THE

Downtown NORFOLK MANUAL

Strategies for Revitalizing Downtown and Adjacent Communities

Contents

Acknowledgments

Prepared for
City of Norfolk

Prepared by
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Over the course of the past 25 years, there have been as series of principles and strategies that have been remarkably successful in attracting investment and people to Downtown Norfolk.

A BRIEF HISTORY

In 1990, Downtown was deteriorated with many vacant buildings and lots. An Urban Land Institute panel declared that it would be a generation before Downtown could support major retail and many people had given up hope for it. By the year 2000, there was new life in Downtown, its citizens were optimistic, and its future was filled with promise.

By 1995, only five years later, there was a considerable amount of interest in Downtown and development was underway. In 1998, MacArthur Center opened, as did a number of residential developments. By the year 2000, there had been significantly more development than anticipated in the plan.

Even more importantly, there were many residential developments and Downtown was becoming a neighborhood, as well as a cultural, business, and retail core. The transformation has been dramatic, more so than any other Downtown in the United States.

Aerial view from the late 1970s showing the extensive demolition on both sides of Granby Street.

Norfolk 1980 as represented in an aerial perspective drawing from the Downtown 2000 Plan Update poster prepared in 1990.

In this aerial view of Norfolk in 1990, it is clear that some progress had been made. The red buildings are those built in the intervening 10 years. There are still large areas of undeveloped land on both sides of Granby Street and Freemason Harbor was still disconnected from Granby Street.

Aerial perspective of Downtown as it was in 2000. The development accomplished in the intervening 10 years is indicated in red. It includes MacArthur Center on the east side of Granby Street and residential development connecting Freemason Harbor with Granby Street on the west.

(LEFT) The aerial perspective of Downtown in 2010 indicates the projects that were completed in the previous ten years in red and projects in the process of development in orange. All but one of those has since been realized.

(BOTTOM) The aerial perspective from the 2020 update illustrates a fully built out core for Downtown.

In the years since 2000, the plan has been updated to respond to changing markets and opportunities, such as light rail, an increasing market for Downtown residential development, and new public facilities including the new courthouse and Slover Library. The first update, prepared in the year 2000 for the year 2010, called for filling in the gaps that remained between the various projects that had been completed up to that time.

The vision for the year 2020 builds on all of the previous updates and on the successes of the past 20 years. It emphasizes transit-oriented development and identifies a series of initiatives within the core that will come close to completing the rebuilding of the central core. It also suggests that the next set of initiatives will be in the form of linkages with adjacent areas and related to transit stations further away from the Downtown.

The Downtown 2020 Master Plan Update builds on previous successes by adding a series of key projects and initiatives. Each of them is related to the stations of the light rail transit system, is coordinated with other adjacent developments, and extends the interconnected network of pedestrian-scale spaces that enable Downtown to flourish.

PROCESS, TECHNIQUES, AND DESIGN PRINCIPLES

This remarkable success was accomplished using a process, a set of design principles, and techniques that are worth revisiting to see how they might be applied in today's market.

Master Plans as Economic Flypaper

The urban economist, Phil Hammer, was the primary consultant to the city during the early days of revitalization (until the early 1990s). He saw planning as an economic development tool rather than a regulatory process. Plans should not be seen as simply a way to spend public money, but rather as a way to raise money by attracting investment and serving as a means of securing grants and other revenue.

Plans were developed around specific development opportunities or challenges. For example, The Waterside was the focus of the plan produced by WRT in 1980. Our first update, produced in 1989 (Downtown Norfolk 2000) was focussed on the 17-acre site that became MacArthur Center and the undeveloped parcels in Freemason Harbor.

The Norfolk Redevelopment and Housing Authority (NRHA) and the city owned the majority of the land to be developed. It had been acquired in an earlier period when Larry Cox was head of the NRHA. It had also been cleared and partially prepared for development.

The goal was to attract high-quality development to publicly-owned land and to support the development with infrastructure improvements in order to stimulate private development on nearby privately-owned property.

The challenge was that no one was interested in investing in Downtown Norfolk at that time. The stigma of the past, the fear of crime, and the general rundown appearance discouraged development.

The plans provided a vision for the future of Downtown, but they also served as means of marketing publicly-owned land. The goal was to attract new economic development to the city by offering attractive properties within that larger vision.

Process & Techniques

1. Leadership During the most critical time of revitalization, when all the odds were stacked against Downtown, there were strong leaders in the three critical functions within the city: the Mayor, City Manager, Department of Development, and the NRHA. This meant that the various departments were supportive of the process and the concepts as they emerged.

2. Public Engagement Although there were public presentations of the plans as they were developed, the majority of the process was conducted with smaller focus groups. In these, people were asked to discuss the best and worst things about Downtown and where the best and worst places were, as well as their aspirations for Downtown. As will become clear in the subsequent pages, identifying best and worst places is the key to developing a physical planning strategy.

3. Hymnal In order to be implemented, ideas and concepts needed both a broad range of support and they needed to be understood by a wide range of people.

Therefore, the planning documents needed to include images that all people could not only understand, but also identify with. This is why there was such an emphasis on three-dimensional views, both aerial and eye level. In the later stages, animated views were used.

Development guidelines, pattern books, and streetscape standards all gained credibility because they were supporting the images that had been presented and published.

These materials were available for use by various public departments, civic organizations, developers, property owners, and concerned citizens. The primary documents of the updates have been posters, which were often on display around town. In this way everyone was "singing from the same page". For the first twenty years or so, there were regular presentations of new material that always began with a reiteration of the core principles and strategies as a way of providing a consistent basis for reviewing and critiquing ideas.

In this aerial view, we can see that Norfolk is a "city on the water" with much in common with the most famous city on the water, Venice. Ignazio Danzi's 1695 painting could be a chamber of commerce marketing image, celebrating the close relationship between the city and the blue water of the lagoon.

Design Principles

In 1990, the obstacles facing Downtown seemed daunting. A ULI panel, convened in the middle of the planning process, declared that it would be a generation before retail activity returned to Downtown and that the idea of a large retail complex on the vacant land east of Granby Street would not happen. Even more difficult for a planning process was the pessimism among Norfolk's citizens and some of its civic leaders. Downtown had been deteriorating for so long, that it was hard to visualize a way forward.

Mason Andrews, as a member of City Council and unofficial "mayor" of Downtown at the time, along with Bob Smithwick director of Economic Development, and David Rice, Executive Director of the NRHA, believed that it could be done and kept the effort alive. The planning process began on the same day that Smith & Welton, the last of the seven Granby Street department stores, closed for good. To deal with conditions as they were in Norfolk at that moment as not helpful. New approaches and inspirations were needed.

The first step was to visualize Norfolk in its remarkable natural setting. It is a "city on the water." By viewing it from the air, its potential as a "water city" becomes clear. Already, a few years earlier, the former industrial uses along the waterfront had been cleared and land was prepared for new development to take advantage of this amenity. However, the waterfront development was not well connected to the core of Downtown and it was not visible from the streets of Downtown.

