POINDEXTER CORRIDOR STRATEGIC DEVELOPMENT PLAN

Chesapeake, Virginia

URBAN DESIGN ASSOCIATES

APRIL 2004 (REVISED JULY 2006)

Poindexter Corridor Strategic Development Plan

PREPARED FOR

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by Sphinx Group, Inc.

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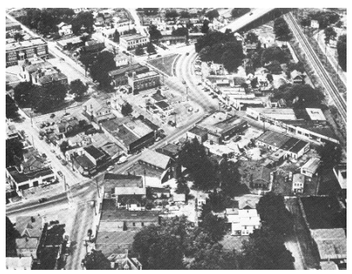
Executive Summary



Introduction

The City of Chesapeake is a growing and prosperous city in the Tidewater Region of Virginia. However, the original historic core of Chesapeake, the South Norfolk neighborhood, is in decline, particularly the business district along Poindexter Street. Since the 1960s there has been a steady loss of businesses and an accompanying deterioration of the physical environment. The Mayor and City Council recognized that a revitalization plan for the Poindexter Corridor is essential to the overall health of the city.

A consultant team, led by Urban Design Associates, was retained by the Economic Development Department to conduct a public planning process with the neighborhood of South Norfolk to produce a Strategic Development Plan for the Poindexter Corridor.

Planning Process

A diverse and representative Steering Committee was appointed by the City to work with the consultant team. The planning process had three phases, starting in July 2003, each of which involved focus groups, interviews, and public meetings. The second phase of the planning process was a three day design "charrette" (working session) in South Norfolk in September 2003 at which a consensus strategy plan for the Poindexter Corridor evolved. The final public presentation of the plan was in December 2003.

AERIAL PHOTO Aerial view of South Norfolk from the north, with I-464 on the right side of the photo.

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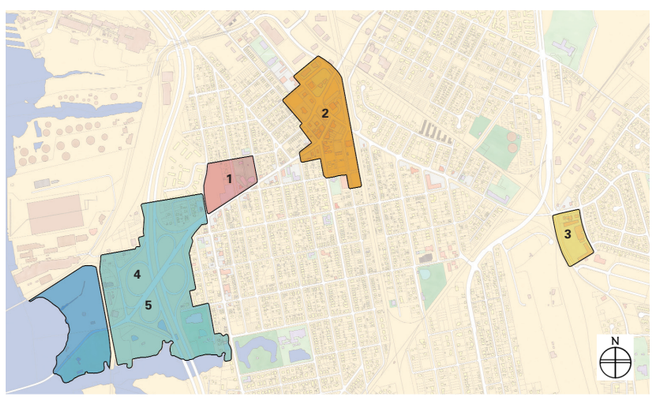
Development Program

Working with the Economic Development Department, the consultant team developed a development program for the Poindexter Corridor:

Neighborhood Retail	150,000 sq. ft.
Destination Retail	82,500 sq. ft.
General Commercial	150,000 sq. ft.
	382,500 sq. ft.

Waterfront condos	300 units
Poindexter Corridor apartments/condos	200 units
	500 units



INITIATIVE AREAS
1 Gateway
2 Village Center
3 Campostella Square
4 I-464 Interchange
5 Waterfront

In recognition that revitalization efforts require flexibility due to changing market conditions, City Council adopted an amendment to the City's Zoning Ordinance to allow for densities up to 45 dwelling units per acre in Urban Planned Unit Developments for properties located within the Poindexter Corridor Strategic Development Plan study area with the approval of a conditional use permit when City Council finds that the increase densities are necessary to promote the revitalization of the corridor, that the Urban Planned Unit Development incorporate design guidelines specified in the Poindexter Corridor Strategic Development Plan and that the increase in density is not incompatible with adjacent land uses. This amendment was adopted on May 16, 2006.

Five Initiatives

The plan targeted five areas for concentrated redevelopment:

1 Gateway: Development of the Big Pig site at Poindexter and Bainbridge for housing and commercial;

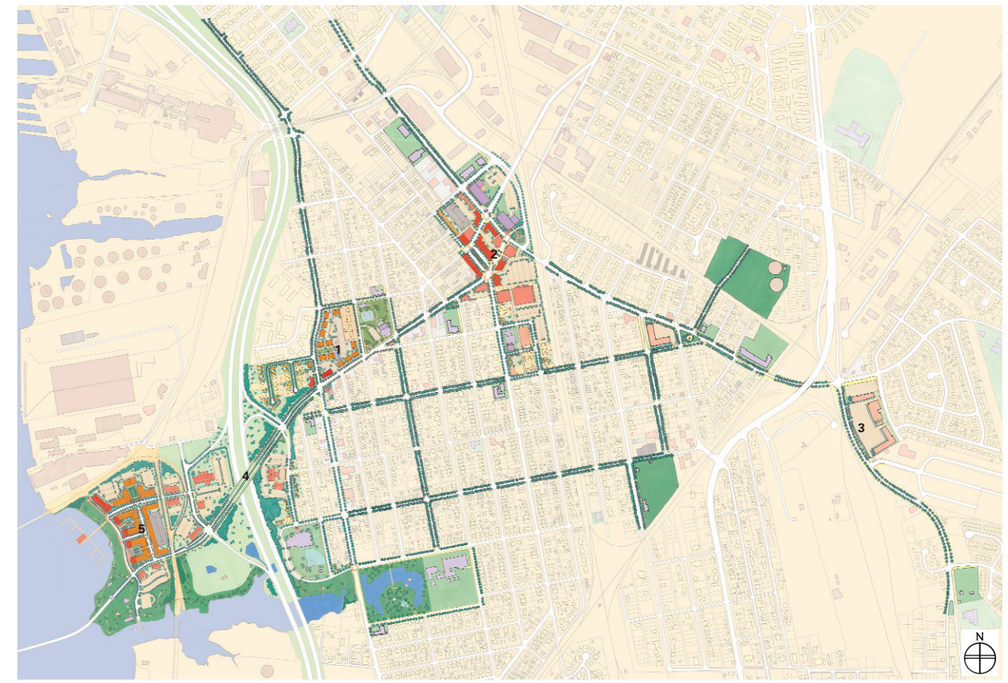
2 Village Center: reestablishment of the traditional "downtown" of South Norfolk at Poindexter and Liberty, including a new branch campus of the Tidewater Community College;

3 Campostella Square: enhancements to a struggling strip shopping center;

4 I-464 Interchange: restructuring the Poindexter interchange and freeing up 17 acres for new commercial development; and

5 Waterfront: Development of the vacant J.G. Wilson site for condos, restaurants, a riverfront park, and a marina.

An urban design plan and illustrative sketches describe each initiative in detail.



ILLUSTRATIVE MASTER PLAN The five initiatives are tied together by a framework of street improvements.

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Development Framework

The five initiatives are tied together by a proposed development framework of new streets and enhanced streetscapes which will also connect the existing parks and institutions of South Norfolk to the initiatives. New streetscapes along Poindexter between Bainbridge and Liberty have already been designed and funded, and will be the first public investment in the Strategic Development Plan.

Strategic Development Plan

The five initiatives, placed on the overall development framework, become a coordinated strategic vision for the revitalization of the Poindexter Corridor and South Norfolk. The Strategic Development Plan will be the guiding document for directing future private and public investments and projects, which will include detailed negotiations with potential partners, such as Tidewater Community College, Virginia Department of Transportation, private property owners, and interested developers.

View from the southwest corner of Poindexter and Bainbridge looking toward the Big Pig site.

View east along Poindexter Street at the intersection of Chesapeake Avenue.

View north along the Waterfront.

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Planning Process

THE PLANNING PROCESS that led to the Strategic Development Plan for the Poindexter Corridor was highly participatory, involving the community of South Norfolk, the neighborhood in the City of Chesapeake where the corridor is located. A diverse and representative Steering Committee was formed to work with the consultant team throughout the process. The Poindexter Corridor planning process had three phases, each of which included a public meeting and many focus group meetings.

The planning process was facilitated by an inter-disciplinary consultant team with national experience in commercial corridor and inner city revitalization projects – Urban Design Associates (Pittsburgh, Pennsylvania) served as the lead consultant; the Sphinx Group, Inc. (Philadelphia, Pennsylvania) was the commercial market analyst; and Glatting Jackson provided traffic consultant services.

Phase I: Data and Analysis, or Understanding, involved an initial consultant team trip to Chesapeake in July 2003 for the collection of "hard" data such as land use, traffic, and historic data, and "soft" data from interviews, focus groups, and a public meeting. This information was studied and analyzed by the consultant team in preparation for Phase II and is summarized in the following section, Urban Design Analysis.

Phase II: Alternatives, or Discovering, took place primarily in Chesapeake in September 2003 at a three-day design charrette, a working session that included a second round of meetings with the focus groups from Phase I. Urban design alternatives were developed, revised, and tested. A consensus plan emerged. Unfortunately, the charrette was cut short by Hurricane Isabel before the proposed strategy plan was presented at a public meeting.

Phase III: Final Plan, or Deciding, began with a public meeting in December 2003 in Chesapeake for citizen input and several meetings with public and private stakeholders. Finally, the Poindexter Corridor Strategic Development Plan document was prepared in draft form for review and comment by the Steering Committee and the City. The final report was printed in April 2004.

Subsequent Amendments: In accordance with State Law, this plan, which is an element of the City's Comprehensive Plan, is to be reviewed periodically to ensure the plan reflects changing conditions. As a result, subsequent amendments may be appropriate as determined by City Council.

