Implementation and Metrics Evaluation
April 2017
**INTRODUCTION**

For any plan to be effective, ongoing monitoring and evaluation are required. *plaNorfolk2030* has evaluation timeframes specified in the plan:

Action IP1.2.3. Prepare a report evaluating the status and effectiveness of *plaNorfolk2030* implementation at least every two years that includes the following elements:

- An evaluation of the data defined in the metrics.
- An outline of the obstacles or problems in plan implementation.
- Recommendations for new or modified goals, outcomes, metrics or actions.

Given that *plaNorfolk2030* was adopted on March 26, 2013, this will be the second two-year evaluation of the plan. The first evaluation was completed in March 2015. The metrics and implementation status are compiled in separate reports (*Metrics Report* April 2017 and *Implementation Status* April 2017) and are summarized by chapter in the following document. Each chapter has graphics summarizing the plan implementation status and the metrics status, as well as some of the highlights of each. Metrics are summarized based on their performance as follows (metric details available in *Metrics Report* April 2017):

<table>
<thead>
<tr>
<th>Symbol</th>
<th>Metric Performance Score</th>
</tr>
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<tbody>
<tr>
<td>📈</td>
<td>Making Progress</td>
</tr>
<tr>
<td>🖹</td>
<td>Lacking Progress or Negative</td>
</tr>
<tr>
<td>🤔</td>
<td>Unclear</td>
</tr>
<tr>
<td>n/a</td>
<td>No Data</td>
</tr>
</tbody>
</table>

Implementation status was summarized as follows to make evaluation easier (implementation details available in *Implementation Status* April 2017):

<table>
<thead>
<tr>
<th>Implementation Status Summary</th>
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<tbody>
<tr>
<td>🟢</td>
<td>Complete or Underway</td>
</tr>
<tr>
<td>🟥</td>
<td>Not Started (Immediate or Ongoing Timeframes)</td>
</tr>
<tr>
<td>🟠</td>
<td>Not Started (Short-Term, Mid-Term, Long-Term Timeframes)</td>
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</tbody>
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**National Recognition for *plaNorfolk2030***

The City of Norfolk has received Bronze Level recognition from the American Planning Association’s (APA) Comprehensive Plan Standards for Sustaining Places Recognition Program Pilot for its comprehensive plan, *plaNorfolk2030*. APA’s pilot program recognizes plans that advance the principles, processes and attributes of sustainability as detailed in the Comprehensive Plan Standards. The program aims to increase awareness about the importance and value of a comprehensive plan that also addresses a community’s overall sustainability. The plans recognized through this program are guiding communities toward a more sustainable, enduring and equitable future.
**Summary of Findings**

Based on the analysis of plan implementation and metrics by chapter, it appears that implementation of plaNorfolk2030 is on schedule, with a few exceptions. Approximately one-half of the metrics are making progress, while over three-fourths of the actions have begun implementation. This is to be expected in that over ½ of the actions are ongoing and should therefore be making progress. On the other hand, there has only been four years of implementation and many endeavors, such as transportation, are long-term efforts that require long-term approaches. Progress is not measured in years, but in decades in some instances.

### Implementation Status

- On Target
- Lagging
- Not Started

### Metrics Status

- Making Progress
- Lacking Progress or Negative
- Unclear
- No Data

It should be noted that based on four years of working with these data, the usefulness of some of these metrics is becoming uncertain: many of the metrics are unclear or lack data, even after a cleanup effort two years ago; 103 total metrics is still too many to make definitive statements; and many of the metrics lack clear connections to the outcomes they are measuring. Next year will be the five-year mark for plaNorfolk2030, calling for an overall evaluation of the plan and a determination of whether a new plan is necessary or if the plan needs to be amended. The progress on implementation and metrics presented here will be considered as part of this evaluation. Even if it is determined that plaNorfolk2030 does not need significant redrafting or replacement, it is recommended that the approach to metrics be evaluated at that time.

