

August 14, 2018

The Honorable Dr. Richard W. "Rick" West  
Mayor  
City of Chesapeake  
Post Office Box 15225  
Chesapeake, VA 23328

Dear Mayor West:

On behalf of the members of the Mayor's Advisory Committee on Comprehensive Plan Strategies, we are pleased to submit the committee's final report for your consideration. The enclosed report and supporting appendices reflect the culmination of the committee's work over the past six months to review the implementation strategies contained in the City's 2035 Comprehensive Plan and to develop recommendations for your review and use as appropriate.

As you can see from our report, several major themes surfaced in regards to priorities for implementing the Comprehensive Plan. These include: making sure that the Comprehensive Plan's action strategies are practical and implementable; addressing the need for environmental and physical resiliency; promoting walkability, bikeability, and connectivity throughout Chesapeake; placing more emphasis on urban revitalization; supporting mixed-use and infill development; and emphasizing economic development as a means to improve quality of life and to address other needs.

The committee understands that City staff will be undertaking a complete review of the Comprehensive Plan in 2019 to fulfill the requirement in state code for a five-year review of the Plan. As this process gets underway, several overarching themes from the committee's general discussions about the Comprehensive Plan are offered: 1) clear communication and thorough stakeholder outreach in developing the vision and goals for the next Plan and any subsequent amendments is essential to achieving the broadest community "buy-in;" 2) economic growth is necessary to support the City's environment, history, and quality of life, and should not be in conflict with these goals; and 3) longer-range planning vision (beyond 20 years) is needed, now that Chesapeake is maturing and experiencing increasing need for urban revitalization, solutions for chronic flooding impacts beyond the 100-year flood events, and sustainable land use.

The committee would like to cordially invite you to meet with us in person to review the final report and to address any questions or comments that you may have regarding our conclusions and recommendations. We are amenable to scheduling this meeting after the Labor Day holiday, understanding that your schedule is very full with the upcoming City Council Retreat and other activities for the remainder of August.

Again, on behalf of the committee, thank you for this opportunity to serve the City and we hope that the enclosed report will be helpful to you, City Council, and City staff in planning for the City's future and addressing current challenges and opportunities. Please feel free to contact us with any questions or comments.

Respectfully,

*Nick Baum*

Nick Baum  
Chair



Heather Barlow  
Vice-Chair

NB/HB:mw

Enclosures

cc: Susan Cox, Committee Member  
Ed Goodin, Committee Member  
Markiella Moore, Committee Member  
Lenard Myers, Committee Member  
Ray Roenker, Committee Member  
Rogard Ross, Committee Member  
Jayne Whitney, Committee Member  
James Baker, City Manager  
Sandy Madison, City Clerk  
Jaleh Shea, AICP, Planning Director  
Mark Woodward, AICP, Comprehensive Planning Administrator



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*Mayor's Advisory Committee on Comprehensive  
Plan Strategies*

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Final Report and Recommendations  
August 14, 2018



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## 1.0 Introduction

Mayor Richard West announced at the February 20, 2018 City Council Meeting that he would be establishing a Mayor's Advisory Committee on Comprehensive Plan Strategies. He indicated that since the adoption of the *Moving Forward Chesapeake 2035 Comprehensive Plan* by City Council in February 2014, he had heard from a number of citizens their desire to see the Comprehensive Plan re-visited. During his remarks at the Hampton Roads Chamber of Commerce State of the City Luncheon on February 22<sup>nd</sup>, Mayor West elaborated further by stating that the committee's task would be to review the Comprehensive Plan's implementation and provide recommendations for changes. He anticipated that the committee's recommendations would be useful in helping ensure that Chesapeake's unique urban, suburban, and rural settings – including open spaces and agricultural lands – continue to coexist and thrive under one increasing purpose.

### 1.1 Background

The City's Comprehensive Plan is essentially a blueprint that establishes policies to guide the future development of the City. The Plan, which is required by Virginia law, provides a framework of goals, objectives, and action strategies for achieving the City Council's vision. State law also requires that the Plan be reviewed by the locality at least once every five years to determine if amendments are needed.

### 1.2 Committee Members

Mayor West appointed the following Chesapeake citizens to the committee:

Nick Baum, Chair

Heather Barlow, Vice Chair

Susan Cox

Ed Goodin

Markiella Moore

Lenard Myers

Ray Roenker

Rogard Ross

Jayne Whitney

The above citizens were selected by the Mayor in an effort to achieve broad diversity on the committee. Committee members reside in all key geographic areas of the City, including urban, suburban, and rural settings. Work and educational backgrounds of members include a developer, educator, community and environmental advocates, small business owner, attorney, retired City employee, and retired regional transit official.

### 1.3 Scope of Report

Mayor West tasked the committee with evaluating how the *Moving Forward Chesapeake 2035 Comprehensive Plan* is being implemented, as embodied in the Plan's action strategies, since its adoption in February 2014. He was particularly interested in the committee's input on key amendments to the Plan such as the Dominion Boulevard Corridor Study and the Transportation Corridor Overlay District. The committee was not tasked with reviewing or recommending changes to the Plan's overarching vision, goals, and objectives, because they were developed and adopted through broad public input and deliberations by Planning Commission and City Council. These elements are typically the focus of major Comprehensive Plan update reviews with thorough citizen input.

The committee held its initial meeting on March 7, 2018 at the Major Hillard Library in Deep Creek. Subsequent meetings were held at the same location on March 21, April 18, May 2, May 16, June 6, June 20, July 18, and August 1. The format of the meetings typically consisted of review and approval of previous meeting minutes (see Appendix A), followed by review and discussion of the assigned portion of the Comprehensive Plan and development of recommendations for changes, with a concluding "round robin" discussion of general Comprehensive Plan related concerns or questions. The meetings during March-May were devoted to reviewing the action strategies for Chapters 2-4 of the Comprehensive Plan, including Responsible Growth, Infrastructure, and Quality of Life. Appendix B contains the lists of goals, objectives, and action strategies for each of these chapters. Meetings in June-July were devoted to review, discussion and recommendations related to implementation of special area plans and policies of the Comprehensive Plan.

### 1.4 Major Themes from Committee's Discussions

The themes identified below reflect common concerns voiced by committee members at multiple committee meetings. These themes cover an array of inter-related objectives that may present opportunities to explore alternative methods of land use planning and zoning, such as performance zoning. This alternative to traditional zoning is a type of land use regulation based on performance standards rather than specific use criteria. It allows flexibility in promoting key Comprehensive Plan goals during development review, while maintaining control of land use to ensure environmental protection and other quality of life standards.

#### **Realistic Plan Implementation Strategies**

During the course of their review of the numerous action strategies contained throughout the Comprehensive Plan, both in the main Plan Chapters and within various supporting special area plans and policies, there was consensus by committee members that the plan represents a broad set of goals from many stakeholders. While acknowledging the ultimate vision of these efforts, not all can be achieved in the near term. In order to manage its time and efforts effectively, the committee engaged in a prioritization exercise to select those action strategies

deemed to have the highest priority for implementation. This is reflected in later sections of this report. Generally, the committee felt that the Comprehensive Plan's prioritized action strategies should be realistically actionable by the appropriate stakeholder and that there should be an ability to identify the cost and return on investment of implementing the strategies. There was also a suggestion that regional cooperation is important in helping to realize many of the City's goals and the future health of the region.

State-funded population projections from The Weldon Cooper Center for Public Service's Demographics Research group project that the City's population will reach nearly 300,000 residents by 2040. That is an increase of over 60,000 persons, or over 20,000 households. Planning for "No Growth" is not realistic. To avoid suburban sprawl into our open spaces, we need to implement policies to discourage development in some areas and encourage and support higher density development in other areas. For the areas of the City that need to support higher density, we need to put in place policies that result in positive benefits, such as development incentives, uncrowded schools, and community amenities and that create "buy-in" from both existing residents and developers. Appendix C contains population projections reviewed by the group.

### **Environmental and Physical Resiliency**

Because of Chesapeake's central location in the South Hampton Roads region, the committee recognized that our interaction with water, whether it be tidal creeks and inlets, industrial and residential waterfronts, rivers, wetlands, inland lakes, affects life for the City's residents on a daily basis. Chronic flooding, sea level rise, and the effects of storm water runoff are requiring increasing attention and strategies for addressing them by the City. Addressing these impacts will require long-term, multi-pronged strategies, including proactive Best Management Practices and other stormwater management techniques, resilient shoreline protection and building construction techniques, and the continued promotion of infill development over green field development and suburban sprawl. The committee also considered efforts to become a more environmentally sustainable community as a resiliency factor, to go beyond the classic Reduce, Reuse, Recycle strategies, toward the use of sustainable practices in procurement and operation, implementation of green infrastructure, as well as promotion of more energy efficient and cost saving building design, including Leadership in Energy and Environmental (LEED) standards.

### **Walkability/Bikeability/Connectivity**

Another common theme voiced by Committee members when reviewing action strategies for Responsible Growth, Infrastructure, and Quality of Life was the need to promote connectivity and opportunities for walking and bicycling. It was noted that City Council identified these elements during their September 2017 annual retreat as key components for promoting the City's many natural amenities and uniqueness in Hampton Roads. In addition to improving quality of life, it was recognized that improved connectivity for pedestrians and bicyclists can

have very real public safety and health benefits, along with the ability to reduce reliance on automobiles. Committee members acknowledged that there can be challenges to promoting sidewalks, trails and connectivity in some areas, as there are citizens who do not desire to have such facilities in their neighborhoods or near their houses. There was consensus that increased efforts are needed to educate citizens on the advantages of a robust system of connected trails, paths and sidewalks, including reduction of traffic congestion, improved air quality, health and social benefits, and reduction in the need for driving to meet all daily needs and for large expanses of parking lots.

### **Urban Revitalization**

A common concern voiced by committee members was the need for the City and all citizens to recognize that Chesapeake has evolved into a mature city that is in need of revitalization of its older areas, including residential structures, commercial buildings and shopping centers, and infrastructure systems. Chesapeake still tends to be thought of as a growing, suburban bedroom community, but a significant portion of the population resides in older, more urbanized areas. The Comprehensive Plan promotes increased densities and infill growth in the older areas, so the need for revitalization is very real. Practical and implementable strategies need to be developed for the revitalization and re-purposing of urban shopping centers. Quality architectural design should be promoted for infill residential development. More proactive code enforcement is needed for structures, weeds, littering, and illegal signage. There should be incentives to attract redevelopment, new business and to help existing businesses improve their facades.

### **Mixed-Use Development**

One of the basic tenets of mixed use development is establishing communities where residential and commercial activities co-mingle and people are able to access establishments such as shops, restaurants, and services without having to travel by car. Since Chesapeake essentially grew up in the late 20<sup>th</sup> century automobile-dominated suburban model, there are few examples of this in our city, although certain older neighborhoods such as Indian River have the “bones” of a more traditional, walkable community. While committee members acknowledged that many citizens moved to Chesapeake for a suburban or rural lifestyle, there is a need for mixed-use options, where residents can live, work, and play. Mixed-use communities can help reduce vehicle miles traveled, and protect open space and agriculture by re-directing growth to these more urban development patterns. Summit Pointe should be used as a real life case study of Chesapeake’s maturation and the demand for a more urban, mixed-use lifestyle. Where practical and implementable, additional opportunities should be actively studied to introduce such mixed-use development, such as malls and large shopping centers. Additionally, Traditional Neighborhood Development techniques should be encouraged for new residential development in both suburban and urban areas and re-established in older areas like Indian River and South Norfolk.

## **Infill Development**

As noted under the Urban Revitalization theme above, infill development is a key aspect of revitalization efforts and can be seen as a positive sign of the health of a community in attracting new investment. Infill residential construction helps to address the aging housing stock and is a contributor to stabilizing neighborhoods and blocks. There was consensus that while infill development can lead to gentrification of an area, efforts should be made to ensure that new infill housing provides affordability options to all. Quality architectural design should also be promoted, to avoid monotony of new houses along a street. An important caveat was repeatedly mentioned by the committee that in order for infill development to be successful, there needs to be adequate infrastructure systems to support the increased densities and new construction. This includes schools, water and sewer lines, stormwater systems, roads, and sidewalks. The need to address the quality and capacity of urban schools was mentioned in particular as a key factor for success in revitalization and infill development.

## **Economic Development**

In order to achieve many of the goals and improvements in the quality of life for the citizens and urban revitalization of our city, the City needs a robust economic base. When evaluating direct fiscal impacts to the City's operating and capital improvement budgets, residential development generally costs the City more in services and infrastructure costs than it brings in taxes. However, this is often offset by factoring in the indirect economic "spinoff" benefits generated by the development. Conversely, commercial and industrial enterprises are fiscally net benefits for the city. The City needs to focus on a broad set of economic development efforts that include attracting new major enterprises to the city, but also leveraging advances in technology, such as broadband and renewable energy, to maximize the productivity of our existing industrial and commercial areas, promote the strength and diversity of local and small businesses and agriculture, and revitalize existing commercial/retail areas that are impacted by technology changes, including e-commerce and automation.

Committee members had a variety of specific opinions and recommendations for enhancing the City's economic development efforts. For example, there was a perception by some members that the City has been somewhat parochial in its approach to economic development, perhaps shying away from commerce and industry that is new or unfamiliar to the area, coupled with a tendency to avoid mistakes made in other localities rather than learn from their successes. The City of Huntsville, Alabama was identified as an example of a locality that has acknowledged its weaknesses and failures, but has been willing to be open-minded in diversifying its economic development portfolio to lessen its dependence on government-related jobs. Careful vetting and strategic application of cash incentives can be a useful tool for Chesapeake in diversifying its portfolio. Actively engaging with leaders of other cities and regions can also reap multiple benefits for our City and its economy.

Recognizing the size and urban-suburban-rural diversity of Chesapeake, some committee members felt that the City needs more emphasis on deciding what we want to become and, conversely, what we do not want to become. The next full Comprehensive Plan review and update should focus on developing a clear, shared vision for Chesapeake's future in all parts of the City. This in turn should help guide economic development strategies that promote balanced and responsible economic growth that does not conflict with Chesapeake's unique natural amenities. The role of mixed use development as an economic catalyst should be considered, as has been done in Raleigh, NC, Woodstock, GA, and Cobb County, GA.



## 2.0 Chapter Two Priority Action Strategies & Recommendations

In order to gain a better understanding of how Chapter Two's land use and growth management policies are inter-related with the City's infrastructure systems and quality of life amenities, the committee reviewed Chapter Three and Four action strategies first. Reviewing the Comprehensive Plan in this manner enabled the committee to formulate a robust and diverse set of implementation recommendations to address this chapter's important policies.

Below are action strategies that the committee has identified as priorities for implementation:

### Economy

- **Goal:** The City will achieve an economic development base that is both flexible and resilient by supporting a diverse workforce that takes advantage of Chesapeake's physical and economic assets.
  - Objective 1, Action Strategy 1 (large business/mixed-use opportunities)
  - Objective 1, Action Strategy 2 (redevelopment/infill opportunities)
  - Objective 2, Action Strategies 1 and 2 (promote wireless systems, tech company partnerships)
  - Objective 4, Action Strategy 6 (promote small business/agriculture)

### Land Use

- **Goal:** The City will achieve a land use pattern that is economically stable and that is responsibly grown over the course of time.
  - Objective 5, Action Strategy 4 (promote Dom. Blvd. Study/TCOD)

### Growth Management

- **Goal:** The City will ensure that public services and utilities are available to support both existing land uses and the expected growth rates of people and jobs in accord with the Comprehensive Plan.
  - Objective 2, Action Strategy 1 (promote infill development)
  - Objective 2, Action Strategy 2 (balance residential/non-residential uses)

### Natural Resources

- **Goal:** The City will protect, maintain, and improve the quality of the natural environmental systems – air, water, natural habitats and wetlands.
  - Objective 2, All Action Strategies (water quality protection)
  - Objective 3, All Action Strategies (mitigate flooding/sea level rise)
  - Objective 5, All Action Strategies (wetlands mitigation/protection)
  - Objective 7, All Action Strategies (identify public waterfront access)
  - Objective 9, All Action Strategies (identify air quality measures)

- Objective 10, Action Strategy 1 (preserve conservation corridors)
- Objective 11, All Action Strategies (adopt urban forest mgmt. plan)

## Housing

- **Goal:** The City will foster the development and maintenance of a diverse, safe and quality housing stock that is accessible and affordable to all people who live or work in the City.
  - Objective 1, Action Strategy 1 (affordability of existing housing)
  - Objective 1, Action Strategy 3 (maintain existing housing stock)
  - Objective 3, Action Strategy 1 (housing for special needs population)
  - Objective 3, Action Strategy 2 (mixed-income housing options)
  - Objective 4, All Action Strategies (housing for aging population)

## **Implementation Recommendations:**

1. In order to accommodate the higher densities recommended in the Comprehensive Plan for the urban areas, infrastructure improvements - including stormwater management - will be needed to handle both existing and future capacity needs.
2. Strong building code enforcement and incentives are needed to address issues with maintaining older houses and neighborhoods.
3. Objective 2, Action Strategy 3 of the Economy section should be updated to indicate that the UEDO Policy was adopted by Council, as described in Objective 6.
4. Cavalier Wildlife Management Area should be added to Objective 5, Action Strategy 4 of the Land Use section.
5. Transfer of development rights should be explored as tool to be implemented to help preserve Southern Chesapeake.
6. Promotion of pedestrian opportunities should be more clearly emphasized in Objective 5, Action Strategy 3 of the Land Use section.
7. The impact of Summit Pointe will need to be closely evaluated during the next review of the Comprehensive Plan.
8. The City should implement its Urban Forestry Plan, including filling the Urban Forester position.
9. Polluters should be required to pay toward regional water quality improvement efforts as applicable to them.
10. Stormwater management should continue to be a strong emphasis (Appendix G).
11. Chesapeake should develop a green infrastructure plan, using Norfolk's plan or those of other neighboring cities as a guide.
12. Residents should have opportunities to age in place in their homes.
13. The Planning and Land Use Policy should be used to encourage infill and mixed use development.
14. LOS Policy thresholds should not be adjusted inconsistently or without strong rationale.

15. Existing school facilities should be better utilized and maintained before new ones are built.
16. The last paragraph of Objective 1, Action Strategy 5 of the Land Use Section should be re-worded to affirm that the City does not promote converting rural land to 3-acre lots. See Appendix D for a 2017 staff report to City Council on agricultural divisions.
17. More should be done to improve development design (e.g. clusters) in rural Chesapeake, as promoted in Objective 3, Action Strategy 9 of the Land Use Section.
18. Action Strategies 1 and 2 under Chapter Two, Economy section, Objective 2, which advocate for promoting wireless communication systems and partnerships with technology companies, should be clearly cross-referenced to the Franchise Utilities section of Chapter Three.
19. The City should adopt conservation design and resiliency requirements for building permits similar to what has been implemented in Norfolk, which can be seen at this link: (<https://www.norfolk.gov/DocumntCenter/View/36605>). Such requirements should balance the desired conservation and resiliency objectives with practical considerations and costs to developers, particularly for redevelopment projects.
20. Ensure that City personnel have adequate tools and resources that they may identify as being needed to oversee construction and maintenance over time of BMPs and other stormwater facilities. Also, the City should review its Public Facilities Manual and development review process as needed to ensure that best practices in administering and enforcing stormwater regulations are being applied, in pursuit of the Comprehensive Plan Stormwater Management section in Chapter Three.
21. The City's Planning and Land Use Policy should be reviewed comprehensively to evaluate the appropriateness and effectiveness of public facilities and services currently included (roads, schools, sewer) in managing the timing of growth and whether other public facilities should be considered for inclusion, such as stormwater management.
22. To meet water quality goals, provide education opportunities, and provide more public amenities, the City should continue to seek opportunities to create new public access points along our waterways and support shoreline restoration efforts.
23. Many Fortune 500 companies have sustainability plans that emphasize obtaining a growing percentage of their power from renewable energy sources. To be competitive in attracting such business, Chesapeake should adopt policies that encourage renewable energy.
24. The City should re-commit to using LEED building standards for new municipal construction, looking to neighboring localities, specifically Virginia Beach, for local precedents.
25. According to 2014 Census data, at least 20% of the households in Chesapeake are either in multi-family buildings or mobile homes, neither of which are likely to have curbside recycling pickup. The City needs to establish drop off points to support recycling for this one-fifth portion of the City's population.

26. Encourage residential and commercial entities to utilize practices to reduce runoff, such as rain barrels, cisterns, rain gardens, green roofs, and pervious surface pavements – perhaps via rebates on stormwater fees.
27. The City needs to do more outreach regarding the impacts of sea level rise and flooding to communities, such as Riverwalk. We need to make citizens better aware of CBPA Buffer Zone protection requirements.
28. Work with the Chesapeake Environmental Improvement Council (CEIC) to expand outreach and education efforts with the public, including efforts to reduce use of single use plastics.



### 3.0 Chapter Three Priority Action Strategies & Recommendations

The committee recognized that having a clear vision and strategies for implementing various elements of the City's infrastructure system is essential to responsible growth and quality of life. Given the City's expansive geography that encompasses urban, suburban, and rural settings, accommodating citizens' need for adequate roads, water and sewer, solid waste and storm water management, and franchise utilities is quite a challenge. There was general consensus that in order to achieve the Comprehensive Plan's overarching vision of promoting higher densities in the urban area, while preventing further sprawl in the suburban belt and preserving rural Chesapeake, significant investment will be needed to improve the capacity of existing, aging infrastructure in older areas, while ensuring that adequate and balanced infrastructure investment is made in Southern Chesapeake for public safety and quality of life.

Below are action strategies that the committee has identified as priorities for implementation:

#### Transportation

- **Goal:** The City will achieve a safe, efficient, economical, and multi-modal transportation system, including rail, bicycle, pedestrian, public transportation, airport and seaport modes, while recognizing that pressures for increased motor vehicle travel will continue and that community disruption and adverse environmental impacts should be minimized.
  - Objective 1, Action Strategy 1 (MTP should be guide for new roads)
  - Objective 1, Action Strategy 6 (promote access mgmt. plans for roads)
  - Objective 2, Action Strategy 1 (promote complete streets)
  - Objective 2, Action Strategy 2 (promote sidewalk construction)
  - Objective 2, Action Strategy 4 (promote Master Trails Plan)
  - Objective 3, Action Strategy 2 (promote high speed rail)
  - Objective 3, Action Strategy 3 (enhance public transit routes)
  - Objective 3, Action Strategy 5 (increase bus service frequencies)
  - Objective 4, Action Strategy 3 (implement roads pro-rata system)
  - Objective 5, Action Strategy 3 (encourage mixed-use development)
  - Objective 6, Action Strategy 6 (preserve railroad right-of-way corridors)
  - Objective 8, Action Strategy 3 (construct airport access road)
  - Objective 8, Action Strategy 5 (Rt. 460 improvements at Bowers Hill)

#### Water and Sewer

- **Goal:** Provide an adequate level of public water and sewer services that are safe to the public and cost efficient.
  - Objective 1, Action Strategy 1 (identify future water sources)
  - Objective 2, Action Strategy 1 (establish buffers for water supplies)
  - Objective 2, Action Strategy 3 (monitor new impervious surfaces)

- Objective 7, Action Strategy 1 (discourage private wastewater systems)
- Objective 7, Action Strategy 3 (review soils standards)

### Solid Waste Management

- **Goal:** The City shall ensure an environmentally sound and efficient solid waste management system.
  - Objective 2, Action Strategy 1 (educate for Reduce, Reuse, Recycle)

### Stormwater Management

- **Goal:** The City will plan and implement a stormwater management program to protect the health, safety and welfare of Chesapeake residents.
  - Objective, Action Strategy 2 (consider alternative management tools)
  - Objective, Action Strategy 7 (utilize Sustainable Chesapeake Plan)
  - Objective, Action Strategy 8 (implement draft Urban Forestry Plan)

### Franchise Utilities

- **Goal 1:** The City will work with power franchisees to improve the safety, efficiency, dependability, and aesthetic impact of power utilities.
  - Objective 2, Action Strategy (allow for new technologies)
- **Goal 2:** The City will encourage the development of a robust, aesthetically sensitive, dependable and efficient telecommunications infrastructure in order to remain competitive in a global economy.
  - Objective 1, Action Strategy 5 (promote broadband Wi-Fi)
  - Objective 3, Action Strategy 3 (promote public internet access)

### **Implementation Recommendations:**

1. The City should develop its own transportation model; this should be a separate action strategy.
2. The Master Transportation Plan should be carefully evaluated during the next Comprehensive Plan review to determine if there are planned road facilities that are not practical or realistic to construct for environmental or other reasons, such as the planned connection of Gum Road and Dock Landing Road in Western Branch, or planned roads west of I-664.
3. The City needs to promote better buffering and landscaping between and within land uses to provide separation from incompatible uses, and to protect water resources, habitats and viewsheds.
4. Future transportation funding decisions should carefully weigh the tradeoffs of widening roads to improve efficiency, which can lead to more traffic and sprawl. Cost/benefit analysis should consider future maintenance costs and the cost of lost

opportunities, i.e. how could money be spent otherwise (e.g. for schools, parks, libraries, bike paths, etc.)

5. Evaluation of new developments should consider the long term maintenance liability – beyond 20 years – from expanding utilities and roadways for new development. The developer may be willing to build roads and sewers for new development, but if these are deeded to the City, can we afford eventual maintenance and replacement costs for this infrastructure.

6. City staff should look at a more comprehensive financial analysis than a simple fiscal analysis when reviewing rezonings. An overall economic analysis is a more accurate way of evaluating a development's long term impact on a city and its services. Privately owned developments should get credit for their funding and long-term maintenance of their own infrastructure.

7. The City should better educate citizens on how changes in levels of service or funding for programs and services in one part of the City can relieve pressure in other areas.

8. The impact of traffic from areas outside of Chesapeake, such as North Carolina, should be considered when evaluating the City's roadway needs.

9. The City should consider updating the Level of Service Study more frequently, as conditions warrant.

10. Walkability, Bikeability, and Connectivity should be encouraged as part of an overall strategy to reduce vehicle miles traveled. This can be combined with traffic calming measures to improve safety and to minimize cut-through traffic.

11. The 2004 Greenbrier Pedestrian Study should be re-visited. There were several recommendations made but never implemented. Perhaps additional recommendations could be implemented.

12. The City should look for opportunities to connect communities with their "Main Streets," for example Indian River Road. Resources should be allocated toward traffic calming, lane diets, bike lanes, pathways, and crosswalks in existing communities. To encourage community buy-in – and avoid spending money on ineffective solutions – pilot and demonstration projects should be done to test out concepts. An example can be found at <https://www.strongtowns.org/journal/2016/9/20/slowing-the-cars-in-st-louis>.

13. Bus stops should be improved to have shelters versus being open and uncovered.

14. The City should pursue establishment of a historical trail system, perhaps in a partnership between the Historic Preservation Commission and Bicycle-Trails Advisory Committee.

15. Extension of the Dismal Swamp Canal Trail to North Carolina line should be pursued, perhaps in a partnership with the state, tied to creation of I-87.

16. A wildlife crossing should be constructed in the vicinity of the Frank Williams Farm, especially if Route 17 is upgraded to I-87.

17. The City should consider recommending that trails be installed in lieu of sidewalks in rural areas.

18. Connectivity of trail systems should be emphasized.
19. Citizens should be educated as to the many benefits of connectivity. Even when vehicle roadway connectivity is not preferred (e.g. between subdivisions), pedestrian and bicycle pathway connectivity should be encouraged. See Appendix E.
20. There needs to be a more robust effort at information dispersal to citizens in general for public meetings, upcoming Council decisions on key projects, etc.
21. The City should explore creation of online public engagement platforms that are more interactive than current techniques, in order to foster full public dialogue. The City should engage the development community as to the most effective ways to implement this platform.
22. Execute a campaign to educate drivers, bicyclists, and pedestrians on shared roadway safety.



## 4.0 Chapter Four Priority Action Strategies & Recommendations

The committee acknowledged that while the goals, objectives, and action strategies of the Quality of Life Chapter may not be as recognizable to the general public as the land use and growth management policies of Chapter Two or the transportation and trails policies of Chapter Three, recommendations regarding quality community design, preservation and promotion of open space and recreational amenities, and other quality of life components are very important to Chesapeake's uniqueness.

Below are action strategies that the committee has identified as priorities for implementation:

### Design

- **Goal 1:** Establish a unique economic, cultural, and visual identity for Chesapeake as a destination in the region.
  - Objective 1, All Action Strategies (promote quality design)
  - Objective 6, Action Strategy 1 (promote integrated trail systems)
  - Objective 6, Action Strategy 2 (promote trails-open spaces in suburbs)
  - Objective 8, Action Strategy 3 (plant trees in medians of new roads)
- **Goal 2:** Promote the unique character of the Urban, Suburban, and Rural Overlay Districts.
  - Objective 4, Action Strategy 1 (encourage well designed communities)
  - Objective 4, Action Strategy 2 (encourage neighborhood amenities)
  - Objective 6, Action Strategy 1 (strategic plan for Dom. Blvd. corridor)
  - Objective 7, Action Strategy 2 (promote clusters versus piano-key lots)
- **Goal 4:** Recognize the unique design characteristics and qualities of the individual areas or communities of the city.
  - Objective 4, Action Strategy 1 (infill development for Greenbrier)

### Education

- **Goal 2:** Continue to foster the integration of school facilities into the overall fabric of the community.
  - Objective 3, Action Strategy (evaluate all impacts of private schools)

### Parks and Recreation

- **Goal:** Provide a parks and recreation system that will serve all segments of Chesapeake's population with a variety of facilities and programs necessary to meet expressed needs. Additional departmental information can be found in the Parks and Recreation section of the Technical Document.
  - Objective 1, Action Strategy 3 (consider alternative recreational facilities)
  - Objective 2, Action Strategy 4 (make new park sites accessible)
  - Objective 4, Action Strategy 1 (promote unique environmental features)

- Objective 4, Action Strategy 2 (seek Scenic Waterway status for sites)
- Objective 4, Action Strategy 3 (develop public boat ramps/canoe put-ins)

**Implementation Recommendations:**

1. When considering development incentives, the phrase “environmental standards” should be added to Goal 1, Objective 1, Action Strategy 6 of the Design Section, with the caveat that the environmental standards that might qualify for incentives, if exceeded by a developer, need to be clearly defined.
2. Related to reviewing landscaping plans for major developments, the phrase “meet stormwater runoff standards and TMDL requirements set by state regulations, MS4 Permits, and Chesapeake Bay Clean Water Blueprint goals” should be added to Goal 1, Objective 2, Action Strategy 3 of the Design Section.
3. Regarding the design of public buildings under Goal 1, Objective 4, Action Strategy 1 of the Design section, the phrase “and the incorporation of LEED (Leadership in Energy and Environmental Design) components” should be added at the end of the first sentence.
4. The City’s parking lot standards should be reviewed with a view to reducing the amount of required parking surface or spaces. Current standards often result in many unused spaces and more land dedicated to parking than the actual building; this accelerates sprawl by pushing everything further apart and discouraging walkability. The City should review neighboring cities’ standards. For example, Virginia Beach has thresholds for reduction in parking ratios once certain targets are met. Also, structured parking could be recommended for certain development applications (e.g. infill, mixed use) to meet open space requirements.
5. The Agricultural Division ordinance should be reviewed for possible amendment to extend the length of time a property owner has to wait before seeking to further subdivide the property (see Appendix D).
6. Efforts to further incentivize cluster developments should be explored.
7. Infrastructure improvements will be needed to accommodate expanded infill development.
8. Large parcels and strip shopping center parking lots, such as Southgate Plaza Shopping Center and Indian River Shopping Center, should be considered for possible infill and mixed use development opportunities.
9. More funding needs to be dedicated by the City to redevelopment efforts, including creating a staff position(s) to manage planning related redevelopment activities.
10. Existing infrastructure, including schools, should be fully utilized before funding and constructing new infrastructure. Utilization measures should be evaluated, well defined, and quantified.
11. Improvements to Northwest River Park, as contained in the Capital Improvement Budget, should move forward and other parks should be well maintained.

12. Chesapeake has a high number of wildlife hotline calls (see Appendix I), likely due to continuing development in the southern section of the City that is encroaching on wildlife habitats. This should be addressed through education for residents and ensuring that development disturbs established wildlife habitats as little as possible. Continuing to include planned wildlife corridors and working to preserve existing habitats when possible will also help reduce the number of human-wildlife conflicts.
13. Special attention needs to be paid to the condition of failing strip shopping centers.
14. Monotonous design and construction of infill homes in older areas needs to be addressed by encouraging and incentivizing high building standards and by providing guidance on diversity of building design and materials.
15. The City needs to better promote our natural and other amenities to encourage visitors to stay and spend in Chesapeake rather than just drive through our city en route to other places.



## 5.0 Special Area Plans and Policies Recommendations

In addition to reviewing the action strategies contained in the main policy chapters of the Comprehensive Plan, the committee also spent time reviewing key special area plans and policies that are components of the Plan. In general, committee members felt that special area plans should have a strong and focused vision, while also containing practical and achievable recommendations and implementation strategies. Implementation plans should be simple, strong, and direct, with a logical rationale for funding key catalytic strategies. Unique characteristics of special areas and corridors should be maximized. When working to promote the vision and goals for development of an area or corridor, the City must be aware of, and adjust its implementation strategies to, the realities of the subject area, whether it be one or many developers, few or many property owners, and the sources of funding.

There was consensus that when a new plan or study is being contemplated, there should be a clear understanding by City Council of the need and potential impacts. If a plan is not implemented in a timely manner, its recommendations and market viability can become dated, especially estimates for infrastructure improvements. Special area plans that have a residential component need to include recommendations for strategies on how communities will handle long term maintenance and eventual revitalization/replacement of building stock to avoid decline. The City of Norfolk has a number of quality of life and infrastructure strategic planning documents that Chesapeake could utilize (see Appendix H).

The committee felt that the various special area plans and policies adopted by City Council should be re-visited periodically to evaluate their implementation effectiveness. There are many visions around the City for new development in emerging growth areas, but there is also an increasing need for a strong redevelopment vision and implementation plan for older areas. Perhaps a designated office for redevelopment activities is needed.

Improving connectivity and pedestrian opportunities in the various special area plans reviewed was a common concern. For the Greenbrier area in particular, there was consensus that the 2004 Greenbrier Area Pedestrian Study (Appendix F) should be updated and that recommendations for pedestrian improvements should be a priority for funding, perhaps through the Greenbrier TIF Fund. An elevated pedestrian walkway for the Summit Pointe development was suggested as a strong strategic investment to attract people who may wish to walk conveniently to the development from nearby existing or future retail, residential, or employment centers, such as Towne Place at Greenbrier and Liberty Executive Park. The cost and timing to construct this facility would need to be commensurate with the anticipated return on investment and demonstrated pedestrian need.

## Western Branch Land Study & Portsmouth Boulevard Task Force Report

### **Implementation Recommendations:**

1. Revitalization efforts in this area should continue to be pursued.
2. Traffic flow and visibility along Portsmouth Boulevard are bad and should be addressed.
3. Connectivity needs to be improved.
4. More daytime employment is needed; perhaps through a technology business park.
5. Western Branch area schools need to be better leveraged as community assets.
6. The mall should be revitalized in accord with Portsmouth Boulevard Task Force recommendations and be evaluated within the overall discussions of infill, mixed-use and redevelopment in future Comprehensive Plan revisions.

## Poindexter Corridor Strategic Development Plan

### **Implementation Recommendations:**

1. The Plan has some good recommendations, but concepts for mixed use development along the waterfront have proven to be unfulfilled due to connectivity limitations imposed by the interstate and railroad line. Practical, sound recommendations should be funded and implemented.
2. The City should develop a solid plan for incentivizing private investment to come to the area to help achieve the vision, especially small businesses who have unique pressures.
3. The City should consider incentivizing business façade improvements, perhaps by fronting funds and recapturing later through increased sales tax revenues.
4. The City should develop strategies for dealing with property owners not wanting to participate in redevelopment plans.
5. The waterfront area should be re-evaluated as part of a larger industrial waterfront study that is recommended in the Comprehensive Plan.
6. A chronic flooding research facility could be explored for the former Belharbour site.

## Great Bridge Village Design Guidelines

### **Implementation Recommendations:**

1. While coordinated land use and design can be a good foundation for an area vision, allowing some diversity in design can also contribute to the area's uniqueness.
2. Vacant or dilapidated properties should be addressed proactively.
3. Traffic congestion and neighbors' resistance to change are issues that will need to be addressed in the Causeway District, including a robust education and public awareness outreach effort to promote the plan vision while addressing concerns.
4. Key implementation strategies should be funded.

## South Military Highway Corridor Study

### **Implementation Recommendations:**

1. The parallel connecting roads recommended for the core area of the study should be funded and constructed, perhaps through a partnership with VDOT, since Military Highway is the primary detour route when the I-64 High-Rise Bridge is closed.
2. There should be regional cooperation in the implementation of revitalization activities for major areas or transportation corridors of regional significance, such as Military Highway.
3. Other key implementation strategies contained in the study for revitalizing Military Highway should be funded and/or proactively carried out.

## Dominion Boulevard Corridor Study

### **Implementation Recommendations:**

1. The City should continue to be aware that not all residents favor the master land use vision of the Study and develop strategies and communication efforts for addressing such sentiments.
2. The master land use vision needs to be carefully managed and adhered to, as there are already citizens and stakeholders who feel the study is an unnecessary encroachment into Southern Chesapeake.
3. If gradual development of the rural area is the predominant desire of the City, then it needs to be managed in a balanced and graceful way, with clear intent and transparency of purpose, and with adequate infrastructure to support it.
4. The City's Open Space and Agriculture Preservation (OSAP) Program should be fully funded in a manner that enables Southern Chesapeake to be preserved in a strategic and balanced manner.
5. The balance of commercial to residential development approved in the Dominion Boulevard corridor needs to be carefully monitored, so as to avoid a fiscally imbalanced situation for the City and existing taxpayers.
6. School capacity issues must be addressed in order for the planned growth of the master land use vision to be realized.
7. City Council must strive to be open and transparent in future decisions about development, infrastructure, etc. in the Dominion Boulevard and TCOD corridors, including the provision of supporting data and information. The renewed review of the Frank Williams Farm as a potential industrial/logistics land use is an example.
8. Key environmental stakeholders need to be involved in future development decisions in the study area.
9. Environmental concerns and economic opportunities in the corridor will need to be carefully balanced, especially if the roadway becomes I-87.

10. There needs to be a dedicated effort by the City to implement the study in a balanced and property timed manner, using the LOS Policy, strategic infrastructure improvements, a possible zoning overlay district to help implement design standards (similar to the Fentress Airfield Overlay District), and other tools

#### Transportation Corridor Overlay District

##### **Implementation Recommendations:**

1. Key environmental stakeholders need to be involved in future development decisions in the target areas, particularly those located in southern-most areas of the City, such as the U.S. Fish & Wildlife Service, U.S. Army Corps of Engineers, Virginia Department of Game & Inland Fisheries, and Virginia Department of Conservation & Recreation.
2. The specific development criteria for each of the TCOOD target areas should be equitable and fairly enforced/implemented.
3. Development activities, especially residential development, need to be strictly limited to the target areas and no other areas within the overall corridor overlays.
4. Mixed-use, mixed-income strategies, with possible government incentives, may be needed to ensure successful development of target areas and other commercial shopping centers and malls, to relieve pressure on Southern Chesapeake.
5. Given the book-end effect of TCOOD corridors east and west of central rural Chesapeake, and growth pressures from North Carolina south of the border, there needs to be an advocacy group for the Northwest River Watershed, similar to the Elizabeth River and Chesapeake Bay. The City should be prepared to assist such a community-based group as appropriate to fulfill Comprehensive Plan goals.
6. For the Frank Williams Farm site, if approved, any Comprehensive Plan change should spell out that the site has unique characteristics due to its location and that specific steps need to be taken to incorporate green infrastructure to protect and improve the water quality of the Northwest River, protect the recreational value of the neighboring Great Dismal Swamp and Cavalier Wildlife Management Area, and provide wildlife connectivity between those two sites.
7. Best land use practices need to be encouraged in the target areas, especially the preservation of historical assets and artifacts.

## Appendices:

Appendix A: Minutes of Committee Meetings

Appendix B: Tables of Chapter Goals, Objectives, and Action Strategies

Appendix C: City of Chesapeake Population Projections

Appendix D: Staff Report to City Council on Agricultural Divisions

Appendix E: Overview of Comprehensive Plan Connectivity Policies

Appendix F: Greenbrier Area Pedestrian Safety Study (HRPDC, 2004)

Appendix G: Overview of Chesapeake Watersheds

Appendix H: Quality of Life and Infrastructure Resources from City of Norfolk

Appendix I: Virginia Wildlife Conflict Helpline Calls Map, FY 2014



# **APPENDIX A**



## AGENDA

### MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES

**Major Hillard Library Meeting Room  
824 Old George Washington Highway, North  
March 7, 2018 – 5:30 PM**

- A.** Welcome..... 5:30-5:45 p.m.
- B.** Review of Committee's Mission..... 5:45-6:00 p.m.
- C.** Overview of 2035 Comprehensive Plan..... 6:00-6:30 p.m.
- D.** Committee Member Introductions..... 6:30-7:00 p.m.
- E.** Election of Committee Chair and Vice Chair..... 7:00-7:15 p.m.
- F.** Next Meeting – Date, Time, Location, Topic..... 7:15-7:30 p.m.
- G.** Adjournment





## **Mayor's Advisory Committee on Comprehensive Plan Strategies Meeting Minutes March 7, 2018**

Members Present: Heather Barlow, Nick Baum, Susan Cox, Markiella Moore, Ray Roenker, Rogard Ross, and Jayne Whitney

Staff/Others Present: Planning Director Jaleh Shea, AICP, and Comprehensive Planning Administrator Mark Woodward, AICP

The meeting was convened at 5:30 p.m. by Jaleh Shea. Ms. Shea welcomed the members on behalf of Mayor West and congratulated them on their appointment to the committee. Ms. Shea gave an overview of the mission of the committee as envisioned by the Mayor and as further described in her welcome letter.

Mark Woodward provided a slide show overview of the Moving Forward Chesapeake 2035 Comprehensive Plan, including the main elements of the Plan, how staff administers and updates it, and how it is implemented through a system of goals, objectives, and action strategies. He mentioned that he is preparing a summary of each Comprehensive Plan chapter's goals, objectives, and action strategies to facilitate the committee's review. An effort is being made to notate strategies that have already been accomplished since the Plan's adoption in February 2014. At their request, Mr. Woodward will provide a copy of the slide show to the committee members.

Committee members introduced themselves and briefly described their interest in the Comprehensive Plan, as well as their vision for Chesapeake. Addressing suburban sprawl and its related impacts appeared to be a common concern.

Nick Baum suggested that it might be helpful to see a summary of projects that have been developed since the Comprehensive Plan's adoption. Planning Department staff track development applications and can provide some information to the committee. Staff will also provide future population projection information. There was a suggestion to explore a digital file sharing capability for the committee. Rogard Ross suggested that it could be helpful for the group to discuss what its end goals might be as far as a final report to the Mayor.

There was discussion of electing a Chair and Vice Chair for the committee. Mr. Baum volunteered to serve as Chair and Heather Barlow was amenable to serving as Vice

Chair. There was unanimous consensus among the committee members to elect Mr. Baum and Ms. Barlow to these positions.

The proposed meeting schedule was reviewed. It was pointed out that the April 4<sup>th</sup> meeting would fall during Chesapeake Public Schools Spring Break and several members mentioned that they will be out of town. There was consensus to cancel this meeting and adjust the overall meeting schedule and topics accordingly. There was consensus that the location (Major Hillard Library), day (Wednesday), and time (5:30-7:30 p.m.) of future meetings is workable.

Mr. Ross suggested that part of the meeting on March 21<sup>st</sup> could be devoted to discussing the committee's end goals as mentioned earlier. Chairman Baum would like to discuss a few key development projects and how they meshed with the Comprehensive Plan. Ms. Shea said that staff is prepared to also provide an overview of Chapters 3 and 4 of the Plan. Mr. Woodward said that he would send minutes of the meeting to members, along with a copy of the Comprehensive Plan overview slide show and a revised committee roster containing email and telephone contacts.

Chairman Baum asked committee members to review their copies of the Comprehensive Plan provided by staff, particularly Chapters 3 and 4, to prepare for the March 21<sup>st</sup> meeting. With no further business to discuss, the meeting was adjourned at 7:40 p.m.

MHW





## **AGENDA**

### **MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES**

**Major Hillard Library Meeting Room  
824 Old George Washington Highway, North  
March 21, 2018 – 5:30 PM**

- A.** Chairman's Call to Order
- B.** Welcome and Additional Member Introductions
- C.** Approval of March 7<sup>th</sup> Meeting Minutes
- D.** Discussion of Goals for Final Report to Mayor
- E.** Review of Key Development Projects and Compatibility with 2035 Comprehensive Plan
- F.** Overview of 2035 Comprehensive Plan Chapters 3 and 4
- G.** Next Meeting – Date, Time, Location, Topics
- H.** Adjournment





## **Mayor's Advisory Committee on Comprehensive Plan Strategies Meeting Minutes March 21, 2018**

Members Present: Heather Barlow, Nick Baum, Charlie Ferguson, Ed Goodin, Lenard Meyers, Ray Roenker, Rogard Ross, and Jayne Whitney

Staff/Others Present: Planning Director Jaleh Shea, AICP, and Comprehensive Planning Administrator Mark Woodward, AICP

The meeting was convened at 5:40 p.m. by Chairman Nick Baum. Charlie Ferguson, Ed Goodin, and Lenard Myers were welcomed to the group and made brief introductory remarks. Other members re-introduced themselves.

The minutes of the March 7, 2018 meeting were reviewed and approved by consensus without changes.

Chairman Baum called on Rogard Ross to lead the discussion of the committee's goals for the final report to the Mayor. Mr. Ross felt that in terms of format, the final report should be succinct and to the point, perhaps something like a "top ten areas for improvement." There could be supporting documentation as attachments to the main report. The fundamental theme of the report should be how the Comprehensive Plan's goals, objectives, and action strategies could be better implemented. Mr. Baum pointed out that the goals and objectives seem strong and that the committee may want to focus on the action strategies. Jaleh Shea agreed, noting that the Comprehensive Plan's vision, goals, and objectives were developed and adopted through broad public input and deliberations by Planning Commission and City Council. The action strategies are more approachable and changeable in terms of the committee's mission.

The Planning and Land Use Policy (aka Level of Service or LOS Policy) was mentioned as an example of an action strategy to review for recommended changes. Mr. Ferguson observed that there is good geographic representation on the committee and that one recommendation could be to promote the Comprehensive Plan more thoroughly citywide and educate the community on the Plan's key components. Mr. Goodin asked for confirmation that the committee should be focusing on the bulleted items under the goals and objectives throughout the Plan. Mark Woodward confirmed that is City staff's understanding of the assignment from the Mayor.

Mr. Ferguson asked if recommendations could be made regarding certain proposed roads shown on the 2050 Master Transportation Plan (MTP). This was in context to a road described in the MTP in Western Branch, East of the Airport and connecting Hwy 58 North to Portsmouth Blvd. Staff had spoken to him in the past about that road likely never happening because of wetlands issues. He felt that if not feasible or something we can expect to happen, the road, or others like it, should not be shown on the MTP. Mr. Woodward responded that the 2050 MTP is a major policy within the Comprehensive Plan, with accompanying action strategies for implementing it that can be reviewed by the committee. Ms. Shea pointed out that the 2050 MTP and 2035 Land Use Plan are closely linked, which means that changes to one policy will have implications for the other policy. An example of an MTP action strategy that the committee could review is the so-called "500-foot rule," which states that adjustments to any roadways shown on the MTP that exceed 500 feet in any direction require a Comprehensive Plan amendment.

Jayne Whitney asked when the Levels of Service grades for existing roadways were last reviewed. Planning staff will check with the Public Works Department and get back to the committee on this.

Chairman Baum recommended that the discussion of key development projects and their compatibility with the Comprehensive Plan be tabled until after the committee has had more time to review the Plan's action strategies. Mr. Ross suggested that the committee members develop their lists of recommendations at the end of each meeting and then refine later. Mr. Woodward mentioned that the meeting schedule is set up such that staff's overview of each major chapter of the Comprehensive Plan is followed at the next meeting by a discussion of recommended amendments.

Mark Woodward provided an overview of Chapters 3 and 4 of the Comprehensive Plan, as well as briefly recapping the overall Plan overview provided at the March 7<sup>th</sup> meeting. He also distributed summaries of each Plan chapter's goals, objectives, and action strategies to facilitate the committee's review. An effort was made to notate some strategies that have already been accomplished since the Plan's adoption.

Chairman Baum asked committee members how they felt about implementation of the transportation policies in Chapter 3. Mr. Ross said that it seems to come down to a competition between roadways and streets, meaning the tradeoff between efficiency and interruption. He asserted that 23% of the City's Operating Budget is for transportation and 18% of the Capital Improvement Budget is devoted to transportation projects. In other words, we spend a lot of money on roads. Mr. Baum noted that traffic congestion and bottlenecks can be bad. It appears that traffic calming projects have been good. Mr. Ross warned that widening roads to improve efficiency can promote using cars.

Ms. Whitney asked if there was an actual traffic calming policy and if so, how it is funded. Planning staff will check with the Public Works Department and get back to the committee on this. Mr. Ross felt that more funding for traffic calming is needed.

Mr. Ferguson suggested that in order to facilitate providing recommendations to the Mayor in an efficient manner, perhaps a table could be created to summarize the goals, objectives, action strategies, and the committee's scores and comments on well they are being implemented. There was consensus to move in this direction. Mr. Woodward said that he can re-work the action strategy summaries into such a table for each chapter. There was consensus that while the committee may not be able to discuss or make recommendations on every single action strategy in the Comprehensive Plan, having a systematic way to evaluate higher priority strategies will be beneficial. Evaluating how the LOS Policy is being reviewed and updated is a good example.

