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**Title of Document:** East Ocean View Strategic Implementation Plan

**Prepared By:** City of Norfolk

**Prepared For:** City of Norfolk

**Date of Preparation:** March 2004

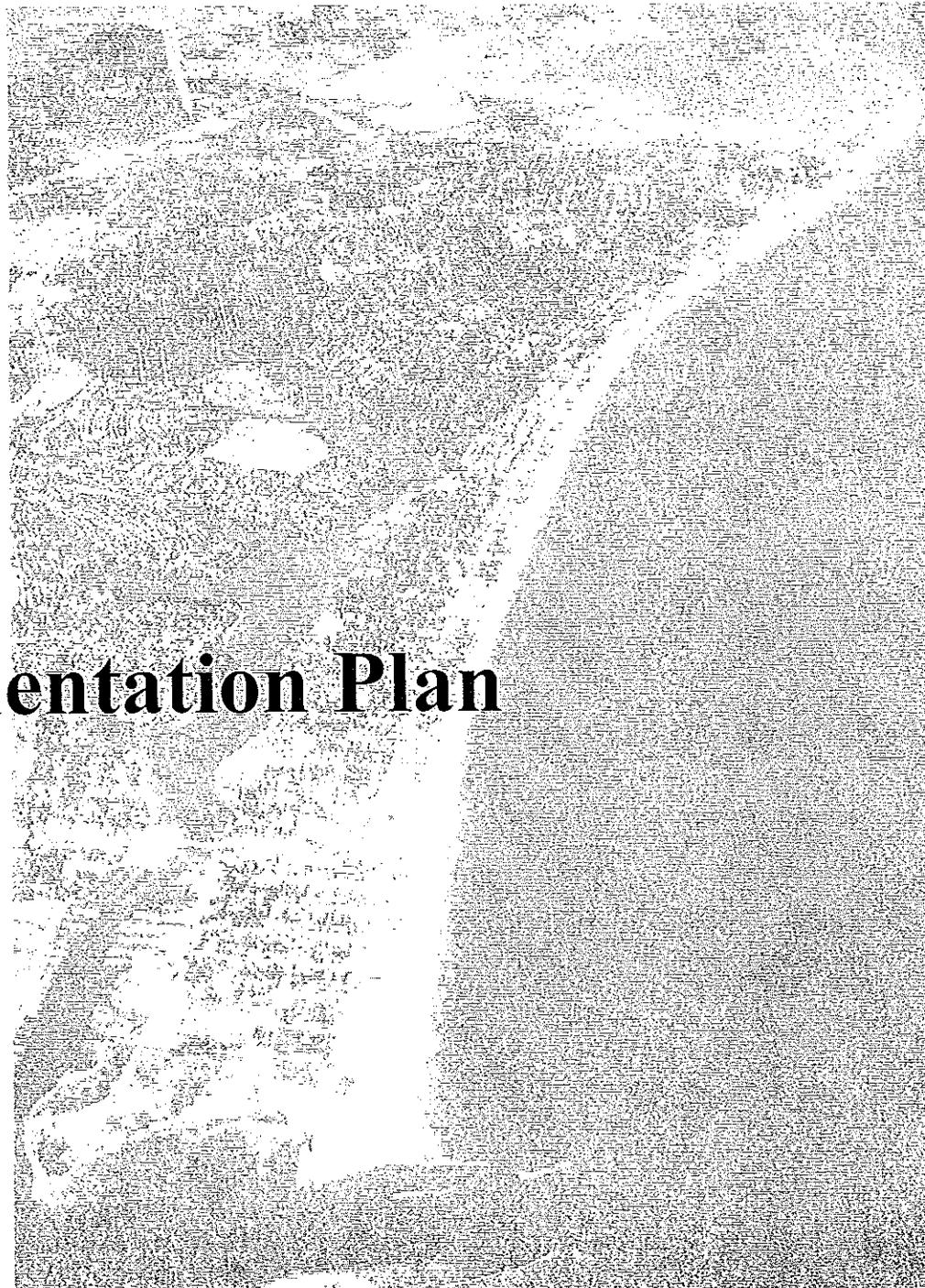
**Status (as of January 2012):** This plan was never completed. No action taken by City Council to adopt this plan.

**Civic League(s)/Organization(s) Affected:** East Ocean View, East Beach

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**Draft  
East Ocean View  
Strategic Implementation Plan**

March 15, 2004



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## Acknowledgements

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# I. Introduction

## Purpose

The purpose of the East Ocean View Strategic Implementation Plan is to develop a framework for revitalizing the East Ocean community. The plan builds upon the vision of East Ocean View as a signature waterfront residential community in the City of Norfolk. The recommendations herein have been formed from recommendations from previous studies and community guidance identifying and prioritizing strategic actions necessary to realize the vision for East Ocean View.

## Neighborhood Description

East Ocean View is primarily a waterfront residential community. The area includes low- and medium-density residential areas, as well as a few commercial strip developments and marina-related businesses. Retail businesses and motels are located at various points along Ocean View Avenue and Shore Drive (U.S. Route 60), a major collector street that runs through the center of the community. Residents have good access to open space is provided primarily along the beach along the Chesapeake Bay. Private boating facilities are

readily available at marinas in the Little Creek Inlet. There are approximately five churches in the study area. Schools serving the area are located outside of the study boundary. The designated schools are Little Creek Elementary, Azalea Garden Middle School, and Lake Taylor High School. However, there are two additional elementary schools nearby: Larrimore Elementary School and Tarralton Elementary School.

## Strategic Location

East Ocean View is a waterfront community strategically located in the northeast section of the City of Norfolk. Located along the Chesapeake Bay, and Little Creek, the dramatic natural vistas have helped transform the community into a highly desirable residential location. The area is also located close to work force centers at the Little Creek Amphibious Base and the Norfolk Naval Base.

The surrounding neighborhoods include Cottage Line, Bayview, Roosevelt Gardens Area, North Camellia Acres, Camellia Gardens, and Camellia Shores.

## History

### Brief History of Ocean View

The history of Ocean View began nearly 400 years ago when Englishman Thomas Willoughby was granted a 100-acre tract of land near the present Willoughby spit. The addition of streetcar service to Ocean View in 1879 accelerated growth and helped turn the area into a popular summer resort by the end of the century. Typical developments found at this time include a new hotel, private gentleman's clubs and family cottages, and the streetcar company set up rides and other amusements at its Ocean View station. (Source: Ocean View Station Museum).



In 1923, the City annexed 24 square miles of Norfolk County. Ocean View includes 7.5 miles of beach area along the Chesapeake Bay and includes three city beaches and a beachfront park. Presently, the entire Ocean View section of the City consists of five primary areas. These primary areas include Bayview, Cottage Line, East Ocean View, West Ocean View and

Willoughby. The area that was annexed had a family resort character. However, negative environmental and economic impacts caused the area to decline during the 1930's. In the 1940's, the area began to have a resurgence in new residents due to the presence of the military and the war. There was a major influx of transients during these war years which resulted in the conversion of numerous large old summer homes into rooming units and smaller dwellings.

The decade of the 1960's saw a year-round residential community being developed, largely for military personnel that began to settle in the area. Due to the sudden growth of the area and lack of growth management, much of Ocean View was developed without zoning controls. The Hampton Roads Bridge Tunnel was completed in 1957; it improved access to Ocean View and spurred development. In 1968, changes to the zoning ordinance created new zoning classifications that encouraged resort development. The new zoning classification allowed for the construction of continued high-density development and the construction of hotels in formerly residentially zoned areas. However, because of inadequate land use controls and small lot sizes, much of the area has had problems with development and redevelopment opportunities. In 1986, the zoning classification was changed again

reducing the allowable density and disallowing additional resort and hotel developments in order to encourage homeownership opportunities.

**Background of East Ocean View Area**

In 1959, East Ocean View was annexed from Princess Anne County. Located in the northeast corner of the City – East Ocean View is bounded by the Chesapeake Bay to the north, Little Creek on the east; Little Creek Road, the Camellia Gardens subdivision, the western arm of Little Creek, and 1<sup>st</sup> Bay Street on the south and west.

As the city grew, so did the population in Ocean View. Located near the Little Creek Amphibious Base and the Norfolk Naval Base, the population of the area was comprised of largely military personnel. Throughout the 1970's a significant amount of multi-family housing units were built adding to an already existing high level of density. There have been some adverse impacts on the neighborhood quality over the years. During the 1980's and early 1990's the majority of the area's housing stock was renter-occupied, which created significant levels of occupancy turnover. As a result of the high turnover of rental units, social conditions such as crime led to the area's decline.

**Neighborhood and Civic Organizations**

Active involvement of neighborhood residents is crucial to the survival of a community. While levels of involvement vary depending on the individual, membership in the Civic League is usually the first step. Citizens also participate in other civic associations such as the Mayor's Ocean View Task Force, and the Ward 5 Partnership.

*East Ocean View Civic League*

The East Ocean View Civic League meets on the first Thursday of every month except during the summer. The civic league provides a forum for residents and local business owners to shape the future environment where they live and work.

*Mayor's Ocean View Task Force*

The Mayor's Ocean View Task Force meets monthly to discuss public and private initiatives and give direction to city services and programs that impact the community in Ocean View.

*Ward 5 Partnership*

The Ward 5 Partnership meets quarterly to discuss factors affecting the business climate in East Ocean View.

## II. Developing the Neighborhood Plan

Recognizing the need for a coordinated city-wide housing plan, the City commissioned American Communities Partnership and Zimmerman/Volk Associates to conduct a comprehensive study of Norfolk's housing, the regional housing market and Norfolk's position in the market.

The study included recommendations to improve the housing stock and increase the competitiveness of Norfolk's neighborhoods within the region. The resulting "Strategic Improvement Plan for Norfolk's Neighborhoods," completed in 2001, incorporates the best ideas from the public and private sectors working with the community to improve our city. It includes four components: Neighborhood Standards, Home by Home, Marketing and Promotions, and Commercial Gateways.

Neighborhood Standards is the City's effort to improve individual neighborhoods or neighborhood "clusters" by identifying and prioritizing the specific needs of each community. It is citizen driven and relies heavily on residents to define standards and

identify improvement opportunities and needs through long term comprehensive neighborhood planning efforts.

The focus of the Home by Home program is to assist homeowners or homebuyers in rehabilitating houses located outside of the redevelopment and conservation areas through the provision of technical assistance and leveraging of public and private financing resources.

Marketing and promotions under the banner "Come Home to Norfolk, Now" is designed to encourage and maximize investment in Norfolk's neighborhoods and to spread the word about the breadth and quality of the city's housing, the uniqueness of the city's neighborhoods and the overall quality of life.

The Neighborhood Commercial Corridor program was created to improve Norfolk's aging commercial areas with an emphasis on streetscape, building facade improvements, and business development.

### Neighborhood Planning Initiative

As part of the Neighborhoods Standards component of Norfolk's Strategic Housing Initiative, a neighborhood planning process was initiated that builds on the strengths and

assets of the community. The East Ocean View Strategic Implementation Plan is the third plan to be completed as a part of this neighborhood planning initiative.

Norfolk's neighborhood planning process is a proactive approach to improving neighborhoods and an opportunity for all stakeholders to take an active role in planning the future of their communities. The results of the individual plans will become a permanent part of the City's planning and development process and will provide direction for all city services and programs that impact the community. The long-term goals and short-term action plans will be forwarded to City Council for approval and resources allocated through the City's Departmental budgets. Neighborhood plans produced from this process will be incorporated into the City's Comprehensive Plan.

## Planning Approach

The steps in the neighborhood planning process are outlined as follows:

- Community Orientation
- Organize Steering Committee
- Create a Clear and Realistic Vision for the Community
- Gather, Integrate, and Forecast Information about the study area
- Establish Community Goals
- Draft the Action Plan
- Review and approval by the neighborhood
- Submit Plan for review, approval and funding commitments
- Implement the Action Plan

## Community Engagement

While the Department of Planning and Community Development facilitated the East Ocean View Strategic Implementation Plan process and assisted in information gathering and technical support, the community was ultimately responsible for identifying and prioritizing specific needs.

The community was engaged on several occasions through regular Task Force and

Civic League meetings; however, it was the East Ocean View Steering Committee which served as the primary voice for the community, ensuring that all stakeholders were represented. The steering committee served as a forum for involvement and inclusion of a broad and diverse group of community stakeholders. It was representative of residents and other major stakeholders in the community including residents, civic league leadership, and local business interests.

The steering committee met with City staff four times over several months, to create a vision, and identify goals, strategies, and action items necessary to accomplish that vision. Once a draft plan was developed, a community wide meeting was held to discuss the draft plan and to begin prioritizing implementation components of the plan.

### III. Previous and Current City Initiatives

Since 1986 there have been 10 key planning initiatives that have contributed to the strategic vision for East Ocean View. (A chronological summary of the planning initiatives that have occurred over the past 18 years including key objectives and actions taken in the community are summarized in the Appendix.)

These plans emphasized such objectives as:

- Encouraging the concentration of commercial activities
- Improving the visual image of the community as seen from major streets
- Reduction in the density of existing multiple family dwellings to levels permitted by current zoning regulations
- Recognizing Shore Drive and the Shore Drive Bridge as the official gateway to East Ocean View

- Preserving and enhancing the natural environment
- Improving, maintaining and expanding upon the quality and range of recreational opportunities

In support of these plan initiatives, the City has invested significant financial resources for the East Ocean View community. From 1989 to 2000, the City has funded over \$48.4 million for acquisitions, demolitions, clearance, rehabilitation, new home construction and public infrastructure improvements in the area from both capital improvement and community development funds. Many of these activities occurred as a result of implementing the Conservation and Redevelopment Plan for the East Ocean View Conservation and Redevelopment Project, which was approved by City Council in July of 1989.

#### **A General Development Plan for Willoughby-Ocean View: Volume 4A: East Ocean View Plan and Implementation Strategy**

Approved in 1986, the General Development Plan for Willoughby-Ocean View: Volume 4A:

East Ocean View Plan and Implementation Strategy encouraged higher quality residential development, improved property maintenance and appropriate density targets. The plan also called for the concentration of commercial activities and increases in the quality and amount of recreational facilities and neighborhood-oriented open space. Improvements were requested to the upgrade the image of the community as seen from major streets, vehicular circulation and community access and the condition of streets, curbs, gutters and sidewalks in the community. (Note: Only Volume 4A was recommended for adoption. The accompanying plan, A General Development Plan for Willoughby-Ocean View, Volume 4B: East Ocean View Technical Supplement was not approved.)

#### **East Ocean View Zoning Proposal**

During the same year, changes to improve neighborhood conditions and minimize the creation of non-conformities were proposed to the existing zoning ordinance in order to support the 1986 General Development Plans.

### **An Evaluation of Development and Redevelopment Opportunities in the Willoughby-Ocean View Area of Norfolk, Virginia, Urban Land Institute**

During the following year, architects, planners and other volunteers from the nationally renowned Urban Land Institute visited the City of Norfolk and established an analysis and implementation strategy that was expected to help the Ocean View area achieve its full potential. Establishing guidelines for the resulting strategy, the author's of the 1987 plan were charged with:

- Enhancing the economic, environmental, and aesthetic characteristics of development and redevelopment;
- Ensuring the improvements were practical, feasible, and achievable; and
- Gaining the consensus and support of the various community and civic groups involved in Willoughby-Ocean View

The study conclusions led to a site plan review ordinance enacted to review of multi-family projects (including a provision for landscaping), and the designation of East Ocean View as a

conservation area. Furthermore, land acquisition was initiated to encourage the development of owner occupied single-family dwellings and to assemble a site for a new elementary school and additional recreation resources.

### **Conservation and Redevelopment Plan, East Ocean View Project Area**

The designation of the East Ocean View as a conservation area was instrumental in the development of specific community standards and use of existing public programs and financing tools available to carry out the redevelopment outlined in previous reports. A conservation area sets specific rehabilitation standards for renovating existing properties and allows for the acquisition of deteriorated property that is not feasible for rehabilitation and the clearance of blighted areas where building conditions and land use characteristics are detrimental to sound development. Acting on community goals to reduce the density of existing multiple-family dwellings to levels permitted by existing zoning regulations, create a complementary commercial sector oriented to the needs of the neighborhood, and upgrade the public infrastructure to enhance the livability of East Ocean View a Conservation and Redevelopment Plan was approved by

NRHA Board of Commissioners, Planning Commission and City Council in 1989.