**Recommended Next Steps**

Next steps are presented by chapter in the following analysis and summarized here. Staff will more fully explore these items and process the appropriate plan amendments this Spring.
• **Vision 2100**, while adopted by reference as a part of *plaNorfolk2030,* will need to be woven into the entirety of the plan and may result in new goals, outcomes or actions.

• The recommendations from the **Citywide Affordable Housing Study**, prepared by HR&A, should be incorporated into *plaNorfolk2030,* focusing on the major goals of strengthening neighborhoods and deconcentrating poverty.

• The 2016 **Virginia’s Working Waterfront Master Plan, APA Policy Guide on Freight,** and the **Hampton Roads Hazard Mitigation Plan** should be evaluated for any policies that should be added or amended in *plaNorfolk2030.*

• Existing **pattern books** that are referenced as a part of the nonstandard lot process or planned to be incorporated into the revised Zoning Ordinance should be adopted into *plaNorfolk2030* by reference or somehow cited as reference documents.

• Based on ongoing issues with **parking in older commercial areas,** an action may be needed to explore potential parking solutions in neighborhood commercial areas.

• Another issue needing attention is the development of **design and location criteria for public facilities,** including resilience in design and location considerations such as flooding and AICUZ.

• The creation of **local landmark** status has led to the need for **guidelines** for both the creation of local landmarks and the re-use of these structures.

• The addition of a new historic district, the continued development of transportation funding plans, and general clean up need to be incorporated in the plan.

• **Finally, *plaNorfolk2030* should continue to be the City’s main tool in evaluating land use, funding and policy decisions**

Summaries by chapter follow (note that there is no summary for Chapter 1. Vision and Introduction).
The “Identifying Land Use Strategies” chapter is most closely tied to the ongoing work of the City Planning Commission and is the most referenced chapter for land use guidance. Implementation is well underway, most notably highlighted by the ongoing rewrite of the *Zoning Ordinance*. Many of the actions in this chapter are directly tied to this effort and therefore remain on target for implementation. None of the actions in this chapter are lagging in implementation (where the timeframe calls for immediate or ongoing timeframe but implementation has not yet begun). The remaining implementation category, “Not Started,” highlights items that are not yet scheduled to start according to the assigned timeframe. One item falls in this category in the “Identifying Land Use Strategies” chapter.

In terms of metrics progress, given that there have only been four years of implementation, actual positive or negative trends are difficult to substantiate so caution should be exercised in the interpretation of this information. In terms of the land use, most metrics are showing progress. For example, development in local historic districts and on nonstandard lots continue to comply with design guidelines for these areas.

**Next Steps**

The most significant plan implementation action for the “Identifying Land Use Strategies” chapter will be the continued redrafting of the *Zoning Ordinance*, scheduled for completion in Fall 2017, especially in the areas of development form and resilience measures in new construction. Vision 2100, while adopted by reference as a part of *plaNorfolk2030*, will need to be woven into the entirety of the plan and may result in new actions in this chapter.
“Creating and Maintaining Healthy and Vibrant Neighborhoods” is the largest chapter in *plaNorfolk2030* with 254 actions to implement. Given this large number of actions, it is impressive that 180 of them are on target with implementation. Several new area plan summaries have been added including Chelsea, the Downtown Arts District, and the Military Circle Area. While the majority of neighborhood-specific actions are underway, several are lagging, many due to lack of funds to address significant infrastructure and aesthetic issues.

Progress is being made on many of the metrics, including property maintenance of both private and public property. Many of the metrics are unclear, such as racial and poverty-concentration by census tracts, but given the short four-year timeframe, significant progress should not be expected.