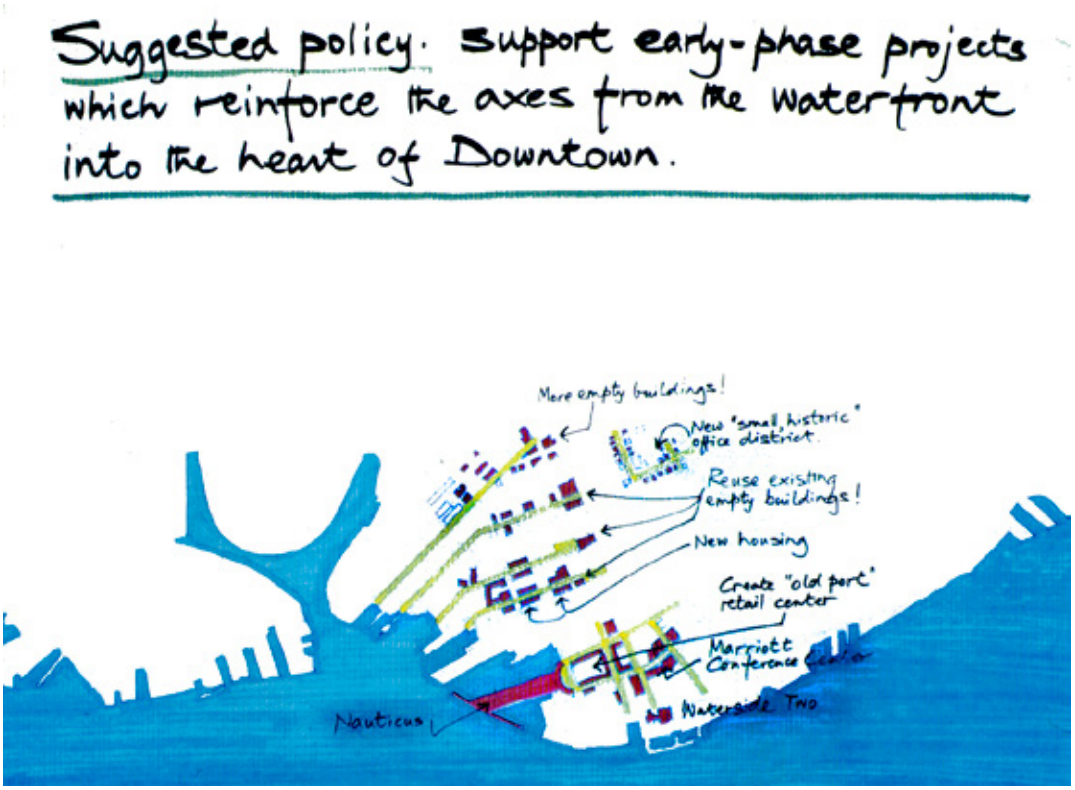
The second step was to find inspiration and lessons from great cities that have endured over time. Venice, like Norfolk is a "water city", perhaps the most famous one of all. It is best known for the Piazza San Marco, the focus of civic and community life. The piazza is open to the sea and makes the water an integral part of the experience of being in the city. It inspired the first two principles.

Bernardo Bellotto's *San Marco Square from the Clock Tower Facing the Procuratie Nuove*. The public space itself has often been compared to a grand ballroom, with some of the most noble landmarks of the city around it.

PRINCIPLE 1

Reconnect the streets and public spaces of Downtown to the water.

(TOP LEFT) Aerial view illustrating Piazza San Marco's opening to the sea. (TOP RIGHT) Aerial view illustraing the distance between the piazza (lower foreground) and the church of San Giorgio Maggiore. (BOTTOM) Piazza San Marco. Even more striking is the way in which the water is always visible from the square. The church in the background is actually across the water, on a separate island nearly 1/2 mile away. And yet, it appears to be an integral part of the space. You are always aware that you are in a city on the water. This was not the case in Downtown Norfolk; very few streets provided views of the water.



The diagram made during the planning process suggests the way these axes could be the framework for new development.

PRINCIPLE 2

Use streets perpendicular to the water to create axes of development that will connect the urban street pattern to the water. Support early-phase projects that reinforce axes from the waterfront to Downtown.

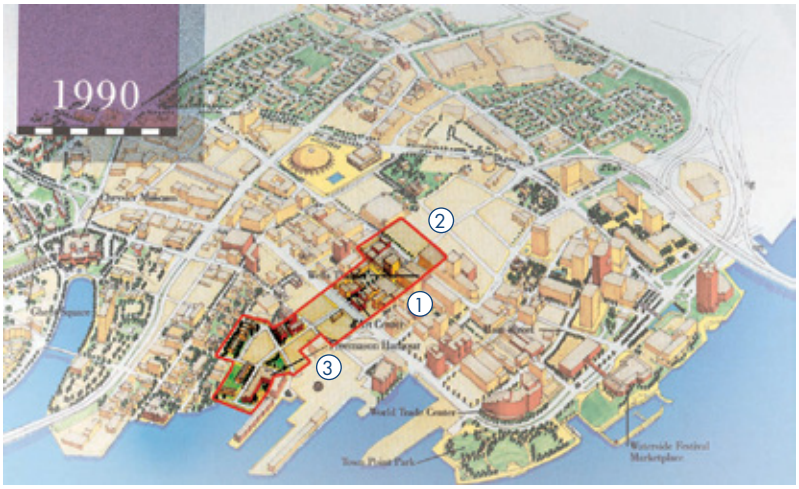
In traditional American waterfront cities, like Old Town Alexandria, street grids connect directly from the waterfront to the entire street grid, which was very important in its revitalization.

In Downtown Norfolk, the street grid is less regular, but the most direct connections were the east-west streets from the waterfront at Freemason Harbor to Granby Street and the Downtown core. These include Bute, Freemason, Tazewell Streets, and College Place, all of which had vacant and undeveloped lots mixed with existing development.

(TOP) Aerial view from Freemason Harbor looking east. The east-west streets connecting to Downtown include, from left to right: Freemason Street (1), College Place (2), and Tazewell Street (3). (LEFT) Aerial view of Old Town Alexandria from the waterfront to the George Washington Masonic National Memorial

Flickr Attribution: couscouschocolate

(TOP) Avenue de l'Opéra, Paris. The new boulevard connected the then new Opera House to the Louvre Palace. (RIGHT) Norfolk illustrating Granby Street (1) with undeveloped land on both sides, the seventeen-acre redevelopment parcel (2) and the empty land between Granby Street and Freemason Historic District (3). Outlined in red is the College Place Development Initiative linking both the waterfront and the Historic District to Granby Street.



PRINCIPLE 3

Connect existing strengths to each other and to new development.

In the revitalization of Paris in the nineteenth century the great monuments were connected by grand avenues and boulevards to create a modern city.

In the revitalization of Downtown Norfolk, the goal was to revitalize Granby Street and to develop the adjacent seventeen-acre redevelopment property. By connecting it to the very desirable Freemason Historic District, it became possible to create a continuous urban environment as the first step in its revitalization.

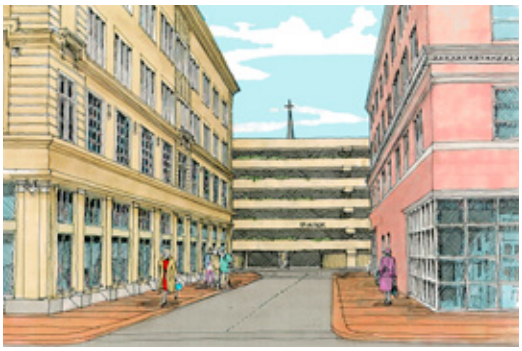
(TOP) Nineteenth century painting of the Boulevard de Sébastopol in Paris when it was first built, illustrating the character of the public space and buildings. (LEFT) Rendering from the Downtown Norfolk planning process of the public square at Granby Street and College Place.

PRINCIPLE 4

Create pedestrian-friendly environments along the axes linking strengths to new development areas.

Identify streets and public spaces that can link the strengths to the area to be developed. Line those spaces with attractive uses, with windows on upper floors and where possible open public uses on the ground floor. Coordinate the building design with the streetscapes to create a whole place.

In nineteenth century Paris, for example, the new boulevards were lined with mixed-use buildings that had retail uses on the ground floor and apartments above. The design of the street provided ample pedestrian space with trees. In the Freemason Historic District, new residential development along the axes from the waterfront were lined with townhouses, apartments, or mixed-use buildings and coordinated with the design of the tree-lined streets. An important early initiative was linking College Place with Freemason and Granby Street.



