

POPLAR HALLS

DESIGN WORKSHOP REPORT

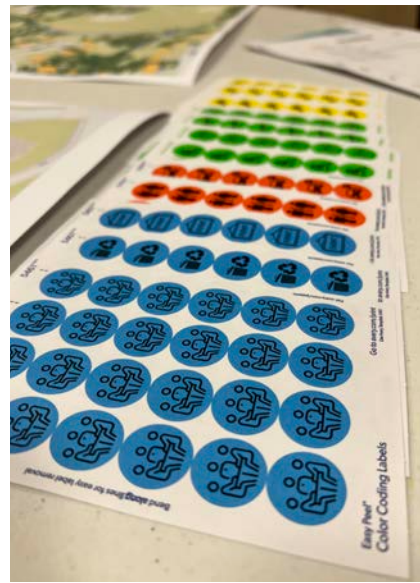


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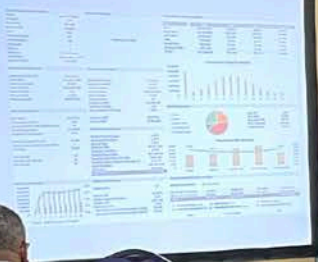
PURPOSE AND GOALS



Pro forma

Financial assumptions and projections used to determine whether a development is financially feasible

- Cost of the Land
- Cost of construction
- Costs of design and engineering
- Operating and maintenance expenses
- Financing fees and interest
- Taxes and fees
- Rental income
- Sales tax revenue



PURPOSE

The purpose of this Poplar Halls Design Workshop planning exercise is to establish a community vision for new development around the periphery of the Poplar Halls neighborhood. The focus of the exercise is the former Grate Steak/motel site and the former Poplar Halls Elementary School site.

The community response to previous development proposals¹, coupled with several instances of Norfolk neighborhoods not in favor of new housing, prompted this discussion on changing demographics, market conditions, and community wants and needs.

By presenting complex economic and demographic data in a way that is accessible to all, this exercise aims to empower residents to make educated decisions about the future of their community, in the hopes of establishing a vision before a development proposal is submitted. This workshop's purpose is to build confidence for the neighborhood to engage with future developers and work collaboratively towards a development proposal that meets the goals of all involved.

HOW WE GOT HERE

A development proposal¹, from a housing developer, was the initial cause for the design workshop. That proposal sought to rezone the land from industrial uses to residential uses. As a part of the rezoning application, developers were asked to include a letter of support from the civic league(s) in proximity, prompting a meeting and presentation to the Poplar Halls Civic League.

Poplar Halls Civic League has its own development aspirations for the site, that the developer was unaware of prior to the meeting. Both the civic league and the developer wished there was an earlier opportunity to incorporate community-supported uses into the development proposal.

This Poplar Halls Design Workshop was initiated to define the type(s) of development that the Poplar Halls community desires.

¹ The most recent development proposal is located in the appendix.

GOALS

- Provide information on changing demographics and economic conditions that are impacting market forces
- Provide education on zoning, entitlements, and the development process
- Gain a shared understanding of affordable/workforce housing to meet the changing demographics
- Review previous unsuccessful proposals, understand why the development was not accepted by the community, and learn how that should inform future development proposals
- Gain an understanding of the community's interest in types of housing, density, and mixed-use needs
- Bring the community together to problem-solve and work toward a shared vision for the future



COMMUNITY ENGAGEMENT

POPLAR HALLS CIVIC LEAGUE MEETINGS

- May 2, 2022
- November 7, 2022
- February 6, 2023

CITY + WPA MEETINGS

- April 25, 2022
- September 30, 2022
- November 21, 2022
- February 15, 2023
- March 14, 2023
- May 30, 2023

WPA MEETINGS

- May 2, 2022
- May 16, 2022
- January 23, 2023
- March 29, 2023

CITY + POPLAR HALLS + WPA MEETINGS

- January 5, 2023

POPLAR HALLS DESIGN WORKSHOP

- March 25, 2023



Poplar Halls Civic League Meeting



Poplar Halls Civic League Meeting



CivicEngage event at Norfolk Scope



CivicEngage event at Norfolk Scope

TIMELINE



ENGAGEMENT PRESENTATION SUMMARY



CHANGING DEMOGRAPHICS AND ECONOMICS

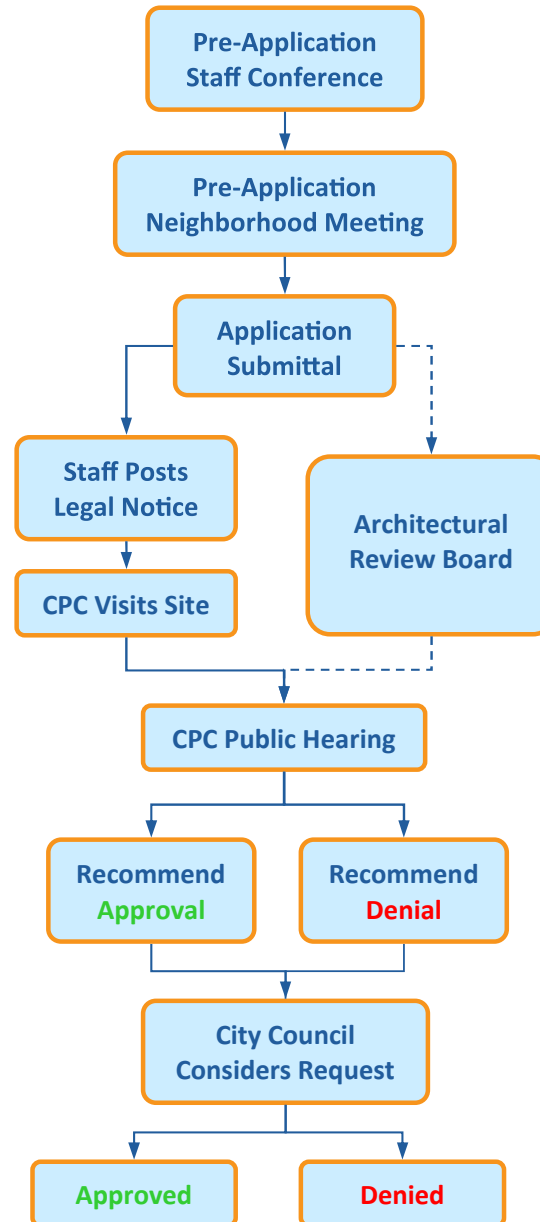
- 30% of all households in the U.S. are single-person households
- By 2025, 75% to 85% of all households will not have children
- The 1950s and 1960s nuclear family is no longer the typical household

AARP LIVABILITY INDEX:

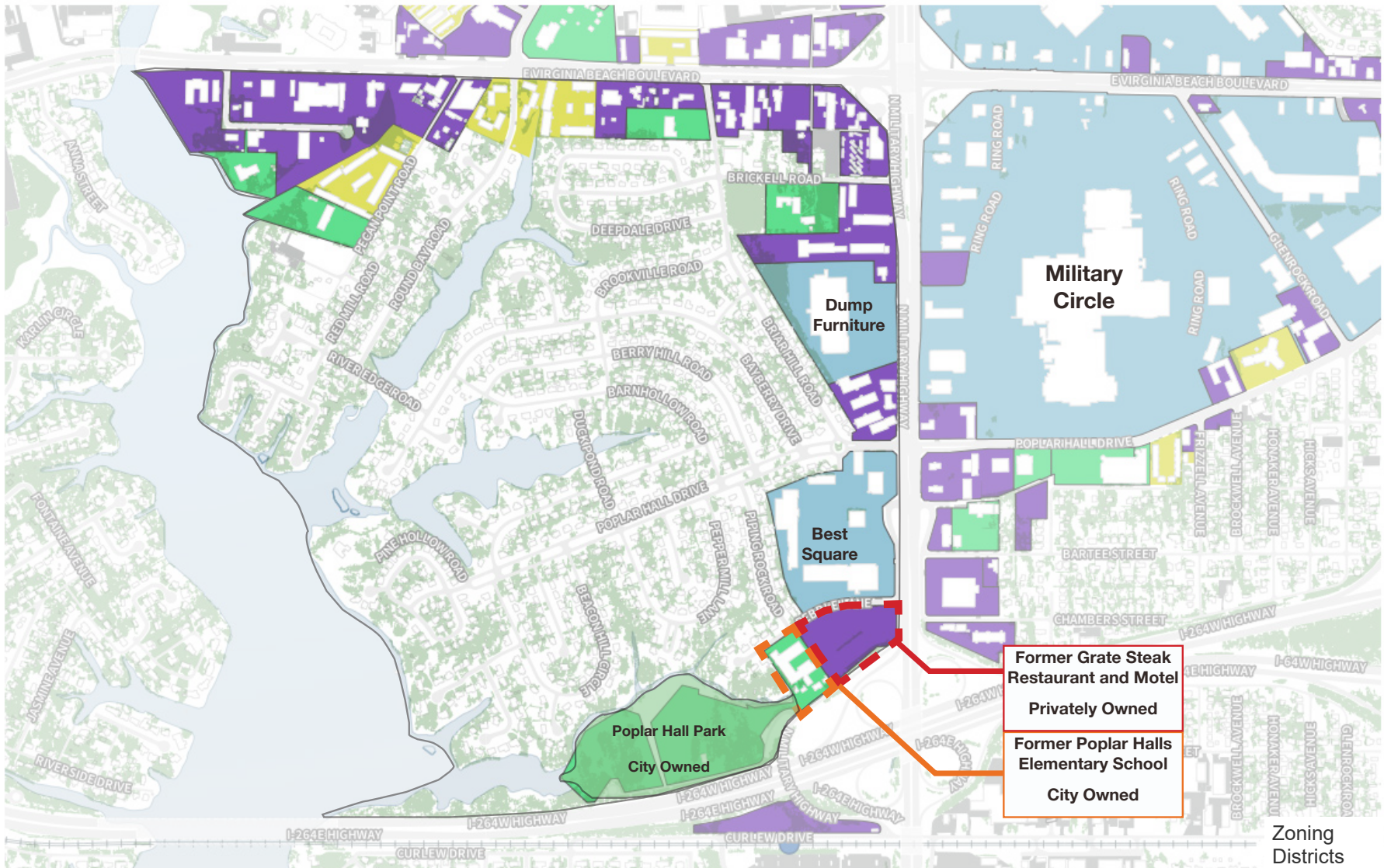
- 1 in 3 Americans are age 50 or older
- By 2030, 1 out of every 5 Americans will be 65+

