

# Norfolk's Layered Approach to Developing Missing Middle Housing

---

Paula M. Shea, AICP

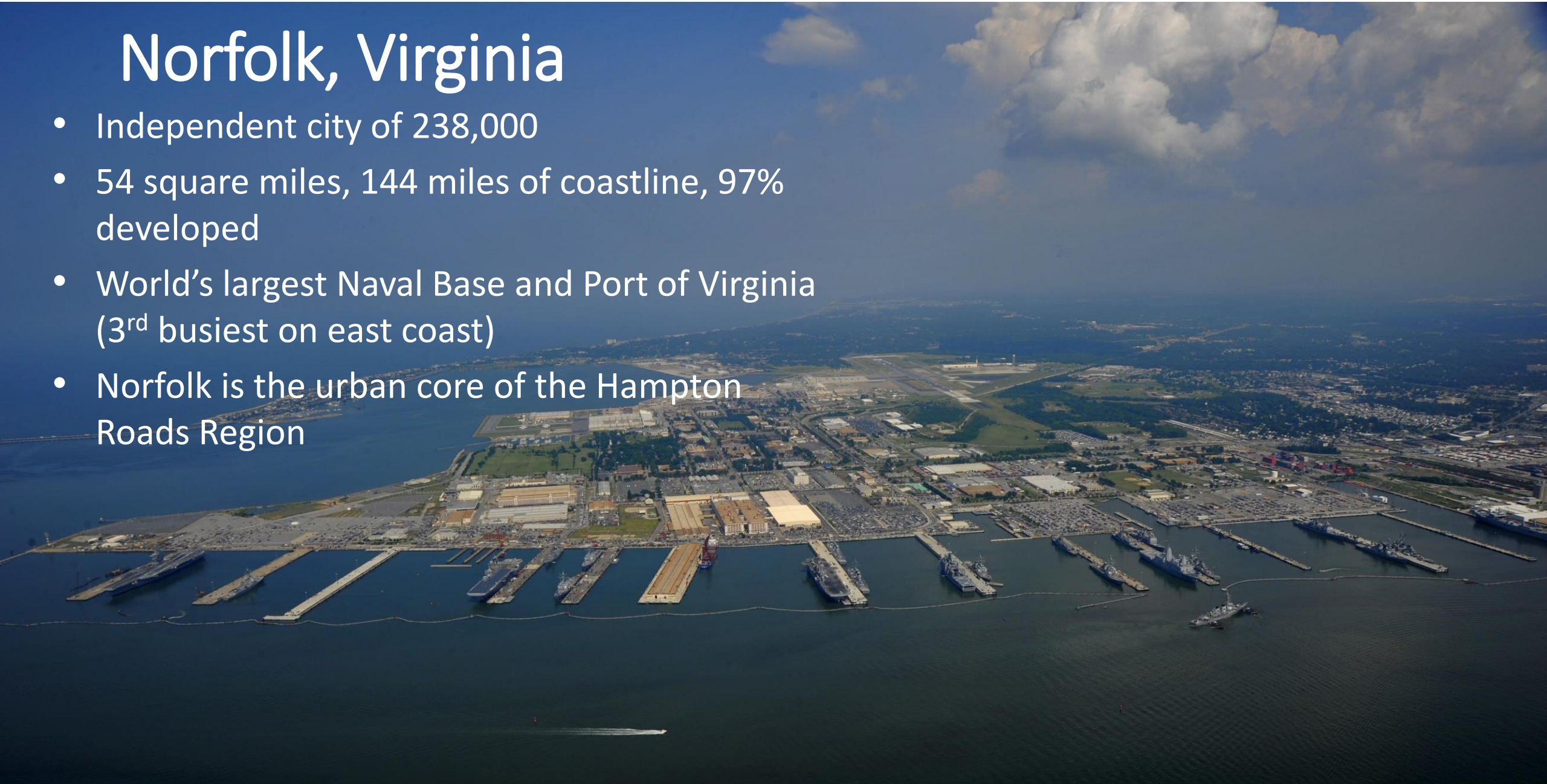
Assistant City Planning Director

Norfolk, Virginia

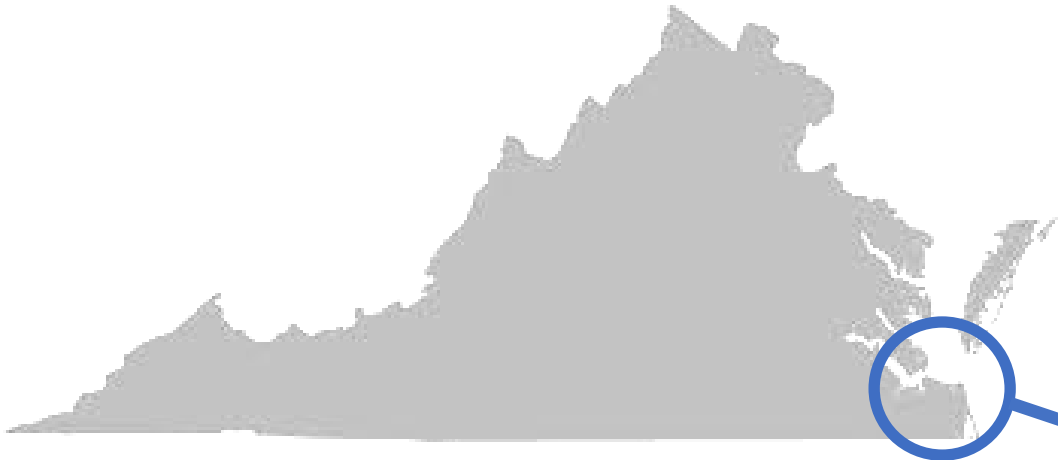


# Norfolk, Virginia

- Independent city of 238,000
- 54 square miles, 144 miles of coastline, 97% developed
- World's largest Naval Base and Port of Virginia (3<sup>rd</sup> busiest on east coast)
- Norfolk is the urban core of the Hampton Roads Region



# Hampton Roads, Virginia



- Ten independent cities, six counties, one town, more than 500 square miles
- Over 1.7 million residents
- More than 150,000 defense employees, including about 89,000 in uniform

# The Challenge



Detached Single-Family Houses

Duplex: Side-By-Side + Stacked

Fourplex: Stacked

Courtyard Building

Cottage Court

Townhouse

Multiplex: Medium

Triplex: Stacked

Live-Work

Mid-Rise

**Missing Middle Housing**



# The Challenge

---

How do we work with the community to gain acceptance of Missing Middle Housing?

