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NORFOLK SCOPE COMMUNITY PLAN



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Spring 2021

NORFOLK SCOPE COMMUNITY PLAN

A Capstone Professional Plan

Presented to the Academic Faculty

by

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In partial fulfillment of the requirements for the Master of Urban and Regional Planning in the Virginia Commonwealth University L. Douglas Wilder School of Government and Public Affairs

Virginia Commonwealth University

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Project Purpose

The purpose of the Norfolk Scope Community Plan is to provide the client, the City of Norfolk's Department of City Planning, with a plan for revitalization of the community surrounding the Norfolk Scope Complex. The plan will include three potential redevelopment scenarios, along with general recommendations for areawide enhancements, both of which the client could potentially use to guide small area planning for the community in the future. The Scope is a multi-functioning entertainment complex located in the heart of Downtown Norfolk, Virginia and includes the Scope Arena, an 11,000-seat venue for concert and sporting events, Chrysler Hall, a performing arts theater that accommodates up to 2,500 guests, a 10,000 square foot Exhibition Hall, and a parking garage with 600 parking spaces.



Figure 1. Aerial Overview of Norfolk Scope Complex

The project area focuses primarily on two specific land parcels. The first area is home to the Downtown Norfolk Wyndham Garden Hotel, across from the Scope's West Brambleton Avenue entrance. The other is a large parking lot owned by First Baptist Church, directly across from the Scope's St. Paul's Boulevard entrance. It is also pertinent to note that the nearby Young Terrace Housing Projects are set to be demolished as part of a separate public housing transformation project, and are likely to be redeveloped as mixed income, mixed use communities. As such, this area is not directly included in the plan - however, plan recommendations should complement future development of this site.

The Scope Arena remains successful, with several programs for basketball, hockey, concerts, and comedians, among other attractions. In years prior, the City explored the idea of expanding the venue from its current maximum seating capacity (roughly 13,000) to add 4,000-5,000 additional seats (standard arena seating today is at least 17,000). The structure of the arena, bound by a domed concrete roof and attached columns, pose a significant challenge toward expanding the facility's seating capacity. As a result, the city is exploring its options for the arena, whether it be continuing existing operations in the current facility or building a new arena in another location and repurposing the current facility. Plans for Chrysler Hall, on the other hand, are more established. The city intends to renovate the existing facility, with plans ranging from facade improvements to expansion of existing performance halls.



Figure 2. Rendering of Chrysler Hall Expansion

The plan is intended to complement the two venues, as well as existing studies and efforts related to the Downtown Arts and Design District, in which the project area is located. Existing plans include the Downtown Norfolk 2030 Plan and the Norfolk Downtown Arts and Design District Revitalization Strategy. While these plans encompass the entire Downtown area and Arts district, respectively - they also provide recommendations for parcels within the specific project area. For example, the Downtown 2030 Plan has identified the two primary parcels targeted for redevelopment in the project area as key development sites. Additionally, other challenges concerning the area include food accessibility, connectivity, and potential gaps in retail offering.

Overall, the plan should enhance the functionality of the existing complex and encourage new development that complements the already-established arts and design district. Recommendations will be in alignment with the goals of the client and community, expressed through discussion and framework from existing comprehensive plans. The plan will also be compatible with future plans for the Scope Complex in the event that it is maintained in its current state, expanded, redeveloped, or repurposed. Ultimately, the desired result is to expand economic growth, encourage tourism, promote inclusivity, celebrate culture, and ensure sustainability within the community for future generations.



Figure 3. Greetings from Norfolk postcard building art

Client Description

The Department of City Planning for the City of Norfolk, Virginia is the primary client for this plan. According to the department's official website, "City Planning is responsible for developing and implementing short and long-range plans, goals, and policies, as developed with the community and approved by the City Council, that reflect the needs and interests of residents and the city." The department fulfills four primary functions (City Planning, n.d.):

- Provision of long-range planning services
- Implementation of city land use regulations
- Implementation of federal, state and local environmental programs
- Overseeing building safety during construction processes

Literature Review

Overview and Research Questions

The focus of the Norfolk Scope Plan is community revitalization, a subject in which there are numerous approaches. This is supported by the project's overall goal - to provide a plan for revitalization of the community surrounding the Norfolk Scope Complex. Research discussed in the literature review pulls from a variety of theoretical approaches focused on revitalization. There are several questions to be asked here:

- What revitalization strategies should be implemented in this project?
- What potential uses would best compliment the community?
- How can Norfolk's culture and history play a role in revitalization of this area? Is it underrepresented?
- Are some of these strategies and uses already a part of the area, and if so, is there room for improvement?
- How does diversity (of people and uses) play a role in its success?

This literature review begins with a discussion of community revitalization, including popular approaches and implementation strategies. The focus of the review will then shift to a discussion of more specific topics such as commercial revitalization, downtown revitalization, and arena-led development.

Review of Existing Literature

Community and Commercial Revitalization

While there is no concrete definition for community revitalization, the Illinois Housing Development Authority describes it as “the implementation of intentional efforts that are likely to lead to measurable increases in access to employment, living wage jobs, healthcare, supportive services, community amenities, transportation, quality and affordable housing stock” (Community Revitalization, n.d.). Community revitalization in more recent years has focused on neighborhood commercial revitalization, as healthy commercial districts are seen as being key to economic development and rebuilding communities (Chang, 2011). Healthy neighborhood districts provide various benefits, such as increased tax revenues, small business development, and tourism (Chang, 2011).

There are several methods and concepts that provide framework for community revitalization. One concept is the “Power of Ten”, a placemaking-related concept developed by the non-profit organization Project for Public Spaces. The Power of Ten suggests that people are attracted to areas with a wide number of things to do (Toth, 2014), and that these places thrive as a result of this (The Power of 10+, n.d.). The range of activities can vary from actual events to public space for interaction or dining - all of which should represent the community’s history and culture (The Power of 10+, n.d.). The concept suggests that cities overlook the “human experience” when developing districts, and that emphasis on this is impactful.

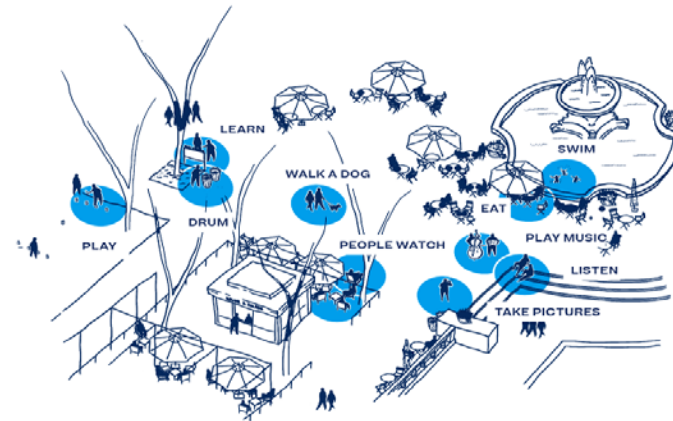


Figure 4. Project for Public Spaces "Power of Ten" Diagram

Mintz writes that activities are key to building vibrant communities with prosperous streets (Mintz, 2016). Activities should also include public services that act as community anchors - some examples of these include libraries and post offices. The more functions that take place in town make for a livelier, vibrant atmosphere. It is important for neighborhoods to maintain a mix of uses that ensure round-the-clock activity. Successful integration of a group of diverse uses, such as public services (i.e. the aforementioned post office or library) with retail and residential can address some of the concerns about the after effects of community revitalization projects. For example, a notable concern involving revitalized commercial districts is gentrification - new businesses that

move into traditional shopping districts are often specialty retail stores and restaurants, which provide only limited employment and service provision benefits to lower income residents (Chang, 2011).

High quality public spaces are needed to facilitate urban activity within cities and neighborhoods (Grodach, Ehrenfeucht, 2016). Planners can influence the way people use these spaces through design that addresses changes in the region, society, and climate. This involves not only observing the type of buildings in the area and their uses, but the type of people using the area, and the type of activities that may take place there as well. This can include developing parks and plazas to accommodate festivals, or sites where vendors can sell food. A combined focus on improving infrastructure and providing “everyday spaces” ultimately creates destinations for people, increasing usage and comfortability within these spaces.



Figure 5. Truck Yard Park, Houston, TX

Downtown Revitalization and Arena-led Development

Community revitalization strategies are often implemented in Downtown revitalization projects. It is important to note some of the challenges faced in redeveloping Downtown areas over time. Downtowns were previously perceived as inconvenient, unsafe, and outdated (Mercer, 2018). Advances in technology and socioeconomic trends have assisted in their evolution (Mercer, 2018). However, in more recent years, they have been negatively impacted by factors such as decentralization and growth in suburban areas (Mercer, 2018). Robertson developed seven major strategies for downtown redevelopment. Strategies include transportation enhancement, pedestrianization, waterfront development, indoor shopping centers, office development, historic preservation, and special activity generators (Robertson, 1995). A few of these are pertinent to the scope of this project, and will be discussed here.

Pedestrianization, or improving the area for pedestrians, creates a more appealing image downtown (Robertson, 1995). High volumes of pedestrian traffic can also indicate the vitality of a downtown. Conversely, a lack of pedestrian traffic is less appealing, regardless of the area’s design (Robertson, 1995). There are a number of solutions for improving downtown pedestrian experience, ranging in scale from relatively small improvements, such as sidewalk expansion and “sitting spaces”, to large scale investments, such as pedestrian malls and skywalks (Robertson, 1995).

Special Activity Generators play a role in driving downtown development. Uses that fall into the generator category include arenas and convention centers (Robertson, 1995). These facilities are expected to provide a return on investment in the arena by luring the large crowds generated by events to spend money on nearby retail, dining and entertainment options, increasing a city’s tax base

(Gerretsen, 2018). This invigorates the downtown environment at all times (Robertson, 1995).

A Special Activity Generator should accomplish three things - one of which involves the aforementioned return on investment, also referred to as the “spillover benefits” (Robertson, 1995). Secondly, the facility should drive new construction nearby - this new development should complement the venue (Robertson, 1995). Third - and lastly, the facility should provide an opportunity for revitalization of the area surrounding it (Robertson, 1995). Robertson discusses other strategies that can be implemented in addition to the seven primary strategies mentioned above. Entertainment plays a pivotal role in attracting people downtown, and cities have attempted to enhance those options in different ways. This includes the restoration of older attractions, as well as adding newer ones, in addition to promoting existing nightlife (Robertson, 1995). Offering a diverse set of attractions has the potential to both entertain and educate (Robertson, 1995).

Building new neighborhoods anchored by sports facilities can transfer regional economic activity back to downtown areas (Rosentraub, 2014). These neighborhoods also offer residents of the region a unique urban environment in proximity to entertainment (Rosentraub, 2014). This can have significant impact on local and regional workforces. Highly skilled workers tend to value variety and availability of nearby amenities when considering where to live (Rosentraub, 2014). Areas with limited offerings are considered to be less desirable, whereas a vibrant downtown with residential opportunity is more desirable. Literature suggests that this is true for both younger and older professionals. Younger professionals are

drawn to cities with highly active downtowns. Older professionals tend to work past their children becoming independent, sometimes even into their 70s. As such, they tend to value areas that offer housing and easier access to entertainment (Rosentraub, 2014).

Three tools are recommended for developing these neighborhoods. This includes advertising, concentration of amenities, and detailed plans. Advertising can generate private funding to supplement public investment in facilities, but must not be overly commercialized or inappropriate (Rosentraub, 2014). Focusing development plans in a tightly defined space as opposed to being spread around a larger downtown area makes plans easier to complete. This also helps to create the crowded presence that drives people’s positive impression of an area (Rosentraub, 2014). Lastly, clear details and communication of plans to the public as well as private investors creates confidence in development projects.

Ultimately, understanding the context of a city is important when measuring the success of these types of development (Gerretsen, 2018). Historical trajectory, political and economic climate, city demographics, and combination of different amenities and land-uses all play a factor in ultimately influencing the success and failure of an arena-led development project (Gerretsen, 2018). These elements are unique to each city, which would suggest that studying efforts implemented in other localities should be done with a clear understanding of what can realistically be accomplished in the city where the development will take place.

History and Existing Conditions

Project Area and Study Area

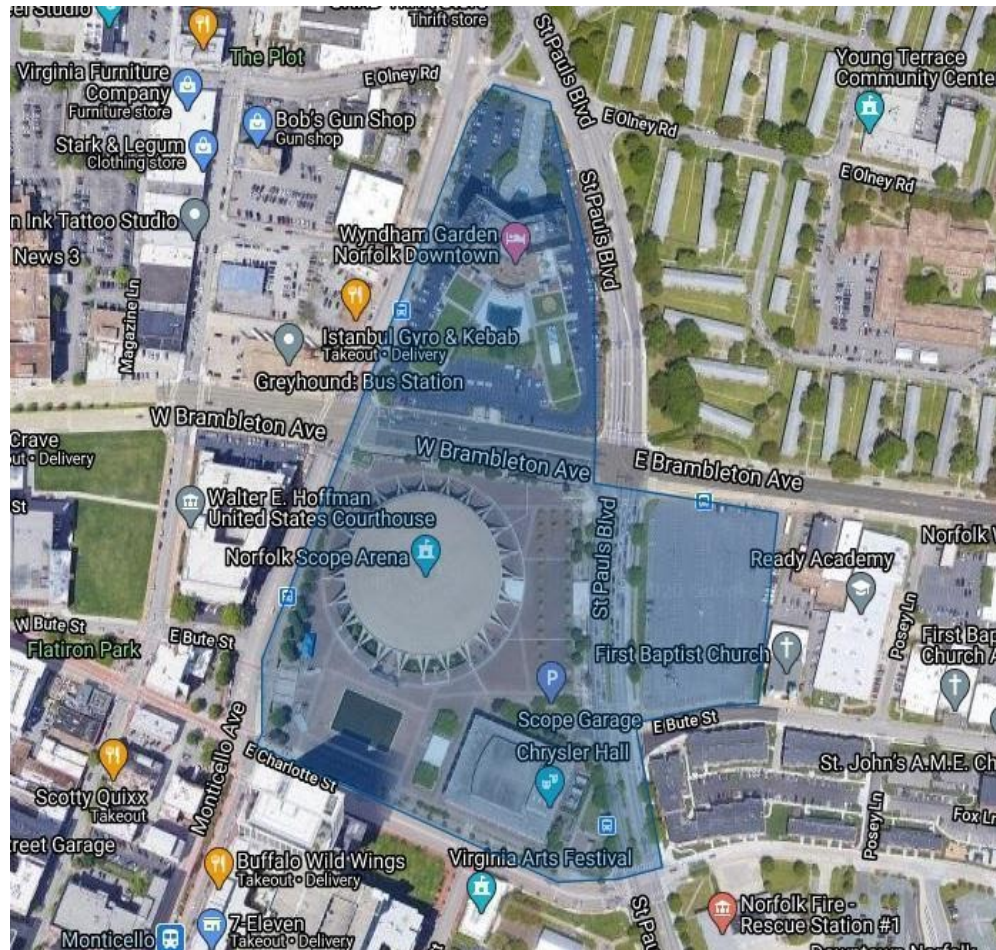


Figure 6. Norfolk Scope Project Area

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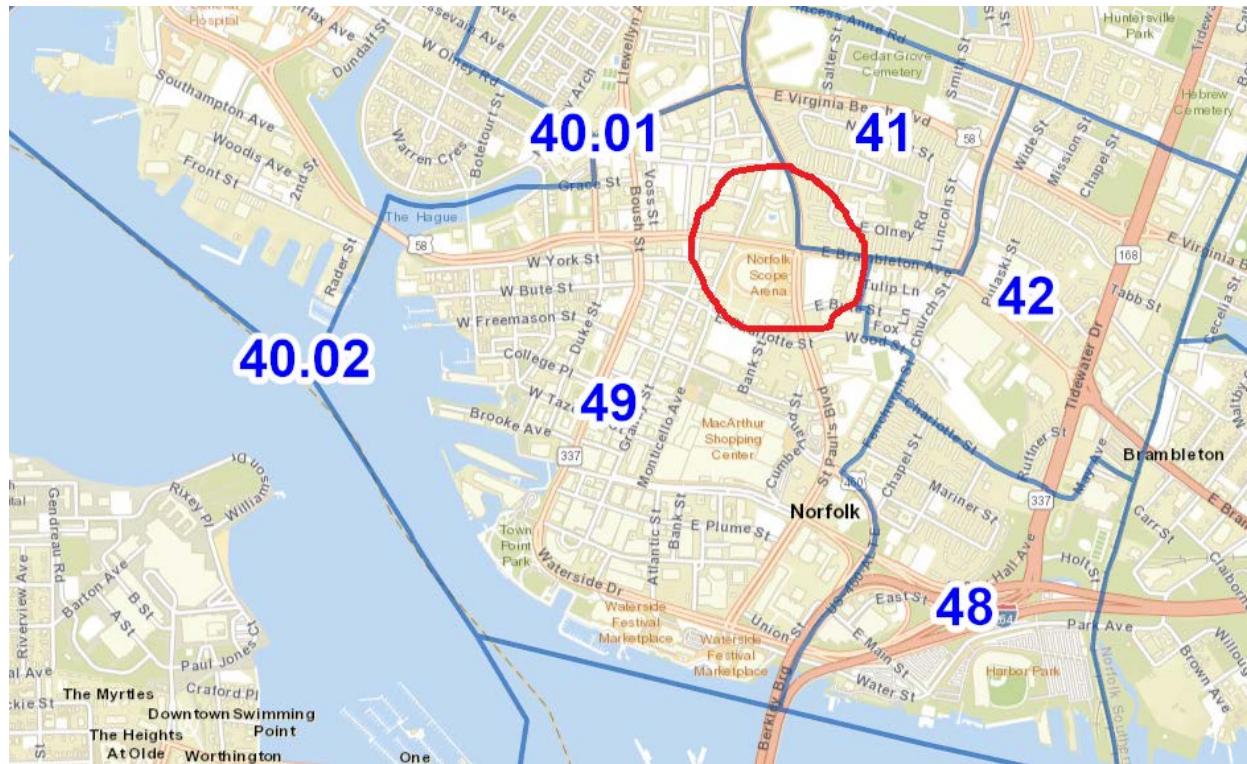


Figure 7. Census Tracts surrounding Project Area

The project area is located in Downtown Norfolk, Virginia, and is located within Census Tract 49. The primary thoroughfares within the project area are St. Paul's Boulevard and West Brambleton Avenue. The Scope Complex itself is bound by West Brambleton Avenue to the northern border, East Charlotte Street to its southern border, Monticello Avenue on its eastern border, and St. Paul's Boulevard to the western border (Figure 6). To the right of the Complex is Brambleton Lot, a parking lot owned by the city and used by the nearby First Baptist Church as well as the Scope Complex, for overflow event parking, if needed (Figures 8 and 9). North of the Complex is a parcel of land that houses the Wyndham Garden Hotel (Figures 10 and 11).