### **An Amendment to the Conservation and Redevelopment Plan for the East Ocean View Conservation and Redevelopment Project**

Noting the highly deteriorated condition of much of the property in the East Ocean View area, the City shifted the emphasis from an effort to save and rehabilitate existing structures, to one of clearance for the purposes of blight eradication and to make the cleared land available for redevelopment by public or private enterprise. Thus, in 1993, the NRHA Board of Commissioners, Planning Commission and City Council approved an amended to the Conservation and Redevelopment Plan allowing a portion of the original project area from conservation to redevelopment. The 90-acre redevelopment site is currently being developed as East Beach - a traditional coastal housing community for households with a broad range of incomes with approximately 700 residences plus offices and neighborhood retail spaces.

## East Ocean View: A New Urban Neighborhood in the City of Norfolk, Virginia

Once a portion of East Ocean View was designated as a redevelopment area, a master plan was developed by Duany Plater-Zyberk in 1994 for what is now known as East Beach. Based on a consensus among residents, neighborhood groups and other stakeholders, the master plan provided the following key recommendations for the project:

- Recognized the Shore Drive and the new Shore Drive Bridge as the gateway to East Ocean View
- Ocean View Avenue was an equally important western gateway to the site
- Preservation of clusters of live oaks and other existing trees
- Converting existing streets into alleys, leaving the existing utility infrastructure mostly intact

The development of the master plan for East Beach led the City to retain the services of the Urban Land Institute again in 1998 to evaluate the impact of the East Beach Redevelopment Site on the surrounding area.

## Ocean View 2010: Handbook for Planning

The following year, an attempt was made to provide a framework for the Ocean View area improvements by Urban Design Associates to enable the City and the residents of the neighborhoods to coordinate public and private development efforts over the course of 15 years when the handbook was completed, however, no specific action taken by the Planning Commission or the City Council.

## East Ocean View: Norfolk, Virginia: A Plan for the Development of East Beach and Revitalization of the Surrounding Areas

In 1998, the City of Norfolk contracted the Urban Land Institute (ULI) to evaluate the progress in Willoughby and Ocean View as measured against their 1987 panel study findings. Furthermore, ULI was asked to make recommendations regarding the marketing potential, planning and design, development strategies and implementation of the continued redevelopment of the East Beach area. The subsequent report indicated three key recommendations to maintain the momentum

of previous efforts to improve the East Ocean View area.

- 1) Find funding to move quicker on acquiring remaining parcels in East Beach
- 2) Privatize development of East Beach by selecting a master developer from the private sector of the project
- 3) Refocus NRHA's efforts on finishing the acquisition process in East Beach and then continuing to stabilize adjacent areas through 'spot' acquisitions.

Consequently, in 1999, the City Council floated a \$9 million bond backed by Branch Bank & Trust (BB&T) to accelerate the acquisition process. The City Council also approved \$16 million (over four years) for additional acquisition and infrastructure improvements. In 2000, master developers Civitas (for their experience in new urbanism) and East Beach Renaissance Group (for their expertise in the local market) were selected to establish a joint partnership.

## Ocean View Corridor Study, 2002

The Ocean View Corridor Study prepared by Urban Design Associates in 2002, presented a conceptual framework to link the public and

private investments and future opportunities occurring in Ocean View are coordinated to form a "whole place". Based on a series of small and large group discussions and culminating with a three-day design charrette, the study provided a large degree of consensus for making decisions regarding the location of businesses and residential developments and improvements to the streetscape along the Ocean View Avenue corridor. Key recommendations pertaining to East Ocean View include:

- Adding and upgrading existing commercial frontage on both sides of Shore Drive
- Promoting residential development on the west side of Shore Drive behind the commercial frontage that takes advantage of the Little Creek Frontage
- Commercial and mixed-use, water-related commercial uses on the East side of Shore Drive
- Public open space lining the Little Creek Waterfront on the Shore Drive with connections under the bridge to the marina developments.
- Commercial developments on the north end of the bridge to create a gateway to "Little Annapolis" comprised of mixed-use retail, with office and residential uses above, lining both the waterfront

and Pretty Lake Avenue and separating it from existing marina uses

- Replacing a segment of Ocean View Avenue north of the Shore Drive Bridge with a grand esplanade linking Little Creek with the Chesapeake Bay
- Existing shopping center integrated into the new development with the addition of out-parcel commercial buildings
- Residential development to replace existing commercial uses, with set-backs along Ocean View Avenue to enhance boulevard image.
- Enhancing Pleasant Avenue parks with ponds and lakes that provide both water management and good addresses for new residential development
- Three alternative development strategies for the area along Ocean View Avenue between 3<sup>rd</sup> and 7<sup>th</sup> Bay Streets:

- A) Mixture of residential, public open space, and school development as per the 1997 recommendations
- B) Mixture of residential and public open space
- C) Large public open space with school site

### General Plan of Norfolk, 1992

The recommendations highlighted in the previous studies and reports regarding the redevelopment of the East Ocean View area are echoed in the most recent General Plan for the City of Norfolk adopted by City Council in 1992. A review of the General Plan offers the following objectives and actions as a reflection of the aforementioned initiatives:

- Maintain and improve the design quality of the built environment
- Maintain the current residential densities and consider reductions in areas removed from arterials
- Promote quality commercial activity along Shore Drive and the shores of Little Creek east of the Shore Drive Bridge
- Improve, maintain and expand upon the quality and range of recreational opportunities
- Improve vehicular circulation and community access
- Provide for additional public facilities
- Preserve and enhance the natural environment
- Improve the visual image of the community

## IV. Existing Conditions

Understanding how the demographic profile of East Ocean View has changed over time, in comparison to changes occurring in the City of Norfolk as a whole helps to explain the physical condition of the neighborhood today, and how it is impacted by citywide changes.

U. S. Census Data from 1990 and 2000 was used to obtain information about the demographic makeup of the East Ocean View in comparison to the City. The East Ocean View study area, which is approximately 571 acres in size, consists of Planning Districts 6 and 7. The Census Tracts for the area are 65.01, 65.02 and 66.04. The census tract boundaries used include the Chesapeake Bay, Little Creek Road, 1st Bay Street and Walters Drive, and the Little Creek Inlet. Tables listing demographic information are provided in the appendix.

### Demographics

#### *Population*

The total population in East Ocean View decreased at a faster rate than the City as a whole between 1990 and 2000. The population

in East Ocean View between 2000 and 1990 decreased from 11,922 to 8,448 – a loss of -3,474 (-29.1%) residents. In comparison, the population in City of Norfolk between 2000 and 1990 decreased from 261,229 to 234,403 – a loss of -26,826 (-10.3%). Some of the loss in population can be attributed to the reduction in the number of housing units in 1995 and 1997-2000 that occurred as part of the redevelopment of what is now known as East Beach.

#### *Ethnicity*

While the overall population declined between 1990 and 2000, East Ocean View shifted from a largely white population (71%) to a more ethnically diverse community. Over the decade, the minority population remained roughly the same while the white population in East Ocean View decreased at a rate faster than the City as a whole. The minority population (not including Hispanics of any race) decreased from 3,433 to 3,265 (-4.9%) while the white population decreased from 8,489 to 4,805 (-43%). In 1990 and 2000, blacks continued to be the largest minority group in East Ocean View (24% and 34%, respectively).

#### *Age*

On average, in 1990 the population living in East Ocean View was younger than the City as a whole. However, by 2000, the age of the population living in East Ocean View was

roughly equal to the population living in Norfolk – except seniors. For example, in 1990 there were more children living in East Ocean View (26%) than in the City as a whole (12%) however, by 2000, due to a significant increase in the number of children living in Norfolk, the number of children living in East Ocean View was closer to the proportion of children living in the City (27% and 24%, respectively). Yet, the majority of the people living in East Ocean View (71% and 67%, respectively) were adults of working age (18 to 64 years old). In comparison, just over a quarter of the residents (26% and 27%, respectively) were children (under 18 years of age). During the previous decade, the senior population has remained a small portion of the residents in East Ocean View (3% and 6%, respectively).

#### *Educational Attainment*

By the end of the period between 1990 and 2000, the number of residents in East Ocean View and the City who stayed in school and had completed a higher level of education increased. In 1990 the ratio of residents who either attended high school, graduated from high school, attended college or graduate from college was roughly the same as the education background of residents in the City of Norfolk. Between 1990 and 2000, more residents in East Ocean View had completed their education when they graduated from high school (41%) and an approximately equal

number had attended college (20%) when compared to the rest of the City (31% and 21%, respectively). However, fewer residents had graduated from college (5% versus 11%) or gone on to pursue graduate degrees (3% versus 6%) when compared to residents citywide. By 2000, a higher proportion of East Ocean View residents improved their education – 26% of the residents had attended college; 6% had either an associate or a bachelor's degree. However, in comparison to the City as a whole, East Ocean View still had a smaller proportion of college graduates with and residents with graduate degrees (6% versus 12% and 2% versus 8%, respectively).

#### *Employment*

As the population decreased, so did the workforce. The decrease in the workforce was especially true for residents living in the East Ocean View area – particularly among those employed in the armed services. Between 1990 and 2000, the number of workers living in East Ocean View decreased by 33.4% while the city as a whole lost 13% of its workers. At the end of the decade, East Ocean View also had a higher rate of unemployment than the rest of the City (8.2% versus 4.7%, respectively).

#### *Occupation*

In 1990 and 2000, the highest proportion of people living in East Ocean View worked in retail (20.5%, 17.7%), manufacturing (14.2%, 9.7%) and construction (12%, 10.3%) industries. In 2000, a significant number of people also worked in lodging and food services (11.5%) as well as health care and social assistance (8.2%).

#### *Income*

The median household income of residents in East Ocean View is lower than their counterparts living in the City of Norfolk. In 1990, the median household income in census tracts that make up East Ocean View was \$27,337, \$22,132 and \$30,863. (Figures are adjusted for inflation.) The median household income for the City of Norfolk was \$31,658. By 2000, the median household income in East Ocean View had decreased (-15.5%, -0.3%, -7.6%) while it increased slightly for residents in the city as whole (0.5%). However, as more families move into newly constructed homes and condominiums in the East Ocean View area (e.g., East Beach and Harbor Walk developments) the median income is expected to rise.

#### **Zoning**

Every piece of property in Norfolk is assigned a specific zoning district that dictates the allowable uses for that parcel. Zoning districts

in East Ocean View include residential, commercial, industrial and open space districts. The community is primarily zoned for residential districts. The residential districts are one-family (R-8), moderate and medium density multiple-family (R-11, R-12), and a high density multiple-family district (R-14) and two planned unit developments. Commercial development is located primarily along segments of Ocean View Avenue and along Shore Drive. The commercial districts are made up of a commercial corridor (C-2) and a retail center district (C-3). The industrial districts (I-4, IN-1) are located along the waterfront. Finally, the beachfront along the Chesapeake Bay is designated as an open space preservation district (OSP).

Current building trends are causing inappropriate infill development in the older, established residential neighborhoods such as those found in the Ocean View area. In response, amendments have been made to the zoning ordinance for R-11 and R-12 residential districts. The new requirements are intended to improve the quality of new residential development in Norfolk. The development standards and special exception requirement will lessen these impacts by allowing review of the proposed site plans for multiple-family developments with more than 7 units to address traffic, access, open space, setbacks,

parking, building density and massing issues. Adopted in January 2004, new developments in East Ocean View under the new policies will have:

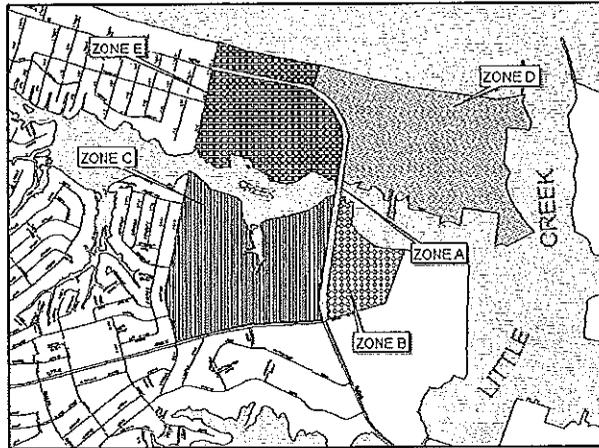
- Improved view corridors
- Increased guest parking
- Increased open space surrounding each development
- More centralized building location(s) within a site

### Land Use

East Ocean View is primarily a residential community made up of single-family homes and apartments. Other land uses include commercial (e.g., retail businesses and offices), institutional (e.g., churches), industrial (e.g., marina-related businesses) and open space (e.g., beaches and parks).

#### Commercial Areas (Zone A)

The commercial uses in the area are primarily retail businesses located along Ocean View Avenue and Shore Drive as well as marina-related businesses bordering Little Creek. This corridor, designated as Zone A, serves as the primary gateway to East Ocean View. A gateway is important because it establishes a first impression of the community. Once



beyond the entrance gateway, the corridor reinforces the first impression by highlighting the overall image and identity of a neighborhood. Starting at the intersection of Little Creek Road and Shore Drive and west of the U.S. Navy Amphibious Base, the businesses located along the gateway corridor include motels, gas stations, convenience stores, restaurants, nightclubs, bookstores, marine supply stores, a church and a mix of residences. The largest retail locations are the group Ocean View Shopping Center and the Little Creek Shopping Center.

#### Retail

Many of these existing land uses detract from the image of East Ocean View. They are also incompatible with the service and retail needs of the emerging residential communities.

Additionally, the replacement of the Shore Drive Bridge limits access to Shore Drive properties close to the new bridge approach, increasing pressure for alternative traffic access to development parcels on both the east and west sides of Shore Drive south of Little Creek. Access, incompatibility, and image support the need for land use changes in this area.

Currently, the Ocean View Shopping Center, located on the west side of Shore Drive and close to Ocean View Avenue, is partially occupied. However, the center has significant potential because of its strategic location in close proximity to the East Beach residential redevelopment site. Currently, Richfood, Inc. does not occupy the majority of space; however, they control it with a month-to-month option. The shopping center's management and Richfood are waiting for the development and maturation of the East Beach project. The shopping center's management is interested in working with the master development team of East Beach. Once the East Beach development is complete, the Shore Drive Shopping Center has the significant potential.

The Little Creek Shopping Center, located at the intersection of Shore Drive and Little Creek Road, serves as a shopping destination for residents in the northeast section of the City.

which includes Ocean View, Camelia Gardens and the North Camelia Acre areas. Any improvements to the Ocean View Shopping Center will be impacted by the Little Creek Shopping Center; however, the mix of businesses could provide a different level of goods and services that serve as a niche and destination primarily for the East Beach and East Ocean View communities but also for other adjacent areas.

#### Marinas

The growth of marina activities and other related commercial opportunities creates potential for local job growth and enhance the waterfront character of East Ocean View. There are two major commercial marinas in East Ocean View: Cobb's Marina and Taylor's Landing Marina. According to the City's Development Department, the two marinas along with the others on the north side of Little Creek are projected to reinvest \$8 million over the next two to three years in marina expansion and redevelopment. Views of the water and the nearby naval facilities and vessels and active use of the marinas by pleasure boaters provide favorable opportunities for improved vistas, recreational activity, amenities, and convenient marina services for the adjacent residential communities.

These significant private investments are a direct result of the public investment from the dredging of Little Creek and replacement of the Shore Drive Bridge. The need for marina related services are projected to grow over the next several years. Existing marinas will need land capacity to expand because of the projected market growth. In addition, there will be the potential to recruit and create new marinas.

On January 1, 2001, the Norfolk Boat Tax was effectively eliminated. The tax on boats over 17-feet is \$25 per year. Those under 17-feet are taxed at \$10 per year. This action by City Council has stimulated an increase in demand for docking space in the City. The tax has created a more favorable business climate for marina expansion and redevelopment efforts. The tax will also help Norfolk to be more competitive with other jurisdictions along the eastern seaboard in attracting boats, yachts and business related services.

A new marina and restaurant can serve the greater East Ocean View community. For example, Taylor's Landing Marina, located on the east-side of Shore Drive, also owns property along the waterfront directly adjacent to the west-side of Shore Drive and the Shore Drive Bridge. This property is currently zoned Corridor Commercial District (C-2). The City

should work closely with the owners of Taylor's Landing and other adjacent property owners to ensure that the potential commercial land use is compatible and consistent with the Harbor Walk residential development.

