



pla**N**ORFOLK2030

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Implementation Evaluation
July 2022

INTRODUCTION

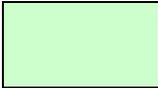
For any plan to be effective, ongoing monitoring and evaluation are required. *plaNorfolk2030* has evaluation timeframes specified in the plan:

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 third evaluation of the plan. The first evaluation was completed in March 2015 and the second was completed in April 2017. For this report, the metrics were not included for the following reasons: (1) During the 2017 update, it was noted that the usefulness of some of these metrics was becoming uncertain – many of the metrics are unclear or lack data, even after various cleanup efforts; (2) many of the metrics lack clear connections to the outcomes they are measuring; and (3) the commencement of *plaNorfolk2050* this year will give rise to the opportunity to establish new metrics that address the concerns brought forth by the 2017 update and 2018 five-year review. The implementation status is compiled in a separate report (*Implementation Status July 2022*) and is summarized by chapter in the following document.

Implementation status was summarized as follows to make evaluation easier (implementation details available in *Implementation Status July 2022*):

Legend	
	Complete
	Ongoing
	Underway
	Not Started
	Not Applicable

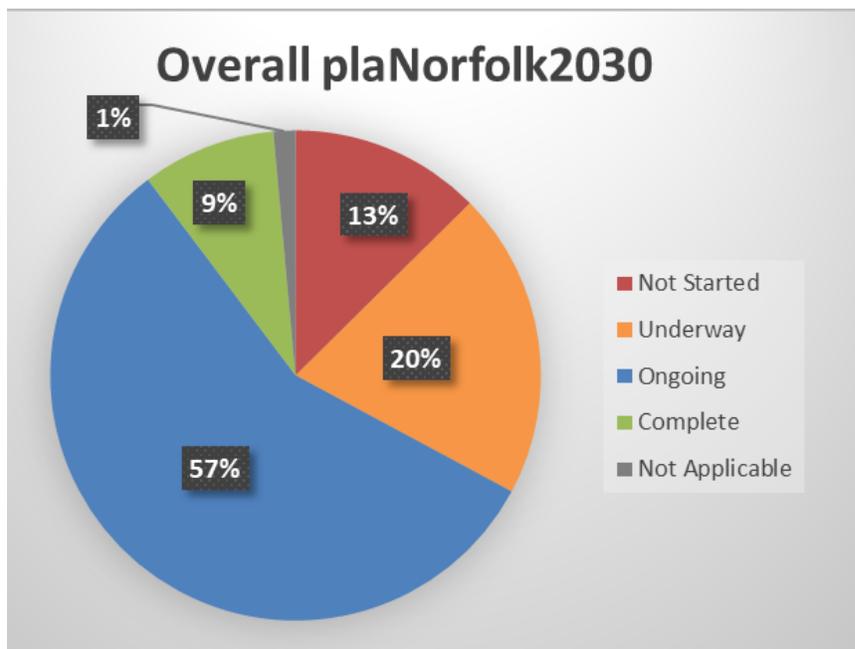
National Recognition for *plaNorfolk2030*

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 actions by chapter, it appears that implementation of *plaNorfolk2030* is on schedule overall, with some notable exceptions and trends. Approximately 86% of all actions are on target (complete, underway, or ongoing) while 12% have not started or begun implementation. However, when looking at the 86% total, it is important to note that of that total, well over half are ongoing actions, meaning they do not have defined timeframes for implementation or are worded in such a way that is ongoing in nature and can never truly be marked as complete. This theme can be seen throughout the report for each chapter, indicating a need, or opportunity, to rethink how actions can be worded in *plaNorfolk2050* so that implementation progress can be measured more discretely, with more actions that have timeframes and less that are ongoing in nature and therefore cannot effectively be tracked.

