



## 11.0 FOCUS ON IMPLEMENTATION

### 11.1 Overview

The policies and action strategies identified in the plan elements (Chapters 3.0 to 10.0) will only be turned into reality by concerted, consistent, and highly focused attention to implementation. Effective implementation will require that the City Administration, present and future City Councils, and other governmental entities such as the School Board, Portsmouth Redevelopment and Housing Authority, etc. actively and continuously use the Comprehensive Plan as a key reference for all decisions and actions. For the first time in its history, Portsmouth has, through this Destination 2025 Comprehensive Plan, a framework to integrate and coordinate all aspects of governance so as to achieve a vision for the future derived from citizen values and aspirations. The Plan's value will only be realized to the extent that it is followed and implemented through actions such as regulatory changes (e.g., revising the Zoning Ordinance) and capital improvements (e.g., repairing and upgrading aging infrastructure systems).



In recent years, Vision 2005 and other initiatives have resulted in a number of “success stories” for the City, focused on several well-planned and well-executed redevelopment projects. This Comprehensive Plan moves planning in the City to the next level by objectively balancing needs and opportunities citywide, and by taking the long view of how to guide the momentum of change to move Portsmouth forward into a new era of optimism, achievement, and excellence. The Destination 2025 Comprehensive Plan provides both the framework and the motivation to exert the necessary leadership in addressing problems and seizing opportunities. It creates the mandate to mobilize governance structures, secure the necessary resources, and commit to “staying the course” in realizing the Vision.

The individual elements of the Comprehensive Plan call for specific action strategies to bring about the positive change reflected in the Comprehensive Plan Vision Statement. These strategies include bold initiatives to “raise the bar” of expectations in all aspects of quality of life: from excellence in public education to accelerating economic prosperity to setting higher standards for the character of neighborhoods, commercial centers, and roadway corridors. While the Plan calls upon the City to increase its tax base and revenues, as well as to pay

increased attention to the fiscal implications of redevelopment decisions, in light of limited fiscal resources it is only prudent to establish a highly focused and realistic implementation program to be staged over time. Hence, a major theme of the implementation element is **FOCUS: Fulfilling Our Comprehensive Urban Strategy**, which targets specific areas of the City in need of intervention to promote positive change. This element describes an implementation program for the Destination 2025 Comprehensive Plan comprised of the following components:



Sunrise across  
Paradise Creek

- **Principles for Comprehensive Plan consistency**, including compliance with the Plan with regard to zoning and development standards, re-zoning approvals, and other decision-making
- A protocol for **adopting, amending, monitoring, and periodically updating** the Plan
- A framework for **Fulfilling Our Comprehensive Urban Strategy (FOCUS)** by targeting specific areas of the City in need of attention to achieve the goals, policies, and action strategies of the Comprehensive Plan
- Policies and action strategies to enhance and re-shape **Governance** of the City to support effective plan implementation
- An **Action Plan** as outlined in an Action Initiatives Table that identifies short-term, mid-term, and ongoing activities necessary to implement the Comprehensive Plan

## 11.2 Principles for Comprehensive Plan Consistency

In the Commonwealth of Virginia, comprehensive planning is mandated and guided under the Code of Virginia. Statute 15.2-2223 requires that local governments have a comprehensive plan and that it be “*general in nature*” and “*be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which 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 inhabitants.*” Plan contents called for include elements related to transportation; to designations of land uses, facilities, and proposed public improvements; and to the provision of affordable housing.

The legal mandate for actions of local government to follow a comprehensive plan is derived from Statute 15.2-2232, Legal Status of Plan, which states:

*“Whenever a local planning commission recommends a comprehensive plan or part thereof for the locality and such plan has been approved and adopted by the governing body, it shall control the general or approximate location, character and extent of each feature shown on the plan. Thereafter, unless a feature is already shown on the adopted master plan or part thereof or is deemed so under subsection D, no street or connection to an*

*existing street, park or other public area, public building or public structure, public utility facility or public service corporation facility other than railroad facility, whether publicly or privately owned, shall be constructed, established or authorized, unless and until the general or approximate location, character and extent thereof has been submitted to and approved by the commission as being substantially in accord with the adopted comprehensive plan or part thereof.”*

If the Destination 2025 Comprehensive Plan is to effectively guide change in Portsmouth over time, a framework must be established to provide reasonable assurance that the Plan will be followed, consistent with this statutory provision. Therefore, three basic principles for consistency with the Comprehensive Plan are set out below.

***Principle: Zoning and related development standards and ordinances shall be revised to maintain consistency with the Comprehensive Plan.***

The Land Use Element and other elements of the Comprehensive Plan identify the need for revisions to zoning district designations and development regulations to raise standards of quality, increase flexibility, and adjust land use mixes and intensities. The above principle addresses this need. It DOES NOT suggest that, upon plan adoption, the zoning map and its various zoning districts must undergo a wholesale revision. Rather, following plan adoption the City should conduct an analysis of its development regulations, including the zoning map, to determine the specific changes that are needed to carry out the goals, policies, and action strategies of the Comprehensive Plan. It should also be noted that the Future Land Use Map presented in Chapter 4.0 is not intended to become or replace present zoning district designations on the zoning map. Rather, the Future Land Use Map conceptually depicts relatively broad categories of land use, and will serve as a guide for considering future re-zonings (see second principle below). Because the Future Land Use Map depicts development patterns as they should be in the future, the land use designations shown may differ from existing patterns of uses and intensities, as well as from existing zoning designations, in anticipation of changes in use and intensity as revitalization and redevelopment take place over the next 20 years.