Mr. Ferguson asked if the Comprehensive Plan's action strategies are mostly actionable to City staff. Ms. Shea responded that some of them are, but others are not. Mr. Woodward explained that the Comprehensive Plan by design is intended to be broad enough in its scope that it can be utilized by a variety of stakeholders. There is always a delicate balancing act involved with administering and updating the Comprehensive Plan; it must be broad enough to encompass the size, diversity of land uses, and quality of life needs on a city wide basis, but also be specific enough to be actionable.

Ray Roenker suggested that the committee prioritize the action strategies by cost or best return on investment where possible. Mr. Ross felt that the action strategies in the Design section of Chapter 4 sound great as aspirations, but may not be practical for Chesapeake. Ms. Shea acknowledged that some action strategies are truly aspirational and visionary, but may never be realized. Mr. Goodin suggested prioritizing the top three action strategies in each section, then focusing on areas for improvement amongst those priorities. Additionally, he feels the committee should recommend to the Mayor how to better communicate the priorities to the public. The public needs to know the proactive steps that are being taken.

Heather Barlow observed that we should do a better job of educating how the levels of services are interconnected; how, for example, if we fund revitalization in one part of the city, it may relieve pressure to develop in another part of the city. She felt we need to do a better job of educating how the levels of service are interconnected throughout the city to reduce the sense that we are all different boroughs competing against each other. Mr. Ross felt that not every action strategy is expensive; for example, promoting connectivity. Mr. Baum agreed that the goal is good, but it actually illustrates the challenge in implementing some strategies, because residents often don't want sidewalks and trails that connect their neighborhoods. Mixed-use developments can also be controversial.

Mr. Ferguson asked if the committee should recommend changing the order of action strategies as they appear in the Comprehensive Plan. Mr. Goodin and others felt that the focus should be on which strategies should be emphasized and how they could be better implemented. Mr. Ferguson asked who created the action strategies and which ones are more required than others. Ms. Shea and Mr. Woodward responded that the action strategies were created by multiple authors and were included for various

reasons, such as: incorporating federal or state laws and mandates; supporting regional partnerships; implementing local laws and policies; and helping to achieve aspirational goals and objectives desired by citizens and other stakeholders.

Mr. Ferguson asked who the primary customer for the Comprehensive Plan is; he felt the plan should be geared to citizens and be understandable and actionable to city staff. This followed discussion of MTP language to fund Calming Measures, when Ms. Shea shared that the language over funding was chosen on purpose for calming areas and in similar areas of the document where funding was mentioned. She said it "should be funded" is different than "will or must be funded." Mr. Ferguson shared that wording differences are not clear to the average citizen, but that cost of funding something as general as "Calming Measures," when the cost would be so high, and many other items have no reference to funding does not seem appropriate. Ms. Shea responded that there are many customers for the Plan, such as: citizens and community-based groups; City staff; Planning Commission and City Council; and the City's Operating Budget and Capital Improvement Budget. Mr. Woodward reiterated that there are many customers for the Comprehensive Plan, and its action strategies are intended to be flexible enough that they could be implemented by multiple stakeholders if necessary, not just City staff. Also, many of the strategies are ongoing and/or aspirational in nature, which would make it difficult to attribute a specific cost to it. Ms. Shea added that if the committee feels the Plan and its strategies are not focused on the appropriate audience, then that could be recommended to the Mayor.

Chairman Baum asked committee members to review their copies of the Comprehensive Plan provided by staff, particularly action strategies for Chapters 3 and 4, to prepare for the April 18<sup>th</sup> meeting. In particular, members should be prepared to offer specific action strategies for discussion next time. Mr. Woodward said that he would prepare the new table of action strategies and send to the group before the next meeting.

Mr. Baum felt that the strategy to develop a complete streets policy in Chapter 3 needs more emphasis. Mr. Ross commented that the "no single design" language is important, asserting that it is difficult to have the same design in an urban area like Indian River, versus a suburban area like the Dominion Boulevard corridor. Flexibility is needed. Ms. Whitney asked if there was an actual complete streets policy. Mr. Woodward responded no, but that staff is planning to address it as part of a comprehensive bicycle and pedestrian plan that will be developed. Ms. Shea added that the complete streets scope will include underground infrastructure too. Mr. Ferguson felt that unless the complete streets with the narrow streets, sidewalks, special lighting, and other costs and tradeoffs are serving a large number of customers, it doesn't seem wise to spend tax or proffer dollars on "complete streets" for new developments. Ms. Barlow commented that we should consider road systems outside of Chesapeake, such as Route 168 near the Moyock mega-site, and their impacts on Chesapeake's roads.

Mark Woodward provided brief comments on handouts provided to the members, including the population projections for Chesapeake, list of quality of life and infrastructure planning resources, and the City report on Agricultural Divisions.

With no further business to discuss, the meeting was adjourned at 7:40 p.m.

MHW





## **AGENDA**

### **MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES**

**Major Hillard Library Meeting Room  
824 Old George Washington Highway, North  
April 18, 2018 – 5:30 PM**

- A.** Chairman's Call to Order
- B.** Remarks and Guidance from Mayor West
- C.** Approval of March 21<sup>st</sup> Meeting Minutes
- D.** Comprehensive Plan Chapters 3 and 4 Action Strategies  
Discussion and Amendment Recommendations
- E.** Next Meeting – Date, Time, Location, Topics
- F.** Adjournment





## **Mayor's Advisory Committee on Comprehensive Plan Strategies Meeting Minutes April 18, 2018**

Members Present: Heather Barlow, Charlie Ferguson, Ed Goodin, Markiella Moore, Ray Roenker, Rogard Ross, and Jayne Whitney

Staff/Others Present: Mayor Rick West, Planning Director Jaleh Shea, AICP, and Comprehensive Planning Administrator Mark Woodward, AICP

The meeting was convened at 5:30 p.m. by Vice Chair Heather Barlow on behalf of Chairman Nick Baum, who was not able to attend.

The minutes of the March 21, 2018 meeting were reviewed. Ms. Barlow and Charlie Ferguson requested that revised language be inserted into the draft minutes to more accurately reflect comments that they made. The edits proposed by Ms. Barlow and Mr. Ferguson had been previously transmitted to members via email. The draft minutes with the requested revisions were approved unanimously by voice vote on a motion by Rogard Ross and second by Jayne Whitney.

Mr. Ferguson provided a handout entitled "Traffic Calming Basics" that he said illustrated a point he had tried to make at the March 21<sup>st</sup> meeting about unintended consequences and costs to residents. Mr. Ross responded that the aforementioned handout clearly states "Traffic calming has helped to increase the quality of life of urban, suburban, and rural areas" and that the critical paragraph only states that there are "challenges" to overcome and not that traffic calming shouldn't be used. Ms. Whitney asked for clarification as to how far the committee should go "into the weeds" with respect to its recommendations for changes to the Comprehensive Plan's implementation strategies. Ray Roenker mentioned the original orientation letter to the committee as providing guidance. Jaleh Shea read an excerpt from the letter.

Mayor West addressed the group and said he wants them to give direction on how to implement the Plan, without any political pressure or other influences. If he has principles and guidelines from the committee that he can provide to City Council, it will help them during Council meetings. He advised against allowing individual Council Members to sway the committee toward a certain path or conclusion. It is ok to generally listen to the input of others such as Planning Commissioners, City staff, etc.

The Mayor said he put a lot of thought into the selection of the committee members; this work is vital and it's important for Council to listen to citizens in many settings.

Mr. Ferguson noted that the opinions and perspectives of committee members could affect the weighting and prioritization of implementation strategies. Mayor West advised the committee not to look to recommend changing the broad principles of the Comprehensive Plan, like the Dominion Boulevard Corridor Study, but rather how to implement strategies, especially how to fund them. Mr. Roenker agreed that this matched his understanding for the committee to provide recommendations on how to implement the Plan, not change or add to it. His feeling is that if funds aren't there, don't propose new things.

Ms. Shea reminded the group that the Comprehensive Plan is aspirational; that is, it sets out a vision to aspire to, recognizing that not everything in the Plan may be implemented. The key is to set a blueprint for the future, but then prioritize within that. Mayor West agreed, using the new Summit Pointe development as an example of City Council's desire to strengthen Greenbrier to help the whole city.

Mr. Ross noted that the Comprehensive Plan has lots of individual tools and pieces; we just need to figure out what is most important. He said that Council Member Ritter attended a recent Bicycle/Trails Advisory Committee meeting and advised them to reach out to the MACCPs. He said he's also heard that some people don't know what has happened with the committee since it was announced. He asked if the committee should talk with other City committees and stakeholders. Mayor West said committee members can reach out, but to be careful so that an expectation isn't created that their interests will be translated into a revision of the Comprehensive Plan.

Mr. Ferguson suggested arranging the Comprehensive Plan's implementation strategies according to a short, mid, and long-term prioritization, perhaps related to cost or citizens' priorities. Mayor West said that it may be a challenge to organize the strategies in that manner in all situations. He used an analogy related to the City's Operating Budget; there are limited dollars involved, which necessitates prioritization, but there is not always a logical ordering. Decisions on funding can be very situational.

Mr. Ross felt that the committee won't agree on all of the priorities, which may also reflect the larger community. In that sense, the final decision on priorities will fall to City Council. Mayor West said he understands and accepts that; as long as he can get a list that represents the majority opinion that will be good. He feels that the City Council can work with that, like it did with the final report and recommendations from the Proffer Policy Review Committee some years ago.

Ms. Shea mentioned that this group's work will help guide the kickoff to a full Comprehensive Plan review next year. That kickoff will need to be very broad and inclusive. If the MACCPs were to start reaching out to various groups and stakeholders, it could create problems with others that are not included or represented. Policy and goal setting for the Comprehensive Plan has to be very broad. The current Plan will

serve as the basis for the next Plan review, so the MACCPS recommendations will help guide what needs to be looked at.

Mayor West encouraged committee members to use their personal connections and networks to listen for concerns and input to use as a guide in their prioritization. Ed Goodin added that while he doesn't promote MACCPS heavily outside the meetings, he knows that he was appointed for his perspective. He felt that the committee can have vital input and doesn't have to be unanimous in every respect. The final report can reflect differing opinions of members, which will demonstrate to City Council that it is an issue for more in depth review during the full Comprehensive Plan review.

Vice Chair Barlow moved on to Item D on the agenda. She asked Mr. Ferguson how he wanted to handle his "Traffic Calming Basics" handout. He stated that he is fine with the document being mentioned in the meeting minutes as an illustration of the things that need to be considered as far as traffic calming. Also, if the group can work it into the table of action strategy prioritization, that will be good.

Ms. Barlow asked if there was consensus to consider the priority numbers 1, 2, and 3 in the table to mean short, mid, and long-term priority. There was consensus on this. There was also a suggestion to add a "0" for strategies that should be discarded and "4" for those that still have some merit. There was general consensus on this.

Mr. Ross wanted to mention some general transportation thoughts, referring to the handout he provided. He said that roadway expansions are very expensive and can foster more development and congestion in a cycle. Complete streets, connectivity, and mixed-use development are possible ways to address it. He recognizes that some people don't want it. He felt that even rural development should have access to amenities nearby to avoid excessive driving.

Ms. Barlow commented that we need to be careful about establishing commercial development out of sync with residential. She mentioned Edinburgh, where more residential development was needed to support the commercial uses established there. Markiella Moore asked if the City tells developers how many houses and how much retail to build in a development. Ms. Shea responded no, that developers come to the City with proposals. Mr. Roenker felt that the City didn't build roads for 2020 needs. European cities have planned for it to deal with density. Mass transit is very important, but it is a challenging prospect in this country.

The Chapter 3 Action Strategies table was reviewed. For Item 1, Ms. Whitney suggested that it reflect transportation patterns outside our area, such as Camden and Currituck Counties in NC. Perhaps the Priority should be 1, 2, and 3 to reflect that it is ongoing and continuous. Mr. Ferguson mentioned that staff guidance will be needed in some instances; action strategies can't always be 1, 2, and 3.

Item 2 – Ms. Barlow and Mr. Ross suggested a shorter time span of 3 years for review of the Level of Service Study. Mr. Roenker suggested that if a roadway is getting bad,

do a 3-year review, but continue with 5 years for everything else. Mr. Goodin suggested that the committee could recommend that the City develops its own traffic analysis model and update it every 3 years. This could be made its own action strategy with Priority 1. Ms. Barlow said that could help us not be so reactive to growth, we could better plan for it. Mr. Ferguson offered that if Public Works doesn't need or want its own model, then perhaps the committee shouldn't recommend it, if such would cost the City money unnecessarily. Ms. Moore said that if it is a matter of funding, the group could still advocate for it, with Council having the final say over funding it. Mr. Roenker reiterated that the group is making recommendations, not actually changing the Plan. Ms. Shea mentioned that the Planning and Land Use (Level of Service) Policy will come up again in Chapter 2, so the LOS Study can be revisited. Mr. Roenker felt the road study should account for theoretical traffic generation above an established base, depending on how the road is used. Ms. Barlow noted that by-right development is hard to capture. Mr. Ross added that the Indian River area sees a lot of house "tear downs" and re-builds without a rezoning review. Ms. Whitney asked if by-right development is reviewed for traffic generation. Ms. Shea said no, but it gets captured in the next HRTPO traffic analysis study. There was final consensus not to recommend any changes, although a 3 year review might have some merit.

Items 3, 4, and 5 – the consensus was that they are ok as is.

Item 5 – Mr. Ross felt that it promotes highways, which foster sprawl and growth further out. Ms. Shea indicated that it aims to address traffic safety in part, by eliminating ingress/egress points that have greater accident potential. The many driveways along North Battlefield Boulevard is an example. Raised medians help prevent cutover traffic. Access management plans can actually manage growth by limiting access points for proposed subdivisions. Mr. Goodin asked if the group could recommend more access management; Ms. Shea responded yes. Ms. Barlow suggested adding South Battlefield Boulevard to an access management plan, to address drivers from NC trying to avoid tolls on the Chesapeake Expressway. The group could recommend strategies for discouraging unwanted driving patterns from NC, such as cul-de-sacs and lower speeds on some roads.

Item 6 – Mr. Ferguson said that this item needs careful consideration. If it costs an inordinate amount relative to the benefit, then the group shouldn't recommend it. Mr. Ross suggested that pilot traffic calming projects might be better. They have a low up front cost to implement, to see if it works before spending big money. Mr. Goodin felt that we should let the Police and neighborhood groups enforce it, so perhaps the committee should recommend taking it out. Ms. Shea suggested changing the word "funded" to "implemented."

Ms. Barlow interjected that the committee should consider a different approach to reviewing the action strategy tables, considering that the group had only gotten through 7 action strategies during the meeting. Perhaps next time, committee members can be prepared to discuss pre-marked up priorities/notations on the action

strategy tables. If there is consensus on the priority of an item, then it won't be discussed. There was consensus to try and streamline the discussion in this fashion.

Mr. Ferguson felt the group needs to consider the effects of proffers and how they can take away from other needed services. Ms. Shea noted that the proffer legislation under Virginia law has changed to be more restrictive since the 2035 Comprehensive Plan was adopted. It is much more difficult for the City to accept proffers now. Mr. Woodward said that he would provide a summary of the new proffer legislation and how the City handles proffers in this respect.

Mr. Roenker asked that information be provided on the new Summit Pointe development in Greenbrier, since it has been mentioned often as an example of the City's future. Mr. Woodward said that he will forward some information on it.

There was some wrap-up discussion about the merit of reserving the last 15 minutes or so of each meeting for committee members to discuss general, broad concerns or thoughts they have on the Comprehensive Plan. Perhaps limit such comments to roughly 2 minutes per person. This may help streamline the discussion of the action strategy tables. There was general consensus to move in this direction.

With no further business to discuss, the meeting was adjourned by Vice Chair Barlow at 7:21 p.m.

MHW





## **AGENDA**

### **MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES**

**Major Hillard Library Meeting Room  
824 Old George Washington Highway, North  
May 2, 2018 – 5:30 PM**

- A.** Chairman's Call to Order
- B.** Approval of April 18<sup>th</sup> Meeting Minutes
- C.** Complete Comprehensive Plan Chapter 3 and 4 Discussion and Prioritization of Action Strategies
- D.** Chapter 2 (Responsible Growth) Overview
- E.** Comprehensive Plan "Round Robin" General Discussion
- F.** Next Meeting – Date, Time, Location, Topics
- G.** Adjournment





## **Mayor's Advisory Committee on Comprehensive Plan Strategies Meeting Minutes May 2, 2018**

Members Present: Nick Baum (Chair), Heather Barlow (Vice Chair), Susan Cox, Ed Goodin, Lenard Myers, and Jayne Whitney

Staff/Others Present: City Council Member Debbie Ritter, Planning Director Jaleh Shea, AICP, and Comprehensive Planning Administrator Mark Woodward, AICP

The meeting was convened at 5:40 p.m. by Chairman Nick Baum.

The minutes of the April 18, 2018 meeting were reviewed. Mr. Woodward noted three edits that were requested via email prior to the meeting by committee members: Heather Barlow noted that the April 18 meeting began at 5:30 p.m.; Ed Goodin clarified that he hadn't suggested adding a "0" and "4" to the action strategies prioritization table; and Rogard Ross requested that comments he had made about the document entitled "Traffic Calming Basics" that had been circulated at the last meeting be added. The draft minutes with the requested revisions were approved unanimously by voice vote on a motion by Jayne Whitney and second by Ms. Barlow.

Council Member Debbie Ritter asked for the committee's indulgence to share a few thoughts on the group's mission. From a long-term planning perspective, she felt that it might be beneficial for the committee to reach out to stakeholders in the community by letter or in person, particularly Council Members (no more than two at a time). She felt it might be good to find out up front what they are looking for from the committee, so that the recommendations in the final report can be utilized more effectively. Newly elected Council Members could be consulted, but may not have as much background with comprehensive planning.

While Ms. Ritter said that she doesn't know in what direction the committee will head, she felt that there are some major planning policies and issues that could be reviewed, such as the Dominion Boulevard Corridor Study. There is a need for an implementation plan for this Study which should include a timing element and strategies for building needed infrastructure as development occurs. She also mentioned a need to study the City's Planning and Land Use (LOS) Policy, which she felt has become outdated and has some flaws that need to be addressed, especially regarding school capacity calculations and road levels of service in relation to nearest signalized intersections versus actual

traffic choke points. There was further discussion about the need for timely, consistent information and statistics about school populations and capacities, because it affects City Council's consideration of rezoning applications, as well as funding decisions for things such as school additions. Adjustments to school attendance zones were noted.

Ms. Ritter said that she hoped Mayor West might want to keep the committee together beyond the current assignment, perhaps to review the LOS Policy. She felt that City Council could benefit from the input, particularly the newer Council Members. Susan Cox said that it would be frustrating for City Council not to accept, or be able to utilize, the committee's recommendations due to lack of mutual awareness of the assignment. Mr. Baum mentioned connectivity as being another issue the committee has brought up. Ms. Ritter mentioned that there is a good makeup on Planning Commission and City Council, so input on priorities for implementation of the Comprehensive Plan can be helpful so that the best decisions are made for the good of the entire City. Ms. Shea concurred, noting that Planning Commission has a very good group dynamic and is functional well as a group so far.

Ms. Ritter concluded by saying that there is always room for improvement in Chesapeake, but we don't have issues like Northern Virginia. Our schools are great and we are working on improving our community amenities. Mr. Baum said that he hopes the committee can touch on the big policy concerns and implementation issues that City Council needs to hear. He said that Mayor West mentioned that when he visited the group previously. Ms. Ritter said that if the committee can make recommendations on how to prioritize implementation of the Dominion Boulevard Corridor Study or even the major policy elements of the entire Comprehensive Plan, it would be very helpful. She felt that there are stakeholders who can give the committee insight.

Ms. Barlow asked how the committee could address amendments to the Comprehensive Plan that don't change the original intent of the vision and goals, as reviewed during citizen input meetings. Ms. Ritter said that adequate public notification of proposed changes would help address this. Perhaps the committee could consult with the City Attorney's Office at some point. She wished the committee well and thanked them for their work and sacrifice.

Chairman Baum thanked Ms. Barlow for running the last meeting in his absence. He asked where the group was in terms of its review of Chapter 3 and 4 action strategies. Ms. Barlow mentioned the first seven action strategies from Chapter 3 that were discussed. She noted that the review tended to get far down "into the weeds," but that there was also broader discussion as well. Mr. Baum proposed that in order to make the review of the action strategies more manageable, members could identify their top ten action strategies for discussion and prioritization. There was consensus to Ms. Barlow's suggestion for members to have top ten lists for each chapter. Also, a "0" could be entered for strategies that members feel shouldn't be in the Plan, and "4" can be entered for strategies that are good, but can't be funded.

Mr. Baum asked members to take a few minutes to review the Chapter 3 action strategies table and be prepared to begin offering priority recommendations. Ms. Barlow gave a brief recap of the first seven action strategies discussed at the last meeting and the priorities given, noting that there was agreement to break the proposed traffic analysis model out as a separate strategy with a high priority.

Mr. Goodin noted that several action strategies have a recommendation to "seek funding." He wondered if there was enough capacity on City staff to do that, but felt it was important for Chesapeake to get its fair share of federal and other dollars in order to help relieve the burden on taxpayers. Objective 2, Strategy 2 on Page 2 of the table is a Priority 1 for him. Anything that improves quality of life, safety, and image is good. Improving broadband internet is good; the City shouldn't impede it for sure. We should coordinate with other entities. Improve Route 460 in parts for evacuation, e.g. Outer Banks. We shouldn't spend tax dollars on trying to convince the public to participate in car pools, rideshares. High speed rail in Bowers Hill is not a priority, but he gets the Norfolk Tide. Poor access to airport and air travel is a problem, and should be prioritized. The Trails Plan is not clear to him as to what it does and if it is too expensive. The TIF District concept could be good if it works efficiently. Ms. Shea explained how it functions. Mr. Goodin supports bringing a ferry to South Norfolk. Mr. Baum agreed; any way we can promote quality of life and health efficiently is good.

Mr. Goodin wondered how the committee's prioritization of action strategies will affect staff. He said that he's not in favor of consultants generally, except for tasks that staff doesn't have the capacity or expertise to undertake. Mr. Baum agreed, expressing his feeling that some studies, or parts of them, could be handled by City staff.

Lenard Myers admitted that much of the discussion of the Comprehensive Plan is new to him and that he is still learning. He thought that Council Member Ritter's comments were helpful. He wondered if perhaps the committee could prioritize Plan objectives. He felt that the use of consultants as a set of third party eyes can be good due to their expertise. He gets connectivity. Air travel is important, it tends to be regional. He agrees on promoting ferry service to South Norfolk. Ms. Barlow added that the refurbished Elizabeth River Park could benefit from ferry access. Ms. Shea noted that City staff were working on a plan to enhance pedestrian access to the park.

Susan Cox echoed Mr. Myers's comments that this is all new to her. She agreed with Mr. Goodin on many of his comments. She supports constructing sidewalks and thinks more are needed around the City, much like Virginia Beach does. She also would like to know more about the Trails Plan. Ms. Shea and Mr. Woodward said that they could arrange to have our Trails/Infrastructure Planner Benjamin Camras make a presentation to the committee.

Chairman Baum reviewed his priorities from the Chapter 3 Action Strategies Table. Objective 2, Page 2, Strategy 4 should be a priority for enhancing the trails system along collector and arterial roadways. Objective 4, Page 3, Strategy 3 is good (roads pro-rata), but tough to implement, especially under the current proffer law. Ms. Shea

mentioned that the Development & Permits Director has been tasked to look into it. Mr. Baum noted how the pro-rata system can get out of sync if every developer doesn't participate equally. Objective 5, Page 3, Strategy 3 is a priority; mixed-use development can help promote efficiency. Vertical mixed-use doesn't work in all areas; horizontal development may be better in some areas. The idea should be to create a destination place, with parks and pedestrian access. Action Strategy 2 on Page 8 under the Stormwater Management Section Objective is good; there should be alternative means considered for managing stormwater. Ms. Cox agreed. Regarding the next Strategy promoting regional stormwater management, that is also good; regional BMPs can serve multiple purposes. Ms. Shea voiced a "food for thought" idea about possibly adding stormwater capacity to the LOS Policy. Mr. Baum said it could have possibilities, but it might be hard to distinguish existing stormwater issues from what the new development could solve.

Chairman Baum began listing his priorities for Chapter 4 action strategies. Under Objective 1, Page 1 of the table, he felt that we need to promote better buffering and landscaping. He supports Objective 4, Page 3, Strategy 1 regarding well-designed communities. He also supports Objective 6, Page 4, Strategy 1 to develop a strategic plan and implementation strategy for the Dominion Boulevard Corridor. Ms. Shea noted that the plan has been developed, with implementation strategies now being reviewed. Mr. Baum cautioned against providing subsidies to developers. It was noted that a couple of committee members still needed to make comments on Chapter 3 strategies, so Mr. Baum withheld the rest of his Chapter 4 comments.

Ms. Barlow brought up Objective 2, Strategy 2 on Page 2 of the Chapter 3 table. She asked if by-right development could be required to install sidewalks, curbs and gutters. Ms. Shea said it could be tough to implement, since the City's Subdivision Ordinance, which addresses those features, is geared to major subdivisions approved for development in the Suburban Overlay. It could be looked into further. Ms. Barlow also noted that the Green Sea Blueway & Greenway Management Plan endorsed by Council should be mentioned as part of the Trails Plan. Implementation grants should be sought. She felt that Objective 2, Page 5, Strategy 1 should be a Priority 1; protection of our watersheds is vital, especially the Northwest River watershed and potential impacts from development of the Frank Williams Farm. Objective 2, Page 6, Strategy 3 is important, and we should include by-right development in the impervious surface calculations. She said the City should also be careful of proposed sewage treatment package plants, because they will eventually fail. The City should also work with groups trying to improve the hydrology of wetlands. Objective 7, Page 7 should address the potential impact on wells from the practice of injecting treated wastewater back into the ground aquifer. The next Strategy on Page 8, which recommends regular, coordinated review of soil standards and conditions, should be done. The Health Department can't do it alone. On Page 9, under the final action strategy for Stormwater Management, the City should hire a City Arborist to implement an urban forestry plan.

Ms. Whitney reviewed her list of Chapter 3 action strategy priorities. She supports the City having its own transportation analysis model; effective traffic access management

plans to promote safe ingress/egress on busy roads and to deal with traffic from North Carolina; complete streets policies to promote safety for pedestrians and good design; interconnected systems of trails; better transit routes and frequencies; and improved bus shelters versus uncovered stops. Regarding Objective 3, Page 2, Strategy 3, it was noted that the burden of funding for roads and transit falls mostly to localities (there isn't dedicated funding for transit). A roads pro-rata system should be created to reduce the burden. She felt that high speed rail and airport connectivity are important to reduce future reliance on automobiles. Right-of-way should be preserved for road and non-road purposes. Safe and adequate water supplies are important; lack of it is hurting revitalization of Indian River Shopping Center. Southern Chesapeake infrastructure needs to be addressed. Recycling needs more emphasis to not overburden landfills. Stormwater management needs attention, including BMPs, impervious surface reduction, partnerships. Objective 2, Page 9 is important, more alternative energy sources are needed. Broadband improvements are needed for Chesapeake to be competitive. Traditional Neighborhood Design (TND) will help promote people working from home in a live-work-play environment, supported by broadband technology.

Chairman Baum felt that good progress was made in prioritizing Chapter 3 action strategies during the meeting. The homework for everyone before the next meeting is to review the Chapter 4 and Chapter 2 action strategies tables and submit the top ten priorities for each chapter to be discussed. Everyone should try to submit their priority lists before May 16. Mr. Woodward commented that it has been helpful to hear committee members say that there are elements of the Comprehensive Plan that they don't understand. This is important feedback to help staff improve the document during the next update.

"Round Robin" Discussion – Mr. Goodin felt that the committee needs to be cautious in regards to City Council Members attending meetings and trying to guide members on what they should be reviewing and recommending to the Mayor. He said the committee members only have so much time to devote to this effort and that the meetings are already tight as far as material that has to be covered. Reaching out to other Council Members will take extra time and energy. Mayor West established the committee and appointed the individual members because he wants to hear their unique perspectives. Mr. Baum said that the committee needs to keep balance at all times and not be swayed by any particular person or stakeholder. As the Mayor said at the previous meeting, it is fine for members to speak to Council Members or others individually and then share with the rest of the committee. Ms. Barlow agrees, noting that such interactions should occur outside the committee's meetings. Ms. Whitney asked if Planning Commission should be consulted. Ms. Shea said that the Mayor has spoken to them and they are fine. Mr. Goodin said that he is comfortable with the advice and input that Planning staff is providing, and is confident in the perspective that he brings to the assignment. Mr. Baum said the committee's report will help the Mayor in his job as he works through the development review process with Council. Ms. Whitney reiterated that the committee's report will be submitted directly to the Mayor.

Ms. Barlow made a general comment that the City needs to promote amenities in Chesapeake that will prevent us from being just a pass-through for visitors and commuters. She mentioned Community Supported Agriculture (CSA) activities, trails, natural amenities, the proposed Dismal Swamp Visitor Center, etc.

Mr. Myers suggested that if another City Council Member attends a future MACCPS meeting, they should be limited to no more than 10 minutes for their remarks if possible, given the large amount of material the group already needs to discuss during the meetings. He noted that he is going to talk to some civic leagues in his area for additional perspective. There was consensus on this approach.

Mr. Woodward said that he will email the digital version of the Chapter 2 action strategies table to the group. A brief presentation by staff on the Trails Plan will also be arranged as soon as possible.

With no further business to discuss, the meeting was adjourned by Chairman Baum at 7:50 p.m.

MHW





## **AGENDA**

### **MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES**

**Major Hillard Library Meeting Room  
824 Old George Washington Highway, North  
May 16, 2018 – 5:30 PM**

- A.** Chairman's Call to Order
- B.** Approval of May 2<sup>nd</sup> Meeting Minutes
- C.** Presentation on 2050 Trails Plan by Senior Planner Benjamin Camras
- D.** Comprehensive Plan Chapter 4 - Prioritization of Action Strategies
- E.** Comprehensive Plan Chapter 2 – Overview and Discussion
- F.** "Round Robin" General Discussion
- G.** Next Meeting – Date, Time, Location, Topics
- H.** Adjournment





## **Mayor's Advisory Committee on Comprehensive Plan Strategies Meeting Minutes May 16, 2018**

Members Present: Nick Baum (Chair), Heather Barlow (Vice Chair), Susan Cox, Lenard Myers, Rogard Ross, and Jayne Whitney

Staff/Others Present: Planning Director Jaleh Shea, AICP, Comprehensive Planning Administrator Mark Woodward, AICP, and Senior Planner Benjamin Camras

The meeting was convened at 5:40 p.m. by Chairman Nick Baum.

The minutes of the May 2, 2018 meeting were reviewed. Jayne Whitney noted an edit that was needed on Page 2, 3<sup>rd</sup> full paragraph. The word "pint" should be "point." With no other corrections, a motion was made by Ms. Whitney, seconded by Lenard Myers, to approve the minutes with the noted edit. The motion was approved unanimously by voice vote.

As requested by committee members at the May 2<sup>nd</sup> meeting, Senior Planner Benjamin Camras of the Planning Department provided a brief overview of the City's 2050 Trails Plan. He distributed two handouts, including: a document entitled "Connectivity in Chesapeake," which describes the 2050 Trails Plan and other connectivity policies contained in the Comprehensive Plan; and the Chesapeake Bicycle and Trails Advisory Committee's (BTAC) most recent advisory letter to City Council on recommended trail priorities. Mr. Camras explained that the Trails Plan is implemented in the following primary ways: 1) development review process (although proffered improvements are more challenging now); 2) approved grant funding for trail projects from the Virginia Department of Transportation; 3) BTAC advocacy and promotional events; and 4) trail/path improvements through normal maintenance operations by the Public Works and Parks, Recreation & Tourism Departments.

Mr. Camras discussed key ongoing and envisioned trail projects in Chesapeake. He mentioned that the long anticipated Commonwealth Railway Trail project has recently received a key clearance in order to proceed to construction. He also mentioned the new Veterans Bridge bicycle path and the planned Great Bridge Battlefield Visitor Center Trail. Mr. Camras described the difference between Classes I, II, and III trails, as well as the concept of utilizing Chesapeake's existing waterways and other natural amenities as blueways and greenways. He emphasized that connectivity is a key theme in the

Comprehensive Plan for promoting quality of life and economic vitality. The Trails Plan, Master Transportation Plan, and Land Use Plan are intended to complement each other.

Rogard Ross mentioned that the BTAC is a good group and strong advocate for trails. He noted that horse lovers are represented too. Their advisory letter to City Council considers the feasibility as well as the cost of trail projects. He felt that if we had more Class II paths, there might not be as many professionals and more families riding bikes, as well as less riding on sidewalks. Heather Barlow asked if there has been any thought of infusing Chesapeake's history into trail systems. Mark Woodward mentioned that there was an effort by staff some years ago to create a large looped trail system that would capture many of Chesapeake's cultural and historic amenities, but the project got sidelined by the recession. Jaleh Shea suggested that a partnership between the Chesapeake Historic Preservation Commission and BTAC might be a good means for undertaking such an effort.

Ms. Barlow asked if the Green Sea Blueway & Greenway Management Plan is on the City's radar as far as future trails planning. Ms. Shea and Mr. Woodward said yes and that staff works collaboratively with City of Virginia Beach staff in this regard. Ms. Barlow also asked if an extension of the Dismal Swamp Canal Trail to the North Carolina line is being explored. Mr. Camras said yes, the BTAC advocates for this routinely, but there are funding and right-of-way issues that must be addressed. Ms. Barlow suggested that the state could help fund it, especially if they want to see Route 17 upgraded to interstate status. She also mentioned the need to construct a wildlife crossing in the vicinity of the Frank Williams Farm Tract if the interstate is developed.

Ms. Whitney asked if there is a policy or decision point for when roads that are being upgraded will include trails. Mr. Camras said that it depends on the specific road being upgraded and the type of trail facility recommended in the Trails Plan. Ms. Whitney raised an idea of installing trails in lieu of sidewalks in rural areas. Ms. Shea mentioned that there are waivers that can be sought. Ms. Whitney asked the percentage of off-road to on-road trails. Mr. Camras said that he would need to research that, but that not all trails and paths are recorded in the City's GIS database. Mr. Camras concluded by inviting members to call him individually with any other questions, and he also mentioned the BTAC web page and meetings schedule for reference.

Chairman Baum reviewed the prioritized action strategies that he received from members for Comprehensive Plan chapters 2 and 4. He explained that if an action strategy received at least three votes, it was included in the master listing of priorities. The list of finalist action strategies, as previously distributed via email, is as follows:

## **Chapter 2**

### Economy

- Goal
  - Objective 1, Action Strategies 1 and 2
  - Objective 4, Action Strategy 6

## Land Use

- Goal
  - Objective 5, Action Strategy 4

## Growth Management

- Goal
  - Objective 2, Action Strategies 1 and 2

## Natural Resources

- Goal
  - Objective 10, Action Strategy 1
  - Objective 11, all action strategies

## Housing

- Goal
  - Objective 1, Action Strategies 1 and 3
  - Objective 3, Action Strategies 1 and 2

## **Chapter 4**

### Design

- Goal 1
  - Objective 6, Action Strategies 1 and 2
  - Objective 8, Action Strategy 3
- Goal 2
  - Objective 4, Action Strategy 2
  - Objective 7, Action Strategy 2
- Goal 4
  - Objective 4, Action Strategy 1

### Education

- Goal 2
  - Objective 3, Action Strategy 2

### Parks and Recreation

- Goal
  - Objective 1, Action Strategy 3

Mr. Baum stressed that trails system connectivity is very important. Mr. Ross concurred, saying it affects other strategies in the Comprehensive Plan and helps get people out of their cars. Ms. Whitney concurred, noting that Greenbrier and the mall area could use other modes of transportation.

Susan Cox asked which was a higher priority, new construction or infill and redevelopment. She noted that new parts of Greenbrier don't have trails or sidewalks. Mr. Baum indicated that it is easier to construct trail facilities as part of new constructions. Trails can be retrofitted, but not as easily. Mr. Ross added that getting sidewalks installed where there are none can be an issue. Ms. Shea mentioned that it is good for the committee to elevate this, because in the real world, it can tend to be pushed into the background. Mr. Baum stated that sidewalks are not a make or break cost, but it can be easy to give in to pressures from property owners not to have them. Ms. Shea mentioned the sidewalk in front of City Hall on Cedar Road, which has no

other connectivity due to adjacent property owners objecting. There needs to be citizen education as to the benefits and value. Mr. Ross noted that it is kind of like traffic calming, no one wants it in their back yard.

Ms. Barlow felt that one of the beneficial outcomes of the committee's work will be contributions to effecting change little by little through education and recommendations to City Council. Connectivity helps to promote the City's history and awareness of community surroundings. Mr. Baum agreed, saying the committee members should continue their efforts after the final report is complete to advocate for positive changes. Mr. Ross added that if people don't show up at City Council meetings, they only hear one side of things. Mr. Baum noted that if people refuse to be educated it's a larger problem for the community. Ms. Barlow commented that dissemination of information is a problem generally. Many citizens are not aware of key meetings, as not all of them are on social media. Chesapeake doesn't seem to have a strong core central city with robust information dispersal. Mr. Baum stated that he prefers to handle his own information dispersal for his company's projects, and not rely on the City. But he said that he is willing to meet with anyone, anytime. A big problem that he increasingly encounters is the polarization of ideas and sides on issues, fueled by social media.

Mr. Ross brought up the online public engagement platform that he shared via email earlier with the committee. The featured planning commission can post agenda items online, then stakeholders can comment and get feedback without having to attend the actual commission meeting. Having conversations early is good. Ms. Barlow said that due diligence is needed at all times. Ms. Shea mentioned that advisory groups were used extensively for the 2026 Comprehensive Plan update process and for development of the Transportation Corridor Overlay District policy. She emphasized that such advisory groups need to be fully representative of their constituencies. It helps prevent the mentality that "they" are doing something to us. Essentially, we are taking the public dialogue to critics and seeking consensus. The Comprehensive Plan and related studies and policies are meant to reflect a shared consensus among varied opinions.

Mr. Myers said that the committee needs to find a way to translate this very important conversation into a recommendation to the Mayor. Mr. Ross felt that the main point is that the City can be a neutral force to encourage dialogue. But people don't understand how to get the information, such as online agenda postings, with links to staff reports, etc. Mr. Woodward mentioned the City's Public Communications Department will be hiring new staff to help Planning and other City departments disseminate information more efficiently and accessibly. Mr. Baum noted that the City's staff reports don't tell the whole story at times, so he is diligent to make sure all of the information is made available to the public on his development projects.

Mr. Baum felt that Chapter 4, Goal 2, Objective 4, Action Strategy 2 was a valid priority. Ms. Barlow would like to see the phrase "environmental standards" added to the language in Chapter 4, Goal 1, Objective 1, Action Strategy 6 regarding incentives for achieving design goals. If developers can exceed minimum requirements, it could help the City achieve TMDL compliance and wetlands preservation. Ms. Shea noted that the

Comprehensive Plan generally advocates for preservation via the Overlay District densities. Ms. Barlow mentioned possibly requiring a minimum amount of pervious surface in the language under Chapter 4, Goal 1, Objective 2, Action Strategy 3. Mr. Ross noted that maintenance of pervious surfaces can be an issue, so it might be better to just recommend that minimum acceptable stormwater runoff standards be met.

Mr. Ross mentioned that there should be a review of parking lot requirements. He felt that too much parking is required generally. Ms. Shea mentioned that those requirements have been reviewed by City staff in the past, but City Council has not been inclined to change the ordinance. Mr. Ross said that over time, the parking lots transition to become pads for buildings and streets for drive aisles.

There was consensus that Chapter 4, Goal 2, Objective 7, Action Strategy 2 should be a priority (prevention of piano key development). Ms. Barlow asked about the meaning of the next strategy (modifying the Public Facilities Manual to allow rural character design development standards in the Rural Overlay District). Ms. Shea commented that the Public Facilities Manual does not distinguish road types and widths in the rural areas, which would be needed to help implement rural character design elements.

Ms. Whitney asked if there have been any City Council actions regarding Agricultural Divisions. Ms. Shea said no, because the City might be at risk of losing key "grandfathered" elements of the Cluster Ordinance, such as density control. Ms. Barlow asked if it might be possible to extend the length of time a property owner has to wait to further sub-divide an agricultural division. Ms. Shea responded that it could be a possibility. She noted that staff is preparing a report to City Council on A-1 and RE-1 development standards and that we may be able to address this matter in that report.

Ms. Barlow stated that piano key development in the rural area creates problems and scary situations for traffic. Ms. Shea commented that it is difficult to go backward in terms of reducing by-right development, because it can be considered a "taking" of property in legal terms. Mr. Ross asked if property zoning can be changed. Ms. Shea said yes, but it has to be studied extensively and the justification for a "downzoning" has to be very tight and highly compelling. Plus, all residents of the study area must agree to the change. Promoting cluster development is considered the best solution given the various constraints. Mr. Baum said that we may need to do more to incentivize cluster development. Ms. Shea suggested also exploring asserting more control through the issuance of well water permits. Septic system permits have gotten easier to obtain over the years.

There was strong consensus to prioritize Chapter 4, Goal 4, Objective 4, Action Strategy 1. Mr. Baum said that the big issue with infill development is that there isn't a great amount of inventory in the Urban Overlay. Plus, unless the school system adjust school attendance zones, new residential development is a non-starter in urban areas. Mr. Ross felt that there will be a need to beef up infrastructure in southern Chesapeake otherwise, since overall projected population growth in the City will need to be accommodated. Mr. Baum said that the 2035 Comprehensive Plan set the stage to

accommodate more growth through increased densities in other areas. However, the problem of school capacities is still an issue. Larger parcels and shopping center parking lots in urban areas could be candidates, but acquisition costs are high. Public-private partnerships will be needed to make it happen.

Mr. Ross felt that in order to preserve the City's rural heritage, growth and development will have to become more urbanized in other areas. Mr. Baum, said that redevelopment of Southgate Plaza Shopping Center is a possibility, but school capacity would be an issue for the type of development his company would need to do there. He felt that a major redistricting of school attendance zones citywide is needed. His company would love to work in South Norfolk. Mr. Baum said that he is on the board of ForKids, Inc. and they will be building their new headquarters in South Norfolk. The reality is that the only viable areas for new development with available school capacity are Hickory, Great Bridge and Grassfield.

Mr. Baum felt that City Council will need to dedicate more funding to redevelopment efforts. Mr. Ross felt that the City must invest more in infrastructure all around. Mr. Baum added that the City should fully utilize all existing infrastructure first. He noted that public school enrollment hasn't increased despite 18,000 new homes being built in the last decade. Ms. Barlow commented that school curriculum and classroom needs is what drives capacity. Mr. Baum concurred, but felt that some capacity limits are self-imposed by the school system to achieve best practices. He noted that Virginia Beach's school system rezones attendance zones more frequently. Suffolk tends to add onto buildings for more capacity. Ms. Shea noted that the Chesapeake City Manager would like for our school system to explore an increase in the use of flex space.

Mr. Baum realized that the Education section action strategy priorities are not correct and that he will fix it. Regarding Chapter 4, Objective 2, Action Strategy 4, there was consensus that the accessibility if new parks to existing development is important. Ms. Barlow mentioned Chapter 4, objective 4, Action Strategies 1-3 (related to leveraging Chesapeake's exiting environmental features and waterways to enhance recreation) is important, especially for Northwest River Park. She noted that the Elizabeth River Park received a significant upgrade and that funds have been programmed in the Capital Improvement Budget to renovate Northwest River Park. Ms. She noted that the Elizabeth River Park improvements were funded with South Norfolk Tax Increment Financing funds. Mr. Ross mentioned the concept of regional athletic fields. Ms. Whitney mentioned that we might need a separate tier of prioritization for parks and recreation amenities.

Chairman Baum indicated that the next meeting will be devoted to a more in-depth review of Chapter 2 and prioritization of action strategies.

"Round Robin" discussion - Ms. Barlow showed everyone a wildlife crisis contact statistical report that she had obtained, which she said illustrates the problem of increasing wildlife contacts due to encroaching development in Southern Chesapeake. Mr. Ross commented that failing strip malls in Chesapeake are beginning to look bad.

Code enforced upgrades are needed to some existing centers. The focus for design seems to be on new development. The condition of Indian River Shopping center is an example. Ms. Whitney brought up what she described as monotonous design of home in Norfolk Highlands. The Zoning Ordinance doesn't really address that. Chesapeake could emulate Norfolk's residential pattern book, but we would have to have defined districts. Ms. Shea said they key would be to incentivize the type of design we want and disincentive undesirable design.

With no further business to discuss, the meeting was adjourned by Chairman Baum at 7:50 p.m.

MHW





## **AGENDA**

### **MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES**

**Major Hillard Library Meeting Room  
824 Old George Washington Highway, North  
June 6, 2018 – 5:30 PM**

- A.** Chairman's Call to Order
- B.** Approval of May 16th Meeting Minutes
- C.** Comprehensive Plan Chapter 2 – Discussion and Prioritization of Action Strategies
- D.** Preview of Special Policy Areas Discussion
- E.** "Round Robin" General Discussion
- F.** Next Meeting – Date, Time, Location, Topics
- G.** Adjournment





## **Mayor's Advisory Committee on Comprehensive Plan Strategies Meeting Minutes June 6, 2018**

Members Present: Nick Baum (Chair), Heather Barlow (Vice Chair), Susan Cox, Markiella Moore, Rogard Ross, and Jayne Whitney

Staff/Others Present: Assistant Planning Director Karen Shaffer, AICP, Comprehensive Planning Administrator Mark Woodward, AICP, and Chesapeake Resident Ken Jones

The meeting was convened at 5:30 p.m. by Chairman Nick Baum.

The minutes of the May 16, 2018 meeting were reviewed and there were no corrections. A motion was made by Jayne Whitney, seconded by Heather Barlow, to approve the minutes. The motion was approved unanimously by voice vote.

Chairman Baum initiated the review of Chapter 2 action strategies for prioritization. Under the Economy section, all agreed that Objective 1, Action Strategies 1 and 2 are priorities. Regarding Action Strategy 3, Ms. Barlow asked how we will overcome the "environmental obstacles" mentioned and how that will be paid for. She wouldn't want to see that strategy misconstrued as the City circumventing normal regulator procedures. The City should want to help do things the right way to generate tax revenues but not create problems. Ms. Barlow asked about the meaning of Action Strategy 4. Mark Woodward mentioned that it could include newer types of infrastructure such as fiber optics and high speed broadband internet, as well as more traditional infrastructure.

There was a question as to whether the phrase "promote the creation of" that appears in a number of action strategies means that the City will pay for the activity. Mr. Woodward responded not necessarily; the wording is intended to maintain flexibility in the action strategy to pursue multiple paths or opportunities to achieve the purpose. The Frank Williams Farm was mentioned as an example.

There was consensus that Objective 4, Action Strategy 6 in the Economy section was good. As an aside, it was mentioned that Objective 2, Action Strategy 3 has been accomplished, as the Unique Economic Development Opportunity (UEDO) Policy has been adopted by City Council.

Under the Land Use section, Objective 5, Action Strategy 4 was identified as a priority. Ms. Barlow recommended that the Cavalier Wildlife Management Area be added at the end of the paragraph. Also, references to the preparation of the Dominion Boulevard Corridor Study and re-visiting the TCOD Policy need to be updated to show these activities as being completed. Rogard Ross asked other committee members their general opinion of this action strategy. He noted that some people in the community are in favor of promoting the Dominion Boulevard corridor for growth, while others are not. Mr. Woodward explained that the purpose of the Dominion Boulevard Corridor Study and related amendment of the TCOD Policy was to take a proactive, rather than reactive, approach to managing growth that is poised to take off exponentially in this corridor. Mr. Ross said he has heard that the master land use plan for the study area would result in less residential units than could have been possible under the city's 2035 Land Use Plan. Mr. Woodward confirmed that.

Mr. Baum mentioned that if growth in the area isn't strategically managed, we will get more of the same suburban pattern. Mr. Ross mentioned the proposed Confluence development as an example of a shallow attempt at trying to create a true mixed-use community. Smart growth means different things to different people. Mr. Baum mentioned that one challenge with the Dominion Boulevard corridor is that there are many individual property owners. It makes it more challenging to achieve the overall master land use vision of the Dominion Boulevard Corridor Study, in comparison to the Harbour View development in northern Suffolk, which was owned by one principal entity. Karen Shaffer mentioned that the original Greenbrier development firm had a solid master land use plan dating back to the early 1970's that has been adhered to over the ensuing decades by allowing for a mix of integrated uses. We tried to approach the Dominion Boulevard corridor that way, as though there were one owner. City staff are now working on a set of design guidelines and an implementation plan for the study area, which will function as an area-specific Public Facilities Manual.

Ms. Shaffer mentioned that the Transfer of Development Rights tool could be used as an incentive in the Dominion Boulevard corridor, since there are so many property owners. Ms. Barlow agreed, and also felt that this tool should be explored for use in southern Chesapeake, to help farmers who are thinking of getting out of farming and selling their land for development.

Ms. Whitney recommended that in regards to Objective 5, Action Strategy 3 in the Land Use section, there should be mention of providing pedestrian opportunities while promoting Greenbrier as a major activity center. The 2050 Preferred Development Map shows it as an "Auto Oriented Major Activity Center" but also in the Compact Development Area Overlay. She asked about future plans for the area, given the big box store and other retail that is there. Mr. Ross that that there is too much reliance on automobiles. Summit Pointe will have an impact. Ms. Barlow mentioned a 2005 pedestrian study that recognized the need for pedestrian opportunities in Greenbrier. Ms. Shaffer noted that Dollar Tree originally proposed Summit Pointe as an urban, mixed-use Planned Unit Development (PUD). Susan Cox asked if the Towne Place @ Greenbrier development will be impacted. Ms. Shaffer said that the intent is for Town

Place to complement Summit Pointe. Mr. Baum suggested that this area will need to be closely reviewed during the next Comprehensive Plan review and update.

