- 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](http://norfolk.gov) and notification was sent to all residents who signed up for community event updates
- City Manager Updates were issued and posted on the City's website on 07/01/2022 and 07/15/2022
- Email notifications were sent to the local City Council representatives (Ward 5 and Superward 6), the Advisory Group, the Ocean View area civic leagues, and 453 subscribers to email updates on the Ocean View Avenue Comprehensive Transportation Study from the project webpage and the first round of public engagement.

### **City of Norfolk Project Webpage**

The City of Norfolk project [webpage](#) was updated to provide the latest 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 43 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**

The project [StoryMap](#) was updated to include a summary of round one public engagement and the preliminary concept alternatives and share details on how citizens can get involved in the project and provide input and feedback to the project team. Links were provided to the second public survey and project comment form. As of 08/01/2022, the StoryMap has received 1,358 views

### **Online Survey**

An online survey was available from 06/27/2022 to 07/24/2022. The survey asked respondents to rate and provide feedback on the preliminary conceptual alternatives developed for Ocean View Avenue and to identify their top locations for new pedestrian crossings and enhanced pedestrian crossing treatments. The survey received 702 total responses. A copy of the survey and responses is provided in the Appendix, and a summary of the survey responses is provided in the next section below.

### **Community Workshop #2**

The second community workshop was held in-person at the East Ocean View Community Center on 06/27/2022. There were a total of 63 attendees. The workshop began with a presentation by the project team which provided a summary of the first round of public engagement and introduced potential pedestrian crossing treatments and the preliminary conceptual alternatives. The bulk of the workshop was spent in table breakouts. Participants were split into separate tables with a project

team moderator at each table. The moderators led the participants in two breakout exercises to rate and provide feedback on the preliminary conceptual alternatives and to identify their top locations for new pedestrian crossings and enhanced pedestrian crossing treatments.

## Summary of Feedback from Community Workshop #2

As noted above, 63 individuals participated in the second community workshop on 06/27/2022. Below are some of the key takeaways from the meeting.

- Paper surveys were distributed to meeting attendees, and 41 of the attendees completed the paper survey (some of the attendees chose to complete the online survey in lieu of the paper survey). Attendees were asked to rate each alternative on a scale of 1 to 5 with 1 being unfavorable, 3 being neutral, and 5 being strongly in favor.

- The average ratings for each concept are summarized below:

Typical Section	Without On-Street Parking (~54' Pavement Width)		With On-Street Parking (~64' Pavement Width)	
Existing / No Build	Alternative 1A	<b>1.72</b>	Alternative 1B	<b>1.59</b>
Directional Bike Lanes	Alternative 2A	<b>3.83</b>	Alternative 2B	<b>3.92</b>
Two-Way Cycle Track	Alternative 3A	<b>3.18</b>	Alternative 3B	<b>3.18</b>

- As shown above, Alternatives 1A and 1B (No Build) were rated unfavorably and collectively had the lowest average ratings.
    - Alternatives 2A and 2B, with the directional bike lanes, collectively had the highest average ratings.
    - Alternatives 3A and 3B were also rated favorably, but slightly less than Alternatives 2A and 2B, indicating a preference for the directional bike lanes.
- During the table breakout exercise for pedestrian crossing locations, attendees used stickers to identify their top locations for new pedestrian crossings and enhanced pedestrian crossing treatments. The highest priority locations based on the number of stickers received were as follows:
  - 21st Bay Street (37 stickers)
  - Ocean View Beach Park (18 stickers)
  - Mason Creek Road (17 stickers)
  - 5<sup>th</sup> Bay Street (16 stickers)
  - Cape View Avenue (15 stickers)
  - Beach View Avenue (15 stickers)
  - Sturgis Street (15 stickers)
  - 4<sup>th</sup> View Street (11 stickers)
  - 1st View Street (11 stickers)
  - 17<sup>th</sup> Bay Street (10 stickers)

- Many attendees shared their feedback during the table breakouts and/or as comments on the paper survey. The following are some of the most commonly noted refinements or feedback regarding the proposed concepts (in no particular order):
  - Widen sidewalks and add more trees to provide shade and protect pedestrians
  - Repair and maintain existing sidewalks and median
  - Provide taller barriers between cyclists and motor vehicles
  - Continue lane repurposing and bike lanes around the curve to Pretty Lake Avenue
  - The two-way cycle track (Alternatives 3A and 3B) seems like it would make access to/from the residential driveways more difficult and could confuse drivers
  - Vehicles do not seem to respond to RRFB
  - Maintain existing bike lanes in East Ocean View; there is often debris or standing water

## Summary of Online Survey Results

As noted above, more than 700 individuals responded to the online survey between 06/27/2022 and 07/24/2022. An analysis of the survey results from SurveyMonkey is attached in the Appendix. Below are some of the key takeaways from the survey.

- Of the respondents who entered their zip code, 88% live in the vicinity of Ocean View Avenue (i.e., either 23503 or 23518 zip code).
- Respondents were asked to rate each alternative on a scale of 1 to 5 with 1 being unfavorable, 3 being neutral, and 5 being strongly in favor.
  - The average ratings for each concept are summarized below:

Typical Section	Without On-Street Parking (~54' Pavement Width)		With On-Street Parking (~64' Pavement Width)	
Existing / No Build	Alternative 1A	<b>2.81</b>	Alternative 1B	<b>2.73</b>
Directional Bike Lanes	Alternative 2A	<b>2.91</b>	Alternative 2B	<b>2.85</b>
Two-Way Cycle Track	Alternative 3A	<b>2.36</b>	Alternative 3B	<b>2.28</b>

- As shown above, all of the alternatives were rated relatively similarly, ranging from 2.28 (Alternative 3B) to 2.91 (Alternative 2A).
  - Alternatives 3A and 3B, with the two-way cycle track, collectively had the lowest average ratings due to having the most negative ratings and fewest positive ratings.
  - Alternatives 2A and 2B, with the directional bike lanes, collectively had the highest average ratings due to having the most positive ratings and fewest negative ratings. However, the ratings for Alternatives 1A and 1B (No Build) were only slightly lower.
- Of the 702 survey respondents, 392 used the open-ended survey question to provide comments on the preliminary conceptual alternatives.
  - 175 respondents (45% of those leaving comments) commented in favor of bike lanes. The most commonly cited reasons were the desire to improve safety for cyclists and to combat excessive speeding along Ocean View Avenue.

