



City of Norfolk

Comprehensive Plan

Adopted by City Council December 9, 2025



City of Norfolk Comprehensive Plan

For more information on the NFK2050 Comprehensive Plan, please visit the project website:

<http://www.nfk2050.com/>

NORFOLK

NFK2050 was adopted as Norfolk’s new Comprehensive Plan on December 9, 2025 and became effective on January 1, 2026.

Form and Correctness Approved: *EAP*

Contents Approved:

By: *Adrian M. Miller*
Office of the City Attorney

By: *Robert J. Pagan*
DEPT. Planning

NORFOLK, VIRGINIA

PH-1 Ordinance No. 50201

AN ORDINANCE TO REPEAL THE GENERAL PLAN ENTITLED PLANORFOLK2030 AND TO ADOPT THE PLAN ENTITLED NFK2050 AS THE COMPREHENSIVE PLAN FOR THE CITY OF NORFOLK.

- - -

WHEREAS, the comprehensive plan for the City of Norfolk has been revised and updated;

WHEREAS, the City Planning Commission has directed and managed the preparation of a new plan, known as NFK2050, has held a public hearing on said plan, has certified the plan submitted to this Council in accordance with section 15.2-2226 of the Code of Virginia, and has recommended its adoption;

WHEREAS, the certified plan has been posted on the website maintained by the City of Norfolk in accordance with section 15.2-2226 of the Code of Virginia;

WHEREAS, this Council has conducted a public hearing and has maturely considered the plan and other information, including information collected during the public hearing; and

WHEREAS, the Council finds that NFK2050 provides appropriate guidance for accomplishing a coordinated, adjusted, and harmonious development of the City of Norfolk that will, in

accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity, and general welfare of the City’s inhabitants, including the elderly and persons with disabilities;

WHEREAS, the Council finds that adoption of NFK2050 is in the best interest of the City of Norfolk and its citizens; now therefore,

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

Section 1:- That the previous comprehensive plan, PlaNorfolk2030, as amended, is hereby repealed.

Section 2:- That NFK2050, a copy of which is attached hereto, along with any amendments presented, considered, and approved at the public hearing, be and the same hereby is approved and adopted as the comprehensive plan for the City of Norfolk.

Section 3:- That each and all of the appendices to NFK2050, copies of which are on file in the offices of the Department of City Planning, are approved and adopted as part of the comprehensive plan for the City of Norfolk.

Section 4:- That this ordinance shall be in effect on and after January 1, 2026.

EXHIBIT:
NFK2050 - City of Norfolk Comprehensive Plan (294 pages)

Adopted by Council December 9, 2025
Effective January 1, 2026



Richard A. Bull
RICHARD ALLAN BULL

BY: _____
CHIEF DEPUTY CITY CLERK

To the Norfolk Community:

From all of us on the City Planning Commission, we want to extend our heartfelt thanks to the thousands of Norfolk residents and stakeholders who contributed to shaping NFK2050, our city's new Comprehensive Plan. This multi-year effort was made possible by your ongoing support and engagement, resulting in a Plan that will guide Norfolk's future growth and development.

Rooted in the voices of our diverse neighborhoods, NFK2050 outlines a bold vision for a resilient, equitable, and inclusive Norfolk, one that ensures a high quality of life for all current and future residents. This vision honors our city's identity and history, promotes safe and complete neighborhoods, increases housing opportunities, strengthens workforce development, protects our natural environment, builds citywide resilience, and advances a safe, equitable, and multimodal transportation system.

The Plan is built on four foundational Pillars: Celebrating our Community, Growing Equitably, Embracing Nature, and Connecting the City. Each Pillar includes clear goals, actions, and

strategies to help us move collectively toward our shared vision for 2050.

City Council's adoption of the Comprehensive Plan is not the end, it's the beginning of the most critical phase: implementation. Bringing the Plan to life will require continued collaboration and commitment from the entire Norfolk community. Your passion and dedication are reflected throughout these pages, and we encourage you to stay engaged and continue to lead within your neighborhoods.

Thank you for your trust in the City Planning Commission. We look forward to working together to build a vibrant, inclusive, and thriving Norfolk for generations to come.



Ms. Kim Sudderth, Chair



Mr. Scott Bateman, Vice Chair



Mr. Larry Pendleton



Dr. Lelia Vann



Mr. Jeffrey Wells



Dr. Theresa Whibley



Mr. Jake Young

Acknowledgments:

Italics denote past member

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NORFOLK RESIDENTS!