There was strong consensus to prioritize Objective 2, Action Strategies 1 and 2 in the Growth Management Section. Mr. Ross noted that infill development is good, but there will need to be resources allocated by the City to improving existing infrastructure to accommodate the increased development. Mr. Woodward mentioned that a primary tool for implementing the Comprehensive Plan's vision and strategies is through the City's Capital Improvement Plan.

In the Natural Resources section, there was consensus that Objective 10, Action Strategy 1 should be a priority and should be implemented. The same held for Objective 11, all action strategies. Ms. Barlow felt strongly that the City should create and fill an Urban Forester position. Mr. Ross noted that the City's Landscape Coordinator does a great job, but tree promotion and management is not in her realm of responsibilities. He mentioned the Urban Forestry Plan that the former City Arborist developed. Ms. Shaffer and Mr. Woodward explained that the draft Plan was never adopted by City Council, due to concerns and/or misperceptions regarding key recommendations in the draft Plan, including goals for tree canopy coverage. However, the committee could recommend to the Mayor that an urban forestry plan be adopted.

Mr. Woodward mentioned his understanding that the City Manager is studying the request for the Urban Forester position for future budgetary consideration. Ms. Shaffer noted that the committee will hopefully complete its final report and have it submitted to the Mayor in time for the beginning of the next budget preparation cycle. Mr. Woodward mentioned the next City Council retreat in August also. Ms. Barlow suggested that the committee might need to hold additional meetings in order to complete the final report in time. She felt that the report should summarize the committee's major recurring themes and points of discussion, as reflected in the meeting minutes. The report should not simply list the priority action strategies. There was consensus on this approach.

There was consensus that Objective 1, Action Strategies 1 and 3 under the Housing section should be priorities. They fit the overall themes of promoting infill development. The same goes for Objective 3, Action Strategies 1 and 2. Ms. Barlow mentioned that on page 10 of the Chapter 2 Action Strategies table, there is a paragraph in the Level of Service (LOS) Standards Action Strategy under Objective 1 of the Growth Management section that is troubling. In particular, she said that the statement that "there are more than 5,000 acres of undeveloped agricultural land, some of which can be converted to 3-acre home sites under the City's A-1 zoning designation" is a problem. It perpetuates the practice of carving up land to create piano-key residential development. Ms. Barlow also felt that Objective 3, Action Strategy 9, which calls for design that promotes clustered housing, maintaining residual open space, and using conservation design techniques for rural subdivisions, isn't being done.

Ms. Shaffer provided an historical overview of Agricultural Divisions in Chesapeake and staff's efforts to revise the ordinance over the years. The key consideration in trying to tighten up the ordinance is to ensure that the City does not lose its "grandfathering" status in terms of ability to limit cluster development to not more than 5 residential lots.

A question was raised as to whether the 1<sup>st</sup> action strategy under Objective 1 in the Natural Resources section is being implemented, related to periodic soil data reviews and updates. Ms. Shaffer said yes, periodic reviews are conducted. Over time, the Chesapeake Health Department has reduced the minimum amount of land required in rural areas for septic systems, due to changes in treatment technologies. However, the Rural Overlay District still controls maximum residential densities. There was also an inquiry about whether a schedule for assessing the City's sub-watersheds and developing action plans has been developed, as outlined in Objective 2, Action Strategy 1. Ms. Shaffer and Mr. Woodward said that staff will look into it.

There was consensus that all action strategies under Objectives 2 and 3 of the Natural Resources section should be priorities. They are all very inter-related. Ms. Whitney mentioned that all action strategies under Objective 5 should be added to the priorities list. In regards to Objective 2, Action Strategy 2, Ms. Barlow suggested that polluters should be required to pay for regional water quality improvement efforts as applicable to them. She said protecting our natural resources is vital for many reasons, including maintaining quality of life and promoting economic vitality.

Mr. Ross mentioned that stormwater drainage is important. Planning for new development needs to consider it, including living shorelines and sea level rise abatement. Chesapeake's growth history mainly centers on green field development. A great deal of farm land has been lost, with roughly 45,000 acres left. He felt that this too will go away over time and that there needs to be a shift from green field development to a renewed focus on infill development in older neighborhoods.

Ms. Whitney felt that Objective 7 under the Natural Resources section, public waterfront access sites, is important and should be promoted. She said that Objective 9 is also important and that the City should commit to LEED standards, especially for public buildings. She also commented that Chesapeake should develop a green infrastructure plan, such as the one recently published by the City of Norfolk. Promoting air quality has quality of life benefits and reduces the City's financial liabilities.

There was consensus that Objective 4 under the Housing section related to the provision of housing options for an aging population, is a priority. Ms. Barlow said that it is important to be able to age in place. Mr. Baum agreed, noting that this is a big housing market segment that isn't being adequately served.

Markiella Moore asked if a pedestrian study was conducted in 2005 and if so, is it being implemented. Ms. Barlow believes that such a study was conducted, possibly by the City's Public Works Department. Mr. Baum said that the committee can recommend that such a study be conducted if it has not been done. Mr. Ross said that there have

been some incremental pedestrian improvements. Mr. Woodward offered to search for a copy of the study and forward same to the committee if located. Ms. Moore also asked if anyone from the City has contacted Virginia Beach to learn from their experience developing Town Center that could be applied to the Dollar Tree development in Greenbrier. Mr. Woodward mentioned that the Chesapeake Economic Development Department staff would be the most likely contact.

Ms. Moore asked who authored the City's Planning and Land Use (aka LOS) Policy. Ms. Shaffer and Mr. Woodward responded that there was a collection of City departments and staff that helped write the policy, including Planning and the City Attorney's Office. She asked if the school principals were consulted. Mr. Woodward replied yes, they were instrumental in developing the policy, particularly the 120% capacity threshold. Ms. Moore asked how City policies get updated. Ms. Shaffer responded that an initiating resolution is approved by City Council, which begins a process of review and recommendation by the Planning Commission. She noted that such an initiating resolution is expected to be considered by City Council at their June 12<sup>th</sup> meeting, which will involve adding certain residential rezonings that do not yet have a preliminary plan to the LOS review process.

Ms. Whitney commented that the 120% threshold seems a bit fuzzy, especially in regards to the standards. She felt that the committee should try and recommend something in regards to the LOS Policy. Both infill and rural development can be affected because overcrowding could happen in both places. If we want infill, we need to prepare for it. Redistricting of school attendance zones should happen more often. Ms. Shaffer noted that a study is expected to be undertaken with City funding to evaluate school attendance zones, school facilities and capacities, and options for redistricting. She said that the challenge is to allow for healthy growth. Development moratoriums are not allowed by state law. Mr. Baum mentioned that LOS threshold numbers become irrelevant if school capacities are cut inconsistently or without strong rationale. Ms. Barlow said that school programs and curricula drive some of it, not just special education classes. Mr. Baum felt that self-imposed "best practices" by school administrators also erode capacity. He noted that Virginia Beach and Suffolk don't cut capacities at their school buildings. He felt that we don't need to build new schools in Chesapeake, but rather better utilize and maintain existing buildings. Mr. Ross mentioned setting priorities and finding efficiencies.

For the next meeting, Chairman Baum said that the group will review special planning areas and policies of the Comprehensive Plan, such as the Dominion Boulevard Corridor Study, the Unique Economic Development Opportunity Policy, etc. Mr. Woodward said that he could send a summary of key area plans to the group and that full copies of the plans are available on Planning's web page. Ms. Shaffer mentioned that City Council will be holding a retreat in mid-August and that it would be good for the committee to have its final report submitted by then for possible discussion by City Council. There was consensus that some key themes have been repeated in the committee meetings, which should be reflected in the report, as they are in the minutes. Mr. Woodward mentioned compiling a shell final report framework as a starting point.

With no further business to discuss, the meeting was adjourned by Chairman Baum at 7:45 p.m.

MHW





## **AGENDA**

### **MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES**

**Major Hillard Library Meeting Room  
824 Old George Washington Highway, North  
June 20, 2018 – 5:30 PM**

- A.** Chairman's Call to Order
- B.** Approval of June 6th Meeting Minutes
- C.** Comprehensive Plan Special Area Plans and Policies – Discussion and Recommendations
- D.** "Round Robin" General Discussion
- E.** Next Meeting – Date, Time, Location, Topics
- F.** Adjournment





## **Mayor's Advisory Committee on Comprehensive Plan Strategies Meeting Minutes June 20, 2018**

Members Present: Nick Baum (Chair), Markiella Moore, Lenard Myers, Ray Roenker, Rogard Ross, and Jayne Whitney

Staff/Others Present: Planning Director Jaleh Shea, AICP, and Comprehensive Planning Administrator Mark Woodward, AICP

Due to heavy rain, the meeting was convened at 5:45 p.m. by Chairman Nick Baum.

The minutes of the June 6, 2018 meeting were reviewed and there were no corrections. A motion was made by Jayne Whitney, seconded by Markiella Moore, to approve the minutes. The motion was approved unanimously by voice vote.

Chairman Baum initiated the review of the Comprehensive Plan's special area plans and policies, beginning with the Western Branch Land Study. He noted that the work of the Portsmouth Boulevard Task Force was a follow-on to this study. Redevelopment opportunities in the area have been noted, including Chesapeake Square Mall, which has changed owners. There was consensus that revitalization efforts in this area should continue to be pursued. Jaleh Shea noted that both the 2026 and 2035 Comprehensive Plans have incorporated recommendations from the Western Branch Land Study. Maintaining the land use vision for the areas west of I-664 has been difficult for policymakers. There are some wetlands challenges, but the area is developable. It could develop comparable to Harbour View in Suffolk, but it requires adhering to the vision. The mall is not addressed specifically in the Comprehensive Plan has a redevelopment opportunity, but the committee could recommend such.

Ray Roenker mentioned that as a restaurant owner, he looks for ease of ingress/egress, traffic flow, and overall visibility. He feels the flow along Portsmouth Boulevard is bad. Mr. Baum mentioned that connectivity is a problem due to competition. More daytime employment is needed, perhaps through a technology business park. There aren't enough residential users to support the retail in that area. The schools in that area need to be better leveraged as an asset. Ms. Shea mentioned that if the committee recommends paying more attention to the revitalization of the mall area, it would fit nicely with recommendations from the Portsmouth Boulevard Task Force.

It was noted that at some point, Harbour View may lose some of its luster, which would put the Chesapeake Square Mall retail area in a good position, especially due to its centralized location. Mr. Roenker felt that there is still a strong demand for the retail and services that Harbour View has to offer, especially from the Peninsula, so Chesapeake should plan accordingly. It was noted that Greenbrier Mall may experience significant difficulties at some point. Pembroke Mall has experience mixed success with Town Center's construction, due to connectivity issues.

The Poindexter Street Corridor Strategic Development Plan was discussed. Rogard Ross noted that initiatives like the Gateway at SoNo, Elizabeth River Park makeover, ForKids new headquarters, and the South Norfolk Municipal Facilities Study are good for the area. He felt the proposed Belharbour development that never materialized was a bad situation on several levels, especially because community concerns were not heeded. The site has challenges, with an active rail line and chemical plant nearby. A lack of consistency by City Council as far as the future land use vision for the property was also an issue. Mr. Ross said that generally speaking, it is hard to achieve the vision of a well-done study if its recommendations aren't funded or implemented.

Ms. Whitney mentioned that the Friends of Indian River met with a City Council Member recently and asked for help with landscaping, street lighting, etc. The Council Member said that they were not sure how much those same types of improvements helped South Norfolk. Ms. Shea said that such improvements need to be part of a larger plan to attract new business, create destination locations, and promote overall economic vitality. Mr. Roenker said that we need to have practicality in our studies, not unachievable dreams. Tax dollars shouldn't be spent on impractical projects.

Mr. Ross said that some incremental improvements have been happening along the Poindexter Street corridor. Ms. Shea mentioned that there is an inter-departmental team of City employees that has been meeting monthly for some time to figure out achievable strategies for bringing businesses into the area and creating other catalysts for revitalization. Mr. Roenker said that the City needs to figure out how to incentivize private investment to come in and help achieve the vision. Mr. Baum added that the City should consider stepping in when a property owner doesn't want to cooperate.

Mark Woodward mentioned that the City's philosophy for conducting small area strategic plans and corridor studies is evolving, with increased focus on recommendations that are grounded in market realities and that are practical and achievable. Ms. Moore asked how such studies come about and whether it was impacted by changes in City management or City Council. Mr. Woodward responded that generally speaking, the impetus for various area plans and corridor studies tends to more often be some economic factor or pressing community need that drives it. Mr. Baum asked if a market analysis will become the norm for such planning studies. Ms. Shea said that staff will still develop a unique scope of work for each study, but the main point will be to figure out what would be the best catalysts to effect change for the particular study area.

Ms. Moore asked if the South Norfolk Municipal Facilities Study was tied in to the Poindexter Corridor Strategic Development Plan. Ms. Shea responded affirmatively. She noted that the Planning Department would have a physical presence in the building, primarily related to issuance of Certificates of Appropriateness for the South Norfolk Local Historic District.

The Great Bridge Village Design Guidelines were discussed. Ms. Shea mentioned that this plan has a solid framework and that the design guidelines, which were developed through significant community input, are generally well received. However, the plan is difficult to implement, because most properties in the study area are already zoned for their intended uses. Like other plans and studies, the Great Bridge Village Design Guidelines are applied as part of the review of rezoning or conditional use permit applications. City staff tries to work proactively with businesses to incorporate the guidelines when they are updating facades and other exterior improvements.

Mr. Ross acknowledged that it can be hard to coordinate all properties in a study area to look the same, but that diversity can be good. That is the norm for large, urban cities like New York City where he's from. The biggest problem for an area tends to be vacant or dilapidated properties. Ms. Whitney asked if there was a way to address this. Ms. Shea responded that there is a process for addressing such properties under the City's Building Code, but it can take time. Incentives could be helpful. Mr. Baum noted that traffic and neighbor resistance to change is an impediment in the Great Bridge Causeway District.

Mr. Ross mentioned that there are some people who don't like the Dominion Boulevard Corridor Study. Mr. Baum said that the "not in my backyard (NIMBY)" effect can be strong, especially if some property owners aren't in favor of the final strategic plan adopted for an area by City Council.

Lenard Myers asked if there are any impediments to developing the former Belharbour property that is in the Poindexter Corridor Strategic Development Plan. Ms. Shea responded that the adjacent rail line and industrial uses have an impact. The property needs to be evaluated as part of a larger industrial waterfront study, which is a recommendation of the 2035 Comprehensive Plan. The City has some valuable deep water assets, but there are some threats that need to be evaluated, such as chronic flooding and aging infrastructure. She said that the site could be good for a storm water-sea level rise research facility. There could be positive economic spinoffs.

Mr. Roenker asked if the City has ever considered incentivizing business façade improvements. Ms. Shea didn't believe so. He suggested that perhaps the City could front the business the money for the improvements, then recapture it through a portion of the increase in sales taxes to be realized. He said that City officials need a better understanding of the pressures that small businesses are under. If we want them to come and stay in Chesapeake, we need to help through incentives. Jaleh mentioned the rezoning process as a way to meet desired objectives up front.

Ms. Whitney recommended that the committee include at least one main point or recommendation for each Comprehensive Plan study being discussed. Ms. Shea mentioned that funding from City Council to implement studies can be key. There was funding at one time to help implement the Great Bridge Village Design Guidelines, but it was re-allocated due to other pressing needs during the 2007 recession.

The South Military Highway Corridor Study was discussed. Mr. Roenker asked if the parallel connecting roads recommended in the study have been built. Mr. Woodward said not yet; funding needs to be identified for right-of-way acquisition and that replacement of Gilmerton Bridge was the highest priority recommendation. Mr. Roenker felt that these studies should have strong and simple plans for implementing them. We need to be focused and invest in what needs to be invested in. We should investigate if VDOT would be willing to help pay for the parallel roads, since improvements to Military Highway would benefit the I-64 High-Rise Bridge. Ms. Shea mentioned that Mr. Woodward had prepared a detailed implementation plan for the South Military Highway Corridor Study, but maintaining sufficient staffing to keep it moving forward can be a challenge.

Chairman Baum asked how much communication occurs with City Council regarding the feasibility of implementing a study before it is undertaken. Ms. Shea responded that City staff endeavors to be clear with Council Members on the implications of spending funds on studies, including intended outcomes. This was the case with the South Norfolk Municipal Facilities Study. Mr. Baum noted that the problem with some studies and their recommendations is that the market viability becomes dated. Implementation of infrastructure recommendations can be tough too, especially when City Council Members change and they may not be fully vested in the plan vision.

Ms. Shea mentioned that implementation of small area plans and corridor studies tends to be more successful where there is one major developer, a relatively small number of property owners, and sufficient private funding. Mr. Ross noted that the problem with some master planned communities is that they can't be kept up over time. Mr. Baum said that it's important to have a maintenance funding mechanism through a homeowners association or similar structure, as well as having strong deed restrictions.

Mr. Ross expressed a concern that there is so much existing developed land with needed improvements that it may be too much to redevelop without a strong vision for implementation. The City needs to revisit the various plans and studies to evaluate how well they are being implemented. Mr. Baum felt that we need to learn how to redevelop as a city. Mr. Myers felt that having a designated office for redevelopment activities could be helpful. Also, whatever the focus of an area seems to be, such as industrial for parts of Military Highway, then we should maximize and promote it. Maybe introduce a catalyst like Colonial Downs once was. Maybe re-purpose brownfields along industrial waterfronts as solar farms.

Ms. Whitney mentioned that the City of Norfolk is engaging in significant planning for their portion of Military Highway from the Chesapeake line to the Military Circle Mall

area. She felt that there should be regional cooperation on large scale redevelopment projects. Mr. Woodward mentioned that Norfolk and Chesapeake planning staffs have been communicating in this regard. Mr. Baum felt that Military Highway from Battlefield Boulevard northward is ripe for redevelopment and that incentives could be valuable. Ms. Shea noted that a future light rail line is envisioned nearby. Mr. Ross felt that the South Military Highway corridor needs help and while the strategic plan is good, there needs to be an implementation plan.

Ms. Whitney felt that another pedestrian study is needed. Ms. Shea indicated that there may be money for it in the Greenbrier TIF Fund. Ms. Moore felt that it should be a big priority and to use the 2004 Greenbrier Area Pedestrian Study and have time to implement recommendations. Mr. Roenker asked if a pedestrian flyover walkway is planned for the Summit Pointe development. Ms. Shea said no, but it could be something that is needed to fully tie-in to nearby employment.

Mr. Woodward reminded everyone that there will be no meeting the first Wednesday in July due to the July 4<sup>th</sup> holiday. The next meeting will be on July 18<sup>th</sup> and the group is scheduled to discuss TCOD and the Dominion Boulevard Corridor Study. He indicated that he will continue to flesh out the draft final report, now that the committee has seen the report framework and suggested table of contents.

With no further business to discuss, the meeting was adjourned by Chairman Baum at 7:35 p.m.

MHW





## **AGENDA**

### **MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES**

**Major Hillard Library Meeting Room  
824 Old George Washington Highway, North  
July 18, 2018 – 5:30 PM**

- A.** Chairman's Call to Order
- B.** Approval of June 20th Meeting Minutes
- C.** Comprehensive Plan Special Area Plans and Policies – Discussion and Recommendations
- D.** "Round Robin" General Discussion
- E.** Next Meeting – Date, Time, Location, Topics
- F.** Adjournment





## **Mayor's Advisory Committee on Comprehensive Plan Strategies Meeting Minutes July 18, 2018**

Members Present: Nick Baum (Chair), Heather Barlow, Susan Cox, Markiella Moore, Lenard Myers, Ray Roenker, Rogard Ross, and Jayne Whitney

Staff/Others Present: Planning Director Jaleh Shea, AICP, and Comprehensive Planning Administrator Mark Woodward, AICP

The meeting was convened at 5:40 p.m. by Chairman Nick Baum.

The minutes of the June 20, 2018 meeting were reviewed. A motion was made by Jayne Whitney, seconded by Susan Cox, to approve the minutes. Markiella Moore requested that the draft minutes be edited as follows on page 5, first full paragraph: "Ms. Moore felt that it should be a big priority and to use the 2004 Greenbrier Area Pedestrian Study and have time to implement recommendations." The minutes, as edited, were approved unanimously by voice vote.

Chairman Baum initiated the review of the Dominion Boulevard Corridor Study. He noted that it is a large study and that the study area is centrally located. Heather Barlow made reference to the PowerPoint presentation that Mark Woodward emailed to the group, which was from a presentation made to City Council in November 2016 prior to their adoption of the Study. She commented that we keep trying to amend and tweak plans and end up creeping further into Southern Chesapeake. Four-lane arterial highways are not rural in character. Rural Chesapeake is being squeezed between the TCOD corridors and from the south with the Moyock mega-site. Voices need to lobby for rural preservation, but it is not happening. However, if we do want to let the rural area be developed, do it "gracefully."

Mr. Baum mentioned that the purpose of TCOD is to preserve economic development opportunities along those transportation corridors. Ms. Shea added that development is only encouraged in the target areas, not the entire corridor overlays. Ms. Barlow felt that once utilities are run along the corridor, it will open the area up for development. Ms. Shea indicated that there are optional ways for providing water and sewer service on-site that don't involve extension of the City's public lines. The City's interceptor lines are not intended for connections along the way to the destination site. Mr. Baum said that Ms. Barlow's "creep" concern is understandable. It is difficult to predict what

future City Councils might do as far as approving development. Mr. Woodward said that the growth management policies contained in the Comprehensive Plan are an effort to manage development in a strategic and coordinated fashion, rather handling it piecemeal. Ms. Cox asked if upper limits or caps can be put on development. Ms. Shea indicated that such moratoriums are not legal.

Ms. Shea mentioned that the City's Open Space & Agriculture Preservation Program (OSAP) is one way to protect land from being developed. Perhaps the committee could recommend that it be fully funded to enable more acquisitions. Ms. Cox asked what the predominant concern is amongst Southern Chesapeake residents. Ms. Barlow said that for her and others, it is the threat to the natural environment, wetlands, and vulnerable animal species. She noted that farming can also be detrimental to natural systems if not management properly. She acknowledged that there are some people who simply prefer a rural quality of life, which includes looking at corn fields, owning livestock, discharging firearms, riding horses and four wheelers all on their own property. Ms. Barlow reiterated that if development of the rural area is the predominant desire, then there needs to be adequate infrastructure to support it.

Mr. Ross observed that Hampton Roads in general, and Chesapeake in particular, are attractive areas and he felt that farms in our area won't last forever. He agreed with Ms. Barlow's feeling that the rural area should at least be developed "gracefully" in a managed fashion. He felt that most farming in Chesapeake is agri-business commodities, not local farm-to-table or community supported agriculture (CSA). He acknowledged that some people in Chesapeake have an expectation that farmers must keep farming their land and not be allowed to do anything else. Ms. Cox noted that the Dominion Commons Shopping Center in Grassfield appears to be around 80% vacant. The location is tough as far as visibility and there may be issues with the owner, but the new shopping center across from TCC seems to be doing great.

Mr. Ross said that green field development in the Dominion Boulevard corridor can be cost effective for developers, but the tax payer must subsidize it to some extent. We can hope that office and commercial development will come, but residential development usually happens first. Meanwhile, older sections of the city are getting drained of their rehabilitation and retail opportunities. Mr. Baum noted that this is a national pattern, and is related to suburban sprawl. Ms. Cox asked where new residents would go if new areas are not developed. Mr. Ross responded that before the age of mass-produced autos and construction of interstates, new development would have been in urban settings.

Ms. Cox felt that a problem in urban areas is the efficiency of maintaining older houses and neighborhoods without strong building codes and deed restrictions. Mr. Baum indicated that for private developers, it is very hard to build in older, crime-prone areas with underperforming schools. The developer simply can't make enough money, so the new development would need to be subsidized or incentivized by the locality. Mr. Ross felt that infill housing can be good for an urban area, even if the new units don't have as much character as the original houses.

Ms. Shea noted that gentrification of an area can be good or bad, depending on who you ask. The Norfolk redevelopment and Housing Authority has been very good at it, particularly with the massive urban renewal of Ghent in the 1960's and 70's. But the displacement of low-income people that resulted was bad. Dealing with inequities between schools is tough; there are deep-seated socioeconomic issues that need to be addressed in urban areas, including income, literacy, and language barriers. Mr. Ross noted that concentrating low-income people together is tough, but trying to blend incomes in a neighborhood can be hard too. Broad Creek in Norfolk has had some success. Lenard Myers has heard that mixed-income communities can be successful. Ms. Shea noted Riverwalk as an example of a successful mixed-income, mixed-housing development. Mr. Ross noted that Indian River in general has mixed-incomes.

Mr. Myers asked about the possibility of re-deploying funds designated for TCOD to urban areas for infrastructure improvement. Mr. Ross agreed that infrastructure improvements by the City can be a good incentive for revitalization. Mr. Baum noted that there is a trend toward more infill development. It doesn't involve a large number of lots developed at one time, but selected lots in multiple locations. In order to do infill development on a larger scale, you typically need to consolidate parcels. Mr. Myers said that perhaps old shopping centers and large parking lots could be used.

Ms. Shea commented that the City is looking to facilitate revitalization in several areas, including South Norfolk. New tools have been established by City Council, such as the Chesapeake Land Bank Authority and a South Norfolk Historic District Rehabilitation grant Program. Western Branch is also in the City's sights for revitalization, working in particular with Kotarides Development, the new owner of Chesapeake Square Mall. The Greenbrier area is an ongoing target for revitalization. At the upcoming City Council retreat, there will be discussions on how to turn seas of parking lots into more vertical development with integrated parking. She also noted that a small area plan and corridor study for the Indian River area is now funded. Ms. Cox felt that it sends an important message that the City is trying to develop plans for growth in areas besides green fields.

As far as the Dominion Boulevard corridor, Mr. Baum felt that growth won't come quickly as long as school capacities are an issue. Ms. Barlow expressed concern that City Council is not always good at being transparent with its intentions and plans. For example, Council's decision to withdraw consideration of the Frank Williams Farm as an amendment to the Comprehensive Plan just before the election and then put it back on the table immediately following the election with no public input or discussion on the withdrawal or re-introduction leaves us only to guess why such actions on such an important issue were taken. She feels that it was done that way so that it wouldn't become an election issue. Trust in government suffers from actions like that. She stressed that City Council must do better in communicating its intentions. Mr. Baum added that Council should be more forthcoming with data and other supporting information for its decisions.

Ms. Whitney asked how the various plans and studies interrelate and whether there is funding for implementation. Ms. Shea responded that the plans and studies are generally components of the overarching Comprehensive Plan, but that implementation is largely development driven. TCO is intended to preserve economic opportunities in target areas and to promote quality design. The City has enough water capacity to serve the target areas. Ms. Moore noted that developers have paid for the bulk of infrastructure expansion. Ms. Shea commented that the state's new proffer law makes it very hard to construct off-site improvements from the proposed development. Mr. Baum mentioned the conflict with future capacities. Ms. Shea said that perhaps the City will consider building water lines or new roads up front and then get reimbursed pro-rata later. The proposed Joint Juvenile Justice Correction facility would have been possibly handled that way.

Ms. Barlow was of the opinion that key environmental agencies in the vicinity of the Frank Williams Farm are being ignored as far as their concerns about the impacts of proposed development on the tract to their properties. Ms. Shea said that staff will need to be very diligent in communicating directly with key stakeholders like Chris Lowie of the Dismal Swamp Refuge on their concerns. Mr. Baum added that Chesapeake Public Schools needs to get its plans together and work with other stakeholders to address growth.

Ms. Whitney asked if the Dominion Boulevard Corridor Study is supposed to be significantly revenue positive for the City. Mr. Woodward responded that Planning staff performed a fiscal impact analysis on the study's master land use plan to ensure that it would be at the very least revenue neutral. Balanced development in accord with the master plan is projected to have significantly positive fiscal impacts to the City, but no specific revenue targets were set. Mr. Ross felt that the study's master plan is more a re-direction of growth into a concentrated, managed area. A question was raised about improvements to Battlefield Boulevard. The Master Transportation Plan calls for the road to become a 4-lane arterial roadway. The 50% Rule was discussed in relation to the Williams Tract.

Ms. Cox felt that the Dominion Boulevard Corridor Study seems like a positive initiative if it brings new revenues to the City. The proposed Interstate 87 in the vicinity could be a good fix for the region being essentially a cul-de-sac in the state. She agrees with Ms. Barlow that growth in rural Chesapeake needs to be approached "gracefully." We must recognize that there are big environmental concerns, but also economic opportunities. It will be a challenge to make every stakeholder happy. City leaders may try to do the right thing, but are subject to being pulled in a certain direction.

Ms. Moore commented that the Dominion Boulevard Corridor Study gets specific in its recommendations. She asked who at the City is tasked with implementing it. Mr. Woodward responded that a planner has been assigned to develop an implementation strategy, which includes creating a set of design guidelines and tools for achieving them in the study area. This could involve establishing a zoning overlay district for the area, similar to others in Chesapeake like the Fentress Airfield Overlay

District. The key is to ensure that the proper timing and balance of development is maintained. Ms. Shea emphasized that the City itself is not going to build the study's envisioned 20-year development pattern. We will still rely on individual property owners and developers to help achieve the overall vision as they seek to develop their properties. The LOS Policy is one tool we will use to guide the timing/phasing of development. The proposed Shillelagh Commons development is an example where the City is working closely with the developer to try and achieve the study's vision, which mainly involves promoting 4-story buildings to achieve an urban scale; that is a big change for the area. If we don't advocate for that change, development will likely fall back into the typical horizontal, low-density suburban pattern seen in other areas.

Ms. Barlow was of the opinion that Chesapeake's abundant land has historically enabled us to not promote the best land use practices. She felt that some of the City's historical assets and artifacts have been lost in the process. Mr. Baum asserted that schools are a big driver of development patterns. If school capacities are not addressed, it will continue to affect desired growth patterns.

Ms. Moore asked who is in charge of Light Rail Transit/Bus Rapid Transit implementation as identified in the study, as well as re-designating Dominion Boulevard/Route 17 as I-87. Ms. Shea responded that the City is working with other agencies such as Hampton Roads Transit and the Virginia Department of Transportation to achieve it. The City's Public Works Department would be the lead entity. She noted that both of those recommendations are long-term initiatives. Ms. Moore asked if the TCOD Target Area for Dominion Boulevard north of the Veterans Bridge has the same criteria as other target areas. If not, it should. Ms. Shea indicated that the Dominion Boulevard Corridor Target area is already largely built out, so the characteristics and development criteria are slightly different than other areas.

Mr. Baum felt that we need to have a balance of growth in Chesapeake in order to be fiscally sound. He was of the opinion that we've not done the best job at redevelopment in Chesapeake. More emphasis is needed on that. Malls and most strip shopping centers will go away some day, so we need to have a mixed-income, mixed-use strategy with government incentives. This could hopefully relieve development pressures on Southern Chesapeake. He noted that the best market for his development firm is actually Greenbrier, not Southern Chesapeake. Ms. Barlow felt that Chesapeake needs to become a better destination place, not just a bedroom community. We don't have a music hall, community arts center, or other such cultural amenities.

In relation to TCOD, Ms. Whitney asked if the Northwest River Watershed has an advocacy group like the Elizabeth River and Chesapeake Bay. Planning staff said there is not such a group. Ms. Barlow felt there should be one, but that the watershed area is a gray area between states and without a significant economic driver for protection. Ms. Shea noted that the Southern Watershed Area Management Plan (SWAMP) was a regional effort a few decades ago to establish a regional partnership for protection of this watershed. A Memorandum of Agreement was signed, but the Governors of Virginia and North Carolina never enacted a joint Act like the CBPA. Mr. Ross noted

that the EPA's Total Maximum Daily Load (TMDL) runoff regulations are applicable to Southern Chesapeake. Ms. Barlow expressed concern about the ability of farmers to still discharge phosphorous into waters. She felt that if the Williams Tract can improve stormwater runoff, then allowing controlled development there might be acceptable. Mr. Ross agreed, but said that development on that tract needs to adhere to high environmental standards, including LEED design for buildings. Perhaps the committee should make this a recommendation.

Mr. Woodward reminded everyone that the next meeting will be on August 1<sup>st</sup>. As discussed previously, Mayor West is hoping to receive the committee's final report prior to the upcoming City Council Retreat on August 16-17. According to the committee's meeting schedule, the next meeting is designated for final discussions of special area plans and policies; however, in order to fulfill the Mayor's wishes, it would be best to focus on reviewing the committee's draft final report. Mr. Woodward indicated that he will continue to flesh out the draft report and email a revised version to the group before the next meeting. If there are any questions or comments on the report framework and suggested table of contents, please let him know.

With no further business to discuss, the meeting was adjourned by Chairman Baum at 7:45 p.m.

MHW





## **AGENDA**

### **MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES**

**Major Hillard Library Meeting Room  
824 Old George Washington Highway, North  
August 1, 2018 – 5:30 PM**

- A.** Chairman's Call to Order
- B.** Approval of July 18th Meeting Minutes
- C.** Review of Committee's Draft Final Report to Mayor
- D.** "Round Robin" General Discussion
- E.** Next Meeting – Date, Time, Location, Topics
- F.** Adjournment





## **Mayor's Advisory Committee on Comprehensive Plan Strategies Meeting Minutes August 1, 2018**

Members Present: Nick Baum (Chair), Heather Barlow, Susan Cox, Ed Goodin, Markiella Moore, Lenard Myers, Rogard Ross, and Jayne Whitney

Staff/Others Present: Comprehensive Planning Administrator Mark Woodward, AICP, and Principal Planner John Harbin, AICP

The meeting was convened at 5:38 p.m. by Chairman Nick Baum.

The minutes of the July 18, 2018 meeting were reviewed. Heather Barlow requested that the draft minutes include proposed edits that she had emailed to committee members prior to the meeting. A motion was made by Jayne Whitney, seconded by Susan Cox, to approve the minutes. The minutes, as edited, were approved unanimously by voice vote.

Chairman Baum began the review of the draft final report by asking how everyone felt the report should be presented to the Mayor. Mark Woodward offered that a transmittal letter could be prepared and signed by the Chair, Chair and Vice Chair, or the full committee and then staff could physically deliver the package to the Mayor's Office. Alternatively, the committee could invite the Mayor to attend a final meeting, where the report could be presented to him and discussed. Ms. Cox said the latter option sounded good, then the committee could emphasize its recommendations.

Rogard Ross noted that it would be difficult to come to a consensus on approving the final report at tonight's meeting, since the committee just received the draft report and needs time to read and digest it in order to provide any suggested edits. Ms. Whitney asked how high-level or broad the report should be. Mr. Woodward reiterated staff's understanding that the Mayor convened the committee with a mission to review the implementation strategies contained in the 2035 Comprehensive Plan and to provide him with recommendations for changes.

Ms. Barlow recommended that the transmittal letter for the report contain an invitation for the Mayor to meet with the committee after the City Council retreat. There was a suggestion to circulate the draft report to everyone in electronic format for editing, but upon further discussion of the logistics given the time constraint for submitting the

report to the Mayor, there was consensus for everyone to submit edits and comments to Mr. Woodward for insertion into the draft report. Ms. Cox suggested that if there are conflicting comments from members, perhaps this will be ok, as it will show the Mayor that the committee reflects the diversity in Chesapeake and challenges of planning for growth in such a large city. Mr. Myers said that City Council isn't going to have the time to review all of the action strategies, so we should bold the really important ones. It was suggested that an introductory sentence be added in Section 1.4 that explains that the themes identified reflect common concerns amongst committee members that were brought up at multiple committee meetings.

Ed Goodin stressed that there should be an emphasis on economic development throughout the themes and for Comprehensive Plan action strategies that are prioritized by the committee. He felt that Chapter Two, Economy Section, Objective 2, Action Strategies 1 and 2 should be high priorities, because we need economic development to mitigate the tax burden. He pointed out that Huntsville, Alabama has really emphasized diversification of its economy and increased technology to strengthen economic development. He also noted that the referenced action strategies should be cross-referenced to the Franchise Utilities section of Chapter Three.

Ms. Barlow agreed that a healthy economy is important for quality of life, but that economic development activities need to be balanced and have mutual benefits with environmental protection. Mr. Baum noted that the City has economic development sites queued up like Oakbrooke Technology Park that are having difficulty attracting businesses. Ms. Barlow said that we need to be careful not to compromise our environmental protection efforts in hope of landing a large single-user industry on a tract like the Frank Williams Farm, which might or might not pan out. She noted that the Camden County Industrial Park just across the state line is basically empty. Mr. Myers felt that the Volvo plant in Greenbrier got left behind due to a change in markets and had to close. Mr. Goodin mentioned the Ford plant in Norfolk also.

Ms. Barlow felt that making the Williams Tract easier to develop removes important checks and balances. She understands why the state is excited about the property, but whatever commercial/industrial business that goes there should be something special. Mr. Ross added that construction on the property needs to be done well and done right, using best practices for stormwater management, energy efficiency, and other green practices. But he noted that economic development efforts in Chesapeake aren't just about the Williams Tract; we must use existing industrial sites more efficiently and re-purpose failing malls and strip shopping centers.

Mr. Goodin noted the language in the draft report describing the perception of Chesapeake as a "growing suburban bedroom community." He said that in order to change that perception, we need to promote and support economic development. He was not sure that prioritizing small business and agriculture under Objective 4, Action Strategy 6 of the Economy section is the best approach; perhaps it should be switched out with Objective 2, Action Strategy 2. Ms. Barlow felt that we would need to explain why we think it should be a higher priority, giving examples. Mr. Myer suggested

asking the Economic Development Authority and/or Economic Development Advisory Committee for guidance on economic development priorities.

Ms. Cox suggested creating a new paragraph at the beginning of Section 1.4 of the report that emphasizes economic development as a priority and highlights action strategies that support it. Mr. Myers felt that Chesapeake should be able to attract high technology business. Ms. Cox said we need to find out what businesses want and not give the impression that we are stiff-arming them from the outset. Mr. Myers said he has heard from Economic Development Director Steven Wright that there is a shortage of Class A office space.

Mr. Baum felt that the City needs to provide more incentives, especially cash. He indicated that Virginia Beach approaches things that way, while acknowledging that they have the oceanfront revenue generator working for them. Mr. Ross warned that throwing cash incentives at businesses without a clear understanding of the return on investment is a big concern. He felt that we already have some good advantages, like the high ground in Greenbrier that could support data centers without fear of flooding. Mr. Baum agreed that cash incentives need to be properly vetted, but can be effective.

Mr. Goodin emphasized that he is not advocating for a new implementing strategy, just that economic development should be prioritized, especially Objective 2, Action Strategies 1-3 in the Economy section. He also recommended that a sentence or two be added at the end of Section 1.4 to highlight economic development as a theme for Comprehensive Plan implementation. Everyone was fine with that. Mr. Goodin also observed that the City seemed to be much more successful at recruiting international development under Mayor Ward, perhaps because he traveled extensively to directly recruit business himself. He felt that economic development will help pay for other needs and priorities, like revitalization.

Chairman Baum initiated "round robin" discussion to allow other committee members the opportunity to share any comments or edits to the draft report. Mr. Ross referred to the email that he sent to the group shortly before the meeting containing various comments and proposed edits. He said that the majority of the email content came from a document he circulated at a previous committee meeting. He felt that the report needs to include discussion of the City's anticipated growth patterns and a recommendation to plan for growth. Economic development should be encouraged. Fiscal impact analysis should be longer term than 20 years. He disagreed with the statement in the draft report about infill development facilitating stormwater management; he said it can have the opposite effect. The City should commit to shoreline protection, urban forestry, and re-commit to LEED standards. He noted that 20% of Chesapeake households don't recycle. He questioned how the recommendation to require polluters to pay for damage they cause would be enforced.

Mr. Woodward noted that most of the Comprehensive Plan's action strategies have an aspirational element to them, so specific details as to how they would be implemented are not included. The Plan allows flexibility of implementation techniques depending on

the key stakeholders involved. He added that in general, because of the City's size and diversity the Comprehensive Plan cannot be highly prescriptive in its policies and implementation strategies.

Mr. Ross mentioned the possibility of a points system in the building permit approval process for resiliency efforts. Regarding the recommendation for increased funding of traffic calming measures, he questioned how cost-benefit analysis would be implemented. He suggested just recommending that traffic calming measures be designed for maximum benefit. Under Section 5.0, he suggested revising the statement about small area plans and corridors studies tending to be more successful when there is one major developer, a relatively small number of property owners, and sufficient private funding. He felt that it gives the impression that other development scenarios are not workable. He recalled the group discussing the concept of regional athletic fields, and asked if the committee was in agreement that they should be promoted. There was consensus to delete this as a recommendation.

Ms. Barlow recommended that a statement be added under the Dominion Boulevard Corridor Study section on Page 17 of the report that the City should actively seek projects that enhance both the environment and the City's economy. Regarding the 3<sup>rd</sup> bullet of that same section, she recommended that the phrase "with clear intent and transparency as to purpose" be added. She also recommended that a statement be added that public parks should be maintained well, in support of Objective 4 under the Parks and Recreation section of Chapter Four. She stressed that there needs to be checks and balances in promoting large tracts of land for economic development, such as the Frank Williams Farm Tract. She noted that the request from key environmental agencies for a wildlife corridor to be incorporated into the plans for the Coastal Virginia Commerce Park UEDO were ignored.

Ms. Whitney said that she would email comments and edits to Mr. Woodward after the meeting. For example, she thinks that some corrections are needed to the action strategy numbers identified as priorities for the Chapter Three Transportation section.

Markiella Moore suggested that numbers be used instead of bullets for the recommendations. It would make for easier referencing. Everyone agreed. Ms. Cox indicated that she was still reviewing the draft report and would email any comments later to Mr. Woodward.

Mr. Baum recommended that the phrase "practical and implementable" contained in the Urban Revitalization theme section on Page 5 of the draft report be inserted in the Mixed-Use Development theme section in the next to last sentence that begins "Additional opportunities..." He felt that horizontal mixed-use development can work as well as vertical mixed-use in the appropriate setting. Mr. Goodin agreed, noting that Raleigh and Atlanta have good examples. Mr. Baum noted that Spence Crossing has been a good mixed-use project for his company. Vertical mixed-use can't work everywhere, especially in suburbs. Mr. Ross felt that the Indian River Shopping Center could be a good candidate for a mixed-use development. Southgate Plaza Shopping

Center in South Norfolk could be another candidate. It was commented that Chesapeake needs to deal with parochial attitudes toward development.

Mr. Woodward reviewed next steps. He said that if everyone can send any other comments and edits they have to the draft report to him after the meeting, preferably by August 10<sup>th</sup> it would be appreciated. Given concerns about sharing and editing the master document via Google Docs or some other app, Mr. Woodward will incorporate everyone's edits into the master draft and then re-circulate for review. The goal should be to finalize the document and get it to the Mayor by August 13<sup>th</sup>, in order to provide sufficient time for him to be able to review and utilize it as appropriate during the City Council Retreat August 16-17.

There was consensus not to hold a committee meeting on August 15<sup>th</sup>, but wait until after the Council retreat, then invite the Mayor to meet with the group for a final wrap-up. This meeting could even occur after the Labor Day holiday. There was agreement that a face-to-face meeting with the Mayor could be very beneficial to make sure he is clear about the committee's conclusions and recommendations. There was also agreement to have a transmittal letter for the report, which should note that the committee members did not always agree on priorities for implementation strategies or recommendations for changes, but that this reflects the diversity that is in Chesapeake.

With no further business to discuss, the meeting was adjourned by Chairman Baum at 7:45 p.m.

MHW



# **APPENDIX B**

**Summary of 2035 Comprehensive Plan Goals, Objectives, and Action Strategies  
Chapter Two – Responsible Growth**

**Chapter Two – Responsible Growth**

**Chapter Vision:** *Chesapeake will be a city with a high quality of life that meets the economic and social needs of its current and future citizens, business and industrial community, workforce, and visitors through the promotion of responsible growth, while maintaining and improving the quality of its natural resources for the enjoyment of current and future generations.*

Economy Section

**Goal: The City will achieve an economic development base that is both flexible and resilient by supporting a diverse workforce that takes advantage of Chesapeake’s physical and economic assets.**

**Objective 1:** The City will identify opportunities to expand its inventory of commercially-zoned property.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will place high priority on identifying opportunities for the creation of large business and/or mixed use developments.		
The City will proactively support appropriate redevelopment and infill development opportunities, particularly in areas of the City that are un-served or under-served for retail services such as grocery stores, restaurants and other shopping amenities.		
The City will identify ways to creatively overcome environmental obstacles to the development and redevelopment of commercial properties.		
The City will promote the creation of necessary infrastructure support systems for new and existing business developments.		
The City will study maximum building height restrictions as contained in the Zoning Ordinance for possible modifications.		

**Objective 2:** The City will identify opportunities to meet the infrastructure and technology needs of its businesses and citizens.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will promote the creation of a wireless communications system for its business districts and residential neighborhoods.		
Chesapeake will actively partner with local technology companies to advance technology initiatives that mutually benefit the business community and the City.		
The City will work to establish criteria for the designation of large tracts of land for unique economic development opportunities, such as electronics assembly plants, “cloud” computing hubs, or high technology campuses, a.k.a. “giga” parks.		

**Objective 3:** The City will strive to provide an available and qualified workforce for its businesses.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Public and higher education systems will be integrated into business and workforce development activities.		
The City will partner with local educational institutions and workforce development organizations to expand educational and training opportunities to meet the needs of the business community and the City’s residents.		
The City will strive to maintain an adequately sized workforce, both locally and regionally, to meet the employment needs of its businesses. It will also strive to ensure that the workforce can effectively commute between work and home.		
The City will support and promote partnerships and programs that provide job training and employment opportunities for veterans of the U.S. Armed Forces.		

**Objective 4:** The City will continue to expand the diversity of its economic base.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
An aggressive marketing and business attraction strategy will continue to be used to augment state and regional economic development organization efforts.		
The City of Chesapeake will continue to create a business environment that is attractive to the global business community.		
The City will continue to support and encourage the growth of small, women- and minority-owned businesses (SWAMs).		
The City will partner with the business community to create and maintain safe working and living environments, including tele-commuting options.		
The City will promote the creation of innovative business assistance programs for new and existing companies.		
The City will continue to support the growth of its small business community, as well as Chesapeake’s local agricultural industry and working farm lands, including farmer’s markets and other appropriate outlets for agri-business.		
Opportunities for retail trade will be increased within the city for residents, business employees, and visitors by creating major regional destination centers in Chesapeake (entertainment, retail,		

and/or recreational) that increase the retail and entertainment dollars spent in the City by residents, employees, and visitors.		
The City will explore opportunities to attract amateur sports facilities that will bring in participants and visitors to stay, shop and dine in Chesapeake.		
Tourism opportunities, such as history and nature, will be identified and promoted within the City through a strategic tourism plan as a means to support Chesapeake’s retail sector.		
The City will seek to capitalize on water-related commerce and yachting market opportunities by providing or facilitating support services and considering appropriate land use changes.		

**Objective 5:** The City will continue its formalized, proactive business retention program.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The image of Chesapeake as a business-friendly city will be promoted by advocating the continuous review and improvement of the City’s development review process.		
The City will commit to strengthening its image as a dynamic, progressive home for existing businesses to grow and prosper.		
The City will integrate the needs and realities of the business market into its lifestyle enhancement, development review and general municipal decision-making processes.		
The City will identify and maximize opportunities to partner with its business community in elevating Chesapeake’s status as a great place to live, learn, work, and play.		
Partnerships among the City, its businesses and the community will continue to be encouraged.		

**Objective 6:** The City will recognize and promote unique economic development opportunities.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The unique economic development opportunity would be required to follow existing development review processes where applicable, including any needed Public Utility Franchise Area expansions, rezoning, and subdivision or site plan review.		
The location of a unique economic development use should be prohibited in the Naval Support Activity (NSA) Northwest Annex Relocatable Over The Horizon (ROTHR) Electromagnetic Interference (EMI) Prohibited Zone and Restricted Area. However, proposed unique economic development uses will be evaluated on a case- by-case basis within the ROTHR EMI Military Influence Area/Region of Influence, as identified on the Navy’s official map dated February 26, 2014, a copy of which can be found in the Economy Section of the 2035 Comprehensive Plan Technical Document.		
When a proposed unique economic development use is located within any of the Noise Zones and/or Accident Potential Zones (APZs) as shown on the U.S. Navy’s official Hampton Roads Joint Land Use Study (JLUS)/Air Installations Compatible Use Zones (AICUZ) Planning Map, the proposed use should be carefully evaluated as to its conformance with Table 1 of the map entitled “Land Use Compatibility Within Noise Zones and APZs,” as well as the provisions of Section 12-400 of the City’s Zoning Ordinance entitled “Fentress Airfield Overlay District.”		
The location of a unique economic development use should be consistent with the provisions of the Northwest River Watershed Protection District, when said use is located within the area covered by this district, as shown on the City’s official maps.		
The location of a unique economic development use shall not be dependent on a commitment by the City to provide public utilities to the subject site; furthermore, the entity’s provisions for sewerage facilities should be carefully evaluated for conformity with the Comprehensive Plan and the requirements of the Chesapeake Health Department or Virginia Department of Environmental Quality.		
The location of a unique economic development use should be compatible with present uses and documented future plans for adjacent conservation lands such as the Great Dismal Swamp Wildlife Refuge, Virginia Department of Conservation & Recreation Cavalier Tract, Nature Conservancy holdings, U.S. Army Corps of Engineers jurisdictional wetlands, and similar resources.		
A “unique economic development opportunity” would be defined as a commercial or industrial use that has not typically occurred in Chesapeake, preferably a high-technology enterprise operated by a single entity that would not include residential uses. A unique economic development use should also be capable of generating a significantly positive fiscal impact when evaluated by the City’s fiscal impact analysis model. Furthermore, there would be an expectation that a unique economic development use will		

generate major economic benefits that have citywide impact through investment and creation of new employment opportunities that result from locating significant headquarters, administrative or service sector operations in Chesapeake.		
Recognizing the potential diversity of options for the minimum size and geographic location of land tracts needed to accommodate unique economic development opportunities, it is recommended that the criteria contained in the Zoning Ordinance for locating planned unit industrial park districts (PUD-IP) be used as a comparable benchmark, preferably on tracts of land ranging in size from a minimum of 15 acres upwards, generally contained within 5 or fewer contiguous parcels.		
Areas and/or sites identified for a unique economic development use should be consistent with the Comprehensive Plan and accompanying Land Use Plan and Master Transportation Plan. Notwithstanding this policy or any other applicable City policy or ordinance, consideration may be given for a unique economic development use to occur outside the Public Utilities Franchise Area, if public utilities are not necessary.		