- 168 respondents (43% of those leaving comments) commented against bike lanes. The most commonly cited reason was concerns about traffic congestion along Ocean View Avenue with the reduction to one travel lane in each direction.
- 18 respondents (5% of those leaving comments) commented in favor of bike lanes but specifically commented against two-way bicycle tracks, citing safety concerns due to cyclist and/or driver confusion.
- 76 respondents (19% of those leaving comments) commented specifically on the need for speed enforcement and the need to combat excessive speeding.
- Some of the 392 survey respondents providing comments also proposed refinements or alternatives to the proposed concepts, including the following (in no particular order):
  - Shared bicycle lanes (i.e., “sharrow” markings)
  - Converting sidewalks to bike paths
  - Parallel bikes routes along Pleasant Avenue
  - Improved lighting along Ocean View Avenue
  - Wider sidewalks to include space for cyclists
  - Provide boardwalk or side path for biking and walking
  - Provide taller barriers between cyclists and motor vehicles
  - Omitting center turn lanes to retain four travel lanes
  - Widening Ocean View Avenue to accommodate bike lanes and retain four travel lanes
  - Removing on-street parking in favor of bike lanes
  - Providing consistent geometry and striping along Ocean View Avenue
  - Signalize all pedestrian crossings or provide flashing beacons
  - Provide speed humps/tables at pedestrian crossing locations
- Respondents were asked to list their top three locations for either a new pedestrian crossing or enhanced pedestrian treatments. The most frequently identified locations were as follows:
  - 21st Bay Street (48 mentions)
  - 1st View Street (41 mentions)
  - Cape View Avenue (38 mentions)
  - Beaumont Street (26 mentions)
  - Chesapeake Boulevard (25 mentions)
  - 11th View Street (25 mentions)
  - Sturgis Street (25 mentions)
  - Hammett Parkway (25 mentions)
  - 22nd Bay Street (23 mentions)
  - Wells Parkway (23 mentions)
  - 3rd Bay Street (22 mentions)
  - 20th Bay Street (22 mentions)
  - Norfolk Avenue (22 mentions)
  - 9th Bay Street (21 mentions)
  - 19th Bay Street (20 mentions)
  - 7th Bay Street (20 mentions)

## Summary of Comments from Online Survey

As noted, survey respondents were given the opportunity to provide open-ended comments provide feedback and suggestions on the preliminary conceptual alternatives and pedestrian crossing locations and enhanced treatments. These comments largely echoed the open-ended comments from the first round of public engagement.

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

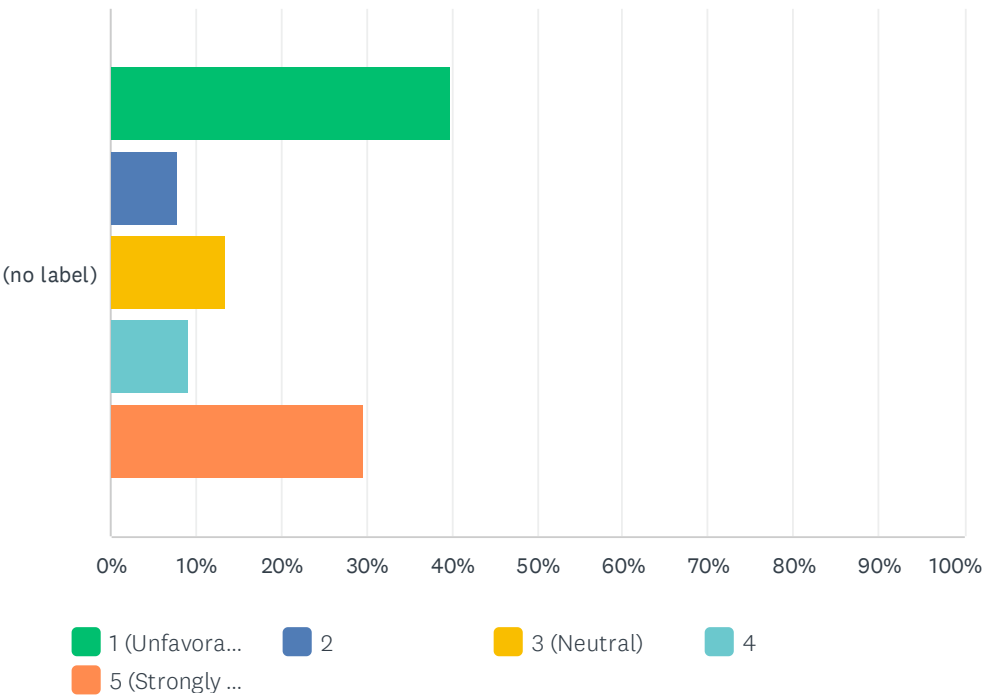
- Increased number of pedestrian crossings along Ocean View Avenue
- Increased number of pedestrian crossings specifically at beach accesses
- Implement stricter speeding enforcement via increased police presence and speed cameras
- Repair sidewalks
- Improve safety at existing crosswalks and sidewalks
- Improve maintenance of existing street infrastructure
- 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)
- Close 15<sup>th</sup> View ramp to I-64