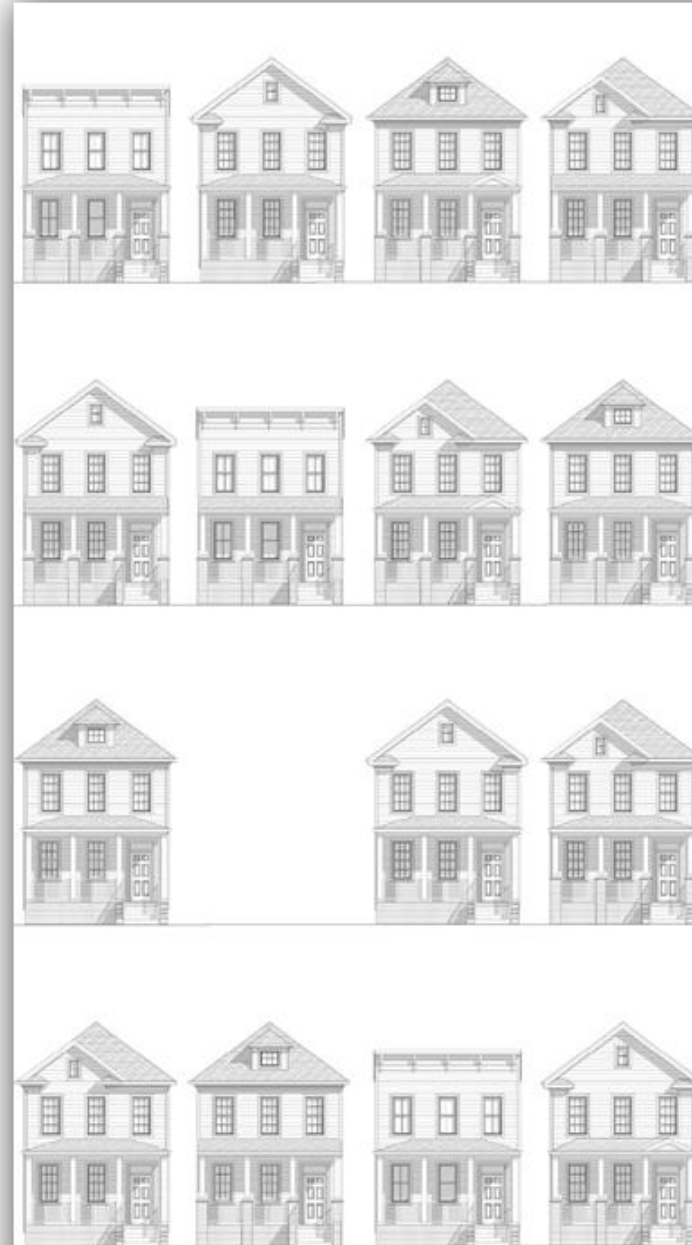
---

How do we involve the private sector in the development of affordable housing utilizing a market-based approach?

# Market Approach Success Story

---

- Having success in producing affordable single family homes with our Traditional Neighborhood Pattern Book—allowing by-right development on narrow lots and providing free house plans and expedited approvals.
- Could a similar approach work for Missing Middle?



