



DOWNTOWN MASTER PLAN AND WATERFRONT STRATEGY

CITY OF PORTSMOUTH

Final Draft | September 22, 2009

HOK



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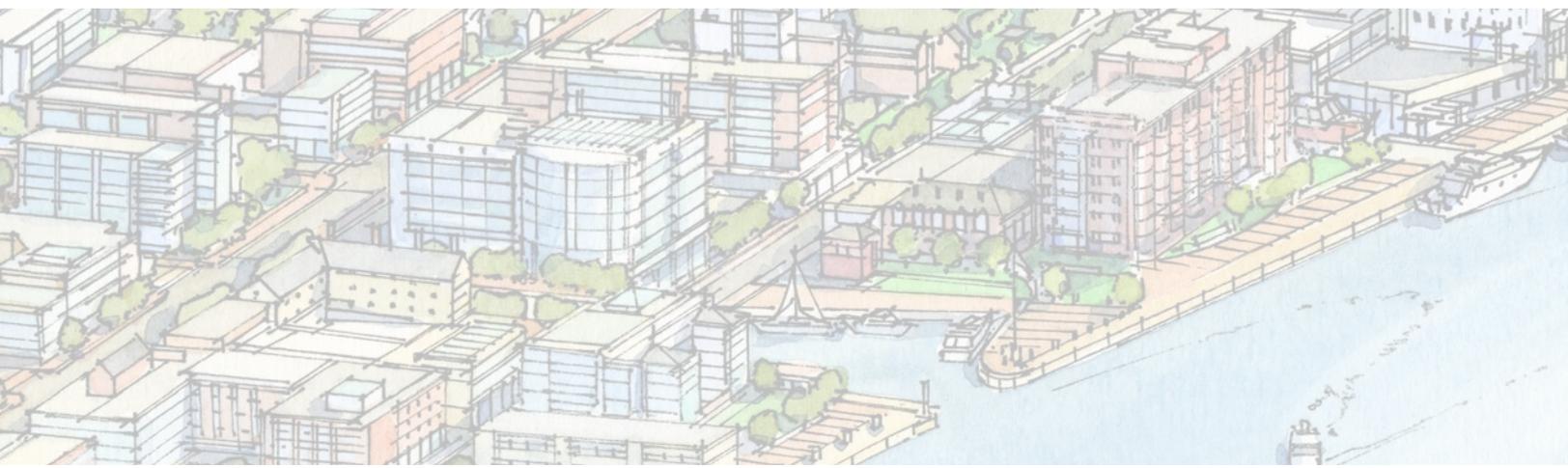
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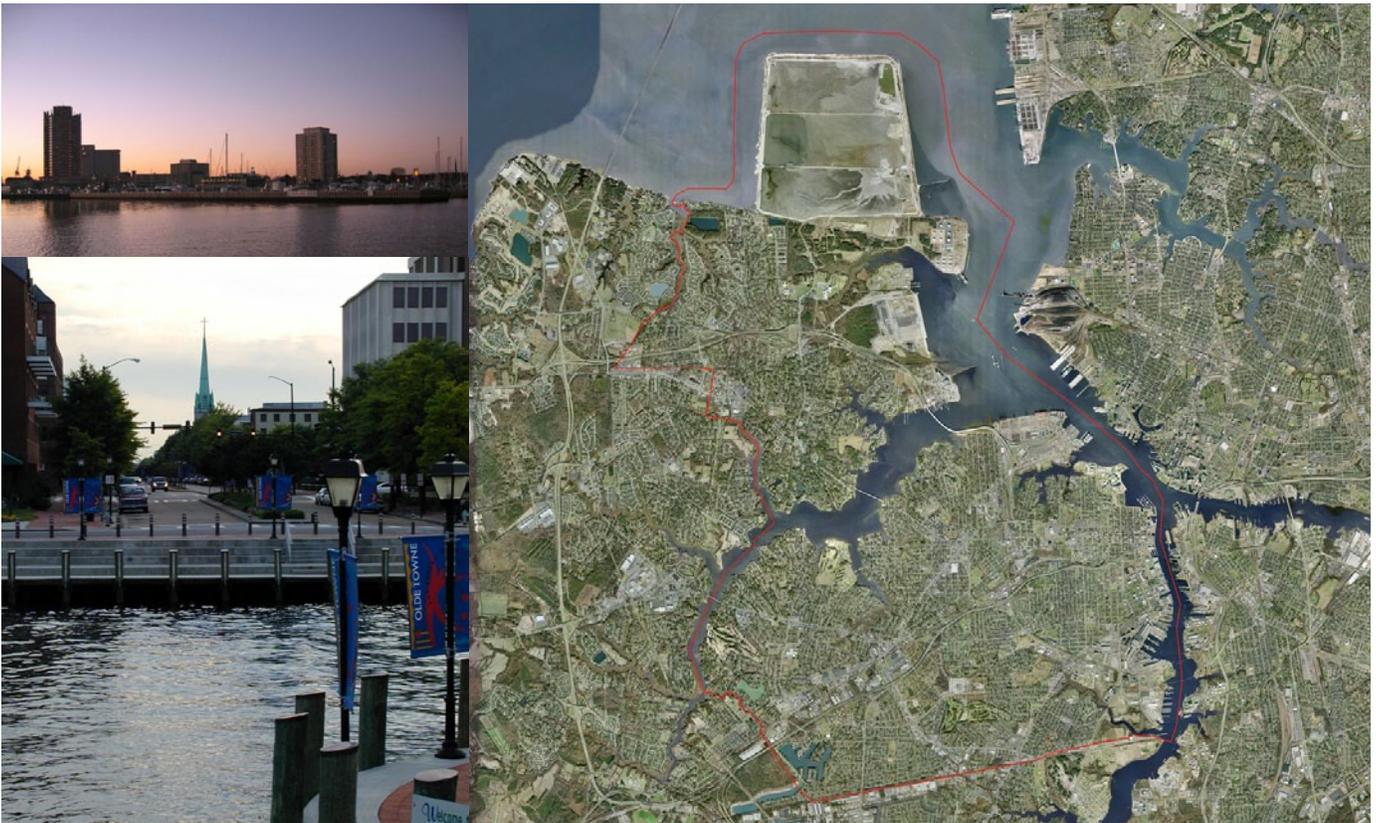
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INTRODUCTION



INTRODUCTION



VIEW OF PORTSMOUTH WATERFRONT; VIEW OF HIGH STREET; CITY OF PORTSMOUTH

The Portsmouth Downtown Master Plan and Waterfront Strategy is one of several planning initiatives undertaken by the City of Portsmouth to carry forward the Destination Portsmouth 2025 Vision Plan. Destination 2025 is a comprehensive City-wide Plan that identifies Downtown Portsmouth and the Waterfront as the most significant and important Regional Activity Center in Portsmouth.

INTRODUCTION

The purpose for the Portsmouth Downtown Master Plan and Waterfront Strategy is two-fold - to sustain the City-wide renaissance of investment and revitalization and to focus on implementation and integration of the policies and actions included in Destination 2025.

Four chapters of Destination 2025, specifically, are at the center of the recommendations in the Portsmouth Downtown Master Plan and Waterfront Strategy. These chapters are:

- + Chapter 4.0 - Land Use
- + Chapter 5.0 - Economic Development
- + Chapter 6.0 - Housing and Neighborhoods
- + Chapter 9.0 - Parks, Open Space and Environment

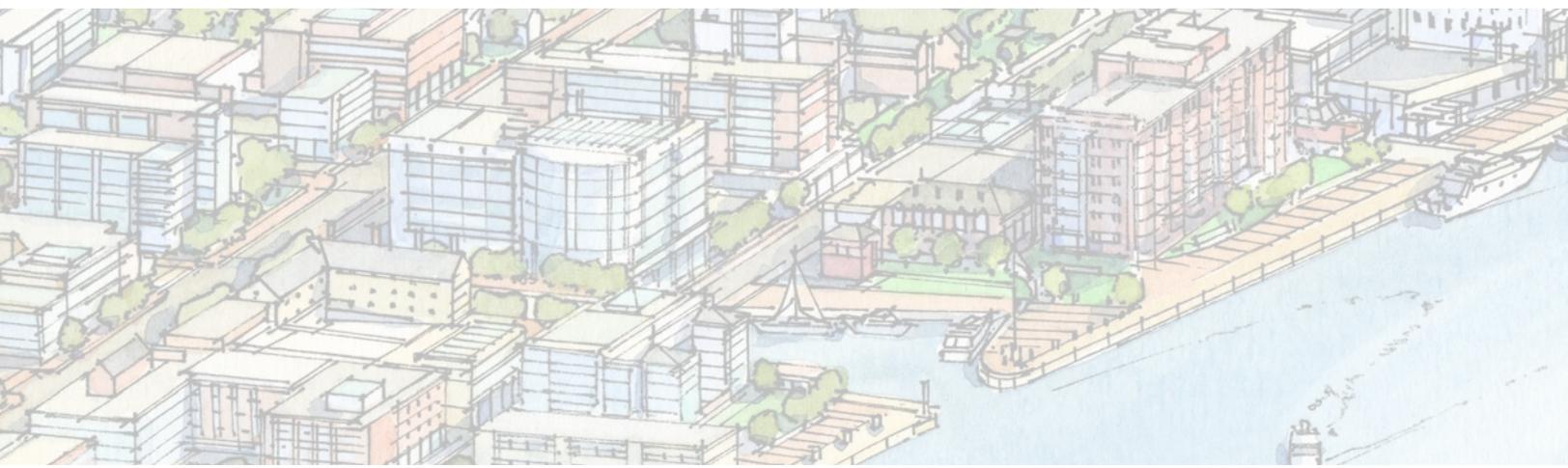
The strategy for the Portsmouth Downtown Master Plan and Waterfront Strategy was to convene a team of experts from key disciplines to engage the Public and to provide an implementation plan that understands the past and looks to the future - establishing a vision grounded in reality and guaranteeing community input and participation throughout the process.

Upon beginning this effort, the goals for a successful project included:

- + Comprehensively integrating previous planning efforts.
- + Providing recommendations for the successful integration of a new zoning ordinance Downtown.
- + Coordinating Downtown transportation and land use strategies.
- + Identifying possible funding sources for needed streetscape and other public improvements.
- + Creating a vibrant, walkable Downtown that supports the City of Portsmouth's quality of life and economic viability.
- + Identifying key elements of Downtown and the Waterfront that are missing or deficient and outline corrective steps and procedures.

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EXISTING CONDITIONS



EXISTING CONDITIONS

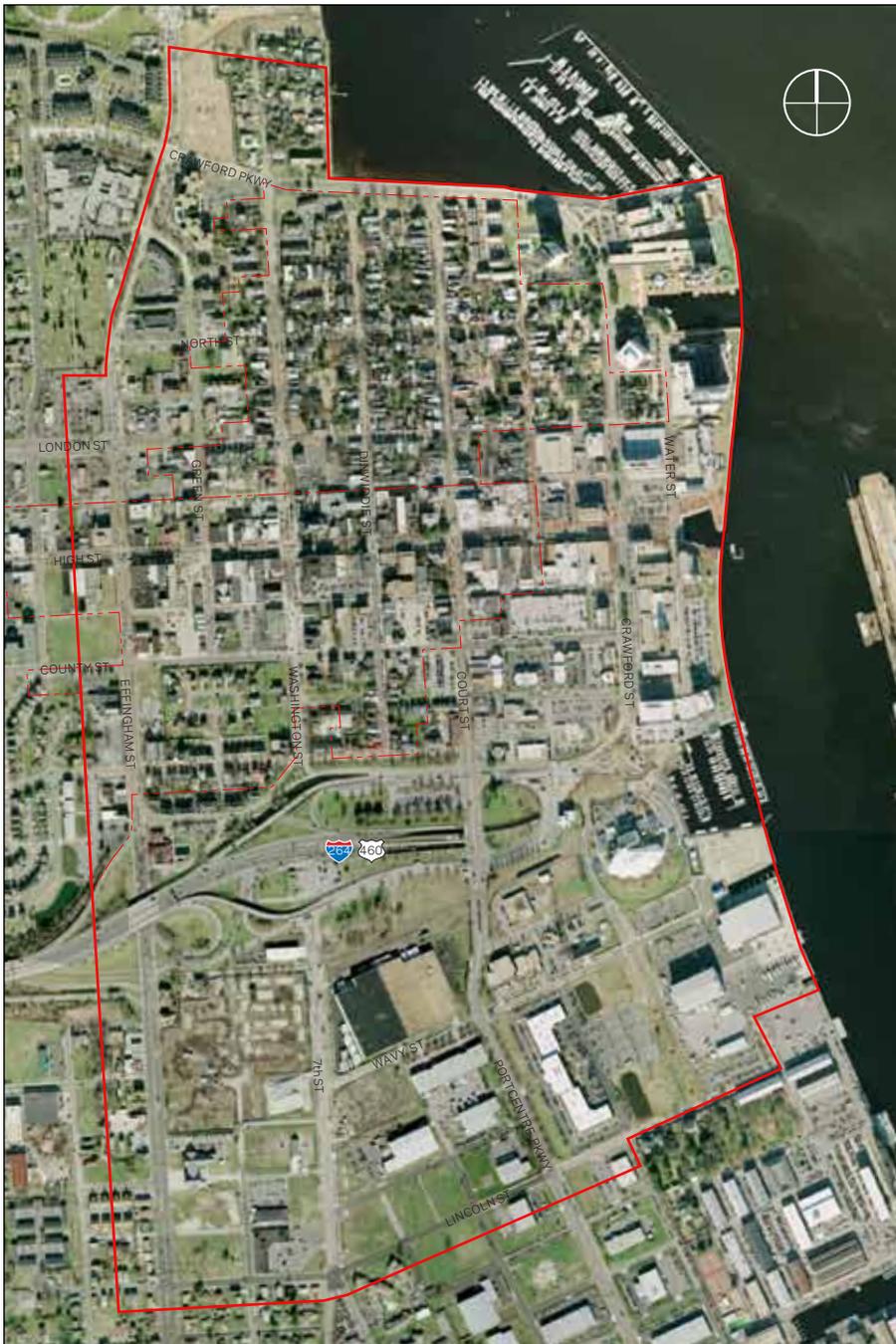
DEVELOPMENT PATTERNS



DOWNTOWN PORTSMOUTH

EXISTING CONDITIONS

DEVELOPMENT PATTERNS



URBAN PATTERN

Downtown Portsmouth is a compact, traditional Downtown that is regarded for its livability, its cultural and historic significance and its working waterfront.

The character of Downtown Portsmouth is largely an outcome of its physical form, which has been informed over the course of two centuries by the following elements, mapped and diagrammed on the following pages:

- + Physical Structure
- + Flood Zones
- + Chesapeake Bay Preservation Areas
- + Parks and Open Spaces
- + Infrastructure and Utilities
- + Land Use Patterns and Zoning
- + Historical and Cultural Resources

EXISTING CONDITIONS

DEVELOPMENT PATTERNS



DOWNTOWN STRUCTURE

The existing Downtown structure, typical of many historic cities, is defined by a rigid street grid, a compact block structure and a tapered density pattern. Portsmouth's urban structure is comfortable, and provides an extremely pedestrian-friendly public realm. Downtown neighborhoods, shopping districts and waterfront are all available within a few minutes walk. Portsmouth's historic neighborhoods and heritage as a livable working waterfront City contribute to its small-town feel and value.

Historically, the southern neighborhoods of Portsmouth reflected a similar urban structure, since changed by the building of the interstate and by the promotion of a mixed-use employment district marked with industrial, distribution and warehousing uses. The basic gridded structure remains, making it possible to regain strong pedestrian connections to the waterfront and the northern sector.

EXISTING CONDITIONS

DEVELOPMENT PATTERNS



FIGURE GROUND

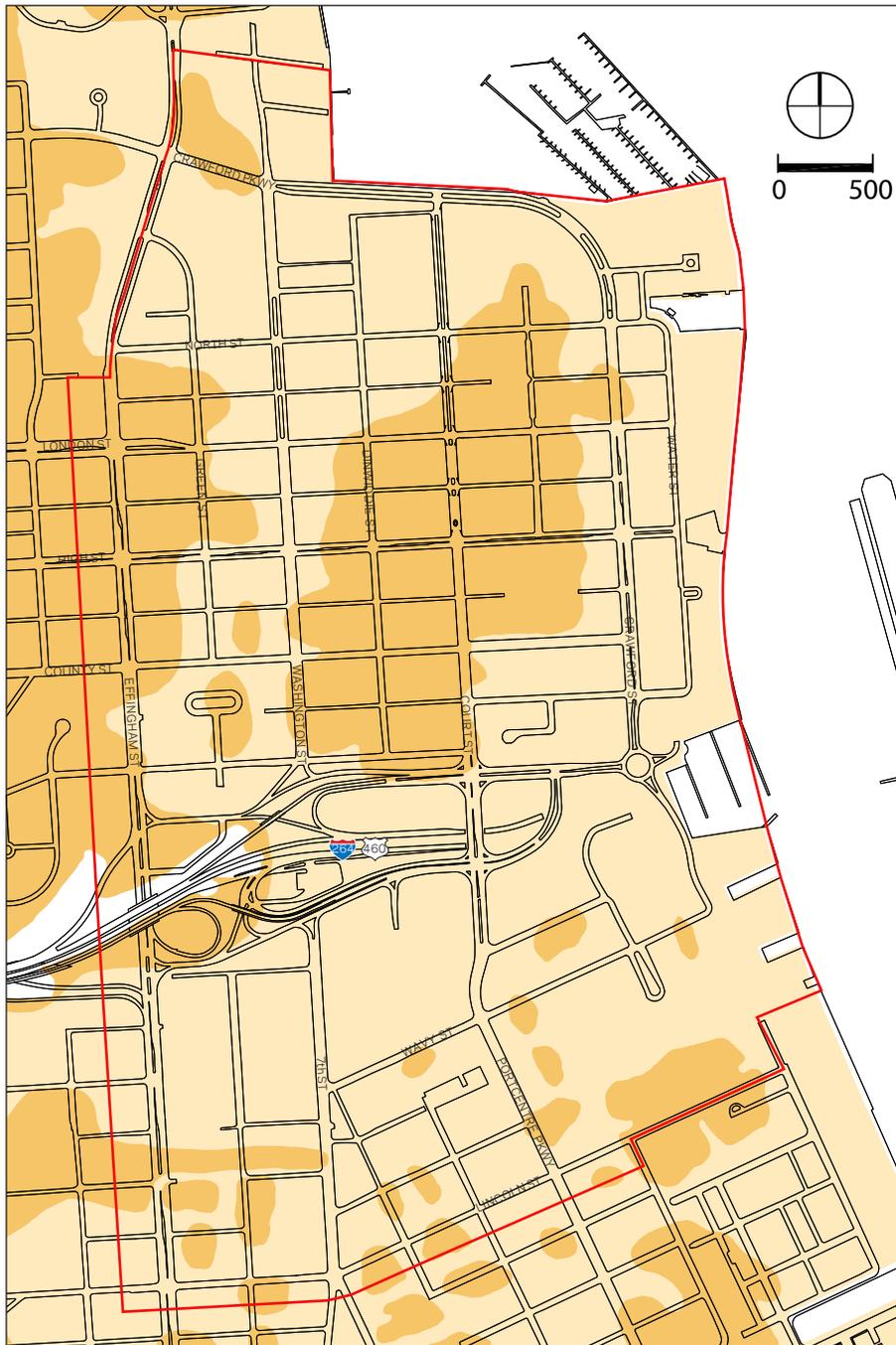
This image reflects the existing buildings in Downtown Portsmouth - in turn, illustrating the urban fabric. Downtown buildings are generally small footprints and limited in height - especially in the historic district and the areas around High Street. While heights are low, Downtown has a human-scaled urban character. This map also very clearly illustrates the fact that Portsmouth's Downtown (especially north of the Interstate) is largely built-out.

In general there is strong desire to maintain the character and quality of Downtown Portsmouth as a low-to-mid-rise urban center that reflects its historic past (a desire reflected in the City's new Downtown Design Guidelines).

As demand for new development occurs, intensity should occur at the waterfront - the area between the Elizabeth River and Crawford Street - as long as public access and view corridors to the waterfront are protected and /or enhanced.

EXISTING CONDITIONS

DEVELOPMENT PATTERNS



FLOOD ZONES

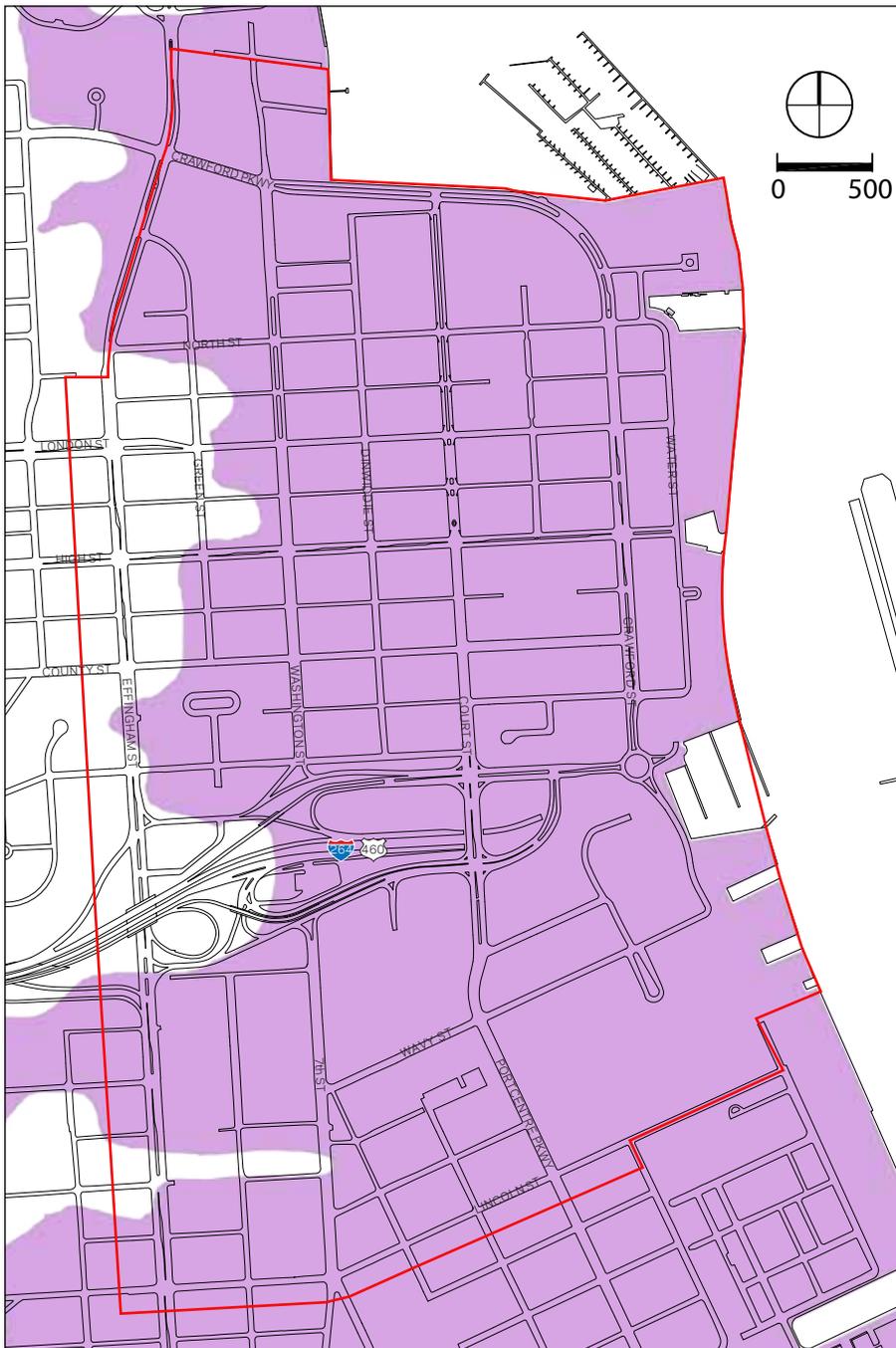
Downtown Portsmouth is almost entirely situated within the 500-year flood zone and the majority of the Study Area is within the 100-year flood zone.

Future growth in the built environment must consider resistance to flooding, with new development employing water-tight construction and damage-resistant materials.

-  100 yr. Flood Zone
-  500 yr. Flood Zone

EXISTING CONDITIONS

DEVELOPMENT PATTERNS



CHESAPEAKE BAY PRESERVATION AREA

Ongoing conservation efforts within the Bay Preservation Area are intent on increasing or at least stabilizing water quality within the Bay and its surrounding water bodies - including the Elizabeth River. These efforts are also focused on conserving water and the reduction of pollution.

Most of Downtown Portsmouth is within the Chesapeake Bay Preservation Area, which affects development buffers and recommends increased vegetation at buffer conditions.

Future development and redevelopment Downtown must comply with these important requirements.

 Chesapeake Bay Preservation Area

EXISTING CONDITIONS

DEVELOPMENT PATTERNS



PARKS AND OPEN SPACES

Parks and Open Spaces in Downtown Portsmouth consist primarily of the waterfront, smaller neighborhood parks (almost all of which are located in the Historic District) and a large green space above the tunnel and flanking the interstate. The parks and open spaces are a major contributor to Portsmouth's Downtown livability. Community members that attended workshops and vision sessions noted that many Downtown Parks and Open Spaces suffer from one or more of the following conditions:

- + Poor connectivity to other parks
- + Poor accessibility
- + Poor distribution (esp. south)
- + Lack of defined program

As development opportunities arise, the creation, protection and connecting of open space will become critical to Portsmouth's livability.

Open Spaces

EXISTING CONDITIONS

DEVELOPMENT PATTERNS



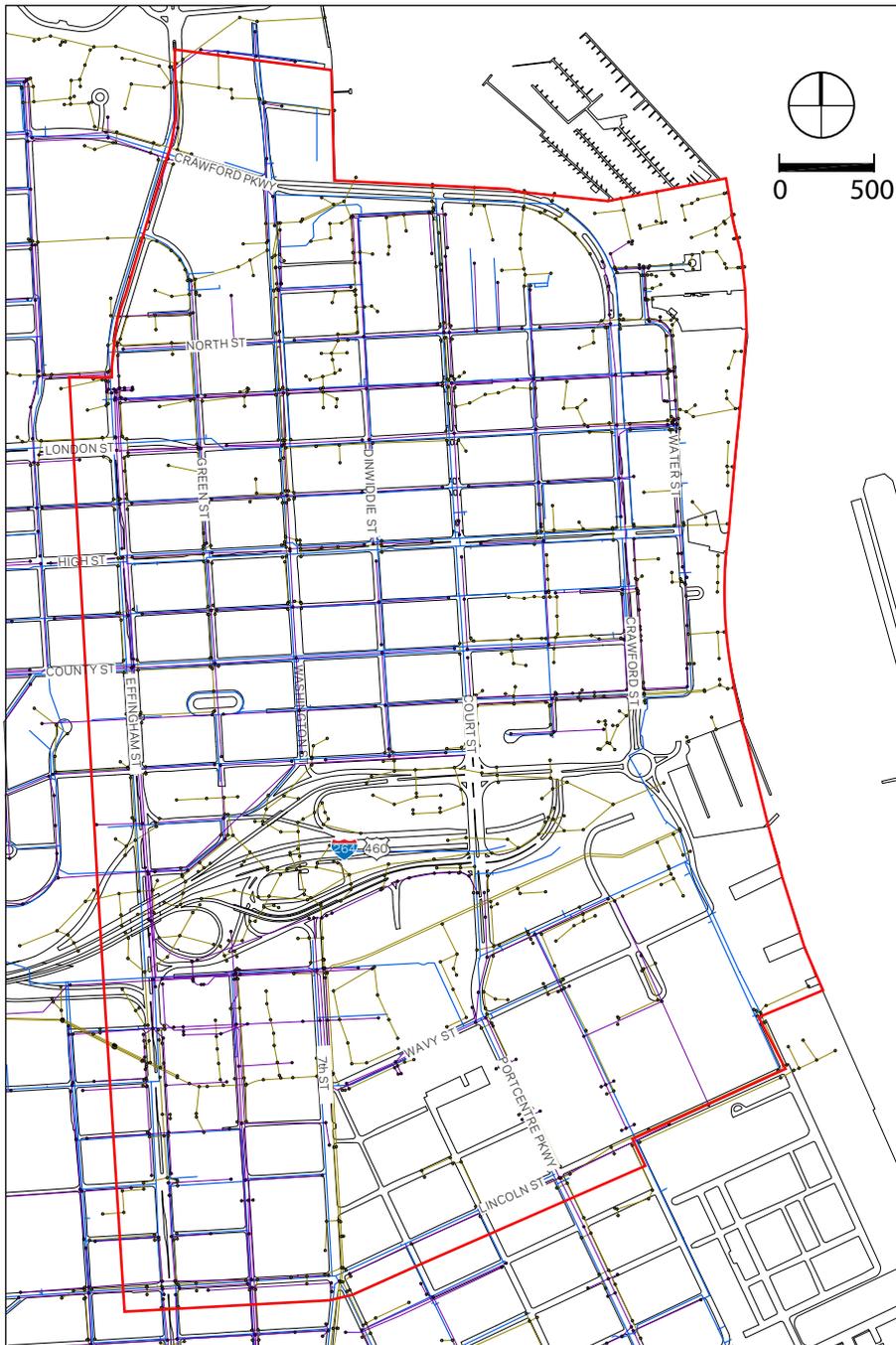
PARKING FACILITIES

Downtown Portsmouth's parking facilities - including all garages, surface lots, and curbside parking (shown at left) - are capable of meeting today's parking demand Downtown (as acknowledged by the Downtown Parking Master Plan (2006)). As properties develop in the study area over the next 10 years the City may need to provide additional parking facilities to meet the growing demand. Better distribution of parking will be critical as Downtown continues to build out.

