C: Dir., Department of City Planning

City of NORFOLK

To the Honorable Council
City of Norfolk, Virginia

June 23, 2015

From: George M. Homewood, AICP, CFM, Planning Director

Subject: **General Plan Amendment to revise certain actions related to the 100 Resilient Cities initiative and to make other minor updates and corrections**

Reviewed: Ronald H. Williams, Jr., Deputy City Manager

Ward/Superward: Citywide

Approved: Marcus D. Jones, City Manager

Item Number: PH-6

I. **Staff Recommendation: Approval**.

II. **Commission Action:** By a vote of **7 to 0**, the Planning Commission recommends **Approval.**

III. **Request:** To amend the General Plan, *plaNorfolk2030*, to revise certain actions related to the 100 Resilient Cities initiative and to make other minor updates and corrections.

IV. **Applicant: City Planning Commission**

V. **Description:**

- *plaNorfolk2030* was adopted in 2013.
- In order to keep the plan up-to-date, the City committed to biennial reviews of plan implementation status, the first of which was completed in March, 2015.
- Based on this biennial review, paired with City initiatives aimed at resiliency and poverty, a series of amendments to *plaNorfolk2030* is needed.
- Amendments include actions related to the 100 Resilient Cities effort and the "Norfolk Plan to Reduce Poverty," as well as designation of Urban Development Areas (UDA) for transportation purposes and other minor updates and corrections.

Staff point of contact: Paula Shea at 664-4772, paula.shea@norfolk.gov

Attachments:

- Staff Report to CPC dated May 28, 2015 with attachments
- Proponents and Opponents
- Ordinance

City of NORFOLK

Planning Commission Public Hearing: May 28, 2015

Executive Secretary: George M. Homewood, AICP, CFM

Staff: Paula M. Shea, AICP (PS)

Staff Report		Item No. 1
Applicant	**City Planning Commission**	
Request	**General Plan Amendment**	**Amendments to plaNorfolk2030 to add actions pertaining to 100 Resilient Cities effort, the "Norfolk Plan to Reduce Poverty, and other updates.**

A. Summary of Request

This request would revise plaNorfolk2030 based on actions suggested by the 100 Resilient Cities effort and the "Norfolk Plan to Reduce Poverty," as well as updates suggested as a result of the biennial plan evaluation.

B. Plan Consistency

The proposed plan amendments are consistent with *plaNorfolk2030*, which calls for regular evaluation and update of plan goals, outcomes, and actions.

C. Analysis

- *plaNorfolk2030* was adopted in 2013.
- The proposed amendments reflect additional policy guidance in the areas of resiliency and poverty since that time, as well as changes based on a biennial review of the plan.
- The amendments address the following:
  - Text amendments based on 100 Resilient Cities effort to address resilient community services, including public utilities, and building codes.
  - Text amendments to add actions called for by the "Norfolk Plan to Reduce Poverty," addressing quality child care, early intervention, early childhood development and barriers to employment.
  - Text amendment to apply the standards of an Urban Development Area (UDA), as defined by the Code of Virginia, in the Downtown character district and in Transit Supportive Areas to better compete for transportation improvement funding.
  - Text, table and map amendments due to historic district additions.
  - Text amendment to correct actions dealing with historic cemeteries.
  - Text, table and map amendments due to changes in transportation data collection methods and availability and to add new transportation projects.
  - Amendments to reflect departmental name changes or shifting areas of responsibility.

- Associated modifications to Table IP-1, "*Implementing plaNorfolk2030.*"

D. Transportation Impacts

Amendments are in line with transportation planning efforts.

E. Impact on the Environment

Amendments are in line with environmental planning efforts, especially in support of resiliency efforts.

F. Impact on Surrounding Area/Site

N/A

G. Payment of Taxes

N/A

H. Communication Outreach/Notification

Legal notification was placed in *The Virginian-Pilot* on May 14 and May 21, 2015.

I. Recommendation

Staff recommends that the amendment request be **approved.**

Attachments:

Proposed *plaNorfolk2030* text amendment language
Proposed *plaNorfolk2030* map amendments Maps H-2, T-4 and T-5

Proponents and Opponents

Proponents
None

Opponents
None

05/26/2015 tsv

Form and Correctness Approved: BAP

By _____
Office of the City Attorney

Contents Approved: PS

By _____
DEPT.