IMPLEMENTATION STATUS



NEXT STEPS

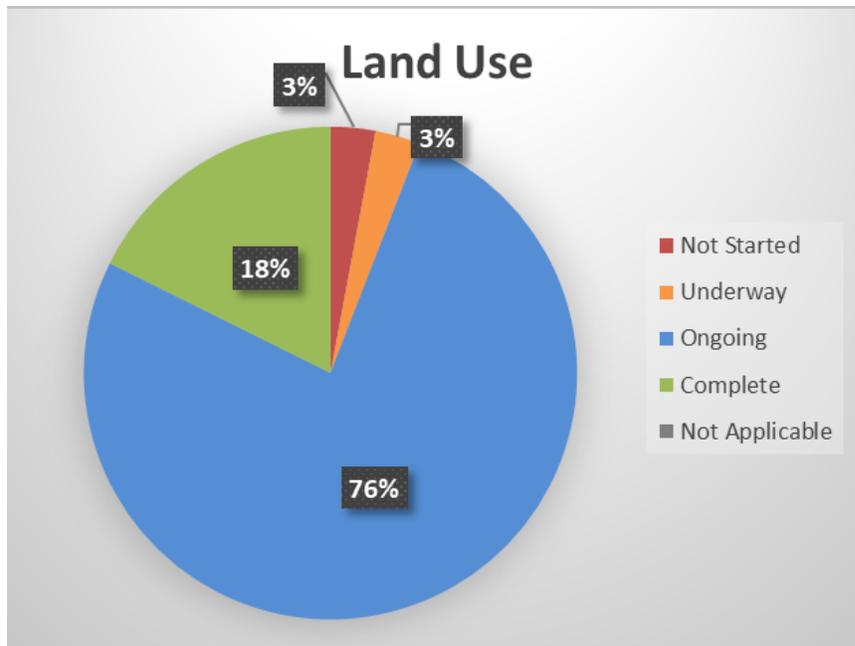
The first two updates in 2015 and 2017 included recommended next steps for the plan overall, as well as for each chapter following the analyses of progress towards implementation of both actions and metrics. Each time, individual amendments were made to *plaNorfolk2030* to address concerns with existing metrics, and to incorporate new data, plans, and policies that the City had completed since the adoption of the plan in 2013. For this update, no recommendations are made to amend *plaNorfolk2030*, as the City will commence the development of *plaNorfolk2050* this year, which will incorporate all recommendations

and suggestions included in past updates (as well as the five-year review in 2018). As such, this will be the final Status Evaluation and Update for *plaNorfolk2030*.

Summaries by chapter follow (note that there is no summary for Chapter 1. Vision and Introduction).

CHAPTER 2: IDENTIFYING LAND USE STRATEGIES

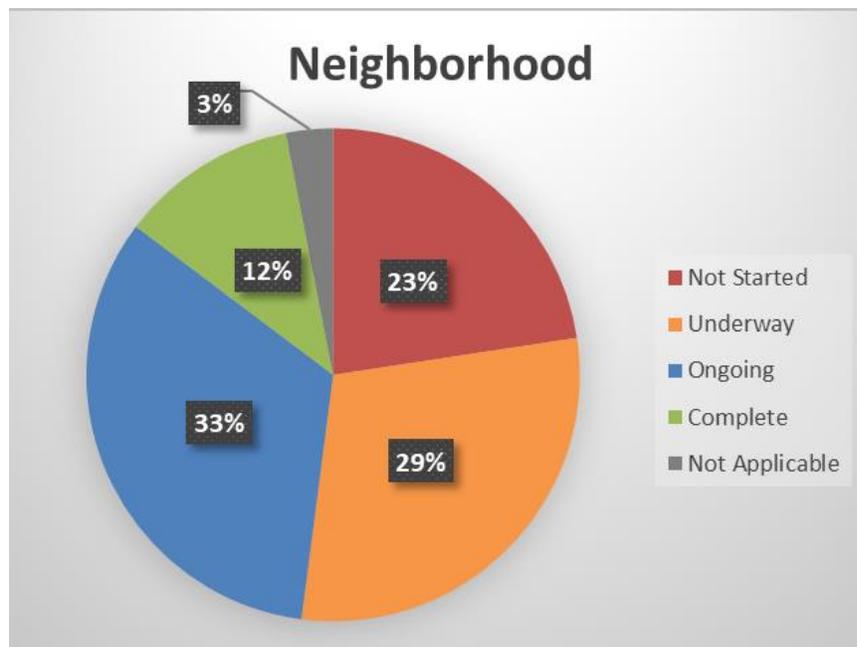
IMPLEMENTATION STATUS



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 2018 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 an immediate or ongoing timeframe, but implementation has not yet begun). Very few actions are under the category, “Not Started,” highlighting the overall success in implementing this chapter. In addition, since the last implementation update in 2017, *Vision 2100* has been woven into the entirety of the plan and new actions have been added in this chapter.