Click [here](#) for the Full Presentation

REZONING PROCESS



ZONING DISTRICT MAP



POPLAR HALLS - ZONING USES



The map above illustrates the privately-owned property around Poplar Hall. The following pages list what uses private developers can provide on their land by-right, organized by zoning district.

Please contact zamari.k.love@norfolk.gov with any questions.

Zoning Districts

- MF-NS
- C-C
- C-R
- IN

ZONING DISTRICTS - BY-RIGHT USE TABLE

| | | | |
|--|---|---|--|
| <p>Multi-Family Neighborhood Scale</p> | <p>Community Commercial</p> | <p>Multi-Family Neighborhood Scale</p> | <p>Community Commercial</p> |
| <p>Conservation and Open Space Uses Boat ramp Community dock Community garden Park Resource conservation use</p> <p>Household Living Uses *Live/work homes *Multi-family (apartments) Single-family detached homes Single-family, semi-detached homes</p> | <p>Conservation and Open Space Uses *Boat ramp *park *Resource conservation use</p> <p>Household Living Uses *Live/work homes *Multi-family (apartments)</p> <p>Group Living Uses Nursing home *Residential re-entry facility</p> | <p>Household Living Uses Two-family homes (duplex)</p> <p>Group Living Uses Assisted housing *Continuing care retirement community *Fraternity or Sorority house *Rooming house</p> <p>Community Service Uses Community recreation center Day care center - for children</p> | <p>Community Service Uses Broadcasting studio College or University *Commercial communication tower Cultural facility, museum, or library Day care center - for children Day care center - for adults Government hall Hiring hall Membership organization Religious institution</p> |
| <p>Institutional</p> | <p>Regional Commercial</p> | <p>Institutional</p> | <p>Regional Commercial</p> |
| <p>Conservation and Open Space Uses Cemetery Community garden Park Resource conservation use</p> <p>Group Living Uses Assisted housing Continuing care retirement community Nursing home Residential re-entry facility</p> | <p>Conservation and Open Space Uses Boat ramp Park Resource conservation use</p> <p>Household Living Uses *Multi-family (apartments)</p> <p>Group Living Uses Continuing-care retirement community</p> | <p>Community Service Uses Broadcasting studio Commercial communication tower Cultural facility, museum, or library Adult and/or children's day care center Government office Hospice Membership organization Religious institution Elementary school</p> | <p>Community Service Uses Broadcasting studio College or University *Commercial communication tower Cultural facility, museum, or library Day care center - for children Day care center - for adults Government hall Membership organization Religious institution</p> |
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| <p>Community Service Uses *Day care center - for adults or children Government office Hospice *Religious institution</p> <p>Transportation and Utility Uses Minor utility facility</p> <p>Visitor Accommodation Uses *Bed and breakfast *Short-term rental unit</p> | <p>Community Service Uses Vocational or Trade school</p> <p>Transportation and Utility Uses Park-and-Ride facility *Parking Facility Passenger transportation terminal Minor utility facility</p> <p>Commercial Uses *After-hours membership establishment *Banquet hall</p> | <p>Conservation and Open Space Uses Boat ramp Community dock Community garden Park Resource conservation use</p> <p>Household Living Uses *Live/work homes *Multi-family (apartments) Single-family detached homes Single-family, semi-detached homes</p> | <p>Conservation and Open Space Uses *Boat ramp *park *Resource conservation use</p> <p>Household Living Uses *Live/work homes *Multi-family (apartments)</p> <p>Group Living Uses Nursing home *Residential re-entry facility</p> |
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POPLAR HALLS NEIGHBORHOOD

I-264W HIGHWAY

I-264E HIGHWAY



NAVY FEDERAL

I-264W HIGHWAY

COURT

DESIGN WORKSHOP — MARCH 25, 2023

PLANNING

The Poplar Halls Workshop was planned by City Staff, WPA, and the Poplar Halls Civic League leadership. The group met twice to select dates, establish an agenda, procure a location, and determine the topics of discussion.

The event was planned to be inclusive to all residents of the neighborhood and to ensure that all voices would be heard in a (hopefully) crowded room.

ATTENDANCE

More than 45 community members, City staff, and WPA employees were in attendance.

OUTREACH



THE CITY OF NORFOLK
POPLAR HALLS DESIGN WORKSHOP

The City of Norfolk has partnered with Work Program Architects (WPA), to hold a design workshop for the Poplar Halls Elementary site and surrounding areas.

Please join us to help set your vision for the future!

OPEN TO ALL
(Residents, Neighbors, Families, Civic Leagues, Business Associations, Business Owners)
QUESTIONS OR CONCERNS? Email ZaMari.Love@norfolk.gov

WHEN
Sat. March 25
10am-1pm

WHERE
New Life Worship Center
925 Briar Hill Rd.
Norfolk, VA 23502

Food will be provided



700 flyers were distributed to the community



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Social media post advertising the design workshop

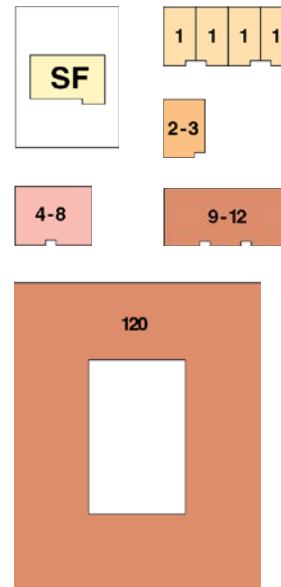
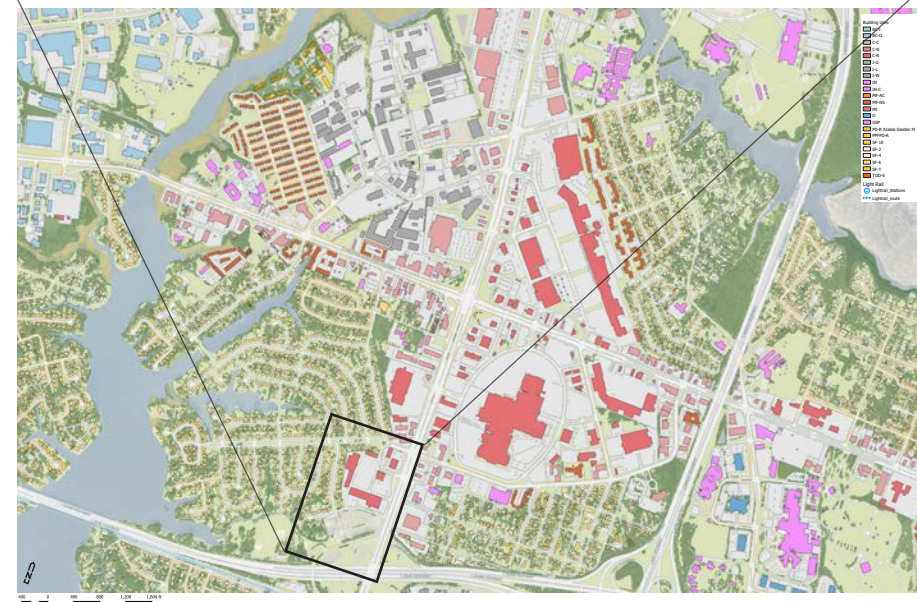
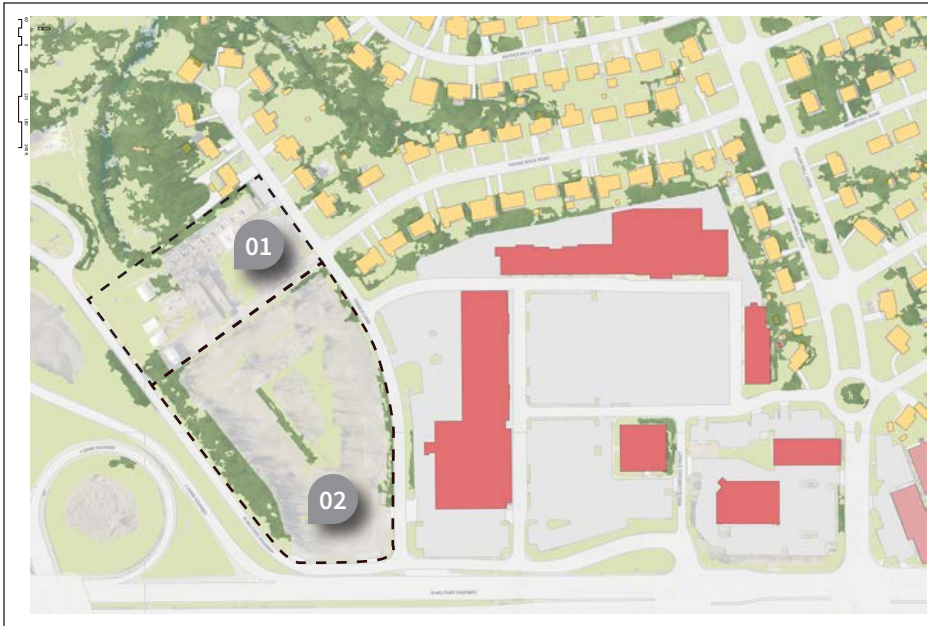
AGENDA