■ Parking Facilities (lots/structures)

EXISTING CONDITIONS

DEVELOPMENT PATTERNS



UTILITIES

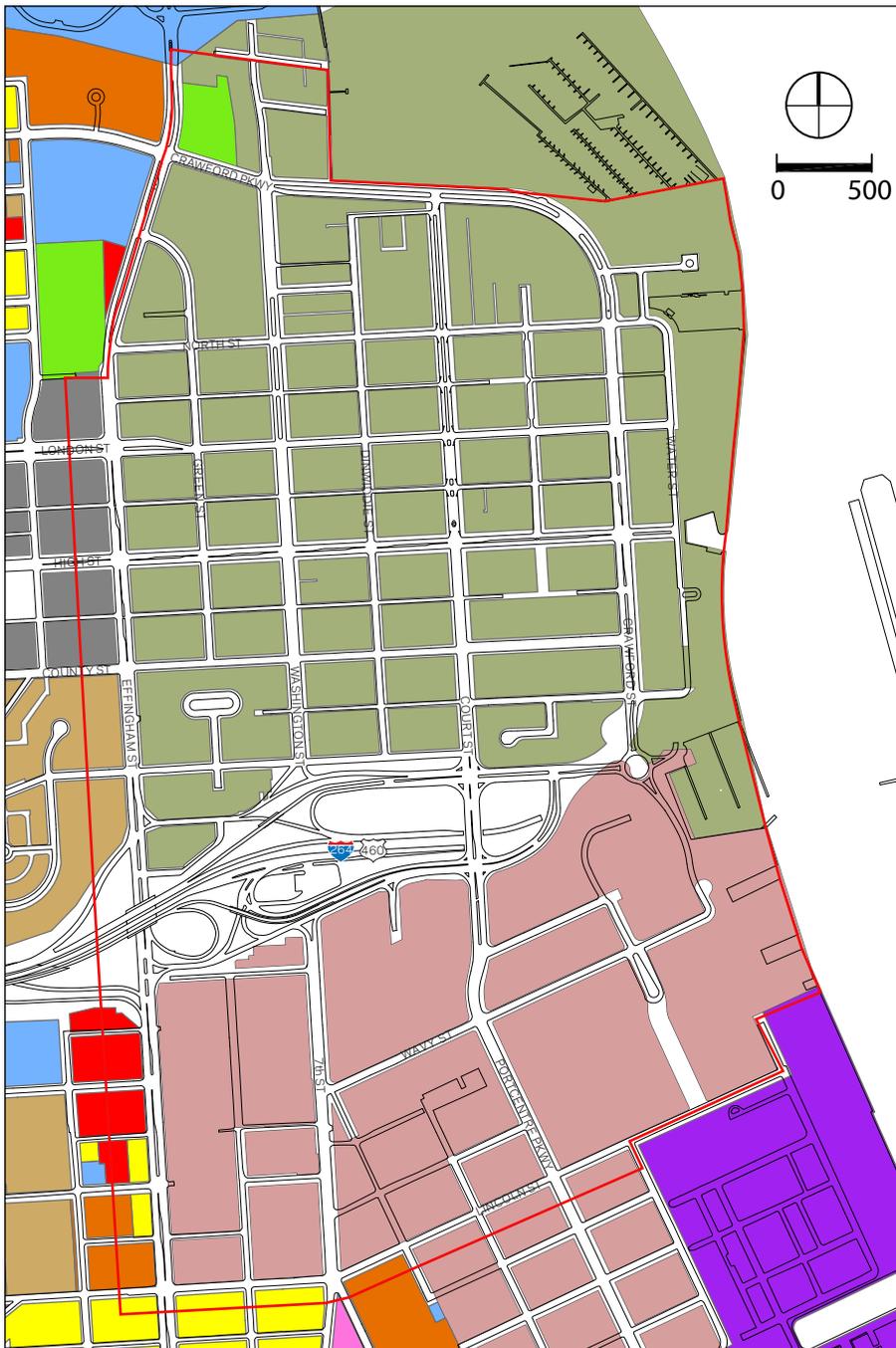
The water and sanitary sewer infrastructure in the Downtown area is currently not in a condition to accommodate significant increases in demands and flows. The area is currently being considered for an overhaul of the water and sewer infrastructure. A “Downtown Master Utility Plan”, including Stormwater Master Plan needs, has been completed for the City. This covers the conditions that currently exist and the recommended improvements necessary.

A set of approximated demands for infrastructure have been developed (see Appendix E) based on the potential 10-year growth targets prepared by BAE. Preliminarily, this amount of new development does not represent an unachievable amount of new flow, especially as these increases are spread over a wide area of Downtown.

As a detailed analysis of the Utility Master Plan is completed, a more specific determination of any necessary modifications to the Plan will be offered for consideration and evaluation.

EXISTING CONDITIONS

DEVELOPMENT PATTERNS



LAND USE

This Map, created for the Destination 2025 Comprehensive Plan, shows the future goal for zoning and land use Downtown. Within the Study Area, the majority of property has been targeted for mixed-use, allowing development flexibility and reinforcing the concept of Downtown as Portsmouth's most important Activity Center.

The southern sector, designated mixed-use employment, is intended for commercial uses with opportunities for a supporting mix of uses. This mixed-use approach to land use will help maintain a very livable Downtown while promoting continued economic development.

- Heavy Industrial
- Light Industrial
- Mixed-Use Employment
- Commercial
- Single-Family Res - High Density
- Multi-Family Residential
- Mixed Residential
- Mixed-Use Downtown
- Mixed-Use Corridor
- Institutional/Public
- Park/Open Space/Conservation
- Transportation

EXISTING CONDITIONS

TRANSPORTATION FRAMEWORK



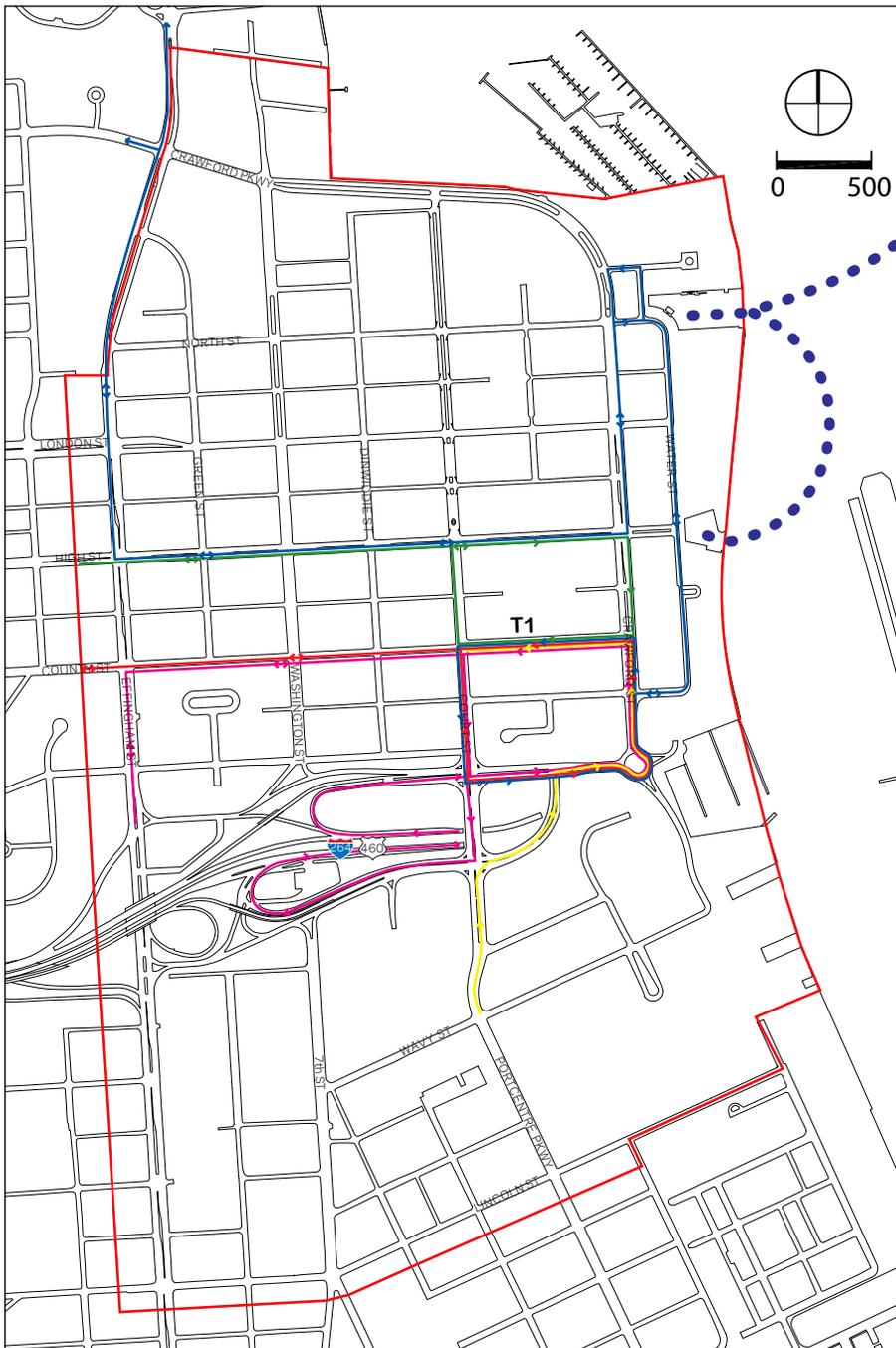
STREET NETWORK

The Downtown Portsmouth study area has an excellent physical network of streets. The tight grid of small blocks provides multiple routes for pedestrians and vehicle operators and should provide high levels of accessibility and traffic capacity. However, the system does not operate at full efficiency, from a walkability and redevelopment perspective, due to the significant congestion experienced during peak periods on Effingham Street exiting the Downtown area and entering the tunnel to Norfolk.

Master Plan thoroughfare recommendations are focused on strategic roadway improvements to help ease traffic, the promotion of better transit usage and bicycle access, and more and better walkability Downtown.

EXISTING CONDITIONS

TRANSPORTATION FRAMEWORK



TRANSIT

The transit routes that pass throughout the Downtown Study Area connect major points to surrounding destinations. Current routes do not yet address large portions of the Study Area - mainly due to low population and lack of density.

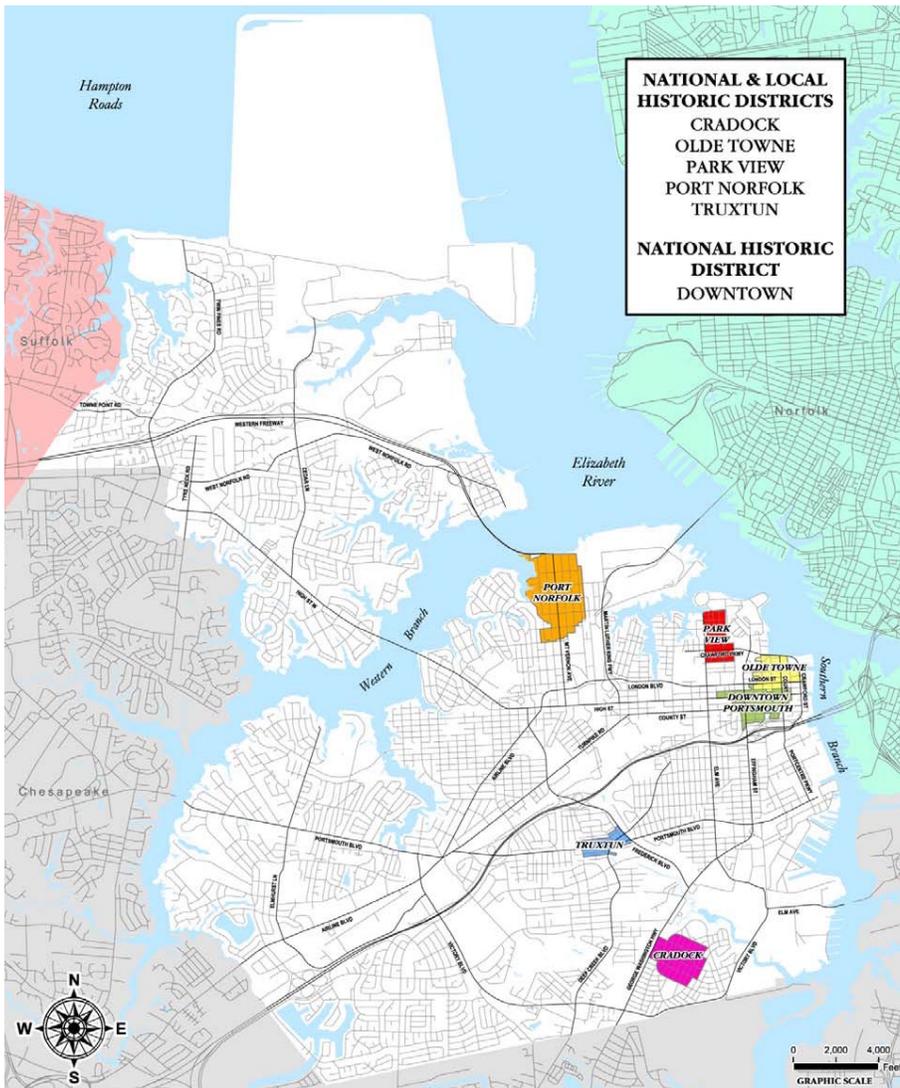
To date, public transit alternatives include Ferry, Local Bus Systems, and Regional Bus Systems and there are considerations to both expand current modes and explore the potential to access and link to Norfolk's light rail system - improvements that are being considered in Portsmouth's Comprehensive Transportation Master Plan.

New development and redevelopment should focus on connections to transit and further leverage these significant investments.

- ● ● ● Paddlewheel Ferry
- Downtown Loop
- Route 50
- Route 47
- Route 45
- Route 41

EXISTING CONDITIONS

HISTORIC/CULTURAL RESOURCES



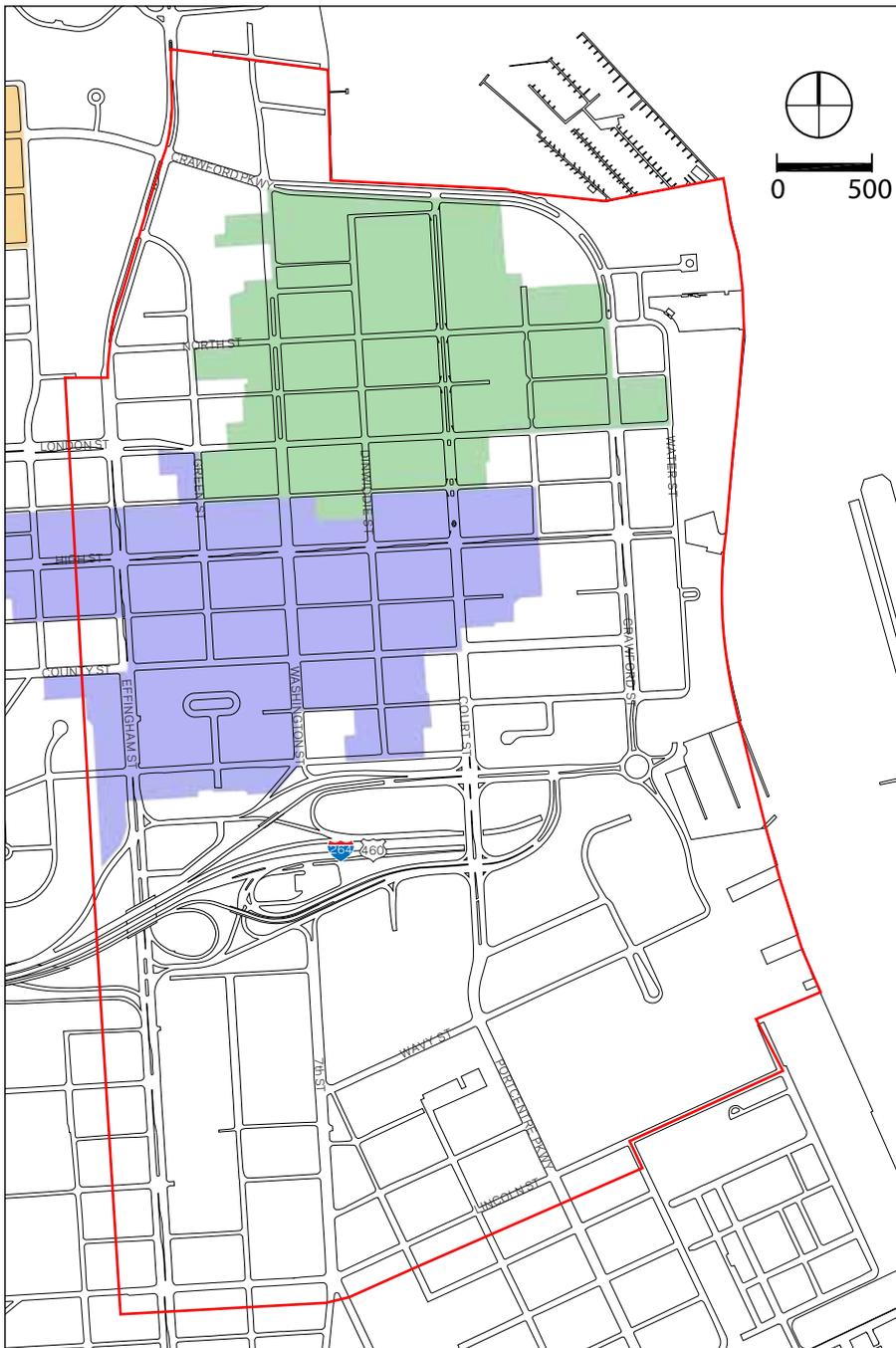
HISTORIC/CULTURAL RESOURCES

There are six historic districts listed on the Virginia Landmarks Register and the National Register of Historic Places:

- + Olde Towne (locally regulated)
- + Truxtun (locally regulated)
- + Port Norfolk, (locally regulated)
- + Park View (locally regulated)
- + Cradock (locally regulated)
- + Downtown Portsmouth/High St. Corridor.

EXISTING CONDITIONS

HISTORIC/CULTURAL RESOURCES



HISTORIC/CULTURAL RESOURCES

Adding to the unique character and livability of Portsmouth’s Downtown are the presence of historic districts and cultural sites.

The Olde Towne and most of the Downtown Portsmouth historic districts are encompassed within the Downtown Master Plan and Waterfront Strategy study area. Together, the two districts encompass the original 1752 plat of Portsmouth and its 1763 addition.

The Master Plan and Waterfront Strategy treat these Districts as highly valuable sectors of Portsmouth in need of protection and further stabilization rather than redevelopment or redevelopment. Each of these areas is more specifically discussed in the Downtown Design Guidelines which protect and enhance these important sectors.

- Old Towne Historic District
- Downtown Portsmouth Historic District

EXISTING CONDITIONS

HISTORIC/CULTURAL RESOURCES

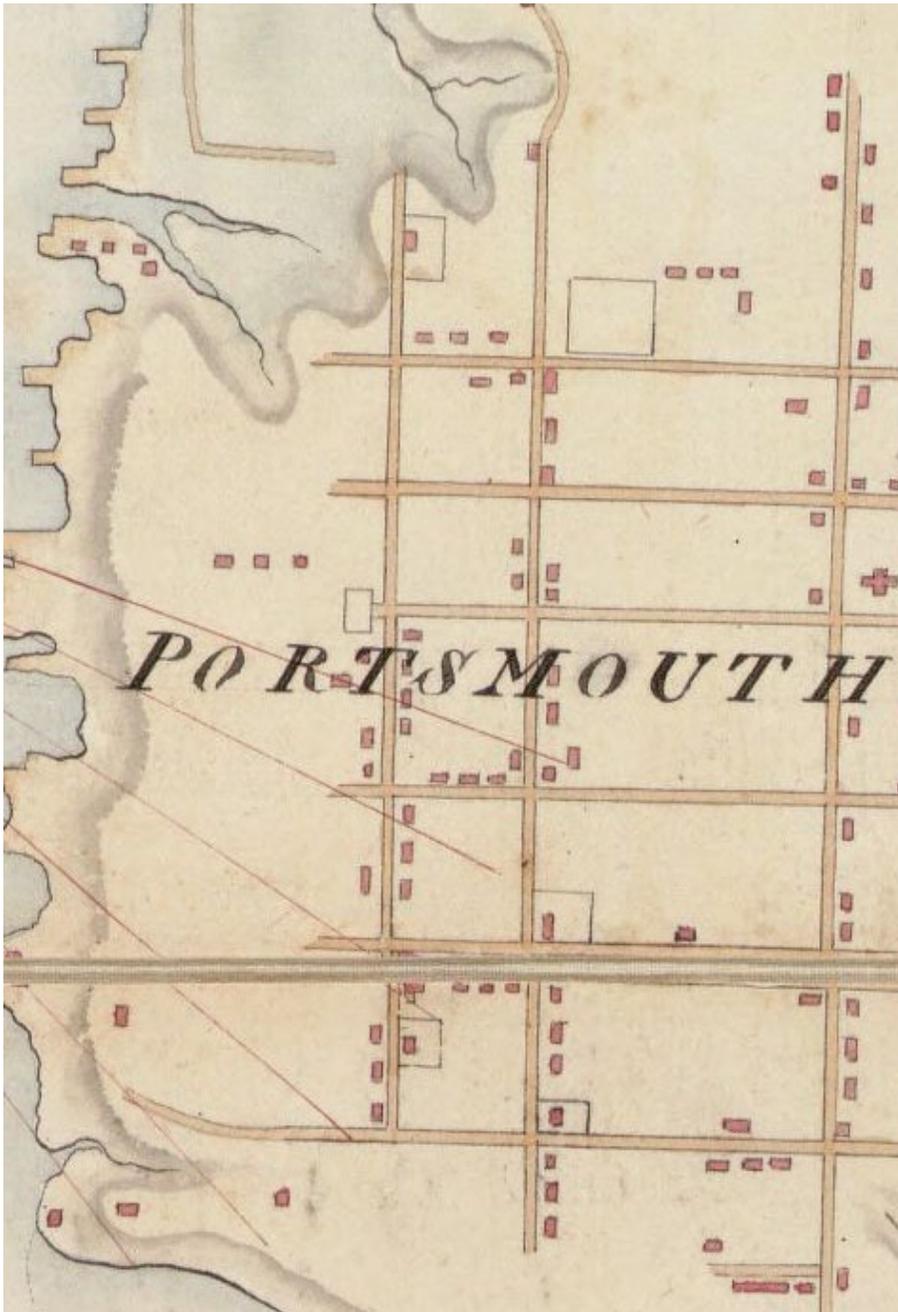


PORTSMOUTH BIRDS EYE VIEW

Portsmouth is a unique resource within Hampton Roads and the region; it is the only intact 18th century townscape in Hampton Roads and one of the largest concentrations of architecturally significant 19th and 20th century buildings between Alexandria and Charleston, South Carolina.

EXISTING CONDITIONS

HISTORIC/CULTURAL RESOURCES



HISTORIC/CULTURAL RESOURCES

The City has many important historic associations, including links to important Revolutionary and Civil war era events, and its longtime role as an important maritime, industrial, and transportation center. Located at a deepwater port, Portsmouth is home to the nation's first federal shipyard and dry dock established in 1794. The City's historic districts and landmarks are tangible links to these important historic events. They are places where residents and visitors can sense their connection to the past and can visualize life in an evolving maritime community from the 19th century through the mid-20th century.

PORTSMOUTH HARBOR, 1781

EXISTING CONDITIONS

HISTORIC/CULTURAL RESOURCES



Architecturally, the districts contain a significant collection of residential, commercial, and institutional buildings that illustrate the evolution of this dynamic port city from the late 18th century through the mid-20th century. The street layout and block divisions remain from the original 1752 layout. Important Federal, Greek Revival, Italianate, and Queen Anne style residential buildings; Classical Revival, Romanesque Revival, and Streamline Modern commercial buildings populate the district and create a visual museum of style.

EXISTING CONDITIONS

HISTORIC/CULTURAL RESOURCES



HISTORIC/CULTURAL RESOURCES

Portsmouth has a strong collection of historically and architecturally significant buildings, protected historic districts, and attractive cultural and heritage destinations. This compelling collection of historic resources should form the framework for defining Portsmouth's unique character and for marketing it to visitors.

- ① Naval Medical Center
- ② Fort Nelson Park
- ③ Cedar Grove Cemetery
- ④ Lincolnsville
- ⑤ The Watts House
- ⑥ Elks Lodge
- ⑦ Hill House
- ⑧ Lightship Portsmouth Museum
- ⑨ Portsmouth Naval Shipyard Museum
- ⑩ Court Street Baptist Church
- ⑪ 1846 Courthouse
- ⑫ TCC Visual Center
- ⑬ Virginia Sports Hall of Fame and Museum
- ⑭ Seaboard Railroad Building
- ⑮ The Commodore Theatre
- ⑯ Children's Museum of Virginia
- ⑰ Riverview Gallery
- ⑱ Fresnel Lens
- ⑲ Chevre T'helim Temple
- ⑳ Portsmouth Public Library
- ㉑ Museum of Military History
- ㉒ Railroad Museum of Virginia
- ㉓ nTelos Wireless Pavilion
- ㉔ Gosport Park
- ㉕ Naval Shipyard

EXISTING CONDITIONS

MARKET ANALYSIS



MARKET ANALYSIS

Hampton Roads offers something for everyone: beachfront communities, a busy urban center, suburbs, and rural areas. Within the region, Downtown Portsmouth is a unique place with great potential to attract more residents, workers and visitors. It offers a smaller, quieter, very walkable urban community with treasured historic buildings, a main street and a waterfront, and an array of visitor attractions. Downtown has many assets, but how can it best leverage them to meet its potential?



SUMMARY OF MARKET OPPORTUNITIES

Downtown has already attracted developers, residents, and businesses who continue to invest in rehabilitating homes and storefronts, converting under-used commercial buildings to residential space, and building new residential units. However, the short term opportunities address the need to create more sense of place and enhance Portsmouth's vitality to truly sustain this effort. A focus on these opportunities in the present also offers a better chance of success while real estate and economic conditions recover. Encouraging this trend of market-driven, modest investments will enhance Downtown's appeal, leverage Downtown's stock of historic buildings, and lay the groundwork for more significant real estate investments down the road. While significant new development activity may need to wait until the real estate market improves and the Downtown is successful in attracting greater attention to its strengths, the present is a good time to plan ahead to capture the long term opportunities that will follow.

EXISTING CONDITIONS

MARKET ANALYSIS

OVERVIEW OF EXISTING CONDITIONS

Underlying the health of an area’s real estate market is the strength of its economy. The strong military presence in the Hampton Roads area distinguishes its economy from the structure of the United States economy as a whole. Nevertheless, Portsmouth and the Hampton Roads region have not been immune to the economic downturn that the United States is currently experiencing in 2009. The downward trend in the economic cycle nationally is impacting employment and investment in nearly all sectors of the national economy and has been particularly severe in real estate, construction and finance. Weak real estate market conditions compound the current difficulties of real estate development associated with the tightening of access to credit. Although it is unknown how quickly conditions will improve, this report assumes that the national and local economy will rebound from the bottom of the business cycle and provide greater opportunities for development than are found through looking at a snapshot of current conditions.

While recognizing the cyclical nature of economic and real estate trends and the weak conditions that currently exist, this report takes a longer view and examines the structures of the Portsmouth and regional economies, how they impact the demand for real estate, and how those structures may change in the future. Although the recent real estate boom benefitted many cities across the country and contributed greatly to their revitalization, the resurgence in urban

<u>Year</u>	<u>City of Portsmouth</u>	<u>Southside Area (a)</u>
1997	40,416	411,410
1998	40,137	416,197
1999	40,384	425,193
2000	40,096	432,048
2001	39,426	436,194
2002	40,832	438,398
2003	42,043	442,523
2004	42,299	451,690
2005	42,484	458,337
2006	43,075	463,495
2007	43,201	463,865

Notes:

(a) Represents the cities of Chesapeake, Norfolk, Portsmouth, and Virginia Beach, VA.

Source: Virginia Employment Commission, Covered Employment Wages Program, 2008; BAE, 2009.

<u>Year</u>	<u>Civilian Employment</u>	<u>Military Employment</u>	<u>Total Employment</u>
1996	47,047	5,494	52,541
1997	46,652	5,348	52,000
1998	46,646	5,216	51,862
1999	47,062	5,154	52,216
2000	47,425	5,077	52,502
2001	46,848	4,929	51,777
2002	47,839	5,081	52,920
2003	49,585	5,360	54,945
2004	50,573	5,537	56,110
2005	51,202	5,685	56,887
2006	51,758	5,990	57,748

Source: Hampton Roads Planning District Commission, 2008; BAE, 2009.

PORTSMOUTH EMPLOYMENT, 1996-2006

COVERED EMPLOYMENT, PORTSMOUTH AND SOUTHSIDE

EXISTING CONDITIONS

MARKET ANALYSIS

development linked to a greater interest in the lifestyle and amenities a city can offer appears to be a long term trend that will not be extinguished by a cyclical economic downturn.

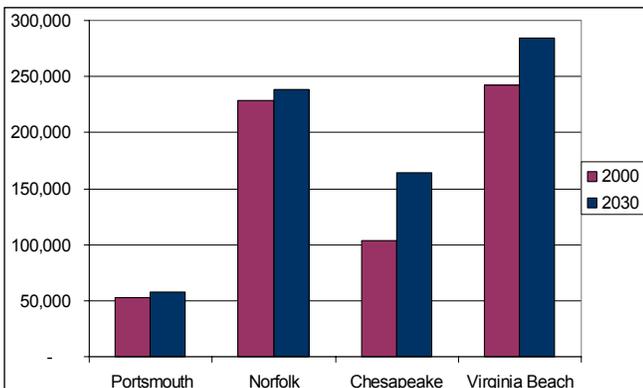
PORTSMOUTH AND THE REGION

Portsmouth's Employment Base

Portsmouth has experienced steady employment growth that has kept pace with the region of which it is a part. According to the Hampton Roads Planning District Commission (HRPDC), employment in the Southside area of Hampton Roads increased by nearly 20 percent between 1991 and 2006. The military employment base to the region's economy has stayed strong in Portsmouth, with increases in both military and civilian employment during the last 10 years. Military and civilian government entities are the largest source of employment in Portsmouth, with healthcare employment also contributing significantly to the city's job base.

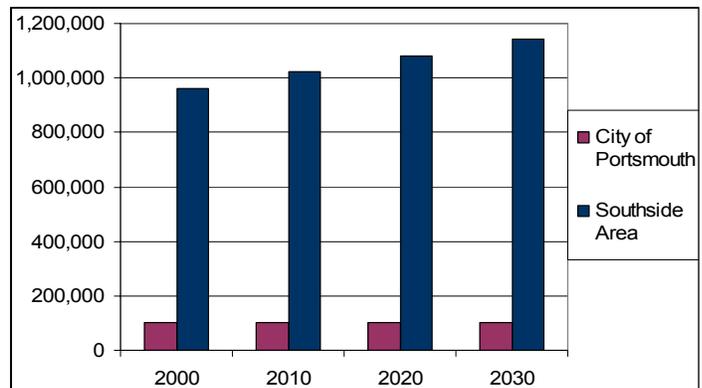
Population Trends

It's clear to anyone familiar with the region that population has left the Southside's cities in favor of its newer suburbs. As in every other part of the country, newer housing with more land, better schools, economic and racial homogeneity, and greater security are some of the factors that led households to prefer housing choices in the suburbs and fuel their continued development further and further away from the region's urban cores.



Source: Hampton Roads Planning District Commission, 2008; BAE, 2009.

EMPLOYMENT PROJECTIONS 2030



Source: US Census Bureau, Virginia Employment Commission 2008; BAE 2009.

POPULATION PROJECTIONS 2030

EXISTING CONDITIONS

MARKET ANALYSIS

Employment and Population Projections

Based on the trend described above, household population will increase steadily in the region at an annualized rate of 0.6 percent, but that growth is projected to take place outside of Portsmouth. Portsmouth is also projected to increase its employment base, but projections show the bulk of the region’s employment growth occurring in areas that have seen high population growth. Despite its strengths and some recent success in attracting development, many people feel that negative perceptions of Portsmouth still linger. Those who are not familiar with Downtown Portsmouth often see it from unappealing vantage points – primarily Effingham Street and Interstate 264. The recent resurgence of Norfolk’s Downtown, while providing an example of how an urban core environment can be successfully redeveloped to attract new residents and employment, provides another draw for investment and growth with which Portsmouth must compete.

	<u>1980</u>	<u>2007</u>
Portsmouth	104,577	98,542
Norfolk	266,979	235,986
Chesapeake	114,486	216,568
Virginia Beach	262,199	433,032
Source: HRPDC, 2008; BAE, 2009.		

POPULATION CHANGE, 1980-2007

<u>Name</u>	<u>Total Employees</u>
Norfolk Naval Shipyard	7,500
Naval Medical Center, Portsmouth	5,400
City of Portsmouth	2,647
Portsmouth City Public Schools	2,400
Maryview Medical Center/Bon Secours	2,000
U.S. Fifth District Coast Guard Command	1,500
The Pines Residential Treatment Center	800
Earl Industries LLC	571
Gwaltney of Smithfield	500
Wal-Mart Supercenter	350
Southeastern Public Service Authority	230
Source: City of Portsmouth Planning Department, 2008; BAE, 2009.	

