



**City of Petersburg  
Virginia**

www.petersburgva.gov

**February 27, 2024 - Joint  
Meeting with Petersburg  
City Council and Planning  
Commission**

**February 27, 2024  
Petersburg Public Library  
201 West Washington Street  
Petersburg, VA 23803  
6:00 PM**

**City Council**

Samuel Parham, Mayor – Ward 3  
Darrin Hill, Vice Mayor – Ward 2  
Marlow Jones, Councilor – Ward 1  
Charles Cuthbert, Jr., Councilor – Ward 4  
W. Howard Myers, Councilor – Ward 5  
Annette Smith-Lee, Councilor - Ward 6  
Arnold Westbrook, Jr., Councilor – Ward 7

**City Administration**

John "March" Altman, Jr. - City Manager  
Anthony Williams - City Attorney

- 
- 1. Roll Call**
  - 2. Discussion and/or consideration**
    - a. Review and Update on the Comprehensive Plan.
  - 3. Adjournment**



# City of Petersburg

## Ordinance, Resolution, and Agenda Request

**DATE:** February 27, 2024  
**TO:** The Honorable Mayor and Members of City Council  
**THROUGH:** March Altman, Jr., City Manager  
**FROM:** Naomi Siodmok  
**RE:** **Review and Update on the Comprehensive Plan.**

---

**PURPOSE:** See attached information

**REASON:** See attached information.

**RECOMMENDATION:** For information only.

**BACKGROUND:** See available attachments regarding updates and information on the Comprehensive Plan.

**COST TO CITY:** N/A

**BUDGETED ITEM:** N/A

**REVENUE TO CITY:** N/A

**CITY COUNCIL HEARING DATE:** 2/27/2024

**CONSIDERATION BY OTHER GOVERNMENT ENTITIES:** N/A

**AFFECTED AGENCIES:** N/A

**RELATIONSHIP TO EXISTING ORDINANCE OR RESOLUTION:** N/A

**REQUIRED CHANGES TO WORK PROGRAMS:** N/A

**ATTACHMENTS:**

1. Agenda\_February
2. Attachment A\_PetersburgNEXT\_022724\_DRAFT
3. Attachment B\_Summary of Public Review and Feedback
4. Attachment B.1\_VDOT Richmond District Review
5. Attachment B.2\_DEQ District Review Comments
6. Attachment B.3\_PCPSStudentFeedback
7. Attachment C\_FLUM Changes Memo

8. Attachment D\_Economic Development Strategies

City of Petersburg  
Comprehensive Plan Update  
**Final Worksession Agenda**  
**February 27, 2024**



**Introduction**

The Comprehensive Plan provides a guiding vision for the physical development of a locality. All Virginia localities are required to adopt a Comprehensive Plan and review it every five years to identify any necessary updates. For more about the project and update process, visit the project website at <https://www.petersburgvanext.com>.

**Agenda**

1. **Public Review Update** (30 min.)
  - Open House and PCPS Engagement Highlight
  - Review of Feedback Received
2. **Review of Draft Future Land Use Map** (30-45 min.)
3. **Review of Catalyst Strategies** (10-15 min.)
4. **Next Steps and Final Discussion** (30 min.)

**Attachments**

The following attachments are provided for review by City Council and the Planning Commission:

**Attachment A - Draft PetersburgNEXT:** The full draft of the Comprehensive Plan. Edits provided to Berkley Group through February 1, 2024 have been included in this draft.

**Attachment B – PetersburgNEXT Public Review and Feedback:** The public review period for the draft Comprehensive Plan was held from December 12, 2023 to February 1, 2024. During this time, City staff and the community provided feedback on the Plan. The Virginia Department of Transportation (VDOT) and Department of Environmental Quality (DEQ) were also provided the opportunity to review and comment on the draft Plan, in accordance with the Code of Virginia. Berkley Group has compiled all comments received from the City, the community, VDOT, and DEQ, and provided recommendations for if and how each should be included in the Plan. Any comments requiring further attention from Council and the Planning Commission have been highlighted in yellow in the comment trackers; Berkley Group will discuss these during the worksession with the goal of reaching consensus on final edits.

- **Attachment B.1:** Comprehensive Plan or Plan Amendment – VDOT Richmond District Review
- **Attachment B.2:** DEQ District Review Comments
- **Attachment B.3:** PCPS Student Feedback

**Attachment C – Future Land Use Map (FLUM) Changes Memo:** During the November 28, 2023 joint worksession, City Council requested that Berkley Group review the City's current Future Land Use Map (FLUM) and the FLUM proposed in the draft Comprehensive Plan through including an analysis of the total acreage of the land use designations on each of the maps. Berkley Group has provided a comparison in this memo and will discuss with Council and the Planning Commission during the worksession.

**Attachment D – Economic Development Strategies:** During the November 28, 2023 joint worksession, City Council requested that Berkley Group compile a list of all strategies in the draft Comprehensive Plan that would serve to further the City's goal of increasing household wealth. Berkley Group has identified all strategies and included them in this attachment for consideration.

City of Petersburg  
 Comprehensive Plan Update  
**Final Worksession Agenda**  
**February 27, 2024**



**Project Schedule**

The following schedule is planned for the City of Petersburg Comprehensive Plan update.

| 2024               | Date    | Topics/Actions   |
|--------------------|---------|--|
| February and March | Ongoing | Final Revisions  |
| May                | TBD     | Planning Commission Public Hearing for Plan Recommendation |
| June               | TBD     | City Council Public Hearing for Plan Adoption              |



02.27.24 Draft

Comprehensive Plan 2044

# PETERSBURG NEXT



DRAFT

The City of Petersburg would like to recognize and thank the following for their contributions to this Comprehensive Plan.

# ACKNOWLEDGEMENTS

## **City Council**

Samuel Parham, Mayor  
Darrin Hill, Vice-Mayor  
W. Howard Myers  
Marlow Jones  
Arnold Westbrook, Jr.  
Charles Cuthbert, Jr.  
Annette Smith-Lee

## **Planning Commission**

Tammy Alexander, Chair  
Fenton Bland, Vice-Chair  
Chioma Adaku  
Candace Taylor  
Marie Vargo  
Thomas Hairston  
James Norman  
Michael Edwards  
William Irvin

## **City Staff**

John "March" Altman, Jr., City Manager  
Joanne Williams, Director of Communications, Marketing, & Government Relations  
Brian Moore, Director of Economic Development  
Naomi Siodmok, AICP, Director of Planning and Community Development  
Sandra Robinson, Zoning Administrator  
Kate Sangregorio, Preservation Planner

## **Technical Team**

Berkley Group

*Unless otherwise credited, all photos are credit of the City of Petersburg or Berkley Group.*

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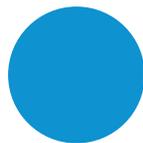
DRAFT



**Fortune 500 Company CEO**  
@fortune500company

I am proud to announce that my company is opening its second North American headquarters in Petersburg, Virginia. This will create hundreds of jobs for the community. Petersburg is a thriving City with a booming economy, strong tax incentives, and some of the best transportation infrastructure in Virginia.

09:45 A.M. | 05 January 2044



**Housing Developer**  
@housingdeveloper

Homeownership in Petersburg is up by 15% thanks to new housing investments and local job opportunities!

6:50 A.M. | 12 April 2044



**Petersburg High School Senior**  
@highschoolsenior

I'm excited to announce that after graduating from PHS, I'll be attending college on a full scholarship! All of the academic and extracurricular opportunities at PHS have helped me reach my goals! PHS has been the best! #gocrimsonwave

03:04 P.M. | 19 May 2044



**Mom of Three**  
@lifelongresident

Petersburg is a great place to raise my three children. It is beautiful, safe, and there is so much for my kids to do! I rarely have to worry about how my kids will occupy their time because there are many recreation centers and parks with regular programming.

11:15 P.M. | 12 August 2044



**Major News Network**  
@majornewsnetwork

JUST IN: Petersburg ranked in the top 25% of healthiest jurisdictions in Virginia. #breakingnews #petersburg

6:31 P.M. | 05 December 2044

**Feed from  
the Future**

*In twenty years,  
what story  
will our City tell?*

# 01 ABOUT THE PLAN

Chapter 1 of PetersburgNEXT lays the groundwork for the development of the Comprehensive Plan. The chapter establishes the legal context for the Comprehensive Plan, describes the Plan's functional relationship to the City's other planning efforts and policy measures, and summarizes the community input process - a key component of drafting this Plan.

Community Survey Question: What is **ONE WORD** you hope will describe the City of Petersburg twenty years from now?

**Better** Progressive  
**Flourishing** Growth Changed  
Transformed  
Community **THRIVING** Restored  
Historic  
Prosperous **SAFE** Great **Revitalized**  
**Improved** **Beautiful** **VIBRANT**  
Magnificent Progress



# 01

## WHAT IS A COMPREHENSIVE PLAN?

PetersburgNEXT is the City of Petersburg's Comprehensive Plan. A Comprehensive Plan is an adopted, guiding policy document for the long-range planning and future development of a locality. The Plan addresses a wide range of topics related to development and land use, including housing and neighborhoods; parks and recreation; community facilities and infrastructure; and economic development. It describes the community's vision for where it wants to be in the next 20 years, along with strategies to achieve the community's goals. While it is not regulatory in nature, PetersburgNEXT is the City's guide to the future and will be used to inform City staff and elected officials as they make decisions regarding the City.

## PLANNING JURISDICTION

The City of Petersburg's comprehensive planning jurisdiction includes all land within City boundaries (Map 1.1). However, responsible regionalism is important in effectively shaping the City's future. Development and employment trends in neighboring localities – the Counties of Dinwiddie, Chesterfield, and Prince George, as well as the independent cities of Colonial Heights and Hopewell – all influence quality of life and land use patterns in Petersburg. As such, the Comprehensive Plan recognizes and prioritizes collaboration with regional partners as a vital aspect of long-range planning.

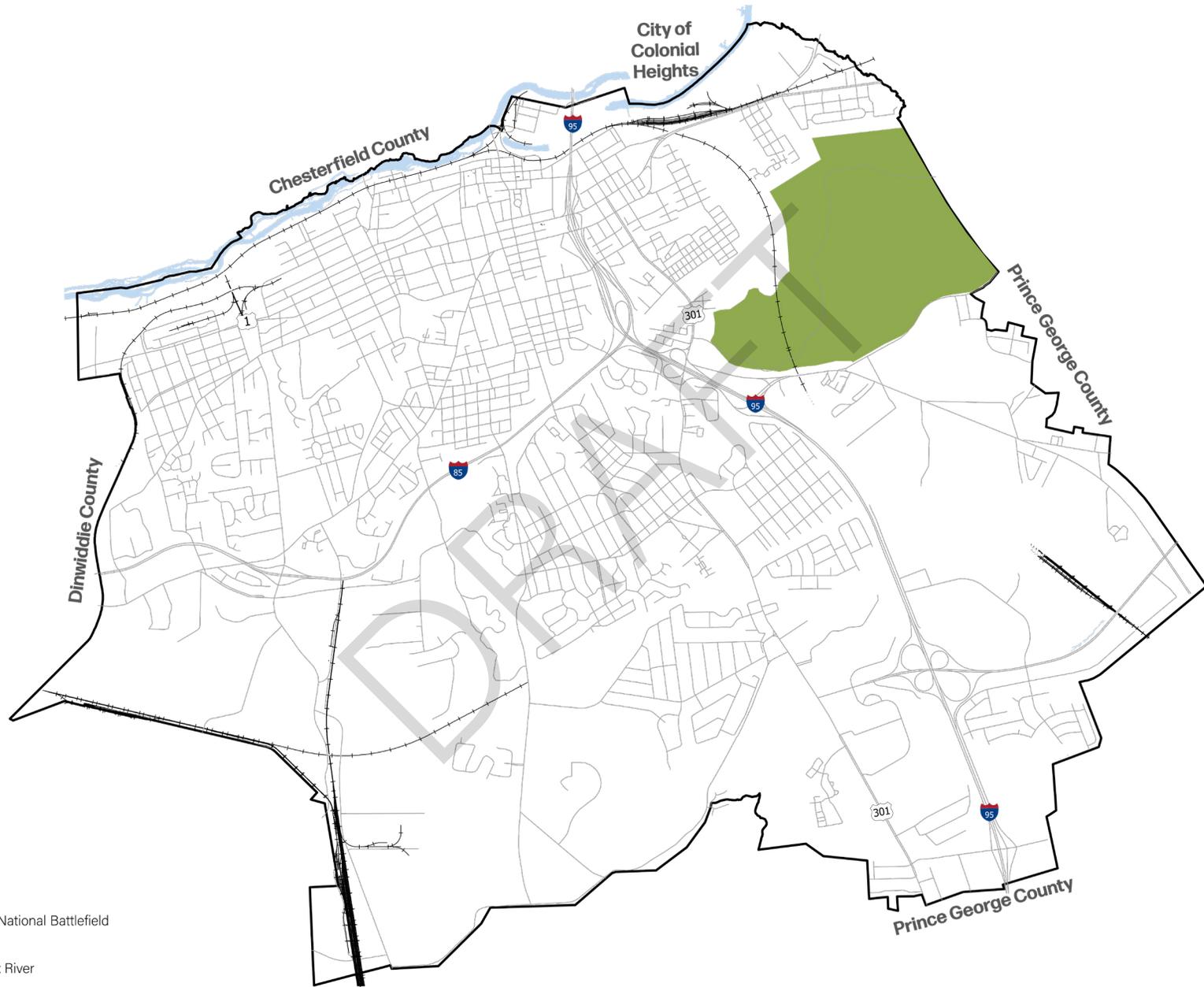
While the City of Petersburg does not have control over decisions in its neighboring localities, it works as a partner of the Crater Planning District Commission (CPDC), a regional organization that provides planning services and technical assistance to its member jurisdictions. Much of the information in this Plan builds on existing regional studies and efforts, and many of the strategies will require regional coordination to realize the highest benefit to Petersburg.



## ELEMENTS OF A COMPREHENSIVE PLAN



# MAP 1.1 | CITY OF PETERSBURG PLANNING JURISDICTION



## CODE OF VIRGINIA

The Comprehensive Plan is the City of Petersburg's most important document regarding growth, development, and change. It establishes government policy to help guide public and private activities as they relate to land use and resource utilization. The Comprehensive Plan is the basis for land development regulations and decisions (e.g., rezonings); capital improvements related to community facilities, infrastructure, and transportation; and environmental and historic resource protection.

Every locality in Virginia is required by law to adopt a Comprehensive Plan. Code of Virginia Section 15.2-2223 states that the "Comprehensive Plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities."

State requirements for Comprehensive Plans also recognize that community development is ongoing and ever changing. For this reason, Code of Virginia Section 15.3-2230 sets a requirement that all Comprehensive Plans be reviewed every five years and amended as needed.

## RELATIONSHIP TO PLANS, POLICIES, AND ORDINANCES

PetersburgNEXT is intrinsically tied to past and present planning efforts, including related plans, policies, and ordinances. Data, ideas, and recommendations from these strategic documents are included and referenced throughout this Plan. The Comprehensive Plan, in turn, informs and influences future updates to all City land development regulations and decisions.

### *Zoning and Subdivision Ordinances*

Petersburg's Zoning and Subdivision Ordinances are the primary tools used to implement the vision of the Comprehensive Plan. The Comprehensive Plan articulates the City's vision, goals, strategies, and objectives for land use and development, while the Zoning and Subdivision Ordinances regulate the location, form, and character of development. The Plan should therefore guide all updates to the Zoning and Subdivision Ordinances. These Ordinances should also be reviewed in their entirety on an annual basis to ensure that they align with the Comprehensive Plan. Additionally, when a development or rezoning application is submitted, the City Council and Planning Commission must ensure that the application meets Ordinance standards and contributes to the implementation of the Comprehensive Plan.



**The Code of Virginia Sections 15.2-2223 and 15.2-2224, among others, outline the required and optional Plan elements and offer a general framework for Plan activities. These include, but are not limited to:**



**Future land use planning maps** and recommendations for development



A comprehensive system of **transportation facilities**, including maps and cost estimates for improvements



A system of **community service facilities**



Areas and implementation measures for the construction, rehabilitation, and maintenance of **affordable housing**



Strategies to provide **broadband infrastructure**



Petersburg Courthouse

### ***Capital Improvements Program (CIP)***

A Capital Improvements Program (CIP) is a short-term plan to fund capital project needs. The CIP is based on a five-year planning period. Every year, it is updated and extended an additional year into the future to ensure it remains a five-year program. The CIP prioritizes capital projects, estimates their costs and timeline, and determines the funding sources. City Council is then responsible for appropriating expenditures in either the annual operating budget or a separate capital budget.

The Comprehensive Plan informs the projects included in the CIP through including prioritization and assuming responsible parties for accomplishing each of the identified strategies. The community's goals and long-range vision for land use and investment are fully realized when the City ensures the priorities of the CIP align with the priorities of the Comprehensive Plan. Chapter 6 addresses capital projects and the need for a CIP in greater detail.

### ***Other Plans, Studies, and Initiatives***

Local, regional, and state plans, studies, and initiatives all inform Petersburg's comprehensive planning process, while the Comprehensive Plan informs the development of future planning initiatives. Some of the existing plans and studies considered in the development of this Plan are listed below; other individual plans and studies are referenced throughout the chapters.

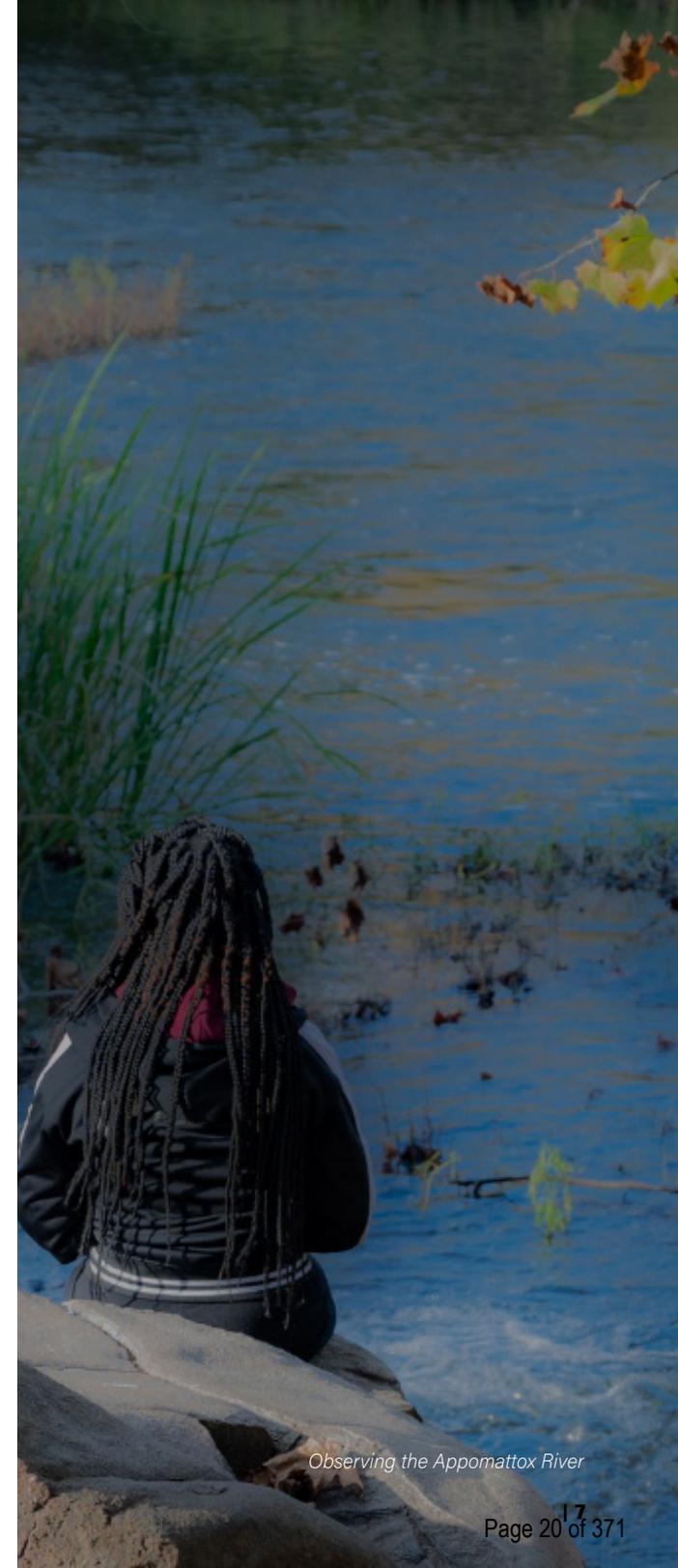
- Virginia Department of Transportation (VDOT) Six-Year Improvement Plan (SYIP)
- Crater Planning District Commission Comprehensive Economic Strategy (CEDS)
- Crater Planning District Commission (CPDC) Richmond-Crater Hazard Mitigation Plan

## USING PETERSBURGNEXT

Who uses the Comprehensive Plan and how do they use it?

- **Private citizens, business owners, and developers** use the Plan to better understand the community's assets, vision, and development goals.
- **City staff and the Planning Commission** use the Plan when reviewing land use applications and drafting ordinances, striving for consistency with the community's vision.
- **City Council** uses the Plan to guide decisions on budget priorities, capital projects, and ordinance amendments.
- **Regional partners** use the Plan to understand local priorities and advocate for grant funding and studies.

Comprehensive Plans are community documents used by a variety of individuals and stakeholders. The Comprehensive Plan best serves the community when it is actively used to make recommendations and decisions. Annual review of the Plan is also a best practice that helps bring the community's vision to fruition, as it allows for the Planning Commission to identify necessary amendments and track progress. The Implementation chapter of the Plan (Chapter 11) includes an implementation matrix and is a prime place to start the annual review. The implementation matrix should be analyzed and updated annually to measure achievements and reprioritize strategies, as needed to meet community goals.



## CREATING PETERSBURGNEXT

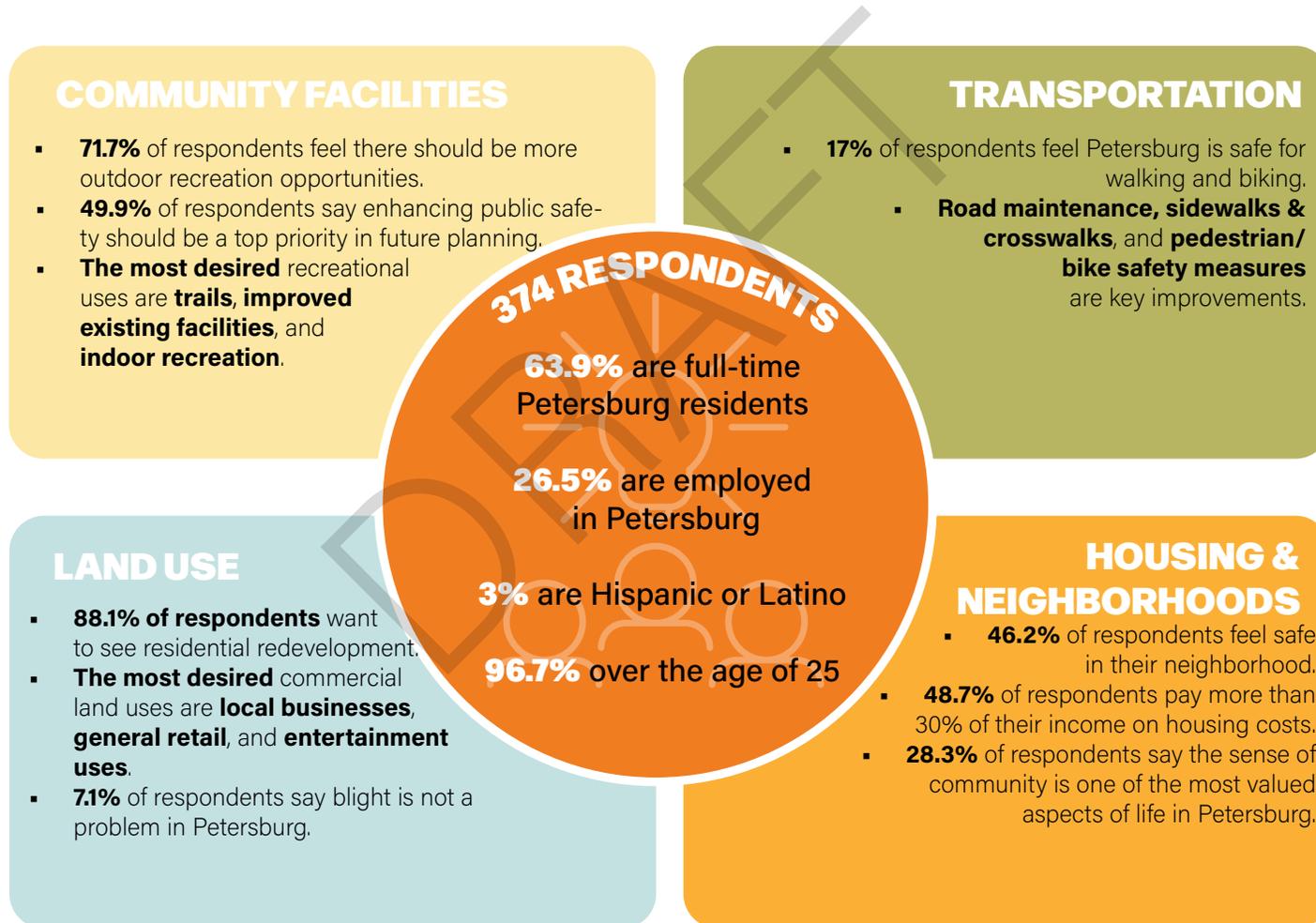
PetersburgNEXT is the culmination of nearly two years of research, data analysis, and most importantly, community input and engagement. Throughout the planning process, this Comprehensive Plan update has taken deliberate steps to guarantee that community voices define the City of Petersburg's vision and goals for today and tomorrow. The community will continue to be a vital part of the Comprehensive Plan's implementation over the next twenty years.



## PETERSBURGNEXT COMMUNITY ENGAGEMENT

## Community Survey

A community survey was available both online and in paper format from November 2022 to February 2023. The survey gathered input about community needs, strengths, concerns, and desires. 374 individuals took the survey, answering questions on topics such as housing, employment, recreation, and economic development. The general results of this survey are summarized here and are one critical component of the community engagement phase of Plan development. Where appropriate, specific survey results are noted throughout the Plan.



## Public Workshops

The City conducted four public workshops to gather input from the community. Three in-person workshops were held on January 12, January 19, and January 26, 2023 at the Petersburg Public Library. An additional workshop was held virtually via Zoom on February 27, 2023. There were 42 community members who attended the in-person workshops, and 22 community members who attended the virtual workshop for a total of 64 public workshop participants.

Overall, attendees are passionate about their community and identified many assets that make the City a great place for them to call home. Attendees expressed a positive outlook for the future and see Petersburg's challenges not as liabilities but as untapped opportunities for growth and forward movement.

The following summarizes what the community sees as Petersburg's top strengths, weaknesses, and opportunities for the future.

## Strengths and Assets

- Rich history and well-preserved inventory of historic sites
- Location at Interstates 95 and 85
- Historic and attractive downtown
- The people and the sense of community

## Weaknesses

- Struggling public education system
- Lack of law enforcement to adequately address community needs
- Poorly maintained infrastructure and public spaces
- Blight

## Opportunities and Goals for the Future

- Improvements for water, sewer, and broadband infrastructure
- Increased provision of affordable housing and associated opportunities for homeownership
- Investment in public education, activities, and opportunities for the City's youth
- Stricter zoning and code enforcement on blighted properties



Participants engage at a PetersburgNEXT workshop

## Focus Groups

Community members, organization representatives, business owners, City department heads, and other regional experts participated in eight roundtable discussion sessions. Each session focused on a separate theme relevant to the Comprehensive Plan. In total, 54 people representing 45 organizations participated in the focus groups.

Similarly to public workshop attendees, focus group attendees viewed the City's challenges not as liabilities but as opportunities for innovative problem-solving and implementation of creative solutions. Listed here are the most common themes that arose across the focus groups, though many other topics were discussed.

- The people of Petersburg are seen as the City's greatest resource; they are passionate and committed. They love their City, believe in it, and want it to improve.
- Petersburg's rich inventory of historic resources is a unique and important asset. Natural resources, such as the Appomattox River, and recreational spaces, such as Legends Park and Petersburg Sports Complex, are other assets with untapped potential.

- Negative perceptions of the City continue to prevent growth and investment and are often incorrect.
- One of the biggest needs for the community over the next twenty years is investment in City-owned facilities, many of which have fallen into disrepair and are unsafe and/or unattractive for regular community use. Water, sewer, and transportation infrastructure also need improvement to both provide appropriate levels of service and facilitate new investment.
- Blight, the struggling public school system, and a lack of recreational opportunities and programming for youth create an environment that is conducive to crime.
- To achieve equitable and sustainable outcomes, local organizations and community members must be regularly engaged.
- Accountability, commitment, collaboration, and communication are key themes that should be explored in the Plan.

## FOCUS GROUPS: WHO PARTICIPATED?

**54** individuals from  
**45** organizations

*including but not limited to:*

Cameron Foundation  
City of Petersburg Department Heads  
Crater Health District  
Crater Planning District Commission  
Developers  
Friends of the Lower Appomattox River  
Institutions of Higher Education  
National Park Service  
Petersburg Area Transit  
Petersburg City Public Schools  
Petersburg Healthy Options Partnerships

## DRAFTING AND REFINING

### **Plan Formulation**

The Planning Commission is ultimately responsible for reviewing and recommending the proposed changes to the Comprehensive Plan, as directed in the Code of Virginia Section 15.2-2223. Code of Virginia Section 15.2-2230 additionally calls for the Comprehensive Plan to be reviewed by the local Planning Commission at least once every five years to determine whether it is advisable to amend the Plan.

Plan drafting was conducted through a collaborative approach between City staff and the Berkley Group planning consultants. The Planning Commission reviewed drafts and

provided input and guidance during bimonthly worksessions from March through November 2023.

### **Public Review**

Comprehensive Plans are a product of the community's input as interpreted through the lens of appointed and elected decision-makers. As such, the Plan follows a public review and refinement period that ensures the document accurately represents the community's concerns and has developed a path to address them accordingly. On January 12, 2024, the City of Petersburg hosted a public open house to showcase progress and gather feedback. The City also held two small-group sessions with Petersburg City Public School (PCPS) high

school students on the same day to discuss the draft Plan.

### **Refinement and Adoption**

With the inclusion of changes suggested during the public refinement period, the revised draft Plan was made available for public review and considered by the Planning Commission and City Council through a formal public hearing process.

*(Editor's Note: This section will be updated following the adoption of PetersburgNEXT.)*



Interactive mapping activity at a PetersburgNEXT workshop



ORDER HERE

# 02

# IDENTITY

Chapter 2 of PetersburgNEXT provides a data-driven foundation for the key issues and opportunities facing the City. This chapter looks back at who we were, provides foundational information relevant to who we are today, and establishes the vision to help us reach who we aspire to be.

“PETERSBURG PRIDE IS **ON THE RISE!**”

- *Community Survey Respondent*



# 02

## WHO WE WERE

Originally known as Peter's Point, Petersburg was settled at the fall of the Appomattox River, a strategic location that lends the City a rich cultural, economic, and social history. When European settlers first arrived in the early 1600s, Indigenous peoples in the area mounted fierce resistance before signing treaties that led to flourishing trade. The growth of the tobacco market in the early 1700s brought about the founding of Petersburg. Petersburg received its charter in 1748 and officially became a City in 1850.

Petersburg's free Black population grew quickly after the Revolutionary War, with Pocahontas Island becoming one of the oldest free Black settlements in the United States. In the 1830s, Petersburg built its first railroads. The ability to

connect both locally and regionally by rail led to the flourishing of agricultural and industrial uses, in turn leading to Petersburg's rise as Virginia's logistical and shipping center.

Petersburg was a significant location during the Civil War, with Petersburg National Battlefield remaining a nationally recognized and preserved site. In the spring of 1864, Union army General Ulysses S. Grant surrounded Petersburg for nearly ten months, which was the longest siege of an American city. After General Robert E. Lee and his Confederate forces abandoned Petersburg in April 1865, Lee surrendered, ending the Civil War.

By the early 20th century, the logistical and shipping center of Virginia had shifted north to Richmond. Petersburg then became the retail hub of Southside Virginia. Several new industries were established in Petersburg, including the Seward Luggage Company, which became one of the largest manufacturers of trunks and luggage in the country. Titmus Optical Company and Arnold Pen Company were also founded during the same era and contributed greatly to Petersburg's thriving economy at the turn of the 20th century. During this era, department stores, grocers, specialty stores, and theatres lined Sycamore Street and adjoining streets in Old Towne and sprung up around the Halifax Street triangle, which was the center of a thriving Black community.



Petersburg Courthouse

## WHO WE ARE

Petersburg's history, geography, vibrant local businesses, and natural beauty are embraced today with renewed excitement. Petersburg continues as a transportation hub with immediate access to Interstates 85, 95, and 295, and U.S. Routes 1, 301, and 460, as well as an Amtrak station in nearby Ettrick and a CSX freight yard on its border with Dinwiddie County. This ease of access is one factor that has attracted the pharmaceutical industry as a promising addition to Petersburg's economic base. The emerging logistics and distribution industries in adjacent localities, along with Fort Gregg-Adams, a U.S. Army training installation, have also provided residents with stable, well-paying job opportunities.

Petersburg's well-preserved historic buildings and districts evoke the feeling of stepping back in time. This rich backdrop has not only been a draw for tourists from across the United States, but has garnered the attention of the entertainment industry, with internationally acclaimed television shows and films such as *Turn* and *Lincoln* filmed in the heart of Old Towne.

Eco-tourism and sports tourism are other emerging opportunities for Petersburg. The City has a considerable amount of recreational and green space, along with Petersburg Sports Complex, an outdoor recreational venue with various sports fields, ponds, and pavilions. The Appomattox River Trail, Fall Line Trail, and East Coast Greenway will also provide new opportunities to connect Petersburg with the greater Richmond region and beyond.

To plan for the Petersburg of tomorrow, it is important to be knowledgeable about the Petersburg of today. Understanding Petersburg's demographics, how they have changed over time, and how they may continue to evolve in the future provides the City with the foundation required to establish effective and equitable policies and strategies to reach its long-term goals.



Musicians performing at the Halifax Jazz Festival

## MAP 2.1 | REGIONAL CONTEXT



### *Geography and Location*

Petersburg is 22.72 square miles – about 14,541 acres – in area and located in south central Virginia. The City is approximately 23 miles south of Richmond, 76 miles west of Virginia Beach, 130 miles south of Washington, D.C., and 148 miles north of Raleigh, North Carolina. Petersburg is located approximately halfway between the states of New York and Florida, giving it unparalleled access to a majority of the nation's population base through two major interstate highways and three U.S. routes.

### Metropolitan Statistical Area

Petersburg is one of 17 jurisdictions that comprise the Richmond-Petersburg Metropolitan Statistical Area (MSA). As of 2020, the MSA population was 1,314,434. This reflects a 10% increase from the MSA's 2010 population of 1,188,246, which can reasonably be attributed to the region's relatively low cost of living, high number of job opportunities, and easily accessible location in the central part of the state.

## MAP 2.2 | RICHMOND-PETERSBURG METROPOLITAN STATISTICAL AREA (MSA)

### TOTAL POPULATION

#### CITY OF PETERSBURG

**33,458**

#### RICHMOND - PETERSBURG MSA

**1,314,434**

#### COMMONWEALTH OF VIRGINIA

**8,631,393**

SOURCE: U.S. Census, 2020



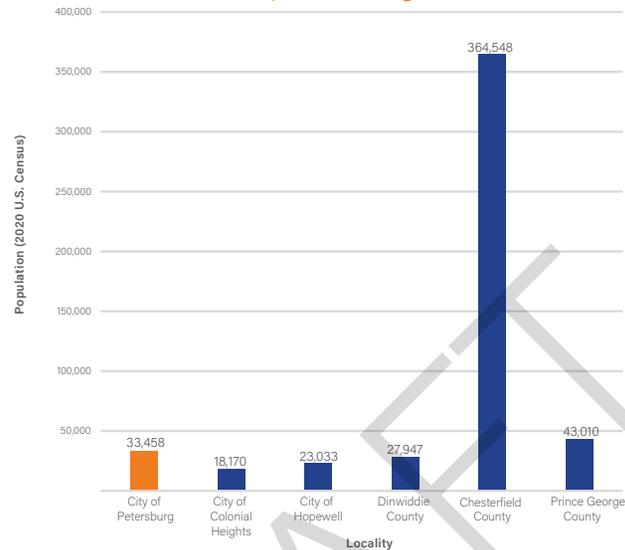
## People and Population

Petersburg's population has remained relatively stagnant since 2000, and was 33,458 as of the 2020 U.S. Census. Population is projected to increase slightly between 2020 and 2030, and then remain relatively stable through 2050. To encourage future growth and generate associated increases in revenue streams, the City can be proactive with its land use policies to encourage new development, simultaneously ensuring that the level of service of water, sewer, and transportation infrastructure can support increased use.

Petersburg is the largest of the three cities in the Tri-Cities region, and retains a larger population than all neighboring localities except Chesterfield County.

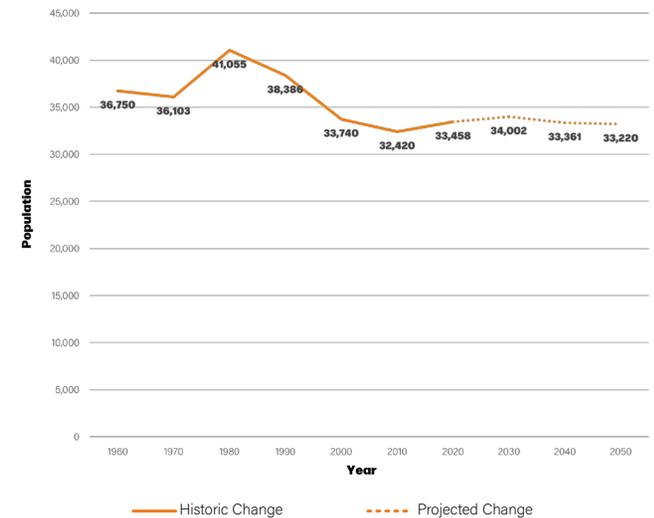
Between 2015 and 2019, Petersburg's net migration was -1,523, indicating that out-migration has played a strong role in stagnated growth. Both in- and out-migration primarily occurred between Petersburg and municipalities in the greater Richmond area. Minimal migration occurred between the City of Petersburg and Virginia municipalities outside of this region, while even lower levels of migration occurred between Petersburg and places outside Virginia.