CHAPTER 3: CREATING AND MAINTAINING HEALTHY AND VIBRANT NEIGHBORHOODS

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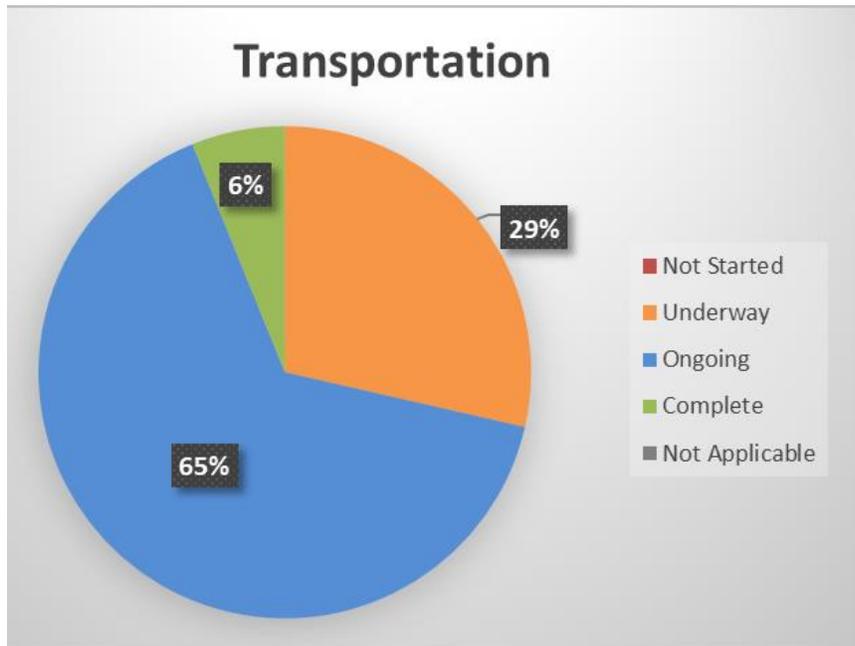


“Creating and Maintaining Healthy and Vibrant Neighborhoods” is the largest chapter in *plaNorfolk2030* with more than 250 actions to implement. Given this large number of actions, and that the plan is only nine years old, it is impressive that 41% of them are either complete or underway. While many of the neighborhood-specific actions are complete or underway, 23% have not yet started, which is concerning given the total amount of actions and the various needs of Norfolk’s neighborhoods. Much of this can be attributed primarily to a lack of funds to address significant infrastructure and aesthetic needs and inactive grant programs that previously addressed some of these issues.

The biggest challenge with implementing this chapter is the large number of actions spread across numerous neighborhoods paired with limited resources. However, the Department of Neighborhood Services continues to evaluate existing programs, such as “Neighbors Building Neighborhoods,” and to develop new programs to better work with the community, and the new Department of Housing and Community Development will be integral to the long-term implementation of these actions and programs, including Rent Ready, Renovate Norfolk, Strengthening Neighborhoods, and the St. Paul’s Transformation. Upon completion of the St. Paul’s Transformation, the anticipated redevelopment of the Military Circle Area, and the extension of light rail and bus rapid transit from the Newtown Road station to Naval Station Norfolk, many of these actions could be marked as complete, further advancing the long-term vision of this chapter.

CHAPTER 4: PROVIDING TRANSPORTATION OPTIONS

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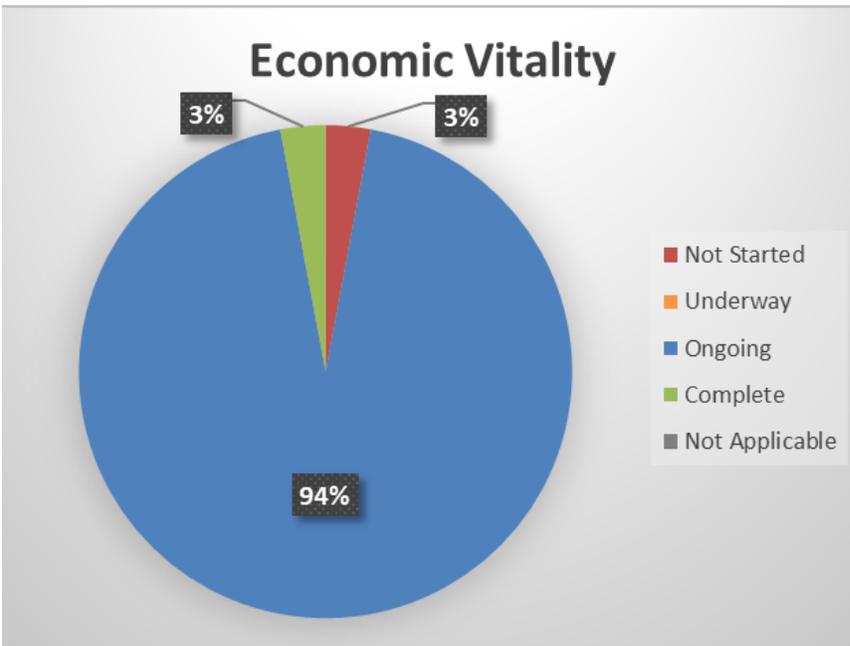


Transportation is, by its nature, an ongoing and long-term endeavor. However, recent plans and policies such as the Complete Streets Policy, Vision Zero, the Bicycle and Pedestrian Strategic Plan, and the upcoming Multimodal Transportation Master Plan include crucial themes and actions that should be implemented in both the near and long term. *plaNorfolk2050* presents an opportunity to better integrate actions related to improving transportation options, safety, and accessibility. Work continues on major road projects and the extension of light rail/bus rapid transit. However, completion of these actions will be in the long term by nature. Other endeavors such as traffic calming, access management, and re-signalizations are ongoing.