LARGEST EMPLOYERS IN PORTSMOUTH

EXISTING CONDITIONS

MARKET ANALYSIS



Portsmouth's Competitive Position in Southside

Downtown Portsmouth holds a unique place within the Hampton Roads region and the Southside, and has key assets that, if used strategically, can form the foundation for its revitalization. The two features most important to defining Downtown's competitive position are described below.

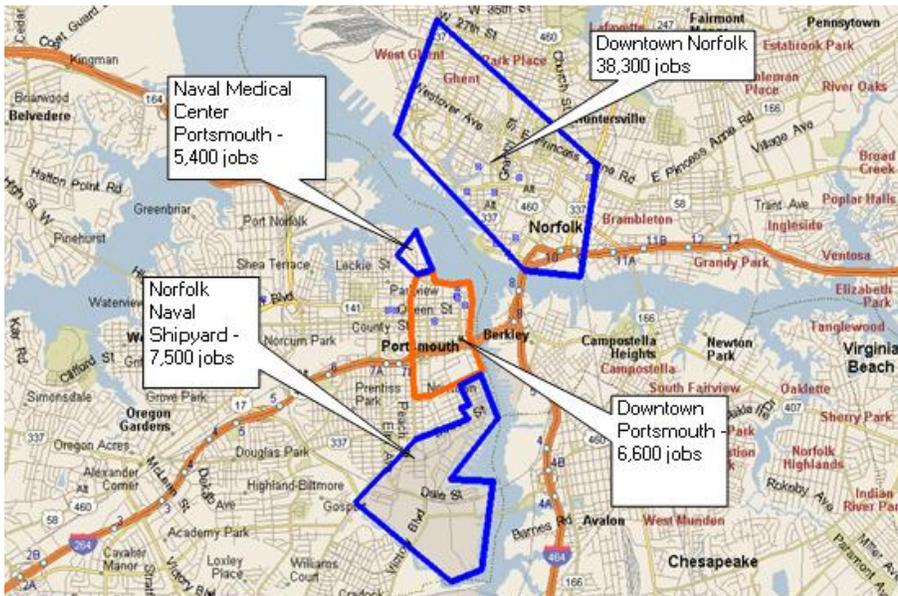
- + Downtown has historic charm and character unique to the region.
- + Downtown Portsmouth has a waterfront with views of Downtown Norfolk, rich cultural resources and an aesthetic defined by its predominant feature, a stock of relatively low density historic buildings generally in good condition.



Furthermore, Downtown Portsmouth's unique existing building stock and character allow it to offer something quite different from Norfolk: a quieter Downtown. It can offer urban amenities, but with a small town community feel that is absent the noise, traffic and density of Norfolk. Downtown Portsmouth is also well integrated into the fabric of the region, with highways and a ferry that make its neighbors only a short trip away.

EXISTING CONDITIONS

MARKET ANALYSIS



Source: City of Portsmouth, 2008; Microsoft Streets and Trips, 2008; BAE, 2009.

EMPLOYMENT CENTERS LOCATED IN AND NEAR DOWNTOWN PORTSMOUTH

Downtown is surrounded by jobs. Downtown Portsmouth is within very close proximity to dense clusters of jobs. Together the Naval Medical Center and Norfolk Naval Shipyard amount to 13,000 jobs, which is equal to 3.5 times the Downtown population. The Downtown study area is also just across the water from Downtown Norfolk and its 38,000 workers who make up the largest employment core in the Hampton Roads region. Lastly, Downtown Portsmouth itself consists of approximately 6,600 employees.

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DESTINATION PORTSMOUTH PLANS AND INITIATIVES



DESTINATION PORTSMOUTH PLANS AND INITIATIVES

The Downtown Master Plan and Waterfront Strategy is an implementation plan, building on significant previous efforts. These efforts that continue to have value for their power, vision and their ability to capture the desires of the community that has been so involved in their creation. Many of the recommendations and implementation strategies appearing in this Master Plan are natural advancements of those good ideas. This Plan does not replace the solid and important work that has gone before it, but it does offer clear strategies to achieving the ideas and recommendations for implementing them.

Of these documents and planning efforts, one document in particular serves as our guide – Destination 2025. This document has provided us with the project’s Overall Framework – and allows us to link our Overall Goals to the Community’s Vision.

In addition to past work, the City of Portsmouth is immersed in four ongoing studies by others:

- + The Form-Based Code project
- + The City-wide Transportation Plan
- + The Downtown Design Guidelines
- + Re-write of the City-wide Zoning Ordinance

During this effort, the different Design Teams will coordinate efforts to unify the documents/deliverables and to avoid contradictory recommendations or incompatible strategies. The following is a brief introduction to a number of previous studies that have had great influence on the Downtown Master Plan and Waterfront Strategy.

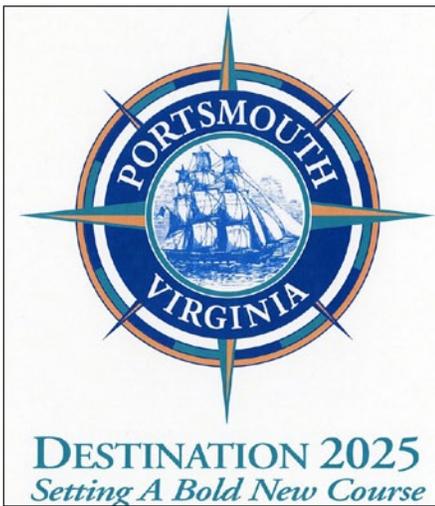
DESTINATION 2025

Destination 2025 serves as Portsmouth’s active Comprehensive Plan. An effort carried out by the leadership of Portsmouth and with significant community involvement and input that was adopted in the Spring of 2005. Destination 2025 serves the community by focusing on broad goals and policies for the next 20 years, and the Plan offers a complete set of action strategies that target positive growth, infrastructure improvements, and enhancements to Portsmouth’s livability.

Destination 2025 includes eight chapters focused on elements critical to Portsmouth’s future (listed by Plan Section):

- + 3.0 Education
- + 4.0 Land Use

DESTINATION PORTSMOUTH PLANS AND INITIATIVES



- + 5.0 Economic Development
- + 6.0 Housing and Neighborhoods
- + 7.0 Community Facilities, Services, and Infrastructure
- + 8.0 Transportation
- + 9.0 Parks, Open Space and Environment
- + 10.0 Community Appearance.

As Destination 2025 is Comprehensive in nature, it was always the intention to develop more focused implementation strategies for the Activity Centers included in the General Land Use Plan. This Plan, The Downtown Master Plan and Waterfront Strategy is to serve as the planning framework for achieving these goals in the most important Activity Center in the City – the Downtown and Waterfront.

Study Influence

Where Destination 2025 is comprehensive – considering all areas of the City, physical planning and policy-setting, the Downtown Master Plan and Waterfront Strategy is a more focused and specific implementation strategy. The Downtown Master Plan and Waterfront Strategy is most concerned with four of the sections of Destination 2025, offering specific recommendations to improve Portsmouth in the areas of:

- + 3.0 Land Use
- + 4.0 Economic Development
- + 5.0 Housing and Neighborhoods
- + 9.0 Parks, Open Space, and Environment

By understanding each of these concepts through the combined efforts of Traffic and Transportation, Urban Design, Planning, Landscape Architecture, Market Analysis and Research, History and Cultural Resources and through a significant community engagement process, the Downtown Master Plan and Waterfront Strategy provides a clear road map to achieving the community’s goals. The format of the Downtown Master Plan and Waterfront Strategy continues to refer to strategies and policies in Destination 2025 and is a natural next step for achievement at this important Activity Center.

DESTINATION PORTSMOUTH PLANS AND INITIATIVES



HIGH AND EFFINGHAM CORRIDOR STUDY

The High and Effingham Corridor Study is a document the City of Portsmouth contracted Urban Design Associates to create. This study evaluated the corridor and the crucial role it plays in the health of Downtown Portsmouth. This study, completed in 2006, strived to provide a framework for potential, positive change and increased livability while honoring the City's rich heritage and physical character. This vision plan created guidelines for the public realm, provided highly flexible development

blocks and outlined a probable phasing strategy as a means to achieve results incrementally. Finally, the document presented three varied build-out scenarios with a range of parking and development capacities – as a way to help the Community understand what form these changes might and should take.

Study Influence

Like the High and Effingham Corridor Study, the Downtown Master Plan and Waterfront Strategy encourage residential development as a key to supporting High Street retailers. Additionally, there is a strong focus on the need to implement pedestrian-friendly improvements to help the area thrive as a mixed-use walkable and human-scaled urban environment. Lastly, there has been a strong call from the community carried forward from the High and Effingham Corridor Study to continue to celebrate the history of Portsmouth – architecturally and culturally – and protect Portsmouth's unique character and quality through context-sensitive design.

DESTINATION PORTSMOUTH PLANS AND INITIATIVES



DOWNTOWN WATERFRONT STRATEGIC PLAN

The Downtown Waterfront Strategic Plan is a document the City of Portsmouth contracted Urban Design Associates to create. This Plan was focused on potential development and redevelopment for the Downtown Waterfront, recognizing the powerful impact it has to attract investment and economic development. The recommendations were created following an open, public process that involved focus groups, meetings and interviews. The strategic plan

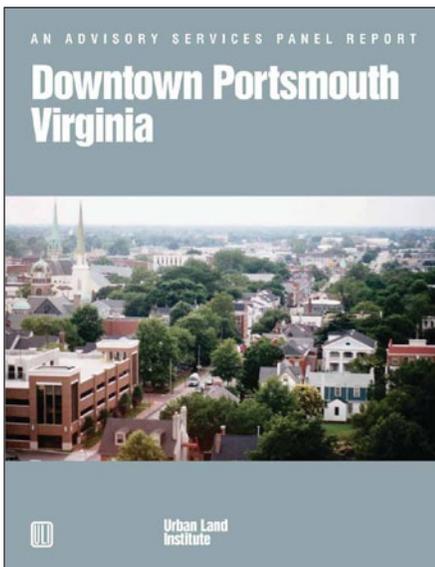
provides key recommendations for public improvements and development initiatives.

Study Influence

Some of the key recommendations from the Downtown Waterfront Strategic Plan that remain central to the Master Plan and Waterfront Strategy include:

- + The necessity to provide a highly-valued, continuous and publicly accessible waterfront and promenade.
- + The need to express the City's street grid system through to the Waterfront.
- + Considering each Waterfront Site for its highest and best value to the City and its residents.
- + Considering the Waterfront as a resource to encourage more Downtown residential use.

DESTINATION PORTSMOUTH PLANS AND INITIATIVES



DOWNTOWN PORTSMOUTH VIRGINIA - A VISION PLAN FOR DEVELOPMENT

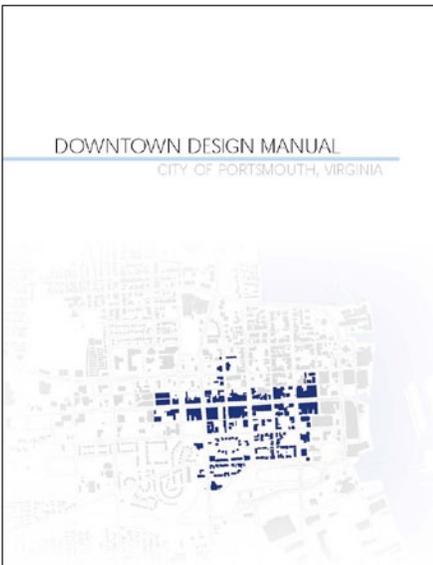
This document was created by a ULI Advisory Services panel, tasked with evaluating the challenges and opportunities facing development in Portsmouth. The study focused on the downtown and waterfront area and the High Street corridor between Effingham Street and Jamestown Avenue.

Study Influence

The ULI Advisory Services panel recommendations included focusing on increasing the vibrancy of Downtown, especially at High Street – with better retail offerings and increased Downtown population. This is a key recommendation and remains in the Downtown Master Plan and Waterfront Strategy as a vital ingredient in the recipe for Portsmouth’s long term success.

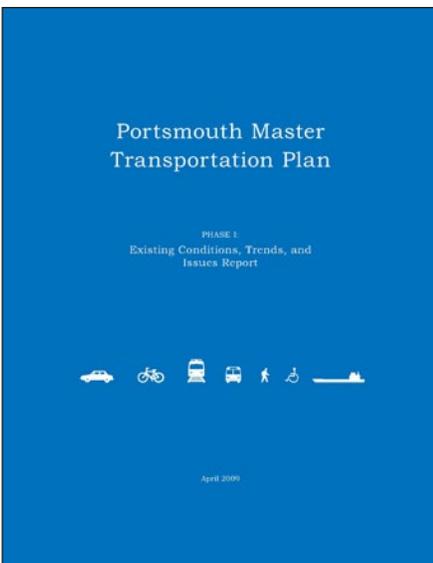
Recognizing the high percentage of vacant High Street space the Vision Plan recommended filling vacant spaces with businesses in the short-term to improve the vitality of the area in an effort to raise Portsmouth’s image and profile – and attract more credit-worthy retailers – a strategy shared in the Downtown Master Plan. The ULI panel’s suggestions included leveraging the significant value of the waterfront for both public enjoyment and private investment. The Study also promoted the concept of redevelopment at Waterfront parking lots and redeveloping civic sites (the jail and courts complex) at the end of their useful lives and replacing them with mixed-use private development opportunities. These, too, remain viable future developments that will positively affect the image of Portsmouth.

DESTINATION PORTSMOUTH PLANS AND INITIATIVES



DOWNTOWN DESIGN MANUAL

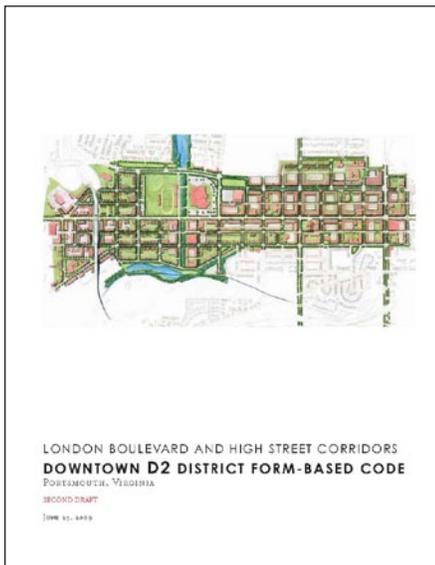
The City of Portsmouth has commissioned Commonwealth Architects and DesignForum to prepare a document that evaluates the Downtown Design District regulations and boundaries, and develops new Design Guidelines, Standards and Procedures. This document also includes the development of an education program that can inform current and potential owners of the status and guidelines.



PORTSMOUTH MASTER TRANSPORTATION PLAN

The Portsmouth Master Transportation Plan, led by Wallace Roberts and Todd with assistance from Kimley-Horn Associates, is tasked with coordinating City transportation policy, investment priorities, and ensuring that the future Transportation System supports the City's goals for land use, economic development and quality of life. It is inclusive of all types of transportation – including motor vehicles, freight carriers, railroads, transit, bicycles and pedestrians – considered as a networked, intermodal system.

DESTINATION PORTSMOUTH PLANS AND INITIATIVES



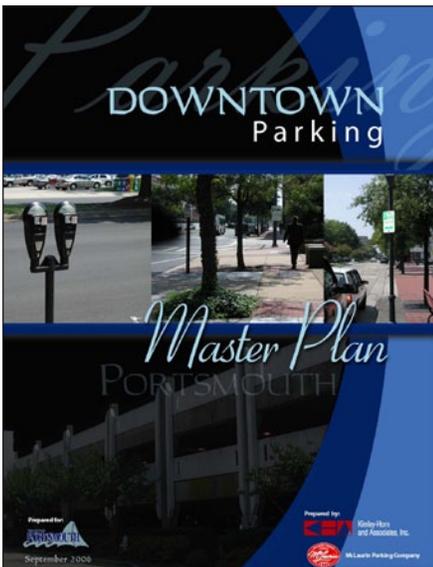
DOWNTOWN D2 DISTRICT FORM-BASED CODE

The City of Portsmouth and their subconsultant team, led by Ferrell Madden Lewis, will prepare its first Form Based Code for two significant gateway corridors - High Street and London Boulevard, from Downtown to Midtown. The Form Based Code will guide redevelopment and will guide implementation of certain goals and strategies found within Destination 2025, the City's Comprehensive Plan.

The new Code will regulate development to ensure high-quality public spaces defined by a variety of building types and uses including housing, retail, and office space. The new Code will incorporate a regulating plan, building form standards, street standards, use regulations as needed, descriptive building and/or lot types, and other elements needed to implement the principles of functional and vital urbanism and practical management of growth.

The goal is to create a tool (Form Based Code) that will help foster good design and ease the process for development and/or redevelopment by providing a regulatory framework in clear and graphic terms that is easy to understand and utilize.

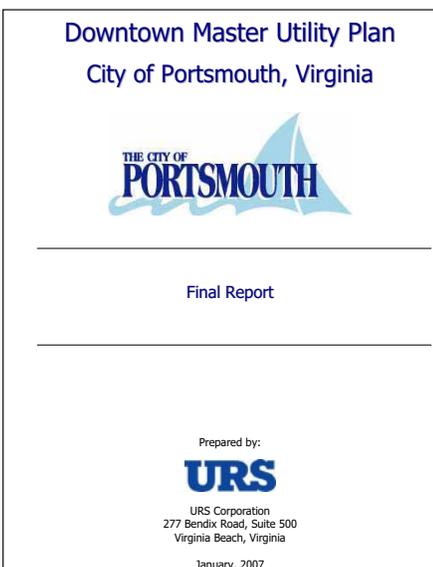
DESTINATION PORTSMOUTH PLANS AND INITIATIVES



DOWNTOWN PARKING MASTER PLAN

In 2006 Kimley-Horn (KHA) was retained by the City to develop an overall Downtown Parking Master Plan to carry the City’s parking program into the future. The Master Plan is intended to provide the City of Portsmouth with a comprehensive strategy to provide, manage and operate parking in the downtown core area that would best serve its many users.

As part of this Master Plan, Kimley-Horn revisited the conclusions of the 2006 study in light of the new development numbers provided in the BAE Market Analysis Report and updated the fundamental portions of the 2006 report.



DOWNTOWN MASTER UTILITY PLAN, including Stormwater Master Plan needs

This document was prepared for the City by URS Corporation. The Master Plan details the existing status, future projections and recommendations for the potable water distribution, sanitary sewer collection, and stormwater collection systems.

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PUBLIC OUTREACH



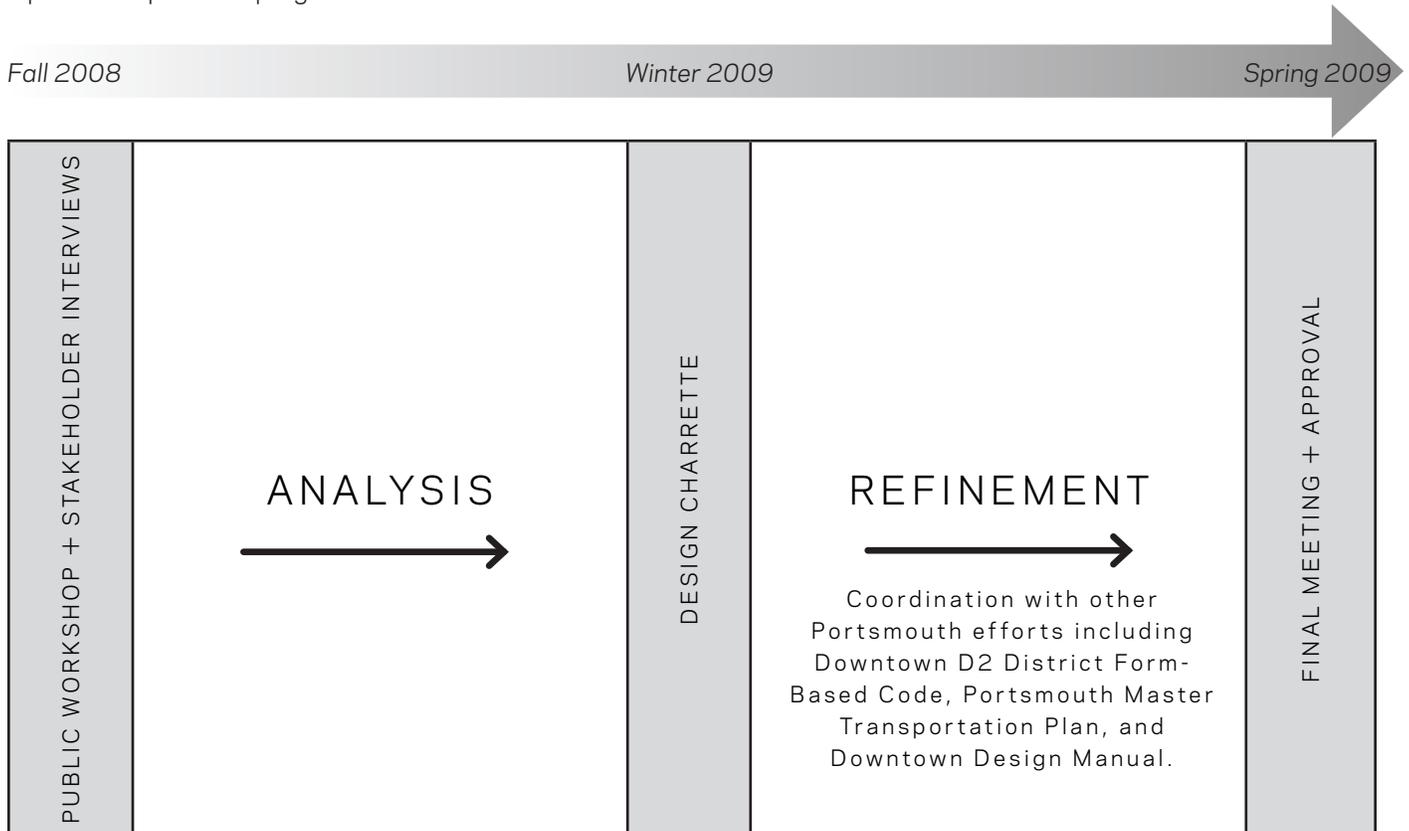
PUBLIC OUTREACH

PURPOSE

PURPOSE

Public engagement and participation is a fundamental part of successful place-making and community planning efforts. People care about their communities and expect a chance to participate in decisions that affect the places where they live, work, learn and play. Therefore, it is critical to bring together the design team, community, and City in an integrated process of discovery, problem solving and action planning.

The Downtown Master Plan and Waterfront Strategy planning effort was a nine-month process, deliberately set up by the design team and City staff to provide multiple opportunities to engage a variety of stakeholders and the general public. The team used meetings, stakeholder interviews and a design charrette during the process to engage the community. These sessions were designed to give people the opportunity to interact with the project team at specified points throughout the planning initiative and permit the public to give the design team focused guidance, feedback and input on the plan as it progressed.



PUBLIC OUTREACH

STAKEHOLDER INTERVIEWS



STAKEHOLDER INTERVIEWS

As part of initial public outreach activities, HOK engaged a variety of key stakeholders in the planning process. In a day long session, the team conducted interviews with focus groups to refine our understanding of conditions and expectations, review planning strategies and to build working relationships with individuals likely to influence the planning process and the City's ability to carry ideas through into implementation.



The groups included business owners, members of the religious community, and leaders in the maritime industry. The interview sessions allowed participants to voice their opinions as well as share opportunities and hurdles relevant to City's Vision for Portsmouth's Downtown and Waterfront. The following is a summary of the general comments received during the open format sessions.

PUBLIC OUTREACH

STAKEHOLDER INTERVIEWS



Business Community

- + High Street and Effingham are important corridors for the area and they represent key gateways for Downtown.
- + More residential density and office development is needed Downtown to support increased retail offerings and access to basic needs (grocery store).
- + Perception of Downtown Portsmouth is a hindrance in the regional market as well as with the boating community. A marketing campaign should play up the strengths and potential of Downtown, in the interest of raising Portsmouth's image.



Maritime Industry

- + The old Holiday Inn site represents a huge opportunity for redevelopment and impact on the Waterfront.
- + The City's boat tax is a deterrent for boaters on the Intercoastal Waterway. Norfolk and Chesapeake do not have a boat tax.
- + Tourism and traffic generated by boaters represents a huge opportunity for increased spending in Downtown.
- + The Waterfront should be leveraged for events and the City should work cooperatively with Norfolk to capitalize on events in their City as well as events in Portsmouth.

Religious Community / Others

- + Downtown is already fairly walkable and pedestrian-friendly although there are opportunities for beautification and streetscape improvements to enhance what is already in place.
- + Retail establishments do not represent basic needs required to support a residential population Downtown.

PUBLIC OUTREACH

MEETINGS AND WORKSHOPS



MEETINGS AND WORKSHOPS

During preliminary phases of the planning effort, the design team engaged the public and stakeholders with a kick-off meeting and a workshop. The kick-off meeting was an opportunity for the project team and City to introduce the planning effort and provide an overview of the process to set the public's expectations for the study. This meeting also provided a chance for the community to understand the relationship between the effort and the City's Comprehensive Plan - Destination 2025.



A workshop was held in November 2008 to share initial thoughts, existing conditions analysis and educate the public on a variety of topics related to the study area. Becoming familiar with the existing conditions was critical to the development of successful recommendations and implementation strategies later in the planning process. Four primary topics were covered as part of the workshop: transportation, urban design, historic preservation and market analysis. These focus areas were used throughout the planning effort to organize findings and categorize recommendations and strategies.

PUBLIC OUTREACH

MEETINGS AND WORKSHOPS



Transportation

Early in the planning process, the team conducted study area tours of Downtown and the Waterfront to get firsthand knowledge of the issues and opportunities related to the transportation network. Topics studied related to transportation included looking into the existing walkability, exploring the study area's transportation resources, researching the transportation network and understanding the needs of the local community and business owners.



Preliminary findings presented during the community workshop indicated that Portsmouth has a relatively complete and interconnected street network to filter traffic through Downtown. Small blocks and fairly continuous sidewalks throughout the study area contribute to the pedestrian-friendly nature of the area although the team did note the chance to improve walkability in some areas. Speeds on High Street were somewhat disconcerting for pedestrians trying to cross from one side to the other, but relatively low traffic volumes tend to mitigate this fact. The Team noted the opportunity to more completely integrate all transportation modes, including: Norfolk/Portsmouth ferry, bus routes, automobiles, pedestrians and bicycles.

Urban Design

Urban design focuses on many of the elements that make up the best places around the world. Scale, street hierarchy and network, the pedestrian experience and access to parks, plazas and open spaces were all studied at the project's onset to understand the urban form of the study area. The team analyzed the aforementioned topics separately in addition to looking at the topics holistically to fully understand the urban design framework for Downtown and the Waterfront.

PUBLIC OUTREACH

MEETINGS AND WORKSHOPS



While Portsmouth has many of the elements required to make a great urban place - interconnected and walkable streets, compact development and access to parks and public spaces - the team found there were many opportunities to further connect these systems to create a more complete urban fabric. For example, many portions of High Street had ample sidewalks and street trees lining the street; however, empty storefronts and undeveloped parcels diminish the experience for pedestrians. Recommendations and strategies that integrate all aspects contributing to urban design are critical for success for Downtown and the Waterfront.



Historic Preservation

Initial research and background relating to the historic and cultural resources of Portsmouth unveiled a rich history for the Downtown and Waterfront. Preliminary findings presented during the community workshop focused on recognizing and respecting the City's past and leveraging the historic and cultural resources to foster tourism in the study area.

Market Analysis

The community workshop was an opportunity for the Team to outline the purpose and role of the market analysis for the planning process. At a high level, the market analysis is intended to provide a realistic view on market potential. Attendees were informed that the economic and market analysis would study the short-term and long-term market potential, identify opportunities and challenges, recommend actions to achieve a desired outcome and provide a road map for responsive decision making. In addition, it was stressed that this process was to be different than prior studies in that the market analysis would play a critical role in formulating recommendations that were grounded in reality.

PUBLIC OUTREACH

DESIGN CHARRETTE



DESIGN CHARRETTE

The community design charrette was an interactive public engagement tool used to solicit feedback from the general public in a compressed timeframe. The purpose of the exercise was to bring the City, design team, property owners and the community together in a transparent process of mutual discovery and problem solving. The design charrette was an opportunity to:

- + Foster collaboration among team members, local officials, property owners, community activists and the general public
- + Concentrate creative energy and technical expertise
- + Support the real-time testing and refinement of planning and design ideas



Timing

The timing of the community design charrette within the overall project timeline was purposefully set during the last half of the effort. Rather than conducting the design charrette at the beginning of the study, the project team and planning staff decided to hold the exercise near the end of the public engagement process. This schedule allowed the team to perform existing conditions analyses for the retail market, urban form, historic areas, and transportation network. In addition, background information from the stakeholder interviews, community meeting and educational workshop gave the project team valuable insight into the community's vision for the study area.

PUBLIC OUTREACH

DESIGN CHARRETTE



Format and Activities

The six day charrette included two large scale public workshops, an open house, team design sessions and focused meetings with city staff and various stakeholders. Each of these events were set up to enable participants to ask questions, provide comments and feedback, and view the progress of work. The design team included urban designers, planners, landscape architects and an illustrator. These individuals worked with information from the retail and transportation consultants, City staff, and property owners to develop a vision with an understanding of short- and long-term scenarios.



The opening meeting was held on Monday, February 16, 2009 to summarize the findings of the retail market analysis and prior workshops held in late 2008. The purpose of reviewing the material was to provide the public with an opportunity to understand the process and give anyone a chance to offer additional feedback and remarks. Any individual new to the planning effort was quickly brought up-to-speed with the current status of the project.

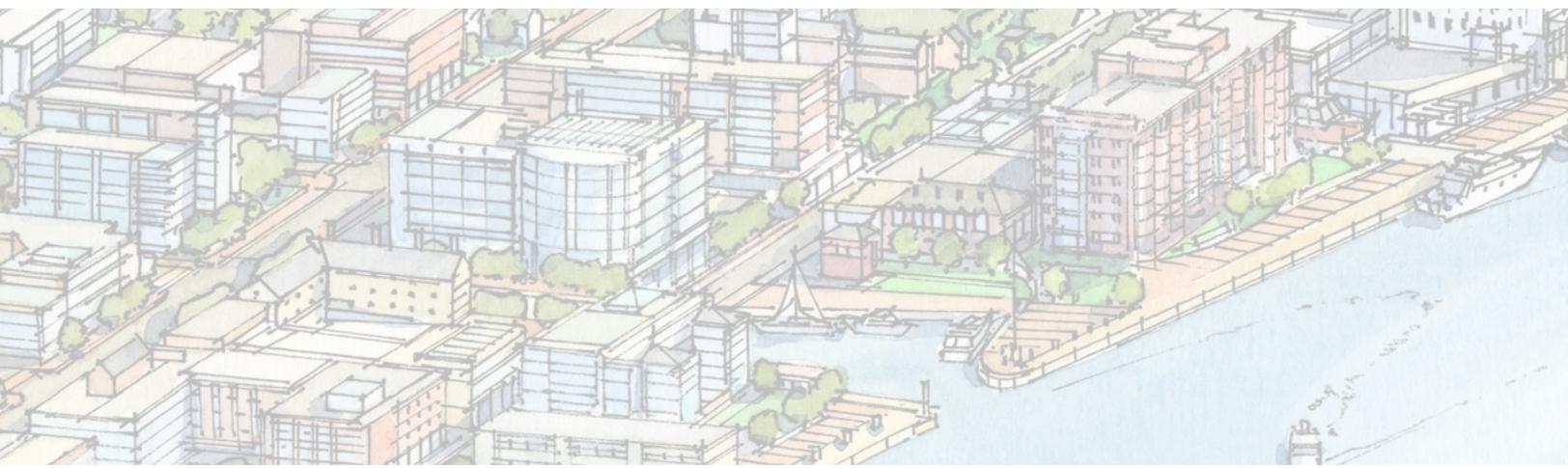
To review initial design scenarios with the public and stakeholders, the project team held an informal open house the evening of Thursday, February 19, 2009. The drop-in session allowed the community to see the progress of the previous days.