### Total Population, Regional



SOURCE: U.S. Census, 2020

### Historic and Projected Population Growth in Petersburg



SOURCE: U.S. Census, 2020; Weldon Cooper Center for Public Service

### In-Migration and Out-Migration: Top Destinations

| Top Origins (In-Migration)  |
|-----------------------------|
| 1. City of Richmond         |
| 2. Prince George County     |
| 3. City of Colonial Heights |
| 4. Chesterfield County      |
| 5. City of Portsmouth       |
| 6. City of Hopewell         |
| 7. Henrico County           |
| 8. Dinwiddie County         |
| 9. Clay County, FL          |
| 10. Prince William County   |

SOURCE: Internal Revenue Service

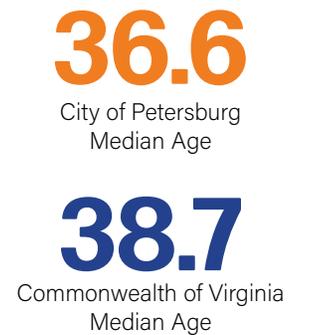
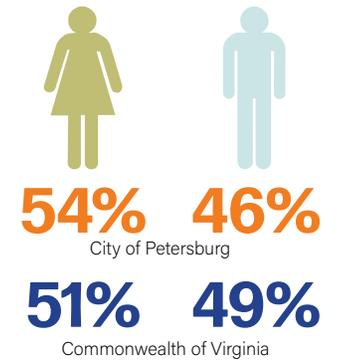
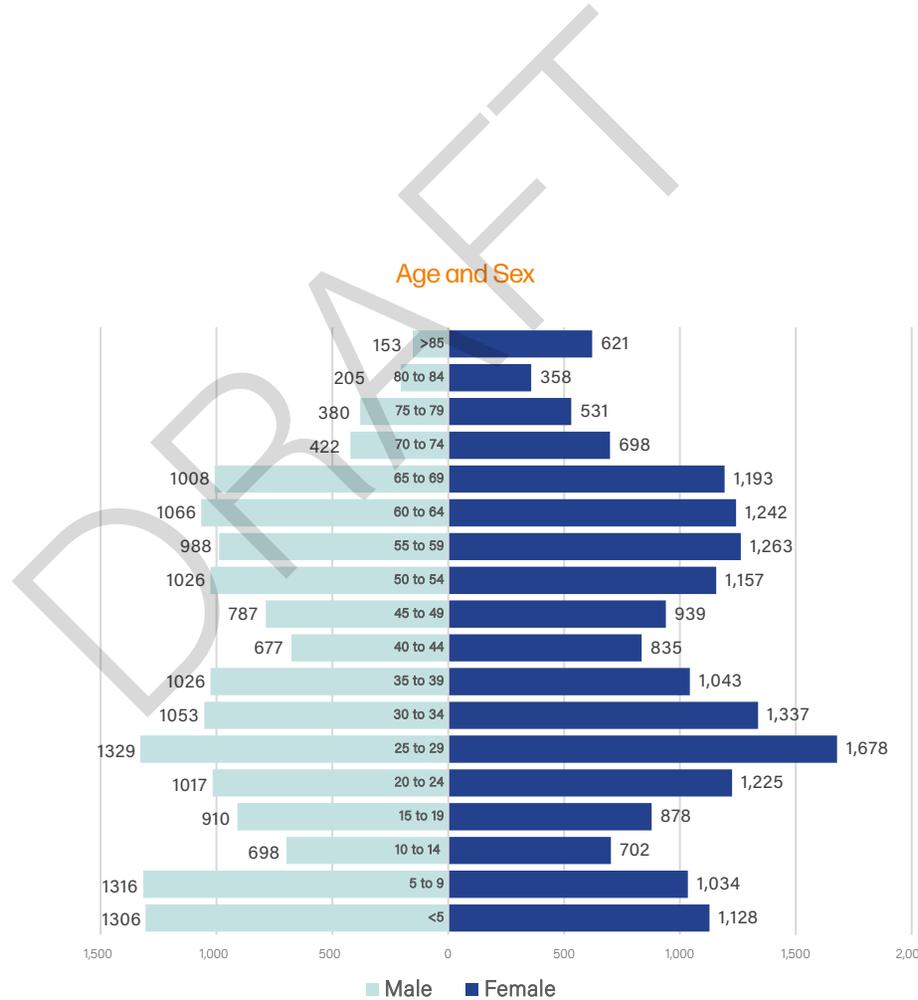
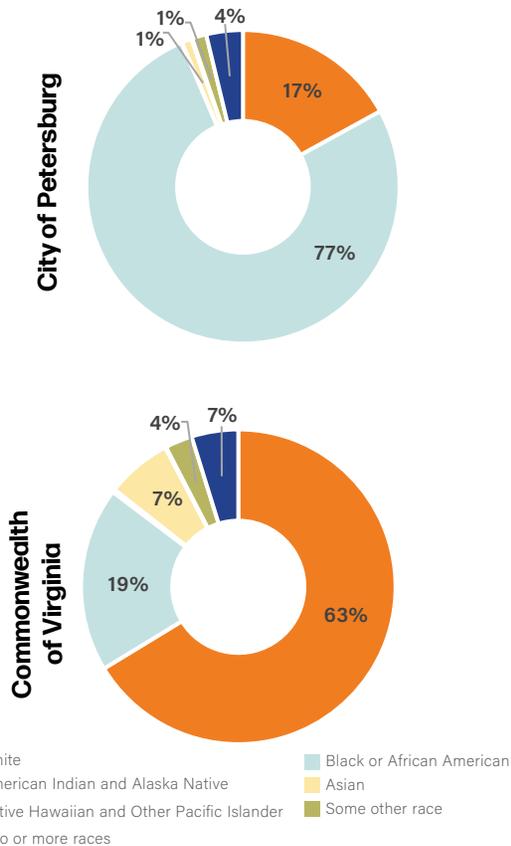
| Top Destinations (Out-Migration) |
|----------------------------------|
| 1. City of Colonial Heights      |
| 2. Prince George County          |
| 3. City of Portsmouth            |
| 4. Chesterfield County           |
| 5. City of Richmond              |
| 6. Henrico County                |
| 7. Surry County                  |
| 8. Augusta County                |
| 9. Escambia County, FL           |
| 10. City of Hopewell             |

To plan equitably, the City must be mindful of who is in the community, and how this may change over the next twenty years. Petersburg is a racially diverse City. A majority (77%) of the City's residents identify as Black or African-American; 17% identify as white. Racial diversity has not significantly changed over time, and Petersburg has remained generally

more diverse than its neighboring localities and Virginia overall.

Petersburg is generally a slightly younger locality than most of its neighbors and has a younger population than Virginia overall. The median age in Petersburg is 36.6; this has not changed significantly since 2000. The City's population

as of 2020 reflects large concentrations of residents between the ages of 0 to 9, 25 to 39, and 60 to 69. Therefore, the ways in which Petersburg will seek to move forward in the future should be intergenerational in nature, meaning that they should have positive benefits for a variety of ages and not solely a specific sub-group.



SOURCE: 2018-2022 American Community Survey, 5-Year Estimates

## Economy

Baseline economic metrics such as educational attainment, unemployment rate, and median household income are important in understanding the socioeconomic characteristics of the community. Educational attainment in Petersburg falls behind the statewide average, particularly when considering the percentage of adults with an associate's or bachelor's degree.

Petersburg has seen a higher unemployment rate than the rest of the country since 2008. Additionally, it appears that Petersburg's unemployment rate is more susceptible to rise during recessions than the nationwide unemployment rate. Overall, however, the unemployment rate has been trending steadily downward since 2008.

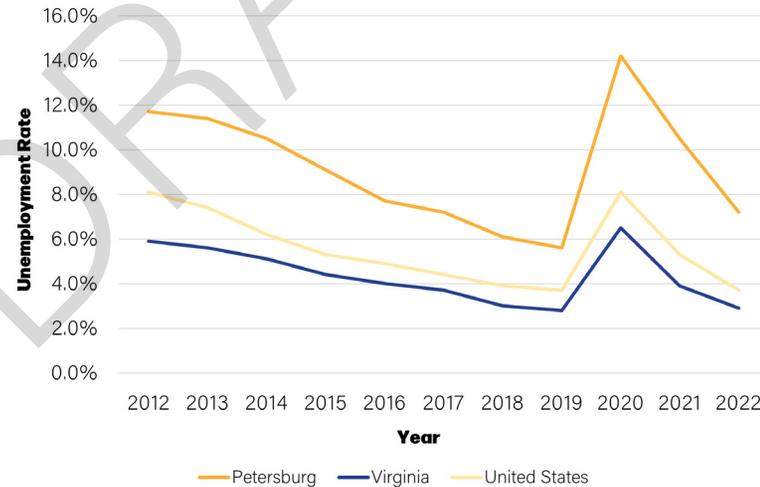
At \$46,930, Petersburg's median household income is significantly lower than the statewide median of \$87,249. The discrepancy increases when the data is isolated for owner-occupied households: \$58,815 for Petersburg, compared to \$107,580 for Virginia. The difference in the median household income of renter households is meaningful, but less pronounced than the difference in the median household income for owner-occupied households.

### Median Household Income Comparison



SOURCE: 2018-2022 American Community Survey, 5-Year Estimates

### Unemployment Rate, 2008-2022



SOURCE: Virginia Employment Commission, Economic Information & Analytics, Local Area Unemployment Statistics

### Educational Attainment

| Educational Attainment        | City of Petersburg | Commonwealth of Virginia |
|-------------------------------|--------------------|--------------------------|
| Less than 9th grade           | 5.3%               | 3.6%                     |
| 9th to 12th grade, no diploma | 8.3%               | 5.3%                     |
| High school graduate          | 35.9%              | 23.9%                    |
| Some college, no degree       | 20.9%              | 18.5%                    |
| Associate's degree            | 7.9%               | 7.8%                     |
| Bachelor's degree             | 13.5%              | 23.1%                    |

SOURCE: 2018-2022 American Community Survey, 5-Year Estimates



### Top Employers

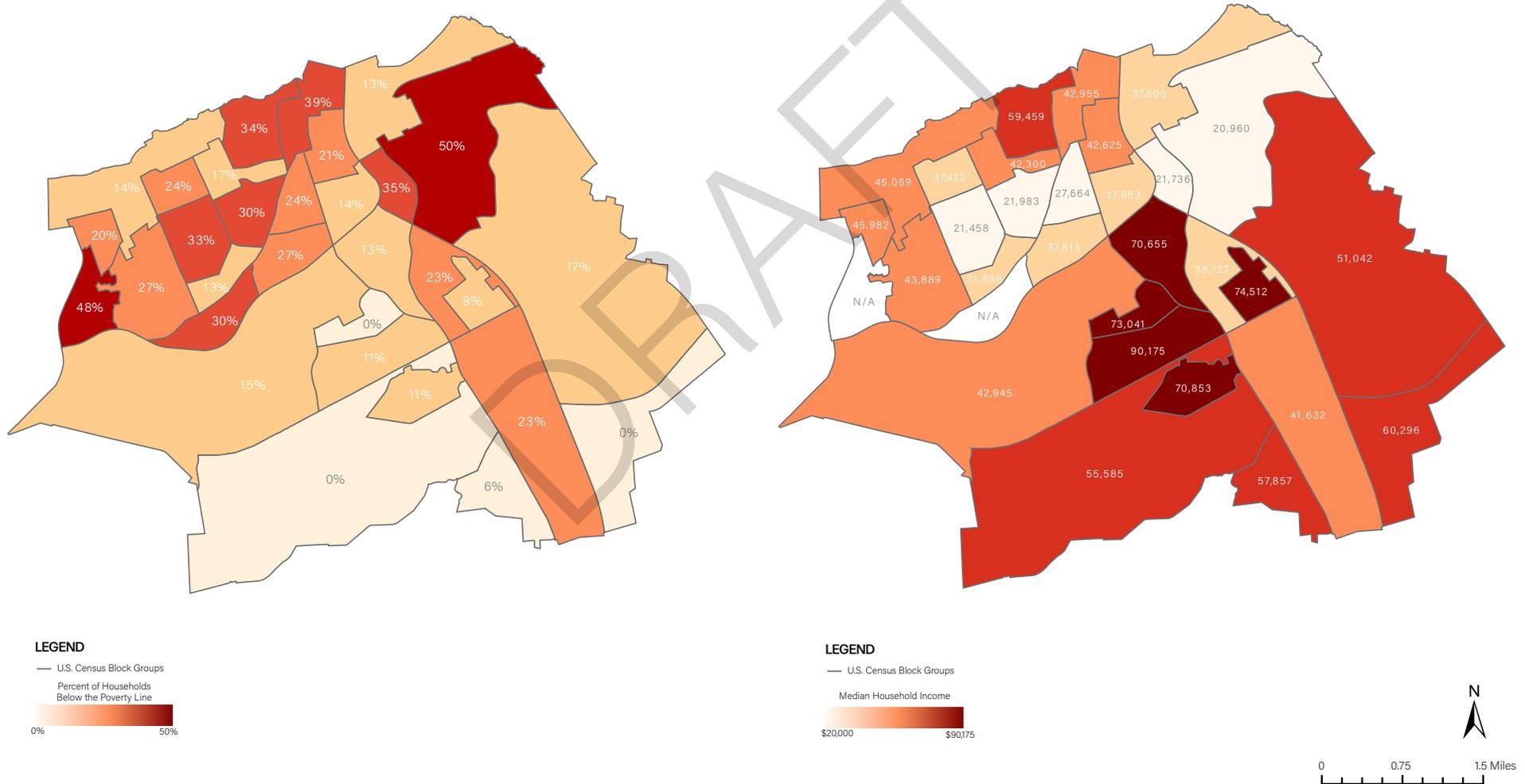
1. Bon Secours Health System
2. City of Petersburg
3. Petersburg City Public Schools



SOURCE: Virginia Employment Commission, Economic Information & Analytics, Quarterly Census of Employment and Wages (QCEW), 3rd Quarter (July, August, September) 2023

High poverty levels have caused challenges for Petersburg in recent years due to demand for the provision of health and human services. This provides an opportunity for the City to reevaluate the efficiency of its operations, determine potential options for public-private partnerships, and expand City facilities. Poverty and household income tend to be inversely correlated (Map 2.3), providing the City with the opportunity to locate facilities in areas of greatest need.

## MAP 2.3 | POVERTY AND MEDIAN HOUSEHOLD INCOME BY BLOCK GROUP



## Housing and Neighborhoods

Housing is a major component of land use and development in Petersburg. Community feedback reflected a desire to improve the existing housing stock through blight abatement and adaptive reuse, as well as to ensure that housing costs remain affordable within the context of Petersburg's median household income and poverty rate.

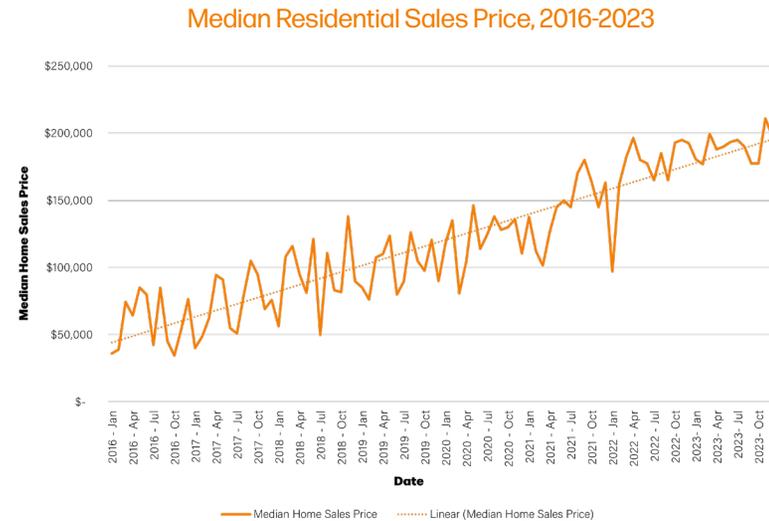
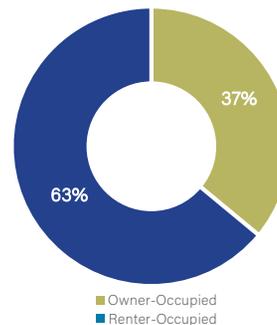
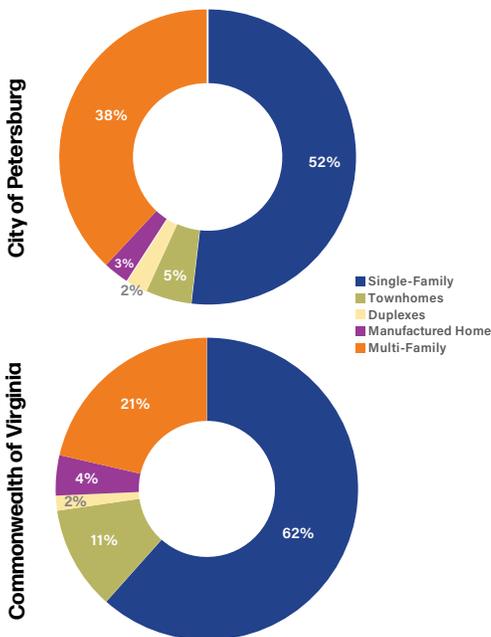
Petersburg's housing stock is primarily composed of single-family dwellings, although the housing stock is more diverse than that of Virginia overall due to a higher percentage of multi-family dwellings. The majority of

Petersburg's occupied residences are renter-occupied.

The median home sales price in Petersburg as of December 2023 was \$198,000, while the median home sales price across Virginia was \$286,250. While lower median home sales prices in Petersburg may imply affordability, there are several other factors to consider, such as blight and a higher percentage of multi-family housing, which is typically lower cost than single-family housing. In addition, approximately 50% of Petersburg's renter households and 30% of Petersburg's homeowner households are considered cost-

burdened, meaning that 30% or more of their income goes toward housing costs, including a monthly rent or mortgage payment and utilities.

Broadband access remains a challenge for City residents. 20% of residents can only access the Internet through a cellular subscription, and only 56% of residents have broadband through cable, fiber optic, or DSL. Closing the digital divide is a worthwhile goal for the City, as it opens new doors for online and remote employment and educational opportunities. The Community Facilities and Infrastructure chapter of this Plan (Chapter 6) explores broadband investment in greater detail.



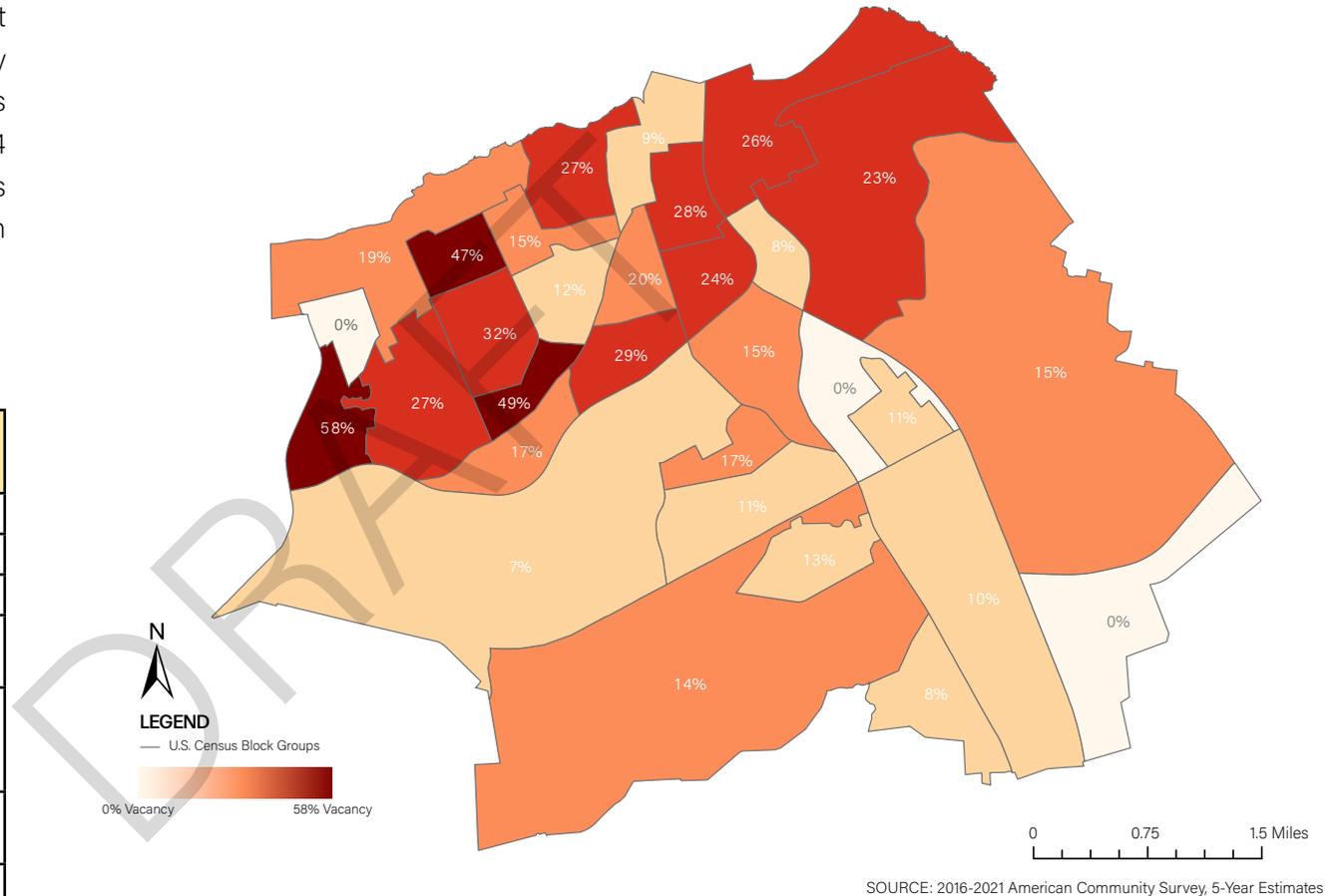
SOURCE (all infographics): 2018-2022 American Community Survey, 5-Year Estimates; Virginia Realtors; Virginia Housing Forward

Petersburg's residential vacancy rate is more than double the statewide average. The highest contributors to the City's vacancy rate are the high percentage of blighted and abandoned homes (included in the Other Vacant category), and homes that are available for rent but not yet leased to a tenant. Monitoring the vacancy rate is important as it signals when the City's housing market may be imbalanced. Chapter 4 of this Plan discusses vacancy and strategies for blight abatement and rental properties in greater detail.

## MAP 2.4 | RESIDENTIAL VACANCY RATE BY BLOCK GROUP

| Vacancy Status                                |                 |             |
|---|-----------------|-------------|
|   | Number of Units | Percentage  |
| Other vacant                                  | 1,936           | 59.8%       |
| For rent                                      | 837             | 25.8%       |
| For sale only                                 | 257             | 7.9%        |
| Rented, not occupied                          | 74              | 2.3%        |
| For seasonal, recreational, or occasional use | 129             | 4.1%        |
| Sold, not occupied                            | 5               | 0.1%        |
| For migrant workers                           | 0               | 0%          |
| <b>Total Vacant:</b>                          | <b>3,238</b>    | <b>100%</b> |

SOURCE: 2018-2022 American Community Survey, 5-Year Estimates



SOURCE: 2016-2021 American Community Survey, 5-Year Estimates

## Transportation

Most of Petersburg's employees commute to work alone. However, 12.3% carpool to work and 3.7% rely on public transportation – both notably higher than the statewide percentages. This can be explained by the fact that 16.5% of households do not have access to a personal vehicle. Investment in alternative transportation methods therefore becomes an important policy tool to provide equitable access to stable, well-paying employment opportunities.

Most of Petersburg's commuters travel to Henrico and Chesterfield Counties, as well as the City of Richmond, for employment. The mean travel time to work is slightly lower than the statewide mean travel time and can be explained by the fact that the top employment destinations for City residents are relatively close by.

The Mobility and Transportation chapter (Chapter 9) provides considerations for transportation and provides projects that should be prioritized over the timeframe of this Plan.

## Commuter Mode of Transportation

| Commuting to Work                         | City of Petersburg | Commonwealth of Virginia |
|---|--------------------|--------------------------|
| Drove alone                               | 72.4%              | 70.9%                    |
| Carpooled                                 | 12.3%              | 8.3%                     |
| Public transportation (excluding taxicab) | 3.7%               | 3.0%                     |
| Walked                                    | 1.2%               | 2.1%                     |
| Other means                               | 3.3%               | 1.7%                     |
| Worked from home                          | 7.2%               | 14%                      |

SOURCE: 2018-2022 American Community Survey, 5-Year Estimates



SOURCE: U.S. Census On The Map, 2019

## Community Health and Wellness

Land use policies can positively influence the overall quality of life and health outcomes for a community. Investing in alternative transportation options, encouraging housing opportunities that are safe and free of health hazards, providing and maintaining parks and recreational opportunities, and adopting Zoning Ordinance regulations that limit adverse development impacts on the natural environment are all examples of policies that will benefit public health outcomes for residents. Information and strategies related to public health can be found throughout this Plan.

Root causes of poor health outcomes consist of a number of different social and environmental factors, apart from clinical care, including but not limited to transportation, housing, and healthy food access. These root causes, collectively, are why differences in health outcomes between groups known as health disparities persist. For example, Black community members are 40% more likely to have high blood pressure and 20% more likely to die from heart disease than white community members. The difference in outcomes of these groups demonstrates health disparities. The major underlying root causes contributing to health disparities are poverty and racism. Poverty limits a family or individual's ability to achieve their healthiest life by limiting the availability of healthy options. For example, most people experiencing poverty live in neighborhoods without grocery stores,

or other retail outlets that sell healthy and fresh food. Additionally, most impoverished neighborhoods have unsafe streets and sidewalks, either by design or because of perceived crime risk, therefore inhibiting transportation and recreation.

Regional Health Data

| Health Metric                                      | City of Petersburg | Dinwiddie County | City of Hopewell | City of Colonial Heights | Prince George County |
|--|--------------------|------------------|------------------|--------------------------|----------------------|
| Median Household Income                            | \$46,930           | \$77,225         | \$50,661         | \$72,216                 | \$80,318             |
| Percentage of Residents Below Federal Poverty Line | 22.2%              | 11%              | 21.3%            | 10.2%                    | 8.3%                 |
| Overall Life Expectancy (years)                    | 66.2               | 76.7             | 70.2             | 73.7                     | 80.8                 |
| Adult Obesity Rate                                 | 47%                | 41%              | 41%              | 39%                      | 36%                  |
| Food Insecurity Rate                               | 18%                | 9%               | 17%              | 10%                      | 7%                   |
| Physical Inactivity Rate                           | 32%                | 24%              | 33%              | 23%                      | 23%                  |

SOURCES: 2018-2022 American Community Survey, 5-Year Estimates; 2023 County Health Rankings



## COUNTY HEALTH RANKINGS: PETERSBURG HIGHLIGHTS

### STRENGTHS:

- **Rate of Access to Exercise Opportunities:** 94% in Petersburg vs. 83% in Virginia
- **Social Associations Index:** 16.1 in Petersburg vs. 11.0 in Virginia

### OPPORTUNITIES FOR GROWTH:

- **Sexually Transmitted Infections:** 1,563.2 per 100,000 people in Petersburg vs. 479.9 per 100,000 people in Virginia
- **Physical Inactivity Rate:** 32% in Petersburg vs. 20% in Virginia
- **Rate of Severe Housing Problems:** 27% in Petersburg vs. 14% in Virginia

[Click here to explore the full County Health Rankings for Petersburg.](#)

County Health Rankings, a nationally recognized organization that models the influence of health determinants on a community, ranks Petersburg as the lowest jurisdiction in Virginia for both health outcomes and health factors. Health outcomes indicate how healthy City residents are both in terms of lifespan and quality of life. Health factors represent aspects that the City can help influence to improve long-term health outcomes. Petersburg has much to be optimistic about for several health factors, namely access to exercise opportunities, which can be attributed to the City's large inventory of green spaces. Social associations are another strength due to the City's many passionate

and active community groups. Petersburg can draw on those in the community to be active advocates and partners for other healthy changes and initiatives. Ultimately, Petersburg should view public health not as a liability but rather as an opportunity to leverage creative solutions for promoting resident wellbeing and enhance overall quality of life.

The potential for partnerships with local and regional organizations to provide care in areas of greatest need should not be overlooked. Public health is one of the major themes of PetersburgNEXT and can be found interwoven throughout each of the Plan chapters.



*Enjoying quality time at a City event*



## PLANNING FACTORS

Planning factors are trends, recent changes, or circumstances that influence Petersburg's land use and development policies. They can be local, statewide, or even national in their scope. Petersburg will remain aware of the following planning factors as it seeks to set goals, objectives, and strategies for the next twenty years:

### **Fort Gregg-Adams**

The close proximity of Fort Gregg-Adams to Petersburg presents many challenges and opportunities. Petersburg can evaluate zoning and development patterns on its east side to provide more housing opportunities for military families, as well as evaluate investment in its public school facilities to provide a more attractive incentive for families deciding where to relocate.

### **Waterfront Investment**

Plans to extend the East Coast Greenway multi-modal trail, the Fall Line Trail, and the Appomattox River Trail through Petersburg will be transformative for the City's waterfront areas. Undeveloped parcels along the Appomattox River present opportunities for development that has benefits for both residents and visitors alike, such as recreational spaces that can also hold special events or festivals or additional sidewalk and bicycle infrastructure to connect Old Towne with the waterfront. This, combined with trails investment and possibilities of dredging the river, has the potential to position Petersburg as Central Virginia's new destination for outdoor recreation and tourism.

### **Virginia State University**

The presence of Virginia State University (VSU) across the Appomattox River in Ettrick presents opportunities for investment in multi-family housing, as well as amenities such as retail, restaurants, and entertainment that are desirable to college students.

### **Water and Sewer Infrastructure**

Petersburg can accommodate future growth and investment by repairing and upgrading its water and sewer infrastructure. The City's utilities infrastructure is hundreds of years old, leading to inconsistent provision of quality service to the community. Recent investments have been made to improve service in the Poor Creek Sewer Service Area. The short-term costs will be returned by the long-term benefits of increased capacity that will fuel economic growth.

### **Historic Preservation**

Petersburg's rich history and well-preserved downtown and residential historic districts, along with Petersburg National Battlefield, have long been valued by residents and visitors alike. The City can continue to protect, preserve, and promote the assets as a tourism draw and opportunity to reinforce community pride.

### ***Housing Rehabilitation and Blight Abatement***

Across the nation, more and more private corporations and non-local landlords are beginning to control localities' affordable housing supply, as affordable housing is often perceived to be an easy investment opportunity. This is true of Petersburg, where many landlords are non-local, in turn making it more difficult for local residents to achieve homeownership. Additionally, the lack of continuous property monitoring makes it easier for properties to fall into states of disrepair or blight, and more difficult for the City to enforce code violations and tax evasion. Petersburg can explore ways to communicate with and enforce requirements for non-local landlords, and partner with organizations that promote pathways to homeownership.

### ***Rise of Remote Work***

The rise of remote work has shifted traditional housing and transportation patterns. Across both Virginia and the nation, remote workers are moving to cities with lower costs of living due to their newfound mobility and flexibility. Remote workers are also drawn to cities with recreation and entertainment opportunities as they contribute to a healthy work-life balance. Many localities have adopted initiatives to attract remote workers as a means of increasing tax bases and opening doors for investment in new amenities that can have broad community benefits, such as co-working spaces, small businesses, and recreational opportunities. Petersburg will consider the degree to which it wants to promote itself as a remote work destination.

### ***New Industries***

Petersburg was recently announced as the new home of a pharmaceutical campus. This new industry will have many ripple effects on Petersburg, including a rise in the number of commuters, new families looking to relocate to the City, and new opportunities for specialized education through local community colleges and workforce development programs. Additionally, the emerging warehousing industry and arrival of associated distribution centers in Petersburg and in neighboring localities connects local residents with new job opportunities and warrants the need for a regional approach to investment in transportation infrastructure.



*Rendering of Civica, Inc.'s facility in the pharmaceutical campus  
Photo Credit: Civica Inc.*

### ***Climate Resiliency and Green Energy***

As climate change and an associated rise in severe weather events such as flooding and extreme temperatures become an increasing threat, Petersburg must be prepared to respond to emergencies as they happen, and remain resilient in disaster recovery.

Green energy is a large part of climate resiliency. In planning for the future, Petersburg will evaluate how green energy infrastructure - including but not limited to electric vehicle (EV) charging stations - can be established and used to the benefit of the community.

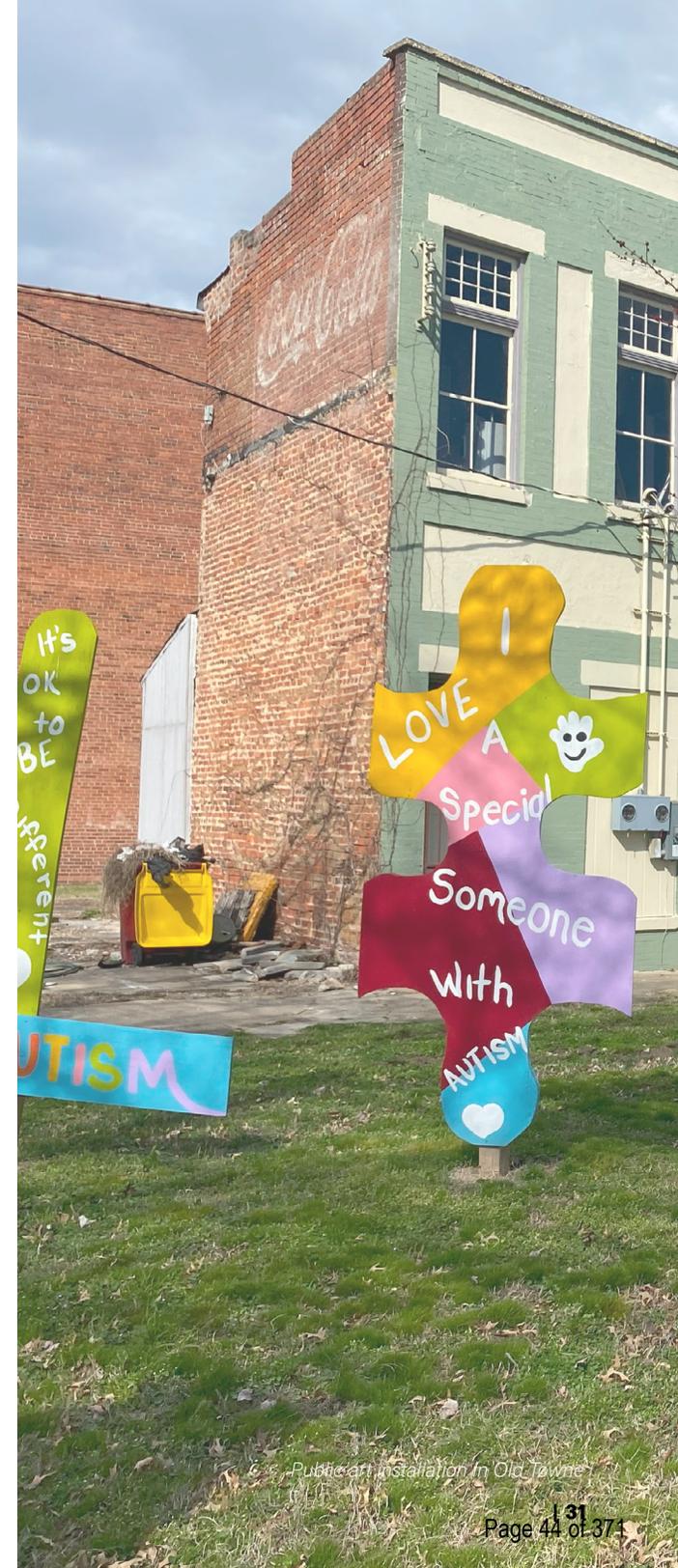
### ***Broadband Infrastructure***

Reliable internet is a fundamental aspect of 21st century living, and has many benefits to Petersburg. When residents can access reliable internet at their homes, new doors open for educational and employment opportunities. Additionally, strong broadband infrastructure can spark new economic development through the arrival of new businesses and remote workers. Petersburg will continue its efforts to provide reliable broadband in all areas of the City.

### ***Arts and Culture***

Petersburg's rich history has led to a distinctive community culture and a thriving arts community. The film industry, live music, acting and performing arts, and visual arts all enjoy a predominant presence in Petersburg and enrich the City's already vibrant culture. In recent years, there has been a greater effort to further explore other contemporary and cultural assets within Petersburg that might be leveraged as tourist attractions and draw a broader, more diverse audience.

DRAFT



Public art installation in Old Towne

## WHO WE ASPIRE TO BE

Understanding who we are today helps us envision tomorrow. Petersburg's collective vision – and the means required to achieve this vision – is a long-term goal. It will require active participation and engagement from a variety of people and organizations. This vision can be achieved by setting goals with specific objectives, strategies, and implementation tools, along with continuously monitoring progress after the Plan is adopted.

The distinct benefit of a Comprehensive Plan is that it provides the direction to transform a clear vision into a recognizable reality. PetersburgNEXT considers how the entire community's values, people, places, and prosperity are interrelated and interdependent. It identifies defining issues and opportunities for the next twenty years, and how Petersburg can leverage its strengths while mitigating its weaknesses. PetersburgNEXT is our community's Plan for a bright future and lays the fundamental groundwork to keep moving forward over the next twenty years and beyond.

**Petersburg is a thriving,  
culturally diverse community  
where all residents enjoy safe  
and attractive neighborhoods,  
economic opportunity, quality  
education, and celebration of  
rich history.**

PETERSBURG**NEXT** VISION STATEMENT

## KEY THEMES

To achieve the vision for 2044 and beyond, Petersburg is committed to making decisions that are equitable, intended to advance public health and safety, informed by collaboration with key partners, and wisely steward natural resources. These key themes are recognized and further discussed in each of the Plan chapters.

### **Equity**

Interwoven through all of the planning efforts and decisions Petersburg must make is the need to plan and provide equitably for all City residents. Housing, community facilities, and transportation infrastructure are three areas of immediate need for improving choice and access, but equitable access to economic opportunities, a healthy environment, and safe neighborhoods are fundamental to Petersburg's bright future.

### **Public Safety**

Safe communities are healthy communities. Petersburg recognizes the impacts of land use decisions, infrastructure provision, and attractive and clean neighborhoods on public safety and is committed to making crime reduction an interwoven element of strategic decision-making.

### **Public Health**

The quality of the built environment has profound impacts on community health. Petersburg will strive to build upon elements that support a healthy community, including active transportation infrastructure, recreational opportunities, and access to fresh and healthy food options.

### **Responsible Regionalism**

Successful implementation of the strategies identified in this Plan will require collaboration with community-based organizations, neighboring localities, and state agencies. Petersburg will be a responsible partner and work actively with the community and region to achieve its visions for 2044.

### **Environmental Stewardship**

The protection and preservation of Petersburg's land, water, and air, along with mitigating the impacts of climate change, are important considerations for the next twenty years. Petersburg will consider resilience, sustainability, and resource protection in its land use and development policies so the City's natural beauty and environment can be enjoyed for generations to come.



*Community members enjoying a meal at a Petersburg Night Out*

# Our Plan for a bright future.

## PLAN VISION

Petersburg is a thriving, culturally diverse community where all residents enjoy safe and attractive neighborhoods, economic opportunity, quality education, and celebration of rich history.

## KEY THEMES

EQUITY

PUBLIC SAFETY

PUBLIC HEALTH

RESPONSIBLE REGIONALISM

ENVIRONMENTAL STEWARDSHIP

## PLAN CHAPTERS

ECONOMIC DEVELOPMENT

HOUSING AND NEIGHBORHOODS

PARKS, RECREATION, ARTS, AND HISTORIC PRESERVATION

COMMUNITY FACILITIES AND INFRASTRUCTURE

PUBLIC SAFETY

MOBILITY AND TRANSPORTATION

ENVIRONMENTAL STEWARDSHIP

LAND USE

03

# ECONOMIC DEVELOPMENT

Petersburg will build a thriving and resilient economy that promotes quality jobs in diverse industries, workforce development, and tourism and business opportunities.



"I WANT TO SEE PETERSBURG BECOME  
A GATEWAY BETWEEN THE NORTH AND  
SOUTH; I WANT THIS CITY TO BECOME **A  
BEACON OF THE EAST COAST.**"

- *Community Survey Respondent*

# 03

## INTRODUCTION

Petersburg enjoys a strategic location within the heart of Virginia, with excellent access to major markets such as Richmond, Hampton Roads, Washington, D.C., and Raleigh, North Carolina. It is served by two primary interstates, rail, and several other major highways. Extensive frontage along the Appomattox River also presents untapped opportunities for economic investment and tourism.

While Petersburg experienced a financial crisis in 2016, the City boasts a A+ bond rating as of 2023. Recent multimillion dollar investments in advanced manufacturing at the pharmaceutical campus will continue Petersburg's legacy as an industrial powerhouse.

The largest sector of the local economy is the Health Care and Social Assistance sector, which supports approximately 4,000 jobs. Other significant sectors include Government, Retail Trade, and Manufacturing. Long-term development and growth of these sectors, particularly professional and scientific jobs related to the pharmaceutical campus and advanced manufacturing, will lead to a rise in residents' household income. Housing and workforce development strategies will help capture this growth and keep high wages circulating within the local economy, producing beneficial ripple effects throughout the community, including growing the tax base.

This chapter highlights the key economic drivers in Petersburg, workforce and industry characteristics, and strategies to continue supporting the existing economy while making intentional investments in prospective growth sectors.



## COMMUNITY FEEDBACK: ECONOMIC DEVELOPMENT

- Improving public education and workforce development opportunities was identified as a top priority for the future.
- Currently, community members do not feel that Petersburg is business friendly or has the appropriate mix of jobs that pay a living wage.
- The most encouraged land uses include redevelopment and infill of existing underperforming commercial areas, new commercial and business development, mixed use development, and manufacturing centers.
- Small businesses, general retail such as grocery stores and pharmacies, and entertainment are the most desirable types of non-residential land uses.



Old Mansion Foods facility

## WHERE ARE WE NOW?

In 2016, Petersburg faced a financial crisis as a declining tax base combined with collection issues led to the City nearly going bankrupt. However, thanks to sound leadership, Petersburg executed a turnaround for the ages. Tax collection receipts rose from 60% to 85% in a three-year period. A new team of economic development and tourism professionals was brought onboard. These changes placed Petersburg in the unique position of being able to take advantage of opportunities created by the COVID-19 pandemic, specifically the need for domestic pharmaceutical manufacturing. By leveraging state and federal funding, the City was able to attract three major pharmaceutical manufacturers with hundreds of stable and high-paying jobs, placing Petersburg at the forefront of vaccine and related drug manufacturing in Virginia. The rise of e-commerce led to rapid growth in regional warehousing and distribution, with Petersburg looking to site distribution centers within City limits in the coming years as another valuable source of stable jobs and tax revenue.

Some headwinds exist due to the City's unemployment rate remaining higher than the statewide average. Many employers still experience difficulties finding workers in the wake of the COVID-19 pandemic. However, overall trends are improving and the labor

force participation rate is experiencing a resurgence. Bringing additional jobs to Petersburg, as well as continuing efforts to raise labor force participation rates, will sustain this improvement. Additionally, local residents will need continued access to workforce development and education in order to ensure they can take advantage of these newly created opportunities, such as the "gig economy," which includes short-term contracts or freelance work.