A heartfelt **THANK YOU** to all the Norfolk residents, stakeholders, and neighbors who participated in the process of developing NFK2050! Norfolk can only truly become the city we all envision through your diverse and optimistic voices.

Executive Summary

NFK2050 is the Comprehensive Plan for Norfolk, establishing a framework for the city’s growth and evolution over the next 25 years. NFK2050 has a planning horizon that will stretch through the year 2050, with implementation efforts beginning after Plan adoption.



A Comprehensive Plan is a long-range document that will guide the vision of what a city wants to become in the future. NFK2050 is both a **Vision**—a consolidated idea of where we need to go—and a **Policy** document, with specific land use-related actions to take in order to get there.

As the update to the City’s previous Comprehensive Plan ([plaNorfolk2030](#)), **NFK2050 is a broad effort to address a wide range of community issues and concerns** and to understand the important relationships between each part of the greater Norfolk community.

NFK2050 was built on a collective vision from our community, and the result is this Comprehensive Plan. The Plan was developed with internal and external partners, stakeholders, and community voices, throughout an extensive 2-year process. Read more about our community engagement in Chapter 1.

Plan Vision

With the strong guidance of the diverse voices in Norfolk’s neighborhoods and communities, a consolidated Plan Vision (Chapter 2) encompasses the dreams and aspirations of our city for the next 25 years and beyond:

by 2050, Norfolk will be...
a resilient city

by 2050, Norfolk will be...
an equitable city

by 2050, Norfolk will be...
a regional city

by 2050, Norfolk will be...
a growing city

by 2050, Norfolk will be...
a family city

Plan Pillars

NFK2050’s Goals and Actions (Chapter 4) are organized under four primary Pillars. These Plan Pillars are aspirational, and broaden the vision for Norfolk’s future development:



CELEBRATING OUR COMMUNITY
PLAN TOPICS:
Historic Preservation; Public Art & Culture; Placemaking; City Facilities & Services



GROWING EQUITABLY
PLAN TOPICS:
Housing; Economic Development



EMBRACING NATURE
PLAN TOPICS:
Resilience; Parks and Open Space; Sustainability



CONNECTING THE CITY
PLAN TOPICS:
Mobility & Transportation; Utilities; Critical Infrastructure



(City of Norfolk)



(WRT)



(City of Norfolk)



"We have a pretty diverse neighborhood which I think is great for us as adults and also great for the kids. I feel like we've stumbled down to kind of like a magical little community."

— Norfolk resident, Phase 1 Engagement

Goals:

GOAL 1:

Celebrate and Preserve Neighborhood Identity, Character, and Histories

GOAL 2:

Support Complete and Healthy Neighborhoods

GOAL 3:

Support Safe and Vibrant Places

GOAL 4:

Support and Strengthen Community Facilities and Services

Big Ideas:

- ! **Highlight city neighborhoods** by incorporating neighborhood specific wayfinding, branding, and history campaigns by Ward.
- ! **Designate new historic neighborhoods and landmarks**, prioritizing Norfolk's communities whose histories have not been widely told.
- ! Create **Cultural Corridors** throughout the city, where streets/districts are themed around the history/identity of the neighborhood (e.g., art installations, historical markers, and events).
- ! Host regional, national, and international events and **attract new events** to the city.
- ! Promote **mixed-use development** with active ground floors, community amenities, and pedestrian-friendly streetscape improvements.
- ! **Test public amenities**, programming, infrastructure, and sites, gathering data and community buy-in for permanent improvements.
- ! **Assess food deserts in the city** to improve access to healthy food.
- ! Pursue incentives for **building improvements** to encourage property owners to invest in their buildings, storefronts, and houses.
- ! Equitably **expand public art** opportunities in every neighborhood.
- ! Build on existing **cultural arts districts** to ensure local artists and makers have access to affordable studio spaces, live/work options, and exhibition venues.
- ! **Fund public realm improvements**, walkability and placemaking efforts, transforming Norfolk's neighborhoods into vibrant destinations.
- ! **Connect existing and future city facilities** to their surrounding neighborhoods using safe and fully accessible multimodal networks.



(City of Norfolk)



(WRT)



(City of Norfolk)



I would love to make sure there are things that would allow people to come and not only raise their families here, but for them to be able to thrive when it comes down to their career, it comes down to their social life, it comes down to different activities.