(LEFT) Before and after views of Freemason Street
(RIGHT) Before and after view of Boush Street

PRINCIPLE 5

Eliminate barriers that block the axes of continuous development

Unfortunately, there are often barriers between the areas of strength and the areas to be developed. In some cases, these are high-speed roads and expressways or large expanses of undeveloped land and buildings that block historic axes. It is important to eliminate these in order to make the critical linkages.

There were two such examples in the early phases of Downtown Norfolk's Revitalization: The Duke/Boush Street one-way, high-speed traffic system and a parking garage blocking historic Freemason Street.

Before and after view of Boush Street, which was both a barrier and a poor gateway into the city. It was transformed into a gracious entry boulevard.

PRINCIPLE 6

Focus public and private investment along the approaches to Downtown in order to eliminate its negative image and to create effective gateways.

Although the approach to Downtown Norfolk from the waterfront and along Waterside Drive were beginning to take shape in 1989, most other approaches were through derelict and undesigned areas. The most striking of these were along Brambleton Avenue, St. Paul's Boulevard, and Boush Street. They conveyed the image of a failed Downtown and of a place that was abandoned and therefore, not safe. There was very little interest in the private sector for finding development opportunities in the Downtown.

Boush and Duke Streets were used as a one-way pair of streets, Boush Street was northbound and Duke Street was southbound. The were joined at Tazewell Street with a curving, highway like section of road. The land had been cleared between the two streets for development. However, the high-speed roads on each side made the site uninhabitable and therefore there was no interest among developers in building on it.

One of the first projects in implementing the plan combined the development of three blocks of these blocks combined with the transformation of Boush Street into a two-way boulevard. This made it possible to develop apartments designed with front stoops to create a quality residential image for this gateway.

In the above image from *A Pattern Book for Norfolk Neighborhoods*, a treatment for Granby Street is illustrated. The installation of the new streetlights marked a dramatic change in the character of the street, but it was tied to new development and rehabilitation of existing buildings in a phase-by-phase program.

PRINCIPLE 7

Create whole places with a coordinated design for both the public improvements and the architecture of buildings.

In the rebuilding of cities, there are often a lot of rough spots: unoccupied and derelict buildings, vacant lots, unfinished sidewalks, etc. In new suburban development, there is generally a more united look to places, whatever the quality, and they seem like whole places with the landscaping and signage. Since these developments are usually in single ownership and management, this is relatively easy to manage. In cities, it is more complex because many different property owners and public agencies are involved in any place one might choose to try and bring back to life. Therefore, from the very beginning, it is essential to coordinate public improvements with private development and to unify the architecture and the streetscapes into a coherent whole.

(TOP) Gustave Caillebotte's Paris Street; Rainy Day illustrating a street in the same area (RIGHT) Caillebotte's Young Man At His Window, showing connection between indoor space and the street as an outdoor room

PRINCIPLE 8

Line the public spaces of the city with buildings that have active ground floor facades and many windows on the upper floors. Encourage residential development on upper floors.

Once again, looking to history, we learn important lessons. Paris, the most successful and famous city in the world, demonstrates the importance of residential development mixed in with commercial, retail, and civic uses. The young man looking out his window is in two places at the same time: his living room and the "urban room" of the street. He looks to other buildings with similar windows. From the street people walk through an urban room that's lined with similar windows. These tell them that there are people living in this area. Behind every window, there is the possibility of a human looking out and thereby providing natural security. It is a place that people care for and feel safe walking in.

College Place is lined with residential uses with stoops and small front yards. The block closest to Boush Street has commercial uses on the ground floor and the space is often used as a cafe.

PRINCIPLE 9

Create continuous marketable addresses.

The interconnected network of pedestrian-scale spaces should have no blank facades, empty lots, or hostile uses lining the spaces. This is sometimes a challenging requirement when developing individual buildings. It is the primary reason UDA has developed *A Pattern Book for Norfolk Neighborhoods*. Each of the spaces needs to be conceived as a room-like space that is congenial and creates a sense of community identity.

(RIGHT) Vision drawing prepared in 1990 for the Downtown Norfolk 2000 Update (OPPOSITE) Vision drawing amended in 1992

THE STRATEGY APPLIED

1989–2012

The nine principles were used to implement the Master Plan which was illustrated in the above 1990 aerial perspective drawing. New developments that were considered to be the most important to implement quickly were shown in red. These projects would fill in the gaps between the strengths of the city and make connections to the waterfront. Long-term projects that seemed less feasible in the short term, were indicated in light pink.

1. Reconnect the streets and public spaces to the water.
2. Create development axes leading from the waterfront.
3. Connect existing strengths to each other and to new development.
4. Create pedestrian-friendly environments linking strengths to new development areas.
5. Eliminate barriers
6. Focus public and private investment along the approaches to Downtown to create effective gateways.
7. Create whole places
8. Facades with windows on upper floors and active ground floor uses
9. Create continuous marketable addresses

The developers of MacArthur Center and Nordstrom, the anchor department store, said that one of the major reasons for choosing Downtown Norfolk was the presence of high-quality residential in Downtown — not because it was an important part of the market, but that it reassured the region that this was a safe place.

West Freemason Initiatives

A key goal of the Master Plan was to link Granby Street with the Freemason District. Therefore, an early priority was creating development between Freemason Harbor and Downtown in the empty land between them. These are indicated in red in the aerial perspective. Long-term projects, indicated in pink, included a concept for the seventeen-acre redevelopment property east of Granby Street. The aerial perspective prepared in 2000 illustrates in red the projects that had been completed in the ten years since the plan had been prepared. The Freemason District projects are different in form from the original vision, but they hold true to the principles. The original vision for the seventeen acres as a street-based, mixed-use district was not feasible at the time, but the city was able to attract a major retail development in MacArthur Center. This was possible because of the series of initiatives that brought people and stability to Downtown in that ten-year period.

The implementation of the Freemason projects was organized on the principles of creating axes of development that connected to the water and that connected the strengths of Freemason to Granby Street. They include:

1. Duke/Boush Initiative: The first to be implemented because it eliminated the major barrier.

2. College Place Initiative: Built on existing development, it filled in the gaps and took advantage of the new community college project on Granby Street.

3. Freemason Street Initiative: Also built on the success of the area west of Duke Street and extended it across Granby Street and Monticello Avenue to St. Paul's Boulevard.

(TOP) Boush Street in 1990 was a high-speed highway lined with parking lots and underutilized buildings. (RIGHT) Boush Street in 1994 had been partially transformed into a residential boulevard lined with residential development on the west side.

1. Overcoming the Duke/Boush Barrier

In order to develop the east-west axes linking Freemason Harbor with Granby Street, it was essential to eliminate the barrier created by the heavy traffic on Duke and Boush Streets. As a replacement for an expressway in that location, the two streets were designed as a one-way pair with parking lots between them. The first major project was The Heritage residential development on three blocks between Duke and Boush Streets from Brook Street to the back of properties on Freemason Street. It was coordinated with the transformation of Boush Street into a landscaped boulevard and of Duke Street to a residential street.

The next step was to redevelop the east side of Boush between College Place and Freemason. The abandoned school and parking garage were replaced with a mixed-use development that included an expanded parking structure with a "liner" of residential development along both sides of Boush Street.

Before and after views of Boush Street illustrating potential second phase development on the east side of the street (right hand side of the drawing) that builds on the first phase (left hand side of the drawing).