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
- Vehicles improperly using the bike lanes or center turn lanes to pass other vehicles
- Excessive speeding and drag racing and need for speed enforcement
- Traffic impacts of increased development in area
- Unsafe conditions for biking
- Unsafe pedestrian crossings
- Perceived lack of maintenance of existing bike lanes
- Perceived traffic congestion due to lane reduction

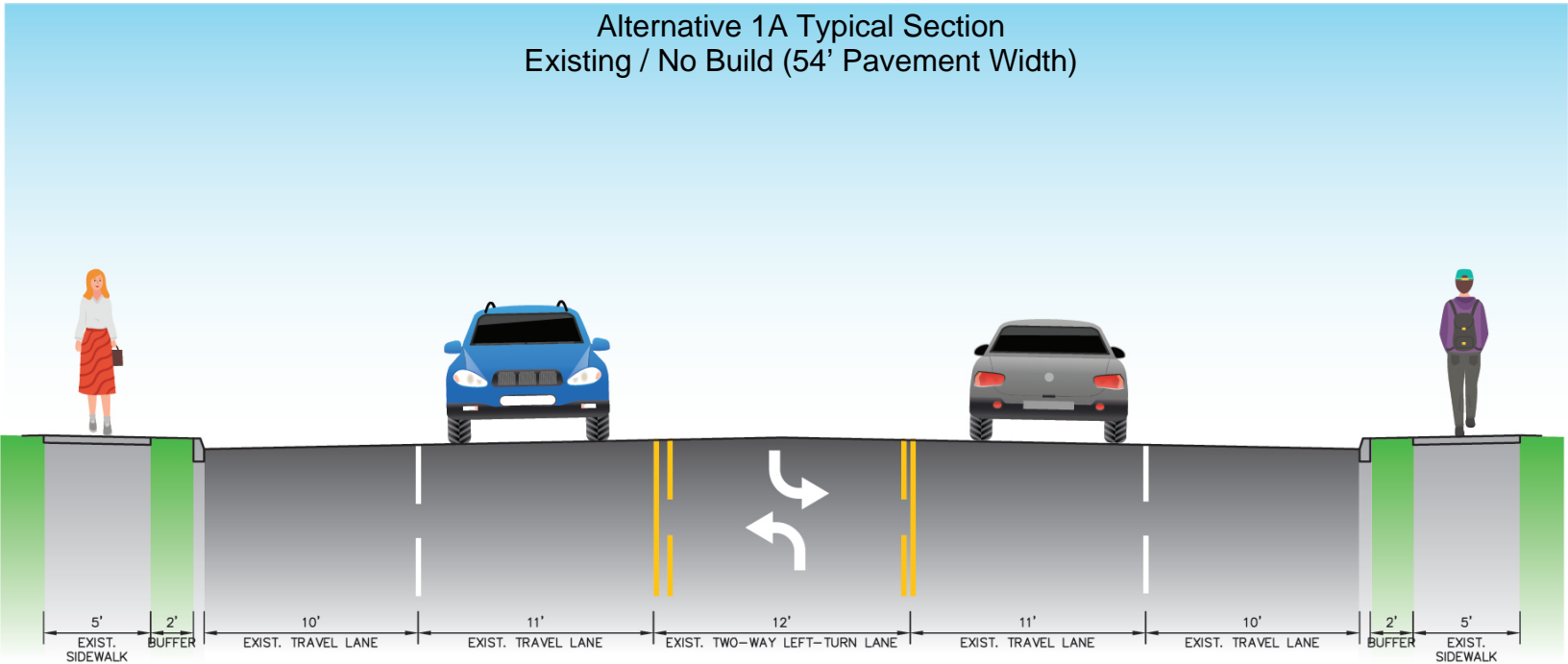
Q1 1A. Please rate this alternative on a scale of 1 to 5.

Answered: 702    Skipped: 0



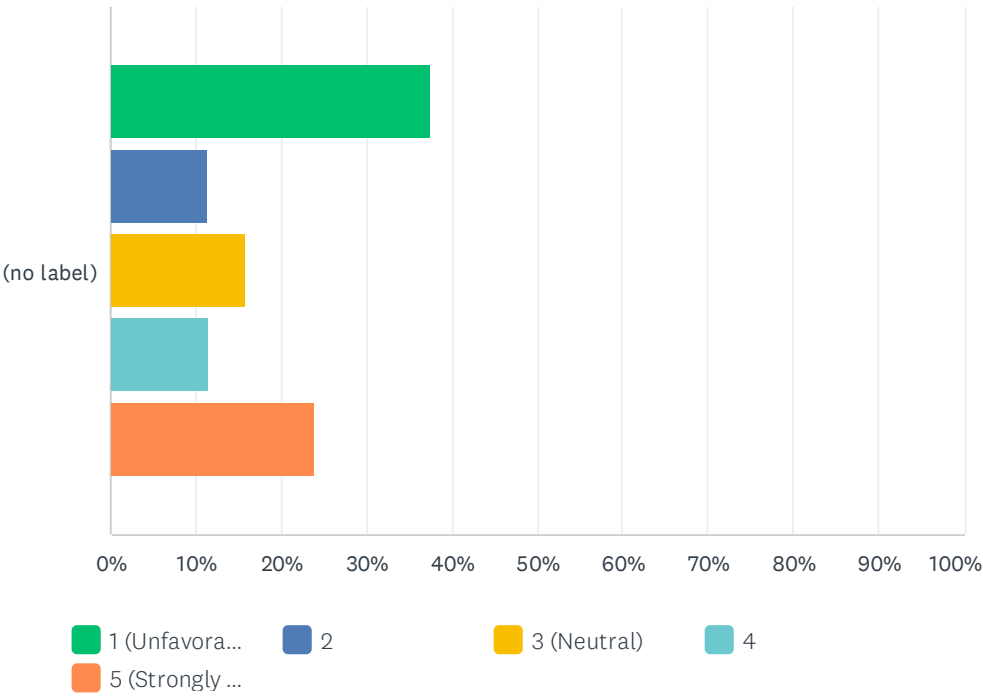
	1 (UNFAVORABLE)	2	3 (NEUTRAL)	4	5 (STRONGLY IN FAVOR)	TOTAL	WEIGHTED AVERAGE
(no label)	39.89% 280	7.83% 55	13.53% 95	9.12% 64	29.63% 208	702	1.00