Figure 8. Brambleton Lot, from St. Paul's Boulevard



Figure 9. Brambleton Lot, from Brambleton Avenue



Figure 10. Wyndham Garden Norfolk Hotel from Brambleton Avenue



Figure 11. Wyndham Garden Norfolk Hotel from Monticello Avenue

Although the project area is located within Census Tract 49, the overall study area includes Census Tracts 40.01, 41, and 42, in addition to 49 and the city of Norfolk. It is unlikely that Census Tract

49 alone will provide an accurate profile of the potential neighborhood market - meaning those who will visit and benefit from services and attractions within the area. Analyzing the larger study area will help to best understand current demographics and guide recommendations, based on both the immediate area and the city as a whole.

Census Tract 41 primarily consists of residents of the Young Terrace Housing Projects, a 36-acre, 746-unit public housing complex managed by the Norfolk Redevelopment and Housing Authority (Figures 12 and 13). Young Terrace, along with other public housing complexes within the area, is scheduled to be demolished by the city as part of a large-scale public housing transformation effort that would replace the housing projects with mixed-income communities. It should also be noted that another public housing complex, Calvert Square (also a part of the public housing transformation effort) is located within Census Tract 42. While present and future residents of that area will likely benefit from recommendations made within this plan, Young Terrace is the only complex mentioned explicitly throughout the plan due to its close proximity to the project area.



Figure 12. Young Terrace Housing Projects



Figure 13. Aerial View of Young Terrace Housing Projects

Demographics

Although current land uses within the parameters of the project area are centered around entertainment, tourism, and hospitality, the overall community houses a mix of both residential and commercial usages. The Scope Plan is intended to spur economic growth and tourism, and promote inclusion, culture, and sustainability. Therefore, it is pertinent to evaluate key demographics for both the census-defined area/community and the overall city to ensure that future development improves the community for both residents and visitors. Demographics to be evaluated include the following: population, median age, medium income, and racial composition. Note that charts included in this section include only 2018 data - for a full comparison between 2010 and 2018, please see the Appendix.

Population, Median Age, and Median Household Income

As of 2018, Norfolk's estimated population was 245,592. The project area is located primarily within Census Tract 49 (Population and People, n.d.). Census Tract 49 itself has an estimated population of 5,092, as of 2018. Of that figure, 3,409 are male and 1,683 are female (Age and Sex, n.d.). As of 2018, the estimated median age for Norfolk was 30.7. Again, the project area is located primarily within Census Tract 49 - where the estimated median age as of 2018 is 36.2. The median age within Census Tract 40.01 has increased significantly, from 29.6 in 2010 to 40.1 in 2018.

As of 2018, the estimated median household income for Norfolk was \$49,587, a significant increase from 2010, where the median household income was \$41,613. Census Tract 49 itself has an estimated median household income of \$70,435, as of 2018. This has also increased somewhat significantly compared to 2010, when the median household income for Census Tract 49 was \$66,765. It should be noted that the nationwide median household income for 2018 was \$61,937, roughly \$8,000 less than Census Tract 49 and around \$12,000 more than the City of Norfolk (Income and Poverty, n.d.). In alignment with the increase in median age, Census Tract 40.01 has also experienced a significant increase in median household income as well - increasing from \$75,000 in 2010 to slightly over \$96,000 in 2018. Conversely, Census Tracts 41 (Young Terrace) and 42 (Calvert Square) suffer from extreme levels of poverty - the median household income in both tracts ranges between \$10,000 and \$14,000.

Table 1. Population, Median Age, and Median Household Income for Census Tracts 40.01, 41, 42, 49 and City of Norfolk, 2018

Key Demographics, Census Tracts 40.01, 41, 42, and 49 vs. Norfolk City, 2018					
	2018				
	CT 40.01	CT 41	CT 42	CT 49	Norfolk City
Population	1,196	2,129	1,697	5,092	245,592
Median Age	40.1	17.9	24.3	36.2	30.7
Median Household Income	\$ 96,369	\$ 11,197	\$ 12,838	\$ 70,435	\$ 49,587

Race

Table 2 compares the racial composition for both the identified Census Tracts, as well as the City of Norfolk, as of 2018. In both the Census Tracts and the City of Norfolk, we can see that blacks and whites make up the majority of the population. Between 2010 and 2018, the black population within Census Tract 49 increased by only 56 people (a decline of 3 percent due to an increase in the white population), however, citywide, it has declined by roughly 2 percent (Race, n.d.). Within the same timeframe, the white population for Census Tract 49 increased by over 600 people, and has declined citywide by roughly 1 percent. Census Tract 40.01 has remained predominantly white over time, while Census Tracts 41 and 42 have remained predominantly black, however, all 3 have experienced small increases in the presence of other races between 2010 and 2018. Other noticeable trends over this time period include a slightly increased Asian population citywide, as well as in Census Tracts 40.01 and 49, and an increase in the American Indian population citywide and slightly within Census Tract 40.01, versus a complete decline of the same group within Census Tracts 42 and 49.

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Table 2. Racial Composition for Census Tracts 40.01, 41, 42, 49 and City of Norfolk, 2018. Source U.S. Census Data

Racial Composition, Census Tracts 40.01, 41, 42, and 49 vs. Norfolk City, 2018					
	2018				
	CT 40.01	CT 41	CT 42	CT 49	Norfolk City
Black	40 (3%)	1,927 (91%)	1,558 (92%)	1,457 (29%)	102,117 (42%)
White	1,032 (86%)	103 (5%)	139 (8%)	3,260 (64%)	115,443 (47%)
American Indian/Alaskan Native	16 (1%)	- (0%)	- (0%)	- (0%)	1,006 (0%)
Asian	61 (5%)	- (0%)	- (0%)	199 (4%)	9,063 (4%)
Native Hawaiian/Other Pacific Islander	- (0%)	- (0%)	- (0%)	- (0%)	161 (0%)
Other	- (0%)	55 (3%)	- (0%)	51 (1%)	7,254 (3%)
Two or more races	47 (4%)	44 (2%)	- (0%)	125 (2%)	10,548 (4%)

From the data, we see that the population has grown, both citywide and within the census tracts. Median age has largely remained the same citywide - around 30 years old. However, the median age for residents within the project area and surrounding areas range from late teens to late 30s/early 40s. Median household income data shows that while the overall city is relatively middle class, the project area and surrounding communities vary in terms of income, ranging from low income to upper middle class. This variance is further accentuated when combined with racial data - predominately white tracts reported median household incomes of \$75,000 and above, whereas predominately black tracts reported median household incomes below \$14,000. Citywide declines in the black and white populations have been offset by increases in the population of other races, such as Asian and American Indian. However, within the various census tracts, we see that racial diversity is extremely limited, if not almost non-existent.

Preliminary analysis of the above demographics would suggest that the community in which the project area is located is home to many relatively young, middle to upper-middle class individuals. A basic assumption is that these individuals are likely drawn to walkable communities, and are willing to spend extra money on dining and entertainment options, especially if they are located within close proximity. Demographics for the other census tracts, however, paint a picture of disparity among the surrounding communities, raising questions about the project area and how future development should be inclusive to all residents, citizens, and visitors. Understanding the demographics will help create a profile for the existing community and what other amenities might be desired here, if they are not already located within the project area.



Figure 14. Building art promoting the NEON (New Energy of Norfolk) District, where the project area is located

Norfolk Scope Complex

Norfolk Scope Arena



Figure 15. Norfolk Scope Arena

The Norfolk Scope Arena, designed by architect Pier Luigi Nervi, was built in 1971 (Figure 15). Scope Arena is currently the home of the Norfolk Admirals hockey team and MEAC Basketball Tournament. Over its 50 years of operation, it has played host to a vast array of conventions, sporting events, family shows and concerts featuring a range of artists, including Elton John, Aerosmith, Jay-Z, Janet Jackson, and Usher, among others (Scope's Concert History, n.d.). Scope consists of a flexible main arena, modular exhibit halls and meeting rooms that can accommodate both small and large groups for private meetings, exhibits or conventions. To this day, the venue remains the world's largest reinforced thin-shell concrete dome. The venue is known for its concrete monolithic dome and twenty-four flying buttresses, and is considered one of the most iconic landmarks in Downtown Norfolk (SevenVenues, n.d.).

Chrysler Hall



Figure 16. Chrysler Hall

Chrysler Hall opened in 1972, shortly after the Scope Arena (Figure 16). It is considered the premiere performing arts center of Hampton Roads. The venue holds approximately 140 events annually, with attendance of more than 150,000 patrons a year. Many regionally based arts organizations call Chrysler Hall their home including Virginia Symphony Orchestra, Norfolk Forum, the Virginia Arts Festival, Broadway in Norfolk, and Generic Theater. Chrysler Hall has hosted acclaimed artists from every field, include major Broadway productions, classical concerts, contemporary artists, family theatre and comedy events (SevenVenues, n.d.).

Existing/Previous Plans

Redevelopment Plans for Scope Complex

In January 2017, during his inaugural State of the City Address, Norfolk Mayor Kenny Alexander announced plans to explore a renovation of the Norfolk Scope Arena. In the address, the Mayor was quoted as saying that the arena was “tired” and was in need of major upgrades. Additionally, he stated that the timing was perfect, as a renovated arena would add to the existing energy and growth of downtown Norfolk (Lee, 2017). Two years later, a study by Oak View Group, the firm contracted to explore the possibilities for expanding the arena, found that because of how the Scope roof was built, it would be prohibitively difficult to maneuver construction equipment between the top and the surrounding buttresses, and renovations would total at least \$200 million or more, according to Scope Director John Rhamstine (Metcalf, 2019).

As a result, the focus of Scope Complex renovations shifted to Chrysler Hall. Norfolk officials are now looking to improve the 2,488-seat Chrysler Hall, Rhamstine said. The currently proposed renovation plan would add seats and restrooms, expand the lobby, and provide upgrades to other building systems. Additionally, a proposal was made to city council members to add a 2,400-square-foot performance venue and rehearsal space for the symphony (Murphy, 2019). Regarding the aforementioned venue, four potential options were presented to the council, all of which re-envisioned the Scope plaza to include green spaces, water features and walkways. The location and design of the venue varied with each option, however, all were located within the existing complex.

Norfolk Downtown Arts and Design District Revitalization Strategy

In 2013, Urban Design Associates, commissioned by the City of Norfolk, created the Norfolk Downtown Arts and Design District Revitalization Strategy (The Norfolk Scope Downtown Arts and Design District: Revitalization Strategy, 2013). Elements of this plan apply to the current Scope project. For example, during the charrette, participants were asked to identify strengths, weaknesses, and aspirations for the arts district. The Norfolk Scope and Chrysler Hall were considered strengths of the district, adding to the diversity of the district, while the Wyndham Garden Hotel was primarily identified as a weakness, primarily due to its “empty” appearance. Aspirations focused on the hotel as well - one specific suggestion was to “animate the hotel property”. Additionally, the plan also offers recommendations for transportation and infrastructure improvements, such as bike lanes along Monticello Avenue, which is adjacent to the left side of the Wyndham Garden Hotel.

Downtown Norfolk 2030 Plan

The Downtown Norfolk 2030 Plan is an update to the existing Downtown Plan and provides guidelines for growth within the area over the next decade. The plan was officially adopted by Norfolk’s City Council on November 24, 2020, and focuses on four key drivers. The first is coastal resilience, primarily through the provision of green infrastructure in order to respond to rising sea levels. The second driver is slowing traffic to improve walkability, through the improvement of facilities for walking, bicycling, and transit, which would improve safety and provide more traveling options Downtown. The third driver is connectivity, hoping to create pedestrian-friendly connections between the east and west sides of Downtown. Lastly, the fourth driver is new development, which, as the plan states, should “contribute to the character of urban spaces by providing active uses that animate the public realm” (Downtown Norfolk 2030: A Vision for the Next Decade, 2020).

Transportation and Streetscaping Improvement Programs and Plans

NEON District Streetscape Improvements

In 2019, the City allocated \$900,000 of Capital Improvement Plan funding to its NEON (New Energy of Norfolk) District for a street-and-sidewalk project (Johncola, 2019). The project will focus on pedestrian improvements along nearby Granby Street between Brambleton Avenue and Virginia Beach Boulevard, roughly a block away from the Scope project area. The NEON District is the city’s first official arts district (NEON District, n.d.). City officials hope to spark passion and creativity downtown through development of the district, and as a result, the city has reached out to the public for input as to what type of improvements they would like to see implemented along Granby Street.

Lime E-Scooter Program

In June 2019, the Norfolk City Council unanimously approved a one-year pilot program for the rental and use of shareable electric scooters in the city (Hall, 2019). The scooter company Neutron Holdings, Inc. (also known as Lime), was selected to provide 500 e-scooters to the city, which residents could then rent and use along roadways. A citywide survey regarding the program was conducted in February 2020, providing insight into a number of different citizen viewpoints (Norfolk E-scooter Survey, 2020). Respondents indicated that traffic and congestion, bike safety, and pedestrian and sidewalk safety were somewhat serious issues in the city. Over a third of respondents believe that availability of transportation options was a very serious issue.



Figure 17. Lime eScooters

Regarding the e-scooters specifically, nearly 40 percent of respondents completely agree that e-scooters were important transportation options. 30.4 percent of respondents completely agree that e-scooters help reduce traffic congestion, and 42.4 percent of respondents completely agree that more bike lanes, for example, would help to improve e-scooter safety. Over 50 percent of respondents indicated that they primarily ride e-scooters on the street. Perhaps one of the most notable findings in the survey was that nearly 75 percent of respondents indicated that they are most likely to use an e-scooter in Downtown Norfolk, and 59.2 percent indicated that they would most likely use one in the Ghent neighborhood, which is roughly a mile from the project area. Entertainment (56.4) and Dining (45.9 percent) were the two most common destinations via e-scooter among residents, and most respondents indicated that they would most likely use the scooters during evening hours.

Zoning Regulations

Zoning laws and regulations establish the types of uses that are permitted on a parcel of land, which sets the development standards for a particular site. The land parcels that currently house the Norfolk Scope/Chrysler Hall complex, and the Wyndham Garden Hotel are zoned as D-AD (Downtown - Arts and Design). The purpose of the Downtown - Arts and Design (D-AD) district is to recognize downtown Norfolk as the preeminent regional center for the visual, performing, and design arts. (Norfolk, VA Zoning Ordinance, n.d.). The land parcel where Brambleton Lot is located is zoned as D-BC (Downtown - Business Center), which seeks establish downtown Norfolk as the region's center for business, economics, and culture. Both Zoning Districts permit a number of uses, including commercial, civic, residential, and office development. More details on potential development in these districts can be found in the Research Findings section.

SWO Analysis

A SWO analysis was conducted in order to identify strengths, weaknesses, and potential opportunities for the identified project area.