1. Connect to Waterfront Connect Freemason Harbor to Granby Street
2. Development Axes College Place (first phase), Freemason Street, Bute Street, Tazewell Street
3. Strengths Freemason Historic Residential District to Granby Street
4. Potential Axes College Place, Freemason Street, Tazewell Street, Bute Street
5. Barriers Boush-Duke Streets one-way pair by transforming Boush Street into a boulevard and Duke Street into a neighborhood street.
6. Gateways Boush Street boulevard treatment includes development on both sides of the street.
7. Whole Places Streetscapes and development coordinated to be done at same time
8. Facades Residential with appropriate ground floor treatment and commercial ground floor along College Place. Upper floors all have residential windows.
9. Continuous Marketable Addresses Different developers were encouraged to develop with each other in a coordinated program.

Before and after views of Boush Street illustrating the impact of the first phase development on the transformation of the street.

Aerial perspective illustrating the College Place Initiative, including the Heritage At Freemason Harbour complex (1), townhouse developments (2), Harbor Heights on Boush Street (3), and Tidewater Community College (4).

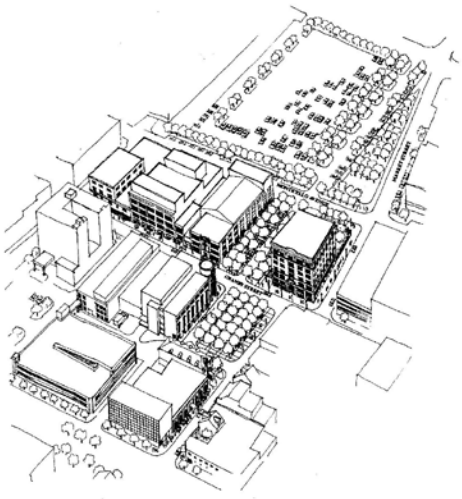
(LEFT) College Place between Duke and Boush Streets. (BOTTOM) View from College Place at Duke Street to the TCC building on Granby Street.

2. College Place from Freemason Harbor to Granby Street

The first east-west axis to be developed was College Place. By 1990 there were successful residential developments on the waterfront end of the street, but there were three blocks of undeveloped or partially developed projects between them and Boush Street.

The Heritage At FreeMason Harbour residential development filled the gap between Duke and Boush. It was designed to create a pedestrian-scale streetscape on College Place with both residential and commercial uses on the ground floor. Once it was underway, the long-stalled developments on the remaining blocks became more desirable and were completed.

At the same time, Tidewater Community College (TCC) built a Downtown Norfolk campus on Granby Street. The campus includes a new science building and three existing buildings that were restored and adapted for academic use. The former Smith & Welton building has become the main campus building with a library, a media center, administrative uses, and classrooms. It is on the axis of College Place and beautifully terminates the vista. TCC Square, located at the corner of College Place and Granby Street, introduced a new kind of public space in Downtown that extended across Granby Street the Monticello Avenue and the 17-acre redevelopment property that became MacArthur Square. In 2006, the



(TOP) Aerial photograph taken in the late 1990s after completion (RIGHT) Aerial perspective from the planning process for the TCC in the early 1990s illustrating the square with the Science Building (now the Mason Andrews Building) and the Martin Building in relation to the 17-acre development site.

(TOP) Photograph of TCC Square, taken in early 2000, looking to the Martin Building with MacArthur Center in the distance (BOTTOM) Perspective drawing of proposed student center to the left of the Martin Building.

space was further enhanced with the construction of a student center, which lines the space between Granby and Monticello with active uses.

Following the design principles of the plan, TCC's design provides large windows looking out on the public space to provide a sense of security. There are active ground floor spaces that are visible from the street and contribute to the life of the city. With this one project, 10,000 new people started coming Downtown on a regular basis. It was the beginning of the reversal of decades of people and businesses leaving Downtown.

(TOP) Freemason Street Initiative in the context of the Downtown as it was in 1990 (TOP RIGHT) Closeup of aerial Freemason Street between Boush and Bank Streets as it was in 1990, showing the Monticello garage blocking the street (BOTTOM RIGHT) Aerial view as proposed in the master plan with Freemason Street re-opened and connecting to additional residential development.

3. Freemason Street from Freemason Harbor to Saint Paul's Boulevard

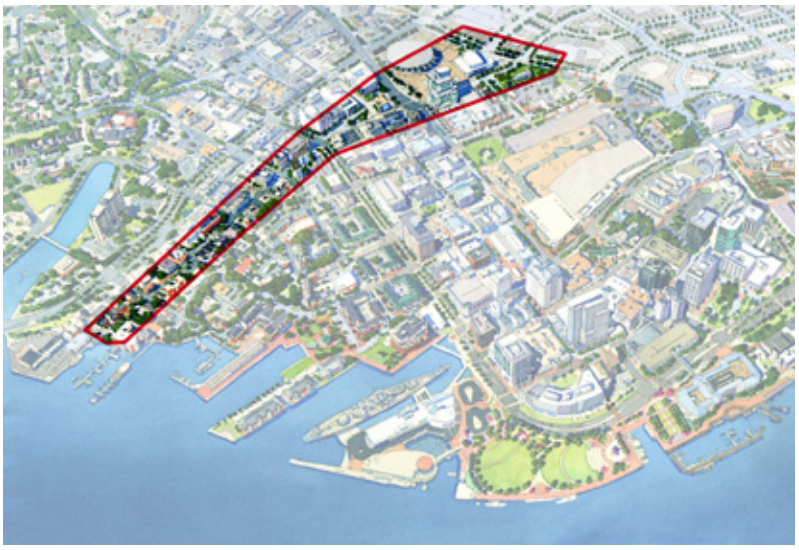
The corner of Freemason and Boush Streets was dominated by a blank-walled parking structure. It was replaced by a larger garage that is lined with residential development along both streets. Freemason Street, between Boush and Granby Streets, became a pedestrian-scale environment. Most recently, a mixed-use residential and commercial development has been proposed for the northwest corner of Granby and Freemason Streets, thereby completing the linkage between Freemason Harbor and Granby Streets.

1. Connect to Waterfront Connects to West Freemason Street to Freemason Harbor
2. Development Axes Continues axis of development from Freemason Harbor
3. Strengths Granby Street, Moses Myers and Willoughby Baylor houses, East Freemason Street Baptist Church.
4. Potential Axes Mixed-use development at Granby, residential uses on both sides of East Freemason Street.
5. Barriers Monticello garage, which blocked Granby Street, was demolished; MacArthur Center garage was set back to provide residential development sites along the south side of East Freemason Street.
6. Gateways Future extension across St. Paul's Boulevard into St.Paul's Quarter
7. Whole Places Streetscapes and buildings were developed together in block by block phasing.
8. Facades Mixed-use and residential with appropriate ground floor uses.
9. Continuous Marketable Addresses Based on historic buildings.

By linking East Freemason Street to West Freemason Street, it was possible to create attractive sites for housing between Bank Street and St. Paul's Boulevard. St. Paul's Quadrant offers the opportunity of extending this east of the boulevard.

(TOP LEFT) View of East Freemason Street looking east from the west side of Monticello Avenue (TOP RIGHT) View of East Freemason Street looking to church and new residential area (BOTTOM LEFT) Looking west on East Freemason Street toward Granby Street with the Freemason Baptist Church on the right (BOTTOM RIGHT) Detail of aerial perspective illustrating the residential development north of MacArthur Center that lines East Freemason Street

(RIGHT) Bute and Charlotte Streets Initiative highlighted in the aerial perspective of the master plan (BOTTOM LEFT) Perspective drawing of arena proposal at the corner of Charlotte Street and Monticello Avenue (BOTTOM RIGHT) Perspective drawing of retirement housing and retail at the corner of Charlotte Street and Monticello Avenue.