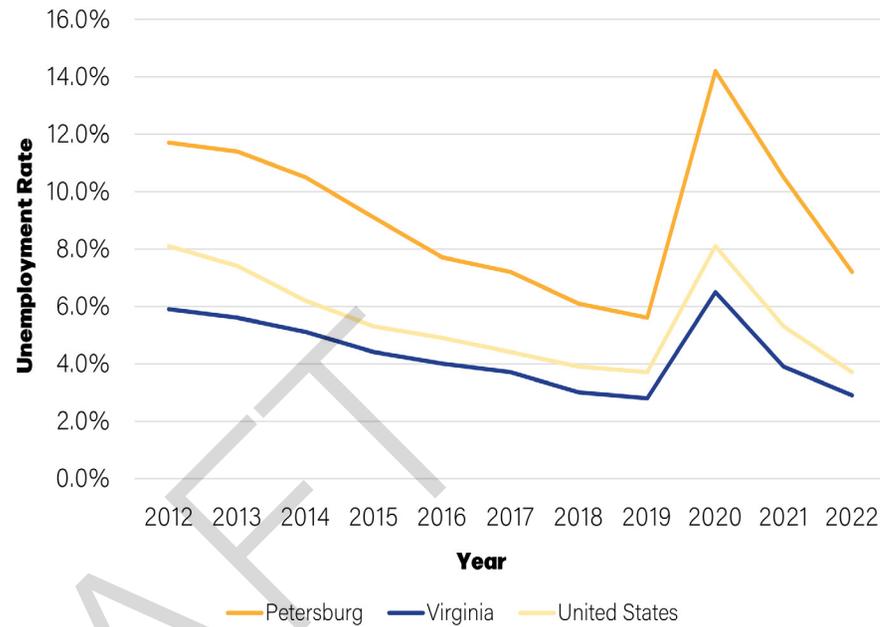
While challenges remain, particularly in ensuring that these newfound opportunities benefit local residents, Petersburg has ultimately positioned itself for a bright economic future through building diversity in advanced manufacturing, warehousing and distribution, and supporting growth in the gig economy.

**The pharmaceutical campus is located in Petersburg's southeastern area and currently consists of three pharmaceutical manufacturers: AMPAC Fine Chemicals, Phlow Corp., and Civica Rx.**

## Unemployment Rate and Labor Force Participation

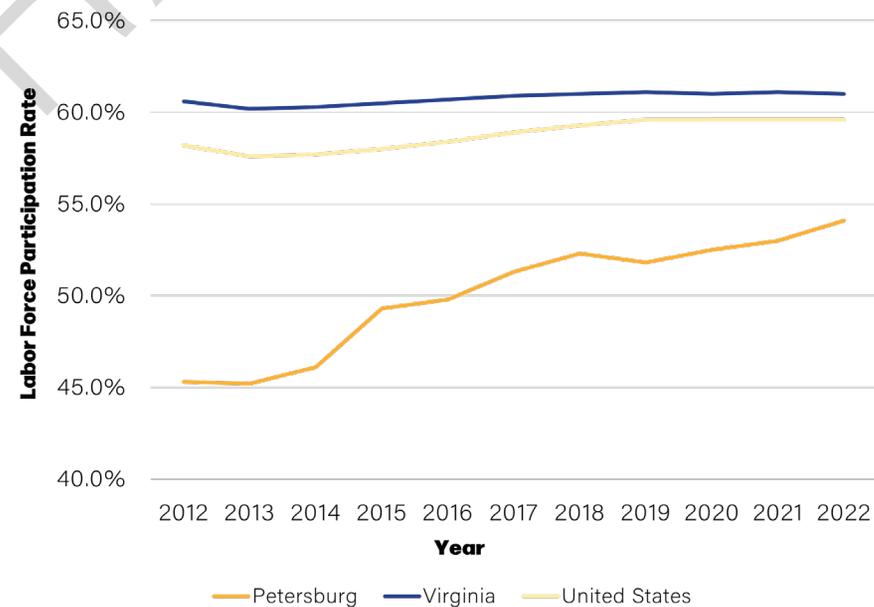
The unemployment rate represents the number of unemployed people as a percentage of the labor force. The Labor Force Participation (LFP) rate is the percentage of the population that is either working or actively looking for work. Strong labor force participation and low unemployment reflect a robust job market. While Petersburg's LFP rate has historically trailed state and national averages, since 2012 it has increased from 45.3% to 54.1%. Similarly, the unemployment rate has been higher than state and national averages but has decreased since 2020. These trends indicate a positive shift in Petersburg's economic landscape, with more jobs available and more people getting back to work after pandemic disruptions in 2020. Investing in workforce development programs in partnership with regional institutions of higher education and business development organizations will be a powerful catalyst for continued labor force growth.

Figure 3.1 | Unemployment Rate, 2012-2022



SOURCE: Virginia Employment Commission, Economic Information & Analytics, Local Area Unemployment Statistics

Figure 3.2 | Labor Force Participation Rate, 2012-2022



SOURCE: American Community Survey 5-Year Estimates, 2018-2022

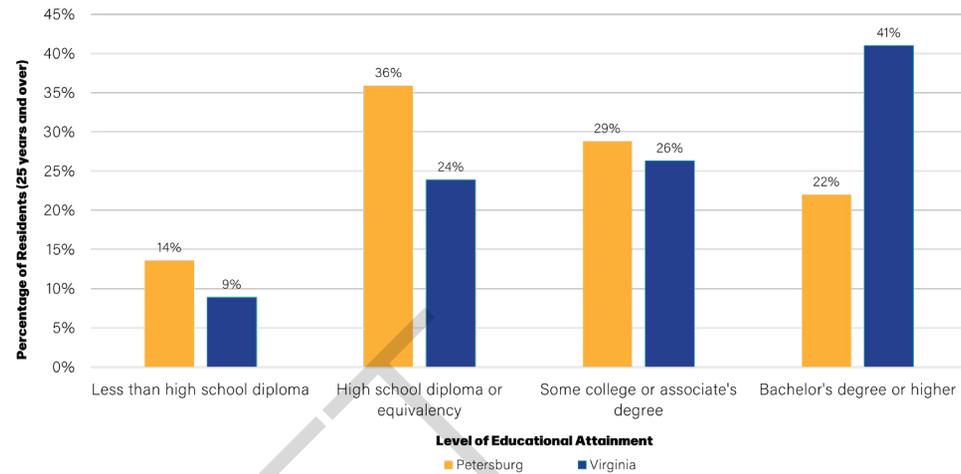
## Educational Attainment

Petersburg benefits from its proximity to several colleges and universities, including Virginia State University (VSU), Brightpoint Community College (BCC), and Richard Bland College (RBC), all of which provide opportunities for higher learning to residents. While the number of residents with a bachelor's degree is roughly half of the state average, the number of residents who have graduated high school currently exceeds the state average, and the percentage of Petersburg residents with an associate's degree is very close to the statewide average. The presence of higher education institutions in the community is an opportunity to enhance partnerships and increase participation in education and jobs training.

## Household Income and Weekly Wages

Median household income and weekly wages are valuable metrics for evaluating a community's economic health. Petersburg's median household income ranks fifth out of six surrounding localities, and is about 60% lower than the statewide median of \$87,249 (Table 3.1). Average weekly wages by industry are shown in Table 3.2. Petersburg's overall average weekly wage of \$977 is below the Crater regional average weekly wage of \$1,117.

Figure 3.3 | Educational Attainment



SOURCE: American Community Survey 5-Year Estimates, 2018-2022

Table 3.1 | Regional Median Household Income

| Locality                  | Median Household Income |
|---------------------------|-------------------------|
| Chesterfield County       | \$95,757                |
| Prince George County      | \$80,318                |
| Dinwiddie County          | \$77,225                |
| City of Colonial Heights  | \$72,216                |
| <b>City of Petersburg</b> | <b>\$46,930</b>         |
| City of Hopewell          | \$50,661                |

SOURCE: American Community Survey 5-Year Estimates, 2018-2022

Table 3.2 | Average Weekly Wage by Industry

| Industry   | Wage         |
|--|--------------|
| Utilities  | \$2,226      |
| Construction                                     | \$1,276      |
| Manufacturing                                    | \$1,366      |
| Wholesale Trade                                  | \$1,450      |
| Retail Trade                                     | \$616        |
| Transportation and Warehousing                   | \$1,016      |
| Finance and Insurance                            | \$1,205      |
| Information                                      | \$2,302      |
| Real Estate and Rental and Leasing               | \$997        |
| Professional, Scientific, and Technical Services | \$1,259      |
| Administrative and Support and Waste Management  | \$713        |
| Educational Services                             | \$859        |
| Health Care and Social Assistance                | \$1,127      |
| Accommodation and Food Services                  | \$405        |
| Other Services                                   | \$776        |
| Government, All                                  | \$1,187      |
| <b>Total, All Industries</b>                     | <b>\$977</b> |

SOURCE: Virginia Employment Commission, Economic Information & Analytics, Quarterly Census of Employment and Wages (QCEW), 3rd Quarter (July, August, September) 2023

## Employment by Industry

Table 3.3 shows the number of employees in each industry, as well as the percentage of Petersburg's jobs that each industry represents. The largest industry by employment is the Health Care and Social Assistance sector, representing over 30% of the total number of jobs in Petersburg. Given its outsized importance to the local economy, the health and growth of this sector is a top priority. The coming pharmaceutical campus will add to this presence, though it will be primarily represented in the Manufacturing industry, which currently represents over 8% of the total jobs. Employment in the Retail Trade and Government industries also comprises over 10% each of the total number of jobs.

Table 3.3 | Employment by Industry

| Industry   | Employment    | Percentage of Total Jobs |
|--|---------------|--------------------------|
| Utilities  | 12            | 0.1%                     |
| Construction                                     | 462           | 3.9%                     |
| Manufacturing                                    | 1,003         | 8.4%                     |
| Wholesale Trade                                  | 325           | 2.7%                     |
| Retail Trade                                     | 1,256         | 10.5%                    |
| Transportation and Warehousing                   | 178           | 1.5%                     |
| Finance and Insurance                            | 168           | 1.4%                     |
| Information                                      | 11            | 0.1%                     |
| Real Estate and Rental and Leasing               | 150           | 1.3%                     |
| Professional, Scientific, and Technical Services | 116           | 0.9%                     |
| Administrative and Support and Waste Management  | 1,025         | 8.6%                     |
| Educational Services                             | 84            | 0.7%                     |
| Health Care and Social Assistance                | 3,703         | 30.9%                    |
| Accommodation and Food Services                  | 822           | 6.9%                     |
| Other Services                                   | 613           | 5.1%                     |
| Government, All                                  | 1,944         | 16.2%                    |
| <b>Total, All Industries</b>                     | <b>11,983</b> | <b>100%</b>              |

SOURCE: Virginia Employment Commission, Economic Information & Analytics, Quarterly Census of Employment and Wages (QCEW), 3rd Quarter (July, August, September) 2023



## PETERSBURG'S TOP TEN EMPLOYERS

- 1 Bon Secours
- 2 Petersburg City Public Schools
- 3 City of Petersburg
- 4 ConnectRN
- 5 The Mentor Network
- 6 Amsted Rail Company
- 7 Horizon Mental Health Management
- 8 Walmart
- 9 Communicare Health Service
- 10 District 19 Community Services Board



## HOW DO LIVABILITY AND PUBLIC HEALTH CONNECT TO ECONOMIC VITALITY?

- The prevalence of preventable chronic diseases – such as Type 2 diabetes and heart disease – raises costs and job vacancies for businesses due to decreased worker productivity and increased healthcare expenses.
- Prospective industries often consider public health factors, such as convenient access to recreation/ open space and public safety when deciding where to locate.
- Workforce development and job training programs help enhance overall quality of life for the community.
- Food deserts, defined by a lack of full-service grocery stores in low-income neighborhoods, prevent residents from accessing healthy food.

### *Commuting Patterns and Quality of Life*

Since 1990, commuting patterns among Petersburg's labor force have shifted from a majority (54%) both living and working within the City to a culture of in- and out-commuting. As of 2020, only 15% of Petersburg residents also work in the City, while 85% commute elsewhere for their jobs, with an average commute time of 25 minutes (see Chapter 2). Meanwhile, 82% of those who work in Petersburg are commuting in from other locations, primarily Chesterfield, Dinwiddie, and Prince George Counties. Around 7% of residents work remotely; this percentage is highly likely to continue growing due to the expansion of broadband.

A variety of factors may contribute to commuting patterns, including transportation access, perceptions of crime, and the perceived quality of local schools. Petersburg's proximity to Interstates 85, 95, and 295 provide easy access for commuters entering and leaving the City each day. The downward trend in residents both living and working in Petersburg may reflect that the available jobs within the City are not aligned with the qualifications of the current labor force. Diversifying industry while enhancing workforce development opportunities can help more residents fill local jobs.

Perceptions of a community's overall quality of life can also influence commuting patterns. Intentional strategies designed to increase livability, safety, walkability, and public health all contribute to making a place more desirable to live. Likewise, poor public health can negatively affect economic output. Petersburg is uniquely positioned to prioritize health and livability given its community assets in Health Care and pharmaceutical manufacturing, combined with a location that offers many potential opportunities for outdoor recreation, particularly along the Appomattox River, in Petersburg National Battlefield, and in its many neighborhood parks.

## ECONOMIC GROWTH AND DEVELOPMENT

There are many opportunities for Petersburg to assist in the growth of the local economy through intentional decision-making and strategic investments. Economic development efforts should concentrate on expanding the existing clusters in Health Care and Social Assistance and Manufacturing, considering the use of tax rebate incentives in the latter case. The ongoing development of the pharmaceutical campus is critical to attracting high-paying professional and scientific jobs.

Simultaneously, housing for these knowledge workers should be developed within City limits in order to keep their income within the local economy (see Chapter 4). Working with local education partners to create talent pipelines can provide a source of skilled labor for these new companies, making Petersburg more competitive in the labor market and focusing investment on the next generation. Lastly, the development of additional housing, particularly in sustainable mixed-use neighborhoods, can help to reverse population loss trends, and provide a built-in market for businesses and services.

Similarly, there are major opportunities for placemaking and community development that build on Petersburg's natural and historic assets and have added benefits for a diverse and healthy economic climate. Unique assets such as Old Towne Petersburg, Battersea, Petersburg National Battlefield, historic sites from the American Civil Rights Movement, and South Side Depot - which is slated for renovation and restoration - offer largely untapped opportunities for heritage tourism.

Online automating of all permitting and licensing processes can help remove barriers for small businesses who may not have the time and financial resources to navigate complex requirements. There can also be improved outreach efforts to help explain these processes and answer frequently asked questions guiding applicants to the correct departments. Establishing a centralized online location for business licensure and permitting to create a "one-stop shop" experience for existing and prospective business owners will further facilitate their success and improve Petersburg's business-friendly climate.



## Industry Trends

Petersburg is poised to benefit from accelerated growth in advanced manufacturing, new investment in warehousing and distribution centers, a rapid increase in remote work, growth in gig economy jobs, and ongoing post-pandemic trends in travel and tourism.

Given the importance of the Health Care and Manufacturing sectors in both the local and state economies, the development of the pharmaceutical campus in the southeast area of the City will have major positive effects. Petersburg has a long history as a manufacturing leader due to its role in Virginia's tobacco industry. Thanks to recent state and federal investment in vaccine development and advanced manufacturing, Petersburg will play a leading role in the production of new pharmaceutical products, deepening its historic industrial legacy and adding hundreds of high-quality jobs to the economy. Industry growth has occurred in recent years in and around the Petersburg Interstate Industrial Park, with

many opportunities for new development still remaining. Infrastructure improvements along S. Crater Road and County Drive - including a new larger forcemain, new water transmission main, and new storage tank - also will provide greater capacity for industry (Appendix C).

## Tourism in Petersburg

In 2021, Petersburg saw a resurgence in travel and tourism, with revenue in 2021 and 2022 exceeding its pre-pandemic levels from 2019. This trend will continue, given the City's rich heritage and significant Black history. Petersburg is ideally positioned to capitalize on tourism revenue, with potential opportunities to increase income through the development of the Appomattox River waterfront and trail as a leisure and recreational attraction and its role as a central hub for the new Fall Line Trail. South Side Depot, which is being redeveloped as a Visitor Center and Contact Station for the City and potentially the Petersburg National Battlefield, is estimated to attract an additional 30,000 visitors to downtown Petersburg.

To extend the stay of tourists beyond day trips and to attract business travelers, there is a need for more hotels in Petersburg. Addressing this demand is Hotel Petersburg, an upscale lodging and dining establishment opened in Old Towne Petersburg in Spring 2024. Hotel Petersburg will cater to a variety of guests, including interstate travelers, tourists, and industry executives visiting Petersburg, providing them with high-quality local lodging options. The tourism industry currently sustains around 400 jobs in the city, a figure that is set to rise with the presence of Hotel Petersburg.

Table 3.4 | Tourism Revenue, 2017-2022

|                    | 2017         | 2018         | 2019         | 2020         | 2021         | 2022         |
|--------------------|--------------|--------------|--------------|--------------|--------------|--------------|
| Traveler Spending  | \$36,226,626 | \$35,541,435 | \$37,838,030 | \$30,611,580 | \$39,279,720 | \$41,204,931 |
| Travel Payroll     | \$9,254,185  | \$9,441,852  | \$10,361,828 | \$9,172,270  | \$10,102,054 | \$11,015,112 |
| Local Travel Taxes | \$1,740,451  | \$1,691,398  | \$1,826,061  | \$1,553,349  | \$1,975,556  | \$2,165,129  |
| State Travel Taxes | \$996,255    | \$992,650    | \$1,064,160  | \$836,847    | \$1,069,470  | \$1,167,434  |

SOURCE: Virginia Tourism Corporation

## WORKFORCE DEVELOPMENT

Workforce development is critical to creating a talent pipeline for local industries, giving residents the education and training necessary to access higher-paying jobs, and to fostering entrepreneurship and sustaining local and small businesses. By working with local education partners, Petersburg can bridge the gap between its residents' needs for higher wages and the needs of area businesses for skilled workers. Partnerships, particularly through Brightpoint Community College (BCC) and Petersburg City Public Schools (PCPS) should be strengthened to increase awareness of programs and attract interest from the next generation of workers. These partnerships should include members of the business community, education, and local government economic development professionals.

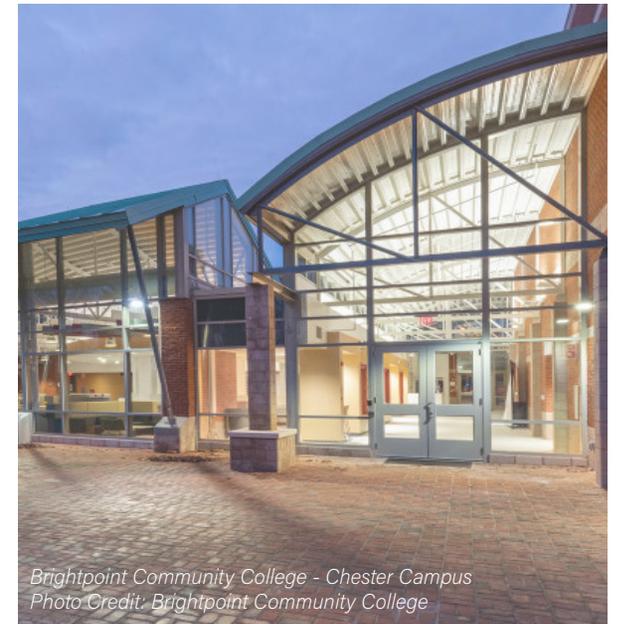
Workforce development and training activities should focus on catering to and enabling the expansion of the existing economic base. Investing in skilled labor will make Petersburg more attractive to prospective employers. Collaboration with education and business partners will help to identify the gaps in labor, but consideration should be given to sectors and businesses the City wishes to attract. Increased and enhanced training programs should even be marketed as an incentive for businesses to locate in the City.

### *Brightpoint Community College*

Established in 1967, BCC serves 12,700 students in academic programs and assists 5,700 existing and prospective workers seeking workforce development opportunities. BCC offers associate's degrees in more than 75 majors with guaranteed admission to over 35 four-year colleges and universities. Additional programs and services include career studies certificates, trades apprenticeships, and workforce training. BCC also partners with PCPS to provide a dual enrollment program for high school students; the City should expand its efforts to promote this program. A major addition to BCC's offerings is the Pharmaceutical Manufacturing program, which will create a talent pipeline designed to meet the growing needs of the pharmaceutical campus. The program is designed to be completed in two semesters, providing an efficient pathway to obtain training for well-paying jobs. While there are two campuses located in nearby Chester and Midlothian, advocating for a local branch of BCC within City limits will help provide more direct access to education and training opportunities for Petersburg residents.

### *Richard Bland College of William & Mary*

Richard Bland College (RBC) is a public junior college associated with the College of William & Mary and located just outside of Petersburg in eastern Dinwiddie County. RBC has 2,500 students across five academic departments. RBC provides rigorous academic opportunities to PCPS students through its Middle College program, which allows eligible high school juniors and seniors to begin fulfilling college credit early. Other programs of note are DroneUp, which is a testing, training, and research and development center, and RBC FAME, which combines college coursework with paid, on-the-job advanced manufacturing training and experience.



*Brightpoint Community College - Chester Campus  
Photo Credit: Brightpoint Community College*

## **Virginia State University**

Virginia State University (VSU) was established in 1882 and is one of the nation's most highly regarded Historically Black Colleges and Universities (HBCUs). VSU's enrollment has continuously increased, with nearly 4,700 students enrolled in fall 2022. The Career Services department provides students and alumni access to career development programs including internships, career coaching, job recruitment connections, and resume assistance. VSU also started an innovative graduate program to address teacher shortages in Petersburg, providing housing incentives for new graduates who work in the City public school system.

## **Community College Workforce Alliance**

As the workforce development division of Brightpoint Community College, the Community College Workforce Alliance (CCWA) serves as the go-to resource and partner for regional businesses seeking talent and for individuals looking for training, advancement, and high-demand career opportunities. The CCWA offers pathways to success for organizations, employees, and job seekers.

## **Metropolitan Business League**

The Metropolitan Business League (MBL) is a non-profit, membership-based business association that creates business connections

in Central Virginia. The MBL promotes economic prosperity through education, advocacy, access to resources, and building relationships for small, women-owned, and minority-owned businesses.

## **Crater Regional Workforce Development Board**

The Crater Regional Workforce Development Board (CRWDB) coordinates workforce training and career services through federal funding from the Workforce Innovation and Opportunity Act (WIOA). The CRWDB oversees and implements workforce development initiatives and activities throughout the Crater region. The CRWDB collaborates with program

operators and workforce development partners to provide resources and training services for employers, employees, and job seekers.

**VSU's Center for Entrepreneurship offers high-quality, innovative training and services to Petersburg's small businesses and entrepreneurs. Learn more about the Center by clicking here!**



Virginia State University Campus  
Photo Credit: Virginia State University

## LEVERAGING INCENTIVE ZONES

Petersburg is well-positioned to build on existing medical, industrial, retail, and accommodation clusters. The large number of major firms in Health Care and pharmaceutical manufacturing will help with recruiting additional ones, as well as generating associated development from suppliers and distributors. Strong and consistent leadership will be vital in continuing to leverage funding opportunities and enhance Petersburg's leadership in advanced manufacturing. The continued growth of this sector should remain a top priority for Petersburg, even as it seeks to broaden the economic base. Other significant clusters, such as professional, scientific, and technical services; heavy industry; and energy production also present growth opportunities, particularly if they can be associated with pharmaceutical manufacturing. Continued support of the gig economy and attraction of warehousing and distribution centers will also be vital.

Careful consideration should be given to choosing target firms, so that they will build and enhance the existing business ecosystem. Through strategic planning, Petersburg can identify gaps and opportunities in its priority clusters and develop targeted incentives to attract the types of businesses needed for growth.

Despite the success of Medical Care and pharmaceutical manufacturing, Petersburg must ensure it is continuing to move towards a fully balanced economy, where it is not overly reliant on any one specific sector. In the past, structural changes in the economy, such as the decline of Virginia's tobacco industry, have been challenging for the City to weather. Diversification and expansion of other sectors of the economy is critical to long term stability and health by ensuring it is resilient in the face of external economic shocks.

There are several useful incentives which the City has to support economic development (Map 3.1). Most are place-based and strategic, and will require additional study and analysis to take full advantage of.

### **Enterprise Zone**

The Virginia Enterprise Zone (VEZ) program is a partnership between state and local governments that encourages job creation and private investment. VEZ accomplishes this by designating Enterprise Zones throughout the state and providing two grant-based incentives, the Job Creation Grant (JCG) and the Real Property Investment Grant (RPIG). These grants are geared toward qualified investors and job creators within those zones, while the locality provides local incentives.

### **Tourism Zone**

Much like a traditional Enterprise Zone, a Tourism Zone allows for businesses to take advantage of local tax incentives and deductions not available to businesses elsewhere. Tourism Zones are passed through amending the local ordinance and may contain both requirements and benefits for existing and new or expanded tourism businesses, including lodging, dining, retail, meeting and sports facilities, outdoor recreation areas, theme parks, and event venues. Petersburg's existing Tourism Zone is well placed to assist with entertainment and tourism in the downtown area. Petersburg may wish to consider designating additional zones with their own needs assessments for areas around the Appomattox River waterfront and interstate interchanges.

**Diversification and expansion of Petersburg's economy is critical to long term stability and health by ensuring it is resilient in the event of external economic shocks.**

## Opportunity Zone

Opportunity Zones are a federal economic and community development tax benefit established as part of the 2017 Tax Cuts and Jobs Act. In these zones, the tax benefits are available to investors with capital gains designed to encourage long-term private investment in low-income urban, suburban, and rural Census tracts. The designation is current through December 31, 2028.

## Technology Zone

A Capital Investment Grant is available to eligible businesses located in Petersburg's I-95 Technology Zone. The grant is administered based on the qualified technology that a business has, such as new equipment or qualifying existing equipment during the grant period. The grant is equal to 100% of the machinery and tools taxes.



Triad Metals International facility

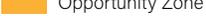
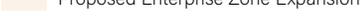
## WHAT IS THE ECONOMIC DEVELOPMENT AUTHORITY?

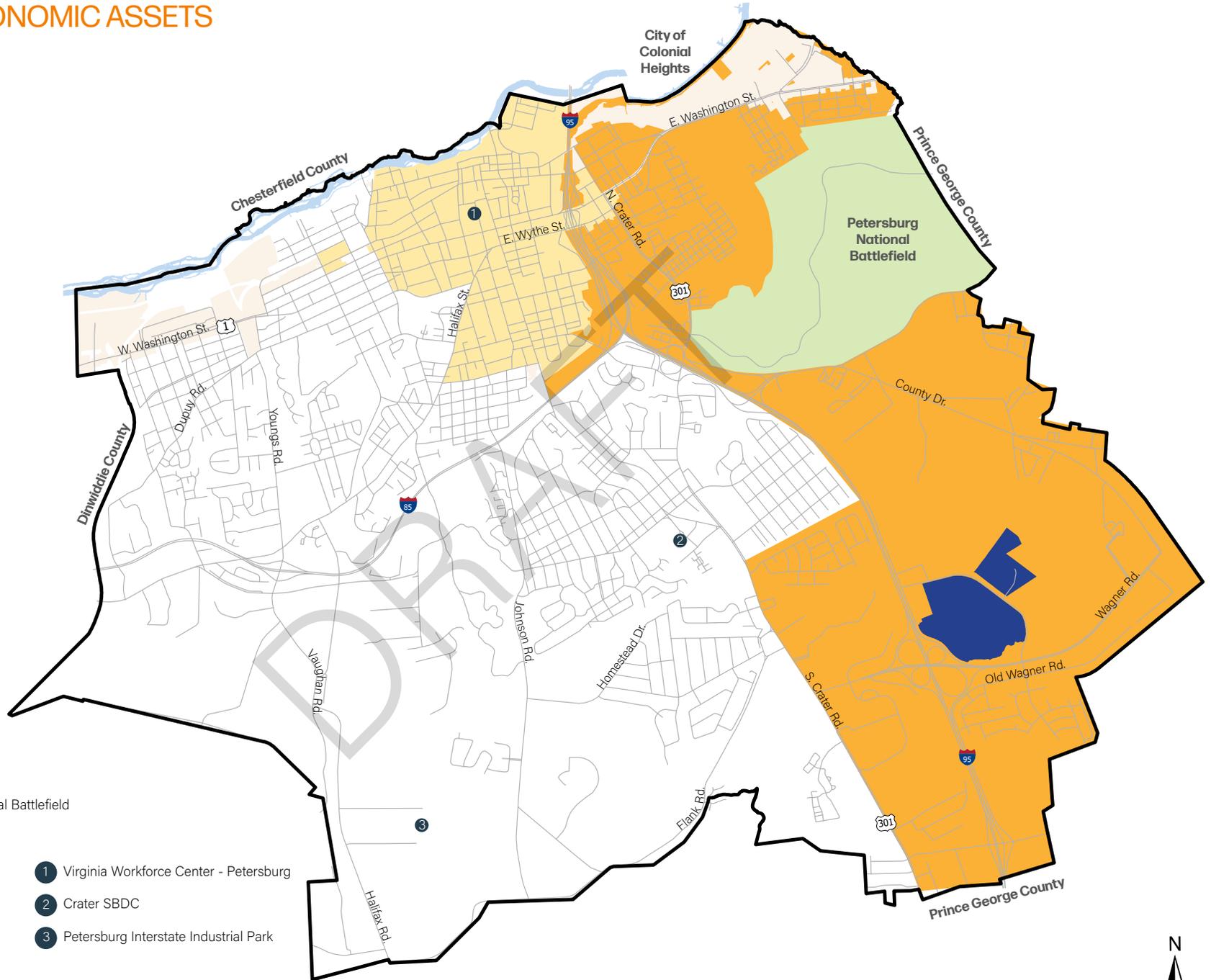
Economic Development Authorities (EDAs) can be **powerful change agents in the local economy and in the built environment**. Petersburg's EDA was created under the Code of Virginia's Industrial Development Revenue Bond Act. The Act gives EDAs broad powers to purchase and sell property, make loans, and issue bonds. These powers make the Petersburg EDA **critical to economic growth and investment** in the City. **The EDA plays several important roles, including:**

- **Landowner:** EDAs can purchase property and related development rights. It can also acquire smaller pieces of land, blighted properties, or vacant land to assemble for sale. The EDA can work with publicly owned land to see it developed in the appropriate manner. It can also acquire and bank land for future development, ensure appropriate utilities are available to sites, and that sites are appropriately certified and marketed.
- **Matchmaker:** The EDA can acquire property and then resell it, with appropriate caveats, to a developer who then builds a desired project. There are a variety of ways to finance these transactions, such as issuing bonds or Tax Increment Financing (TIF), or even generating revenue through lease agreements.
- **Financer:** The EDA can fill gaps in traditional financing, helping projects get across the finish line that might not otherwise. Petersburg's EDA should develop and maintain a viable Revolving Loan Fund (RLF) to assist in microlending to entrepreneurs.
- **Strategic Planner:** EDA activities should be guided by an Economic Development Strategic Plan. This process helps to concentrate EDA activities to their maximum potential. It will identify gaps and opportunities in the local economy through analysis, and identifying target areas.

# MAP 3.1 | ECONOMIC ASSETS

## LEGEND

-  City Limits
  -  Petersburg National Battlefield
  -  Roads
  -  Appomattox River
  -  Technology Zone
  -  Enterprise Zone
  -  Opportunity Zone
  -  Proposed Enterprise Zone Expansion
-  1 Virginia Workforce Center - Petersburg
  -  2 Crater SBDC
  -  3 Petersburg Interstate Industrial Park



## **BUSINESS SUPPORT SERVICES AND PARTNERS**

Developing strategic partnerships is critical to the success of any economic development strategy. Fortunately, Petersburg has many excellent partners to work with including regional economic development organizations, institutions of higher learning, and community non-governmental organizations. A partial list of these partners is described here:

### ***Partnership for Petersburg***

Partnership for Petersburg is a holistic partnership that brings together more than 40 initiatives under eight separate pillars to make a significant difference in the lives and livelihoods of Petersburg's citizens, as well as the economic health of the city itself. The program includes initiatives in commerce and trade, education, health and human resources, and public safety, among others.

Continuing these efforts beyond the current administration should be a priority for Petersburg to ensure lasting and genuine change. This will involve securing funding in many cases through available grants, but also continuing the partnerships that have been forged in the effort. Particular attention should be paid to relationships with the area's major employers.

### ***Virginia's Gateway Region***

Virginia's Gateway Region (VGR) is a private, nonprofit economic development organization that markets the Tri-Cities of Colonial Heights, Hopewell, and Petersburg and the surrounding Counties of Dinwiddie, Prince George, Surry, and Sussex. VGR fosters regional prosperity through business growth, powerful partnerships, and delivering innovative resources to its communities, and focuses its efforts on new and existing business investment and job creation.

### ***The Cameron Foundation***

The Cameron Foundation strives to transform the Tri-Cities and surrounding Counties into a healthy, vibrant and economically vital region by strategically leveraging resources for community impact. The Foundation supports a holistic approach to community and economic development, including revitalization of distressed neighborhoods, workforce development and increasing workforce quality, and expanding the capacity of economic development agencies to successfully pursue local and regional economic development opportunities.

### ***LISC Virginia***

LISC Virginia is one of 35 local offices of Local Initiatives Support Corporation (LISC), a national non-profit organization supporting community development in cities and rural areas throughout the country. LISC has developed an inclusive economic development framework that expands the ability of people, places, and businesses to contribute to equitable prosperity, so that all are able to thrive. Programs include Hispanic Small Biz Loan Program, Tri-Cities Small Biz Loan Program, and BIPOC Small Business Capital Access Program.

Another program of note is Wells Fargo's Wealth Opportunity Restored Through Homeownership (WORTH) program. This program will be led by LISC Virginia and aims to expand opportunities for homeownership for minority residents.

### ***Crater Small Business Development Center of Longwood University***

The Longwood Small Business Development Center's (SBDC) core mission is to provide education, consulting, and economic research to support potential and existing small business owners throughout Southern Virginia. The Crater SBDC program through Longwood University is positioned as an economic development outreach program under the umbrella of the University's Office of Community and Economic Development. Results are measured in terms of client capital investment and jobs created. Services include education, consulting, and economic research for potential and existing businesses throughout Southside Virginia - at no cost.

### ***Crater Planning District Commission (PDC) Revolving Loan Fund***

The Crater PDC Revolving Loan Fund supports for-profit commercial, service, manufacturing, and distribution businesses. The Revolving Loan Fund Program is for fixed asset and/or working capital projects that range from \$50,000 to \$500,000 and above.

### ***Virginia Economic Development Partnership (VEDP)***

Virginia Economic Development Partnership (VEDP) is the Commonwealth of Virginia's economic development authority. Created in 1995, VEDP collaborates with local, regional, and state partners to encourage the expansion and diversification of Virginia's economy. VEDP works to accomplish these objectives through a variety of activities, including marketing and lead generation; business retention, expansion, and attraction; trade development; business intelligence; competitive benchmarking; site development; performance-based incentives; and talent solutions.



*Penniston's Alley*

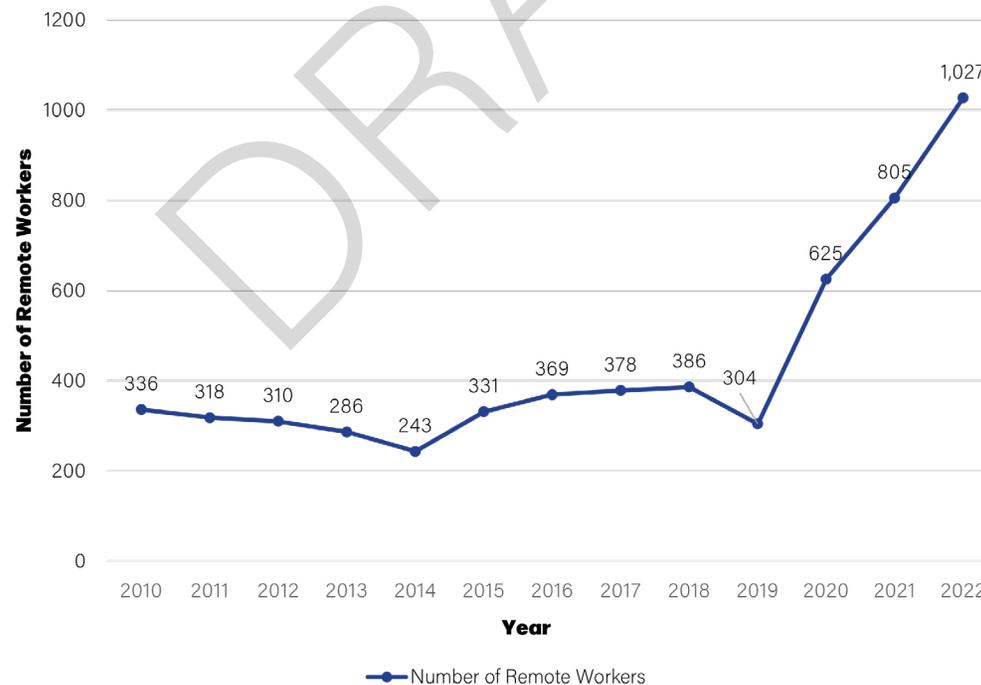
## ADDITIONAL ECONOMIC DRIVERS

### Remote Work

The number of people working remotely in Petersburg rose over 200% from 2010 to 2022. According to Virginia Realtors, places that attract a solid base of remote workers offer reliable high-speed internet, provide recreation and cultural amenities, and have quality local schools. While Petersburg can continue to strengthen this infrastructure, there are many existing assets Petersburg should be marketing to attract a new wave of teleworking residents, including its proximity to Richmond, low cost of living, and rich culture. Remote workers can provide an economic boost to the area through a bolstered tax base and increased financial support to local and small businesses. Additionally, remote job opportunities open new doors for existing residents who can work from home and not be limited by lack of transportation or physical impediments.

Petersburg will be prepared for a continued rise in remote workers and provide infrastructure to adequately support them. This includes ensuring the provision of reliable broadband, building a high-quality public school system, and supporting new land uses such as co-working spaces and passive and active recreation. Tracking remote work trends over time will be critical in effectively and equitably meeting community needs.

Figure 3.4 | Remote Work in Petersburg, 2010-2022



SOURCE: 2018-2022 American Community Survey, 5-Year Estimates

### **Fort Gregg-Adams**

Fort Gregg-Adams, previously known as Fort Lee until April 27, 2023, supports more than 28,500 people on post and nearly 63,000 off post, including military personnel and civilian contractors, along with their families. As many as 70,000 troops also go through classroom training at this site each year. The presence of Fort Gregg-Adams can be a major economic driver in Petersburg and can also spur land use improvements along E. Washington Street and County Drive.

Petersburg should consider what types of uses are desirable to base personnel stationed at Fort Gregg-Adams and their families. Additionally, the hospitality industry and recreational uses can be attractive for visitors, who are drawn to spend time and money in Petersburg. The City should continue growing its partnership with the Fort to expand its advertising of local historic and tourist attractions.

### **Television and Film Production**

Petersburg has established itself as a film and television production destination, boasting a filmography of over 60 major titles including award-winning features and shows such as *Lincoln*, *Loving*, and *Turn: Washington's Spies*. The Virginia Film Office facilitates grant and tax credit incentives for prospective projects, as well as markets particular sites in Petersburg that are suitable for various genres from historic to modern.

Maintaining a revitalized, scenic downtown core along with improving scenic environmental and park resources will ensure that Petersburg remains a competitive player in the entertainment sector. Opportunities for additional hotel and lodging accommodations for production staff can help positively impact Petersburg's appeal.