Strengths

Strengths of the area include nearby housing options, transportation infrastructure, walkability, and proximity to other attractions, such as the area's restaurant and bar scene - which includes establishments such as 456 Fish, Grilled Cheese, Baxter's, and Leone's (Figure 18). In 2019, construction of St. Paul's Apartments was completed - the complex is located directly across the street from Chrysler Hall, and adjacent to First Baptist Church and the Brambleton Avenue parking lot that has been identified as a potential site for new development in this plan. This is in addition to mixed-use development within the area, both existing - Monticello Station, along Monticello Avenue, and potential new development that would replace the existing Young Terrace Housing Projects across from the Wyndham Garden Hotel.



Figure 18. Grilled Cheese Bistro Restaurant in Downtown Norfolk, near Scope Complex

Additionally, multiple-lane roadways within the area, such as Brambleton Avenue and St. Paul's Boulevard support higher volumes of traffic (Figure 19). These roads could potentially accommodate the inclusion of bike lanes, as suggested in the Norfolk Downtown Arts and Design District Revitalization Strategy. Sidewalks are present throughout the project area increasing its walkability, and the city's light rail, The Tide, has a nearby stop along Monticello Avenue, roughly three minutes from the project area.



Figure 19. Brambleton Avenue

Weaknesses

Weaknesses include limited streetscaping, a lack of biking infrastructure and other amenities, blighted infrastructure, and from an aesthetic standpoint, less of a connection to the arts and design district. While the Scope Complex remains one of Norfolk's most

iconic structures, the material of the buildings and surrounding infrastructure have aged. This, combined with shaded areas such as the large columns attached to the roof of the Scope Arena, and the variety of bushes and trees that surround the elevated, bordered platform that the Scope was constructed on, create an uninviting environment that raises safety concerns when the complex is not in use. Intersections vary in design - some are paved with brick crosswalks, adding to the area's aesthetic appeal. Brick crosswalks are more prominent toward the southern borders of the project area, which have seen new development within the past decade. This contrasts with the intersections of the northern part of the project area, which do not feature this type of enhancement.

There does not appear to be any designated lanes for alternative forms of traffic, such as bikes or scooters. As mentioned earlier, the primary thoroughfares within the project area include multiple traffic lanes on both sides of the road. While this is a good thing, they appear to be designed for vehicular access only. This creates a problem for all within the area, as those using bikes or scooters are then likely to ride/drive along the sidewalk instead, making it largely impenetrable for pedestrian access. While most sidewalks within the area are wide enough to accommodate a large amount of foot traffic, there are certain exceptions to this, particularly along Brambleton Avenue beside the Scope Complex. This sidewalk is noticeably narrow compared to the others, and the light poles constructed along it force pedestrians to step into the street to go around them, making it largely impassible and dangerous (Figure 20).



Figure 20. Sidewalk along Brambleton Avenue

As mentioned earlier, the project area is located within the city's Downtown Arts and Design district. However, the area feels a bit disconnected from that concept, when compared to other nearby areas such as Granby Street and Main Street. Granby Street features a prominent amount of building art, as well as green space and restaurants, all of which add to its vibrancy. The project area does not appear to feature these amenities. Despite close walking proximity to restaurants, there are none within boundaries of the project area (i.e. directly across from or around the Scope Complex). Lastly, outside of the arena's electronic display board, there does not appear to be any signage, banners, or artwork within the project area, despite the historical significance of the Scope Complex and district.

Opportunities

There is significant opportunity for future revitalization of the project area. A large part of the opportunity lies within the two parcels of land identified for redevelopment (Figure 21). The two sites could potentially accommodate new buildings, open space for community gatherings, and other services that further complement the vision for the district and Downtown Norfolk as a whole. This could be further accentuated by aesthetic enhancements such as streetscaping improvements, signage, and artwork, all which would enhance the aesthetics appeal of the area and create a vibrant, attractive community that appeals to all citizens that remains active and inviting, regardless of whether or not an event is being held within the Scope Complex.

Transportation improvements also play a pivotal role in future development of the Scope area. A highlighted “strength” of the project area as it stands today is its existing transportation infrastructure, which is comprised of developed sidewalks and multi-lane roadways. Future improvements to improve design and functionality could provide a more inviting pedestrian experience and accommodate additional forms of transportation. As mentioned in the existing conditions section, streetscape improvements plans are underway along nearby Granby Street, and the city has recently implemented an electric scooter program, further diversifying its transportation network. Expanding these efforts to the Scope area can strengthen the connectivity between the project area and communities such as the NEON District, creating a more active, inclusive, and pedestrian-friendly Downtown Arts and Design district.



Figure 21. Scope Arena and the Wyndham Garden Hotel, from Brambleton Lot

Methodology

Overview of Methodology and Process

Development of the Norfolk Scope Community Plan will involve a step-by-step approach influenced by elements of two particular theoretical approaches - rational planning and participatory planning. The end goal is to create a plan for revitalization of the community surrounding the Norfolk Scope Complex that enhances its functionality, encourages new development that compliments it, as well as the already-established arts and design district, and addresses additional concerns raised by the client and community.

Relevant Theoretical Approaches

The rational method is described as the step-by-step process in which we understand the problem at hand, identify ways to solve it, and then monitor the success of those solutions (Admin, 2020). In Urban Planning Theory Since 1945, Nigel Taylor lays the framework for this approach in five steps that can be applied to this project (Taylor, 1998):

Norfolk Scope Community Plan Process, using the Rational Planning Approach	
1. Definition of Problem and/or Goals	The goal is to create a plan for revitalization of the community surrounding the Norfolk Scope Complex. The plan should enhance the functionality of the existing complex and encourage new development that compliments the already-established arts and design district. Additionally, proposed development should address challenges expressed by the client and community.
2. Identification of Alternative Plans/Policies	Gather data from client, citizens, and individual research to create a profile for existing area and what needs to be done. Research previous plans for similar communities as well for individual components i.e. arena-led development, small-scale food access solutions, community revitalization, policies to enhance art districts. Develop preliminary and final plan.
3. Evaluation of Alternative Plans/Policies	Present plans to community and client, receive feedback, and make adjustments; present final plan to panel
4. Implementation of Plans/Policies	City evaluates plan and its recommendations; implements them into Master Plan and RFPs for development
5. Monitoring of Effects of Plans/Policies	Review of data i.e. financial reporting, job creation in area, success of new businesses, citizen surveys

However, criticism of this approach suggests rational planning focuses more on the “means, rather than the ends” (Rational Planning Model: Planning Theory, 2020). In other words, more of a focus on science and numerical data (the means) behind their plan, rather than how people are affected by the plan (the ends). Advocacy planners argue that the public interest elements of the Rational Planning Model only represent the interests of the privileged, while those of lower socioeconomic status are ignored. As a result, there is a need for a more inclusive approach, which can be achieved through more thorough community and stakeholder engagement.

Participatory planning is another theoretical approach that will be utilized in the development of this plan. A participatory approach is one in which all involved parties have a voice in the decision-making process (Section 2. Participatory Approaches to Planning Community Interventions, n.d.). The word participatory is key here, as every person involved plays an important role in the planning process. The organizer (i.e. the planner) should prioritize this rather than “check the boxes”, when it comes to community charrettes or other stakeholder engagement sessions. This issue is evident when it comes to large scale redevelopment projects. Oftentimes, instead of starting from scratch with a variety of options for the community to weigh in on, a project plan is pitched to city officials from a private developer, largely behind closed doors, and the project is then presented to the community to weigh in on a proposal that is largely finalized, and their input will only have minimal impact.

Also, a focus on participation is key to establishing community trust, delivering equitable solutions, and ensuring the long-term success of the project. Wilcox wrote that, while opportunities for community participation are always available, it will only work if all those involved have a common understanding and share a common language (Wilcox, 1994). Making sure all stakeholders are knowledgeable about not only the issue and what the project aims to accomplish, but also basic planning information (i.e. zoning regulations), as well as local guidelines (what uses are allowed within the project boundaries), can help to close any communication gaps that may exist between planners/government officials and citizens.

Wilcox also provides a condensed version of Sherry Arnstein’s Ladder of Citizen Participation. Arnstein developed this in 1969, writing about citizen involvement in planning within the United States. The original model outlines 8 steps - citizen control, delegated power, partnership, placation, consultation, informing, therapy, and manipulation. Wilcox condensed this into 5 steps - or stances, of which can be applied to the participatory elements of the project:

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Step/Stances	Wilcox's Description of Objective	How it relates to the Norfolk Scope Plan
Information	The least you can do is tell people what is planned.	Open up discussion of redeveloping the Scope area with community - utilize client vision to develop a survey to engage community and city. Information gathered here, along with individual research, can be used to develop preliminary options. Also important to communicate essential planning guidelines (i.e. zoning) to public.
Consultation	You offer a number of options and listen to the feedback you get.	Present preliminary recommendations to client/community and allow for comments/questions. Goal is to gather a diverse group of individuals (Norfolk citizens, business owners, government officials, both from and outside of project area).
Deciding Together	You encourage others to provide some additional ideas and options, and join in deciding the best way forward.	Facilitated discussions, vision boards, etc. - engage citizens who may have missed initial survey, continue to build on the idea of different voices coming together.
Acting Together	Not only do different interests decide together what is best, but they form a partnership to carry it out.	Essentially, the partnership is formed by all participating parties, including the client - everyone has a voice in the planning process.
Supporting	You help others do what they want – perhaps within a framework of grants, advice and support provided by the resource holder.	The planner supports both the client and community throughout the process - can also help connect the two parties through the participatory process.

Research Findings

This section will provide in-depth analysis of research findings, primarily generated through community engagement efforts. As with any community planning project, engagement of key stakeholders played a pivotal role in the research efforts associated with this project.

Survey Overview

While COVID-19 related restrictions prevented the opportunity for on-site, in-person interviews and community work sessions, a survey was distributed on December 14, 2020 in order to gain community input on the community as it currently stands, and their vision of it in the future - including future development. The survey contains four sections, with a mix of yes-or-no and open-ended questions in order to provide a user-friendly experience, while also providing the opportunity for detailed insight into issues and future visions, from an external perspective:

- **Section 1: Respondent Profile** - collects general respondent information, some of which is optional. Some of the questions included asking respondents their race, age range, and connection to the area, in order to establish a more clear profile of who this plan will serve, as well as to identify any potential groups that may be underrepresented in the planning process.
- **Section 2: Existing Conditions** - seeks to understand how respondents feel about the area as it stands today - this includes safety, transportation, and potential improvements. Questions here were derived from the findings of the SWO analysis - for example, a key weakness of the area is its lack of infrastructural support for alternative forms of transportation, such as biking. In turn, a question included in this section asks respondents whether or not they believe the project area currently supports their preferred method of transportation.
- **Section 3: Future Vision** - asks respondents to select potential redevelopment options for two key sites within the project area - the Downtown Norfolk Wyndham Garden Hotel, and Brambleton Lot, a large parking lot used by First Baptist Church and the Scope Complex, directly across from the Scope's St. Paul's Boulevard entrance. The various redevelopment options are listed as permitted uses for the two key development sites as they are currently zoned, according to the city's zoning ordinance.
- **Section 4: Streetscape Improvements and Other Enhancements** - asks respondents to identify any potential streetscaping improvements for the area - examples of options include decorative lighting, benches, and public art.

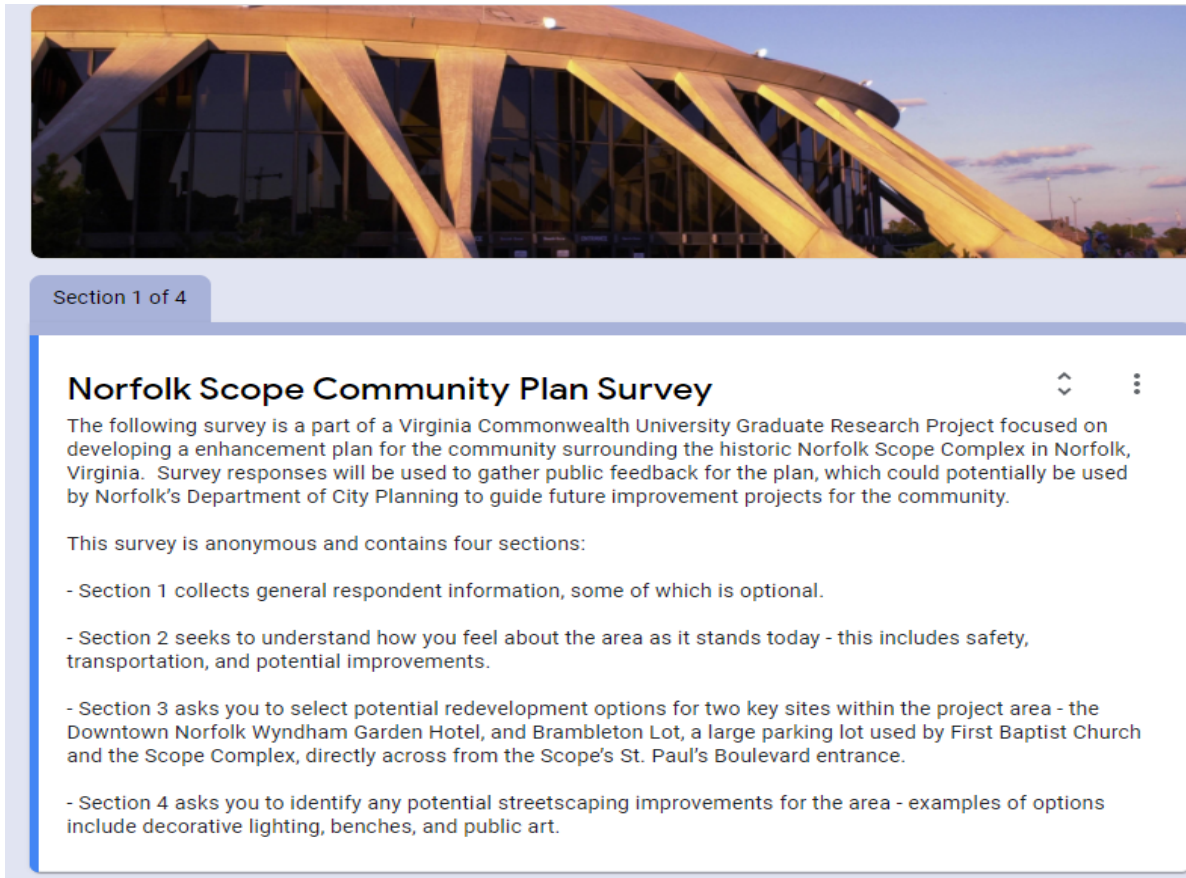


Figure 22. Norfolk Scope Community Plan Survey Overview

Distribution of the survey was assisted by organizations such as the Downtown Norfolk Civic League and the NEON District Committee of the Downtown Norfolk Council. The survey received around 60 responses from a variety of participants with different connections to the area - some who reside within or near the community, some who work within the community, and others who visit the community, whether it be attending events at the Scope Complex, or patronizing nearby businesses such as restaurants, for example.

Section 1 - Respondent Profile

Nearly 90% of the respondents are Norfolk residents, around 45% of them work in the city, and 65% “play” in the city - play includes eating, shopping, and entertainment, to name a few examples. Others either own a business (17%) or property (63%). In relation to the project area specifically, most respondents attend events at either the Scope Arena (70%) or Chrysler Hall (80%). About half (48%) of the respondents live within the project area, and 26% work within the area.

Section 2 - Present Conditions

The primary method of transportation to the project area for users is by foot (walking, 84%). A bit more than half (53%) indicated that they drive to the area, and other responses included biking (16%) and ridesharing (14.3%). 67.9% indicated that they felt the existing infrastructure supports their preferred method of transportation (i.e. roads safe for biking), while 32% said it did not. Many of the respondents feel that the area is in need of lighting, additional parking, and biking infrastructure (i.e. bike racks). Additionally, ADA compliance was a major concern for respondents - many cited a lack of curb cuts and accessible ramps.

After events at the Scope, the majority of the respondents indicated that they visit nightlife attractions, such as bars and restaurants, and that they are within walking distance. 88 percent of the respondents indicated that they feel safe in the project area during the daytime. Reasons for daytime comfortability include its proximity to nearby attractions, the inclusion of sidewalks on each street, and the constant flow of traffic making the area feel more

active. Comfortability during the evening and early morning, however, dropped to 64 percent. Comments indicated a variety of different reasons that could contribute to this, including limited lighting, homelessness, and a lack of activity when events are not taking place at the Scope.

77 percent of respondents felt there are basic services and amenities missing from the area. Some of these amenities include a grocery store, drugstore, open space (such as a park), specialty shops and other retail options. When asked about the area’s connection with the city’s Arts and Design district, which it is located within, a much more mixed response was received. Many felt that Chrysler Hall and the events held there add to the artistic appeal, but that the lack of street art, murals, and studio space detract from it. Many feel that lighting, signage, street art, studio space, and a new museum could add to the vibrancy of the area. Additional suggestions included space for vendors such as artists and food trucks, as well as a sculpture park and additional monuments and statues.