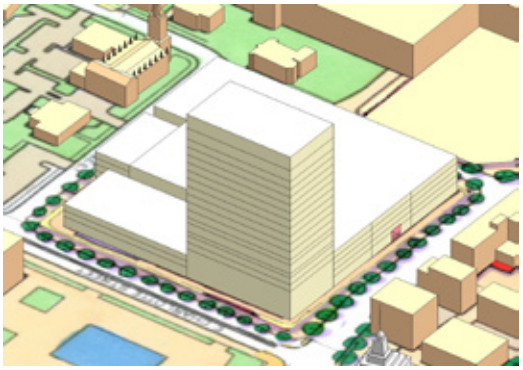
Bute and Charlotte Streets from Freemason Harbor to St. Paul's Boulevard

The most recent major redevelopment has been the northern part of the 400 block of Monticello Avenue. The key parcel was the parking lot across Charlotte Street from Scope Plaza and the remaining half of the old Monticello garage. The key site was the parking lot across Charlotte Street. The Master Plan Update for 2010, prepared in the year 2000, illustrated two possibilities with criteria for how these structures would relate to the street. The arena and the housing development have similar street facades, articulated to fit into the Downtown pattern with many windows and active ground floor uses.

Ultimately, this became the site for the most important project in this part of Downtown, the Wells Fargo complex. It is a mixed-use complex with an office tower on the corner of Charlotte and Monticello, apartments over retail along Monticello, and residential uses on East Freemason and Bank Streets.

Following the principles of the Downtown Norfolk Pattern Book, it creates good street frontage and streetscapes on all four sides. The development connects the Charlotte Street frontage with the areas to the south. The Virginia Festival Building further reinforces this connection and completes the south side of the Charlotte Street frontage between Monticello and St. Paul's Boulevard. On the other side of Boush Street, the renovation of the Wainwright

(TOP LEFT) Rendering of Wells Fargo Tower (TOP CENTER) View of the Wells Fargo Tower and its related mixed use development from Monticello Avenue at the TCC (TOP RIGHT) Photograph of mixed-use Wells Fargo development from Monticello Avenue (RIGHT) Images from the *Downtown Norfolk Pattern Book* with suggestions for the massing of the Wells Fargo complex



1. Connect to Waterfront Freemason Harbor to Granby Street and St. Paul's Boulevard
2. Development Axes Bute and Charlotte Streets
3. Strengths Freemason Neighborhood, Wainwright Building, Wells Fargo, Virginia Festival of the Arts, Scope, Chrysler Hall, Historic Norfolk Academy.
4. Potential Axes The Tide, Wainwright, Wells Fargo, Virginia Festival Building, new Scope Plaza.
5. Barriers Boush Street, undeveloped block between Boush and Granby, existing Scope Plaza.
6. Gateways Monticello, St. Paul's Boulevard
7. Whole Places Bute, Charlotte: Pattern Book design for Wells Fargo, proposed modifications to Scope Plaza
8. Facades Mixed-use with active ground floor facades and upper floors with windows.
9. Continuous Marketable Address Triangle Park

(TOP) Before and after images of Scope Plaza looking east from Charlotte and Monticello Avenue. (MIDDLE) Before and after images of Scope Plaza looking north from Charlotte Monticello Avenue. (BOTTOM) Before and after images of scope plaza looking east on Charlotte Street.

Building creates the linkage between the northern edge of Freemason District and Downtown. However, the unfinished block between Boush and Granby remains to be redeveloped.

The plans to improve Scope Plaza are critical to the success of this initiative. The current project to renovate the Wainright Building will reinforce the connection to Freemason Harbor. The gap that remains is the empty portion of the block between Boush and Granby, as well as the site reserved for the Federal Courthouse. It is also important that the development in the St. Paul's area continue this axis.

1. Connect to Waterfront Yarmouth, Grace and other streets leading to the Hague
2. Development Axes Grace Street as Museum Street
3. Strengths Freemason District, The Tide, YMCA, Museum and Opera House, Ghent and Downtown
4. Potential Axes Bottetort, Yarmouth, Duke, Boush, Granby, and Monticello
5. Barriers Brambleton Avenue
6. Gateways Brambleton Avenue, Boush Street
7. Whole Places Brambleton, Yarmouth, Duke, Boush, Granby
8. Facades Mixed-use or residential with appropriate ground floor treatment
9. Continuous Marketable Addresses Coordinate phasing: Hotel, Belmont and other projects happened at the same time.

Aerial view with Brambleton Avenue Initiatives highlighted with links to the museum and opera house area.

Freemason District to the Area North of Brambleton

Brambleton Avenue traffic has long been a barrier, which was reinforced by the partial blocks of undeveloped land on the south side of the street. There were no crosswalks across Brambleton Avenue, and Boush Street became one way north of Brambleton, which further separated the two areas. Successive widening of Brambleton Avenue removed the northern blocks, exposing the rears of properties, thereby creating an extremely unattractive gateway into Downtown (Principle 2). The development of the Tide Light Rail Transit (LRT) changed the nature of the northern edge of the Freemason District along Brambleton Avenue, by providing the impetus to develop apartments and a hotel on the half blocks. The Brambleton & Yarmouth station provides direct access across Brambleton to the Chrysler Museum of Art. Therefore, the city created a series of pedestrian crosswalks across Brambleton at Bottetort, Yarmouth, Duke, Boush, Granby and Monticello Avenue.

This is a first step towards linking the areas north of Brambleton Avenue to Freemason District. Some development has taken place on the north side, but this remains an area of opportunity.

(TOP) Aerial view with streetscapes linking MacArthur Center and MacArthur Square to Waterside Drive.
(RIGHT) Aerial closeup of MacArthur Square.

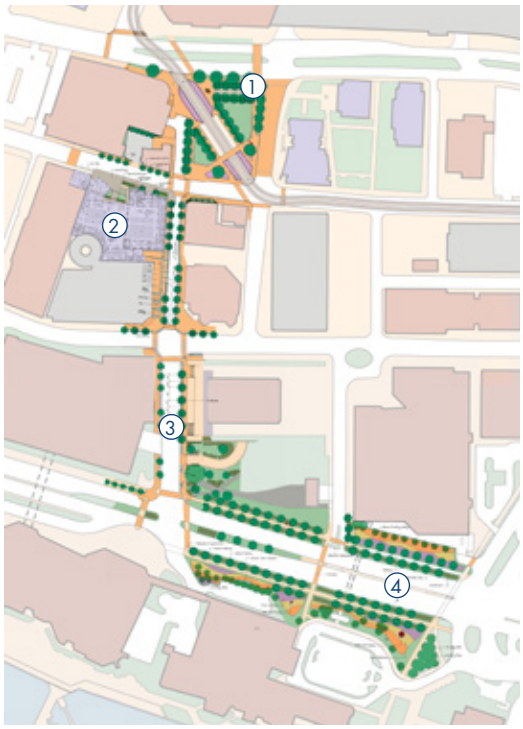
MacArthur Center to Main Street and the Waterfront

There are two critical issues:

1. Overcoming the barrier of Waterside Drive;
2. Overcoming the barrier caused by the shift of street grids along City Hall Avenue.

MacArthur Square is a critical first step. The Kern Library was a barrier because of the shifted street pattern. City Hall Avenue reinforced the barrier and made it more difficult to make north/south links between MacArthur Center and Main Street.