NORFOLK, VIRGINIA

ORDINANCE No.

AN ORDINANCE TO AMEND THE GENERAL PLAN OF NORFOLK, PLANORFOLK2030, SO AS TO REVISE CERTAIN ACTIONS RELATED TO THE 100 RESILIENT CITIES INITIATIVE AND TO MAKE OTHER MINOR UPDATES AND CORRECTIONS.

- - -

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the general plan of Norfolk, plaNorfolk2030, is hereby amended so as to revise certain actions related to the 100 Resilient Cities initiative and to make other minor updates and corrections. The changes to be made to the General Plan are as follow:

(a) In Chapter 2, "Identifying Land Use Strategies," add the following Actions related to the 100 Resilient Cities initiative:

(1) **Action LU1.1.12. Apply the standards of an Urban Development Area (UDA), as defined by the Code of Virginia § 15.2-2223.1, to development, including infrastructure, in the Downtown character district and in Transit Supportive Areas.**

Comments: The Commonwealth of Virginia defines UDAs as areas that are appropriate for higher density development due to proximity to transportation facilities or other infrastructure and suitable for redevelopment or infill development. UDAs are to be developed in accordance with the principles of traditional neighborhood design.

(2) **Action LU1.2.17. Work to ensure that building codes continue to provide adequate protection from potential hazards.**

(b) In Chapter 4, "Providing Transportation Options," make the following changes in order to update language to match revised traffic scoring conventions and to include

new state road projects:

(1) Modify metric for Outcome T1.1 as follows:

Metrics: Percent of the road network operating at a congestion level of "Low" or "Moderate."

(2) Modify Action T1.1.1 as follows:

Action T.1.1.1. Monitor congestion levels and strive for low or moderate congestion on all roadway segments at peak times and prioritize improvements on those roads that are rated severe congestion.

Comments: Each roadway segment is classified as having a "low," "moderate," or "severe" level of peak period congestion based on actual travel time data.

(3) Remove Table T-1 and renumber Table T-2 to Table T-1, including making associated text changes referencing said Table.

(4) Amend new Table T-1 to add I-64/Northampton Boulevard Interstate Modification Study and I-264/Ballentine Boulevard Diverging Diamond Interchange as transportation improvements. The table shall read as forth in "Exhibit A," attached hereto.

(5) Amend Map T-4, "Existing and Future Congestion Level of 'Severe'," to appear as set forth in "Exhibit B," attached hereto.

(6) Amend Map T-5, "Long Range Road Improvements," to appear as set forth in "Exhibit C," attached hereto.

(c) In Chapter 8, "Supporting Lifelong Learning," make the following changes related to the "Norfolk Plan to Reduce Poverty":

(1) Modify Action LL1.1.3 as follows:

Action LL1.1.3. Respond to socioeconomic needs and shifts in public school enrollment through

innovative techniques, such as the use of the K-8 school model.

(2) Add the following Actions:

(A) **Action LL1.2.4. Increase the number and accessibility of high quality child care homes and centers by removing regulatory barriers.**

(B) **Action LL1.2.5. Connect families with early intervention and support services by implementing a universal newborn screening and referral system.**

(C) **Action LL1.2.6. Develop a focused outreach effort in the community and education settings to increase awareness of the importance of early childhood development.**

(D) **Action LL1.3.6. Identify and address the most significant barriers to employment for the underemployed, unemployed and those living in poverty.**

(d) In Chapter 9, "Delivering Community Services," make the following changes related to the 100 Resilient Cities initiative:

(1) Modify Goal 1 as follows:

Community Services Goal 1. Ensure the availability of community facilities and services to meet the needs of the public, both daily and during times of shock or stress.

(2) Modify Outcome CS1.1 as follows:

Outcome CS1.1. Resilient, safe, adaptable, and well maintained city facilities.

(3) Add Action CS 1.1.6 as follows:

Action CS1.1.6. Ensure that the City's Emergency Operations Plan addresses public and private infrastructure and service needs during times of emergency, but also serves as a daily planning document to address mitigation, preparation,

response and recovery from threats.

(4) Add Outcome CS3.5, including metric and actions, as follows:

Outcome CS3.5. Reliable access to electricity, natural gas, and communication networks.

Metrics: Percent of incidents in which procedures for identifying affected public utilities are in place and implemented.