Alternative 1A Typical Section  
Existing / No Build (54' Pavement Width)



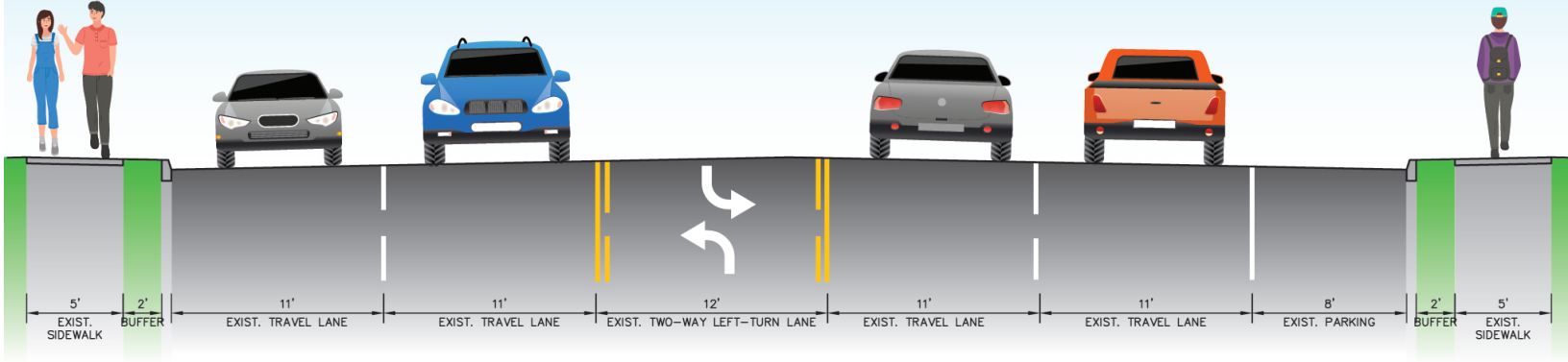
Q2 1B. Please rate this alternative on a scale of 1 to 5.

Answered: 691    Skipped: 11



	1 (UNFAVORABLE)	2	3 (NEUTRAL)	4	5 (STRONGLY IN FAVOR)	TOTAL	WEIGHTED AVERAGE
(no label)	37.48%	11.29%	15.77%	11.58%	23.88%	691	1.00
	259	78	109	80	165		

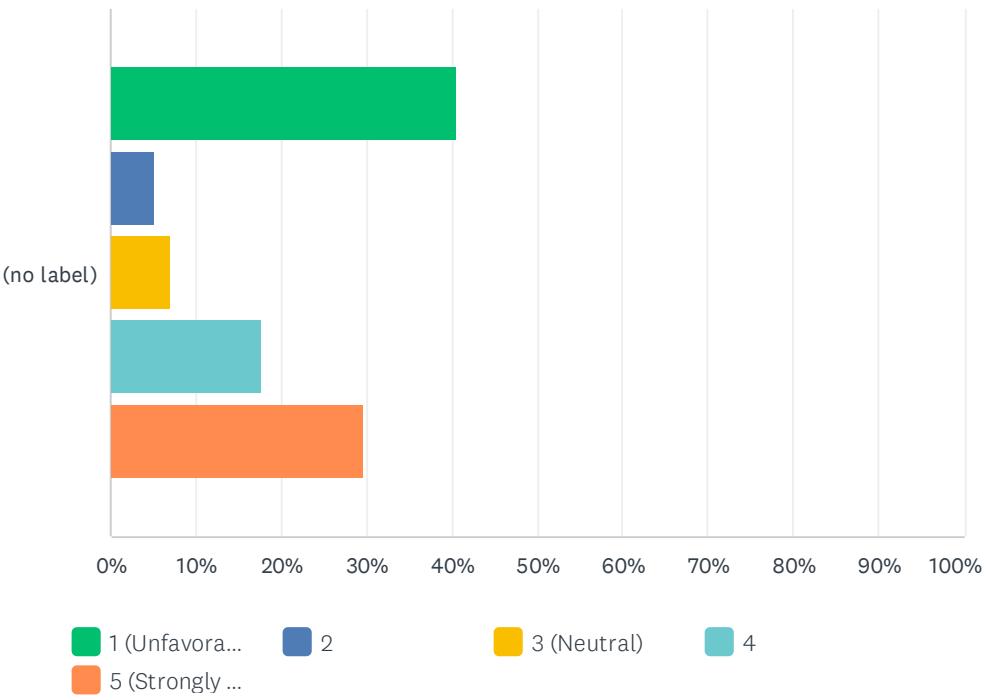
Alternative 1B Typical Section  
Existing / No Build (64' Pavement Width)