Agenda

- 10:00-10:15AM Welcome
- 10:15-10:20AM Prayer, set intention
- 10:20-10:40AM Presentation
- 10:40-10:45AM Intro to Exercise
- 10:45-11:45AM Design Exercise
- 11:45AM-Noon Table Report-outs
- Noon-1:00PM Closing and Lunch

DESIGN WORKSHOP

TABLE EXERCISE



Following the presentation of zoning processes and residential trends, the main activity for the day was introduced to the attendees.

Each table was provided with 3 maps, a collection of to-scale building footprints, and several sets of sticker icons representing commonly requested community amenities.

A City Staff member or WPA associate was assigned to each table to serve as a facilitator. Their role was to ensure that the participants understood the exercise, make sure that all participants at the table had an opportunity to voice their ideas, and help find answers to questions that participants may have as they thought about the plan.

The participants were tasked with laying out a development plan on the Poplar Halls Elementary School and former Grate Steak/motel sites in a configuration that they thought would be complementary to the existing neighborhood. They were asked to place the various building footprints in the locations that made the most sense to them, and include community amenities wherever they thought them to be most desirable, and also most feasible.

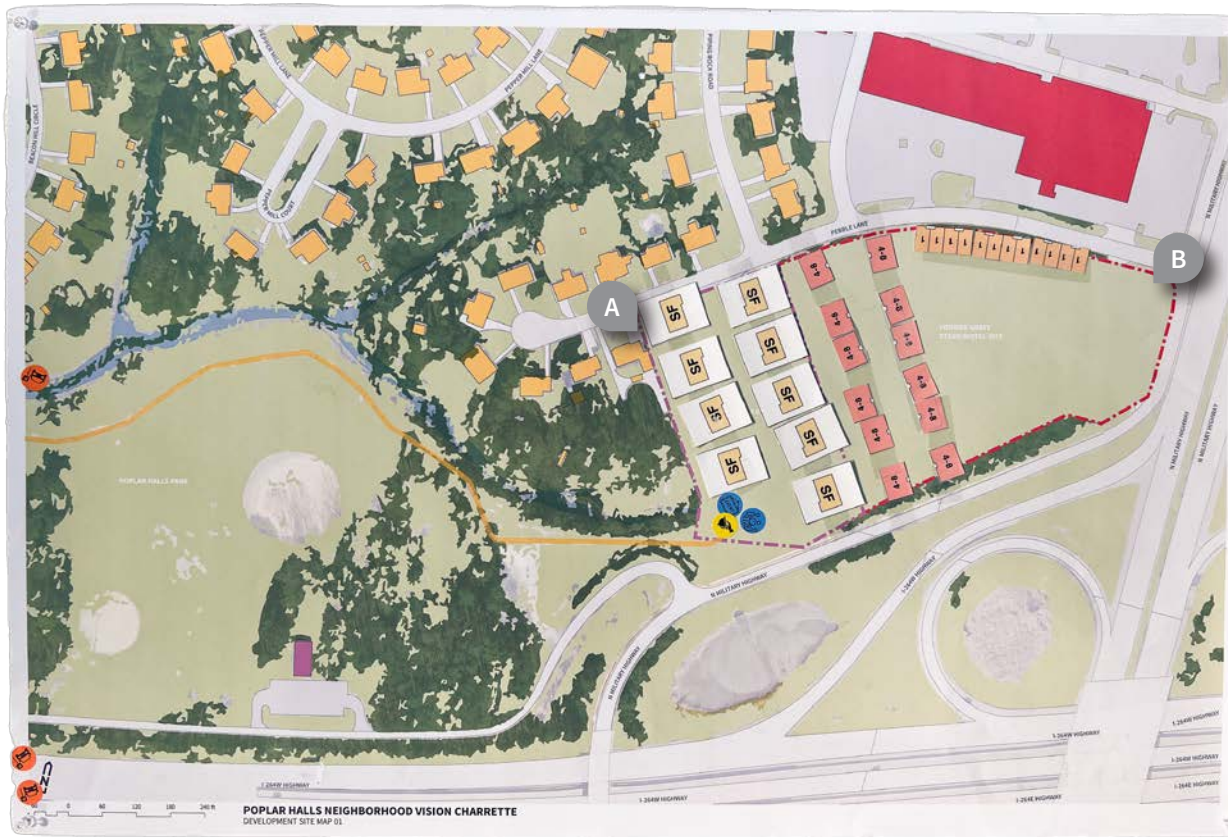
01 FORMER ELEMENTARY SCHOOL

- Site owned by the City of Norfolk.
- Likely to be housing in the future, with a small community component

02 FORMER MOTEL

- Privately owned site
- Likely to be developed in the near future.

GROUP #1



SINGLE FAMILY AND MISSING MIDDLE

Group 1 presented a primarily residential development plan that included some community amenities.

A Poplar Halls Elementary Site

- ▷ Single Family only; 9 units
- ▷ Community center with Event Space, Meeting Room, and Catering functions

B Grate Steak/Motel site

- ▷ Mix of small multifamily and townhouse residential units

GROUP #2



SINGLE FAMILY AND MISSING MIDDLE

Group 2 presented a primarily residential development plan that included some improvements to Poplar Halls Park.

A Poplar Halls Elementary Site

- ▷ Single Family only; 6 units around a cul de sac with improved street lighting

B Grate Steak/Motel site

- ▷ Mix of single family, small multifamily, and townhouse residential units

C Poplar Halls Park

- ▷ 2 sets of public restrooms
- ▷ Improved playground and play courts

GROUP #3



SINGLE FAMILY, MISSING MIDDLE, AND SENIOR CARE FACILITY

Group 3 presented a primarily residential development plan that features a Senior Care Facility, a mix of housing types, and included some improvements to Poplar Halls Park.

A Poplar Halls Elementary Site

- ▷ Single Family fronting on Pebble Lane; 2 units
- ▷ Senior Care Facility with townhouse-style facades that provides Event Space, Meeting Space, Gym, and Catering functions for the community

B Grate Steak/Motel site

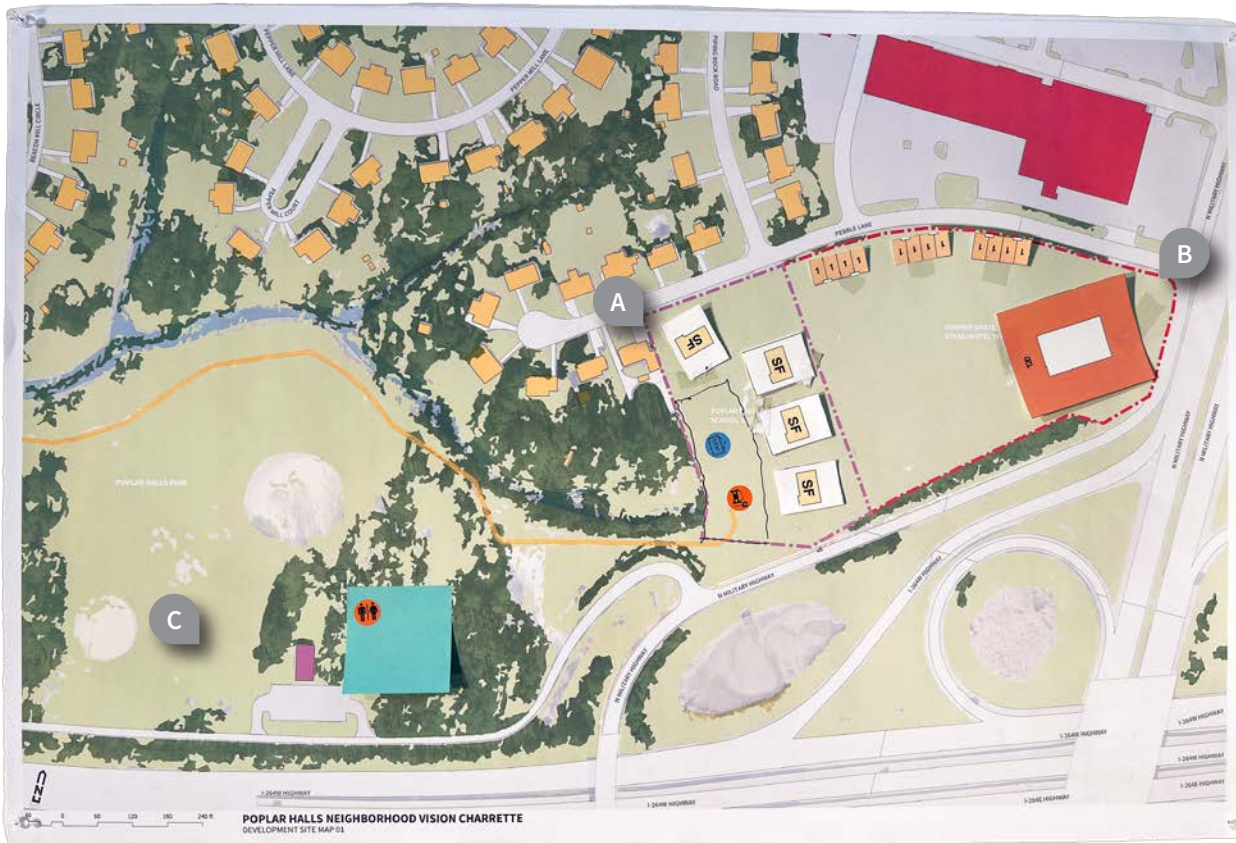
- ▷ Mix of single family and small multifamily buildings connected by walking paths