The City of Norfolk is developing a Multimodal Transportation Master Plan to help define the direction that the City's transportation system will take over the coming years. This Plan will provide the framework for both large and small transportation decisions about projects, priorities, coordinated planning with respect to land use decisions, public/private initiatives, other infrastructure projects, and more. This plan will be an integral part of *plaNorfolk2050* and will be the basis for its transportation-related actions.

CHAPTER 5: ENHANCING ECONOMIC VITALITY

IMPLEMENTATION STATUS

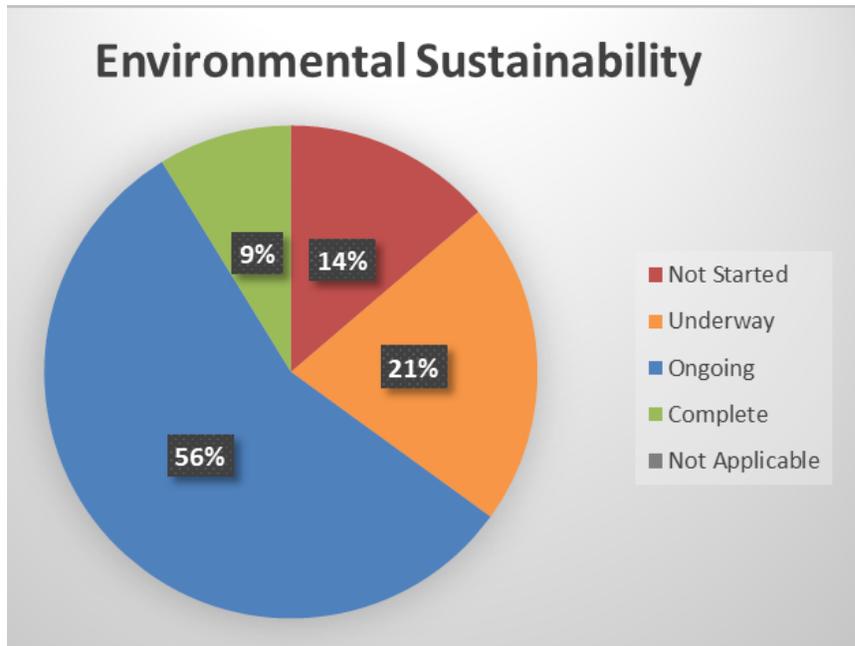


Implementation of the “Enhancing Economic Vitality” chapter is difficult to track effectively, given most actions are ongoing in nature. For example, many actions recognize current, positive initiatives taking place in the city and in the region but are not worded in a way that allows the City to truly track progress towards a measurable objective (i.e., “continue to pursue major corporate headquarters,” “continue to support the Norfolk Economic Development Authority’s (EDA) efforts to provide assistance to eligible businesses”).

In developing *plaNorfolk2050*, it will be important to carry forward many of the current and ongoing economic development initiatives and success captured by *plaNorfolk2030*, perhaps through actions that have more specific timeframes so that progress can be more effectively tracked, and the tools for implementation can be broadened.

CHAPTER 6: PROMOTING ENVIRONMENTAL SUSTAINABILITY

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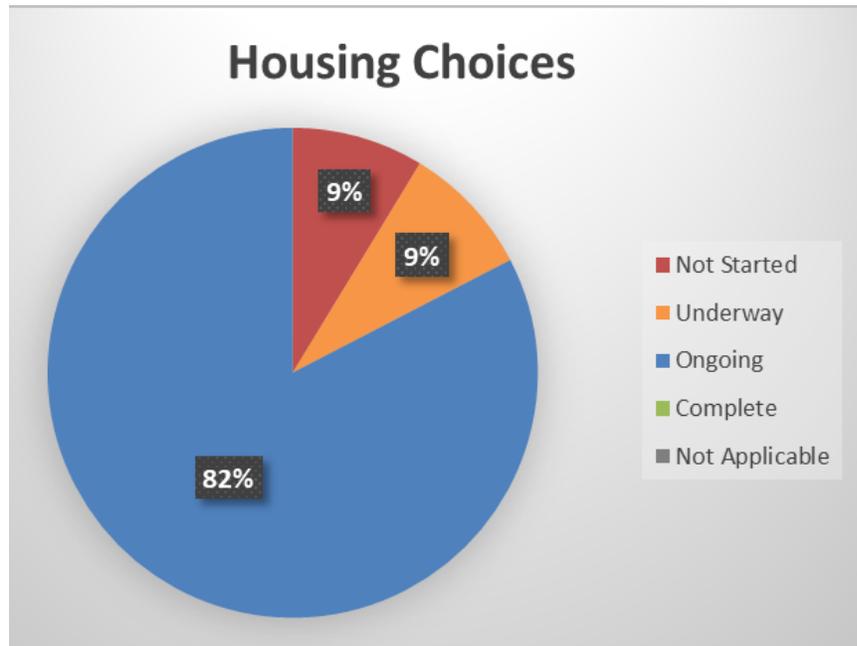