Action CS3.5.1. Continue to coordinate upgrades and replacement of non-City provided utilities, including electricity, natural gas and communication networks.

Action CS3.5.2. Work with our utility partners to ensure access to electricity, natural gas, and communication networks both daily and during times of shock or stress.

(5) Modify Action CS4.1.2 as follows:

Action CS4.1.2. Support the efforts of the Norfolk Society for Cemetery Conservation to preserve, protect, and promote Norfolk's historic cemeteries.

(e) In Chapter 11, "Preserving Our Heritage," make the following changes in order to incorporate two new historic districts:

(1) Modify text on page 11-1 to identify 14 National Register historic districts instead of 12.

(2) Modify Tables H-1 and H-2 to include two (2) additional National Register historic districts. The tables shall read as forth in "Exhibit D," attached hereto.

(3) Modify Action H1.1.4 as follows:

Action H1.1.4. Continue to work with the Norfolk Society for Cemetery Conservation to increase awareness of the historic and cultural value of those resources.

(4) Add Action H2.2.12 as follows:

Action H2.2.12. Preserve, protect, and promote Norfolk's historic municipal cemeteries through active conservation, education, and advocacy.

(5) Amend Map H-2, "National Register Historic Districts," to appear as set forth in "Exhibit E," attached hereto.

(f) In Chapter 13, "Implementing plaNorfolk2030," add the several rows and all information contained in those rows in conjunction with the additions and adjustments indicated above, as set forth in "Exhibit F," attached hereto.

Section 2:- The Council hereby finds that this general plan amendment is required by public necessity, convenience, general welfare, or good zoning practice.

Section 3:- That this ordinance shall be in effect from the date of its adoption.

ATTACHMENTS:
Exhibit A (1 page)
Exhibit B (1 page)
Exhibit C (1 page)
Exhibit D (2 pages)
Exhibit E (1 page)
Exhibit F (2 pages)

Exhibit A

TABLE T-1

COST ESTIMATES – LONG RANGE TRANSPORTATION IMPROVEMENTS

Source: Virginia Department of Transportation, Hampton Roads Transportation Planning Organization, and Norfolk Department of Public Works

Project	Cost Estimate*
1. Intermodal Connector	$189,131,000
2. Patriot's Crossing	$4,224,000,000
3. I-564/Air Terminal Interchange	$60,916,000
4. Hampton Blvd./Terminal Blvd. Grade Separation**	n/a
5. Midtown Tunnel Expansion/Downtown Tunnel Refurbishment***	$2,381,496,000
6. Chesapeake Blvd. Bridge/Lindenwood Connector**	n/a
7. Military Hwy. Widening (Lowery to Robin Hood)	$111,805,000
8. I-64/Norview Ave. Interchange Reconstruction	$7,019,000
9. Wesleyan Drive Widening	$12,303,000
10. Virginia Beach Boulevard Widening**	n/a
11. I-64 Westbound to I-264 Eastbound Ramp	$133,466,000
12. Tidewater Drive/Little Creek Road	$4,875,000
13. I-64/Northampton Boulevard Interstate Modification Study****	$400,000
14. I-264/Ballentine Boulevard Diverging Diamond Interchange****	$7,400,000

* Cost estimates from September 2012 unless noted otherwise

** Future project– No current cost estimate available (n/a)

*** Cost includes a second Midtown Tunnel, refurbishments of the existing Downtown and Midtown Tunnels
and construction of Martin Luther King, Jr. Freeway Extension in Portsmouth

**** Cost estimate from May 2015

Exhibit B

Map T-4. Existing and Future Congestion Level of "Severe"