***Principle: Requested re-zonings shall be reviewed for consistency with the Comprehensive Plan and shall not be approved if found contrary to the Comprehensive Plan.***

Because the Future Land Use Map and its associated policies are considerably broader than present zoning and development regulations, many development proposals that are consistent with present zoning will also be consistent with the Comprehensive Plan. In fact, the Plan will add considerable **flexibility** in the re-zoning/development review process, particularly in areas designated for mixed use, where the underlying zoning is more rigid or limited than provided

for by the Comprehensive Plan Future Land Use Map. However, in cases where a proposed development or use larger than a specified magnitude is in clear conflict with the Comprehensive Plan, re-zoning approvals should not be granted until and unless the Comprehensive Plan is amended. The City Council shall make such amendments upon findings of fact based on designated criteria and upon the recommendation of the Planning Commission, as outlined in Section 11.3 below.

***Principle: City Council shall consider consistency with the Comprehensive Plan as a factor in making decisions on proposed projects, programs, and initiatives.***

In addition to re-zonings, City Council makes decisions on many programs and projects that relate to the goals, policies, and action strategies contained in the Comprehensive Plan. Effective implementation of the Plan will thus depend upon the extent to which City Council takes into account consistency with the Comprehensive Plan in making decisions that affect Portsmouth's future. To help ensure that this factor is considered by City Council, a procedure for reporting by city staff to City Council on the consistency of relevant projects, programs, and initiatives with the Comprehensive Plan shall be established.



The following is a recommended checklist for the development of a more specific protocol for compliance with the Comprehensive Plan, to be established within one year of plan adoption:

- Identify specific task schedules, resources, and responsibilities to enact revisions to the Zoning Ordinance, Subdivision Regulations, and associated development standards to be in conformance with the Comprehensive Plan, consistent with the priorities and timeframes in the Action Plan set forth in Section 11.6
- Establish provisions for the review of all development applications, re-zonings, and plats to be consistent with the Comprehensive Plan
- Establish a protocol for reporting to City Council by staff regarding the consistency of relevant projects, programs, and initiatives with the Comprehensive Plan
- Establish provisions to expand and modify the Capital Improvement Program (CIP) to reflect policies, strategies, and priorities established in the Comprehensive Plan



### 11.3 Plan Adoption, Amendments, Monitoring, and Updating

This section describes procedures to be followed by the City in adopting the Comprehensive Plan, making periodic amendments to the Plan during the years following its adoption, monitoring progress made in implementing the Plan, and updating the entire Plan on a regular basis. These procedures meet or exceed the minimum requirements set by the Code of Virginia requirements for local government comprehensive plans.

#### Plan Adoption

The following plan adoption procedures are in accordance with Code of Virginia requirements:

- 1. Recommendation by Planning Commission to City Council:** Following public notice requirements as per Statute 15.2-2204, Code of Virginia, the Planning Commission shall hold a public hearing on the Plan. Following this hearing the Planning Commission may approve, amend and approve, or disapprove the plan. Upon approval, the Commission shall by resolution recommend the plan, or part thereof, to City Council. (15.2-2225)
- 2. Transmittal:** A copy of the Plan shall be certified by the Planning Commission and transmitted to City Council. (15.2-2225)
- 3. City Council Adoption:** Following public notice requirements as per Statute 15.2-2204, Code of Virginia, City Council shall hold a public hearing on the plan, after which City Council may approve and adopt, amend and approve, or disapprove the plan. (15.2-2226)

#### Plan Amendments

While the Comprehensive Plan provides for considerable flexibility in interpretation, if it is to have relevance over time the City should not allow it to be ignored, nor should it be subject to continuous or arbitrary revisions. Therefore, amendments to the Plan shall not be made more than twice per calendar year. Plan amendments shall be recommended by the Planning Commission and adopted by City Council in the same manner as for plan adoption, as specified in Statute 15.2-2229, Code of Virginia. However, the following deviations shall NOT be considered to require plan amendments:

- Emergency situations requiring immediate actions, as defined by the City Manager
- Re-zonings or development approvals necessary to protect public health, safety or welfare
- Small scale developments involving minor deviations, interpretations, or adjustments to the Future Land Use Map
- Corrections of errors, clarifications of intent, or updating of data, any of which do not substantially alter plan policies or actions

City Council is responsible for determinations regarding plan deviations which may be approved based on the above criteria.

### Specific Provisions

The following is a recommended checklist for the development of a more specific protocol for plan amendments, to be established within one year of Comprehensive Plan adoption:

- Planning staff will package proposed plan amendments semi-annually for review and recommendation by the Planning Commission, who will forward their recommendations to City Council for consideration following a public hearing.
- Plan amendments may include modifications to goals, strategies and actions, and/or modifications to the Future Land Use Map to accommodate re-zonings that are contrary to the adopted Comprehensive Plan.
- Amendments shall be accompanied by an analysis of the need and public purpose served by the amendment and a review of the effects on other elements of the Comprehensive Plan.
- Before amendments are considered for adoption, citizens shall be provided with effective ways for participating in the decision-making process, in addition to the required public hearing.

### **Plan Monitoring and Updating**

If the Destination 2025 Comprehensive Plan is to have value and remain useful through its planning horizon, it is important to develop ways of monitoring progress in achieving the many initiatives it calls for, measuring its success in effectuating positive change, and keeping it current as new information becomes available and circumstances change. For this reason, the Comprehensive Plan should be thought of as an on-going process and the foundation that will guide on-going, more detailed planning rather than as a one-time event or a static document.