A closing public meeting was held on Saturday, February 21, 2009 to review the plans generated during the design charrette. The project team presented the Downtown's walkability score, reviewed transportation and thoroughfare improvements, and urban design solutions for targeted sites within the study area. The plans and concepts presented during the design charrette were further refined and are reviewed in greater detail in Section Five: The Plan.

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THE PLAN



THE PLAN

ILLUSTRATIVE PLAN



- Existing Building
- Parking Reserve
- Public Space Reserve
- Waterfront Promenade/ Public Plaza
- Potential New/ Infill Development

THE PLAN

ILLUSTRATION

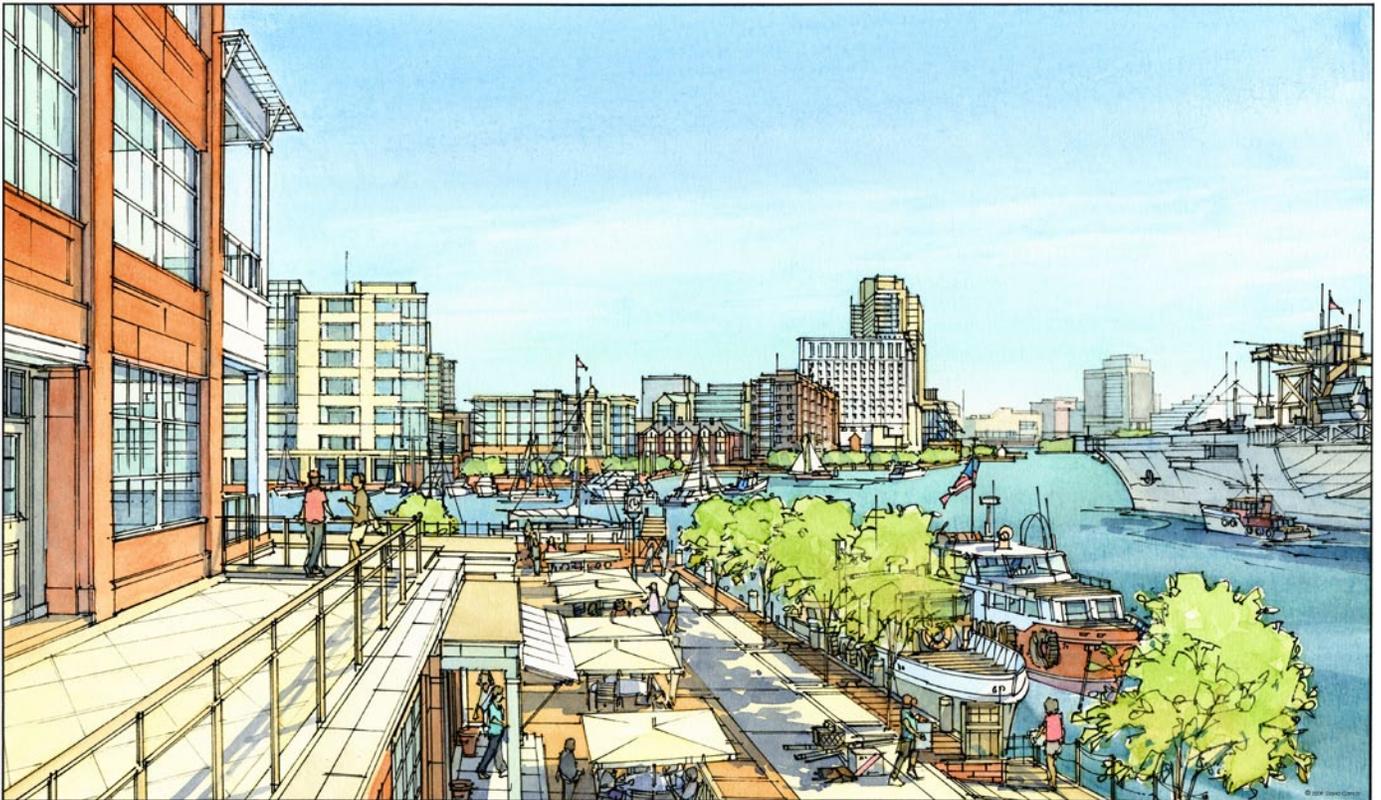


AERIAL VIEW OF DOWNTOWN PORTSMOUTH AND THE WATERFRONT

This view reflects the possibilities for Downtown Portsmouth and the waterfront, based on the projected growth in the next 10 or more years. Of particular note – a redeveloped civic complex (the current jail and courts) envisioned as a residential-based mixed-use development and new public space on the waterfront; a pair of new office buildings at Columbia and Crawford; a new hotel near the high Street Landing; a completed mixed-use project at the former Holiday Inn Site and a completed waterfront promenade linking Ft. Nelson park to nTelos Pavilion.

THE PLAN

ILLUSTRATION

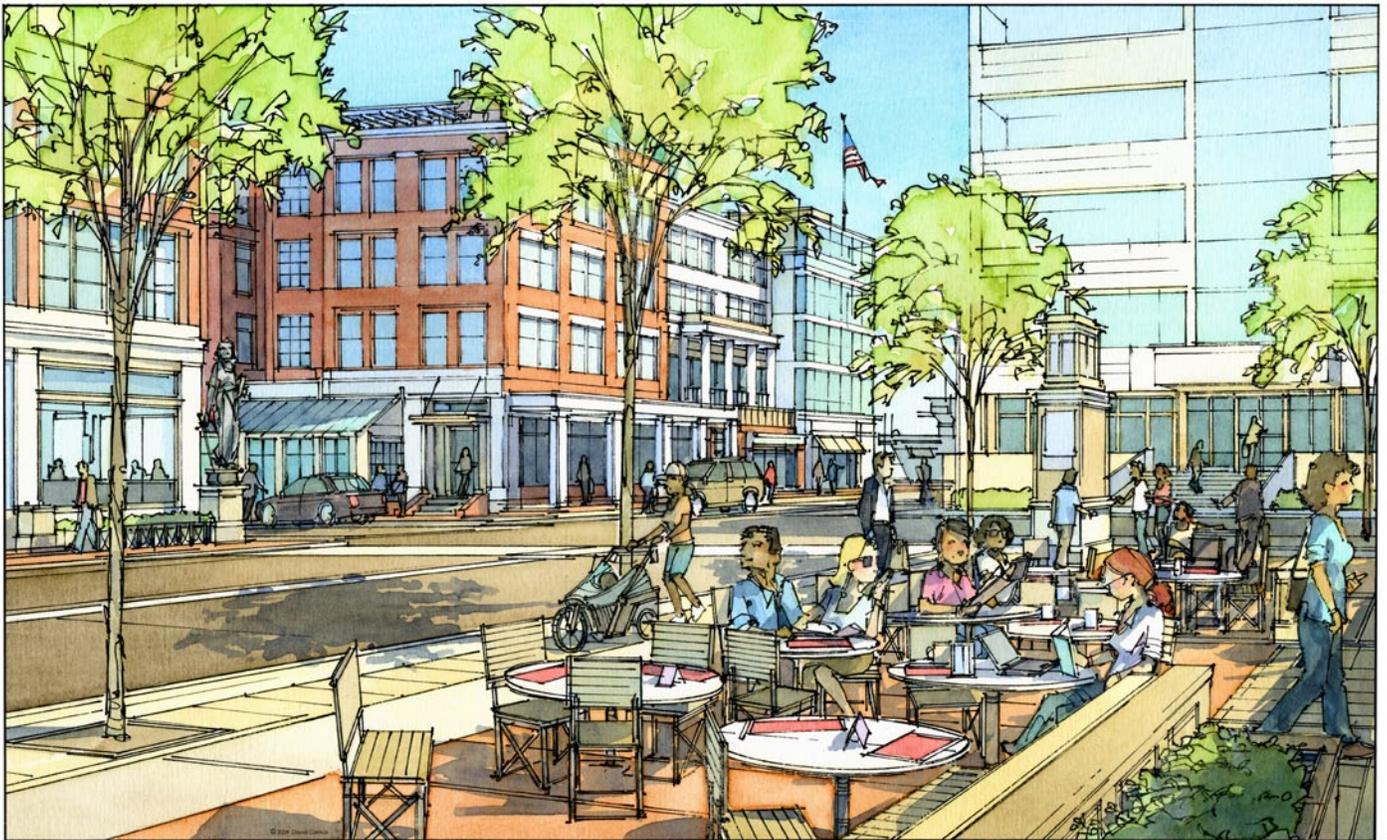


WATERFRONT VIEW FROM THE NORTH PIER

The North Pier is imagined as a residential redevelopment site with views of Portsmouth's most important and valuable public space - the waterfront. New development completes the skyline of Portsmouth - reflecting the density and type of urban environment that will increase livability Downtown. Norfolk's skyline is in the distance, up the Elizabeth River.

THE PLAN

ILLUSTRATION



STREET VIEW AT COLUMBIA STREET, WEST OF CRAWFORD STREET, LOOKING EAST

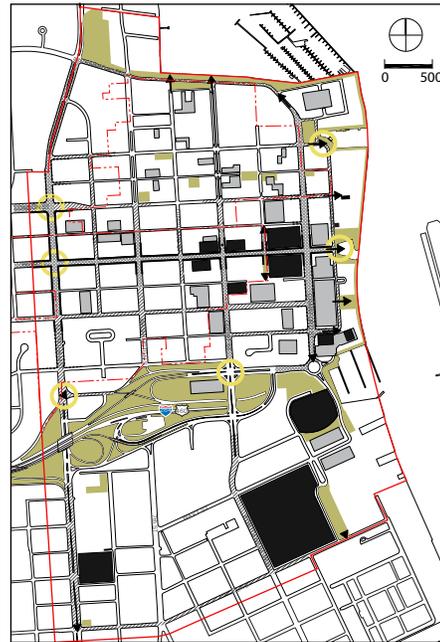
New and more intense mixed-use development along Columbia Street can activate Crawford Street near Crawford Circle. In this illustration, a new office building, new mixed-use residential and improved streetscape add to the vibrancy of Downtown a block from the waterfront. The building on the right (the current City hall building) could continue to function as a civic use or as a private office building if and when City functions are relocated.

THE PLAN

INFILL REGULATING PLAN



TRANSECT-BASED ZONING MAP



SPECIAL REQUIREMENTS MAP

PLAN FORMAT

Any development that may occur within the boundaries of the Downtown Master Plan and Waterfront Strategy can be considered “infill”. There are very few vacant sites and even fewer that are large enough to be considered major reinvestment opportunities.

Therefore, we recommend the creation of an Infill Regulating Plan for the entire area – a Plan consisting of two maps – one that relates to future transect-based zoning, and a second that maps special requirements directly affecting the public realm.

THE PLAN

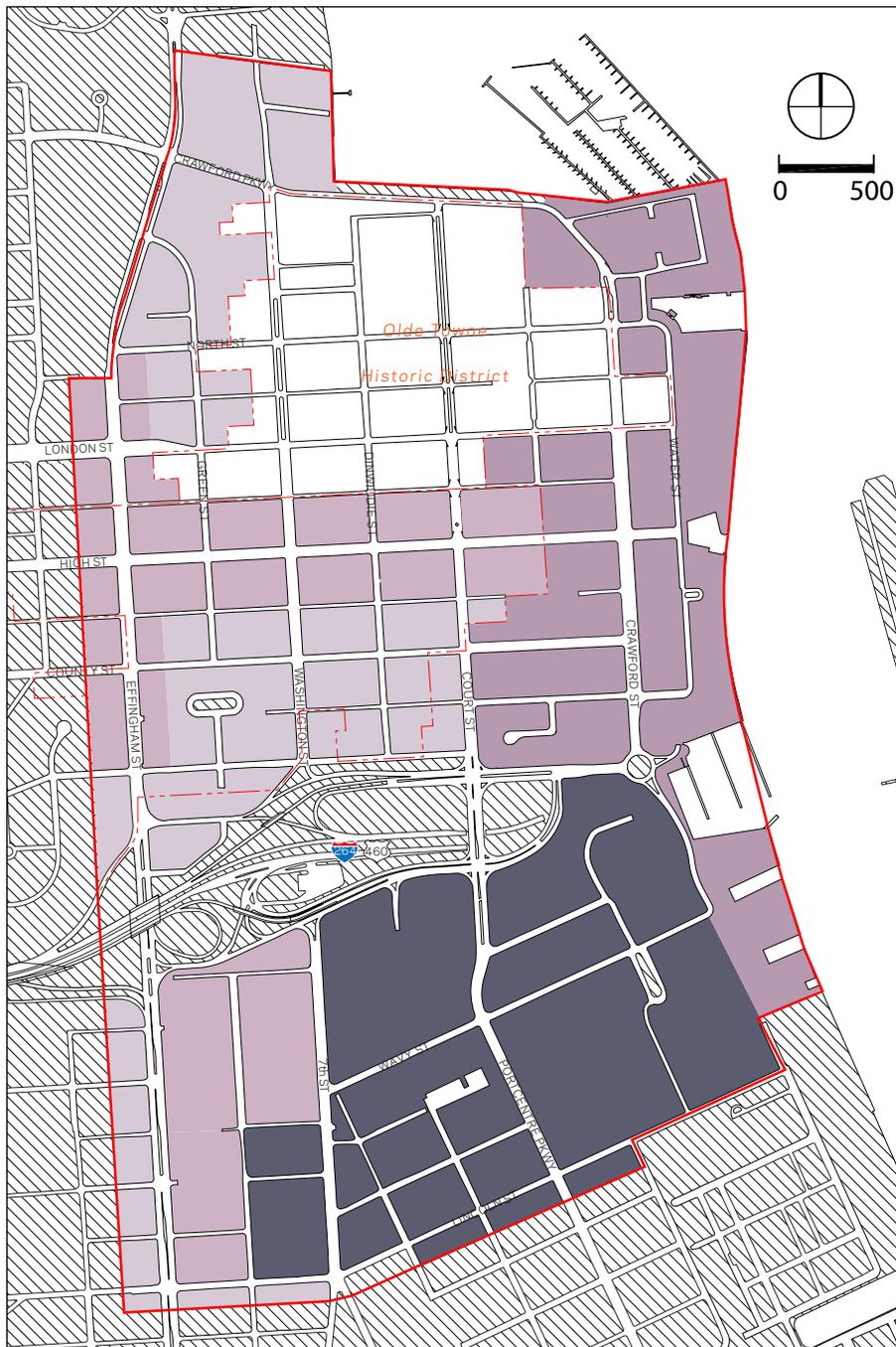
INFILL REGULATING PLAN

TRANSECT MAP Assigning transect zones to the Study Area (Map 1 - the Transect-Based Zoning map) achieves multiple goals. Transect Zones are a convenient, understandable and effective way to simultaneously describe such elements as building placement, bulk and massing, parking locations, and building frontage. At the same time, they reflect the diversity of an urban setting. Downtown Portsmouth includes mostly urban residential historic neighborhoods (occupying a less urban segment of the transect) as well as a Waterfront District that includes civic, residential, office and other uses (occupying the more urban segment of the transect), and an area that includes manufacturing and industrial uses (identified as a special district). It continues to be important to include all of these different urban environments Downtown - for reasons that span economics, housing, history and livability. The transect zones permit discussions and decisions about the appropriateness of new development scenarios to evolve. Currently most decisions are made based on Land Use rather than considering character, intensity, economic benefit and other factors that could contribute to Portsmouth's future viability. This map reflects the current diversity of Downtown and the waterfront, assures a great urban environment independent of use, and helps ensure predictable positive growth.

SPECIAL REQUIREMENTS MAP We also recommend sharper focus in specific areas of Downtown and the waterfront through the use of Map 2 - The Special Requirements Map. Establishing a firm hierarchy of thoroughfares (a primary and secondary grid), retail-required frontages in strategic locations, view corridors and civic reservations will make it clear where special attention and investment will do the most good for the urbanism in the future.

THE PLAN

INFILL REGULATING PLAN



THE TRANSECT-BASED ZONING MAP

For precise boundary limits refer to City of Portsmouth official adopted zoning map.

- Project Site Boundary
- Historic District Boundary
- T4 Zone (General Urban)
- T5 Zone (Urban Center)
- T6 Zone (Urban Core)
- SD Zone (Special District)

THE PLAN

INFILL REGULATING PLAN

THE TRANSECT-BASED ZONING MAP

The Downtown Master Plan and Waterfront Strategy Study Area can be divided into three Transect Zones and one Special District.

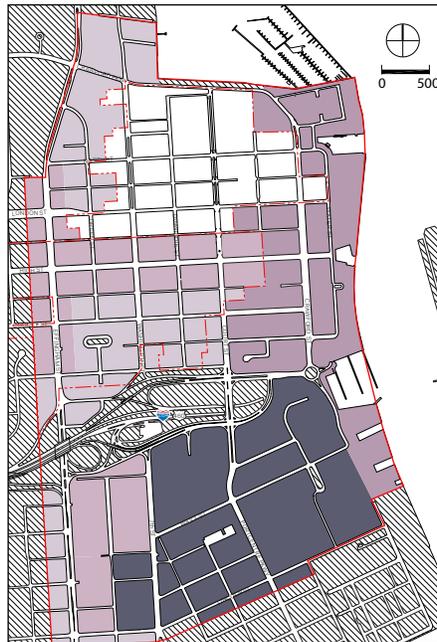
The waterfront areas represent the most urban condition in Downtown Portsmouth and are provided with a T6 label. This is the area where the most intense and most vigorously mixed uses are appropriate – as the most valuable real estate, it stands to reason this would be the most vibrant part of Downtown. The blocks which enfront High Street are considered T5 on the Transect Map. Buildings along High Street are mixed-use (vertically), and are built to the fronts of lots – creating a highly active, comfortably dense environment – generally between 2 and 4 stories in height. Future development will be expected to follow this same character.

To the north and south of High Street, the bulk of Downtown Blocks are in the T4 zone – still mixed-use but predominantly residential. Portsmouth's Downtown historic districts comprise a large part of the T4 zone, and are more tightly controlled by the Downtown Design Guidelines. The application of the Transect is in full agreement with the DDG, and reinforces the desire to retain the highly livable, low scale urban residential character of these areas.

Finally, a large portion of the Study Area in the southeast is designated a Special District. This is an appropriate transect zone for the areas which retain the economic engine of manufacturing and industrial uses near the waterfront which is important to retain. Other uses are permitted, but are limited to those that do not create or exacerbate conflicts between the biggest differences in land use. Here, buildings are expected to be large but not tall. Residential uses are prohibited, completely eliminating any conflicts of land use within the Special District.

THE PLAN

INFILL REGULATING PLAN



TRANSECT-BASED ZONING MAP

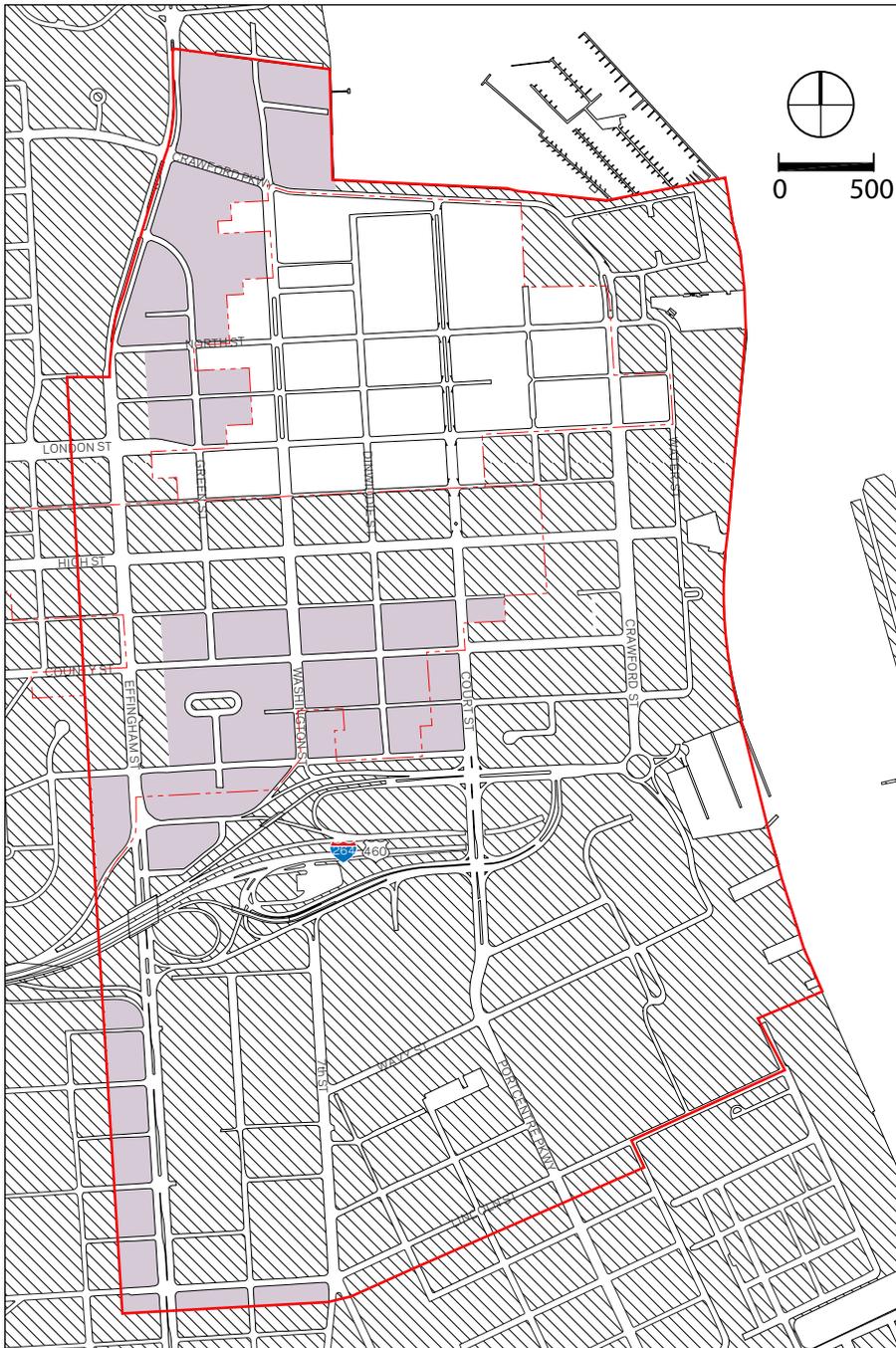
ZONE-BY-ZONE DESCRIPTIONS - TRANSECT-BASED ZONING RECOMMENDATION

Transect-Based Zoning offers the benefit of making transitions between different areas of Downtown easier and more manageable, often reducing land-use conflicts between sectors.

The following pages isolate each Transect Zone and describe its general physical and land-use characteristics - fabric, scale, building type ranges, open space configurations, etc.

THE PLAN

INFILL REGULATING PLAN



T4 ZONE (GENERAL URBAN)

GENERAL CHARACTER Mixed-use, but predominantly residential urban fabric. These areas, nearest to the Historic District, represent the least intense urbanism Downtown.

BUILDING TYPES - (PAGE 5.42)

Building types are permitted include single-family, townhouses and apartment buildings. In areas where ground conditions prohibit residential uses, small commercial and institutional buildings are permitted.

FRONTAGE Generous setbacks - front yards and porches.

COMMERCIAL ACTIVITY Scattered

PEDESTRIAN ACTIVITY Low

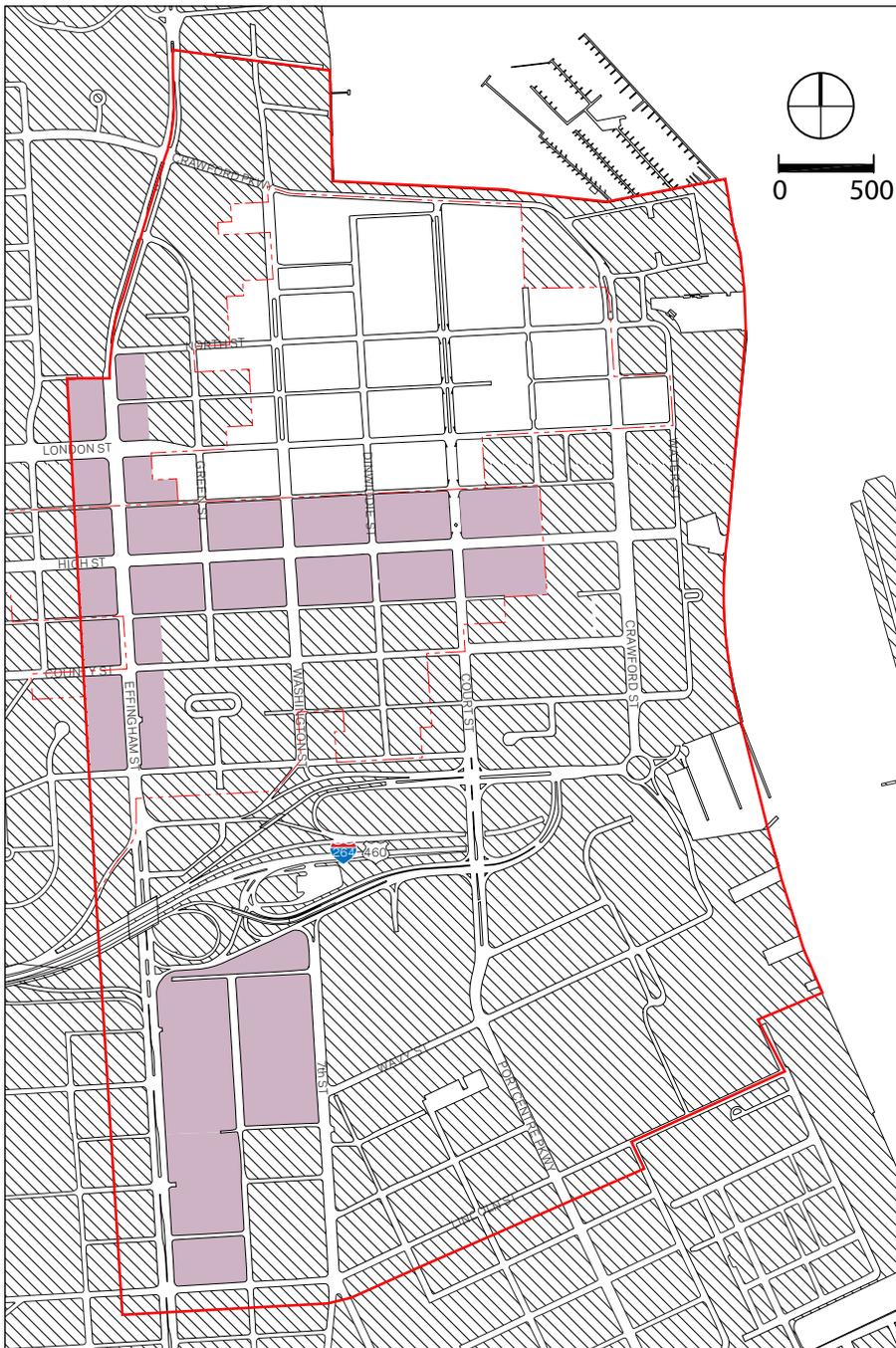
BUILDING HEIGHT 2- to 3-story.

PUBLIC SPACE Neighborhood scale - Squares, Greens and Playgrounds.

- Project Site Boundary
- Historic District Boundary
- T4 Zone (General Urban)

THE PLAN

INFILL REGULATING PLAN



T5 ZONE (URBAN CENTER)

GENERAL CHARACTER Higher-density mixed-use with retail or other non-residential space at the ground floor. T5 includes the High and Effingham Corridors.

BUILDING TYPES - (PAGE 5.42)

Multiple residential types and small office buildings with active ground floors. Mixed-use types on "A" Streets.

FRONTAGE No setbacks - buildings may be built immediately behind public sidewalk.

COMMERCIAL ACTIVITY High

PEDESTRIAN ACTIVITY High

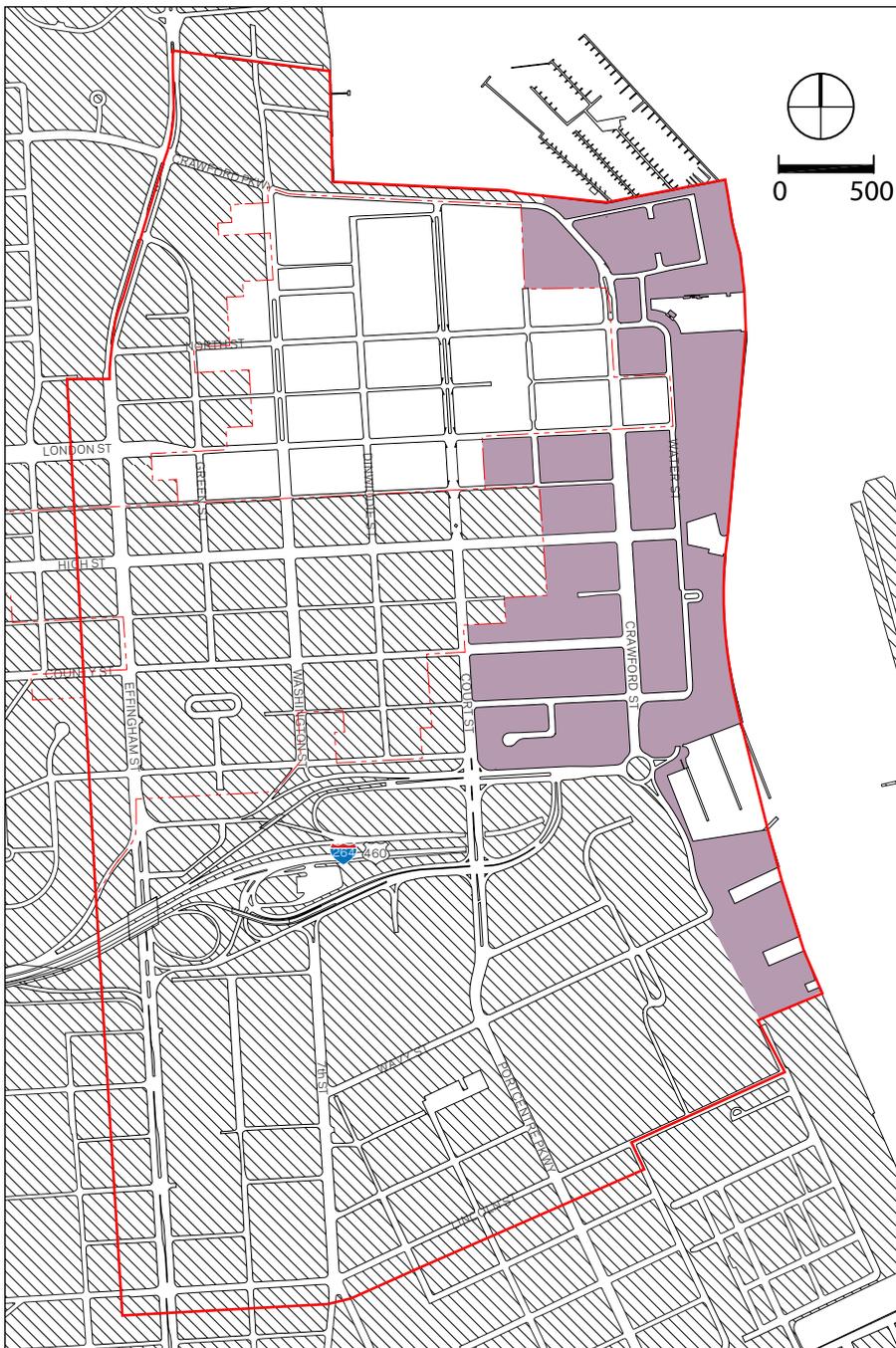
BUILDING HEIGHT 2- to 4-story with occasional 6 story buildings permitted (See Downtown Design Guidelines).