# Single Family Successes

Hipped/Gable Roof w/ Hipped Roof Porch & full-height columns



Existing Home



Perspective View



Front Elevation

Side Elevation



New Home

# The Approach

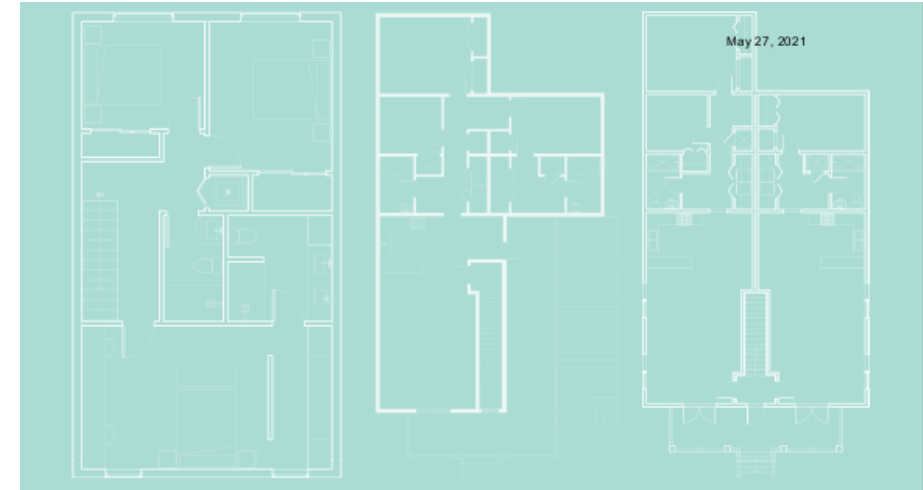




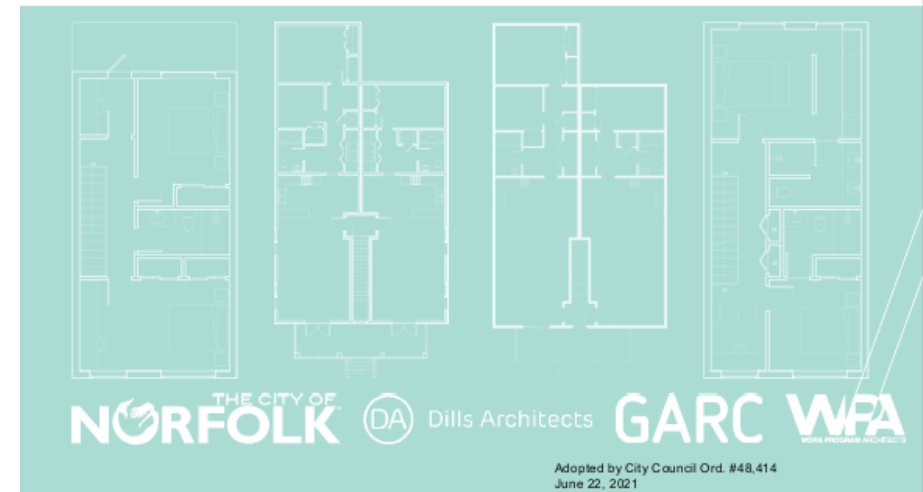
# A Layered-Approach to Missing Middle

---

- Step One: Pattern Book
  - Define and illustrate Missing Middle to remove the mystery
  - Allow community to “see” existing middle
  - Outline process for development community



## Missing Middle Pattern Book



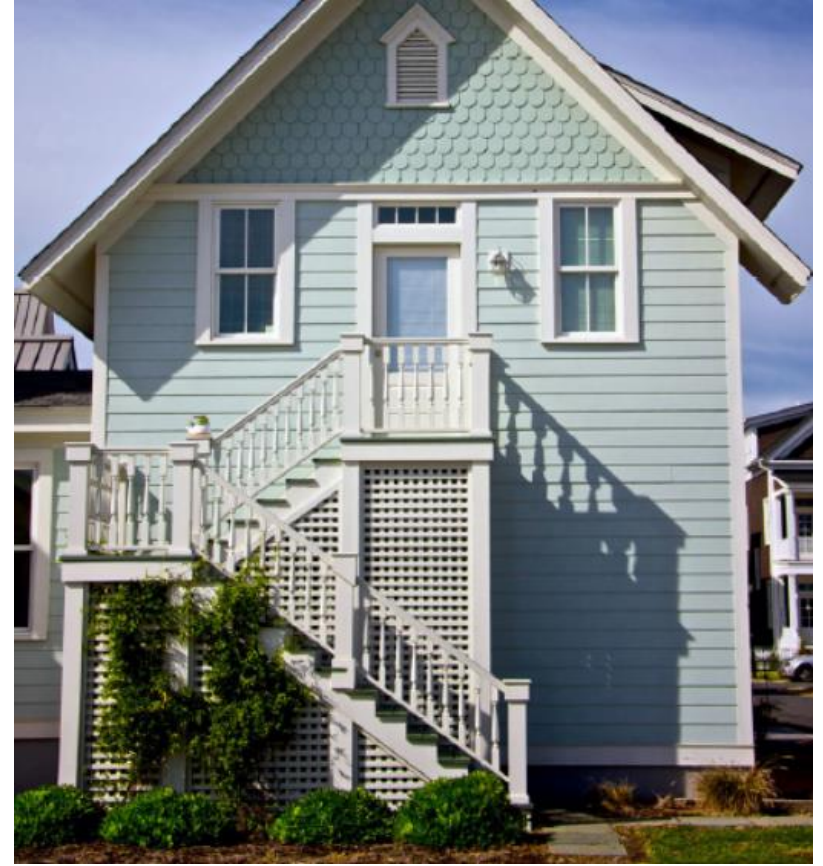
# Missing Middle Defined



Copyright © 2020  
Opticos Design, Inc.







Existing Missing Middle in  
Norfolk



# Norfolk "6-Pack"

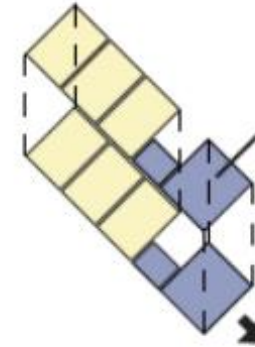




# Floor Plans and Modular Components



## Live/Work Unit — S1



Office space can be added to the front (or rear) of the residence to create true live/work units

By adding a partition or curtain between Dining and Kitchen, the Dining Room can multi-function as a conference room or office space

- Two-bedroom unit + office space
- Two stories
- Living: 1,340 SF
- Working: 440 SF