Virginia law (15.2-2230, Code of Virginia) recognizes this need to keep the Comprehensive Plan current and relevant, generally mandating that it be reviewed by the Planning Commission at least once every five years “*to determine whether it is advisable to amend the plan.*”

Due the complexity of the many initiatives called for in the Destination 2025 Comprehensive Plan, as well as the accelerating rate of change in the City and region, provisions for plan monitoring and updating should exceed the following minimum requirements:

- The City of Portsmouth shall monitor and report upon plan implementation progress **annually**.
- The City of Portsmouth shall update the Comprehensive Plan **every five (5) years**.

### Specific Provisions

The following is a checklist for the development of a more specific protocol for Comprehensive Plan monitoring and updating, to be established within one year of plan adoption.

### Annual Monitoring

- The Planning Commission shall submit to the City Council an **annual report** indicating actions taken and progress made toward plan implementation, along with recommendations for plan amendments and adjustments to the Action Plan due to altered circumstances or in response to citizen requests, proposed re-zonings, etc.
- Annual review of the Comprehensive Plan shall be coordinated with the capital improvement programming process to ensure that the City's CIP reflects priorities for major public investments set by the Action Plan.
- **Measures of success** shall be developed for each element of the Comprehensive Plan as part of an overall plan-monitoring program, to evaluate the effectiveness of implementation efforts and adherence to the Plan. Measures of success include 1) numeric targets that indicate progress in achieving the goals and policies of the Comprehensive Plan and 2) timeframes for the completion of specific actions. Chapters 3.0 to 10.0 provide an initial identification of numeric indicators that can be used to measure progress in achieving the goals and action strategies of each element. The Action Plan contained in Section 11.6 establishes a framework of short, mid, and long-term timeframes within which individual actions are to be completed. The specific targets and timeframes to be used in the monitoring program should be finalized within one year of plan adoption, and may be adjusted as implementation moves forward.
- **Dialogue** shall be maintained with local citizens, municipalities, school districts, development interests, and other stakeholders and affected parties on a periodic, ongoing basis to monitor the effectiveness of the plan.

### Updating

No less than every five years, Portsmouth shall initiate a process to revise and adopt an updated Comprehensive Plan with an extended time horizon. The revision process will include the following:

- Creation of a Comprehensive Plan Steering Committee
- Updating of the Comprehensive Plan Data Book to document growth trends and other factors experienced since the adoption of the current plan
- Preparation of an Evaluation and Appraisal Report, documenting Comprehensive Plan effectiveness and implementation efforts, identifying constraints upon implementation, and summarizing trends and challenges that have emerged or changed in the period since plan adoption
- Revision of goals, strategies, and actions to reflect changing circumstances, emerging needs and opportunities, and expressed citizen priorities



## 11.4 FOCUS: Fulfilling Our Comprehensive Urban Strategy

Sections 11.2 and 11.3 above describe procedures to be used by the City of Portsmouth to implement the Destination 2025 Comprehensive Plan. In moving forward with implementation, it is vitally important that the resources of the City and its public and private sector partners be targeted and leveraged to have maximum effect in achieving the Vision, goals, policies, and action strategies of the Comprehensive Plan. As part of this effort the City's actions will need to be targeted toward specific geographic areas in need of intervention to promote plan objectives such as neighborhood revitalization. These **FOCUS Areas** fall into two broad categories: **Revitalization FOCUS Areas** and **Special FOCUS Areas**. Revitalization FOCUS Areas include Corridors, Centers, and Neighborhoods. Special FOCUS Areas include a variety of geographically based initiatives that have been identified as components of the Comprehensive Plan implementation program. These initiatives range from site-specific projects such as development of the Hunt-Mapp Middle School property as a "Park and Arts" Center, to larger areas that present special opportunities or needs (e.g., Downtown Portsmouth). An initial list of Special FOCUS Areas has been identified for the purposes of the Comprehensive Plan and is provided below. It is expected that the City will identify additional Special FOCUS Areas during plan implementation.



Given the extent of the FOCUS Areas and the limited resources at its disposal, the City will need to set priorities among different FOCUS Areas (including the sequence in which it addresses specific Revitalization Corridors, Centers, and Neighborhoods) as it moves forward with implementation of the Comprehensive Plan. Objective criteria should be used by the City to identify and prioritize FOCUS Areas. These criteria shall include, but may not be limited to, the following:

1. **Need:** Degree of distress or need for revitalization as evidenced by indicators such as building or property vacancy, abandonment, deterioration, and obsolescence of land uses.
2. **Market/Economic Opportunity:** Demonstrated market potential, opportunity for private investment, and other indicators that a return on public investment will be achieved.
3. **Ratio of Public Cost to Private Investment:** Amount of private investment or increased tax base relative to the required amount of public investment.
4. **Intangible/Quality of Life Factors:** Opportunities to protect or enhance unique features (historic resources, scenic areas, waterfront access, etc.) that may be compromised without intervention by the City.
5. **Community Consensus:** Degree of public support for identified interventions.



## Revitalization FOCUS Areas

**Revitalization Corridors:** Revitalization Corridors include major roadway corridors within Portsmouth that are characterized by the presence of underutilized properties, obsolete uses, land use conflicts, and/or other conditions that make them candidates for coordinated revitalization actions. These corridors include Airline Boulevard, High Street (between Effingham Street and Airline Boulevard), Victory Boulevard (south of Greenwood Drive)/George Washington Highway (south of Frederick Boulevard), and Turnpike Road (see Section 4.2 of the Land Use Element).