The current marinas along the north side of Little Creek are older waterfront industrial facilities with chain link fencing and minimal aesthetic quality. Consequently, the unattractive views negatively affect the proposed residential communities north and east of Little Creek. There is also some open space between the marina repair facilities and the rear of the Shore Drive commercial area in Zone B that is currently underutilized. As the market demand for marinas grow, the open space should be used for marina expansions and new commercial development. Because there is a low owner-occupied rate of residences, the City should begin to transition the adjacent mixed residential land uses into commercial land uses that will be compatible with existing marinas and businesses that will complement East Ocean View.

#### Surrounding Commercial Areas

The existing commercial areas in East Ocean View could be rehabilitated to welcome new commercial prospects in East Ocean View – especially along Shore Drive. Ocean View Shoppes, an open air mall located on Shore

Drive north of the Shore Drive Bridge is partially vacant. There is interest in a new anchor tenant to complement the East Beach residential development. The Little Creek Shopping Center, located at the corner of Little Creek Road and Shore is presently serving the East Ocean View community well. The Shore Drive Shopping Center presently is a partially occupied commercial property with significant potential. There is presently a high vacancy rate. Finally, there are many undesirable commercial uses along Shore Drive, which often cited for public nuisances.

**Residential Areas**

Single-family and multiple-family dwellings are located throughout East Ocean View. The multiple-family units range from duplexes to apartment buildings with 10 or more units. There are also a few hotels located along Ocean View Avenue.

East Ocean View has been designated as a Conservation and Redevelopment Project Area. *The Conservation and Redevelopment Plan: East Ocean View Project Area (1989)* continues to act as a catalyst to improve housing and neighborhood conditions based on community goals such as:

- The creation of an environment, which encourages and promotes homeownership.
- The rehabilitation of individual residential properties.
- The acquisition of deteriorated properties, which are not feasible of rehabilitation.
- The reduction in the density of existing multiple family dwellings to levels permitted by current zoning regulations.
- The creation of a better balanced and maintained commercial sector oriented to the needs of the neighborhood.

The Norfolk Redevelopment and Housing Authority (NRHA) provides assistance to help residents achieve community goals such as those outlined above. Owners of property situated within the project area can request financial and/or technical assistance to rehabilitate their property to the specifications in the Rehabilitation Standards to the extent that funds are available.

In-fill housing is another important initiative that helps to achieve the objectives of the designated area. Lowering the density by acquiring properties that are in such bad condition that they appear to be infeasible for rehabilitation, provide excellent opportunities for the construction of single family housing. New single family housing helps to achieve several objectives such as stabilizing the area with new homeownership and lowering the density by replacing vacant and dilapidated multi-family housing units, motels and hotels along with other previous commercial uses that impede accomplishment to the area's objectives.

Two significant residential projects currently under development are Harbor Walk and East Beach. These two redevelopment projects occurring on the east-side of Shore Drive and on the former Del Mar Mobile Home Park should serve as the catalyst for the private sector to revitalize other housing conditions and attract new residents throughout study area.

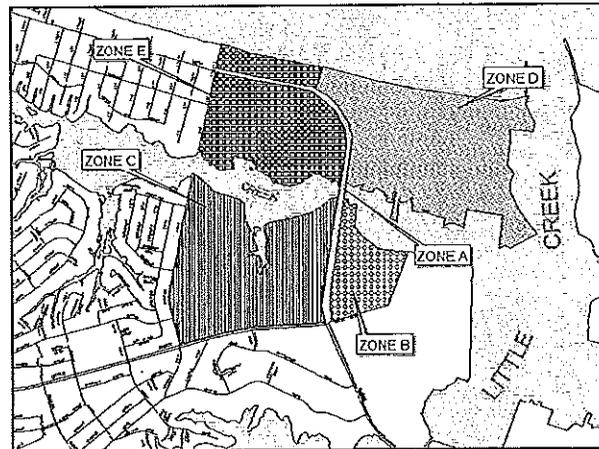
*Harbor Walk Redevelopment Project (Zone C)*  
 In order to capture some of the increasing property values expected as a result of the East Beach redevelopment, beginning in 1998, the City entered into an option agreement to allow for the future purchase of the Del Mar

Mobile Home Park. Designed to compliment the East Beach Redevelopment Project, a moderately high-density residential development named Harbor Walk was proposed. The project is located on 32 acres west of the Shore Drive commercial strip, north of Dunning Road and south of Little Creek near Camelia Gardens. The development will add nearly 240 condominiums to East Ocean View and are expected to sell for prices from \$215,000 to \$430,000. As the largest parcel of land and strategically situated in close proximity to the new Shore Drive Bridge and along Little Creek waterfront, the site provides a key setting for the redevelopment efforts near the new Shore Drive Bridge. Once completed, the new development is expected to:

- Reflect the quality and standards set for the East Beach redevelopment project such as the quality of construction and materials used in the construction of the homes;
- Reflect the market preferences of residential types, designs, and amenities which may include elements of the 'neo-traditional/new urbanism' community being developed in East Beach;

- Maximize views and access to the water;
- Preserve existing old tree stands on the site and enhance open green spaces where possible,
- Provide pedestrian walkways throughout the project, community-wide access to the waterfront and comfortable pedestrian and bicycle connections to East Beach and other neighborhood amenities such as the East Ocean Recreation Center; and

While the single family and duplex housing located to the south and west of the redevelopment varies in quality, Harbor Walk hopes to build upon a sense of community and



support the new vision for East Ocean View.

*East Beach Redevelopment Project (Zone D)*  
Private initiatives are currently replacing public resources as the driving force to the redevelopment and revitalization of Zone D. The 90-acre East Ocean View Redevelopment Project Area, commonly referred to as East Beach, was initiated in 1989 as part of the City's Conservation and Redevelopment Plan for the East Ocean View Project Area. The boundaries of the East Beach development are 23<sup>rd</sup> Bay Street to the west, 30<sup>th</sup> Bay Street to the east, the Chesapeake Bay to the north, and Pretty Lake Avenue to the south. In 1993, the conservation plan was amended to change the strategy for the area east of Shore Drive and north of Little Creek from an effort to save and rehabilitate existing structures, to one of clearance for the purposes of blight eradication and to make the cleared land available for redevelopment.

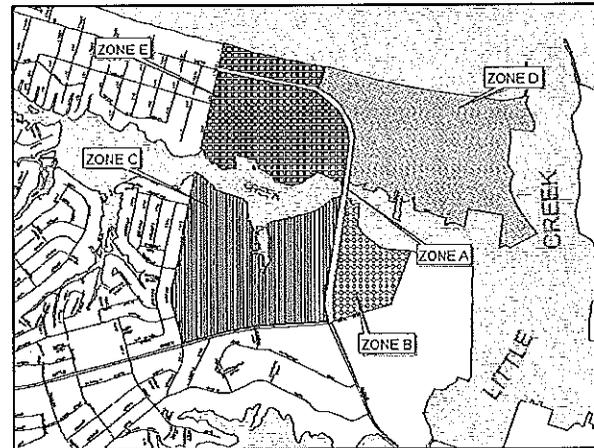
In 1994, the NRHA, in conjunction with the City, hired Andres Duany, a recognized town-planning consultant, to develop a master plan for the 90-acre project area. The master plan was developed in a five-day planning charette that involved extensive community input. Participants provided suggestions for their vision of the project area. Additionally, they critiqued various architectural renderings and

market assessments based upon their suggestions.

One of the key recommendations in the plan was to extend the range of incomes of people living in the proposed residential redevelopment site by developing various housing types. According to Duany's assessments, the successful traditional American neighborhood includes a broad range of incomes. People that have mixed incomes and live in close proximity provide for a more diverse community where people get to know one another.

As a result of the 1994 Duany Master Plan and the Urban Land Institute's (ULI) 1998 recommendations to speed up acquisition in the 90-acre area and to hire a master developer, the NRHA and the City of Norfolk placed Request for Qualifications (RFQs) and Request for Proposals (RFPs) for the selection of a master developer that could implement the Duany plan's new urbanism concept and accepted general recommendations for the 90-acre site. The new urbanism concept emphasizes residential communities with mixed incomes and mixed housing types that include single-family housing, condominiums, apartments and complementary retail and commercial uses.

Two of the six master development groups interviewed, based upon their qualifications and proposals, were selected. Civitas and the East Beach Renaissance Group were the two groups selected based upon their expertise of the Duany Master Plan's new urbanism concept and knowledge of the Hampton Roads market. Currently, East Beach Company, LLC is the development entity that has been formed by East Beach Renaissance, LLC, an experienced local development team, and Leyland Alliance LLC, a developer of new residential communities based on the principles of Traditional Neighborhood Design to redevelop the 90-acre residential



redevelopment site to be called East Beach on the Chesapeake Bay. The success of East Beach will depend upon the private-public partnership among staff from the City of

Norfolk, NRHA, East Ocean View stakeholders, and the master development team.

#### *Established Residential Areas Near Little Creek Inlet (Zone D)*

In addition to the East Beach development there are two other established residential areas near Little Creek in Zone D. (Zone D is the area north of Little Creek and east of the Shore Drive-Ocean View Avenue Connection.) The Spy Glass Condominium development, an apartment complex, and the developing single-family Bay Breeze Point subdivision make up the residential area closest to the Little Creek Inlet. Approximately 90 homes have been built in Bay Breeze Point. There are currently six more homes under construction and only 37 lots remain in this new neighborhood by the bay.

#### *Other Residences South of Little Creek (Zone B)*

The area designated as Zone B south of Little Creek, east of Shore Drive, north of Dunning Road and west of the Amphibious Base includes primarily rental housing and marina related business along Little Creek. Currently many of the residential units are declining. One factor in the decline may be low levels of homeownership. There are 165 housing units in Zone B. Of the 165 units, 157 are occupied.

However, of the 157 occupied units only 35 are owner-occupied units and 122 are renter-occupied units. As a result, 78% of the current housing stock is renter-occupied. In addition, several of the owner-occupied homes are up for sale. Additionally, based upon 1990 to 1999 building permit records for this zone, there was no significant investment for rehabilitation of properties. For instance, during this same period there were less than ten rehabilitation projects, which were primarily the repair of fences. In 1998 there was one demolition of a residential unit.

*Other Residences North of Little Creek (Zone E)*

The area west of Shore Drive and north of Little Creek is also primarily residential area with single-family, duplexes and multiple family residences. The area is also home to the East Ocean View Recreation Center and the former school site located between 3<sup>rd</sup> Bay to 7<sup>th</sup> Bay Street.

**Recreation and Open Space**

The waterfront is the primary focus of recreation in East Ocean View. The largest span of continuous open space in the area is the beach along the Chesapeake Bay. A beach replenishment program (see Beach Management Plan below) has increased the

recreational opportunities along the waterfront. Some of the common pastimes are recreational boating, fishing and sunning or walking along the beach. Recreation on the public beach is complemented by private facilities such as the marinas that line the shores of Little Creek.

The East Ocean View Community Center serves as an important asset to the City of Norfolk and the entire Ocean View community. The center, which is located on the southern end of 20<sup>th</sup> Bay Street and along the north side of Little Creek, provides many recreational opportunities such as water-related activities that include canoeing and boating. The center also has a soccer field, and indoor recreation programs such as basketball. For more information regarding the East Ocean View Community Center call 757-441-1785.

Pretty Lake Neighborhood Park, a small city park with a basketball court exists on the northeast corner of 4<sup>th</sup> Bay Street and Pretty Lake Avenue.

**Infrastructure**

Much of the current revitalization of East Ocean View has been preceded by public projects that improve the access, safety and character of the area. Some of the notable projects such as the replacement of the Shore

Drive Bridge and the dredging of Little Creek have expanded the possibilities for recreational boating and consequently raised property values along the Little Creek shoreline. Other projects such as the beach replenishment and flood mitigation have improved the quality of the recreational sites and limited the impacts of future storm damage.

***Shore Drive Bridge Replacement Project***

The Duany Master Plan (1994) recognized the Shore Drive Bridge as part of the true entrance and gateway to East Ocean View. In April of 1987, prior to Duany's identification of the bridge as a major part of the gateway, the authorization for the Shore Drive Replacement Project was made to replace the existing four-lane bridge with a new four lane facility with curbs, sidewalks, a raised median, and bike lanes in both directions. The project, completed in early 2002 at cost of \$14.5 million, elevated the bridge 20-feet based upon the mean high water level. The bridge extends from Dunning Road to Pretty Lake Avenue with an approximate total length of 0.3 miles. The new bridge allows passage to areas previously inaccessible to larger boats. The signature architectural character of the bridge is enhanced by quality landscaping and an improved street lighting system.

***Little Creek Dredging Project***

The dredging of Little Creek complements the new bridge by providing 4.5 feet of additional water depth. The dredging project was divided into six phases. Dredging from 8<sup>th</sup> Bay Street to 14<sup>th</sup> Bay Street was Phase I of the project. Phase II of the dredging occurred from 17<sup>th</sup> Bay to 19<sup>th</sup> Bay Streets. Phase III was located along 3<sup>rd</sup> Bay to 7<sup>th</sup> Bay Streets. Phases IV and V provided additional dredging within the area included in Phase I. Phases I through V are complete. The cost for these five phases was \$950,000. The project will allow for increased opportunities for the area's existing businesses such as the marinas to service more boats and yachts. It will also allow boats to travel further inland, which will add to the water-related recreational activities west of the Shore Drive Bridge.

Phase VI will involve dredging of the ancillary channels. Ancillary channels are access ways that connect the smaller depth water areas into the main channel. The exact locations for the dredging of the ancillary channels have not been determined to date. The locations and dimensions of the ancillary channel dredging will be determined in conjunction with the Army Corps of Engineers and the Virginia Department of Environmental Quality. This is a result of the extensive vegetated and non-

vegetated wetlands located within the various small indentations within the Little Creek shoreline.

Actual dredging dimensions will depend on available funding by the state government. The total estimate for dredging all of the ancillary channels in Little Creek will vary depending on the dimensions of the channels. The estimate for dredging all the ancillary channels 4 feet deep is projected to cost between \$1.4 million to \$2 million.

***Ocean View Flood Mitigation***

In 1999, HUD selected the City of Norfolk as a Disaster Recovery Initiative (DRI) grant recipient for flood mitigation projects. The City received \$375,000 from a grant created for communities that were impacted by damage from Hurricane Bonnie in 1998. The City provided the required 25% local match of \$125,000 for a total project cost of \$500,000. The project raised street elevations, installed curbs, gutters and swales, which are designed to help improve storm water drainage along 3<sup>rd</sup> Bay, 4<sup>th</sup> Bay, 6<sup>th</sup> Bay and 10<sup>th</sup> Bay Streets.

***Beach Management Plan***

The City's Beach Management Plan is an important initiative to preserve Norfolk's

waterfront. According to the 1999 Open Space Progress Report prepared by the City's Department of Neighborhood and Leisure Services, the City's recreation and open space inventory is below the standard national level. The 7.2 mile wide stretch of beach serves as recreation and open space for residents of the City and visitors. The Little Creek Inlet jetties were originally constructed in 1928. The first beach protection plan on the Norfolk side of the inlet in East Ocean View was completed in 1953. Since that time, approximately 2.5 million cubic yards of sand have been placed on the beach for beach nourishment. The average annual erosion rate in the area is 5.5 feet per year. This is the highest erosion rate along the City's Chesapeake Bay shoreline.

Planning for the current beach protection began in 1992 with the preparation of the City's Beach Management Plan. The plan recommendation was revised in 1998 when the City performed a more detailed analysis of beach erosion in the area. The result of the analysis was a recommendation to build ten off-shore breakwaters in the project area and place approximately 300,000 cubic yards of sand for beach nourishment. (Breakwaters are structures that are built perpendicular to the shoreline to prevent existing sand to be eroded by stabilizing the beachfront. Additionally,

these structures capture new sand, which assists in replenishing the beaches.) Periodic re-nourishment requirements are estimated to be 20,000 cubic yards of sand per year.

Project construction began in September 2000 with a projected estimated cost of \$3,950,000. The following table outlines the phases of construction.