Actions called for in the “Promoting Environmental Sustainability” chapter range from very short-term with immediate impact, such as investing in energy saving vehicles, to very long-term with little to no measurable impact in the short or mid-term, such as implementing a stormwater master plan. Therefore, implementation is either complete or underway for many actions (30%) but there are also many actions that have yet to begin (14%), exceeding the number of actions that have been completed (9%). Actions were added to *plaNorfolk2030* to address resilience over the years and progress continues in this area. Norfolk has also been awarded several grants to carry out this work, including the NDRC grant of \$120 million for work in the Chesterfield Heights neighborhood, and the adoption of the Green Infrastructure Plan has resulted in the addition of more actions to this chapter to reflect the goals and objectives of that plan.

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 state and federal levels may hamper some environmental programs and curtail funding, making progress even more challenging. However, plans such as the Green Infrastructure Plan and the Hampton Roads Hazard Mitigation Plan, the City’s creation of an Environmental Sustainability Manager position, and new plans and initiatives, including the Climate Action Plan and Better Buildings Initiative, will be invaluable as we develop *plaNorfolk2050*, providing new, exciting opportunities to fully embrace green practices, programs, and initiatives well into the future.

CHAPTER 7: ENSURING HOUSING CHOICES FOR ALL

IMPLEMENTATION STATUS

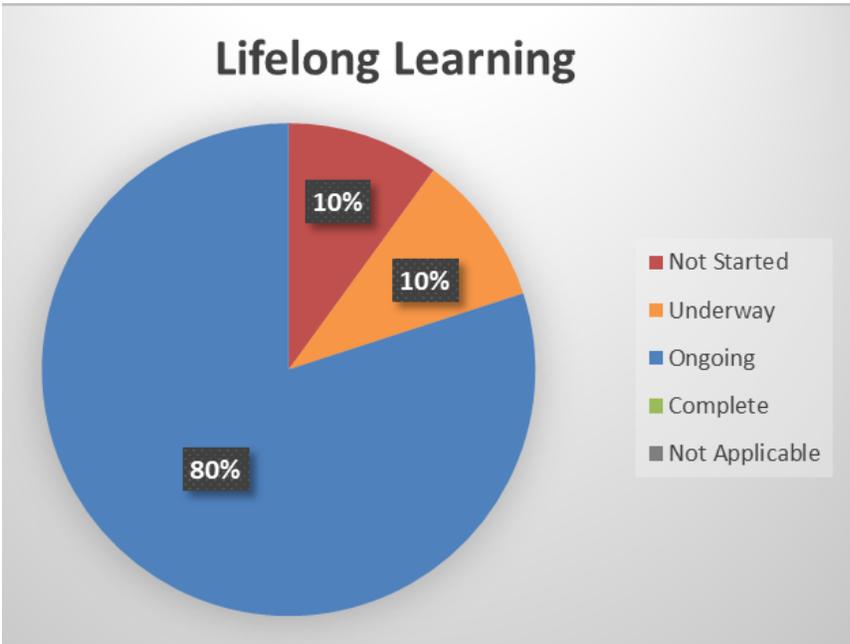


The actions called for in the “Ensuring Housing Choices for All” chapter seem to be on target overall, with implementation underway or ongoing. However, with 82% of actions marked as ongoing in nature (worded in a way that does not have an associated timeframe for completion and/or cannot ever be marked as complete) it is challenging to effectively measure progress, especially given the fact that no actions are marked as complete. Additionally, this chapter lacks clear direction on issues such as subsidized and affordable housing so progress in addressing housing issues have lagged or are unclear according to the current metrics.