Sections 3 and 4 - Future Vision and Other Improvements

The second half of the survey asks respondents to begin to reimagine the area. Section 3 focuses on the key sites for potential redevelopment - the Wyndham Garden Hotel (Site A) and Brambleton Lot (Site B). Respondents were asked to select no more than 3 options for each site from a list of potential redevelopment options that are permitted on each site, per the city's zoning regulations. Below is a chart that identifies the top responses for both sites:

Table 3. Top 5 Redevelopment Responses

Top 5 Redevelopment Responses	
Site A (Wyndham Garden Hotel)	Site B (Brambleton Lot)
1. Grocery Store (46%)	1. Grocery Store (54%)
2. Park/Community Garden (40%)	2. Park/Community Garden (46%)
3. Museum/Other Cultural Facility (39%)	3. Parking Facility (28%)
4. Brewery/cidery/distillery/winery (26%)	4. Artist studio/school/gallery (25%)
5. Artist studio/school/gallery (25%)	5. Museum/Other Cultural Facility (23%)

Note that certain uses are conditional, meaning that they are subject to certain zoning requirements/restrictions in order to locate within a given district - this was indicated on the survey through the inclusion of "(conditional)" beside the specific use.

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3.1. Please select no more than three potential uses for Site A:

57 responses

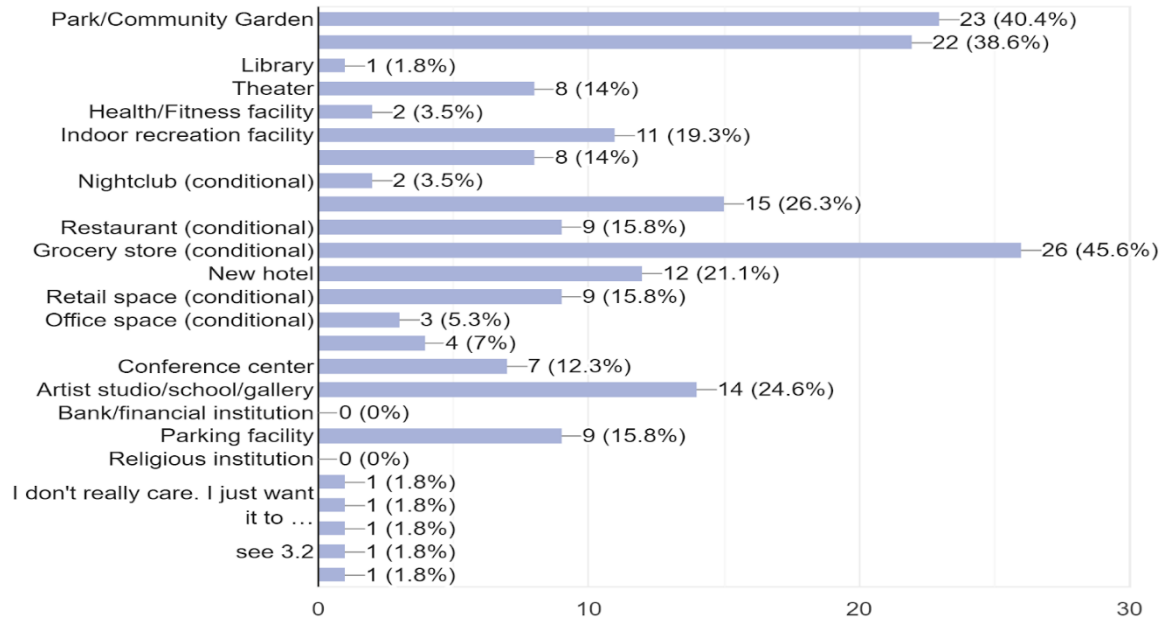


Figure 23. Norfolk Scope Community Survey (Section 3, Site A)

3.3. Please select no more than three potential uses for Site B:

57 responses

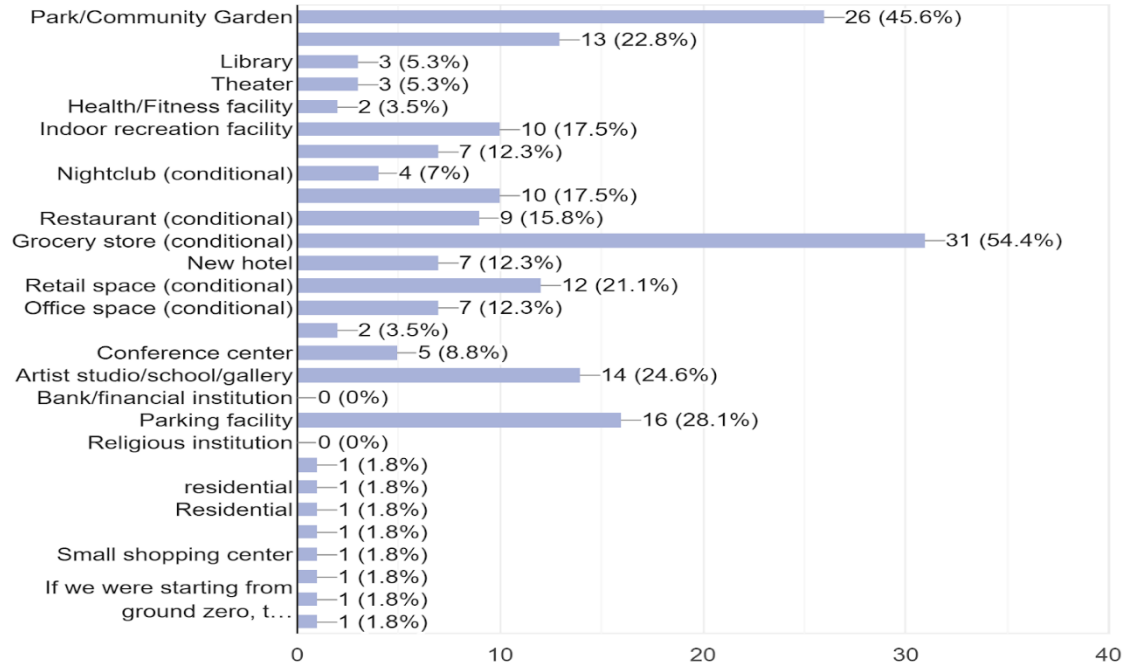


Figure 24. Norfolk Scope Community Survey (Section 3, Site B)

Responses were similar for both sites - respondents would be interested in a grocery store, a park, a museum, or an art studio, school, or gallery, on either site. For both sites, a grocery store was the top choice, selected by 46 percent of respondents for Site A, and 54 percent of respondents for Site B. This appears to be a reflection of a challenge first discussed in conversations with the client - the last grocery store within a one-mile radius of the project area – Save-a-Lot, closed down in March of 2020, and the area is now considered a food desert (Figure 25). Similarity, the second-most popular selection for both sites was a park or community garden (40% Site A, 46% Site B). There also appears to be strong interest in either a museum or brewery to replace the hotel located on Site A, and the development of a parking facility/deck on Site B.



Figure 25. Save-a-Lot Grocery Store, Norfolk

Section 4 focuses on streetscaping and other improvements to enhance the area. Respondents were provided with a listing of potential options, ranging from benches to decorative lighting, to street art, to name a few. Below is a listing of the top five responses for this section:

Table 4: Top 5 Streetscaping/Other Improvement Responses

Top 5 Streetscaping/Other Improvement Responses	
1.	Decorative Lighting (87%)
2.	More Greenery (flowers, shrubs, etc.) (82%)
3.	Outdoor Dining Areas (64%)
4.	Street Art and New Crosswalks (tied, 54%)
5.	Benches (52%)

As shown above, respondents indicated that they would like to see decorative lighting, more greenery, areas for outdoor dining, street art, new crosswalks, and benches, within the project area. Further justification of these responses was provided both in this section, as well previously in Section 2 (existing conditions), where respondents stated that the area lacked lighting, space to sit and/or eat, and that the lack of art, combined with the aging facade of the Scope Complex, creates an uninviting environment - further accentuated by the lack of activity outside of events at the Scope. Several of the recommendations provided here compliment those made throughout the survey - for example, the inclusion of benches and outdoor dining areas, combined with an expressed desire for space to accommodate food trucks and other vendors, provides a daily community gathering space for activity, engagement, and business generation. Decorative lighting and street art can enhance the community's aesthetic appeal and help connect it to nearby neighborhoods such as Granby, which is known for its vibrant art displays and creativity.

4.1. Please select any preferred streetscape improvements (select all that may apply):

56 responses

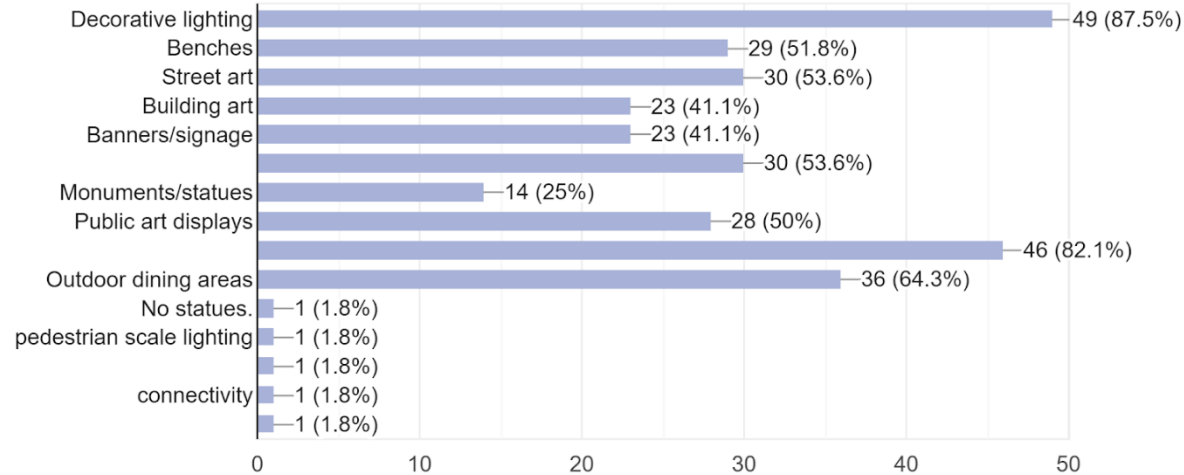


Figure 26. Norfolk Scope Community Survey (Section 4)

Throughout the survey, space was provided for respondents to offer open-ended, detailed comments and suggestions for future development within the area. In line with popular trends in planning and development, several respondents expressed a desire for mixed-use strategies within the project area going forward. Specific examples provided within the responses include the idea of facilities with open space on the roof - such as a garden or an outdoor recreation facility, a hotel or museum with ground-level retail, or ground-level facilities with attached parking garages. Many respondents think future development should include a diverse set of offerings that cater to all ages and social groups, encouraging 24/7 activity. A recurring theme found in the responses was the belief that the area peaks in activity during events at the Scope, and then remains relatively lifeless outside of those events, attracting undesired results such as homelessness, criminal activity, and other safety concerns.

Recommendations

SCOPE Matrix - A compare-and-contrast of client and community perspectives

At this point, a substantial amount of information has been collected, from individual research, as well as opinions, concerns, and visions of the client and community. A matrix chart was utilized to compare and contrast the different forms and sources of data, identifying common ground as well as differing perspectives, both on existing conditions and visions of the future. This matrix was developed using SCOPE as an acronym for Sustainability, Connectivity, Opportunity, Pride, and Entertainment. These are themes that have been explored throughout the planning process thus far, and are reflected in the survey questions as well. The matrix is shown below:

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Table 5. SCOPE Matrix.

	Client	Community	Existing Plan Recommendations
Sustainability	Address flooding issues - project area has been identified as flooding intersection	Provide more green space (i.e. parks) - this was a top choice for redevelopment in survey	Downtown Norfolk 2030 Plan - improve flood resiliency
Connectivity	Connect high and low income neighborhoods, traffic calming	Traffic calming, multi-modal transit accommodations, other pedestrian safety improvements, mixed-use development	Downtown Norfolk 2030 Plan - Slowing traffic to improve walkability and creating pedestrian friendly are key drivers of the plan
Opportunity	Address food desert situation	Address food desert situation, attract vendors such as food trucks and farmer's markets, take advantage of open space, add parking facilities	plaNorfolk2030 - encourages support for development of appropriately scaled/located neighborhood retail (section 3-8)
Pride	Build on arts district vibe, add to vibrancy, attract young people and talent	Desire for more street art, creativity, and diversity	plaNorfolk2030 - encourages city support of "creative class" efforts to enhance vibrancy of Norfolk's neighborhoods (section 3-8)
Entertainment	Nearby mall likely to be redeveloped - entertaining alternatives, potential shift of retail, etc. to Scope Area	Concerns expressed about competition from Virginia Beach Town Center and Oceanfront, Williamsburg and other destinations, need to "activate" the area for all groups to enjoy	Downtown Norfolk 2030 Plan - plan is to demolish MacArthur Center and build a new urban district

Recommended Redevelopment Scenarios

The Norfolk Scope community as it stands today is unique in the sense that there are a number of “moving parts” or existing plans for the area surrounding the general project area and its two key development sites. These plans include the following:

- Demolition of the city’s numerous Public Housing Projects, including the Young Terrace Housing Projects, located across from Brambleton Lot (Site B) and the development of new mixed income housing on these sites;
- Expansion of Chrysler Hall, to include both renovation of the existing building, and the potential development of a new, smaller, performance venue within the Scope Complex, to hold additional events;
- Potential closing of the Norfolk Scope Arena as a result of plans to build a new venue elsewhere within the city.

Currently, these three projects are in different stages of the planning process - however, all of them are likely to have a significant impact on the future of the community and the direction it takes. Therefore, three different redevelopment scenarios are proposed in the recommendations below in order to provide alternative options that are compatible with future development within and surrounding the project area. Additionally, general recommendations related to infrastructure and aesthetic improvements have been provided as well - these recommendations are intended to be compatible with any of the three proposed redevelopment scenarios.

As stated earlier, the desired result(s) of the Norfolk Scope Community Plan are to expand economic growth, encourage tourism, promote inclusivity, celebrate culture, and ensure sustainability within the community for future generations. As such, each redevelopment scenario includes a future vision statement, as well a listing of the aforementioned goals and results that can be achieved - providing a clear view of how different the community will be if the recommendations are implemented.

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Redevelopment Scenario #1: Site A (Wyndham Garden Hotel) as a community park and Site B (Brambleton Lot) as a mixed-use building featuring a grocery store, affordable and market rate housing, and a parking garage.

Future Vision: The Norfolk Scope Community will meet the needs of its immediate residents by providing access to fresh groceries and recreational space, creating a healthy and thriving environment accessible to all, regardless of circumstance.

Desired Results: *Expanded Economic Growth, Promotion of Inclusivity, Ensured Sustainability*

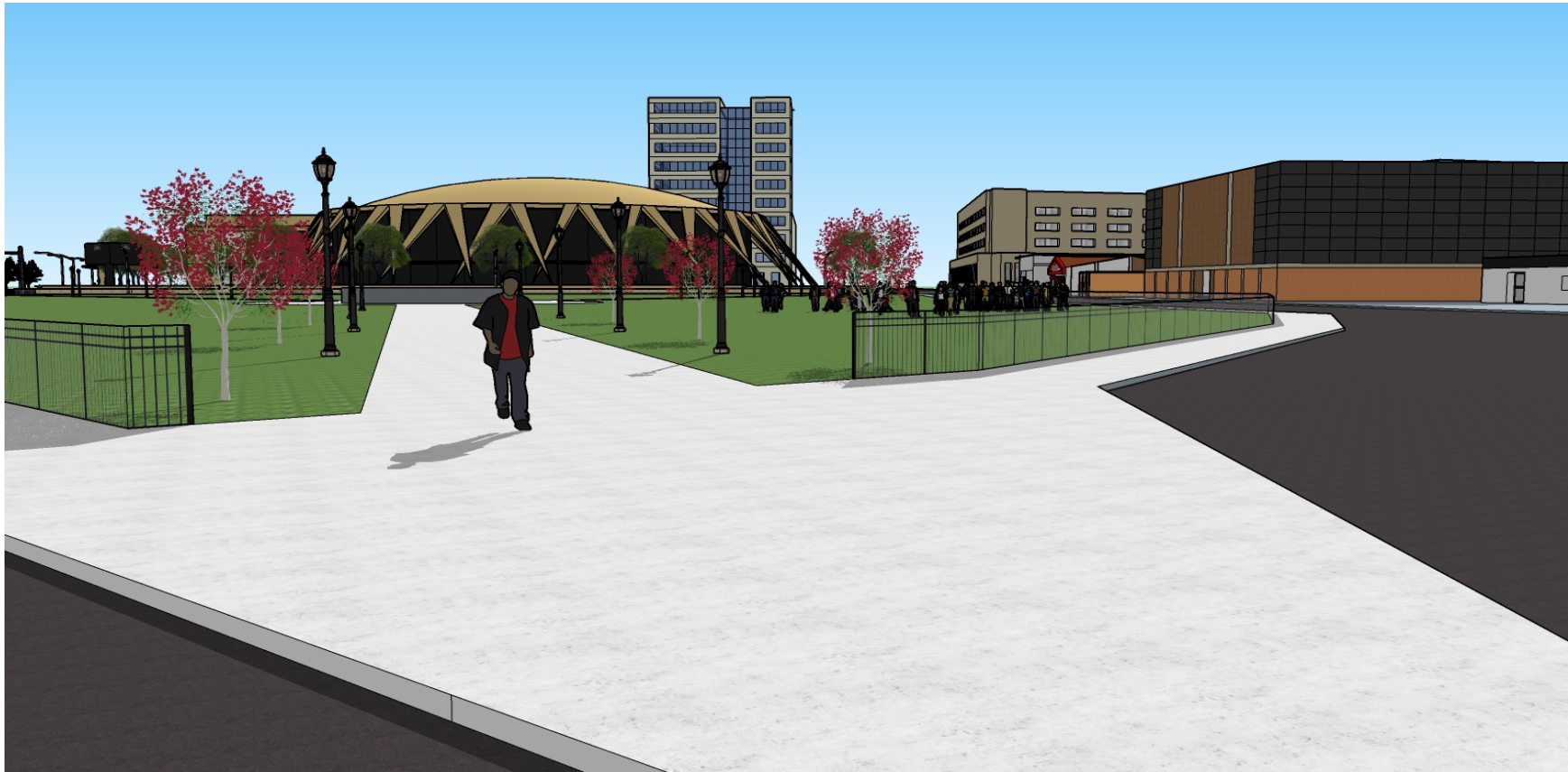


Figure 27. Rendering of Community Park for Site A

NORFOLK SCOPE COMMUNITY PLAN

Redevelopment Scenario #1 seeks to consolidate the top two redevelopment selections for both sites into one cohesive, community-focused potential small area plan. As shown in the chart above, a new Grocery Store and a Park (or Community Garden) were selected by respondents as the top two preferred options for both Sites A and B. This recommendation seeks to build on existing conditions, as well as recent and upcoming changes within the area, in order to develop a walkable environment that meets the everyday needs of the community, while also providing gathering spaces for those both inside and outside of the community.