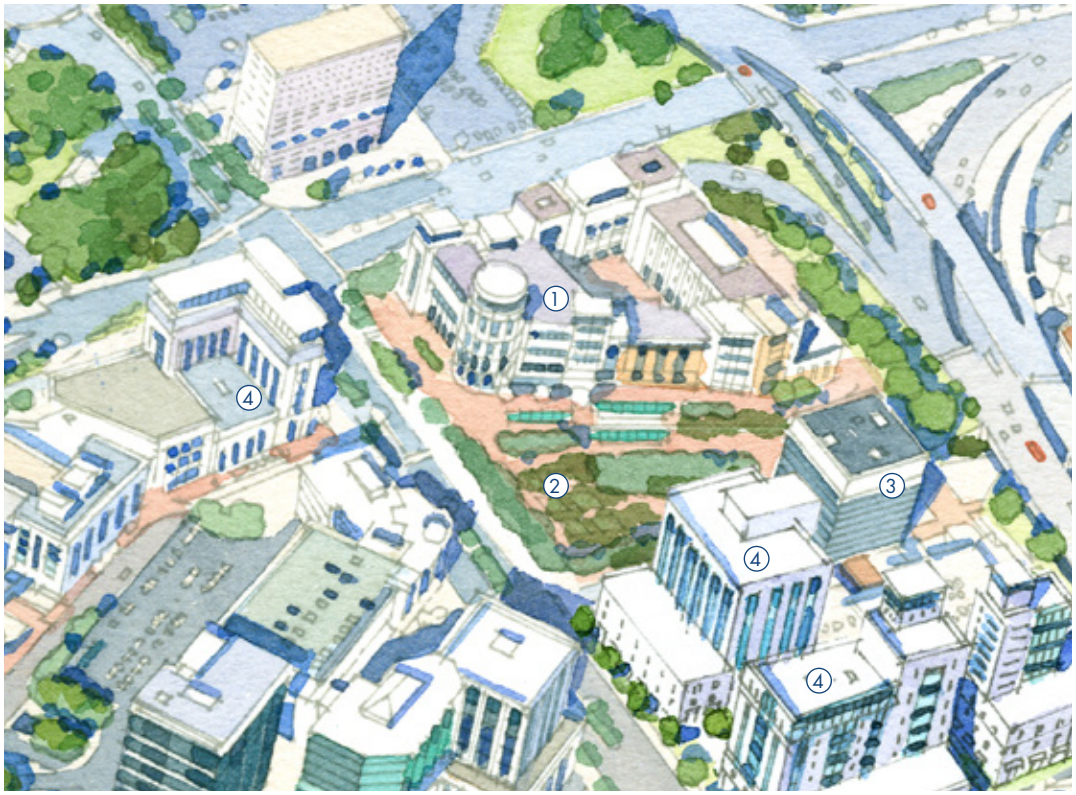
The square has created a pedestrian crossroads, which is opening up new paths of circulation for this part of the city. The new MacArthur Memorial Museum together with the improved facades for the Maritime Association have created a public space that serves as a crossroads. The new Slover Library, located just off the square on Plume Street, will further develop this area as a cultural and civic precinct. Atlantic Street, the only through-street to Waterside Drive from City Hall Avenue, has been designed as an attractive pedestrian link.



The streetscapes along Waterside Drive have helped to overcome the barrier effect of that street. However, there are more phases to this work and the redevelopment of Waterside Drive will be the key project to further this connection. The new MacArthur Memorial Building has added another link, by connecting MacArthur Square to the garden, which in turn connects to the fountain park and then Commercial Place.

1. Connect to the Waterfront Atlantic Street via MacArthur Square, Commercial Place via Fountain
2. Development Axes New streets cape for Atlantic with Library
3. Strengths MacArthur Center, MacArthur Memorial, Slover Library, Main Street, The Waterside
4. Potential Axes Atlantic, Commercial Place, Waterside Drive
5. Barriers Shift in street pattern overcome by MacArthur Square; Waterside Drive
6. Gateways Waterside Drive
7. Whole Places MacArthur Square/Slover Library Precinct; Waterside Drive
8. Facades Institutional and commercial buildings with windows and transparent ground floor facades.
9. Continuous Marketable Addresses Coordinate phasing: Library, streetscapes, and Waterside at the same time.

(TOP LEFT) Streetscape plan linking MacArthur Sqaure (1) and Slover Library (2) along Atlantic Street (3) to new streetscapes on Waterside Drive (4). (TOP RIGHT) Aerial view of MacArthur Square. (BOTTOM LEFT) Proposed new streetscape on Atlantic Street looking north. (BOTTOM MIDDLE) Views approaching Slover Library. (BOTTOM RIGHT) View of MacArthur Square.



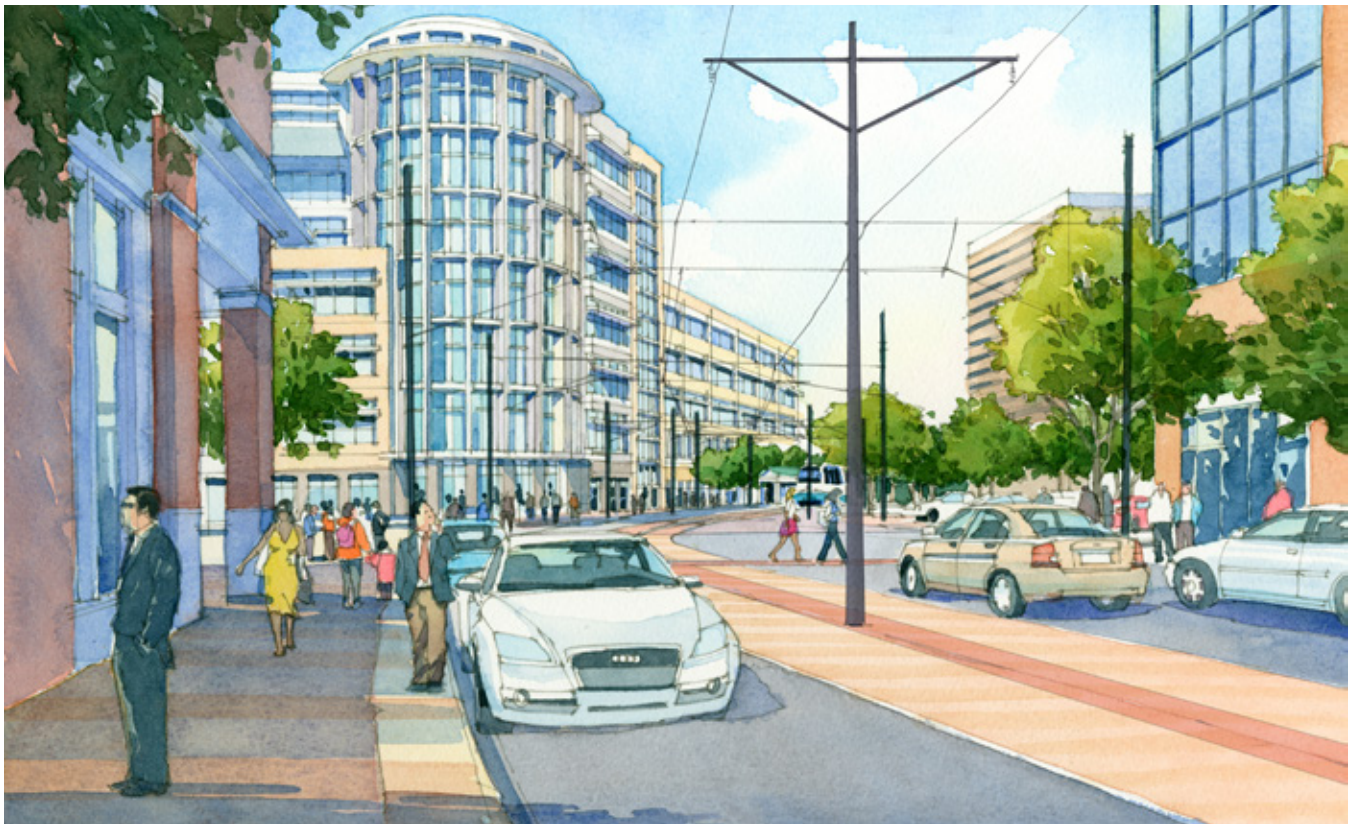
Aerial view of Norfolk Civic Plaza with new courthouse (1), Norfolk Civic Plaza (2), existing City Hall (3), and potential future development (4).