A visitor browses a storefront in Old Towne

# Building a Healthy and Robust Economic Climate

Goal Statement: Petersburg will leverage its strategic location, historic assets, and major investments in health care and advanced manufacturing to bolster a diversified economic landscape with workforce development opportunities and quality jobs that will generate community wealth and provide excellent quality of life for its citizens.

| Objectives  | Strategies  |
|---|---|
| 3.1 Expand Petersburg's existing clusters in Health Care and Manufacturing. | 3.1.1: Identify and target associated businesses, such as suppliers, to support the pharmaceutical campus.  |
|   | 3.1.2: Work with state economic development agencies, local economic development organizations, and local business partners to market Petersburg to Health Care businesses and manufacturers that would complement the existing businesses in these clusters. |
|   | 3.1.3: Hold a biannual "roundtable" meeting of regional Health Care and Pharmaceutical executives, institutions of higher education, and City Economic Development professionals to serve as a catalyst for ongoing collaboration and strategic investment.   |
|   | 3.1.4: Develop Collier Yard and continued expansion in the Petersburg Interstate Industrial Park for advanced manufacturing and energy production.  |
| 3.2 Diversify Petersburg's economy.   | 3.2.1: Expand the existing clusters in the Manufacturing, Retail, and Accommodation sectors by identifying potential locations for new development and ensuring the proper entitlements and infrastructure are in place to support easy startup.              |
|   | 3.2.2: Develop a comprehensive Economic Development Strategic Plan to build on existing initiatives and direct future investment.   |
|   | 3.2.3: Focus recruitment efforts on gaps identified in the Economic Development Strategic Plan by identifying and targeting prospective businesses to fill them.  |
|   | 3.2.4: Site new warehousing and distribution centers; promote associated job opportunities to Petersburg residents through social media, the quarterly newsletter, and other local job boards.  |
|   | 3.2.5: Direct community-oriented, environmentally sustainable, and well-designed development at the historic Petersburg Harbor.   |

| Objectives  | Strategies  |
|---|---|
| <p>3.3 Build entrepreneurship and workforce development programs to create new job pathways and build community wealth.</p> | <p>3.3.1: Hold quarterly meetings with educational partners to remain updated on vocational and technical training programs, especially for expanding industries such as hospitality, technology, and manufacturing. Collaborate on opportunities to expand existing programs or create new ones.</p> |
|   | <p>3.3.2: Provide annual funding for the existing training options for residents in the Pharmaceutical and Health Care related sectors.</p>   |
|   | <p>3.3.3: In partnership with local economic development organizations, offer two small business forums a year that provide educational opportunities on city processes, support opportunities, and new development in Petersburg.</p>  |
|   | <p>3.3.4: Maintain a viable Revolving Loan Fund to assist in microlending to entrepreneurs.</p>   |
|   | <p>3.3.5: Hold discussions with Brightpoint Community College about creating a local branch within City limits, and identify at least two potential locations.</p>  |
|   | <p>3.3.6: Facilitate the development of a coworking space in Old Towne as a pilot program for entrepreneurs and remote workers.</p>   |
| <p>3.4 Create additional opportunities for redevelopment of vacant commercial land and structures.</p>                      | <p>3.4.1: Use the land bank program for commercial and industrial property in Petersburg.</p>   |
|   | <p>3.4.2: Certify all Economic Development Authority (EDA) owned sites through the Virginia Economic Development Partnership (VEDP).</p>  |
|   | <p>3.4.3: Direct franchise development in vacant commercial properties, using incentives as necessary.</p>  |
|   | <p>3.4.4: Develop a strategic plan for the Poor Creek area to identify the highest and best use of land as it related to potential economic drivers and future employers.</p>   |

| Objectives  | Strategies   |
|---|--|
| 3.5 Promote tourism and strengthen economic development marketing and branding efforts. | 3.5.1: Direct the development of new lodging and dining options around Old Towne and the Interstate 85 and 95 entrance corridors through incentives and Tourism Zone financing opportunities.  |
|   | 3.5.2: Require short term rentals to pay lodging taxes to generate additional revenue.   |
|   | 3.5.3: Update City websites and other real estate websites on a quarterly basis to include accurate information about available properties for economic development.   |
|   | 3.5.4: Update the City's social media and tourism website weekly to include information about upcoming events, things to do, and options for lodging, dining, and retail.  |
|   | 3.5.5: Evaluate locations for additional Tourism Zones with different strategic goals to support widespread, tourism-focused uses.   |
|   | 3.5.6: In partnership with the Virginia Department of Transportation (VDOT), install branded wayfinding signage to Old Towne Petersburg, Petersburg National Battlefield, the Appomattox River Trail and waterfront, and historic sites from the American Civil Rights Movement. |
|   | 3.5.7: Create a visitor center in the old South Side Depot to serve as a centralized hub for tourism and information.  |
| 3.6 Streamline business licensing and permitting requirements.                          | 3.6.1: Automate all permitting and licensing processes through an online platform, and create a one-stop webpage for permitting and licensing information.   |

DRAFT

04

# HOUSING + NEIGHBORHOODS

Petersburg will be a city where attractive and safe housing choices are accessible to residents of all backgrounds and abilities.

An aerial photograph of a city skyline, likely Savannah, Georgia, featuring a prominent clock tower and various urban buildings. An orange line traces the silhouette of the city's skyline. A large, semi-transparent 'DRAFT' watermark is overlaid diagonally across the center of the image.

“THE SMALL WINS ARE NOT  
DISREGARDED. THERE ARE SOME  
**GREAT THINGS HAPPENING.**”

- *Community Survey Respondent*

# 04

## INTRODUCTION

A house is more than just a structure: it is a shelter and haven from the demands of everyday life. Without a stable and safe place to call home, individuals endure mental, physical, and social consequences due to the lack of protection from the elements and lack of stability to support other needs such as education and employment. Opportunities to take a step forward and achieve homeownership open new doors to build equity and promote financial stability, paving the way for generational wealth.

Neighborhoods are a fundamental building block of a healthy city. They are an important geography for investment due to the power they hold to bring people together and celebrate shared culture and history. Neighborhoods

that are cared for and well-maintained send messages to residents that they, in turn, are cared for and supported in their life's journey, and help to preserve community values and history. Neighborhood vitality is a positive output of investing in quality housing and living conditions for all.

Housing is a fundamental human need, and Petersburg will work diligently over the next twenty years to provide housing for all, support neighborhood vitality, promote pathways to homeownership, and ensure investment without displacement.



## COMMUNITY FEEDBACK: HOUSING + NEIGHBORHOODS

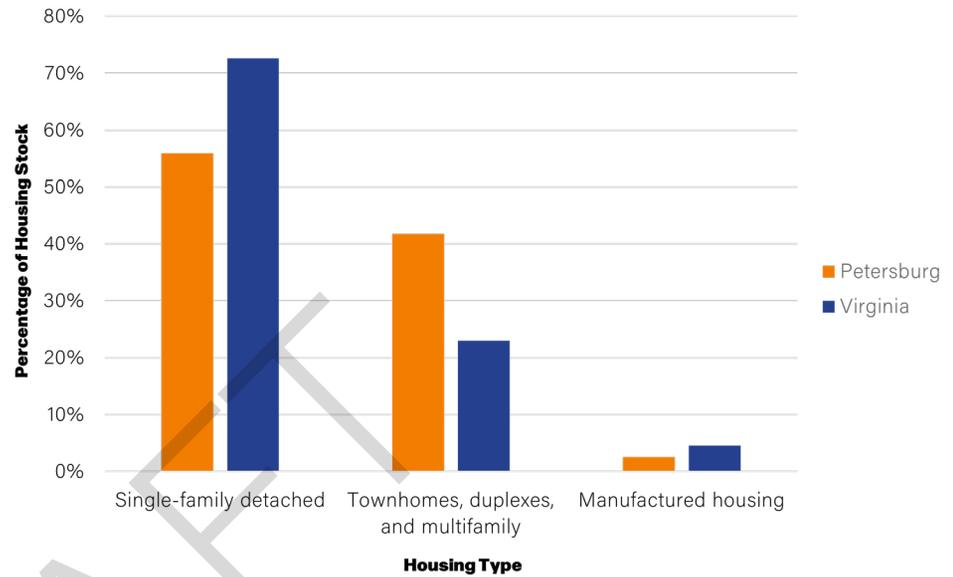
- Residential and commercial blight was the third highest concern the community has regarding Petersburg's future.
- Only 10.2% of survey respondents said that Petersburg's residential neighborhoods are safe and attractive.
- Nearly half of survey respondents spend more than 30% of their annual income – the federal affordability threshold – on housing costs, which include mortgage / rent, taxes, insurance, utilities and standard maintenance.
- While most survey respondents felt that their housing suited their individual needs, they felt that overall, there is not enough housing diversity to meet the needs of *all* Petersburg residents.

## WHERE ARE WE NOW?

### Housing Type

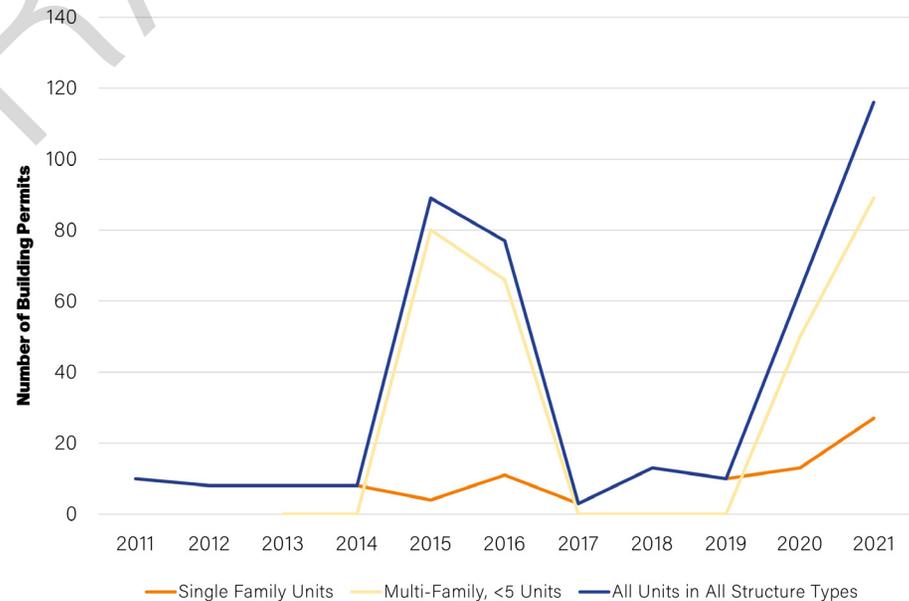
Petersburg has 17,941 housing units, the majority of which are single-family homes. The City's housing stock varies from the statewide housing stock, which has a higher percentage of single-family homes and a lower percentage of multi-family homes. Petersburg did not issue any building permits for duplexes or multi-family structures under 5 units – typically referred to as “missing middle housing” – between 2011 and 2021. Most building permits issued were for multi-family structures over 5 units, and the total number of residential building permits has significantly fluctuated over time.

Figure 4.1 | Housing Type



SOURCE: 2018-2022 American Community Survey, 5-Year Estimates

Figure 4.2 | Residential Building Permits by Type, 2011-2021



SOURCE: Weldon Cooper Center for Public Service, 2011-2021

## Housing Vacancy

Petersburg currently has an homeowner vacancy rate of 4.5% and a rental vacancy rate is 8.3%. Comparatively, the homeowner vacancy rate in Virginia overall is 1% and the rental vacancy rate in Virginia overall is 4.9%.

Of the 3,238 reported vacant housing units in Petersburg, 837 are available for rent and 129 are used occasionally for uses such as short-term rentals or seasonal residences, leaving 2,272 units that otherwise have an unknown status. This discrepancy in vacancy rate, along with the high percentage of “other” vacant units, indicates a high percentage of uninhabitable houses. Petersburg’s vacancy rate is the highest in the region, indicating that residents who are able to choose where they reside are living elsewhere nearby (Figure 4.3).

## Housing Tenure

Of occupied housing units in Petersburg, 37.4% are owner-occupied and 62.6% are renter-occupied, almost exactly the opposite of the statewide averages of 66.9% and 33.1%, respectively (Figure 4.3). Approximately 79% of residents were living in the same house as the previous year, indicating slow housing migration within the City (Figure 4.5). A little over 35% of Petersburg residents (35.4%) moved into their homes between 2015-2018, which may coincide with a rise in newly-built housing units around that period. Of those who moved during that time, roughly 41.2% were owners and 58.8% were renters. The majority of Petersburg re

Figure 4.3 | Regional Vacancy Rates

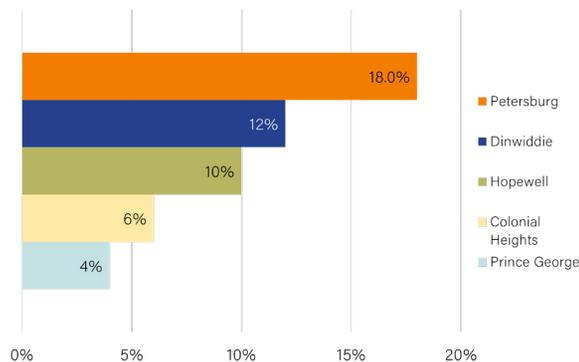


Figure 4.4 | Housing Tenure

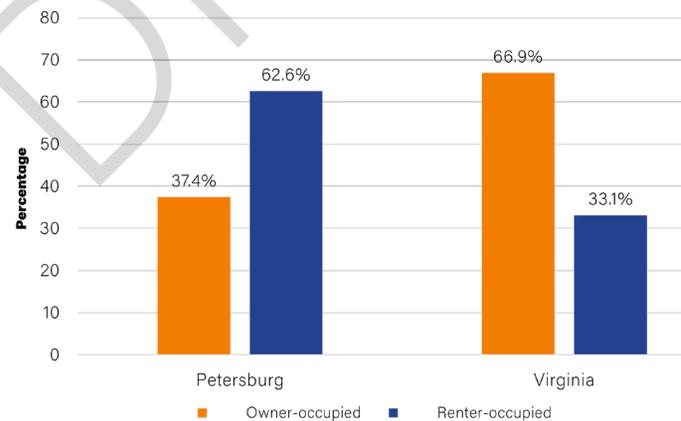
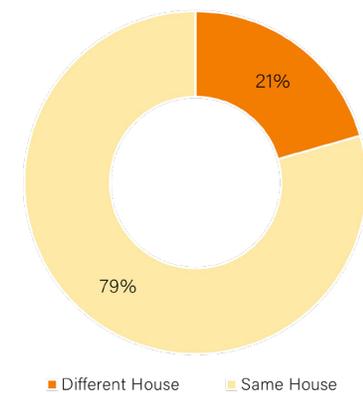


Figure 4.5 | Last Year's Previous Residence



SOURCE, ALL FIGURES: 2018-2022 American Community Survey, 5-Year Estimates

## Housing Age

Housing age is an important factor in understanding how to promote neighborhood stability. The housing stock in Petersburg was mostly constructed in the mid- to late-20th century during the post-World War II housing boom, with approximately 72.7% of units built before 1980. Lack of new housing with significant amounts of older housing suggests the need for revitalization of the housing stock to support economic vitality.

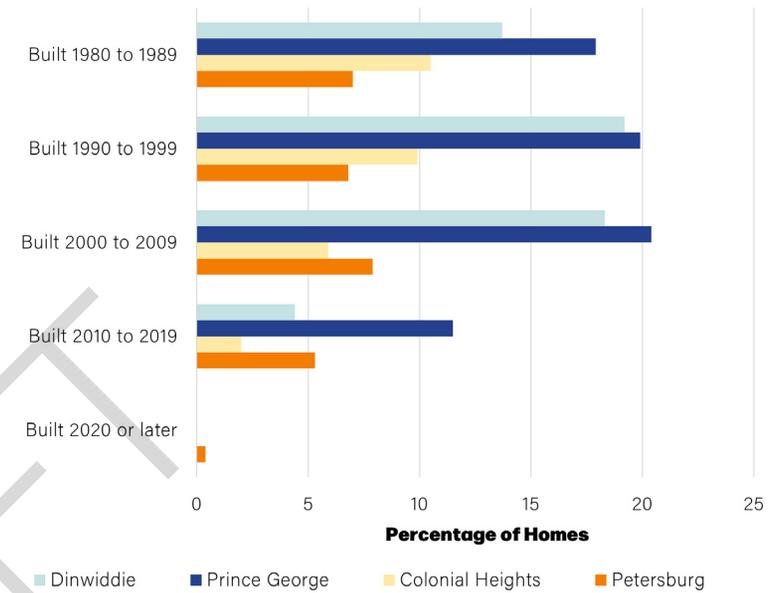
While Petersburg outpaced Virginia in housing construction prior to 1979, it declined significantly after 1980. This decline occurred around the same time as the rise of development outside Petersburg with growth occurring in the City of Colonial Heights and the Counties of Prince George and Dinwiddie (Figure 4.6).

## Housing Affordability

As of 2022, Petersburg's median gross rent is \$1,082. This has increased by approximately 22% in the past decade. The median owner-occupied home value in Petersburg is \$147,200, less than half of the statewide median of \$339,800 (Figure 4.7).

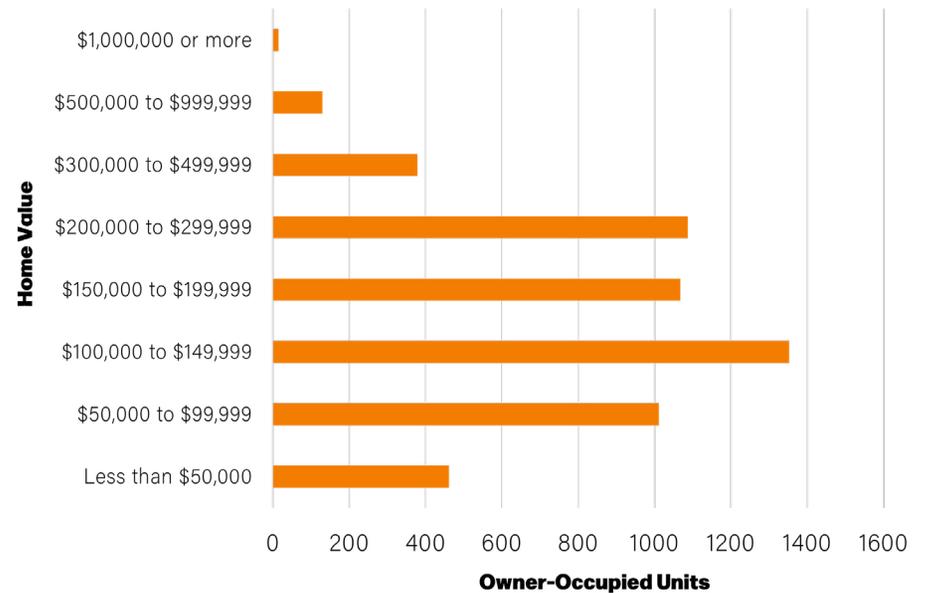
The availability of adequate affordable housing options is critical for sustaining the economic and social health of the community. Approximately 50% of Petersburg's renter households and 30% of Petersburg's homeowner households are considered cost-burdened, meaning that 30% or more of their income goes toward housing costs, including a monthly rent or mortgage payment and utilities.

Figure 4.6 | Construction Year of Regional Housing Stock



SOURCE: American Community Survey  
NOTE: This graph only depicts residential construction after 1980.

Figure 4.7 | Value of Owner-Occupied Homes



SOURCE: 2018-2022 American Community Survey, 5-Year Estimates

## BLIGHT ABATEMENT AND REHABILITATION

A blighted property is an individual structure that poses a threat to the community's general health, safety, and welfare due to dilapidation, deterioration, or a violation of minimum health and safety standards (Code of Virginia Section 36-3). Blighted properties have several effects on community life in Petersburg, including depressed property values, increased disinvestment from businesses, and heavy financial and time burdens on local government. In some cases, blighted properties become associated with illicit activity, posing significant threats to the health and safety of the greater community. Additionally, blight and disinvestment send messages to potential residents that the quality of life they may be seeking for their family is best met elsewhere, dampening population growth in Petersburg.

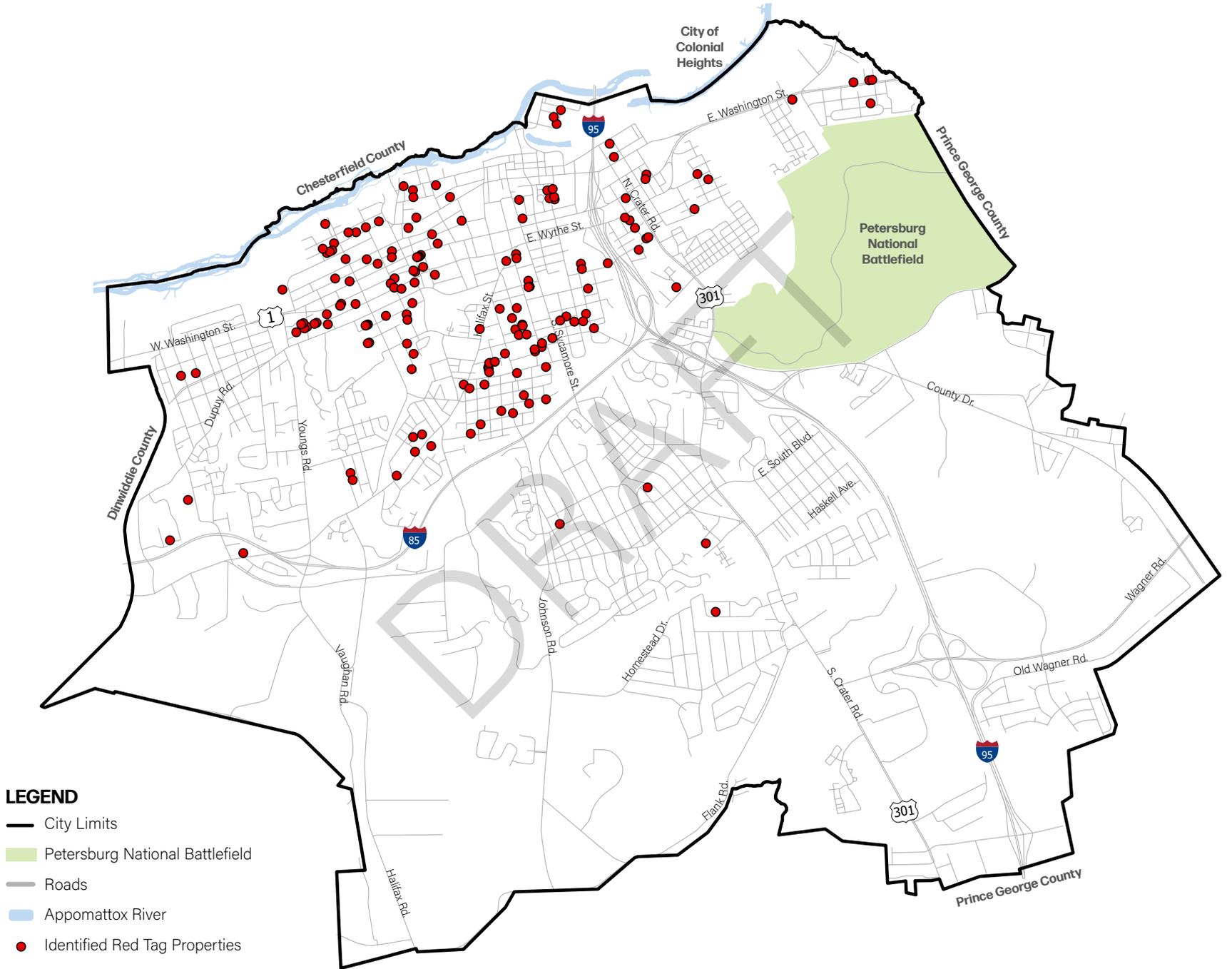
The City of Petersburg Department of Neighborhood Services is responsible for property maintenance code enforcement. Procedures for identifying and remedying blighted and derelict property are outlined in Chapter 22 of the City's Code of Ordinances and align with what is permitted by the Code of Virginia. The Virginia National Guard assists the City with blight abatement on an annual basis through demolition of properties in violation. Properties identified by the Department of

Neighborhood Services as "red tag" properties, or properties that have been identified as uninhabitable and evacuated or vacant, are shown in Maps 3.1 through 3.5, and generally have the following characteristics:

- Red tag properties are concentrated in the central area of the City, north of Interstate 85 and west of Interstate 95.
- Red tag properties inversely correlate with median household income: the lower the household income of an area, the greater the likelihood of blight.
- About half of identified red tag properties fall within the boundaries of a designated local, state, or federal historic district.
- Red tag properties tend to inversely correlate with owner-occupancy rate.

There are several challenges to identifying and eliminating blight in Petersburg. One of the biggest challenges to blight abatement in Petersburg is limited staff and financial constraints. Without adequate resources, Petersburg will be unable to proactively identify and remedy blighted properties. Petersburg should prioritize the expansion of its Department of Neighborhood Services, aiming to double the number of staff responsible for code enforcement within the next five years.

# MAP 4.1 | RED TAG PROPERTIES



SOURCE: City of Petersburg, Virginia (November 2022)





Absentee landowners, or property owners who live outside of Petersburg or Virginia, present challenges to blight abatement due to both physical distance and legal constraints in issuing summonses. Absentee landowners often lead to code violations due to a lack of the owner's continuous monitoring of the property. This can lead to blight, creating a cycle that becomes increasingly difficult to manage and correct over time.

While Petersburg cannot prevent absentee landowners or corporations from purchasing property, there are several ways to ensure they are fully maintaining and investing in their assets:

- Provide adequate staff and financial resources to enforce City Ordinances.
- Review City Ordinances to ensure that penalties for violations are clearly stated and set to the maximum allowable by the Code of Virginia.
- Amend City Ordinances to deny issuing building permits to owners of tax-delinquent property until the delinquency is remedied, as permitted by Code of Virginia Section 15.2-2286.

Finally, the City's older housing stock coupled with low rates of development can contribute to blight by constraining the available supply for potential buyers and renters, creating pressure to keep older homes in service longer. With many of Petersburg's existing homes over 40 years old, the need for upkeep and maintenance can require investments in major building systems, weatherization, energy efficiency, accessibility, and other building repairs, which can often be cost-prohibitive for owners. For properties within a designated local or federal historic district, there are additional standards for aesthetic appearance, adding even more time and cost burden for owners.

### **Programs and Resources**

Several grants and homeowner assistance programs from the Virginia Department of Housing and Community Development (DHCD) are readily available and can provide property owners with the financial and educational support they need to keep their home maintained. These programs offer assistance with rehabilitation, weatherization, and more to ensure homes remain safe, stable, and well-maintained. Examples of these programs and resources are shown in Table 4.1.

**Table 4.1 | Housing Rehabilitation Programs and Resources**

*Click the links to learn more about the available programs!*

| <b>Available Program</b>                        | <b>Organization</b>                                      | <b>Link</b>  |
|---|--|--|
| Emergency Home and Accessibility Repair Program | Virginia Department of Housing and Community Development | <a href="https://dhcd.virginia.gov/eharp"><b>dhcd.virginia.gov/eharp</b></a>   |
| Indoor Plumbing and Rehabilitation              | Virginia Department of Housing and Community Development | <a href="https://dhcd.virginia.gov/ipr"><b>dhcd.virginia.gov/ipr</b></a>   |
| Weatherization Deferral Repair                  | Virginia Department of Housing and Community Development | <a href="https://dhcd.virginia.gov/wdr"><b>dhcd.virginia.gov/wdr</b></a>   |
| Weatherization Assistance Program               | Virginia Department of Housing and Community Development | <a href="https://dhcd.virginia.gov/wx"><b>dhcd.virginia.gov/wx</b></a>   |
| Virginia Livable Home Tax Credit                | Virginia Department of Housing and Community Development | <a href="https://dhcd.virginia.gov/lhtc"><b>dhcd.virginia.gov/lhtc</b></a>   |
| Rental Unit Accessibility Modification Program  | Virginia Housing   | <a href="https://virginiahousing.com/renters/accessibility-grants"><b>virginiahousing.com/renters/accessibility-grants</b></a> |
| Lead Hazard Reduction                           | Virginia Department of Housing and Community Development | <a href="https://dhcd.virginia.gov/lhr"><b>dhcd.virginia.gov/lhr</b></a>   |

## ***Moving Forward***

There are several solutions the City can pursue to aid in the fight against blight. Some of these are regulatory in nature, including evaluating an increase in fines for violations and adopting a drug blight ordinance in accordance with the Code of Virginia Section 15.2-907. A drug blight ordinance provides the City with an additional mechanism to eliminate blight associated with confirmed criminal activity.

## ***Blight Abatement in Historic Districts***

Demolition in designated local or national historic districts should be avoided. Demolition in areas not designated as historic districts may be pursued after other options have been exhausted or proven infeasible, with contiguous properties assembled and marketed to develop small-scale subdivisions of single-family residences or duplexes. This paves the way for infill that is complementary to the surrounding neighborhood. Reviewing and updating the City's Zoning and Subdivision ordinances to ensure minimum lot sizes facilitate development that is compatible with existing neighborhood character is an important and relevant opportunity.

The City should establish a data-driven, digital real estate database to include property records, maps, and code violations to support code enforcement and policy development efforts. Moving towards data-driven property maintenance code enforcement will improve efforts by allowing City officials to allocate limited resources to achieve the greatest impact. It will also provide additional quantitative data for City Staff, City Council, and the court system, to, at a minimum, track progress over time and to better determine priority areas for intervention. Having a rigorous system to provide readily available data can also better inform Ordinance updates and capital improvements planning.

Ultimately, further study will be necessary to develop a fully comprehensive blight abatement strategy. The City should make the completion of a blight study, and the creation and adoption of a blight abatement strategy, a short-term high priority.



# HOUSING FOR ALL

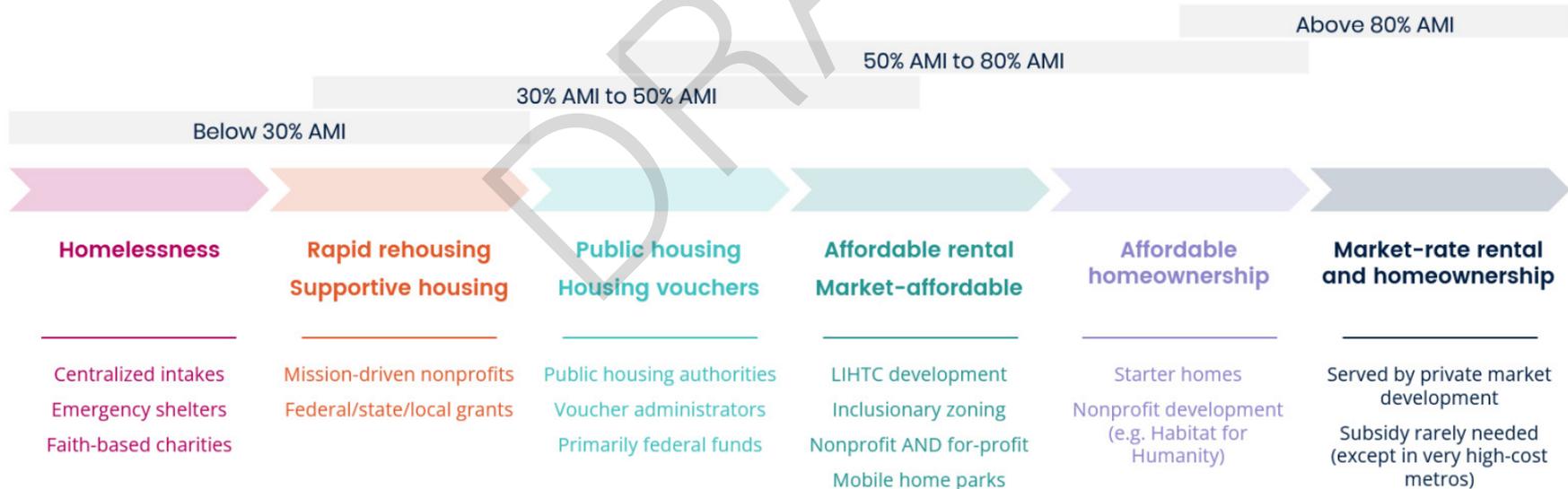
## Housing Diversity

One aspect of ensuring that all residents – regardless of race or socioeconomic background – have access to safe, stable, and affordable housing is ensuring a diverse housing stock. Having affordable, safe, and attractive housing is a critical building block toward a better economy, and ultimately a stronger and more sustainable community.

Housing choice empowers residents to access housing that meets their financial and familial needs. Without sufficient housing choice, residents are often forced to spend more than 30% of their annual household income on housing expenses, which is the state and federal affordability threshold. This, in turn, reduces the amount of financial resources households can spend on fresh and healthy food, healthcare, and transportation costs. It may also lead to increased risk of mental health challenges due to the stress caused by unaffordability.

The housing spectrum provides a useful tool of looking for different housing options in relation to area median income (AMI), which is \$44,890 for Petersburg. Different points on the housing spectrum require different housing solutions.

Figure 4.8 | Virginia's Housing Spectrum



SOURCE: Virginia Housing Forward, Virginia Department of Housing and Community Development

Many Petersburg households are estimated to fall above 80% of AMI, although a considerable portion of residents are estimated to fall below 30% of AMI.

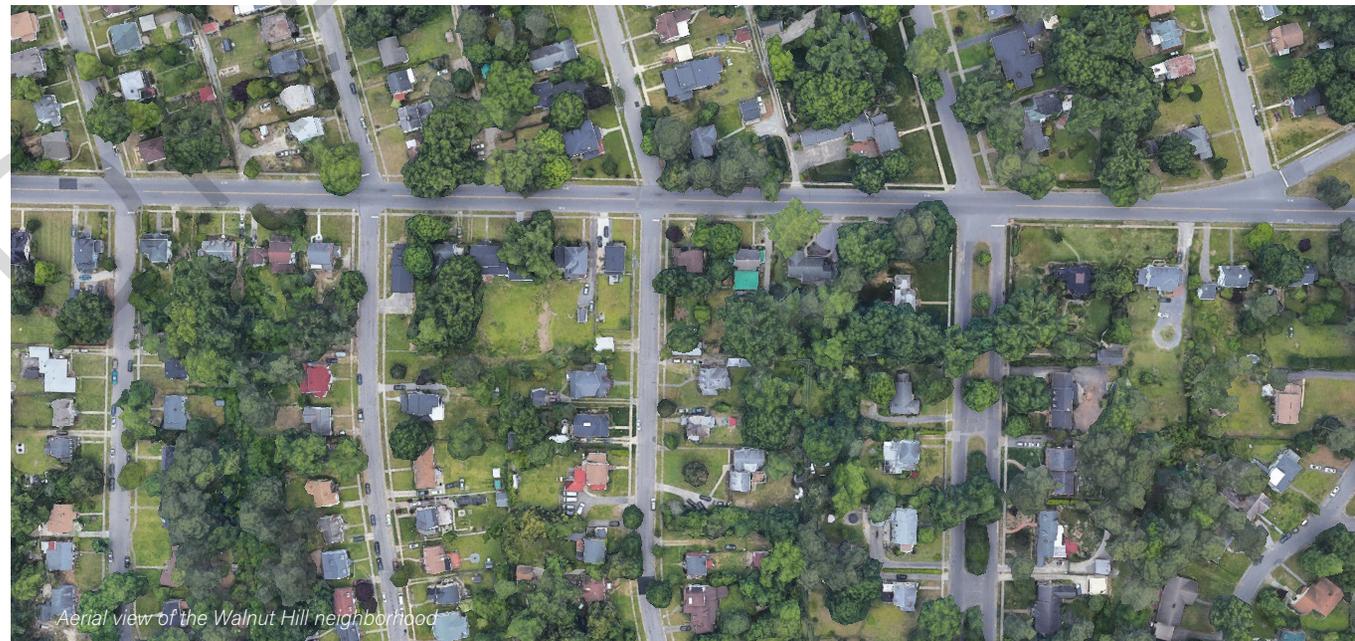
Based on the City's existing housing stock, residential building permits issued, and AMI distribution of residents, the priority for future housing investment should focus on affordable homeownership and market-rate rental and homeownership opportunities. Petersburg should promote development of "missing middle housing" in the form of duplexes, townhouses, or garden-style apartments and condominiums. This type of housing is a great option for first-time homebuyers. Zoning Ordinance regulations should be evaluated to identify and eliminate barriers to this type of development, such as restrictive setbacks and minimum lot sizes. Successful blight abatement and rehabilitation will also help increase the supply of single-family homes.

Table 4.2 | Petersburg Households and Housing Spectrum

| Housing Spectrum   | Household Income Range Equivalent | Estimated Percentage of Households | Estimated Maximum Annual Housing Payment* |
|--------------------|-----------------------------------|------------------------------------|---|
| Below 30% AMI      | \$13,467 and below                | 17%                                | Below \$4,040                             |
| 30% AMI to 50% AMI | \$13,467 - \$22,445               | 13%                                | \$4,040 - \$6,734                         |
| 50% AMI to 80% AMI | \$22,445 - \$35,912               | 10%                                | \$6,734 - \$10,774                        |
| Above 80% AMI      | \$35,912 and higher               | 60%                                | \$10,774 and up                           |

SOURCE: American Community Survey, 2016-2021

\*Based on the state and federal threshold of 30% annual household income to total housing expense. This table assumes an average of 2.26 residents per household, and includes both renters and homeowners.



## ***Aging in Place***

Aging in place allows older adults to live in a familiar place where they have well-established social, familial, and medical connections. The desire to age in place may also be an economical decision as moving costs and high mortgage payments are avoided. As Petersburg's population of older adults continues to increase, it will be important to ensure that those who desire to age in place are supported.

There are many strategies the City can pursue to ensure it is fully supportive of its older population – many of whom are lifelong or long-term Petersburg residents. Ensuring that sidewalks are well maintained, wheelchair accessible, and connect residential areas to amenities supports mobility for older adults who cannot drive. Housing rehabilitation programs can provide older adults with the funding and guidance to maintain and modify their homes to be fully accessible. Accessory dwelling units can help offset rising housing costs, create residential space for children or other live-in caregivers, or create adjacent residential space for parents or others for whom care is being given.

Several senior housing and assisted living facilities are present in Petersburg for older adults who require more supportive care as they age. Additional development of age-restricted and senior housing will create new

options for those wishing to stay in Petersburg but downsize, transition out of homeownership, or both. These types of housing options are also beneficial in helping provide older adults with more routine medical care.

## ***Veterans' Housing***

Veterans' housing is a regional need due to the influence of the U.S. military as a major employer. Veterans' housing can be transitional or permanent in nature and is effective in helping bridge the gap between military veterans and the civilian community. Petersburg strives to partner with its neighboring localities to supply veterans' housing to the community.

## ***Transitional Housing***

Transitional housing, or temporary housing options, bridge the gap between homelessness and permanent housing. Currently, there is no permanent shelter or transitional housing opportunities for residents facing homelessness. This is especially challenging for more vulnerable community members: women, children, older adults, and those with physical or mental disabilities.

One model to address traditional housing needs is a system where non-profit and faith-based coalitions share the responsibility of operating a shelter during the winter months. Another opportunity is a transitional housing space that could be managed by local non-profits or

**Over 400 students in the PCPS system were homeless at some point in time during the 2020-2021 school year (College of William and Mary).**

community groups; this could be supported through U.S. Department of Housing and Urban Development (HUD) block grant funding.

There is currently an increasing number of group homes in residential neighborhoods throughout the City. When registered, regulated, and inspected, these residential opportunities provide safe options for residents with barriers to housing. The City should continue its efforts to ensure group homes are regulated and safe, in accordance with all applicable requirements from Code of Virginia.

## Subsidized Housing

Subsidized housing meets a critical need for community members who make below 50% of the AMI. The Petersburg Redevelopment and Housing Authority (PRHA) was created in 1967 and owns and manages approximately 310 units of public housing and administers approximately 837 units under the Housing Choice Voucher (HCV) Program. PRHA also manages 38 units of rental housing that are part of the Low-Income Housing Tax Credits (LIHTC) program and 100 units in a HUD Section 202 program. The total number of units managed by PHRA house less than 5% of the City's population, although as much as 30% of the City's population is estimated to make below 50% of the AMI. As of 2021, over 1,230 people were on a waitlist for the HCV program and 300 people were on a waitlist for public housing, indicating that demand for subsidized housing remains high.

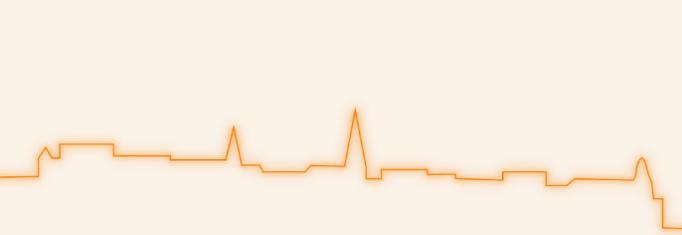
To balance the need to meet housing demand and the need to spark more widespread building of generational wealth, the focus for the future should be to maintain existing public housing units and ensure that these units are high-quality and safe rather than developing new units. New subsidized units should be established through the LIHTC program or other tax incentives as opposed to Section 8 housing. This is because the LIHTC program facilitates development of a more diverse array

of housing types, can preserve existing multi-family housing stock, and has a demonstrated track record of sparking successful economic investment. LIHTC development can also be paired with historic tax credits as an additional incentive, and should be directed toward areas with the greatest access to economic opportunity to create mixed-income neighborhoods and deconcentrate poverty.

**LIHTC encourages the development of affordable rental housing by providing owners a federal income tax credit. It also provides an incentive for private investors to participate in the construction and rehabilitation of housing for low-income families.**



Henry Williams Townhomes



## WHAT IS "REDLINING"?

"Redlining" is used to describe a discriminatory practice in **which lenders would systematically deny loans, mortgages, and other financial services** to residents of certain areas based on the prevailing race or ethnic group in the area. Lenders would draw red shaded areas on maps to visualize these "hazardous" areas, leading to the term "redlining."