Access to fresh groceries and recreational activities play a pivotal role in the overall development of a person, and the lack thereof can have detrimental effects on future growth and

outcomes. As mentioned earlier, the only grocer located within the community, Save-A-Lot, closed its doors in June of 2020, due to issues with financial performance and long-term strategic plans, leaving residents, primarily those living within public housing, without a direct option for grocery shopping in close proximity, other than a variety of convenience stores (Watson, 2020). The closest grocer, Harris Teeter, is located approximately one mile away. Additionally, while the city is home to a vast array of parks and recreational facilities, the closest recreational facility to the project area is the soon-to-demolished Young Terrace Community Center, and according to data obtained by Norfolk property records, the nearest primary park (not including festival parks) is located on the grounds of PB Young Elementary, nearly 2 miles away from the project area.

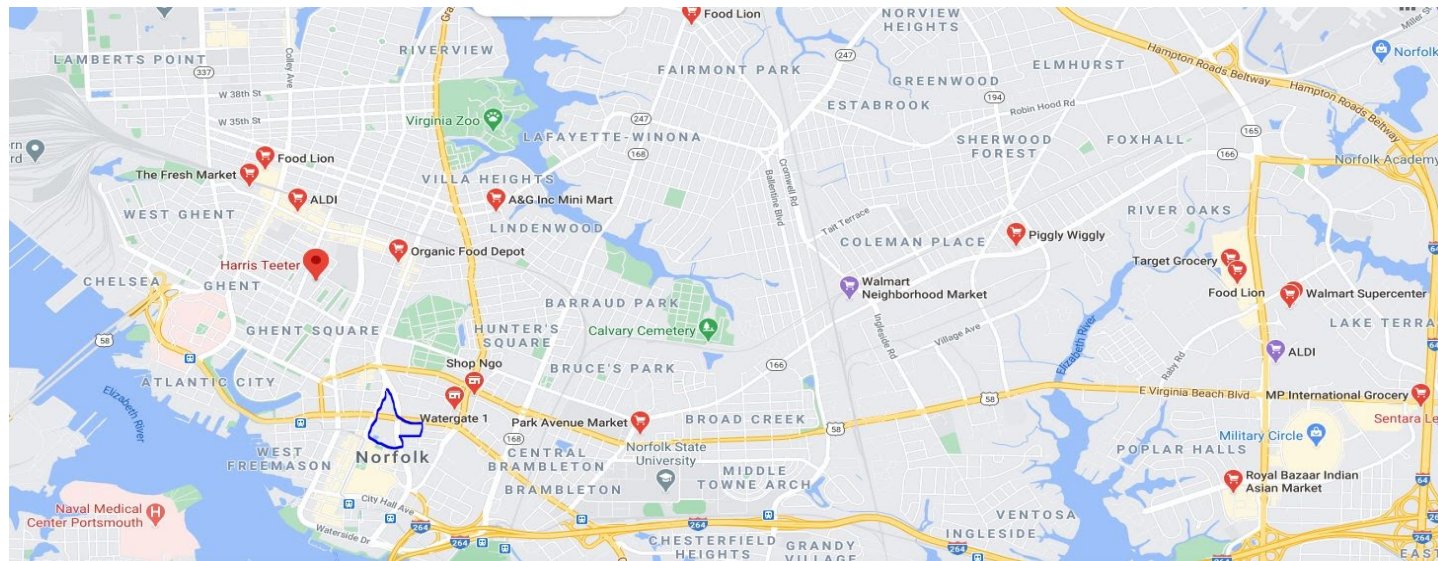


Figure 28. Grocery Stores near the Norfolk Scope Project Area (project area outlined in blue)

Building a grocery store provides access to fresh food and reduces the likelihood of those within the community having to settle for unhealthy eating options such as fast food or convenience store items. The grocery store will accommodate the surrounding population - this recommendation will be compatible with the future of the area, regardless of whether or not the existing Young Terrace Housing Projects are demolished and replaced with mixed-income housing communities. Examples of downtown grocers can be found throughout the nation - notable examples include the opening of a Fry's, a west-coast-based grocery chain in Phoenix, Arizona, which was the first grocery store to open in Downtown Phoenix, in 2019. Another example, even more specific to this, is proposed to be located in Dallas, Texas (Figures 29 and 30). This instance is a part of a larger development that includes the 85,000 square foot grocery store, a Kroger, as the anchor tenant, along with an 800 car parking garage, on the first floor, with four stories of apartments above (Brown, 2020).



Figure 29. Mixed-Use Development, Dallas, TX



Figure 30. Mixed-Use Development, Dallas, TX

Another example is located in Madison, Wisconsin, where in January 2021, city officials approved a \$43 million minority-led mixed-use development projects that includes low-income housing, a grocery store, and parking (Figure 31). While this is not a downtown project, rather, it will be located on the city's southside, the similarities between the Scope Area and this Madison, Wisconsin neighborhood should be noted.



Figure 31. Mixed-Use Development, Madison, WI

For one, both areas face the potential of becoming food deserts - while the Scope Area lost its only grocer due to business reasons, the nearest grocer in Madison’s southside dates back to the 1960’s and is unequipped to serve its community, resulting in plans for demolition to make way for future development on its current site. Second, the project places emphasis on providing adequate housing for low-income and disabled citizens, as its 150 apartment units are tiered - 30 for those making up to 30 percent of the surrounding county’s median income, 64 for those making up to 50 percent, and 56 for those making up to 80 percent. Of the total 150 units, 30 will be reserved for those with disabilities. Consider this example in Norfolk, where, as stated earlier, the median income (as of 2018) was \$49,587, and 30 percent of that figure would be \$14,876. If the city considered a somewhat similar strategy, it would be able to provide additional housing for residents of Young Terrace and other nearby public housing complexes, as the median income

(as of 2018) for Census Tract 41 (in which Young Terrace is located) was around \$12,000.

As the city begins to initiate its public housing redevelopment efforts in Norfolk’s St. Paul community, it has become apparent that, as with most public housing redevelopment projects, there is no guaranteed one-for-one housing unit replacement strategy for any of the complexes included in the project. This issue has received nationwide attention in recent months, most notably in the BET documentary series “Disrupt and Dismantle”, which seeks to shed light on injustices within predominantly African-American communities (Murphy, 2021). As such, the inclusion of affordable housing that follows Madison’s development strategy, as a part of this new development is recommended, with the expectation that the city will be able to, one, provide more affordable housing options for those forced to vacate the Young Terrace public housing complex during the phased redevelopment strategy, and two, continue with its future vision of a mixed-income downtown community, but with a significantly increased affordable housing supply in addition to proposed market rate housing.

Lastly, Madison’s development is proposed to take place on a 3.5 acre vacant lot that formerly housed an army reserve center. This can be compared with Brambleton Lot, which is nearly 3 acres worth of land - 2.88 to be exact. The city of Madison plans to donate this land to the developers, possibly as a way of incentivizing the developers. This could potentially be an option for Norfolk to follow as a way of encouraging and rewarding development of affordable housing.

The park provides opportunities for not only recreational activities, but a diverse set of events and attractions as well. Comments throughout the survey indicated that respondents would like to have more open space for outdoor entertainment, such as concerts and festivals. Additionally, respondents indicated that they would like to see space included to accommodate vendors - food trucks and farmer's markets, for example. Additionally, a community-focused park could be designed in a way that assists with stormwater drainage to address flooding concerns. One notable example of this is Founders Park in Johnson City, Tennessee - the park was designed as the result of a stormwater retention project, with a creek flowing through the middle of the park to mitigate flooding issues (Figure 32).



Figure 32. Founders Park, Johnson City, TN

Goal 1 - Create a Downtown Park within the Project Area

- Objective 1.1 - Explore the potential for replacing the Wyndham Garden Hotel with a downtown park
 - Action 1.1.1 - Consult with property owners and hotel operators about potential purchase of the land where the hotel is currently located
 - Action 1.1.2 - Work with Department of Economic Development to identify future sites for hotel/land ownership group to purchase or transfer development rights to, for construction of a new hotel
- Objective 1.2 - Explore the development of a downtown park
 - Action 1.2.1 - Launch a community (or citywide) engagement effort to gain public input
 - Action 1.2.2 - Work with Department of Parks & Recreation to hire a construction firm for a design study
 - Action 1.2.3 - Create and fund CIP project to develop park
 - Action 1.2.4 - Issue a Request for Proposals (RFP) for development of new park
- Objective 1.3 - Promote new park as a gathering place for all residents
 - Action 1.3.1 - Issue permits to vendors (food trucks, farmers, etc.) to conduct business within the park
 - Action 1.3.2 - Develop a walking trail throughout the park
 - Action 1.3.3 - Install recreational equipment that supports exercise and leisure, such as benches, pull-up bars, and tables for eating
 - Action 1.3.4 - Develop and implement creative art strategies, such as a small statue park dedicated to famous people born in Norfolk, or a community art display

Goal 2 - Help all residents access fresh groceries

- Objective 2.1 - Attract a grocery chain (preferably national) to Downtown Norfolk
 - Action 2.1.1 - Conduct market and feasibility studies to explore the possibility of a grocery store in Downtown Norfolk on the designated site (Brambleton Lot)
 - Action 2.1.2 - Work with the Department of Economic Development to attract a grocer to the area. Given the current range of income levels within a one-mile radius of the project area, it is recommended that the types of grocers pursued are affordable for all income levels (i.e. Walmart Neighborhood Market, Kroger, Aldi, etc.)
- Objective 2.2 - Ensure community-wide access to, and usage of new Grocery Store
 - Action 2.2.1 - Encourage local government to contribute funds to Hampton Roads Transit to subsidize costs for lower-income residents to access potential new grocery store

Goal 3 - Add affordable and market-rate housing to the project area

- Objective 3.1 - Develop apartment units above the grocery store as part of a mixed-use project
 - Action 3.1.1 - Require developer to build at least 4 stories worth of affordable and market-rate apartment units
- Objective 3.2 - Prioritize affordable housing as part of the development
 - Action 3.2.1 - Work with developer to establish tiers for apartment prices based on income, offering more affordable housing units than market rate units

- Action 3.2.2 - Utilize the city's Affordable Housing Trust Fund to contribute to funding of the project
- Action 3.2.3 - Explore the possibility of donating the necessary land owned by the city (Brambleton Lot) to developer to further incentivize affordable housing development

Goal 4 - Add additional parking to accommodate the immediate project area

- Objective 4.1 - Develop a parking garage for the area
 - Action 4.1.1 - Require developer to include parking for the entire development (apartments and retail)
 - Action 4.1.2 - Require developer to include two entrance/exit points to mitigate traffic congestion
 - Action 4.1.3 - Develop a shared parking strategy to accommodate the various uses within the area
 - Action 4.1.4 - Provide parking spaces for bikes and scooters
- Objective 4.2 - Improve parking deck safety and appearance concerns
 - Action 4.2.1 - Hire full-time security to patrol the entire parking deck
 - Action 4.2.2 - Engage local artists and the community about future artistic enhancements to the parking deck, such as art and lighting



Figure 33. Additional Renderings of Proposed Mixed Use Development (Site B)

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Redevelopment Scenario #2: Site A (Wyndham Garden Hotel) as a festival park and Site B (Brambleton Lot) as a mixed-use building featuring a grocery store/pharmacy hybrid, affordable and market rate housing, additional space for artist galleries, studios, retail, or specialty shops, and a parking garage.

Future Vision: The Norfolk Scope Community not only caters to its immediate residents, but invites and embraces other communities. The inclusion of a festival park provides a large gathering space for both recreational and entertainment purposes, while new retail development accommodates all potential users, from those looking for a smaller scale source for fresh groceries to those looking for a new, vibrant, shopping or dining experience.

Desired Results: *Expanded Economic Growth, Encouragement of Tourism, Promotion of Inclusivity, Ensured Sustainability*



Figure 34. Rendering of Proposed Festival Park (Site A)

Redevelopment Scenario #2 builds on the proposal to develop a park on Site A - however, in this instance, the park is designed more along the lines of a festival park that can accommodate larger, citywide festivals focused on music, arts, and food, to name a few examples, while also serving as a community park that provides space for the opportunities mentioned in the previous scenario. Site B is envisioned as a mixed-use development also, this time featuring a drugstore or small-scale grocery store as the anchor tenant, with additional spaces that can be leased and programmed for artist galleries, studios, retailers, restaurants, and specialty shops. Similar to the previous recommendation, housing units and parking atop the development is proposed as well.

Again, this scenario builds on recommendations made in the previous one - it focuses on creating green space that meets community needs, while also providing a solution to food accessibility issues in Downtown Norfolk. However, this scenario is different in the sense that it would ideally provide green space that meets the needs of the immediate community, while also being open enough to host larger, citywide events that spur increased tourism and generate additional revenue and interest in the city of Norfolk. An example of this type of park is Brown's Island in Downtown Richmond, Virginia. Brown's Island is a six-acre riverfront park that is open for public recreation activities, but also hosts a variety of annual concerts and festivals, bringing an estimated 400,000 people to the island each year (Brown's Island, n.d.). The size of this park is comparable with Site A, which is approximately 5.6 acres.

A festival park could accommodate events that build on the activities that take place generally at the Scope Complex, such as concerts and other live entertainment. Additional parking for this space could be supported by shuttlebuses that transport

festivalgoers and tourists to the area from parking grounds located elsewhere within the city.



Figure 35. Brown's Island, Richmond, VA



Figure 36. Brown's Island, Richmond, VA

Regarding food accessibility and housing needs, this recommendation continues with the mixed-use development approach from the first redevelopment scenario, but on a smaller-

scale. In this scenario, either a local grocer, or a drugstore with a small fresh grocery/produce section, which provides a new space for accessing fresh foods, without the level of difficulty and uncertainty that is often associated with trying to attract a national grocery chain to a locality, especially in a downtown area. Interestingly enough, the concept of a mini grocery store located within a drugstore has begun to gain momentum within the United States. In 2018, Kroger, the nation's largest supermarket chain in terms of revenue, partnered with Walgreens, the nation's second largest pharmacy chain to introduce Kroger Express - mini Kroger grocery stores housed inside Walgreens stores, carrying perishable, refrigerated, and dry grocery products (Jackson, 2020).



Figure 37. Exterior of Walgreens/Kroger Express Store, Knoxville, TN

Compared to the previous scenario, the change from a mixed-use project supported by a sole grocery store to one featuring a small-scale option and additional retailers is considerably more compatible with the additional foot traffic generated by the activity generated through larger-scale events held within a festival park

(Manning, 2019). For example, festivalgoers are likely to spend money at nearby stores, restaurants, and other amenities, in addition to the money spent on festival grounds (Community Festivals - Big Benefits, But Risks, Too, n.d.). Additionally, if the drugstore/small grocer option is pursued, it would provide significant benefit to the residential community. In particular, this could provide a walkable, "one-stop-shop" option for residents in need of easier access to prescription medications as well as groceries.