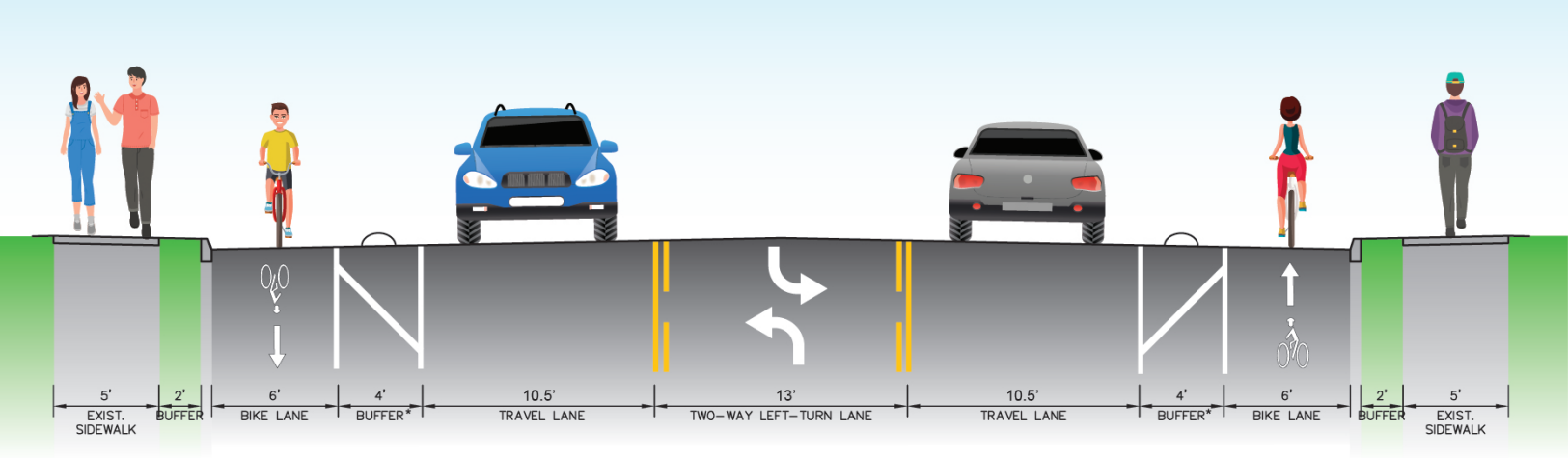
Q3 2A. Please rate this alternative on a scale of 1 to 5.

Answered: 688    Skipped: 14



	1 (UNFAVORABLE)	2	3 (NEUTRAL)	4	5 (STRONGLY IN FAVOR)	TOTAL	WEIGHTED AVERAGE
(no label)	40.41% 278	5.09% 35	7.12% 49	17.73% 122	29.65% 204	688	1.00

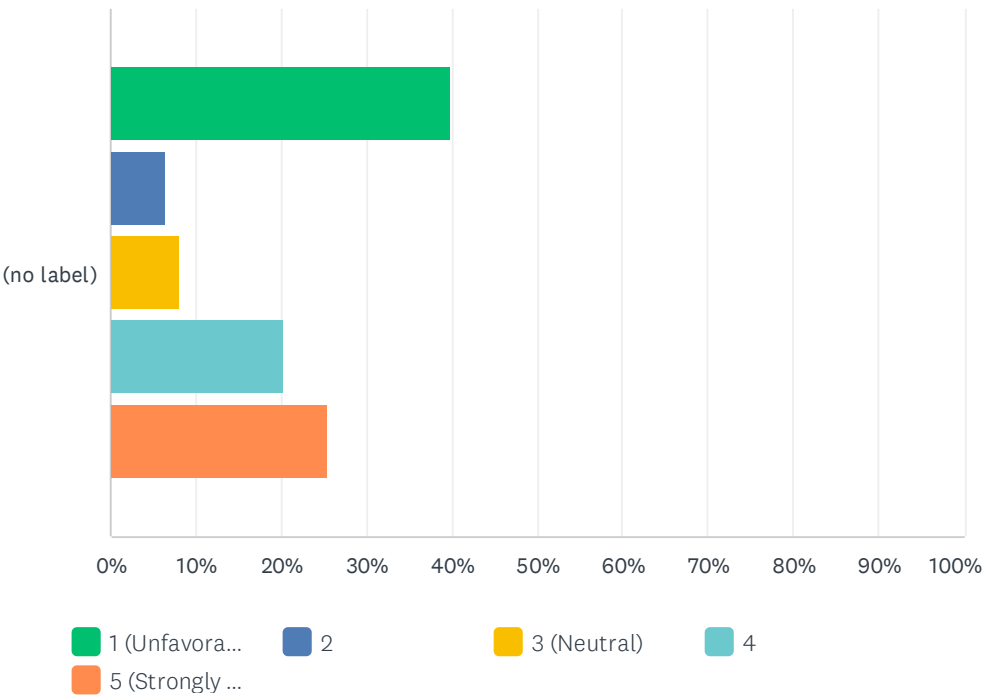
Alternative 2A Typical Section  
Directional Bike Lanes (54' Pavement Width)



\*Physical separation to be provided where feasible.