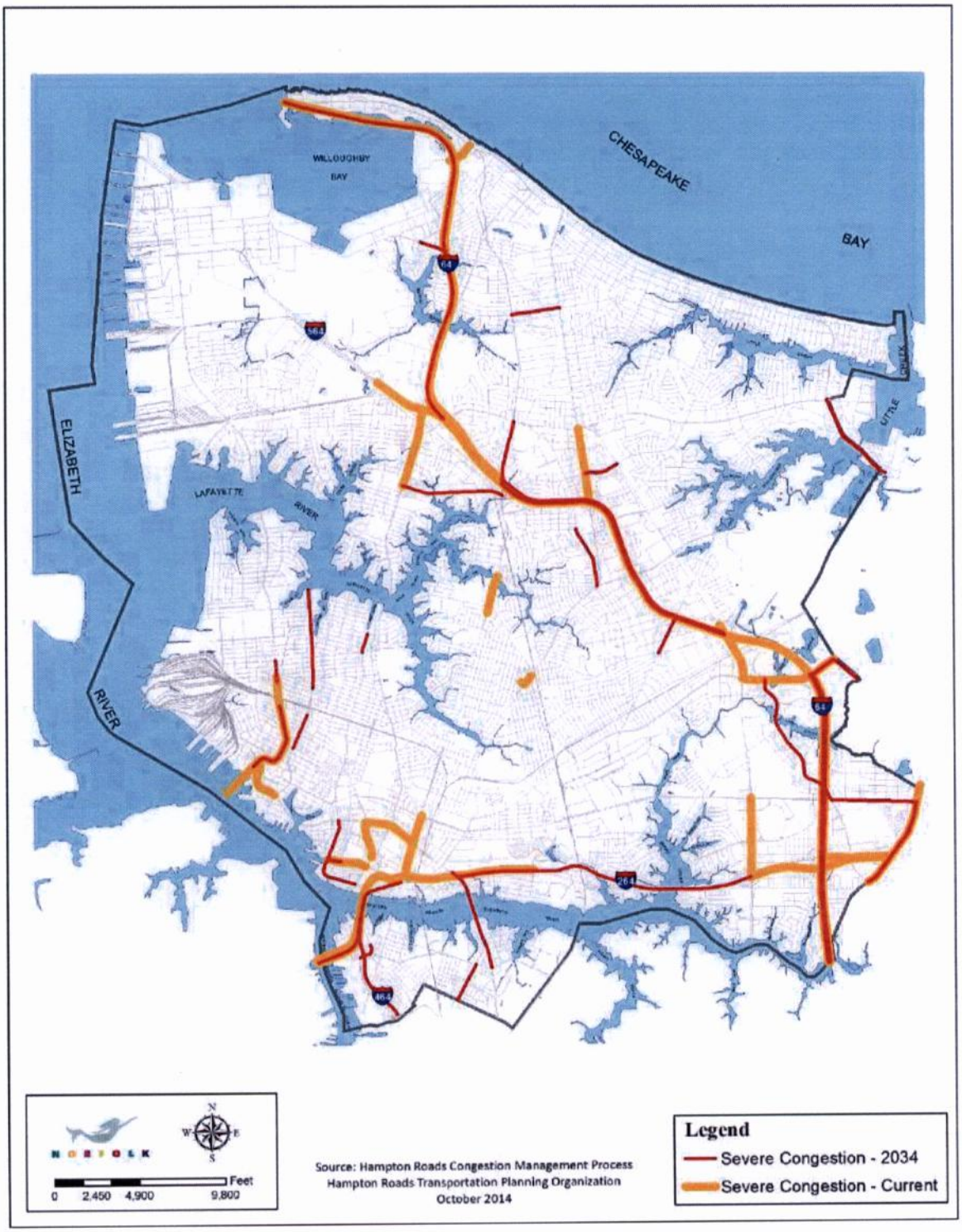

Exhibit C

Map T-5. Long Range Roadway Improvements

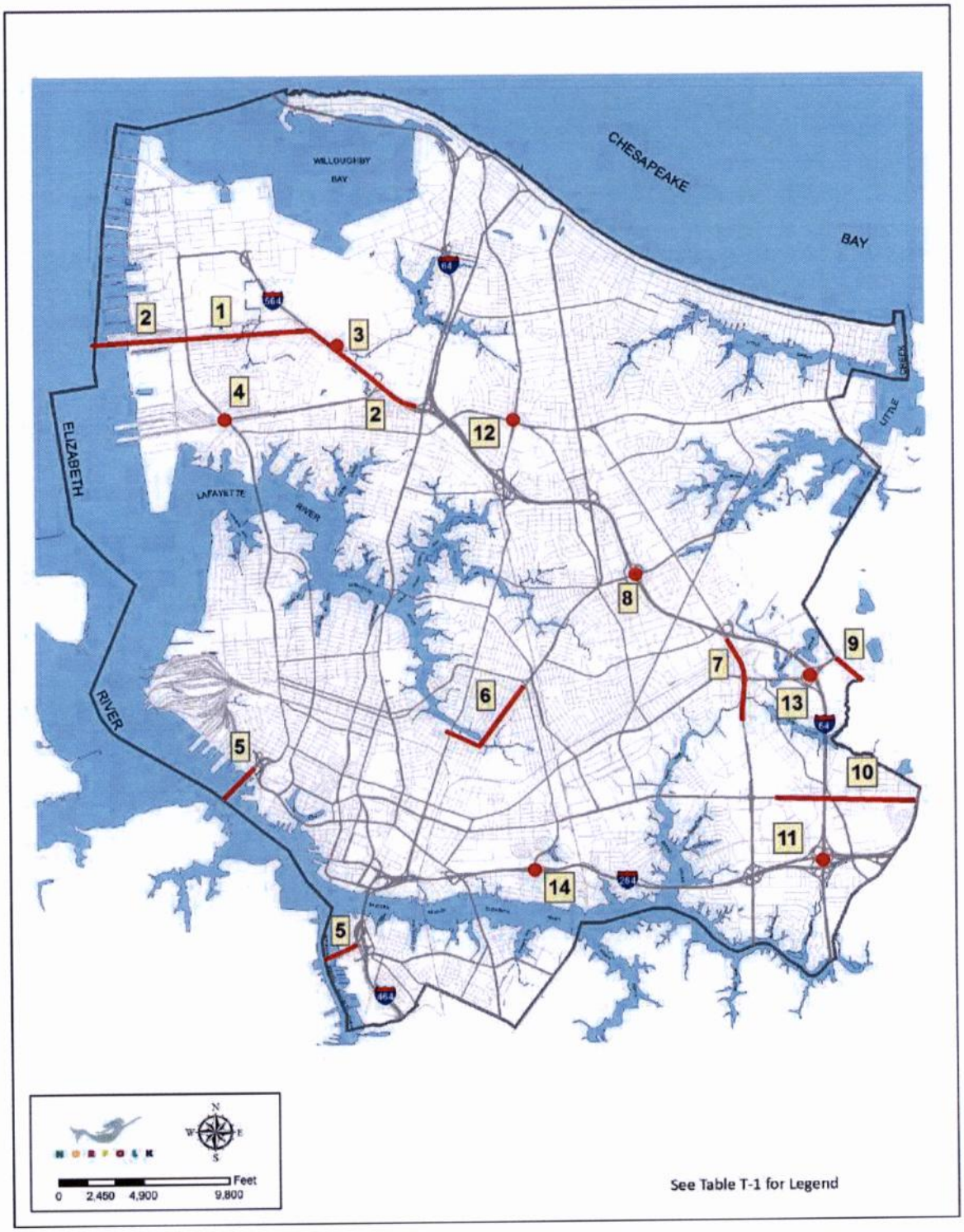

Exhibit D

TABLE H-1

HISTORIC DISTRICTS

Source: City of Norfolk

Area	National Register Historic District	Local Historic District
Berkley North	✓	
Ballentine Place	✓	
Chesterfield Heights	✓	
Colonial Place	✓	
Downtown	✓	✓*
East Freemason	**	✓
Ghent	✓	✓
Hodges House		✓
Lafayette Residence Park	✓	
Norfolk Auto Row	✓	
North Ghent	✓	***
Park Place	✓	
Riverview	✓	
West Freemason	✓	✓
Williamston/Woodland	✓	
Winona	✓	

* - The Downtown Local Historic District is an overlay zoning district

** - The historic structures in the East Freemason Local Historic District are all individually listed on the National Register

*** - Included in the Ghent Local Historic District

TABLE H-2

NATIONAL REGISTER HISTORIC DISTRICTS

Source: City of Norfolk

Historic District	Year Designated	Contributing Structures*
Berkley North	2000	255
Ballentine Place	2003	862
Chesterfield Heights	2003	404
Colonial Place	2002	1,094
Downtown	1987 (2001)	n/a**
Ghent	1980	n/a**
Lafayette Residence Park	1998	284
Norfolk Auto Row	2014	52
North Ghent	1999	321
Park Place	2006	1,532
Riverview	1999	200
West Freemason	1972	n/a**
Williamston/Woodland	2014	38
Winona	2001	203