The impacts of redlining are **broad and significant**, but primarily resulted in **generational poverty through neighborhood segregation, continuous loan denials**, and **predatory lending**.

To explore a historic redlining map of Petersburg, [click here](#).

## PATHWAYS TO HOMEOWNERSHIP

### *Manufactured Housing*

Manufactured housing, which includes modular homes, prefabricated homes, and mobile homes, is one option to provide a diverse, attainable housing stock and is one of the most affordable opportunities for homeownership.

Manufactured housing comprises just under 3% of the City's housing stock. The City facilitates manufactured housing placement through allowing it as a by-right use in the agricultural zoning district, and through the Residential Mobile Home (RMH) district in the Zoning Ordinance. Approximately 64 acres of land are currently zoned RMH, with significant buildout potential remaining on these lots. Petersburg should continue to promote the development of manufactured housing in appropriate areas in a safe and attractive manner. In addition to federal standards governing the safety and quality of individual manufactured units, there are several regulations to ensure communities as a whole are safe and well-maintained, including routine inspection, landscaping, and open space requirements.

### *Fair Housing*

One of the biggest barriers to achieving homeownership in Petersburg is a high denial rate for mortgage loans, driven by historic disinvestment and predatory lending. Rental housing choice can be blocked by high- eviction landlords and predatory practices by some lenders.

Petersburg has adopted a Fair Housing ordinance to prohibit discrimination in housing. Additionally, Petersburg was authorized by the Code of Virginia to participate in a pilot Eviction Diversion Program (EDP) through July 2024 where participating tenants must pay at least 25% of the amount due on the return date agreed to by the landlord and tenant. If the tenant makes all payments as required, the lawsuit will be dismissed. However, access to fair housing remains a challenge, especially in areas of the City that were historically subject to redlining. Evictions before, during, and after the COVID-19 pandemic were at unprecedented levels in the United States, with Petersburg having the second highest eviction rate among mid-sized cities in the country at 17.5 evictions per 100 rental homes. The negative effects of eviction and housing instability can have ripple effects across Petersburg and include increased unemployment, homelessness, and costs to provide public services.

Education is one key to ensuring that tenants know their rights and can advocate in situations where their rights may have been violated. A Fair Housing information clearinghouse should be created and provided digitally. Another proactive measure to promote fair housing is to establish defined boundaries for rental inspection districts. Petersburg has adopted a rental inspection district ordinance but has not yet defined boundaries.

A regional approach to fair housing can be highly successful, as time and financial resources are shared. Petersburg should support the creation of a regional fair housing testing program and commission to review fair housing complaints. Additionally, it is recommended that evictions, delinquent payments, and foreclosures be tracked through a regional GIS database for transparent review, research, and monitoring.

Table 4.3 | Regional Filings and Evictions, Q1 - Q2 2022

| Locality            | Q1 2022 |           | Q2 2022 |           | % Change: Q1 2022 - Q2 2022 |           |
|---------------------|---------|-----------|---------|-----------|-----------------------------|-----------|
|                     | Filings | Evictions | Filings | Evictions | Filings                     | Evictions |
| City of Petersburg  | 370     | 125       | 593     | 284       | 60%                         | 127%      |
| Chesterfield County | 1,255   | 498       | 1,031   | 518       | -18%                        | 4%        |
| Henrico County      | 725     | 214       | 1,484   | 586       | 105%                        | 174%      |
| City of Hopewell    | 178     | 66        | 213     | 85        | 20%                         | 29%       |
| City of Richmond    | 1,173   | 336       | 1,596   | 440       | 36%                         | 31%       |

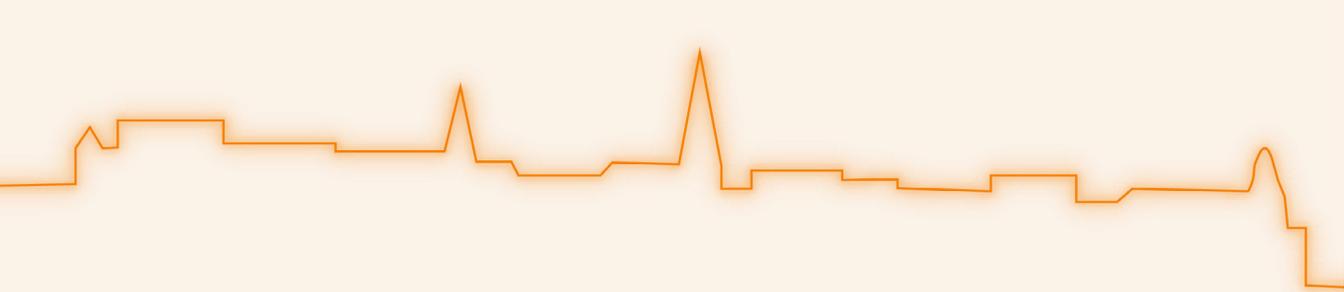
SOURCE: Legal Services Corporation (LSC) Civil Court Data Initiative, RVA Eviction Lab Analysis

### **Economic Investment**

One aspect of promoting homeownership is ensuring access to both jobs that pay a living wage and the skills training for those jobs, whether that be through higher education or a continuing education program. Chapter 3 of this Plan addresses economic growth and development in greater detail.

Federal funding can help spark greater economic growth, especially when connected to homeownership and building wealth. Petersburg is a Community Development Block Grant (CDBG) entitlement community, meaning that the City receives annual federal funding that can be allocated in a variety of ways for the betterment of the community. An Advisory Board serves to guide City Council

on how to allocate funding. Moving forward, CDBG funding should be prioritized for job training, skills development, and economic development to better position residents for homeownership. The City should also expand community engagement above and beyond mandated public participation to ensure CDBG allocation is addressing high-priority needs for residents, especially needs that may typically be cost-prohibitive given City budget constraints.



## WHAT IS A COMMUNITY LAND TRUST?

Community Land Trusts (CLTs) are **successful partnerships** to **support the provision of affordable housing in a community and build generational wealth**. A typical CLT is a non-profit organization operated by community members. The CLT **owns land and leases the land at affordable prices to residents, who can in turn build and purchase a home on the property for up to 50% less than the market rate**. If a resident sells their house, profit is typically limited to ensure that the home in the land trust remains affordable for the next resident.

Other **benefits** of a CLT include preventing blight, promoting neighborhood stability by reducing gentrification, and giving the community greater control over the development happening in their neighborhood. CLTs can be successfully funded through a variety of mechanisms, including public and private grants. **Petersburg is a prime location for a CLT due to its large quantity of vacant land and demonstrated need for affordable housing opportunities. The City should support efforts to create a CLT and promote this opportunity as a successful pathway to homeownership.**

To learn more about CLTs, click to check out the resources [here](#) and [here](#)!

### ***Programs and Partnerships***

Collaboration with local, regional, and state organizations is important in helping provide and promote pathways to homeownership in Petersburg. Petersburg should maintain regular communication with its regional partners to support their efforts to provide Petersburg residents with safe, attractive, and high-quality places to call home.

Local and regional partners Petersburg can continue relationships with to promote pathways to homeownership include, but are not limited to:

- Crater Planning District Commission (CPDC)
- Habitat for Humanity
- Partnership for Housing Affordability (PHARVA)
- Pathways
- Petersburg Redevelopment and Housing Authority (PRHA)
- project:HOMES
- Southside Community Development and Housing Corporation (SCDHC)
- The Cameron Foundation
- United Way
- Virginia Housing Alliance (VHA)

## NEIGHBORHOOD VITALITY

Everybody deserves a great neighborhood. A healthy housing mix is a catalyst to maintaining stable neighborhoods and supporting economic development. Residents need economic opportunity and mixed-income neighborhoods to encourage investment throughout Petersburg. Petersburg's efforts to address housing needs should be coupled with efforts to ensure the overall vitality of its residential neighborhoods. (Map 3.3).

Neighborhood vitality can be achieved in several ways – from regulatory action to “thinking outside of the box” – to address community challenges to community-driven revitalization. The strategies in PetersburgNEXT are intended to spark discussion and new policy directions, all with the goal of creating and sustaining neighborhood vitality throughout the City.

### **Housing Rehabilitation Zones**

Code of Virginia Section 36-55.64 authorizes Virginia localities to create, by ordinance, local housing rehabilitation zones that provide incentives and regulatory flexibility. The establishment of housing rehabilitation zones allows projects that are affordable for a variety of incomes to be eligible for housing revitalization financing. Petersburg should designate up to two housing rehabilitation zones to allow the City and private and non-profit development community to take

advantage of funding opportunities to improve housing and neighborhood conditions. The community should be given the opportunity to provide feedback on neighborhoods that are under consideration for rehabilitation zones.

### **Community-Driven Investment**

Tactical urbanism, regular neighborhood clean-ups, and community watch programs are all examples of community-driven investment. This type of investment is important in ensuring neighborhoods are reflective of the history, culture, and priorities of their residents, and is key in helping prevent gentrification (see the “Investment Without Displacement” section later in this Chapter). The City should actively support local neighborhood groups and non-profits in community-driven investment efforts.



## WHAT ARE SOME OF THE ASPECTS OF COMMUNITY VITALITY?

- Safe and decent affordable housing
- Public safety
- Strong public schools
- Streets that are well-lit, well-landscaped, well-maintained, and provide safe pedestrian infrastructure
- Employment opportunities that are accessible and pay living wages
- Connective public transportation infrastructure
- Pride of “ownership” in the neighborhood
- Convenient access to both active and passive recreation and open space
- Civic and institutional engagement that facilitates strong bonds among community members

## Tactical Urbanism

Tactical urbanism is a term often used to refer to low-cost, low-effort, and flexible neighborhood interventions such as street murals and parklets. Tactical urbanism is typically led and maintained by community members and is a widely accepted method of sparking widespread neighborhood revitalization that reflects the spirit of the community.

- A private property mural program can help beautify neighborhoods.
- Little Free Libraries promote literacy and support cohesive communities.
- Pop-up farmers' markets or urban gardens on vacant lots facilitate access to healthy and fresh food and ensure that vacant lots are being maintained and cleaned.
- Other placemaking activities, such as "guerilla landscaping," can create a sense of ownership and community pride.

Petersburg should create pilot programs for tactical urbanism efforts, such as a private property mural program and pop-up farmers markets. These efforts should be led and supported by local community groups and non-profit organizations.

## The Dollar Lot Program

One best practice for community-driven investment is a dollar lot program. Successfully piloted in several major U.S. cities, the dollar lot program is characterized by cities selling vacant parcels for \$1 to community members who either own land on the same block or otherwise have a demonstrated local interest or investment in the area, such as non-profits or churches. Buyers must retain their property for at least five years and cannot purchase more than two lots through the program. They are also typically required to regularly maintain the lot; some creative solutions for vacant lots include community gardens and temporary art installations. Lots could not be repurposed for uses such as off-street parking, storage of junk, or trash disposal.

A study of a similar program in Chicago found a statistically significant drop in crime after one year in participating neighborhoods. Other potential benefits that Petersburg could experience include increased community stability, a decline in code violations such as trash and tall grass, and less staff time and resources spent on citing those code violations. Petersburg should evaluate the feasibility of creating a dollar lot program for vacant parcels in residential neighborhoods. The City should collaborate with regional partners, such as the Crater Planning District Commission (CPDC) and the Cameron Foundation, for assistance with funding and administering the program. Community Land Trusts (CLTs) can also help manage dollar lot programs.

## INVESTMENT WITHOUT DISPLACEMENT

When undergoing revitalization of any kind, Petersburg must be careful that new investment is not a catalyst for gentrification and displacement of long-term community members. There are several different ways Petersburg can ensure that new investment continues to move the City forward while complementing existing neighborhoods and community culture.

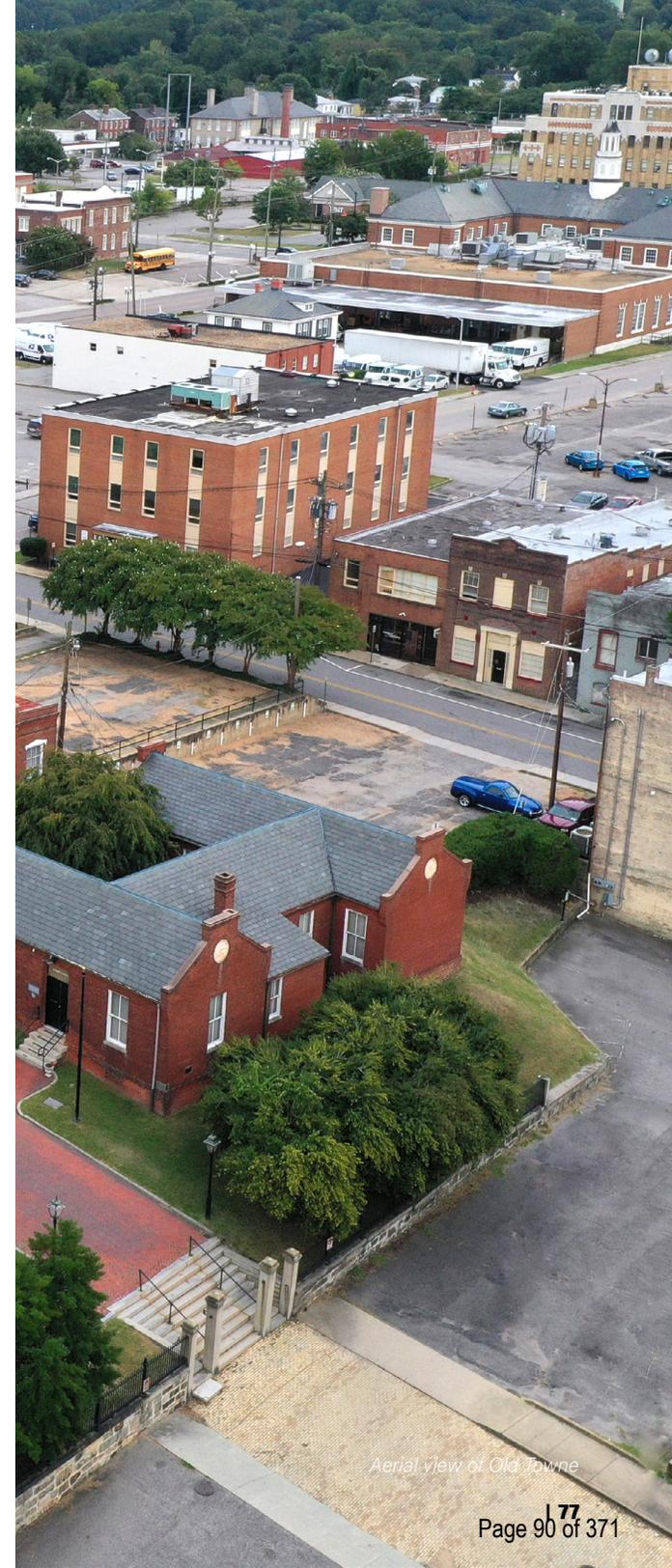
### Neighborhood Investment, Together

Routinely involve community members in planning processes.

Develop new small area plans for Pocahontas Island, Halifax Triangle, and University Boulevard to further detail a broad-based visioning and neighborhood revitalization planning process in these neighborhoods.

Adaptive reuse or infill projects in designated historic districts or in Old Towne should be complementary to the design and scale of the surrounding neighborhood.

New multi-family housing developments should be mixed-income whenever possible.



*Aerial view of Old Towne*

# Working Together for Vibrant Neighborhoods and Housing for All

Goal Statement: Petersburg is a city where housing choice in attractive neighborhoods is accessible to residents of all backgrounds and abilities.

| Objectives  | Strategies  |
|---|---|
| 4.1 Systematically identify and eradicate residential blight across Petersburg. | 4.1.1: Prioritize further study to create a stand-alone, comprehensive residential blight abatement strategy.   |
|   | 4.1.2: Adopt a drug blight ordinance in accordance with the Code of Virginia as an additional mechanism to eliminate blight associated with confirmed criminal activity.                |
|   | 4.1.3: Ensure that penalties for blight violations are clearly stated in the City's Ordinances and set to the maximum allowable by state code.  |
|   | 4.1.4: Avoid demolition of properties in identified historic districts, pursuing rehabilitation, adaptive reuse, or creative reuse instead.   |
|   | 4.1.5: Allow demolition as needed in non-historic districts, and assemble and market contiguous properties to develop small-scale subdivisions of single-family residences or duplexes. |
|   | 4.1.6: Create an online code enforcement database to allocate City resources more efficiently, track progress, and guide Ordinance updates and capital improvements planning.           |
|   | 4.1.7: Partner with the Virginia National Guard to eradicate blighted structures.   |
|   | 4.1.8: Prioritize the expansion of its Department of Neighborhood Services, aiming to double the number of staff responsible for code enforcement within the next five years.           |
|   | 4.1.9: Develop a robust code enforcement strategy to allow the City to be more proactive in preventing properties from reaching Red Tag status.   |

| Objectives   | Strategies   |
|--|--|
| <p>4.2 Facilitate the provision of a diverse, safe, attainable, and high-quality housing stock in all neighborhoods.</p> | <p>4.2.1: Amend the Zoning Ordinance to support "missing middle" housing. Create incentives within the Zoning Ordinance for these types of structures to promote their development.</p>  |
|  | <p>4.2.2: Amend the Zoning Ordinance to facilitate the provision of safe and attractive manufactured housing development in appropriate areas.</p>   |
|  | <p>4.2.3: Provide financial support to the Petersburg Redevelopment and Housing Authority (PRHA) in their work to maintain housing developments, ensuring that they are attractive and safe communities.</p>   |
|  | <p>4.2.4: Recommend approval of mixed-income, market-rate, and workforce housing developments, especially when located in areas of opportunity.</p>  |
|  | <p>4.2.5: Amend the Zoning Ordinance to allow for adaptive reuse, creative reuse, and opportunities for new housing in non-traditional areas (e.g., former shopping centers, former churches and schools, etc.).</p>   |
| <p>4.3 Expand pathways to homeownership through partnerships, education, and eliminating regulatory barriers.</p>        | <p>4.3.1: Prioritize annual Community Development Block Grant (CDBG) funding for job training, skills development, and economic development to better position residents for homeownership.</p>  |
|  | <p>4.3.2: Develop a formal Fair Housing Q&amp;A flyer for frontline City staff to ensure a consistent and high-quality process of referring residents to HOME and Legal Aid. Include this in a Fair Housing clearinghouse on a highly visible section of the City's website.</p> |
|  | <p>4.3.3: Establish defined boundaries for two rental inspection districts.</p>  |
|  | <p>4.3.4: Evaluate the feasibility of creating a Housing department to streamline the provision of housing services such as education, assistance, and benefits to the community.</p>  |
|  | <p>4.3.5: Create and promote a Community Land Trust program in collaboration with local non-profits and lenders.</p>   |

| Objectives   | Strategies   |
|--|--|
| <p>4.4 Support neighborhood vitality through community partnerships, regulatory action, and strategic investments.</p>   | <p>4.4.1: Update small areas plans for Pocahontas Island, Halifax Triangle, and University Boulevard to further detail broad-based, inclusive visioning and planning for revitalization in these neighborhoods.</p>            |
|  | <p>4.4.2: Collaborate with community groups and partner organizations in tactical urbanism efforts to beautify neighborhoods in the short-term. Evaluate the creation of a Private Property Mural Program as a first step.</p> |
|  | <p>4.4.3: Apply for grant funding related to infrastructure improvements as a means of supporting quality neighborhoods and economic development.</p>  |
|  | <p>4.4.4: Designate up to two housing rehabilitation zones, in accordance with the Code of Virginia.</p>   |
|  | <p>4.4.5: Establish a Dollar Lot Program through collaboration with regional partner organizations.</p>  |
| <p>4.5 Be mindful of community character when evaluating new residential development to ensure that investment is complementary to existing character and history and does not displace long-term residents.</p> | <p>4.5.1: Direct mixed-income residential development in appropriate areas throughout the City, as guided by the Future Land Use Framework and Map.</p>  |
|  | <p>4.5.2: Ensure that adaptive reuse and infill development in designated historic districts and Old Towne is complementary to the scale and architectural character of the surrounding area.</p>                              |

05

# **PARKS + RECREATION + ARTS + HISTORIC PRESERVATION**

Petersburg provides equitable access to parks, recreation, the arts, and historic resources to facilitate healthy lifestyles, tourism, and celebration of heritage and culture.

"THE POSSIBILITIES ARE **ENDLESS**  
WITH SOME CREATIVE VISION AND A  
JOINT CITY AND COMMUNITY INSPIRED  
PARTNERSHIP; A REINVESTMENT OF  
**TIME, IDEAS, AND INNOVATION!**"

- Idea Wall Respondent



# 05

## INTRODUCTION

The heart and soul of a community are manifested through its recreational spaces and culture, directly contributing to a high quality of life and an enduring sense of place. Just as water, sewer, and public safety are considered essential public services, access to parks, recreation, and cultural amenities is vital to maintaining the physical and mental well-being of residents and can provide unique opportunities for economic development through tourism.

Petersburg is fortunate to have an abundant inventory of parkland and a rich cultural fabric to support recreation, the arts, and historic preservation. By resourcefully utilizing existing assets and investing in amenity improvements

where there is demonstrated need, the City will cultivate a strong foundation of recreational opportunities, community programming, and cultural experiences that collectively define Petersburg as a destination to live, play, and visit. This chapter highlights the existing conditions of Petersburg's recreational and cultural resources and explores opportunities to enhance assets and preserve them for future generations to enjoy.



## COMMUNITY FEEDBACK: PARKS, RECREATION, ARTS + HISTORIC PRESERVATION

- Local history and culture are the most valued assets in Petersburg.
- Lack of youth recreational programming and opportunities is a major concern among survey respondents.
- 55.7% of survey respondents did not feel that there is adequate space and programming at community centers to meet the community's needs.
- 53.4% of survey respondents did not feel that cultural events and social opportunities meet the community's needs.
- The top recreational facility improvements desired are trails, indoor community centers, and outdoor event spaces. Updated and accessible playgrounds were also highly desired, along with a public dog park.



Appomattox River

## INVENTORY AND ASSETS

### ***Parks and Facilities***

Parks and recreational programming is managed by Petersburg's Department of Recreation, Special Events, & Volunteerism, while the Facilities Management and Grounds Maintenance Divisions oversee property maintenance. Overall, the City owns 16 parks within its limits, plus an additional riverfront park in Dinwiddie County, Appomattox Riverside Park, which is also referred to as Ferndale Park. City-owned parks include a large outdoor sports complex, public golf course, community pool, and numerous athletic fields.

Trail systems within Petersburg are available in Legends Park and Petersburg National Battlefield, which have individual systems of internal trails for walking and biking. Additional walking tracks and paths can be found in neighborhood parks throughout the City. Petersburg also boasts newly completed segments of the Appomattox River Trail, which will drive increased opportunities for recreational tourism. Four miles of the Appomattox River Trail have been planned within Petersburg, with key intersections to the Fall Line Trail and East Coast Greenway planned at Patton Park for a coordinated regional trail network that converges in Petersburg.

### ***Community Centers***

Community centers provide meaningful services to residents of all ages. There are currently three community center facilities in the City: A.P. Hill Community Center, Harding Street Recreation Center, and the privately-owned Petersburg Family YMCA. However, A.P. Hill and Harding Street are both vacant and deteriorating rapidly. Community engagement consistently cited the need for more community centers to adequately provide indoor programming and recreation space, particularly for youth. In lieu of constructing new facilities, the City should utilize its existing vacant properties at A.P. Hill and Harding Street, as well as Peabody Middle School, to provide much-needed indoor meeting and recreation space. Desired programming at these spaces includes after-school youth activities and tutoring, adult learning and workforce training, computer labs, 3-D printing, and meeting space to learn hobbies and skills.

The City should also collaborate with Petersburg City Public Schools (PCPS) to facilitate more after-school and community programs within current school buildings and playgrounds after hours. Key benefits to providing more after-school programming for children include safe spaces for youth while their parents work, reduced likelihood of engaging in risky behaviors, and opportunities to learn social and life skills.

Table 5.1 | Parks and Recreation Assets

| Map ID            | Facility Name                              | Address                                | Park Type       | Amenities  |
|-------------------|--|--|-----------------|--|
| <b>City-Owned</b> |  |  |                 |  |
| 1                 | Appomattox Riverside Park (Ferndale Park)  | 24909 Ferndale Road (Dinwiddie County) | Anchor/Regional | Appomattox River Trail, fishing pier, kayak launch, picnic area, playground  |
| 2                 | Cameron Field                              | 909 S. Sycamore Street                 | Anchor/Regional | Football field, locker room, restrooms, soccer field, stadium, walking track   |
| 3                 | Flank Road Park                            | 1555 Flank Road                        | Anchor/Regional | Open space   |
| 4                 | Legends Park                               | 1614 Defense Road                      | Anchor/Regional | Athletic fields and courts (including Cooley Field), bike trails, grill stations, picnic areas, playground, restrooms, trails, wildflower sanctuary, Wilcox Lake |
| 5                 | Patton Park                                | 527 University Blvd.                   | Anchor/Regional | Appomattox River Trail, grilling stations, fishing access, picnic areas, natural kayak/canoe launch  |
| 6                 | Petersburg Sports Complex                  | 100 Ball Park Road                     | Anchor/Regional | Baseball/softball fields, concession stand, locker rooms, meeting rooms, picnic areas, playground, restrooms   |
| 7                 | Poplar Lawn Park                           | 243 S. Sycamore Street                 | Anchor/Regional | Seating areas, walking paths   |
| 8                 | Rotary Park at Pocahontas Island           | 149 Rolfe Street                       | Anchor/Regional | Appomattox River Trail, natural canoe/kayak launch, picnic area, fishing access  |
| 9                 | West End Park                              | 522 S. West Street                     | Anchor/Regional | Albert Jones football field, basketball court, walking track   |
| 10                | Anderson Street Park (East Walnut Hill)    | 2140 Anderson Street                   | Neighborhood    | Open space   |
| 11                | Berkeley Manor Park (Berkeley Manor)       | 616 Bradford Lane                      | Neighborhood    | Baseball field, basketball courts, picnic area, playground   |
| 12                | Farmer Street Pool & Park (Rome Street)    | 1216 Farmer Street                     | Neighborhood    | Playground, pool, picnic area, recreation field  |
| 13                | Jefferson Street Park (Bunker Hill)        | 523 S. Jefferson Street                | Neighborhood    | Fitness stations, picnic area, playground  |
| 14                | Low Street Park (High Street/Grove Avenue) | 339 Low Street                         | Neighborhood    | Playground, picnic area  |
| 15                | McKenzie Street Park (Battersea)           | 951 McKenzie Street                    | Neighborhood    | ADA accessible, basketball court, picnic area, playground, soccer field, walking track   |

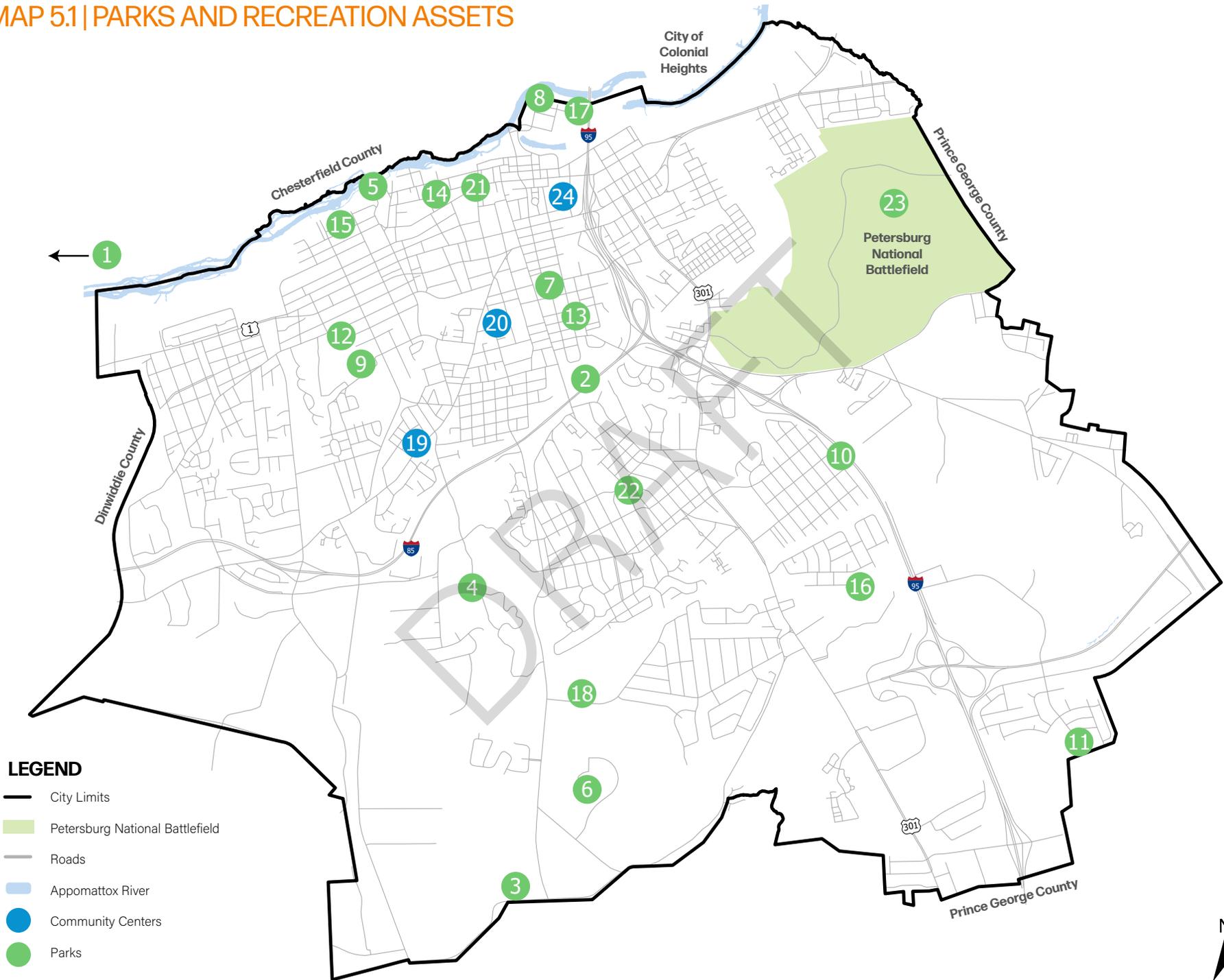
| Map ID                  | Facility Name                       | Address               | Park Type        | Amenities  |
|-------------------------|-------------------------------------|-----------------------|------------------|--|
| 16                      | Oakhurst Park (Oakhurst)            | 435 Blackwater Drive  | Neighborhood     | Baseball field, basketball court, playground, restrooms  |
| 17                      | Pocahontas Park (Pocahontas Island) | 800 Magazine Road     | Neighborhood     | Basketball court, picnic tables  |
| 18                      | Dogwood Trace (Golf Course)         | 3108 Homestead Drive  | Anchor/Regional  | 18-hole, par 72 golf course  |
| 19                      | A.P. Hill Community Center          | 1237 Halifax Street   | Community Center | Currently vacant/unused  |
| 20                      | Harding Street Recreation Center    | 453 Harding Street    | Community Center | Currently vacant/unused  |
| 21                      | High Street Park                    | 302 N. Market Street  | Open Space       | Brick pathways, green space, garden  |
| 22                      | Marie Bowen Gardens                 | 1711 Arch Street      | Open Space       | Pathways, garden   |
| <b>Federally Owned</b>  |                                     |                       |                  |  |
| 23                      | Petersburg National Battlefield     | 5001 Siege Road       | National         | Historic sites, living history demonstrations, nature trails, tours, Visitors Center                                   |
| <b>Privately Owned*</b> |                                     |                       |                  |  |
| 24                      | Petersburg Family YMCA              | 120 N. Madison Street | Community Center | Before/after school care, camp programs, dance classes, gym and sports amenities, multipurpose space, playground, pool |

SOURCE: City of Petersburg

NOTE: Map IDs correspond with numbering on Map 51.

\* Privately owned facilities are open to the community through income-based membership.

# MAP 5.1 | PARKS AND RECREATION ASSETS



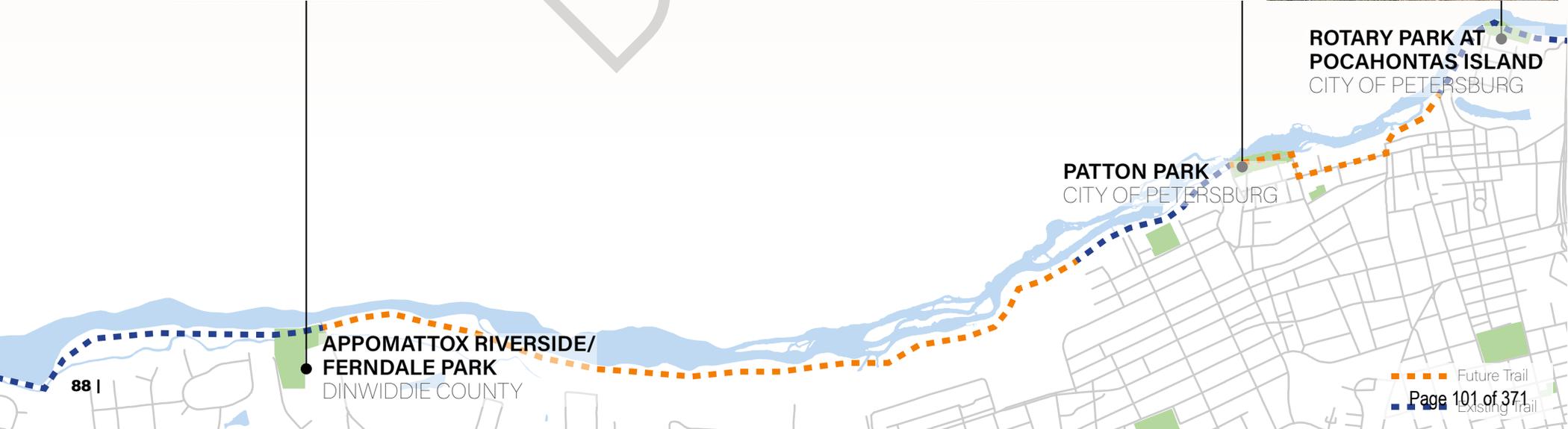
SOURCE: City of Petersburg  
 NOTE: Map numbering corresponds with Map IDs in Table 5.1.



# Appomattox River Trail

A significant effort spearheaded by the Friends of the Lower Appomattox River (FOLAR), in collaboration with local jurisdictions, organizations, and state and regional partners, resulted in the master planning and implementation of the Appomattox River Trail (ART) and park system. The ART is a planned 25-mile greenway and blueway trail connecting three cities and three counties in and around the Gateway Region.

In the City of Petersburg, four miles of trail are planned, which will also intersect with the East Coast Greenway and Fall Line Trail systems. As of 2023, around 50% of Petersburg's segments were fully funded, with 8% completed. An additional 2.2 miles of trails are accessible from the City-owned Appomattox Riverside Park, also referred to as Ferndale Park, just outside the City in Dinwiddie County. The successful development of the Appomattox River Trail and park system brings more opportunities for City residents to participate in outdoor recreation, explore historic Petersburg, and connect with nature.



## CAPITALIZING ON PARK ASSETS

Parks and recreational facilities have the unique opportunity to provide services to City residents while also stimulating economic growth. A parks and recreation master plan with a facility space needs assessment and fiscal analysis should be a top priority to fully catalog existing assets and prioritize options for long-term revenue generation.

Petersburg's impressive inventory of City-owned parks and open space exceeds the national average of parkland available to residents, with 21.7 acres available per 1,000 residents compared to 10.8 acres per 1,000 residents. Despite the abundance of public outdoor space, community engagement consistently cited a lack of outdoor recreational amenities as a top concern. This misperception of available resources may be influenced by maintenance issues, aging facilities, and safety concerns at existing parks, which can deter public usage and prevent those with disabilities or special needs from accessing facilities and trails. Public transit options to parks, particularly those that are not walkable from neighborhoods, can also influence real and perceived issues with access to recreation. The City's portfolio of outdoor recreational space is a prime opportunity for renewed investment. As of the FY24 adopted budget, Petersburg spends 73% less on recreation-related operating expenditures per resident than the national

average. This stretches thin available funds for programming, maintenance, and equipment upgrades at existing parks; over time, several City parks have deteriorated or had facilities removed altogether, rendering them unusable or inaccessible to the community. The number of dedicated full-time parks and recreation staff also falls 89% below the national average, which can impede program expansions and efficient operations due to lack of staffing.

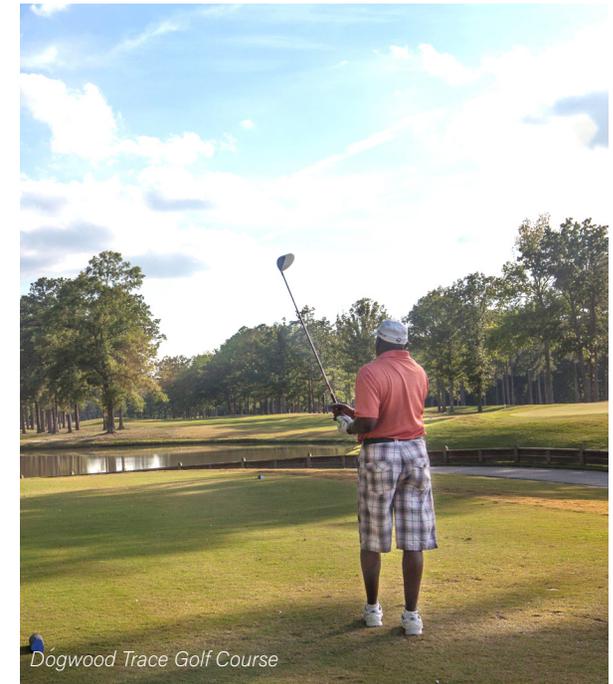
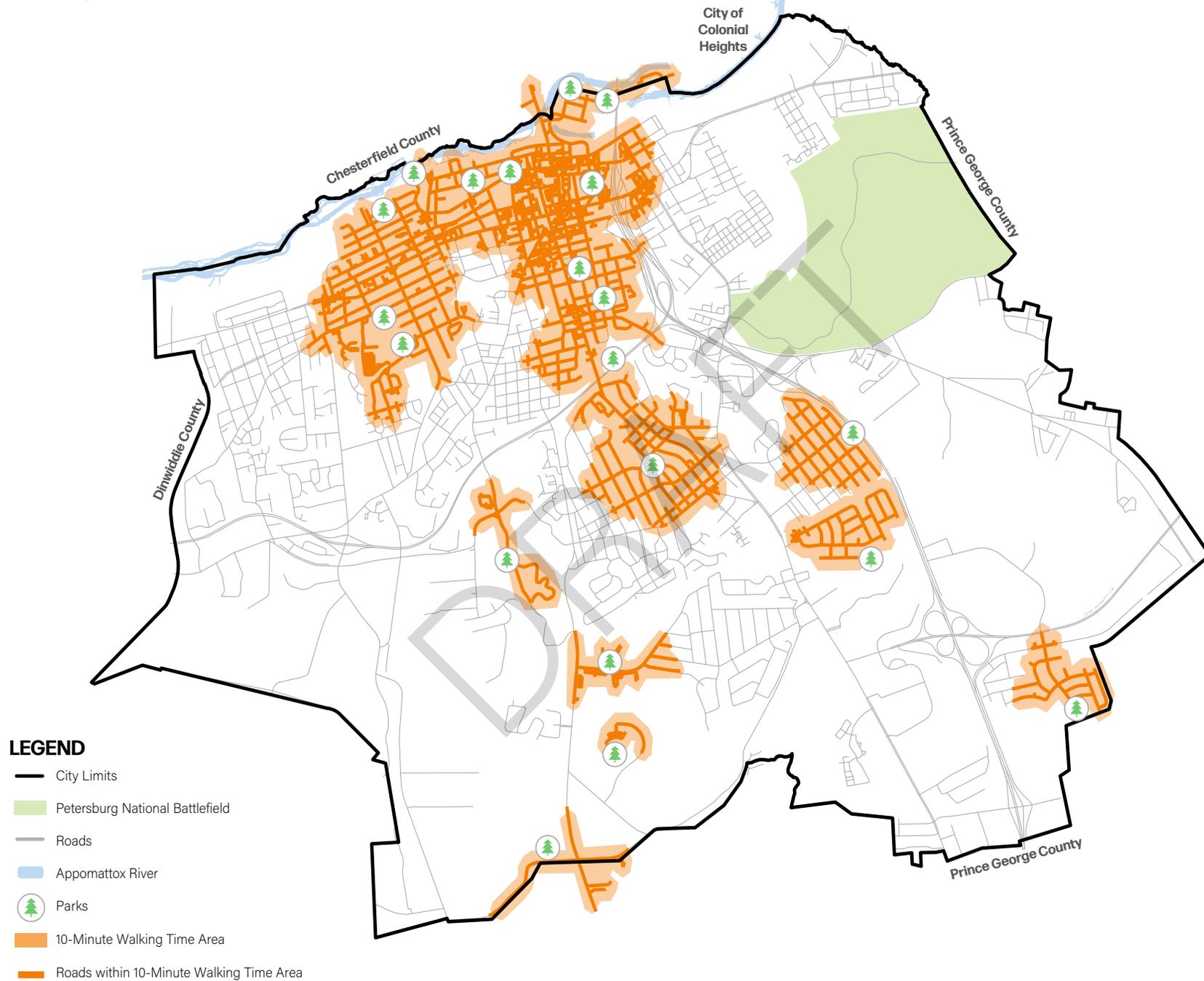


Table 5.2 | Parks and Recreation Metrics Comparison

|  | Petersburg                 | National Average           | City Comparison to National Average |
|--|----------------------------|----------------------------|-------------------------------------|
| Park to resident ratio                                   | 1 park per 2,091 residents | 1 park per 2,287 residents | 9% higher                           |
| Acres of parkland per 1,000 residents                    | 21.7                       | 10.8                       | 101% higher                         |
| Full time parks & rec employees per 10,000 residents     | 1.2                        | 8.9                        | 87% lower                           |
| Operating expenditures per resident, FY23 Adopted Budget | \$20.24                    | \$94.77                    | 79% lower                           |
| Operating expenditures per resident, FY24 Adopted Budget | \$25.53                    |                            | 73% lower                           |
| Operating expenditures per acre, FY23 Adopted Budget     | \$931.28                   | \$7,388                    | 87% lower                           |
| Operating expenditures per acre, FY24 Adopted Budget     | \$1,174.68                 |                            | 84% lower                           |
| Revenue per resident, FY23 Adopted Budget                | \$0.84                     | \$21.71                    | 96% lower                           |

SOURCE: Petersburg FY23 and FY24 Adopted Operating Budgets, National Recreation & Park Association (NRPA)

# MAP 5.2 | 10-MINUTE WALK TIME MAP



SOURCE: City of Petersburg



The national standard for park access is a **10-minute walk time from a residence to a park facility**. While Petersburg has abundant parkland, **most is concentrated in the north central area of the city**, leaving the majority of Petersburg's residences outside of a 10-minute park walk time. This has **major implications for equity**: as many City residents are low-income and do not have a personal automobile, locating parks within a 10-minute walk becomes even more important to providing all residents the opportunity to recreate and socialize.