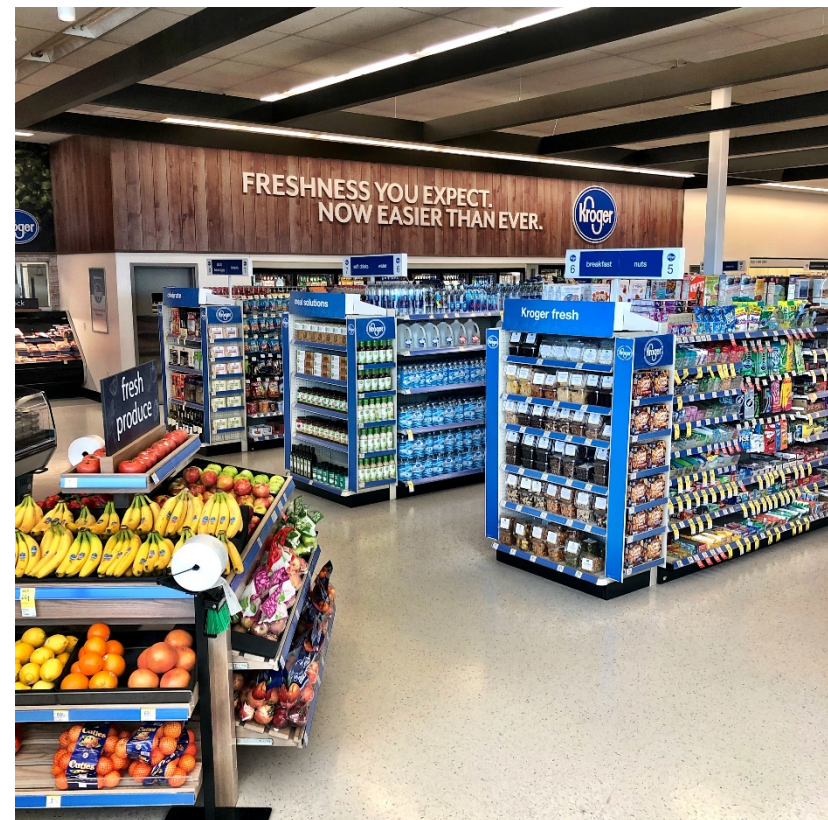


Figure 38. Interior of Walgreens/Kroger Express Store, Knoxville, TN

Goal 1 - Create a Downtown Park within the Project Area

- Objective 1.1 - Explore the potential for replacing the Wyndham Garden Hotel with a downtown park
 - Action 1.1.1 - Consult with property owners and hotel operators about potential purchase of the land where the hotel is currently located
 - Action 1.1.2 - Work with Department of Economic Development to identify future sites for hotel/land ownership group to purchase or transfer development rights to, for construction of a new hotel
- Objective 1.2 - Explore the development of a downtown park
 - Action 1.2.1 - Launch a community (or citywide) engagement effort to gain public input
 - Action 1.2.2 - Work with Department of Parks & Recreation to hire a construction firm for a design study
 - Action 1.2.3 - Create and fund CIP project to develop park
 - Action 1.2.4 - Issue a Request for Proposals (RFP) for development of new park
- Objective 1.3 - Make Scope Area a festival destination
 - Action 1.3.1 - Work with key stakeholders to identify potential new, larger-scale festival opportunities (i.e. music, arts) for Downtown Norfolk that could take place in the park
 - Action 1.3.2 - Work with Norfolk Commission for Arts and Humanities, as well as other key stakeholders to organize smaller year-round events within the park
- Objective 1.4 - Maintain aesthetic appeal of park
 - Action 1.4.1 - Organize a monthly community clean-up day for the park
 - Action 1.4.2 - Work with Department of Public Works to establish a program that employs and pays youth within the community, including those with disabilities, to provide landscaping services, such as grass cutting

Goal 2 - Help all residents access fresh groceries and other necessities

- Objective 2.1 - Attract a local, small scale grocer or national drugstore (with a fresh produce/grocery section) to Downtown Norfolk
 - Action 2.1.1 - Conduct market and feasibility studies to establish the potential for new development anchored by a grocery store or pharmacy/grocery store in Downtown Norfolk on the designated site (Brambleton Lot)
 - Action 2.1.2 - Work with the Department of Economic Development to attract a grocer or pharmacy to the area
- Objective 2.2 - Ensure community-wide access to, and usage of new Grocery Store
 - Action 2.2.1 - Encourage local government to contribute funds to Hampton Roads Transit to subsidize costs for lower-income residents to access potential new grocery store

Goal 3 - Add affordable and market-rate housing to the project area

- Objective 3.1 - Develop apartment units above the grocery store as part of a mixed-use project
 - Action 3.1.1 - Require developer to build at least 4 stories worth of affordable and market-rate apartment units
- Objective 3.2 - Prioritize affordable housing as part of the development

- Action 3.2.1 - Work with developer to establish tiers for apartment prices based on income, offering more affordable housing units than market rate units
- Action 3.2.2 - Utilize the city's Affordable Housing Trust Fund to contribute to funding of the project
- Action 3.2.3 - Explore the possibility of donating the necessary land owned by the city (Brambleton Lot) to developer to further incentivize affordable housing development

Goal 4 - Introduce new retail offerings

- Objective 4.1 - Develop new retail space
 - Action 4.1.1 - Require developers to include programmable retail space as a part of new development
- Objective 4.2 - Attract new businesses
 - Action 4.2.1 - Work with Economic Development and other key stakeholders to attract new retailers to the new development
 - Action 4.2.2 - Dedicate at least 50 percent of new leasable space to minority-owned and small businesses

Goal 5 - Add additional parking to accommodate the immediate project area

- Objective 5.1 - Develop a parking garage for the area
 - Action 5.1.1 - Require developer to construct a parking garage with at least 4 levels of parking
 - Action 5.1.2 - Require developer to include two entrance/exit points to mitigate traffic congestion
 - Action 5.1.3 - Develop a shared parking strategy to accommodate the various uses within the area
 - Action 5.1.4 - Provide parking spaces for bikes and scooters
- Objective 5.2 - Improve parking deck safety and appearance concerns
 - Action 5.2.1 - Hire full-time security to patrol the entire parking deck
 - Action 5.2.2 - Engage local artists and the community about future artistic enhancements to the parking deck, such as art and lighting



Figure 39. Additional Renderings of Redevelopment Scenario 2 (Site A (left) and Site B (right))

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Redevelopment Scenario #3: Site A (Wyndham Garden Hotel) as a museum/cultural facility and Site B (Brambleton Lot) as a mixed-use building featuring affordable and market-rate housing, space for artist galleries, studios, retail, or specialty shops, and a parking garage.

Future Vision: The Norfolk Scope Community is fully integrated into the Downtown Arts and Design district, offering citizens, visitors, and tourists both a new cultural facility and additional development that both supports and promotes the arts - on all levels, whether it be designing, selling, or performing.

Desired Results: *Expanded Economic Growth, Encouragement of Tourism, Promotion of Inclusivity, Celebration of Culture*

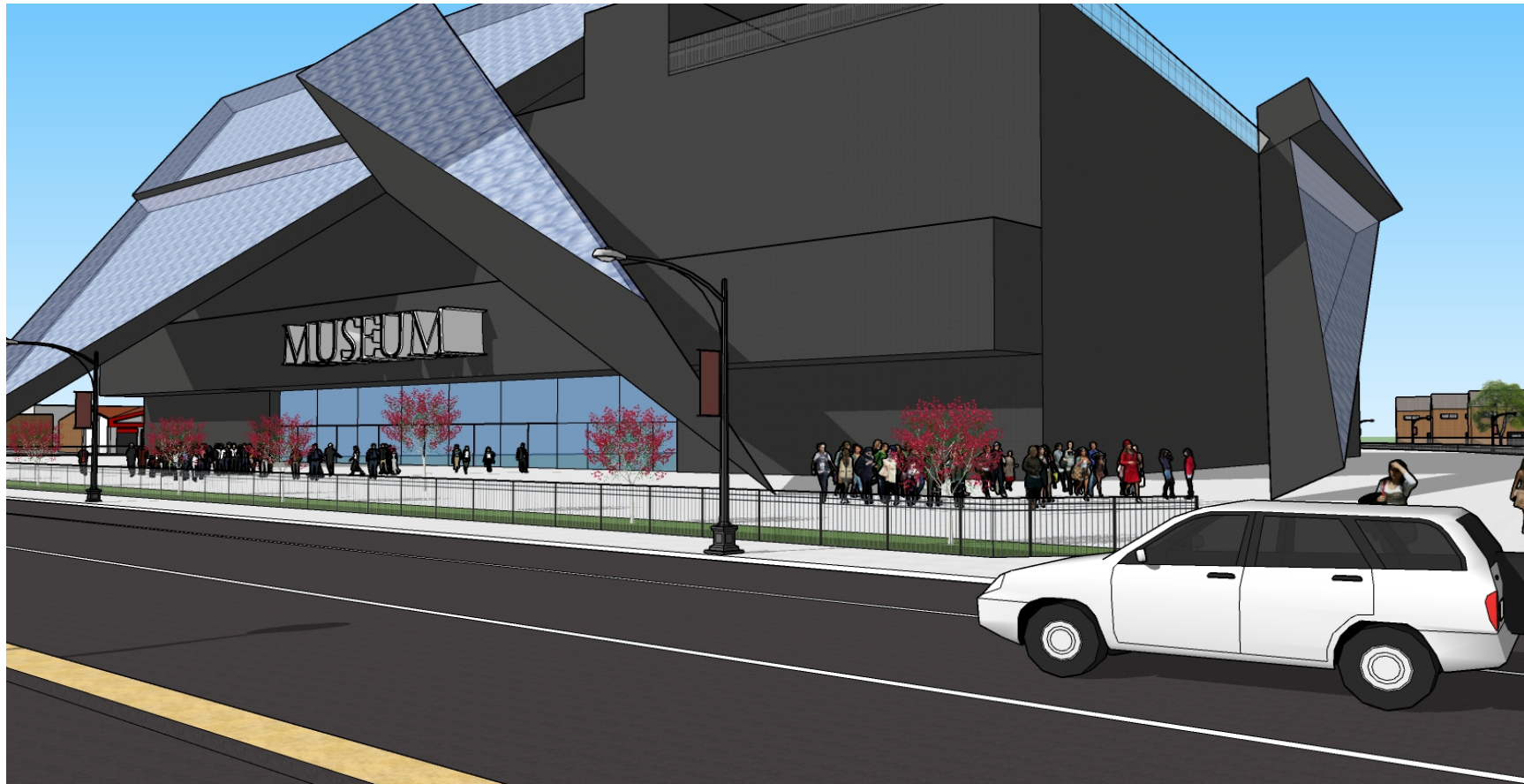


Figure 40. Rendering of Proposed Museum (Site A)

Redevelopment Scenario #3 seeks to build on the vibrant NEON district and its distinct culture. This recommendation proposes a different vision for Site A - the exploration and development of a new museum or cultural facility to further complement the Scope Complex, as well as the Downtown Arts & Design District.

As noted in the survey, respondents were split on whether or not they felt that the project area truly represented the purpose of the Arts & Design district - 44 percent responded “yes”, while 28 percent responded “no”, and another 28 percent responded “maybe”. As it stands today, the city of Norfolk has a vast array of museums - ranging from fine art to navy and army memorials. However, these venues are located well outside of the immediate project area and are not within walking distance. For Site B, the recommendation from Redevelopment Scenario #2 is partially maintained - a mixed-use development project with first floor space for artist galleries, studios, retail, or specialty shops along with housing and attached parking garages. The grocery store/pharmacy is removed to account for the possibility of another site being selected for that type of development.

A recurring theme throughout the survey was the lack of connectivity between the project area and surrounding downtown neighborhoods. Respondents often stated that events at the Scope Complex, whether it be Chrysler Hall or the Scope Arena, tend to be the only source of activity within the area. Outside of that, the area is primarily empty and uninviting - especially during the evening - leading to undesired effects such as homelessness and criminal activity. Additionally, many respondents left comments in the survey indicating that they felt the area is currently facing stiff competition from Virginia Beach and Williamsburg in terms of retail and tourist attractions - primarily Virginia Beach, between the

Virginia Beach Towne Center, as well as new developments taking place along the Oceanfront.

Despite the increasing competition, Norfolk is still considered the cultural hub of the tidewater region. Again, the city is home to various museums and other attractions, including its live sports and performing arts scene. While the Scope Complex and surrounding areas have played a pivotal role in this, the uncertain future of the Scope Arena and even the nearby MacArthur Center Mall might make the city want to consider exploring the possibility of introducing new cultural attractions to the area that appeal to both residents and tourists alike.

When prompted about future visions for the Scope Area, the most popular option for site redevelopment outside of a grocery store or park was a new museum (or cultural facility). While you might read this and refer back to the above paragraphs and the mention of the various museums within Norfolk - there may, in fact, be room for further additions, based on the city - and region's - extensive history. For example, some of music's most influential artists - across all genres - hail from the tidewater region. While Virginia Beach has begun to celebrate these musical contributions with its inaugural *Something in The Water* music festival, first introduced in 2019, the city of Norfolk could potentially take it a step further by creating a museum dedicated to the state's rich musical history, for example.

The museum idea is further supported by a study conducted by Oxford Economics, which suggests that museums in the United States alone support over 370,000 jobs and generate \$16 billion in income (Stein, 2018). As the economy continues to recover from the effects of the COVID-19 pandemic, there will likely be an increased interest in spending and tourism-related activity in the

NORFOLK SCOPE COMMUNITY PLAN

coming years, and a new museum also provides an opportunity for creative design to accommodate social distancing - setting a standard for future museum development to follow. Additionally, it should be noted that other cities with established museum cultures

continue to expand their offerings - one example is Nashville, Tennessee, where the National Museum of African American Music opened last year, adding to the vast array of museums and attractions in the city (Figure 41) (NMAAM20, 2021).



Figure 41. National Museum of African-American Music (right), Nashville, TN



Figure 42. Exterior Views of National Museum of African-American Music, Nashville, TN

Goal 1 - Establish a new museum in Downtown Norfolk

- Objective 1.1 - Explore the potential for replacing the Wyndham Garden Hotel with a museum
 - Action 1.1.1 - Consult with property owners and hotel operators about potential purchase of the land where the hotel is currently located
 - Action 1.1.2 - Work with Department of Economic Development to identify future sites for hotel/land ownership group to purchase or transfer development rights to, for construction of a new hotel
- Objective 1.2 - Explore potential concepts and themes for a new museum
 - Action 1.2.1 - Work with the Norfolk Commission on the Arts to study potential museum ideas
 - Action 1.2.2 - Perform a statewide analysis of museum and cultural offerings to identify potential new and unique concepts for a museum or facility and avoid overlaps with other localities in offerings
 - Action 1.2.3 - Launch a citywide engagement effort to obtain citizen feedback about a potential new museum in Downtown Norfolk
 - Action 1.2.4 - Engage other stakeholders (i.e. investors, other localities, etc.) in potential planning
 - Action 1.2.5 - Connect with national organizations, such as Americans for the Arts, to examine potential funding sources for construction of new museum - including grants and the recently reinstated Congressional Earmarks funding system

Goal 2 - Create a diverse, art-friendly environment

- Objective 2.1 - Develop new space for artist galleries, studios, and related businesses and/or restaurants
 - Action 2.1.1 - Develop and issue an RFP for a mixed-use development project that includes first floor space that can be programmed a variety of uses, such as artist galleries, studios, and related businesses and/or restaurants
- Objective 2.2 - Attract a diverse group of artists to the area

- Action 2.2.1 - Work with universities such as Norfolk State and Old Dominion, for example, to identify aspiring artists looking for studio space
- Action 2.2.2 - Encourage universities to pursue leasing opportunities within the development to expand their footprint in the community and support the local arts

Goal 3 - Add affordable and market-rate housing to the project area

- Objective 3.1 - Develop apartment units above the grocery store as part of a mixed-use project
 - Action 3.1.1 - Require developer to build at least 4 stories worth of affordable and market-rate apartment units
- Objective 3.2 - Prioritize affordable housing as part of the development
 - Action 3.2.1 - Work with developer to establish tiers for apartment prices based on income, offering more affordable housing units than market rate units
 - Action 3.2.2 - Utilize the city's Affordable Housing Trust Fund to contribute to funding of the project
 - Action 3.2.3 - Explore the possibility of donating the necessary land owned by the city (Brambleton Lot) to developer to further incentivize affordable housing development

Goal 4 - Add additional parking to accommodate the immediate project area

- Objective 4.1 - Develop a parking garage for the area
 - Action 4.1.1 - Require developer to include parking for the entire development (apartments and retail)
 - Action 4.1.2 - Require developer to include two entrance/exit points to mitigate traffic congestion
 - Action 4.1.3 - Develop a shared parking strategy to accommodate the various uses within the area
 - Action 4.1.4 - Provide parking spaces for bikes and scooters
- Objective 4.2 - Improve parking deck safety and appearance concerns
 - Action 4.2.1 - Hire full-time security to patrol the entire parking deck
 - Action 4.2.2 - Engage local artists and the community about future artistic enhancements to the parking deck, such as art and lighting



Figure 43. Additional Renderings of Proposed Museum (Site A)

Recommendations for Areawide Enhancements and Improvements

Future Vision: Regardless of the future development strategies that are pursued, the Norfolk Scope Community is designed to not only accommodate the method of transportation used to access the area, but the overall experience. New lighting, artistic enhancement, and a multi-modal transit network will provide safety and encourage round-the-clock activity, while investments to address forecasted environmental changes will result in ensured sustainability for years to come.