PUBLIC SPACE Urban scale - Parks, Plazas, Squares and Medians.

-  Project Site Boundary
-  Historic District Boundary
-  T5 Zone (Urban Center)

THE PLAN

INFILL REGULATING PLAN



T6 ZONE (URBAN CORE)

GENERAL CHARACTER High-density mixed-use. T6 is intended for the most intense land use Downtown.

BUILDING TYPES - (PAGE 5.42) A variety of building types are permitted and may include civic, commercial, residential and limited retail uses.

FRONTAGE No setbacks - buildings may be built immediately behind public sidewalk.

COMMERCIAL ACTIVITY High

PEDESTRIAN ACTIVITY High

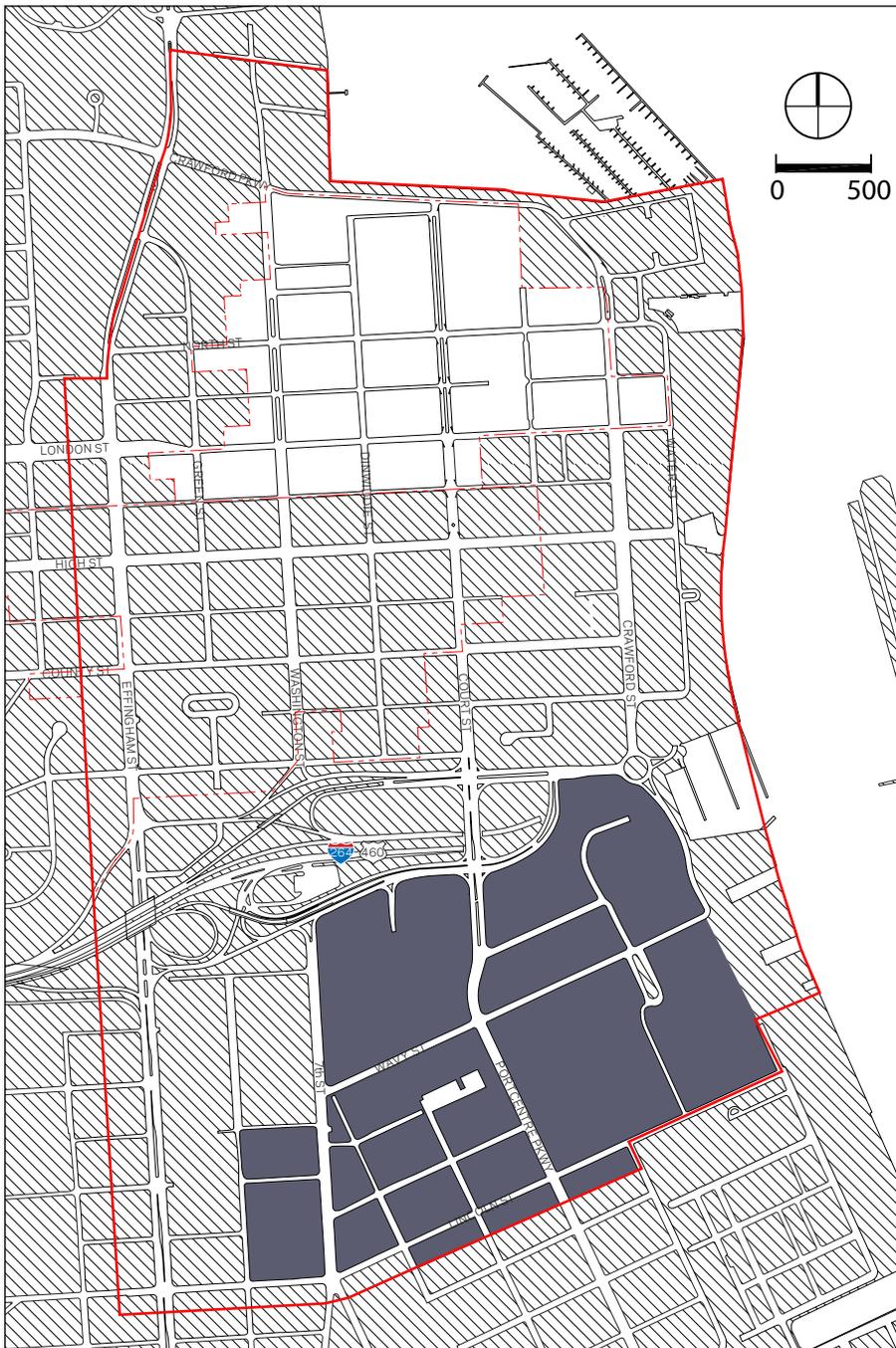
BUILDING HEIGHT Minimum standard of 4- to 6-stories. Heights in T6 are restricted only by parking and view corridor limitations.

PUBLIC SPACE Urban scale - Parks, Plazas, Squares and Medians.

- Project Site Boundary
- Historic District Boundary
- T6 Zone (Urban Core)

THE PLAN

INFILL REGULATING PLAN



SPECIAL DISTRICT ZONE

GENERAL CHARACTER Low-density, limited mixed-use. SD is intended to provide employment mixed-use, including manufacturing, distribution and warehousing, as well as civic uses (new court facilities) and supportive retail uses. SD does not permit residential uses to minimize land-use conflicts.

BUILDING TYPES Building types are reflective of building use.

FRONTAGE Setbacks are relaxed for access required by use.

COMMERCIAL ACTIVITY High

PEDESTRIAN ACTIVITY Low

BUILDING HEIGHT 1- to 2-story average.

PUBLIC SPACE Parks, Plazas, Squares.

-  Project Site Boundary
-  Historic District Boundary
-  SD Zone (Special District)

THE PLAN

INFILL REGULATING PLAN

SPECIAL DISTRICT ZONE - ADDITIONAL INFORMATION

A special district is usually provided for an area that by its intrinsic function, disposition or configuration does not conform to any of the other transect zones specified. This Special District zone has been established to help sustain the industrial and light manufacturing/warehouse components of Portsmouth's current and future Downtown economy. The area is generally located in the Port Centre vicinity of Downtown.

This Special District is provided for two reasons:

First, the uses located here (as they are in any working City) are vital to Portsmouth's economy – and provide a solid commercial tax base by providing a home for manufacturing, light industry, marine uses, distribution and warehousing and the like. The Special District provides a specific location – near the waterfront and major regional thoroughfare arteries – for these uses to flourish.

Second, locating these uses in a common zone limits the potential for conflicts among incompatible land uses. SD zone buildings are not always compatible with building types in other transect zones, so care has been taken to make transitions from SD to other transect zones along thoroughfares, rather than mid-block.

The SD zone generally consists of lower-density buildings that are often of a single use. Occasionally, office uses (typically related to the primary manufacturing, industrial or warehousing use) may exist in the same building or on upper floors. As an area focused on manufacturing, industry and commerce, office buildings are also permitted in the SD zone. Setbacks are more generous, to allow for free movement of large trucks, and because the SD zone is not focused on a heavy pedestrian population.

THE PLAN

INFILL REGULATING PLAN



THE SPECIAL REQUIREMENTS MAP

The Special Requirements map controls the elements that play the biggest role in delivering Portsmouth's unique urban character. These elements include Thoroughfare Hierarchy, Civic and Open Spaces, View Corridors, Gateways and Parking.

The Special Requirements Map can also be used as a public investment guide of sorts - focusing attention on these elements will have the most impact on the public realm Downtown.

- Project Site Boundary
- Historic District Boundary
- "A" Grid
- "B" Grid
- Required Retail Frontage
- Recommended Retail Frontage
- Existing + Reserved Civic Building
- Existing + Reserved Open Space
- Recommended View Corridor
- Recommended Terminated Vista
- Gateways
- Existing + Reserved Parking

THE PLAN

INFILL REGULATING PLAN

THOROUGHFARES While Downtown Portsmouth has a very regular street network, a few streets are considered more important for a variety of factors, including dimension, capacity, retail frontage and pedestrian comfort. The “A” grid – the area expected not to deviate from rigorous standards guaranteeing high activity and pedestrian comfort – includes High Street, Crawford Street and Effingham Street. The “B” grid – the area that is still of high quality, but less active uses or necessary pedestrian-hostile elements such as structured parking entrances or secure building frontages – includes many of the north-south running streets. Court Street, Washington Street and Water Street are all included in the “B” Grid.

PUBLIC AND OPEN SPACES The Special Requirements Map notes parks, open spaces and civic places - including buildings - as an important part of the public space catalog of Downtown and the waterfront. Both existing and future sites are shown on the map. These are all spaces dedicated for public use. Existing spaces and buildings are to be protected (or replaced in kind if the public is benefitted) or are to be reserved for future recording as open or public space.

VIEW CORRIDORS Portsmouth's waterfront must remain publicly open and accessible. To achieve this, there are specific view corridors that must remain open – that is, unobstructed by new development. Many of the streets running in both directions remain and will remain open to the water. One additional requirement includes the view corridor currently blocked at the eastern end of County Street. Future Development east of Crawford Street will be required to preserve an open view to the water.

GATEWAYS There are six primary gateways in Downtown Portsmouth and the waterfront. These have been identified as areas that are required to receive special design attention and thoughtful consideration as future development scenarios are realized, such as street finish and surrounding building type and form.

PARKING Future parking strategies will continue to use a mix of surface lots, structured parking garages and on-street parking to meet the range of parking needs in Downtown. As properties develop in the study area, the City may need to provide parking facilities to meet the growing demand. Better distribution of parking facilities will be critical as Downtown continues to build out. Kimley-Horn has identified areas near the waterfront and the intersection of High and Effingham as key areas for potential future parking facilities.

THE PLAN

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THE PLAN

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DOWNTOWN DESIGN GUIDELINES ACTIVITY NODES

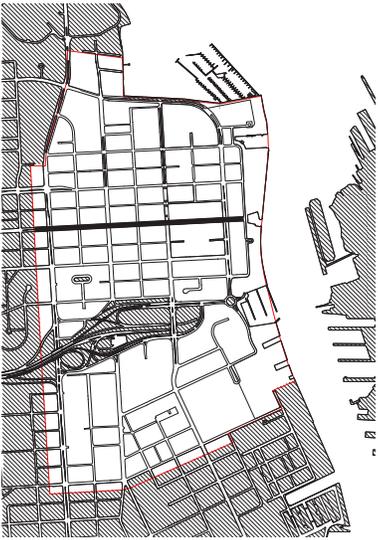
This map shows the relationship between strategies embedded in the Downtown Design Guidelines and the Master Plan and Waterfront Strategy. It is vital that these two tools are consistent in their method of achieving the highest level of pedestrian quality, respect for historic areas and a commitment to the protection of Downtown's most important urban environments. The areas identified in the Downtown Design Guidelines as Activity Nodes are consistent with the major intersections of the "A" and "B" grids from the Master Plan. These are areas that are appropriate for:

- + increased design attention
- + increased building height
- + special attention to streetscape level of finish

-  Project Site Boundary
-  Historic District Boundary
-  "A" Grid
-  "B" Grid
-  Activity Nodes
-  Downtown District Boundary

THE PLAN

THOROUGHFARES FRAMEWORK



HIGH STREET

High Street continues to be the primary retail corridor in Downtown Portsmouth. To a great extent, Portsmouth's retail success is directly related to the condition of High Street. Currently, the physical environment is good - buildings engage the wide sidewalks, there is active ground floor retail space, trees and plantings contribute to the streetscape, on-street parking is available, and transit access is evident.

BIGGEST ISSUES

Driving lanes are very wide, contributing to an observed speeding problem along High Street. Parking supply on High Street is limited. While not a significant issue currently, a dramatic increase in ground floor commercial space is expected and encouraged, increasing demand. Bicycle transportation has been inadvertently compromised by a lack of bicycle-friendly elements such as lane markings and bike racks. Future alternative transportation opportunities are being considered,

but would require the removal of the existing curbed median. Several adjustments to the right-of-way will yield an even more positive pedestrian experience and assure High Street's success as a main street. The Plan recommends the following short-term (within 2 years time) and long-term (beyond 2 years) adjustments to improve the public realm.

RECOMMENDATIONS (SHORT-TERM)

Better accommodations for Bicyclists. Provide sharrow lane markings and install bike racks on High Street. Install a minimum of one bicycle rack that is capable of supporting two bicycles for every five vehicular parking spaces along High Street (Effingham Street to the waterfront). Consider reducing the length of the typical on-street parking space to accommodate a few more cars per block. This can help provide potential new commercial entities with the image of a very retail-friendly street with convenient parking immediately in front of shops and restaurants.

RECOMMENDATIONS (LONG-TERM)

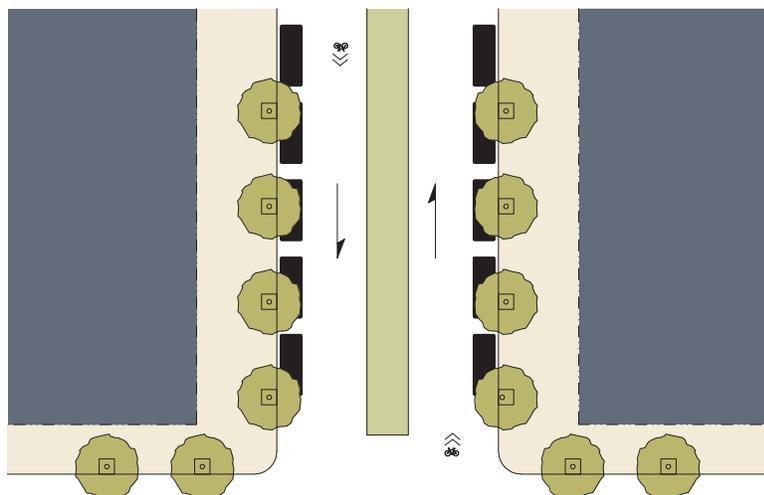
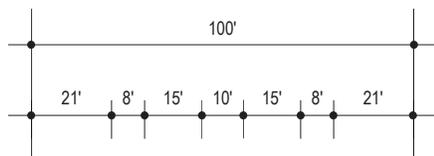
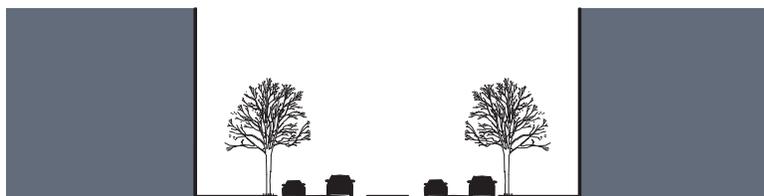
Provide Streetcar service up and down High Street. Removing the median allows enough space to accommodate the vehicular traffic requirements of High Street and permits streetcars to be considered as a future component. Narrow driving lanes from 15' to 13' in width. This will reduce traffic speeds (increasing safety) and provide room for additional on-street parking spaces. This requires removing the existing median. *Optional consideration: Increase parking supply by introducing reverse-angle parking. Reverse-angle parking can greatly increase parking supply along High Street immediately in front of shops. Reverse angle parking also creates optimal viewing for drivers and reduces conflicts between motorists and bicycles and between motorists and pedestrians.*

THE PLAN

THOROUGHFARES FRAMEWORK



Existing



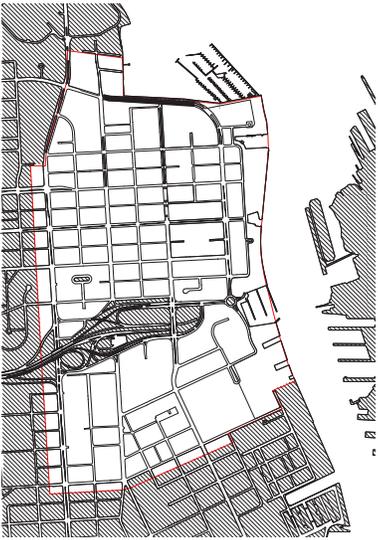
Proposed

FUTURE HIGH STREET NO CHANGE TO EXISTING 100' R.O.W. AND CURB LOCATIONS

1. For the foreseeable future, retain existing curb locations and focus on landscape and clean condition of streetscape
2. Consider re-striping parallel parking bays with shorter bays - to increase visible on-street parking at each block
3. Add sharrow markings to create a more bicycle-friendly drive lane and encourage bicycle transportation on High Street
4. In the long term, use the median to accommodate future transportation corridor (light rail, e.g.). Any additional space needed should be removed from travel lanes, making them narrower and safer

THE PLAN

THOROUGHFARES FRAMEWORK



CRAWFORD PARKWAY [ALONG THE WATER]

Crawford Parkway is a secondary thoroughfare that carries moderate traffic volumes along the waterfront at the north end of Downtown Portsmouth. Currently, it is configured with two lanes of traffic in either direction and includes a variable median. Rising water levels has caused major flooding problems; however, this issue will be corrected through the rebuilding of the headwall. The Parkway is a classic “drive” – a thoroughfare that has a natural condition on one side and an urban condition on the other. The Master Plan recommends several changes to the thoroughfare that should be considered when headwall construction commences. These changes will increase waterfront access and decrease traffic speed while also accommodating future capacity demand.

PRIMARY ISSUES

Current traffic volumes are too low to warrant the existing four-lane capacity subsequently resulting in speeds that are generally higher than posted limits.

The edge of the roadway along the water does not afford adequate pedestrian access to the water’s edge.

Bicycle transportation is not accommodated in the current thoroughfare design.

Future alternative transportation opportunities are limited by the existence of the planted median.

SHORT-TERM RECOMMENDATIONS

Remove median and reduce travel lanes to one lane in each direction. This will reduce the pavement (impervious surface) by almost half, and will still accommodate future traffic capacity.

Provide bike lanes to increase bicycle usage along the waterfront.

Reserve former eastbound lanes for a trail and open space. These lanes will accommodate a 12’ shared recreational trail along the river edge and a 33’ for linear open space for recreational use.

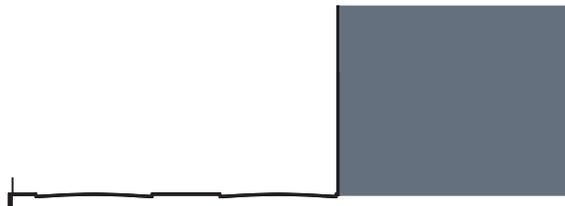
LONG-TERM RECOMMENDATIONS

Convert the reservation to a transportation right-of-way. If needed, a small portion of open space could be used for Portsmouth’s future transportation needs.

THE PLAN

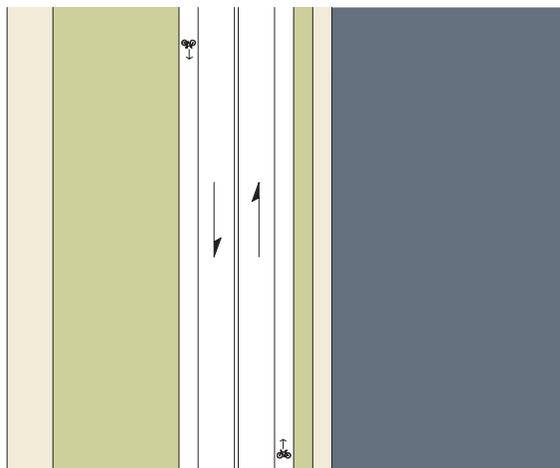
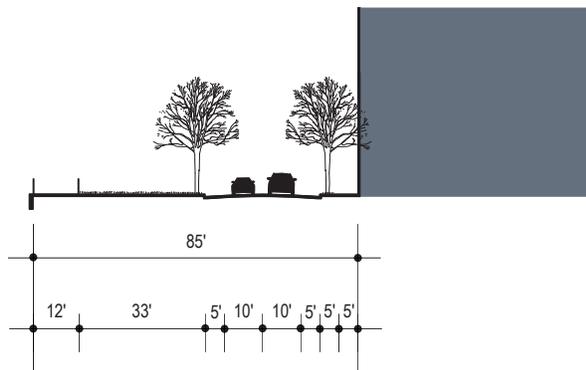
THOROUGHFARES FRAMEWORK

Existing



FUTURE CRAWFORD PARKWAY ROAD DIET AND INCREASED PUBLIC SPACE

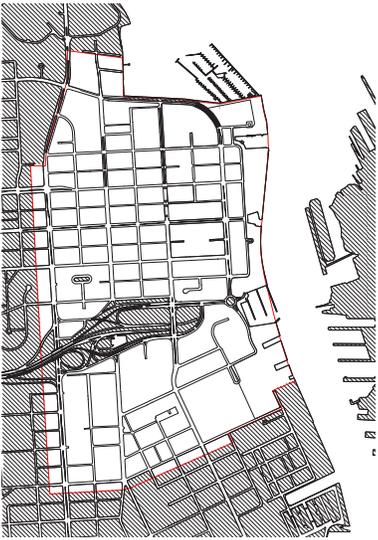
1. Remove median, reduce number of travel lanes
2. Provide bicycle lanes in new pavement dimension
3. Reserve linear public space along water's edge
4. Consider alternative transportation corridor within Public Reserve



Proposed

THE PLAN

THOROUGHFARES FRAMEWORK



CRAWFORD PARKWAY [AT FORMER HOLIDAY INN SITE]

Crawford Parkway is a secondary thoroughfare that carries moderate traffic volumes along the waterfront at the north end of Downtown Portsmouth. Currently, it is configured with two lanes of traffic in either direction and includes a variable median. Rising water levels has caused major flooding problems; however, this issue will be corrected through the rebuilding of the headwall. The Parkway is a classic “drive” – a thoroughfare that has a natural condition on one side and an urban condition on the other. The Master Plan recommends several changes to the thoroughfare that should be considered when headwall construction commences. These changes will increase waterfront access and decrease traffic speed while also accommodating future capacity demand.

PRIMARY ISSUES

The highway-inspired roadway curvature at the former Holiday Inn site contributes to an observed speeding problem and makes it dangerous for pedestrians to cross from neighborhoods to the marina.

Bicycle transportation is not accommodated in the current thoroughfare design.

SHORT-TERM RECOMMENDATIONS

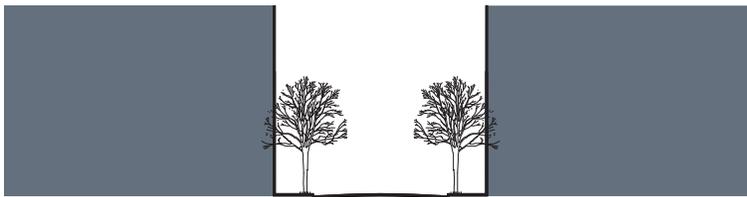
Change the curvature of the roadway to a slower geometry. Converting the curve of Crawford Parkway to a short section of a straight road joined by two 200' radius curves will reduce the speed of cars as they come around the bend.

Provide bike access in each direction. A dedicated bicycle lane in the southbound direction paired with a sharrow in the northbound direction will provide safe, multimodal access to the north end of Downtown.

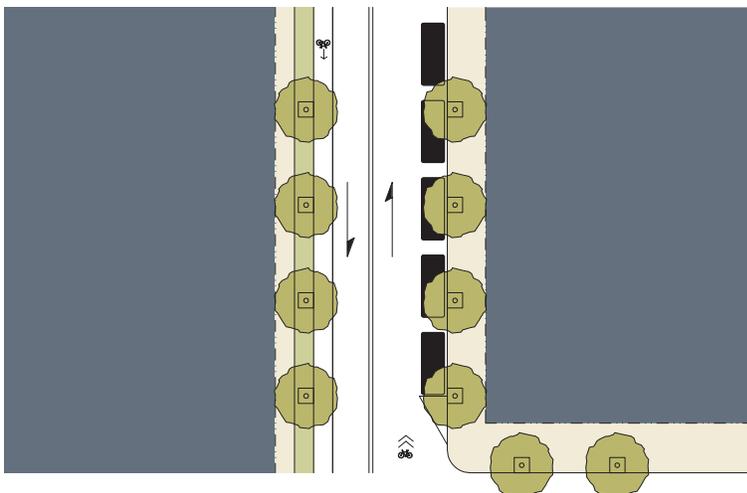
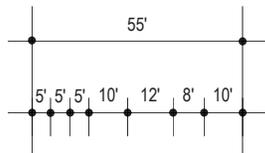
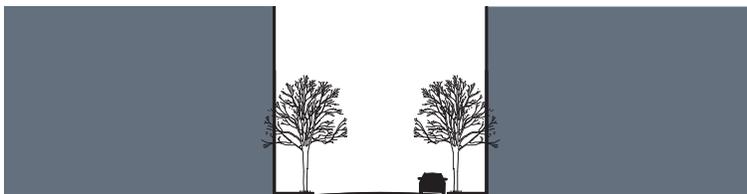
Add on-street parking to the eastern (northbound) side of the road section with an 8' parking bay on the eastern side of Crawford Parkway above North Street.

THE PLAN

THOROUGHFARES FRAMEWORK



Existing



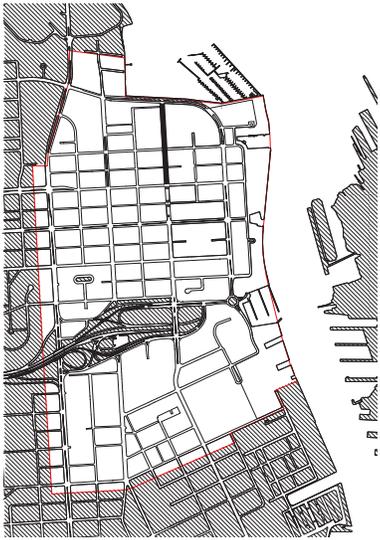
Proposed

FUTURE CRAWFORD PARKWAY ROAD DIET AND INCREASED PUBLIC SPACE

1. Change curvature of Crawford Parkway - within existing right-of-way.
2. Provide bicycle lane and sharrow
3. Add on-street parking to one side

THE PLAN

THOROUGHFARES FRAMEWORK



COURT STREET [BETWEEN LONDON STREET AND CRAWFORD PARKWAY]

Court Street is one of several important north-south thoroughfares that provide the transition from High Street to primarily residential neighborhoods and to Crawford Parkway. North of London Street, Court Street has a wide section that is almost entirely paved which promotes cut-through traffic and higher than desired traffic speeds due to the wide travel lanes. The Master Plan recommends reducing the travel lane width to a size more appropriate for a historic neighborhood of mostly single-family homes, and created a median similar to the median on Washington Street. As an option, an environmentally-sensitive alternative - a bioswale - is provided for consideration. These changes will lower traffic speeds and provide a for a more beautiful neighborhood street between London Street and Crawford Parkway.

PRIMARY ISSUES

High traffic speeds due to overly wide travel lanes.

SHORT-TERM RECOMMENDATIONS

Introduce a median of +/- 16'.

Remove impervious paving to leave 12' travel lanes in either direction.

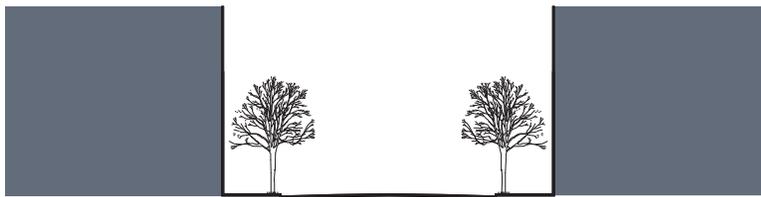
Maintain parallel parking.

Median Option 1. Curbed median with tree plantings and groundcover.

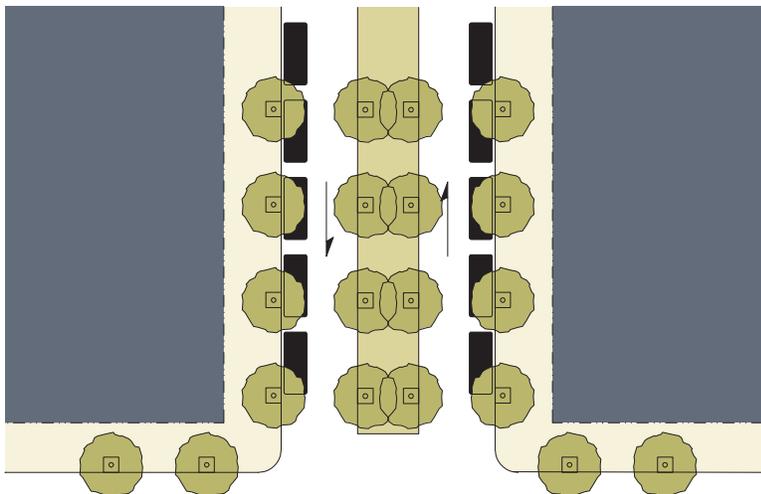
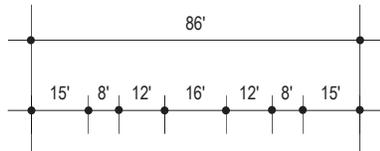
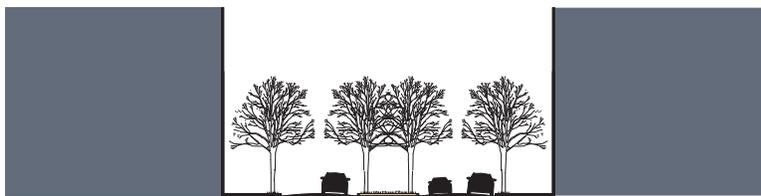
Median Option 2. Bioswale to reduce stormwater run-off and provide filtration opportunities.

THE PLAN

THOROUGHFARES FRAMEWORK



Existing



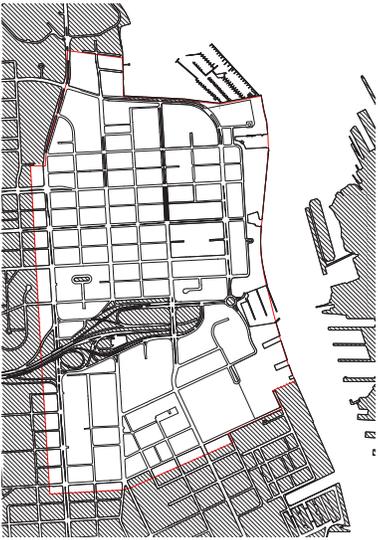
Proposed

FUTURE COURT STREET (LONDON STREET TO CRAWFORD PARKWAY) NEW MEDIAN

1. Remove 16' of pavement, reduce travel lanes to 12', each direction
2. Install median - either traditional curbed median or bioswale. (traditional curbed median preferred by residents).

THE PLAN

THOROUGHFARES FRAMEWORK



COURT STREET [BETWEEN HIGH STREET AND LONDON STREET]

Court Street is one of several important north-south thoroughfares that provide the transition from High Street to primarily residential neighborhoods and to Crawford Parkway. The section between High Street and London Street represents a transition of the thoroughfare from an intense retail street to the stable residential district. The Master Plan recommends several small changes to Court Street which will slow traffic, provide a “front door” to High Street, and provide additional parking for High Street and the commercial space on Court Street. These changes are inspired by the same section (High to London) at Washington Street to produce a better transition from the intensive public realm of High Street’s T5 zone to the lower intensity environment of the T4 zone further north.