**Revitalization Centers:** Revitalization Centers include designated Activity Centers (see Section 4.2 of the Draft Land Use Element) that, similar to Revitalization Corridors, are characterized by conditions that make them candidates for targeted revitalization. Both Revitalization Corridors and Revitalization Centers support commercial and other activity-generating uses; the major difference is that the former are linear in nature while the latter are concentrated in more localized areas. Revitalization Centers include Midtown, Williams Court (as a focus of the larger Victory Boulevard/George Washington Revitalization Area), Churchland (in the vicinity of Churchland Boulevard/West Norfolk Road), and Afton Square.



Midtown  
revitalization  
concept

Source: Wallace Roberts & Todd, LLC

**Revitalization Neighborhoods:** Revitalization Neighborhoods show evidence of decline or the potential for decline (increased vacancies, substandard or abandoned properties, etc.) that may warrant coordinated public actions to promote private reinvestment. Revitalization neighborhoods include residential areas identified as Transitional on the Community Conditions map (see Chapter 6.0), such as Brighton/Prentis Park/Prentis Place and Victory Park/Lincoln Gardens.

## Special FOCUS Areas

**Downtown:** Continuing to build the vitality and attractiveness of the Downtown as a regional center of activity is a key to Portsmouth's future. The immediate first step is to develop a Downtown Master Plan that builds on the recommendations of the ULI panel.

**Historic Districts:** Neighborhoods regulated as historic districts under the City's Zoning Ordinance – Cradock, Old Towne, Parkview, Port Norfolk, and Truxtun – have special issues and needs. These range from conflicts between industrial and residential uses in Port Norfolk to land use “edge” conditions in Old Towne to broader revitalization needs in Park View, Cradock, and Truxtun.

**Howard Homes/Jeffrey Wilson Homes Redevelopment:** Redevelopment of these properties is a key to successful revitalization of the Midtown area.



***I-264/Frederick Boulevard Commerce Park:*** Located in a prominent location adjacent to an interstate interchange, this industrial property provides an opportunity for future redevelopment to more compatible employment-related uses consistent with the diversified economy envisioned by the Comprehensive Plan. As part of this initiative, relocation of the present City Public Works Compound (Operations Center) to an appropriate site would free up a prime property next to the interchange.

***New Port:*** Redevelopment of the former Fairwood Homes property provides an opportunity to establish a model for the type of compact, walkable, mixed residential development envisioned by the Land Use Element. It will also increase the range of housing choices available in Portsmouth consistent with the Housing and Neighborhoods Element.

***Portsmouth “Park and Arts”:*** The planned closure of the Hunt-Mapp Middle School provides an opportunity to develop the property (which includes Willett Hall and outdoor fields associated with the school) as a center for performing arts combined with recreation. Such development would support Education Policy #5.

***Sugar Hill:*** Located on Scotts Creek, Sugar Hill is identified as a redevelopment area on the Community Conditions map. Redevelopment for a combination of compact (high-rise) residential and park/open space land with boat access to the creek would take advantage of the area’s waterfront location.

***Victory Crossing Business Park:*** The planned development of this property to include a Portsmouth campus of Tidewater Community College in addition to private businesses is important to successful implementation of the Education and Economic elements of the Comprehensive Plan.

Priorities must be set among these various FOCUS Areas in implementing the Comprehensive Plan, as the City does not have the resources to pursue all simultaneously. The Action Plan in Section 11.6 provides a framework for setting these priorities.

## **11.5 Governance Policies and Action Strategies**

***Goal: A city government that is fiscally responsible, responsive to citizens, and effective in implementing the Comprehensive Plan.***

As expressed in the Vision Statement, enlightened leadership by city officials will be central to effective implementation of the Destination 2025 Comprehensive Plan. The following policies and action strategies are intended to provide guidance for leaders in ongoing management activities and short and long-term decision-making related to governance of the City of Portsmouth. Policy #1 identifies approaches that the City can use to enhance its fiscal strength in order to build the capacity needed to implement Comprehensive Plan initiatives. Building on the extensive involvement of Portsmouth residents in developing the Destination



2025 Comprehensive Plan, Policy #2 addresses the ongoing need for 1) effective communication to citizens on civic matters and 2) citizen involvement in developing city programs and initiatives. Policy #3 deals with changes to decision-making processes of the City that are needed to support effective implementation of the Comprehensive Plan; these changes are addressed in more detail in Sections 11.2 and 11.3 above. Finally, Policy #4 identifies several structural changes to the



City Hall

City's governmental organization that should be considered to facilitate implementation of Comprehensive Plan initiatives related to redevelopment, neighborhoods, and housing.

***Policy #1: Fiscal Strength***

**Enhance the City's fiscal strength and ability to implement Comprehensive Plan initiatives.**

**Action Strategies**

- Set fiscal strength objectives for expenditures/revenues, debt management, property assessment tied to fair market value, and fund balance
- Set clear priorities for city spending on initiatives and projects, based upon objective criteria tied to the goals and policies of the Comprehensive Plan
- Use the Capital Improvements Program and community facility planning system to phase spending on capital projects and initiatives over time, within the limits set by the City's fiscal strength objectives
- Emphasize non-city financing of private development projects. Provide targeted public investment (e.g., infrastructure improvements) as necessary to make priority economic development projects happen and where it makes sense from a cost-benefit standpoint
- Vigorously pursue alternative revenue sources to fund priority initiatives and projects
- Monitor expenditures on capital initiatives to determine return on investment in the form of increased city revenues and economic activity (employment, retail sales, etc.)