Land Use Section

**Goal: The City will achieve a land use pattern that is economically stable and that is responsibly grown over the course of time.**

**Objective 1:** The City, through its Land Use Plan, will achieve a pattern of compatible land use and growth that is balanced between industrial, commercial, housing, public facilities, agricultural and open space uses.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Each land use should be located only on an appropriate site in terms of size, access, environmental conditions, community facilities, and compatibility with its neighbors; commercially designated sites should be maintained for commercial activities only, not mixed-use or residential, to the maximum extent practicable.		
Development patterns and trends should exhibit an orderly transition from urban uses in the northern part of the City to rural land uses in the southern part of the City along planned public sewer system and transportation corridors.		
The 2035 Land Use Plan shall provide a guide to the desired future land use pattern for the City, in concert with the policies of the Comprehensive Plan and other applicable City policies, ordinances and regulations.		
The City's Zoning Ordinance should be reviewed for necessary amendments. For example, the provisions for Planned Unit Developments (PUD's) may require revision to reflect changes in the distribution of uses within mixed use designated areas. Also, correlating passages to the Overlay Districts should be synchronized.		
The City's Subdivision Ordinance should be reviewed for potential inconsistencies with the provisions of this Plan.		
All other City ordinances and policies should be reviewed for potential amendment to reflect the intentions and policies of this Plan. Such ordinances and policies should include but not be limited to the City's Landscape Ordinance, Sign Ordinance, and Public Facilities Manual.		
As a follow up to this Plan, a comprehensive strategy will be developed and implemented to synchronize the City's rural preservation efforts. This strategy must address the coordination of the following ordinances, policies, and programs into a cohesive rural preservation strategy: Rural Design Guidelines; Public Facilities Manual; Open Space & Agriculture Preservation Program; Subdivision Ordinance; Zoning Ordinance; Cluster Ordinance.		

**Objective 2:** The City will plan in a proactive manner to ensure that new development supports and complements existing development.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
The implementation of the Land Use Plan will be linked to, and integrated with, the growth management strategies, environmental stewardship responsibilities, quality of life/community design objectives, and other policies of the Comprehensive Plan.		
Desired land uses should be accommodated generally in accordance with anticipated market demands for each use; undesirable and incompatible land uses, or speculative development in excess of anticipated market demand should be discouraged.		
In pursuing the goals and objectives of this section for achieving a harmonious and balanced land use pattern, attention should be given to the incremental effects of development-related lighting that could lead to a cumulative "light pollution" issue.		

**Objective 3:** The City will monitor changes in circumstances that may result in the need to review the Comprehensive Plan and initiate amendments if necessary.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Federal installations such as St. Juliens Creek Naval Depot occupy important land resources for the City. In the event that such a facility was to be closed and made available for other uses, it would provide significant opportunities which would require special study. A study has in fact been prepared that provides guidance for potential uses for the facility. This study is included in the Land Use Section of the 2035 Comprehensive Plan Technical Document.		
The comprehensive planning process has attempted to accommodate the probable timing of major infrastructure improvements; however, time schedules are often accelerated or decelerated depending upon funding availability and other factors. Significant changes in the anticipated timing for public infrastructure improvements and their impact on development patterns and timing may create a need for special study and subsequent Plan amendments.		
Intermediate reviews of the Comprehensive Plan will be conducted prior to the Virginia Code-required 5-year review period.		
City Council may direct a plan review when it is believed that circumstances warrant such an action.		
Development in the City will be coordinated with neighboring localities to the extent practicable through joint planning activities.		
The City should support any nomination made by the Commanding Officer of the NSA Northwest Naval Annex to initiate a compatible land use study similar to a Joint Land Use Study (JLUS). The City would be supportive of the identification of encroachment issues, the recommendation of strategies to address the issues, and the collaboration with stakeholders, including the City of Chesapeake, Camden County in North Carolina, Currituck County in North Carolina and property owners within the study area.		

**Objective 4:** The City will continue to manage detrimental impacts from noise.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will maintain its positive working relationships with representatives of Naval Auxiliary Landing Field Fentress, Chesapeake Executive Airport and Hampton Roads Airport to mitigate the noise generated by air traffic and to enforce and update as appropriate the land use controls surrounding these facilities, such as the Fentress Airfield Overlay District.		
The City will continue to implement applicable recommendations of the Chesapeake Jet Noise Task Force, as contained in their May 2001 Final report.		
The City will continue to actively support the goals and objectives of the 2005 Joint Land Use Study for NAS Oceana, NALF Fentress and Chambers Field, and will continue working cooperatively with the U.S. Navy, Commonwealth of Virginia, and Cities of Norfolk and Virginia Beach to review and update the study as appropriate.		
Off-site impacts of noise associated with certain land uses and transportation facilities will be minimized by combining careful selection of alignment, buffers, landscaping, and sound barriers that provide the most cost-effective noise mitigation benefits.		
Consideration will be given during development review to minimum distances of separation between various incompatible land uses, such as industrial/manufacturing processes and residential uses.		

**Objective 5:** Chesapeake will continue to provide for the special needs and considerations of unique areas and circumstances through the development and implementation of special area studies and plans.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will continue to implement the applicable policies and recommendations of the key studies and plans listed above, which are components of this Comprehensive Plan.		
The City will study and re-evaluate the recommendations of the South Military Highway Corridor Study, especially as it relates to the Core Area.		
The City will continue to promote Greenbrier as a Major Activity Center. A key land use planning tool for the 2035 Comprehensive Plan is the major activity center concept. A major activity center is a form of land use characterized by regional scale retail, commercial, and industrial development that is oriented toward a major transportation corridor or area. Major activity centers can		

<p>be automobile-oriented or transit-oriented. Greenbrier is one of the largest and most recognizable of the City’s major activity centers. Because of its physical location near Interstate 64 and Military Highway and status as a planned unit development (PUD) since the early 1970’s, Greenbrier has taken on the unofficial role of Chesapeake’s “downtown,” or center of commercial activity, anchored by Greenbrier Mall.</p> <ul style="list-style-type: none"> <li>- Effective January 2005, portions of the Greenbrier area were designated as a Tax Increment Financing District (TIF). Designation as a TIF provides funding opportunities for continual investment in the area to ensure the infrastructure and improvements keep pace with the demands of a major regional activity center.</li> <li>- The Land Use Plan will continue to promote regional mixed uses, including retail, commercial, light industrial, office space, and a variety of residential settings, particularly higher density dwellings.</li> <li>- While Greenbrier is recognized as a strongly automobile-oriented major activity center in the present, it is also located along a planned mass transit corridor. As such the City should plan for facilities and services that promote both a more pedestrian-friendly and transit-oriented environment.</li> </ul>		
<p>The City will continue to promote the Dominion Boulevard Corridor as a Major Activity Center and will plan for its development as a strategic economic opportunities area. The Dominion Boulevard/ Route 17 Corridor is a significant transportation corridor due to its relationship as a primary north / south link between Raleigh, North Carolina, and Norfolk. Route 17 and Interstates 464 and 64 are significant regional transportation corridors and provide regional access to the area. The proposed Pleasant Grove Parkway also runs through the corridor and provides additional accessibility for the future. Recognizing the strategic nature of this corridor, it was designated as a TCOD Target Area in 2001. The road is currently a two-lane, undivided highway with a draw span at the Southern Branch of the Elizabeth River. A major expansion of the roadway from its interchange with I-64/I-464/Chesapeake Expressway south to Cedar Road, along with the replacement of the Steel Bridge with a high-rise structure, is underway.</p> <ul style="list-style-type: none"> <li>- As a part of the 2035 Land Use Plan, the Dominion Boulevard Corridor has been designated primarily for regional mixed uses. It is the intent of this Plan, through a follow-up Dominion Boulevard Corridor Study, to create an alternative regional employment center, south of the Albemarle and Chesapeake Canal. Corporate offices and research and development uses, including amenities such as integrated opens spaces or golf courses, and institutional uses, should be promoted for this area. Some strategically placed residential may be included in the area; however, the focus of the corridor should be on economic development.</li> <li>- The guidelines for the Transportation Corridor Overlay District should continue to provide guidance in land use decisions in this corridor, as reflected in the pending Dominion Boulevard Corridor Study. This includes elements of corridor design, as discussed in Goal 2, Objective 2.6 in the Design section of this Plan. Consideration should be given to re-visiting and updating the TCOD Policy as appropriate, either in concert with, or subsequent to, preparation of the Dominion Boulevard Corridor Study; such an update could explore extending the Route 104/Dominion Boulevard Target Area to the North Carolina line, being mindful of the Dismal Swamp National Wildlife Refuge.</li> </ul>		
<p>The City will continue to promote gateways into Chesapeake as a means to take advantage of the special opportunities associated with being an entryway into the City. Recognizing the importance of these special areas, City Council adopted the Design Guidelines Manual in May 2007 to provide guidance related to Gateways, Mixed-Use and Infill Development in the Urban and Suburban Overlays, Rural Overlay Development and Public Art. A copy of these guidelines can be found in the Design section of the 2035 Comprehensive Plan Technical Document.</p> <ul style="list-style-type: none"> <li>- As an entryway, special consideration must be given to the overall appearance and impression created for the City as well as taking advantage of the potential for economically beneficial uses that may be appropriate at these locations. Uses that may be appropriate in these locations include welcome centers, hospitality centers, and well-designed convenience and lodging uses.</li> <li>- Consideration should be given to establishing gateways around the City in areas that serve as internal entryways to distinct character districts, commercial areas, etc. Examples of such internal gateways would be Portsmouth Boulevard in the vicinity of Chesapeake Square Mall off of I-664; the Greenbrier area; the Poindexter Street commercial corridor off of I-464; and the Indian</li> </ul>		

<p>River Road commercial corridor. Appropriate signage, flags, landscaping and other elements identified in the Design Guidelines Manual should be considered. - Design recommendations for Gateways may be found in the Design section of this Plan and should be used to provide guidance in the appropriate appearance of development within Gateways.</p>		
<p>Chesapeake has benefitted greatly from an abundance of waterfront areas and features and will continue to preserve and promote these amenities, which contribute greatly to the City's character and in many cases facilitate Chesapeake's commerce and industry. The City should continue to make reasonable and balanced efforts to preserve key portions of waterfront areas in their natural states, while developing other portions for compatible commercial and recreational development. The City should continue to partner with the U.S. Army Corps of Engineers and the U.S. Navy to explore the deepening of the shipping channel of the Southern Branch of the Elizabeth River as part of the Norfolk Harbor and Channels Deepening Study.</p>		
<p>There are some areas of the City which are still in need of study for specific land use and strategic planning recommendations. These areas include the following:          - Dominion Boulevard Corridor          - Indian River Planning Area/Indian River Road-North Military Highway Corridors          - Industrial Waterfront Study          - Gateways/Entryways Study          - The North Landing River</p>		

Growth Management Section

**Goal: The City will ensure that public services and utilities are available to support both the existing land uses and the expected growth rates of people and jobs in accord with the Comprehensive Plan.**

**Objective 1: Timing** - The City will plan for density and intensity of land development to generally be highest in areas with public water and sewer service, good roads and transit access; therein, the City will use the design and location of its future utility and transportation facilities to guide the location, pattern, character and timing of growth.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
<p><b>Level of Service Standards (LOS):</b> LOS is currently in use by the City, and Chesapeake has been an innovator in Virginia in using this growth management tool. The City's Planning and Land Use Policy (known as the Level of Service or LOS Policy) sets a measurable standard of capacity or performance for a given public facility or service that must be planned, funded or in place in order for any particular development application (rezoning) to receive approval. It is broadly accepted that such standards can be a key factor in rezoning decisions.</p> <p>Currently, all rezoning applications in the City are reviewed and evaluated to determine if they can pass the tests for "Adequate School Facilities," "Adequate Road Facilities," and "Adequate Sewer Capacity." The evaluation of each application includes existing service levels, plus the impacts associated with developments that have received preliminary plan approval, the cumulative anticipated impacts of minor subdivisions (5 lots or less), and the projected impacts of the property under consideration for rezoning. Staff will recommend denial of a residential rezoning application if it is determined that any one of the public schools serving the area exceeds 120% of rated capacity at the time of the rezoning, or if the proposed development in combination with other approved development in the school service area would exceed the 120% capacity cap. Similarly, staff will recommend denial of a rezoning application if the nearest road or signalized intersection serving the majority of traffic is currently performing at Level of Service E or F, or if the proposed residential or non-residential development, in conjunction with development of unimproved lots in the area would cause the nearest road or signalized intersection to perform at Level of Service E or F. A Level of Service E and in some cases, a level of service F, is acceptable for non-residential development rezoning applications if City Council finds that certain economic development criteria are met. The LOS Policy requires that proposed residential rezonings will not be approved if the property is not located within the existing HRSD service area or private facilities are not approved within a certain time. This policy is a component of the Comprehensive Plan and is incorporated herein. A complete copy of the LOS Policy is contained in the Growth Management Section of the 2035 Comprehensive Plan Technical Document.</p> <p>The City will consider the adequacy of public facilities and services when reviewing any rezoning application for a more intensive use or density. To fairly implement this policy, the City will consider the following:</p>		

<p>1. The capacity of existing public facilities and the availability of required public services;</p> <p>2. Facilities and improvements proposed in the Capital Improvement Budget;</p> <p>3. Proposed Transportation Improvements and Facilities in the Master Transportation Plan;</p> <p>4. Service level standards for schools, roads, and utilities capacity established by the City and the effect of existing, approved and proposed development on those standards; and</p> <p>5. Other mechanisms, modeling, or analyses that the City may use to measure the adequacy of public services and facilities and the City's ability to maintain or establish the adequacy of those facilities, across the City.</p> <p>Recognizing the need to facilitate economic vitality in Chesapeake, City Council adopted an amendment to the LOS Policy on December 18, 2012, which was intended to maintain adequate level of service tests for roads, schools, and sewer capacity while promoting economically positive mixed-use developments in areas of the City designated for revitalization and commercial growth. The amendment established exemptions to the level of service tests in the following instances:</p> <ol style="list-style-type: none"> <li>1. An application is pending to rezone the property to Urban Planned Unit Development (PUD-U);</li> <li>2. The property consists of at least 15 acres of land located in the Urban Overlay;</li> <li>3. The property is located entirely within a Tax Increment Financing District; and</li> <li>4. The proposed development will generate significant positive revenues, as determined on the basis of fiscal analysis conducted by the City. Such fiscal analysis shall, at a minimum, weigh the anticipated revenues against the estimated cost of capital facility needs to be generated by the proposed development, including without limitation, the capital cost of roads, schools and other public infrastructure that will be impacted by the rezoning.</li> </ol>		
<p><b>Infrastructure Expansion and Phasing:</b> The infrastructure expansion for utilities, roads, and other public facilities is a key element in managing growth. Working in connection with the Level of Service standards previously discussed, the introduction of additional service capacity can be used to manage the time and location of new development. Both the sequence and timing of utility extensions are important. From a long term planning standpoint, sequence is typically more critical, in that timing will tend to be refined in reaction to specific ongoing constraints and opportunities of available capacity, City finances and market demand. The sequencing and timing of utility extensions should be consistent with the City's plans and priorities for future land uses.</p> <p>- <b>Utilities:</b> Public water and sewer service will only be provided to those areas within the existing Public Utility Franchise Area (Franchise Area) or areas designated to be added to the existing Franchise Area within the window of this Plan (2035 Franchise Area). The existing Franchise Area consists of those areas depicted on the following map, which represents the existing Public Utility Franchise Area at the adoption of this Plan. The extension of public utilities (public water and sewer) within the existing Franchise Area does not require review by Planning Commission or City Council. The extension of public utilities (public water and sewer) within the 2035 Franchise Area will require approval by the City Council in accordance with the criteria set forth below.</p> <p>The City's policies regarding utility expansion were established in its "Service Area Expansion Policy" adopted in 1997 and the "Public Utilities Franchise Area Expansion Policy" adopted in 2001. The utility extension policies established by this Comprehensive Plan are based upon these original policies and modified as necessary to reflect changes in the Public Utility Franchise Area.</p> <p>The 1997 Policy, which is an operations policy, addresses proposed expansions of the HRSD sewer service lines beyond one mile from existing lines. It establishes the following criteria for the City Council to consider in reviewing such requests:</p> <ol style="list-style-type: none"> <li>1. Impact on the functional integrity of the City utility system; and</li> <li>2. The City's fiscal obligations to operate, maintain and accommodate the expansion, weighed against the public benefit.</li> </ol> <p>The 2001 Policy, which is a land use policy, provides that City Council will "review and analyze all proposed expansions of the Public Utilities Franchise Area to ensure consistency with the [City's] Comprehensive Plan and the adequacy of Public Utilities</p>		

to serve the area proposed for development.” It shall be the policy of this Comprehensive Plan to continue this review as an integral component of the timing element of the overall growth management strategy as specified below.

**Co-terminus with Urban and Suburban Overlay Districts:** Areas in the Public Utility Franchise Area shall correspond to, and are co-terminus with, areas designated within the Urban and Suburban Overlay Districts as identified in the Land Use Plan.

Four exceptions to the co-terminus coverage exist as follows:

1. Some areas in the Suburban Overlay may be in the 2035 Public Utility Franchise Area only, which requires additional City Council action before public utilities may be expanded to such areas.
2. An area of the Sunray community is in the Public Utility Franchise Area but is in the Rural Overlay.
3. An area off Blue Ridge Road is in the Public Utility Franchise Area but is in the rural Overlay.
4. The Chesapeake Golf Club between Murray Drive and Whittamore Road is in the Public Utility Franchise Area for public water service only but is in the Rural Overlay.

The extension of the Franchise Area shall be deemed to be an extension of the Urban or Suburban Overlay District. Appropriate land use designations will need to be identified on the Land Use Plan for such extensions. Franchise Area expansions will only occur at a time that is consistent with the City’s overall growth management strategy. Specific criteria for this expansion are as follows:

**Criteria for Expansion of the 2035 Public Utility Franchise Area:**

In reviewing requests for the extension of public water and/ or sewer service, to the 2035 Public Utility Franchise Area, the City Council may consider the following factors. Consideration for these factors may be conducted simultaneously with a request for rezoning or a conditional use permit:

1. The request shall only be for the property or properties being proposed for development;
2. The property must be located within an area designated as future Public Utility Franchise Area (see following map);
3. The proposal establishes a contiguous pattern of expansion from existing water and sewer service areas, without promoting “leapfrog” development;
4. The property must also lie within an H.R.S.D. service area and must meet all utility-related ordinances and policies;
5. The timing, nature, character, and extent of public utilities needed to serve the proposed use are consistent with the Comprehensive Plan and all other Public Utility policies. The proposal must clearly demonstrate that it helps to achieve specified goals and policies in the Comprehensive Plan (consistent with the City’s Title 15.2-2232 review);
6. The obligations to be assumed by the City of Chesapeake shall be weighed against the public benefit to be realized by the expansion of the Public Utilities Franchise Area;
7. The proposal contains proffered improvements or mitigation measures that would minimize the capital impact to the City for the utility extension. The developer shall be responsible for all costs associated with the utility extension with no cost being borne by the City;
8. The proposal must be coordinated in a timely fashion with the anticipated expansion or improvement of roadways in the area served by the utility extension. The utility extension should not encourage growth in advance of the provision of road improvements sufficient to serve the new development;
9. The proposal must demonstrate that it is within the City’s ability to be served by a long term water supply system; and
10. To the maximum extent possible under Virginia law, the City of Chesapeake will manage the pace of growth in order to ensure the demands of growth do not outpace the capacity to provide the necessary services and infrastructure.

**Public Utility Expansion / Extensions outside the Existing Public Utility Franchise Area and outside the 2035 Public Utility Franchise Area:**

Expansion of Public Utility Franchise Area beyond the current Franchise Area and the 2035 Public Utility Franchise Area will require an amendment to the Comprehensive Plan. The following exceptions apply:

1. A limited provision is made for the allowances of public water service connections outside an existing Public Utilities Franchise Area to water lines that have been in existence since September 18, 2001. These connections will be permitted only under certain extenuating circumstances to individual lots meeting very specific

<p>criteria. A complete list of these criteria may be found in the Water and Sewer component of this Plan.”</p> <p>2. It is also recognized that there may be a need to construct water transmission lines outside the existing or 2035 Franchise Area due to the location of the Northwest River Water Treatment Plant in southern Chesapeake. The construction of these lines would not constitute an expansion of the Franchise Area, but would be to transport water from the water treatment plant to the franchise Area located elsewhere in the City. Water transported through these lines would be solely for public water service within the Public Utility Franchise Area and would not be to serve new areas outside the franchise Area. The construction of these lines would require a review under Section 15.2-2232 of the Code of Virginia.</p> <p><b>- Roads and other Transportation Improvements:</b> Priorities for major road network expansions should also reflect the City’s plans and priorities for the future. The location and sequence of road network expansions, as well as other transportation improvements, should reflect the land use patterns set forth in the plan. To the greatest extent possible, the location and sequence of the transportation infrastructure improvements are to be coordinated with the utility infrastructure improvements so that together they provide full infrastructure for future development. The language in Section 15.2-2232 of the Code of Virginia anticipates that major transportation improvements that are not already shown on the Comprehensive Plan will be reviewed for conformity with the Comprehensive Plan and Master Transportation Plan through the “2232” review process. In both cases – utilities and roads - the willingness of the private sector to participate in the funding and construction of such improvements, as part of the site approval and development process, is a key to successful development. In that regard, some flexibility is desirable in the sequencing of infrastructure so that the City can respond reasonably to the market demand for development. In addition, although the land use and infrastructure elements of this Comprehensive Plan have very long term horizons, short term adjustments are expected, to be considered on at least a five year basis, in accord with the state code.</p>		
<p><b>Rate of Growth:</b> Strategically, the City will plan to approve the extension of public facilities in a steady but incremental fashion, in accord with the location and timing as shown on the land use and infrastructure maps of this plan. As this process continues, the City will make any necessary adjustments so that it continues to balance the advantages for new development with the capacity of the City to finance the facilities and services to support that development. The overall target for the City is to accommodate an annual population growth of between 1% and 2%, which is deemed to be a reasonable amount of growth that fairly balances the interests of current City residents with future City residents. (The City’s growth rate in 2013 was approximately 1.20%).</p>		
<p><b>Capital Improvement Budget (CIB):</b> The City’s Capital Improvement Budget (CIB) reflects the specific short-term plan for constructing public facilities. It is an important element of the City’s growth management system because it defines when, where and how each specific facility is to be built in the immediate time horizon (typically five years). The CIB will also specify the revenue sources for funding each facility in terms of the allocation between public monies. Again, the CIB should be derived from the conceptual depiction of public facility locations and standards as outlined in the Comprehensive Plan. As for other major public investments and improvements, the “2232” process provides a mechanism for evaluating public improvements, such as parks or other public areas, and public buildings and structures such a schools, libraries and fire stations, for conformity with the Comprehensive Plan when such improvements are not already shown in the plan or otherwise exempt.</p>		
<p><b>Zoning Map Amendments (Rezoning):</b> A critical element of the growth management system is the City’s ongoing process of reviewing and acting on applications from land owners and developers to amend the zoning map. In Virginia, the rezoning stage of the development process is the point at which the City has the greatest leverage for ensuring that future development conforms to the policies of the Comprehensive Plan.</p> <p>As growth continues in the City and new areas become subject to development pressures, the underlying zoning designations are often not consistent with the market demand for land use on the site, or with the City’s long term plan for future land use as set forth in the Comprehensive Plan. This gap between past and</p>		

<p>future needs can be addressed by changing the zoning to better meet the City’s long-term goals as well as the needs of the real estate market.</p> <p>In conjunction with an approval of a rezoning, the City may accept “proffers” from the applicant under the provisions of the conditional zoning process. Proffers are voluntary provisions or donations offered to the City by the rezoning applicant and are aimed at mitigating the impacts of the proposed development. Proffers may include cash funds for public facilities, land for public facilities, assurance of phasing or sequencing of construction, and/or other site-specific elements to ensure that City goals and policies are met. Thus, proffers can be an important method of implementing the Comprehensive Plan and achieving a successful growth management system.</p> <p>The timing and conditions of rezoning approvals should be coordinated with the decisions to extend or expand utility and transportation networks, all in accord with the sequence and location as set out in the Comprehensive Plan. Thus, the City can use the conditional zoning process in conjunction with LOS standards in order to achieve the goals of the Comprehensive Plan.</p> <p>Chesapeake currently has approximately 3,300 acres of undeveloped land that are zoned for residential use, which would be expected to accommodate about 9,000 new dwelling units. About two-thirds of the land is zoned R-15 and R-15s, which are zoning designations for single family homes. In addition, there are more than 5,000 acres of undeveloped agricultural land, some of which can be converted to 3-acre home sites under the City’s A-1 zoning designation. Considering the various environmental features that constrain development on these properties, the City estimates that the currently zoned land capacity will provide for additional growth at current rates for another five years.</p>		
<p>Major utility and transportation infrastructure improvements and other public improvements, proposed by the local, state or federal government, or the private sector, will be evaluated for conformity with the land use policies of the Comprehensive Plan in accordance with Section 15.2-2232 of the Code of Virginia.</p>		
<p>The City will establish service standards or benchmarks for other City services as appropriate.</p>		
<p>An intermediate review of the Comprehensive Plan will be conducted prior the Virginia Code required five year review to determine the magnitude of required Plan changes.</p>		
<p>The City will consider proposals to mitigate the impact of new development as part of its decision to approve or deny rezoning applications. The applicant may propose to mitigate the impacts of development including voluntary proffers of cash, site dedication, in-kind improvements, as permitted by City policy or through the conditional zoning provisions of the Code of Virginia, development phasing schedules, and other mechanisms permitted by the Code of Virginia now or in the future.</p>		

**Objective 2: Funding** - The City will target a coordinated and balanced policy for the funding and construction of public facilities, including maintaining a moderate and reasonable tax rate to support an optimum level of City services.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
<p>Infill development that complements existing communities will be encouraged in developed areas to maximize the use of existing public facilities, utilities, buildings and services, provided that there is capacity for such additional development.</p>		
<p>To increase fiscal stability and mitigate tax burdens on City residents, the City will seek a balance of residential and non-residential land uses designed to provide a diversified and steady revenue stream.</p>		
<p>Public facilities and infrastructure may be funded by either public sources, private sources, or a combination thereof.</p>		
<p>Projects proposed for the City’s CIB will be evaluated for conformity with the Comprehensive Plan. In addition, the City will integrate its fiscal management policies and growth management policies by developing tools to project public facilities needs and expenditures beyond the five-year horizon of the CIB.</p>		
<p>A Proffer Policy was adopted by City Council in December 2004 as a component of the Comprehensive Plan and is included in the Growth Management Section of the 2035 Comprehensive Plan Technical Document. This policy creates an opportunity for developers to offset public service/facility impacts created by their development proposals.</p>		
<p>The City will seek to ensure that an equitable and proportionate share of public facility and infrastructure improvements that are attributable, in whole or part, to a proposed development project will be financed by the owners, developers, users or beneficiaries.</p>		

**Objective 3: Form** - The City will plan with the assumption that growth will continue to occur in Chesapeake and will evaluate all proposed land uses and development densities for conformance with the Comprehensive Plan and other applicable policies, ordinances, and regulations.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will direct growth to areas as designated on the 2035 Land Use Plan. Orderly expansions of utilities will be encouraged to avoid leapfrog development.		
The City will coordinate with the Hampton Roads Sanitation District (HRSD) to ensure that its master sewer plans do not conflict with the City's efforts to contain the limits of non-rural development.		
The City will amend its Zoning Ordinance provisions to reflect necessary changes to the Overlay District standards to be consistent with this Plan.		
The Design section of this plan will be used to provide additional guidance on the compatibility of development proposals with the overall desired form for the City.		
The conditional zoning process may be used to provide assurance that the design and layout of the proposed development meets the design principles of this plan.		
The location, design and construction of City-owned facilities should conform to the design principles of this plan.		
The City will implement a land acquisition and stabilization (purchase or lease of conservation easements such as the Open Space and Agriculture Preservation Program) program.		
Economic development of agricultural and rural enterprises should be fostered and promoted including the development of agricultural markets, alternative products, agri-tourism, and eco-tourism.		
Design of development (clustered housing development with residual open space, "conservation design" for rural subdivisions) should be used as a tool to develop a desirable form for the City.		
Density or intensity of development should be considered when assessing the appropriateness of development proposals.		
Changes to the boundaries of either the Suburban Overlay District or the Public Utilities Franchise Area approved by City Council shall be co-terminus, and the impact of the extension of both shall be considered in the decision.		
In pursuing its growth management strategies, the City should be mindful of the need to reduce pollutants from stormwater runoff in accordance with State discharge permitting guidelines and federal regulations for Total Maximum Daily Loads, as described in the Stormwater Management section of this Plan.		
The City will evaluate the Comprehensive Plan regularly between the required 5-year reviews mandated in the Code of Virginia for needed updates in relation to the Undeveloped Zoning Inventory.		

Natural Resources Section

**Goal: The City will protect, maintain, and improve the quality of the natural environmental systems – air, water, natural habitats and wetlands.**

**Objective 1:** Direct incompatible development away from areas which are characterized by poor soils and toward areas where the extension of public sewer exists or is planned.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Soil data review and periodic surveys will be coordinated by the United States Department of Agriculture/United States Geological Survey in coordination with the local Soil and Water Conservation District or other professionals with the required expertise. Areas with poor soils should be identified and mapped, including highly permeable and hydric soils.		
Development review will be coordinated with the Chesapeake Department of Health, who will ensure soil suitability for on-site septic systems for new residential development. Alternatively, if the discharge goes off-site, the review will be coordinated with the Virginia Department of Environmental Quality.		
Soil borings should be considered for areas identified as having marginally suitable or unsuitable soils in order to confirm their suitability prior to development.		

**Objective 2:** The City will continue to promote water quality protection by implementing its existing protection program as well as seeking new solutions as additional information and technology become available.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The Planning and Public Works Departments will cooperatively undertake a comprehensive assessment of each of the City's sub-watersheds and formulate individual watershed action plans. A schedule for these plans should be developed.		

The City will continue to lend technical and financial support to regional water quality improvement efforts, such as cleaning up contaminated sediments to improve real estate marketability, improve recreational utility, and reduce the potential for transfer of harmful contaminants to humans from edible fish and shellfish. The City should continue to support regional stormwater and nonpoint source pollution public education programs.		
The City will identify opportunities for the creation of wetlands in order to restore some of the Elizabeth River watershed's natural pollutant buffering and flood control capacity.		
Identify development techniques that reduce the impact of land use on water quality, including incorporating sound low impact development (LID) techniques like reducing impervious levels, creation of community water access facilities in lieu of private facilities, and preservation of open space in environmentally sensitive areas such as the CBPA Resource Protection Areas (RPAs). LID strategies should be evaluated to identify barriers to feasibility. Stormwater best management practices will continue to be required for new development and redevelopment to address runoff.		
Encourage the establishment of vegetated riparian buffer areas over time by creating incentives for redevelopment and infill development in the City's highly urbanized areas. The City will pursue funding for purchasing and establishing riparian corridors in order to provide passive recreational opportunities for City residents, as well as enhance the area's water quality through preservation of floodplains, wetlands, and adjacent buffer areas.		
Pursue grants and other funding to undertake a comprehensive study of the City's Elizabeth River waterfront, including the Eastern Branch and contributing Indian River, to create a future vision and action plan for the area. This study should explore redevelopment opportunities along its waterfront by utilizing DEQ's Brownfields Land Renewal program.		
Pursuant to Senate Bill 964 adopted by the 2011 General Assembly, the City will strive to incorporate guidance established by the Virginia Institute of Marine Science (VIMS) with regard to coastal resource management, as contained in the VIMS policy document entitled 'Comprehensive Coastal Resource Management for Tidewater Virginia Localities,' which can be found in the Comprehensive Plan Technical Document.		
The City should pursue federal grants to comply with unfunded mandates imposed by the U.S. Environmental Protection Agency for Clean Water Act Total Maximum Daily Load (TMDL) compliance.		
The City should pursue federal legislation that prevents the imposition of mandates by non-legislative bodies, such as the U.S. Environmental Protection Agency.		

**Objective 3:** Development and redevelopment will be designed in such a way as to mitigate for the potential impacts from flooding and sea level rise.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The Floodplain Management Ordinance, building codes, and stormwater policies will be periodically updated to provide historical levels of safety and protection based on changing conditions due to sea level rise and flooding.		
The City should continue pursuing the steps necessary for participation in FEMA's Community Rating System.		
The City will continue to explore different strategies of flood mitigation such as removing structures and preserving properties subject to repetitive losses from flooding, in part by exploring funding mechanisms for purchasing such properties.		
New development, redevelopment, and critical infrastructure will be directed towards higher ground to the greatest extent practicable, as well as adhering to applicable recommendations in the Design section of this Plan for drainage, landscaping, site design and other techniques to prevent flooding.		
The City will continue to work with businesses and community organizations, such as civic leagues, potentially affected by sea level rise to proactively adapt to future conditions.		
The City will continue to devote available and applicable resources to implementing the City of Chesapeake All Hazards Mitigation Plan, 2008-2013 and its overarching goal to "develop and maintain a disaster resistant community that is less vulnerable to the economic and physical devastation associated with natural hazards event."		

**Objective 4:** The City will assess and protect its groundwater supplies.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The Planning Department will coordinate the development of a water supply watershed management program, such as that found in the Hampton Roads Planning District's report titled "Water Supply Watershed Management in Hampton Roads."		
The Planning Department, in conjunction with the Public Utilities Department, will coordinate a comprehensive assessment of the extent of the City's groundwater resources, the scope of any existing and potential threats, existing local, state and federal protective measures, as well as any opportunities to further these protection efforts.		
The City will emphasize the need for programs to educate citizens on environmental issues and to seek their assistance in appropriate grass roots efforts to protect the environment.		

**Objective 5:** The City will create site-specific data for its wetland areas and incorporate development design criteria to enhance its wetland protection efforts.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City's Public Works Department should continue its efforts to map the City's wetland areas as on-site delineations become available, either through the local development review process or through the State or federal permitting process. Information on wetland type, size and location should be tracked and maintained on an annual basis.		
The use of nonstructural shoreline stabilization methods to preserve and facilitate the growth of wetland areas will be encouraged. In areas of low to moderate shoreline recession problems, City staff should encourage the use of nonstructural shoreline stabilization methods, such as establishing a marsh fringe, to improve water quality and preserve wetland areas. City staff will continue to track the use of structural shoreline stabilization methods to gauge the extent of shoreline hardening and will promote the use of "living shoreline" protection methods, in accordance with guidelines from the Virginia Institute of Marine Science.		
The City will support the creation of conservation corridors for wetland compensation and restoration as recommended in the Multiple Benefits Conservation Plan Information Sharing Memorandum of Agreement.		
The City should partner with groups such as the Elizabeth River Project to identify sites where wetlands rehabilitation and restoration are possible.		

**Objective 6:** The City will develop local fishery protection measures.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City Planning Department should create a map which shows condemned shellfish beds and important spawning areas for use in future development review. In addition, information on revenues from recreational and commercial fishing within City limits should be coordinated by the Planning Department, and other departments as appropriate, on an annual basis to gauge the true economic impact as well as the health of these industries.		
Criteria should be incorporated in the development review process in order to avoid or minimize impacts to these areas.		

**Objective 7:** The City will identify and facilitate the provision of future public waterfront access areas.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The acquisition of new public waterfront access sites, such as those identified in the City's 2026 Comprehensive Plan and the Private and Public Waterfront Access Study will be pursued, including: - Pocatay Creek and St. Julian Creek; - The abandoned Route 168 bridge over the Northwest River could be used to provide an additional boat ramp, as could a portion of Northwest Preserve #1; - Increase shoreline pedestrian and boating access to the Albemarle and Chesapeake Canal via a proposed hiking trail on the northeast side of the Canal; - Continue efforts to expand and enhance the multi-purpose trail along the Dismal Swamp Canal; - The Western Branch area of the City should be further explored for future access points; possible sites include Western Branch Park and former Lake Ahoy site. - The Eastern Branch of the Elizabeth River and the Indian River should also be further explored for future public waterfront access points.		
Waterfront development along the Southern Branch of the Elizabeth River includes the potential for joint ventures with industrial uses, perhaps through the City's Intensely Developed Areas (IDAs) program, for additional water access. Depending on		

the location and nature of the site, there is the potential for boat ramps, fishing and nature study.		
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**Objective 8:** The City will consider the suitability of different water access types in relation to physical constraints, water quality conditions, fish breeding and spawning areas, and oceanographic characteristics, as well as its own plans and policies.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
New development should be encouraged to be clustered away from shorelines and the waterfront area be retained as community open space. Community piers, docks and waterfront access facilities will be encouraged in lieu of private facilities.		
The Planning Department will track both private and public waterfront access facilities for use in future planning efforts and fulfilling reporting requirements.		
Consideration of adjacent or nearby documented natural areas or environmentally sensitive areas will be incorporated into site plan assessments and impacts to these areas minimized.		
Procedures and guidance will be developed for reviewing marina proposals by City staff that incorporate the marina siting and design criteria developed by the Virginia Marine Resources Commission. Existing and new marinas will be encouraged to adopt pollution prevention practices through participation in the Virginia Clean Marina Program during the development review process.		
Existing City programs, such as its Open Space and Agriculture Preservation Program and the cluster development ordinances, will be used to acquire future water access. Acquisition and development of such property should be coordinated with the City's Parks, Recreation and Tourism Department.		

**Objective 9:** The City will identify realistic, cost-effective measures that provide tangible benefits to local air quality, as well as long term quality of life and economic benefits.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Increase energy efficiency and use of renewable energy sources, (except residential wood burning which can exacerbate air quality problems). Such renewable energy sources could include the wind or solar energy and offer utility customers more options as well as reduce emissions.		
Promote waste reduction activities such as recycling to reduce reliance on local landfills, thus decreasing the production of methane gases that add to poor air quality.		
Support alternative modes of transportation, such as mass transit, walking, and biking, which help to reduce the combustion of fossil fuels and lower local pollution levels.		
Explore techniques to promote energy efficient construction in all economic sectors, which improves affordability and reduces emissions, and evaluate options for integrating these techniques into the City Code.		
Promote mixed-use development and the construction of sidewalks in order to promote pedestrian activity, which reduces reliance on car travel, thus cutting air emissions.		
The City will encourage building practices that improve quality of life or that reduce energy consumption.		
Evaluate local air quality issues, such as local ozone levels, and develop a prioritized list of reduction activities. Assess the City's benefits to be gained from its investment in these reduction activities to provide reasonable cost estimates prior to undertaking these activities. Initial measures could include "no and low-cost" initiatives. Develop a reasonable implementation schedule for each reduction activity to provide progress benchmarks and assessing budget needs. Reduction activities should include, but are not limited to the following: - Seal air leaks in existing municipal buildings to reduce energy use and provide cost savings; - Retrofit existing lights in municipal buildings to reduce energy use and provide cost savings; - Convert traffic signals from incandescent bulbs to energy-efficient light emitting diode technology (LEDs), which last longer and can save the City millions of dollars over time; - Continue the City's partnership with the Southeastern Public Service Authority (SPSA) in its "green waste" recycling program which turns yard waste, such as leaves, tree trimmings, weeds, grass, and other organic material, into horticultural compost or mulch. This mulch is then returned to the City for use at City facilities or resold to the community through local retailers; - Continue City support for its local recycling program to reduce the need for additional landfill space; - Research the implementation of energy-efficient building codes to promote health indoor air, resource efficiency and energy efficiency; - Incorporate requirements for pedestrian and biking trail connections between different areas of the City in local ordinances and plans to reduce combustion of fossil fuels;		

and - Continue to implement the City's voluntary Green Building Policy.		
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**Objective 10:** The City will pursue a multi-faceted habitat preservation strategy to provide sustainable natural habitats while promoting responsible development patterns for the City's future growth needs.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Conservation corridors will be proactively preserved in support of the recommended conservation corridors contained in the City's Southern Watershed Conservation Plan and Chesapeake Bay Preservation Area program. This action would provide a logical, scientifically-based approach to conservation corridor design, because these programs have identified the most environmentally sensitive areas.		
Long-term funding for the Open Space and Agriculture Preservation (OSAP) Program should be identified so potential conservation areas and corridors can be protected.		
Conservation design requirements should be incorporated in the City's zoning and subdivision ordinances which require preservation of areas within the potential conservation corridors in the development design process.		
The City Council will advocate for legislative changes that would allow greater flexibility for localities to increase canopy coverage requirements.		
Incentives should be devised and implemented to promote the conservation of forest canopy and other natural heritage resources, such as a Phragmites eradication plan.		
All development projects should be reviewed for impacts to natural heritage resources. DCR recommends the implementation of and strict adherence to applicable state and local erosion and sediment control/stormwater management laws and regulations, including the CBPA Act.		
The City should continue to promote and protect the Northwest River Natural Preserve Area, which is part of the Virginia Natural Areas Preserve System.		

**Objective 11:** The City will strive to develop and adopt an Urban Forest Management Plan to include the assignment of resources to implement the plan.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Develop and adopt an Urban Forest Management Plan.		
Provide training to City employees for urban forestry work.		
Establish and maintain an effective public education and public relations program addressing all levels of the community and enlisting their support of urban forest management objectives.		
Continue to prepare annual reports on the state of the City's urban forest to monitor gain or loss of benefits.		
Continue to participate in the region's Urban Forest Round Table.		
Encourage the preservation of groves of trees and public and private reforestation efforts.		
Reduce/minimize mowing of large public lands, including expressway cloverleaves, school property, and park perimeters.		
Promote Transportation Corridor Overlay District (TCOD) recommendations for the reforestation of major transportation corridors and interchange cloverleaves with rezoning and conditional use permit applications.		
Ensure that local public-owned grounds comply with the City's Landscape Ordinance.		
Promote City-sponsored and maintained median trees, using appropriate species, complying with visibility and safety requirements.		
Establish an "eco trail" in the City Hall complex along the course of the stormwater stream just east of the Information Technology Building. This would include a boardwalk, with interpretive signs highlighting benefits of riparian buffers for stormwater management, water quality, wildlife preservation, and general promotion of the benefits of the urban forest.		

Housing Section

**Goal:** The City will foster the development and maintenance of a diverse, safe and quality housing stock that is accessible and affordable to all people who live or work in the City.

**Objective 1:** Strive to improve the condition, availability, affordability and accessibility of the City's housing stock.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will include existing housing as an important element of its affordable housing supply by fostering the revitalization, preservation, and redevelopment of older neighborhoods and commercial corridors. The adaptation of existing non-residential		

buildings for residential use should be encouraged where appropriate.		
The City will maintain the condition of the existing supply of affordable housing by proactively enforcing zoning and building codes, including the City's Derelict Structures Ordinance, which should be applied in harmony with the goals and objectives of the South Norfolk Historic District to preserve the historic integrity of designated housing without impeding affordable housing development and rehabilitation, as well as overall revitalization efforts.		
The City will encourage the use of comprehensive neighborhood revitalization plans for targeted areas to ensure the most efficient and leveraged use of public and private resources rather than a piecemeal, parcel-by-parcel approach.		
The City will reinforce its commitment to protect existing neighborhoods from decline and encourage revitalization by fostering a strong working relationship between CRHA and the Economic Development Department.		
The City, through CRHA, will continue to participate in the Hampton Roads Community Housing Resources Board (HRCHRB), a regional organization devoted to affirmatively furthering fair housing.		
The City should continue to pursue the recommendations and implementation steps of the 2006 Affordable Housing Task Force Final Report.		
The City, through CRHA and Public Communications Department, will establish and implement initiatives to educate the public, the shelter industry, and the financial community on the benefits of affordable housing and to dispel myths.		
The City will promote the City Council adopted Mobile Home Displacement Policy to owners of mobile home parks seeking to change the use of their property, as well as other land use scenarios that will cause displacement of residents.		

**Objective 2:** Explore alternative approaches for funding affordable housing programs

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will continue to support the development of housing funded through the Low-Income Housing Tax Credit (LIHTC) Program, to the extent that such developments are compatible with the City's land use policies and strategies.		
The City should explore waiving certain development-related fees for 501(c) (3) non-profit organizations that construct affordable housing.		
The City will continue to support efforts by CRHA and community-based housing development organizations to develop and/or redevelop affordable housing, as well as promoting homeownership opportunities for first-time homebuyers, utilizing funding from both public and private sources, such as the Virginia Housing Development Authority.		
Efforts to grow the Chesapeake Housing Trust Fund and the Chesapeake Redevelopment & Housing Initiative should continue, as well as other public-private relationships and mechanisms that increase long-term public and private investment in affordable housing; identifying the roles and responsibilities of key housing partners will be vital to ensuring the success of multi-faceted programs.		
Developers of residential and mixed-use housing projects are encouraged to address affordable housing through voluntary proffers, incentives available under the residential cluster ordinance, and innovative design and construction techniques that promote affordability and marketability.		
Reductions in recommended cash proffer amounts under the City's Proffer Policy should continue to be considered when affordable housing units are proffered.		
Where public funds are invested in affordable housing development or redevelopment projects, the City should consider policies aimed at ensuring the long-term or permanent affordable status of these units. Such policies could include: deed-restricted owner-occupied housing; non-profit rental housing; and publicly owned rental housing.		

**Objective 3:** Strive to offer a diverse and balanced inventory of housing designed to satisfy the consumer, located in vibrant, distinct settings across the City.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City, through Chesapeake Integrated Behavior Healthcare and other appropriate agencies, will strive to increase awareness of and responsiveness to housing needs of the special needs populations, particularly the desire for community-based settings and integration. This could include single-room occupancy units		

for persons transitioning out of homelessness and group quarters for persons in drug rehabilitation programs.		
The City will encourage the development and preservation of housing that serves a range of household income levels – particularly workforce housing - near public transit, employment, shopping, recreation and educational facilities.		
The City will advocate for Traditional Neighborhood Design elements in new residential developments, as well as in-fill and redevelopment projects in older, established areas.		
The City will encourage the use of resource-efficient models of construction, renovation, maintenance and demolition with respect to housing units to make them more healthy and affordable in the long term.		
In pursuing its housing strategies, the City should be mindful of the need to reduce pollutants from stormwater runoff in accordance with State discharge permitting guidelines and federal regulations for Total Maximum Daily Loads, as described in the Stormwater Management section of this Plan.		
The City will encourage the production of a range of housing types for the elderly and people with disabilities, such as group homes, independent living, assisted living, and skilled nursing facilities.		
Special consideration should be given to the special needs of the population targeted by specific housing developments such as the need for access to public transit and /or access to emergency medical services.		
The City will encourage a range of housing types and tenures within mixed-use neighborhoods and discourage the concentration of low-income households in any one area, particularly as it relates to multi-family developments.		

**Objective 4:** Strive to provide a variety of housing options to meet the needs of an aging population, as well as persons with special needs.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Housing options for seniors will be located throughout the City and will include all types and tenures of existing and new housing units. Universal design elements, which encompass a broad spectrum of community design ideas meant to produce buildings, products, and environments that are inherently accessible to all citizens, should be considered for new housing construction.		
Housing designated exclusively for seniors should be designed for the specific needs of this population. Such designs should include residents' potentially impaired sight, hearing, and mobility. Design features might include: - Grab bars in bathrooms - Fire suppression and notification systems - Shower stalls with handheld showerheads - Lever hardware in place of doorknobs - Benches and/or chairs in long corridors - Corridor handrails - Increased lighting in public areas - Wheelchair accessibility options - Specialized fire warning systems.		
Amend the Zoning Ordinance and other applicable ordinances to address unit design for senior housing, such as wheel chair accessibility, lighting in public areas, and fire suppression and notification systems.		
Senior housing is frequently proposed at higher densities. Housing that is of a greater density than the surrounding uses must incorporate measures to ensure compatibility between development types. Such measures may include increased buffering and design considerations.		
Convenient access to needed facilities and services such as public transportation, medical services, and shopping must be a location consideration for senior housing.		
Independent and assisted living communities should include common facilities for recreation, entertainment, and community socialization. These facilities should include design features similar to those provided in the homes. In addition, walking, paths, doorways, and entrance halls should be well-lighted and evenly graded.		

**Summary of 2035 Comprehensive Plan Goals, Objectives, and Action Strategies**  
**Chapter Three– Infrastructure**

**Chapter Three – Infrastructure**

**Chapter Vision:** *Chesapeake will have high quality infrastructure systems that enhance the City’s vitality and promote economic development. As the City matures, deficiencies in the systems will be addressed to achieve superior service levels throughout Chesapeake. New facilities will be located in appropriate areas to efficiently serve the needs of residents and businesses in a manner that is sensitive to cost and to the City’s natural resources.*

Transportation Section

**Goal: The City will achieve a safe, efficient, economical, and multimodal transportation system, including rail, bicycle, pedestrian, public transportation, airport and seaport modes, while recognizing that pressures for increased motor vehicle travel will continue and that community disruption and adverse environmental impacts should be minimized.**

**Objective 1:** The City will coordinate land use and public facilities development with the transportation system in order to ensure safety, efficiency and convenience.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The roadway needs identified on the Master Transportation Plan Map should serve as the basis for future roadway improvements. The LOS Study identifies areas of congestion and should serve as the basis for roadway improvement projects in support of the City’s capital improvement program. The Master Transportation Plan Map serves as the basis for expanding the transportation network to meet future demand. Also, the City needs to develop a transportation model that will show future traffic demand to aid in transportation planning.		
The City’s Level of Service (LOS) Study for roads should be updated every 5 years to ensure that level of service data is available and accurate.		
Policies and standards should be established to evaluate a roadway project’s impact on the quality of life and environmental issues for the surrounding and proposed land uses.		
The City will continue the practice of requiring Traffic Impact Studies for new developments and/or land use plans that will increase traffic demand.		
The City should continue to expand the use of Intelligent Transportation Systems (ITS) technologies to improve traffic signal efficiency, enhance mobility, and improve safety and security (phases 2 and 3 have now been completed and phase 4 is in the planning stages).		
Additional access-controlled corridor plans should be adopted with particular emphasis on arterial roads. Access control plans currently exist for portions of Battlefield Boulevard, Route 17, Volvo Parkway, Military Highway and Moses Grandy Trail. Access control refers to the planning process whereby connection points to a roadway are managed to maximize safety and capacity as appropriate for the functional classification of the roadway.		
The City’s traffic calming policy should be funded. The traffic calming program is designed to slow speeds on residential streets. Program elements include: education, data collection, speed monitoring and enforcement, and physical devices designed to slow speeds.		
A connectivity policy should be adopted. Design guidelines should recognize connectivity as an integral component of the City’s roadway system. Most communities see connectivity as a detriment by potentially increasing traffic on selected streets of their subdivision. However, they infrequently recognize the benefits of improving transportation capacity and safety, optimizing response times of emergency vehicles, increasing the efficiency of City services and enhance recreational benefits of easier pedestrian/bicycle access.		
The City will continue to participate in regional, state and national level disaster evacuation studies that are typically coordinated by the Virginia Department of Transportation. A key criterion in the ranking of transportation projects within the regional plan is their contribution to emergency evacuation.		