Construction Phase	Project Description	Status	Funding
Phase 1 – FY 2000	Construct Breakwaters 2, 3 & 4	Completed 10-31-2000	\$450,000
Phase 2 – FY 2001	Construct Breakwaters 1, 5, 6 & 7	Completed 2001	\$600,000
Phase 3 – FY 2002	Complete Breakwater Construction	Completed 2002	\$500,000
Phase 4 – FY 2003	Beach Nourishment 300,000 cubic yards	Completed 2003	\$2,400,000

### Environmental

There are tidal wetlands in the East Ocean View area along Little Creek. The City of Norfolk currently protects tidal wetlands through its Wetland Ordinance. Under the Ordinance, any proposal to develop any vegetated or non-vegetated tidal wetland must obtain a permit from the local Wetland Board.

#### Future Projects:

The City is working to arrange an agreement with the Army Corps or Engineers to help with long-term beach management along the Chesapeake Bay.

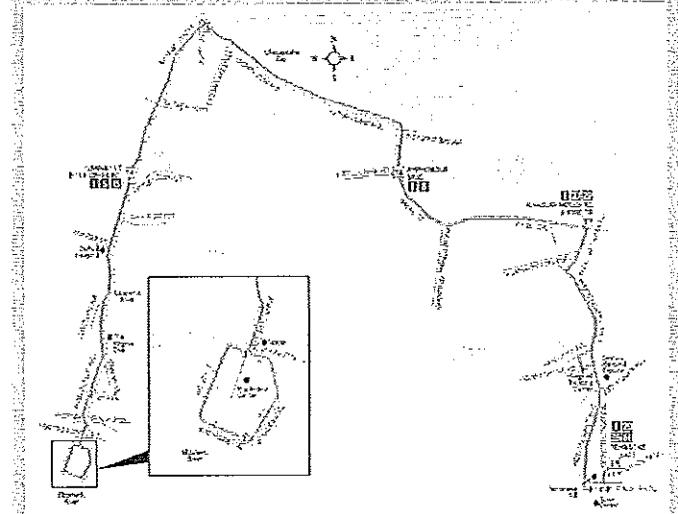
### Transportation

Ocean View Avenue (Route 60) and Shore Drive form the primary transportation corridor in East Ocean View. This route serves as an alternative route to and the Interstate System to reach major job centers such as the Norfolk Naval Base and the Little Creek Amphibious Base.

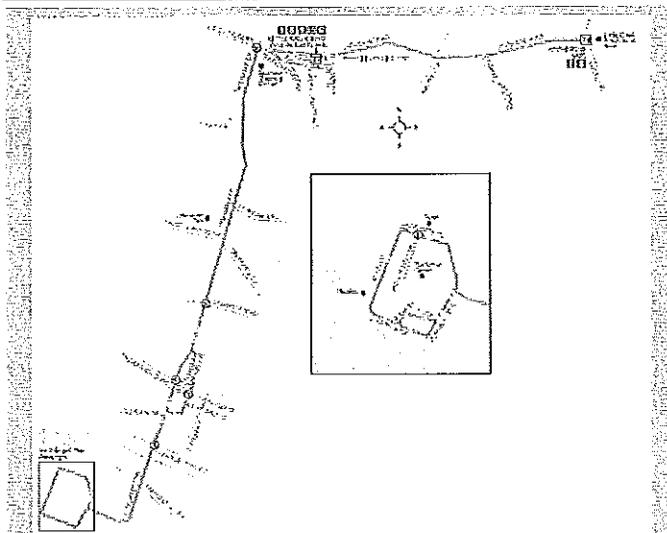
#### Public Transportation

Public transportation is provided by the regional public transit system – Hampton Roads Transit. There are two bus routes that serve the East Ocean View area: Route 1 and Route 8. The primary route is Route 1, which travels along Granby Street from Downtown

Norfolk and Ocean View Avenue and Shore Drive past the Amphibious Base and into the City of Virginia Beach. Route 8 runs along Tidewater Drive from Downtown to Little Creek Road and ends at the Amphibious Base on Shore Drive. In addition, the region's door-to-door paratransit service is available to qualified individuals living within ¼ of a mile from regularly scheduled bus routes.



HRT Route 1



HRT Route 8

**Parking**

There is limited on-street parking in the East Ocean View area. Narrow residential streets and small lots near older apartment buildings frequently do not allow enough parking for residents and guests. The zoning ordinance was amended to add an additional parking space for newly constructed duplexes to help correct the shortage. Off-street parking is generally available for businesses along Ocean View Avenue.

**Education**

There are no public schools within the East Ocean View study area. The nearest public

school is Little Creek Elementary School located at Tarpon Place and Little Creek Road. Residents with older school aged children attend Azalea Gardens Middle School and Lake Taylor High School.

School Accreditation Ratings are based on student achievement on Standards of Learning (SOL) tests in English, mathematics, history/social science, and science administered annually or an average achievement during the three most recent years. These State mandated tests are administered in grades three, five, and eight during the spring semester in Norfolk Public Schools. There are four levels of accreditation:

- Fully Accredited: Schools that meet or exceed all standards set forth in the Standards of Accreditation
- Provisionally Accredited/Meets State Standards: Schools that meet annual progress benchmarks toward full accreditation
- Provisionally Accredited/Needs Improvement: Schools that are within fewer than 20 percentage points of annual progress benchmarks
- Accredited with Warning: Schools that are 20 or more percentage points below annual progress benchmarks

The accreditation status for 2002-03 of Little Creek Elementary School and Azalea Garden Middle School are currently listed as Provisionally Accredited/Meets State Standards while Lake Taylor High School is listed as Provisionally Accredited/Needs Improvement. All three schools have shown improvement during the last three years.

**Human Services**

The Norfolk Department of Human Services administers several program throughout the City including: Temporary Assistance to Needy Families (TANF); Food Stamps; Medicaid; General Relief; Auxiliary Grants; Adult Services; and Child and Family Services. There were 1,337 clients served by the Department of Human Services in East Ocean View in 2002 (based on census tracts 65.01, 65.02 and 66.04).

## V. Concept Plan *(section under development)*

### Introduction

This section outlines a broad set of objectives and actions that will improve neighborhood conditions. The following land use pattern, development concepts and guidelines, and area-wide revitalization activities proposed for East Ocean View are based on the neighborhood objectives, existing strengths of the area, market potentials, and the physical environment. The achievement of these objectives will require the commitment and effort of public and private interests who have a stake in seeing the area reach its full potential. Distinctions and similarities are apparent in each of the five designated zones of East Ocean View described in the previous section with respect to physical features, market forces and development opportunities. The purpose of this section is to set forth an implementation program, which facilitates the achievement of neighborhood revitalization and economic development objectives.

### Neighborhood Vision

To establish East Ocean View as a safe and attractive beachfront residential community for current and future residents with the following objectives:

- Present a unique and consistent visual identity
- Preserve and enhance the natural environment
- Increase owner-occupied housing
- Provide quality housing for residents with various income levels
- Maintain a viable commercial presence, and
- Provide accessible passive and active recreational opportunities

### ***Zone A Recommendations (Shore Drive Corridor and Gateway)***

The Shore Drive corridor is a gateway to East Ocean View. In order to emphasize the residential character and improve pedestrian safety, the addition of a parkway with a view to the waterfront at a gateway point is recommended. Conceptually, the parkway would provide a grand promenade with a tree-lined four lane road on the west side of the green and a small scale frontage road on the eastern edge linking Little Creek to the Chesapeake Bay to replace 23<sup>rd</sup> Bay, as indicated by the 2002 Ocean View Corridor Study. A traffic impact study is recommended to study the effects of realigning Shore Drive.

An appropriate gateway overlay district should be developed that will focus on design criteria such as landscaping to continue enhancing the visual image of East Ocean View. A landscaping program should be implemented that will coincide with the landscaping adjacent to the new Shore Drive Bridge project. The landscaping program should be facilitated by the City's Department of Neighborhood and Leisure Services, which will need involvement with the Little

Creek Amphibious Base and management from the Little Creek Shopping Center. The landscaping program should extend from the gateway of the corridor, the Little Creek Road and Shore Drive intersection, and extend northward to 19<sup>th</sup> Bay Street. Additionally, a landscaping program should include improvements to the medians within the corridor that include trees and shrubs.

Commercial development should be focused along the Shore Drive Gateway and Corridor. The City should strategically focus on acquiring properties that have undesirable uses that are not compatible with the revitalization efforts in the East Ocean View area. The emphasis should first be placed with the gateway followed by the remainder of the corridor. These properties should be land-banked until such time that the market generates commercial demand from the East Ocean View and surrounding communities. For existing buildings that have *underutilized uses* but with potential to add to the revitalization efforts of East Ocean View, the City should implement the Aesthetic Improvement Program, which currently exists in the Little Creek Road, 35<sup>th</sup> Street and Riverview Village Corridors. The objective of the program is to encourage the improvement of the aesthetic quality of commercial properties. The program, which is administered by the City, NRHA and an established business association, is an incentive to grant up to 50% of the cost of eligible façade improvements to a maximum of \$15,000.

The Shore Drive Corridor should be designated as a Limited Commercial District C-1. The district will provide for independent businesses or small scale commercial centers, oriented primarily toward retail and personal service activities, with individual establishments of 7,500 square feet or less of floor space. Uses appropriate to the C-1 District generally serve localized market areas, provide small merchandise items not requiring large storage areas or deliveries to customers, and do not generate high volumes of vehicular traffic. A C-1 District is intended to offer consumers and business patrons the opportunity to carry out multi-purpose shopping/business trips with options for doing so in pleasant, pedestrian-oriented environments. Zoning lots in this district are typically shallow in depth and often abut residential or other sensitive districts. Consequently, impact controls and site design standards are necessary to balance the needs of the commercial enterprises with the use and enjoyment of the abutting residential zoning districts. Design standards in character with the East Beach Redevelopment Project area and Harbor Walk development will increase the marketability of the Shore Drive Corridor. Any improvements to the Ocean View Shopping Center will be impacted by the Little Creek Shopping Center; however, the mix of businesses could provide a different level of goods and services that serve as a niche and destination primarily for the East Beach and East Ocean View communities but also for other adjacent areas. The City should facilitate efforts for the Ocean View Shopping Center management and the East Beach developers to work closely to ensure a balance of residential and commercial opportunities.

The first option for all utilities within the Shore Drive Corridor should be to place them underground. If placing the utilities underground within the Shore Drive Corridor is not feasible, the second option would be for the City to adopt a tree planting program that will shield the view of above ground utilities.

The replacement of the Shore Drive Bridge limits access to Shore Drive properties close to the new bridge approach, increasing pressure for alternative traffic access to development parcels on both the east and west sides of Shore Drive south of Pretty Lake. Access, incompatibility, and image support the need for land use changes in this area.

***Zone B Recommendations (Area East of Shore Drive and South of Little Creek)***

The need for marina related services are projected to grow over the next several years. Existing marinas will need land capacity to expand because of the projected market growth due to the dredging of Pretty Lake, the new Shore Drive Bridge, the East Beach Redevelopment Project and the Harbor Walk redevelopment project. In addition, there will be the potential to recruit and create new marinas. There is presently some open space between the marina repair facilities and the rear of the Shore Drive commercial area, which is currently underutilized. In addition, it is recommended that the City begin to transition the declining adjacent residential land uses into commercial land uses that will be compatible with existing marinas and businesses. The City should designate Zone B as a commercial redevelopment area to accommodate additional capacity needed resulting from public projects for marina-related services and facilities.

The Army Corp. of Engineers is seeking to establish a federal channel of 100 feet wide in Little Creek. This proposed channel would impact both Zone B and Zone D. The City's Departments of Planning and Public Works will need to work on establishing appropriate pier lengths and standards to ensure navigability by not impeding the proposed federal channel within Pretty Lake and the Little Creek Inlet. These standards should be established once the Army Corp. of Engineers completes their proposed and adopted federal channel width.

***Zone C Recommendations (South of Little Creek and West of Shore Drive)***

Momentum generated from the development of new housing in East Ocean View is expected to result in an increase in real estate values in sections of Camellia Shores and should attract additional private investment and homeowners. The privately developed Harbor Walk condominiums (the former Del Mar Mobile Home Park), in particular, should serve as the catalyst from the private sector to revitalize housing conditions throughout Zone C. For example, there are additional smaller mobile home park sites in Zone C that are opportunities for future market-driven homeownership.

On going City housing strategies for Zone C should address:

- Improving access to area amenities such as pedestrian, bicycle and other circulation to the Little Creek waterfront
- Improving streets as new housing is developed with paving, curbs, gutters and sidewalks
- Improving lighting
- Improving water and sewer lines

- Continued emphasis on strong code enforcement and maintaining flood protection ordinances

The commercial areas along Shore Drive and East Little Creek Road will be addressed as part of the gateway and corridor improvements. Taylor's Landing Marina (located on the east-side of Shore Drive) also owns property along the waterfront directly adjacent to the west side of Shore Drive and the Shore Drive Bridge. This property is currently zoned Corridor Commercial District (C-2). The growth of marina activities and other related commercial opportunities creates the potential for a new marina and restaurant that can serve the greater East Ocean View community. The City should work closely with the owners of Taylor's Landing and other adjacent property owners to ensure that the potential commercial land use is compatible and consistent with the adjacent residential development.

***Zone D (North of Little Creek and East of the Shore Drive-Ocean View Avenue Connection)***

Private initiatives are currently replacing public resources as the driving force in the redevelopment and revitalization of Zone D. The major priority is the East Beach mixed use development.

East Beach will add nearly 700 residences and professional offices and neighborhood retail to East Ocean View. The design for East Beach by architects Duany Plater-Zyberk & Company is based on the downtowns found in small villages and towns along the Eastern Seaboard, with village retail on the ground floor and residential units or offices above. The master plan was designed. The master plan envisions approximately 700 residences plus. Public space, including walking paths, beach pavilions and a series of bay front greens, will provide a variety of places for families to gather, play and relax. A visitor or resident arriving at East Beach from Shore Drive will be greeted by the neighborhood center. Traveling beyond the neighborhood center, along Shore Drive or Pleasant Avenue, one will discover thoroughfares reminiscent of the grand boulevards found throughout the Southeastern United States. These areas will contain a variety of residential types, with the flexibility to include professional offices and boutique retail shops on lower floors. Those seeking good food and fun will be drawn to the "Little Annapolis" neighborhood along Pretty Lake, with its marinas, restaurants and shops. Inspired by waterfront villages like Annapolis, Md., Pretty Lake has the potential to become a retail, dining and recreational destination for the greater Hampton Roads area. Residents will enjoy the convenience and excitement of living in the Pretty Lake area. Overlooking sand dunes, a pristine beach and the magnificent Chesapeake Bay, gracious bay front homes will define waterfront living in the region. Equally special will be the traditional residential neighborhoods found throughout East Beach, each comprised of a variety of housing types. East Beach, a new Traditional Neighborhood Development situated on a peninsula surrounded by the Chesapeake Bay, Pretty Lake and Little Creek, will be built in the tradition of the coastal villages that populate the Southeastern Seaboard. Rooted in the region's architectural design traditions, East Beach will restore the grandeur and grace of waterfront living to Norfolk, and will be a landmark for the City and the region. East Beach is a public-private initiative with the City of Norfolk, the Norfolk Redevelopment & Housing Authority, and East Beach Company, LLC. East Beach Company, LLC is the development entity that has been formed by East Beach Renaissance, LLC, an experienced local development team, and LeylandAlliance LLC, a developer of new residential communities based on the principles of Traditional Neighborhood Design.

The architectural standards for East Beach will be governed by a Pattern Book. The Pattern Book will serve as a benchmark for architectural designs and will ensure that East Beach is developed in a manner that is consistent with the neighborhood's overall vision. The team assembled to develop the Pattern Book is led by Urban Design Associates, of Pittsburgh, Pa., which developed numerous pattern books, including those for Celebration and WaterColor, two renowned new towns in Florida. The single-family residences will include traditional detached homes, townhouses and cottages, many with guest carriage houses. Most residences will have access to the garage or carriage house by means of a rear service lane. Larger residential structures will include live/work units and flats or condominiums with the potential for shops, offices or services to be housed on lower floors. Residences are anticipated to range from the mid-\$200,000's to more than \$1,000,000.

The homes in East Beach will be constructed by members of the East Beach Builder's Guild that will be established by East Beach Company, LLC. The Guild members will be carefully selected custom and semi-custom builders who will build with strict adherence to the Pattern Book.

Retail and office space estimated at 150,000 sq/ft.

Amenities will include the beach, parks, playgrounds, Bayfront Club, walking paths, dining and village retail areas.