**Next Steps**

The biggest challenge with implementing this chapter is the large number of actions spread across numerous neighborhoods paired with limited resources. The Department of Neighborhood Development continues to evaluate existing programs, such as “Neighbor Building Neighborhoods,” and to develop new programs to better work with the community. This chapter will continue to grow as communities, such as Olde Huntersville, continue to organize and plan for their futures. In addition, the strengthening neighborhoods efforts recommended by the Citywide Affordable Housing Study should be included in this chapter.
CHAPTER 4: PROVIDING TRANSPORTATION OPTIONS

Transportation is, by its nature, an ongoing and long-term endeavor. It is also difficult to measure improvement—sometimes improvement is just a slowing of the growth in congestion. The addition of the Complete Streets Policy and the Bicycle and Pedestrian Strategic Plan better integrate actions related to improving transportation options. Work continues on major road projects such as Military Highway improvements and the extension of light rail. However, completion will be in the long term. Other endeavors such as traffic calming and access management are ongoing.

Progress is being made in bicycle-related metrics such as lane miles of facilities. However, mass transit numbers are down and congestion-related metrics are getting worse.

NEXT STEPS
One area for follow up will be establishing a more detailed guide to implementing Complete Streets. In addition, transportation projects continue to evolve as decisions are made regarding the Hampton Roads Bridge Tunnel, as well as light rail, and plaNorfolk2030 will need to both inform and reflect these decisions.
CHAPTER 5: ENHANCING ECONOMIC VITALITY

Implementation of the “Enhancing Economic Vitality” chapter is on track with actions underway to improve the employment base with the addition of ADP, Movement Mortgage and other employers, as well continuing workforce development initiatives. Metrics are improving for the port, but lagging in the area of poverty and unclear for household income. Progress had been made in reducing development review time.

NEXT STEPS

The “Enhancing Economic Vitality” chapter may need to be evaluated to broaden the tools available for implementation. As programs, such as Aesthetic Grants, are re-evaluated or removed, the plan needs to be revised to continue to give guidance for achieving the chapter’s goals. One specific issue that needs to be addressed is exploring parking solutions in neighborhood commercial areas.
CHAPTER 6: PROMOTING ENVIRONMENTAL SUSTAINABILITY

Actions called for in the “Promoting Environmental Sustainability” chapter range from very short-term with immediate impact, such as investing in energy saving vehicles, to very long-term with little to no measurable impact in the short or mid-term, such as implementing a stormwater master plan. Therefore, implementation is on target for most of the actions but some metric progress will be lagging. Actions were added to plaNorfolk2030 to address resilience and progress continues in this area. Norfolk has been awarded several grants to carry out this work, including the NDRC grant of $120 million for work in the Chesterfield Heights neighborhood. Work also continues on the private side with groups such as the Elizabeth River Project making progress in implementing the “Lafayette River Master Plan.”

Metrics are progressing in the areas of wetland restoration and LEED and Energy Star Certifications but progress is lagging in the overall improvement in the health of Norfolk waterways. However, this requires a long-term approach to be able to affect change.

NEXT STEPS

The actions in the “Promoting Environmental Sustainability” chapter require significant resources to implement so additional grants and other funding sources will be necessary. The evolving approach to environmental issues on the federal level may hamper some environmental programs and curtail funding, making progress even more challenging.

The recent adoption of the Hampton Roads Hazard Mitigation Plan needs to be incorporated into plaNorfolk2030. Incorporating Vision 2100 should also result in some additional actions in this chapter.
All the actions called for in the “Ensuring Housing Choices for All” chapter are on target, with implementation underway. Programs such as tax abatement and derelict structures continue as called for in the plan. However, this chapter lacks clear direction on issues such as subsidized housing so progress in addressing housing issues may continue to lag or be unclear according to the metrics. Progress is mixed, with many of the metrics unclear in whether progress is being made.

**Next Steps**

The “Ensuring Housing Choices for All” chapter needs to be evaluated considering the recently completed Citywide Affordable Housing Study. New or modified actions may be needed to better reflect current housing policy, including current efforts to address the aging public housing stock.
Implementation of the actions from the “Supporting Lifelong Learning” chapter are on target with efforts tied to early childhood education and workforce training well underway. In fact, the City has focused efforts on lifelong learning activities in its current work plan. However, the resulting metrics are not progressing as well as the implementation, due in part the more long-term nature of affecting change in the area of education. Metrics such as the number of people participating in lifelong learning opportunities have improved, but the number of people living in poverty continues to lag, reinforcing the need for continued focus on these issues.