**Objective 2:** Balance the priorities of motor vehicles with those of bicycles and pedestrians in the design of roadways and land use patterns so that most residents have the choice to walk and bicycle conveniently to shopping, schools and recreation.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Develop a “Complete Streets” policy. There is no single design prescription for Complete Streets; each one is unique and responds to its community context. A complete street may include: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, and more. A complete street in a rural area will look quite different from a complete street in a highly urban area, but both are designed to balance safety and convenience for everyone using the road.		

Amend the City Code to require the property owner/applicant to construct sidewalks in addition to curb and gutter for new and redeveloped sites along the frontage of existing streets.		
Recognizing their potential to create pedestrian demand, encourage applicants to proffer and/or stipulate the installation of sidewalks during the rezoning and conditional use permit application processes.		
The City's Trails Plan Map is the primary guide for the determination of trail type and location within Chesapeake and will be implemented as follows: - The City will consider bicycle/trail facilities with the design of all future roadway improvements (public and private) as shown on the Trails Plan map. Other roadways shown on the Master Transportation Plan in certain cases may also be appropriate for bicycle/trail improvements and inclusion should be considered. Additionally, the Trails Plan map shows the recommended type of facility. However, there may be instances when detailed roadway design considerations determine that a different type of facility may be more appropriate than what is shown on the plan. - Public or private projects shown on the Trails Plan map that consist of less than ½ linear mile may not be cost effective to construct unless they are adjacent to existing bicycle/trail facilities, connect to activity centers or would not otherwise be feasible to build at a later date. However, the necessary right-of-way should be reserved and a system of cash contributions for future development of the trail facility be pursued if the roadway is being built by the private sector. - Some future shared-use path facilities located outside of existing road or utility right of ways/easements are shown on the plan as conceptual alignments on the Trails Plan map and exact routes may vary substantially as properties are developed. The strategy will be to connect trails between developments. Also, the City should utilize the cluster development provision to develop these trails, particularly in the rural southern region of Chesapeake. For those trail facilities not reflected on the 2050 Trails Plan, the Planning Commission shall find the facility as being in substantial accordance with the adopted comprehensive plan as required by Section 15.2-2232 of the Code of Virginia.		
Future collector and arterial roadways approved for new development but not shown on the Master Transportation Plan should also contain trail facilities that will connect into the larger trail system.		
The City should pursue special funding opportunities like the Federal Highway Administration (FHWA) Moving Ahead for Progress in the 21st Century (MAP-21) Act Transportation Alternatives (TA) Program and Rails to Trails programs, particularly as it relates to acquiring, developing, and improving multi-use pathways for the Chesapeake portion of the South Hampton Roads Trail (i.e. Commonwealth Railway Trail/Western Branch Trail), the Dismal Swamp Canal Trail, the Battlefield Boulevard Urban Greenway, and the Albemarle and Chesapeake Canal Trail.		
The Master Trails Plan should continue to promote existing and proposed waterway access sites as identified by the Department of Parks, Recreation and Tourism, in that several of these sites are key amenities to City park facilities. Related objectives and action strategies are contained in the Natural Resources and Parks and Recreation sections of the Plan.		

**Objective 3:** Public transit service should be considered throughout the City and region whenever economically viable to serve special target groups, and to reduce dependency on automobiles.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Public transportation should be provided from residential areas to major activity centers within the City. Safe pedestrian connections should be available from public transit lines to community facilities and major activity centers, such as schools, libraries, social service facilities and shopping centers.		
The high speed rail alternative from Norfolk to Petersburg, with a station in the Bowers Hill area of Chesapeake (as identified in the final environmental impact study), should be supported as an alternative to air or automobile travel from Hampton Roads to locations north and south along the I-95/85 corridors.		
The City will incorporate recommended transit routes contained in the 2011 Regional Transit Study into the City's Master Transportation Plan and will work with HRT to develop these routes over time as Transit Oriented Development (TOD) and other growth occurs along the proposed corridors (see Design section regarding TOD). Enhanced transit routes contained in the 2011 Regional Transit Study that serve Chesapeake directly include: Corridor H – Harbor Park in Norfolk to Harbour View in Suffolk Bus Rapid Transit via the Route 17 corridor through		

Western Branch. Corridor N – Light rail south from Harbor Park in Norfolk to Greenbrier (just north of Volvo Parkway) and then northeast to Military Highway station in Norfolk via Virginia Beach. Corridor O – Commuter rail from Harbor Park to Downtown Suffolk which would also serve a station in the Bower’s Hill area of Chesapeake. Corridor P– Commuter rail from Harbor Park into North Carolina via the Norfolk Southern Railroad. Corridor 6 – Enhanced bus from Harbor Park to Great Bridge via Campostella Blvd. and Battlefield Blvd. Corridor 7 – Express bus from Harbor Park to North Carolina via I-464/Route 168. Corridor 8b– Enhanced bus from Harbor Park to Harbour View via Route 17 in Western Branch. Corridor 8c– Express bus from Harbor Park to Northgate Industrial Park in Suffolk via Portsmouth Blvd. in Chesapeake. Corridor 9b – Enhance bus from Harbor Park to Chesapeake Square Mall via Portsmouth Blvd. in Chesapeake. Corridor 18 – Express bus from Downtown Suffolk to Bower’s Hill to Harbour View via 460 and I-664 in Chesapeake. Corridor 21 – Express bus from Downtown Norfolk to Dominion Commons and North Carolina via Interstate 464/Route 17.		
The City will work with HRT to continue efficiently expanding traditional bus service in the urban and suburban areas of the City to connect major activity centers and provide feeder routes to the enhanced transit routes.		
Bus service frequencies should be increased where necessary and when funding allows. Vehicle needs should be regularly evaluated. Current frequencies are one hour. The industry standard for bus service frequency at a given bus stop is a maximum of 30 minutes, with 15 minute frequencies recommended.		
The City, residential and commercial developments, and major employers should be encouraged to support para-transit service, vanpools, ride sharing, and other transportation alternatives to the single-occupant vehicle.		
The City should continue to seek increased federal and state funding for transit systems without the reduction of funding for other transportation modes. A larger, dedicated source of federal and state funding for transit - including funds for existing operating and capital needs as well as start-ups – should be a top priority, particularly as requests for local participation continue to increase.		
The City should evaluate the potential of an Elizabeth River Ferry stop in the vicinity of the Elizabeth River Park/Jordan Bridge in South Norfolk. This transportation enhancement should be analyzed as the area further develops as a destination.		
The City should continue to participate in the exploratory phases of the Virginia Department of Rail and Public Transportation’s Fast Ferry Initiative.		

**Objective 4:** The City will continue to aggressively pursue funding for needed transportation improvements.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Ensure that roadway systems provide adequate capacity.		
The City should continue to lobby Federal and State legislative bodies for additional funding for roadway improvements, as well as increased funding for bridge maintenance.		
Recognizing current budget difficulties, innovative financing alternatives such as Public-Private Transportation Agreements (PPTA) and Tax Increment Financing Districts (TIFD) should be evaluated and implemented where feasible.		
A roads pro-rata program should be evaluated and implemented if feasible.		
The City should continue to seek dedicated bridge funding to replace drawbridges, as well as State reimbursement for drawbridge operations and maintenance commensurate with actual costs.		
A dedicated funding stream should be set aside for advanced right-of-way acquisition to preserve roadway corridors.		

**Objective 5:** The City will pursue strategies that reduce travel demand for single occupancy vehicles, especially during peak commuting hours.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Support car or vanpool programs, such as the current HRT Traffix program.		
Promote alternate work schedules, telecommuting and parking management as strategies to further reduce the demand for single occupant vehicles.		
The encouragement of mixed use development will assist city residents in choosing housing locations that are convenient to employment, shopping and other day to day activities.		

**Objective 6:** The City will maintain and enhance its rail services as is practical and compatible with the surrounding community.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Railroad service should be maintained and enhanced where appropriate in conjunction with major industrial parks and intermodal transfer points.		
The number of highway/rail grade crossings in the City should be minimized to reduce train automobile interference. In regard to industrial areas, ideal designs would include a combination of railroad spur lines and dead-end street access coming in from opposite sides like "interlacing fingers," thereby avoiding crossing.		
The City should ensure that railroad companies maintain their facilities and safety devices in satisfactory condition. They should also be encouraged to work cooperatively with the City to identify needed improvements and funding opportunities through various Federal and State safety programs.		
Residential developments should not be constructed immediately adjacent to railroad facilities and vice versa. In locations where adequate separation between dwelling units and rail lines cannot be maintained, a buffer should be provided.		
Where demand for railroad service has lessened or ceased, consideration should be given to the conversion of the rail line to some other use compatible with its surroundings. Specifically, opportunities under the federal "Rails to Trails" program should be evaluated.		
The City should preserve railroad right-of-way along corridors where passenger rail may be a future consideration.		

**Objective 7:** The City will continue to support the trucking industry as an important component of the overall commercial traffic system within the City and will work to minimize its impact to the community.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City should support the U.S. Route 460 Improvements as a primary route from South Hampton Roads to I-95, the major truck route of the southeast.		
The City should encourage and assist the trucking industry to establish and maintain modern and attractive facilities at appropriate sites in Chesapeake, in close proximity to freeways, major arterials and, if necessary, rail yards or ports.		
The City should regulate the use of certain roadways by trucks in order to maintain safety, preserve capacity, and protect the structural integrity of its transportation infrastructure.		
Arterial roadway design, particularly intersections, should reflect truck accommodation requirements.		

**Objective 8:** The City will enhance its air services and ensure that impacts of this use on existing and future development are minimized.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City should continue to work with regional agencies and airport owners to enhance air transportation in the region.		
The City should support the Hampton Roads Executive Airport's expansion plans.		
The City will study options for providing additional encroachment protection for all airfields in Chesapeake, in conjunction with the Navy's AICUZ Program.		
The City should continue dialogue with property owners and VDOT regarding the construction of an airport access road to serve the Chesapeake Regional Airport. Airport Access/Industrial Access funds should be pursued for this effort.		
City officials should participate fully in the planning process for the Route 460 improvements, including the high speed rail proposal. If a rail station is feasible in the Bowers Hill area, connectivity with the HREA should be considered in the planning and design process.		
The City should work closely with the Department of Defense and operators of other airport facilities regarding future plans.		
The City should continue to support the findings and recommendations of the Joint Land Use Study with neighboring jurisdictions and the Department of Defense and Navy and implement its recommendations as appropriate.		

**Objective 9:** The City will continue to support the expansion of the Hampton Roads port and maritime industries as a means of enhancing Chesapeake's economic base while minimizing impacts to surrounding land uses and the transportation system.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Surface transportation should be improved to enhance freight movement in and through the region.		

The City should continue to work with the U.S. Army Corps of Engineers, the U.S. Coast Guard, and other appropriate public agencies to maintain its waterways for maritime commerce.		
Future improvements to Interstate 64 should consider a non-constraining bridge alternative for the crossing of the Southern Branch of the Elizabeth River.		
Related inter-modal connections to transfer goods between different modes of transportation should be located in a reasonable manner to accommodate the transfer.		
Future regional port expansions should be reviewed closely to assess the potential impact on the City of Chesapeake. The City should work with the Virginia Port Authority and the Virginia Department of Transportation to mitigate the impacts of the development of the Craney Island Terminal in neighboring Portsmouth. This facility will generate a massive increase in rail and truck traffic through the Western Branch area of Chesapeake.		

Water and Sewer Section

**Goal: Provide an adequate level of public water and sewer services that are safe to the public and cost efficient.**

**Objective 1:** Develop new and existing sources of potable water to meet the City’s water demand needs through 2045.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will maintain a proactive approach to identifying future water sources and continue to update its strategy to provide for future needs.		
A program of water conservation has been established and is implemented to varying degrees as circumstances require, beginning with standard practices suggested by good stewardship to more substantial practices required during times of stress, and in a manner that minimizes adverse impacts on economic activity and existing residences.		
Continued study should be given to all feasible long-term supply alternatives until the most cost-effective system or combination of systems for Chesapeake is determined.		
Water resources should be diversified in order to reduce the reliance on any particular source.		

**Objective 2:** The City will maintain a strong proactive position against potential contamination of Chesapeake’s water supply.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
An adequate buffer should be established around all drinking water supplies in which no development should occur. The distance of this buffer may vary by proposed use to prevent contamination of the City’s water supply. Uses that pose little threat to the water supply will have a small buffer while those that pose potential contamination should have an extensive buffer. However, in no instance should a proposed buffer fall below the minimum distance deemed acceptable by the City for proper natural filtration processes; for example, solid waste regulations recommend a minimum 200-foot buffer between debris management sites and sensitive areas and riparian management guidance suggests a 200-foot forest system buffer for a surface water resource.		
Land Uses that can potentially contaminate the City’s water supply - as listed below - should be avoided, such as: landfills; solid waste and composting operations; salvage, recycling and reclamation facilities; automobile storage and repair; chemical plants and processing; agri-business uses that generate animal waste; excessive land disturbing activities; and activities affecting ground water supplies. Water supply sources for the City include: - Northwest River: supplies up to 10 million gallons per day (MGD) of surface water to the Northwest River Water Treatment Plant (NWRWTP). - Brackish water wells: these wells supply brackish groundwater to the NWRWTP’s reverse osmosis system. They are generally referred to as “The NWR Wells” and are located within several hundred yards of the NWRWTP along Battlefield Blvd. - Aquifer Storage and Recovery (ASR) System: This is a resource to store treated drinking water underground for later use to meet peak demands. The ASR well is located on a site adjacent to the Hampton Roads Executive Airport on Route 58. - Western Branch Wells: These two wells are also located on sites adjacent to the Hampton Roads Executive Airport. Water from one of these wells is used to provide natural fluoridation to water treated at the Lake Gaston Water Treatment Plant (LGWTP). - Norfolk-supplied raw water: A take-or-pay contract that supplies 7 MGD of surplus raw water from Norfolk’s raw water transmission mains in the Pughsville area to Chesapeake’s LGWTP. The contract term runs until December 31, 2042. - In-Town Lakes: Two former borrow pits located at 3912 Military Hwy West- this source can supply raw water to the LGWTP for up		

<p>to 100 days should the normal source of raw water to the treatment plant be interrupted. Each lake is equipped with a floating barge and raw water pumps. - Norfolk-supplied finished water: A take-or-pay contract that supplies 2.0 MGD of surplus finished water to Chesapeake, supplying the Norfolk Highlands, Indian River and South Norfolk sections of the City. The contract term runs through the year 2042. - Portsmouth-supplied finished water: A take or pay bulk water contract that currently supplies 4.0 MGD of finished water to Chesapeake. This water primarily supplies Western Branch, Airline Boulevard, Cavalier Industrial Park, Camelot and Brentwood. Some of the 4.0 MGD is also blended with water treated at the LGWTP and pumped into the Northwest River System. The minimum purchase amount increases from 4.0 to 5.0 MGD on January 1, 2020. The term of this contract ends on December 31, 2026. Note: The "Northwest River System" is the area of the City supplied by the Northwest River and Lake Gaston water treatment plants. - Lake Gaston Raw Water: The City of Chesapeake is a 1/6th partner in the Lake Gaston Project and thus has a share of 10 MGD from the permitted 60 MGD Lake Gaston source. The pipeline to transport this water to the existing LGWTP from the Red Top area of Suffolk is currently under construction. This source is separate from the 7 MGD of raw water mentioned above that is currently supplying the LGWTP.</p>		
<p>The creation of additional impervious surfaces on lands directly draining into the water supply should be carefully considered and protections to prevent contamination implemented. Part of the consideration will include the type of water source impacted.</p>		
<p>Development proposals for activities that have traditionally affected hydrology, such as borrow pits or drainage facilities, should be carefully considered for their potential impact on the water supply.</p>		
<p>The City will continue to meet or exceed all water quality standards.</p>		
<p>The City's Planning Department will continue the development of a water supply watershed management program, such as that found in the Hampton Roads Planning District's report titled "Water Supply Watershed Management in Hampton Roads."</p>		

**Objective 3:** Maintain in good condition the existing water supply and sewer infrastructure. Replace portions of the existing infrastructure as needed when it becomes deteriorated or obsolete.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
<p>As part of the capital improvement program, the Department of Public Utilities has identified areas where upgrades or replacements are needed within the water system. These improvements take into account improved fire and domestic service for the areas identified.</p>		
<p>When planning for water supply infra- structure, consideration must also be given to water storage and distribution facilities must be included.</p>		
<p>It is recommended that the City's Department of Public Utilities consider undertaking an engineering review of both the Year 2035 Plan and supporting data to determine its impacts on the existing water and wastewater infrastructure, in addition to new public infrastructure required to support the Plan's recommendations. Engineering cost estimates and construction schedules are logical outcomes of these studies. They will serve to support an updated capital improvements program and to refine the planning estimates that resulted from the development of the Plan.</p>		

**Objective 4:** Extend public water and sewer services to existing development in the Public Utilities Franchise Area.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
<p>Water distribution systems and new connections should be provided only in areas that can be served cost-effectively by a complete range of urban services, or in those cases where private ground- water supplies to existing residents are a threat to public health.</p>		
<p>Water service may be provided to individual lots outside an existing or future Public Utility Franchise Area under the following conditions: 1) The public water line must have been installed and activated by the City prior to the date of the original City of Chesapeake Public Utility Franchise Area Expansion Policy, adopted and effective September 18, 2001. 2) The lot to be served must border a City right-of-way where a public water line is installed. 3) The lot must have been lawfully created, as determined by the City Attorney's Office, as of the date of the original City of Chesapeake Public Utilities Franchise Area Expansion Policy, adopted and effective on September 18, 2001.</p>		

No service will be provided to any lot created by subdivision or other lawful division after September 18, 2001. 4) The water service will only be provided if the current or proposed use of the property is lawfully permitted under state and local laws, ordinances and regulations. 5) The connection to the water line must not only conform to Public Utility policies, but the use of the property and the extension of any utility facilities must conform to all applicable state and local laws, ordinances, regulations and policies.		
The provision of public water service to areas of existing development within the Public Utility Franchise Area will take precedence over the extension of public water service into new undeveloped areas.		
The Public Utilities Department will prepare a strategy to provide public water service to existing neighborhoods not served within the Public Utility Franchise Area.		
Water supply infrastructure constructed by developers must be installed consistent with the provisions of the Comprehensive Plan.		
Water supply infrastructure includes facilities beyond the actual distribution lines, such as necessary storage facilities and transmission lines.		
The installation of new water distribution facilities should be sequenced in such a way as to provide a logical progression from existing service areas to new service areas.		
Private water treatment and distribution systems should be discouraged, except for individual residences in rural areas where groundwater supplies meet health standards.		
Expansions to the Public Utility Franchise Area will require approval by the Chesapeake City Council. This process is outlined in the Growth Management section of this Plan.		
Funding to extend water service to serve new development areas will be borne by land owners/developers.		

**Objective 5:** Public Sewer service will only be provided to those areas within the existing Public Utility Franchise Area and the 2035 Public Utility Franchise Areas, and only at a time that is consistent with the City's overall growth management strategy.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The decision to extend new public sewer service to new development areas must consider the timeliness of the new development and the City's ability to provide other required City services to the new area. This process is outlined in the Growth Management section of this Plan.		
The extension of new sewer interceptor facilities will be subject to review under the provisions of Title 15.2, Section 2232 of the Code of Virginia for consistency with all provisions of Chesapeake's Comprehensive Plan.		

**Objective 6:** The use of public funds for sewer facilities and infrastructure will be prioritized and distributed according to substantial need. A variety of funding options will be considered when funding these improvements.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Existing areas will have priority for service over new areas for the use of public funds.		
The Public Utilities Department will prepare a strategy to provide public sewer services to existing neighborhoods located within the Public Utility Franchise Area but not currently served with public sewer.		
All options should be considered when identifying funding for sewer improvements.		
Funding sources may include: Community Development Block Grants, Economic Development funds if business development is benefited, or special taxing districts.		
Special consideration will be given to planning for the potential impact of new legislation or regulation which will influence the cost of providing public sewer service.		
Funding to extend sewer service to serve new development areas will be borne by land owners / developers.		

**Objective 7:** Private wastewater facilities are discouraged.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Private wastewater collection and treatment systems should be discouraged, except on individual lots in rural areas where soil and groundwater conditions are suitable.		
Private wastewater collection and treatment facilities designed to serve more than a single residence will require a review under Section 15.2-2232 of the Code of Virginia for consistency with the Comprehensive Plan.		

As part of the City's development review process and Comprehensive Plan administration, the Planning Department should periodically coordinate with the Chesapeake Health Department to review existing on-site standards with the U.S. Soil and Water Conservation Service, Virginia department of Environmental Quality, Virginia Department of Health and the U.S. Environmental Protection Agency to determine whether or not such standards and procedures should be amended in the future.		
Sewer collection systems should be maintained and provided to all existing developed, developing, or underutilized urban/suburban areas for which on-site septic systems are unsuitable; however, extension of such systems to presently undeveloped areas should be limited only to those areas which meet comprehensive planning criteria, and can be served cost-effectively.		

Solid Waste Management Section

**Goal: The City shall ensure an environmentally sound and efficient solid waste management system.**

**Objective 1:** The City will maintain waste collection services within the legal framework prescribed by governing bodies and within best management practices.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
Continue to study and implement long-term solutions to solid waste disposal in order to avoid future problems with service, capacity, environmental impact, or cost.		

**Objective 2:** The City will continue to emphasize and encourage "big bin" recycling participation by citizens in order to divert waste from local landfills and to reduce tipping fee costs.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City shall encourage activities which educate the citizenry in the values, methods and techniques of recycling, resource recovery and waste reduction.		
The City shall continue its efforts to educate and encourage citizens to recycle and to avoid putting non-recyclable items in the recycling bins, through City sponsored programs or other initiatives such as HRGREEN and private incentive programs such as Recycling Perks.		

**Objective 3:** The City will encourage public participation in the decision making process when major solid waste management and planning issues are being considered.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
Distribute information through established city sources and provide ample notification of public meetings.		

**Objective 4:** The City will continue to work within the regional framework for solutions to solid waste management problems.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Cooperate with the Southeastern Public Service Authority, or the Hampton Roads Planning Commission, where applicable, on regional solid waste disposal issues.		
Continue to provide a collection system and a transfer point(s) within the City.		

Stormwater Management Section

**Goal: The City will plan and implement a stormwater management program to protect the health, safety and welfare of Chesapeake residents.**

**Objective:** The City will ensure that public drainage facilities are of adequate capacity and design to handle future runoff requirements.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will revise its Master Drainage Plan to reflect the City's changing land use characteristics as well as any future land use patterns set out in the Comprehensive Plan; corresponding changes to the City's Public Facilities Manual - referenced in the Technical Document – should also be identified and implemented as appropriate.		
Alternative means of managing stormwater will be considered when developing stormwater management plans, such as Best Management Practices (BMPs), wetland preservation and low impact design techniques.		
The City should explore incorporating regional stormwater management facilities into community design as prominent landmark features and, as appropriate, treat them as multi-use facilities with such uses as hiking trails, parks, fishing areas, wildlife habitat, or other passive recreational uses.		

In order to provide passive recreational opportunities for City residents as well as enhance the area's water quality benefits through preservation of floodplains, wetlands, and adjacent buffer areas, funding for purchasing and establishing riparian corridors will be considered when available. One implementation strategy could include nominating one or more corridors for acquisition by the City's open space preservation program or non-profit conservation organization.		
A periodic progress report on these efforts should be included as a component of an environmental report to City Council.		
Strategies to provide enhanced stormwater management to older neighborhoods, especially those with chronic drainage problems, will be developed by the Public Works Department and funded in the Capital Improvement Budget.		
The guiding principles of the Chesapeake Sustainability Plan can contribute to the effort of complying with stormwater runoff regulations in various ways, such as goals for promoting "green" infrastructure, building upon the City's status as a participating East Coast Greenway locality, and the use of cleaner fuels.		
The City should continue to identify resources to facilitate the adoption and implementation of the draft Urban Forest Management Plan (UFMP), which contains strategies for reducing stormwater runoff. The UFMP concept was supported by City Council as part of the Sustainable Chesapeake Initiative Plan adoption.		

Franchise Utilities – Power and Communications Section

**Goal 1: The City will work with power franchisees to improve the safety, efficiency, dependability, and aesthetic impact of power utilities.**

**Objective 1:** The City will encourage the location of utilities underground.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
New construction of residential subdivisions and commercial developments should have underground utilities within the development. Opportunities to relocate existing above ground facilities underground should be taken as streets are routinely repaved or widened. In this way, costs can be minimized while accomplishing the long term goal of increasing the percentage of network that is underground. Areas of particular visual importance to the City should be designated as underground utilities districts. These areas would be targeted for more rapid conversion of overhead lines to underground.		
The City should work with private energy providers to plan for high- capacity transmission lines and substations in order to minimize their impact on residences and businesses. New development should be planned and designed so that it does not interfere with essential power easements or use property necessary for utility substations.		
New landscaping should be designed with the eventual need for pruning in mind. In areas with overhead power lines, plant species which will not grow to interfere with power lines should be required. Any proposed plantings which have the potential to grow to a size that would cause interference should be located well away from power lines.		

**Objective 2:** The City will encourage the development of alternative energy sources.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
Land use regulations and building codes should incorporate flexibility to allow for new technologies. For example, solar power might require provisions to allow collector panels, or wind generated power might require provisions to allow for the large windmills that are necessary.		

**Goal 2: The City will encourage the development of a robust, aesthetically sensitive, dependable and efficient telecommunications infrastructure in order to remain competitive in a global economy.**

**Objective 1:** The City will promote the provision of wireless facilities in a manner that is sensitive to the aesthetic concerns of its citizens.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City should continue to encourage the use of public lands for tower sites. This is desirable because public lands are distributed throughout the City, thereby increasing the likelihood that they will coincide with a wireless communication provider's tower location requirements. Also, this policy provides additional revenue to the City by way of lease payments.		
The use of industrial or more intense commercial properties for tower sites should be encouraged by streamlining the approval process in such locations. A wireless provider is more likely to try		

to adjust their target locations away from residential properties if the approval process is easier in commercial areas.		
Locating a tower in some residential areas will be necessary to provide seamless coverage. In these situations, the use of existing utility infrastructure such as power transmission towers or water towers should be encouraged by streamlining the approval process for collocation on these types of structures. Concealed infrastructure on public parks and other public land uses should also be encouraged by streamlining the approval process for new concealed towers on these lands.		
In situations where a non-concealed tower is not appropriate and public infrastructure facilities are not available, concealed antennas on existing structures such as church steeples, or new structures designed to blend in visually such as flag poles or clock towers should be encouraged. Land use regulations must be flexible enough to allow these creative solutions.		
Given the increasing availability of Wi-Fi (wireless broadband) technology and the continuing need to reduce traffic, telecommuting will become an ever increasing option for much of the work force. Internet access is a crucial component of telecommuting. Access is required not only from a wired home but from anywhere at any time. Wi-Fi provides this flexibility but requires antennas and equipment to be located in closer proximity to the end user through distributed network architecture. Street light poles are excellent locations for these smaller network components and should be made available for use at a reasonable cost and without onerous regulation or process requirements. Furthermore, as new streets are constructed or redevelopment projects are undertaken, installation of network architecture components should be incorporated into the planning and construction processes.		
Land use regulations may need to be revised to promote the use of public lands for telecommunications infrastructure. Processes for City staff need to be developed and set in place for the leasing of existing towers, water tanks, rooftops and land sites for new wireless infrastructure. Leasing of these City assets should be standardized and streamlined. Structural analysis should be performed by third party engineers on all existing City-owned towers to facilitate collocation by public safety and private wireless providers.		
Fund a professionally developed technology master plan for the City.		
Stimulate regional collaboration with other municipalities and regional governments and authorities, as well as private service providers, to develop the necessary regional infrastructure to connect local projects and reduce costs for all participants.		
Revise the zoning ordinance to provide incentives to deploy new wireless telecommunications infrastructure on publicly-owned structures and land.		
Adopt a telecommunications policy that promotes development of information infrastructure and encompasses right-of-way management, cable franchises, wireless facilities, and new developments.		
Develop community information systems to build content and demand for services.		
Provide workshops and hire speakers to speak with education planners, municipal officials, civic leaders, and economic development officials on telecommunication and information infrastructure benefits.		
Coordinate street maintenance and construction projects with installation of underground fiber-optic ducts.		

**Objective 2:** The City will promote the provision of fiber optic cable.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
As road repaving, widening or new construction are underway, installation of conduit for fiber optic or other communications cabling should be incorporated into the construction process to facilitate more efficient and cost effective network expansion by the City or local service providers.		
In addition to fiber optic cable, broadband networks require small, unmanned equipment shelters at various locations. New subdivisions and commercial developments could be required to set aside small areas for this purpose as well as provide sufficient right-of-way to accommodate underground cable ducts. Home-builders should be encouraged to construct new housing that is pre-wired for high-speed Internet access.		

**Objective 3:** The City will develop policies that encourage telecommuting.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Land use regulations may need to be revised to create the critical mass needed to support small neighborhood service businesses.		
Regulations regarding home-occupations and the location of service oriented businesses may also require revision to allow this type of neighborhood development.		
Another important component of telecommunications infrastructure which should be integrated into the traditional neighborhood design is public internet access. Libraries, community centers or other public facilities located within neighborhoods should provide Internet access for citizens who may not have access otherwise.		
Revise the subdivision ordinance to include design standards for structured cable that can be used by residents to deliver broadband access throughout homes.		
Revise the zoning ordinance to provide incentives to develop more traditional neighborhood design, more live/work developments, and less segregation of residential and small commercial uses.		



**Summary of 2035 Comprehensive Plan Goals, Objectives, and Action Strategies**  
**Chapter Four – Quality of Life**

**Chapter Four – Quality of Life**

**Chapter Vision:** *Chesapeake will create a sought-after community by providing superior educational institutions, enhancing services and amenities that make for strong, livable neighborhoods, and protecting the historic, cultural and natural characteristics that make this City unique.*

Design Section

**Goal 1: Establish a unique economic, cultural, and visual identity for Chesapeake as a destination in the region.**

**Objective 1:** The City will promote the highest quality of residential and community design at various price points.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Utilize previously approved policies and guidelines for architectural design and building layout during review of rezoning and conditional use permit applications.		
To avoid monotony in residential building design, recommend a variety of architectural styles or detailing within a particular style for proffering during rezoning applications.		
Work with developers to utilize basic design principles for residential development.		
Pursue a contract with an architectural design firm to assist staff with review of significant residential and nonresidential projects.		
Work with developers to establish residential communities with amenities, such as community gathering places and recreational features, rather than just subdivisions.		
Pursue the use of incentives, fee reductions, or density bonuses for developers who exceed the City's goals for architectural design, site layout, and the provision of community amenities.		
Re-evaluate Zoning Ordinance development criteria for townhouses to reduce the amount of paved surfaces and to provide better overall design.		
Work proactively with developers to utilize creative design techniques, such as traditional neighborhood design principles, for developments with lot sizes less than 10,000 square feet.		

**Objective 2:** Major activity centers and commercial and office developments adjacent to residential neighborhoods and along major City thoroughfares should be of the highest quality for architectural design, building materials, and site design.

Action Strategies	Priority (1,2, 3)	Notes on Implementation
Utilize the City's adopted policies, including but not limited to, the Transportation Corridor Overlay District Design Guidelines and the Large Retail Development Guidelines, when reviewing land use applications and strongly encourage the proffering of specific architectural design, building materials, and site development criteria during the rezoning process or through the provision of stipulations during the conditional use permit process.		
Whenever possible, encourage land use applications pertaining to redevelopment sites and changes of use to comply with development criteria for that particular zoning district including, but not limited to, landscaping and signage.		
Promote the enhancement of large parking lots with perimeter and internal landscaping and pedestrian walkways and plazas. Review individual landscaping plans for consistency throughout the activity center or along major city thoroughfares to unify the area.		
Ensure compatibility between non-residential and residential uses in terms of building massing, height, and setbacks in reviewing discretionary land use applications. Recommend modifications to the Zoning Ordinance where necessary to promote compatibility between uses.		
Review the Zoning Ordinance to require screening of roof top mechanical equipment and loading and service areas from all views, for all new buildings.		
The City will develop a plan for providing incentives to promote compatible land uses and architecture in Major Activity Centers and along commercial corridors that take advantage of visibility and connectivity benefits.		

**Objective 3:** Encourage a higher level of architectural design and site layout for properties within industrial parks and industrial properties along major thoroughfares and City gateways.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Recommend the use of industrial design recommendations listed above during the review of discretionary land use applications for industrial development and encourage applicant participation.		

**Objective 4:** Municipal buildings, schools, and public parks are the focus of community life and should establish the standards for architectural design and landscaping in the city.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Establish a Citywide site selection and design review committee to review school and municipal projects not only for architectural design, landscaping, and site layout but also for location within the City. Strive to locate public buildings in locations that are accessible by pedestrians and from transit, where various City services can be co-located, and where opportunities exist to stimulate, but not directly compete with, economic development.		
For municipal and school properties, develop and implement an enhanced landscaping plan over time with a dedicated funding source for maintenance. At a minimum, properties shall meet the landscape requirements of the Zoning Ordinance.		
For the City Hall complex, develop a more unified design theme as buildings are added over time.		
Provide sidewalks and bike paths from public buildings and complexes to commercial areas and transit lines.		
Public buildings and facilities should be co-located wherever feasible; a review of potential co-locations should occur as part of the development of the City's Capital Improvement Plan.		

**Objective 5:** Ensure that all new development will be designed to have a minimum impact on open space and natural areas.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
Over time, encourage higher density structures and mixed use developments in the Urban Overlay District and targeted areas in the Suburban Overlay District to preserve open space and natural features.		

**Objective 6:** Integrate meaningful natural environmental areas, open space, trails, and recreation areas into developments.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Encourage an integrated system of trails and pedestrian walkways to connect residents and employment centers to schools, shopping centers, parks, waterways, and other public amenities.		
Promote the development of trails, parks, and open space areas within subdivisions and major activity centers.		

**Objective 7:** Balance the priorities of motor vehicles with those of bicycles and pedestrians in the design of roadways and land use patterns so that most residents have the choice to walk and bicycle conveniently to shopping, schools and recreation.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Develop a Complete Streets Policy, to be used when appropriate.		
Recognizing their potential to create pedestrian demand, encourage applicants to proffer and/or stipulate the installation of sidewalks during the rezoning and conditional use permit application processes.		
Amend the City Code to require the applicants to construct sidewalks in addition to curb and gutter for new and redeveloped sites along the frontage of existing streets.		
The City currently does not have a policy for the placement of trees in the right-of-way for existing and new roadways. Given current policy directives and priorities, funding is allocated to road construction and maintenance. Any street tree program implemented by the City would require a dedicated funding source and personnel to maintain such a program.		

**Objective 8:** Identify existing major roadways and medians for enhanced landscaping and streetscape treatment and require landscaping in future roadway projects.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Continue to implement streetscape improvements for certain areas of the City such as Greenbrier and South Norfolk.		
Create plans for other areas whereupon streetscape improvements were recommended such as the Great Bridge Village Plan and the Military Highway Corridor Study.		
Establish policies and guidelines for existing and new roadways for tree planting in street medians and in the verge areas and identify a dedicated funding source for implementation and maintenance.		
Encourage the bundling of private and public utilities for new roadway projects with street trees.		
Establish a City nursery or partner with neighboring jurisdictions for cost savings for landscaping material.		
Identify areas for reforestation, especially along the interstate system and implement the reforestation project.		

**Objective 9:** Create visually attractive and distinctive City gateways that are integral with, not contrary to their surroundings.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Refer to the action strategies discussed for Gateways as listed in the Design Guidelines Manual, which is contained in the Design section of the 2035 Comprehensive Plan Technical Document. Strategies for Gateways and Entryways are also discussed in the Land Use section of Chapter Two, Objective 5.		
Consideration should be given to establishing gateways around the City in areas that serve as internal entryways to distinct character districts, commercial areas, etc. Examples of such internal gateways would be Portsmouth Boulevard in the vicinity of Chesapeake Square Mall off of I-664; the Greenbrier area; the Poindexter Street commercial corridor off of I-464; and the Indian River Road commercial corridor. Appropriate signage, flags, landscaping and other elements identified in the Design Guidelines Manual should be considered.		

**Goal 2: Promote the unique character of the Urban, Suburban, and Rural Overlay Districts**

**Objective 1:** Provide right-of-way and streetscape improvements for beautification and to encourage community reinvestment.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
Continue to implement plans for improvements in South Norfolk, Greenbrier, and South Military Highway.		

**Objective 2:** New development shall enhance the visual character and pattern of neighborhoods and commercial areas and allow for a greater range of densities and mixtures of uses over time.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Encourage the use of mixed use developments, which incorporate 2 or more uses within an existing building or within the same development, to provide a compact, diverse, and compatible project, in areas identified as Urban Mixed Use in the 2035 Land Use Plan; utilize Form Based Code principles when appropriate, which entail a method of regulating development to achieve a specific urban form; Form Based Codes emphasize building type, dimensions, parking location and façade features, with less emphasis on land use.		
Work with developers submitting discretionary land use applications to develop traditional neighborhood designed communities. New residential neighborhoods in the Urban Overlay District should be designed for enhanced pedestrian access, street trees and landscaping, pedestrian scaled front yards, and housing designs reflective of the community.		
Investigate the use of commercial façade improvement grant programs to promote reinvestment in certain areas.		
Require building elevations and materials proffered through discretionary land use applications to be in accordance with the Design Guidelines as outlined in the Technical Document.		
Utilize vacant lots for open spaces and gathering areas within neighborhoods.		
Preserve historic buildings in the area and utilize design examples to inspire “place-making” for new development in the area.		
The City will study the applicability of Form Base Code in Chesapeake, with recommendations for implementation.		

**Objective 3:** Infill residential developments throughout the City should be compatible with the surrounding properties in terms of architectural style and design elements, height, massing, and setbacks.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Pursue options, voluntary or regulatory, to require neighborhood compatibility with non-conforming narrow lots.		
Develop strategies and incentives to address traffic circulation and parking issues associated with narrow lot or infill development. Some strategies or incentives may include reducing the parking requirements for infill development in existing traditional neighborhoods and the provision of public parking lots within walking distance of residences.		

**Objective 4:** Continue to provide for low density residential development in the Suburban Overlay District while promoting a variety of site design and housing styles.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Encourage the development of well-designed communities with a variety of housing types and community amenities in Western Branch, Deep Creek, and Great Bridge that will appeal to a cross-section of the community.		

Encourage developers to foster a sense of community involvement with the addition of neighborhood parks, public art, pools, walking trails, and clubhouses.		
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**Objective 5:** Consideration should always be given to the mitigation of any undesired impacts between adjacent uses; good design practices should be used to ensure land use compatibility.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Require infill development to be compatible with adjacent properties in terms of building height, scale, massing, and prominent design features such as lighting to blend in with the existing neighborhood.		
Encourage developers to use the adopted Design Guidelines for neighborhoods when applying for discretionary land use applications.		

**Objective 6:** Further define the Dominion Boulevard Mixed Use Corridor.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Develop a strategic plan for the area and subsequent implementation strategy.		
Re-evaluate TCOD site and design guidelines for Dominion Boulevard and investigate other implementation strategies to achieve desired results.		

**Objective 7:** Preserve Chesapeake’s rural character and provide a regulatory mechanism through which development can occur with minimal environmental and visual impact.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Adhere to the Rural Overlay District design recommendations provided in the Design Guidelines Manual, which can be found in the Design section of the 2035 Comprehensive Plan Technical Document.		
Encourage developers to construct cluster subdivisions rather than piano key development.		
Modify the Public Facilities Manual to allow rural character design development standards in the Rural Overlay District.		

**Objective 8:** Maintain and foster the continued development of Chesapeake’s historical and distinct Villages.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Work with developers to follow compact development patterns rather than land intensive suburban patterns for redevelopment and infill projects. Investigate incentives or waivers of certain code requirements (such as parking) to promote compact development.		
Utilize the mixed-use Zoning Ordinance regulations to develop higher density projects where appropriate.		
Look to architectural precedents in designing infill homes and new communities near Villages.		
Encourage the proffering of building elevations for infill and other new projects.		
Consider developing design guidelines and overlay districts, where they currently do not exist, to require architectural and site design criteria for villages.		

**Objective 9:** Encourage existing sites to add curb appeal and landscape code compliance upgrades.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
Investigate a grant program for providing landscape improvements.		

**Goal 3: Prioritize areas to be designated for transit-oriented design and begin planning for higher densities and infrastructure improvements.**

**Objective 1:** Focus development in the transit oriented areas and encourage moderate and high density development within these areas.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Promote the highest density development close to the transit station or bus stop.		
Increase density through compact building design, infill development, and structured parking.		
Redevelop under-utilized retail and commercial areas with expansive parking lots as master planned mixed use centers.		

**Objective 2:** Encourage mixed-use development within transit-oriented villages.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Promote varied housing choices including apartments, condominiums, townhomes, small-lot single family homes, and housing-over-retail.		

Utilize the Urban PUD and Mixed-Use Urban zoning districts to further develop transit-oriented centers and villages. These zoning districts allow transit-supportive levels of residential and non-residential development and describe appropriate and desired mixes of uses.		
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**Objective 3:** Foster unique identities for each of the activity centers as they redevelop. Encourage each center to have slightly different characters and to maintain ties to adjacent neighborhoods, as appropriate.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
Develop design guidelines and standards to help define character such as architecture, streetscapes, and landscaping.		

**Objective 4:** Emphasize streetscape, pedestrian-oriented design, and accessibility to potential transit station locations.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Provide bus shelters, sidewalks and other improvements to support enhanced bus service within and between the activity centers.		
Design for pedestrian and bicycle access to reduce impacts from automobile access and traffic.		
Provide easily accessible critical services to help reduce auto dependency.		

**Goal 4: Recognize the unique design characteristics and qualities of the individual areas or communities of the city.**

**Objective 1:** Continue to promote a high standard of building materials and design within the Transportation Corridor Overlay District through discretionary land use applications.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Evaluate the TCOD design guidelines to identify what is working and what can be improved to reach the desired objective.		

**Objective 2:** Develop a strategic plan to implement recommendations of the Great Bridge Master Plan and Design Guidelines including the identification of public and private partnership opportunities.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Begin to hold meetings with various stakeholders to move projects forward.		
The City will pursue better coordination of the Design Guidelines for the Great Bridge Village District with by-right land uses.		

**Objective 3:** With the construction of a new Jordan Bridge, the Poindexter Corridor Strategic Development Plan should be updated to reflect the new bridge's impact on surrounding land uses.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Undertake a study with input by various City departments to determine community impacts and opportunities.		

**Objective 4:** Support the recommendations and action items identified in the Greenbrier TIF District Plan.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Consider infill development in Greenbrier that would complement Greenbrier's role as the primary commercial revenue generator in the City of Chesapeake.		

Education Section

**Goal 1: Provide facilities and services that will meet the changing needs of current and future generations.**

**Objective 1:** The City will continue to create a positive relationship between school construction and school capital needs to prevent overcrowded conditions in school.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
A direct linkage between the timing of new development and the ability to fund needed capital improvements should continue to be emphasized. Growth management strategies such as redistricting and the Level of Service and Proffer Policies should continue to be used to help balance capital needs, enrollment, and student space.		
The guidelines developed by the Chesapeake School Administration regarding philosophy, building, sites, and planning should be used to provide guidance in school planning and construction decisions. The guidelines should not be used to excessively constrain site selection, but to provide general guidance.		
The City will work with School Administration to develop methods to monitor impending impacts to the school system created by changes in demographics, and new development.		

**Objective 2:** The City will continue to seek funding alternatives for schools that are fair to all citizens and that will adequately fund school capital needs.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will continue to seek enabling legislation from the Virginia General Assembly to administer impact fees and adequate public facility programs, in addition to the Cash Proffer Policy.		
The City will continue to seek enabling legislation from the Virginia General Assembly to administer a real estate transfer fee to fund public infrastructure, including school construction.		
The City will continue to support the creation of new and enhancement of existing state funding sources.		
The City will continue to request that state and federal mandates be accompanied with the necessary funding for their implementation.		
The City will continue to identify both one-time and recurring funding for school capital facility needs.		
The City will accept, where appropriate, voluntary land dedication and contributions for the construction of new school facilities, or capacity expansion of existing facilities, from landowners and developers impacting school facilities.		

**Objective 3:** When determining overall school capital facility needs, consideration will be given to major maintenance and technological issues as well as new construction needs.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
When prioritizing future school capital needs, equal consideration should be given to the maintenance of existing facilities, including modernization, HVAC and roof replacement.		
The School Board's Technology Initiative will continue to be considered as an integral part of the planning for school renovations and modernizations.		

**Goal 2: Continue to foster the integration of school facilities into the overall fabric of the community.**

**Objective 1:** The City will continue to encourage the efficient use of capital funds.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Co-locate school and municipal facilities as a means to control land and infrastructure costs when practical.		
School sites should be located within existing utility service areas. Sites acquired in advance of need should be located within planned utility service areas with the intention of developing only after such services are available. All sites will be subject to a review for consistency with the City's Comprehensive Plan, as required by the Code of Virginia (Title 15.2, Section 2232).		
New school facilities should not be located in such a manner as to provide a catalyst for new development activity in undesired areas for development.		
To the extent possible, new school facilities will be located in such a manner that they do not conflict with efforts to manage service levels in other public facilities. For example, schools should not be located in such a manner that they create the need for school zones on arterial roadways. Such zones create adverse impacts to the roadway service levels usually during periods of high demand as well as creating an unnecessarily dangerous condition for the students. New school facilities should also not be located where they would exceed the capacity of sewer or water facilities which would service the school or compete for prime economic development land.		

**Objective 2:** The City will continue to foster the integration of school facilities into the overall fabric of the community.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Opportunities to create public use campuses should be identified and developed where feasible. Co-location of schools with other important community facilities such as libraries and recreation centers help to solidify these resources as important elements of the community. In these efforts, the safety and security of students should be maintained.		
Schools should be located in such a way to be a centrally accessible and identifiable component of the community.		
Schools should not be segregated from the communities they serve by extreme barriers or great distance.		
High Schools and Middle Schools should be designed so that they may also serve the community as primary emergency shelters and should be built to meet American Red Cross standards wherever practicable.		
School Administration and City Administration should collaborate on school site selection with selected sites being mutually agreeable between the two entities.		

Opportunities to engage businesses, community groups and individual citizens as partners in the education of our youth should continue to be identified and expanded.		
The community should work to enhance the capacity of schools to maintain high student achievement.		

**Objective 3:** While private schools are not subject to the same building and site requirements as public schools, they should be held to similar standards for community compatibility.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
Private schools will be examined prior to approval for their impact on the adjacent community. Only schools that can demonstrate that they will not create an undue negative impact should be approved. These impacts may be addressed through the conditional use permit process.		

**Objective 4:** The City of Chesapeake will seek and nurture opportunities to increase higher learning for its residents.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Encourage and support the expansion of Tidewater Community College's Chesapeake Campus on Cedar Road and facilitate the development of other off-site locations and facilities as appropriate to meet the educational needs of the citizenry, business and industry.		
Seek opportunities to partner with TCC to enhance the college's facilities and services available to Chesapeake residents.		
Explore and support the use of public/private partnerships as a means of facilitating the expansion of higher education in the City.		
The attraction of other public and private colleges and universities, or extensions thereof, should be strongly encouraged and aggressively pursued.		

Public Facilities & Services Section

**Goal 1: The City will continue to provide excellent public services and facilities through the dedicated efforts of Police, Fire/EMS, Libraries, Human Services and Chesapeake Integrated Behavior Healthcare staff.**

**Objective 1:** Public services and supporting facilities will be provided in a manner that consistently exceeds state standards or accreditation requirements.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Public services and facilities will be strategically located throughout the City to minimize response times, and maximize client access, and City outreach.		
Continue and expand on-line services to the public.		

**Objective 2:** The City will strive to maintain its excellent public safety record and will continue to develop strategies to maintain this high level of service.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will continually evaluate its police stations and precincts to ensure that they are aligned for maximum efficiency.		
Where enhanced service is warranted, the City will develop an implementation strategy to provide new, expanded, or relocated stations.		
In order to reduce costs, opportunities to co-locate police stations with other public facilities should be explored.		
When considering possible funding sources for police services, opportunities for creative funding sources should be sought including possible public/private partnership options.		