C Poplar Halls Park

- ▷ 2 sets of restroom facilities
- ▷ Improved playgrounds and play courts
- ▷ Improved walking paths connecting the park to the neighborhood



GROUP #4



MIX OF HOUSING TYPES

Group 4 presented a primarily residential development plan that included community amenities, a mix of housing types, and some improvements to Poplar Halls Park.

A Poplar Halls Elementary Site

- ▷ Single Family only; 4 units
- ▷ A community Event Space with Parking

B Grate Steak/Motel site

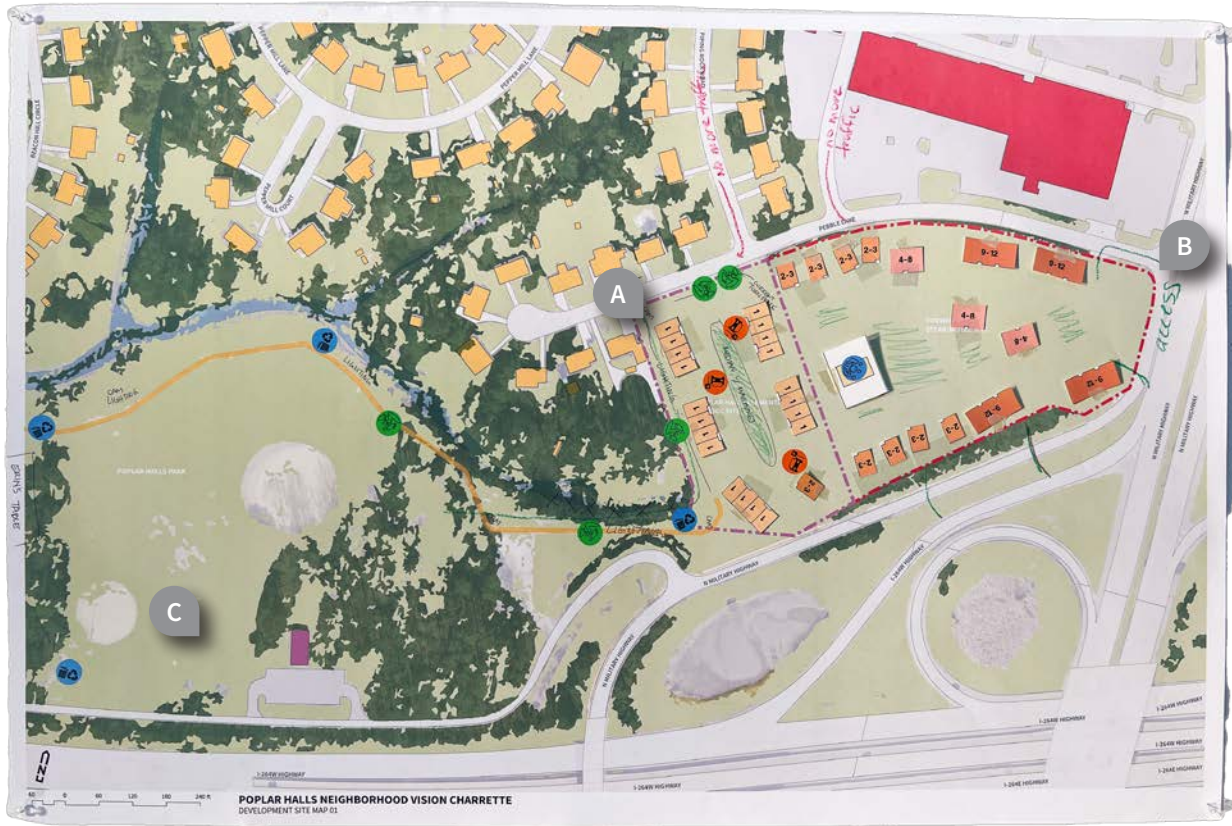
- ▷ Mix of townhouses and a large apartment building

C Poplar Halls Park

- ▷ Restroom facilities



GROUP #5



MISSING MIDDLE DEVELOPMENT

Group 5 presented a Missing Middle residential development plan with community amenities and some improvements to Poplar Halls Park.

A Poplar Halls Elementary Site

- ▷ Mix of townhouses and small multifamily buildings around a shared parking lot and green space with central mailboxes

B Grate Steak/Motel site

- ▷ Mix of small multifamily buildings with a community Meeting Space
- ▷ Vehicular access is provided from Military Highway to alleviate traffic on neighborhood streets

C Poplar Halls Park

- ▷ Improved walking paths with lighting, safety cameras, and trash cans

GROUP #6



MIXED USE DEVELOPMENT

Group 6 presented a mixed use development plan with community amenities and some improvements to Poplar Halls Park.

A Poplar Halls Elementary Site

- ▷ Low density mixed use senior living buildings with ground floor retail
- ▷ Playground, Event Space, Tot Lot

B Grate Steak/Motel site

- ▷ Mix of low density mixed use and single family housing

C Poplar Halls Park

- ▷ Improved play areas and play courts
- ▷ Restroom facilities

GROUP #7



SINGLE FAMILY AND MISSING MIDDLE

Group 7 presented a mixed use development plan with single family housing, mixed-use buildings, and some community amenities.

A Poplar Halls Elementary Site

- ▷ Low density single family houses

B Grate Steak/Motel site

- ▷ Mix of by-right development types to include small multifamily/mixed-use buildings and large mixed-use building near Military Highway
- ▷ Community amenities like Event Space with Catering Kitchen



GROUP THEMES — PLAN A



Both groups 5 and 6 designed a site that locates residential buildings around a park-like setting with trails to connect the Poplar Halls neighborhood to Poplar Halls park.

NEIGHBORHOOD AMENITIES

- Walking Trails with lighting
- Parking
- Event Space
- Fitness Equipment
- Playground

RESIDENTIAL BUILDINGS

- | | |
|---------------------------------|--------------------------|
| ▷ Former Elementary School Site | ▷ Grate Steak/Motel site |
| • Townhomes | • Public Residence* |
| • Duplexes/Triplexes | • Duplexes/Triplexes |
| • 3-story Missing Middle | • 3-story Missing Middle |

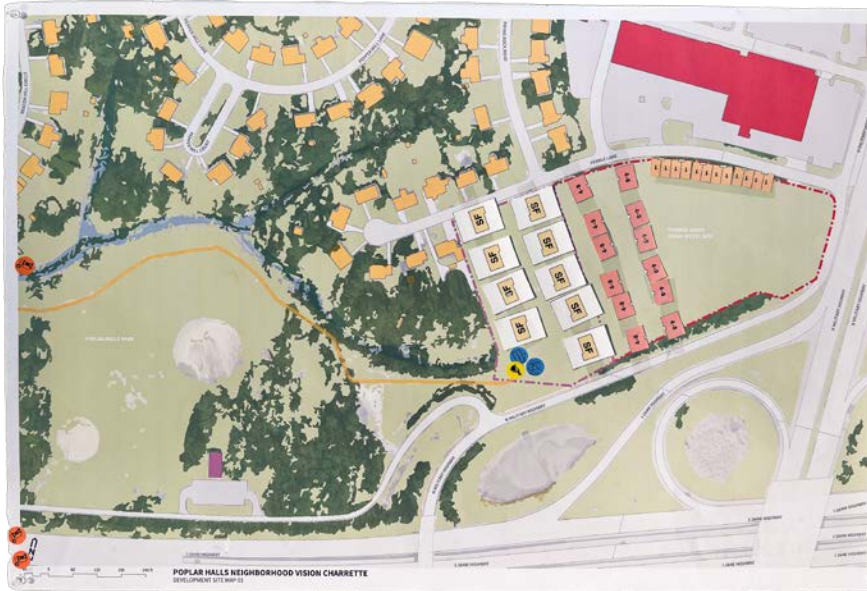
*Each group labeled a residential building with public functions. While both groups, didn't put all the functions below in one building, they noted that a building in this area to provide these services would be most appropriate to the Poplar Halls community:

- 2-3 story senior living facility with a spacious layout of rooms
- Meeting Hall
- Catering Kitchen

POPLAR HALLS PARK AMENITIES

- Tot Lot — children's playground
- Public Restrooms
- Trash/Recycling Receptacles
- Playground

GROUP THEMES — PLAN B



Groups 1 and 2 both designed a site that extends the neighborhood character of Poplar Halls with single-family homes at the end of Piping Rock Rd. Both groups located townhomes and small apartments at the edge of the neighborhood that's closest to Military Highway.