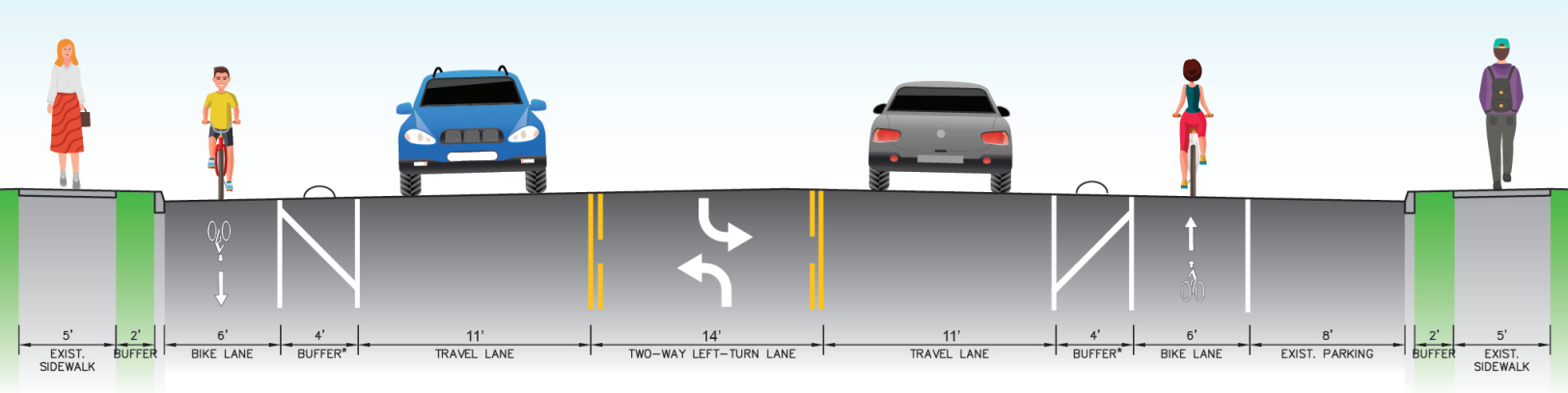
Q4 2B. Please rate this alternative on a scale of 1 to 5.

Answered: 684    Skipped: 18



	1 (UNFAVORABLE)	2	3 (NEUTRAL)	4	5 (STRONGLY IN FAVOR)	TOTAL	WEIGHTED AVERAGE
(no label)	39.77%	6.43%	8.19%	20.32%	25.29%	684	1.00
	272	44	56	139	173		

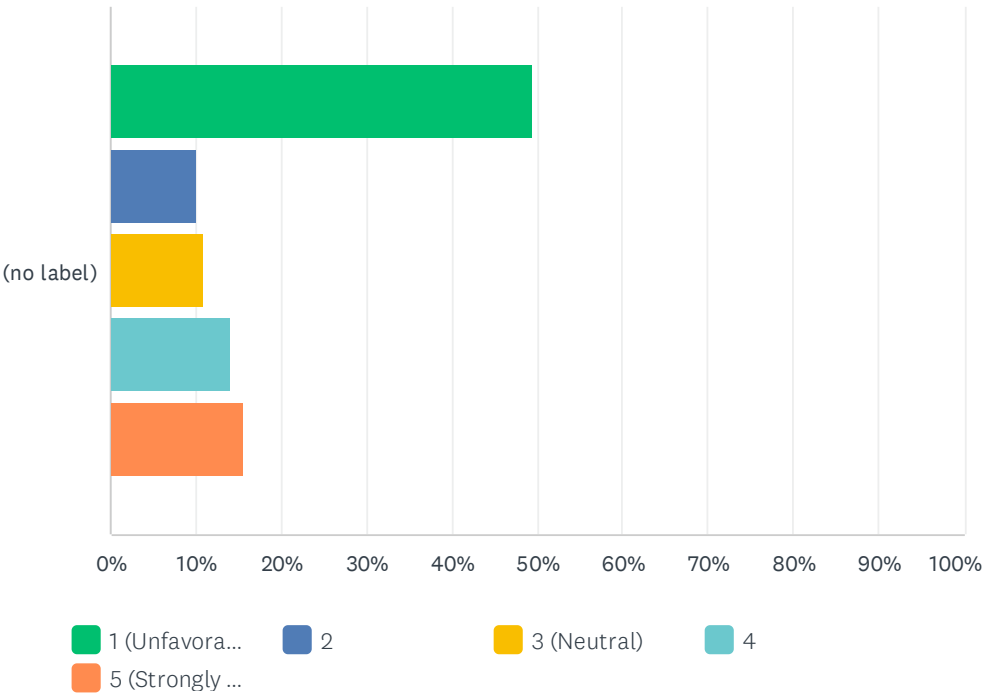
Alternative 2B Typical Section  
Directional Bike Lanes (64' Pavement Width)