With affordable housing at the forefront of many planning discussions and as an ever-important indicator of a city’s overall health, it is especially important to include actions that have clear timeframes and can be marked as complete at some point so that the public can clearly see how and when the City is implementing these goals and objectives. Affordable housing and housing choice will be major focuses of *plaNorfolk2050*, which will also benefit from recent plans and initiatives including the Citywide Affordable Housing Study, the Design Principles for Multifamily Development, efforts to implement Missing Middle Housing, and the Mayor’s Advisory Commission on Social Equity and Economic Opportunity.

CHAPTER 8: SUPPORTING LIFELONG LEARNING

IMPLEMENTATION STATUS

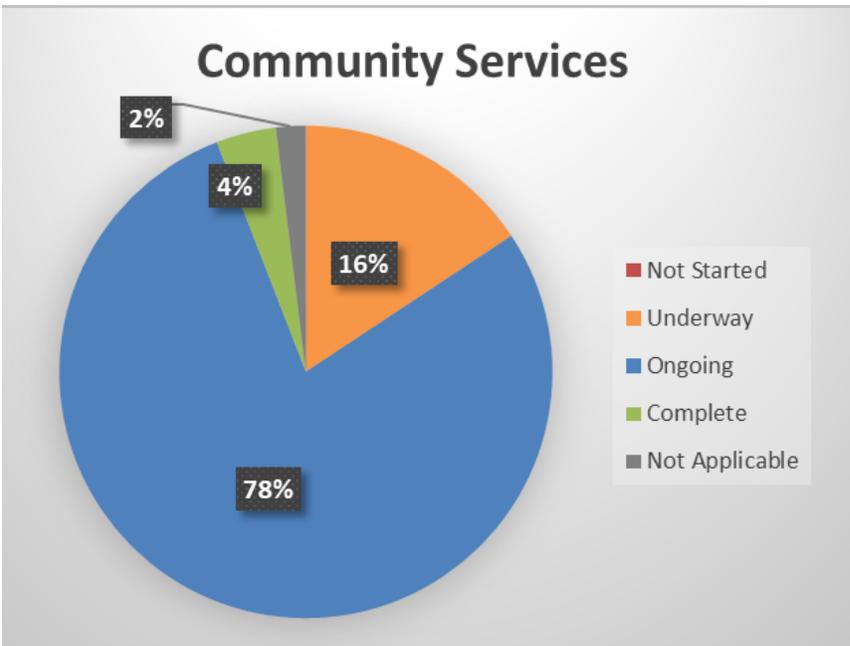


Implementation of the actions from the “Supporting Lifelong Learning” chapter is very similar to that of the “Ensuring Housing Choices for All” chapter – on target overall, with implementation underway or ongoing. However, with 80% of actions marked as ongoing in nature (worded in a way that does not have an associated timeframe for completion and/or cannot ever be marked as complete) it is similarly challenging to effectively measure progress. Many of the actions are tied to early childhood education and workforce training and are well underway. However, the 2017 update showed the metrics are not progressing as well as the implementation, due in part the more long-term nature of affecting change in 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.

The City has an ongoing commitment to supporting lifelong learning. With this continued and focused attention, long-term progress should be possible. However, as with the “Ensuring Housing Choices for All” chapter, it will be crucial to include actions in *plaNorfolk2050* that have clear and measurable timeframes so that progress can be tracked towards completion.

CHAPTER 9: DELIVERING QUALITY COMMUNITY SERVICES

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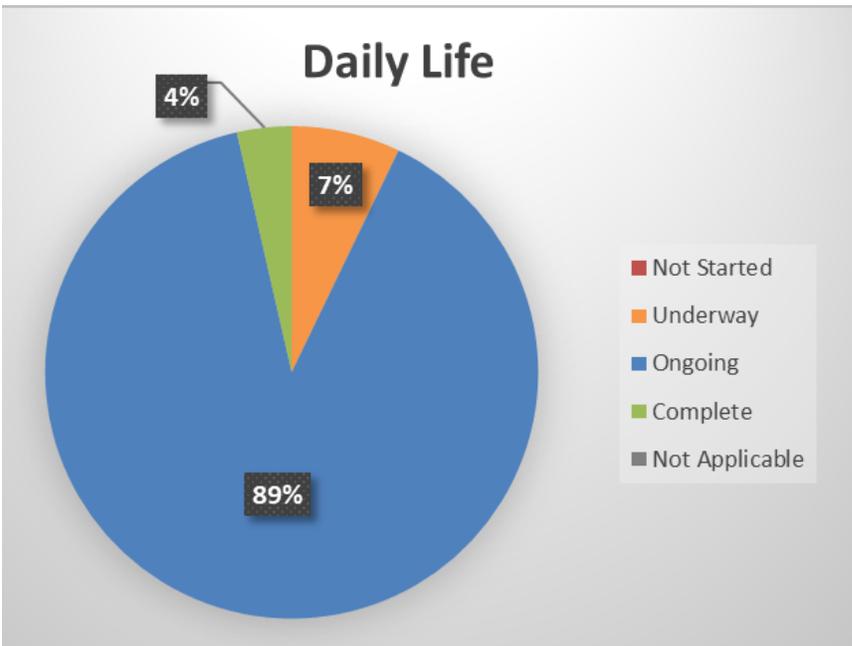