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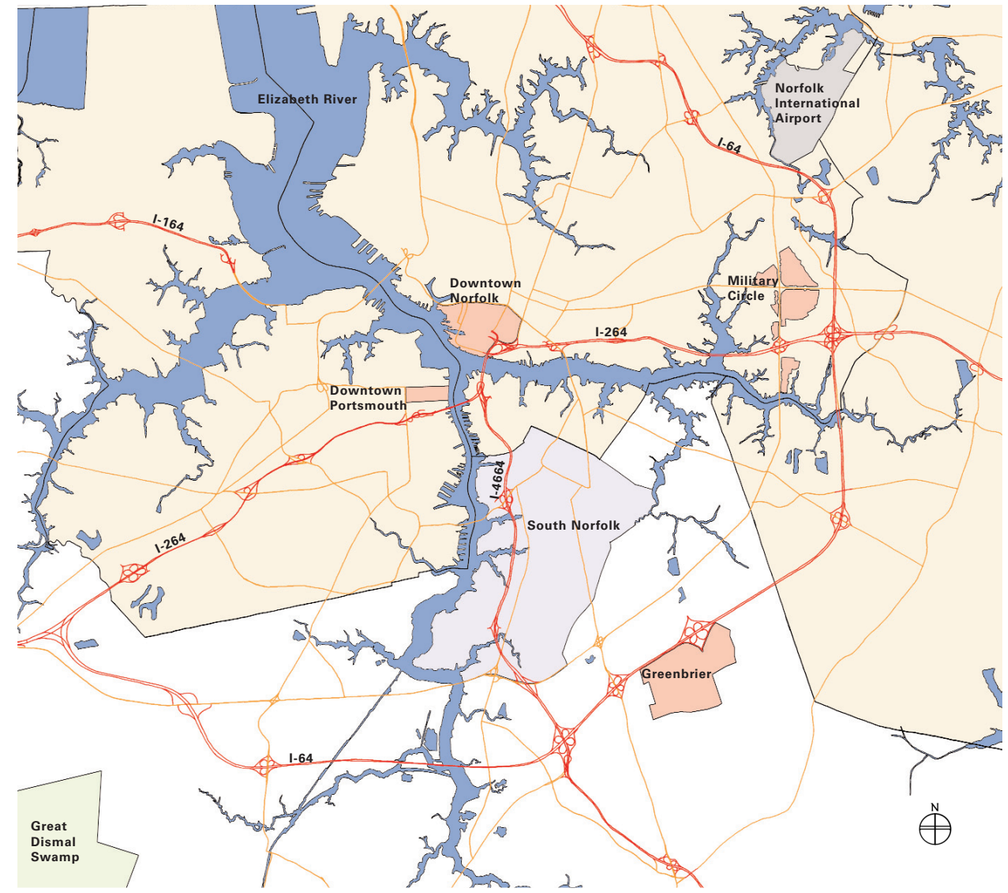
Urban Design Analysis

After collecting data on the initial trip to Chesapeake, the consultant team prepared an analysis of the strengths and weaknesses of the project area and a summary of citizen visions for the future of the Poindexter Corridor and for South Norfolk. The following pages show the analysis drawings of the "hard" data in the form of UDA X-Rays® followed by a summary of the "soft" data from the interviews and focus groups.

AERIAL PHOTO Aerial view of South Norfolk from the north, with I-464 on the right.



REGIONAL LOCATION MAP The Tidewater/Hampton Roads Region is defined by the Elizabeth River and its many estuaries and tributaries. The northern portion of the City of Chesapeake (shown in white), which includes the community of South Norfolk, is surrounded by Portsmouth and Norfolk shown in light yellow. The central location of South Norfolk (shaded in purple) to other communities in the Tidewater Region is shown in this diagram. Downtown Norfolk, downtown Portsmouth, Military Circle, and Greenbrier are all easily accessible by I-464, I-264, and I-64.South Norfolk is often said to be thirty minutes from everywhere.

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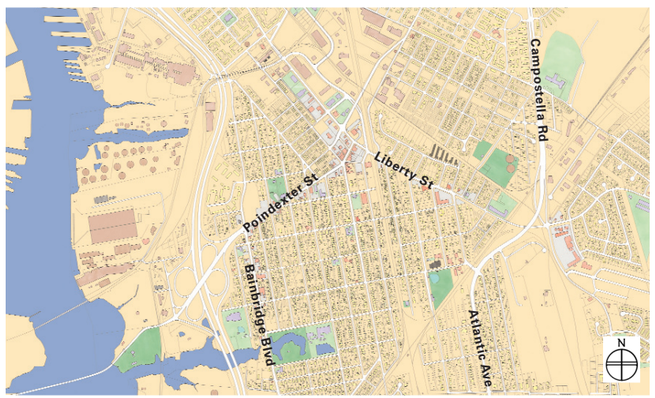
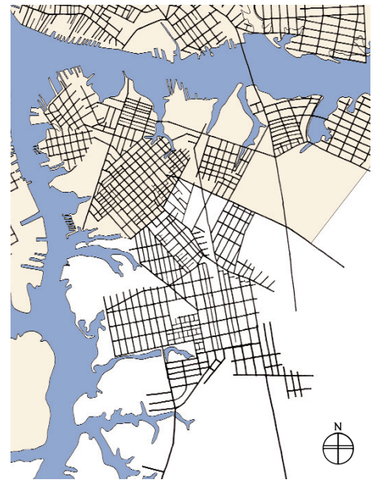
X-Rays

The drawing below, the Study Area Portrait, shows the study area, which focused primarily on the Poindexter Street and Liberty Street commercial corridor, and the waterfront. The Portrait is a snapshot of existing conditions in South Norfolk in late 2003. The drawing shows both land use and building use with uses color keyed. The principal land and building use is residential; commercial and retail uses are concentrated along the Poindexter Corridor; industrial uses are found along the waterfront and adjacent to the railroad tracks. Institutions, parks and open space are scattered throughout the area.

The UDA X-Rays®, which are used as urban design diagnostic tools, in effect "de-layer" the Portrait into individual uses and frameworks to reveal underlying patterns and to uncover opportunity areas.

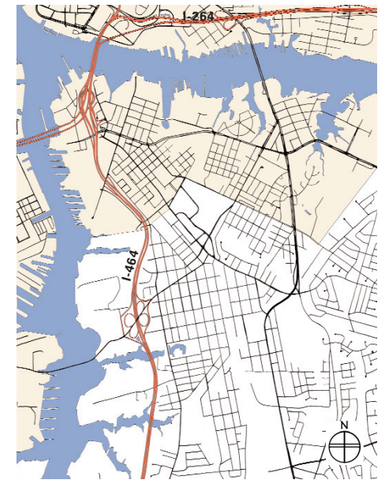


STUDY AREA PORTRAIT

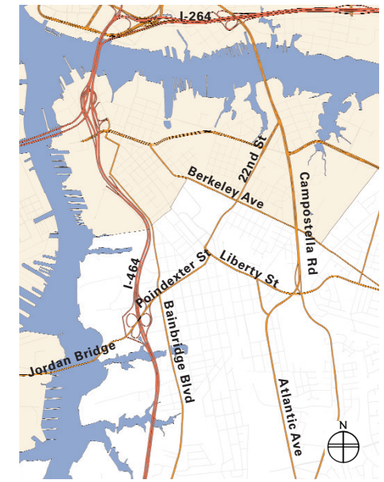


1920 SOUTH NORFOLK STREET PATTERN
The street pattern of South Norfolk in 1920, before the development of the highway system, is characterized by a number of discontinuous grids at different angles, a result of railroad lines, historic trail patterns, industrial uses, and wetlands. The City of Chesapeake is in white.

1986 SOUTH NORFOLK STREET PATTERN
By 1986, the majority of the local highway network was built, including I-264 (in red) connecting Portsmouth and Norfolk. some of the streets grids indicating small residential neighborhoods along the waterfront had disappeared or diminished since 1920 as industrial uses expanded.



2003 SOUTH NORFOLK STREET PATTERN
I-464 was constructed in the north/south seam between waterfront industrial uses and the residential neighborhoods, displacing few residents. The local street network was mostly unaffected by the construction of I-464. A full cloverleaf intersection was constructed at Poindexter Street.



HIGHWAYS AND ARTERIALS The limited access highway network (I-464 and I-264) is shown in red; major arterials serving South Norfolk (including Poindexter, Bainbridge, Liberty, Atlantic, 22nd Street, Berkeley Avenue, and Campostella Road) are shown in orange. The Jordan Bridge connects South Norfolk to Portsmouth.

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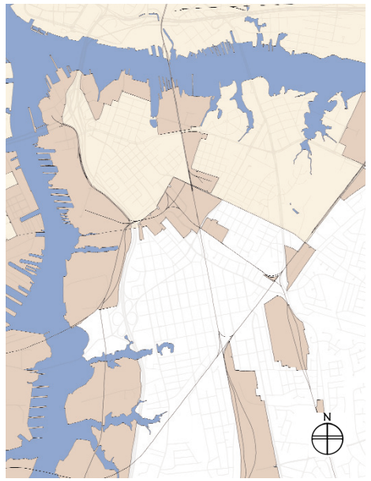
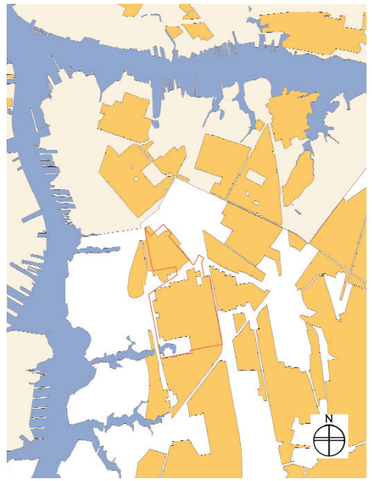
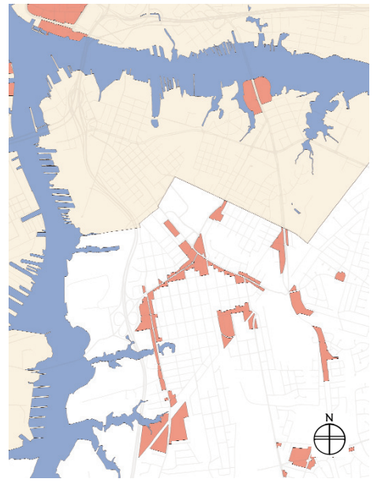


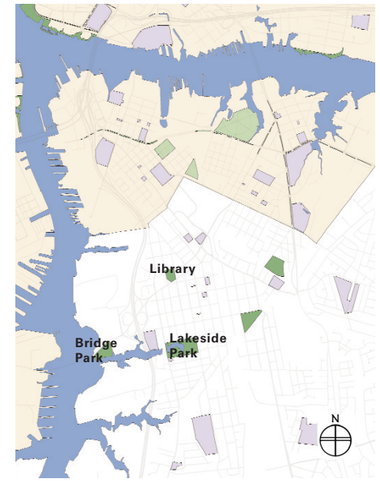
RAILROADS AND INDUSTRIAL USES Active rail lines, shown in black, cross South Norfolk at many angles with numerous at-grade crossings, which cause fragmentation of the residential neighborhoods. Industrial land uses in South Norfolk, shown in gray, are concentrated along the waterfront and along rail lines. The waterfront in the Tidewater Region have historically been dominated by industrial, port, and naval base uses.