Downtown Core to City Hall

The diagonal space of the LRT line has created new pedestrian linkages that make City Hall better integrated into the Downtown. The next step will be to connect Main Street to a small plaza in front of City Hall. It will make it possible to redevelop the former court's site as commercial development. This is one of the next key initiatives.

1. —
2. —
3. Strengths City Hall, new Courthouse, Main Street Core
4. Potential Axes Main Street (nearly complete)linked directly to City Hall with Civic Plaza; Plume Street.
5. Barriers St. Paul's Boulevard; Old Courts buildings blocking City Hall
6. Gateways St. Paul's Boulevard, Civic Plaza
7. Whole Places Coordinated design of Courthouse and Civic Plaza; new potential development south of the plaza
8. Facades Institutional buildings with windows and active ground floor facades
9. Continuous Marketable Addresses Plume Street

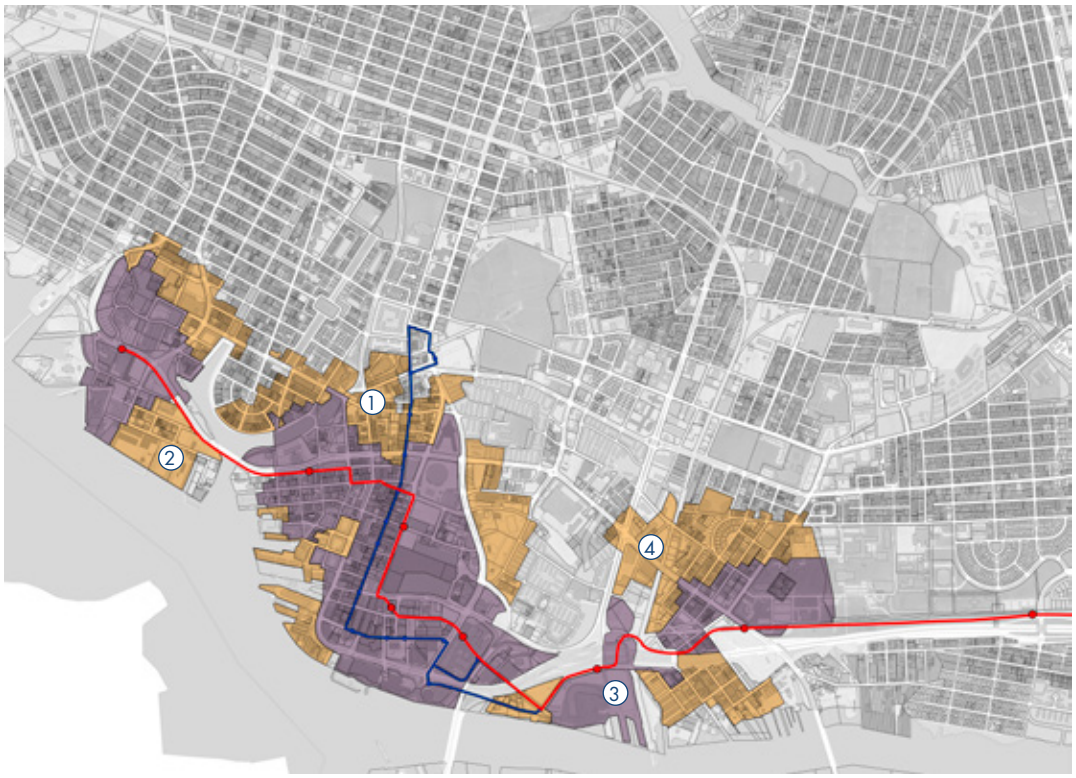
(LEFT) Aerical view looking down St. Paul's Boulevard toward new courthouse and Norfolk Civic Plaza. (BOTTOM) View of new courthouse from Plume Street showing connection to East Main Street.



Future Directions

This same method has been central to all of the Master Plan updates since 2000. The key is to use publicly-owned land, tied to an economic development program, to target development opportunities in specific locations and then support them with public investment and improvements. There are however significant differences between the present conditions and those in the past.

Economic Development Challenges In the present economic climate, there are questions about the future of the military and the port. This makes it all the more imperative that Norfolk continue to refine its economic development strategy. It would be helpful to have a rigorous economic analysis done to evaluate Norfolk's potential in various areas, eg: medical technology companies that could spin off the military contractors already here, arts/knowledge worker type of urban development, and taking advantage of the resources already here (medical complexes, universities, etc.).



The diagram indicates 5- and 10-minute walks from stations. Major pedestrian areas that provide opportunities for future development include Arts District (1), Fort Norfolk (2), Harbor Park (3), and South Brambleton (4).

Location Most of the publicly-owned land in the central core has been developed. However, there remain large areas of publicly-owned land outside the immediate Downtown that have great potential for economic development. There are at least three general categories:

a. Vacant properties in the middle of a highly developed area. In some cases, these are reserved for future institutional or other types of use. This is particularly true in the area around the hospitals and in Fort Norfolk.

b. A strategy for building mixed-use development that will appeal to the artist/knowledge worker sector.

c. Large open areas of city-owned land (Fort Norfolk, Harbor Park, Brambleton South).

The Tide The most dramatic change to Downtown's urban structure has been the development of The Tide light rail transit. All of the transit stops are candidates for mixed-use development. In fact, the last 10 years of Downtown development has been along The Tide's right-of-way. Sites should be evaluated for their access to The Tide.

Illustrative plan of strategies for the district.

POTENTIAL MAJOR INITIATIVES

North of Brambleton: The Downtown Arts & Design District

The area between Brambleton Avenue and Virginia Beach Boulevard has not realized its full potential. The first 25 years of Downtown revitalization have extended to the south side of Brambleton Avenue. The changes to Brambleton Avenue that have been implemented could connect it to Downtown, however, it remains relatively undeveloped with vacant properties. The character of the streetscapes is hostile to pedestrians and there is no green space. On the other hand it has great advantages. It is now immediately adjacent to Downtown and the Ghent neighborhood; contains two of Norfolk's most important cultural facilities (the Chrysler Museum of Art and the Harrison Opera House), and a number of creative businesses that have been established.

The Chrysler Museum of Art has embarked on an ambitious expansion program that includes the block south of the building and the creation of an Art Walk, which has the potential of linking to other areas.

There has been a grass roots movement to build on these strengths by creating a Downtown Arts & Design District. An initiative for Granby Street in this area included a demonstration called "Better Block" that successfully created a dynamic environment for the course of a weekend. These efforts were further supported

(LEFT) Diagram of the five initiatives that will implement the strategies. (BOTTOM) Potential transformation of Magazine Street into a public space.

by a Strategic Development Plan that identified a series of geographically-based initiatives that follow the principles in this manual.

The plan includes 5 initiatives, each of which includes a wide range of possible projects, both large and small, to be implemented by private individuals, organizations, the city, or in collaborations.