— Norfolk resident, Phase 1 Engagement

Goals:

GOAL 1:
Support a Housing Market that Meets the Needs of All Residents

GOAL 2:
Increase Housing Production and Adapt Housing Options for a Changing Population

GOAL 3:
Grow And Diversify Norfolk’s Economy

GOAL 4:
Support Local Workforce Development and Build Strategic Pipelines

Big Ideas:

- ! **Deconcentrate poverty** and facilitate mobility to high opportunity neighborhoods.
- ! Preserve and **improve existing affordable housing**.
- ! Create new **affordable rental housing** and homeownership opportunities to address increasing affordability challenges faced by Norfolk’s residents.
- ! Establish a **dedicated source to finance** affordable housing, preserve existing homes, support rental assistance, and invest in neighborhood improvements.
- ! Forge partnerships with faith-based institutions and universities to **enable enduring affordable housing through partnerships with community land trusts (CLTs)**, especially in formerly redlined neighborhoods.
- ! Support Community Development Corporations (CDCs) and Community Housing Development Organizations (CHDOs) to lead neighborhood revitalization efforts and **build a community-led development ecosystem**.
- ! Implement affordable and **long-term homeownership programs tailored for public service professionals** and vulnerable populations, including te unhoused, elderly, disabled and low-income households.
- ! Position Norfolk as a **one-stop hub for defense and maritime industries** by attracting companies in related sectors such as shipbuilding, cybersecurity, and defense technology.
- ! Promote **clean, green redevelopment** and resilience investments on working waterfronts.
- ! Work with educational institutions and vocational schools, to provide **job training, job access, and research programs** that meet the needs of qualifications to enter the workforce in growing industries within the city.



(City of Norfolk)



(WRT)



(WRT)



I think the city is doing a wonderful job of planning interventions to make sure that the impact of storms aren't as severe with sea walls, levees and natural shorelines. We want to make sure our most vulnerable neighbors are taken care of as well.

— Norfolk resident, Phase 1 Engagement

Goals:

GOAL 1:
Preserve and Enhance Natural Systems

GOAL 2:
Build and Maintain a Network of Green and Blue Infrastructure

GOAL 3:
Protect and Adapt Communities from Flooding and Other Risks

GOAL 4:
Integrate Resilience and Sustainability in Capital and Infrastructure Planning

GOAL 5:
Support a Comprehensive and Coordinated Approach to Building Resilience

Big Ideas:

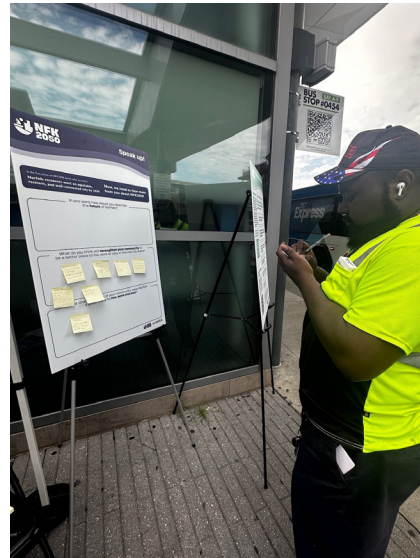
- ! **Implement wetland design changes** that allow for the landward migration of wetlands, for resilience to sea level rise.
- ! Pursue opportunities to **daylight (re-surface) creeks** that have been buried to expand channel capacity and provide natural amenities for communities.
- ! Support continued **public access** along shorelines and waterfronts.
- ! Develop **coastal infrastructure as a waterfront amenity**, including blue parks, living shorelines, and waterfront trails.
- ! Develop **natural blue and green corridors**, such as a blue belts network of nature-based infrastructure in areas subject to chronic floods, prioritizing native plants, habitat corridors, and wetland restoration and enhance biodiversity.
- ! Locate new **“spongy” parks** in flood-prone areas so recreation spaces can provide additional storage for runoff, mitigating flooding during extreme rainfalls.
- ! **Increase the extent of natural areas along the waterfront**, using shoreline restoration projects such as living shorelines, and incentivize their use.
- ! **Address properties that are subject to recurrent flood events** or future sea level rise through voluntary buyouts, home elevation, etc.
- ! Strengthen infrastructure and apply best practices for long-term **sustainability, diversity of energy, and redundancy**.
- ! Evaluate whether existing public facilities, as well as clustered private businesses and facilities, can serve as **“Resilience Hubs”**.
- ! Consider designating **“Resilience Districts”** that can be eligible for targeted infrastructure and resilience projects to consolidate existing efforts.
- ! Encourage building owners to **retrofit existing roofs** for stormwater treatment.