**Objective 3:** The City will strive to balance future growth with its ability to provide adequate Fire and EMS services, by finding efficient and effective means of providing the necessary facilities and equipment to ensure quality services.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will continue to improve the safety standards and practices of personnel while providing a wide range of emergency services. This will include Special Operations: Firefighting Foam Protection; Hazardous Materials Team; Technical Rescue Team; Radio Communications Team; Tactical Paramedic Team; Dive Medicine Team; and Marine Fireboat Team response to the City of Chesapeake.		
The City will utilize national guidelines and standards in providing service delivery of Fire and Emergency Medical Services to the public by career Fire Department members as a guide to determine resources needed to provide adequate emergency coverage for the City's population.		
The City should develop methods to monitor impending impacts to its emergency services created by changes in demographics and new development.		

The City will periodically evaluate its Fire Stations to ensure that they are aligned for maximum efficiency to provide adequate emergency coverage for the City's population.		
Where improved service and modernized facilities are warranted, the City will develop and implement a capital improvement plan to provide new, expanded, or relocated stations.		
The City will continue to integrate and improve the technology used to deliver Fire and Emergency Medical Services in order to improve service delivery.		
The City will analyze and modify the emergency medical services system to meet current and future service delivery and personnel certification requirements.		
The City will educate residents and business owners concerning environmental contamination, and will investigate and prosecute environmental crimes.		
The City will enhance citizen preparedness through expanded public outreach and education programs.		
The City will eliminate potential and actual fire hazards in Chesapeake through an impartial enforcement of the Statewide Fire Prevention Code, by adding two additional part time Fire Inspector positions to the Fire Prevention Division, funded by revenue from current permit and inspection programs.		
The City will protect new and existing public and private infrastructure and facilities from the effects of hazards.		
The City will continue its floodplain management activities and participation in the National Flood Insurance Program. The Departments of Fire, Development and Permits, and Planning will work together to improve the City's existing floodplain management program, including needed updates to the City's Floodplain Ordinance.		
The City will institute hazard awareness and risk reduction principles into the City's daily activities, processes, and functions. The City will enhance community-wide understanding and awareness of community hazards. The City will publicize mitigation activities to reduce the City's vulnerability to the identified hazards.		
The City will develop a strong Emergency Management network through outreach to our partners in emergency management, government, business, higher education, non-governmental organizations (NGOs), and other stakeholders to build a comprehensive approach to managing disasters.		
The City will provide leadership and guidance in the development, review and updating of the City's emergency plans so that personnel and systems maximize their efficiency and effectiveness during incidents and events.		
The City will assess the changing demographics cause by the aging of the "baby boomer" population and adjust the emergency medical services delivery system accordingly, to include nontraditional medical care and services to our senior citizens.		
The City will discourage development in floodplains in order to protect the public health and welfare and prevent property damage.		
The City will continue to explore local, state and federal grant opportunities as they relate to service delivery, homeland security and all hazards preparedness.		
The City will continue to participate in regional endeavors such as the Regional Hazardous Materials Team, Tidewater Technical Rescue Team, Maritime Incident Response Team, Local Emergency Planning Committee, Hampton Roads Incident Management Team, Metropolitan Medical Response System, and regional evacuation route planning.		
The City will continue to work cooperatively with neighboring jurisdictions in the utilization of training facilities and delivering training classes.		

**Objective 4:** The City will endeavor to develop a Library System that is sized adequately to serve a growing population, and that is accessible to all Chesapeake citizens regardless of age, handicap, location, or socio-economic status, while pursuing technology advancements and alternative funding to help improve the quality and availability of library resources and facilities.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Planned future development will be considered when determining the future location of library facilities.		
The impact on libraries will be evaluated as a component of new development requests.		
Public-private partnerships will continue to be pursued.		
Libraries should be considered for co-location with other municipal facilities in order to increase their accessibility and functionality.		
The Library System should continue to develop multi-year capital project plans in anticipation of future growth.		

The Library System will continue to position itself to be a preferred location for conducting community surveys and forums.		
The Library System will increase its use of online services.		
The Library System will continue to explore new trends for reaching the community with its programs and services, such as online kiosks in malls and mini-branch libraries in shopping centers.		
When considering possible funding sources for public libraries, opportunities for creative funding sources should be sought including possible public/private partnership options.		
In order to reduce costs, opportunities to co-locate library facilities with other public facilities should be considered when determining future library locations.		

**Objective 5:** The Human Services Department will work with other human services providers, including non-City entities, in an interdisciplinary, collaborative and proactive process to meet the needs of citizens, including the creation of a human services campus.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Relocate to a building that could better serve the Human Services Department's needs for enough space for its programs and services, as well as to utilize current and emerging technologies to facilitate services to clients.		
Facilitate a "one-stop shop" approach to various human services, which would promote economies of scale in terms of buildings and other operational costs, especially benefitting non-profit entities.		
Seek opportunities for co-location of human services facilities and services in order to reduce public facility and operational costs.		

**Objective 6:** CIBH will continue to provide a continuum of mental health, substance abuse and intellectual disability services that are treatment and recovery oriented and that will assist individuals with integration in the community, as well as improving their quality of life.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Provide necessary local, regional, and state reports to ensure accountability to stakeholders, including the CIBH Board of Directors and Virginia Department of Behavioral Health and Developmental Services.		
Protect the rights of the individuals served by providing Quality Assurance Services in accordance with state guidelines and timelines.		
Assure the provision of emergency psychiatric services on a 24 hour per day, seven days per week basis.		
Continue to provide quality outpatient Mental Health and Substance Abuse Services; case management and intensive support services; appropriate intervention services for infants and toddlers; and respite and other financial support subsidies to families or service providers.		

**Goal 2: The City will adequately plan for the development of new public services facilities in the future.**

**Objective 1:** Carefully evaluate the building's design, materials, and landscaping to provide high quality architectural design that will set the standard in the community.

Action Strategy	Priority (1, 2, 3)	Notes on Implementation
Establish a design review committee of City and potentially community representatives to provide design assistance when developing new civic buildings.		

**Objective 2:** Location of public facilities shall be in conformance with the policies of the Comprehensive Plan.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Prior to inclusion in the City's Capital Improvement Budget (CIB), Community Facilities shall be derived from facility locations shown on the Comprehensive Plan or that have been approved by the Planning Commission as part of the "2232" review process, which refers to Section 15.2-2232 of the Code of Virginia that requires the local planning commission to review proposed public facilities and improvements for consistency with the locality's Comprehensive Plan.		
Community Facilities shall be located only on appropriate sites in terms of size, traffic access, environmental conditions, availability of public services, land use, and the overall compatibility with existing and future development.		
Establish a City-wide site selection committee from a cross-section of City departments to meet and evaluate sites for new facilities as the need arises.		
Establish policies for incorporating public facilities and services as catalysts for mixed-use projects, master area plans, and other land use scenarios that support the Comprehensive Plan.		

**Objective 3:** Provide for the development and placement of cost-effective and efficient facilities.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Land bank property when real estate rates are reasonable, in recognition of future needs.		
Plan for the co-location of public buildings and services to achieve cost savings.		
Seek opportunities to partner with the private sector for potential co-location of public facilities and private buildings.		
New Community Facilities shall utilize building technology that is LEED certified to the maximum extent practicable.		

Parks & Recreation Section

**Goal:** Provide a parks and recreation system that will serve all segments of Chesapeake’s population with a variety of facilities and programs necessary to meet expressed needs. Additional departmental information can be found in the Parks and Recreation Section of the Technical Document.

**Objective 1:** Ensure that new parks and recreation facilities are located in areas consistent with the objectives of the Comprehensive Plan in terms of need and compatibility.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Continue efforts to develop existing park sites.		
Prioritize the neighborhood park sites obtained through the Open Space and Recreation Ordinance and through land dedications for development based on the funds provided by the ordinance along with neighborhood needs.		
Continue efforts to purchase land of sufficient size to develop regional and district parks including the following types of amenities: - Regional community centers - Multi-purpose fields - Nature Trails (walking/biking/canoe) - Equestrian facilities - Passive activities		
Other types of recreational facilities, such as athletic fields and recreation facilities must also be built as demand increases.		
The City will explore all possible funding options for district and community parks including opportunities for public private partnerships.		

**Objective 2:** The location of local parks should be consistent with sound neighborhood planning principles.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Opportunities to co-locate parks and other recreational facilities with other public facilities should be pursued where practical.		
Park facilities should be designed as an integral component of the community and should be accessible to the residents.		
Opportunities to link park facilities to the community through sidewalks, bikeways, and trails should be sought.		
New park sites that are a part of new developments which are surrounded by existing development, should be located in such a manner that the park site is accessible to and convenient to those living in the surrounding neighborhoods.		
A new park site should be explored for the eastern Elbow Road corridor to provide recreational opportunities, recognizing environmental constraints in the area.		

**Objective 3:** The City or developers should provide a variety of recreational amenities to address the needs of a diverse population.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City should consider including municipal swimming pools, teen centers, and equestrian facilities as alternative forms of recreational amenities.		
A Feasibility and Program Development Study should be conducted as a prelude to developing a plan to construct mega-recreation centers. These centers could include a variety of amenities such as game rooms, swimming pools, fitness facilities, conference rooms, basketball courts, and day care facilities and could be incorporated as elements of the larger recreational complexes.		
Citywide senior, therapeutic, and prevention programs should be developed to accommodate special population needs.		
The Parks, Recreation and Tourism Department should construct a comprehensive “connected” multi-purpose trail system, including blueways, by continuing to work with the Planning and Public Works Departments to implement the City’s Trails Plan as an element of the Master Transportation Plan (see also Transportation section of this Plan).		
Athletic facilities (softball, baseball, soccer fields, field hockey, etc.) should be constructed in conjunction with park development plans to meet minimum athletic facility standards for Chesapeake.		

**Objective 4:** Existing parks and recreation facilities must be maintained as an integral part of the overall recreational network and existing facilities should be enhanced as feasible.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
Chesapeake's unique environmental features and extensive waterways should be considered for their vast recreational opportunities.		
A Scenic Waterway designation should be sought for certain key recreational waterways such as the Northwest River, the North Landing River and the Indian River.		
Develop public waterway properties for boat ramps and canoe launch areas.		
Recognizing that the interaction of people, resources and activities joined together to form the basis for one of our major economic industries – leisure – with appropriate facilities to create magnets for drawing people, events and activities to Chesapeake.		
Understanding that possessing the ability to offer the appropriate facilities impacts the quality of life for Chesapeake residents, but is also an engine to drive economic development and an expanding revenue base within our City.		
Understanding that Chesapeake should provide the flexibility to develop partnerships not only to sustain and improve its current inventory, but also to add and enhance top of the line multi-purpose facilities.		
Affirming that Chesapeake must be proactive in upgrading and enhancing its parks and recreational facilities to meet a growing demand and need of necessary resources, not only for attracting a wide variety of national and regional tournaments, but be a leader in regional sports marketing and also serve as a source of safety, civic pride and everyday enjoyment of its citizens.		
Realize that Chesapeake offers a prime geographic location as well as the availability of land for the City to be a leisure industry leader for the future.		

Historic Resources Section

**Goal:** Incorporate the City's historic resources and cultural heritage into the creation of a unique identity and image for Chesapeake.

**Objective 1:** The City will foster the preservation and rehabilitation of significant historic sites and structures.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The Historic Preservation Commission will continue to provide assistance to home-owners and citizens with preservation-related issues.		
The City will continue to work in partnership with the Virginia Department of Historic Resources (DHR), mainly its Newport News office. DHR offers many valuable services, including administration of the State and Federal tax credit programs. The State Tax Credits allows owners of historic structures up to a 25% tax credit on renovations that follow the Secretary of the Interior standards for renovation. Owners must spend a total of 25% of the building's assessed value to qualify. The Federal Tax Credit allows income producing property up to an additional 25% tax credit.		
A local real estate tax abatement program should be developed to provide additional incentives for historic structures.		
City-owned historic properties will be identified, restored and used as examples of stewardship for historic resources. Current examples include the Galleries at SoNo and the Chesapeake Arboretum.		

**Objective 2:** Ensure that historic sites and structures are integrated as much as possible into new development during the land development process.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The advice of the Historic Preservation Commission will be sought in regards to impacts brought on by private development activity and major governmental activities like road construction and infrastructure improvements that may impact historic resources.		
The City's Cluster Ordinance should be utilized as a tool for preserving historic sites while allowing appropriate development.		
Where appropriate, street names for new developments should reflect the history of the area.		

**Objective 3:** In order to curb the loss of important historic resources, the City should locate, designate, and protect the City's most important historic sites.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City will continue to pursue funding to update its survey of historic resources.		
The City should pursue nomination of new properties/districts to the National Register and Virginia Landmarks Register. This can be		

achieved through continued use of cost-share grants between the Virginia Department of Historic Resources and the City of Chesapeake.		
The creation of additional local historic districts should be encouraged to help ensure that the character of significant communities is preserved. Strong local support will be necessary for this implementation. To help residents and business owners comply with the design standards, local funding programs need to be established.		

**Objective 4:** Efforts should continue to educate the public about the importance and significance of the City’s historic resources.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
A central depository for historic information should be created. Currently, this role is being met by the Wallace Room in the Central Library. The Great Bridge Battlefield and Waterways Visitor Center should also be considered as a repository location.		
The City will continue to support the work of the Great Bridge Battlefield and Waterways History Foundation, the Cornland School Foundation and future non-profit groups dedicated to the preservation and promotion of historic resources.		
Organize programs through the Historic Preservation Commission to inform citizens about the history of Chesapeake and historic preservation activities.		

**Objective 5:** All municipal actions should recognize the importance of historic preservation in the City of Chesapeake.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
A designated full-time City staff person who is responsible for historic preservation design activities should be created and funded. To make this program more effective, it will require a full-time staff person to spear-head and oversee the plan.		
Communication between public/private parties regarding decisions affecting historic resources should be improved. All major City-funded preservation activities should be coordinated or endorsed by the Historic Preservation Commission.		
The Historic Preservation Commission, through City staff, should continue to make recommendations regarding public actions that impact historic structures and sites.		

**Objective 6:** The City should facilitate economic development and tourism through the promotion of historic resources in Chesapeake.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The City should prepare historic tourism packages. These promotional programs can be developed in coordination with the City’s Convention & Visitors Bureau, the Historic Preservation Commission, and various other public/private groups.		
The City should continue its support for special projects capitalizing on the City’s heritage like the Dismal Swamp Corridor Study, the plans for the Battle of Great Bridge and Waterways Visitor Center and planning activities of the Great Dismal Swamp Wildlife Refuge.		
The City will continue to coordinate the creation of history trails, greenways, and driving tours that connect historic resources with appropriate interpretation.		

Cultural Facilities Section

**Goal: Foster public and private art and cultural opportunities in the City for persons of all economic, cultural and age groups**

**Objective 1:** Maintain current art programs and expand opportunities for arts and culture through ongoing civic support, including but not limited to enhanced citizen participation, funding, incentives, promotion, and use of city facilities and public spaces.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The Fine Arts Commission should study the feasibility of an arts and cultural district in the City where visual and performing arts will be specifically promoted and accommodated and incentives provided as allowed under 15.2-1129.1 of the Virginia State Code.		
The City will continue to study the feasibility of establishing an independent performing arts/cultural center in Chesapeake, including building public support and identifying proposed funding mechanisms. In the interim, current spaces and facilities available for cultural activities should be identified.		
Satellite performing arts centers should be considered for other areas of the City. These venues would primarily host community-based programs. In the interim, current spaces and facilities available for cultural activities should be identified.		
Opportunities to co-locate cultural facilities with other facilities should be considered as a means of reducing overall costs. For		

example, opportunities to combine the City's cable channel, WCTV48 with the performing arts facility should be explored.		
Arts and culture can be a vital tool to address the needs of children, by providing them with outlets to express themselves (e.g. public murals), thereby building self-esteem and pride in their community. A comprehensive quality arts education program in the schools and community should be supported.		
International cultural exchanges between the City and other communities around the world have been occurring for a number of years and should continue. These exchanges are good for facilitating awareness and appreciation of cultural diversity and they also augment economic development efforts.		

**Objective 2:** Through city planning, create physical environments where citizens and visitors can experience art in their daily lives.

Action Strategies	Priority (1, 2, 3)	Notes on Implementation
The Public Art Committee should continue to explore opportunities to encourage art projects in open spaces, parks, community facilities and infrastructure projects.		
The Public Art Committee should continue to explore opportunities for public/private mechanisms as a means to fund public art.		
Future land use planning decisions and development review processes should, to the maximum extent feasible, promote the expansion of cultural facilities and public art throughout the City. Input from the Public Art Committee should be sought.		
Develop incentives to encourage developers to include public art in their projects.		
The Public Art Committee should implement a public awareness program for education and outreach on public art opportunities in the City.		



# **APPENDIX C**

# City of Chesapeake

## Population Projections

(3/15/18)

University of Virginia's Weldon Cooper Center for Public Service

**2030:** 277,475

**2035:** 287,374

**2040:** 297,274

**2045:** 307,173

Source: <http://demographics.coopercenter.org/virginia-population-projections/>  
For methodology: [https://demographics.coopercenter.org/sites/demographics/files/VAPopProj-Methodology\\_2017-06.pdf](https://demographics.coopercenter.org/sites/demographics/files/VAPopProj-Methodology_2017-06.pdf)

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### The Virginia Employment Commission (Labor Market Information) Community Profile

**2000:** 199,184

**2010:** 222,209

**2020:** 253,813

**2030:** 285,153

**2040:** 318,488

Source: [http://virginialmi.com/report\\_center/community\\_profiles/5104000550.pdf](http://virginialmi.com/report_center/community_profiles/5104000550.pdf)

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### Hampton Roads Transportation Planning Organization 2040 Socioeconomic Forecast and TAZ Allocation

Year	Population	Households	Workers (by residence)	Employment (by place of work)
<b>1980</b>	114,486	36,362	48,649	32,288
<b>1990:</b>	151,982	52,024	75,610	62,605
<b>2000</b>	199,184	69,900	96,977	102,765
<b>2010</b>	222,209	79,574	110,539	122,265
<b>2040</b>	314,600	114,300	151,300	167,000

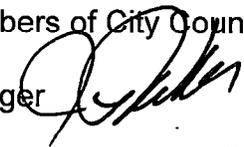
Source: [https://www.hrtpo.org/uploads/docs/HR\\_2040\\_SocioeconomicForecast\\_TAZAllocation\\_FinalReport.pdf](https://www.hrtpo.org/uploads/docs/HR_2040_SocioeconomicForecast_TAZAllocation_FinalReport.pdf)



# **APPENDIX D**

## Memorandum

**TO:** Honorable Mayor and Members of City Council

**VIA:** James E. Baker, City Manager 

**FROM:** Jaleh M. Shea, AICP, Planning Director 

**DATE:** June 9, 2017

**SUBJECT:** Agricultural Divisions

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This report is provided in response to a City Council request to address agricultural divisions. This report provides a history of agricultural divisions, their impacts for residential development in the Rural Overlay District, and staff recommendations to change the definition so as to curb potential residential development subsequent to an agricultural division.

### History:

On June 25, 1963, City Council adopted the City's first Subdivision Ordinance. Under the definition of subdivisions, the ordinance specifically states that "the ordinance is not intended to include bona fide division of agricultural land not for development purposes." The Subdivision Ordinance also defined "minor subdivision" and "major subdivisions." Minor subdivisions were defined as the subdivision of property into no more than 5 lots and where no new street is required. A plat was required for a minor subdivision; however, it could be administratively approved by the Planning Director. Major subdivisions were defined as all other plats not falling under the definition of a minor subdivision. Major subdivision plats required Planning Commission approval.

On May 29, 1969, City Council adopted the City's first Zoning Ordinance and Official Zoning Map. In the A-1 zoning district, both minor and major subdivisions for single-family residential were permitted as long as the residential lots were a minimum size of 1 acre; however, the Health Department could require larger lots as deemed necessary for adequate sewer disposal. Given the high groundwater table and soil types in southern Chesapeake, a minimum of 3 acres was usually required by the Health Department. As a result, several major subdivisions located in the A-1 zoning district were recorded, including Woodard's Mill, North Landing Farms, Country Mill Run, Riverwood, Hunters Ridge, Ravenswood, Foxwood North, and Shillelagh Farms.

On February 23, 1988, the Basic Policies for the Comprehensive Plan and Land Use Map was adopted, which created the Rural Overlay District. The Basic Policies recommended a residential density in the Rural Overlay District of one unit per 3 or more acres. The Policies also contained a statement that "no major residential subdivisions should be permitted in the A-1 zoning district until the land can be rezoned to the proper designation."

To implement the Basic Policies regarding major subdivisions in the A-1 zoning district, City Council amended the Chesapeake Zoning Ordinance on July 24, 1988 as follows: "Notwithstanding any other provisions of this chapter, no major subdivision as defined by the Subdivision Ordinance shall be permitted in the A-1 zoning district." With this amendment, any subdivision of more than 5 lots or one that required the construction of a public street to provide frontage for proposed lots located in the A-1 zoning district had to be rezoned to residential or other proper designation prior to the subdivision being approved.

To circumvent the rezoning requirement for major subdivisions in the A-1 zoning district, property owners were using the section of the Subdivision Ordinance that exempts subdivisions for "bona fide agricultural land and not for development purposes" and submitting plats under the guise of an agricultural division only to be followed with a series of minor subdivisions for the purposes of creating lots for residential purposes. The cumulative result was a major subdivision located on properties zoned A-1, which was technically prohibited by the Zoning Ordinance.

To address this practice and other issues regarding the review and processing of plans and plats, the Planning Commission adopted an initiating motion to consider and make recommendations to the Subdivision Ordinance on January 22, 1997 and the Zoning Ordinance on May 13, 1998. A Subdivision Ordinance Committee was formed consisting of city staff, two Planning Commissioners and one former Planning Commissioner to prepare amendments. These amendments were then presented to various stakeholders including the Farm Bureau, Chamber of Commerce, Tidewater Builders Association and the Virginia Association of Surveyors. The ordinance was then modified as deemed appropriate by the Subdivision Ordinance Committee and presented to the Planning Commission and City Council for adoption. City Council adopted the amendments on October 20, 1998. The results of these amendments regarding agricultural divisions are described in the section below. There have been no amendment to the agricultural division section of the Subdivision Ordinance since 1998.

#### Agricultural Division and Further Subdivision Process:

The definition and criteria for an agricultural division is as follows:

*Agricultural division.* The division of property located wholly within an agricultural zoning district for bona fide agricultural use and not for development purposes, provided that:

- a. The original tract of land is divided into parcels consisting of no less than 15 acres each, including the residual of the original tract;

- b. No new or extended public streets or other public facilities are required to serve the parcels as divided;
- c. The plat depicting the division contains a note stating that the property is to be used for bona fide agricultural purposes only;
- d. All parcels created by the division conform with applicable minimum development criteria set out in the city's zoning ordinance; and
- e. No portion of the original tract of land is further subdivided for a period of one year from date of recordation of the plat depicting the agricultural division of land, unless such property has been appropriately rezoned for development.

Under this definition, the parcels that are created by an agricultural division can be further subdivided into residential lots after the construction plan and plat are approved by the Health Department, Director of Development and Permits and the Planning Director after a one year waiting period. No rezoning to residential is required even though more than 5 lots are created from the original "mother parcel."

Attached is an illustration that created the Sanderson Meadows subdivision without a rezoning to residential:

- 1) Section One of Sanderson Meadows, a minor subdivision for 4 lots, was recorded on April 1, 2011.
- 2) An agricultural division of the residual parcel creating for 2 agricultural division parcels was recorded on April 21, 2011. The agricultural division met the criteria of the Subdivision Ordinance.
- 3) Section Two, a minor subdivision for 5 lots using the second agriculture parcel created on April 21, 2011 was recorded 14 months later. The end result was 9 lots plus two residual parcels for the entire subdivision.

In this case, it was clearly the intent of the property owner to create a subdivision that exceeds 5 lots in the A-1 zoning district without rezoning the property to residential first. The property owner was able to circumvent the rezoning process by using the agricultural division and then waiting one year by using the existing road frontage. This form of subdivision is known as "piano key."

A review of Planning Department records indicates that this process is not used very often. Subdivision records going back 10 years to January 2007 found that 26 agricultural division plats were approved for recordation, yielding a net of 42 additional parcels (excluding the residuals) that could be further subdivided for development. A review of the development tracking data base going back to 2001 found that on average, 8 minor subdivisions in the A-1 zoning district are recorded each year. This includes the subdivision of both agricultural division and non-agricultural division parcels. The maximum number of lots that could result would be 40 lots per year. It should be noted that the rate of agricultural divisions has dropped off substantially in recent years. Only 10 agricultural division plats have been approved in the last 5 years and no new agricultural divisions have been submitted in the last year and a half.

Options for Amendments to the Agricultural Division Definition:

At the time when the current definition was adopted, it was recognized that there would be a continuation of the use of agricultural divisions then subsequent minor subdivisions to circumvent the residential rezoning process. However, the one year delay for further subdivision was seen as a compromise. If it is the desire to more firmly uphold the intent that agricultural divisions be used only for bona fide agricultural uses and the requirement that there be no major subdivisions in the A-1 zoning district, staff offers the following options:

- 1) The subdivision of parcels created via an agricultural division cannot be further subdivided unless the property is first rezoned to the appropriate zoning district for the intended use of the property.
- 2) The subdivision of parcels created via an agricultural division may only be further subdivided as a cluster subdivision that meets the minimum open space and preservation standards, building setback requirements and perimeter buffering for cluster subdivisions. This option is consistent with the Rural Overlay District Design Guidelines that was approved by City Council on May 15, 2007 which states that the cluster form of residential development is preferable to the conventional "piano key" approach. Currently, cluster subdivisions in the Rural Overlay District allows 5 lots by right and 7 lots with a conditional use permit.
- 3) The waiting period for the further subdivision of parcels created by agricultural divisions could be extended from 1 year to 5 years. If the property owner desired to further subdivide the property before the end of the 5 year period, the property must first be rezoned to the appropriate zoning district for the intended use of the property.

The City Attorney's Office reviewed the 3 options above, and offers the following:

*If the City Code was amended in a way that reduced the number of lots permitted on A-1 agricultural properties, the City may be subject to judicial challenge (e.g., downzoning). Currently, the Zoning Ordinance permits minor subdivisions (no more than 5 lots) and cluster subdivisions (no more than 5 lots) in the A-1 agricultural district. Pursuant to Section 10-501, major subdivisions are prohibited in the agricultural district. As agricultural divisions are already limited to no more than 5 lots not for development purposes, the likelihood of judicial challenge is slightly diminished.*

An initiating resolution directing the Planning Commission to consider and make recommendations would be required for all 3 options. It is recommended that if City Council adopts an initiating resolution, an outreach process be used to include the Agricultural Advisory Commission, the Farm Bureau, the building community, and other concerned citizens.

Other considerations:

After the Rural Overlay Design Guidelines were adopted, Planning staff began to explore possible amendments to the Cluster Ordinance that would require cluster subdivisions in lieu of the "piano key" approach. However, the City Attorney's Office advised that the City's current cluster ordinance, including the limitation that no more than 5 lots can be created by-right, were considered grandfathered due Virginia State Code amendments regarding cluster developments that were enacted after the City Council adopted the City's Cluster Ordinance. So as to not jeopardize current regulations that limits the number of lots that can be created, the cluster rewrite project was discontinued. Any amendments to the cluster ordinance must be considered minor to avoid losing grandfathered status.

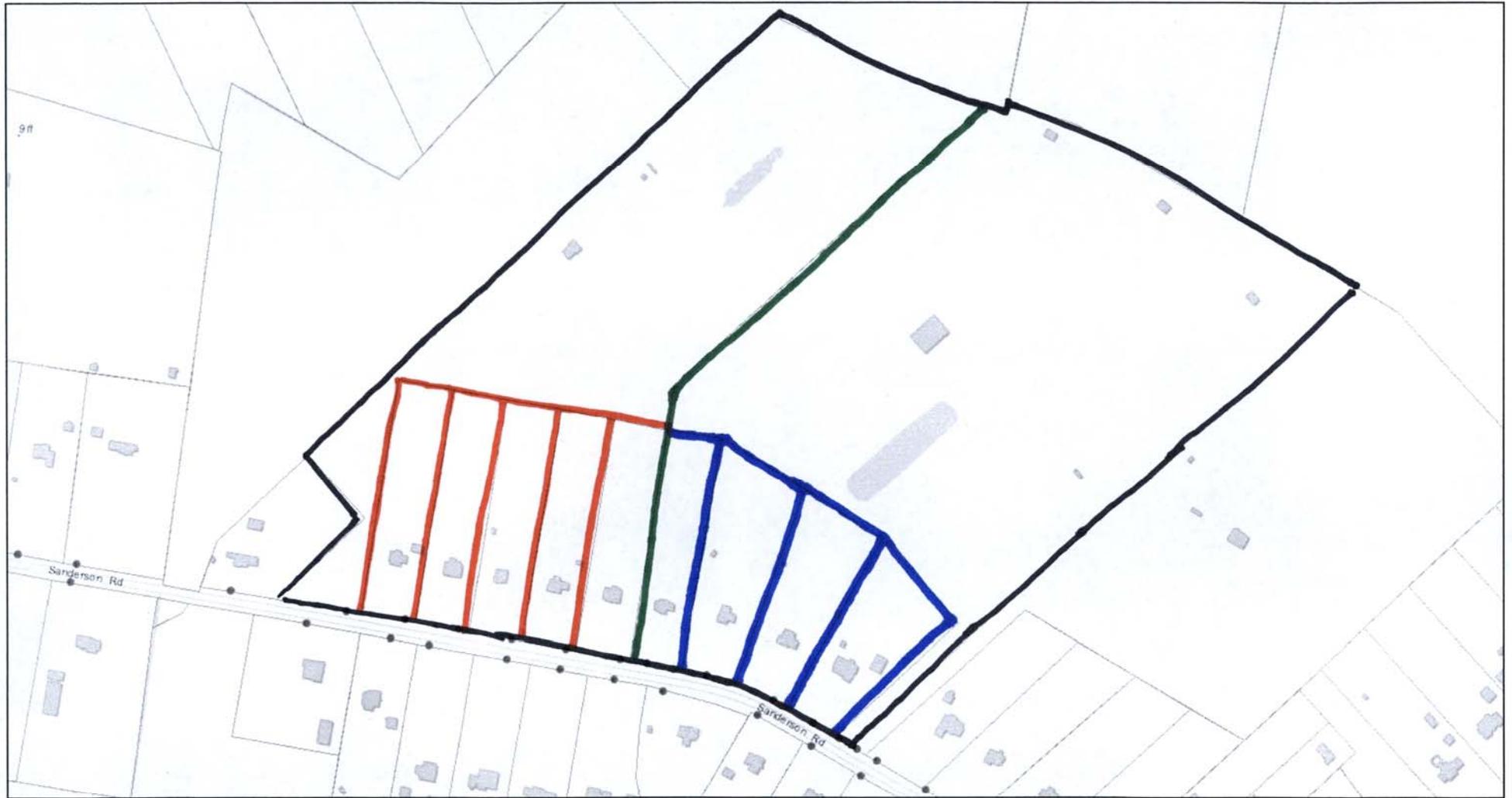
Staff has observed an increase in residential development in the Rural Overlay District in recent years due to the changes in Health Department regulations regarding Alternative On-Site Sewer Systems (AOSS). Nonconforming A-1 zoned lots less than 3 acres in size can now be developed since AOSS systems require less land area. In addition, R-15s zoned properties along many of the roads in the Rural Overlay District are now eligible for subdivision, as long as the overall density of the subdivision does not exceed 1 dwelling unit per 3 acres.

Please let us know which option is preferred or if additional information is required.

JMS:ks

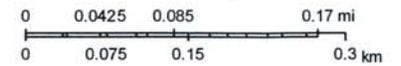
c: Sandy Madison, MMC, City Clerk  
Jan L. Proctor, City Attorney  
Catherine Lindley, Assistant City Attorney  
Karen E. Shaffer, AICP, Assistant Planning Director  
Nicole Benson, Administrative Assistant III  
Kathryn Berning, Office Coordinator

# Sanderson Meadows



June 6, 2017

1:4,514



**Mother Parcel**

**Section 1, Recorded 4/1/11**

**Agricultural Division, Recorded 4/21/11**

**Section 2, Recorded 6/12/12**

Sources: Esri, HERE, DeLorme, Intermop, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, MapmyIndia, © OpenStreetMap contributors, and the GIS

CURVE TABLE

NO.	RADIUS	LENGTH	DELTA	TANGENT	CHORD	CHD. BEARING
C1	985.00'	7.68'	00°26'47"	3.84'	7.68'	N 61°3'15" W
C2	985.00'	182.71'	10°37'40"	91.62'	182.44'	N 66°18'41" W
C3	985.00'	168.04'	09°46'29"	84.23'	167.84'	N 76°30'45" W
C4	985.00'	350.75'	20°24'09"	177.25'	348.90'	N 71°11'55" W
C5	985.00'	343.63'	20°24'09"	173.65'	341.81'	N 71°11'56" W

LEGEND:

- IRON PIN OR PIPE FOUND
- IRON PIN SET
- MONUMENT SET (No. 6 STEEL REBAR SET IN CONCRETE)
- VDOT, CONCRETE OR STONE MONUMENT FOUND AS DESCRIBED

(SEE NOTE #2)

C/A DITCH IS APPROX. 5' NORTH OF PROPERTY LINE AS NOTED IN MAP BOOK 13, PAGE 17 & 19

**PARCEL B-2**  
NOW OR FORMERLY  
GUY A. NEWMAN &  
ROBERT C. BALLANCE  
T.P.#098000000194  
D.B. 7438, PG. 251  
M.B. 151, PG. 81

**NOW OR FORMERLY  
RICKY L. LAVRISCHEFF &  
BONNIE R. LAVRISCHEFF**  
T.P.#098000000131  
D.B. 3332, PG. 760  
M.B. 75, PG. 10

20' HEREBY DEDICATED TO THE CITY OF CHESAPEAKE FOR ROAD WIDENING PURPOSES (37,825 SQ. FT./0.868 AC.)

**SANDERSON ROAD (65' & VAR. WIDTH R/W)**  
(M.B. 50, PG. 32)

**PARCEL B-2**  
NOW OR FORMERLY  
GUY A. NEWMAN &  
ROBERT C. BALLANCE  
T.P.#098000000194  
D.B. 7438, PG. 251  
M.B. 151, PG. 81

PROPERTY LINE IS BETWEEN DOUBLE DITCHES AS NOTED IN MAP BOOK 13, PAGE 17 & 19

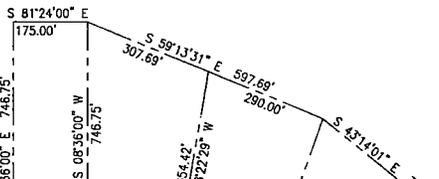
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NOW OR FORMERLY  
GENTRELL LLC  
T.P.#098000000230  
D.B. 7214, PG. 662  
M.B. 50, PG. 32

**PARCEL A**  
NOW OR FORMERLY  
GENTRELL LLC  
T.P.#098000000231  
D.B. 7214, PG. 662  
M.B. 50, PG. 32

**RESIDUAL PARCEL 5**

(NOT APPROVED FOR DEVELOPMENT AT THE TIME OF THIS SUBDIVISION)  
3,667,405 SQ. FT.  
84.192 ACRES

**RESIDUAL PARCEL**  
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PUNGO INVESTORS, LLC  
T.P.#098000000120  
D.B. 7895, PG. 638  
M.B. 153, PG. 55

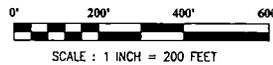


10' PRIVATE DRAINAGE EASEMENT (SEE NOTE #7)

10' PRIVATE DRAINAGE EASEMENT (SEE NOTE #7)

10' PRIVATE DRAINAGE EASEMENT (SEE NOTE #7)

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CHESAPEAKE VIRGINIA  
DATE: 11/19/10 TIME: 10:00 AM  
MAP BOOK 154 PAGE 094A  
EASE: MITCHELL CLARK  
BY: *John E. Brunelle*  
SEE D.B. PAGE



**Digital Survey Services LLC**  
LAND SURVEYING  
2118 INDIAN CREEK ROAD  
CHESAPEAKE, VA. 23322  
(757) 421-7755 (FAX) 421-7745  
E-mail: johnbrunelle@rnsn.com

**SUBDIVISION OF SANDERSON MEADOWS**  
PARCEL C  
(MAP BOOK 50, PAGE 32)  
TAX PARCEL NO. 098000000130  
BUTTS ROAD BOROUGH CHESAPEAKE, VIRGINIA  
FOR PUNGO INVESTORS, LLC

SCALE: 1"=200'	DATE: NOV. 19, 2010	DWG BY: HTB	CHK BY: JEB	PROJECT #: 0624009	SHEET: 2 OF 2
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- LEGEND:**
- IRON PIN OR PIPE FOUND
  - IRON PIN SET
  - MONUMENT SET (No. 6 STEEL REBAR SET IN CONCRETE)
  - VDOT, CONCRETE OR STONE MONUMENT FOUND AS DESCRIBED



**PARCEL B-2**  
 NOW OR FORMERLY  
**GUY A. NEWMAN &  
 ROBERT C. BALLANCE**  
 T.P.#0980000000194  
 D.B. 7438, PG. 251  
 M.B. 151, PG. 81

**PARCEL B-1-A**  
 NOW OR FORMERLY  
**GENTRELL LLC**  
 T.P.#0980000000230  
 D.B. 7214, PG. 662  
 M.B. 50, PG. 32

**PARCEL A**  
 NOW OR FORMERLY  
**GENTRELL LLC**  
 T.P.#0980000000231  
 D.B. 7214, PG. 662  
 M.B. 50, PG. 32

**PARCEL 5-B**  
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 26.423 ACRES

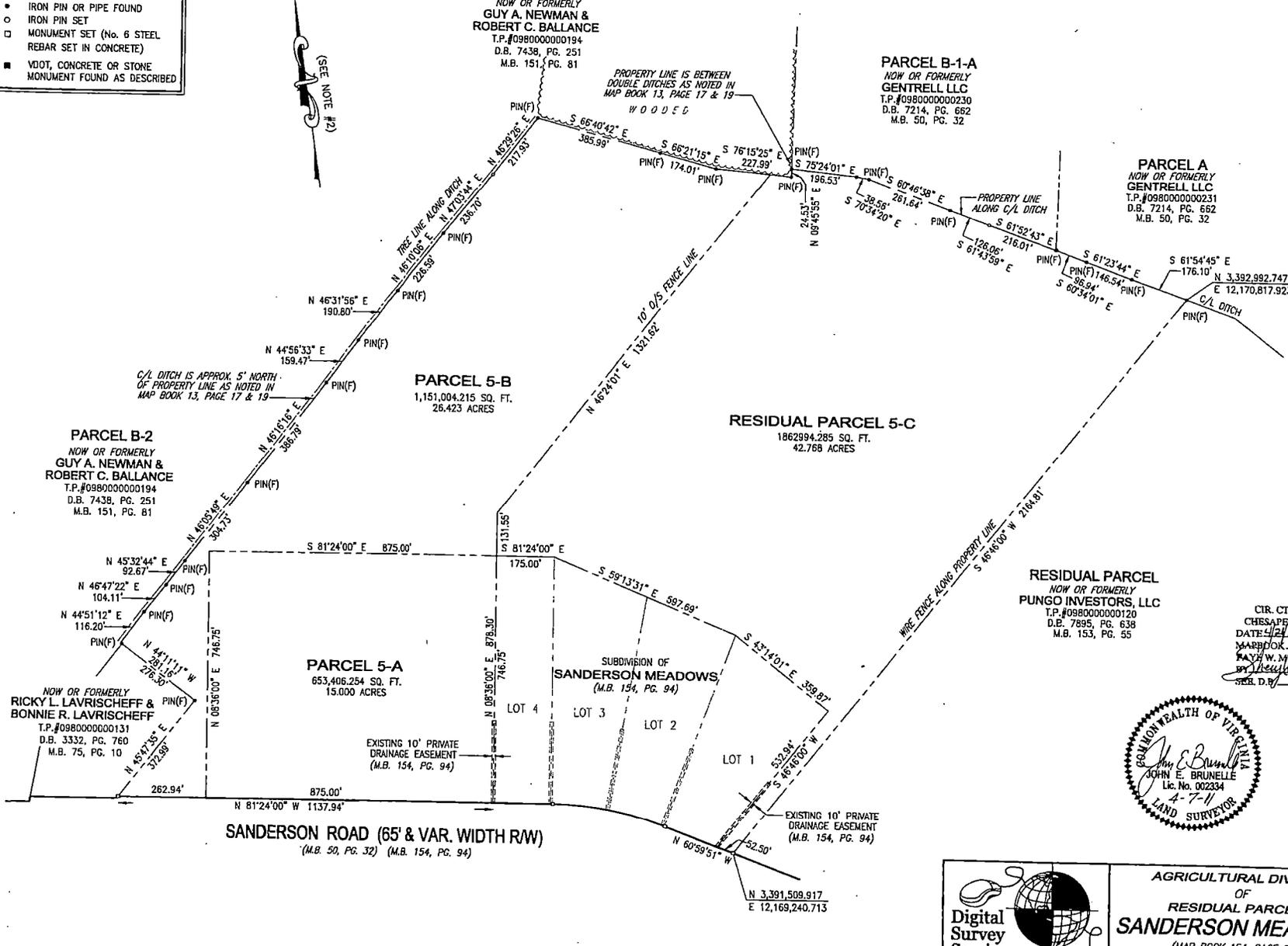
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 42.768 ACRES

**PARCEL B-2**  
 NOW OR FORMERLY  
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 ROBERT C. BALLANCE**  
 T.P.#0980000000194  
 D.B. 7438, PG. 251  
 M.B. 151, PG. 81

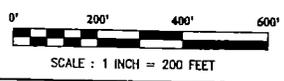
**PARCEL 5-A**  
 653,406.254 SQ. FT.  
 15.000 ACRES

**RESIDUAL PARCEL**  
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**PUNGO INVESTORS, LLC**  
 T.P.#0980000000120  
 D.B. 7895, PG. 638  
 M.B. 153, PG. 55

CIR. CT. RECORDED  
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 DATE 4/24/11 TIME 2:52 PM  
 MAP BOOK 154 PAGE 108A  
 BY W. MITCHELL CLECK  
 BY *Heath Mack* S.B.C.  
 S.E.B. D.P. PAGE \_\_\_\_\_



**SANDERSON ROAD (65' & VAR. WIDTH RW)**  
 (M.B. 50, PG. 32) (M.B. 154, PG. 94)



SCA)-10-100

**Digital Survey Services LLC**  
 LAND SURVEYING  
 445 N. BATTLEFIELD BLVD.-SUITE E  
 CHESAPEAKE, VA. 23320  
 (757)421-7755 (FAX)421-7745  
 E mail: johnbrunelle@msm.com

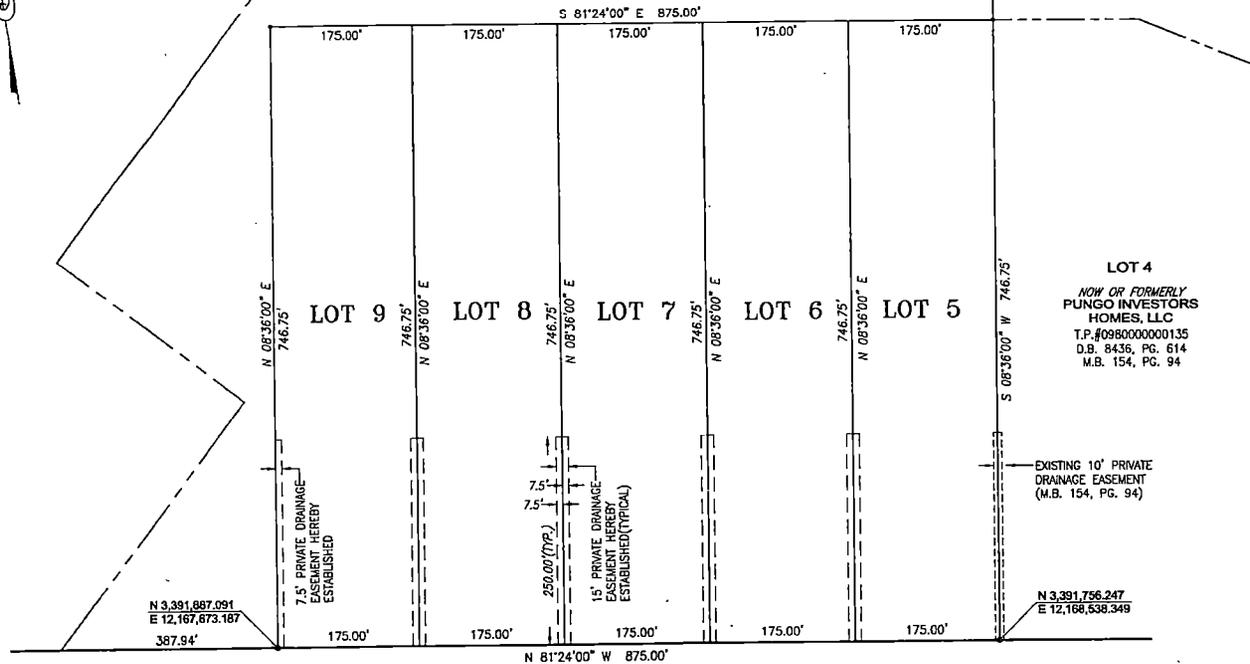
**AGRICULTURAL DIVISION**  
 OF  
**RESIDUAL PARCEL 5**  
**SANDERSON MEADOWS**  
 (MAP BOOK 154, PAGE 94)  
 TAX PARCEL NO. 0980000000130  
 BUTTS ROAD BOROUGH CHESAPEAKE, VIRGINIA  
 FOR: **PUNGO INVESTORS, LLC**

SCALE: 1"=200'	DATE: APRIL 7, 2011	DWG BY: HTB	CHK BY: JEB	PROJECT #:	0624009	SHEET:	2 OF 2
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VA. STATE PLANE COORD. SYSTEM  
SOUTH ZONE-NAD83 (84 EARTH)

**PARCEL 5-B**  
NOW OR FORMERLY  
DAWN J. FORBES &  
MARTIN J. FORBES, SR.  
T.P.#098000000137  
D.B. 8410, PG. 127  
M.B. 154, PG. 108

**RESIDUAL PARCEL 5-C**  
NOW OR FORMERLY  
PUNGO INVESTORS, LLC  
T.P.#098000000130  
D.B. 7893, PG. 85  
M.B. 154, PG. 108



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387.94'

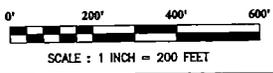
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E 12,166,638.349

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(M.B. 154, PG. 94) (M.B. 154, PG. 108)

CIR. CT. RECORDED  
CHESAPEAKE, VIRGINIA  
DATE 04-22-12 BY 10-24-8  
MAPBOOK 155 PAGE 167A  
FAYE W. MITCHELL, CLERK  
BY *[Signature]* D.C.  
SEE D.B. PAGE

5-12-17

- LEGEND:**
- IRON PIN OR PIPE FOUND
  - IRON PIN SET
  - MONUMENT SET (No. 6 STEEL REBAR SET IN CONCRETE)
  - VDOT, CONCRETE OR STONE MONUMENT FOUND AS DESCRIBED



**Digital Survey Services LLC**  
LAND SURVEYING  
445 BATTLEFIELD BLVD. N., SUITE E  
CHESAPEAKE, VA. 23320  
(757)421-7755 (FAX)421-7745  
E-mail: johnbrunelle@dnss.com

SUBDIVISION OF		<b>SANDERSON MEADOWS</b>	
SECTION TWO		TAX PARCEL NO. 098000000136	
BUTTS ROAD BOROUGH		CHESAPEAKE, VIRGINIA	
FOR: PUNGO INVESTORS, LLC		DATE:	APRIL 27, 2012
SCALE:	1"=100'	DWG. BY:	HTB
PROJECT #:	SANDMDW2	CHKD BY:	JEB
SHEET:	2 OF 2		

# **APPENDIX E**

## Connectivity in Chesapeake

- The City currently relies on the 2050 Master Trails Plan component of the Comprehensive Plan to guide the development of future active transportation infrastructure. Active transportation refers to infrastructure that facilitates biking, walking, running, kayaking, and other forms of recreation, and transportation, which are human powered.
- Implementation of the 2050 Master Trails Plan occurs in four primary ways:
  - During the development review process, new applications are reviewed for their support of and consistency with the Comprehensive Plan. As a component of the Comprehensive Plan, the 2050 Trails Plan is referenced to ensure new development applications are consistent with its policies. This development review process provides an opportunity to have developers incorporate trails into new developments, make connections between existing trails, and advance the overall 2050 Trails Plan.
  - The grant application processes that are available are used to help identify funding for trail and sidewalk projects. Currently, two grant programs are solicited as possible funding sources. The SMART SCALE and TAP programs, both administered by VDOT, are open for applicants every two years. The current year is a SMART SCALE year. Last year, the City applied for two grants for sidewalk installations in Southern Chesapeake and South Norfolk. The grants are primarily applied for by the Department of Public Works.
  - The City's Bicycle/Trails Advisory Committee meets eight times annually and has the stated purpose of 1) advising the City with regard to the development and maintenance of routes and trails and 2) prioritizing routes and trails and make recommendations to update the City's 2050 Master Trails Plan to City Council. In support of these goals, the Committee develops a Project Prioritization Letter that is submitted to City Council each November in advance of the forthcoming year's budget cycle. This letter includes eight to ten recommendations the Committee believes would be the most beneficial for citizens.
  - Public Works, Public Utilities, Parks, Recreation, and Tourism, or possibly

another department, may advance elements of the 2050 Trails Plan during the development of new projects or the rehabilitation of existing infrastructure. An example of this is when road repaving projects are performed by Public Works, new bike lanes may be striped if there is sufficient right-of-way. Incorporating bike lanes into repaving projects incurs minimal costs while potentially expanding active transportation infrastructure significantly.