As Petersburg continues to build its bright future, there are several ways to expand park access for all residents, including **locating public transit stops at park entrances, ensuring that sidewalks provide direct routes between neighborhoods and parks, and prioritizing the location of new parks in areas where access is currently limited**. Continuing maintenance of parks is also important so residents not only have access to parks, but feel comfortable using them. A target of 80% of all residents within a 10-minute walk of a park by 2044 is an achievable goal with strategic investment and planning.

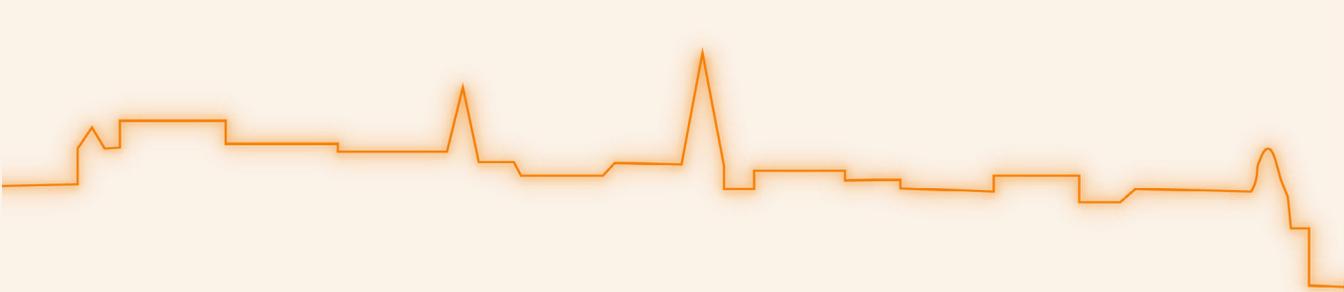
[Click here](#) to learn more about the 10-minute walk time movement!

Maintenance of major parks that serve as recreational anchors, namely Patton Park, Legends Park, and the Petersburg Sports Complex, should be an ongoing priority, including trail maintenance, equipment upgrades, safety features such as fencing and adequate lighting, and grass cutting. Where equipment and facilities are lacking, particularly in neighborhood parks, grants such as those offered through KABOOM! and the National Recreation and Park Association (NRPA) can provide funding and resources to install new equipment.

Increased investment in park amenities can lead to increased non-tax revenue to supplement the City's recreational budget. Generating revenue will increase cost recovery to offset operational and overhead costs, reducing taxpayer burden while still providing quality recreational services to residents. Enhanced programming helps pay for itself as participation grows through user fees and other revenue streams; this in turn frees up resources to continually expand and improve programs and services.

The City's recreation-related revenue currently accounts for only 4% of overall operating costs and is primarily derived from user fees. Since Petersburg has several unused sites at its disposal, there are opportunities to refurbish existing facilities for additional rental space and new economic development opportunities. Other streams of potential revenue include:

- **Facility-Related Revenue:** Ways to increase facility rental revenue include renting buildings, rooms, sports fields, parking lots, and picnic areas, as well as strategizing scheduling for a steady rotation of use.
- **Recreation Program Revenue:** This type of revenue is typically generated through registration fees for programs and classes.
- **Advertising and Sponsorship Revenue:** As parks and recreation offerings increase, opportunities for increased advertising and sponsorships also increase. Well-placed advertisements and banners in athletic fields and print media will be more lucrative to prospective advertisers.
- **Concession and Leasing Revenue:** Running concessions at parks and recreation facilities can be labor-intensive and cost prohibitive. Allowing third-party food operators, such as food truck vendors and restaurant popups, to operate at park concession facilities can help fill a niche while generating rental fees.



## SPORTS TOURISM IN PETERSBURG

Interest in developing a large indoor sports complex to attract regional sports tourism opportunities was **cited as a potential opportunity during community engagement**. The existing Petersburg Sports Complex on Ballpark Road is capable of hosting large baseball and softball tournaments, but the City **lacks additional facility space for indoor sports competitions**. **Sports tourism**, defined by the NRPA as travel for sporting events to either participate in or observe, is **one of the fastest growing tourism sectors**, generating over \$90 billion in economic impact across the U.S. in 2021. **Successful sports complexes** that host large events and tournaments will **attract competitors and their families by being supported by safe and easily accessible communities with adequate places to stay, eat, and shop**.

**Factors to consider include market saturation in the greater Richmond region and the need to provide related retail and hospitality-oriented uses to support a sports tourism base**. Due to the number of other sports complexes in the region, **a market study would be beneficial** to assess the strengths and challenges of further pursuing an indoor sports facility and enhancing sports tourism.

Other non-traditional sports tourism options for Petersburg to explore further include whitewater rafting and recreational kayaking/canoeing on the lower Appomattox River, adventure activities at the University Boulevard Trail and Park Area, and additional multi-use trails at the Petersburg Sports Complex, Legends Park, and the Flank Road ball fields.

To fully capitalize on potential revenue, the City should invest in more full-time recreation staff and consider merging them into a cohesive Parks and Recreation department, including planning, programming, and grounds/maintenance. A strong roster of full-time staff and administrative coordinators to manage daily logistics, along with a robust team of part-time staff, will help streamline internal communications and more efficiently distribute services and maintenance where they are most needed – particularly as participation and associated facility use grow.

Volunteers can also supplement staff needs. Petersburg currently offers a variety of volunteer opportunities for students, residents, and community partners through the Petersburg Ambassador Program. Current volunteer needs should be assessed annually, along with opportunities for internships. Tapping into Petersburg High School (PHS), Virginia State University (VSU), and Brightpoint Community College (BCC) can lead to creative opportunities for internships that will benefit the City in exchange for class credit. Volunteer efforts should also highlight opportunities to maintain neighborhood parks and organize community clean ups.

## PARKS, SAFETY, AND WELLNESS

### *Parks and Public Safety*

According to the NRPA, well-designed and well-used parks and recreation areas are great community assets. But those assets can become a liability when facilities are inconsistently maintained and become unsafe, losing their value and benefit to the community. Keeping parks and recreation areas well-maintained and safe has a direct impact on usage and is a key to community wellness. Research has found that there is a direct relationship between the level of park use and the perception of security; the more visitors involved in positive activities, the more likely that inappropriate behavior is deterred.



Children enjoying a treat at Petersburg Night Out

### **Working Together for Park Safety**

Considerations for designing safe parks include:

- Does it meet the needs of all users, including those with disabilities?
- Does it connect people with place?
- Does it provide people with a positive image and experience?

Recommendations for implementing safe parks include:

- Locate programmed activities near the park perimeter, beside an entrance, or along a pedestrian path.
- Cater programming and the physical design of the park to encourage use during evenings.
- Develop activities and events beyond those for organized sports facilities and playgrounds.

Other key factors to consider include:

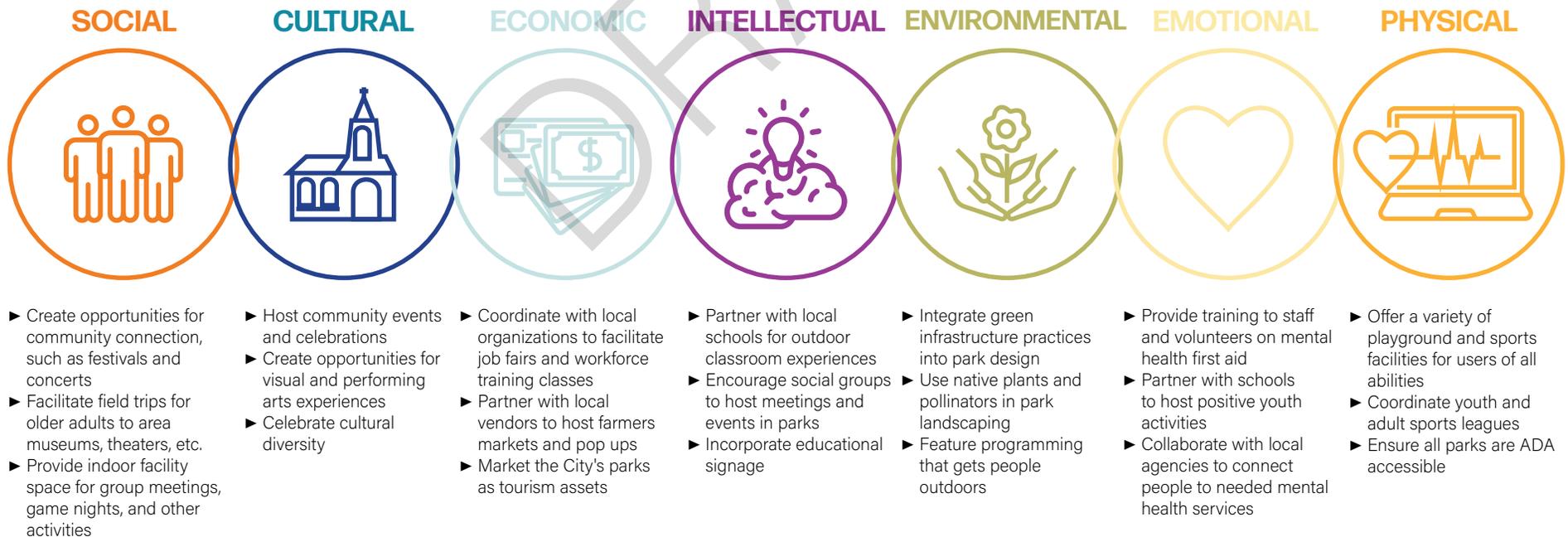
- Perceptions that a park is unsafe are as important as actual safety – both must be addressed to attract more people to parks.
- Involve the community in the design/redesign of park spaces, especially neighborhood pocket parks.
- Clear and understandable signage helps enhance the feeling of safety because it allows people to orient themselves.

## Parks and Community Wellness

Access to outdoor recreation helps increase residents' physical activity, supports mental health, and fosters a sense of community. Parks and trails also contribute to environmental wellness by preserving natural and cultural resources from development. The preservation of vegetated natural areas helps reduce pollution, provides relief from heat islands, and naturally captures carbon. Sensitive areas such as floodplains, endangered species habitats, and waterways can be preserved within parkland while still allowing public access to their recreational and educational benefits.

As Petersburg works to improve its local health rankings, investment in parks and recreation should be seen as a direct investment in community health and wellness. The NRPA offers strategies for creating community hubs (further discussed in Chapter 6). Hubs are trusted gathering places that connect every member of the community to essential programs, services, and spaces that advance health equity, improve health outcomes, and enhance quality of life. Community hubs can be integrated with community centers and should be designed to advance wellness across the seven interconnected dimensions of well-being:

**Despite historical perceptions of health, health and wellness encompass more than simply being free of disease. Wellness is grounded in equitable access to resources and social supports, and involves the dynamic pursuit of activities, choices, and lifestyles that lead to a state of true health.**



## PLAYSPACE INEQUITY

**Playing is the essence of childhood and is a critical developmental need that provides countless physical, social, and mental health benefits.** Many children, particularly those in underserved and minority neighborhoods, do not have access to safe and accessible neighborhood playgrounds and parks. This is known as **playspace inequity.**

Organizations such as KABOOM! work with communities to build playspaces to spark joy and foster a sense of belonging for children who are often denied opportunities to thrive. **Providing playspaces for children to play, explore, exercise, and build friendships** can have **lasting positive impacts that are foundational to healthy growth and development.** In Petersburg, a new playground funded through a grant from KABOOM! opened at the Petersburg Family YMCA on North Madison Street in May 2023. The City can **explore additional funding opportunities to develop similar playgrounds in parks currently lacking facilities, as well as upgrades to existing playgrounds to be more inclusive,** such as ADA accessibility, sensory activities, and shade structures. These amenities often get overlooked in underserved communities, but can **provide wellness benefits that will reap generational rewards.**

### **Parks in need of playground amenities include:**

- Anderson Street Park – 2140 Anderson St.
- Flank Road Park – 1555 Flank Rd.
- Pocahontas Park – 800 Magazine Rd.

## PROGRAMS AND PARTNERSHIPS

Local organizations and nonprofits work in the community to provide vital resources such as youth outreach, life skills development, parental classes, health education, and more. Below are a few of the local groups and resources available to the community:

- Crater District Area Agency on Aging (CDAAA)
- Petersburg Boys & Girls Club
- Petersburg Healthy Options Partnerships (PHOPS)
- Petersburg Family YMCA
- Petersburg Wellness Consortium
- Progressive Community Outreach



Petersburg Family YMCA



*Saxophone player at a Petersburg Area Art League (PAAL) event*

## ARTS AND CULTURE

Petersburg residents are passionate about local arts and culture, ranking it as the City's most valued asset along with local history. In 2008, the City established the Arts and Culture District in and around Old Towne to increase awareness and support for arts and cultural pursuits, along with an associated incentive program that allows for an exemption of the admissions tax to qualified arts organizations within the District for up to 10 years. The program is targeted to ventures such as theaters, art galleries, museums, and studios. Additional incentives can be considered, such as encouraging new ventures to locate in underutilized and vacant spaces through tax incentives, microgrants, or expedited permit review.

Community engagement conveyed a strong desire for more robust arts and cultural resources and programming. While partnerships have been formed in the past between the City and area organizations to support the arts, residents would benefit from reinvigorated initiatives to bolster the creative economy. Strategic planning related to recreation and tourism should also include provisions for arts and culture, such as public art procurement and themes, community events planning, and an inventory of available public and private venues and studios. Completion of a public art plan should be considered within the Arts and Culture District to help facilitate new public

art installations. Public art and murals can be utilized to beautify dilapidated parks, repurpose vacant walls, add definition to existing significant neighborhoods. By supporting public art planning and programming, Petersburg will reinforce arts and culture as intrinsically valuable community assets.

### **Arts & Community Wellness**

Along with recreation, access to cultural amenities provides interesting and educational activities for community members of all ages, and enhances community pride and promotes inclusion. Creative arts therapies and health programs provide important care options for both mental and physical health. According to the National Endowment for the Arts, the positive impacts of the arts on health begin in early childhood by contributing to healthy emotional and social development. For older adults, participation in the arts is linked to higher cognitive functioning and lower rates of hypertension. Supporting and expanding a strong presence of the arts and culture in Petersburg will contribute to improving local health rates and increasing positive health outcomes.

## Arts and Economic Development

Arts and cultural industries should be utilized as economic assets that appeal to visitors and residents alike. The arts and cultural sector stimulates local economies through tourism, consumer purchases, and tax revenue. According to the National Governors' Association for Best Practices, the range of economic benefits include:

- **Helping weak economic areas:** The decentralized nature of creative industries can boost economic stability. At the heart of the creative economy are individual artists who are typically well-connected to their home communities. Linking these artists with entrepreneurial opportunities both inside and beyond their immediate neighborhoods offers many economic development possibilities.
- **Attracting tourism dollars:** Audiences drawn to cultural venues and events also bring economic benefits for other related businesses. A thriving cultural scene helps attract visitors who not only spend money on the events themselves, but also contribute to local economies by dining in restaurants, lodging in hotels, and purchasing gifts and services in the community.

- **Recruiting and developing a skilled workforce:** The arts are an important complement to economic development, providing an enhanced quality of life that plays an influential role in attracting and retaining young professionals. Jobs generated in supporting industries such as hospitality and customer service also benefit the local workforce.

The arts, in combination with parks and recreation amenities, provide a well-balanced quality of life that sustains the heart and soul of Petersburg. Working with local and regional organizations and partners to enhance and promote cultural offerings is an investment with lasting returns.



Below is **just a small sampling of Petersburg's many events and festivals!**

### Festival of Grapes and Hops

Hosted in Old Towne Petersburg Harbor, the Festival of Grapes and Hops features over 20 wineries and craft breweries, local food trucks, and musicians.

### Friday for the Arts!

Friday for the Arts! is organized by the Petersburg Area Art League and is held the second Friday of every month. The event showcases local artists, galleries, museums, restaurants, and shops across more than 20 venues in the Old Towne area.

### Friday Flow at Ironworks

Hosted in the historic Appomattox Ironworks complex, Friday Flow at Ironworks is a weekly summer concert series featuring a variety of Americana, Folk, and Southern Rock musicians. Friday Flow is a newer addition to Petersburg that kicked off in 2023.

### Halifax Music Festival On the Avenue

This outdoor community music festival occurs every June at Halifax Triangle or "The Avenue". The block party-style event features Jazz and Blues musicians, food, and drinks.



## HISTORIC PRESERVATION

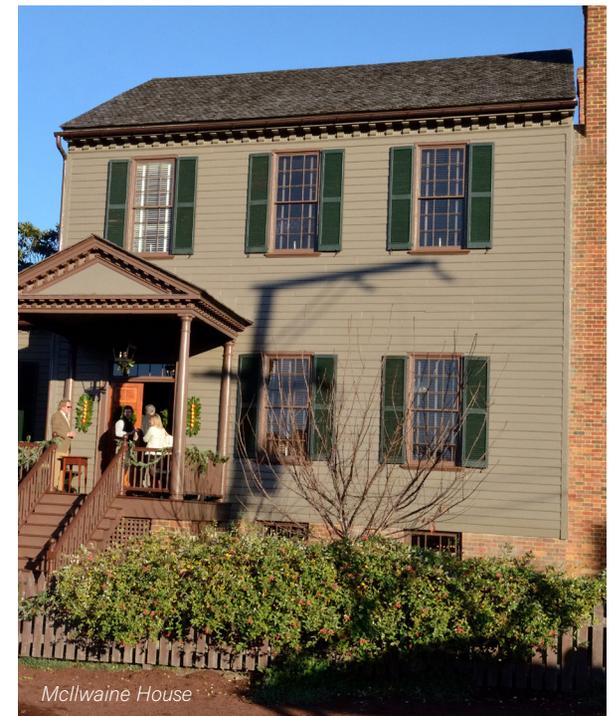
The City's **long-standing attention to historic preservation** is apparent in the quality of Petersburg's historic resources and neighborhoods. To **continue this legacy of quality historic preservation**, the City should:

- Prepare a preservation plan for Petersburg.
- Improve community engagement in historic preservation efforts.
- Continue researching and promoting an inclusive history of Petersburg, including the preservation of historically Black and disinvested neighborhoods.
- Improve code enforcement to reduce blight and neglect of historic structures City-wide.
- Continue to focus on context-sensitive development and preservation of historic structures.
- Utilize key design elements from the City's historic districts to inform new development.
- Improve use of historic resources to promote tourism and expand the local economy.

With distinct roles during the Revolutionary War, Civil War, and Civil Rights movement, Petersburg is well known for its rich inventory of historic structures, sites, and resources. Petersburg's historic resources contribute to, and in many respects, define the City's character. Preservation of local historic assets builds community identity, and through that identity, acts as a driver of economic growth and cultural pride in Petersburg. However, many of Petersburg's historic resources have been threatened over the years through population loss, abandonment and demolition of buildings, and renovations that remove historically substantial elements. Balancing forward-thinking growth with the preservation of Petersburg's historic fabric should be an ongoing, foundational element of the City's future planning.

To tell its ever-evolving story, Petersburg manages its historic resources in several ways. The City's Historic Preservation Ordinance regulates renovations to existing buildings and new construction within the City's seven locally designated historic districts; these changes are subject to review by the Preservation Planner and/or the Architectural Review Board (ARB). In addition to administering design review in locally designated historic districts, the City

owns and maintains several historic sites, including Centre Hill Museum, Petersburg Courthouse, People's Cemetery, and Blandford Church Museum and Cemetery. The City also maintains Certified Local Government status through the Virginia Department of Historic Resources (DHR) and enforces design guidelines to ensure that new improvements in historic districts are compatible with existing architectural character and contribute to the economic vitality of the City.



## Historic Preservation and Community Wellness

Historic development patterns in Petersburg are reflected through a compact, human-scale development pattern. Preservation of human-scale patterns of development, with walkabout street grids and functional forms, contributes to an equitable, multimodal transportation network. Historic street grids tend to be more walkable and bikeable, and also have access to public transit, giving residents multiple options for navigating Petersburg in addition to personal vehicles. This promotes more daily activity and provides reliable options for travel to healthcare appointments and employment opportunities.

In addition to physical benefits, historic preservation also fosters a sense of place, enhancing the intrinsic benefits of community identity, continuity, and pride. Research has shown that an entire group's health can suffer after losing a special place – blight and demolition can erode, and even destroy, the heart and soul of neighborhoods by removing the community spaces that define the area. Continued efforts to maintain physical connections to the past through the preservation of Petersburg's sacred buildings and sites will positively contribute to community wellness and ensure that Petersburg's story will endure for generations to come.

## Historic Preservation and Economic Development

Historic preservation has many benefits for Petersburg, including promoting green development, bolstering the tourism economy, preserving existing affordable housing stock, celebrating shared culture and social connection, and ultimately enhancing quality of life.

- **Attracting talent and investment:** Historic neighborhoods contribute to urban livability and an environment for job creation. Businesses located in cities that are perceived as good places to live, with a sense of historic authenticity, have an advantage in attracting talent and investment. Retaining historic patterns of mixed use design can also provide attractive spaces for both employers and professionals looking to settle in Petersburg.
- **Property values:** Historic preservation helps maintain strong property values, with historic district values consistently rising more than in non-historic areas. Additionally, studies show that historic districts better maintain their value during recessions and recover more quickly.

- **Heritage tourism:** Heritage tourists tend to stay longer and spend more per day, therefore generally having a greater economic impact per trip.
- **Business incubation:** Older, smaller buildings are critical to the incubation of small businesses that are the primary job creators in the U.S. economy. Neighborhoods containing a diverse mix of older, smaller buildings support greater levels of positive economic and social activity than areas dominated by newer, larger buildings.





Photo Credit: Virginia Department of Historic Resources

## PRESERVATION PROGRAMS, TOOLS, AND INCENTIVES

### *Virginia Landmarks Register and the National Register of Historic Places*

Petersburg boasts 12 districts and 34 individual sites that are recognized on the Virginia Landmarks Register and/or National Register of Historic Places (Table 5.3). An additional 44 properties are considered eligible, but are not formally listed. Inclusion on state and national historic registers is honorary and generally does not carry preservation protections, but inclusion does open opportunities for preservation tax credits, grants, and easements. As a cohesive collection of resources, properties listed on historic registers can be a key economic driver for neighborhood revitalization, business development, affordable housing, and heritage tourism.

### *Tax Credits*

Rehabilitation tax credit programs provide tax credits to property owners who undertake the rehabilitation of historic buildings in compliance with the Secretary of Interior's Standards for Rehabilitation. Through the federal and state rehabilitation tax credit programs, property owners are given substantial incentives for private investment in preservation, resulting in enormous advantages to the public. The preservation of these structures encourages a connection to the past, enhances the identity of a community, and stimulates private investment.

### *Locally Designated Historic Districts*

In addition to the 12 state and federally recognized historic districts, Petersburg has seven locally designated historic districts (Map 5.4). Local districts may follow the same boundaries as their state/federal counterparts, but local districts are not strictly honorary and are subject to additional standards and protections through the Zoning Ordinance.

### *Architectural Review Board*

The Architectural Review Board (ARB) is an appointed body responsible for reviewing all proposals for development and exterior modifications to buildings and signs within the City's seven local historic districts. The City should continue to develop educational materials on appropriate maintenance procedures and requirements for owners of historic properties within local historic districts and promote Petersburg's historic district guidelines as an aid to property owners planning renovation, rehabilitation, or new construction to historic properties.

## ***Certified Local Government***

Petersburg is recognized as a Certified Local Government (CLG). CLGs are municipalities that have demonstrated a commitment to local preservation through a formal certification process with DHR. Becoming a CLG promotes community-wide preservation, supports local preservation programs, and establishes the credentials to qualify for them. Requirements to become certified include:

- Establishing a qualified historic preservation commission and/or Architectural Review Board.
- Creating a historic district ordinance to enforce appropriate regulations for the protection of historic and heritage resources.
- Maintaining a system to regularly survey and inventory local historic resources.
- Facilitating public participation in local preservation and stewardship programs.

Once certified, CLG communities are eligible for additional benefits such as competitive grant funding and technical assistance.

## ***Easements***

Easements allow property owners to voluntarily protect the historical, architectural, and archaeological integrity of their property by placing a permanent preservation easement on the property. The easement restricts future development of the property, prohibits certain activities, and requires prior approval of others. Except for rights specifically relinquished, the landowner continues to own, use, and control the land.



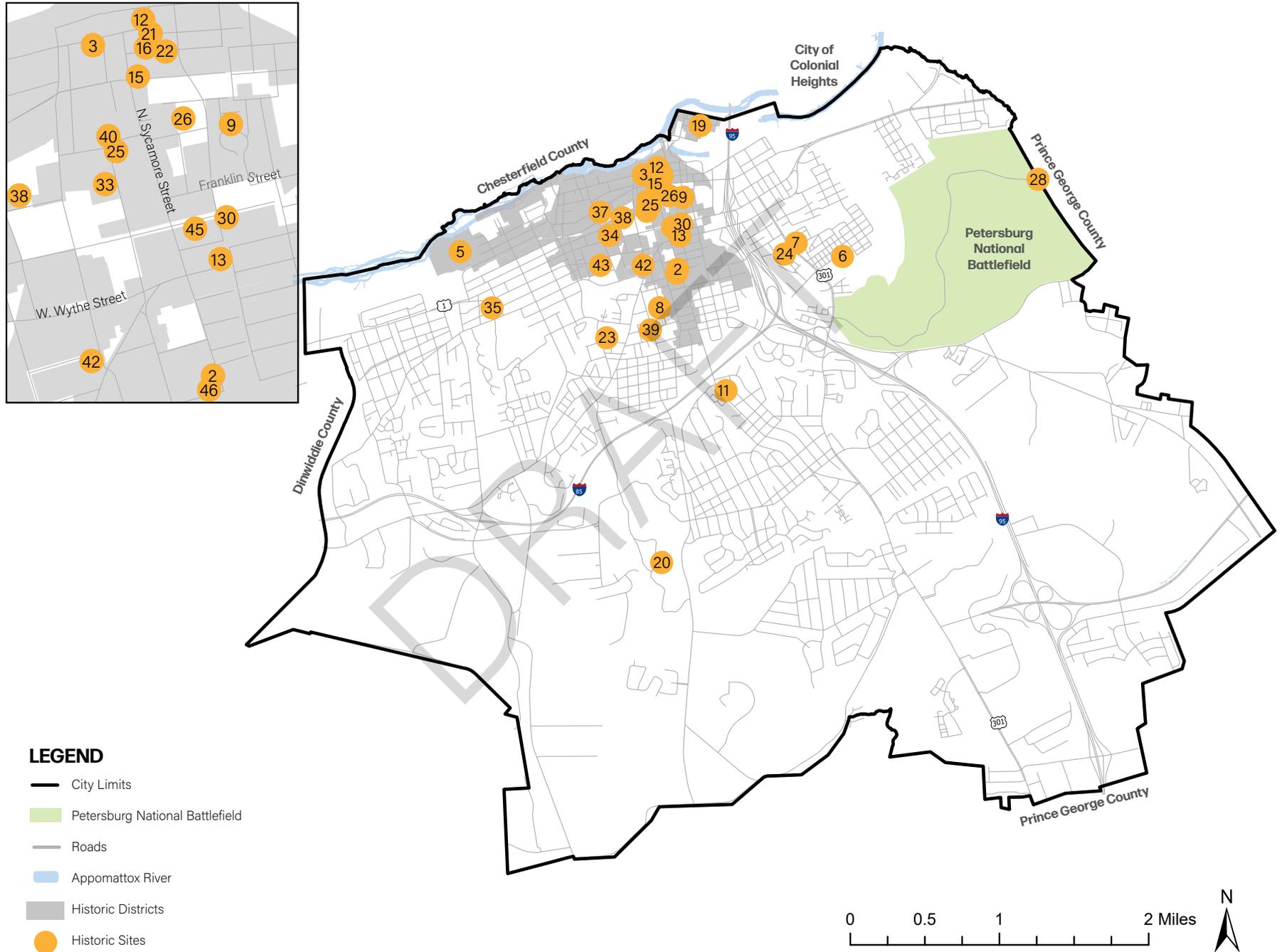
Table 5.3 | State and Nationally Designated Historic Properties and Districts

| Map ID | Site Name  | Year Built/Period of Significance | Dated listed on Virginia Landmarks Register | Dated listed on National Register of Historic Places |
|--------|--|-----------------------------------|---|--|
| 1      | African-American Cemeteries in Petersburg, Virginia, 1818-1942 MPD (Multiple Property Designation) | 1818-1942                         | 12/5/2007                                   | 3/28/2008  |
| 2      | Anna P. Bolling Junior High School   | 1926                              | 9/14/1998                                   | 10/30/1998   |
| 3      | Appomattox Iron Works  | 1812-1897                         | 4/20/1976                                   | 8/11/1976  |
| 4      | Atlantic Coast Line Railroad Commercial and Industrial Historic District                           | 1879-1960s                        | 6/18/2009                                   | 8/27/2009  |
| 5      | Battersea  | 1768                              | 5/13/1969                                   | 11/12/1969   |
| 6      | Blandford Cemetery   | 1702-1924                         | 4/22/1992                                   | 10/15/1992   |
| 7      | Blandford Church   | 1734-37, 1901                     | 4/18/1972                                   | 5/31/1972  |
| 8      | Byrne Street USO Club  | 1942                              | 3/17/2022                                   | 5/27/2022  |
| 9      | Centre Hill  | 1823                              | 11/21/1972                                  | 12/27/1972   |
| 10     | Centre Hill Historic District  | 1914-1923                         | 10/15/1985                                  | 6/13/1986  |
| 11     | Chris and Grace Episcopal Church   | 1925, 1955-57                     | 12/12/2019                                  | 2/27/2020  |
| 12     | City Market  | 1878-79                           | 11/5/1968                                   | 6/11/1969  |
| 13     | Cohen House  | 1851                              | 9/5/2007                                    | 11/1/2007  |
| 14     | Commerce Street Industrial Historic District   | Early 20th century                | 6/19/2008                                   | 9/12/2008  |
| 15     | Exchange Building  | 1841                              | 11/5/1968                                   | 6/11/1969  |
| 16     | Farmers' Bank  | 1815                              | 1/18/1972                                   | 4/13/1972  |
| 17     | Folly Castle Historic District   | Late 18th & 19th century          | 2/26/1979                                   | 7/16/1980  |
| 18     | Halifax Triangle and Downtown Commercial Area Historic District                                    | 1842-1964                         | 3/16/2017                                   | 2/12/2019  |
| 19     | Jarratt House  | 1820                              | 9/15/2022                                   | 9/05/2023  |
| 20     | Legends Park   | 1921                              | 6/14/2000                                   | 8/14/2000  |
| 21     | McIlwaine House  | 1815                              | 6/19/1973                                   | 7/16/1973  |
| 22     | Nathaniel Friend House   | 1815-16                           | 4/20/1976                                   | 8/11/1976  |

| Map ID | Site Name   | Year Built/Period of Significance | Dated listed on Virginia Landmarks Register | Dated listed on National Register of Historic Places |
|--------|---|-----------------------------------|---|--|
| 23     | Peabody Building of the Peabody-Williams School     | 1920                              | 6/14/2000                                   | 8/2/2000   |
| 24     | People's Memorial Cemetery                          | 1840-1942                         | 12/15/2007                                  | 3/28/2008  |
| 25     | Petersburg City Hall                                | 1856-59                           | 4/18/1978                                   | 11/16/1978   |
| 26     | Petersburg Courthouse                               | 1840                              | 4/17/1973                                   | 5/14/1973  |
| 27     | Petersburg Courthouse Historic District             | 1815-1940                         | 8/21/1990                                   | 12/21/1990   |
| 28     | Petersburg National Battlefield                     | 1864-1865                         | 10/18/1983                                  | 10/15/1966   |
| 29     | Petersburg Old Town Historic District               | 1851                              | 11/20/1979                                  | 7/4/1980   |
| 30     | Petersburg Trailways Bus Station                    | 1946                              | 6/18/2015                                   | 9/29/2015  |
| 31     | Pocahontas Island Historic District                 | 1749-1956                         | 9/6/2006                                    | 11/3/2006  |
| 32     | Poplar Lawn Historic District                       | 1767-1945                         | 2/26/1979                                   | 5/23/1980  |
| 33     | Saint Paul's Episcopal Church                       | 1857                              | 4/15/1986                                   | 5/30/1986  |
| 34     | Second Presbyterian Church                          | 1861                              | 12/12/1989                                  | 1/14/1991  |
| 35     | South Chappell Street Car Barn                      | 1899-1903                         | 12/18/2008                                  | 2/25/2009  |
| 36     | South Market Street Historic District               | 1840-1905                         | 6/19/1991                                   | 4/22/1992  |
| 37     | Stewart-Hinton House                                | 1798                              | 6/18/2003                                   | 1/14/2004  |
| 38     | Strawberry Hill                                     | 1792                              | 11/19/1974                                  | 12/23/1974   |
| 39     | Sutherland House                                    | 1860                              | 9/22/2011                                   | 11/22/2011   |
| 40     | Tabb Street Presbyterian Church                     | 1843                              | 2/21/1978                                   | 5/31/1979  |
| 41     | The North Battersea/Pride's Field Historic District | 1810-1940                         | 3/16/2005                                   | 5/26/2005  |
| 42     | Thomas Wallace House                                | 1855                              | 4/15/1975                                   | 5/2/1974   |
| 43     | Virginia Trunk and Bag Company                      | 1903-1931                         | 9/17/2009                                   | 12/23/2009   |
| 44     | Walnut Hill Historic District                       | 1913-1972                         | 12/8/2022                                   | 9/22/2023  |
| 45     | Washington Street (United) Methodist Church         | 1842                              | 6/17/1980                                   | 11/24/1980   |
| 46     | William McKenney House                              | 1890                              | 12/12/1989                                  | 12/6/1990  |

SOURCE: Virginia Landmarks Register; National Register of Historic Places  
NOTE: Map IDs correspond with numbering on Map 5.3 and Map 5.4.

# MAP 5.3 | PROPERTIES LISTED ON STATE AND NATIONAL HISTORIC REGISTERS

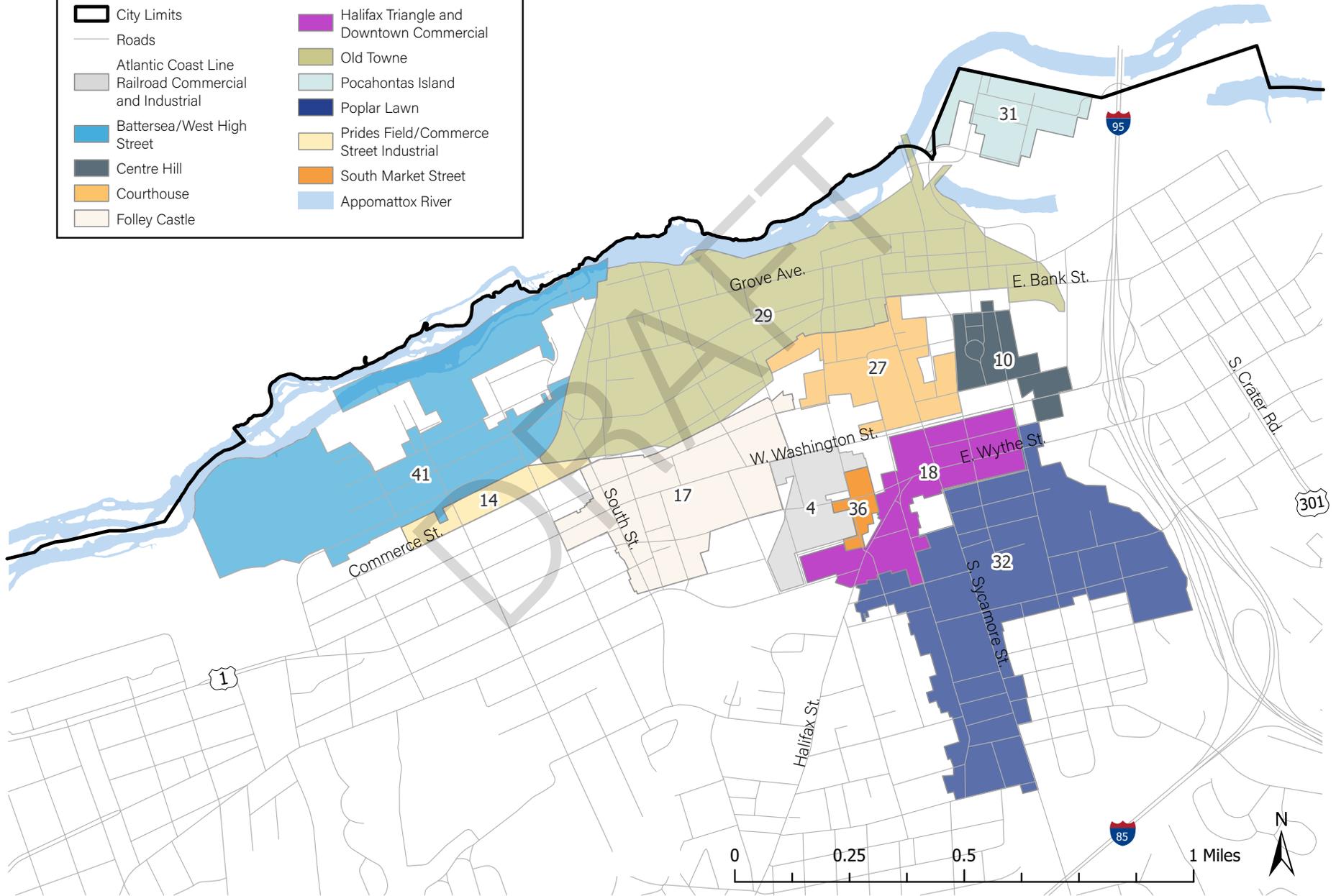


SOURCE: Virginia Landmarks Register; National Register of Historic Places  
 NOTE: Map numbering corresponds with Map IDs in Table 5.3.

# MAP 5.4 | LOCALLY DESIGNATED HISTORIC DISTRICTS

**LEGEND**

|                                    |  |
|------------------------------------|--|
| City Limits                        | Halifax Triangle and Downtown Commercial |
| Roads                              | Old Towne                                |
| Atlantic Coast Line                | Pocahontas Island                        |
| Railroad Commercial and Industrial | Poplar Lawn                              |
| Battersea/West High Street         | Prides Field/Commerce Street Industrial  |
| Centre Hill                        | South Market Street                      |
| Courthouse                         | Appomattox River                         |
| Folley Castle                      |  |



SOURCE: Virginia Landmarks Register; National Register of Historic Places; City of Petersburg  
 NOTE: Map numbering corresponds with Map IDs in Table 5.3.