Much like the previous chapters, implementation of the actions in the “Delivering Quality Community Services” chapter is mostly on target, with implementation underway or ongoing, but it is difficult to discern how much progress towards implementation is occurring due to the vast number of ongoing actions that ultimately cannot be marked as completed. This is to be expected to some degree 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.

The “Delivering Quality Community Services” chapter is a microcosm of City operations and will continue to be responsive to community needs. However, the underlying challenge of tracking measurable progress remains, with the prevalence of actions that are ongoing in nature. One potential strategy in the development of *plaNorfolk2050* is to explore opportunities to add location and design criteria for public buildings, including resilience in construction.

CHAPTER 10: ENJOYING DAILY LIFE

IMPLEMENTATION STATUS

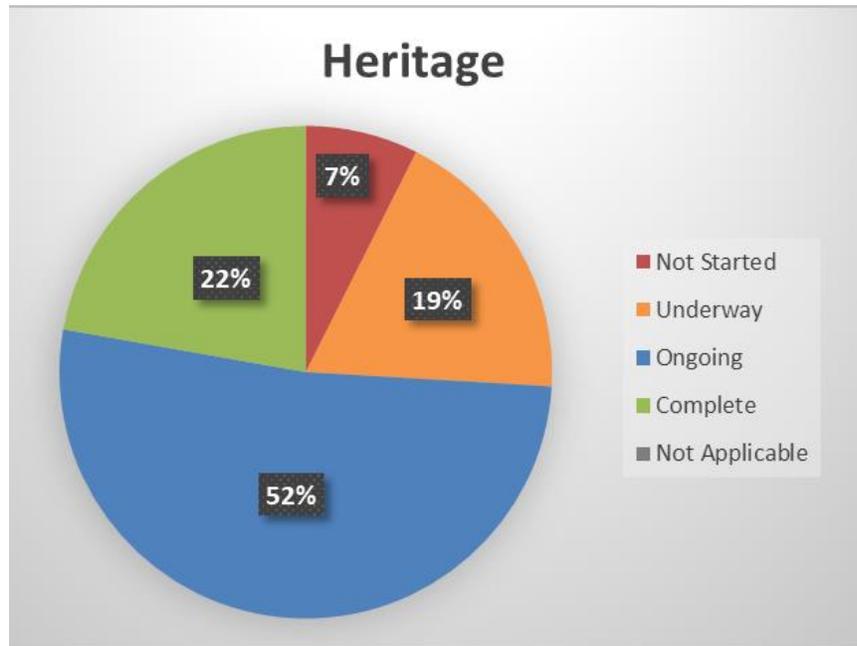


All actions defined in the “Enjoying Daily Life” chapter are complete, underway, or ongoing. Many of the actions are ongoing City services provided by the Department of Parks and Recreation and the Libraries so it should be expected that actions are categorized as such. Other actions that have taken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

Looking forward, the actions and themes included in this chapter need to be expanded in *plaNorfolk2050* 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.