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## The 2050 Master Trails Plan

- The plan contains three classifications of trails:
  - Class I: multi-use paths that are physically separated from motor vehicles
  - Class II: on-street bicycle lanes defined by a painted stripe
  - Class III: bicycle routes represented by signage only (share the road)
- The most popular type of path for leisure and recreational users is Class I (Great Dismal Swamp Canal Trail). Class II paths are more likely to be used by cyclists with experience who are seeking to travel between destinations. Class III paths mostly cater to cycling enthusiasts who ride long distances for exercise.
- Other types of trails facilities include sidewalks, parks with paths (Oak Grove Lake Park), and blueways (Intracoastal Waterway).
- Each type of path serves different users and could collectively form a comprehensive network that allows users to traverse the City without relying on a car. As connectivity is the key goal of the 2050 Trails Plan, this plan is a critical piece of policy that aims to fill in the gaps, extend existing trails, and connect neighborhoods to active transportation opportunities.
- Elements of the 2050 Trails Plan may correspond with projects proposed as part of the 2050 Master Transportation Plan. Roadway widening and construction projects can be an opportune time to incorporate adjacent paths and/or trails.
- There have been successes for the 2050 Trails Plan that are either forthcoming in the near future or are completed:
  - Dominion Boulevard Veterans Bridge Multi-use Path (completed)
  - Commonwealth Railway Trail Multi-Use Path (2019)
  - Great Bridge Waterways Park and Visitors' Center (under construction)

# **APPENDIX F**

# GREENBRIER AREA PEDESTRIAN SAFETY STUDY



MAY 2004

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# GREENBRIER AREA PEDESTRIAN SAFETY STUDY



This report was included in the Work Program for Fiscal Year 2003-2004, which was approved by the Commission and the Metropolitan Planning Organization at their meetings of March 19, 2003.

PREPARED BY:



MAY 2004

T04-05

## REPORT DOCUMENTATION

**TITLE:**

Greenbrier Area Pedestrian Safety Study

**REPORT DATE**

May 2004

**GRANT/SPONSORING AGENCY**

FHWA/VDOT/LOCAL FUNDS

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<http://www.hrpdc.org>**ABSTRACT**

The City of Chesapeake has requested that a pedestrian safety study be undertaken for the Greenbrier area to guide future development and to be included in the City's comprehensive plan. This area serves as one of the largest retail sites in Hampton Roads, and numerous citizens have expressed concerns with crossing Greenbrier Parkway, which is a busy six lane arterial roadway. Currently, an auto-dependent development pattern exists surrounding Greenbrier Mall and along Greenbrier and Volvo Parkways which makes it difficult for pedestrian movement. The overall goal is to create a safe, mixed-used, walkable, and urban environment for automobiles, pedestrians, bicyclists and transit. Most of the focus of this study is on improving pedestrian linkages and connections between existing and proposed developments and transit stops to create a safe and seamless network for pedestrians.

This study analyzes pedestrian needs and identifies improvements to address those needs. This study includes general recommendations for sidewalks, signage, curb ramps, crosswalks, refuge islands, stop bars, and pedestrian signals along study area roadways and intersections to achieve these pedestrian safety and connectivity objectives. The recommendations of this study take into account existing and future land uses, traffic, transit, and pedestrian conditions.

**ACKNOWLEDGMENTS**

This report was prepared by the Hampton Roads Planning District Commission (HRPDC) in cooperation with the U.S. Department of Transportation (USDOT), the Federal Highway Administration (FHWA), the Virginia Department of Transportation (VDOT), and the City of Chesapeake. The contents of this report reflect the views of the staff of the Hampton Roads Area Metropolitan Planning Organization (MPO). The MPO staff is responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the FHWA, VDOT, or HRPDC. This report does not constitute a standard, specification, or regulation. FHWA or VDOT acceptance of this report as evidence of fulfillment of the objectives of this planning study does not constitute endorsement/approval of the need for any recommended improvements nor does it constitute approval of their location and design or a commitment to fund any such improvements. Additional project level environmental impact assessments and/or studies of alternatives may be necessary.

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## INTRODUCTION

The City of Chesapeake has requested that a pedestrian safety study be undertaken for the Greenbrier area to guide future development and to be included in the City's comprehensive plan. This area serves as one of the largest retail sites in Hampton Roads, and numerous citizens have expressed concerns with crossing Greenbrier Parkway, which is a busy six lane arterial roadway. Currently, an auto-dependent development pattern exists surrounding Greenbrier Mall and along Greenbrier and Volvo Parkways which makes it difficult for pedestrian movement. The overall goal is to create a safe, mixed-used, walkable, and urban environment for automobiles, pedestrians, bicyclists and transit. Most of the focus of this study is on improving pedestrian linkages and connections between existing and proposed developments and transit stops to create a safe and seamless network for pedestrians.

### **Purpose of Study**

The goal of the Greenbrier Area Pedestrian Safety Study is to analyze pedestrian needs and identify improvements to address those needs. This study takes into account existing and future land uses, traffic, transit, and pedestrian conditions. Specific concepts addressed in this study include:

- Providing pedestrian accommodations for the general public, including the disabled community
- Pedestrian connections among hotels, Greenbrier Mall, Shopping Centers, residential areas, and other land uses
- Safe and convenient pedestrian movement across major streets
- Feasibility of grade-separated crossing (pedestrian overpass) versus at-grade crossing across Greenbrier Parkway connecting the Greenbrier Mall Site to the Crossways Center Site
- Connecting existing sidewalks via proposed sidewalks to create a pedestrian friendly network for the Greenbrier study area
- Safe and convenient pedestrian connections to bus/transit stops

- By improving the pedestrian system and connectivity, auto trips made to/from the mall, residential areas, and other activity generators could be reduced slightly

The Virginia Department of Transportation (VDOT) has recently adopted a policy that all highway construction projects be initiated with the presumption that they will accommodate bicycling and walking, effective on March 18, 2004. This initiative signifies the importance of integrating bicycle and pedestrian facilities into the transportation network.

### **Study Area**

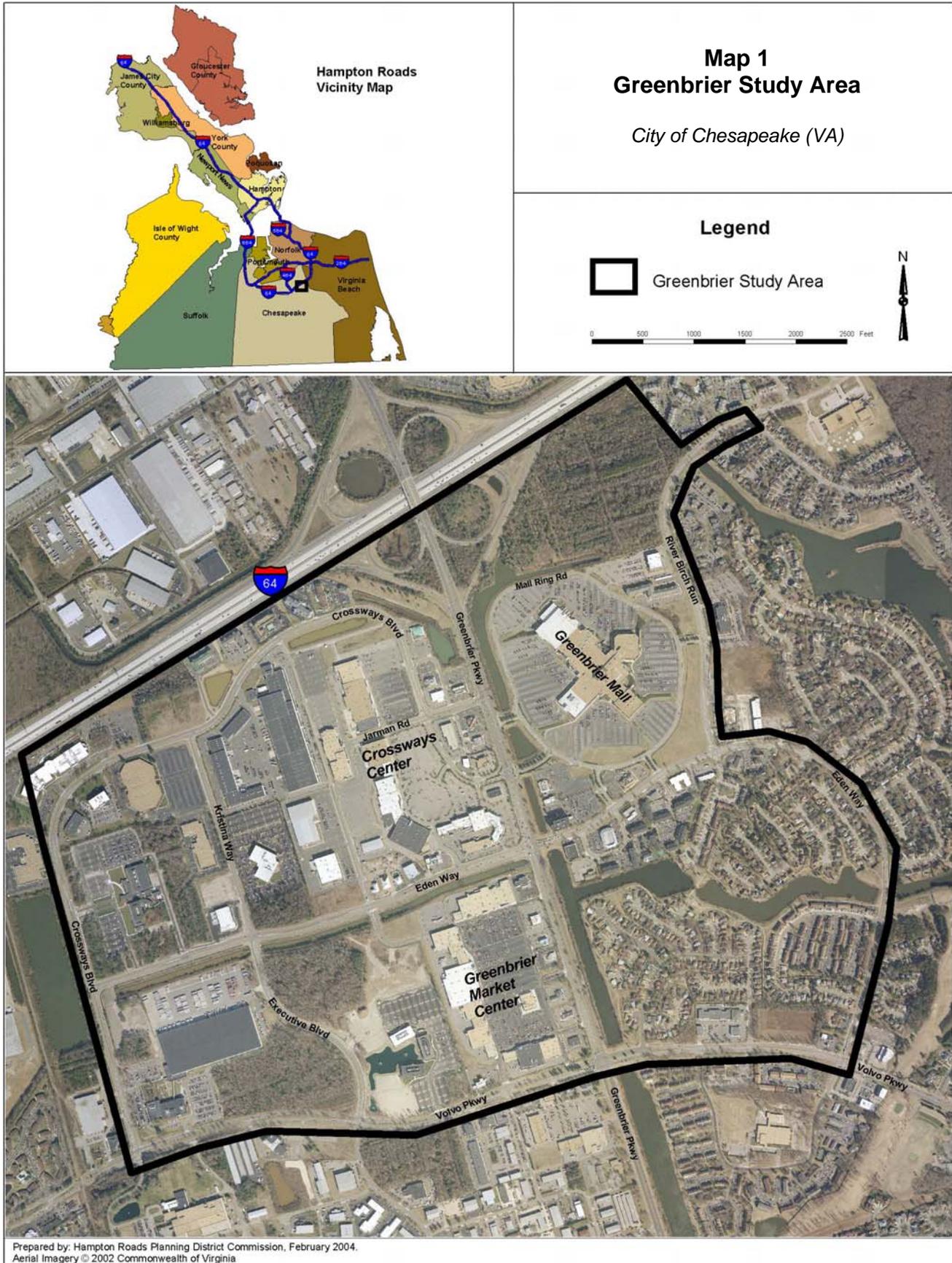
The study area is shown in **Map 1** on page 2. It extends to the north along Interstate 64 and includes the hotels along Crossways Boulevard, to the east along River Birch Run and Eden Way adjacent to medium density residential areas, Volvo Parkway on the south side, and along Crossways Boulevard to the west.



*Greenbrier Mall is the primary activity generator in one of the largest retail sites in Hampton Roads.*



*Citizens have expressed a need for pedestrian facilities along Greenbrier Parkway.*



## EXISTING CONDITIONS

### Roadway Characteristics

The Greenbrier area is one of the highest traveled areas in the City of Chesapeake, particularly during morning and afternoon peak hours. This area contains the mall, large and small retail, office parks, restaurants, hotels, and other businesses that generate large traffic volumes. Roadways included in the study area and their characteristics are provided in the table below.

Roadway Name	Number of Lanes	Divided	Posted Speed Limit (mph)
Greenbrier Parkway	5-6	Yes	45
Volvo Parkway (Crossways Blvd to Greenbrier Pkwy)	4	Yes	45
Volvo Parkway (Greenbrier Pkwy to Eden Way)	4	Yes	35
Eden Way (Crossways Blvd to Greenbrier Pkwy)	4	Yes	45
Eden Way (Greenbrier Pkwy to Bayberry Pl)	4	Yes	35
Eden Way (Bayberry Pl to Volvo Pkwy)	2	No	35
Crossways Boulevard	4	Yes	45
Jarman Road	4	Yes	35
River Birch Run	4	Partial	35
Kristina Way	4	No	35
Executive Boulevard	4	Yes	35

### Average Daily Traffic

The following table provides Average Daily Traffic (ADT) counts for primary roadways in the study area.

Roadway Name	Between	ADT 1999	ADT 2002
Greenbrier Parkway	Volvo Pkwy & Eden Way	43,629	42,268
Greenbrier Parkway	Eden Way & I-64	82,280	78,141
Volvo Parkway	Battlefield Blvd & Greenbrier Pkwy	23,835	27,132
Volvo Parkway	Greenbrier Pkwy & Fairway Reach Rd	25,351	21,032
Eden Way	Volvo Pkwy & White Oak Crossing	9,600	N/A
Eden Way	White Oak Crossing & Greenbrier Pkwy	14,970	N/A
Eden Way	Greenbrier Pkwy & Crossways Blvd	8,818	N/A
Crossways Boulevard	Volvo Pkwy & Eden Way	9,823	N/A

N/A – Not Available

### Roadway Level of Service

HRPDC staff recently completed a roadway segment level of service analysis<sup>1</sup> of major roadways in the City of Chesapeake. Below are the results for key roadway segments in the study area.

Roadway Name	Between	2002 AM Peak Hour LOS	2002 PM Peak Hour LOS
Greenbrier Parkway	Volvo Pkwy & Eden Way	D	E
Greenbrier Parkway	Eden Way & I-64	F	F
Volvo Parkway	Battlefield Blvd & Greenbrier Pkwy	C	C
Volvo Parkway	Greenbrier Pkwy & Fairway Reach Rd	C	C

<sup>1</sup> Hampton Roads Planning District Commission, "Chesapeake Level of Service Study", June 2003.

### Pedestrian Crossing at Intersections

The following list provides the number of lanes pedestrians must cross at major intersections in the study area. The number of lanes varies depending on which side of the roadway is being crossed.

<i>Greenbrier Parkway</i>	
@ Crossways Blvd/Mall Entrance	7/9 lanes
@ Eden Way	7/9 lanes
@ Volvo Parkway	6/7 lanes
<i>Volvo Parkway</i>	
@ Crossways Boulevard	6/7 lanes
@ Progressive Drive	5/6 lanes
@ Greenbrier Parkway	6/7 lanes
@ Eden Way	5 lanes
<i>Eden Way</i>	
@ Greenbrier Parkway	5/7 lanes
@ River Birch Run	5/6 lanes
@ Volvo Parkway	3 lanes
<i>Crossways Boulevard/Main Mall Entrance</i>	
@ Greenbrier Parkway	5/6 lanes
<i>River Birch Run</i>	
@ East Mall Entrance	5/6 lanes
@ Eden Way	2/4 lanes

### Pedestrian Accident Data

The following table summarizes pedestrian-vehicle accidents from January 1999 through December 2003. Two accidents occurred at the intersection of Greenbrier Parkway and Eden Way, where no crosswalks are available. There were no fatalities.

Roadway Name	Cross Street	Distance from Cross Street (ft)	Date
<i>Eden Way</i>	River Birch Run	0	12/26/99
<i>Eden Way</i>	River Birch Run	0	3/2/00
<i>Eden Way</i>	Greenbrier Parkway	0	8/29/00
<i>Greenbrier Parkway</i>	Eden Way	0	10/29/00
<i>River Birch Run</i>	River Birch Trail	0	5/2/01

### Pedestrian Facilities

The existing pedestrian facilities (sidewalks and crosswalks) for the entire study area are provided in **Map 2** on page 6. This map clearly shows where gaps in the pedestrian facility network are present; (1) surrounding Greenbrier Mall, (2) along Greenbrier Parkway, (3) east end of Crossways Boulevard, (4) along portions of Eden Way, (5) along River Birch Run, and (6) along Volvo Parkway.

### Transit

There are currently two Hampton Roads Transit (HRT) bus routes serving the Greenbrier Mall area (shown on Map 2):

- Route 15 (Naval Station Norfolk/Robert Hall Blvd.)  
Runs from Chesapeake Square Shopping Center and Greenbrier Mall to Military Circle to Naval Station Norfolk.  
*Offers Weekday and Weekend Service.*
- Route 22 (Naval Station/Greenbrier-Indian River Park & Ride Lot)  
From Greenbrier Mall Park & Ride Lot and Indian River Park & Ride Lot to Naval Station Norfolk to Hampton Blvd. and Lexan Ave.  
*Offers Weekday Service Only.*

Bus stops are shown on Map 2 for both routes. The bus stop area for Route 22 is also a designated HRT/TRAFFIX Park & Ride Lot, which provides Greenbrier ridesharers with free, all-day parking and is a convenient place to meet a carpool or vanpool. Currently, approximately 30 ridesharers utilize the Park and Ride lot on a monthly basis. TRAFFIX is a regional program for transportation alternatives.

Greenbrier Mall is one of the major transit generators on the Southside. HRT bus ridership for Routes 15 and 22 for each month in 2003 is provided on the following page. Routes 15 and 22 average approximately 350 and 30 passengers per day respectively. For Route 15, which offers weekday and weekend service, ridership is about 40% lower on weekends compared to weekdays.

It is important to note from Map 2 that there are currently no sidewalks/crosswalks around the

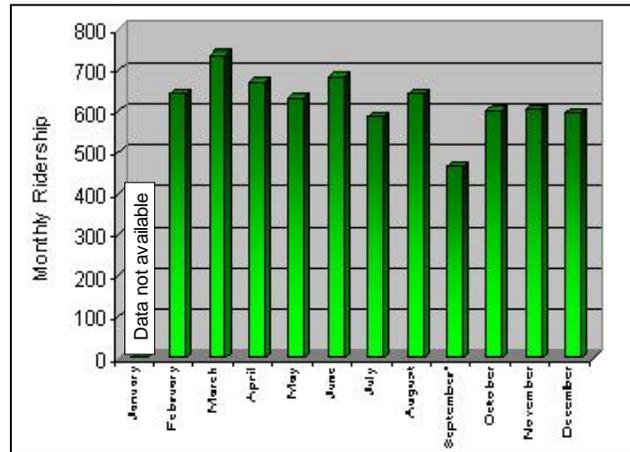
Mall that provide a direct connection from the residential and surrounding areas to the bus stops.

**2003 HRT Bus Ridership (Chesapeake Only)**

Month	Route 15 Monthly Ridership (7 day service)	Daily Avg.	Route 22 Monthly Ridership (Weekday service)	Daily Avg.
January	6,488	209	N/A	N/A
February	11,013	393	643	32
March	11,982	387	737	35
April	11,781	393	672	31
May	10,124	327	630	30
June	9,906	330	682	32
July	10,364	334	587	27
August	10,971	354	642	31
September*	9,106	304	466	22
October	11,673	377	602	27
November	9,970	332	606	36
December	10,346	334	594	27

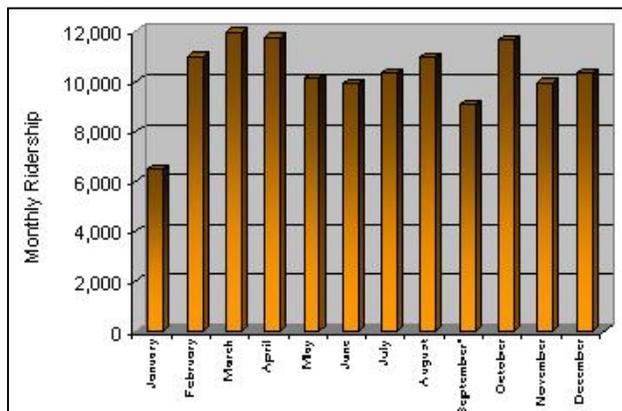
\*Ridership was lower due to Hurricane Isabel  
 N/A – Not Available  
 Data Source: Hampton Roads Transit

**Route 22 – 2003 Monthly Ridership for Chesapeake (Weekday Service)**



Data Source: Hampton Roads Transit

**Route 15 – 2003 Monthly Ridership for Chesapeake (Weekday and Weekend Service)**



Data Source: Hampton Roads Transit



**Pedestrian Activity and Land Use**

The primary generator of pedestrian activity in the study area is Greenbrier Mall. Other significant activity centers include the residential areas east of the Mall and Greenbrier Parkway, the concentration of hotels to the north along Crossways Boulevard, and the restaurant and retail areas along Greenbrier Parkway. Children have been seen riding their bicycles along River Birch Run and Greenbrier Parkway due to the absence of sidewalks. The existing land use designations for the Greenbrier study area are shown on **Map 3** on page 6.

Pedestrian counts were taken by the City in late October 2003<sup>2</sup> for a typical midweek weekday (Tuesday-Thursday) at two key intersections along Greenbrier Parkway for one morning, mid-day, and afternoon time period: (1) Greenbrier Parkway and Eden Way (2) Greenbrier Parkway and Crossways Boulevard. The results are provided in the following tables.

**Greenbrier Parkway and Eden Way**

Time	Direction of Travel	Pedestrian Count
7am - 9am	Eastbound across Greenbrier Pkwy from Eden Way (west side)	1
7am - 9am	Westbound across Greenbrier Pkwy from Eden Way (east side)	1
7am - 9am	Southbound across Eden Way from Greenbrier Pkwy (north side)	2
11am - 1pm	Eastbound across Greenbrier Pkwy from Eden Way (west side)	1
11am - 1pm	Westbound across Greenbrier Pkwy from Eden Way (east side)	1
11am - 1pm	Northbound across Eden Way from Greenbrier Pkwy (south side)	1
4pm - 6pm	Eastbound on Eden Way to Southbound along Greenbrier Pkwy	4
4pm - 6pm	Eastbound on Eden Way to Northbound along Greenbrier Pkwy	1
4pm - 6pm	Northbound across Eden Way from Greenbrier Pkwy (south side)	1

2 October 21-23, 2003

**Greenbrier Parkway & Crossways Boulevard**

Time	Direction of Travel	Pedestrian Count
7am - 9am	Westbound across Greenbrier Pkwy from Mall Entrance	2
11am - 1pm	Eastbound across Greenbrier Pkwy from Crossways Blvd	2
4pm - 6pm	No pedestrian activity	0

It is important to note that pedestrian counts were only taken for one day at these two locations. Currently, these intersections, as well as others in the study area, do not have crosswalks and pedestrian signals, which discourage pedestrian activity. Crosswalks and pedestrian signals increase pedestrian safety by providing higher visibility to motorists and designated crossing times. More pedestrian activity typically occurs when the weather is more seasonable.



Looking across Greenbrier Pkwy from Greenbrier Mall Entrance at Crossways, where no crosswalks currently exist.



Looking across Greenbrier Pkwy from east side of Eden Way, where no crosswalks currently exist.



## EXISTING PEDESTRIAN FACILITY DEFICIENCIES

Pedestrian facilities, such as sidewalks and crosswalks, are virtually non-existent on the surrounding roadways and driveways at Greenbrier Mall, along River Birch Run, along Greenbrier Parkway, along Volvo Parkway, along some sections of Eden Way, and the eastern portion of Crossways Boulevard (refer to Map 2). A comprehensive pedestrian network does currently exist in the adjacent neighborhood streets and the other study area roadways. The key objective is to provide safe and convenient connections between these existing pedestrian facilities to provide a pedestrian friendly network for the entire Greenbrier area.

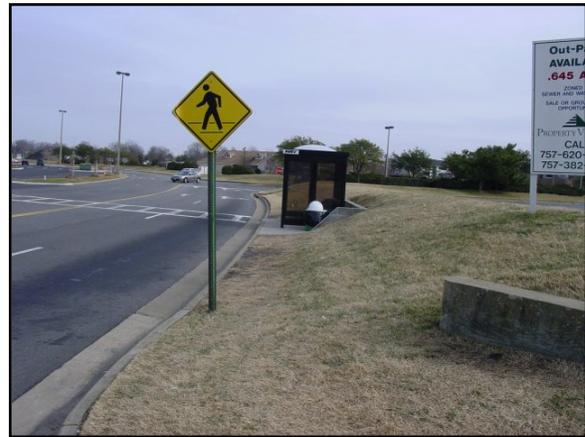
### Greenbrier Mall Area

Deficiencies observed at the Greenbrier Mall area include:

- Lack of sidewalks around Mall Ring Road (Circulation roadway)
- No sidewalks leading up to HRT bus stops
- Lack of sidewalks and crosswalks connecting Mall Ring Road and other driveway mall entrances to sidewalks surrounding the mall building
- No curb ramp at the existing crosswalk location across Mall Ring Road (connecting Senior residential area to northeast parking lot at the mall)
- Lack of sidewalks, crosswalks, and median refuges for mall entrances



*There is currently available space for sidewalks along Mall Ring Road.*



*Sidewalks are needed surrounding HRT bus stops.*



*Greenbrier Mall Main Entrance (looking east). No sidewalks currently exist and shrubbery extends to curb.*



*Pedestrians currently walk along the edge of the roadway at some Mall entrances, which is extremely unsafe.*



Greenbrier Mall Main Entrance (looking west at the same location as the photo above). A path behind the shrubbery has been worn down by pedestrian traffic.



Mall Ring Road location connecting senior residential area to the northeast parking lot at the mall. Needs curb ramp for persons in wheelchairs and sidewalks leading up to the existing crosswalk.



Greenbrier Mall driveway entrances do not have crosswalks or median refuges for pedestrians to safely cross.

### River Birch Run

Deficiencies observed along River Birch Run include:

- No sidewalks on either side of River Birch Run from Eden Way to the northeastern residential areas
- Lacks crosswalks across River Birch Run at the east Greenbrier Mall driveway entrance
- Lacks crosswalk and pedestrian signal across River Birch Run at the Eden Way intersection



Sidewalks do not provide seamless connections around the mall or to driveway mall entrances.



Pedestrian push buttons and crosswalks currently exist for two approaches of the intersection of Eden Way and River Birch Run; however, no pedestrian signals are present to alert pedestrians when it's safe to cross.

### Greenbrier Parkway

Deficiencies observed along Greenbrier Parkway include:

- No sidewalks on either side of Greenbrier Parkway from Volvo Parkway to Interstate 64 except for one small section on the western side just south of Eden Way
- Lacks at-grade or grade-separated pedestrian crossing across Greenbrier Parkway from Greenbrier Mall to the Crossways Shopping Center site.
- Lack of crosswalks and pedestrian signal across Greenbrier Parkway at Eden Way and at the Greenbrier Market Shopping Center main entrance
- Lacks crosswalk and pedestrian signal across Greenbrier Parkway for the northern part of the intersection with Volvo Parkway



*A worn path along Greenbrier Parkway demonstrates pedestrian activity.*



*Looking west across Greenbrier Parkway at Eden Way. Sidewalks lead to the intersection on both sides of Eden Way, but no crosswalk or pedestrian signal is provided.*



*No sidewalks currently exist for a majority of Greenbrier Parkway in the study area.*



*An observed pedestrian walking along Greenbrier Parkway between Eden Way and Volvo Parkway, where no sidewalks currently exist.*



*Pedestrians and bicyclists travel along Greenbrier Parkway over Interstate 64 despite the absence of sidewalks and crosswalks, which raises safety concerns.*



*There are no sidewalks along Volvo Parkway from Greenbrier Parkway to Crossways Boulevard.*

### **Volvo Parkway**

Deficiencies observed along Volvo Parkway include:

- No sidewalks on either side of Volvo Parkway from Greenbrier Parkway to Crossways Boulevard (There are also no sidewalks along the north side of Volvo Parkway from Crossways Boulevard to Sams Drive. Sidewalks on the south side of Volvo Parkway begin just west of train tracks about 600 feet west of Crossways Boulevard and continue to Battlefield Boulevard)
- Lack of sidewalk along the north side of Volvo Parkway from Greenbrier Parkway to the mixed use restaurant/business development (about 900 feet to the east)
- Lacks crosswalks at the intersection of Volvo Parkway and Crossways Boulevard
- Lacks crosswalks at the intersection of Volvo Parkway and Executive Boulevard
- Incomplete crosswalks at the intersection of Volvo Parkway and Progressive Drive
- Lacks crosswalks and pedestrian signal across Volvo Parkway at the Greenbrier Parkway intersection



*Incomplete sidewalks at the intersection of Volvo Parkway and Progressive Drive*

### **Eden Way**

Deficiencies observed along Eden Way include:

- Incomplete sidewalk along east side of Eden Way from Volvo Parkway to approximately 1500 feet north of that location
- Incomplete sidewalk along west side of Eden Way from about 600 feet north of Mill Lake Quarter to about 350 feet past Cypress Place
- Lack of sidewalk along the north side of Eden Way from about 200 feet east of River Birch Run to Greenbrier Parkway
- Lacks crosswalks and pedestrian signal across Eden Way at Greenbrier Parkway

- Lacks crosswalks across Eden Way at the southeast mall entrance driveway
- Lacks crosswalk and pedestrian signal across Eden Way for the eastern part of the intersection with River Birch Run
- No mid-block crosswalks across Eden Way just north of Mill Lake Quarter



*Pedestrians must walk on grass when traveling along some sections of Eden Way.*



*No crosswalk to allow pedestrians to safely change sides to access other portion of sidewalk along Eden Way.*

### **Crossways Boulevard**

Deficiencies observed along Crossways Boulevard include:

- No sidewalks on either side of Crossways Boulevard from Greenbrier Parkway to Jarman Road
- Lacks crosswalk across Crossways Boulevard for the western side of the intersection with Greenbrier Parkway
- No mid-block crosswalk across Crossways Boulevard in between Greenbrier Parkway and Jarman Road
- Lack of crosswalks at the intersection of Crossways Boulevard and Jarman Road



*A pedestrian's view while attempting to cross Eden Way at the intersection with Greenbrier Parkway*

## FUTURE CONDITIONS

### Traffic Conditions

The findings from the Chesapeake Level of Service Study (June 2003) include 2021 traffic conditions for major roadways in the City. Below are the results for key roadway segments in the study area. Greenbrier Parkway from Volvo Parkway to Eden Way is expected to see increased traffic of about 20,000 vehicles per day by 2021. The other roadway segments are projected to experience minimal increases by 2021.

Roadway Name	Between	2021 Lanes	2021 ADT	2021 AM Peak Hour LOS	2021 PM Peak Hour LOS
Greenbrier Parkway	Volvo Pkwy & Eden Way	6*	60,000	D	E
Greenbrier Parkway	Eden Way & I-64	6	80,000	F	F
Volvo Parkway	Battlefield Blvd & Greenbrier Pkwy	4	28,000	C	C
Volvo Parkway	Greenbrier Pkwy & Fairway Reach Rd	4	25,000	C	C

\*This roadway segment is to be widened from 5 to 6 lanes as a part of the Hampton Roads 2021 Plan.

### Bus Transit

There are currently two Hampton Roads Transit (HRT) bus routes (Route 15 and 22) serving the Greenbrier Mall area. The 2026 Transit Plan (Map 4 on page 15) for Chesapeake includes two new circulators (Routes 59A/59B) in the Greenbrier area. These proposed circulators would serve the study area particularly along Greenbrier Parkway to the south and to the Sam's Club area along Battlefield Boulevard. The Future Plan also includes a new bus route (Route 60) connecting the Mall /study area to the Pembroke area in Virginia Beach. As new bus routes are added, pedestrian traffic will increase as well as the need for safe and accessible pedestrian facilities.

### Light Rail Transit

HRT has recently completed several corridor analyses as a part of the overall vision for Regional Light Rail in Hampton Roads (Map 5). In May 2000, the Chesapeake City Council decided to provide its citizens the opportunity by way of a referendum to determine if their city

should be included in the regional Light Rail Transit system, which passed by a vote of 55% yes and 45% no. HRT's initial objective is to complete the Norfolk corridor and then expand to provide a seamless connection to other areas.

Map 5 – Hampton Roads Regional Light Rail Transit System



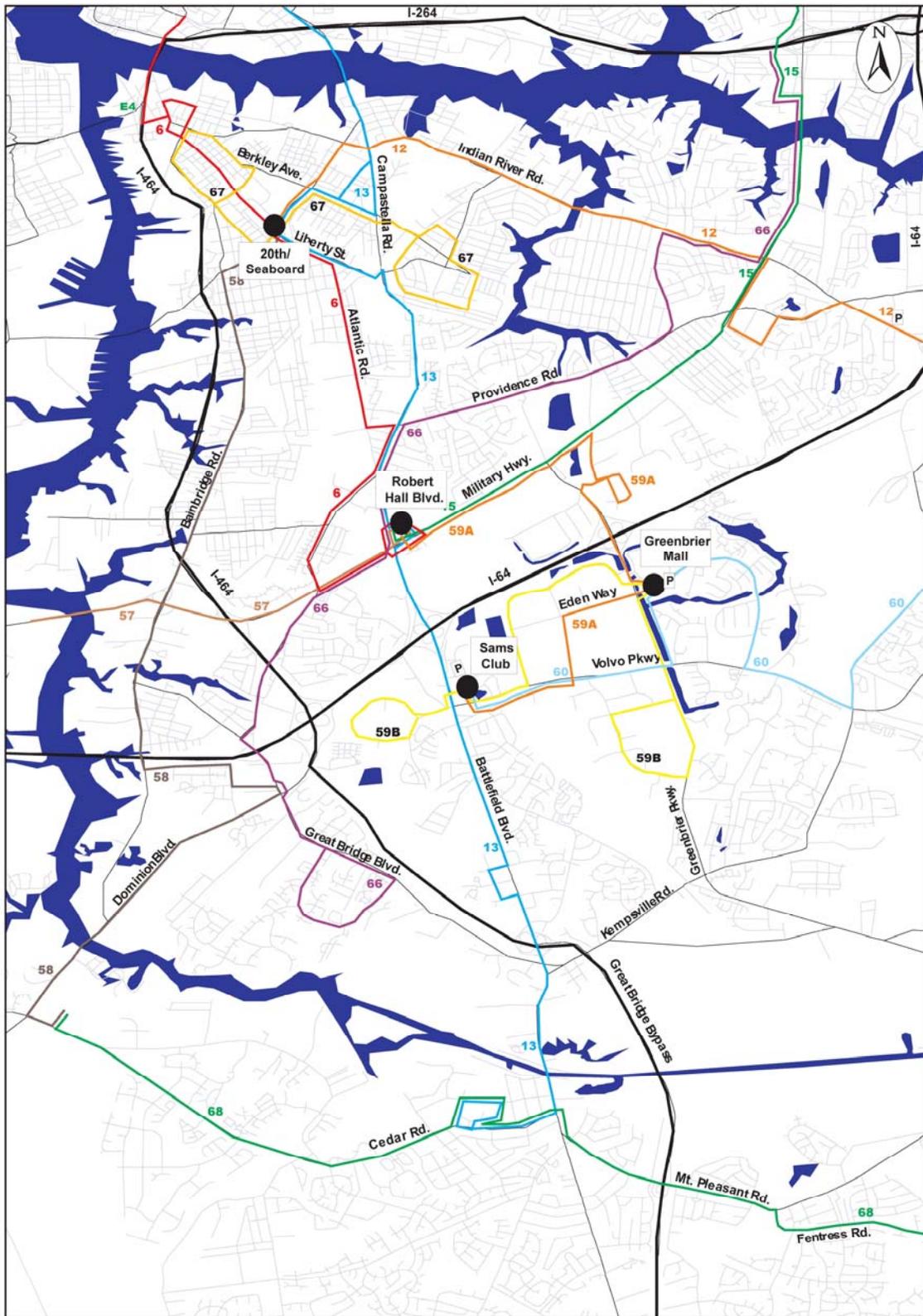
Source: Hampton Roads Transit

The HRT Chesapeake Corridor Planning Study has recently been completed and it includes alternative analyses to bring light rail service to the Greenbrier Mall area (Map 6 on page 16). Based on the analysis presented in the Report, none of the rail alternatives in the study corridor found to pass the fatal flaw analysis. However, future growth in the area may make fixed guideway transit a viable solution in the future. Improving the existing bus system in order to encourage the use of transit was a key recommendation of the Report.

Two key objectives of the Chesapeake alternative is to reduce auto dependency and to contain sprawl by providing a means to focus and support future growth in Chesapeake. In order for the Greenbrier area to be a successful site for light rail service, safe and convenient pedestrian links to and from the surrounding developments will play a critical role.



### Map 4 – 2026 Regional Bus Transit Plan (Chesapeake)



Source: Hampton Roads Transit



A more detailed map of the potential Greenbrier LRT option is provided on page 17 as **Map 7**. A critical issue determined from the *HRT Chesapeake Corridor Planning Study* for the potential LRT transit station at Eden Way and Kristina Way was the need for pedestrian links from the surrounding developments. It was also noted that there was no existing convenient and safe pedestrian link to Greenbrier Mall for the potential LRT transit station at Eden Way and River Birch Run.

Attributes of the potential Greenbrier LRT option are provided below:

Major features include:

- Provides access to Greenbrier Mall
- Provides access to commercial/office developments along Eden Way

Physical Description:

- This corridor would branch off of the main NSRR trunk line along Eden Way, cross the Greenbrier Parkway, and end in the Greenbrier Mall parking complex
- Shared right-of-way along Eden Way with vehicular traffic
- Will serve commercial area on both sides of Greenbrier Parkway
- Requires new structure over Greenbrier Parkway

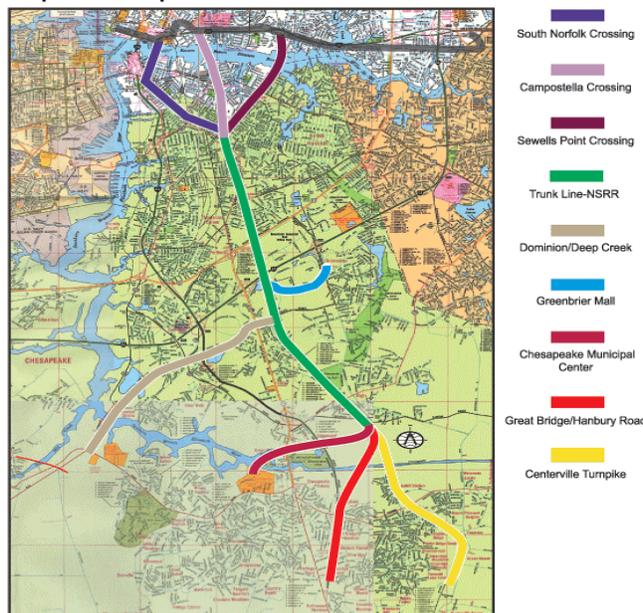
**Pedestrian Activity and Land Use**

The demand for pedestrian activity will rise in the future, particularly if light rail transit is implemented in the area. Greenbrier Mall, Crossways Center, and Greenbrier Market Center will all most likely continue to be the major retail centers for the area in the future. If the Greenbrier Mall LRT option were built, development would certainly increase along the Eden Way corridor from Crossways Boulevard to River Birch Run.

There still remain some parcels of land that could be developed in the future that could generate greater pedestrian activity. These areas include west of River Birch Run next to Interstate 64, along sections of Eden Way and Crossways Boulevard, as well as Executive Boulevard. It should be noted that a new condo development located west of River Birch Run and north of Greenbrier Mall is currently under construction, which will increase pedestrian activity in this area. Plans to incorporate pedestrian facilities into new developments, such as these to and from major activity centers like Greenbrier Mall will help achieve pedestrian connectivity objectives into the future.

Edits are currently being made to the Draft 2026 Land Use Plan – Comprehensive Plan Update by the City of Chesapeake.

**Map 6 – Chesapeake LRT Corridor Alternatives**



Chesapeake Corridor Planning Study (AA/DEIS)



Photo Catalog of Alignment Alternatives

Source: Hampton Roads Transit



## Crossing Alternatives for Greenbrier Parkway

The primary purpose of this section is to determine whether current or future conditions require “At-Grade” or “Grade-Separated” pedestrian crossings across Greenbrier Parkway in the Greenbrier Mall area. The standard for the maximum distance a typical pedestrian is willing to walk before choosing to drive is ¼ mile or about 5 minutes, and the standard for maximum distance persons using public transportation will travel is approximately ½ mile or a 10-minute walk. Both distances are represented in relation to the Greenbrier Mall on **Map 8**. As shown, Greenbrier Mall is within reasonable walking distance from a number of residential and retail areas. Many citizens have expressed concern crossing Greenbrier Parkway, a busy six lane arterial, from the Mall to businesses in the

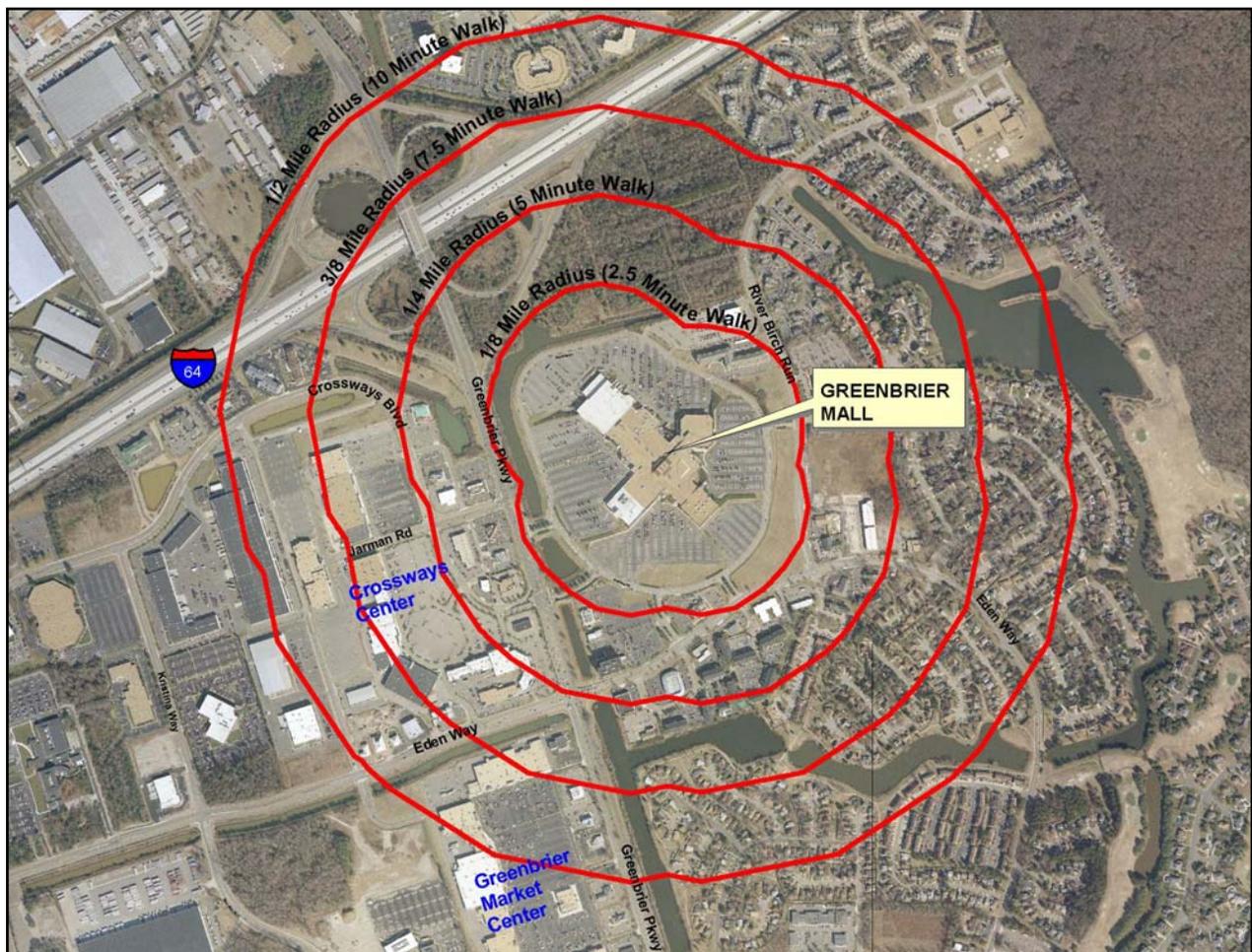
Crossways Center as no safe pedestrian crossing alternative currently exists. This section analyzes different types and styles of crossing alternatives for Greenbrier Parkway in an effort to determine which alternative best suits the needs of the users.

### At-Grade Crossings

At-Grade Crossings are most commonly referred to as ‘crosswalks’ and provide pedestrians and bicyclists a designated location to cross at street level.

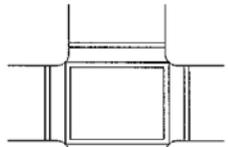
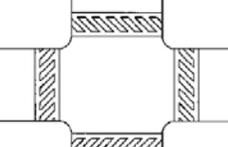
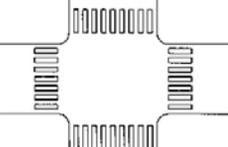
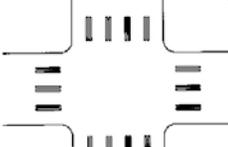
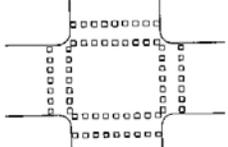
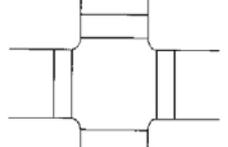
Crosswalks are the most common treatment for pedestrian crossings and are typically marked or painted by lines or varied pavement texture. The marking of crosswalks not only directs the attention of drivers to the crosswalk, but also directs pedestrians to the safest crossing area.

**Map 8 – Walking Distances from the Perimeter of Greenbrier Mall**



The following table depicts various forms of crossing treatments and the advantages and disadvantages associated with each. The horizontal bars marking pattern is most often observed the Greenbrier area and throughout the City of Chesapeake. Ladder bar marking patterns are more commonly preferred as they are highly visible to drivers. Stamped asphalt

crosswalks (not shown below), which resemble brick pavers, are becoming more popular for localities looking to improve the aesthetics of an area while maintaining a safe and highly visible crossing. The minimum width for a crosswalk is 6 ft., however 10 ft. is recommended according to the Manual of Uniform Traffic Control Devices (MUTCD).

<b>Advantages and Disadvantages of Crosswalk Marking Patterns</b>			
<i>Marking Pattern</i>	<i>Advantages</i>	<i>Disadvantages</i>	
 <p>Horizontal Bars</p>	Common practice at stop controlled intersections, less expensive, easy to install and maintain	Not as visible as some other marking types; bars tend to wear faster than other types; not appropriate for mid-block locations	
 <p>Zebra</p>	Highly visible	More maintenance required since wheel friction rubs off diagonal stripes; surface can be slippery	
 <p>Ladder Bar</p>	Highly visible	Wider stripes rub off with wheel friction, but can be placed to minimize this effect; surface can be slippery	
 <p>Piano</p>	Highly visible and becoming more commonly used; easy to maintain since stripes can be placed outside the wheel friction areas	—	
 <p>Dashed (European)</p>	Captures attention because it is not a commonly used pattern	May not define space as well as some of the other choices	
 <p>Solid</p>	Visible (but may not be as eye catching as other patterns); not commonly used	Expensive; more difficult to install and maintain; surface can be slippery	

Source: Pedestrian Facilities Guidebook, Washington State Department of Transportation

In addition to pavement markings, many other devices are commonly used to mark pedestrian crossings, including lighted signals, signs, and audio signals for the visually impaired. In general, the busier the facility, the more highly visible the crosswalks should be.



An example of ladder bar crosswalks used in Virginia Beach.

### Grade-Separated Crossings

Grade-separated Crossings are dedicated overpasses or underpasses that allow pedestrian or bicycle riders to cross a transportation facility without having to interact with vehicular traffic. These types of facilities greatly improve pedestrian safety by removing that interaction.

As listed in Design and Safety of Pedestrian Facilities, A Recommended Practice of the Institute of Transportation Engineers, there are several types of grade-separated facilities. They are as follows:

#### Overpasses:

1. *Pedestrian Overpasses/Bridges* – These are passage ways for pedestrians constructed over a roadway in which stairs or ramps generally lead up to the overpass. The Americans with Disabilities Act (ADA) requires that stairs should not be the only means to access an overpass or underpass, although they can be used with a ramp. In some cases, however the road is depressed and the bridge is at ground level.
2. *Elevated Walkways* – These refer to sidewalks or walkways above ground level that often run parallel to the flow of

motor vehicles. Such facilities may be freestanding or connected to adjacent buildings.

3. *Skywalks/Skyways* – These typically refer to enclosed walkways built one or more levels above ground level that connect buildings at mid-block. These crossings allow for walking between buildings without being exposed to inclement weather and especially beneficial to elderly and physically disadvantaged pedestrians with lesser mobility.



The pedestrian skywalk on Waterside Drive in Downtown Norfolk has been successful because it connects two concentrated activity centers – Waterside Market Place and a multi-level parking garage.

#### Underpasses:

1. *Pedestrian Tunnels/Underpasses* – These generally involve stairs or ramps that lead down to a belowground passageway. In some cases, however, the underpass is at ground level and the road is elevated.

While at-grade crossings tend to be simple in terms of implementation, grade-separated crossings by their very nature are major construction projects with high associated costs. Because of this, localities must assess very carefully whether the use of a grade-separated facility is called for. Locally the Brambleton Avenue pedestrian overpass in Norfolk, VA had a cost of \$920,000 in 1999, not including elevators that would be required by the ADA. Inflated to 2004, the cost for this project would be over \$1.1 million plus the cost of elevators.

According to the Institute of Transportation Engineers, the perceived ease of use or accessibility of a grade-separated facility can greatly influence its success. For example, a study by Moore and Older found that if the travel time for an overpass is the same as at-grade, then 95% of pedestrians are likely to use the overpass. However, once the trip takes 50% longer usage of the overpass drops to nearly 0.



*The pedestrian overpass on Brambleton Avenue in Norfolk connects the Hospital with employee parking lots, however, requires pedestrians to use the stairway or elevator.*



*Many pedestrians sprint across Brambleton Avenue rather than climbing the stairs or taking the elevator at the Norfolk hospital pedestrian overpass.*

### **Recommended Crossing Alternative**

Based on these guidelines it is not currently feasible to construct a pedestrian overpass on Greenbrier Parkway. It is recommended that high-visibility crosswalks (ladder bar marking pattern), pedestrian signals and signs, and median refuge islands, where feasible, be implemented for Greenbrier Parkway given current conditions. In conjunction with these improvements, sidewalks and curb ramps leading up to Greenbrier Parkway crossing locations must be improved to ensure safe pedestrian movements in the area. Details of these recommendations are provided in the next section of this report entitled "Proposed Improvements."

In 1984, Axler developed specific guidelines for justifying whether a grade-separated facility should be constructed. The table on the following page uses those guidelines in a generalized pass/fail test for the Greenbrier Parkway corridor. Some of these criteria require a specific proposed design or plan. In addition, these guidelines were developed for an urban setting. Research for this study did not reveal guidelines for a more suburban setting like that of the Greenbrier Parkway.



The proposed site for a pedestrian bridge should be at least 600 feet from the nearest alternative "safe" crossing (see third guideline on following page). Here, a crosswalk near the Norfolk hospital pedestrian bridge is about 320 feet away.