## LOCALLY DESIGNATED HISTORIC DISTRICTS



### ***Old Towne***

The Petersburg Old Towne Historic District was established in 1973 and contains the highest concentration of 18th century buildings in the City. The City's commercial and formerly industrial core comprises the eastern area of the district. The western area of the historic district is largely residential and is predominantly composed of 18th and 19th century homes of former prominent and working-class residents alike.



### ***Poplar Lawn***

Poplar Lawn began as a genteel residential area for many of the area's prominent merchants. The neighborhood is centered around the 19th century Central Park and features a variety of Greek Revival, Italianate, Queen Anne, and Colonial Revival homes.



### ***Folly Castle***

The Folly Castle district is centered around Folly Castle, an 18th century residence, and was developed between the mid-18th and early 20th-centuries. The neighborhood largely consists of high-style Georgian, Federal, Greek Revival, Italianate, and Queen Anne homes, along with middle class and factory workers' housing to support the numerous tobacco factories that once surrounded the residential portion of the neighborhood.



### ***Centre Hill***

The Centre Hill Historic Area takes its name from Robert Bolling's 18th-century Centre Hill mansion, home to prominent Petersburg residents and distinguished guests from across the country. In 1910, owner Charles Hall Davis sold much of the grounds for speculative housing, giving rise to a neighborhood of bungalows, Colonial Revival, and American Foursquare residential structures dating to this period.



### ***South Market Street***

The South Market Street Historic Area is comprised of portions of South Market, Wythe, Brown, and Halifax Streets and largely consists of grand Greek Revival, Gothic Revival, and Italianate residences constructed by prominent residents in the mid- to late 19th century. Many of the historic residences retain their original outbuildings. The Wallace-Seward House, located within the district, is the site of the last meeting between President Abraham Lincoln and Union General Ulysses S. Grant after Petersburg's fall and just days before the Confederacy's surrender.



### ***Courthouse***

The Courthouse Historic Area includes the 1838 Petersburg courthouse, the 1843 Tabb Presbyterian Church, the 1856 Customs House, and the 1855 St. Paul's Episcopal Church. Additionally, the district features a unique mix of Federal, Greek Revival, Italianate, Renaissance Revival, Neoclassical, Classical Revival, and Chicago School structures. The district is centered on North Sycamore Street and is located directly south of the Petersburg Old Towne Historic Area.



### ***Battersea/West High Street***

The Battersea/West High Street Historic Area consists of the Prides Field and Battersea neighborhoods, located along the Appomattox River to the west of the Petersburg Historic Area. The neighborhood's growth began with the completion of the Upper Appomattox River Canal in the 1820s, and the neighborhood is dominated by late nineteenth century Italianate vernacular frame residences, set close together on shallow lots and occupied by the middle class in their time.

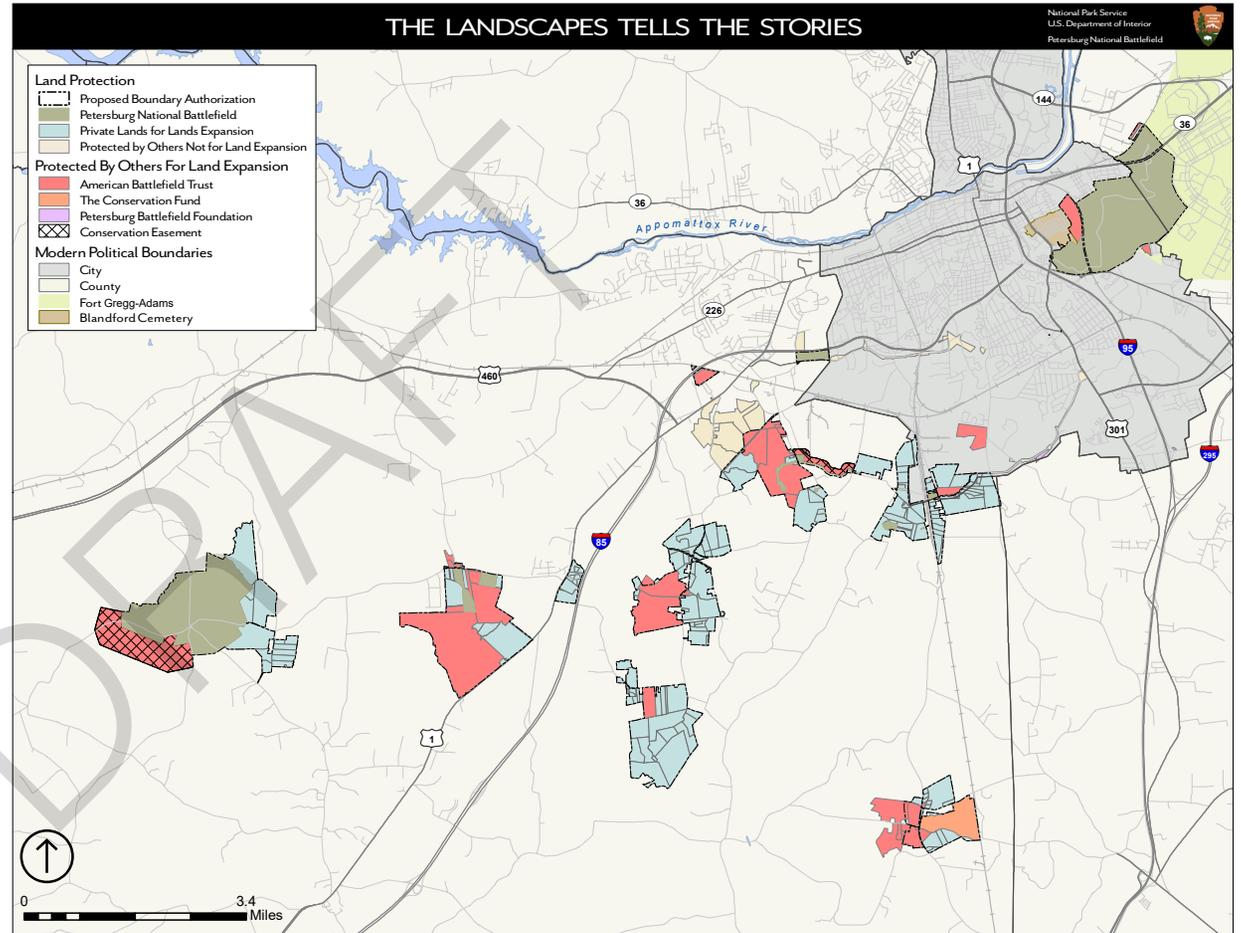
## ADDITIONAL HISTORIC HIGHLIGHTS

### *Petersburg National Battlefield*

Petersburg National Battlefield Park is one of the City's most well-known assets, drawing 201,606 visitors in 2021. The Park commemorates the ten-month siege of Petersburg from 1864 to 1865 and includes acreage in Petersburg, Hopewell, Prince George County, and Dinwiddie County. Roughly 2,700 acres of the Park are located in and immediately around Petersburg, along with over 10 miles of trails for hiking and biking. Visitors can experience historic battle reenactments, ranger-led tours, and self-guided tours, as well as curated exhibits at the Eastern Front Visitors' Center located on Siege Road.

Community engagement indicated that residents desire more direct connections to the Park itself, noting that the existing entrance forces visitors to bypass the heart of the City. To the extent possible, the City should engage with the National Park Service (NPS) on any future Park plans to incorporate additional routes, trails, and wayfinding directing visitors to Petersburg. This effort should be combined with City efforts to revitalize and beautify shared gateway corridors.

## MAP 5.5 | PETERSBURG NATIONAL BATTLEFIELD LAND PROTECTION PLAN



## **Pocahontas Island**

Pocahontas Island, located along the Appomattox River on the northern edge of Petersburg, is one of America's oldest free Black settlements and has evidence of prehistoric Native American settlement dating to 6500 B.C. Named for the renowned Powhatan princess, the island was initially situated further north along the river's upper banks until the early 20th century when a new channel pattern formed the current configuration. Slaves were first brought to this area in 1732 to work in tobacco warehouses. The island was formally platted in 1749 and named Wittontown; the original street grid pattern is still reflected today. The name was changed to Pocahontas Island in 1752. By 1800, over 300 of Petersburg's freed slaves had settled here and formed a prosperous residential and commercial community, making it home to the largest free Black population in Virginia.

Today, Pocahontas is a quiet residential neighborhood consisting of mostly frame, one-story dwellings that date from the turn of the 20th century, with two buildings that are known to have survived from before the Civil War. A tornado in 1993 destroyed many of the homes on the island, creating more open space than historically existed in this once dense urban neighborhood.

Local efforts spearheaded by lifelong resident Richard Stewart prioritized the preservation of Pocahontas Island's history and remaining structures. Through his dedication and perseverance, the Pocahontas Island Black History Museum was opened in 2003 to showcase over 300 years of Black history, with hundreds of artifacts and detailed historical records. Its location on Witten Street was part of the Underground Railroad during the Civil War. To commemorate and substantiate Pocahontas Island's rich legacy in Petersburg, the Pocahontas Island Historic District was added to the Virginia Landmarks Register and National Register of Historic Places in 2006.

While numerous studies have been conducted in recent years to determine plans for the future of Pocahontas Island, residents have conveyed concern that little action has been taken after studies are completed, and certain actions have conflicted with resident desires. The existing residential areas are flanked by the former Roper Lumber site to the east and south, with opportunities for redevelopment currently being explored by the City. Environmentally, the Roper Lumber site is located within floodplains and Resource Protection Areas (RPAs). Redevelopment and economic opportunities for this former industrial site must be balanced with environmental and cultural resource protections and should be sensitive to the neighborhood's history and current residential fabric.

Part of the Roper Lumber property encompasses the existing Pocahontas Island neighborhood park. Any future redevelopment of this area should consider opportunities to permanently retain this recreational space. Community engagement favored converting the Roper site into an outdoor park and event space, which would be well-suited to connect to Rotary Park via the neighborhood park to create a cohesive recreational open space network that defines the perimeter of Pocahontas Island.



*Pocahontas Island*

## Special Places

The rich history of Petersburg is evident throughout the City, including areas and places that are not formally part of a designated historic district. These sites are still considered to be special places to the community because of the historic, aesthetic, natural, and/or cultural elements that they contribute. Together, these special places help weave the story of Petersburg's past. Many of these locations are commemorated with historic markers or memorials describing their history and importance – there are approximately 150 throughout Petersburg related to:

- Early African-American history;
- Architectural heritage;
- Civil War battles and forts;
- Historic homes, churches, schools, and parks; and
- Civil Rights history.

Petersburg can enhance and expand its existing preservation efforts by working alongside the community, the Crater Planning District Commission (CPDC), and NPS to map and inventory monuments and markers, providing a more accurate and data-driven approach to preservation and celebration of special places for the next generation.

**There are approximately 150 markers and memorials throughout Petersburg. Click here to view a list of these sites, including locations and descriptions!**



Marie Bowen Memorial Gardens  
Photo Credit: Marcus Squires

# Growing and Promoting Our Quality of Life

Goal Statement: Petersburg provides equitable access to parks, recreation, the arts, and historic resources to facilitate healthy lifestyles, tourism, and celebration of heritage and culture.

| Objectives   | Strategies  |
|--|---|
| 5.1 Provide parks and recreational spaces that are safe and accessible to all. | 5.1.1: Annually assess the current conditions of park facilities to identify and prioritize safety improvements, ADA accessibility, and repair/replacement of broken or aging equipment.  |
|  | 5.1.2: Ensure that the City's major anchor parks, such as Patton Park, Legends Park, and the Petersburg Sports Complex, have routine grounds and trail maintenance to provide a safe and inviting recreational atmosphere. Install or repair safety fencing, emergency lighting, street lighting, and security cameras in parking areas and along trails where needed for increased nighttime safety. |
|  | 5.1.3: Coordinate with local non-profit organizations and volunteer groups to assist with grounds maintenance and cleanup programs, particularly in neighborhood parks.   |
|  | 5.1.4: Apply for grants and other creative funding sources to install new playground equipment in parks that currently lack facilities.   |
|  | 5.1.5: Renovate A.P. Hill Community Center, Harding Street Community Center, and Peabody Middle School for use as community centers.  |
|  | 5.1.6: Utilize available resources from the National Recreation and Park Association (NRPA) to evaluate and enhance existing park assets, safety considerations, and public wellness opportunities.   |
|  | 5.1.7: Integrate community hubs with community centers and design them to advance wellness across the seven interconnected dimensions of well-being.  |
|  | 5.1.8: Develop new parks throughout Petersburg so 70% of all residents are within a 10-minute walk of a park.   |

| Objectives   | Strategies   |
|--|--|
| 5.2 Capitalize on existing assets to increase revenue streams and invest in staffing resources.  | 5.2.1: Identify underutilized City-owned properties for reinvestment as multifunctional facility spaces for rentals and events.  |
|  | 5.2.2: Invest in dedicated staff resources to provide quality recreational programming more efficiently.   |
|  | 5.2.3: Identify and evaluate opportunities for increased sponsorship opportunities at major events and parks.  |
|  | 5.2.4: Leverage creative marketing and branding to generate interest in recreational programming, assets, and events and drive participation rates.  |
| 5.3 Create a parks and recreation master plan to best utilize existing parks and recreational assets for the community and generate revenue for facility and program improvements. | 5.3.1: Incorporate facility space needs assessments and fiscal analyses to balance improvement costs with new revenue streams.   |
|  | 5.3.2: Coordinate new investment with regional plans for the Appomattox River Trail, Fall Line Trail, Petersburg National Battlefield, and other regional amenities to ensure cohesive visioning and efficient use of resources. |
|  | 5.3.3: Establish landscape design standards and maintenance plans for sites within City-maintained right of way to formally create additional opportunities for neighborhood park access.  |
| 5.4 Continue to develop and enhance recreational opportunities along the Appomattox River.   | 5.4.1: In collaboration with regional stakeholders, invest in park upgrades and facilities at Patton Park, Rotary Park at Pocahontas Island, and Appomattox Riverside/Ferndale Park.   |
|  | 5.4.2: Identify opportunities to create additional riverfront park space with piers and docks for water access.  |
|  | 5.4.3: As river access increases, install additional wayfinding and safety signage along the riverbank for both land navigation and water access.  |
|  | 5.4.4: Require that all recreational enhancements along the Appomattox River waterfront incorporate shoreline and water quality protection measures in accordance with the latest state guidelines and regulations.              |
| 5.5 Support a strong local arts and culture economy.   | 5.5.1: Develop a public art master plan and/or incorporate public art considerations into related City strategic and master plans to help revitalize, define, and enhance the character of Petersburg and its neighborhoods.     |
|  | 5.5.3: Actively market Arts and Culture District incentives to entrepreneurs and arts organizations; evaluate the feasibility of new incentives to direct investment in vacant, underutilized spaces.                            |
|  | 5.5.4: In collaboration with local stakeholders, organize festivals and events to increase tourism and establish Petersburg as a regional event center.  |
|  | 5.5.5: Identify and pursue creative marketing strategies to promote arts and cultural opportunities in Petersburg.   |

| Objectives  | Strategies   |
|---|--|
| <p>5.6 Leverage historic preservation as a means of enhancing quality of life for Petersburg's residents.</p> | <p>5.6.1: In collaboration with local partners and the Virginia Department of Historic Resources (DHR), identify creative ways to further educate the community on Petersburg's diverse history.</p>   |
|   | <p>5.6.2: Build inclusive preservation efforts by identifying and preserving sites/districts associated with historically Black and disinvested neighborhoods.</p>   |
|   | <p>5.6.3: Direct the rehabilitation and adaptive reuse of historic Old Towne properties as a means of increasing downtown population and economic vibrancy.</p>  |
|   | <p>5.6.4: Utilize key design elements from the City's historic districts to inform new development, especially along major commercial corridors and within transition areas between historic districts and non-historic peripheral areas.</p>  |
|   | <p>5.6.5: Provide support, including technical assistance and documentation, for owners of newly eligible properties for potential inclusion on the Virginia Landmarks Register and National Register of Historic Places. Collaborate with partners as needed.</p>   |
|   | <p>5.6.6: Leverage historic preservation and heritage tourism as key elements for a strong and resilient local economy.</p>  |
|   | <p>5.6.7: Maintain Certified Local Government status and enforce local historic preservation ordinances as tools in promoting community-wide preservation.</p>   |
|   | <p>5.6.8: Provide support, including funding as needed, to ensure the continued operations of Petersburg's museums, such as Blandford Church, Siege Museum, and Center Hill Museum, as tourism drivers and sources of City history and identity.</p>   |
|   | <p>5.6.9: In partnership with Crater Planning District Commission (CPDC) and other regional partners, develop a comprehensive Geographic Information System (GIS) database and map for historic resources and green space in Petersburg, including but not limited to earthworks, markers, parks, and monuments.</p> |
|   | <p>5.6.10: Collaborate with private individuals, businesses, and non-profit groups to identify, preserve, and maintain Petersburg's historic and archaeological resources and to identify historic landmarks for visitors.</p>   |

# 06 COMMUNITY FACILITIES + INFRASTRUCTURE

Petersburg provides and maintains exceptional community facilities, services, and infrastructure to enhance livability and promote a high quality of life for all residents.



**"PETERSBURG IS A  
DIAMOND IN THE ROUGH."**

*- Community Survey Respondent*

# 06

## INTRODUCTION

Community facilities, services, and infrastructure play an important role in shaping the Petersburg community. Educational facilities, like schools and libraries, drive the local economy by educating the next generation of the workforce. The availability of healthcare and community wellness outlets supports resident health, well-being, and safety. Infrastructure availability, including water, sewer, and stormwater management, is a key factor in where and how new commercial and industrial development occurs. Technological advancements in broadband, communications, and transportation open new doors of possibility for connecting residents with the world and bridging the digital divide.

The condition and accessibility of these and other community facilities and services influence the overall quality of life enjoyed by Petersburg's residents. This chapter articulates how Petersburg is meeting the community facilities, services, and infrastructure needs today and making wise investments for meeting the needs of tomorrow.



## COMMUNITY FEEDBACK: COMMUNITY FACILITIES + INFRASTRUCTURE

- 16.8% of survey respondents listed utilities and infrastructure as their top concern for Petersburg's future.
- 45.9% of survey respondents did not agree that trash and recycling services adequately serve the community.
- More than half of survey respondents do not feel that space and programming at community centers meets community needs.
- 66.2% of survey respondents do not agree that public school facilities are well-maintained.
- Over 80% of survey respondents say that more schools, libraries, and government buildings should be encouraged.
- 76.1% of survey respondents feel that public library facilities and services are meeting the community's needs.

## CITY ADMINISTRATION AND GOVERNANCE

The City of Petersburg is organized under a Council-Manager form of government. Seven elected members sit on City Council, representing each of the City's seven wards. An appointed City Manager oversees the City's daily operations, consisting of approximately 30 departments and 900 part- and full-time staff. Together, City Council and the City Manager are committed to transparency, efficiency, and accountability in governance.

Keeping the community informed and engaged is an important aspect of transparency, particularly as the communications landscape evolves with new digital applications and technologies. The City's Department of Communications, Marketing, Tourism, and Government Relations keeps the community informed of important news through a variety of online, print, and broadcast platforms. Petersburg's website details information about City departments, provides Council meeting dates and agendas, and acts as a repository for City news and information.

Even so, 72% of survey respondents felt that communication and outreach efforts from the City could be improved. To change misperceptions about ongoing communications efforts, the City can take simple steps to reach more residents:

- Maintain a robust social media presence.
- Revamp the City's website to make it more user-friendly and maintain updates on important announcements.
- Expand the online Geographic Information Systems (GIS) catalogue.
- Expand virtual/online service options.
- Engage with student interns from Petersburg High School (PHS), Virginia State University (VSU), and Brightpoint Community College (BCC) to help with marketing and public relations.



## KEEPING UP WITH THE CITY OF PETERSBURG

- Check the City's website at <http://www.petersburgva.gov>
- Sign up for e-newsletters through the City's Public Information Officer, and check out the City's quarterly paper newsletter
- Read press releases and news articles at <https://www.petersburgva.gov/1030/News-Media>
- Tune in to the City's government access channel – Channel 15 (Comcast)
- Follow the City of Petersburg on social media

## EXISTING FACILITIES

The City of Petersburg owns nearly 100 buildings comprising more than one million square feet, including departmental offices, emergency response facilities, and schools. The Facilities Management Division of the Department of Public Works is the primary caretaker of these buildings and is responsible for the construction, preventative maintenance, repairs, and custodial services of City buildings. Ongoing funding and staffing challenges exist, as well as aging and outdated structures. Keeping the inventory of older civic buildings functional and relevant should be a key priority for the City, particularly for those that have local significance or contribute to historic streetscapes.

Petersburg does not have a standalone, official government complex; rather, City facilities are dispersed around Petersburg. The decentralized nature of essential City services and functions can make it difficult for interdepartmental collaboration and for residents to obtain the assistance they need. Additionally, many of these facilities are aging, creating safety concerns for employees.

The City also owns a large number of vacant properties. Consideration should be given to the future of these properties, with a study necessary to assess key factors that will influence future investment, such as:

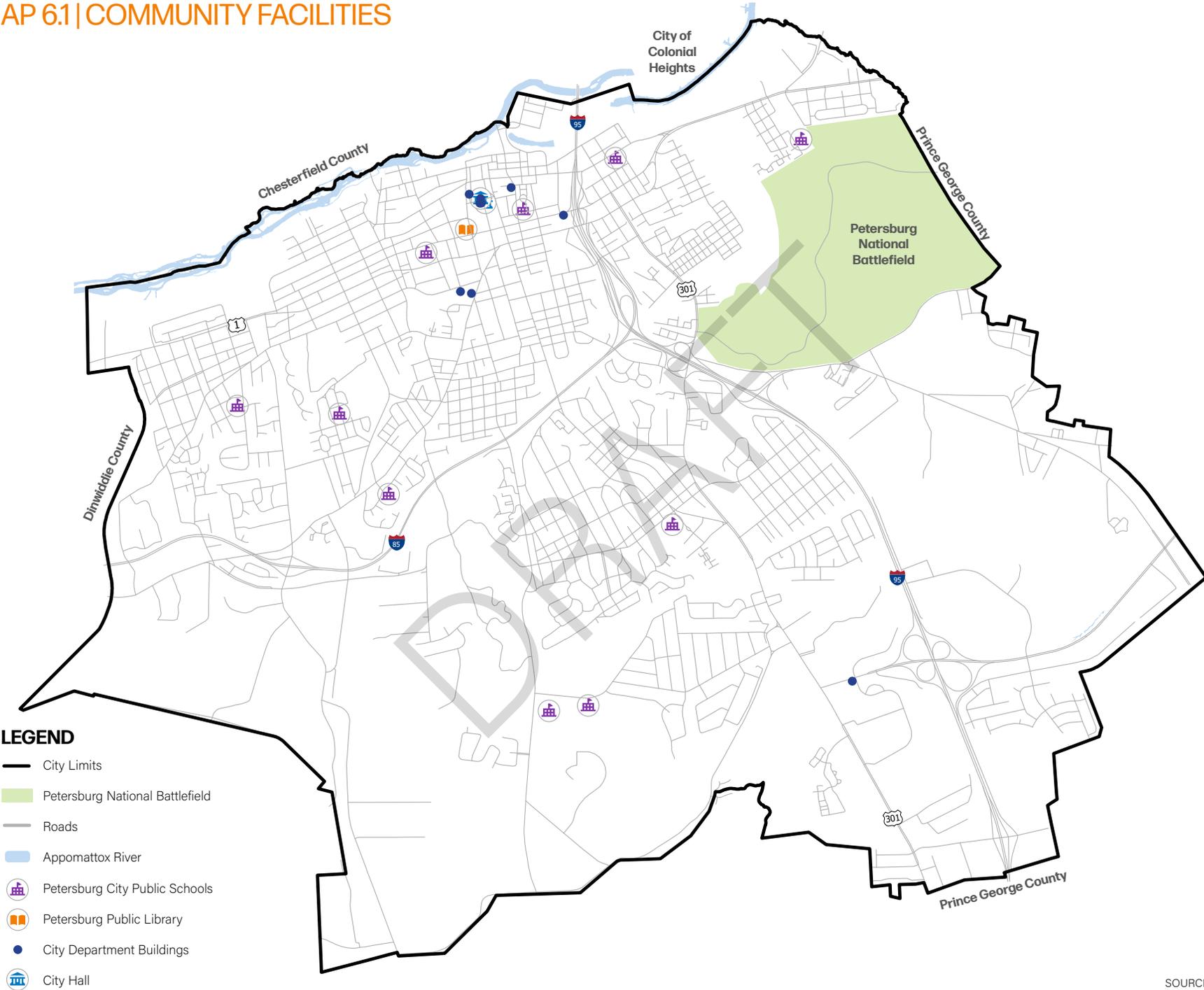
- Structural condition and historic preservation value;
- Opportunities for repurposing buildings for government offices or school needs, with potential cost savings versus new construction;
- Opportunities to preserve significant buildings in partnership with historic land trusts or nonprofit organizations;
- Opportunities to convert unimproved space into parks, community gardens, event spaces, and other community-oriented uses; and
- Economic development potential; consideration of the Highest and best use as City-owned assets for lease versus sale for redevelopment and potential tax revenue

City-owned vacant properties may have untapped tax revenue potential. If properties cannot be repurposed to satisfy existing space needs for the City or its schools, there may be new revenue opportunities through the lease or sale of assets. Creating a regularly updated inventory or land bank would allow Petersburg to evaluate these properties to better determine future ownership and economic potential. However, historic and cultural sensitivities should also be incorporated into consideration if there is a risk of losing historic value to development.



*Aerial view of Petersburg Courthouse*

# MAP 6.1 | COMMUNITY FACILITIES



SOURCE: City of Petersburg





The City should undertake a **Space Needs Assessment** to develop a comprehensive and cohesive building inventory, and to “right-size” the number and type of City-owned buildings. Space Needs Assessments involve **collecting data on critical and resident-facing functions of each department to provide a better understanding of how City services interact with residents.** Since the population of Petersburg is expected to remain relatively stable over the next 20 years, the evaluation of this data can then be assessed for adequacy and plans for improvements outlined. Better understanding the spatial needs of City facilities and departments **will ultimately help to effectively program improvement through the CIP, ensuring that valuable staff and personnel resources are being used efficiently for priority improvements.**

A critical aspect of facilities planning is completing an inventory of capital needs and prioritizing improvement through a Capital Improvement Program (CIP). A CIP is a key method of municipal capital budgeting and is a recommended provision of the Code of Virginia Section 15.2-2239. The CIP is intended to be reflective of collaboration between the Planning Commission, the City Manager, department heads, and interested residents and community organizations, and is also required to include cost estimates and road and transportation improvements.

The City has adopted a CIP in the past but has not developed one in recent years; Petersburg should be reviewing and updating a CIP annually to position itself for strategic and wise investments in its facilities and infrastructure.



## COMMUNITY FACILITIES AND QUALITY OF LIFE

Public buildings and facilities offer services that directly contribute to the quality of life for residents. These facilities include community centers and libraries, which contribute to the fabric of life in neighborhoods through providing spaces for residents to gather as a community, access educational opportunities and build life skills, and obtain valuable information on other community resources, services, and events.

### **Community Hubs**

Community engagement feedback conveyed a strong desire for more facility space that is open during evening and weekend hours. As discussed in Chapter 5, community centers or hubs are trusted gathering places that connect every member of the community to essential programs, services, and spaces that advance health equity, improve health outcomes, and enhance quality of life. These spaces can be indoor or outdoor facilities, or have activities that leverage both indoor and outdoor space. In addition to recreation space, hubs may offer computer labs, maker's spaces, and gathering spaces. Reimagining unused or underused City property into community hubs has tangible benefits to the fabric of a neighborhood and can help to spark community revitalization. Partnerships with local nonprofits, churches, and civic groups can be explored to assist

with long term operation and maintenance of facilities. There are also opportunities to explore public-private partnerships with businesses to serve as entrepreneurial hubs, or coworking spaces that encourage entrepreneurship and learning.

### **Farmers' Markets and Urban Gardens**

Community facilities can provide valuable opportunities for residents to grow their physical, mental, and social health. In addition to community hubs and libraries, farmers' markets and urban gardens can be powerful catalysts for social interaction and community cohesiveness through bringing neighbors together, as well as for individual improvements in physical health.

Currently, Petersburg is served by the River Street Market, a non-profit year-round produce, artisan, and food market located in Old Towne near the historic City Market building. The River Street Market also operates a pop-up market at the Petersburg Public Library, supported by Petersburg Healthy Options Partnerships (PHOPs), and a mobile market operating on Wednesdays, Fridays, and Saturdays. Additional pop-up and mobile markets could be held occasionally closer to neighborhoods and could be a good use for vacant or underutilized lots. Ongoing support for organizations such as PHOPs to expand mobile market services to low-income neighborhoods should continue to be a priority.

In addition to local markets, unused municipal lots in neighborhoods can be converted to community gardens by partnering with residents and local civic groups to oversee ongoing maintenance. The City should evaluate which vacant properties would be ideal for this type of use.



*A visitor shops for produce at River Street Market.  
Photo Credit: River Street Market*



### ***Petersburg Public Library***

The Petersburg Public Library is centrally located at 201 W. Washington Street in Old Towne and provides a welcoming and safe space for the community to access educational and informational resources, including reading materials, public computers with internet access, meeting rooms, and special events such as job fairs and educational seminars. A pop-up farmers' market is also located in the Library, providing the community with easy access to fresh and healthy groceries.

The Library was consistently stated to be one of Petersburg's most valuable assets during the community engagement phase of PetersburgNEXT. Between 2010-2019, the Library issued 26,964 library cards, added 53,973 items, checked out 1,004,131 items, and had over 600,000 visitors. Library programming also provides quality of life activities and important services for residents, such as yoga classes and visits from the Sentara Mobile Care unit to provide health and wellness care, including medical care, behavioral health, social assistance, and financial support for Medicaid and uninsured community members.

Petersburg continues to recognize its public library as a strong community asset and can continue providing financial support to ensure the Library can continue to effectively serve and empower residents for generations to come.

## EXISTING INFRASTRUCTURE

Infrastructure is the circulatory system of a city. It provides the necessary ingredients to build the foundation of community vitality, such as clean water and the removal of waste. Good infrastructure gives a community what it needs to grow. Conversely, inadequate infrastructure can inhibit a city, keeping it from reaching its full potential, particularly if upgraded systems are needed to support industrial and commercial growth.

For Petersburg, quality infrastructure is critical to realizing positive economic development outcomes and supporting the everyday lives of its residents. By alleviating infrastructure bottlenecks and maintaining existing infrastructure to the highest standards, Petersburg will ensure that it has a solid foundation to build the bright future of tomorrow.

### **Water and Sewer**

Water is provided to the City of Petersburg by the Appomattox River Water Authority (ARWA). The Authority was formed in the 1960s to own and operate a regional water supply and to provide drinking water to the Cities of Petersburg and Colonial Heights and the Counties of Chesterfield, Dinwiddie, and Prince George. Water is supplied by the 3,100-acre reservoir at nearby Lake Chesdin and pumped to a nearby treatment facility capable

of producing up to 95 million gallons of treated water per day. After treatment, finished water is fed to a transmission system and distributed into locally maintained water systems.

Wastewater is treated through an agreement with the South Central Wastewater Authority (SCWWA), which provides wastewater treatment services to the Cities of Petersburg, and Colonial Heights and the Counties of Chesterfield, Dinwiddie, and Prince George. The SCWWA operates the wastewater treatment plant located east of Pocahontas Island on Magazine Road. The plant was originally constructed in 1955, with upgrades and expansions in the 1970s and 1990s, bringing the current treatment capacity to 20 million gallons per day. This treatment capacity is expected to be adequate for the City's immediate needs, but additional growth in the surrounding localities may require expanded capacity during the timeframe of this Plan. The SCWWA is currently undertaking a nutrient reduction project and additional improvements may be required over time due to increasing regulatory requirements.

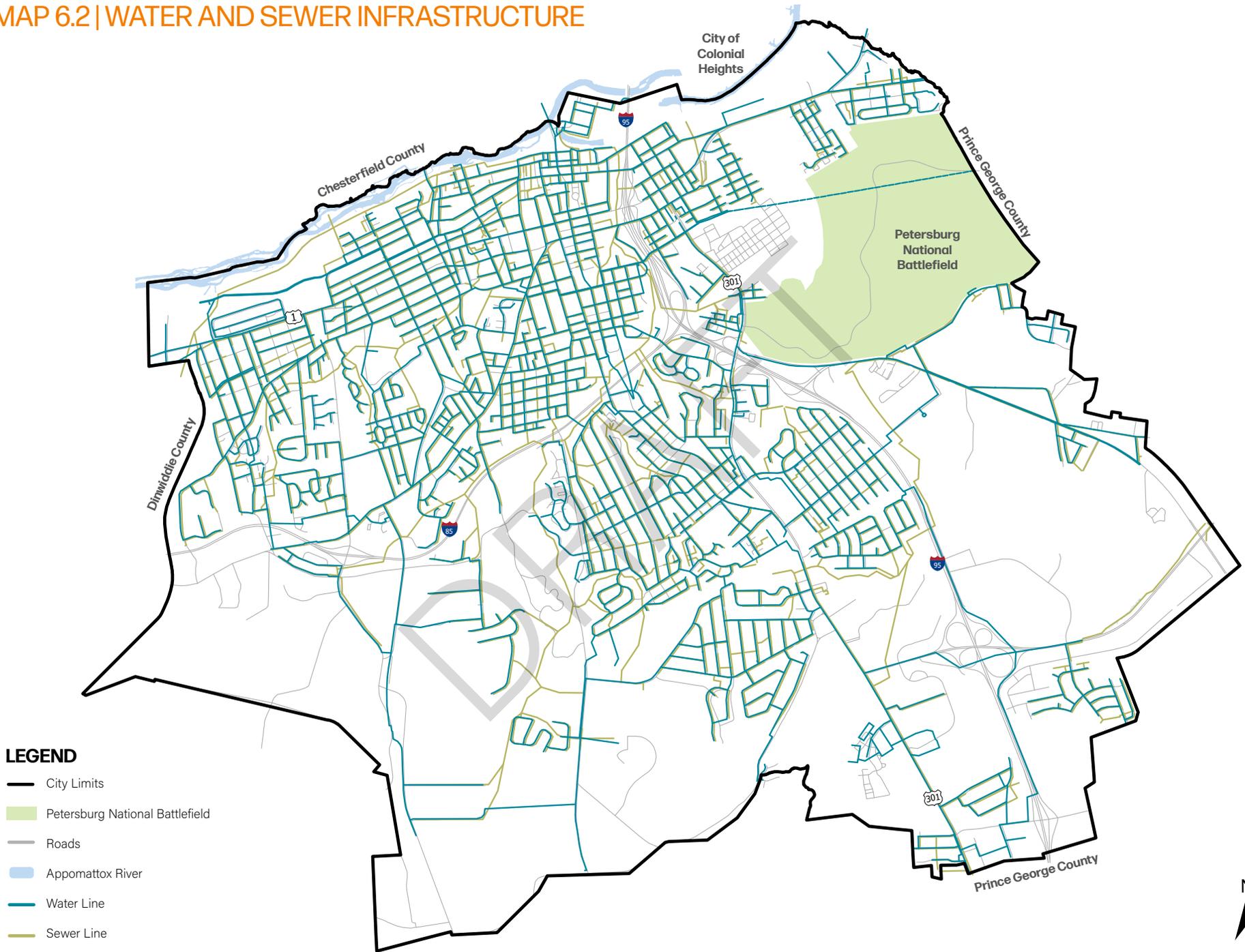
The local water and sewer systems within Petersburg are maintained by the Department of Public Works. The systems distribute approximately 5 million gallons of drinking water a day and collect 8 million gallons of wastewater, including wastewater from several neighboring jurisdictions and Fort Gregg-

Adams. These systems are comprised of 1,400 miles of pipe and include six water storage tanks, 21 pump stations, and 1,375 fire hydrants.

Utility metering and billing is handled through the Department of Public Utilities. Components of the City's metering system are older and in need of replacement – particularly sewer lines, many of which are at capacity. This can also translate to inconsistencies and inaccuracies in monthly bills, creating a financial and time burden for residents. Additionally, much of the in-ground infrastructure is located on private property without easements, making access and maintenance difficult.

Operating and maintaining water and sewer systems is an expensive task. While not directly responsible for production or treatment, the City is a member of both the producing and treatment authorities. Given Petersburg's past fiscal challenges, special consideration should be given to maintaining an appropriate rate structure. In addition, funding is needed for improvements to the in-ground network. The City should evaluate the current rate structure to determine if it is adequate to cover the cost of providing these services, especially in light of increasing costs caused by recent inflation, materials scarcities, and deferred maintenance.

# MAP 6.2 | WATER AND SEWER INFRASTRUCTURE



SOURCE: City of Petersburg



## Stormwater

In April 2013, City Council adopted the Stormwater Utility Ordinance. This ordinance instituted an impervious area-based fee on all properties within the City and created a dedicated funding stream to address stormwater needs. Previously, funding stormwater improvements through General Fund revenue had caused a backlog of projects as stormwater competed with other needs. The ordinance created an average monthly fee of \$3.75 and was estimated to generate \$1,148,000 in annual revenue. This funding was estimated to provide for a Level of Service 3, which allowed for compliance with State regulations and some partial CIP implementation. The fee and level of service should be reevaluated in five-year cycles to align with review of the MS4 and VPDES permit, with potential fee increases going toward ongoing system improvements.

Most existing stormwater infrastructure is in or adjacent to Old Towne. Future study and consideration should be given to installing drainage in other areas of the City, particularly in denser residential neighborhoods. This will work to reduce spot flooding and ponding issues in these areas, result in less required maintenance of roadways, and generally improve conditions in residential neighborhoods.

In order to provide the infrastructure to support the desired type and level of future development, the following priority projects need to be

completed. These projects are crucial to providing a firm footing for the development of Petersburg and economic development sites such as the Petersburg Pharmaceutical Campus. Some funding from state and federal sources has already been secured, but more is needed to complete the projects. Possible sources for this funding include the Capital Improvements Program, General Obligation Bonds, and various state and federal sources. Careful consideration should be given to future development in these areas; generally, changes in zoning and economic development activities should follow the infrastructure as it is improved and the ability to support future development is obtained. However, prioritizing the below projects will shorten that timeline, leading to a brighter future for the City.

## Poor Creek Water and Wastewater

Improving the water and sewer infrastructure in the Poor Creek service area is critical to future economic development outcomes in Petersburg, as a number of businesses associated with the Petersburg Pharmaceutical Campus are located within the service area and there is significant potential for additional businesses in the future.

The service area is in the southeastern portion of Petersburg and comprises approximately one third of the City's land area. While some work and funding have been secured in the past, additional critical priorities remain, which

The City of Petersburg owns and operates stormwater management facilities and **is required to have a Virginia Pollutant Discharge Elimination System (VPDES) permit to discharge stormwater into local waterways**. The specific permit is referred to as the MS4 General Permit and is issued by the Virginia Department of Environmental Quality (DEQ) in 5-year cycles. The current permit **requires the City to develop a stormwater management program that addressed six minimum control measures**:

1. Public education and outreach on stormwater impacts;
2. Public involvement and participation;
3. Illicit discharge detection and elimination;
4. Construction site stormwater runoff control;
5. Post-construction stormwater management for new development and development on prior developed lands; and
6. Pollution prevention and good housekeeping for municipal operations.

Strategies to implement the permit's six control measures **should work in tandem with recommendations included in PetersburgNEXT**.

were identified in the Poor Creek Pump Station Capacity Study. These improvements will allow for reductions in flooding in several areas by laying new force mains to increase flow and pumping rates to be adequate for a 10-year storm, replacing most of the water distribution mains in the area, abandoning the wastewater line through Petersburg National Battlefield, rehabilitating the Walnut Hill Water Tank, and various other necessary distribution upgrades.

### **Mount Vernon**

The Mount Vernon water pumping station currently does not meet reliability requirements set by the Virginia Department of Health (VDH). The station supplies water to Old Towne Petersburg and various other core areas of the City and provides water to several storage tanks. Necessary improvements include rehabilitating the pump station and equipment as well as improving the transmission mains.