CHAPTER 11: PRESERVING OUR HERITAGE

IMPLEMENTATION STATUS

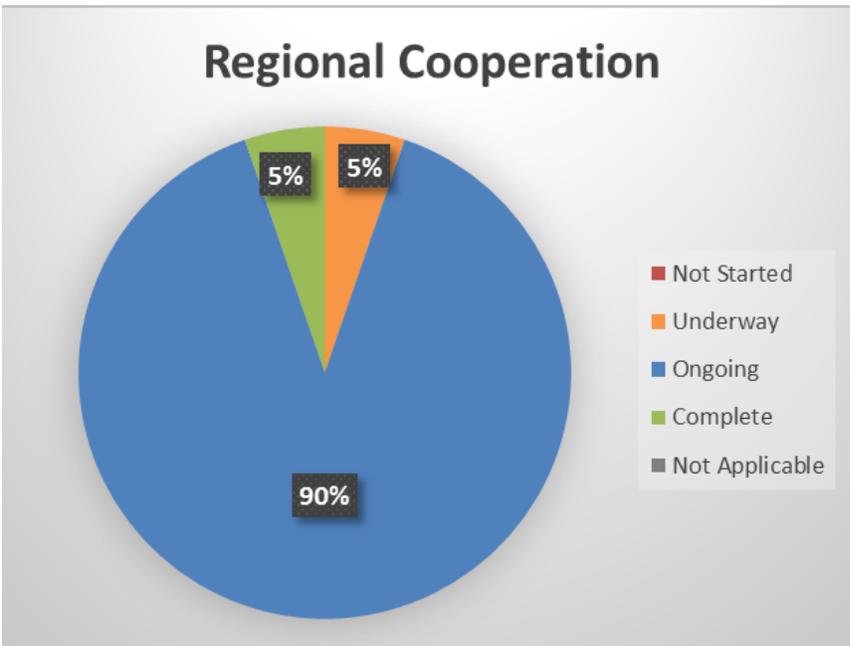


Significant progress has been made in the implementation of the actions in the “Preserving Our Heritage” chapter, most notably the transition to an Architectural Review Board, the *Zoning Ordinance* rewrite, and the expanded use of design guidelines for evaluations. Since *plaNorfolk2030* was adopted, four new National Register Historic Districts have been added, there is now a process in place for the designation of local historic landmarks, and work is underway to update the city’s inventory of historic and cultural architecture.

While the number of ongoing actions still exceeds all other categories, the overall share of the total is considerably less than that of the other chapters. This is encouraging because it shows implementation of this chapter can more effectively be measured due to many actions including discrete timeframes or language that suggests a clear endpoint. The addition of locally designated landmarks has spurred activity in the Railroad District, but additional guidance on appropriate or sensitive preservation or reuse options should be explored during the development of *plaNorfolk2050*.

CHAPTER 12: FOSTERING RESPONSIBLE REGIONAL COOPERATION

IMPLEMENTATION STATUS

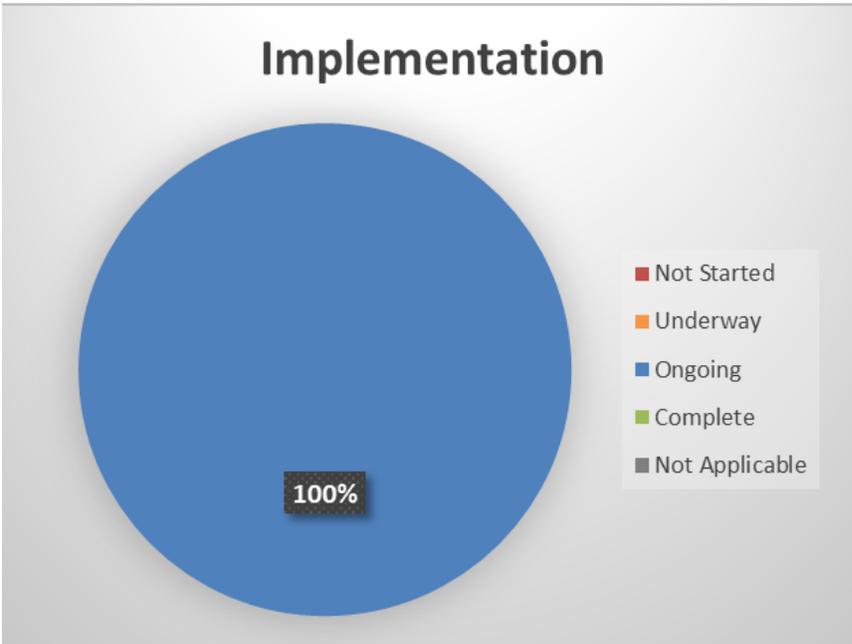


Implementation of the “Fostering Responsible Regional Cooperation” chapter is underway with no implementation items that have not at least begun implementation. Much like the previous chapters, however, a vast majority of actions are ongoing in nature, meaning the City can be actively pursuing and maintaining these actions, but one cannot truly see how these goals are accomplished over time. Additionally, since many of the actions are general in nature, implementation may not result in significant improvements. In fact, looking at the metrics status from the 2017 report, only $\frac{1}{4}$ of the metrics are making progress and one-half of the metrics are lacking progress or negative.

Regional cooperation is increasingly important in Hampton Roads and related issues tend to be some of the most challenging to address—air quality, transportation, and water quality to name a few. More ambitious or specific actions are necessary in *plaNorfolk2050* 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 STATUS



Implementation of *plaNorfolk2030* is well 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. Since all of these actions are ongoing in nature, the graph shows 100% of actions as ongoing.

Following the five-year review of *plaNorfolk2030* and subsequent discussion with the City Planning Commission, the determination was made that a new plan is necessary, thus beginning the work towards kickoff of *plaNorfolk2050*.