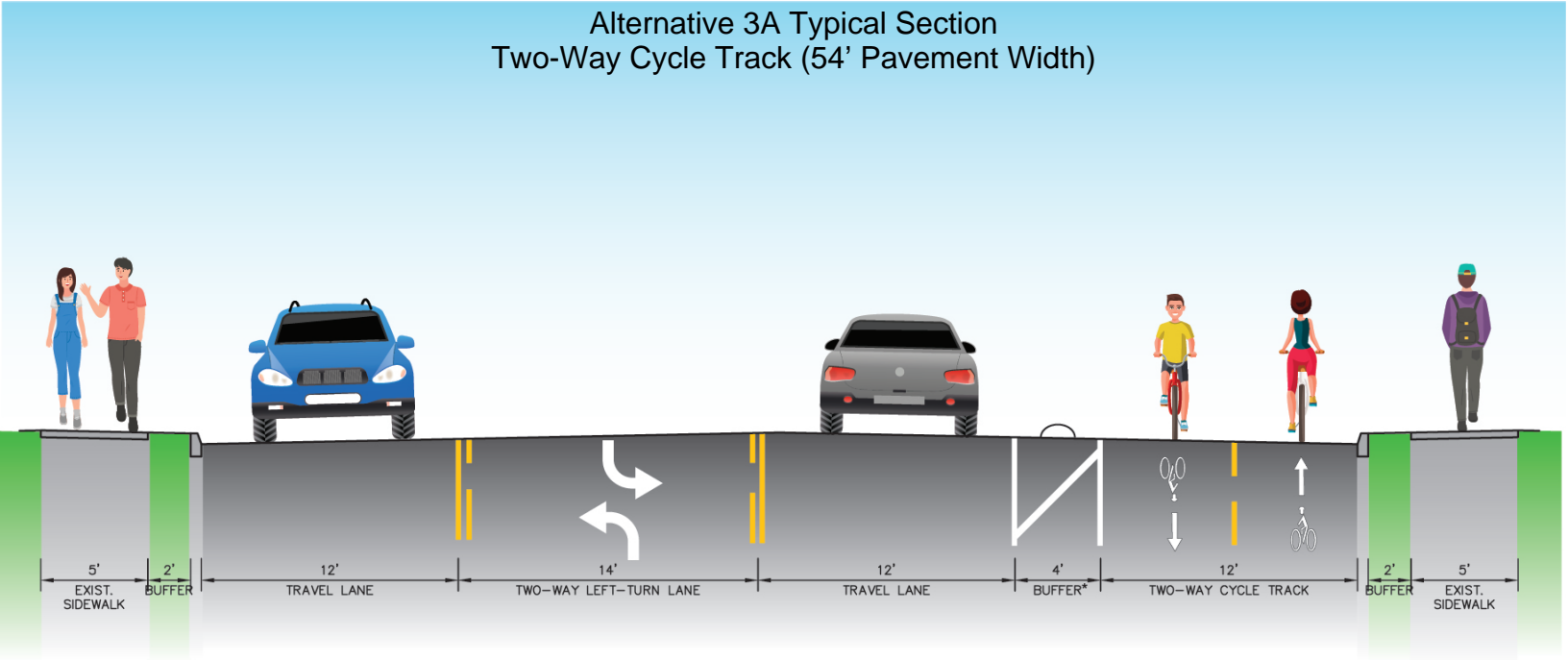
\*Physical separation to be provided where feasible.

Q5 3A. Please rate this alternative on a scale of 1 to 5.

Answered: 680    Skipped: 22



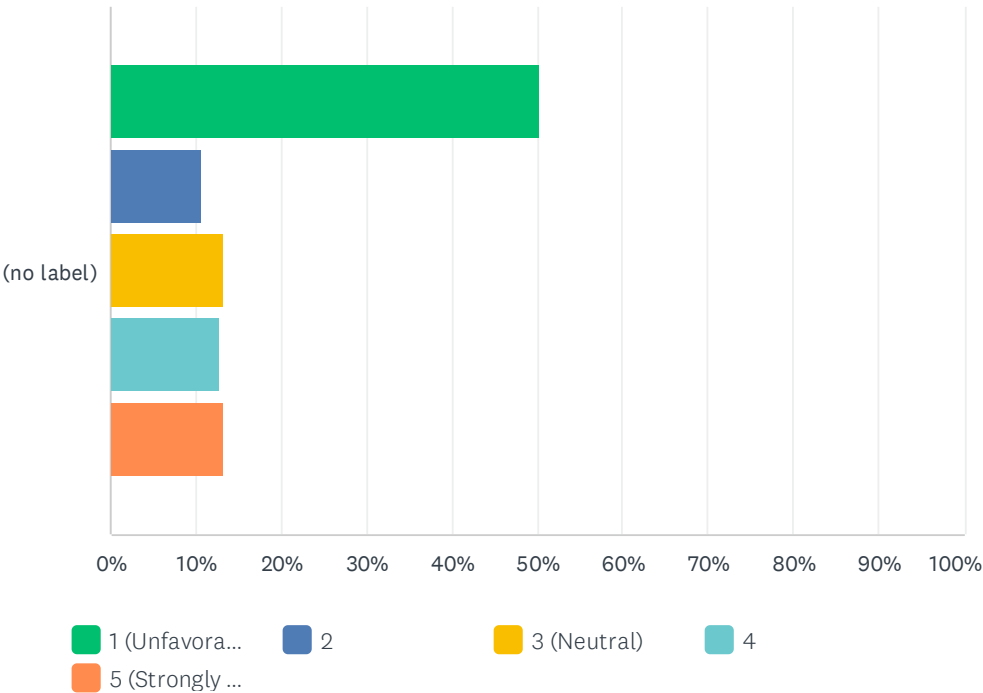
	1 (UNFAVORABLE)	2	3 (NEUTRAL)	4	5 (STRONGLY IN FAVOR)	TOTAL	WEIGHTED AVERAGE
(no label)	49.56%	10.00%	10.88%	13.97%	15.59%	680	1.00
	337	68	74	95	106		



\*Physical separation to be provided where feasible.