(City of Norfolk)



(WRT)



(WPA)

I envision the future Norfolk as increasingly dense and vibrant with more housing and better connectivity—where people can walk or bike to neighborhood establishments, their office, and parts of the city.

— Norfolk resident, Phase 1 Engagement



Goals:

GOAL 1:
Enhance Multi-Modal Transportation throughout the City

GOAL 2:
Improve Safety and Reliability along Corridors

GOAL 3:
Improve Intracity Travel and Connections

GOAL 4:
Protect and Enhance Transportation and Utility Infrastructure

GOAL 5:
Support Regional, National, and International Connections

Big Ideas:

- ! Promote, encourage, and **incentivize transit-oriented development (TOD)**.
- ! Reduce the number of and **mitigate the impacts of blocked railroad crossings** within the city.
- ! Foster a safe **pedestrian experience at crossings and beneath overpasses** through urban design strategies such as street design changes, public art, inviting lighting, and landscape improvements.
- ! **Expand high-capacity transit** within the city, especially to major nodes like Naval Station Norfolk and the Military Circle area.
- ! Implement the **expanded bicycle network**.
- ! Align transportation infrastructure and facilities with **accessible housing and community services** for elderly and disabled residents.
- ! **Develop greenways** and link additional trails and pathways to the Elizabeth River Trail to create a complete system.
- ! Seek funding to actively reverse historic injustices caused by highways and **reconnect Norfolk's neighborhoods**.
- ! Use **micro transit** to fill in gaps in the transit system.
- ! Explore the feasibility of **reusing former rail lines** and former or underutilized rights-of-way for trails and connections.
- ! Raise and **reinforce critical access roads** and evacuation routes.
- ! Support the implementation of the City's **Electric Vehicle Charging** Plan.
- ! **Bury overhead infrastructure** In areas of low flood risk.
- ! **Advocate for the completion of a holistic regional transportation network** of sidewalks, bike paths, trails, complete streets, transit stops, etc.
- ! **Expand passenger rail service and intercity bus service** between Norfolk to both in-state and out-of-state locations.
- ! Construct regional infrastructure that **connects the Peninsula to the Southside**.
- ! Advocate for a **cohesive wayfinding and signage system** across all modes of regional travel.

Future Land Use

A Future Land Use Map (FLUM) is a map of the community’s **intentions**. It is distinct from a zoning map, which is a map of what is and is not permissible in a given area; instead, the Future Land Use Map illustrates a **consolidated community vision for where and how Norfolk will grow**.

NFK2050’s Future Land Use Map uses categories called **Place Types**. Place Types are a way of thinking about a city’s character in ways that are understandable for everyday citizens. They combine **land use** (what activity someone can conduct on a given parcel of land), **community character** (types of buildings, amenities, gathering places); and **urban design and form** (how densely to build, how close together buildings should be). Each Place Type is described in more detail in Chapter 3.

Place Types	Typical Land Use													
	Open Space	Conservation	Single-Unit Residential	ADUs	Multi-family, small-scale	Multi-family, large-scale	Mixed Use	Commercial/retail	Office, large-scale	Research and Development	Institutional	Entertainment	Utility/Transportation	Light Industrial
Transportation & Logistics	○				○	○	○	●	○	○	○	●	●	●
Innovation & Production	○			○	○	○	○	●	●	○	○	●	●	●
Regional Activity Center	○				○	●	●	●	○	●	●	○	○	
Corridor Mixed Use	○			○	●	●	●	●	○	○	●	○	○	
Community Mixed Use	○		○	○	○	○	○	○	○	○	○	○	○	
Sustain - Coastal	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Sustain - Suburban	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Sustain - Traditional	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Open Space	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Conservation	○	○	○	○	○	○	○	○	○	○	○	○	○	○