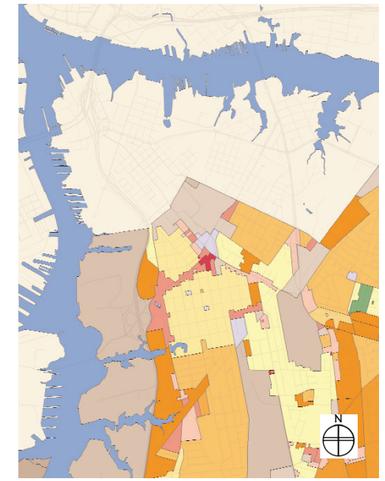
RESIDENTIAL SETTLEMENT PATTERN The residential neighborhoods of South Norfolk are separated from each other by rail lines and industrial uses, causing the fragmented pattern illustrated in this X-Ray. Many neighborhoods are only two blocks deep between surrounding industrial and retail uses and arterial streets. One exception is the Historic District (outlined in red) where there is sufficient critical mass of blocks to create a sense of neighborhood identity.



COMMERCIAL LAND USE PATTERN Commercial uses (retail, service, and office) are shown in red, indicating concentrations of commercial buildings and property along Poindexter, Bainbridge, Liberty, and Campostella Road. A significant portion of the red area is parking and vacant or under-used commercially zoned property.

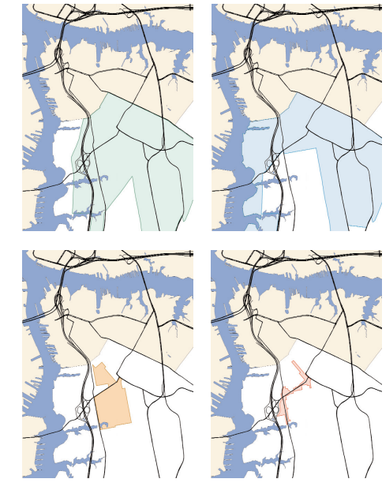


INSTITUTIONS, PARKS, AND OPEN SPACE Parks and open space (shown in green) are located throughout South Norfolk, but the pattern is discontinuous, not a connected network. Lakeside Park is one of the major assets of the community. Bridge Park is an under-utilized waterfront park with great potential. Institutional uses are shown in purple and include schools, churches, and the South Norfolk Library on Poindexter Street.



ZONING MAP The zoning map land use categories coincide with and codify the existing land use patterns shown in the UDA X-Ray analysis.

- AC: ASSEMBLY CENTER DISTRICT
- B-1: NEIGHBORHOOD BUSINESS DISTRICT
- B-2: GENERAL BUSINESS DISTRICT
- B-5: URBAN BUSINESS DISTRICT
- C-2: CONSERVATION-RECREATION DISTRICT
- M-1: LIGHT INDUSTRIAL DISTRICT
- M-2: GENERAL INDUSTRIAL DISTRICT
- M-3: WATERFRONT INDUSTRIAL DISTRICT
- O-I: OFFICE AND INSTITUTIONAL DISTRICT
- R-6: SINGLE FAMILY
- R-SFA: SINGLE FAMILY
- R-8: SINGLE FAMILY DETACHED
- R-8S: SINGLE FAMILY
- R-10: SINGLE FAMILY/TWO FAMILY
- R-10S: SINGLE FAMILY
- R-MF-1: APARTMENT/CONDOMINIUM UNITS



SPECIAL DISTRICTS South Norfolk has several overlapping special districts which provide incentives, grants, and regulatory controls: Virginia Enterprise Zone, Virginia Historically Underutilized Business Zone (HUB), South Norfolk Historic District, and South Norfolk Commercial Overlay District.

- VIRGINIA ENTERPRISE ZONE
- HUB ZONE
- SOUTH NORFOLK HISTORIC DISTRICT
- SOUTH NORFOLK COMMERCIAL OVERLAY DISTRICT

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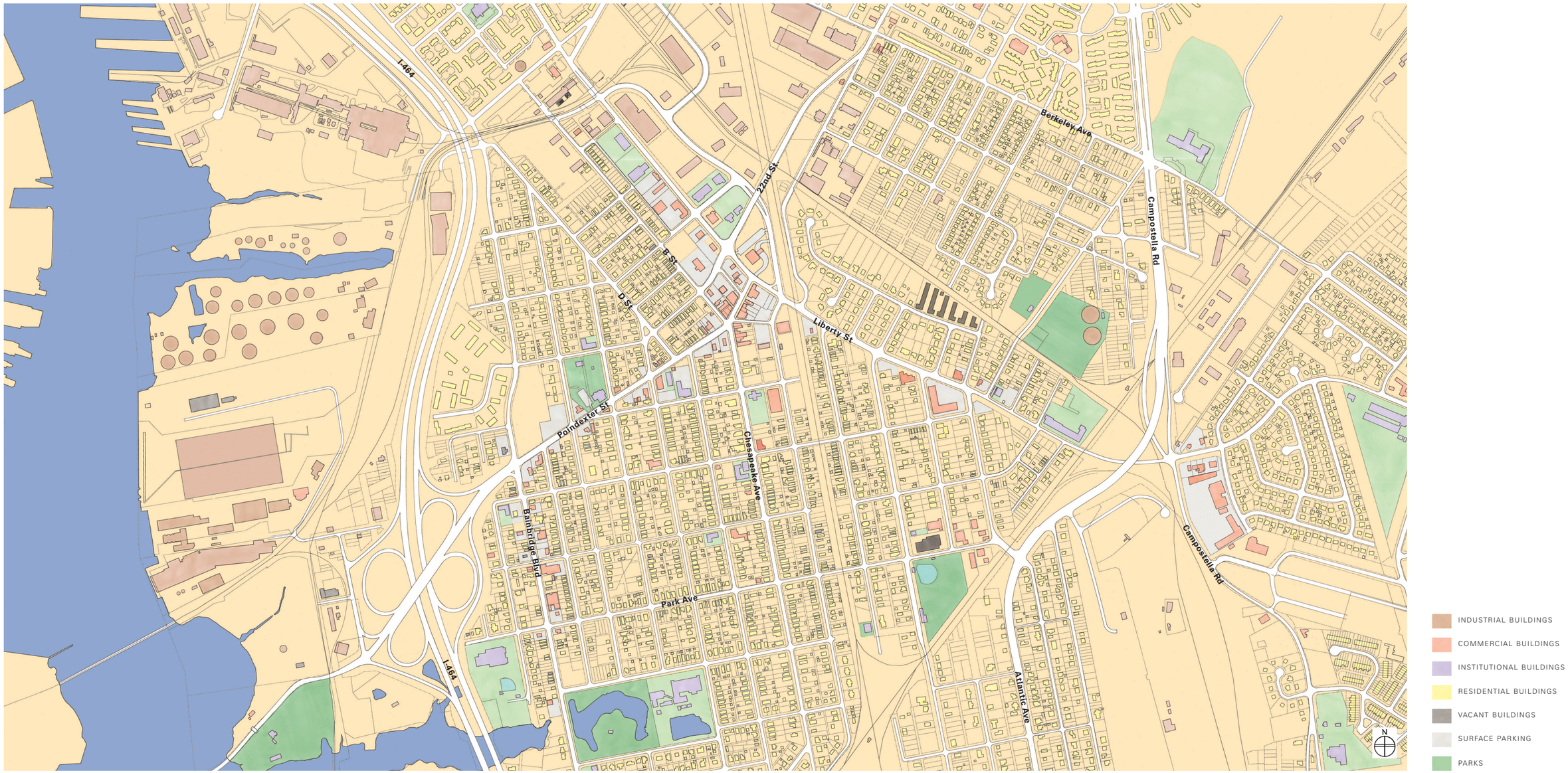

STUDY AREA PORTRAIT The Portrait drawing presents a map of the study area with buildings and parcels color coded to designate their current use.

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Summary of Focus Groups

During the initial trip in Phase I the consultant team met with many citizens and stakeholders at the South Norfolk Library at six focus groups and seven interviews. An evening public meeting was held at Truitt Intermediate School. At each meeting, participants were asked three questions:

- What are the strengths, or good things, about the Poindexter Corridor and South Norfolk?
- What are the problems, or bad things, about the Poindexter Corridor and South Norfolk?
- What is your vision for the future of the Poindexter Corridor and South Norfolk five or ten years from now?