PRIMARY ISSUES

Poor transitions exist from High Street (T5 zone) to adjacent residential areas (T4 zone).

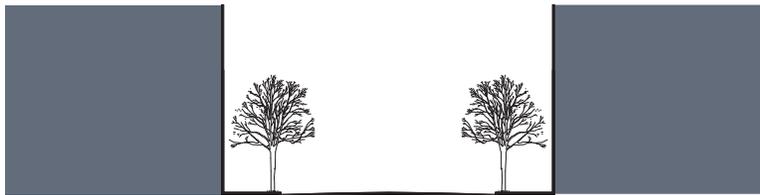
There is a missed opportunity to accommodate additional parking.

SHORT-TERM RECOMMENDATIONS

Reserve 18’ of paving in the middle of the thoroughfare and introduce parallel parking bays in the center of the street.

THE PLAN

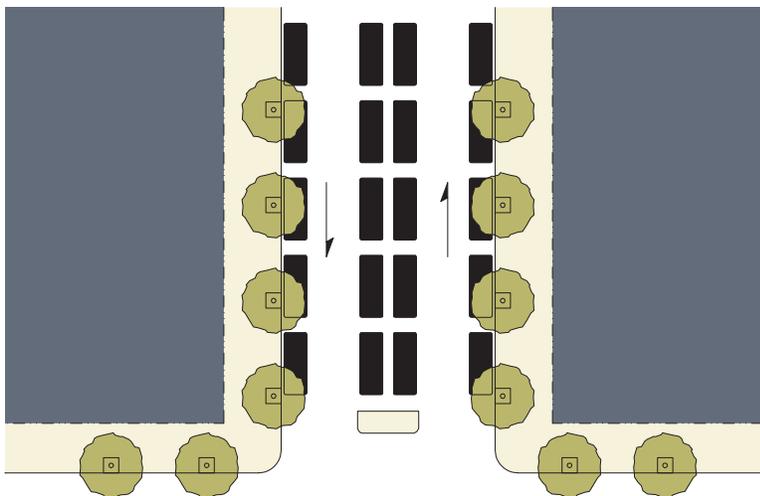
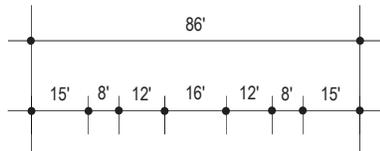
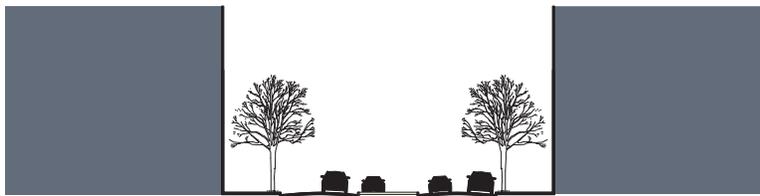
THOROUGHFARES FRAMEWORK



Existing

FUTURE COURT STREET (HIGH STREET TO LONDON STREET) ADDITIONAL PARKING

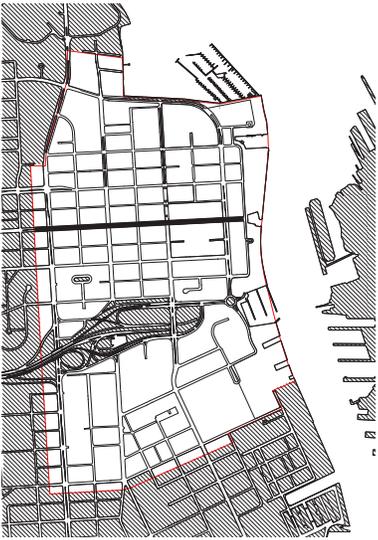
1. Introduce parallel parking in center of street - similar to Washington Street



Proposed

THE PLAN

THOROUGHFARES FRAMEWORK



LONDON STREET

London Street parallels High Street and is an important east-west thoroughfare through the historic district. Its section is two-lanes in either direction and parallel parking is found intermittently along its length. Due, in part, to the historic nature of the neighborhoods north of High Street, many residents rely on on-street parking because the lots do not accommodate parking on their own properties. On sections of London without any marked parking, there is a perceptible parking deficit in the neighborhood. The Master Plan supports a single, consistent thoroughfare design for London Street throughout the entire Study Area.

PRIMARY ISSUES

A lack of on-street parking (on certain blocks) and lots that do not accommodate parking has caused a parking deficit in the neighborhood.

Wide travel lanes (+/- 14') and a painted center strip inadvertently create speeding problems.

Bicycle transportation is not accommodated in the current thoroughfare design. The lack of bicycle lanes is a missed opportunity to provide a bicycle corridor linking Downtown to areas west of the Study Area.

SHORT-TERM RECOMMENDATIONS

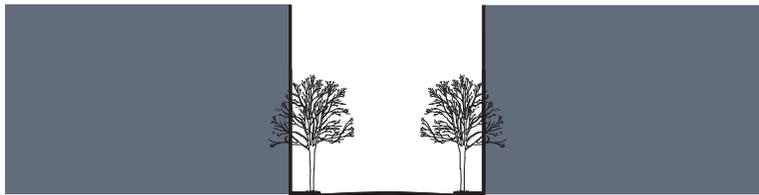
Add on-street parking in locations where it does not current exist.

Reduce travel lane widths to 10' wide.

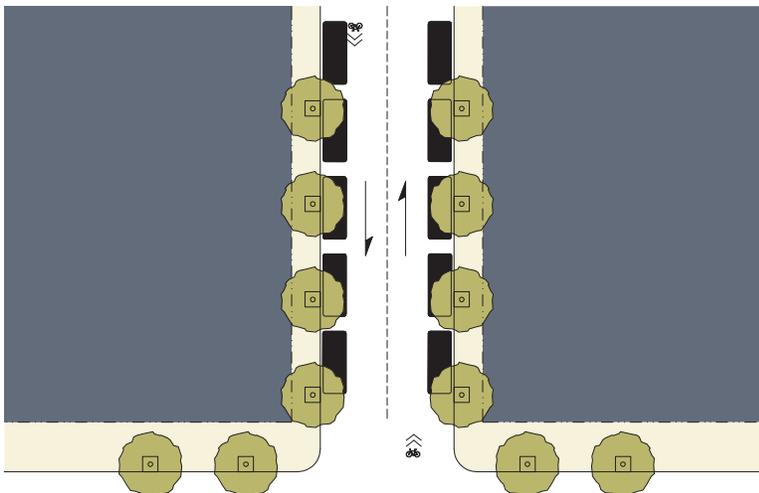
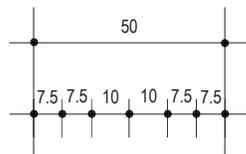
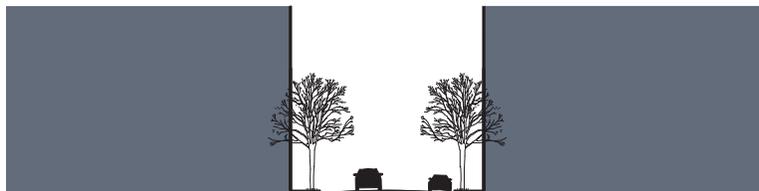
Introduce sharrow lane markings to provide better accommodations for bicyclists. [Sharrows are shared bike and car lane markings. They are the preferred type of lane markings for streets with design speeds of 20-30 mph and on-street parking.]

THE PLAN

THOROUGHFARES FRAMEWORK



Existing



Proposed

FUTURE LONDON STREET ON STREET PARKING AND NARROWER TRAVEL LANES

1. Add on-street parking (both sides of street) where it does not currently exist, to all sections
2. Reduce travel lane width from 14' to 10'.
3. Create a shared bicycle lane (sharrow) in each direction
4. Consider rough paving in lieu of center lane divider to help control speeding

THE PLAN

OPEN SPACE FRAMEWORK

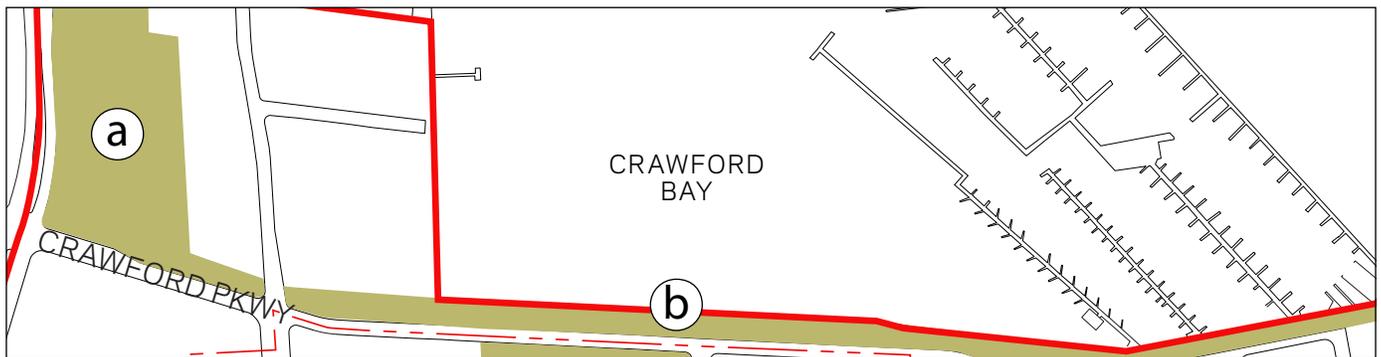


OPEN SPACE FRAMEWORK

Portsmouth's open spaces are a key asset that must be protected carefully. As noted in Destination 2025 Portsmouth has, in comparison to other cities of similar size and scale, a low proportion of open spaces in Downtown. Open spaces are not distributed evenly throughout the Downtown; however, a significant amount of open space is found along the waterfront. Subsequently, Portsmouth should not be considered to lack open space solely on the basis of the ratio of acreage to population. The quality of the spaces should be weighed more heavily than the quantity of spaces within Downtown. As very few parcels are available in the Downtown to create new open spaces, existing spaces offer the best chance to accommodate demand for access to open space. The Master Plan and the Community support the protection of existing spaces – especially the waterfront – and the addition of three new open spaces in the Study Area as primary plan recommendations.

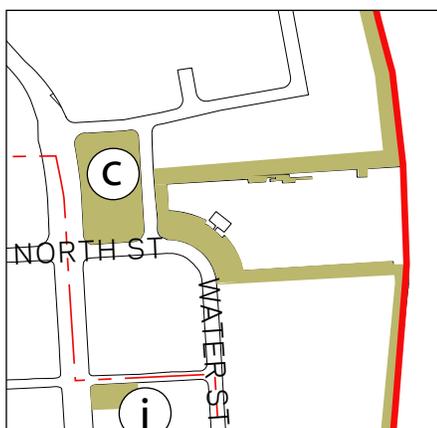
THE PLAN

OPEN SPACE FRAMEWORK



a. FT. NELSON PARK This significant open space acts as the terminus of the waterfront promenade along Crawford Parkway. Although the condition of the ground (contaminated site) prevents structures from being built and occupied on the property, the space supports unstructured recreation and civic uses. Removal of fencing from the side facing Crawford Parkway should be considered to make the square more accessible for users.

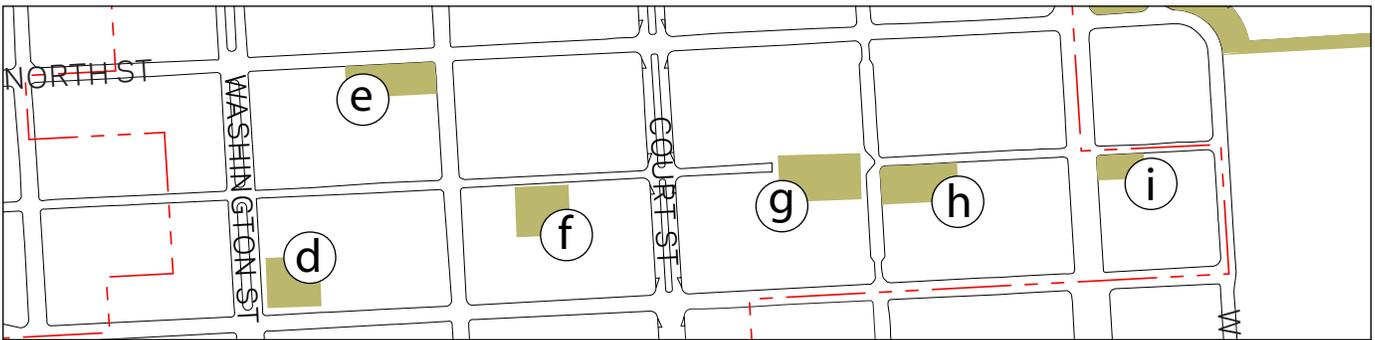
b. WATERFRONT PROMENADE The waterfront is the most important civic space in Portsmouth. It is imperative for the waterfront promenade to be continuous along the entire length from Ft. Nelson Park to nTelos Pavilion to permit comfortable public access along the water in perpetuity. The Master Plan recommends the addition and coordination of specific elements to create a cohesive experience along the length of the waterfront promenade. These elements include resting areas (incorporating benches and other passive furnishings) at specific vantage points, standardized light fixtures and railings, and consistent paving materials.



c. SQUARE This parcel has development potential due to its proximity to the waterfront and Crawford Parkway; however, the land has a history as a de facto public space in Downtown Portsmouth. The Master Plan recommends considering the space as a civic reserve which may or may not be developed in conjunction with the former Holiday Inn site. A public square at this location would ideally be approximately one-half acre in size and left free of obstructions or permanent structures in order to support the widest range of events and uses.

THE PLAN

OPEN SPACE FRAMEWORK



d. SQUARE This open space is an existing neighborhood gather space which may support unstructured recreation and civic uses due to its proximity to adjacent residences, churches and other public buildings. The main green space within the square should remain unobstructed to support a wide range of active and passive uses. It is important for this space to be highly visible and easily accessible for pedestrians from London Boulevard and Washington Street.

e. NORTH STREET PARK This open space is an existing passive neighborhood gathering space. It has the potential to support both civic uses and unstructured recreation activities. It is important for the square to remain highly visible and easily accessible for pedestrians from Dinwiddie Street and North Street. Enhancements to this public space should include landscaping elements such as paths, trees and benches.

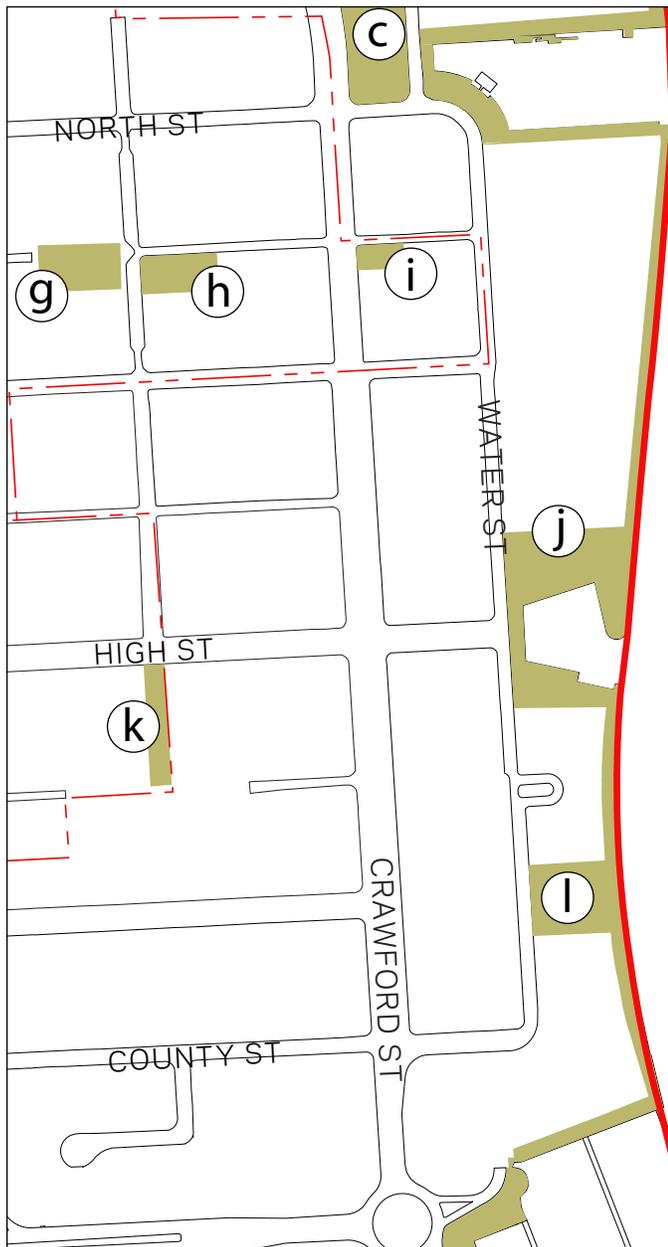
f. SQUARE AND g. SQUARE Currently, these similar open spaces act as a neighborhood gathering spaces. The main green space in both squares should remain unobstructed to support a range of active and passive uses, unstructured recreation and civic uses. As with other similar spaces in Downtown Portsmouth, it is important for these spaces to remain highly visible and easily accessible for pedestrians from Glasgow Street and Middle Street.

h. PLAYGROUND This open space is an existing neighborhood gathering space with recreational equipment for children. The space should be fenced for safety reasons; however, it should remain highly visible and accessible.

i. MARQUIS DELAFAYETTE PARK This open space is an existing community gathering space which may support civic and unstructured recreation uses. The space should be designed for easy and safe access with highly visibility and pedestrian connections.

THE PLAN

OPEN SPACE FRAMEWORK



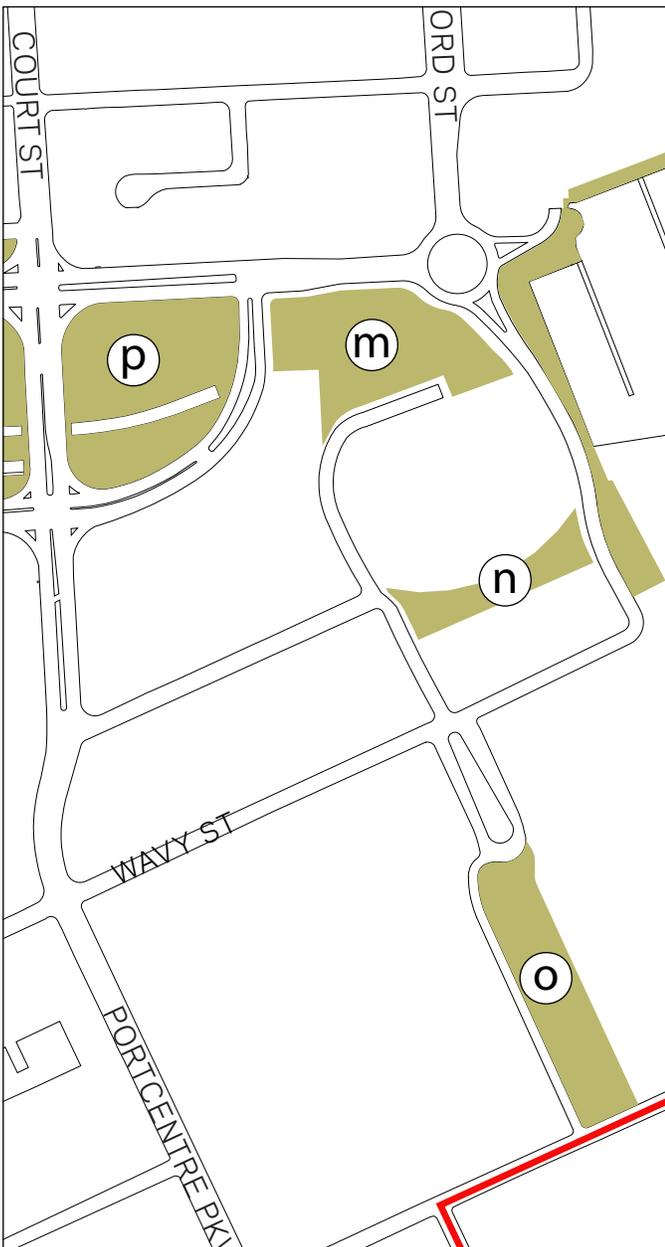
j. HIGH STREET LANDING Buildings pulled close to the edge of this open space and hard surfaces define the landing at High Street. This space works well at the head of High Street because of its views of the water, access to the ferry, and the ability to support smaller civic functions. To complete this space, a building at the intersection of Water Street and High Street is proposed. All buildings surrounding this open space should have active ground floor uses and transparent windows to encourage pedestrian activity in and around the area.

k. URBAN PLAZA This open space is intended to be completed as a formal hardscaped plaza with buildings pulled close to the edge to define the space. The plaza will function as an outdoor room with an active streetscape for the Children’s Museum. Child-friendly elements should be used to engage the public and provide an interactive experience for both museum patrons and pedestrians passing by.

l. URBAN GREEN The creation of this future open space is intended to provide an informal recreation area at the edge of the waterfront as part of future development. The space - although less pedestrian intensive than High Street Landing or the marina - should be designed to be open to the public, accessible from County Street and connected directly to the waterfront promenade.

THE PLAN

OPEN SPACE FRAMEWORK



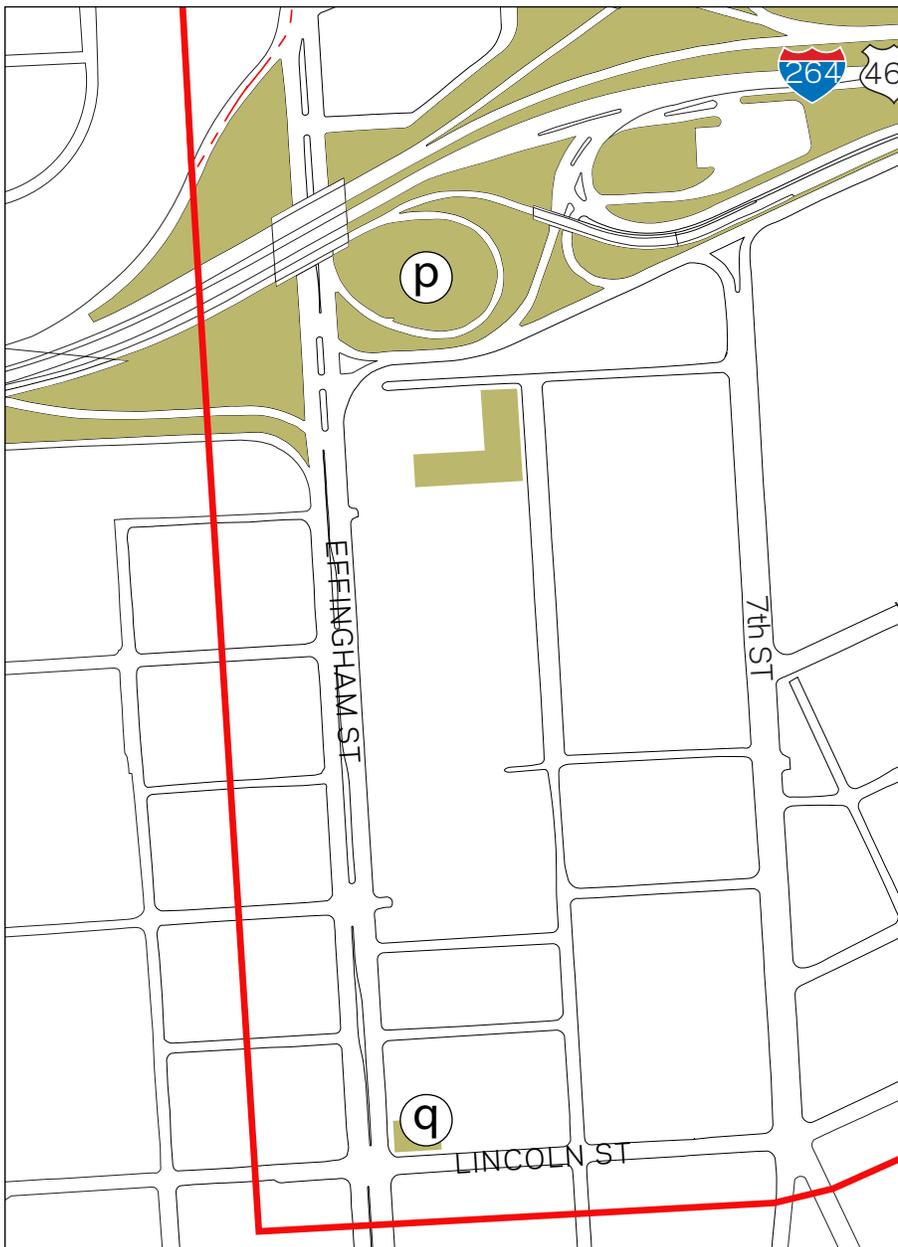
m. CRAWFORD PLAZA This open space is intended to provide a public plaza for civic and commercial uses. It is recommended that the space consist primarily of pavement and remain largely unobstructed to support the nTelos Pavilion functions and provide space for festivals.

n. NTELOS GREEN Outside the amphitheater lawn space, the additional green space can provide a small playground space and passive space with minimal plantings and furnishings. These spaces should be fenced, but allow access for both nTelos attendees and those not attending events. These improvements should be provided concurrent with development of the adjacent North Pier site.

o. GOSPORT PARK (SQUARE) This existing open space is the City's Gosport Park which holds naval artifacts and interactive learning panels with historic information and facts. The space should remain highly visible and easily accessible for pedestrians from Lincoln Street and Wavy Street. The Master Plan recommends a connection between Lincoln and Wavy to improve non-vehicular passage, increase exposure to the space, and complete the promenade from Ft. Nelson Park along the waterfront to Gosport Park.

THE PLAN

OPEN SPACE FRAMEWORK

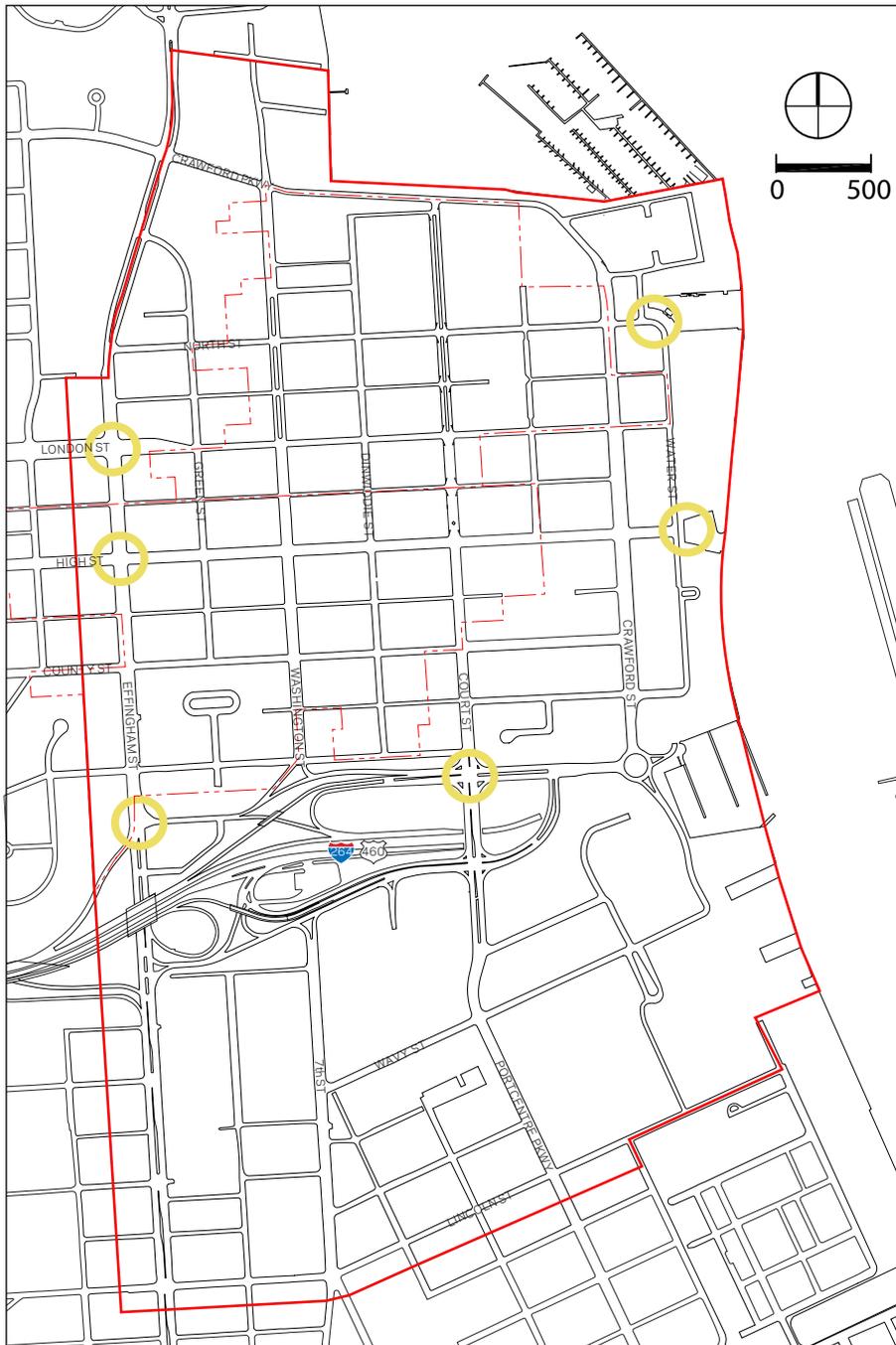


p. PARK This open space should provide enhanced landscaping surrounding I-264 to mitigate the harshness of the area. Natural landscape elements such as trees and plantings should be used to form a corridor surrounding the highway and to enhance the primary gateway into Downtown Portsmouth.

q. PLAYGROUND In order to provide a full range of open spaces in Downtown, the Master Plan recommends a small playground in the southern residential area. This open space should be designed to accommodate all children, be accessible and fenced for safety. It is important for the playground to be highly visible and for there to be easy and safe pedestrian connections.

THE PLAN

GATEWAY FRAMEWORK



GATEWAY FRAMEWORK

It is important for Portsmouth's Downtown to welcome visitors, residents and others through a series of upgraded gateways or portals to Downtown. As a City surrounded by highways and a working waterfront, Portsmouth has many "ways in" to Downtown. The Gateway Framework identifies the most important and recommends specific attention and planning opportunities for each. The Portsmouth Gateway and Corridor Design Manual (by Frazier Associates) identified 3 types of gateway found in Portsmouth - surface gateways, highway interchanges and water gateways. The Design Manual offers a series of elements in the form of a gateways toolkit to increase the visibility and sense of arrival in Portsmouth. These include signage, landscaping, paving and fencing.

THE PLAN

GATEWAY FRAMEWORK

GATEWAY RECOMMENDATIONS

The Downtown Master Plan and Waterfront Strategy presents the 6 most important gateways and provides recommendations for urban design and implementation. Of the 5 gateway sites identified on the Special Requirements map, 4 are primary gateways and 2 are secondary. Primary gateways are areas that have the most amount of exposure and are targeted toward visitors as they arrive Downtown. Secondary gateways occur at surface streets.