Currently, there are three commercial areas that could potentially impact future commercial development in East Beach. The Little Creek Shopping Center, located at the corner of Little Creek Road and Shore is presently serving the East Ocean View community well. The Ocean View Shopping Center presently is a partially occupied commercial property with significant potential. There is presently a high vacancy rate. Finally, there are many undesirable commercial uses in the Shore Drive gateway, which are often cited for public nuisances.

Phasing of the East Beach- As currently envisioned, the planned development will have an estimated 600 total units, which will consist primarily of single family detached homes and a mix of townhouses, condominiums and apartments. There will also be some commercial space within the development. Because the redevelopment project is designed to provide a wide-range product mix, the phasing strategy will be important.

East Beach Design Guidelines – The General Plan's East Ocean View Neighborhood objective endorses high-quality residential maintenance and development. These objectives are significant because of the environmental concerns of the area. The area is subject to weather conditions such as coastal flooding and high winds. Therefore, quality should not be compromised. The master development team should work with the City of Norfolk's Planning Department, NRHA and the Mayor's Ocean View Task Force to develop agreed upon design guidelines.

Infrastructure – The City's Site Plan Review Committee, which consists of staff from the Departments of Planning, Public Works, Utilities, Police and NRHA oversee development proposals. Current priority issues for the East Beach project include determining road widths, street surface material, the positioning of alleyways, private versus public parking and access, traffic calming devices and designs, underground electrical lines and drainage systems. City staff will work with the Virginia Department of Transportation to achieve the agreed upon goals of the development team's master plan. Infrastructure costs, which have been estimated to be \$8 million, will be the responsibility of the development group.

City Beach – The primary issue deals with access to the beach. Presently there is a parking lot that provides public access to the beach. The parking area has been rarely used for several years. It is currently an underutilized piece of property. The City has transferred ownership rights to NRHA that will be part of the East Beach Redevelopment Project. Because the beach will continue to serve the public, the City should continue to maintain public access linking the East Beach area to the beach. Public access to the beach will ensure the City’s ability to obtain state and federal funding in the future for such plans as the City’s Beach Management Plan as well as potential disaster recovery initiatives.

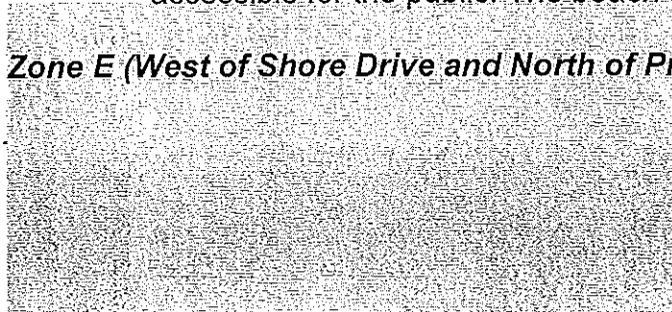
East Beach Harbor - There are several opportunities to improve the southern edge of the East Beach Project along Pretty Lake. The current marinas along the north side of Pretty Lake are older waterfront industrial facilities with chain link fencing and minimal aesthetic quality. Consequently, the unattractive views negatively affect the proposed residential communities north and east of Pretty Lake.

The active maritime use of the marinas by numerous types of pleasure boats, the views of the water and of related land and waterside uses, and the nearby naval facilities and vessels present favorable opportunities for improved vistas, recreational activity, amenities, and convenient marina services for the residential communities. Some of the marinas along the north side of Pretty Lake are part of the \$8 million in private investments to redevelop the marinas on the south and north sides of Pretty Lake. The City should work closely with marinas on the north side in Zone D by helping to clean up the Pretty Lake Avenue marina area streetscape. This should include new fencing or screen walls, landscaping, and lighting. The City should also facilitate efforts to design and implement a new Pretty Lake shoreline area with pedestrian paths, recreational trails, and a boardwalk linking existing and proposed sidewalks and greenways with the Shore Drive Bridge underpass.

**Zone D Recommendations**

- City emphasis should be placed on the strip of land between Pretty Lake Avenue and the marinas on the southern edge of Zone D. The City should establish an official Pretty Lake shoreline area that extends from the Spy Glass community on the east to the Shore Drive Bridge underpass to the west. The designated shoreline should include pedestrian paths, bike paths, recreational trails, a boardwalk, and lighting system that links and integrates the Shoreline Drive Bridge underpass to the neighborhoods of Spy Glass, Bay Breeze Point and East Beach on the Chesapeake Bay.
- The City should maintain public access ways to the Chesapeake Bay beach area, which will be needed to acquire additional state and federal funds for the City’s Beach Management Program to help sustain and improve sand replenishment. Additionally, the beach area needs to be accessible for the public. The beach serves as needed open space.

**Zone E (West of Shore Drive and North of Pretty Lake)**



ment

East Ocean View serves as a Conservation and Redevelopment Project Area that is working to fulfill the City's housing initiatives. *The Conservation and Redevelopment Plan: East Ocean View Project Area, 1989*, serves as a catalyst to improve housing and neighborhood conditions for the community. Zone E of the East Ocean View is part of the designated conservation area.

The designation of a Conservation and Redevelopment Project Area attempts to achieve certain goals such as:

- The creation of an environment, which encourages and promotes homeownership.
- The rehabilitation of individual residential properties.
- The acquisition of deteriorated properties, which are not feasible of rehabilitation.
- The reduction in the density of existing multiple family dwellings to levels permitted by current zoning regulations.
- The creation of a better balanced and maintained commercial sector oriented to the needs of the neighborhood.

NRHA provides financial and technical assistance that helps property owners achieve the aforementioned objectives. Owners of property situated within the project area can request financial and/or technical assistance to rehabilitate their property to the specifications in the Rehabilitation Standards to the extent that funds are available.

In-fill housing is another important initiative that helps to achieve the objectives of the designated area. Lowering the density by acquiring properties that are in such bad condition that they appear to be infeasible for rehabilitation, provide excellent opportunities for the construction of single family housing. New single family housing helps to achieve several objectives such as stabilizing the area with new homeownership and lowering the density by replacing vacant and dilapidated multi-family housing units, motels and hotels along with other previous commercial uses that impede accomplishment to the area's objectives.

When the East Beach Redevelopment Project and the redevelopment of the Del Mar Mobile Home Park begin and are completed, it will serve as a catalyst to attract private investments for other areas of East Ocean View such as Zone E. In addition, will assist and stimulate private investments throughout the other areas of Ocean View.

An initial marketing option to continue revitalization efforts is do a better job of disseminating information on incentive programs. An incentive program could include promoting NRHA's Residential Rehabilitation Loan and Grant Program in conjunction with the City's Tax Abatement for Residential Rehabilitation Program. According to the City's Real Estate Assessor's Office, 90% of Norfolk's homeowners qualify.

The tax abatement program is an incentive for residential property owners to improve their property. Improvements to the property, which must be initially approved by the Real Estate Assessor's Office, are for residential properties that have rehabilitation work done to them and that increases the property's value by 10% or more. The increase in assessed value due to the improvements listed on the property owner's application will be recognized for tax purposes for the first five years following the commencement of the tax abatement. If marketed and promoted correctly, this could provide an advantageous opportunity to create significant rehabilitation efforts throughout East Ocean View.

### Zone E Recommendations

- NRHA should continue to facilitate the development of in-fill housing developments along Ocean View Avenue. The City should continue to enforce setbacks, which include an additional setback of 30 feet for a potential road widening along Ocean View Avenue.
- Housing initiatives through the City and NRHA should focus on the following two areas in the order of most important, which will help to create owner-occupied housing opportunities and lower the density in the area. They are the rehabilitation of owner-occupied single-family housing and in-fill housing opportunities for owner-occupancy.
  - Rehabilitation of owner-occupied single-family housing – NRHA offers five programs, which consists of loans or grants for the rehabilitation of residential properties. Names of these programs are: Low Interest Rate Loans, Equity Secure Program, Aesthetic Improvement Grant, Significant Structure Grant, and Owner Conversion Deferred Loan.

To help create incentives to foster housing rehabilitation within Zone E, NRHA should focus marketing resources for the available loans and grants. Additionally where the program is eligible, NRHA should market the City's Tax Abatement Program for Rehabilitation of Residential Structures in conjunction with the loan and grant program to serve as an added incentive to stimulate owner-occupied rehabilitation. The tax abatement program offers taxpaying homeowners an opportunity to improve residential homes and not pay full taxes on those improvements for ten years.

Rehabilitation of owner-occupied single-family housing should be the primary housing initiative for Zone E. This should include the conversion of multi-family housing units into owner-occupied single-family housing units.

- In-fill and newly developed housing for owner-occupancy should be the second priority for the City and NRHA. Where there are dilapidated properties and it is not economically feasible to rehabilitate these properties, NRHA should work to acquire and demolish these properties for privately developed owner-occupied single-family housing opportunities. Acquisition of these properties should first focus on multi-family units, which will continue with efforts of reducing density in the area and create additional opportunities for owner-occupied single-family housing.
- Pleasant Avenue should serve as the arterial gateway that connects 5<sup>th</sup> Bay Street from the west to Shore Drive to the east. The City should install curbs, gutters, sidewalks, lighting and landscaping along this arterial gateway. Additionally, designated two-way traffic should be included. This will create character within the interior sections of Zone E. Where Pleasant Avenue and Shore Drive intersect in Zone E, Pleasant Avenue should have an official gateway entrance that will create an identify for this section of East Ocean View that will not be lost with the residential revitalization efforts in East Beach and Bay Breeze Point in Zone D or the residential redevelopment of the Del Mar Mobile Home Park site in Zone C. An arterial gateway entrance will build upon recognition and character within East Ocean View by building upon a positive visual image and sense of community.
- Strong code enforcement initiatives should continue to be an emphasis.
- Staff from the City's Planning Department and NRHA should develop a housing strategy that focuses on housing rehabilitation, acquisition and in-fill housing. This should be done to geographically concentrate housing efforts within Zone E, which will help to focus improvements within a targeted area to maximize housing opportunities, build success and to attract private investments. There should be assessments every six months to evaluate the progress of the strategy.
- The former school site, located along Ocean View Avenue between 3<sup>rd</sup> Bay and 5<sup>th</sup> Bay Streets, should be maintained as a temporary open space park. The site should continue to be landbanked and maintained as open space for at least another five years. At which time potential uses should then be evaluated although no decisions should be made official. It may take an additional five years for all major redevelopment projects in East Ocean View to be fully developed at which time a more comprehensive evaluation can be done.

Because of the sites visible location and prior use as an elementary school, the following are three possible options that should be evaluated for the highest and best use for the site: 1) an elementary school; 2) single family housing with some open space integrated into the master plan; or 3) open space and recreation area.

The highest and best possible use can not be determined at this time. Due to a loss of population that resulted from the acquisition of properties and relocation of residents in East Ocean View, the redevelopment projects of East Beach and the Del Mar Mobile Home Park site and the newly

developed Bay Breeze Point neighborhood will need to be developed to the point where the population in the area has been stabilized. If the population includes a significant increase in children, it will place a demand for school facilities.

The former school site should remain as a temporary use for open space. The City's Department of Neighborhood and Leisure Services should maintain the property with some landscaping improvements. However, the City should not expend significant resources for major improvements to the land because of the uncertainty of its future.

- The East Ocean View Recreation Center area will continue to become an important part to the revitalization efforts in East Ocean View. NRHA should continue to acquire properties south of Pretty Lake Avenue in Zone E, which is along the edge of Pretty Lake. The edge of land between Pretty Lake Avenue and Pretty Lake will connect Zones E and D by using the Shore Drive underpass to provide a seamless connection of bike paths, walkways, recreational trails, a boardwalk, lights and benches.

As a result, these open space features will physically connect the neighborhoods of East Beach on the Chesapeake Bay, Bay Breeze Point and Spy Glass to the East Ocean View Recreation Center area. The connection will provide a safe means for children and adults to travel underneath the bridge to avoid automobile traffic traveling north and south on Shore Drive.

## Zoning

Current building trends are causing inappropriate infill development in the older, established residential neighborhoods such as those found in the Ocean View area. In response, amendments have been made to the zoning ordinance for R-11 and R-12 residential districts. The new requirements are intended to improve the quality of new residential development in Norfolk. The development standards and special exception requirement will lessen these impacts by allowing review of the proposed site plans for multiple-family developments with more than 7 units to address traffic, access, open space, setbacks, parking, building density and massing issues. Adopted in January 2004, new developments in East Ocean View under the new policies will have:

- Improved view corridors
- Increased guest parking
- Increased open space surrounding each development
- More centralized building location(s) within a site

## Commercial Areas

The City and NRHA will need to continue its efforts in obtaining and land banking non-compatible land parcels. To accomplish this objective, a detailed master plan sponsored by the City and NRHA should be developed to identify specific properties that need to be acquired and the priority for acquisition within the gateway and the remainder of the corridor. The plan should provide a comprehensive strategy for development utilizing the vision and values of the existing property owners in conjunction with City and NRHA staff. As properties are acquired, the City and NRHA should landbank the parcels for future compatible development proposals that complement current redevelopment projects. The emphasis should first be placed with the gateway followed by the remainder of the corridor.

As a master plan is developed, an appropriate gateway overlay district should be developed that will focus on design criteria to continue enhancing the visual image of East Ocean View. Landscaping should be a high priority for design criteria. The objective of landscaping features will be to screen and enhance the visual character of the gateway and corridor. As a result, the gateway overlay district would then allow favorable consideration in the site plan review process for developers whose design and development plans respect the landscape and other design criteria. Additionally, the City should work with the management of the Little Creek Shopping Center and officials from the U.S. Navy Amphibious Base to incorporate a landscape design that complements the desired image of the gateway.

The City should work closely with marinas on the north side in Zone D by helping to clean up the Pretty Lake Avenue marina area streetscape. This should include new fencing or screen walls, landscaping, and lighting. The City should also facilitate efforts to design and implement a new Little Creek shoreline area with pedestrian paths, recreational trails, and a boardwalk linking existing and proposed sidewalks and greenways with the Shore Drive Bridge underpass.

## Recreation and Open Space

The City's General Plan suggests there should be an effort to improve, maintain and expand upon the quality and range of recreational opportunities, taking advantage of public access to the water. The largest span of continuous open space in the East Ocean View area is the beach along the Chesapeake Bay. A beach replenishment program and the construction of breakwaters have increased the recreational opportunities along the waterfront. Expanding the recreational opportunities near existing park sites and linking the sites with walking paths and bikeways along a green corridor would be a valuable asset to the community.

One option is to expand the recreation center's open space eastward toward the Shore Drive Bridge. The East Ocean View Recreation Center serves as an important asset to the City of Norfolk and the entire Ocean View community. The center, which is located on the southern end of 20<sup>th</sup> Bay Street and along

the north side of Little Creek, provides many recreational opportunities such as water-related activities that include canoeing and boating. This will allow for the East Ocean View Recreation Center to accommodate an expected increase in demand due to the development of the East Beach, Bay Breeze Point and the Harbor Walk Redevelopment Project. Additionally, NRHA is considering purchasing properties near the recreation center along Little Creek to maximize recreational and open space in East Ocean View.

The acquisition of properties along the northern edge of Little Creek between the recreation center and the Shore Drive bridge provides a significant opportunity to physically connect the east and west side communities of Shore Drive. Utilizing the elevation and underpass of the bridge will benefit residents and travelers that want to take advantage of pedestrian and bicycle paths. These paths will provide safe access and circulation for walkers and bicyclists traveling from the East Ocean View Recreation Center and the surrounding neighborhoods by avoiding automobile transportation.

The former school site, located along Ocean View Avenue between 3<sup>rd</sup> and 5<sup>th</sup> Bay Streets, is approximately 12 acres in size. Three redevelopment options were proposed based on public input during the recent 2002 Ocean View Corridor study conducted by Urban Design Associates.

- A mixture of residential, public open space, and school development
- A mixture of residential and public open space
- Large public open space on former school site

The benefits and challenges of each of these options deserve further review. Although the site had previously been designated as a potential school site, to date, Norfolk Public Schools has not expressed an interest in using the site for a new elementary or middle school. An evaluation of these three options may incorporate surrounding uses along 6<sup>th</sup> and 7<sup>th</sup> Bay streets.

Other recommendations regarding open space in East Ocean View cited in the 2002 Ocean View Corridor Study include:

- Additional landscaping on Ocean View Avenue, Shore Drive and Pleasant Avenue
- Improvements to all beach access ways
- Creation of Shore Place, a landscaped corridor that extends to the Chesapeake Bay waterfront

Enhanced streetscapes would include a wide landscaped verge, the addition of bike lanes and on-street parking.