● PRIMARY USE

○ SECONDARY USE

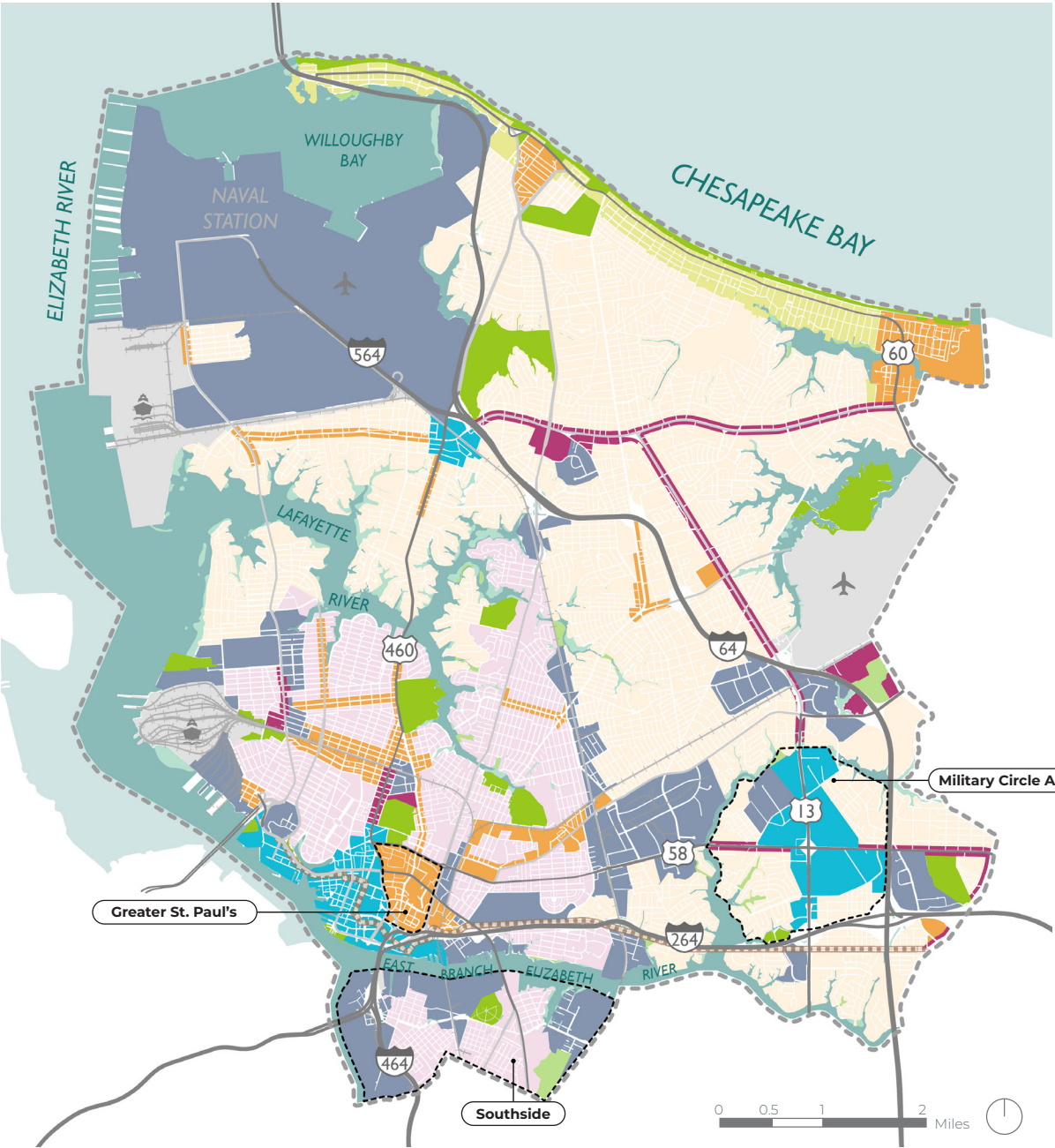


Figure I: NFK2050 Future Land Use Map

NFK2050’s Future Land Use Map shows Place Types distributed throughout the city. Areas are designated “Sustain” where context and character should continue to guide development decisions. Notably, most of the designated Place Types that fall outside the “sustain” categories — those where the city is encouraging more active growth and redevelopment — are limited to areas of lower environmental risk.

Please see Chapter 3 for more detail on the methodology and development of the Future Land Use Map.

PLACE TYPES:

- Transportation and Logistics
- Innovation and Production
- Regional Activity Center
- Corridor Mixed Use
- Community Mixed Use
- Sustain - Coastal
- Sustain - Suburban
- Sustain - Traditional
- Open Space
- Conservation
- Planning Focus Area
- City limits
- Light rail
- Water

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