*[Policy Link: Economic Development #1 & 5]*

***Policy #2: Citizen Participation and Communication***

**Communicate to and involve citizens in city governmental affairs, programs, and initiatives.**

**Action Strategies**

- Utilize a variety of mechanisms and media to 1) disseminate information about and 2) solicit citizen participation and input regarding city initiatives and decision-making processes
- Make citizens aware of the reasons for, costs, and benefits of city programs and initiatives



- Undertake efforts to increase awareness of and participation in civic decision-making by groups often underrepresented in city government
- Develop programs in Portsmouth City Public Schools to educate students about civic affairs and to solicit their ideas regarding city programs and initiatives that will affect their future
- Building on existing programs such as the Portsmouth Neighborhood Academy, expand public outreach efforts to educate citizens about the City, recruit volunteers to boards and commissions, and reach a new generation of leaders
- Institute a mechanism to solicit citizen input regarding ways to improve the efficiency of city government

***Policy #3: Comprehensive Plan Implementation***

**Ensure that city decision-making processes support implementation of the Comprehensive Plan.**

**Action Strategies**

- Integrate Comprehensive Plan policies and strategies into the planning and decision-making activities of city departments and boards, including Portsmouth City Public Schools
- Revise the City's Zoning Ordinance and Development Standards to be consistent with the Comprehensive Plan
- Review development applications for consistency with the Comprehensive Plan. Do not approve them if found to be contrary to the Comprehensive Plan, unless the Plan is amended
- Develop a process for monitoring progress in implementing the Comprehensive Plan, including annual reviews coordinated with the capital improvement programming process and a Comprehensive Plan update no longer than every five years
- Establish quantitative measures of success (indicators of progress made in implementing the goals and policies of the Comprehensive Plan) as part of the monitoring process

***Policy #4: Governmental Organization***

**Restructure governmental organizational functions related to redevelopment, neighborhoods, and housing in order to better direct and coordinate policies and activities. [Policy Link: Economic Development #5]**

**Action Strategies**

- Work with PRHA to establish criteria for programming of redevelopment activities to be consistent with Comprehensive Plan policies and related policy directions set by the City
- Explore establishment of a dedicated Community Development function in city government to lead and coordinate activities related to neighborhoods and housing
- Establish a new entity (private nonprofit) to promote redevelopment in downtown Portsmouth as recommended by the Urban Land Institute study
- Establish a Downtown Development Council Committee supported by a Technical Review Team as a comprehensive review process to evaluate significant downtown development/redevelopment activity



## 11.6 Action Plan

Table 9 lays out an **Action Plan** for implementing Destination 2025 Comprehensive Plan initiatives according to timeframe and relative priority. The table synthesizes the policies and action strategies contained in the plan elements in the form of a series of **action initiatives**. Three types of action initiatives are included, defined as follows:

- **Program:** entails detailed, issue-focused planning or additional studies necessary to implement concepts and strategies contained in the Comprehensive Plan. Examples include more detailed planning for Revitalization FOCUS Areas.
- **Regulations and Standards:** involves revising zoning districts, development standards, and protocols for development review, approvals and appeals. Individual recommendations for zoning ordinance changes are presented in the Land Use Element and other plan elements.
- **Capital Investments:** require significant financial commitments to new and on-going initiatives such as parks, greenways, beautification, and replacement of aging infrastructure.

All action initiatives are assigned to one or more of three timeframes, as follows:

### Short-Term (within 0-2 years from plan adoption)

Actions designated to be initiated within the first two years following plan adoption are generally those which are high priorities, as well as those for which limited additional study or preparation is needed, and which can be accomplished largely with existing staff and available financial resources.

### Mid-Term (within 2-5 years from plan adoption)

Actions designated to be initiated between two and five years of plan adoption generally fall into two categories. The first category includes high priority items that will require significant additional study or more detailed planning. In some cases these actions will be the outgrowth of initiatives begun in the short term. The second category includes action initiatives for which sufficient resources may not be immediately available.

### Ongoing

This category includes initiatives and policies that will be ongoing during the life of the Comprehensive Plan, subject to adjustment as a result of the plan monitoring and updating procedures identified in Section 11.3 above. Some of these initiatives are continuations of current city programs (e.g., the Neighborhood Quality Action Plan and Consolidated Housing Plan). Others are relatively new policies that should be integrated into city programs and decision-making processes (e.g., education strategies to build partnerships among educational institutions and between schools and neighborhoods). Still others will require a longer or indeterminate timeframe for implementation in order to define needs and opportunities,

create programs and partnerships, and establish funding resources (e.g., initiatives to develop regional transportation facilities and light rail service to Portsmouth). In some cases ongoing initiatives may carry out short or mid-term actions or be pursued as opportunities or resources arise.

The Action Plan is not intended to be a definitive prescription or a rigid formula, nor does it preclude certain actions from being implemented earlier or later than indicated, subject to the availability of resources. Rather, it is suggested as a framework to guide decision-making and allocation of resources – a “to-do list” to ensure steady progress in carrying out the strategies and actions of the Destination 2025 Comprehensive Plan. It should be reviewed and adjusted on annual basis as part of the plan monitoring process (see Section 11.3 above).