NEIGHBORHOOD AMENITIES

- Sidewalks with lighting
- Parking
- Event Space
- Fitness Equipment
- Playground

RESIDENTIAL BUILDINGS

- | | |
|--|---|
| ▷ Former Elementary School Site | ▷ Grate Steak/Motel site |
| <ul style="list-style-type: none"> • Single-Family Homes • Event Space • Meeting Hall • Catering Kitchen | <ul style="list-style-type: none"> • Single-Family Homes • Townhomes • 3 to 4-story Missing Middle |

POPLAR HALLS PARK AMENITIES

- Tot Lot — children's playground
- Public Restrooms
- Sports courts

GROUP THEMES — PLAN C



Group 3 designed a site that creates a single-family residential character along the edge of Pebble Lane, with a mix of 4-8 unit apartment buildings in the section of the site closest to Military Highway.

NEIGHBORHOOD AMENITIES

- Walking Trails and Paths

RESIDENTIAL BUILDINGS

- ▷ Former Elementary School Site
 - Single-Family Homes
 - Senior-Living Facility*
- ▷ Grate Steak/Motel site
 - Single-Family Homes
 - 3 to 4-story Missing Middle

*The largest building this group proposed is a 3-story senior-living facility with a parking garage in the center to serve the senior living aspects and a variety of public amenities on the first floor:

- Indoor Gym
- Event Space
- Meeting Rooms
- Catering Hall

POPLAR HALLS PARK AMENITIES

- Public Restrooms
- Walking trails
- Fitness Equipment
- Sports courts

GROUP THEMES — PLAN D



Groups 4 and 7, both designed a site that extends the neighborhood character of Poplar Halls with single-family homes at the end of Piping Rock Rd. Both groups located townhomes and a large apartment or other by-right development at the edge of the neighborhood that's closest to Military Highway.

RESIDENTIAL BUILDINGS

- ▷ Former Elementary School Site
 - Single-Family Homes
 - Event/Meeting Space
- ▷ Grate Steak/Motel site
 - Townhomes
 - By-right development
 - Restaurant

POPLAR HALLS PARK AMENITIES

- Public Restrooms



PLAN OPTIONS

The WPA team took these 4 themes and developed suggested Plan Options based on the concepts developed by the participants in the Design Workshop. These Plan Options all assume development that precedes significant improvements to the off-ramp intersection at Military Highway and the feeder road. Future improvements could provide better access to the new development.

The Plan Options are intended to summarize the community preferences for new development into a form that developers can use to produce plans and pro formas. The community may choose to keep all 4 options, or consolidate them down to 1 or 2 options.



Plan Option A envisions a neighborhood of small-scale buildings, no taller than 3 stories, that are arranged around small parks for people to gather and walk amongst trees and well-lit sidewalks.

This plan locates townhomes closest to the existing Poplar Halls community, arranged around a lush median with parallel parking where the Poplar Halls elementary school was formerly located. A community Event Space is located behind the townhomes, with a large lawn for outdoor events. This plan suggests an event space and catering kitchen for a commercial use.



Plan Option B illustrates a residential neighborhood that contains homes the size of typical Poplar Halls homes, townhomes with balconies, as well as small apartment buildings of 3 stories.

There were a few Poplar Halls resident groups that felt comfortable with single-family homes next to townhomes, and small apartments of 2-3 stories. This plan option reflects that idea, with one house on the block devoted to meeting space, event space, and a catering hall for the community.



Plan Option C depicts an extension of the typical Poplar Halls home size and scale along Pebble Lane. Traveling along Pebble Lane, this plan introduces a street at the intersection of Best Square and Pebble Lane. Turning down that street, this plan proposes a mixture of small apartments and single-family homes.

There is one large building along this new street, tucked behind the new Pebble Lane homes, that is proposed to be a senior living facility with outdoor space for seniors and event/meeting spaces for the Poplar Halls neighborhood.



Plan Option D lays out a neighborhood that Poplar Halls resident groups felt would be most compatible with a commercial by-right development building.

The plan locates the by-right development on the western half of the site, insulating the residential buildings from the Military Highway traffic. Residential homes here are either townhomes or single-family homes with yards. One of those single-family homes is proposed to be a community catering kitchen and event space.

PLAN OPTION A

Former Grate Steak/Motel Site
Privately-Owned

Former Poplar Halls Elementary
School Site / City-Owned



1. This plan option illustrates a concept of townhomes and a triplex surrounding a tree-lined median with ample parallel parking
2. A central community event space and green space is lined by duplexes, triplexes, and 4-6 unit buildings
3. This plan features 3 entrances. One entrance is connected to Poplar Halls, and the other 2 entrances are located along the N Military Highway feeder lane.
4. Taller buildings are on the perimeter of the neighborhood, creating a residential buffer from the traffic along Military Highway

1 1 1 1 16
Townhomes

2-3 7
Triplexes

4-8 2
Small Apts.

9-12 5
Medium Apts.

1
Event Space

UNIT COUNT: 83-113 HOMES

PLAN OPTION B

Former Grate Steak/Motel Site
Privately-Owned

Former Poplar Halls Elementary
School Site / City-Owned



1. This plan option illustrates a concept of a residential community of single-family detached homes, townhomes, and small apartments
2. A community meeting house and catering kitchen is also along the median, creating a semi-public space near Poplar Halls Park.
3. This plan features 4 vehicular entrances. One entrance is connected to Poplar Halls, another is connected to Best Square, and 2 access the N Military Highway feeder lane.

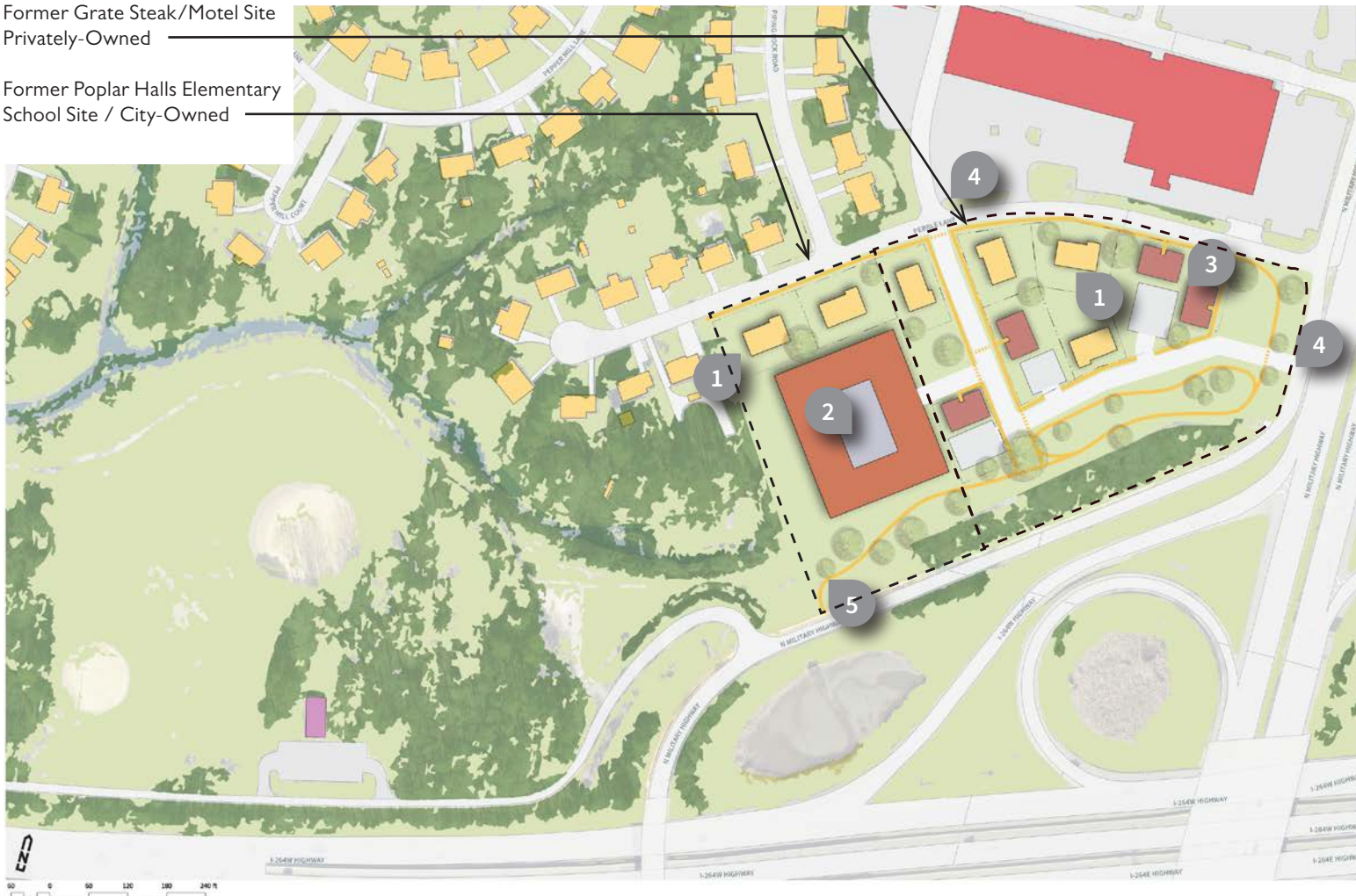
| | | | | | | | |
|----|-------|---------|-----------|-----|-------------|---|-------------|
| SF | 10 | 1 1 1 1 | 8 | 4-8 | 6 | 1 | 1 |
| | Homes | | Townhomes | | Small Apts. | | Event Space |