**Guidelines Test for a Grade-Separated Crossing Across Greenbrier Parkway**

Guidelines	Greenbrier Parkway Pass or Fail
The pedestrian hourly volume should be more than 300 in the four highest continuous hour periods if the vehicle speed is more than 40 mph and the proposed sites are in urban areas and not over or under a freeway. Otherwise, the pedestrian volume should be more than 100 pedestrians in the four highest continuous hour periods.	Fail
Vehicle volume should be more than 10,000 in the same four hour period used for the pedestrian volume warrant or have an ADT greater than 35,000 if vehicle speed is over 40 mph and the proposed sites are in urban areas. If these two conditions are not met, the vehicle volume should be more than 7,500 in the four hours or have and ADT greater than 25,000.	Pass
The proposed site should be at least 600 feet from the nearest alternative "safe" crossing. A "safe" crossing is defined as a location where a traffic control device stops vehicles to create adequate gaps for pedestrians to cross. Another "safe" crossing is an existing overpass or underpass near the proposed facility.	Currently, no "safe" crossing exists at intersections (with crosswalks and pedestrian signals) along Greenbrier Parkway in the Greenbrier Mall area.
A physical barrier is desirable to prohibit at-grade crossing of the roadway as part of the overpass or underpass design plan.	(no proposed design)
Artificial lighting should be provided to reduce the potential crime against users of the underpasses or overpasses. It may be appropriate to light underpasses 24 hours a day and overpasses at nighttime.	(no proposed design)
Topography of the proposed site should be such as to minimize changes in elevation for users of overpasses and underpasses and to help ensure that construction costs are not excessive. Elevation change is a factor that affects the convenience of users.	Fail
A specific need may exist for a grade-separated crossing based on the existing or proposed land uses adjoining the proposed development site that generates pedestrian trips. This land use should have a direct access to the grade-separated facility.	Fail (See explanation below in Future Considerations)
Funding for construction of the pedestrian overpass or underpass must be available prior to a commitment to construct it.	(no plan in place)

Source: Design and Safety of Pedestrian Facilities, A Recommended Practice of the Institute of Transportation Engineers

**Future Considerations**

Pedestrian overpasses typically are successful where there are two concentrated activity centers that generate significant pedestrian volumes and are located on opposite sides of a roadway. For this study area, Greenbrier Mall serves as one concentrated activity center; however, on the western side of Greenbrier Parkway, land uses are less centralized. As traffic conditions, pedestrian volumes, and land uses change in the future, a pedestrian overpass may become a

feasible solution for crossing Greenbrier Parkway. Meanwhile, at-grade crossings or crosswalks are the recommended alternative in the near future. Prior to any consideration of a pedestrian overpass, gaps in the existing pedestrian facility network need to be filled to create a safe and seamless network for pedestrians.

## PROPOSED IMPROVEMENTS

The focus of this study is on improving pedestrian linkages and connections between existing and future developments and transit stops to create a safe and seamless network for pedestrians, particularly around Greenbrier Mall and along Greenbrier Parkway. The overall goal is to create a safe, mixed-used, walkable, and urban environment for automobiles, pedestrians, bicyclists and transit. This section includes general recommendations for sidewalks, signage, curb ramps, crosswalks, refuge islands, stop bars, and pedestrian signals along study area roadways and intersections to achieve these pedestrian safety and connectivity objectives. Sidewalk and crosswalk proposed improvements for the Greenbrier area are provided on **Map 9** on page 31.

### **Sidewalk Recommendations**

A summary of the specific recommendations for sidewalks in the study area is provided below. Refer to Map 9 for specific locations for some improvements. For some recommended sidewalk locations, sidewalks could initially be constructed along one side of the roadway or along certain sections first. Improvement priorities (See page 30) will need to be established until the entire network is complete.

#### *Greenbrier Mall Area*

- Construct sidewalks around Mall Ring Road (Circulation roadway). Mall Ring Road as well as other areas surrounding Greenbrier Mall are privately owned. It is important that the City work with private property owners to build partnerships for implementing some pedestrian facilities throughout the area.
- Provide sidewalks leading up to HRT bus stops along Mall Ring Road.
- Construct sidewalks to connect Mall Ring Road and other driveway mall entrances to the existing sidewalks surrounding the mall building.
- Construct sidewalks along mall entrances from River Birch Run, Eden Way, and Greenbrier Parkway.

#### *River Birch Run*

- Construct sidewalks on both sides of River Birch Run from Eden Way to the existing sidewalks located in the northeastern residential areas along River Birch Run.

#### *Greenbrier Parkway*

- Construct sidewalks on both sides of Greenbrier Parkway from Volvo Parkway to Jarman Road.
- Construct sidewalks along entrances to the Greenbrier Market Shopping Center to provide safe pedestrian access from Greenbrier Parkway. These improvements may also be on private property, which may require a partnership with the City for implementation.
- Construct sidewalks along both sides of Greenbrier Parkway (as well as crosswalks at Interstate 64 entry and exit ramps) from Jarman Road and across Interstate 64 to connect pedestrian facilities north of the interstate highway. Field observations indicate that local citizens currently walk along this section of Greenbrier Parkway and do not always walk in the safest location. Sidewalks and crosswalks will provide pedestrians the safest locations to travel this section of roadway. This improvement is only recommended if pedestrian facilities are improved north of Interstate 64 so that a safe connection can be made. At a minimum, pedestrian facilities should be provided on one side, preferably the east.



*Pedestrians currently walk along Greenbrier Parkway over Interstate 64 where no pedestrian facilities are present.*



Sidewalks and crosswalks currently exist along both sides of Indian River Road over Interstate 64.



Sidewalks currently exist along Battlefield Boulevard from Wal-Mart Way to the Chesapeake Expressway. Constructing sidewalks along Volvo Parkway will connect the Greenbrier and Battlefield Boulevard areas.

*Volvo Parkway*

- Construct sidewalks on both sides of Volvo Parkway from Greenbrier Parkway to Crossways Boulevard (Outside of the study area, it is also recommended to construct sidewalks beyond Crossways Boulevard to connect with existing sidewalks starting at Sams Drive on the north side of Volvo Parkway and to the train tracks, about 600 feet west of Crossways Boulevard, on the south side of Volvo Parkway. This will connect pedestrian facilities in the Greenbrier area with those that are already present in the Battlefield Boulevard area).
- Construct a sidewalk along the north side of Volvo Parkway from Greenbrier Parkway to the mixed use restaurant/business development (about 900 feet east of Greenbrier Parkway).

*Eden Way*

- Complete sidewalk along east side of Eden Way from Volvo Parkway to approximately 1500 feet north of that location.
- Complete sidewalk along west side of Eden Way from about 600 feet north of Mill Lake Quarter to about 350 feet past Cypress Place.
- Complete sidewalk along the north side of Eden Way from about 200 feet east of River Birch Run to Greenbrier Parkway.

*Crossways Boulevard*

- Construct sidewalks on both sides of Crossways Boulevard from Greenbrier Parkway to Jarman Road.

### Intersection Recommendations

A summary of the specific recommendations for intersections in the study area is provided below. Much of the focus of this study is centered on pedestrian travel across and along Greenbrier Parkway; as a result, detailed intersection drawings of the proposed improvements at the intersections along Greenbrier Parkway are provided in **Maps 10 – 14** on pages 32 – 36. It is important to note that some intersections will need to be retimed in order to give pedestrians adequate time to cross the roadway, which may alter green time for vehicular traffic.

*Greenbrier Parkway @ Jarman Road* (See Map 10 on page 32)

- Install high-visibility (ladder bar marking) crosswalks across Greenbrier Parkway and Jarman Road. Relocate stop bars as needed.
- Provide refuge islands across medians.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.



An example of a high-visibility (ladder bar marking) crosswalk used in Virginia Beach.

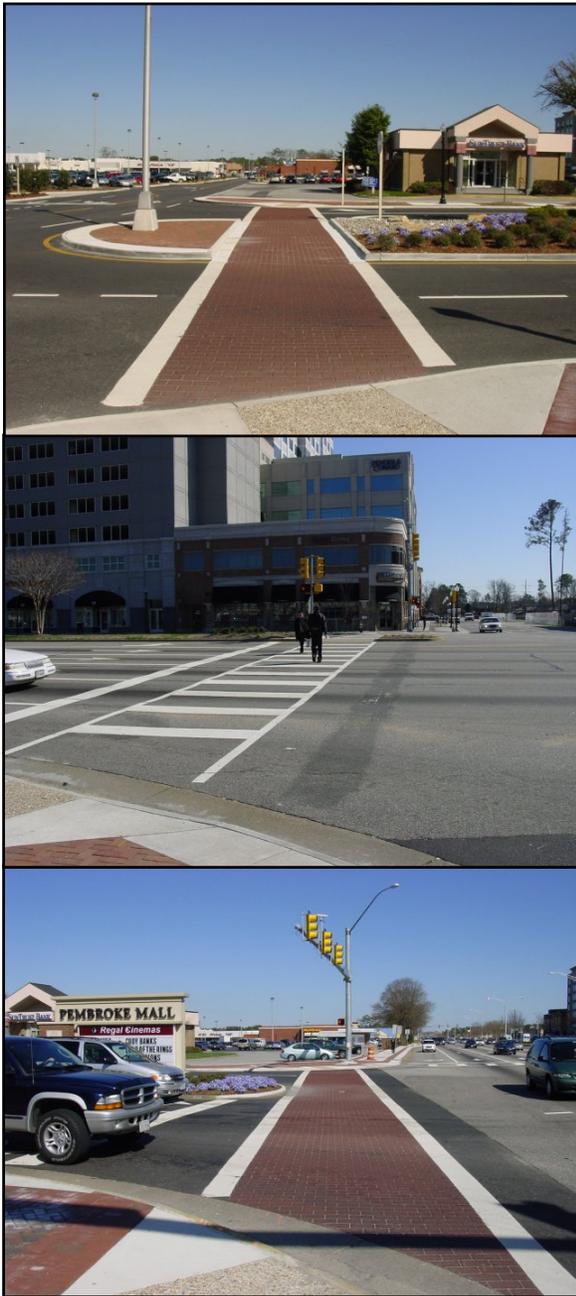
*Greenbrier Parkway @ Crossways Boulevard/ Greenbrier Mall Main Entrance* (See Map 11 on page 33)

- Install high-visibility (stamped asphalt) crosswalks on all four approaches and the exclusive right-turn lane. Stamped asphalt crosswalks will improve aesthetics in the Greenbrier Mall area. Relocate stop bars as needed.

- Provide refuge islands across medians and remove shrubbery as necessary.
- Retime signal phasing to provide adequate time for pedestrians to cross the roadway.
- Install pedestrian signals and accessible pedestrian signal push buttons for all approaches.
- Install overhead pedestrian warning signs.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.



The intersection of Kempsville Road and Providence Road in Virginia Beach contains many characteristics recommended for the Greenbrier Parkway and Crossways Boulevard/Mall Main Entrance intersection, such as stamped asphalt crosswalks, pedestrian signals, and overhead signs.



The revitalization effort in the Pembroke Mall area in Virginia Beach incorporates stamped asphalt and ladder bar crosswalks, pedestrian signals, median refuge islands, and streetscape improvements. These features add character to the area and improve pedestrian safety.

*Greenbrier Parkway @ Eden Way* (See Map 12 page 34)

- Install high-visibility (ladder bar marking) crosswalks on all four approaches and the exclusive right-turn lane. Relocate stop bars as needed.
- Retime signal phasing to provide adequate time for pedestrians to cross the roadway.
- Install pedestrian signals and accessible pedestrian signal push buttons for all approaches.
- Install overhead pedestrian warning signs.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.
- Provide a refuge island in the right-turn triangle for pedestrians crossing the northern end of Greenbrier Parkway.



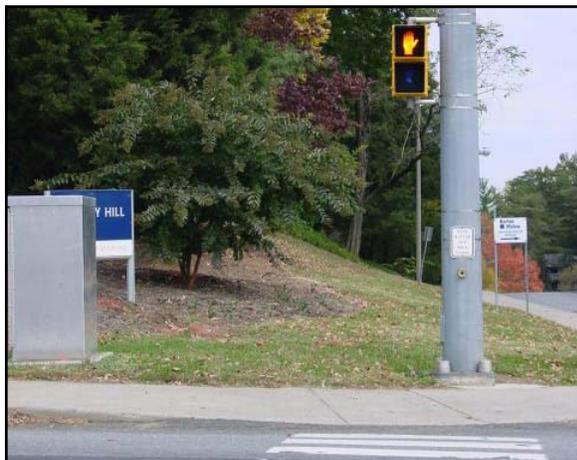
An example of pedestrian signals used in Chesapeake (shown here is the intersection of Greenbrier Parkway and Greenbrier Middle School).

**Greenbrier Parkway @ Greenbrier Market Square Main Entrance** (See Map 13 on page 35)

- Install high-visibility (ladder bar marking) crosswalks on all three approaches. Relocate stop bars as needed.
- Provide refuge islands across medians.
- Retime signal phasing to provide adequate time for pedestrians to cross the roadway.
- Install pedestrian signals and accessible pedestrian signal push buttons for all approaches.
- Install overhead pedestrian warning signs.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.



*An example of a median refuge island at the intersection of Greenbrier Parkway and Volvo Parkway. Refuge islands allow pedestrians to cross one direction of traffic at a time. They also allow bicyclists to travel safely across the median.*



*An example of a pedestrian signal used in Charlottesville, Virginia. The hand signifies "stop" and the walking man figure signifies that it is "ok to cross". This type of pedestrian signal is most commonly used.*

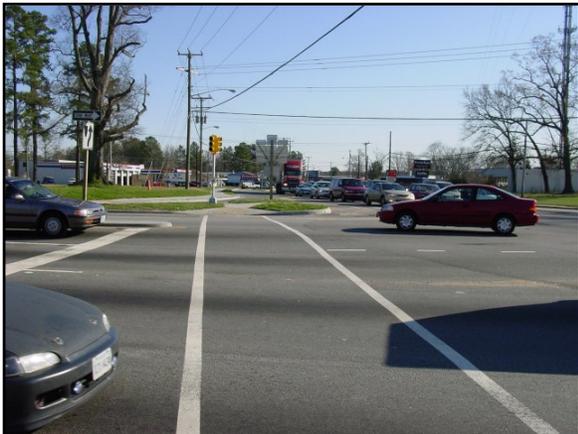
**Greenbrier Parkway @ Volvo Parkway** (See Map 14 on page 36)

- Install high-visibility (ladder bar marking) crosswalks on all four approaches. The crosswalk at the southern end of the intersection across Greenbrier Parkway is currently marked with horizontal bars; to maintain consistency and to increase visibility it is recommended to restripe this crosswalk with the ladder bar marking pattern. Also, relocate stop bars as needed.
- Provide refuge islands across medians.



*Horizontal bar crosswalks with pedestrian push buttons are currently used at the intersection of Greenbrier Parkway/Butts Station Road and Kempsville Road in Chesapeake. No pedestrian signals are used, however.*

- Retime signal phasing to provide adequate time for pedestrians to cross the roadway.
- Install pedestrian signals and accessible pedestrian signal push buttons for all approaches.
- Install overhead pedestrian warning signs.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.



Horizontal bar crosswalks and pedestrian signals with push buttons are currently used at the intersection of Kempsville Road and Battlefield Boulevard in Chesapeake.



An excellent example of a mid-block crosswalk treatment (located across Waterside Drive in Downtown Norfolk). Features include a high-visibility crosswalk, clear instructions on push button locations, and pedestrian signs and signals.

*Crossways Boulevard @ Jarman Road*

- Install high-visibility (ladder bar marking) crosswalks on all four approaches and for the exclusive right-turn lane. Relocate stop bars as needed.
- Provide refuge islands across medians.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.

*Eden Way @ River Birch Run*

- Remove existing horizontal bar markings for the eastbound and northbound approaches and install high-visibility (ladder bar marking) crosswalks on all four approaches. Relocate stop bars as needed.
- Retime signal phasing to provide adequate time for pedestrians to cross the roadway.
- Install pedestrian signals and accessible pedestrian signal push buttons for all approaches.
- Install overhead pedestrian warning signs.
- Provide refuge islands across medians as necessary.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.



Crosswalks currently exist on all four approaches of the Battlefield Boulevard @ Volvo Parkway Intersection.

*Volvo Parkway @ Crossways Boulevard*

- Install high-visibility (ladder bar marking) crosswalks on all four approaches. Relocate stop bars as needed.
- Provide refuge islands across Volvo Parkway median.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.

*Volvo Parkway @ Executive Boulevard*

- Install high-visibility (ladder bar marking) crosswalks on all four approaches. Relocate stop bars as needed.
- Provide refuge islands across Volvo Parkway median.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.

*Volvo Parkway @ Progressive Drive*

- Remove existing horizontal bar markings for the westbound and northbound approaches and install high-visibility (ladder bar marking) crosswalks on all four approaches. Relocate stop bars as needed.



Push buttons for pedestrian crossing currently exist for two approaches of the intersection of Volvo Parkway and Progressive Drive.

- Retime signal phasing to provide adequate time for pedestrians to cross the roadway.
- Install pedestrian signals and accessible pedestrian signal push buttons for all approaches.
- Install overhead pedestrian warning signs.
- Provide curb ramps, where they currently do not exist, to align with crosswalks.

**Other Recommendations**

- Install curb ramp at the existing crosswalk location across Mall Ring Road (connecting Senior residential area to northeast parking lot at the mall).
- Install high-visibility (ladder bar marking) crosswalks and refuge islands across medians, when possible, for all mall entrances. See Map 9 for specific locations.
- Install high-visibility (ladder bar marking) crosswalks across Eden Way at the southeast mall entrance driveway.
- Install high-visibility (ladder bar marking) crosswalks across River Birch Run at the east mall entrance driveway.
- Install two mid-block high-visibility (ladder bar marking) crosswalks across Eden Way just north of Mill Lake Quarter. See Map 9 for specific locations.
- Install mid-block high-visibility (ladder bar marking) crosswalk across Crossways Boulevard in between Greenbrier Parkway and Jarman Road.
- Consider making streetscape improvements, such as trees, flowers, and ornamental shrubs in new sidewalk locations to promote pedestrian friendly conditions.
- Consider adding signs to direct pedestrians to desired crossings.
- Consider improving lighting along pedestrian facilities to improve safety and to maintain the urban character of the area.



As a result of high traffic volumes at the intersection of Battlefield Boulevard and Volvo Parkway, some crosswalks are no longer visible.

- Continue to maintain/replace worn out crosswalk pavement markings to ensure maximum visibility and safety for pedestrians.

**Improvement Priorities**

The City of Chesapeake is encouraged to prioritize the proposed pedestrian facility improvements for the Greenbrier area if funding is not immediately available for all improvements. Some criteria for determining priority include: current and future pedestrian activity and demand, accident history, safety issues, and cost effectiveness. **Map 15** on page 37 provides a generalized approach for prioritizing the proposed improvements. In this illustration, areas are grouped and identified as “high”, “medium”, and “low” priority with the focus on improving pedestrian facilities around Greenbrier Mall and along Greenbrier Parkway first, then along River Birch Run, Crossways Boulevard, and Volvo Parkway (Executive Boulevard to Greenbrier Parkway), and then finally along other sections of Mall Ring Road, Eden Way, Greenbrier Parkway, and Volvo Parkway.

**Estimated Costs**

For the purpose of this study, estimated costs have been developed for proposed sidewalks, crosswalks (ladder bar), pedestrian signals, pedestrian warning signs, and retiming existing signals and grouped according to the “high”, “medium”, and “low” priority levels previously outlined. These cost estimates are based on planning level estimates provided by the VDOT – Hampton Roads District Office. The cost

estimates provided in the following table do not include costs related to right-of-way acquisition, tree or shrub removal, median refuge islands, stamped asphalt crosswalks, curb ramps, removing existing crosswalks, or relocating existing stop bars. Field inspections at each of the proposed sidewalk sites and intersections will need to be made to determine what additional costs will be required.

*High Priority Level*

	Distance (ft)	Cost per unit	Total
<b>Sidewalks</b>	15,960	@ \$12.69 per linear ft	\$202,500
<b>Crosswalks</b>	3,960	@ \$5.00 per linear ft	\$19,800
<b>Total \$600,300</b>			

	Units	Cost per unit	Total
<b>Pedestrian Signals</b>	5	@ \$25,000 per signalized intersection	\$125,000
<b>Pedestrian Warning Signs</b>	15	@ \$200 each (includes installation)	\$3,000
<b>Retime Signals</b>	5	@ \$50,000 per signalized intersection	\$250,000
<b>Total \$600,300</b>			

*Medium Priority Level*

	Distance (ft)	Cost per unit	Total
<b>Sidewalks</b>	9,180	@ \$12.69 per linear ft	\$116,500
<b>Crosswalks</b>	1,625	@ \$5.00 per linear ft	\$8,125
<b>Total \$200,025</b>			

	Units	Cost per unit	Total
<b>Pedestrian Signals</b>	1	@ \$25,000 per signalized intersection	\$25,000
<b>Pedestrian Warning Signs</b>	2	@ \$200 each (includes installation)	\$400
<b>Retime Signals</b>	1	@ \$50,000 per signalized intersection	\$50,000
<b>Total \$200,025</b>			

*Low Priority Level*

	Distance (ft)	Cost per unit	Total
<b>Sidewalks</b>	14,600	@ \$12.69 per linear ft	\$185,300
<b>Crosswalks</b>	675	@ \$5.00 per linear ft	\$3,375
<b>Total \$188,675</b>			

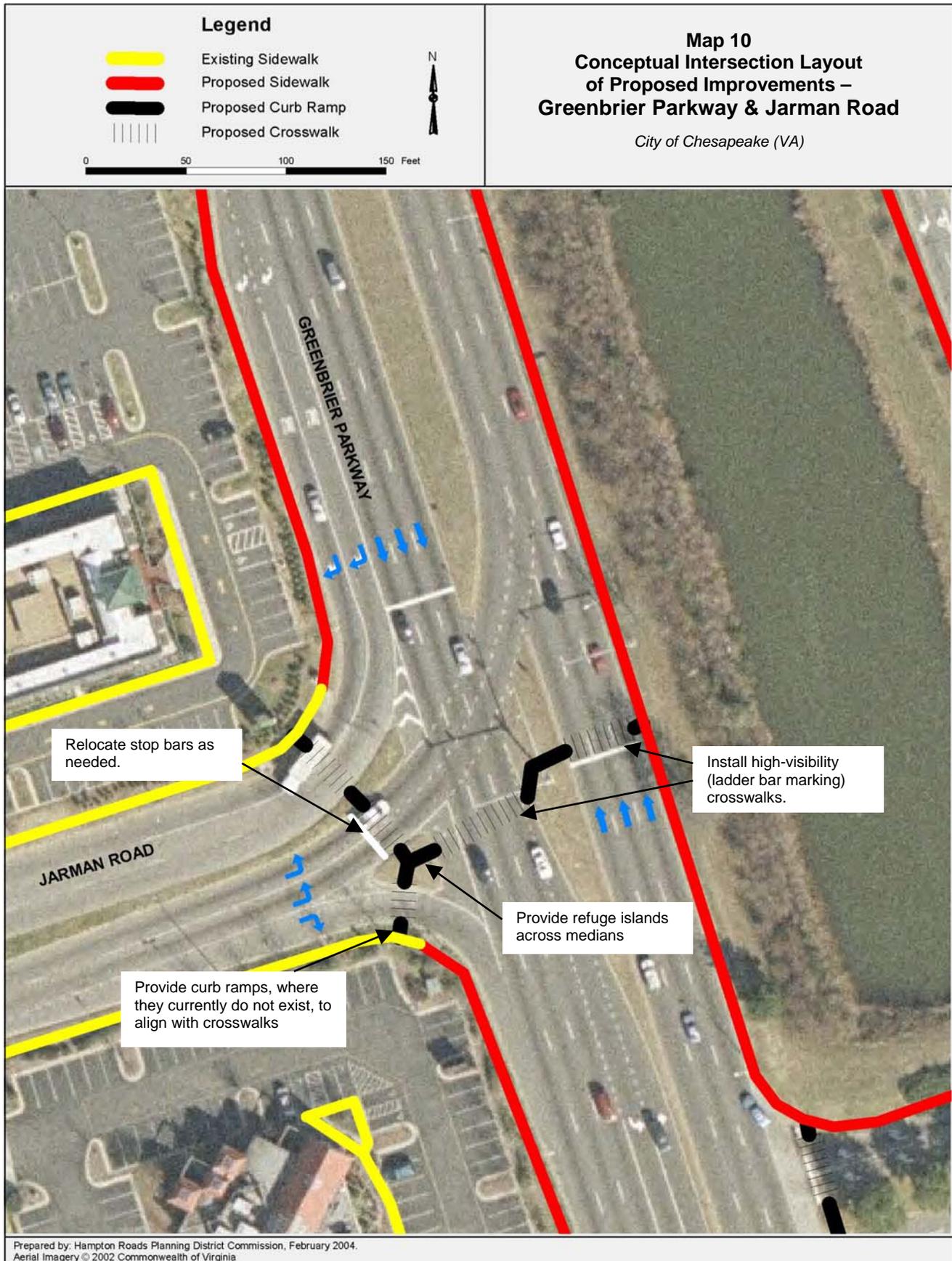
Cost Estimate Source: VDOT Hampton Roads District

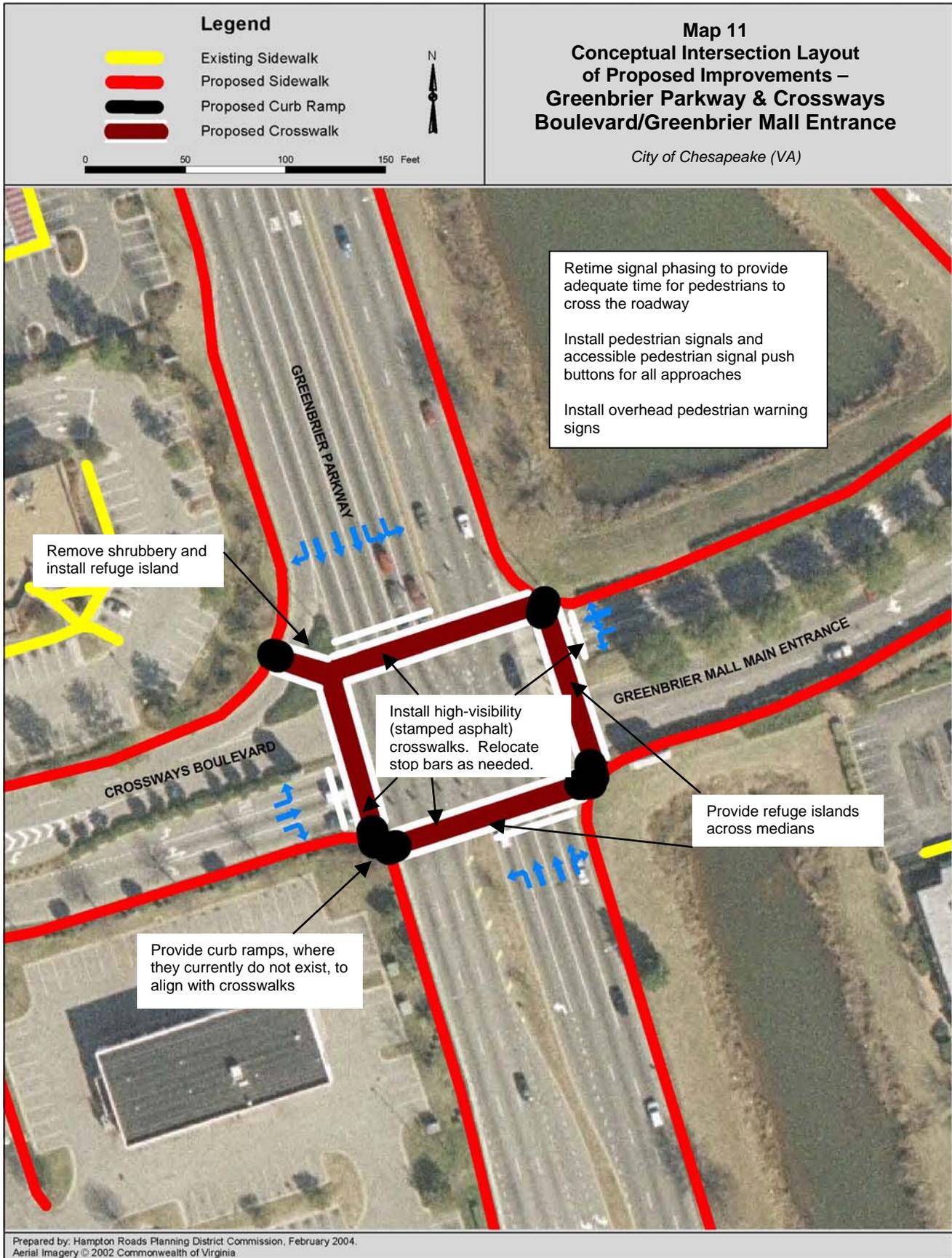
**TOTAL ~ \$989,000**

Listed below are additional cost estimates from VDOT for other related improvements that may be necessary. These items need to be evaluated on a case-by-case basis:

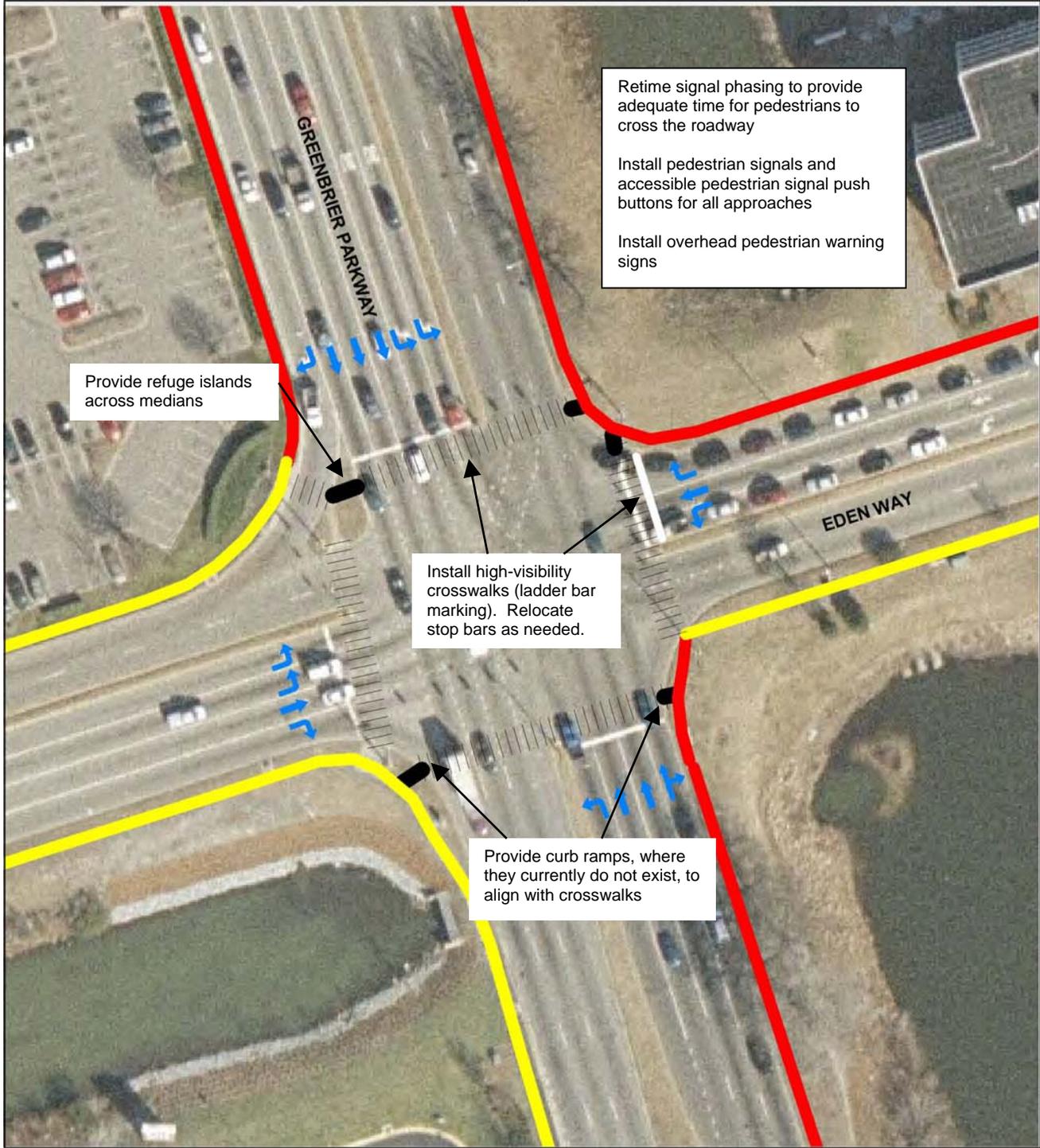
- Stamped asphalt (\$200 per ton)
- Adding a new curb ramp (\$3,000)
- Median refuge islands (\$65 per square yard)
- Removing stop bars (\$2.50 per linear foot)
- Removing existing crosswalks (\$2.50 per linear foot)





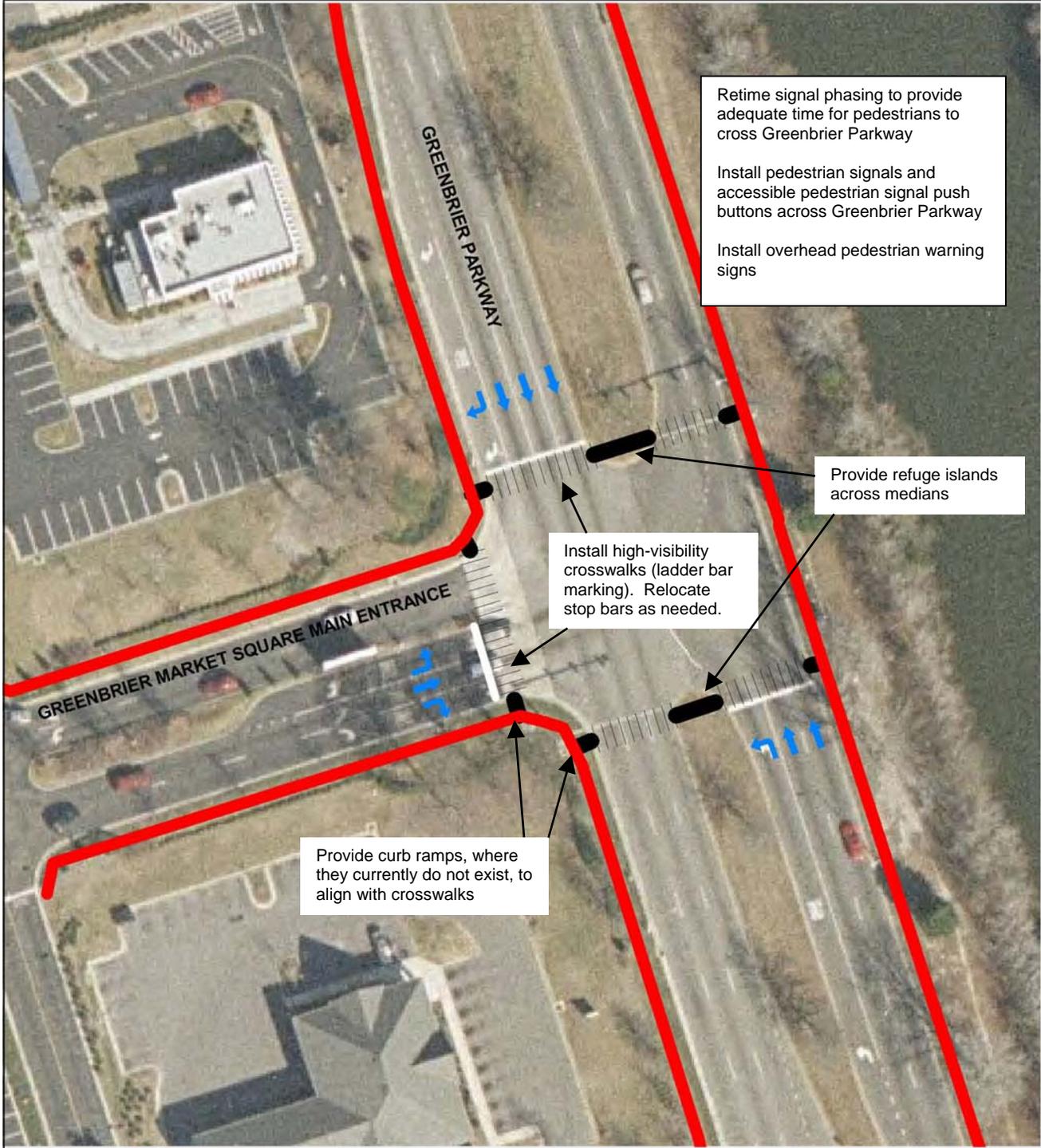


<b>Legend</b>  Existing Sidewalk  Proposed Sidewalk  Proposed Curb Ramp  Proposed Crosswalk	 
<b>Map 12</b> <b>Conceptual Intersection Layout</b> <b>of Proposed Improvements –</b> <b>Greenbrier Parkway &amp; Eden Way</b> <i>City of Chesapeake (VA)</i>	

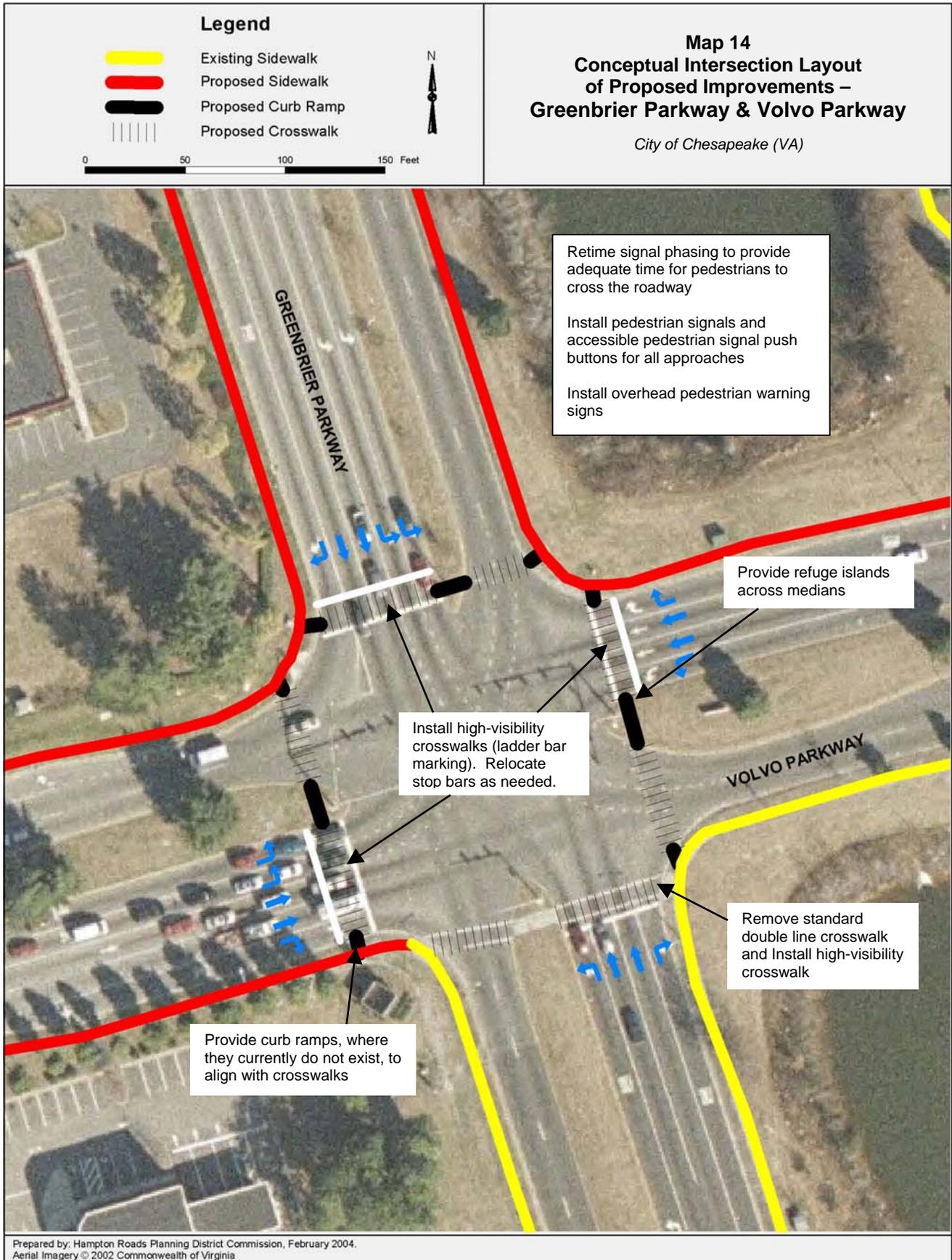


Prepared by: Hampton Roads Planning District Commission, February 2004.  
Aerial Imagery © 2002 Commonwealth of Virginia

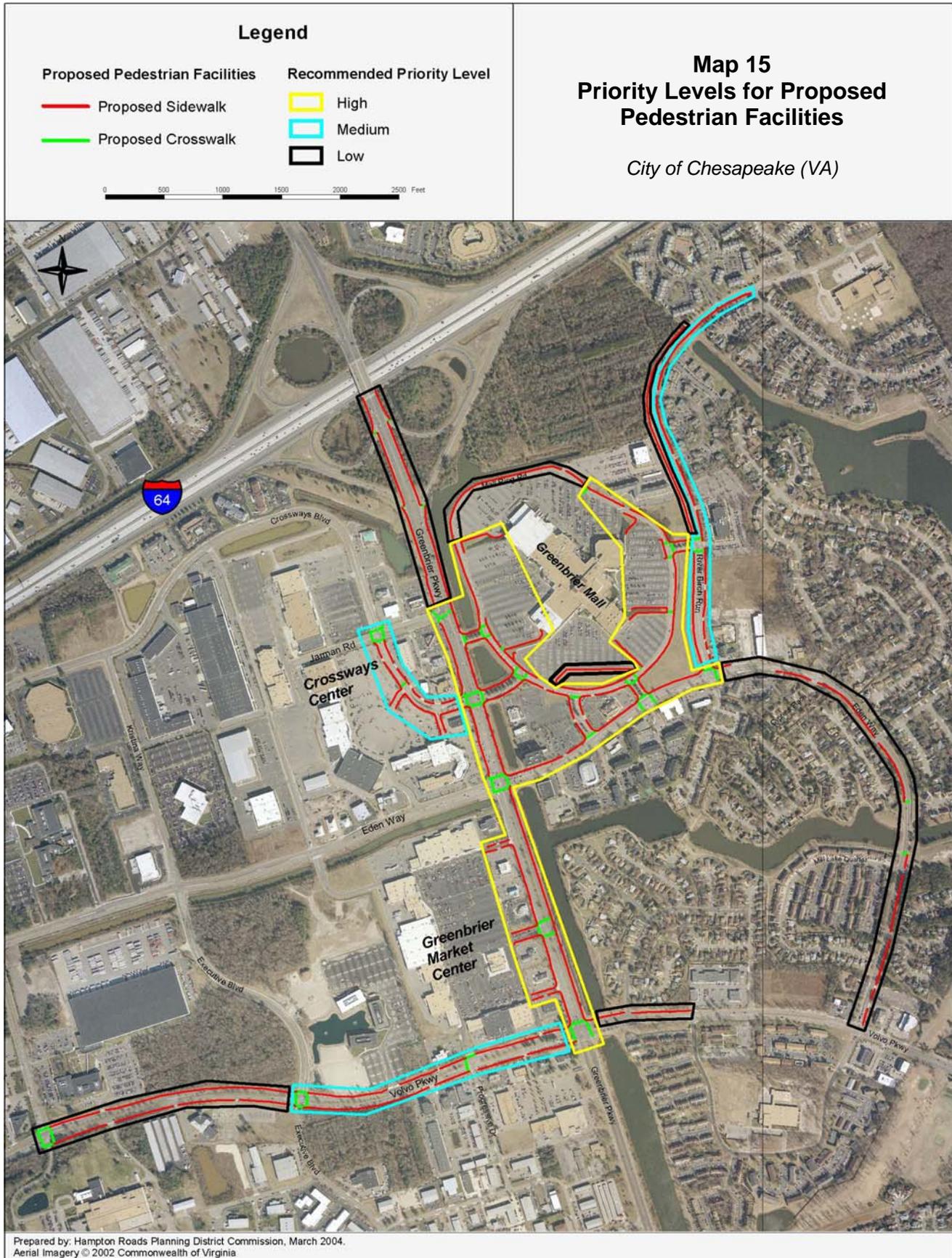
<p><b>Legend</b></p> <ul style="list-style-type: none"> <li> Existing Sidewalk</li> <li> Proposed Sidewalk</li> <li> Proposed Curb Ramp</li> <li> Proposed Crosswalk</li> </ul> <p style="text-align: right;">N </p> <p>0      50      100      150 Feet </p>	<p><b>Map 13</b>  <b>Conceptual Intersection Layout</b>  <b>of Proposed Improvements –</b>  <b>Greenbrier Parkway &amp; Greenbrier</b>  <b>Market Square Main Entrance</b></p> <p><i>City of Chesapeake (VA)</i></p>
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Prepared by: Hampton Roads Planning District Commission, February 2004.  
 Aerial Imagery © 2002 Commonwealth of Virginia



Prepared by: Hampton Roads Planning District Commission, February 2004.  
Aerial Imagery © 2002 Commonwealth of Virginia



## CONCLUSIONS

The overall objective of the Greenbrier Area Pedestrian Safety Study is to improve pedestrian linkages and connections between existing and proposed developments and transit stops to create a safe and seamless network for pedestrians. This study analyzes pedestrian needs and identifies improvements to address those needs. The recommendations of this study take into account existing and future land uses, traffic, transit, and pedestrian conditions.

The Virginia Department of Transportation (VDOT) has recently adopted a policy that all highway construction projects be initiated with the presumption that they will accommodate bicycling and walking, effective on March 18, 2004. This initiative signifies the importance of integrating bicycle and pedestrian facilities into the transportation network. This policy states that appropriate bicycle and pedestrian accommodations provide the public, including the disabled community, with access to the transportation network; connectivity with other modes of transportation; and independent mobility regardless of age, physical constraints, or income. It also emphasizes that effective bicycle and pedestrian accommodations enhance the quality of life and health, strengthen communities, increase safety for all highway users, reduce congestion, and can benefit the environment.

It is important to note that some of the proposed improvements are located on private property. It is absolutely essential that the City of Chesapeake work to build partnerships with existing and future private property owners to provide pedestrian connections between private and public facilities to create a seamless network. Implementation of the proposed improvements will create a safe, mixed-used, walkable, and urban environment for automobiles, pedestrians, bicyclists and transit for the entire Greenbrier area.

# **APPENDIX G**

# Chesapeake Watersheds

## Reports

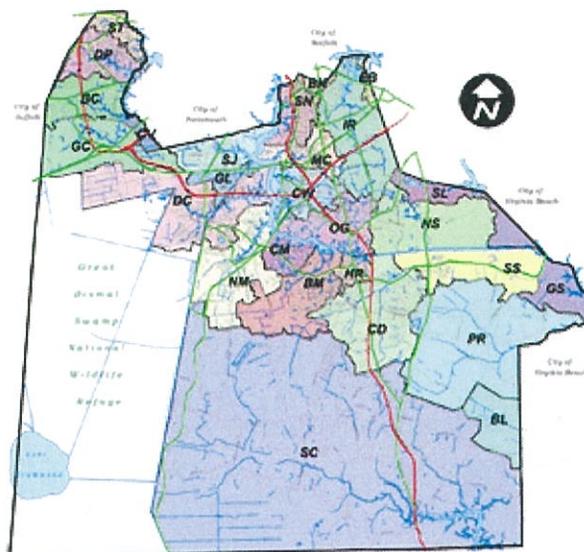
- [Watershed Reports](#)

## Maps

- [Master Drainage Map](#)  (High Resolution - 6.4 MB)

## What is watershed?

The term watershed refers to the geographic boundaries of a particular waterbody, its ecosystem and the land that drains to it. A watershed also includes groundwater aquifers that discharge to and receive discharge from streams, wetlands, ponds, and lakes. Large watersheds are sometimes referred to as river basins.



Everyone lives in a watershed. You and everyone in your watershed are part of the watershed community. The animals, birds, and fish are too. You influence what happens in your watershed, good or bad, by how you treat the natural resources, the soil, water, air, plants, and animals. What happens in your small watershed also affects the larger watershed downstream.

## The following reports are now available online for the following watershed locations:

- [Bailey Creek](#)
- [Bells Mill](#)
- [Butts Station Road](#)
- [Cooper's Ditch](#)
- [Deep Creek](#)
- [Horse Run](#)
- [Indian River](#)
- [Milldam Creek](#)
- [New Mill Creek](#)
- [New Mill Creek 3&4](#)
- [Oak Grove](#)
- [Pocaty River](#)
- [South Norfolk](#)
- [Southern Chesapeake 1](#)
- [Southern Chesapeake 2 & 3](#)
- [Southern Chesapeake 4](#)

- [St. Julian Creek](#)

# **APPENDIX H**



## **MAYOR'S ADVISORY COMMITTEE ON COMPREHENSIVE PLAN STRATEGIES**

### **List of Quality of Life and Infrastructure Resources for City of Norfolk from Committee Member Jayne Whitney**

Huntersville Plan Book: <https://www.norfolk.gov/DocumentCenter/View/29595>  
<https://www.norfolk.gov/index.aspx?nid=3655>

Pattern Book for Norfolk Neighborhoods: <https://www.norfolk.gov/DocumentCenter/View/36555>

Bicycle and Pedestrian Strategic Plan: <https://www.norfolk.gov/DocumentCenter/View/24581>

Norfolk Narrow Lot House Plan Catalog: <https://www.norfolk.gov/index.aspx?NID=1093>

plaNorfolk2030: <https://www.norfolk.gov/index.aspx?NID=1376>

A Strategic Plan for Southside: <https://www.norfolk.gov/DocumentCenter/View/1678>

Cottage and Ranch Plan Book (for post-World War houses):  
<https://www.norfolk.gov/index.aspx?NID=1095>

Character Districts Map: <https://www.norfolk.gov/DocumentCenter/View/26335>

Green Infrastructure Plan for Norfolk: <https://www.norfolk.gov/DocumentCenter/view/38224>



# **APPENDIX I**