**Table 11-1. Comprehensive Plan Action Initiatives**

3.0 EDUCATION			
Ongoing Initiatives	Short-Term Initiatives (0-2 years)	Mid-Term Initiatives (2-5 years)	Long-Term Initiatives (5+ years)
<ul style="list-style-type: none"> <li>• <b>Secure funding and enact organizational changes sufficient to demonstrate progress in improving city schools (Policy #1)</b> <ul style="list-style-type: none"> <li>- Competitive salaries to attract quality teachers</li> <li>- Funding for Long-Range CIP</li> <li>- Computers / technology</li> <li>- Improved appearance of buildings / grounds</li> </ul> </li> <li>• <b>Build partnerships with institutions of higher education ( Policy #2)</b> <ul style="list-style-type: none"> <li>- Establish Portsmouth location for a TCC campus with joint academic programs for Portsmouth high school students</li> <li>- Partner with the region's institutions of higher education to increase opportunities for residents to attend college</li> </ul> </li> <li>• <b>Implement programs and partnerships with local employers and institutions to expand workforce training opportunities in Portsmouth public schools (Policy #3)</b></li> <li>• <b>Strengthen relations between schools and neighborhoods (Policy #4)</b> <ul style="list-style-type: none"> <li>- Neighborhood Quality Action Plan</li> <li>- Community use of schools</li> <li>- Before / after school programs</li> <li>- Neighborhood-sensitive criteria for school closings / school site re-use</li> </ul> </li> <li>• <b>Strengthen / build connections among the City's cultural / arts programs and destinations (Policy #5)</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Establish partnerships / forums for dialogue with the Portsmouth City Public Schools and area institutions to establish a shared agenda to improve the quality, performance, and reputation of the City's schools (Policy #1)</b></li> <li>• <b>Investigate, plan, and begin implementing actions to improve efficiency / lower operational costs of Portsmouth City Public Schools (Policy #1)</b> <ul style="list-style-type: none"> <li>- Selective school closings / consolidation</li> <li>- Plan for consolidation of public school administrative functions</li> </ul> </li> <li>• <b>Identify and plan school closings as opportunities to expand Portsmouth's cultural life and strengthen neighborhood quality of life (3.4, 3.5)</b> <ul style="list-style-type: none"> <li>- Plan for redevelopment of Hunt-Mapp Middle School as "Park and Arts" center or other suitable use</li> <li>- Other</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• <b>Continue implementing plans to improve efficiency / lower operational costs of Portsmouth City Public Schools (Policy #1)</b> <ul style="list-style-type: none"> <li>- Selective school closings / consolidation</li> <li>- Implement consolidation of administrative functions</li> </ul> </li> <li>• <b>Seek funding and redevelop former school sites as opportunities to expand Portsmouth's cultural life and strengthen neighborhood quality of life (Policies #4 &amp; 5)</b> <ul style="list-style-type: none"> <li>- Implement redevelopment of Hunt-Mapp Middle School property as "Park and Arts" center or other suitable use</li> <li>- Other</li> </ul> </li> </ul>	

## 4.0 LAND USE

### Ongoing Initiatives

- **Maintain the stability of viable land use patterns (Policy #1, Neighborhood Policy #1)**
  - Prevent encroachments by incompatible uses
  - Infill development standards in Zoning Ordinance / Development Regulations
  - Neighborhood conservation (code enforcement, housing rehabilitation, etc.)
- **Pursue revitalization / redevelopment initiatives to:**
  - Reverse obsolescence (Policy #2)
  - Reduce land use conflicts (Policy #3)
- **Continue planning for ongoing Special FOCUS area initiatives**
  - Howard Homes / Jeffrey Wilson Homes Redevelopment
  - New Port
  - Victory Crossing Business Park
- **Promote mixed-use, pedestrian-friendly land use patterns (activity centers and walkable neighborhoods) (Policy #4)**
- **“Raise the bar” on development quality (Policy #5)**
  - Design standards for private development in Zoning Ordinance / Development Regulations
  - Design of public buildings and civic spaces
- **Seek opportunities to convert tax exempt lands to productive uses that strengthen the City’s tax base (Policy #6)**

### Short-Term Initiatives (0-2 years)

- **Revise the Zoning Ordinance / Development Regulations**
  - Standards for compatibility with character / urban context (Policy #1)
  - Standards to reduce impacts of high intensity uses (Policy #3)
  - Guidelines to promote mixed-use patterns in activity center and walkable neighborhoods (Policy #4)
  - Standards / incentives for higher quality design (Policy #5)
  - Remove impediments / improve flexibility, user friendliness (Policy #9)
  - Parking standards (Transportation Policy #6)
  - Traffic impact assessment procedures to ensure that proposed uses that will generate large amounts of traffic have sufficient access / capacity to limit impacts and maintain acceptable levels of service (Transportation Policy #7)
  - Gateway / corridor design standards (Community Appearance Policy #2)
- **Initiate planning for the revitalization of First Phase Centers, Corridors, and Special FOCUS Areas (Policies #2 & 4; Economic Development Policy #4)**
  - Airline Boulevard
  - Cradock / Afton Square
  - Downtown
  - Hunt-Mapp Middle School / Portsmouth “Park and Arts”
  - Midtown
  - Victory Boulevard
- **Seek opportunities to convert tax exempt lands to productive use (Policy #6)**
  - Conduct inventory of PRHA and other public land holdings and plan for disposition of excess property

### Mid-Term Initiatives (2-5 years)

- **Reevaluate historic district regulations (boundaries, standards, procedures, potential additional designations) (Policy #9)**
- **Implement plans for First Phase Centers, Corridors, and Special FOCUS Areas (Policies #2 & 4; Economic Development Policy #4)**
  - Airline Boulevard
  - Cradock / Afton Square
  - Downtown
  - Hunt-Mapp Middle School / Portsmouth “Park and Arts”
  - Midtown
  - Victory Boulevard
- **Initiate plans for Second Phase Centers, Corridors, and Special FOCUS Areas (Policies #2 & 4; Economic Development Policy #4)**
  - George Washington Highway
  - I-264/Frederick Boulevard Commerce Park / Public Works Compound (City Operations) site
  - Sugar Hill
  - Turnpike Road
  - Other