## Transportation

The most recent transportation improvement was the construction of the Shore Drive Bridge. There are no additional transportation improvements being planned to improve capacity for vehicular traffic at this time. However, the proposed changes to the Ocean View Avenue and Shore Drive streetscape will allow for safer and easier access for pedestrians and bicycles.

### Parking

Shared parking agreements should be pursued where feasible to add to the limited capacity currently available while maintaining a cohesive identity for the community the use of creative landscaping and complementary street furniture (e.g., park benches, trash cans).

## VI. Implementation Plan

### Framework

The implementation plan provides a framework and a plan for action to alleviate the decline of the area, and describes the commitment of the City and community members. The plan builds on the strengths of the community, creates new opportunities, and positions East Ocean View as a neighborhood of choice in the region by building on recommendations made from previous studies, and identifying and prioritizing strategic actions necessary to realize the vision for the community.

The Goals, Strategies, and Actions outlined in this Implementation Plan were developed by the East Ocean View Steering Committee as a means to achieve the Neighborhood Vision. This plan provides the framework for building on the strengths and assets in East Ocean View, while recognizing the necessary commitment of the City, neighborhood residents, business owners, and other key stakeholders to implement the action items in this plan.

The defining guidelines used while developing these goals, strategies, and actions are described below:

- **Goals** are broad statements of long-term measurable objectives or outcomes.
- **Strategies** are statements that describe how to reach a goal by identifying the plan or approach that would work best.
- **Actions** are specific tasks that describe how a strategy is implemented, or what needs to be done to make the strategy work.

These goals, strategies, and actions serve to organize the implementation plan into a document that is easy to read and understand. Each action item is tied to a strategy, each strategy is a means to reach a goal, and each goal is intended to achieve the vision for East Ocean View. Furthermore, the Implementation Plan Summary Table at the end of this section summarizes each action item, the organization or agency that is primarily responsible for implementing the action item, the funding source that will be used to complete the action item, a general timeframe described as short-term, mid-term, or long-term, the annual amount and funding source, and miscellaneous notes.

Implementation of this plan requires an on-going partnership with the community in terms of setting and reestablishing priorities based on change in the physical, social, political, and economic environments over time.

## Timeframe and Priorities

The implementation of this plan requires time. This section identifies a timeframe for achieving each improvement item. The timeline for implementation of each action item is defined by these estimated time frames:

Short-term: 5 years or less

Mid-term: 5 to 10 years

Long-term: 10 to 15 years

The priorities outlined in this plan were developed as a result of community input, funding availability, and project timeframes.

## Plan Coordination

The Department of Planning and Community Development will take the lead role in coordinating and managing the implementation of the action items. Successful implementation of this plan also requires the concentrated effort of other City Departments and agencies listed in this plan, including Public Works, Utilities, Neighborhood and Leisure Services, and the Norfolk Redevelopment and Housing Authority.

The true success of this plan will be measured by the continued commitment of East Ocean View residents, business owners, and property owners in their willingness to work at improving the quality of life in their neighborhood. Clean, well maintained, safe, and attractive business and residential areas creates a positive and lasting impression of a neighborhood. Residents, property owners, and business owners are responsible for, and must be committed to, maintaining their homes, businesses, yards, and streetscapes. Commitment to a clean and safe neighborhood also includes reporting crimes to the police, and contacting Code Enforcement when violations occur.

## Plan Evaluation

This plan will be implemented over a period of several years and will require considerable City resources to fully implement. Biannual progress reports will be provided by the Department of Planning and Community Development to City Council so that they may evaluate how well City resources are being used to achieve the goals of the plan. In addition, it is expected that staff will continue to work with the community to reevaluate their goals and priorities every two years as a means to update the Implementation Plan. This East Ocean View Strategic Implementation Plan will become part of the updated Comprehensive Development Plan for the City of Norfolk (Norfolk 2025 Plan).

## Funding

Adequate funding is necessary for the successful implementation of the plan. It is expected that City Council will commit the resources needed to accomplish the various neighborhood improvements described in the approved plan. By adopting the East Ocean View Strategic Implementation Plan, the City Council demonstrates the City's commitment to a phased implementation strategy that will be funded over several years. Adoption of the Plan does not immediately commit funds. Each component listed will require separate and specific consideration for funding through the City's annual budget process. The figures included in the implementation tables are funding guidelines that will be refined when incorporated into the budget.

## Goals, Strategies and Actions

### Community Character

#### Goal 1: Create a Visual Identity

Strategy 1A: Select a vernacular architectural style that reflects the history and tradition of Ocean View.

Action 1A-1: Utilize housing pattern book developed for all new construction and major housing improvements.

Action 1A-2: Draft guidelines and explore funding for providing architectural grants in exchange for architectural design review.

Strategy 1B: Create an appropriate character for Ocean View Avenue as the main street of the community.

Action 1B-1: Draft an RFP to hire a consultant to redesign the Ocean View Avenue and Shore Drive from 1<sup>st</sup> Bay Street to East Little Creek Road. Funds will provide for the planning, design, purchase of rights of way and construction.

## **Environment**

### **Goal 2: Preserve and enhance the natural environment**

Strategy 2A:

## **Beautification**

### **Goal 3: Improve visual image from major streets**

Strategy 3A:

## **Housing**

### **Goal 4: Expand the range of housing opportunities available**

Strategy 4A:

## **Business**

### **Goal 5: Create a sustainable commercial presence**

Strategy 5A:

## **Recreation and Parks**

**Goal 6: Improve, maintain and expand the quality of passive and active recreational opportunities.**

Strategy 6A:

## **Public Safety**

**Goal 7: Improve safety along major streets and in neighborhoods**

Strategy 7A:

## VII. Summary Table of Implementation Action Items

### East Ocean View Action Plan Summary Table

IMPLEMENTATION ITEM	ACTION	LEAD RESPONSIBILITY	TIMEFRAME	PROJECTED COST	ANNUAL AMOUNT & FUNDING SOURCE	MISCELLANEOUS NOTES
<b>Neighborhoods and Housing</b>						
			Short Term	\$	CIP	
	Property Maintenance and Code Enforcement					
	Public Safety					
	Community Facilities and Services					
	Infrastructure and Public Utilities					
	Retail Development					
	Education and Employment					
	Community Character					
	Parks Recreation and Open Space					
	Transportation					

East Ocean View Strategic Implementation Plan

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
Create visual identity	Select a vernacular architectural style that reflects the history and tradition of Ocean View.	Utilize housing pattern book developed for all new construction and major housing improvements.  Draft guidelines and explore funding for providing architectural grants in exchange for architectural design review.	Department of Planning and Community Development		Short-term	
	Create an appropriate character for Ocean View Avenue as the main street of the community.	Review RFP to redesign the Ocean View Avenue and Shore Drive from 1 <sup>st</sup> Bay Street to East Little Creek Road. Funds will provide for the planning, design, purchase of rights of way and construction.	Department of Planning and Community Development; Dept. Neighborhood and Leisure Services, Urban Forestry; Public Works	CIP, General Obligation Bonds, TIF	Long-term	
	Create a parkway with a view to the waterfront at a gateway point.	Hire a consultant to design Shore Place, a grand promenade with a tree-lined four lane road on the west side of the green and a small scale frontage road on the eastern edge linking Little Creek to the Chesapeake Bay to replace 23 <sup>rd</sup> Bay.	Department of Planning and Community Development; Dept. Neighborhood and Leisure Services, Urban Forestry; Public Works	CIP, General Obligation Bonds, TIF	Long-term	

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
	Add visual elements to the gateways that provide distinct icons for the community.	Review RFP to design an icon in conjunction with street improvements.	Department of Planning and Community Development; Public Works	CIP, General Obligation Bonds, TIF	Mid-term	
	Add distinctive lighting features.	Initiate a study to develop an appropriate lighting strategy for Little Creek waterfront.	Public Works	CIP - Public Works Dept.: Street Light Conversion Program, Street Light Infrastructure Repair Program, Street Light Special Projects and Street Light Infrastructure Expansion	Mid-term	
<b>Preserve and enhance the natural environment</b>	Recognize the beach as a vital community asset.	<p>Continue to implement the 1992 beach stabilization and beach management program.</p> <p>Continue to pursue joint stewardship options with Federal Government.</p>	Department of Planning and Community Development, Environmental Services; Public Works; U.S. Army Corp of Engineers	<p>CIP - Beach Erosion Control</p> <p>Pursue ACE funding</p>	On-going	

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
	Preserve and add to existing significant tree stands.	<p>Coordinate with the Dept. Neighborhood and Leisure Services, Urban Forestry to add trees to Ocean View Avenue and Shore Place.</p> <p>Encourage new developments to preserve significant tree stands.</p>	<p>Department of Planning and Community Development; Dept. Neighborhood and Leisure Services, Urban Forestry</p>	<p>CIP Private sector</p>	Mid-term	
	<p>Add park space</p> <p>Create a mixture of new residences and public open space between 3<sup>rd</sup> Bay and 7<sup>th</sup> Bay Streets.</p>	<p>Form a working group to coordinate new park development plans with the NRHA and the Dept. Neighborhood and Leisure services regarding uses of open space between 3<sup>rd</sup> Bay and 7<sup>th</sup> Bay Streets and along Pretty Lake Avenue between 20<sup>th</sup> Bay Street and the Shore Drive bridge.</p>	<p>NRHA; Department of Planning and Community Development; Dept. Neighborhood and Leisure Services</p>	<p>NRHA (park development) CIP (park maintenance)</p>	Mid-term to Long-term	
	“Greening” of major streets	<p>Coordinate with the Dept. Neighborhood and Leisure Services, Urban Forestry to add trees to Ocean View Avenue, Shore Drive, and Pleasant Avenue.</p> <p>Encourage private developers to add new trees to new developments.</p>	<p>Department of Planning and Community Development; Dept. Neighborhood and Leisure Services, Urban Forestry</p>	<p>CIP Private sector</p>	Mid-term to Long-term	

East Ocean View Strategic Implementation Plan

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
Improve visual image from major streets	Include set-backs when replacing commercial uses with new residential developments.	Draft and propose a residential overlay district for Ocean View Avenue to accommodate future boulevard streetscape.	Department of Planning and Community Development		Short-term to Mid-term	
	Turn storm water management ponds and lakes into a visual asset.  Add visually appealing storm water management along Pleasant Avenue between 3 <sup>rd</sup> Bay and 7 <sup>th</sup> Bay Streets.	Develop design guidelines or best practices manual for storm water maintenance.  Start a storm water retention demonstration project.	Department of Planning and Community Development, Environmental; Public Works	CIP - Storm Water Utility Dept	Mid-term to Long-term	
	Provide view sheds to the waterfront especially along gateway areas.	Hire a consultant to design Shore Place linking Little Creek with the Chesapeake Bay  Proposed increase of side yards in R-11 and R-12 to create view corridors.	Department of Planning and Community Development; Public Works	CIP, General Obligation Bonds, TIF	Mid-term	
	"Greening" of major streets	Develop a plan for additional trees on Ocean View Avenue, Shore Drive, and Pleasant Avenue with the Dept. Neighborhood and Leisure Services, Urban Forestry.	Department of Planning and Community Development, Environment; Dept. Neighborhood and Leisure Services, Urban Forestry	CIP	Long-term	

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
	Obscure view of overhead electrical and cable connections.	Develop a landscaping plan to shield view of electrical and cable wires overhead.	Dept. Neighborhood and Leisure Services, Urban Forestry; Public Works	Private sector	Mid-term	
	Promote consistent commercial signage.	Draft and propose a sign overlay district.	Department of Planning and Community Development		Short-term	
<b>Expand the range of housing opportunities available</b>	Reduction in density of multifamily housing to currently accepted zoning standards.	Create criteria for prioritizing the acquisition of properties as appropriate development opportunities arise.	Steering Committee; Department of Planning and Community Development; NRHA		Mid-term	

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
	<p>Provide a mix of housing types and prices for current and future residents.</p> <p>Add mixed-use housing near gateways.</p>	<p>Increase promotion of incentives for maintenance of existing housing stock in good condition using existing NRHA programs such as Low Interest Loan Rates, Equity Secure Program, Aesthetic Improvement Grant, Significant Structure Grant, and Owner Conversion Deferred Loan Program.</p> <p>Promote the Tax Abatement Program administered by the Assessor's Dept.</p> <p>Create and prioritize a list of vacant and tax forfeited properties to guide the pursuit of infill housing opportunities.</p> <p>Pursue the creation of a design enhancement district in existing conservation and redevelopment areas.</p>	<p>Civic League; Department of Planning and Community Development; NRHA; Assessor's Dept.</p>	<p>NRHA, staff in-kind</p>	<p>Short-term and Mid-term</p>	

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
	Adopt measurable and consistent design standards for new developments.	Assess incentives and regulatory options for administering design enhancement districts.  Provide incentives in exchange for review by the Design Review Committee  Adopt pattern books designs and create alleys where feasible.	Steering Committee; Department of Planning and Community Development	staff in-kind	Short-term	

East Ocean View Strategic Implementation Plan

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
	<p>Promote incentives to address code violations with chronic problem properties.</p> <p>Investigate environmental and code enforcement violations especially along major streets.</p>	<p>Promote incentive programs for the redevelopment or sale of nuisance properties such as Low Interest Loan Rates, Equity Secure Program, Aesthetic Improvement Grant, Significant Structure Grant, and Owner Conversion Deferred Loan Program.</p> <p>Utilize the Dept. of Neighborhood and Leisure Services Neighborhood Environmental Assessment Teams (NEAT) comprised of Police, Public Health, Zoning, Neighborhood Preservation and Public Works to coordinate various code and building inspections.</p> <p>Review parking standards to accommodate guest parking in new developments.</p>	<p>Dept. Neighborhood and Leisure Services; Department of Planning and Community Development; NRHA</p>	<p>NRHA, staff in-kind</p>	<p>On-going</p>	
<p><b>Create a sustainable commercial presence</b></p>	<p>Concentrate commercial activities along Ocean View Avenue and Shore Drive.</p>	<p>Obtain purchase agreements with blighted businesses along Ocean View Avenue to provide for future residential uses.</p> <p>Promote commercial opportunities along Shore Drive.</p>	<p>NRHA, Department of Economic Development</p>	<p>NRHA, staff in-kind</p>	<p>On-going</p>	

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
	Add mix of uses near entry portals. Focus initial efforts at the entry portal at Shore Drive.	<p>Promote incentives that would create a mix of office and retail developments in C-2 zones along Shore Drive south of Shore Drive Bridge.</p> <p>Assess incentives and regulatory options for administering design enhancement districts.</p>	Department of Planning and Community Development; Department of Economic Development	staff in-kind	Short-term to Mid-term	
	Enhance commercial developments to the gateway areas immediately north and south of the Shore Drive Bridge.	Market existing commercial areas to area realtors, prospective tenants and buyers.	Department of Economic Development	staff in-kind	Mid-term; on-going	
	Promote retail amenities and business opportunities for current and future residents. Initial focus should emphasize community retail services.	Compile market information regarding businesses underserved in the community and potential parcels or areas available for new community-oriented services and retail.	Steering committee; Department of Planning and Community Development; Department of Economic Development	staff in-kind	Short-term	

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
	<p>Add community-oriented services and retail or water-related uses along both sides of Shore Drive south of the bridge.</p> <p>Add mixed-use development on the Western side of Shore Drive and North of Pleasant Avenue.</p> <p>Create a mixed-use retail with office and residential uses above lining the waterfront and Pretty Lake Avenue across from existing marina uses (East of Shore Place and North of Pretty Lake Avenue).</p>	<p>Change R-11 zone South of the Shore Drive Bridge and North side of Dunning Road to C-2 or I-4 depending on the likelihood of attracting additional marina-related business.</p> <p>Assess incentives and regulatory options for administering design enhancement districts.</p> <p>Promote the mixed-use elements in East Beach development plan.</p>	<p>Department of Planning and Community Development</p>	<p>staff in-kind</p>	<p>Mid-term</p>	
	<p>Replace warehousing and residential uses with mixed-use and water-related commercial use (East of Shore Drive and North of Dunning Road)</p>	<p>Promote use of tax abatement for renovation and rehabilitation of eligible commercial properties.</p>	<p>Assessor's Dept.</p>	<p>staff in-kind</p>	<p>Mid-term</p>	