**First Floor**

# Interchangeable Elevations

---



Traditional — separate porches; change at third floor



Traditional Character District color palette



Traditional — fully connected porch; change at third floor



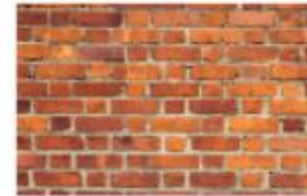
Coastal Character District color palette

# Resilient Construction , Sustainable Design, and Approved Materials



## CLADDING/VENEER

The following materials may all be used together (for example, brick base with siding at the first floor and shingles at the second floor)



Brick



Painted Cementitious Siding/  
Painted Cedar Siding



Cementitious Shingles or  
Painted Cedar Shingles



Cementitious Panels



Simulated Wood Cementitious,  
Metal, or Composite Siding  
(in appropriate Character Districts)

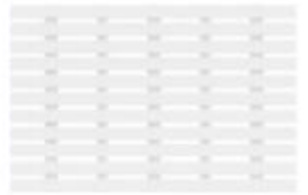
## BASE



Brick — must be used at the front  
porch base



Stucco/Parged finish — may  
be used around the remaining  
building perimeter



Composite Slat — may be  
used to create skirts around  
porches and other non-  
conditioned spaces



# A Layered-Approach to Missing Middle

---

- Step Two: Zoning
  - Created a pilot zoning district to allow by-right development of Missing Middle
    - Incorporated into work that was underway with the Broad Creek community
    - Significantly reduced parking requirements—seen as the biggest barrier