### Long-Term Initiatives (5+ years)

<b>5.0 ECONOMIC DEVELOPMENT</b>			
<p><b>Ongoing Initiatives</b></p> <ul style="list-style-type: none"> <li>• <b>Continue to implement and update the City's Economic Development Strategic Plan as it applies to the following:</b> <ul style="list-style-type: none"> <li>- Key Economic Development Activities: Business Development, Market Development, Product Development, and Workforce Development (Policy #2)</li> <li>- Key Business Sectors: Retail, Residential, and Office &amp; Industrial (Policy #3)</li> <li>- Key Geographic Areas: Downtown Waterfront, Downtown Portsmouth, Midtown Portsmouth, Central Portsmouth (Victory Blvd / Airline Blvd), George Washington Corridor, Western Portsmouth (Western Freeway Corridor &amp; Churchland), Waterfront (Policy #4)</li> <li>- I-264 / Frederick Boulevard Commerce Park</li> </ul> </li> <li>• <b>Implement Downtown Development Council Committee (DDCC) Process (Governance Policy #4)</b></li> </ul>	<p><b>Short-Term Initiatives (0-2 years)</b></p> <ul style="list-style-type: none"> <li>• <b>Establish framework for decision-making on city programs and activities to promote economic vitality (Policies #1 &amp; 5)</b> <ul style="list-style-type: none"> <li>- Establish highest and best uses for available land parcels</li> <li>- Establish criteria for economic development decision-making / priorities, taking into consideration the broader goals and policies of the Comprehensive Plan</li> </ul> </li> </ul>	<p><b>Mid-Term Initiatives (2-5 years)</b></p> <ul style="list-style-type: none"> <li>• <b>Expand the City's marketing program (Policy #6)</b></li> </ul>	<p><b>Long-Term Initiatives (5+ years)</b></p>

## 6.0 HOUSING AND NEIGHBORHOODS

### Ongoing Initiatives

- **Identify opportunities to develop additional middle upper and middle income housing through planning and economic development activities (Housing Policy #1, Economic Development Policy #3), e.g.:**
  - Downtown
  - Waterfront
  - Historic Districts
  - "In-Town" Mixed Use Centers
  - New Port
- **Utilize the full resources of the City to increase the diversity of the City's housing stock**
  - Middle and upper income residents (Housing Policy #1)
  - Affordable ownership housing (Housing Policy #2)
  - Low-income households (Housing Policy #3)
  - Persons with special needs (Housing Policy #4)
- **Continue to implement ongoing city housing and neighborhood initiatives**
  - Consolidated Plan (Housing Policies #2-4)
  - Neighborhood Quality Action Plan (Neighborhood Policies #1-4)
  - Howard Homes / Jeffrey Wilson Homes redevelopment
- **Strengthen Stable Neighborhoods (Neighborhoods Policy #1), e.g.:**
  - Code enforcement / neighborhood conservation
  - Infrastructure investments
  - Neighborhood capacity building
- **Provide public and private facilities and services to support neighborhood quality and livability (Neighborhoods Policy #4)**

### Short-Term Initiatives (0-2 years)

- **Complete Plans for the revitalization of First Phase Neighborhoods (Neighborhoods Policy #2)**
  - Park View
  - Cradock
  - Truxtun

### Mid-Term Initiatives (2-5 years)

- **Implement Plans for First Phase Neighborhoods (Neighborhoods Policy #2)**
- **Initiate planning for Second Phase Neighborhoods (Land Use Policies #2 & 3)**
  - Set priorities for staged development of plans for Transitional and Redevelopment Neighborhoods (Figure 6-1)

### Long-Term Initiatives (5+ years)

7.0 COMMUNITY FACILITIES, SERVICES, AND INFRASTRUCTURE			
<p><b>Ongoing Initiatives</b></p> <ul style="list-style-type: none"> <li>• Better integrate community facilities into the City's land use pattern (mixed-use centers, linkages, civic space amenities) (Policy #2)</li> <li>• Investigate opportunities to relocate community facilities to less valuable location to support high value private development (e.g., City Public Works Compound at I-264 interchange) (Policy #2)</li> <li>• Continue / strengthen programs to promote advancement of the City's poor and disadvantaged (Policy #3) <ul style="list-style-type: none"> <li>- Public schools</li> <li>- Social services</li> <li>- Workforce training</li> <li>- Public safety</li> <li>- Monitor program effectiveness</li> </ul> </li> <li>• Replace aging / deteriorated infrastructure systems (Policy #4) <ul style="list-style-type: none"> <li>- Target infrastructure investments where needed to support economic development priorities and support revitalization initiatives</li> <li>- Continue / accelerate programs to replace prioritized sections of water, sanitary sewer, and stormwater systems</li> </ul> </li> </ul>	<p><b>Short-Term Initiatives (0-2 years)</b></p> <ul style="list-style-type: none"> <li>• Develop a Community Facilities Planning System to prioritize needs and set priorities (Policy #1) <ul style="list-style-type: none"> <li>- Establish level of service / performance standards for each type of community facility / service</li> <li>- Prepare Community Facilities Master Plan</li> <li>- Develop a Comprehensive Facilities Management / Maintenance Program in conjunction with Master Plan</li> </ul> </li> </ul>	<p><b>Mid-Term Initiatives (2-5 years)</b></p> <ul style="list-style-type: none"> <li>• Implement Community Facilities Planning System / Maintenance Program by linking it to city capital and operating budgeting processes (Policy #1)</li> </ul>	<p><b>Long-Term Initiatives (5+ years)</b></p>
8.0 TRANSPORTATION			
<p><b>Ongoing Initiatives</b></p> <ul style="list-style-type: none"> <li>• Implement roadway network improvements to expand capacity and improve system efficiency (Policy #1)</li> <li>• Work with Hampton Roads Transit to enhance transit service and usage in Portsmouth, including exploring the possibility of a future light rail linkage to the City (Policy #5)</li> <li>• Coordinate transportation and land use strategies (Policy #7) <ul style="list-style-type: none"> <li>- Traffic impact assessment procedures</li> <li>- Minimize impacts of industrial truck / rail traffic on neighborhoods and other land uses</li> <li>- Pedestrian &amp; bike-friendly land use environments / multi-modal access</li> </ul> </li> <li>• Enhance communication with the public regarding the transportation system (signage, transportation information in convenient places) (Policy #8)</li> </ul>	<p><b>Short-Term Initiatives (0-2 years)</b></p> <ul style="list-style-type: none"> <li>• Identify / prioritize roadway network improvements to expand capacity, improve system efficiency, and accelerate maintenance of substandard infrastructure (Policy #1)</li> <li>• Initiate development of a sidewalk and bicycle facilities plan (Policy #4) <ul style="list-style-type: none"> <li>- Prepare city-wide inventory</li> <li>- Prioritize corridors and segments for implementation</li> </ul> </li> <li>• Undertake downtown parking and traffic circulation study as part of Downtown Plan (Policy #6)</li> </ul>	<p><b>Mid-Term Initiatives (2-5 years)</b></p> <ul style="list-style-type: none"> <li>• Secure funding sources for needed transportation system improvements <ul style="list-style-type: none"> <li>- Roadway network improvements (Policy #1)</li> <li>- Sidewalk / Bicycle Facilities (Policy #4)</li> </ul> </li> <li>• Initiate a traffic calming program (Policy #3) <ul style="list-style-type: none"> <li>- Define measurement procedures, thresholds for needs and applications</li> <li>- Establish priorities (neighborhoods near schools, cut-through traffic hot spots)</li> </ul> </li> </ul>	<p><b>Long-Term Initiatives (5+ years)</b></p> <ul style="list-style-type: none"> <li>• Support additional regional transportation facilities needed to alleviate present and future congestion in Portsmouth (second tube of Midtown Tunnel, Third Crossing, MLK Extension) (Policy #2)</li> <li>• Work to ensure that a rail corridor is in place within the median of the Western Freeway by 2017 to serve the future Craney Island Port terminal (Policy #7)</li> </ul>