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
	<p>Upgrade the facades of existing commercial structures.</p> <p>Encourage private investment to upgrade existing shopping center with more consistent façade and the addition of out-parcel commercial buildings (South of Pleasant Avenue and West of Shore Drive).</p>	<p>Promote the ‘Small Area Commercial Aesthetic Improvement Grant Program--East Little Creek’ for existing commercial properties South of the Shore Drive Bridge.</p> <p>Draft guidelines for a new Aesthetic Improvement Grant Program or a revolving loan fund to improve commercial facades on Ocean View Avenue.</p>	<p>Department of Planning and Community Development; NRHA</p>	<p>staff in-kind</p>	<p>Short-term and Mid-term</p>	
	<p>Create a commercial and office district along 21<sup>st</sup> Bay Avenue between Pleasant Avenue and Shore Drive.</p>	<p>Assess market feasibility for office use near Shore Drive.</p>	<p>Department of Economic Development</p>	<p>staff in-kind</p>	<p>Long-term</p>	
	<p>Increase the visibility of Ocean View and Shore Drive commercial corridors.</p>	<p>Plan an annual public festival along the commercial corridor associated with water or marina-related themes.</p>	<p>Civic League; Ward 5 Partnership; Business Associations</p>	<p>Private sector</p>	<p>Mid-term</p>	
	<p>Limit noise and other nuisances related to commercial activity near residential areas.</p>	<p>Review options for reducing nuisances for entertainment establishments located near residential areas.</p>	<p>Department of Planning and Community Development</p>	<p>staff in-kind</p>	<p>Mid-term</p>	

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
<p><b>Improve, maintain and expand the quality of passive and active recreational opportunities</b></p>	<p>Link public open space to the water by:</p> <p>Expanding waterfront park along Little Creek from the Ocean View Community center to Shore Drive with a pedestrian connection under the bridge.</p> <p>Adding public open space lining the Little Creek waterfront south of the bridge and West of Shore Drive.</p> <p>Adding public boat ramp access to Little Creek.</p> <p>Adding biking and walking paths.</p> <p>Adding consistent signage indicating access points to waterfront.</p> <p>Adding recreational amenities near new housing developments (e.g., saltwater pool, club house, tennis, etc.)</p>	<p>Form a working group to coordinate new park development plans with the Dept. of Neighborhood and Leisure Services.</p> <p>Create design for signage to promote the neighborhood and business district.</p> <p>Conduct a study to assess the potential for adding a public boat ramp including appropriate site requirements.</p> <p>Prioritize public access routes (e.g., sidewalks, streets, etc.) scheduled for improvement with Public Works Dept.</p> <p>Draft new design for signs at beach access points and adjacent landscape treatments.</p> <p>Encourage private sector developments to provide recreational amenities.</p>	<p>Department of Planning and Community Development; Dept. Neighborhood and Leisure Services; Communications and Public Relations; Public Works</p>	<p>staff in-kind</p>	<p>Mid-term and Long-term</p>	

East Ocean View Strategic Implementation Plan

IMPLEMENTATION ITEM	STRATEGY	ACTION	LEAD RESPONSIBILITY	Funding	Timeline	Priority
Improve safety along major streets and in neighborhoods	Upgrade waste water and storm water infrastructure.	Prioritize and coordinate improvements to curbing, gutters, and sewers with Public Works Dept.	Public Works Dept., Utilities Dept.		Mid-term to Long-term	
	Reduce speed along major streets.	Select traffic calming options such as horizontal and vertical shifts to Ocean View Avenue Streetscape and coordinate phasing of improvements with Public Works Dept.	Public Works Dept.		Long-term	
	Limit curb cuts along Ocean View Avenue and Shore Drive.	<p>Coordinate streetscape improvements such as the creation of frontage streets where possible to reduce driveways especially at 3<sup>rd</sup> Bay Street.</p> <p>Discourage additional curb cuts during site review process.</p> <p>Encourage the use of shared parking agreements when feasible.</p>	Department of Planning and Community Development; Public Works		Mid-term	
	Improve lighting in select areas.	Assess improvements to lighting along the waterfront	Public Works Dept.		Long-term	

## VIII. Appendices:

### Demographics

**Table 1: Population and Race**

	1990				2000				EOV % Change	Norfolk % Change
	EOV	%	Norfolk	%	EOV	%	Norfolk	%		
<b>POPULATION:</b>										
Total Population	11,922		261,229		8,448		234,403		-29%	-10%
Total Households	4,925		89,478		3,617		86,210		-27%	-4%
<b>RACE AND HISPANIC ORIGIN:</b>										
White	8,489	71%	148,228	56.7%	4,805	57%	113,358	48.4%	-43%	-24%
Black	2,867	24%	102,012	39.1%	2,838	34%	103,387	44.1%	-1%	1%
American Indian, Eskimo, or Aleut	93	1%	1,165	0.4%	53	1%	1,071	0.5%	-43%	-8%
Asian or Pacific Islander	301	3%	6,815	2.6%	203	2%	6,844	2.9%	-33%	0%
Other race	172	1%	3,009	1.2%	171	2%	3,923	1.7%	-1%	30%
Hispanic or Latino (of any race)	435	4%	7,611		340	4%	8,915	3.8%	-22%	17%

(Source: US Census)

**Table 2: Age**

	1990				2000				EOV % Change	Norfolk % Change
	EOV	%	Norfolk	%	EOV	%	Norfolk	%		

Total Population	11,922	261,229	8,448	234,403	-29%	-10%				
<b>AGE:</b>										
Under 5 years	1,605	13%	17,293	7%	824	10%	16,564	7%	-49%	-4%
5 to 17 years	1,502	13%	13,989	5%	1,475	17%	39,806	17%	-2%	185%
Under 18 years	3,107	26%	31,282	12%	2,299	27%	56,370	24%	-26%	80%
18 to 20 years	1,047	9%	23,840	9%	415	5%	18,254	8%	-60%	-23%
21 to 24 years	2,110	18%	33,085	13%	714	8%	24,429	10%	-66%	-26%
25 to 44 years	4,276	36%	82,879	32%	3,028	36%	70,189	30%	-29%	-15%
45 to 54 years	577	5%	17,119	7%	994	12%	25,010	11%	72%	46%
55 to 59 years	202	2%	7,912	3%	333	4%	8,143	3%	65%	3%
60 to 64 years	218	2%	8,949	3%	194	2%	6,494	3%	-11%	-27%
18 to 64 years	8,430	71%	173,784	67%	5,678	67%	152,519	65%	-33%	-12%
65 to 74 years	275	2%	16,703	6%	269	3%	12,979	6%	-2%	-22%
75 to 84 years	95	1%	8,442	3%	156	2%	9,693	4%	64%	15%
85 years and over	15	0%	2,313	1%	45	1%	2,860	1%	200%	24%
65 to 85+ years	385	3%	27,458	11%	470	6%	25,532	11%	22%	-7%

(Source: US Census)

**Table 3: Household Type**

HOUSEHOLDS BY TYPE:	1990				2000				EOV % Change	Norfolk % Change
	EOV	%	Norfolk	%	EOV	%	Norfolk	%		
Population in Households:	11,888		228,197		8,445		211,114		-29%	-7%

Total Households:	4,925		89,478		3,617		86,210		-27%	-4%
Persons per household	2.4		3		2.3		2.4			
Family households (families)	2,820	57%	57,640	64%	1,944	54%	51,915	60%	-31%	-10%
With own children under 18 years	1,759	36%	--		1,128	31%	26,128	30%	-36%	--
Married-couple families	1,947	40%	40,091	45%	1,097	30%	31,813	37%	-44%	-21%
With own children under 18 years	1,054	21%	--		493	14%	14,122	16%	-53%	--
Female householder, no husband present	655	13%	14,388	16%	645	18%	16,218	19%	-2%	13%
With own children under 18 years	567	12%	--		505	14%	10,086	12%	-11%	--
Nonfamily households	2,105	43%	31,838	36%	1,673	46%	34,295	40%	-21%	8%
Householder living alone	1,356	28%	23,949	27%	1,043	29%	26,003	30%	-23%	9%
Householder 65 years and over	116	2%	8,357	9%	310	9%	8,276	10%	167%	-1%

(Source: US Census)

**Table 4: Education**

EDUCATIONAL ATTAINMENT:	1990				2000				EOV % Change	Norfolk % Change
	EOV	%	Norfolk	%	EOV	%	Norfolk	%		
Persons 25 years and over	5,658		144,317		5,019		135,368			
Less than 9th grade	297	5%	12,709	9%	229	5%	7,840	6%	-23%	-38%
9th to 12th grade, no diploma	1,373	24%	26,833	19%	1,076	21%	21,398	16%	-22%	-20%
High school graduate (includes equivalency)	2,313	41%	44,474	31%	1,780	35%	39,992	30%	-23%	-10%
Some college, no degree	1,137	20%	29,899	21%	1,285	26%	32,907	24%	13%	10%
Associate degree	212	4%	6,500	5%	282	6%	6,616	5%	33%	2%
Bachelor's degree	278	5%	16,010	11%	315	6%	16,107	12%	13%	1%
Graduate/Professional degree	168	3%	8,348	6%	109	2%	10,398	8%	-35%	25%

(Source: US Census)

**Table 4: Education**

EDUCATIONAL ATTAINMENT:	1990				2000				EOV % Change	Norfolk % Change
	EOV	%	Norfolk	%	EOV	%	Norfolk	%		
Persons 25 years and over	5,778		144,773		5,105		135,258			
Less than 9th grade	297	5%	12,709	9%	229	4%	7,840	6%	-23%	-38%
9th to 12th grade, no diploma	1,373	24%	26,833	19%	1,076	21%	21,398	16%	-22%	-20%
High school graduate (includes equivalency)	2,313	40%	44,474	31%	1,780	35%	39,992	30%	-23%	-10%
Some college, no degree	1,137	20%	29,899	21%	1,285	25%	32,907	24%	13%	10%
Associate degree	212	4%	6,500	4%	282	6%	6,616	5%	33%	2%
Bachelor's degree	278	5%	16,010	11%	315	6%	16,107	12%	13%	1%
Graduate/Professional degree	168	3%	8,348	6%	109	2%	10,398	8%	-35%	25%

(Source: US Census)

**Table 5: Housing Occupancy**

HOUSING UNITS:	1990				2000				EOV % Change	Norfolk % Change
	EOV	%	Norfolk	%	EOV	%	Norfolk	%		
Total Units	6,161		98,762		4,454		94,416		-28%	-4%
<b>OCCUPANCY AND TENURE:</b>										
Total occupied housing units	4,925	80%	89,478	91%	3,617	81%	89,210	94%	-27%	0%

Owner occupied	864	14%	39,387	40%	1,112	25%	39,238	42%	29%	0%
Renter occupied	4,061	66%	50,091	51%	2,505	56%	46,972	50%	-38%	-6%
Vacant housing units	1,236	20%	9,284	9%	837	19%	8,206	9%	-32%	-12%
For seasonal, recreational, or occasional use	11	0%	238	0%	30	1%	282	0%	173%	18%
Units with over 1 person per room (avg)	483	8%	4,763	5%	297	7%	4930	5%	-39%	4%

(Source: US Census)

**East Ocean View Study Area: Housing Market**

CONTRACT RENT:*	1990						Total
	65.01 BG 1	65.01 BG 2		65.02 BG 1	65.02 BG 2	66.04 BG 1	
Specified renter-occupied housing units paying cash rent	635	880		1,253	753	479	4,000
Less than \$250	126	78		176	136	34	550
\$250 to \$499	480	741		1,065	603	426	3,315
\$500 to \$749	26	54		11	12	19	122
\$750 to \$999	3	6		0	2	0	11
\$1,000 or more	0	1		1	0	0	2
Median Contract Rent (in 2000 dollars):**	\$403.16	\$444.00		\$422.92	\$437.42	\$490.12	
CONTRACT RENT:*	2000						Total
Specified renter-occupied units	549	487		446	505	509	

	0	0		12	0	0		12
Less than \$200								
	29	15		11	21	0		76
\$200 to \$299								
	286	270		160	268	205		1,189
\$300 to \$499								
	176	144		205	193	201		919
\$500 to \$749								
	39	43		34	0	73		189
\$750 to \$999								
	7	8		0	0	7		22
\$1,000 to \$1,499								
	0	0		0	7	0		7
\$1,500 or more								
No cash rent	12	7		24	16	23		82
Median Contract Rent:**	\$368.00	\$402.00		\$381.00	\$367.00	\$422.00		

CONTRACT RENT:*	65.01	65.02		66.04	Total	Citywide
1990 Average Contract Rent (in 2000 dollars):**	\$449.61	\$428.84		\$482.16	\$443.11	\$455.61
2000 Average Contract Rent:**	\$398.07	\$369.61		\$397.05	\$387.02	\$432.87

\* Note: 1990 and 2000 contract rent values are not comparable

\*\* Figures adjusted for inflation

**East Ocean View Study Area:  
Economics**

East Ocean View Strategic Implementation Plan

HOUSEHOLD INCOME (In 1999 dollars):*	1989		1999		Percent Change
Less than \$14,999	1,004	20.6%	1,054	29.6%	5.0%
\$15,999 to \$19,999	729	15.0%	380	10.7%	-47.9%
\$20,000 to \$34,999	1,504	30.9%	884	24.8%	-41.2%
\$35,000 to \$49,999	699	14.3%	582	16.3%	-16.7%
\$50,000 to \$99,999	868	17.8%	511	14.3%	-41.1%
\$100,000 to \$199,999	70	1.4%	117	3.3%	67.1%
\$200,000 and up	0	0.0%	37	1.0%	NA
Total Households	4,874	100.0%	3,565	100.0%	
Average Household Income	\$22,585		\$33,668		49.1%
Average Household Income in 1999 Dollars	\$30,344		\$33,668		11.0%

MEDIAN INCOME BY CENSUS TRACT (In 1999 dollars):*	1989				1999					
	65.01	65.02	66.04	Citywide	65.01	65.02	66.04			
	31973.76	27346.4	30873	31668.7	35991	23088	28507			
* Figures adjusted for inflation										

## East Ocean View Study Area: Economics

	<u>1990</u>		-		<u>2000</u>		-			<u>Percent Change</u>
	Actual	Percent			Actual	Percent				
<b>LABOR FORCE STATUS:</b>										
Persons 16 years and older	8,902				6,420					-28%
In labor force	6,719	75%			4,476	70%				-33%
Civilian labor force	4,808	54%			4,094	64%				-15%
Employed	4,142	47%			3,567	56%				-14%
Unemployed	666	7%			527	8%				-21%
Armed Forces	1,911	21%			382	6%				-80%
Not in labor force	2,183	25%			1,944	30%				-11%

	<u>2000</u>	
<b>EMPLOYMENT BY INDUSTRY:</b>	Actual	Percent
Agriculture, forestry, fishing and hunting	0	0
Mining	0	0
Construction	367	10%
Manufacturing	345	10%
Wholesale trade	107	3%
Retail trade	630	18%
Transportation and warehousing, and utilities:	168	5%

Information	91	3%
Finance, insurance, real estate and rental and leasing:	203	6%
Professional, scientific, management, administrative, and waste management services:	337	9%
Educational, health and social services:	426	12%
Arts, entertainment, recreation, accommodation and food services:	485	14%
Other services (except public administration)	204	6%
Public administration	204	6%
Total employed	3,567	100%

**East Ocean View Study Area: Economics**

OCCUPATION:	2000	
	Actual	Percent
Management, professional, and related occupations:	894	12%
Farmers and farm managers	0	0%
Business and financial operations occupations:	72	1%
Professional and related occupations:	516	7%
Service occupations:	852	11%
Healthcare support occupations	27	0%
Protective service occupations:	139	2%
Food preparation and serving related occupations	315	4%

Building and grounds cleaning and maintenance occupations	287	4%
Personal care and service occupations	84	1%
Sales and office occupations:	1,072	14%
Farming, fishing, and forestry occupations	48	1%
Construction, extraction, and maintenance occupations:	1,368	18%
Production, transportation, and material moving occupations:	1,287	17%
Aircraft and traffic control occupations	0	0%
Motor vehicle operators	210	3%
Rail, water and other transportation occupations	60	1%
Material moving workers	205	3%
	7,436	100%