INTERSECTION OF BART STREET AND COURT STREET (Landscape + Signage + Public Art) - This intersection represents a significant entry point from the interstate into Downtown Portsmouth. Landscape recommendations include new paving in the intersection to enhance pedestrian crossing and to prevent “blocking the box” which occurs consistently at rush hour. This Gateway should include new signage, consistent with the City of Portsmouth Wayfinding Sign System announcing the entry to Downtown Portsmouth, directions to major places of interest including the Historic District, High Street shopping, the Waterfront and Public Parking facilities. As a major entrance to Downtown, this site would also be a candidate for the installation of public art. There is space available near the intersection – either in medians or in the green space along the southern edge of Bart Street.

INTERSECTION OF BART STREET AND EFFINGHAM STREET (Landscape + Signage) - Landscape recommendations include new paving in the intersection to enhance pedestrian crossing and to prevent “blocking the box” and providing streetscape improvements along Bart Street. A new building opposite the intersection would help prevent views through to the highway and direct people north or south along Effingham. Increased welcome and directional signage consistent with the City of Portsmouth Wayfinding Sign System, especially to Effingham and High Street commercial areas.

INTERSECTION OF HIGH STREET AND EFFINGHAM STREET (Landscape + Signage + Public Art) Consider upgraded landscape in concert with wayfinding signage already existing. Include parking and commercial area directionals.

INTERSECTION OF LONDON STREET AND EFFINGHAM STREET (Landscape + Signage + Public Art) This entry should not compete with commercial frontage, but should be well signed with directions to parking and cultural sites

FERRY LANDING, NORTH (Landscape + Signage) - Most important to provide directional and wayfinding signage to tourist and commercial (shopping and dining) activity, consistent with the City of Portsmouth Wayfinding Sign System. Also include “Mile Marker Zero” in welcome signage. Landscaping minimal to enhance plaza and access, and not to block views and signage.

FERRY LANDING, HIGH STREET LANDING (Landscape + Signage) - Most important to provide directional and wayfinding signage to tourist and commercial (shopping and dining) activity, consistent with the City of Portsmouth Wayfinding Sign System. Also include “Mile Marker Zero” in welcome signage.

THE PLAN

PARKING FRAMEWORK



PARKING FRAMEWORK

Several past and current studies were used to determine the future demand for parking in Downtown Portsmouth, including: the 2006 Portsmouth Downtown Parking Master Plan, the upcoming Master Transportation Plan and the 10-year land use demand estimates completed as part of the market demand analysis for this planning effort.

PARKING RECOMMENDATIONS

Parking recommendations were evaluated using the high and low end numbers provided for each land use based upon the 10-year land use demand estimates. Future land use demand is mostly concentrated along the waterfront, but also spread throughout several downtown zones based on areas of development and redevelopment opportunity identified in the plan. The parking recommendations assume that any redevelopment which removes existing parking facilities (structure/surface) will replace at least the same number of parking spaces.

THE PLAN

PARKING FRAMEWORK

PARKING STRATEGIES

- + Replace any existing parking spaces that are removed (e.g., the Harbor Court parking structure Holiday Inn site).
- + Construct a new parking structure in the waterfront area, preferably in the vicinity of Crawford Street and Columbia Street, to replace existing surface lot and parking associated with the Courts building. An additional 300 parking spaces should be constructed above and beyond the spaces that must be replaced.
- + Construct a new parking structure with approximately 300 - 425 parking spaces at the intersection of High Street and Effingham Street.
- + Evaluate self-parking options on a site-by-site basis as development proposals are received (may reduce the number of spaces required at the above-mentioned public parking facilities).

AGGRESSIVE LAND USE DEMAND ESTIMATES REQUIRE THE FOLLOWING SUPPLEMENTARY PARKING STRATEGIES FOR DOWNTOWN PORTSMOUTH

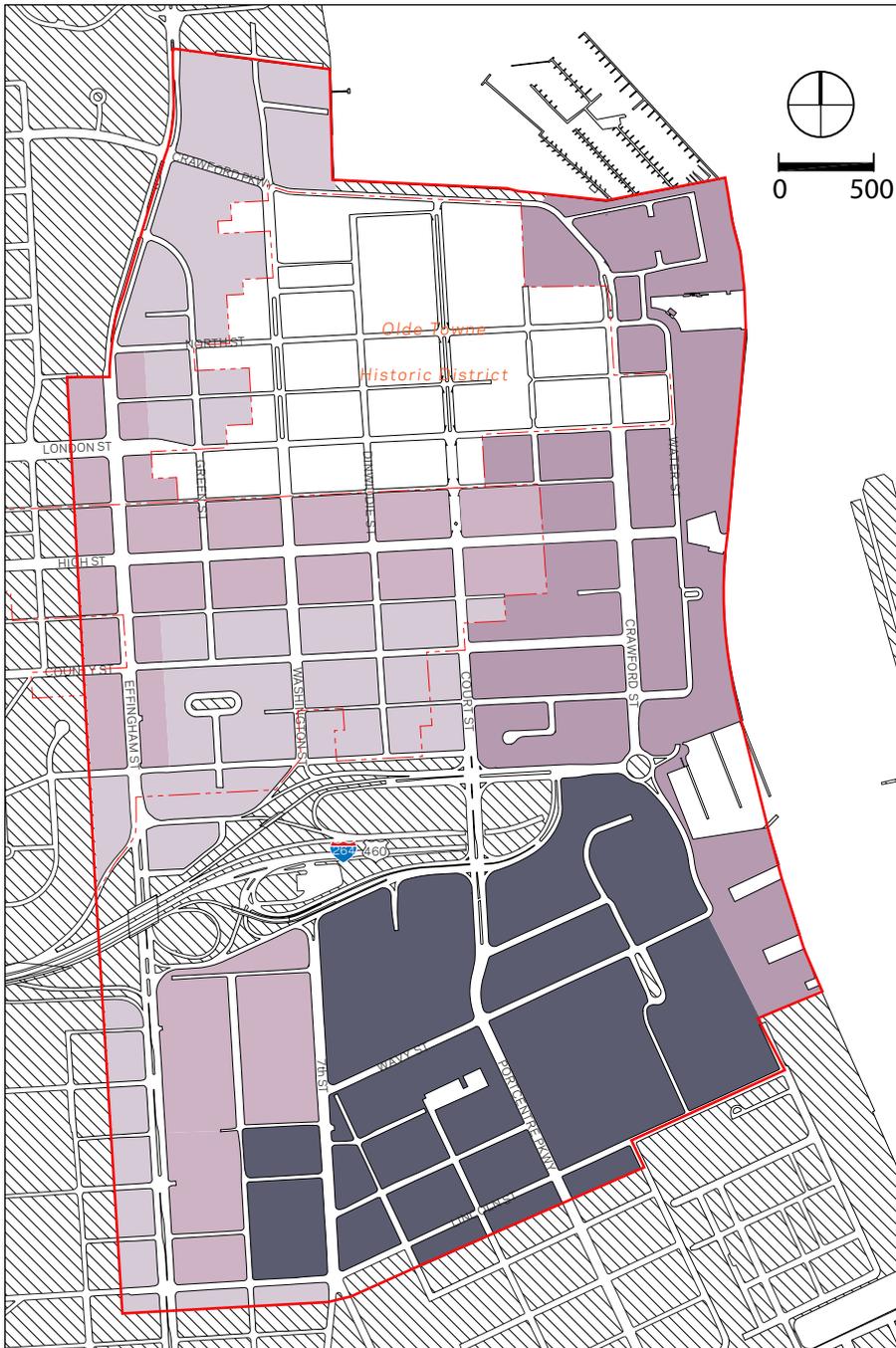
- + Construct an additional 175 parking spaces with the redevelopment of the County Street parking structure and/or surface lots (above and beyond the spaces that must be replaced for each of these existing facilities). It is anticipated that these additional spaces will be structured parking.
- + Construct an additional 200 parking spaces in the new parking structure on the former Holiday Inn site (above and beyond the spaces that must be replaced for the Harbor Court structure).

ADDITIONAL PARKING RECOMMENDATIONS

- + Maintain appropriate time restrictions for unmetered parking (e.g. two-hour parking) along High Street
- + Reevaluate parking restrictions as redevelopment occurs to determine if time restrictions should be modified (e.g. one-hour or four-hour parking) or if meters should be added.
- + Increase enforcement in Downtown for both meter violations and time violations.
- + Extend hours of enforcement from 8am to 8pm for metered and time restricted spaces.
- + Retain current parking garage rates; however, as new development comes online, the City should reevaluate parking rates in comparison to adjacent cities such as Norfolk.
- + Charge for parking 24 hours per day and charge flat fees (e.g. \$2.00) for parking between the hours of 8pm and 8am (when pay stations are introduced).

THE PLAN

HOUSING FRAMEWORK



HOUSING FRAMEWORK

	T4	T5	T6	SD
Single-Family House	✓			
Two-Family House	✓			
Townhouse	✓	✓		
Apartment Building (for sale and rent)	✓	✓	✓	
Live-Work Unit		✓	✓	
Mixed-Use Building including Apartments (for sale and rent)		✓	✓	
Freestanding Apartment Building (for sale and rent)			✓	

Specific downtown areas may not permit residential redevelopment due to environmental constraints. Consult Portsmouth Redevelopment and Housing Authority (PRHA) or the City Planning Department for additional information.

THE PLAN

DESIGN AND CHARACTER FRAMEWORK

FRONTAGE DESIGN GUIDELINES

For each transect zone in the Portsmouth Downtown Master Plan and Waterfront Strategy, frontage guidelines address elements that give a street its particular character.



DISTANCE BETWEEN ENTRIES Permitted distance between functioning entries to individual shops, offices, or other tenant spaces. On “A” streets (see Special Requirements Plan), entrances are required to be closer together. On “B” streets, minimum distances between entrances are further apart.



FACADE TRANSPARENCY Transparency is a key factor in influencing the pedestrian experience - increased visual access to and from interior spaces provide visual interest and informal social interaction in or near public spaces. “A” streets have a higher degree of transparency than “B” streets.



FIRST FLOOR ELEVATION How building entrances meet the street is another factor defining street character. For shopping streets, at-grade entrances provide universal accessibility. Residential entrances set above the sidewalk provide more privacy and separation between the public and private realms.



PERMITTED PROJECTIONS AND RECESSES While it is important to maintain a standard sidewalk width, horizontal variations along retail frontages are often permitted to express individual shops or restaurants. Typical permissions along “A” streets include signage, balconies and awnings, arcades and doorways. “B” streets give additional consideration to service areas and parking access.

THE PLAN

IMPLEMENTATION STRATEGY

4.0 Land Use			
<p>Many of the recommendations in the Downtown Master Plan and Waterfront Strategy come directly from a response to the Generalized Future Land Use Map and are consistent with the Goals presented in Destination 2025. Clearly, Downtown Portsmouth serves as a focused center of activity and all future recommendations for Downtown and the waterfront are geared toward increasing population, economic development, enhancing Portsmouth’s livability and protecting its unique character. Among the topics raised in Destination 2025 regarding Land Use that can be positively affected by the Master Plan and Waterfront Strategy are:</p> <ul style="list-style-type: none"> + The creation of better and more clear infill development standards. + Land use patterns that favor mixed-use and a pedestrian-friendly urban environment. + Standards that value Portsmouth’s unique character and urban context and are compatible with it + Standards to reduce impacts of high intensity uses + Guidelines to promote mixed uses in activity centers + Improve parking standards 			
STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
Adopt a Transect Map to assist in streamlining the myriad of land use types available Downtown and at the waterfront and eliminating obsolescent land uses – effectively reducing the number of categories from 18 land use types to a combination of 3 mixed-use Transect Zones and one Special District.	City of Portsmouth	SHORT	Translate all Transect-Based goals into an updated and enforceable Zoning Ordinance. Consider providing Transect “translation document” to describe how these zoning changes can positively impact the City and land values.
Adopt a Transect Map that includes a Special District to provide for businesses with important economic value – marine-related uses, industrial uses, light manufacturing, distribution centers and warehousing.	City of Portsmouth	SHORT	Ensure that working, revenue-generating uses can continue to exist near the waterfront and maintain immediate access to key transportation routes. The Special District may also permit uses that help provide additional daily needs – small amounts of supportive retail or office use, for example. Do not permit residential uses to be built in the Special District to avoid land use conflicts.
Adopt a Transect-Based approach to guide future development Downtown and at the waterfront which will establish understandable guidelines for building placement, height, bulk and massing. In addition to Land Use, the form and character of future development will be important to carry on the legacy of Portsmouth.	City of Portsmouth	SHORT	Translate all Transect-Based goals into an updated and enforceable Zoning Ordinance.

THE PLAN

IMPLEMENTATION STRATEGY

4.0 Land Use (Continued)			
STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
Adopt a Transect-Based approach to reduce negative impacts of high-intensity uses.	City of Portsmouth	SHORT	Ensure that boundaries of each Transect Zone remain intact as redevelopment is contemplated. These boundaries help ensure that any potential redevelopment will be compatible with adjacent land uses, building form and character.
Adopt Special Requirements Map as the guide to key Public Realm improvements.	City of Portsmouth/ Private Developers jointly	SHORT	As improvements are made, either public or private, City to enforce key public realm improvements to Thoroughfares, Civic Spaces, View Corridors, Gateways and Parking. This Map will ensure high pedestrian quality through the rigor of building and public realm interface and continuous retail frontage along High and Effingham Streets. Consider adding bike lockers or bike rental stations and wayfinding Directory signage to the Park & Ride lots and/or Ferry Landings.
Implement a new schedule for reviewing projects, benefiting those that meet the Transect-Based development and redevelopment guidelines.	City of Portsmouth/ Private Developers jointly	SHORT	Development of an expedited Plan review policy. Development of a streetscape improvements infill policy to support new businesses. Development of a multimedia recognition program to support new businesses. Create a Development Review Team which consists of representatives from each City Department. This Team shall meet regularly and shall be tasked with reviewing development proposals collaboratively with applicants in an effort to promote an enhanced development review process.
Offer development incentives for quality projects.	City of Portsmouth/ Private Developers jointly	SHORT	City Staff to package existing incentives to target appropriate projects and educate - through hard hat tours and other avenues - developers and business owners on quality examples. Investigate and consider development of special revenue districts, (such as Community Development Authority or Tax Increment Financing Districts), to facilitate construction of necessary public infrastructure.

THE PLAN

IMPLEMENTATION STRATEGY

4.0 Land Use (Continued)			
STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
Create better and more clear infill development standards for Downtown Portsmouth	City of Portsmouth	SHORT	In addition to a Transect-Based Zoning Ordinance, develop General Development Standards and Guidelines for Downtown development that: <ol style="list-style-type: none"> 1. Complement the Master Plan and Comprehensive Plan and ensure that the Vision of each is protected and enhanced. 2. Focus on elements that look beyond the individual parcel or property. 3. Complements the historic framework and existing urban fabric that make up Downtown and the waterfront.
Provide new and additional City Standards that both value and elevate Portsmouth’s unique character and urban context.	City of Portsmouth	SHORT	Develop a new Percent for the Arts Policy as a mechanism to fund and maintain public art.
Future City Parking recommendations – Enforcement and Paid Parking.	City of Portsmouth/ Private Developers jointly	SHORT	As identified in the 2005 Parking Plan, parking enforcement should be increased Downtown and at the waterfront. While there is plenty of on-street parking available currently, it will be important to ensure that on-street parking “turns over” as vacant space is replaced with active uses. Other recommendations are provided as a menu of ideas to consider as development continues and as intensity grows. <ol style="list-style-type: none"> 1. Increase enforcement of parking meter and parking time violations Downtown and at the waterfront. 2. Extend hours of enforcement for parking meter and parking time violations to 8 AM to 8 PM. 3. If the City were to implement paid public parking, consider charging 24 hours per day with a flat fee charged between the hours of 8 AM and 8 PM. 4. Use neighboring and adjacent cities such as Norfolk to set parking rates.

THE PLAN

IMPLEMENTATION STRATEGY

4.0 Land Use (Continued)			
STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
<p>Future City Parking recommendations - Facilities.</p>	<p>City of Portsmouth/ Private Developers jointly</p>	<p>IMPLEMENT CONCURRENTLY WITH NEW DEVELOPMENT</p>	<p>As new development and redevelopment occurs Downtown and at the waterfront, parking demand will increase. It is expected that parking demand resulting from individual development projects will be the responsibility of the private developer to achieve. However, additional development will also likely result in a public parking demand, in turn resulting in a need for additional public parking facilities. The following summary of 10-year public parking demand is based on the results of the BAE market analysis and its 10-year development potential. The following actions are recommended to the City to consider in concert with new development.</p> <ol style="list-style-type: none"> 1. In all cases, as parking spaces are removed (development of surface lots, for example), those spaces must be replaced on a one-to-one basis so that existing uses do not lose parking. 2. Most intense development foreseen on the 10-year horizon will occur at or near the waterfront. The Court Street-Crawford Street area should contain at least one parking reservation - an area to be considered for a future demand-based public parking facility for a minimum of 350 cars. Opportunities to combine public and private parking demand should be considered so that valuable land area is not wholly consumed by parking facilities. 3. Additional intensity and activity is projected at the western end of Downtown and continuing along the High Street Corridor. A parking reservation for future Public Parking should be considered in the vicinity of the intersection of High Street and Effingham Street as possible, and this facility should be considered for between 300 and 425 cars.

THE PLAN

IMPLEMENTATION STRATEGY

5.0 Economic Development

Destination 2025 views economic vitality as the center piece of the Comprehensive Plan. But, rather than the conventional view that economic development should be focused solely on job creation and business attraction, Destination 2025 promotes the concept that economic development also includes increasing opportunity and ensuring great quality of life Downtown. Many recent economic development initiatives have been directed toward conventional goals - including the hotel/conference facility at the waterfront and the development of the nTelos Pavilion. Both large-scale projects that required significant land area, major public investment and great coordination between public and private partners - and their existence improves the image and increases the livability of Portsmouth. It is also very important to note Portsmouth's smaller-scale successes - a number of great new restaurants, new Downtown housing options, mixed-use development along High Street, and a continued effort to improve and highlight Portsmouth's many and diverse cultural facilities. Because of the limited lands available for development or redevelopment Downtown, it is very important to recognize the power and positive impact of all scales of investment on the quality of life in Portsmouth. Over time, it will be the combination of small and large scale economic development that will ensure Downtown's success and continue to grow its economy.

Among the topics raised in Destination 2025 regarding Economic Development that can be positively affected by the Downtown Master Plan and Waterfront Strategy are:

- + Coordinate all city programs and initiatives to promote economic vitality in a manner supportive of the broader goals and policies of the Comprehensive Plan.
- + Focus on enhancing the vitality of three key business sectors: Retail, Residential and Office & Industrial.
- + Retail - Implement strategies to maintain and expand retail sales/tax revenues in Portsmouth and provide quality shopping opportunities for Portsmouth residents.
- + Establish clear criteria for decision-making on specific economic development initiatives and programs to be pursued by the City.
- + Focus economic development in key geographic areas, including Downtown and the waterfront
- + Residential - Implement strategies to improve the quality and diversity of Portsmouth's housing stock.
- + Office and Industrial - Implement strategies to retain and attract quality office and industrial development. Build capacity at Port-Center Commerce Park

STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
As outlined in BAE's market analysis, pursue identified 10-year demand of new space in four major categories - Residential, Retail, Office and Hotel.	Combined City of Portsmouth, Economic Development office	SHORT	Economic Development to use these ranges as a benchmark to set short and long-term goals to attract these uses Downtown and monitor progress.

THE PLAN

IMPLEMENTATION STRATEGY

5.0 Economic Development (Continued)			
STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
Prior to contemplating new construction, especially in office space and retail space, work to convert existing but vacant space along High Street to fill the primary corridor with people. Target High Street vacant space first.	Combined City of Portsmouth, Economic Development office	SHORT + LONG	Conduct space analysis to understand type, location and amount of vacant ground and upper floor space. Economic Development to work with property owners and potential new store and business owners to determine if leasing existing space would be more beneficial for the new arrivals. When there is a good “fit” work on behalf of property owners and the new commercial use to ensure that demand can be met in existing space wherever possible.
Focus on smaller amounts of continuous retail frontage and continuous occupied upper floor space. Concentrating on specific areas will help achieve critical mass and show positive results sooner than a scatter-gun approach.	Combined Property Owners, City of Portsmouth, Economic Development office	SHORT	Focus on completing small projects at key intersections that can be leveraged to spread the positive energy further up or down the street. Key intersections include High and Effingham, Court and Effingham and High and Crawford.
Improve the quality and diversity of Downtown’s housing stock.	City of Portsmouth	SHORT + LONG	Launch a marketing campaign that will attract future residents, neighboring commuters and improve some significant image problems. Increase Downtown permanent population/capture workforce population and attract neighbors to Portsmouth.
Establish clear criteria for decision making on development initiatives.	City of Portsmouth	SHORT	Streamline permitting process to facilitate quality development. Adopt motto “make what is good, easy” for plan review and approval.

THE PLAN

IMPLEMENTATION STRATEGY

6.0 Housing and Neighborhoods			
<p>Downtown Portsmouth’s neighborhoods, due in large part to the historic districts, are stable – there are not large pockets of transitional or redevelopment residential uses in the Downtown or on the waterfront. Therefore, Neighborhood Policies and Action Strategies are focused on maintaining and strengthening existing neighborhoods, balancing housing supply by providing affordable and market-rate housing, considering both rental and ownership models to broaden the strata of people being attracted to Downtown living. By being connected so seamlessly with the retail district, neighborhood stabilization and commercial stabilization will benefit each other. Among the topics raised in Destination 2025 regarding Housing and Neighborhoods that can be positively affected by the Master Plan and Waterfront Strategy are:</p> <ul style="list-style-type: none"> + Introduce zoning and development standards that ensure compatibility of infill/new construction with the neighborhood context + Provide protection from incompatible land uses + Maximize potential opportunities for the introduction of new quality housing + Target public resources for neighborhood capacity building (including Business Improvement Districts) 			
STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
Use Transect as a tool to ensure compatibility of building types and context-sensitivity, especially in the T4 and T5 zones.	City of Portsmouth	SHORT	Adopt Transect Map as a guideline for ensuring that new/ infill construction is aligned with the existing built environment. The Downtown Design Guidelines provide much of the needed architectural syntax (materials, proportions, etc.), to use when producing new infill designs. Use the Transect guidelines (to be converted at a future date into zoning requirements) to dictate appropriate setbacks, massing, parking locations and building typologies. Using the two in concert will ensure architectural and urban compatibility.
Develop transect-based land use matrix.	City of Portsmouth Planning Staff	SHORT	As part of transect adoption, provide comprehensive list of conventional land-use categories (“residential”, “light manufacturing”, “lodging”, and the like) to each transect zone. The comprehensive list of what is permitted by right will ensure that incompatible uses do not appear in the same or even adjacent Transect Zones.

THE PLAN

IMPLEMENTATION STRATEGY

6.0 Housing and Neighborhoods (Continued)			
STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
Use Development Capacity guides to ensure that higher densities needed to support Portsmouth’s livability are reached on a project-by-project basis.	City of Portsmouth Planning Staff	SHORT + LONG	As development and redevelopment projects are considered, use the charts and guides as a tool to ensure that proposals are in concert with the density ranges provided. Also, use the Housing Framework Plan to ensure that the proposed building types (single-family, mixed-use apartment building, etc.) are consistent with the goals of each Transect Zone. Plans which do not meet the guidelines of either Housing Framework or Development Capacity should not be approved without an overwhelmingly convincing argument that an alternative solution is better for Downtown Portsmouth.
Establish criteria to achieve a housing balance – demographics, “for sale” versus “for lease” and housing types – to ensure housing for all ranges of income and need.	City of Portsmouth	SHORT + LONG	As projects become real, ensure that housing stock Downtown is not weighted too heavily toward one housing option. As an example, it is often detrimental to a City if the only residential option is low-cost apartments. However, it is just as detrimental to the future sustainability of Portsmouth if all housing Downtown was to be delivered as high-end condominiums, as this would exclude new entry to the housing market. When both exist, along with a full range between, the health and sustainability of a place both increase, jobs-housing balance can be achieved and the livability index increases. Establish an optimal balance between housing options, considering impacts, services, tax revenues, school impacts, income levels, etc, when determining whether a new project fills a gap in Portsmouth’s offering of housing.
Coordinate all programs and initiatives to promote economic vitality Downtown.	Business and Property Owners, supported by City Staff	SHORT + LONG	Establish a Business Improvement District on High Street to fill vacant space, improve the quality of existing retail and to stabilize the retail environment of Downtown Portsmouth, thereby improving the stability of the surrounding neighborhoods. (A BID is also a prerequisite when seeking inclusion in the Virginia Main Street Program, which would also positively impact the High Street Corridor and surrounding neighborhoods).

THE PLAN

IMPLEMENTATION STRATEGY

9.0 Parks, Open Space and Environment			
Primary Action Strategies addressed in the Downtown Master Plan and Waterfront Strategy + Identify opportunities to establish neighborhood parks accessible to local residents + Increase the numbers of public access points to the water for recreational activities + Develop a city-wide system of walking/biking trails, utilizing greenway corridors, available rights-of-way and sidewalks/bike lanes within roadway corridors + Retain city ownership of waterfront access points (e.g., street ends) to ensure public access			
STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
Civic Reservations should be used as a tool to identify public spaces which will be required through the course of development projects.	Combined City of Portsmouth, private development entities	SHORT	When land is developed, it is vital that the City provide open space requirements (quantity and quality) to all parties. 1. At the Downtown scale, it is vital to ensure public access to waterfront and to specific open spaces throughout Downtown. The City should record specific open space boundaries as part of any development agreement or prior to permitting redevelopment projects. 2. At the neighborhood scale, as new developments are considered, the City should require a minimum of 15% open space to be provided for public, active open space - such as playgrounds, passive parks and public plazas. This number may include requirements already part of the Master Plan - such as the waterfront promenade.
Provide consistent, complete connections to the waterfront promenade.	Combined City of Portsmouth, private development entities	SHORT + LONG CONCURRENT WITH DEVELOPMENT	The Special Requirements plan shows a connected waterfront open space from Ft. Nelson Park at the north all the way along the waterfront, connecting to the nTelos Pavilion and further to Lincoln Street. 1. Adopt the Special Requirements Plan and require open spaces to be delineated on future redevelopment plans will ensure better and more complete access by the public to the waterfront. 2. Consider land swap idea (outlined in Special Study Areas 1 and 3) to gain enough public property for proper waterfront promenade width where this does not exist today.

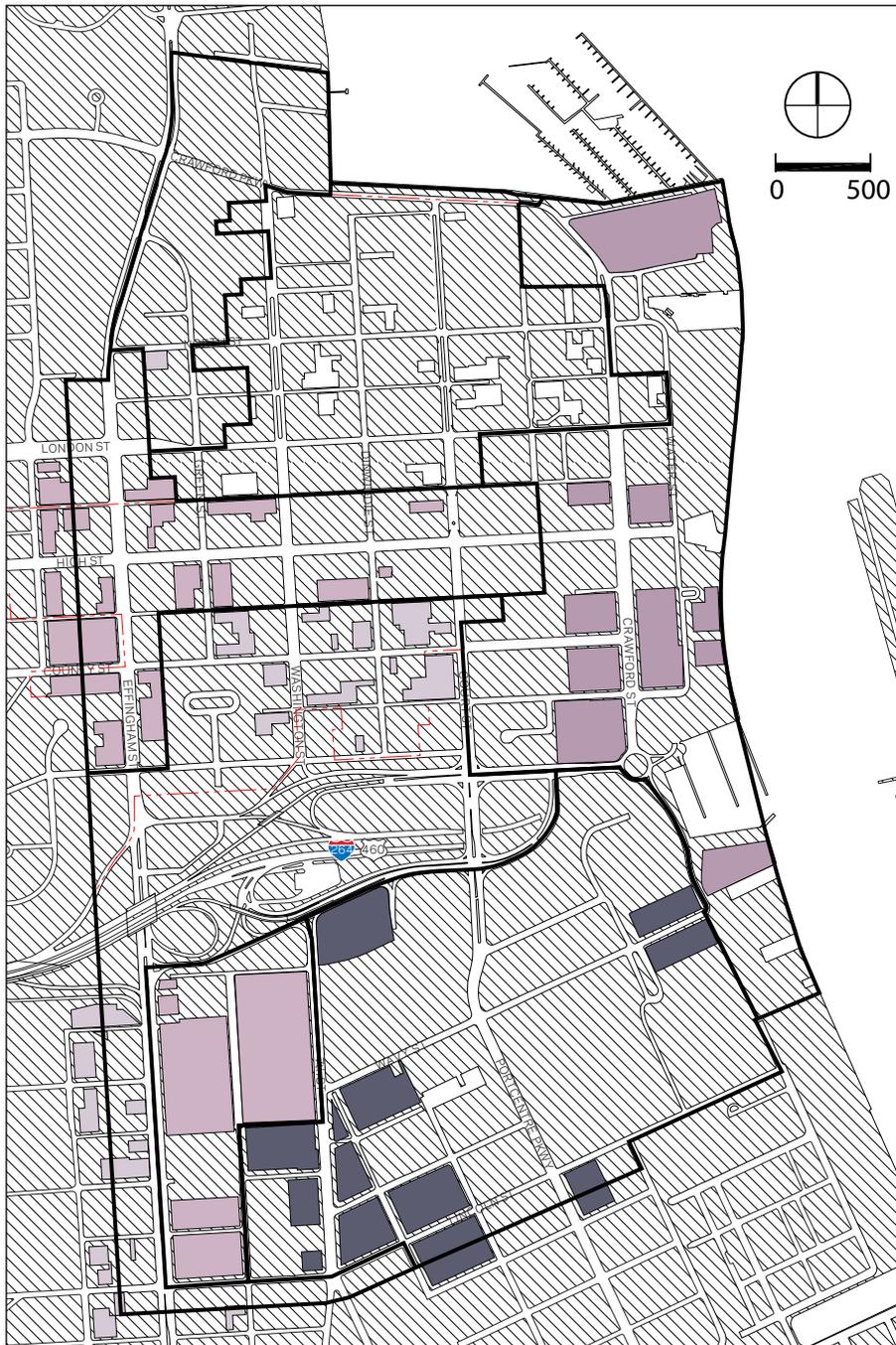
THE PLAN

IMPLEMENTATION STRATEGY

9.0 Parks, Open Space and Environment (Continued)			
STRATEGY	RESPONSIBILITY	PROJECT PHASING	REQUIRED ACTION
Provide connected bikeways, trails and sidewalks throughout Downtown and along the waterfront.	Combined City of Portsmouth, private development entities	SHORT	As in the Thoroughfare sections provided, provide better bicycle access, signage and convenience along Lincoln, High Street and along the waterfront in a separate bike lane at Crawford Parkway. Consider Portsmouth as a bike-friendly urban setting and always consider bicycles as a form of transportation equivalent to automobiles and pedestrians. All discussions regarding transportation in the City must include improvements to bicycle mobility in Portsmouth an important and specific issue.
Increase number of public access points by maintaining City ownership and control of view corridors to the north and to the east.	Combined City of Portsmouth, private development entities	SHORT	City to Record specific viewshed areas where no development would be permitted blocking a public view from the street toward the water (noted on the Special Requirements Map). City to maintain ownership where it currently exists, and to work with land owners to achieve view corridors through redevelopment scenarios.
Elevate the streets and sidewalks to the appropriate position of important public realm.	City of Portsmouth	SHORT	Downtown Portsmouth's open spaces consist of parks, plazas a 3-mile long public waterfront and other open areas. However, the thoroughfares - sidewalks, passages and smaller streets of Portsmouth are also great places to socialize and recreate. Implementing a comprehensive streetscape improvement plan throughout Downtown and the waterfront will ensure that the streets become as memorable, functional and valuable as any other open space in Portsmouth. Implement the City of Portsmouth Wayfinding Sign System - consistently - as new development projects and capital improvement budgets permit.
Improve specific pedestrian-crossing issues at High Street and Washington Street with traffic control elements	City of Portsmouth	SHORT	Remove stoplight at Washington Street and London Street and relocate to intersection of High Street and Washington Street.
Improve specific neighborhood pedestrian crossings in the Historic District	City of Portsmouth	SHORT	Install new four-way stop at intersection of Washington Street and London Street. Install new stop signs on Court Street crossing Glasgow Street.