* -At the time of historic district nomination

** -Nomination forms did not include a list of contributing structures

Exhibit E

Map H-2. National Register Historic Districts

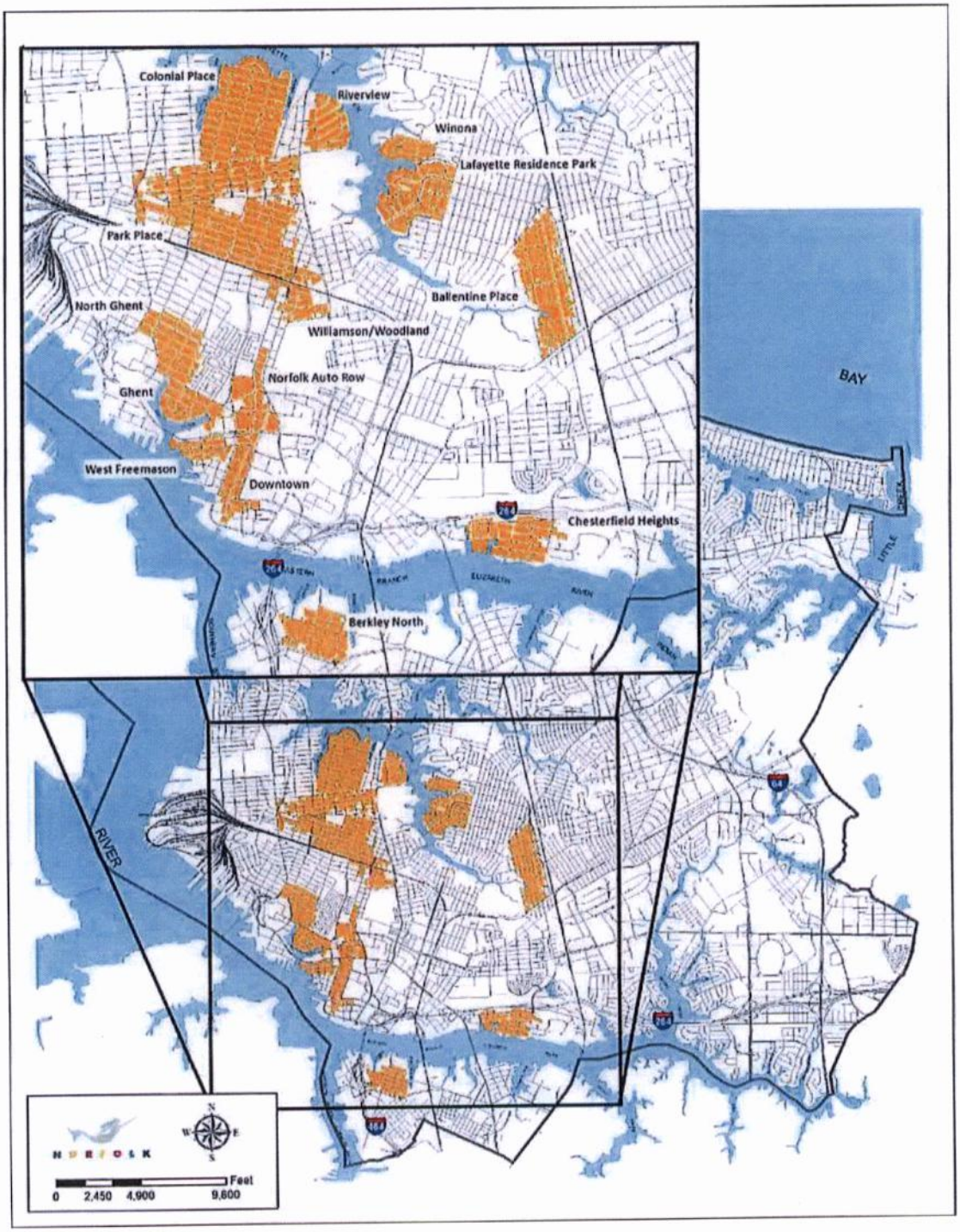

Table IP-1. Implementation Matrix

Exhibit F

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
Land Use Goal 1. Ensure that the type and quality of land uses will complement or enhance the community's physical characteristics.						
Outcome LU1.1. Future land use map and categories that respect neighborhood characteristics and meet the demand for each type of use.	LU1.1.12	Apply the standards of an Urban Development Area (UDA), as defined by the Code of Virginia 15.2-2223.1, to development, including infrastructure, in the Downtown character district and in Transit Supportive Areas.	Planning	Ongoing	Existing Resources	
Outcome LU1.2. Development regulations and practices that support a quality built and natural environment.	LU1.2.17	Work to ensure that building codes continue to provide adequate protection from potential hazards.	Planning; Neighborhood Development	Ongoing	Existing Resources	
Transportation Goal 1. Connect residents and visitors with business, employment, shopping, educational, and activity centers through a safe and efficient multi-modal regional transportation system.						
Outcome T1.1. A street and highway system that allows people and goods to be moved safely, conveniently, and efficiently.	T1.1.1	Monitor congestion levels and strive for low or moderate congestion on all roadway segments at peak times and prioritize improvements on those roads that are rated severe congestion.	PW; Planning	Ongoing	Existing Resources	
Lifelong Learning Goal 1. Provide learning opportunities that are responsive to the changing needs of Norfolk's population.						
Outcome LL1.1. Efficient public schools, appropriately sized to meet the needs of the school-aged population.	LL1.1.3	Respond to socioeconomic needs and shifts in public school enrollment through innovative techniques, such as the use of the K-8 school model.	NPS	Ongoing	Existing Resources	
Outcome LL1.2. Children who are prepared for success in school.	LL1.2.4	Increase the number and accessibility of high quality child care homes and centers by removing regulatory barriers.	HS	Immediate	Up to $100,000	
	LL1.2.5	Connect families with early intervention and support services by implementing a universal newborn screening and referral system.	HS	Short Term	$250,000 to $1 million	
	LL1.2.6	Develop a focused outreach effort in the community and education settings to increase awareness of the importance of early childhood development.	HS; NPS	Short Term	$100,000 to $250,000	