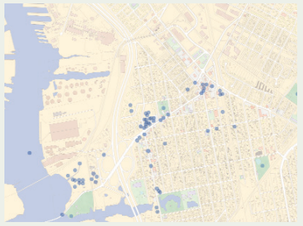
A summary of the responses is listed at right. The issues are listed in order of importance according to the number of responses; for instance, location was mentioned by nearly every person as the primary strength of South Norfolk, while the negative image of South Norfolk in the media was most frequently mentioned as a problem to overcome.

In addition to the three questions, the participants were each given three green dots, three red dots, and three blue dots and asked to place them on a map of South Norfolk to indicate good places or things (green dots), bad places or things (red dots), and places of potential or opportunity (blue dots). Some of the good places identified were Lakeside Park, the Historic District, the South Norfolk Library, and the waterfront. Bad places included vacant buildings, subsidized and public housing areas, drug and crime prone neighborhood streets, and dangerous intersections. Areas of potential were clustered around the waterfront, the intersection of Poindexter Street and Bainbridge Boulevard, and the intersection of Poindexter Street and Liberty Street. Summary maps of all the dot exercises are shown below the summary of questions.

The six focus groups were comprised of business owners; real estate professionals; residents; school, churches and social service providers; City of Chesapeake departmental staff; and senior City administrators. The seven interviews were with Mayor William Ward; City Manager Clarence Cuffee; Council persons Joe Newman, Rebecca Adams, Debbie Ritter, and Dalton Edge; and Reverend Dr. Ray Rouson of First Pentecostal United Holy Church.

SUMMARY OF ISSUES

STRENGTHS / GOOD THINGS	WEAKNESSES / PROBLEMS	VISION FOR THE FUTURE
Location Community pride Historic district Waterfront Lakeside Park Affordable housing Library Schools (staff, facilities) Racially integrated	Negative image in the region Crime, drugs Concentration of low income rental housing Blight, vacant buildings and vacant land Low median income No town square or central place Loss of commercial businesses Schools (test scores) South Norfolk has been left behind	Village feel, quaint town New neighborhood retail Pedestrian friendly town center Develop and connect to the waterfront Develop vacant sites with mix of uses Historic theme Positive image More home owners Mix of incomes



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Urban Design & Development Principles

As the result of the UDA X-Ray® analysis and the citizen input from the focus groups, interviews, and public meeting, draft urban design and development principles were developed prior to the design charrette. The principles were revised during the charrette and are listed in three categories: identity; connections; and development. These principles guided the consultant team in their design exploration and provided a test of the effectiveness of the various alternatives developed during the charrette.

URBAN DESIGN AND DEVELOPMENT PRINCIPLES		
IDENTITY	**CONNECTIONS**	**DEVELOPMENT**
Create a new and positive identity for South Norfolk and the Poindexter commercial corridor to attract and retain diverse (age, income, race) families and young professionals. Celebrate, preserve, and build on the historic context to strengthen the neighborhood. Create a pedestrian-friendly, family-friendly environment.	Connect South Norfolk to the waterfront and develop a waterfront promenade or esplanade. Create a central gathering space, a focus for the neighborhood. Create gateways to South Norfolk and the Poindexter corridor. Create a pedestrian network of "green streets" and trails to connect parks, public institutions (schools, library), and neighborhood shopping.	Preserve and strengthen existing businesses. Create a village center at Poindexter and Liberty with new neighborhood-serving retail, services, and governmental and institutional uses such as Tidewater Community College. Develop opportunity sites (Big Pig, J.G. Wilson, I-464 interchange area, Campostella Square) as mixed-use developments for economic development and job creation, including retail, restaurants, entertainment, offices, hotels, and mixed income housing.

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Development Program

Commercial Development Program

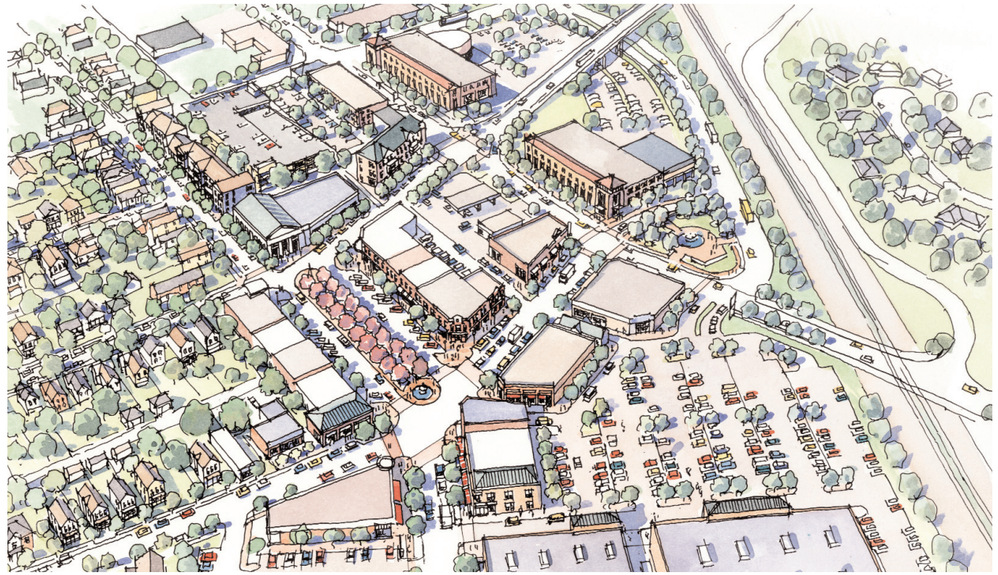
During Phase I, the Sphinx Group, Inc. prepared a commercial market analysis of the South Norfolk Neighborhood and the Poindexter Corridor (see Appendix, under separate cover). The analysis was based on an inventory of existing and competing commercial areas such as Downtown Norfolk, Military Circle, and Greenbrier, and projected a five-year demand for new commercial uses in South Norfolk. The commercial program has three parts: Neighborhood Retail, Destination Retail and General Commercial. Neighborhood Retail is supported primarily by the residents and employees of South Norfolk and immediately adjacent neighborhoods and could include a grocery store, pharmacy, shoe store, or restaurants. Destination Retail, such as hotels, national chain restaurants, and outlet stores are highway oriented. General Commercial could include offices, institutions, and government uses.

Neighborhood Retail	150,000 sq. ft.
Destination Retail	82,500 sq. ft.
General Commercial	150,000 sq. ft.
	382,500 sq. ft.

Residential Development Program

A residential market consultant was not included in the consultant team. However, interviews with local residential developers and real estate professionals yielded a program for a potential of 500 new market rate housing units in South Norfolk, split between the waterfront and the Poindexter Corridor.

Waterfront condos	300 units
Poindexter Corridor apartments/condos	200 units
	500 units



Aerial view of the proposed village center

In recognition that revitalization efforts require flexibility due to changing market conditions, City Council adopted an amendment to the City's Zoning Ordinance to allow for densities up to 45 dwelling units per acre in Urban Planned Unit Developments for properties located within the Poindexter Corridor Strategic Development Plan study area with the approval of a conditional use permit when City Council finds that the increase densities are necessary to promote the revitalization of the corridor, that the Urban Planned Unit Development incorporate design guidelines specified in the Poindexter Corridor Strategic Development Plan and that the increase in density is not incompatible with adjacent land uses. This amendment was adopted on May 16, 2006.

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Initiatives

Five initiatives, or areas of focus, emerged at the design charrette based on input from stakeholders and residents and from the analysis of existing conditions:

1 **Gateway:** The intersection of Poindexter Street and Bainbridge Boulevard, including the vacant Big Pig site and the South Norfolk Library and park, serves as the gateway into South Norfolk from I-464.

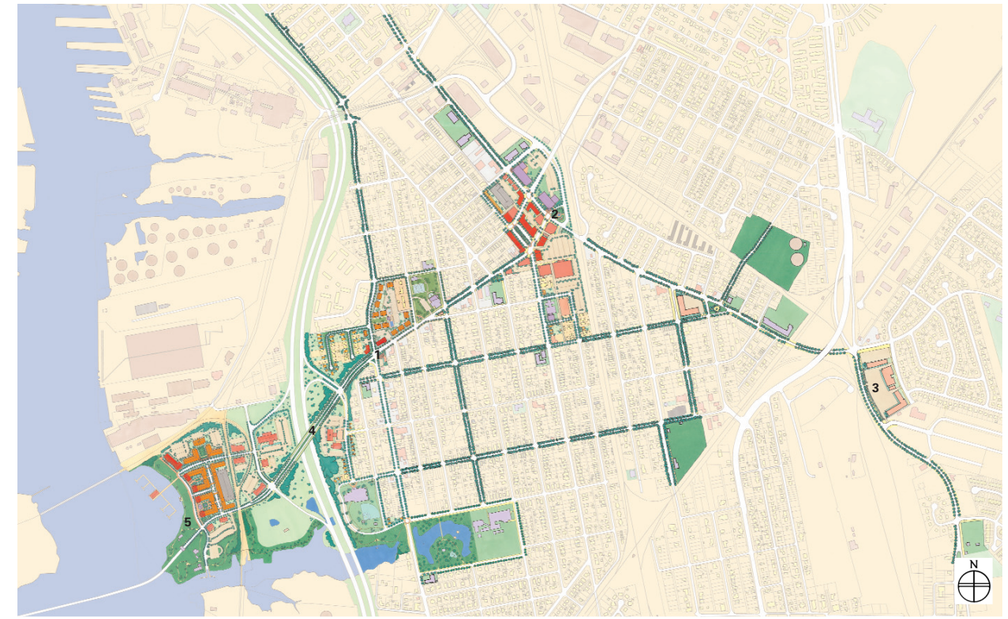
2 **Village Center:** The intersection of Poindexter Street and Liberty Street, including the Bank of America and the adjacent City-owned parking lot, is the heart of the commercial corridor.