**Table 6: Housing Units Per Structure**

1990							2000					
Block Group	1-unit detached	1-unit attached	2 to 4 units	5 to 9 units	10 or more units	Mobile home, trailer, or other	1-unit detached	1-unit attached	2 to 4 units	5 to 9 units	10 or more units	Mobile home, trailer, or other

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<b>65.01 BG 1</b>	166	36	352	141	249	6	202	47	285	119	221	0
<b>65.01 BG 2</b>	267	41	276	331	363	32	218	22	176	185	240	0
<b>65.02 BG 1</b>	131	25	440	399	728	11	101	104	284	209	110	0
<b>65.02 BG 2</b>	179	50	373	269	210	18	114	15	310	155	193	14
<b>66.04 BG 1</b>	286	36	306	25	44	371	348	99	275	5	66	307
<b>Total</b>	<b>1,029</b>	<b>188</b>	<b>1,747</b>	<b>1,165</b>	<b>1,594</b>	<b>438</b>	<b>983</b>	<b>287</b>	<b>1,330</b>	<b>673</b>	<b>593</b>	<b>321</b>

(Source: US Census)

**Table 7A: Housing Values (Unadjusted values)**

HOUSING VALUE RATIO BY PRICE RANGE	1990			2000						
	EOV	%	Norfolk	%	Ratio	EOV	%	Norfolk	%	Ratio
Specified owner-occupied housing units	412		34,001			629		35,351		
Less than \$50,000	58	14%	4,272	12.6%	1.1	10	2%	1,995	5.6%	0.3
\$50,000 to \$99,999	282	68%	22,308	65.6%	1.0	353	56%	20,702	58.6%	1.0
\$100,000 to \$149,999	60	15%	4,053	11.9%	1.2	115	18%	6,903	19.5%	0.9
\$150,000 to \$199,999	8	2%	1,652	4.9%	0.4	46	7%	2,544	7.2%	1.0
\$200,000 to \$299,999	3	1%	1,133	3.3%	0.2	87	14%	1,938	5.5%	2.5

\$300,000 or more | 1 | 0% | 583 | 1.7% | 0.1 | 18 | 3% | 1,269 | 3.6% | 0.8

**Table 7B: Average and Median Housing Values (Adjusted values)**

HOUSING VALUE:*	1990				2000			
	65.01	65.02	66.04	Norfolk	65.01	65.02	66.04	Norfolk
Average Housing Value:**	\$100,952	\$92,098	\$115,329	\$119,509	\$102,630	\$200,394	\$99,185	\$114,506
Median Home Values (specified owner-occupied units) in 2000 dollars:**	\$93,676	\$85,112	\$112,780	\$98,155	\$83,100	\$157,300	\$94,800	\$88,400

\*\* Figures adjusted for inflation

**Table 8: Average and Median Rent (Adjusted values)**

RENT:*	1990				2000			
	65.01	65.02	66.04	Norfolk	65.01	65.02	66.04	Norfolk
Average Contract Rent:**	\$449.61	\$428.84	\$482.16	\$455.61	\$398.07	\$369.61	\$397.05	\$432.87
Median Contract Rent:**	\$423.50	\$430.17	\$490.12	\$475.62	\$385.00	\$374.00	\$422.00	\$538.00

\*1990 Figures are indicated in 2000 dollars

**Table 9A: Household Income (Unadjusted values)**

1989 1999

HOUSEHOLD INCOME (In 1999 dollars):*	EOV			Norfolk			Ratio		
	EOV	%		Norfolk	%		EOV	%	
Total Households	4,874						3,565		
Less than \$14,999	1,004	20.6%					1,054	29.6%	
\$15,999 to \$19,999	729	15.0%					380	10.7%	
\$20,000 to \$34,999	1,504	30.9%					884	24.8%	
\$35,000 to \$49,999	699	14.3%					582	16.3%	
\$50,000 to \$99,999	868	17.8%					511	14.3%	
\$100,000 to \$199,999	70	1.4%					117	3.3%	
\$200,000 and up	0	0.0%					37	1.0%	

**Table 9B: Average Household Income (Adjusted values)**

	<u>1989</u>	<u>1999</u>	% Change
Average Household Income	\$30,344	\$33,668	11.0%

**Table 1: Previous and Current City Initiatives**

INITIATIVES	KEY OBJECTIVES	ACTIONS TAKEN
<ul style="list-style-type: none"> <li>• A General Development Plan for Willoughby-Ocean View: Volume 4A: East Ocean View Plan and Implementation Strategy, 1986</li> <li>• A General Development Plan for Willoughby-Ocean View: Volume 4B: East Ocean View Technical Supplement, 1986</li> </ul>	<ul style="list-style-type: none"> <li>• Encourage higher quality residential maintenance and development.</li> <li>• Establish appropriate residential density targets, which can be supported by community facilities and are responsive to the housing replacement needs of the neighborhood.</li> <li>• Encourage the concentration of commercial activities.</li> <li>• Expand development of water-based commercial recreation opportunities.</li> <li>• Discourage the proliferation of commercial activities, which focus on the sale and consumption of alcohol.</li> <li>• Improve and maintain the quality and range of recreational facilities</li> <li>• Increase the amount of neighborhood-oriented open space.</li> <li>• Improve vehicular circulation and community access.</li> <li>• Maintain and improve the condition of streets, curbs, gutters and sidewalks.</li> <li>• Improve the image of the community as seen from major streets.</li> </ul>	<ul style="list-style-type: none"> <li>• Only Volume 4A was recommended for adoption. The Planning Commission and City Council approved plan in 1986.</li> </ul>
<ul style="list-style-type: none"> <li>• East Ocean View Zoning Proposal, 1986</li> </ul>	<ul style="list-style-type: none"> <li>• Promote the 1986 General Development Plans that improve neighborhood conditions and enhance development opportunities.</li> <li>• Reflect on existing stable conditions.</li> <li>• Minimize the creation of non-conformities.</li> </ul>	<ul style="list-style-type: none"> <li>• The Planning Commission and City Council approved plan in 1986.</li> </ul>
<ul style="list-style-type: none"> <li>• An Evaluation of Development and Redevelopment</li> </ul>	<ul style="list-style-type: none"> <li>• Established an analysis and implementation strategy for the Ocean</li> </ul>	<ul style="list-style-type: none"> <li>• A site plan review ordinance was</li> </ul>

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<p>Opportunities in the Willoughby-Ocean View Area of Norfolk, Virginia, Urban Land Institute, 1987</p>	<p>View area that would:</p> <ol style="list-style-type: none"> <li>1) Achieve the full potential for all of the Ocean View area;</li> <li>2) Enhance the economic, environmental, and aesthetic characteristics of development and redevelopment;</li> <li>3) Is practical, feasible, and achievable; and</li> <li>4) Gain the consensus and support of the various community and civic groups involved in Willoughby-Ocean View</li> </ol>	<p>enacted for review of multi-family projects, which also included a provision for landscaping.</p> <ul style="list-style-type: none"> <li>• Led to East Ocean View becoming a conservation area.</li> <li>• Land acquisition was initiated to encourage the development of owner occupied single family dwellings and to assemble a site for a new elementary school and additional recreation resources.</li> </ul>
<ul style="list-style-type: none"> <li>• Conservation and Redevelopment Plan, East Ocean View Project Area, 1989</li> </ul>	<ul style="list-style-type: none"> <li>• Revitalization of a residential of a residential community experiencing decline and development of new and attractive owner-occupied housing.</li> <li>• Create an environment that encourages and promotes homeownership, which is supportive of achieving the highest and best use of scarce waterfront resources.</li> <li>• Rehabilitation of individual residential properties that bring properties up to Rehabilitation Standards</li> <li>• Acquisition of deteriorated property that is not feasible for rehabilitation and the clearance of blighted areas where building conditions and land use characteristics are detrimental to sound development.</li> <li>• Stabilize the resident population so as to reduce residential vacancy rates.</li> <li>• Creation of a better balanced and maintained commercial sector oriented to the needs of the neighborhood and which is complimentary to the revitalization of the residential areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Plan approved by NRHA Board of Commissioners, Planning Commission and City Council in 1989.</li> </ul>

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	<ul style="list-style-type: none"> <li>• Construction of needed public improvements and amenities to enhance the livability to the area and to upgrade the public infrastructure to serve the needs of the community.</li> <li>• Reduction in the density of existing multiple family dwellings to levels permitted by current zoning regulations.</li> </ul>	
<ul style="list-style-type: none"> <li>• Amendment No. 1 to the Conservation and Redevelopment Plan for the East Ocean View Conservation and Redevelopment Project, 1993</li> </ul>	<ul style="list-style-type: none"> <li>• To amend a change to the proposed treatment of a portion of the original project area from conservation to redevelopment. (Presently referred to as the 90-acre East Beach Redevelopment Site).</li> <li>• To shift the emphasis from an effort to save and rehabilitate existing structures, to one of clearance for the purposes of blight eradication and to make the cleared land available for redevelopment by public or private enterprise.</li> </ul>	<ul style="list-style-type: none"> <li>• Plan approved by NRHA Board of Commissioners, Planning Commission and City Council in 1993.</li> </ul>
<ul style="list-style-type: none"> <li>• East Ocean View, A New Urban Neighborhood in the City of Norfolk, Virginia by Duany Plater-Zyberk, 1994</li> </ul>	<ul style="list-style-type: none"> <li>• Master plan document for the East beach Redevelopment Site that recommended:               <ol style="list-style-type: none"> <li>1) Converting existing streets into alleys, which would leave the existing section to narrow curbless pavement and utility infrastructure intact;</li> <li>2) Recognized the Shore Drive and the new Shore Drive Bridge as the gateway to East Ocean View;</li> <li>3) Ocean View Avenue was an equally important western gateway to the site;</li> <li>4) Identified key features for the East Beach area that included:                   <ul style="list-style-type: none"> <li>• wet pond facilities, civic buildings, a boat yard with a fish market, a bay side inn &amp; restaurant, signature towers,</li> </ul> </li> </ol> </li> </ul>	<ul style="list-style-type: none"> <li>• Led to retaining the services of the Urban Land Institute in 1998, which would lead to the analyses and evaluation of the East Beach Redevelopment Site and its impact on the surrounding area.</li> </ul>

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	<p>fountains, benches near shops, churches with parking lots at the rear of the buildings and a community center.</p> <ul style="list-style-type: none"> <li>• Other suggested amenities included: a saltwater pool complex, clubhouse, tennis courts, children’s play areas, beach pavilions, boardwalks and paths, use of natural materials, street lighting and nighttime pedestrian experiences, traffic-calming devices, a potential marina, features to emphasize the natural beauty of the site, preservation and enhancement of clusters of live oaks and other existing trees, and devices other than security gates to discourage non-resident auto traffic.</li> <li>• Build consensus among residents, neighborhood groups and other key stakeholders.</li> </ul>	
<ul style="list-style-type: none"> <li>• Ocean View 2010: Handbook for Planning by Urban Design Associates, 1995</li> </ul>	<ul style="list-style-type: none"> <li>• Attempted to provide a framework for the Ocean View area improvements that would enable the City and the residents of the neighborhoods to coordinate public and private development efforts over the course of 15 years when the handbook was completed.</li> </ul>	<ul style="list-style-type: none"> <li>• No specific action taken</li> </ul>
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<ul style="list-style-type: none"> <li>• East Ocean View: Norfolk, Virginia; A Plan for the Development of East Beach and Revitalization of the Surrounding Areas, 1998</li> </ul>	<ul style="list-style-type: none"> <li>• First, ULI was assigned to evaluate the progress in Willoughby – Ocean View as measured against their 1987 panel study findings and recommendations.</li> <li>• Second,, ULI provided recommendations for the continued redevelopment for the specific East Beach Redevelopment Area that focused on:                         <ol style="list-style-type: none"> <li>1) Marketing Potential;</li> <li>2) Planning &amp; Design;</li> <li>3)</li> </ol> </li> </ul>	<ul style="list-style-type: none"> <li>• In 1999 City Council floated \$9 million bond backed by Branch Bank &amp; Trust (BB&amp;T) to accelerate the acquisition process. Also, City Council approved \$16 million (spread out over four years @ \$4 million per year), which also goes to acquisition and infrastructure</li> </ul>

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	<p>Development Strategies; and 4) Implementation</p> <ul style="list-style-type: none"> <li>• General findings and recommendations included: 1) find funding to move quicker on acquiring remaining parcels in East Beach; 2) privatize development of East Beach by selecting a master developer from the private sector of the project; and 3) refocus NRHA's efforts on finishing the acquisition process in East Beach and then continuing to stabilize adjacent areas through 'spot' acquisitions.</li> </ul>	<p>improvements.</p> <ul style="list-style-type: none"> <li>• In 2000 master developers Civitas (for their experience in new urbanism) and East Beach Renaissance Group (for their expertise in the local market) were selected to establish a joint partnership. Partnership/Service Level Agreement continues to be negotiated.</li> </ul>
<ul style="list-style-type: none"> <li>• General Plan of Norfolk, 1992</li> </ul>	<ul style="list-style-type: none"> <li>• The following objectives and actions are a reflection of the aforementioned initiatives:               <ol style="list-style-type: none"> <li>1) Maintain and improve the design quality of the built environment;</li> <li>2) Maintain the current residential densities and consider reductions in areas removed from arterials;</li> <li>3) Promote quality commercial activity along Shore Drive and the shores of Little Creek east of the Shore Drive Bridge;</li> <li>4) Improve, maintain and expand upon the quality and range of recreational opportunities;</li> <li>5) Improve vehicular circulation and community access;</li> <li>6) Provide for additional public facilities;</li> <li>7) Preserve and enhance the natural environment; and</li> <li>8) Improve the visual image of the community;</li> </ol> </li> </ul>	<ul style="list-style-type: none"> <li>• General Plan Adopted by City Council in 1992</li> </ul>
<ul style="list-style-type: none"> <li>• Ocean View Corridor Study, 2002 by Urban Design Associates</li> </ul>	<p>Key recommendations pertaining to East Ocean View include:            Shore Drive South of the bridge:</p>	<ul style="list-style-type: none"> <li>• No specific action taken</li> </ul>

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	<ul style="list-style-type: none"> <li>▪ Gateway developments on the northeast and northwest corners of the intersection of Little Creek Road and Shore Drive</li> <li>▪ Commercial Frontage on both sides of Shore Drive</li> <li>▪ Residential development on the west side of Shore Drive behind the commercial frontage that takes advantage of the Little Creek Frontage</li> <li>▪ Commercial and mixed-use, water-related commercial uses on the East side of Shore Drive</li> <li>▪ A new pattern of streets on both sides of Shore Drive</li> <li>▪ Public open space lining the Little Creek Waterfront on the West Side of Shore Drive with connections under the bridge to the marina developments</li> </ul> <p>Little Creek and “Little Annapolis”</p> <ul style="list-style-type: none"> <li>▪ Commercial developments on the north end of the bridge to create a gateway to “Little Annapolis”</li> <li>▪ Mixed-use retail, with office and residential uses above, lining both the waterfront and Pretty Lake Avenue from existing marina uses</li> <li>▪ Expanded waterfront park for the Ocean View Community Center with a pedestrian connection under the bridge to a new inlet and docking area.</li> </ul> <p>Shore Place</p> <ul style="list-style-type: none"> <li>▪ A grand esplanade linking Little Creek with the Chesapeake Bay</li> <li>▪ Mixed-use development on the East Side extending from “Little Annapolis”</li> <li>▪ Existing shopping center integrated into the new development with the addition of out-parcel commercial buildings</li> </ul>	

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	<ul style="list-style-type: none"> <li>▪ Residential uses on the East side of Shore Drive, North of Pleasant Avenue with potential mixed-use development on the Western side of Shore Drive</li> <li>▪ Potential office and commercial district in the two blocks West of Shore Drive.</li> </ul> <p>Other sections of East Ocean View</p> <ul style="list-style-type: none"> <li>▪ Residential development to replace existing commercial uses along Ocean View Avenue with set-backs to enhance boulevard image.</li> <li>▪ Pleasant Avenue parks with ponds and lakes that provide both water management and good addresses for new residential development</li> <li>▪ Alternative developments for 3<sup>rd</sup> – 7<sup>th</sup> Bay Streets:               <ul style="list-style-type: none"> <li>A) Mixture of residential, public open space, and school development as per the 1997 recommendations</li> <li>B) Mixture of residential and public open space</li> <li>C) Large public open space with school site</li> </ul> </li> </ul>	