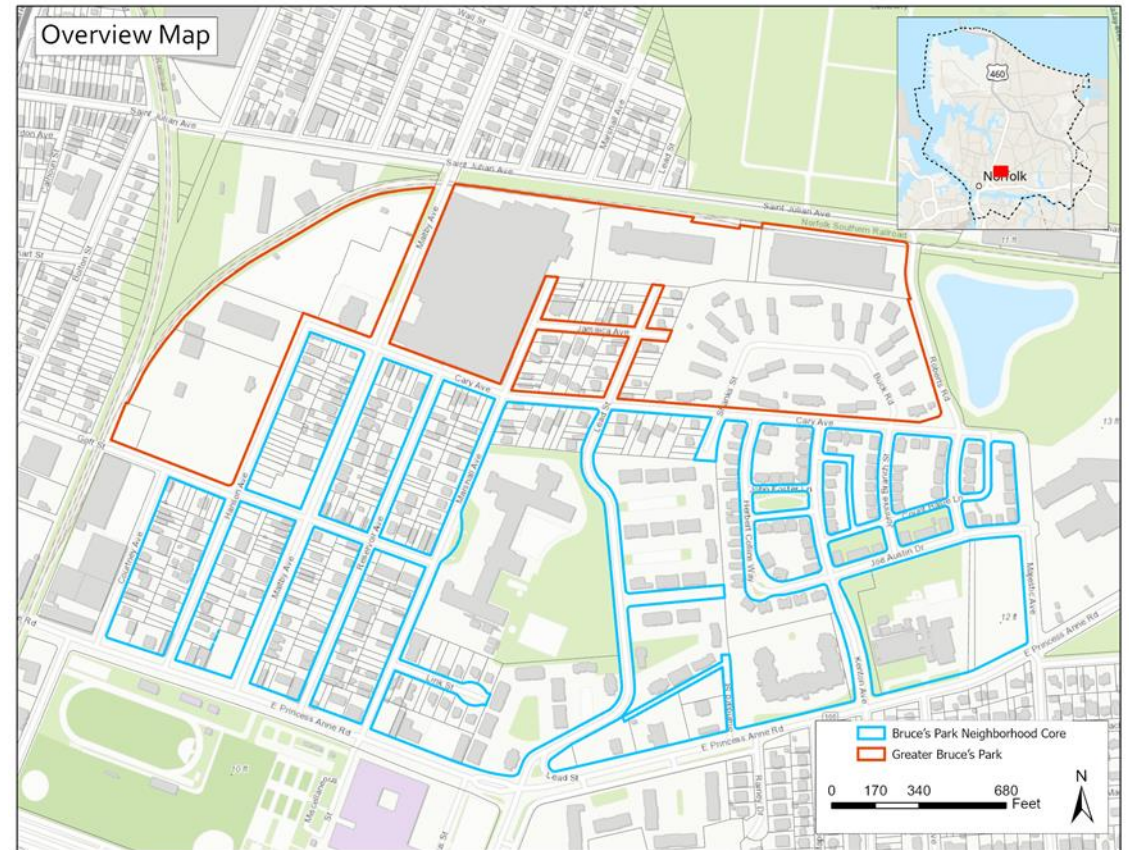


**BROAD CREEK** *Refresh* PLAN  
Building a Community of *Choice*



# Pilot Zoning Overlay District

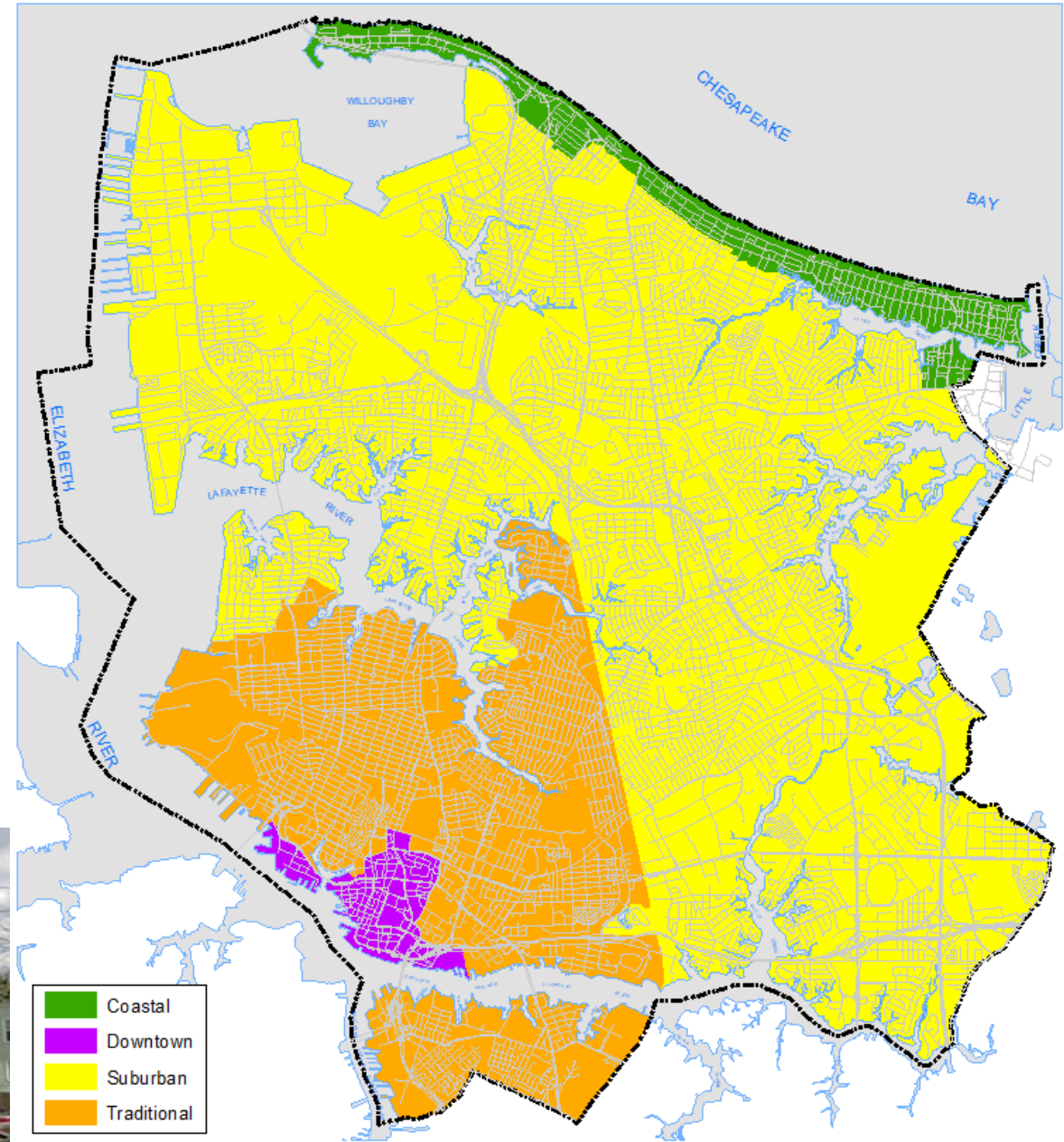
- Base zoning MF-NS (Multifamily Neighborhood Scale)
- Overlay District:
  - Tied development to pattern book in terms of design, massing, location and arrangement
  - By-right development of single family, duplex, and multifamily up to 12 units
  - Conditional Use Permit for 12+ units (typically 25+ units) to encourage Missing Middle scale