3 **Campostella Square:** The Campostella Square shopping center and Campostella Road serve as the eastern anchor of the corridor.

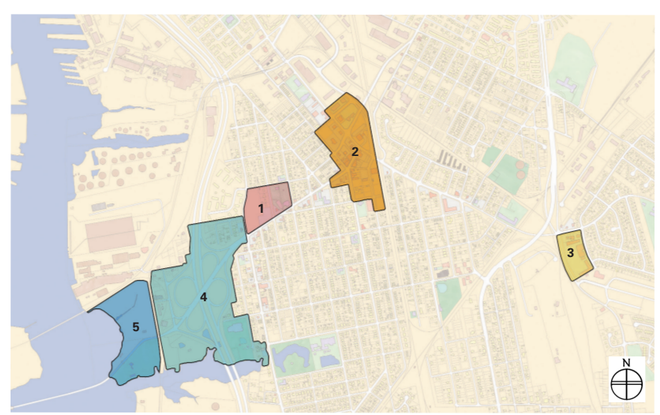
4 **I-464 Interchange:** The redesign of the cloverleaf interchange at Poindexter Street provides new opportunities for development.

5 **Waterfront:** Bridge Park and the vacant J.G. Wilson site provide the opportunity to connect to the water.

The five initiatives are described in detail on the following pages.



ILLUSTRATIVE MASTER PLAN The five initiatives are tied together by a framework of street improvements.



INITIATIVE AREAS

1 Gateway
2 Village Center
3 Campostella Square
4 I-464 Interchange
5 Waterfront

Aerial view of South Norfolk looking north

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Gateway

The image of the Poindexter Corridor and South Norfolk emerged as a major concern for residents, business owners, and realtors. When entering South Norfolk from I-464, the current image is of vacancy and neglect. The plan creates a new gateway entrance with new streetscaping and high quality development.

The four-acre former site of a Big Pig grocery store, at the intersection of Poindexter Street and Bainbridge Boulevard, is the key development parcel in the Gateway Initiative. Two alternative plans were developed for the site, one with primarily residential development and one with a new community church and family center (the preferred plan of the current owner). Both schemes propose commercial development at Poindexter Street and Bainbridge Boulevard.

The residential plan for the Big Pig site includes 100 apartments or condos in small apartment buildings of 6 to 8 units each, with a tot lot and pool/community center. Parking is on the interior of the site. The corner of Poindexter and Bainbridge has a mixed-use building with 7,500 square feet of ground floor retail with apartments or offices above. The proposal from First Pentecostal United Holy Church included a new 1100-seat sanctuary, gymnasium, family life center, computer center, 30,000 square feet of retail and office, and 215 parking spaces. During the charrette, the idea of adding some residential development on the adjacent vacant parcel at Poindexter Street and Stewart Street was illustrated.

To remain flexible to changing market conditions, residential densities up to 30 dwelling units per acre are appropriate. However, City Council may approve a conditional use permit for densities up to 45 dwelling units per acre when City Council finds that the increase densities are necessary to promote the revitalization of the corridor, that the Urban Planned Unit Development incorporate

Existing conditions

Church alternative plan

Residential alternative plan

MIXED-USE BUILDINGS
COMMERCIAL BUILDINGS
INSTITUTIONAL BUILDINGS
RESIDENTIAL BUILDINGS
STRUCTURED PARKING
SURFACE PARKING

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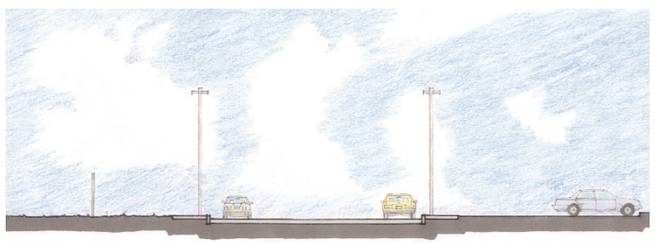
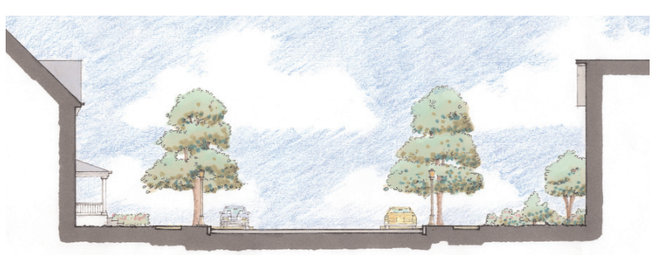
design guidelines specified in the Poindexter Corridor Strategic Development Plan and that the increase in density is not incompatible with adjacent land uses.

The Gateway Initiative also includes upgrading Poindexter Street with landscaping and signage improvements. An addition to the South Norfolk Library and improvements to the park build on the strength of the neighborhood amenity. The potential for redevelopment of some of the small underutilized parcels at the intersection would also contribute greatly to a positive image for the corridor.





(TOP) Existing section through Poindexter Street at the Big Pig site
(BOTTOM) Proposed section through Poindexter showing new streetscaping and development

View from the southwest corner of Poindexter and Bainbridge looking toward the Big Pig site, as existing (right) and as proposed (above) with a new mixed-use building on the corner and new apartment buildings. Reuse of the dry cleaners as a coffee shop is also illustrated.

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Village Center

The Village Center Initiative, at the heart of the Poindexter Corridor Strategic Development Plan, features the revival of the traditional downtown of South Norfolk with a combination of new infill development and the renovation of existing buildings.

South of Poindexter Street, a new 35,000-square foot grocery store and 15,000-square foot pharmacy face a 300-car parking lot that is partially shielded from Poindexter by the pedestrian-oriented retail uses facing the street. 7,000 square feet of infill retail and a 10,000-square foot new retail building front Poindexter. The grocery store and pharmacy are visible from Liberty Street.

On the north side of Poindexter Street a new town square is created, fronted by new pedestrian-oriented retail stores. 32,000 square feet of retail face the linear park, which is lined with angled parking. The square, combined with streetscape improvements to all the Village Center streets, creates a new image for the downtown of South Norfolk.

The plan proposes the redevelopment of the McDonald's block for a 200-car parking garage, 16,000 square feet of new retail with potential for a 7,500-square foot bank building and 19,000 square feet of retail along the west side of Liberty Street.

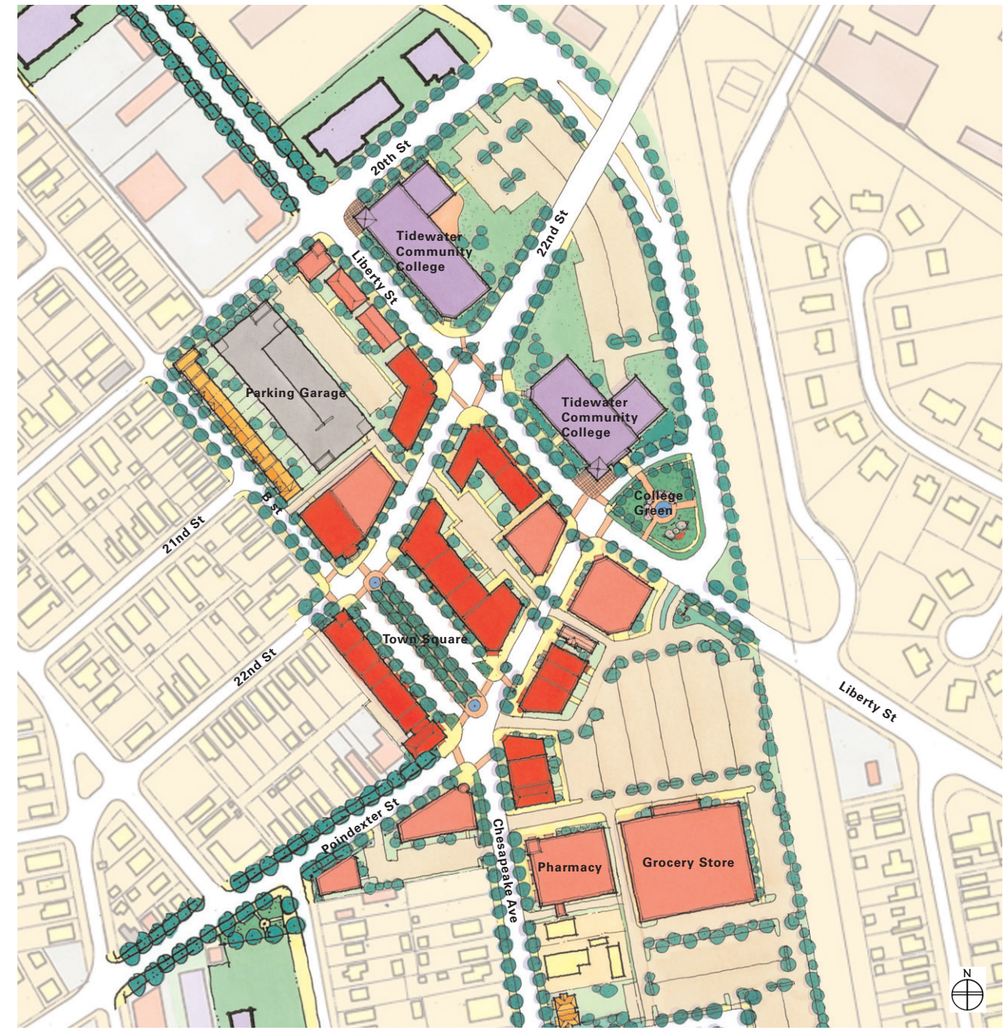
The final project proposes the redevelopment of the Bank of America site and the city-owned parking lot on the east side of Liberty beneath the 22nd Street bridge as a possible future campus for the Tidewater Community College. Discussions have been ongoing regarding location of a 40,000- to 50,000-square foot two-story educational facility with expansion plans for an additional 50,000 square feet and a 200-car parking lot.