Desired Results: *Expanded Economic Growth, Encouragement of Tourism, Promotion of Inclusivity, Celebration of Culture, Ensured Sustainability*

Throughout the survey, primarily Sections 2 and 4, respondents identified general concerns about the project area, and identified what they would like to see in terms of improving these conditions. These concerns ranged from a desire for more bike-friendly infrastructure to the addition of more greenery, lighting, and public art. Additionally, as mentioned earlier, the city has expressed its own related concerns and priorities about the area - primarily the threat of flooding due to rising tides in the region. The following section provides an outline of goals and objectives for general areawide improvements that can be applied to future planning and development, regardless of the preferred development scenario.

It should be noted that there are a number of recommendations included within this section that address more complex issues facing the community. A focal point for areawide enhancement recommendations involves improvement of transportation and pedestrian accessibility. During the SWO analysis, it was noted that the area is largely dominated by vehicular traffic - its major thoroughfares are multi-lane roadways, but they do not include bike lanes. This tends to cause a spillover effect of sorts - bikers and other motorists may then opt to utilize the sidewalks for riding, which takes away from the space used for pedestrian walking, resulting in potentially impassible sidewalks - causing discomfort for both parties.



Figure 44. Rendering of potential new bike lane along Brambleton Avenue

There are multiple vacant properties within close proximity of the project area - this includes a former McDonald's restaurant on St. Paul's Boulevard, and the former Greyhound bus station across the street from the Scope Complex, along Brambleton Avenue (Figure 45). The latter has been targeted through the years as a site for future development projects, including a grocery store, and more recently, a visual and culinary arts facility in partnership with Tidewater Community College (Green, 2018). As of April 2021, these plans appear to be on hold - however, the city is currently looking for

artists to collaborate on a public art project that will be temporarily displayed on the building (Dixon, 2021).



Figure 45. Former Greyhound Bus Station at the corner of Brambleton Avenue and Monticello Avenue in Downtown Norfolk

As current development plans for the area continue to take shape, it is recommended that the city continue to evaluate and assess the value of the area's vacant properties in order to determine future redevelopment strategies that will provide maximum benefit to the community. Engaging the existing community - residents and business owners, as well as the entire city - is essential to this process in order to mitigate concerns about displacement and gentrification of the area, and can help to identify the need for more "community anchors", such as daycares and libraries, for example, as well as parking solutions.

Lastly, and arguably most importantly, keeping the existing community together while adding new members so that they all can truly reap the benefits of a revitalized neighborhood is critical to the success of this plan. Many residents of nearby public housing complexes such as Young Terrace have expressed their desire to return to the Downtown Norfolk area once redevelopment is complete, but fear that the city's goal for replacing public housing with mixed-income communities will result in a higher cost of living that would deter them from moving back. The three redevelopment scenarios provide more large-scale strategies to address this, ranging from the development of affordable housing to the pursuit of cost-effective grocers and dedication of space to minority owned and small businesses.

However, these recommendations are long-term projects that will naturally take years to come to fruition. The areawide recommendations provide short-term solutions that plant the seeds for long term success - this includes establishing diverse neighborhood committees and assisting business owners currently in the area with obtaining funds to maintain and enhance their properties. Both of these recommendations are intended to combat the threat of gentrification by ensuring that all residents feel empowered and heard within the community - whether directly or indirectly through someone representing them that they identify with, and existing businesses are provided with the funding they need to remain competitive and generate more business as new retailers enter the area.



Figure 46. Parking Garage with artwork display, Durham, NC

Goal 1 - Strengthen the connection between the Scope Area and the NEON District

- Objective 1.1 - Expand the presence of art to the Scope Area
 - Action 1.1.1 - Work with the Downtown Norfolk Council and other stakeholders to encourage public art within the Scope Area, including murals on new and existing buildings, structures, and sidewalks
 - Action 1.1.2 - Engage community members on larger-scale art projects, such voting for potential artwork concepts for proposed new parking garage
- Objective 1.2 - Add more greenery to project area
 - Action 1.2.1 - Utilize the CIP to create (or add additional funding if the project already exists) street tree implementation projects where needed
- Objective 1.3 - Add more lighting to project area
 - Action 1.3.1 - Work with Department of Public Works to evaluate lighting conditions within the project area
 - Action 1.3.2 - Utilize the CIP to create and fund new lighting projects for the area, both for general and decorative street lighting
- Objective 1.4 - Make the Scope area more pedestrian/community friendly
 - Action 1.4.1 - Perform an ADA compliance study to assess the ADA compliance status of the area and identify potential improvements
 - Action 1.4.2 - Utilize the CIP to create and fund new wayfinding signage in the area, connecting residents to venues, businesses, and other attractions throughout downtown
 - Action 1.4.3 - Install new crosswalks (preferably faux-brick) at the intersection of Brambleton Avenue and St. Paul's Boulevard

- Action 1.4.4 - Expand sidewalk on Monticello Avenue alongside Scope Complex

Goal 2 - Encourage Multi-modal transportation

- Objective 2.1 - Create a bike-friendly infrastructure
 - Action 2.1.1 - Work with Department of Public Works and other key stakeholders to explore the possibility of road diets to add bike lanes along Brambleton Avenue, Monticello Avenue, and St. Paul's Boulevard
 - Action 2.1.2 - Install bike racks in various locations throughout the community
- Objective 2.2 - Continue to support and promote electric scooter program
 - Action 2.2.1 - Continue to partner with Lime eScooter program and expand usage through the area
 - Action 2.2.2 - Establish docking stations for Lime eScooters
- Objective 2.3 - Evaluate traffic calming measures
 - Action 2.3.1 - Conduct a traffic calming study for the intersection of Brambleton Avenue and St. Paul's Boulevard

Goal 3 - Combat Flooding

- Objective 3.1 - Encourage flood-proof development
 - Action 3.1.1 - Incentivize flood-proof development by providing tax credits to developers who build new structures at elevated heights above the required minimum base flood elevation
- Objective 3.2 - Expansion of existing flood mitigation solutions
 - Action 3.2.1 - Work with Department of Public Utilities to explore construction of a pump station closer to the Scope area

Goal 4 - Ensure that the entire community has a voice in future development and management of the area

- Objective 4.1 - Establish a Scope Area Community Committee
 - Action 4.1.1 - Encourage the Downtown Norfolk Council to create a subcommittee specifically for residents, regarding guidance of future development and activity within the Scope Area
 - Action 4.1.2 - Develop a community action plan focused on selected development scenarios - for example, if the city opts to follow the second redevelopment scenario (festival park/mixed-use development), the committee could be tasked with brainstorming and organizing different festivals for the park
- Objective 4.2 - Maintain a diverse range of committee members
 - Action 4.2.1 - Commit to including residents of the Young Terrace Public Housing Complex as members of the committee

Goal 5 - Redevelop and refurbish vacant, aging, and underutilized properties

- Objective 5.1 - Identify additional needs for the Scope Area
 - Action 5.1.1 - Evaluate the area as it stands to identify other potential needs for the community (i.e. new retail, additional parking for churches and businesses, etc.)
 - Action 5.1.2 - Work with Downtown Norfolk Council and other key stakeholders to conduct a community survey and workshop to gather feedback from business owners, community leaders, and immediate residents to gather feedback on necessary improvements
 - Action 5.1.3 - Conduct a citywide survey to assess concerns about additional needs and concerns within the community

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- Objective 5.2 - Identify vacant properties in the immediate vicinity that can be redeveloped
 - Action 5.2.1 - Compile a listing of vacant properties within the Scope area
 - Action 5.2.2 - Work with City Assessor's office to perform updated assessments of vacant properties
- Objective 5.3 - Help businesses obtain funding for storefront/facade improvements
 - Action 5.3.1 - Work with Department of Economic Development to help connect businesses with organizations that provide grant funding for facade improvements



Figure 47. Additional Renderings of Project Area, from St. Paul's Boulevard

Implementation Schedules

Below are recommended implementation schedules for the three redevelopment scenarios, as well as for the recommended areawide enhancements. The tables below identify classify objectives and actions into three different categories based on the length of time it could realistically take to complete them. There are a variety of factors that can impact these timelines, including design planning, property acquisition, construction, organization of outreach efforts, and acquisition of funding sources. The categories include the following:

ST = Short-Term Goals (1 to 2 years)

MT = Mid-Term Goals (3 to 4 years)

LT = Long-Term Goals (5 or more years)

Redevelopment Scenario #1		ST	MT	LT
Goal #1: Create a Downtown Park within the Project Area	<i>Objective 1.1: Explore the potential for replacing the Wyndham Garden Hotel with a downtown park</i>	✓		
	<ul style="list-style-type: none"> Action 1.1.1 - Consult with property owners and hotel operators about potential purchase of the land where the hotel is currently located 	✓		
	<ul style="list-style-type: none"> Action 1.1.2 - Work with Department of Economic Development to identify future sites for hotel/land ownership group to purchase or transfer development rights to, for construction of a new hotel 	✓		

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	<i>Objective 1.2 - Explore the development of a downtown park</i>	✓		
	<ul style="list-style-type: none"> Action 1.2.1 - Launch a community (or citywide) engagement effort to gain public input 	✓		
	<ul style="list-style-type: none"> Action 1.2.2 - Work with Department of Parks & Recreation to hire a construction firm for a design study 	✓		
	<ul style="list-style-type: none"> Action 1.2.3 - Create and fund CIP project to develop park 		✓	
	<ul style="list-style-type: none"> Action 1.2.4 - Issue a Request for Proposals (RFP) for development of new park 		✓	
	<i>Objective 1.3 - Promote new park as a gathering place for all residents</i>			✓
	<ul style="list-style-type: none"> Action 1.3.1 - Issue permits to vendors (food trucks, farmers, etc.) to conduct business within the park 			✓
	<ul style="list-style-type: none"> Action 1.3.2 - Develop a walking trail throughout the park 			✓
	<ul style="list-style-type: none"> Action 1.3.3 - Install recreational equipment that supports exercise and leisure, such as benches, pull-up bars, and tables for eating 			✓
	<ul style="list-style-type: none"> Action 1.3.4 - Develop and implement creative art strategies, such as a small statue park dedicated to famous people born in Norfolk, or a community art display 			✓
Goal 2 - Help all residents access fresh groceries	<i>Objective 2.1 - Attract a grocery chain (preferably national) to Downtown Norfolk</i>		✓	

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	<ul style="list-style-type: none"> Action 2.1.1 - Conduct market and feasibility studies to explore the possibility of a grocery store in Downtown Norfolk on the designated site (Brambleton Lot) 	✓		
	<ul style="list-style-type: none"> Action 2.1.2 - Work with the Department of Economic Development to attract a grocer to the area. Given the current range of income levels within a one-mile radius of the project area, it is recommended that the types of grocers pursued are affordable for all income levels (i.e. Kroger, Aldi, etc.) 		✓	
	<i>Objective 2.2 - Ensure community-wide access to, and usage of new Grocery Store</i>			✓
	<ul style="list-style-type: none"> Action 2.2.1 - Encourage local government to contribute funds to Hampton Roads Transit to subsidize costs for lower-income residents to access potential new grocery store 			✓
Goal 3 - Add affordable and market-rate housing to the project area	<i>Objective 3.1 - Develop apartment units above the grocery store as part of a mixed-use project</i>		✓	
	<ul style="list-style-type: none"> Action 3.1.1 - Require developer to build at least 4 stories worth of affordable and market-rate apartment units 		✓	
	<i>Objective 3.2 - Prioritize affordable housing as part of the development</i>		✓	
	<ul style="list-style-type: none"> Action 3.2.1 - Work with developer to establish tiers for apartment prices based on income, offering more affordable housing units than market rate units 		✓	

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	<ul style="list-style-type: none"> Action 3.2.2 - Utilize the city's Affordable Housing Trust Fund to contribute to funding of the project 		✓	
	<ul style="list-style-type: none"> Action 3.2.3 - Explore the possibility of donating the necessary land owned by the city (Brambleton Lot) to developer to further incentivize affordable housing development 		✓	
Goal 4 - Add additional parking to accommodate the immediate project area	<i>Objective 4.1 - Develop a parking garage for the area</i>			✓
	<ul style="list-style-type: none"> Action 4.1.1 - Require developer to construct a parking garage with at least 4 levels of parking 			✓
	<ul style="list-style-type: none"> Action 4.1.2 - Require developer to include two entrance/exit points to mitigate traffic congestion 			✓
	<ul style="list-style-type: none"> Action 4.1.3 - Develop a shared parking strategy to accommodate the various uses within the area 			✓
	<ul style="list-style-type: none"> Action 4.1.4 - Provide parking spaces for bikes and scooters 			✓
	<i>Objective 4.2 - Improve parking deck safety and appearance concerns</i>			✓
	<ul style="list-style-type: none"> Action 4.2.1 - Hire full-time security to patrol the entire parking deck 			✓
	<ul style="list-style-type: none"> Action 4.2.2 - Engage local artists and the community about future artistic enhancements to the parking deck, such as art and lighting 			✓

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Redevelopment Scenario #2		ST	MT	LT
Goal #1: Create a Downtown Park within the Project Area	<i>Objective 1.1: Explore the potential for replacing the Wyndham Garden Hotel with a downtown park</i>	✓		
	<ul style="list-style-type: none"> Action 1.1.1 - Consult with property owners and hotel operators about potential purchase of the land where the hotel is currently located 	✓		
	<ul style="list-style-type: none"> Action 1.1.2 - Work with Department of Economic Development to identify future sites for hotel/land ownership group to purchase or transfer development rights to, for construction of a new hotel 		✓	
	<i>Objective 1.2 - Explore the development of a downtown park</i>	✓		
	<ul style="list-style-type: none"> Action 1.2.1 - Launch a community (or citywide) engagement effort to gain public input 	✓		
	<ul style="list-style-type: none"> Action 1.2.2 - Work with Department of Parks & Recreation to hire a construction firm for a design study 	✓		
	<ul style="list-style-type: none"> Action 1.2.3 - Create and fund CIP project to develop park 		✓	
	<ul style="list-style-type: none"> Action 1.2.4 - Issue a Request for Proposals (RFP) for development of new park 		✓	
	<i>Objective 1.3 - Make Scope Area a festival destination</i>			✓

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	<ul style="list-style-type: none"> Action 1.3.1 - Work with key stakeholders to identify potential new, larger-scale festival opportunities (i.e. music, arts) for Downtown Norfolk that could take place in the park 			✓
	<ul style="list-style-type: none"> Action 1.3.2 - Work with Norfolk Commission for Arts and Humanities, as well as other key stakeholders to organize smaller year-round events within the park 			✓
	<i>Objective 1.4 - Maintain aesthetic appeal of park</i>			✓
	<ul style="list-style-type: none"> Action 1.4.1 - Organize a monthly community clean-up day for the park 			✓
	<ul style="list-style-type: none"> Action 1.4.2 - Work with Department of Public Works to establish a program that employs and pays youth within the community, including those with disabilities, to provide landscaping services, such as grass cutting 			✓
Goal 2 - Help all residents access fresh groceries	<i>Objective 2.1 - Attract a local, small scale grocer or national drugstore (with a fresh produce/grocery section) to Downtown Norfolk</i>		✓	
	<ul style="list-style-type: none"> Action 2.1.1 - Conduct market and feasibility studies to establish the potential for new development anchored by a grocery store or pharmacy/grocery store in Downtown Norfolk on the designated site (Brambleton Lot) 	✓		
	<ul style="list-style-type: none"> Action 2.1.2 - Work with the Department of Economic Development to attract a grocer or pharmacy to the area 		✓	
	<i>Objective 2.2 - Ensure community-wide access to, and usage of new Grocery Store</i>			✓

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	<ul style="list-style-type: none"> Action 2.2.1 - Encourage local government to contribute funds to Hampton Roads Transit to subsidize costs for lower-income residents to access potential new grocery store 			✓
Goal 3 - Add affordable and market-rate housing to the project area	Objective 3.1 - Develop apartment units above the grocery store as part of a mixed-use project		✓	
	<ul style="list-style-type: none"> Action 3.1.1 - Require developer to build at least 3 stories worth of affordable and market-rate apartment units 		✓	
	Objective 3.2 - Prioritize affordable housing as part of the development		✓	
	<ul style="list-style-type: none"> Action 3.2.1 - Work with developer to establish tiers for apartment prices based on income, offering more affordable housing units than market rate units 		✓	
	<ul style="list-style-type: none"> Action 3.2.2 - Utilize the city's Affordable Housing Trust Fund to contribute to funding of the project 		✓	
	<ul style="list-style-type: none"> Action 3.2.3 - Explore the possibility of donating the necessary land owned by the city (Brambleton Lot) to developer to further incentivize affordable housing development 		✓	
Goal 4 - Introduce new retail offerings	Objective 4.1 - Develop new retail space			✓
	<ul style="list-style-type: none"> Action 4.1.1 - Require developers to include programmable retail space as a part of new development 			✓