# Future Zoning Changes

- Norfolk is divided into four Character Districts
- Missing Middle most appropriate in the Traditional Character District (orange)

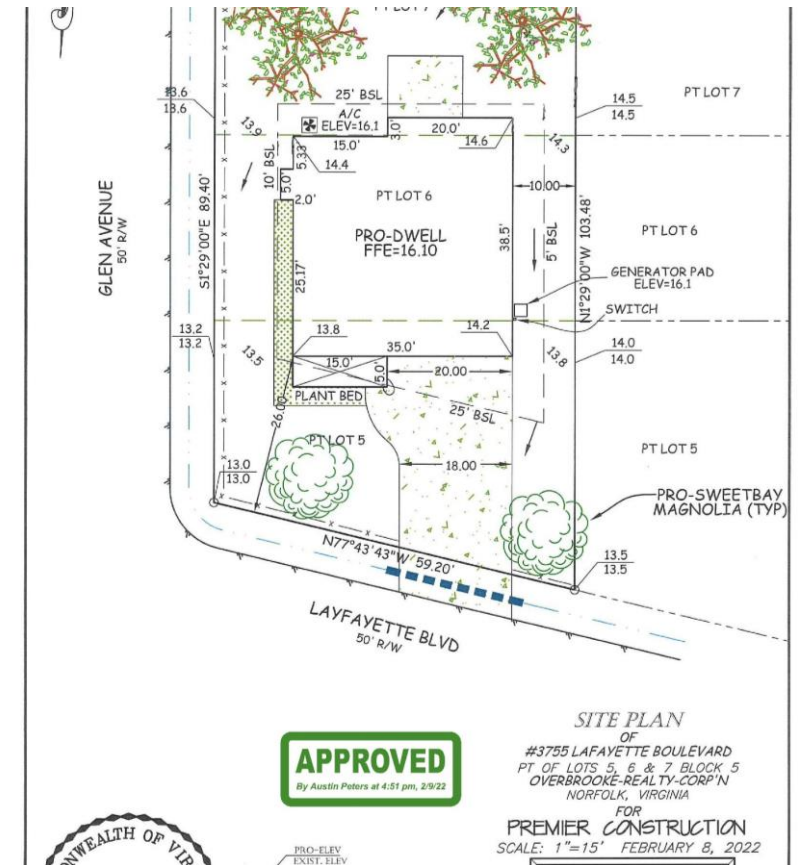
*Areas primarily developed in the early 20th Century, with a grid pattern of streets, smaller lots, and a variety of uses located in proximity to one another.*





# A Layered-Approach

- Step Three: Model Site Plan
  - Site plan review presents huge hurdle for builders scaling up from single family development
    - Stormwater calculations to deal with quantity and quality
    - Landscaping
    - Resilience requirements
    - ...
  - Hired a consultant team to develop a model site plan with pre-populated information and options for stormwater, etc.



# Additional Steps

---

- Pilot Project
  - Several interested builders
  - Targeting Traditional Character District
- Sale of City owned lots
  - Issue RFP
- St. Paul's CNI (Choice Neighborhood Initiative)
  - Exploring Cottage Court
- Additional zoning amendments







Have we done enough to tip the scales to get the neighborhoods and private sector on board?

---

---

Paula M. Shea, AICP  
Assistant Planning Director  
Norfolk, Virginia  
paula.shea@norfolk.gov  
(757) 664-4772