A new college green on the Bank of America site at the end of Poindexter provides the opportunity for public art, memorials, or fountains.

The Village Center is envisioned as a mixed-use district, with retail uses located on the ground floor and offices and/or residential units located on the upper floors. To remain flexible to changing market conditions, residential densities up to 30 dwelling units per acre are appropriate. However, City Council may approve a conditional use permit for densities up to 45 dwelling units per acre when City Council finds that the increase densities are necessary to promote the revitalization of the corridor, that the Urban Planned Unit Development incorporate design guidelines specified in the Poindexter Corridor Strategic Development Plan and that the increase in density is not incompatible with adjacent land uses.

Existing conditions

Aerial perspective sketch of the Village Center



Village center plan

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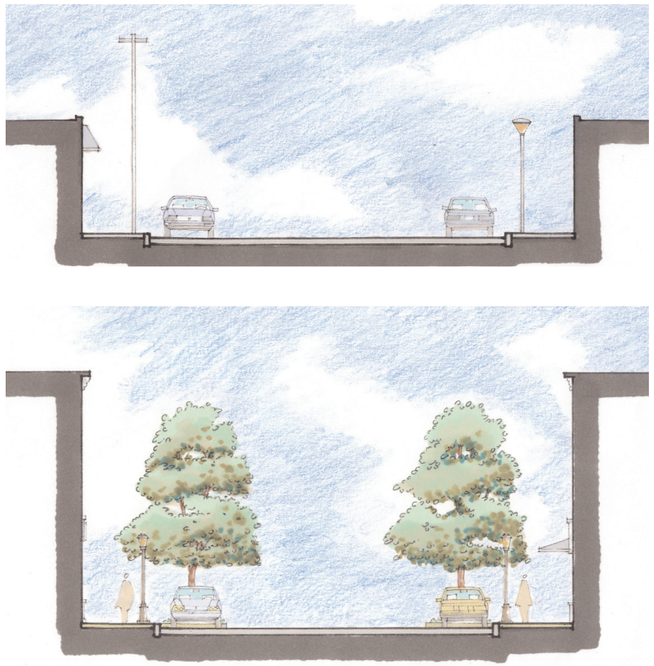

(TOP) Existing section through Poindexter Street at Liberty Street
(BOTTOM) Proposed section through Poindexter showing new streetscaping improvements and new buildings

View looking east along Poindexter at the intersection of Chesapeake Avenue as it exists today (top) and as proposed (above) showing new streetscaping, development, and the renovation of existing structures.

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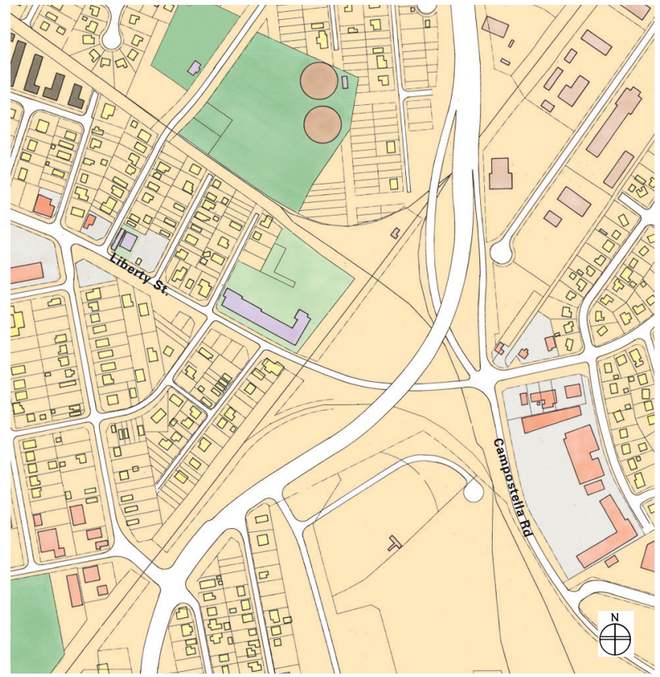
Campostella Square

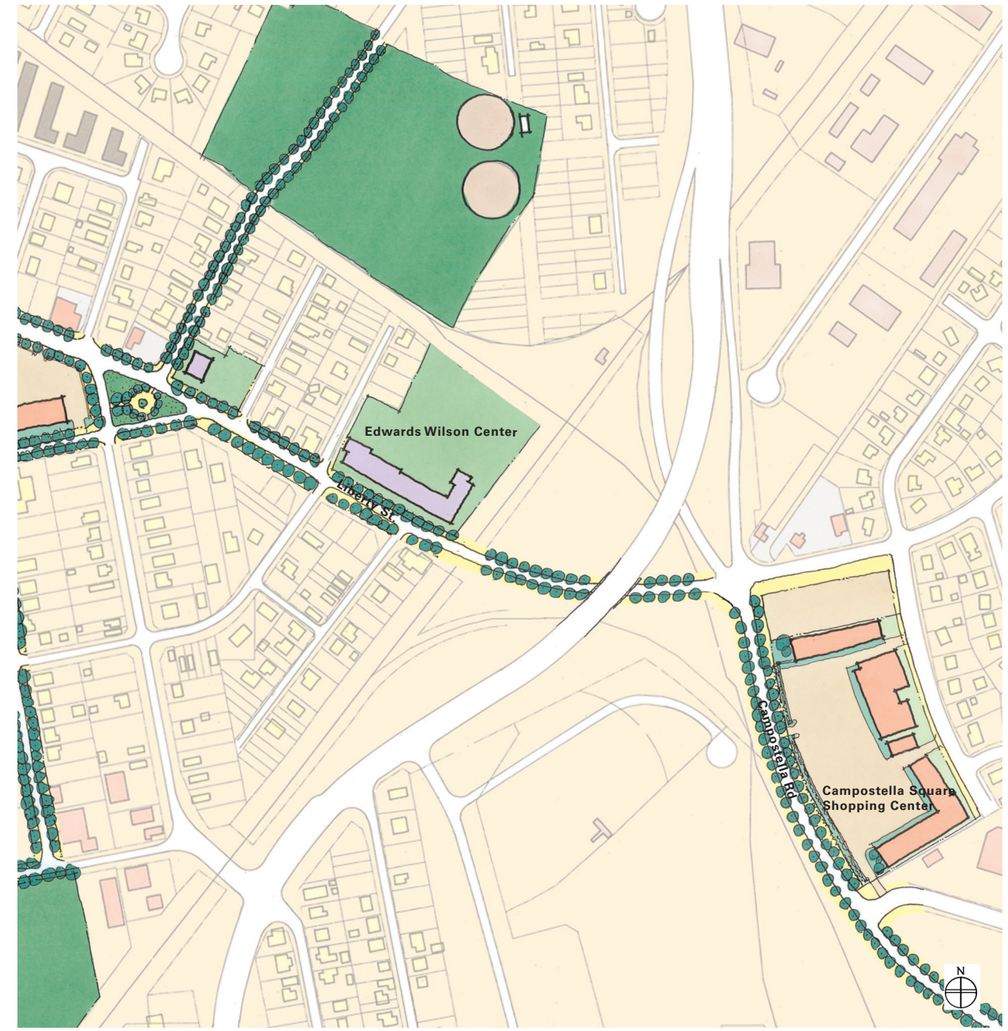
Campostella Square is a strip shopping center that serves as the eastern anchor to the Poindexter Corridor. The image of the shopping center, which is under new ownership, can be greatly improved with two initiatives. First, the redesign of the parking lot to increase efficiency would allow space for landscaping. Second, a landscape buffer and low wall along Campostella Road will shield the parking from the view of the street and will create a pedestrian zone along Campostella Road.

The key strategy of this initiative is to connect Campostella Square with new streetscaping north to the proposed Village Center at Poindexter and Liberty and south to other nearby neighborhoods.

The long term viability of Campostella Square will have an important impact on the image of South Norfolk. The City and the present owner will need to collaborate further on this initiative, which may be expanded to include other nearby underutilized property.



Existing conditions



Campostella Square Improvements

MIXED-USE BUILDINGS
COMMERCIAL BUILDINGS
INSTITUTIONAL BUILDINGS
RESIDENTIAL BUILDINGS
STRUCTURED PARKING
SURFACE PARKING

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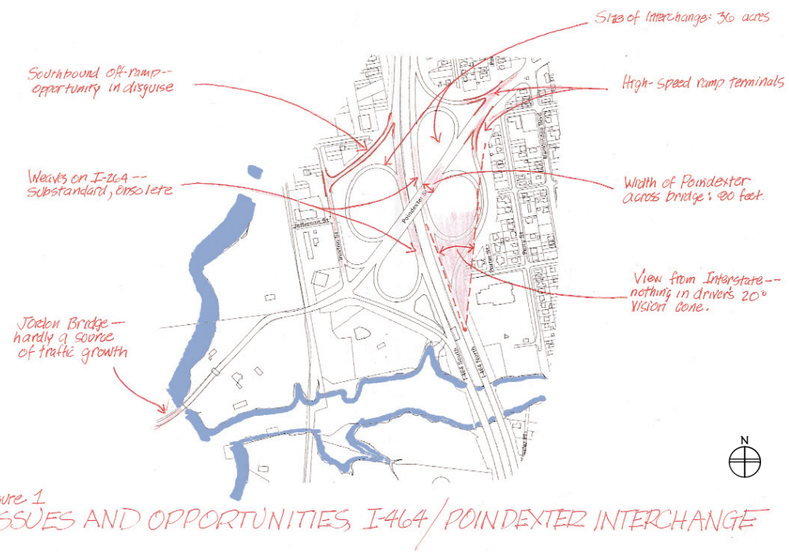
I-464 Interchange

During Phase I of the planning process, Glatting Jackson studied the Poindexter Street cloverleaf intersection at I-464. Several important facts emerged. First, the interchange is obsolete. Full cloverleaf interchanges with dangerous weaving of on and off ramp movements along the main line of the interstate are no longer recommended by the Federal Highway Administration. Second, the capacity of the interchange is greatly over designed for the volume of present and projected future traffic using the ramps to Poindexter. Third, the interchange consumes 36 acres of land, much of which would be excess property if the interchange were redesigned. Fourth, the off-ramp design speeds release traffic onto Poindexter Street at speeds higher than appropriate for a local street. Finally, the Poindexter bridge across I-464 is 80 feet wide but has no sidewalks. These points are illustrated in the issues and opportunities sketch at right.