UNIT COUNT: 42-66 HOMES

PLAN OPTION C

Former Grate Steak/Motel Site
Privately-Owned

Former Poplar Halls Elementary
School Site / City-Owned



1. This plan option shows an extension of typical Poplar Halls style homes along Pebble Lane.
2. Senior-living facility, in the form of a medium apartment building, is proposed here. A structured parking garage is accessible for community amenities inside the building: a catering kitchen, meeting rooms, gym, and event space.
3. 4-6 unit buildings are at the perimeter of this plan option, insulating the homes from the traffic along Military Highway.
4. This plan features 2 entrances. One entrance is connected to Best Square, and the other is along the N Military Highway.
5. Walking paths connect the neighborhood to Poplar Halls park.



UNIT COUNT: 56-72 HOMES

PLAN OPTION **D**

Former Grate Steak/Motel Site
Privately-Owned

Former Poplar Halls Elementary
School Site / City-Owned



1. This plan option illustrates a concept of single-family homes along the western edge to match the character of Poplar Halls at Piping Rock Rd and Pebble Ln.
2. Townhomes at the nexus of Best Square and Poplar Halls create a slightly denser residential character along Pebble Lane.
3. A community event space is located between the neighborhood and Poplar Hall park
4. This plan features 4 vehicular entrances. One entrance is connected to Poplar Halls, another is connected to Best Square, and 2 access the N Military Highway feeder lane.
5. Tree-lined walking trails connect the neighborhood to Poplar Halls Park.
6. This plan offers the easternmost edge for by-right development



UNIT COUNT: 19-139 HOMES

NEXT STEPS

1

The Poplar Halls Design Workshop Report will be posted on the City's website under the Department of Housing and Community Development, Planning (adopted plans) and on the Economic Development Authority's website. This will allow interested developers to see the community's vision for the site. It will provide a layer of predictability that will give developers the confidence to spend time and money developing design options for the community to review.

2

If a developer comes forward with a proposal, City of Norfolk staff and elected officials will be able to point them toward a pre-vetted plan, process, and the Poplar Halls Civic League Steering Committee.

3

Developers will understand the need for community buy-in before a project is presented at City Council for sale of the city-owned land.

4

Department of Housing and Community Development will market the city-owned site in collaboration with the Poplar Halls Civic League Steering Committee



GLOSSARY / TERMS

Subsidized Housing: A generic term covering all federal, state or local government programs that reduce the cost of housing for low- and moderate-income residents.

LIHTC: Many for-profit and nonprofit-developed rental properties use these federal income tax credits. These apartments serve residents below 60% of median income.

Housing Choice Vouchers: This federal program is administered by the local housing authority. Eligible tenants receive vouchers they can use to help them pay for apartments in the private market.

Inclusionary Housing: Inclusionary housing policies mandate or encourage new housing construction to include a set percentage of affordable housing units.

Entitlements: Legal process to grant a developer the right to proceed with a development.

By-Right Development: Development conforms with existing zoning and may proceed with no required public process.

Pro forma: Financial assumptions and projections used to determine whether a development is financially feasible.

Rezoning: Changing the zoning district designation of a piece of property to accommodate a different use or development type.

Market Rate Housing: Housing that is rented or sold without subsidy at values that are based on size, location, and demand.

Affordable Housing: Housing for which the occupant is paying no more than 30% of their gross income (per U.S. Department of Housing and Urban Development).

ZONING LINKS

Planning Commission Public Hearing

Procedure: https://www.norfolkva.gov/NorfolkZoningOrdinance/Content/Norfolk-ZO/2_3_Standard_Review_Procedures.htm#_Ref490724234

ERP PLAN

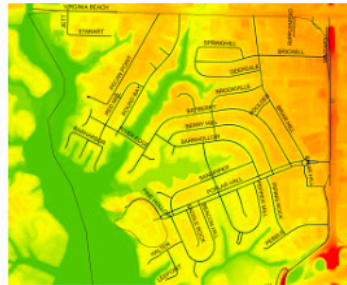
GSVS 2018 CAPSTONE
IN COLLABORATION WITH:
WETLANDS WATCH
ELIZABETH RIVER PROJECT
CITY OF NORFOLK

COASTAL RESILIENCE STRATEGIES POPLAR HALL COMMUNITY - NORFOLK, VA

HALEY LIEBERMAN
RACHEL VADHAN
SCOTT GILB
RHAUDE DAHLINGHAUS
WILL SOUTHWARD

ISSUE: WHY POPLAR HALL?

The UVA Research team is working in collaboration with two non profits (Wetlands Watch and the Elizabeth River Project), as well as the City of Norfolk in order to develop strategies for coastal resilience in the Poplar Hall Civic League of Norfolk, VA. The City of Norfolk has various initiatives to improve their coastal resilience in light of the predicted sea level rise in the area. Poplar Hall is a small neighborhood, located on the Eastern Branch of the Elizabeth River Project. The Eastern Branch struggles with poor water quality, and the coastal neighborhoods suffer from inadequate stormwater management and tidal flooding events on a regular basis. While the neighborhood has many valuable assets including the loyal residential community, a large public park, many vegetated yards and scenic waterfront properties, there are many potential improvements. The research team hopes to address issues of water quality, coastal erosion, accessibility, and flooding with multifaceted and sustainable solutions.



GIS Map showing elevation in the area—all elevations fall within 7 feet of sea level.

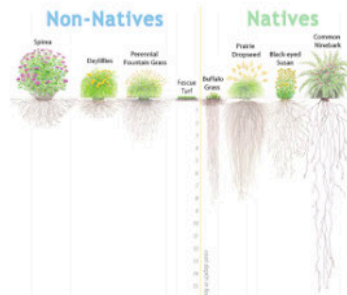
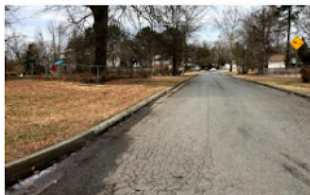


Diagram demonstrating the drastically improved infiltration capabilities of native species in comparison to non natives.



Retention Pond nearly at the same elevation as the road—extremely subject to flooding.



Very few storm drains—primarily reliant on above ground flow and infiltration into private yards.



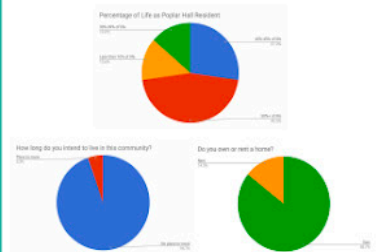
Flooded walking path in Poplar Hall Park, the largest public space in the neighborhood.



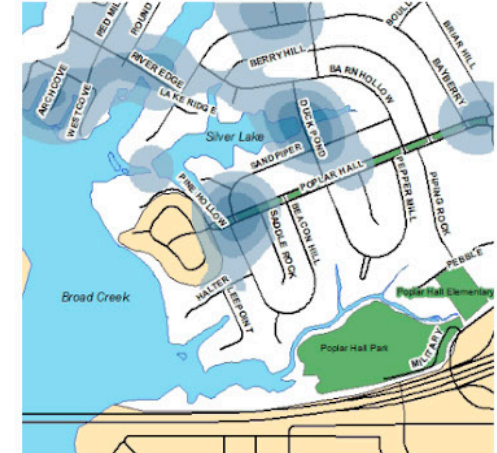
Underutilized space in Poplar Hall Park—outdated and children's playground in need of repair.

METHODOLOGY: COMMUNITY ENGAGEMENT AND FEEDBACK PROCESS

The first of three community meetings prioritized observation, surveying, and listening to the community. The goal was to learn what assets the community wanted to preserve, and what problems they were most eager to address and resolve. Findings from the survey demonstrated the strong presence of a committed pool of long term residents, ready to address flooding issues. The research team gathered data of points of (1) green space, (2) stormwater management issues, and (3) flooding, through an interactive map activity at the public meeting. Using GIS, the data was analyzed and interpreted in combination with the data gathered from surveys and discussion in order to design possible solutions to propose to the residents at the following public meeting.



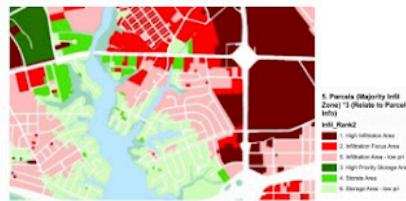
GIS Map that compiles the mentioned points with water related issues in the Poplar Hall neighborhood.