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	<i>Objective 4.2 - Attract new businesses</i>			✓
	<ul style="list-style-type: none"> Action 4.2.1 - Work with Economic Development and other key stakeholders to attract new retailers to the new development 			✓
	<ul style="list-style-type: none"> Action 4.2.2 - Dedicate at least 50 percent of new leasable space to minority-owned and small businesses 			✓
Goal 5 - Add additional parking to accommodate the immediate project area	<i>Objective 5.1 - Develop a parking garage for the area</i>			✓
	<ul style="list-style-type: none"> Action 5.1.1 - Require developer to construct a parking garage with at least 5 levels of parking 			✓
	<ul style="list-style-type: none"> Action 5.1.2 - Require developer to include two entrance/exit points to mitigate traffic congestion 			✓
	<ul style="list-style-type: none"> Action 5.1.3 - Develop a shared parking strategy to accommodate the various uses within the area 			✓
	<ul style="list-style-type: none"> Action 5.1.4 - Provide parking spaces for bikes and scooters 			✓
	<i>Objective 5.2 - Improve parking deck safety and appearance concerns</i>			✓
	<ul style="list-style-type: none"> Action 5.2.1 - Hire full-time security to patrol the entire parking deck 			✓
	<ul style="list-style-type: none"> Action 5.2.2 - Engage local artists and the community about future artistic enhancements to the parking deck, such as art and lighting 			✓

Redevelopment Scenario #3				
		ST	MT	LT
Goal 1 - Establish a new museum in Downtown Norfolk	<i>Objective 1.1 - Explore the potential for replacing the Wyndham Garden Hotel with a museum</i>	✓		
	<ul style="list-style-type: none"> Action 1.1.1 - Consult with property owners and hotel operators about potential purchase of the land where the hotel is currently located 	✓		
	<ul style="list-style-type: none"> Action 1.1.2 - Work with Department of Economic Development to identify future sites for hotel/land ownership group to purchase or transfer development rights to, for construction of a new hotel 	✓		
	<i>Objective 1.2 - Explore potential concepts and themes for a new museum</i>	✓		
	<ul style="list-style-type: none"> Action 1.2.1 - Work with the Norfolk Commission on the Arts to study potential museum ideas 	✓		
	<ul style="list-style-type: none"> Action 1.2.2 - Perform a statewide analysis of museum and cultural offerings to identify potential new and unique concepts for a museum or facility and avoid overlaps with other localities in offerings 	✓		
	<ul style="list-style-type: none"> Action 1.2.3 - Launch a citywide engagement effort to obtain citizen feedback about a potential new museum in Downtown Norfolk 	✓		

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	<ul style="list-style-type: none"> Action 1.2.4 - Engage other stakeholders (i.e. investors, other localities, etc.) in potential planning 		✓	
	<ul style="list-style-type: none"> Action 1.2.5 - Connect with national organizations, such as Americans for the Arts, to examine potential funding sources for construction of new museum - including grants and the recently reinstated Congressional Earmarks funding system 		✓	
Goal 2 - Create a diverse, art-friendly environment	<i>Objective 2.1 - Develop new space for artist galleries, studios, and related businesses and/or restaurants</i>		✓	
	<ul style="list-style-type: none"> Action 2.1.1 - Develop and issue an RFP for a mixed-use development project that includes first floor space that can be programmed a variety of uses, such as artist galleries, studios, and related businesses and/or restaurants 	✓		
	<i>Objective 2.2 - Attract a diverse group of artists to the area</i>		✓	
	<ul style="list-style-type: none"> Action 2.2.1 - Work with universities such as Norfolk State and Old Dominion, for example, to identify aspiring artists looking for studio space 		✓	
	<ul style="list-style-type: none"> Action 2.2.2 - Encourage universities to pursue leasing opportunities within the development to expand their footprint in the community and support the local arts 		✓	
Goal 3 - Add affordable and market-rate housing to the project area	<i>Objective 3.1 - Develop apartment units above the grocery store as part of a mixed-use project</i>		✓	
	<ul style="list-style-type: none"> Action 3.1.1 - Require developer to build at least 4 stories worth of affordable and market-rate apartment units 		✓	

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	<i>Objective 3.2 - Prioritize affordable housing as part of the development</i>		✓	
	<ul style="list-style-type: none"> Action 3.2.1 - Work with developer to establish tiers for apartment prices based on income, offering more affordable housing units than market rate units 		✓	
	<ul style="list-style-type: none"> Action 3.2.2 - Utilize the city's Affordable Housing Trust Fund to contribute to funding of the project 		✓	
	<ul style="list-style-type: none"> Action 3.2.3 - Explore the possibility of donating the necessary land owned by the city (Brambleton Lot) to developer to further incentivize affordable housing development 		✓	
Goal 4 - Add additional parking to accommodate the immediate project area	<i>Objective 4.1 - Develop a parking garage for the area</i>			✓
	<ul style="list-style-type: none"> Action 4.1.1 - Require developer to construct a parking garage with at least 4 levels of parking 			✓
	<ul style="list-style-type: none"> Action 4.1.2 - Require developer to include two entrance/exit points to mitigate traffic congestion 			✓
	<ul style="list-style-type: none"> Action 4.1.3 - Develop a shared parking strategy to accommodate the various uses within the area 			✓
	<ul style="list-style-type: none"> Action 4.1.4 - Provide parking spaces for bikes and scooters 			✓
	<i>Objective 4.2 - Improve parking deck safety and appearance concerns</i>			

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	<ul style="list-style-type: none"> Action 4.2.1 - Hire full-time security to patrol the entire parking deck 			✓
	<ul style="list-style-type: none"> Action 4.2.2 - Engage local artists and the community about future artistic enhancements to the parking deck, such as art and lighting 			✓

Areawide Enhancements				
		ST	MT	LT
Goal 1 - Strengthen the connection between the Scope Area and the NEON District	<i>Objective 1.1 - Expand the presence of street art to the Scope Area</i>	✓		
	<ul style="list-style-type: none"> Action 1.1.1 - Work with the Downtown Norfolk Council and other stakeholders to encourage public art within the Scope Area, including murals on new and existing buildings, structures, and sidewalks 	✓		
	<ul style="list-style-type: none"> Action 1.1.2 - Engage community members on larger-scale art projects, such voting for potential artwork concepts for proposed new parking garage 		✓	
	<i>Objective 1.2 - Add more greenery to project area</i>	✓		
	<ul style="list-style-type: none"> Action 1.2.1 - Utilize the CIP to create (or add additional funding if the project already exists) street tree implementation projects where needed 	✓		
	<i>Objective 1.3 - Add more lighting to project area</i>		✓	

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	<ul style="list-style-type: none"> Action 1.3.1 - Work with Department of Public Works to evaluate lighting conditions within the project area 		✓	
	<ul style="list-style-type: none"> Action 1.3.2 - Utilize the CIP to create and fund new lighting projects for the area, both for general and decorative street lighting 		✓	
	<i>Objective 1.4 - Make the Scope area more pedestrian/community friendly</i>		✓	
	<ul style="list-style-type: none"> Action 1.4.1 - Perform an ADA compliance study to assess the ADA compliance status of the area and identify potential improvements 	✓		
	<ul style="list-style-type: none"> Action 1.4.2 - Utilize the CIP to create and fund new wayfinding signage in the area, connecting residents to venues, businesses, and other attractions throughout downtown 		✓	
	<ul style="list-style-type: none"> Action 1.4.3 - Install new crosswalks (preferably faux-brick) at the intersection of Brambleton Avenue and St. Paul's Boulevard 			✓
	<ul style="list-style-type: none"> Action 1.4.4 - Expand sidewalk on Monticello Avenue alongside Scope Complex 		✓	
Goal 2 - Encourage Multi-modal transportation	<i>Objective 2.1 - Create a bike-friendly infrastructure</i>		✓	
	<ul style="list-style-type: none"> Action 2.1.1 - Work with Department of Public Works and other key stakeholders to explore the possibility of adding bike lanes along Brambleton Avenue and St. Paul's Boulevard 	✓		
	<ul style="list-style-type: none"> Action 2.1.2 - Install bike racks in various locations throughout the community 		✓	

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	<i>Objective 2.2 - Continue to support and promote electric scooter program</i>	✓		
	<ul style="list-style-type: none"> Action 2.2.1 - Continue to partner with Lime eScooter program and expand usage through the area 	✓		
	<ul style="list-style-type: none"> Action 2.2.2. - Establish docking stations for Lime eScooters 		✓	
	<i>Objective 2.3 - Evaluate traffic calming measures</i>	✓		
	<ul style="list-style-type: none"> Action 2.3.1 - Conduct a traffic calming study for the intersection of Brambleton Avenue and St. Paul's Boulevard 	✓		
Goal 3 - Combat Flooding	<i>Objective 3.1 - Encourage flood-proof development</i>		✓	
	<ul style="list-style-type: none"> Action 3.1.1 - Incentivize flood-proof development by providing tax credits to developers who build new structures at elevated heights above the required minimum base flood elevation 		✓	
	<i>Objective 3.2 - Expansion of existing flood mitigation solutions</i>			✓
	<ul style="list-style-type: none"> Action 3.2.1 - Work with Department of Public Utilities to explore construction of a pump station closer to the Scope area 		✓	
	<i>Objective 4.1 - Establish a Scope Area Community Committee</i>	✓		

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Goal 4 - Ensure that the entire community has a voice in future development and management of the area	<ul style="list-style-type: none"> Action 4.1.1 - Encourage the Downtown Norfolk Council to create a subcommittee specifically for residents, regarding guidance of future development and activity within the Scope Area 	✓		
	<ul style="list-style-type: none"> Action 4.1.2 - Develop an community action plan focused on selected development scenarios - for example, if the city opts to follow the second redevelopment scenario (festival park/mixed-use development), the committee could be tasked with brainstorming and organizing different festivals for the park 	✓		
	<i>Objective 4.2 - Maintain a diverse range of committee members</i>	✓		
	<ul style="list-style-type: none"> Action 4.2.1 - Commit to including residents of the Young Terrace Public Housing Complex as members of the committee 	✓		
Goal 5 - Redevelop and refurbish vacant, aging, and underutilized properties	<i>Objective 5.1 - Identify additional needs for the Scope Area</i>		✓	
	<ul style="list-style-type: none"> Action 5.1.1 - Evaluate the area as it stands currently to identify other potential needs for the community (i.e. new retail, additional parking for churches and businesses, etc.) 	✓		
	<ul style="list-style-type: none"> Action 5.1.2 - Work with Downtown Norfolk Council and other key stakeholders to conduct a community survey and workshop to gather feedback from business owners, community leaders, and immediate residents to gather feedback on necessary improvements 	✓		
	<ul style="list-style-type: none"> Action 5.1.3 - Conduct a citywide survey to assess concerns about additional needs and concerns within the community 	✓		

	Objective 5.2 - Identify vacant properties in the immediate vicinity that can be redeveloped	✓		
	<ul style="list-style-type: none"> Action 5.2.1 - Compile a listing of vacant properties within the Scope area 	✓		
	<ul style="list-style-type: none"> Action 5.2.2 - Work with City Assessor's office to perform updated assessments of vacant properties 	✓		
	Objective 5.3 - Help businesses obtain funding for storefront/facade improvements	✓		
	<ul style="list-style-type: none"> Action 5.3.1 - Work with Department of Economic Development to help connect businesses with organizations that provide grant funding for facade improvements 	✓		

Conclusion

The Norfolk Scope Complex has long been a thriving centerpiece of entertainment and culture within the City of Norfolk’s Downtown atmosphere. However, as time has progressed and facilities have aged, the need for infrastructure improvements and new development has become apparent. The city has taken a proactive approach to address this through their plans to renovate Chrysler Hall, and the exploration of options for expanding, improving, or replacing the Scope Arena. Overall, plans are in place to revitalize the Downtown area as a whole. Norfolk’s Downtown 2030 Plan establishes key goals, or “drivers” for Downtown revitalization, these include improving coastal resilience, walkability, connectivity, and increasing new development.

The Norfolk Scope Community Plan provides recommendations that complement existing plans for revitalization of the Scope Complex, enhancing the immediate project area as well as adding to the overall Downtown landscape. Existing literature suggests that projects such as this can be successfully implemented through new development that accommodates a diverse set of uses, infrastructural improvements, strategic promotion, and emphasis on the area’s history and culture. Theoretical approaches promote not only defining the problem and establishing a set of steps to address it, but also incorporating the input of all stakeholders - from citizens to city officials - in order to ensure project success at all levels.

Ultimately, as with any city or community, there are challenges that may complicate plans for growth and development. In addition to the uncertainty of future development within the immediate vicinity of the project area, such as the fate of the Scope Arena, or redevelopment of nearby public housing, there are other challenges that this project must consider. This includes rising sea levels, food accessibility and potential gaps in retail offerings. While it may be unrealistic that the Scope Plan alone will solve them all, it does provide an opportunity to develop a blueprint for sustainable economic growth that benefits the community, city, and potentially the entire region, for years to come.

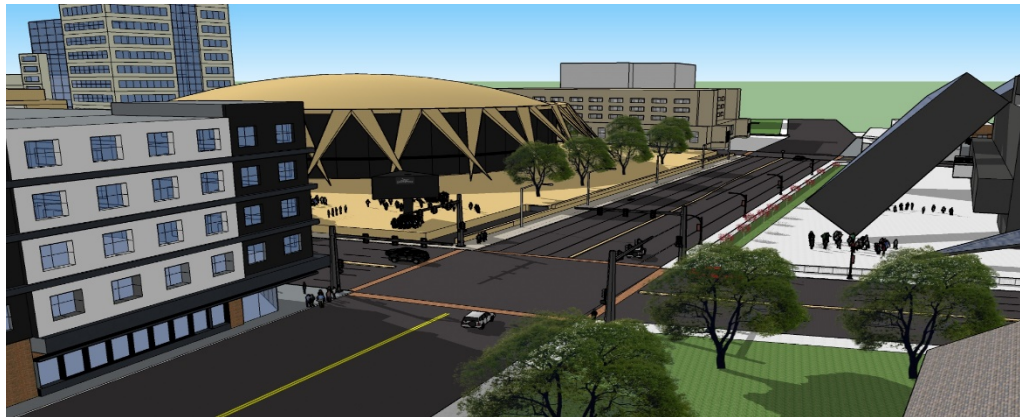


Figure 48. Rendering of Downtown Norfolk

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Appendices

Key Demographics, Census Tracts 40.01, 41, 42, and 49 vs. Norfolk City, 2010 vs. 2018										
	2010					2018				
	CT 40.01	CT 41	CT 42	CT 49	Norfolk City	CT 40.01	CT 41	CT 42	CT 49	Norfolk City
Population	1,212	2,142	2,046	4,366	242,803	1,196	2,129	1,697	5,092	245,592
Median Age	29.6	20.4	21.4	35.4	29.8	40.1	17.9	24.3	36.2	30.7
Median Household Income	\$ 75,000	\$ 10,795	\$13,167	\$ 66,765	\$ 41,613	\$ 96,369	\$ 11,197	\$ 12,838	\$ 70,435	\$ 49,587

Racial Composition, Census Tracts 40.01, 41, 42, and 49 vs. Norfolk City, 2010 vs. 2018										
	2010					2018				
	CT 40.01	CT 41	CT 42	CT 49	Norfolk City	CT 40.01	CT 41	CT 42	CT 49	Norfolk City

NORFOLK SCOPE COMMUNITY PLAN

Black	25 (2%)	2,114 (99%)	2,016 (99%)	1,401 (32%)	106,147 (44%)	40 (3%)	1,927 (91%)	1,558 (92%)	1,457 (29%)	102,117 (42%)
White	1,157 (95%)	- (0%)	23 (1%)	2,612 (60%)	116,390 (48%)	1,032 (86%)	103 (5%)	139 (8%)	3,260 (64%)	115,443 (47%)
American Indian/Alaskan Native	- (0%)	- (0%)	7 (0%)	20 (0%)	870 (0%)	16 (1%)	- (0%)	- (0%)	- (0%)	1,006 (0%)
Asian	30 (2%)	- (0%)	- (0%)	86 (2%)	7,999 (3%)	61 (5%)	- (0%)	- (0%)	199 (4%)	9,063 (4%)
Native Hawaiian/Other Pacific Islander	- (0%)	- (0%)	- (0%)	- (0%)	549 (0%)	- (0%)	- (0%)	- (0%)	- (0%)	161 (0%)
Other	- (0%)	18 (1%)	- (0%)	75 (2%)	4,339 (2%)	- (0%)	55 (3%)	- (0%)	51 (1%)	7,254 (3%)
Two or more races	- (0%)	10 (0%)	- (0%)	172 (4%)	5,849 (2%)	47 (4%)	44 (2%)	- (0%)	125 (2%)	10,548 (4%)