**NEXT STEPS**

The City has an ongoing commitment to supporting lifelong learning—it is one of City Council’s three major focus areas (Education, Housing and Public Safety). With this focused attention, long-term progress should be possible. Staff will continue to monitor development in this area and follow up with any recommended plan adjustments.
Implementation of the actions in the “Delivering Quality Community Services” chapter are all on target, with implementation underway. This is to be expected in that this chapter is comprised mainly of ongoing City services, such as public safety and the provision of water and sewer services. Many of the actions call for maintenance or replacement of existing infrastructure. In terms of metrics, progress is being made in the general maintenance of City facilities and quality of drinking water. However, metrics progress is lagging in areas such as water quality (stormwater).

**Next Steps**

The “Delivering Quality Community Services” chapter is a microcosm of City operations and will continue to be responsive to community needs. Staff suggests exploring opportunities to add location and design criteria for public buildings, including resilience in construction.
Chapter 10: Enjoying Daily Life

Implementation Status

Metrics Status

All actions defined in the “Enjoying Daily Life” chapter are underway. Many of the actions are ongoing City services provided by the Department of Recreation, Parks and Open Space and the Libraries so it should be expected that actions are underway. Other actions that have taken place include changes to regulations to better support the arts district and add “life” to the street.

The metrics are also demonstrating progress in the areas of recreation and library availability. However, employment in creative fields has not improved.

Next Steps

This chapter of plaNorfolk2030 needs to be expanded to better capture the energy of the non-City actions aimed at improving the quality of life in Norfolk. The addition of “Healthy Community” actions will help strengthen these efforts.
Significant progress has been made in the implementation of the actions in the “Preserving Our Heritage” chapter, most notably the transition to an Architectural Review Board, the revision of Chapter 9 in the Zoning Ordinance and the expanded use of design guidelines for evaluations. Since plaNorfolk2030 was adopted, three new National Register Historic Districts have been added and there is now a process in place for the designation of local historic landmarks.

In terms of metrics, improvements have been made to speed up the Certificate of Appropriateness (COA) process and expand communication efforts. However, progress is lagging in providing protection to Norfolk’s historic buildings and landmarks.

**Next Steps**

The addition of locally-designed landmarks has spurred activity in the industrial seam through Park Place, but additional guidance on appropriate or sensitive preservation or reuse options should be explored. In addition, possible legislative approaches to preventing “demolition by neglect” should be considered.
Implementation of the “Fostering Responsible Regional Cooperation” chapter is underway with no implementation items lagging and only a few that remain to get underway. One item of concern for implementation is that many of the actions were general in nature and implementation may not result in significant improvements. In fact, looking at the metrics status, only ¼ of the metrics are making progress and one-half of the metrics are lacking progress or negative.

**Next Steps**

There is a significant gap between the implementation status and the metric status. A portion can be explained by the short time frame to show any improvements (only four years) and the fact that regional issues tend to be some of the most challenging to address—air quality, transportation, and water quality to name a few. But more ambitious or specific actions may be necessary to see measurable improvements. In fact, plaNorfolk2030’s relatively unambitious approach to regionalism contributed to a lower score during APA’s accreditation evaluation.
CHAPTER 13: IMPLEMENTING plaNorfolk2030

Implementation of plaNorfolk2030 is underway as shown in the previous chapters. City Council, the City Planning Commission and staff have all relied on the plan as a valuable tool for decision-making as shown by the implementation status graphic. In terms of metrics, some of the measures have not been quantified (in blue) because only four years have passed since adoption.

**Next Steps**

Next year will be the five-year mark for plaNorfolk2030, calling for an overall evaluation of the plan and a determination of whether a new plan is necessary or if the plan needs to be amended. The progress on implementation and metrics presented here will be considered as part of this evaluation.