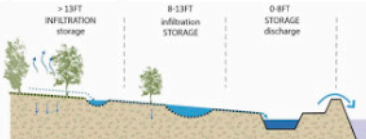
"Heat map" depicting the areas with the most dense collection of mentioned water-related issues—crucial to determining locations for action.

PROPOSED SOLUTIONS: THREE-PRONGED STRATEGY

1. STORM-WATER TREATMENT TRAIN



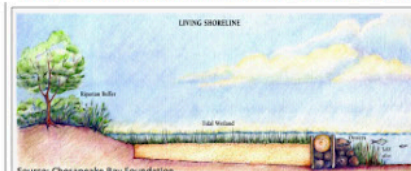
In order to address the issues of frequent flooding at certain locations indicated by the residents, the research team proposes that a more holistic approach to stormwater management must be adopted. The storm-water treatment train is a practice that considers each key phase of the process of draining water. Using public comments, and the map pictured above, the team proposed ideal spots for infiltration tactics and storage tactics including rain gardens, bioswales, rain barrels, etc. Overall, the strategy seeks to infiltrate water on site, rather than relying on over-road transport.



2. ECOLOGICAL RESTORATION



In order to address issues related to water quality, and invasive species, the team proposed living shorelines as a tactic to address ecological problems. Invasive geese were one of the most frequently mentioned complaints, and remarkably, the best tactic for deterring geese is also a strategy for improving water quality and protecting shorelines. Living shorelines can be on public property, as well as private property—serving as a way to mobilize and give agency to residents.



3. ECO-PARK RESTORATION



The final strategy seeks to make the largest public space of the neighborhood—Poplar Hall Park—into a space that passively infiltrates water and improves water quality even while the Park is empty. The group also proposed a way to improve accessibility to the park, by making a shorter, safer, green "walkway". The inclusion of rain gardens and native trees will improve aesthetics, insulate the park from the highway to create a sense of place, improve water quality, protect shorelines, and provide water storage and flood relief during storm events.



PARKS AND RECREATION MASTER PLAN

COMMUNITY PARKS

The team evaluated eight of the ten community parks; Tarrallton Park and Triangle Park were excluded by Department staff when conducting assessments. Assessment scores range from 3% of total possible points for Bay Oaks Park to 51% for Barraud Park. Issues for Barraud Park include inadequate access and poor condition of parking, hard courts, and sidewalks. Improvements to vehicular access and parking availability are also needed, as well as improvements to safety and community connections.

There were some general themes observed in many of the parks, the primary including the need for improved ADA access, enhanced safety, and

expanded linkages and connections. Many of the hard courts are in poor condition, facilities and equipment need maintenance or replacement, and parking areas require repair.

All of the sites except Barraud Park can support infill of amenities, with the Linear Park at Outlet Mall, Ballentine Park, and Lakewood Park having significant opportunities to develop multiple amenities. Many of the sites would support the conversion of marginalized spaces into environmental performance areas. Seven of the eight sites evaluated would benefit from increased connectivity, both loop trails within the park and pedestrian/bike linkages with the surrounding area.

| CONDITION - Community Parks | | | |
|-----------------------------|---------------|-----------------|----------|
| Facility Name | Overall Score | Potential Total | % Issues |
| Bay Oaks Park | 2 | 60 | 3% |
| Linear Part at Outlet Mall | 6 | 52 | 13% |
| Ballentine Park | 16 | 52 | 31% |
| Lakewood Park | 25 | 72 | 35% |
| Northside Park | 31 | 80 | 39% |
| Poplar Hall Park | 27 | 68 | 40% |
| Lafayette Park | 33 | 72 | 46% |
| Barraud Park | 37 | 72 | 51% |

- Aging sports fields, hard courts, and sports equipment such as field fencing and backstops are in poor condition, needing repair or replacement
- Damaged turf at dog parks
- Faded striping and damaged parking areas
- General appearance and upkeep of facility
- Infill development opportunities ranging from small to significantly sized areas.
- Lack of adequate storm water infrastructure (conveyance, detention, treatment)
- Lack of or inconsistency in the design of site furnishings
- Lack of or limited internal park loop trails
- Outdated or lack of park master plans
- Poor neighborhood connectivity
- Parking shortages during peak use periods at special event parks
- Underutilized areas could be developed for habitat, stormwater, and/or flood management services.



Ballentine Park
Basketball court with poor drainage and missing backboard



Poplar Hall Park
Aging play equipment on substandard playground safety surfacing and extents

THE BREEDEN PROPOSAL AND PROCESS

PREVIOUS DEVELOPMENT PROPOSAL

The Breeden Company developed a proposed site plan for the Grate Steak/ motel site and the Poplar Halls Elementary School site in early 2021 and coordinated with City departments to verify the feasibility of the project through the spring.

The Utilities Department requested that Breeden construct 1,500 linear feet of water line and 1,700 linear feet of sewer line. The Transit Department requested that Breeden construct 500 linear feet of 44-foot-wide streets, with 7-foot verges and 5-foot-wide sidewalks (68 feet total width of right-of-way to be dedicated back to the city) plus 1,105 linear feet of multi-use path to connect the new development to Poplar Halls Park. Breeden agreed to these requests and began cost-estimating the project and pursuing an agreement with the City of Norfolk to purchase the land.

During this entitlements process, Breeden met with the Poplar Halls Civic League and heard their concerns about promises made by previous elected officials to construct a community center on the Poplar Halls Elementary School site. Breeden revised their plan to include a 6,000 square foot community center with a swimming pool.

This plan was presented to the City Council with speakers advocating against the sale of the land in favor of holding it for a developer who would be able to build a 30,000+ square foot community center. Ultimately, Breeden concluded that there was too much risk and too little predictability in the entitlements process and abandoned the property acquisition.

THE BREEDEN PROPOSAL AND PROCESS

PROPOSED DEVELOPMENT

1. New 6,000 square foot Poplar Halls Community Center
 - ▷ Outdoor pool and cabana
 - ▷ Large meeting room
 - ▷ Club room and kitchen
 - ▷ Fitness room, locker room with restrooms and showers
 - ▷ Drop-off loop and parking
2. Enhanced trail network within the neighborhood and trail connection to Poplar Hall Park and the Tide station
3. 3 new single family homes for sale
4. 48 new small-scale Missing Middle homes
5. Apartments on Military Highway: 181 units
 - ▷ 56 – 1 bedroom
 - ▷ 69 – 2 bedrooms
 - ▷ 56 – 3 bedrooms
6. Apartments around pool: 120 units
 - ▷ 36 – 1 bedroom
 - ▷ 44 – 2 bedrooms
 - ▷ 40 – 3 bedrooms
7. New intersections and street configuration at Military Highway to allow access without increasing traffic on Piping Rock Rd.





PROPOSED DEVELOPMENT — EXTENDED TO INCLUDE BEST SQUARE SHOPPING CENTER

1. New 6,000 square foot Poplar Halls Community Center
 - ▷ Outdoor pool and cabana
 - ▷ Large meeting room
 - ▷ Club room and kitchen
 - ▷ Fitness room, locker room with restrooms and showers
 - ▷ Drop-off loop and parking
2. Enhanced trail network
3. 18 new single family homes for sale
4. 140 new small-scale Missing Middle homes
5. Apartments on Military Highway: 181 units
 - ▷ 56 – 1 bedroom
 - ▷ 69 – 2 bedrooms
 - ▷ 56 – 3 bedrooms
6. Apartments around pool: 120 units
 - ▷ 36 – 1 bedroom
 - ▷ 44 – 2 bedrooms
 - ▷ 40 – 3 bedrooms
7. New neighborhood pocket park
8. Roundabout to slow traffic
9. New intersections and street configuration at Military Highway
10. New mixed-use commercial development with retail, services, and office with residential above
 - ▷ 525 total units
 - ▷ 44,000 square feet commercial

ZAV HOUSING MARKET REPORT (MILITARY HIGHWAY)

AN ANALYSIS OF RESIDENTIAL MARKET POTENTIAL
 The Military Circle Study Area
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—OPTIMUM MARKET POSITION: MILITARY CIRCLE STUDY AREA—

What are the rents and prices and unit sizes and configurations that match target household preferences?

As detailed in the preceding section, an annual average of 483 target households—349 potential renters, 55 potential condominium purchasers, and 79 potential townhouse purchasers—comprise the annual potential market for new workforce and market-rate rental and ownership housing units in the Military Circle Study Area each year over the next five years.