Glatting Jackson designed a reconfigured interchange which replaces the full cloverleaf design. The proposed design provides the same number of movements as the cloverleaf but frees up 17 acres of developable land. Safer on- and off-ramp configurations eliminate the dangerous weaving movements. Off-ramp speeds onto Poindexter Street are dramatically reduced by the T-intersections that replace the high-speed ramps. Finally, the Poindexter Bridge is redesigned as a two-lane landscaped boulevard with wide sidewalks and bike lanes, allowing pedestrian access to Elizabeth River Park and the waterfront while offering views of the water and an improved image of South Norfolk.



Analysis of existing 1-464 cloverleaf interchange

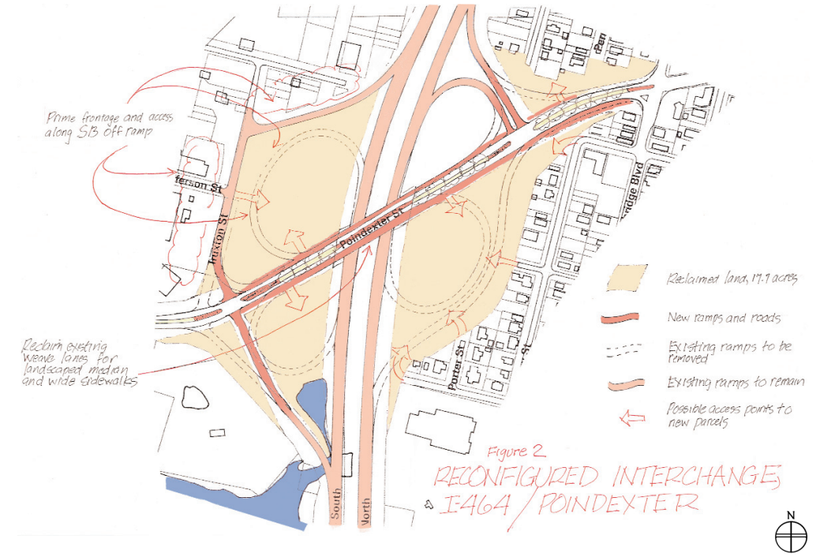


Diagram of reconfiguration of I-464 interchange

Photograph of existing interchange looking north towards Norfolk

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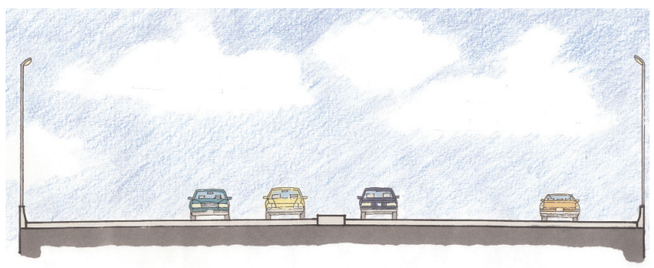
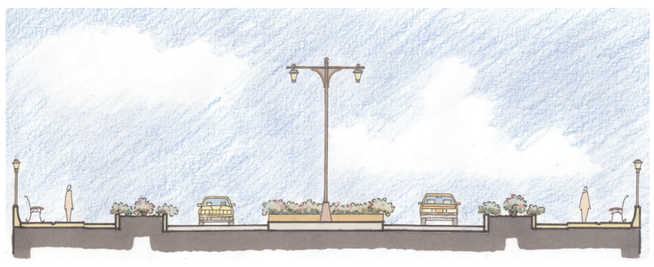
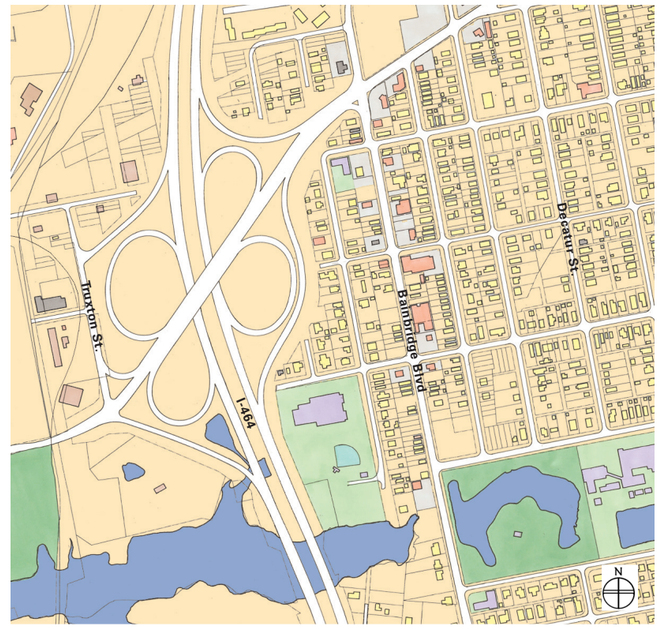
The 17 acres of developable land made available by the reconfiguration of the interchange provide an opportunity for commercial development that takes advantage of the visibility from I-464. The destination retail identified in the market study for this location includes the possibility for hotels, restaurants, and outlet stores.

Finally, a new north-south street that connects Poindexter Street to Rena B. Wright Primary School provides the opportunity for some new housing to strengthen the existing neighborhood west of Bainbridge Boulevard. A new street connects the school to Lakeside Park.





(ABOVE) Existing street section through Poindexter Bridge
(BELOW) Proposed street section through Poindexter Bridge showing boulevard design



Existing conditions

Plan of the redesigned I-464 interchange with new commercial development

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Waterfront

The potential for the development on the waterfront is enormous. Residential development on the waterfront in the Tidewater Region is at a premium, with almost no limit to the market. The J.G. Wilson site, a 15.41 acre industrial site adjacent to Elizabeth River Park, now cleared, is available for development. Preliminary environmental studies indicate that the site could be developed for residential use with some remediation, though further studies are necessary

The Waterfront Initiative proposes a public park along the full extent of the waterfront linked to Elizabeth River Park on the south, creating an invaluable public amenity for South Norfolk. New buildings include a small inn on the waterfront and 300 for-sale condos. The two mid-rise condo buildings facing the water are U-shaped to provide water views for most apartments, with ground floor restaurants facing the water. Structured parking behind the condo buildings also serves to shield the condos from the existing rail line. Lower density condos at the north end of the site are serviced by a surface parking lot behind the buildings. A new marina for pleasure boats and a landing for Tidewater water taxis is proposed at the end of a new street leading from the I-464 interchange.

To remain flexible to changing market conditions, residential densities up to 30 dwelling units per acre are appropriate. However, City Council may approve a conditional use permit for densities up to 45 dwelling units per acre when City Council finds that the increase densities are necessary to promote the revitalization of the corridor, that the Urban Planned Unit Development incorporate design guidelines specified in the Poindexter Corridor Strategic Development Plan and that the increase in density is not incompatible with adjacent land uses.

View of the J.G. Wilson site from the Jordan Bridge looking east

Waterfront urban design plan

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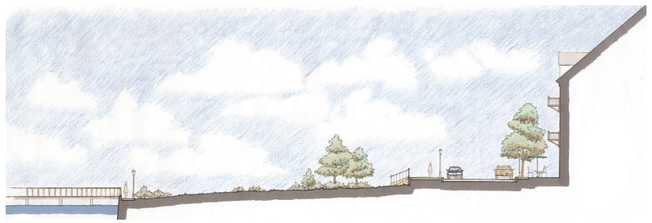
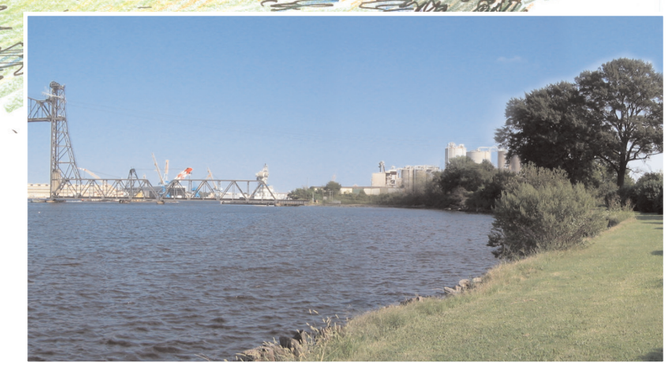


Proposed section through the Waterfront showing new development facing a public street with a promenade that runs along a public park.



View looking north along the Waterfront showing the proposed park, marina, retail, and condominiums. The existing view is shown at right.