9.0 PARKS, OPEN SPACE, AND ENVIRONMENT			
<p><b>Ongoing Initiatives</b></p> <ul style="list-style-type: none"> <li>• Continue to work with the Elizabeth River Project and U.S. Navy on the Paradise Creek Initiative               <ul style="list-style-type: none"> <li>- Recreational opportunities (Policies #1 &amp; 2)</li> <li>- Environmental restoration (Policies #3 &amp; 6)</li> </ul> </li> <li>• Continue to participate in the Chesapeake Bay Preservation Act Program and other state and federal initiatives to improve environmental quality, including:               <ul style="list-style-type: none"> <li>- Water quality (Policy #3)</li> <li>- Air quality (Policy #4)</li> <li>- Natural resources (Policy #6)</li> </ul> </li> <li>• Promote programs to reduce the solid waste stream, expand recycling, and improve safe treatment of hazardous materials (Policy #5)</li> <li>• Plan for the future disposition and replacement of the City's landfill on Crane Island, required by state legislation to close by 2018 (Policy #5)</li> <li>• Continue to enforce and improve the City's floodplain management program in accordance with the Federal Emergency Management Agency's National Flood Insurance Program (Policy #6)</li> </ul>	<p><b>Short-Term Initiatives (0-2 years)</b></p> <ul style="list-style-type: none"> <li>• Develop a comprehensive parks and recreation plan (Policies #1 &amp; 2)               <ul style="list-style-type: none"> <li>- Establish level of service standards / define needs</li> <li>- Investigate feasibility and prepare plan for a regional multi-use recreation complex</li> <li>- Include strategies to develop a citywide open space and greenway / walking &amp; biking trail network</li> </ul> </li> <li>• Update the City's Floodplain Management Plan per FEMA's Community Rating System (Policy #6)</li> </ul>	<p><b>Mid-Term Initiatives (2-5 years)</b></p> <ul style="list-style-type: none"> <li>• Secure funding sources and initiate a phased program to implement the comprehensive parks and recreation plan (Policies #1 &amp; 2)</li> </ul>	<p><b>Long-Term Initiatives (5+ years)</b></p>
10.0 COMMUNITY APPEARANCE			
<p><b>Ongoing Initiatives</b></p> <ul style="list-style-type: none"> <li>• Continue and expand citywide beautification efforts               <ul style="list-style-type: none"> <li>- Neighborhood Quality Action Plan</li> <li>- "Clean Community" clean-ups</li> <li>- Code enforcement</li> <li>- Maintenance of civic open spaces</li> <li>- Citywide community appearance action plan</li> </ul> </li> </ul>	<p><b>Short-Term Initiatives (0-2 years)</b></p> <ul style="list-style-type: none"> <li>• Initiate a "Greening Portsmouth" city-wide tree-planting / beautification effort (Policy #1)</li> <li>• Develop a phased program of visual improvements to gateway entrances and roadway corridors (Policy #2)               <ul style="list-style-type: none"> <li>- Citywide visual assessment</li> <li>- Action plan to address detrimental elements</li> </ul> </li> </ul>	<p><b>Mid-Term Initiatives (2-5 years)</b></p> <ul style="list-style-type: none"> <li>• Implement "Greening Portsmouth" city-wide tree-planting / beautification effort (Policy #1)</li> <li>• Implement visual improvements to gateway entrances and roadway corridors (Policy #2)</li> </ul>	<p><b>Long-Term Initiatives (5+ years)</b></p>