Based on the target households' financial capabilities and housing preferences, the optimum market position for new workforce and market-rate rental and for-sale housing units within the Military Circle Study Area is summarized on the following table (see also Table 10 following the text):

| Optimum Market Position MILITARY CIRCLE STUDY AREA City of Norfolk, Virginia | | | | |
|--|--------------------|--------------------|-------------------|-----------------------------|
| PERCENT MIX | UNIT CONFIGURATION | BASE RENT/PRICE | UNIT SIZE | BASE RENT/PRICE PER SQ. FT. |
| MULTI-FAMILY FOR-RENT | | | | |
| Workforce (60 to 80% AMI) | | | | |
| 35% | 1br/1ba | \$1,000 to \$1,200 | 550 to 700 sf | \$1.71 to \$1.82 |
| 30% | 2br/1ba | \$1,400 to \$1,550 | 800 to 950 sf | \$1.63 to \$1.75 |
| 35% | 2br/2ba | \$1,600 to \$1,650 | 1,000 to 1,050 sf | \$1.57 to \$1.60 |
| Market-Rate (80% AMI and up) | | | | |
| 35% | 1br/1ba | \$1,400 to \$1,650 | 650 to 800 sf | \$2.06 to \$2.15 |
| 40% | 2br/2ba | \$1,950 to \$2,100 | 950 to 1,100 sf | \$1.91 to \$2.05 |
| 25% | 3br/2ba | \$2,350 to \$2,650 | 1,250 to 1,300 sf | \$1.88 to \$2.04 |

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ZIMMERMAN/VOLK ASSOCIATES, INC.

AN ANALYSIS OF RESIDENTIAL MARKET POTENTIAL
 The Military Circle Study Area
 The City of Norfolk, Virginia
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| PERCENT MIX | UNIT CONFIGURATION | BASE RENT/PRICE | UNIT SIZE | BASE RENT/PRICE PER SQ. FT. |
|---|--------------------|------------------------|-------------------|-----------------------------|
| MULTI-FAMILY FOR-SALE | | | | |
| Market-Rate (100% AMI and up) | | | | |
| 40% | 1br/1ba | \$225,000 to \$250,000 | 800 to 900 sf | \$278 to \$281 |
| 40% | 2br/2ba | \$265,000 to \$275,000 | 1,100 to 1,150 sf | \$239 to \$241 |
| 20% | 3br/2ba | \$285,000 to \$295,000 | 1,250 to 1,450 sf | \$203 to \$228 |
| SINGLE-FAMILY ATTACHED FOR-SALE | | | | |
| Workforce (80 to 100% AMI) | | | | |
| 45% | 2br/1.5ba | \$245,000 to \$250,000 | 1,200 to 1,300 sf | \$192 to \$204 |
| 55% | 3br/1.5ba | \$265,000 to \$285,000 | 1,350 to 1,450 sf | \$196 to \$197 |
| Market-Rate (100% AMI and up) | | | | |
| 50% | 2br/2.5ba | \$295,000 to \$315,000 | 1,350 to 1,450 sf | \$217 to \$219 |
| 50% | 3br/2.5ba | \$340,000 to \$375,000 | 1,550 to 1,750 sf | \$214 to \$219 |

SOURCE: Zimmerman/Volk Associates, Inc., 2021.

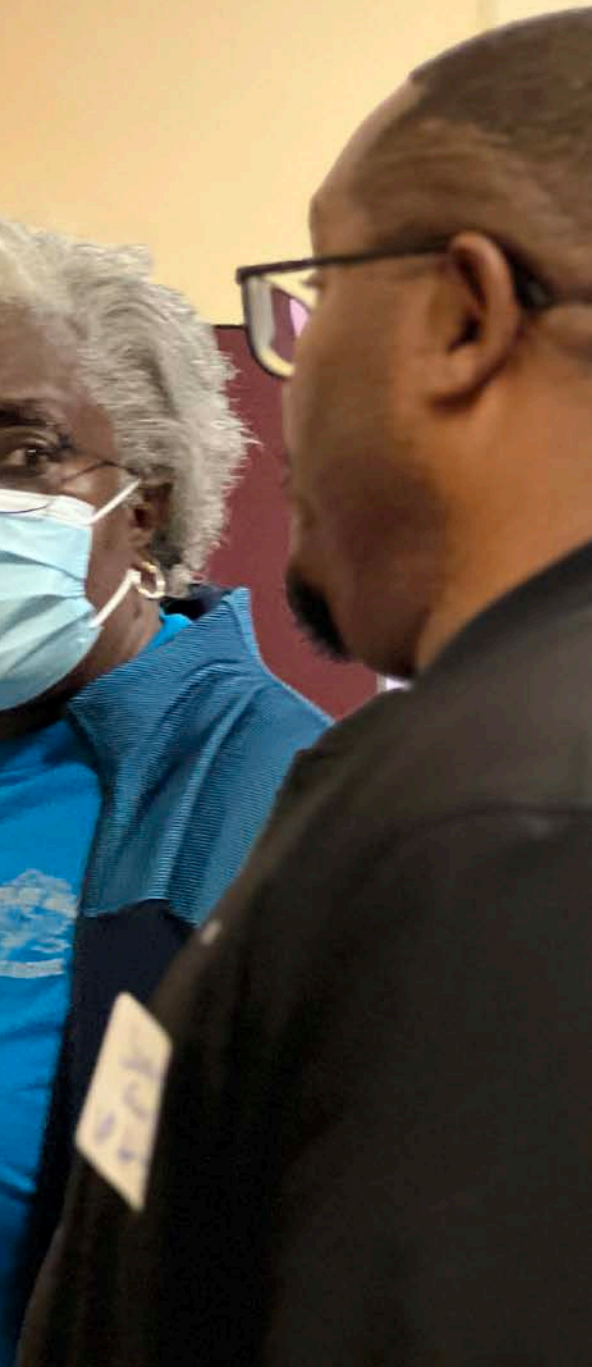
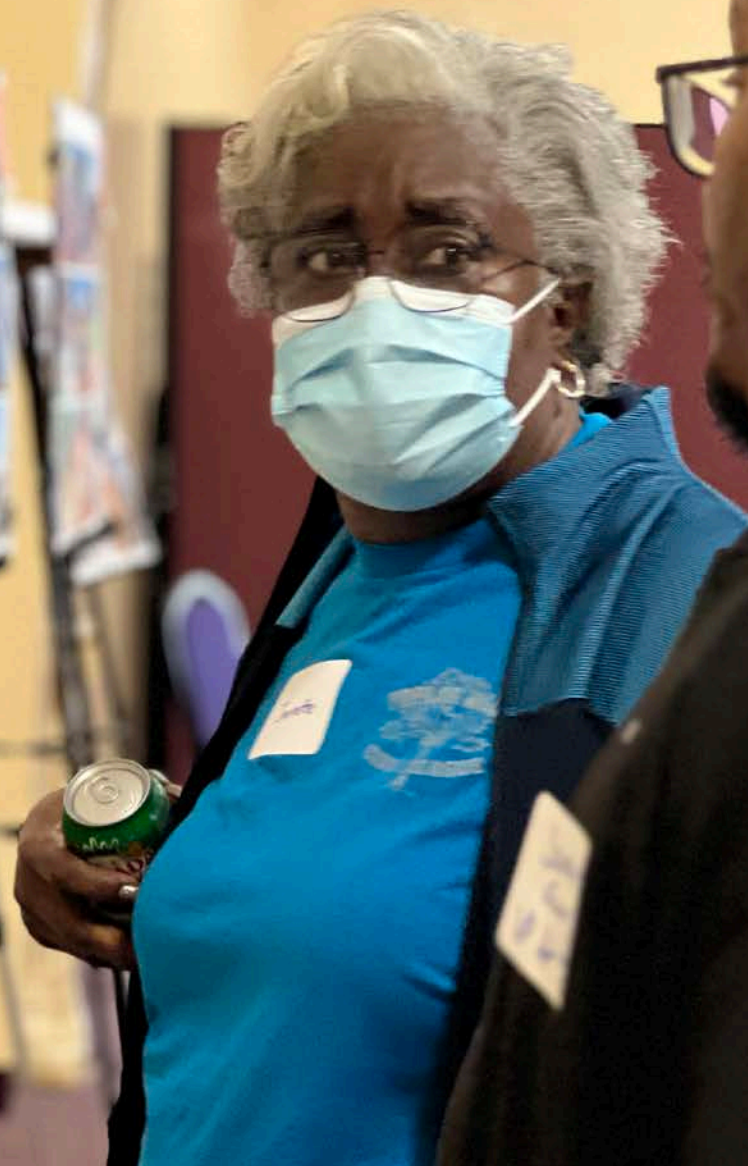
Based on the mix of unit types, sizes, and rents/prices outlined above, the weighted average rents and prices for each of the housing types are shown on the following table:

Weighted Average Base Rents/Prices and Size Ranges
 MILITARY CIRCLE STUDY AREA
 City of Norfolk, Virginia

| HOUSING TYPE | WEIGHTED AVERAGE BASE RENTS/PRICES | WEIGHTED AVERAGE UNIT SIZE | WEIGHTED AVERAGE BASE RENTS/PRICES PER SQ. FT. |
|-----------------------|------------------------------------|----------------------------|--|
| MULTI-FAMILY FOR-RENT | | | |
| Workforce | \$1,395 | 839 sf | \$1.66 psf |
| Market-Rate | \$1,966 | 982 sf | \$2.00 psf |
| MULTI-FAMILY FOR-SALE | | | |
| Market-Rate | \$261,000 | 1,060 sf | \$246 psf |

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ZIMMERMAN/VOLK ASSOCIATES, INC.



FOR MORE INFORMATION

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Department of Housing & Community Development: Marcia.McGill@norfolk.gov

Poplar Halls Civic League: PoplarHallsCivicLeague@gmail.com