Outcome LL1.3. A well-trained, qualified workforce.	LL1.3.6	Identify and address the most significant barriers to employment for the underemployed, unemployed and those living in poverty.	Development	Ongoing	Existing Resources	
Community Services Goal 1. Ensure the availability of community facilities and services to meet the needs of the public, both daily and during times of shock or stress.						
Outcome CS1.1. Resilient, safe, adaptable, and well maintained city facilities.	CS1.1.6	Ensure that the City's Emergency Operations Plan addresses public and private infrastructure and service needs during times of emergency, but also serves as a daily planning document to address mitigation, preparation, response and recovery from threats.	EM	Ongoing	Existing Resources	
Community Services Goal 3. Provide quality public utility services that meet the current and future needs of residents and businesses.						
Outcome CS3.5. Reliable access to electricity, natural gas, and communication networks.	CS3.5.1	Continue to coordinate upgrades and replacement of non-City provided utilities, including electricity, natural gas and communication networks.	Public Works	Ongoing	Existing Resources	
	CS3.5.2	Work with our utility partners to ensure access to electricity, natural gas, and communication networks both daily and during times of shock or stress.	EM	Ongoing	Existing Resources	
Community Services Goal 4. Maintain the City's cemeteries as places of honor and respect.						
Outcome CS4.1. Well-maintained cemeteries.	CS4.1.2	Support the efforts of the Norfolk Society for Cemetery Conservation to preserve, protect, and promote Norfolk's historic cemeteries.	RPOS; Planning	Ongoing	Existing Resources	Related to H1.1.4.

* Cost for this action included in another action as noted under comments.

Table IP-1. Implementation Matrix

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
Heritage Goal 1. Foster a greater awareness of Norfolk's heritage for residents and visitors.						
Outcome H1.1. Increased information available to the public about Norfolk's historic resources.	H1.1.4	Continue to work with the Norfolk Society for Cemetery Conservation to increase awareness of the historic and cultural value of those resources.	RPOS; Communications	Ongoing	Existing Resources	Related to CS4.1.2.
Heritage Goal 2. Protect Norfolk's historic resources.						
Outcome H2.2. An increased number of historic resources, including structures, neighborhoods, and cultural resources, that are protected.	H2.2.12	Preserve, protect, and promote Norfolk's historic municipal cemeteries through active conservation, education, and advocacy.	RPOS; Planning	Ongoing	Existing Resources	

* Cost for this action included in another action as noted under comments.