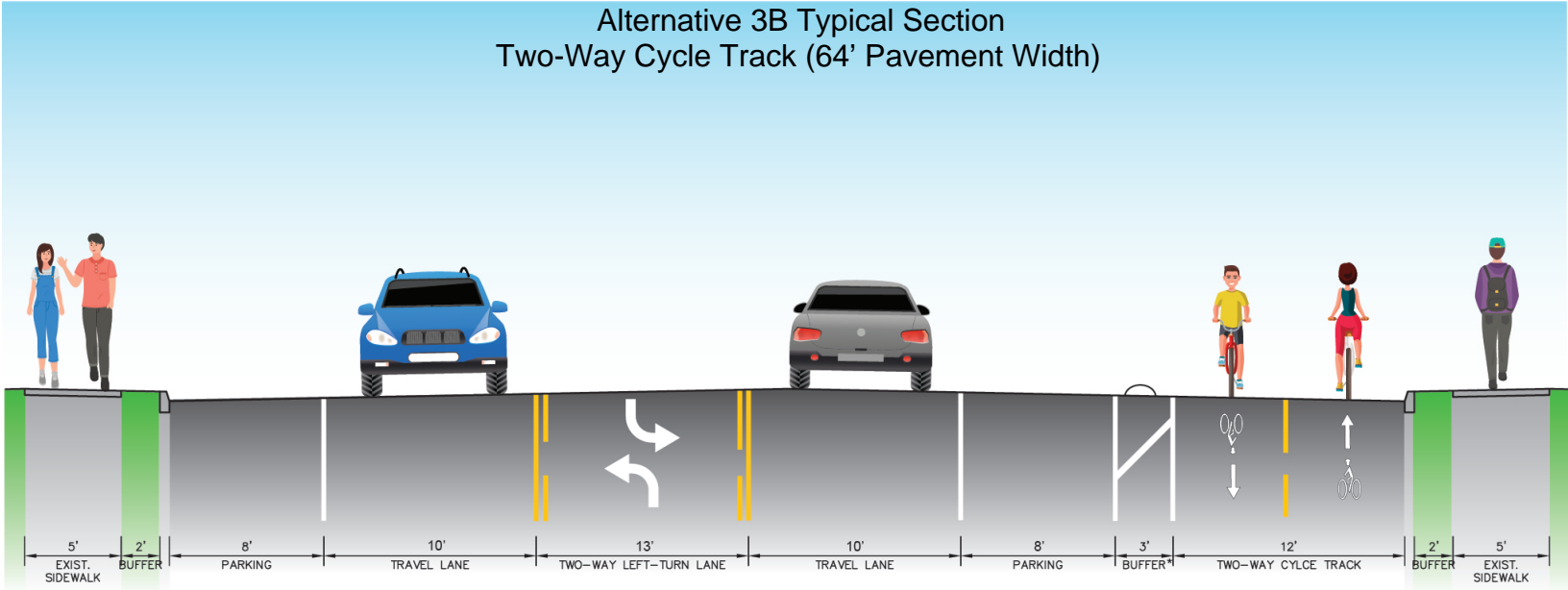
Q6 3B. Please rate this alternative on a scale of 1 to 5.

Answered: 675    Skipped: 27



	1 (UNFAVORABLE)	2	3 (NEUTRAL)	4	5 (STRONGLY IN FAVOR)	TOTAL	WEIGHTED AVERAGE
(no label)	50.22% 339	10.67% 72	13.19% 89	12.74% 86	13.19% 89	675	1.00

Alternative 3B Typical Section  
Two-Way Cycle Track (64' Pavement Width)



\*Physical separation to be provided where feasible.

Q7 4. Please provide any additional comments or feedback you may have on the preliminary conceptual alternatives. For example, what do you like or dislike about the alternatives shown?

Answered: 392   Skipped: 310

Q8 5. Please indicate your top three LOCATIONS for either a new pedestrian crossing or enhanced pedestrian treatments. Please be as specific as possible with locations (i.e., provide street name or other landmark).

Answered: 484    Skipped: 218

ANSWER CHOICES	RESPONSES	
Location 1	99.17%	480
Location 2	78.72%	381
Location 3	70.66%	342

Q9 6. Please provide any additional comments or feedback you may have regarding pedestrian crossing locations and enhanced treatments.

Answered: 203   Skipped: 499

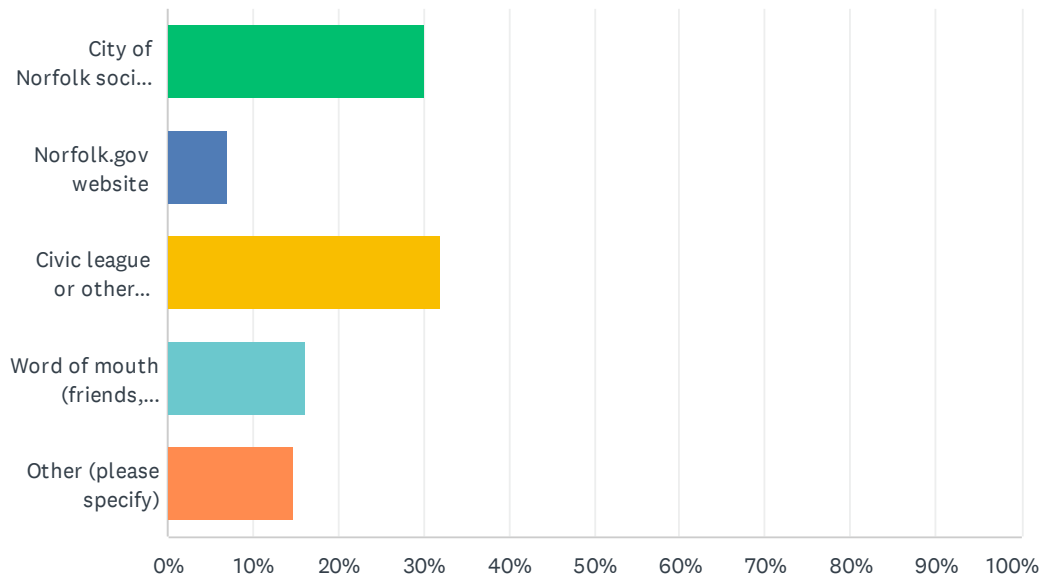
## Q10 7. What is the ZIP Code where you live?

Answered: 483   Skipped: 219



## Q11 8. How did you hear about this survey and/or the public workshop?

Answered: 482 Skipped: 220



ANSWER CHOICES	RESPONSES	
City of Norfolk social media posting (Facebook, Instagram, Twitter, Nextdoor, etc.)	30.08%	145
Norfolk.gov website	7.05%	34
Civic league or other community organization	31.95%	154
Word of mouth (friends, neighbors, etc.)	16.18%	78
Other (please specify)	14.73%	71
TOTAL		482

Q12 9. If you would like to receive notices about this project and other public input opportunities, please provide your email address below.

Answered: 256   Skipped: 446