1. —
2. —
3. Connect to Strengths Chrysler Museum and Opera House, Ghent neighborhood, Downtown
4. Potential Axes Olney and Grace Streets from the west, Llewelyn Avenue from the north, Virginia Beach Boulevard from the east, Monticello, Granby, Boush, Duke and Yarmouth from the south.
5. Barriers Brambleton Avenue, Llewelyn/Virginia Beach, Duke, Boush intersection; super block bounded by Brambleton, Granby, Olney, and Boush
6. Gateways Brambleton corridor, Boush Street, Granby Street, Monticello Avenue
7. Whole Places Lack of streetscapes and undeveloped parcels to be overcome
8. Facades Inconsistent
9. Continuous Marketable Addresses Potential for any of the axes

1. Connect to Waterfront Create continuous park along waterfront, terminate East Main Street in a major open space, create connections around stadium to Park Avenue.
2. Development Axes Along the park and East Main Street
3. Strengths Harbor Park, train station, LRT station, City Hall, waterfront.
4. Potential Axes East Main Street, Park Avenue
5. Barriers Expressway: Area needs to be buffered from the noise and pedestrian routes made more comfortable.
6. Gateways Park Avenue from East, Water Street from West, Cole Street potential, East Main Street, possible Tidewater Drive
7. Whole places Major park construction, organize development for views
8. Facades Mixed-use
9. Continuous Marketable Addresses Start either by train station or along East Main and Park Avenue and coordinate with park in front of ball park.

East of City Hall along the Waterfront and East Main Street to Harbor Park and the Train Station

One of the major areas for potential expansion of Downtown is east along the waterfront, because it has so much publicly-owned land. It has great potential as a mixed-use area that could be a key part of an economic development strategy for attracting new technologies and businesses. It is also one of the most difficult, because of the extraordinary barriers created by the expressway system.

The development of Harbor Park was a result of the first Master Plan Update and included streetscapes that created the beginning of connections to Downtown. The Tide LRT added an important link with a station at the baseball stadium, near the site of the train service for the new rail service to Washington D.C. There are extensive publicly-held parcels of land in this area, currently used for remote parking for Downtown, Harbor Park, and the train service. Therefore, developing this area will require parking structures to replace parking taken by building sites and to serve the new development. There have been several plans for the area, but they have some key aspects in common:

1. Linear park along the waterfront that extends Town Point Park to the train station.
2. Pedestrian-scale development along East Main Street.

(TOP LEFT) East Main Street extends from City Hall to Harbor Park. City-owned sites offer the potential for mixed-use development with parking structures serving as buffers for the expressway. (TOP RIGHT) View of future development around Harbor Park.

3. Parking structures used as buffers against the expressway to create development sites free of noise.

4. A major public space at the intersection of Park Avenue, East Main Street, and East Water Street.

5. Mixed-use development.

6. Development adjacent to the train station.

7. Links north from Park Avenue to Tidewater Drive and the St. Paul's Quadrant Plan.

The 2020 Master Plan Update indicated an approach to this area that included building parking structures along the expressway to create a sound barrier and then mixed-use buildings facing the waterfront. Harbor Park was augmented with entertainment retail. The proposals for an intermodal center at the train station site included a large garage and a mix of office and residential structures.

(TOP) Potential development on Park Avenue. (RIGHT) Plan of Brambleton South with development opportunities on both sides of I-264, linking Norfolk State University to Harbor Park.

Brambleton South

Much of this land is in public ownership. It includes two areas on each side of the expressway. Previous planning studies have included a proposal for economic development on both sides of the expressway and one with student housing north of the expressway and economic development south of the expressway. Infrastructure changes could include the extension of Park Avenue south of the expressway to Claiborne Avenue in order to improve circulation. The plan will need to provide adequate insulation from the expressway.

1. Connect Strengths Norfolk State University, Rise Center, Tide Station at Brambleton, Tide Station at Harbor Park and Harbor Park
2. Development Axes Park Avenue from Brambleton to expressway underpass and extension of alignment of Park Avenue south of the expressway to Claiborne.
3. Overcome Barriers Expressway by buffering with landscape or development, underpass improvements
4. Gateways Park Avenue and Claiborne Avenue
5. Whole Places Both sides of Park Avenue between Brambleton and expressway underpass; new Park Avenue on south side of expressway with landscaping on one side.
6. Facades Mixed-use residential on Park Avenue between Brambleton and expressway, employment uses with front office facades facing new Park Avenue south of the expressway.
7. Continuous marketable addresses Park Avenue from Brambleton to the train station.

St. Paul's Quadrant Plan indicated in yellow in larger context illustrating potential linkages to Downtown, to waterfront, and to adjacent neighborhoods.

The St. Paul's Area

The St. Paul's Quadrant Plan calls for a mixed-use development near St. Paul's Boulevard and primarily mixed-income residential development east of Fenchurch Street. It has been designed as an extension of Downtown. Implementing it would benefit from using the same principles that have guided the rest of Downtown. A primary goal would be to coordinate the street patterns and streetscapes within the St. Paul's area with Downtown and the areas to the east across Tidewater Drive.

1. Connect Strengths Eastern edge of Downtown, churches and historic area between Brambleton and Wood Street and St. Mary's
2. Development Axes Wood and Freemason Streets, Cole Street, St. Paul's Boulevard, Church Street, proposed park, Cole Street and Tidewater Drive
3. Barriers St. Paul's Boulevard, Brambleton Avenue, Tidewater Drive
4. Gateways St. Paul's Boulevard, Brambleton Avenue, Tidewater Drive
5. Whole Places Historic area, St. Mary's
6. Facades Mixed-use residential near St. Paul's, residential east of Church Street
7. Continuous Marketable Addresses Freemason Street extension, Wood Street, Church Street

(LEFT) 2006 Concept Plan for Fort Norfolk. (RIGHT) Recommended streetscape patterns plan.

South from Ghent and the Hospitals to Fort Norfolk

Fort Norfolk, formerly an industrial district known as Atlantic City, has had several master plans prepared for it, as well as a ULI study. Some development has taken place, such as Harbor's Edge, Fort Norfolk Plaza, and a variety of medical office buildings, all at the west end. At the east end development includes the PETA headquarters and a condominium on the water. In between these two edges there is a great deal of underdeveloped land, especially along Brambleton Avenue. Sentara Norfolk General Hospital across Brambleton Avenue also has undeveloped land. Much of this, as well as land in Fort Norfolk, has been designated as future hospital use. The challenge is to find a way of moving forward with development that will link this area to Ghent, thereby making the waterfront accessible to more people and establishing a lively, new quarter for the city.

The most important next phase is to create continuity with Ghent and the hospitals. Ideally, a strategy would deal with both sides of Brambleton Avenue along Colley Avenue. Both sides are either controlled by the hospitals or dedicated for future hospital use. One approach would be to set up a collaborative process with the hospitals to create a mixed-use district that could attract creative companies, as well as serve the hospitals' expansion needs.

(LEFT) Aerial view of one alternative for future development. (RIGHT) Perspective illustrating recommended character for development on Front Street.

Similar to the Harbor Park area, Fort Norfolk provides ample publicly-owned land to create a means of attracting major new economic development to Norfolk. The proximity of the medical center and the Ghent neighborhood, as well as the LRT connection, makes it ideal for the high technology industry, or so-called knowledge-intensive industry. With the changing economic conditions, particularly the uncertainty with the military, these two areas may be Norfolk's most important assets to develop.

1. Connect to Waterfront Waterfront park, Colley Avenue most important, all north-south streets in the plan.
2. Development Axes Colley Avenue, Second Street
3. Strengths Hospital complex both sides of Brambleton, Fort Norfolk, Harbor's Edge, Pier Condominium
4. Potential Axes Colley Avenue, South Hampton, Fort Norfolk Plaza, Second Street
5. Barriers Brambleton Avenue, parking lots, industrial uses
6. Gateways Brambleton Avenue
7. Whole Places Colley Avenue to waterfront including park in front of Harbor's Edge.
8. Facades Mixed-use development, windows on institutional uses, active ground floors
9. Continuous Marketable Addresses Begin with Colley Avenue.

URBAN DESIGN ASSOCIATES