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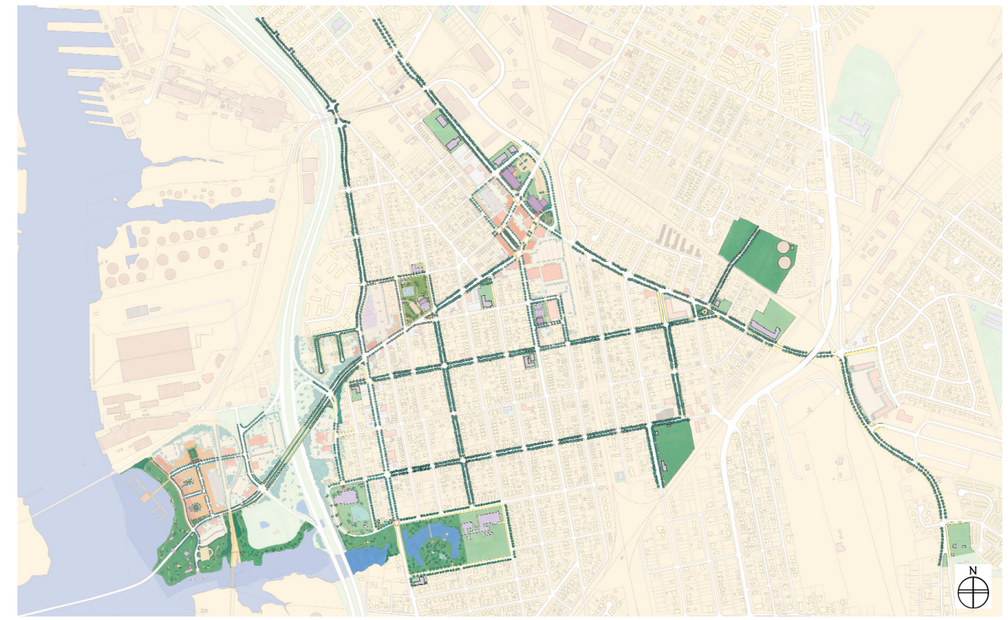
Development Framework

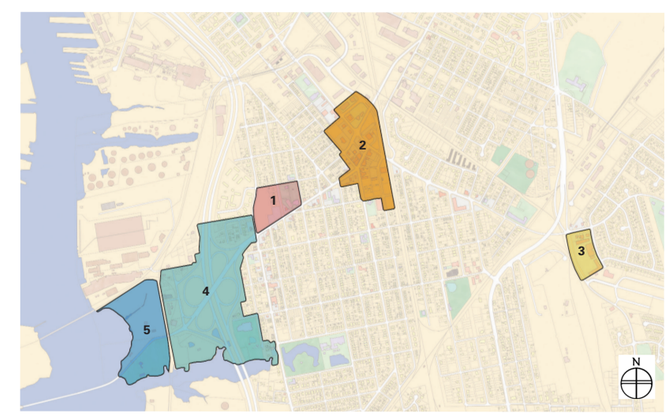
The five initiatives are tied together by a larger framework of comprehensive streetscape improvements. Phase One of the streetscapes plan, improvements to Poindexter Street from Bainbridge Boulevard to Liberty Street, is already underway with a design by LandMark Design Group, shown in the plan below.

Each initiative area will be tied into the overall framework by a commitment to providing streetscapes and linkages as integral parts of each initiative implementation plan.



FRAMEWORK DIAGRAM The framework diagram shows the network of institutions, parks and open space tied together by streetscape improvements.

The LandMark Design Group plan for Poindexter Street improvements



1 Gateway
2 Village Center
3 Campostella Square
4 I-464 Interchange
5 Waterfront

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Design Guidelines

The Strategic Development Plan concentrates development efforts at main Initiative areas along Poindexter Street. Because of the market identified for commercial development in the area, maintaining commercial uses along the entire length of the corridor would not be sustainable. In addition, many of the parcels along Poindexter are of a size that prohibits efficient development of new commercial buildings. therefore, it is recommended that commercial uses be concentrated at key points, the Gateway and the Village Center, in order to achieve an urban density and a critical mass for pedestrian-oriented neighborhood shopping. The remainder of the corridor is recommended for a transition to residential uses over time, which could include small apartment, townhouses, or even live/work units.

The variety of uses along the corridor dictates a variety of streetscapes and design standards, all creating a pedestrian-oriented corridor with a character that communicates the strength of South norfolk as a revitalized neighborhood.

The design guidelines for the corridor include recommendations that can be implemented over time, changing the character of th corridor from that of an arterial street to a vibrant neighborhood corridor.

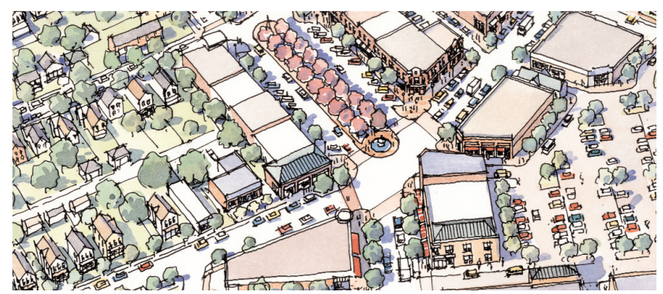
1 Apply the LandMark Design Group's landscape guidelines to Poindexter Street. Use low brick walls, hedges, street trees, lights and furniture to define the pedestrian environment. Encourage on-street parking to help slow traffic and provide an additional parking resource for first floor retail uses. Make street intersections safer by creating bump-outs and pedestrian crossings.

2 Consolidate small lots to provide bigger developable parcels and encourage shared parking. In urban areas common parking resources make much more efficient use of land resources because of the natural cycle of parking demand; office uses need parking during the day, while retail and residential uses need more parking in the evenings and on weekends. This strategy allows the development of bigger, more efficient buildings on the previously difficult parcels.

3 Over time, concentrate commercial development at the Gateway and the Village Center nodes. At these areas, the setback line should be changed to a build-to line, which will create stronger addresses by enclosing the street space and giving buildings a greater presence on the street.

4 At areas where residential development occurs, utilize setbacks that allow softening of the street environment for pedestrians through ample landscaping.

5 To minimize the impact of parking lots on the streetscape, require the development of surface and structured parking to be behind buildings whenever possible.



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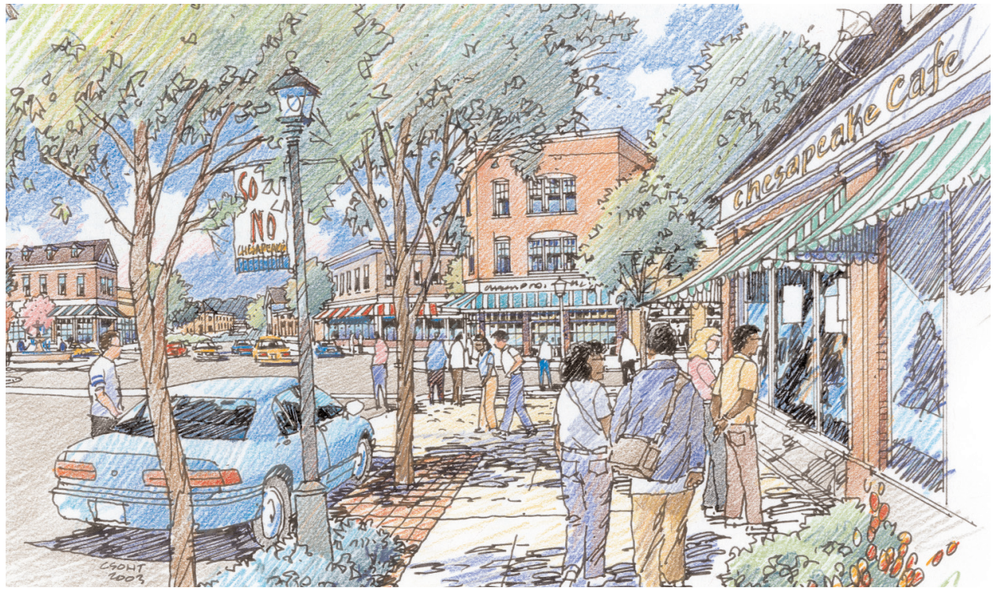
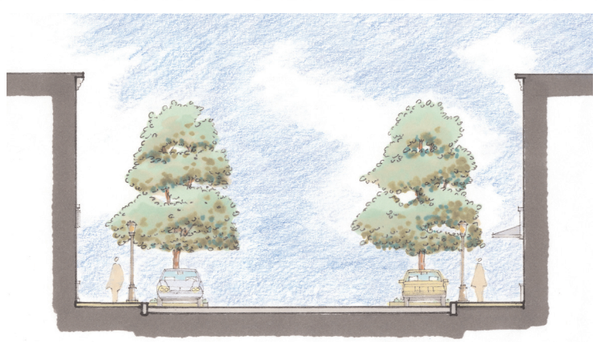
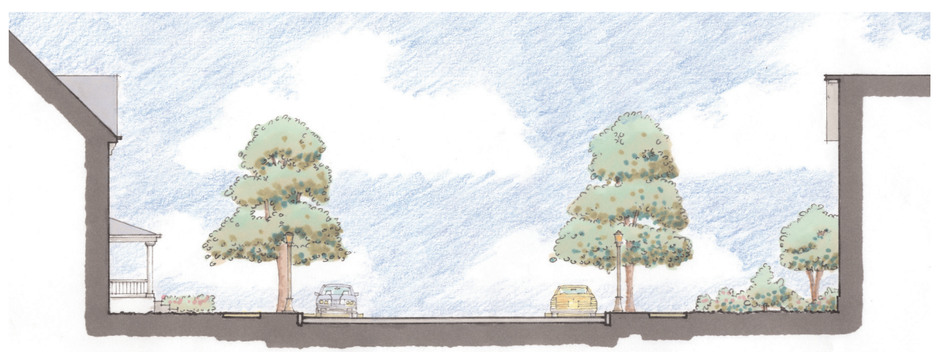




Development at the commercial nodes along Poindexter Street, illustrated in section and perspective



Development at areas that tie together the commercial nodes of development along the corridor is more residential in nature, with greater setbacks.

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