THE PLAN

REDEVELOPMENT OPPORTUNITIES



POTENTIAL DOWNTOWN REDEVELOPMENT SITES

Highlighted parcels on this diagram are a combination of vacant parcels, underperforming sites (such as surface parking lots) and/or sites that have been discussed with owners as opportunities for future redevelopment.

The total of all highlighted spaces on this map (which includes some parcels just outside the Study Area) is 68.8 acres, according to information retrieved from Portsmouth's GIS data.

- T4 Zone (General Urban)
- T5 Zone (Urban Center)
- T6 Zone (Urban Core)
- SD Zone (Special District)

THE PLAN

REDEVELOPMENT OPPORTUNITIES

REDEVELOPMENT CAPACITY STUDY

As part of the Master Plan and Waterfront Strategy, it was important to determine whether the development targets provided in the Market Analysis can be reasonably achieved Downtown - transferring available City-owned property to private entities to pursue development opportunities, allowing the redevelopment of under-developed buildings and sites or other conventional methods. The following study concludes that these targets can be reached using accepted criteria - average densities, percentages of use per Transect Zone, etc.

Each of the following pages isolates a specific use - residential, retail, office and hotel - that were analyzed in the Market Study.

RESIDENTIAL CAPACITY is based on appropriate residential densities (units per acre) for livable conditions in T4 through T6 zones. T4, for instance, is averaged at 8-12 units per acre. This is in keeping with the current densities found in some of the areas of the historic District.

RETAIL CAPACITY AND OFFICE CAPACITY were both based on the residential figures. In each Transect Zone, a certain number of rooftops (units) can support (or form the basis for support for) a certain amount of retail and office space. It is important to note that the order of this list is important - demand for new or additional residential units will occur before demand for new commercial space - see details provided in the Market Analysis.

HOTEL CAPACITY is taken from the Market Analysis

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RESIDENTIAL CAPACITY

Transect Zone	Ac.	Density Limit*	Potential Residential Yield	Percentage of Total Yield
T4	4.8	8-12 Units/Ac.	38-58 Units	3%
T5	10.5	18-24 Units/Ac.	189-252 Units	14%
T6	17.2	60-96 Units/Ac.	1,032-1,651 Units	83%
SD	17.3	Not Permitted	0 Units	
Total	49.8		1,259-1,961 Units	

*Density ranges presented here considered a careful balance of urban design best practice standards and the existing Downtown urban context. Because Downtown Portsmouth provides opportunities for Infill rather than Greenfield development, it is appropriate to consider a higher range of densities than would be proposed on a Greenfield site or in other areas of the City not considered an activity node. Redevelopment and new development scenarios that follow these density guides will meet growth goals without adversely affecting the character of Downtown Portsmouth

SUMMARY OF RESIDENTIAL DEMAND 10-Year residential demand (Source: BAE).

Use	Short-Term	Long-Term	10-Year Demand
Residential	Strong opportunity to attract nearby workers seeking value, short commutes, and the unique setting and lifestyle offered by Downtown.	As Downtown continues to evolve, a broader range of buyers and renters can be targeted.	1,700-2,000 Units

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RETAIL CAPACITY

Transect Zone	Ac.	Potential Residential Yield	Potential Retail Yield (sq. ft.)	Percentage of Total Yield
T4	4.8	38-58 Units	1,920-2,880	1%
T5	10.5	189-252 Units	14,175-18,900	9%
T6	17.2	1,032-1651 Units	129,000-206,375	90%
SD	17.3	0 Units	-	
Total	49.8	1,259-1,961 Units	145,095-228,155	

The Retail and Office Yields have been calculated based on a percentage of the residential capacity for each Transect Zone, according to the following formula:

T4 - 20% of the T4 residential unit capacity x 1,000 square feet per unit average. 25% of result retail, 75% of result office

T5 - 30% of the T5 residential unit capacity x 1,000 square feet per unit average. 25% of result retail, 75% of result office

T6 - 50% of the T6 residential unit capacity x 1,000 square feet per unit average. 25% of result retail, 75% of result office

SUMMARY OF RETAIL DEMAND 10-Year retail demand (Source: BAE).

Use	Short-Term	Long-Term	10-Year Demand
Retail	Weak opportunity for new development. Vacant High Street spaces need to be backfilled before new retail can be delivered. Seek diverse tenant mix beyond restaurants and antiques/furniture. Attracting tenants in unique, smaller footprints will be a challenge, but has been done elsewhere.	New construction retail will become viable if short-term opportunities (residential, small office, and tourism) are successfully capitalized upon.	75,000 - 100,000 sq. ft.

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OFFICE CAPACITY

Transect Zone	Ac.	Potential Residential Yield	Potential Office Yield (sq. ft.)	Percentage of Total Yield
T4	4.8	38-58 Units	5,760-8,640	1%
T5	10.5	189-252 Units	45,525-56,700	9%
T6	17.2	1,032-1,651 Units	387,000-619,125	90%
SD	17.3	0 Units	-	
Total	49.8	1,259-1,961 Units	438,285-684,465	

The Retail and Office Yields have been calculated based on a percentage of the residential capacity for each Transect Zone, according to the following formula:

T4 - 20% of the T4 residential unit capacity x 1,000 square feet per unit average. 25% of result retail, 75% of result office

T5 - 30% of the T5 residential unit capacity x 1,000 square feet per unit average. 25% of result retail, 75% of result office

T6 - 50% of the T6 residential unit capacity x 1,000 square feet per unit average. 25% of result retail, 75% of result office

SUMMARY OF OFFICE DEMAND 10-Year office demand (Source: BAE).

Use	Short-Term	Long-Term	10-Year Demand
Office	Moderate opportunity to attract small office users from targeted industries - consider encouraging the rehab of second- and third-story High Street spaces and other more creative, less conventional office spaces.	As Downtown evolves and has a more robust set of amenities and services, attracting larger-scale regional headquarters operations or larger tenant seeking Class A space will be more viable.	190,000-300,000 sq. ft.

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HOTEL CAPACITY

HOTEL CAPACITY

Hotel and lodging represents an important use in Portsmouth’s future. However, the demand analysis returned a relatively small number of hotel rooms supportable Downtown in the next 10 years. Hotel would likely be considered in two places - the waterfront, or along High Street - both of which are in the T6 zone. There is capacity for this use on underused or redevelopment sites within the T6 zone. (See Special Study Area 2 on page 5.65 for a recommendation for a future hotel in Downtown Portsmouth.)

SUMMARY OF HOTEL DEMAND 10-Year hotel demand (Source: BAE).

Use	Short-Term	Long-Term	10-Year Demand
Hotel	Current conditions indicate that demand is being met by existing supply and current construction in the short term.	Increased tourism and growth in office users will necessitate additional hotel space. Seek scale and format that complements current mix of hospitality offerings.	100 - 150 rooms

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES

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THE PLAN

FOCUS AREAS' DEVELOPMENT OPPORTUNITIES



SPECIAL STUDY AREA 1

The former Holiday Inn site at the northern end of Downtown Portsmouth continues to be a major opportunity for redevelopment and reinvestment in the City's waterfront. It is highly visible, especially from outside Portsmouth - along the Elizabeth River and from Downtown Norfolk - and can be a strong beacon for the revitalization of Portsmouth's waterfront.

Currently, all the buildings except the old parking garage have been cleared from the site. The parking garage will not be removed until a new garage is built, as it must supply the existing condominium parking as well as new development parking.

During the Public Input portion of the Downtown Master Plan and Waterfront Strategy, the community remained consistent about their two primary goals for any new development on this site: that it provides adequate public access to the waterfront and that the construction is of the highest quality as it sits at the most visible part of

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES

Portsmouth's waterfront. Additionally, some community input was heard requesting that the site not be left vacant for too long and others felt that there should be height limitations attached to any development agreement.

This site holds a tremendous amount of potential to increase Downtown population and it is important that the development achieve the minimum standards for residential density outlined in the T6 zone. It is less important that the building height be mandated as a maximum, and more important that the site does not get developed at too low a density.

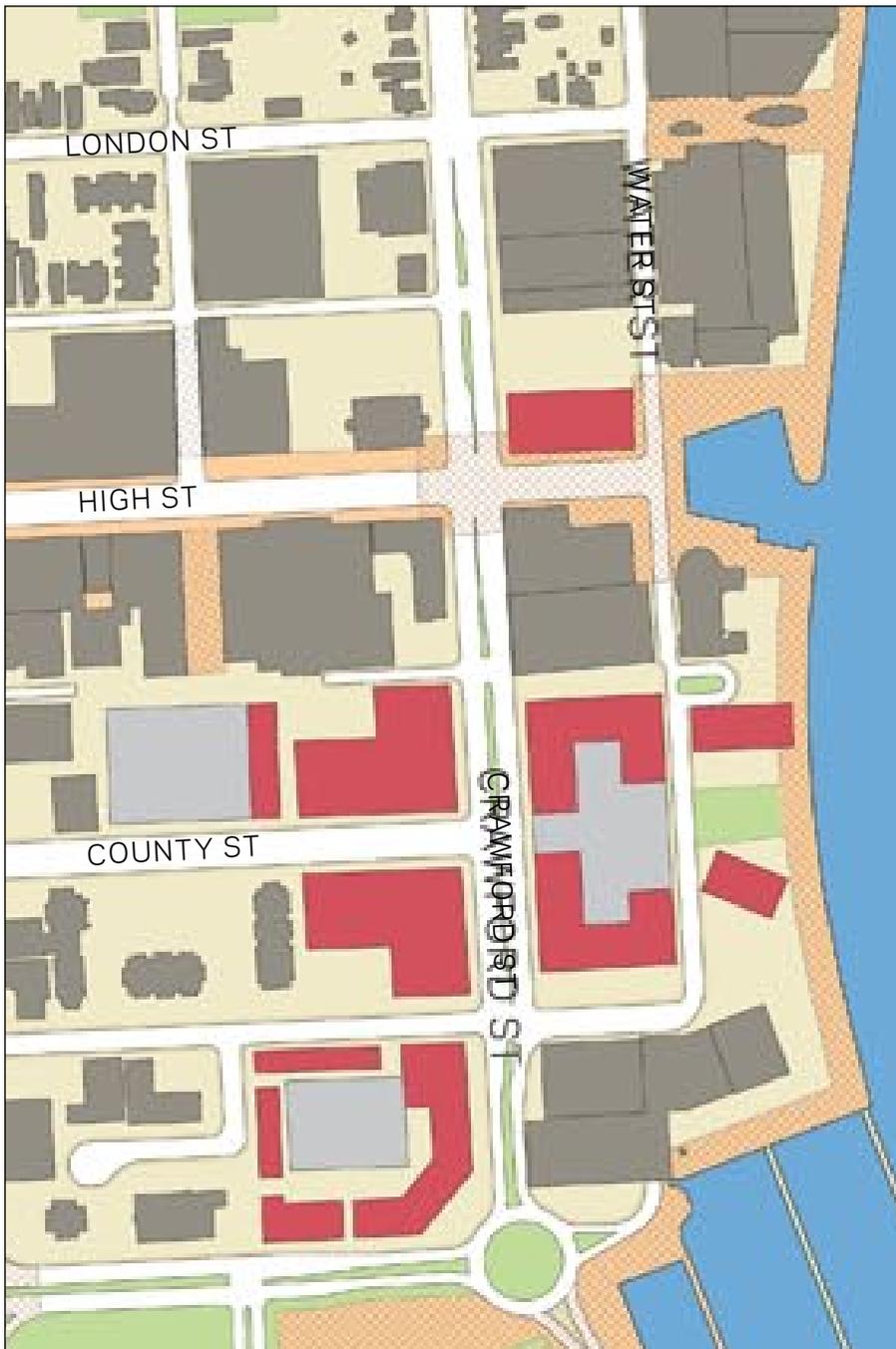
Several recommendations are offered for the City to consider as the project moves closer to construction. To the extent possible:

- + During the stoppage in development, the City should record a series of requirements for future plans, including a clear delineation of a waterfront promenade. This should be matching the character and the width of the existing promenade at the waterfront in the rest of the waterfront district. This promenade should be recorded as public open space and provide seamless public access surrounding any new buildings. The goal is to provide all parties with a clear understanding of the expectations from all sides.
- + Limit retail uses to waterfront specialty uses, in the interest of encouraging a more robust retail offering to visitors and boaters, without competing with High Street retailers. Uses permitted in the new development should include restaurants and marine-oriented service retail, for example. Additional uses that accommodate commuters and ferry-users (small cafes and/or a small retail goods seller) may also be strategically placed from the ferry landing toward the High Street corridor to assist in leading people toward the main street.

As much of the Plan is based on significantly raising the number of residents Downtown, a new development on this site must achieve high density at the highest quality of construction. This is a significant site, and, as such, must be managed appropriately.

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES



SPECIAL STUDY AREA 2

High Street to Crawford Circle

This redevelopment zone includes some of the most underperforming areas in the City. Some sites are vacant or surface parking lots, some include very low density public office buildings, and other sites are occupied by uses that do not comport with the value of the land – such as the jail and courts complex along Crawford. However, the area also includes some of the most valuable urban components found Downtown – views to the waterfront, a strong thoroughfare network, potentially large sites able to accommodate larger-scaled redevelopment and reinvestment, an important event venue, and a moderate daytime employment population. Some are City-owned, creating more streamlined redevelopment possibilities.

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES

Hotel on High Street.

It is recommended, and has been vetted through the public engagement process, that Portsmouth work toward “completing the retail experience from the ferry landing at High Street continuously” to and beyond Effingham. The Master Plan recommends the construction of a new building at the end of High Street where there currently exists a surface parking lot. A larger building – 6-8 stories – would add impact at the end of High Street, needed population (expected to be in the form of retail – food and beverage – at the ground floor) and activity at Harbour Plaza. The Market Study identified a need (10-year horizon) for an additional 100 keys of hotel use Downtown, and this site could be an exciting opportunity to supply a boutique hotel;

- + A hotel can provide a beautiful building and a needed use along with additional retail space and/or restaurant space, enlivening the recent plaza at High Street, especially after Downtown offices are closed. It is important to make a connected and continuous retail experience from one end of High Street to the other.
- + The mechanism to achieve this redevelopment includes the conveyance of Federal Government property (the existing parking lot) to the City and for the City to offer the site to an entity capable of constructing and operating a higher end or boutique hotel.

Until the market conditions support developer interest in moving forward, the City could move swiftly to secure the land and issue an RFP inviting developers to consider the site.

West Crawford Redevelopment.

At least three blocks of buildings on the west side of Crawford Street, from the Children’s Museum south to Crawford Circle, are interesting redevelopment opportunities – for different reasons. Each of these sites, by physical form, building age and/or vacancy, has been identified as having something to do with the low walkability index of Crawford Street. A great deal of positive change could be achieved by:

- + Replacement and restructuring of the existing parking deck. Behind the Children’s Museum the parking deck has reached the end of its useful life and is in need of a major repairs/upgrades. A more efficient and comfortable parking facility using less land could be achieved. Coordinating this garage work with a redevelopment scenario on the site east could inspire a private redevelopment of the existing, aging office building. In return, any new office building would have the opportunity to:
 - Provide a better pedestrian experience and more building to public realm interaction when constructed immediately behind the sidewalk.
 - Provide a larger floor plate and upgraded office space that could attract higher-end office users to Downtown

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES

Portsmouth.

- This is a private development opportunity catalyzed by the rebuilding of the public garage. Before the planning for the garage is undertaken, the City should work with the current property owner to consider additional benefits for both parties.
- + The next site southward is currently a pair of single story public office buildings with a surface parking lot. This site, too, has the capacity to support a much larger office floor plate and might be able to attract higher-end office users Downtown. Just steps from the waterfront and with great access from the highway, this site, in its current configuration, is grossly underutilized. The City should consider finding this user existing vacant office space somewhere else Downtown. Once done, this site provides an excellent opportunity for private development to attract future commercial office demand. This site is within the T6 Zone and can support (as long as it is parked) a taller building.
- + Between Columbia and Bart Street, adjacent to the new traffic circle, is a vacant property that has enormous potential as a mixed-use dense redevelopment site. The area is currently occupied by surface parking lots and lawn, installed in the former "cloverleaf" right-of-way. This site should be considered as a higher density mixed-use site that has advantages of being very near the waterfront, is transit-accessible and is a short walk from High Street.

East Crawford Redevelopment

The current courts complex, jail and surface lot at Water Street are long-term redevelopment opportunities. As the courts move to a new home in the Port Centre area and the jail becomes necessary to be rebuilt, redevelopment will become a very promising opportunity. While the surface lot may represent an immediate development opportunity, it is recommended that the entire area be considered in two phases. If the surface lot and the courts site were to be considered as a mixed-use project, parking could be supplied on the courts site and the waterfront sites could be built to a higher (more T6 appropriate) intensity.

The combined site area is much more ideal for intense waterfront development with structured parking to the Crawford portion of the properties. A larger development opportunity will also make it more likely to achieve the public access needs that the public has voiced during this and previous master planning efforts Downtown.

Several recommendations for the form and scale of a future redevelopment were considered during the public engagement portion of the Study, and are categorized here:

- + The community agrees that this site needs to be redeveloped privately and the existing uses need to all be removed

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES

from the waterfront and housed on less visible, but equally accessible sites. The community is largely in favor of private development on this site, once the City determines a relocation strategy for the remaining existing uses.

- + The community also agrees that the consideration of restoring a County Street connection to the waterfront with open and public access is vital in any redevelopment scenario. This connection is favored as a pedestrian passage aligning with County Street, as wide as its current right-of-way, culminating as a public open space at the water.
- + The City should, in order, consider alternative sites for the jail and any other uses not already moving to the Port Centre area. Next, the City should record access and public space requirements for the site so that it is clear to a future developer what is expected in scale and location for public access. Finally, the City should consider transferring the land to a private developer to maximize the site's potential and create a dynamic waterfront development that reflects the need for public waterfront views and access.

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES



SPECIAL STUDY AREA 3

Crawford Plaza and the nTelos Pavilion Area

The areas surrounding the nTelos Pavilion are considered as a more robust public space – able to better handle a wide variety of civic functions and generate activity even if no event is scheduled at the Pavilion itself. The cultural facility is a great Downtown asset. Inviting people to make more use of the space around the pavilion, improving mobility, access and aesthetics, will help bring people to the southern end of Downtown.

The following ideas are all on City property and are public space improvements requiring little private investment.

- + Connect First Street from Wavy Street to Crawford Circle. This small road connection will improve traffic flow and provide better access from the waterfront directly to the Pavilion.

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES

- + Create a large public plaza at the northern side of the Pavilion in the old cloverleaf right-of-way. If this space is kept simple and flat, it could provide a large, highly flexible festival space for public events – art fairs, farmers market and pre- and post-event activities were all uses mentioned and supported by members of the community.
- + In conjunction with the North Pier redevelopment, consider a parking garage (with a green roof) as a way to add extra “seating” for larger crowds to the pavilion. With some coordination it is possible to view into the pavilion from across Wavy Street.

The North Pier

The north pier represents a unique opportunity for private redevelopment on City property.

This site may represent one of the best opportunities for waterfront residential development of a style that reflects the working waterfront that surrounds it. A residential development on this site would appeal to a portion of the market desiring a more industrial character with waterfront views and quick access to transportation options. During the public involvement process and charrette, most agreed that a funky, loft-style development would be a welcome addition to the City's waterfront.

- + The market will truly decide what demand exists for this idea, but this study reflects a simple, 4-6 story building with parking to be supplied one block away. An existing surface parking lot on the south side of Wavy Drive could be converted to a parking structure supplying enough parking for a new residential project on the North Pier and could also supply some public parking spaces for event parking and waterfront activities.
- + The City should consider simple land transaction scenarios and work with a developer to expedite approvals and assist in making the parking site available.

The New Civic Complex

The illustrative plan reflects the current approved build-out of the new civic complex, being attached to the existing building along Port Centre Parkway. This special study area reflects a consideration to raise the profile of the Path of History.

- + By allowing a small street to pass by the park at the back of the civic complex, the Path of history will be more visible – raising its image and inspiring more people to celebrate the heritage and history of Portsmouth. The drawing reflects the idea that the proposed parking lot at the back of the civic complex provide a connection through to Lincoln Street – not as another street, but as a simple drive aisle with another point of egress.

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES



SPECIAL STUDY AREA 4

The south end of Downtown has a very different character than High Street or the waterfront. In addition, residential uses are unable to exist here because of environmental constraints. Therefore, new development that can occur at the corner of Effingham and Lincoln, for example, should serve as a transition area from the Special District to lower-scaled, more compatible building types that border neighborhoods to the south and west. Supportive commercial enterprises - small offices with less than 5,000 square feet, for example - and/or institutional uses could be a great way to change the "grain" of the urban fabric from special use buildings to residential-scaled development.

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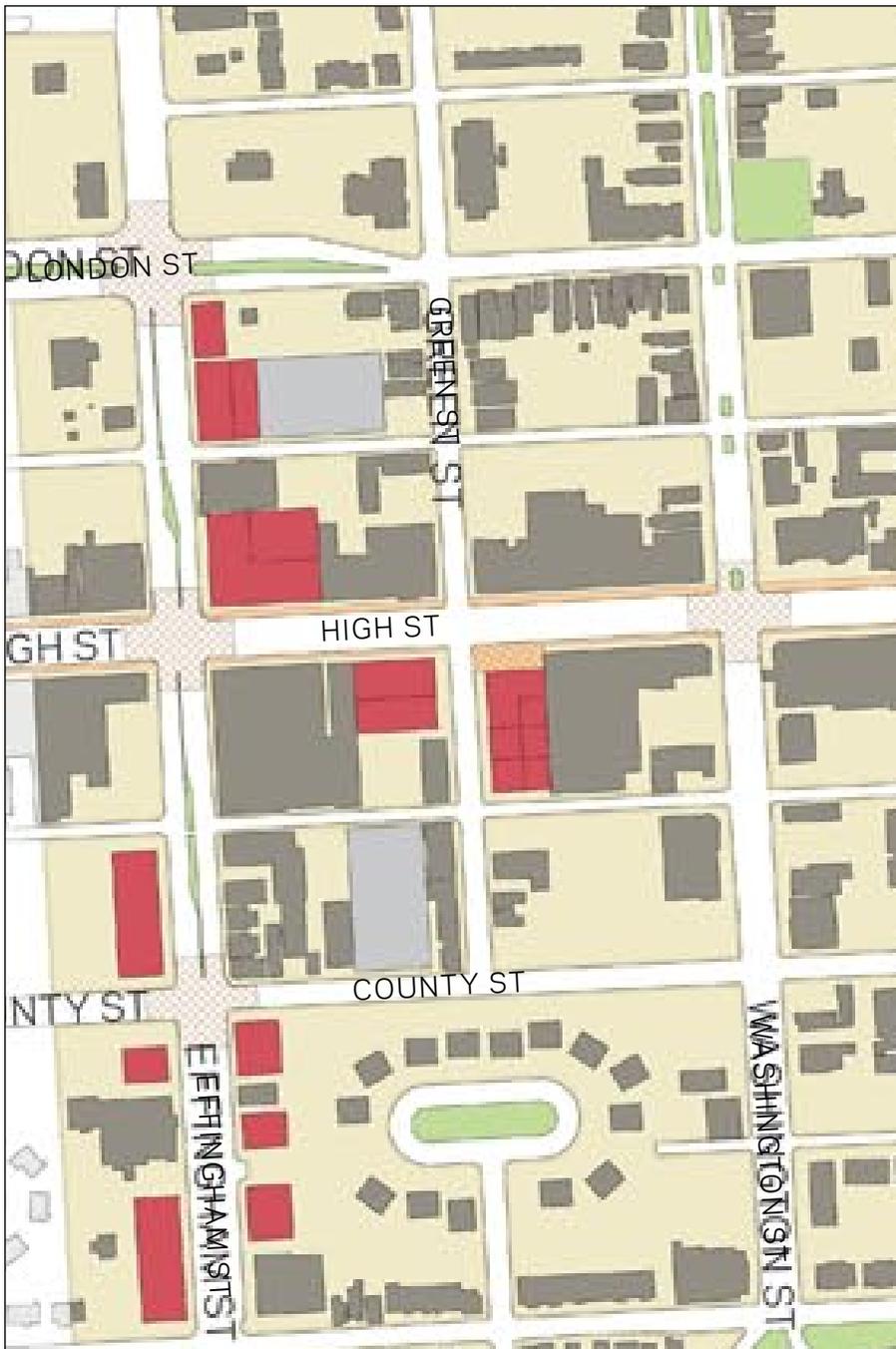
FOCUS AREAS' DEVELOPMENT OPPORTUNITIES

In areas where residential uses are not challenged by existing conditions, consideration should be given to upper floor residential types that could help supply additional workforce housing options. Whether inside the Study Area or not, attracting more Downtown residents will help to stabilize the neighborhoods and ensure that the employment base of Portsmouth has housing options Downtown.

- + Consider commercial development at scales compatible with neighboring residential areas. Where possible and not encumbered by extenuating circumstances, consider residential redevelopment to increase workforce housing options within walking distance of the employment base of the Special District.
- + As part of these re-developments, consider requiring developers to provide community space (plazas, squares and other public spaces) as true community amenities, available for use by the general public.

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES



SPECIAL STUDY AREA 5

Effingham south of High Street is a vital thoroughfare that provides a first impression for visitors to Downtown Portsmouth. It is an extremely heavily travelled road - as it is the link between two of the largest employers in Portsmouth, and was traditionally a secondary retail street. Currently, Effingham would score extremely low on a walkability index report card. There are large gaps in the urban fabric, the streetscape does not convey a safe or pleasant pedestrian experience and there has been very little redevelopment considered for the area because parcels are relatively small.

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES

There is hope for Effingham, however, but it will be slow in coming. Incremental development that promotes home ownership and small business incubation are keys to restoring a healthy character to the street, but will most likely take a “back seat” to redevelopment along High Street, or along Effingham north of High Street.

However, the City should keep an eye on this area as a place that can accommodate smaller investors, live-work types that will help ensure higher home and business ownership rates Downtown and restore some of the character to a Downtown front door.

- + Smaller investors looking to start a business and perhaps live above a store should be made aware of the possibilities along Effingham, as an alternative to higher values along High Street, with as much visibility. Lots are not able to support much parking, so neighborhood services that don't demand large parking counts are ideal for this location. The City Economic Development office should consider this district as a great place to consider for small office/retail users that would be interested in locating Downtown.

Mixed-Use High Street

High Street remains Downtown's main street and its character defining thoroughfare. Its historic nature, its ability to support a healthy and vibrant mix of retail space and restaurants, its ability to supply new Downtown housing types and its character as a traditional main street combine to make it a logical target of reinvestment. But there are also challenges that come with redevelopment on High Street, including redevelopment or restoration of historic buildings, tight or limited site areas, and, often, difficult or complex financing scenarios. It is vital, however, to continue to help

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FOCUS AREAS' DEVELOPMENT OPPORTUNITIES

private investments improve High Street. The most important addition this plan recommends to High Street is more a philosophical shift – to make what is “good”, “easy”. Projects like Montgomery Square are unique and complex – but because of their commitment to retaining the character of Portsmouth – should not also be made more complex – by protracted approvals or long permitting times. The strategy to attracting additional high quality projects along High Street includes:

- + A coordinated effort to reduce complexity of mixed-use High Street projects. As ideas become real development opportunities, the City should work with the private sector to support efforts to bring new investment to High Street. First, use existing projects to determine where help is needed to make the process as smooth as possible. Second, projects that seek to reinvest in High Street and do so in keeping with the character of Downtown Portsmouth should receive priority in reviewing, permitting and support. Successful High Street projects will raise the value and image of the entire City and this special treatment will ultimately have positive residual effects on the whole Downtown. Third, continue to broadcast the successes of all scales of projects – the Economic Development office, the City and others should continue to announce new shop openings, arrange for tours of ongoing projects to help spread the message about Downtown livability and the unique setting of Downtown Portsmouth. Finally, the City should work closely with developers to understand project financing, act as a liaison when applying for tax credits, etc. Being the ambassadors for new investment opportunities and working with developers will inspire others to look at High Street as a worthwhile redevelopment area.
- + Over the next 10 years, it is expected that more redevelopment opportunities will crop up along High Street – and the City should continue to demand the highest quality pedestrian experience, construction quality and streetscape. And, in return, the City should offer guidance, priority consideration and meaningful support (shorter review times, City-sponsored advertising, and other low-cost support) to projects along its most important street.

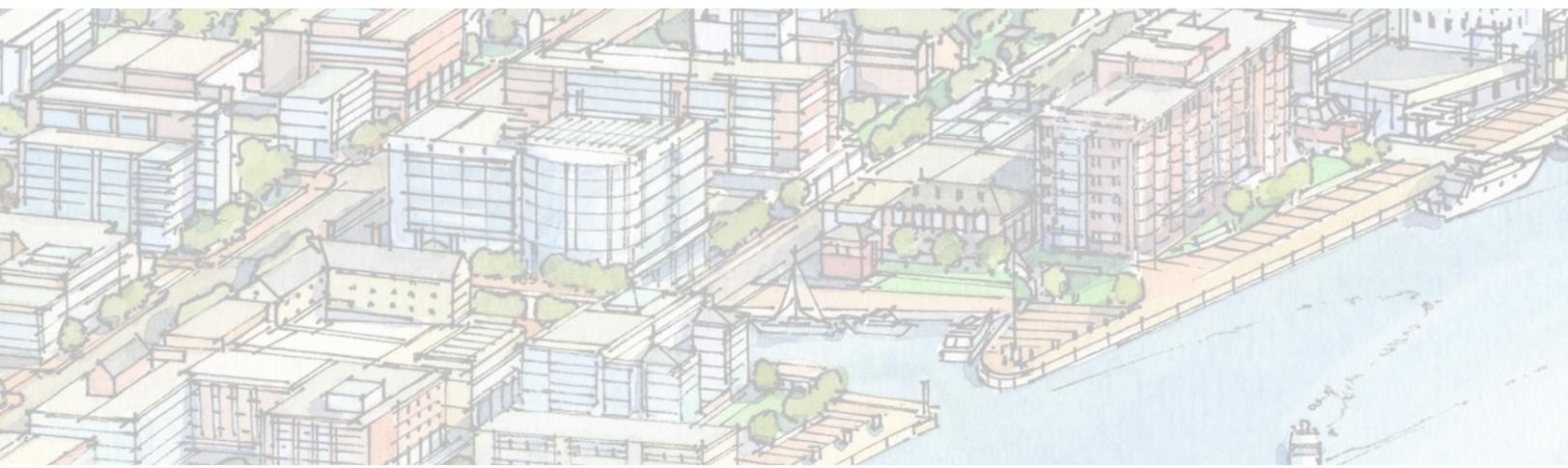
APPENDIX A



APPENDIX B



APPENDIX C



APPENDIX D



APPENDIX E