### **Old Towne Petersburg**

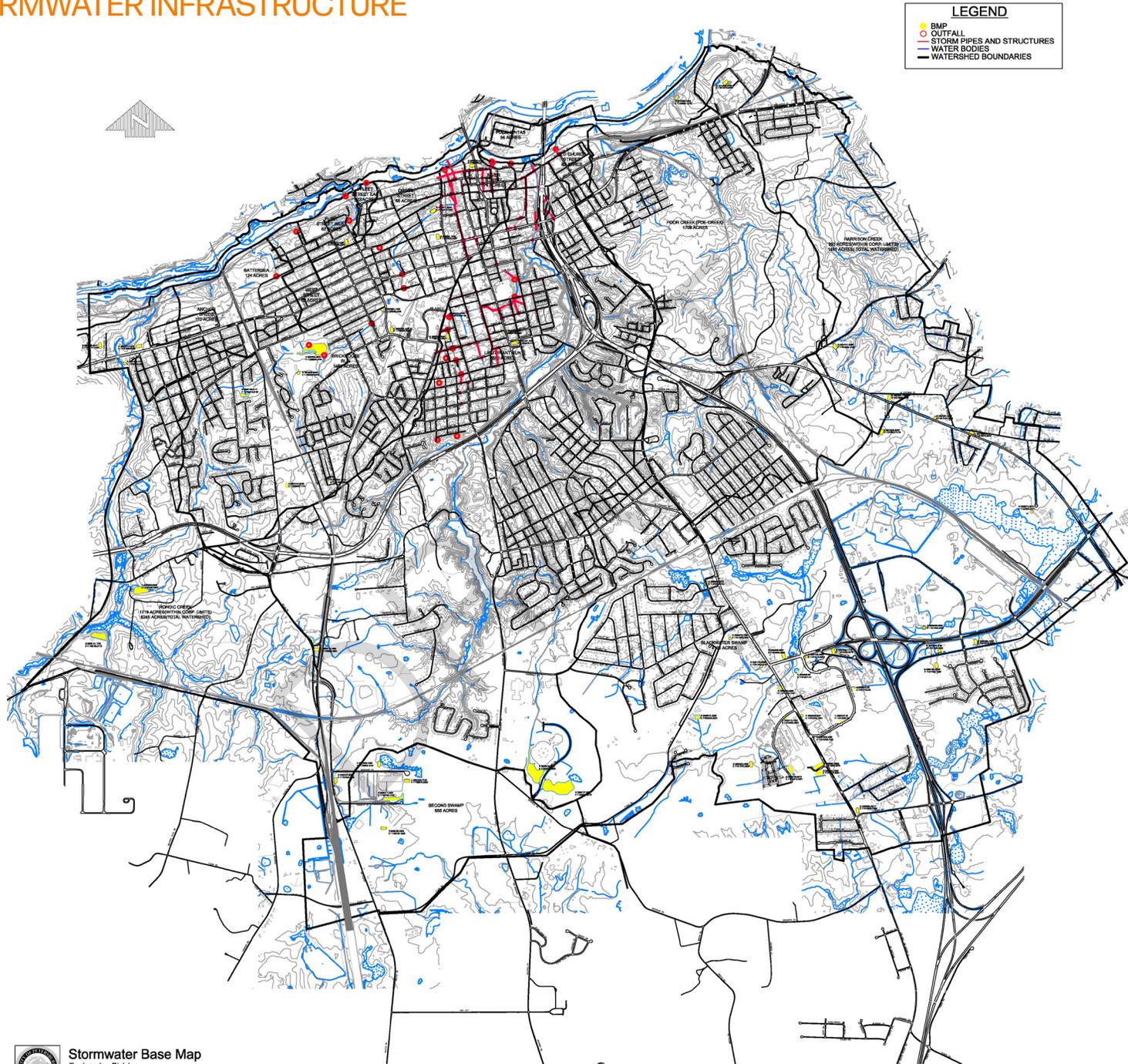
Two key improvements that are vital to the future success of Old Towne Petersburg are the replacement of both the Main Street Pump Station and the Bank Street Pump Station. The Main Street Pump Station has reached the end of its useful life and has no backup power generation capability. The Bank Street Pump Station is in an area susceptible to flooding from Poor Creek, posing issues with station operation during flood events and necessitating flood proofing.

### **Lock's Booster Station**

The Lock's Booster Station supplies all drinking water to the City of Petersburg from the Lake Chesdin reservoir in nearby Dinwiddie County. The station pumps are inadequate for future growth, operate beyond their expected lifespan, contain significant amounts of asbestos piping, and have no functional backup power generators. Necessary improvements include the installation of new pumps, a power generator, and a new electrical system.

DRAFT

# MAP 6.3 | STORMWATER INFRASTRUCTURE



 Stormwater Base Map  
Engineering Division  
rev 10-15-2009  
scale 1" = 1000'

SOURCE: City of Petersburg



## KEEPING PETERSBURG CLEAN + BEAUTIFUL

Through the Adopt-A-Street and Adopt-A-Spot programs, **caring citizens** take part in **preserving and maintaining streets** throughout Petersburg. A wide range of community organizations, civic groups, businesses, schools, and churches adopt sections of road in or near their communities and **remove litter from those segments at least four times a year for a minimum of two years.**

The **benefits** of these programs include:

1. Serving as an educational tool against littering;
2. Contributing to the City's commitment to create a more livable and sustainable community;
3. Helping advance tourism, development, and quality of life for the community by improving the appearance of our area; and
4. Saving taxpayer dollars by performing a valuable public service on a volunteer basis.

### **Solid Waste**

Petersburg is a member of the Central Virginia Waste Management Authority (CVWMA), which oversees solid waste management for the region. Curbside collection to approximately 11,000 households and small businesses is provided privately through a contract. Larger commercial waste is collected under private contracts between businesses and private collection firms. Residents are provided with refuse as well as recycling bins. Petersburg produces approximately 14,000 tons of waste annually.

As of 2019, there were nine permitted landfills being operated within the Authority's coverage area. The Tri-Cities Regional Landfill, a privately-owned facility located in Petersburg, and the previous destination for most solid waste from the City, was shut down by the state in 2019 for violations. Since this time, Petersburg's solid waste has been transferred to a facility in Lunenburg County. The CVWMA's 2019 Solid Waste Management Plan determined that, while existing landfills within the CVWMA's coverage area were becoming full, there was sufficient capacity in the nearby landfills to accommodate the region's needs through 2039.

Like water and sewer, the City may wish to evaluate the current rate and fee structure to ensure that solid waste and recycling operations are not a net-revenue loss affecting

the City's bottom line. Another way to reduce costs is through strategies that reduce the amount of solid waste that must be disposed of. Such strategies could include "Reduce, Reuse, Recycle" promotional campaigns to raise awareness of how household choices impact the waste stream. The City could also consider a grant program for municipal backyard composters, or taxes and ordinances aimed at reducing plastic bag use.

### **Community Infrastructure and Economic Development**

To realize sustainable growth in economic development – particularly advanced manufacturing and pharmaceutical-oriented uses – and living-wage jobs, the City's economic development sites such as the 200-acre Petersburg Interstate Industrial Park must have the infrastructure to meet the demands of industry. Utilities such as water, sewer, internet, and stormwater management must be in place to attract future industries and to sustain operations. The lack of infrastructure in areas targeted for future economic growth becomes an impediment to development and a headwind to Petersburg realizing its full potential.

## INVESTING IN THE FUTURE

### Healthcare

Healthcare is a key component of supporting individual health and building a high quality of life for the community overall. The need for expanded primary and urgent care options – especially for veterans, older adults, and the uninsured – was stated to be a high priority for the community during the engagement phase of PetersburgNEXT.

Petersburg is an excellent position to leverage medical care due to recent momentum in public-private partnerships, employment growth in the Health Care sector, and renewed energy towards improving its health rankings. Petersburg should continue to recognize the provision of primary medical care as a vital community service that enhances livability and provides individual stability.

Partnerships have been important in providing medical care to the community in innovative, low-cost ways. The Crimson Clinic operates in public school system thanks to local partnerships with Central Virginia Health Services (CVHS) – which also operates an additional school-based health center and an addiction recovery center – and provides free services to public school students and their families. Another example of a strong public-private partnership is the

Sentara Mobile Care clinic at the Petersburg Public Library. The clinic provides health and wellness care to residents in a convenient location. In addition, such mobile clinics can extend services to populations that may have a difficult time obtaining quality health care, such as the uninsured. Mobile clinics can also offer social assistance and financial support, as well as behavioral health care and education.

**Thanks to strong public-private partnerships, the Virginia Community Resource Center (VCRC) opened in Old Towne Petersburg in spring 2023. VCRC is open Monday - Friday from 8 a.m. to 5 p.m. at 22 W. Washington Street.**



*Routine care visit at the Crimson Clinic  
Photo Credit: Central Virginia Health Services*



## WHAT IS HEALTH LITERACY?

According to the U.S. Health Resources and Services Administration (HRSA), health literacy is **the extent to which individuals can find, understand, and use information and services to inform decision-making for their personal health and the health of their families.**

Individuals with low health literacy are more likely to have hospital stays, have higher mortality rates, and are less likely to follow treatment plans from a doctor or other medical professional.

Low health literacy is generally linked to lower income levels and lower rates of social connectivity (National Institute of Health). Fostering **a community that supports and values high personal health literacy** is therefore an important and positive step in **building a more equitable Petersburg**. Petersburg can be a cohesive community that **works together to grow health literacy** through coordinated partnerships, consistent and understandable messaging, and intergenerational outreach through public schools or faith-based groups.

Other innovative options to assist residents in obtaining health care could be working with providers to offer telehealth or recurring pop-up services at community centers or hubs. Telehealth can provide remote access to providers in areas where they have no physical presence, as care is provided through video conferencing and can allow patients to see specialists they might not otherwise have access to. Pop-up services can help facilitate the provision of routine care such as physical exams, dental exams, as well as screenings for sexually transmitted infections (STIs) and mental disorders.

The City should continue its efforts to ensure that all residents have access to healthcare by educating residents about their insurance options. Those who are uninsured may have access to Medicare or Medicaid or may be able to access insurance through the exchanges created by the Affordable Care Act. Petersburg could undertake educational outreach through City services such as the Library, sports program for young people, or even including announcements on monthly utility bills to help make residents aware of these programs. Mobile sign-up clinics are another great way to help residents get the access they deserve, particularly when held at community or school events such as Back to School Night.

## ***Social Services***

The Petersburg Department of Social Services (DSS) has the mission of providing quality services to community members that will promote self-sufficiency, responsibility, and safety. DSS provides valuable assistance to over 21,000 Petersburg residents through administering self-sufficiency services, family services, children's services, and benefit programs.

DSS' caseload has increased since the COVID-19 pandemic, creating challenges for a staff of just over 100. Greater collaboration through private-public partnerships will be transformative in alleviating caseload for DSS employees and providing more specialized assistance for residents. A comprehensive informational clearinghouse made available both on the City website and as a paper copy would also facilitate the process of information sharing, promote an evenly distributed caseload between DSS and other service providers, and help increase health literacy in Petersburg. This clearinghouse should be reviewed and updated annually to ensure information remains accurate.

## **Broadband**

The value of high-speed internet access was made critically important during the COVID-19 pandemic. Reliable household internet access opens doors to residents for learning, working from home, entertainment, and accessing valuable financial assistance and resources. Without high-speed internet, residents can be left behind on the wrong side of the “digital divide.”

Several cable, wireless, and telecommunications companies currently offer broadband internet access in Petersburg. However, many of these services are not high-speed or as consistent as services offered elsewhere. For example, Verizon’s FIOS service is only available in a few areas of the City. Petersburg should initiate a dialogue with providers to encourage additional service to more areas of the city. In addition to expanding coverage, work should be done to encourage service affordability. Encouraging competition will also help to keep prices to consumers affordable. Grant funding to support upgrades to existing service and provide for service expansion in underserved or unserved areas should be pursued.

One way of helping provide universal broadband access is through using City-owned streetlights or structures to collocate technology to support Wi-Fi and 5G. Several private organizations provide grant programs and financial assistance to install upgrades; the City should begin by evaluating the feasibility of implementing this type of infrastructure and explore potential assistance accordingly.

**The digital divide is the gap that exists between those who do and do not have access to modern information and communication technologies, such as internet access through smart phones, computers, or tablets. The digital divide creates inequality around access to information and resources.**

## **Petersburg City Public Schools (PCPS)**

Petersburg City Public Schools (PCPS) is dedicated to excellence in education and has a mission of developing “21st-century citizens able to effectively collaborate, communicate and innovate.” The system is comprised of seven schools, one early childhood center, and one alternative program for a total student enrollment of 4,045 as of 2023.

In 2016, PCPS entered a Memorandum of Understanding (MOU) with the Virginia Board of Education. The purpose of this MOU was to assist PCPS in obtaining full accreditation for all schools. As of the 2022-2023 school year, all schools are now accredited. Maintaining accreditation should be the top priority for PCPS; capital improvements which assist in meeting this goal should be pursued accordingly.

*Innovate 2022*, the PCPS strategic plan, focuses on instruction-based strategies, which are the purview of the School Board and its staff. PCPS also submits an annual capital improvement plan (CIP) as part of the budget process. Currently, most capital projects undertaken by PCPS are maintenance oriented. These include new roofing for several schools, track and field improvements, HVAC related items, and school buses. The 2021 Facility Evaluation and Efficiency Review, conducted between PCPS and the Virginia Department of Education (VDOE),

## **PETERSBURG CITY PUBLIC SCHOOLS**



**Cool Spring  
Elementary  
School**



**Lakemont  
Elementary  
School**



**Pleasants Lane  
Elementary  
School**



**Walnut Hill  
Elementary  
School**



**6th Grade  
Academy at  
Blandford**



**Vernon Johns  
Middle School**



**Petersburg High  
School**



**Westview Early  
Childhood  
Education  
Center**



**Pittman  
Academy**

identified recommendations for capital projects to improve efficiency and safety in operations at all City public schools. While the study did not find a need to provide additional classroom spaces or alter grade structures due to an ongoing decline in student enrollment, several capital projects were recommended as high priorities at all PCPS facilities, including ADA accessibility at playgrounds and bathrooms, safety and vehicular circulation, interior lighting upgrades, and HVAC replacement. The PCPS CIP for fiscal years 2023-2027 allocates funding for priority improvements based on these recommendations.



Table 6.1 | Petersburg City Public Schools (PCPS) Capital Improvement Plan, FY 2023-2027

| Fiscal Year | Improvement                      | Location                                  | Cost         | Description  |
|-------------|----------------------------------|---|--------------|--|
| 2023-24     | Parent Drop Off Loop             | Westview Early Childhood Education Center | \$262,000    | Safety improvements to establish a safe parent drop off area.                  |
|             | Roof Replacement                 | Westview Early Childhood Education Center | \$350,000    | Roof leak repair.  |
|             | Window Replacement               | Cool Spring ES                            | \$356,000    | Energy efficient window replacement; includes ESSER Grant funding.             |
|             | New Ceiling & Lighting           | Cool Spring ES                            | \$35,000     | Energy efficient lighting & ceiling replacement; includes ESSER Grant funding. |
|             | Roof Replacement                 | Lakemont ES                               | \$350,000    | Roof leak repair; includes ESSER Grant funding.                                |
|             | New School Construction          | Westview/Walnut Hill ES Replacement       | \$26,600,000 | A new building is proposed to consolidate two aging school buildings.          |
| 2024-25     | Repoint/Repair/Replace Brickwork | Walnut Hill ES                            | \$150,000    | Brick and mortar repair.   |
|             | Bathroom Upgrade                 | Walnut Hill ES                            | \$36,000     | ADA upgrades and enhancements; includes ESSER Grant funding.                   |
|             | New Ceiling & Lighting           | Lakemont ES                               | \$35,000     | Energy efficient lighting & ceiling replacement; includes ESSER Grant funding. |
|             | Window Replacement               | Lakemont ES                               | \$266,400    | Energy efficient window replacement; includes ESSER Grant funding.             |
|             | Field House                      | Petersburg HS                             | \$1,200,000  | New field house to increase functionality of activities.                       |
| 2025-26     | Roof Replacement                 | Vernon Johns MS                           | \$350,000    | Roof leak repair; includes ESSER Grant funding.                                |
|             | Roof Replacement                 | Cool Spring ES                            | \$350,000    | Roof leak repair; includes ESSER Grant funding.                                |
| 2026-27     | Replacement School Bus           | PCPS Transportation Dept.                 | \$103,000    | Replacement of older bus.  |
|             | New Ceiling & Lighting           | Pleasants Lane ES                         | \$35,000     | Energy efficient lighting & ceiling replacement; includes ESSER Grant funding. |

SOURCE: Petersburg City Public Schools Capital Improvement Plan, FY 2023-2027



## GOVERNOR'S SCHOOLS

The **Appomattox Regional Governor's School for the Arts and Technology (ARGS)** opened in the old Petersburg High School in 1999, and offers six focus areas: theatre arts, musical arts, visual arts, dance, literary arts, and technology. **ARGS provides advanced instruction to gifted and talented students** with a curriculum in their chosen area of study that would not otherwise be available generally.

Students who participate in **Virginia's Summer Residential Governor's Schools** return in the fall with new experiences to share with their teachers and classmates, and teachers who serve as instructors for Summer Residential Governor's Schools **acquire new skills for working with academically advanced students, providing expanded knowledge and content.**

Schools are integral in fostering community identity by serving as centralized gathering places. Currently, PCPS allows third-party groups to use its facilities with advance permission. However, greater public access to school property should be encouraged. Envisioning schools to serve a dual purpose as community centers weaves them more tightly into the fabric of the community and produces safe spaces for students to learn and thrive outside the classroom. While prioritizing maintenance and enhancement for the core function of K-12 education, strategies and capital projects can also be designed to include items intended for extracurricular activities. Examples such as holding community meetings at schools, keeping playgrounds and fields open to the public at nights and on weekends, and allowing some access to computer labs and maker spaces are all ideas that can help advance synergy between neighborhoods and schools, and help schools be seen as places for continued life-long learning.

## PROGRAMS AND PARTNERSHIPS

Petersburg fosters and maintains many partnerships and initiatives with other organizations. These organizations all provide valuable community services and maintain an important physical presence in service provision to the community. Continuing to work with these groups, among others, is necessary to provide quality community services to the public:

- Appomattox Regional Water Authority (ARWA)
- Bon Secours
- Central Virginia Health Services (CVHS)
- Communities in Schools (CIS) of Petersburg
- Crater Planning District Commission (CPDC)
- Dominion Energy
- Petersburg Career and Technical Education
- Petersburg Healthy Options Partnerships (PHOPs)
- South Central Wastewater Authority (SCWWA)

# Strengthening Infrastructure and Services to Build a Stronger Petersburg

Goal Statement: Petersburg will provide and maintain exceptional community facilities, services, and infrastructure to enhance livability and promote a high quality of life for all residents.

| Objectives  | Strategies  |
|---|---|
| <p>6.1 Demonstrate commitment to transparency, efficiency, and accountability in governance.</p>                | <p>6.1.1: Expand and improve external government communications through maintaining a robust social media presence and revamping the City website to maintain regular updates on important announcements.</p> |
|   | <p>6.1.2: Create a phone-based civic alert system or a reverse 911 notification system to provide important updates and emergency alerts to residents without internet access.</p>                            |
|   | <p>6.1.3: Enhance interdepartmental communication across City government as well as between the various public boards and City Council.</p>   |
|   | <p>6.1.4: Explore the feasibility of creating a centralized government complex.</p>   |
|   | <p>6.1.5: Seek community input on service needs and priorities to ensure equitable investment in infrastructure and facilities.</p>   |
| <p>6.2 Offer City facilities that are efficient, effective, and meet the needs of residents and businesses.</p> | <p>6.2.1: Develop a Capital Improvements Plan (CIP) as recommended by Code of Virginia Section 15.2-2239; review annually to monitor progress and update with emerging needs.</p>                             |
|   | <p>6.2.2: Perform a Space Needs Assessment to determine and prioritize the needs of City departments and facilities.</p>  |
|   | <p>6.2.3: Inventory and assess unused City-owned land and parcels to determine optimal uses for City services and/or redevelopment opportunities.</p>   |

| Objectives  | Strategies   |
|---|--|
| <p>6.3 Maintain functional water, sewer, and stormwater infrastructure to support residential and business development.</p>                                     | 6.3.1: Develop comprehensive water, sewer, and stormwater improvement strategic plans to determine the highest priority needs for investment.  |
|   | 6.3.2: In partnership with Crater Planning District Commission (CPDC), develop a comprehensive Geographic Information System (GIS) database and map for water, sewer, and stormwater systems.                                      |
|   | 6.3.3: Upgrade stormwater infrastructure in dense residential neighborhoods with histories of spot flooding and ponding issues.  |
|   | 6.3.4: Assess utility needs in areas targeted for future commercial and industrial development, such as industrial parks.  |
|   | 6.3.5: Apply for state and federal grant programs to help address vital water, sewer, and stormwater improvements.   |
| <p>6.4 Expand educational opportunities for residents through support of modern technology, Petersburg City Public School facilities, and community spaces.</p> | 6.4.1: Provide financial support to the Petersburg Public Library to maintain and grow the space as a valued center of community and learning.   |
|   | 6.4.2: Pursue grant funding to support upgrades to existing broadband and cell service and expansion of broadband in unserved areas to ensure universal access.  |
|   | 6.4.3: Provide financial support to Petersburg City Public Schools (PCPS) as they work to maintain accreditation for all schools, and complete capital improvements which assist in developing high-quality learning environments. |
|   | 6.4.4: Permit the use of Petersburg City Public Schools (PCPS) facilities after-hours to provide safe, neighborhood-oriented space for education, recreation, and socialization.   |
|   | 6.4.5: Monitor Petersburg City Public Schools (PCPS) student enrollment as a means of determining the short-term and long-term needs of school facilities.   |

| Objectives   | Strategies  |
|--|---|
| 6.5 Recognize the relationship between high-quality community facilities and infrastructure and overall health, wellness, and quality of life. | 6.5.1: Improve collaboration between the Department of Social Services (DSS) and regional organizations to alleviate caseload and provide more specialized assistance for residents.  |
|  | 6.5.2: Create a comprehensive informational clearinghouse available both online and as a paper copy that provides a comprehensive list of available health and human services resources in the Tri-Cities region; review and update annually.   |
|  | 6.5.3: Advertise, and encourage community involvement in, the Adopt-a-Spot, Adopt-a-Street, and Don't Trash Petersburg programs.  |
|  | 6.5.4: In partnership with regional stakeholders, initiate educational campaigns and marketing efforts to reduce solid waste flow and encourage household recycling and sustainability.   |
|  | 6.5.5: Allocate funding for the placement of additional waste receptacles around Old Towne.   |
|  | 6.5.6: Promote urban gardens and small-scale agriculture by allowing unused City-owned property to be used for community gardens.   |
|  | 6.5.7: In partnership with regional stakeholders, identify potential locations throughout Petersburg that could support new pop-up Farmers' Markets.  |
|  | 6.5.8: Recommend approval of rezoning and development proposals for primary, urgent, and emergency medical care land uses in and around the Old Towne, South Crater Road, and Blandford areas.  |
|  | 6.5.9: Strengthen existing partnerships with Virginia Department of Health (VDH), Central Virginia Health Services (CVHS), and other regional organizations to identify community health needs and provide equitable and reliable medical care. |
|  | 6.5.10: Evaluate the potential for additional mobile markets during the summer months in partnership with PCPS, local non-profits, and regional organizations.  |

DRAFT

# 07 PUBLIC SAFETY

Petersburg prioritizes community safety and wellbeing through consistent, efficient, and equitable public safety service delivery.

"YOU HAVE TO MAKE THIS **AWESOME**  
**AREA SAFE** FOR PEOPLE  
TO COME TO..."

- *Community Survey Respondent*



# 07

## INTRODUCTION

Public safety contributes greatly to the quality of life in a community. When residents feel safe, they can focus on building their physical, mental, and relational health. This is because threats – both real and perceived – no longer prevent them from freely accessing opportunities for education, employment, socialization, and recreation.

Public safety services in Petersburg are provided through several agencies: the Bureau of Police; the Petersburg Sheriff's Office; Fire, Rescue, and Emergency Services; the Emergency Communications Center; and the judicial system. Together, these agencies work to fight crime, respond to emergencies in a timely manner, mitigate the effects of hazards and natural disasters, seek justice,

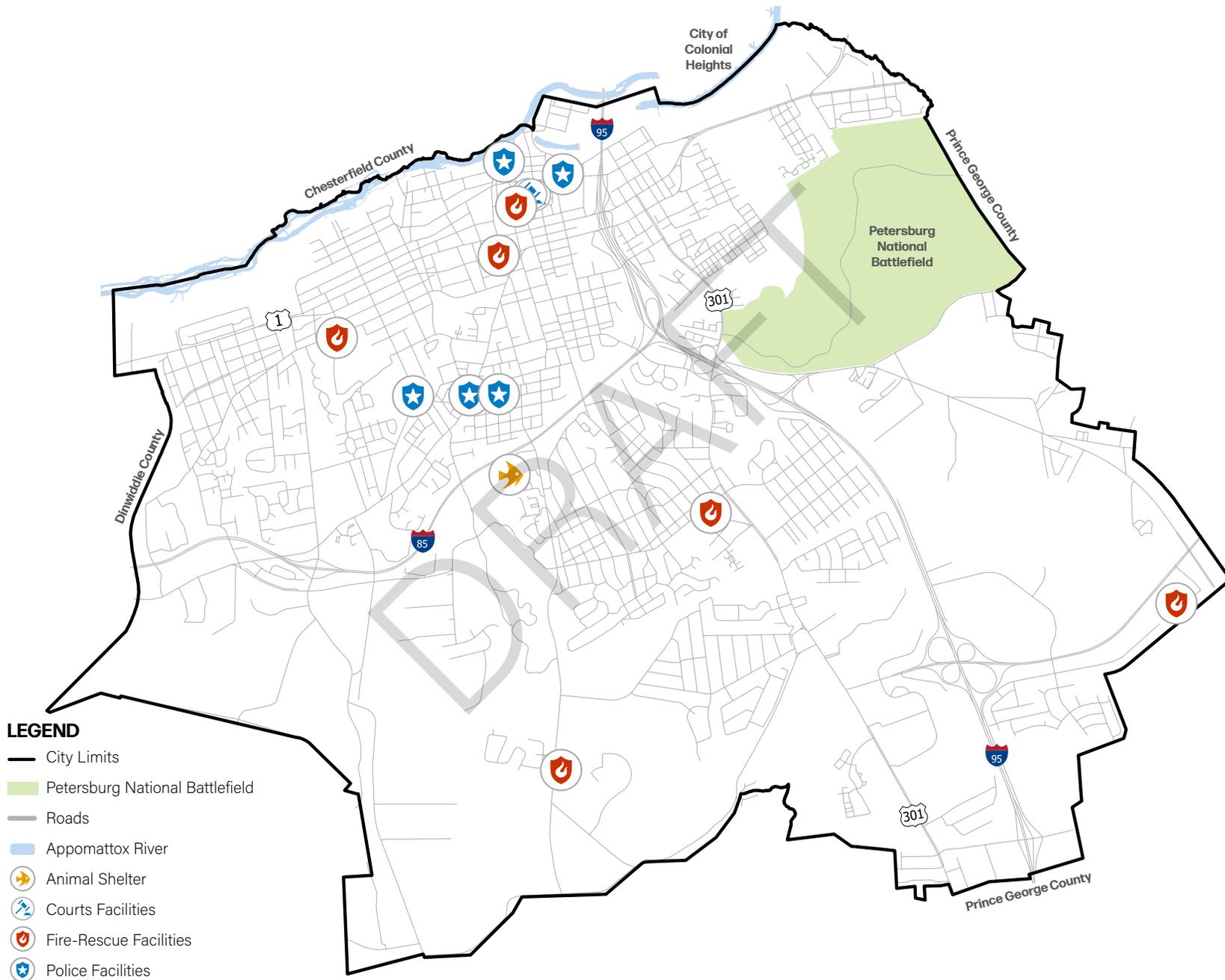
provide safe facilities, and overall ensure that safety is recognized and celebrated as a high priority as Petersburg moves forward into its bright future.



## COMMUNITY FEEDBACK: PUBLIC SAFETY

- A majority (63%) of survey respondents identified crime as the top concern for the City's future.
- Half (50%) of survey respondents said that enhancing police, fire and rescue, and emergency services should be the highest priority for Petersburg in future planning efforts.
- Additional design elements such as crosswalks, lighting, and safety signals are needed to improve public safety on City streets, especially after dark.
- 49% of survey respondents said they felt safe in their respective neighborhoods, but only 24% of respondents said they felt safe in Petersburg overall.
- Cleaning up vacant lots, abandoned buildings, and litter will help create an environment less conducive to crime.

# MAP 7.1 | PUBLIC SAFETY FACILITIES



SOURCE: City of Petersburg



## WHERE ARE WE NOW?

Public safety – specifically, crime – has remained a top concern for the community for several years. However, positive progress is being made: according to Virginia State Police (VSP) data, the overall crime rate and annual arrests have been declining for the past several years.

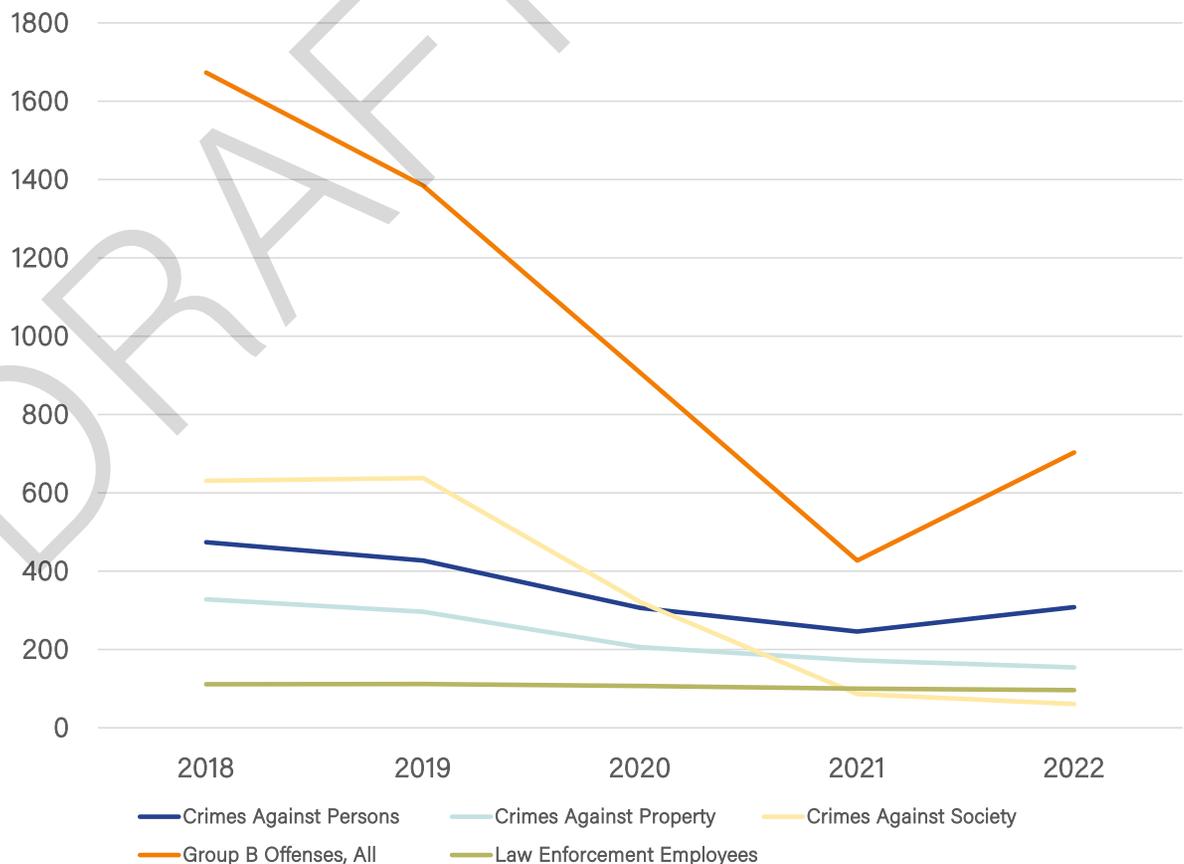
As part of Governor Glenn Youngkin's Partnership for Petersburg initiative, VSP patrols began assisting Petersburg law enforcement with neighborhood patrols in mid-2022. In the initial phases of the law enforcement surge, shootings decreased by 12%, aggravated assaults and homicides were reduced by 50%, and 24 juveniles were detained for crimes involving firearms – indicating high and early success.

**The Virginia State Police NIBRS Agency Crime Overview includes more detail about Group A and Group B offenses. Group A offenses are more serious, while Group B offenses tend to be less serious. Group A offenses are divided into three categories: Crimes Against Property, Crimes Against Persons, and Crimes Against Society. Click here to explore Petersburg's data.**

VSP and City law enforcement worked together to use metrics in their approach to patrols, and the data collected as the partnership progresses can provide greater insight into long-term solutions for fighting crime. Continuing to collect and analyze data over time – and doing so in an efficient and transparent manner – is essential in creating a roadmap for the future and fighting crime in

a sustainable and effective manner. The City should review CAD and RMS software and procedures for data collection to streamline data collection. Crime data should be mapped through Geographic Information Systems (GIS) and made available to the public, both to increase transparency and oversee data driven solutions for future crime prevention.

Figure 7.1 | Arrests Made, 2018-2022



SOURCE: Virginia State Police National Incident-Based Reporting System (NIBRS) Agency Crime Overview, Petersburg Bureau of Police

Between 2018-2020, Petersburg had 69 drug overdose deaths per 100,000 people – a rate three times higher than both the state and national averages. In early 2022, the City was awarded \$628,050 in opioid funding for treatment, abatement, and recovery, spread out over 17 years. A high priority for the City upon adoption of PetersburgNEXT should be establishing an opioid abatement plan as a critical first step in helping combat high drug overdose rates. Petersburg can also partner with local and regional organizations to promote community training on identifying and responding to drug overdoses. Many of these trainings also provide attendees with free naloxone, commonly referred to as Narcan, which is easy to use and can quickly reverse an opioid overdose. Educating the community and providing resources to combat overdoses can allow the community to partner alongside first responders in combating overdoses, saving valuable time and lives.

During the same two-year period, Petersburg's suicide rate was 19 out of 100,000 – also notably higher than the state average of 13 out of 100,000 and the national average of 14 out of 100,000. In many cases, suicides are the result of unaddressed mental health disorders. Strategies to respond to the growing mental health crisis and prevent suicides include providing mental health care at mobile clinics

and community centers, integrating trauma-informed care into all public safety routines, and continuing to provide training for law enforcement and first responders on crisis intervention.

Even more important than responding to overdoses and mental health crises is focusing on how to prevent them. Through partnerships with Bon Secours Southside Medical Center, Central Virginia Health Services (CVHS), and others, Petersburg should develop a Community Paramedicine program that

can specifically address drug abuse and mental health, which is often a precursor to drug abuse. The U.S. Health Resources and Services Administration defines community paramedicine as an emerging health care field where emergency medical technicians and paramedics operate in expanded roles to connect underutilized resources to underserved communities. Grant funding to support program activities is available through the U.S. Department of Justice, and private organizations involved in the partnership can also fund equipment and vehicles.



Bon Secours Southside Medical Center

## LAW ENFORCEMENT

### *Bureau of Police*

The Petersburg Bureau of Police protects people and property by providing essential law enforcement and public safety services while promoting officer engagement, community involvement, and stability and order through service, accountability, and visibility. The Bureau of Police is accredited through the Virginia Law Enforcement Professional Standards Commission (VLEPSC) and consists of over 120 sworn officers when fully staffed. As of Fiscal Year 2023-2024, the Bureau has 107 funded positions.

The Bureau of Police has Memoranda of Understanding (MOUs), which outline responsibilities for assistance and responses to critical incidents, with all neighboring jurisdictions and the Virginia State University (VSU) police force. MOUs between the Bureau of Police and VSP, U.S. Marshals Service, Drug Enforcement Administration (DEA), Federal Bureau of Investigations (FBI) and the Bureau of Alcohol, Tobacco, and Firearms (ATF) are also in place, building a coordinated response team to address a variety of public safety challenges in Petersburg and the Tri-Cities region.

Building a culture of mutual trust, respect, and responsibility is an important goal of law enforcement work in Petersburg. The Bureau is currently in the process of reinstating a Chief's Advisory Board, which is comprised of law enforcement professionals and community members alike to advise the Chief of Police regarding administrative and operational policies and procedures. This advisory board is an important asset to Petersburg, as they are focused on safer and more inclusive neighborhoods and serve free of charge. A Chief's Advisory Board should reflect

Petersburg's diverse community, including members from each of the City's seven wards, females, racial minorities, and teenagers or young adults. In addition to efforts to renew the Chief's Advisory Board, Petersburg operates a Police Athletic League and holds many community events, including biannual Prescription Drug Take-Back Days and the first ever Gun Buy-Back Day in 2023. A total of 10 community events were held in the first quarter of 2023; the Bureau has a target of 100 community events annually.



*The Chief of Police and a community member at Petersburg, Virginia.*

Recruitment and retention of law enforcement officers remains a challenge for the Bureau of Police. The Bureau of Police no longer offers career development programs and incrementally increasing benefits that are comparable to those offered in neighboring localities due to funding constraints, and each officer can receive as many as 30 calls daily – higher than the call rate in neighboring localities. The number of homicides in the City inversely correlates with financial resources and manpower, making a fully staffed police force critical for Petersburg’s future. However, the City has increased the police budget by \$1.3 million since FY 2020. Much of this increase can be attributed to increased allocations for overtime pay, benefits, and vehicles. Completion of a salary study, which is currently in progress, will be one valuable tool in guiding future budgeting for new positions, benefits, and career development

programs. As funding becomes available, emphasis should be placed on an intensive recruiting and retention program that focuses on equity and recruiting underrepresented demographics.

Another emerging challenge for the Bureau of Police is the City’s mental health crisis, which strains an already overworked staff. In 2021, 4,000 man-hours – equating to approximately 177 days and \$111,000 worth of overtime – were spent on Temporary Detention Order or Emergency Custody Order calls. Addressing the mental health crisis will have positive ripple effects through freeing up law enforcement time to address crimes against property and people, ultimately saving valuable taxpayer dollars.



Overcoming struggles in recruitment – especially the recruitment of minorities – is an **important goal** for police departments **seeking to promote diversity and foster positive community relationships**. Several strategies Petersburg can leverage in its recruitment and retention processes include:

**Community Engagement:** Continue to actively engage with minority communities through outreach programs, partnerships, and attending community events. Building trust and relationships with minority communities can enhance the department's reputation and make policing a more attractive career option.

**Diverse Recruitment Team:** Create a recruitment team that reflects the diversity of the community. Having recruiters who come from diverse backgrounds can help establish rapport and understanding with potential candidates. They can effectively communicate the opportunities and benefits of a career in law enforcement.

**Mentorship and Training Programs:** Establish mentorship and training programs that provide support and guidance for minority candidates throughout the recruitment process.

Table 71| Tri-Cities Area Budget Comparison

| City             | FY23-24 General Fund | Total Police Budget | % of Total Annual Budget |
|------------------|----------------------|---------------------|--------------------------|
| Petersburg       | \$84,202,469         | \$9,430,903         | 11.2%                    |
| Colonial Heights | \$70,575,890         | \$6,865,218         | 9.72%                    |
| Hopewell         | \$61,431,781         | \$9,949,058         | 16.2%                    |

SOURCE: City of Petersburg, City of Colonial Heights, City of Hopewell

## **Sheriff's Office**

The Petersburg Sheriff's Office believes in "Excellence Through Commitment and Service" and serves the community in many ways every day. The Sheriff is a locally elected constitutional law enforcement officer of the Commonwealth of Virginia, as provided in the Constitution of Virginia, and is elected by Petersburg voters every four years. Accordingly, the duties of the Sheriff are not spelled out in any one document, law, or regulation. In addition to general law enforcement, the Sheriff's Office is responsible for the following:

- Providing security for courthouses, courtrooms, trials, and jurors;
- Service of court papers;
- Transporting inmates to and from state institutions, and to and from trial and other court-ordered community services; and
- Engaging with the community through Triad Seniors and Law Enforcement Together (Triad SALT), partnerships with Parks and Leisure Services, and providing security for Petersburg High School athletic events, among other special events.

The Petersburg Sheriff's Office currently has 25 funded positions.

## **Animal Control**

Petersburg Animal Control is part of the Bureau of Police and enforces laws regarding the proper housing and care of animals, investigates cases of neglect or cruelty, and operates an open-door public shelter that houses and cares for animals. The City funds six personnel for Animal Control, which has a facility located on Johnson Road.

In 2022, Animal Control managed 437 stray animals, seized 23 animals, transferred 410 animals, and euthanized 37 animals. 107 animals were adopted, 110 animals were returned to their owners, and 94% of handled animals were released live. Animal Control is very involved in the Petersburg community through regular adoption events, using social media to reunite lost pets with their owners, and partnerships with local businesses and non-profits.



## FIRE, RESCUE, AND EMERGENCY SERVICES

The Petersburg Department of Fire, Rescue, and Emergency Services was established in 1773. The department staffs four fire stations that provide 24-hour service through a three-platoon staffing system. The department is responsible for providing a variety of public safety services to the community including:

- Dive operations;
- Basic and advanced emergency medical services;
- Fire prevention and property maintenance code enforcement;
- Public fire and safety education;
- Fire suppression;
- Rescue services;
- Emergency management and hazard mitigation; and
- Hazardous materials management.

Fire-Rescue stations are located throughout the City (Map 7.2) and were initially developed to strategically correspond with population growth. When reviewing applications for development, greater consideration should be given to the impact of new residential construction on service delivery, as well as the burden placed on current suppression infrastructure. The department should review and provide comments on all site plan and

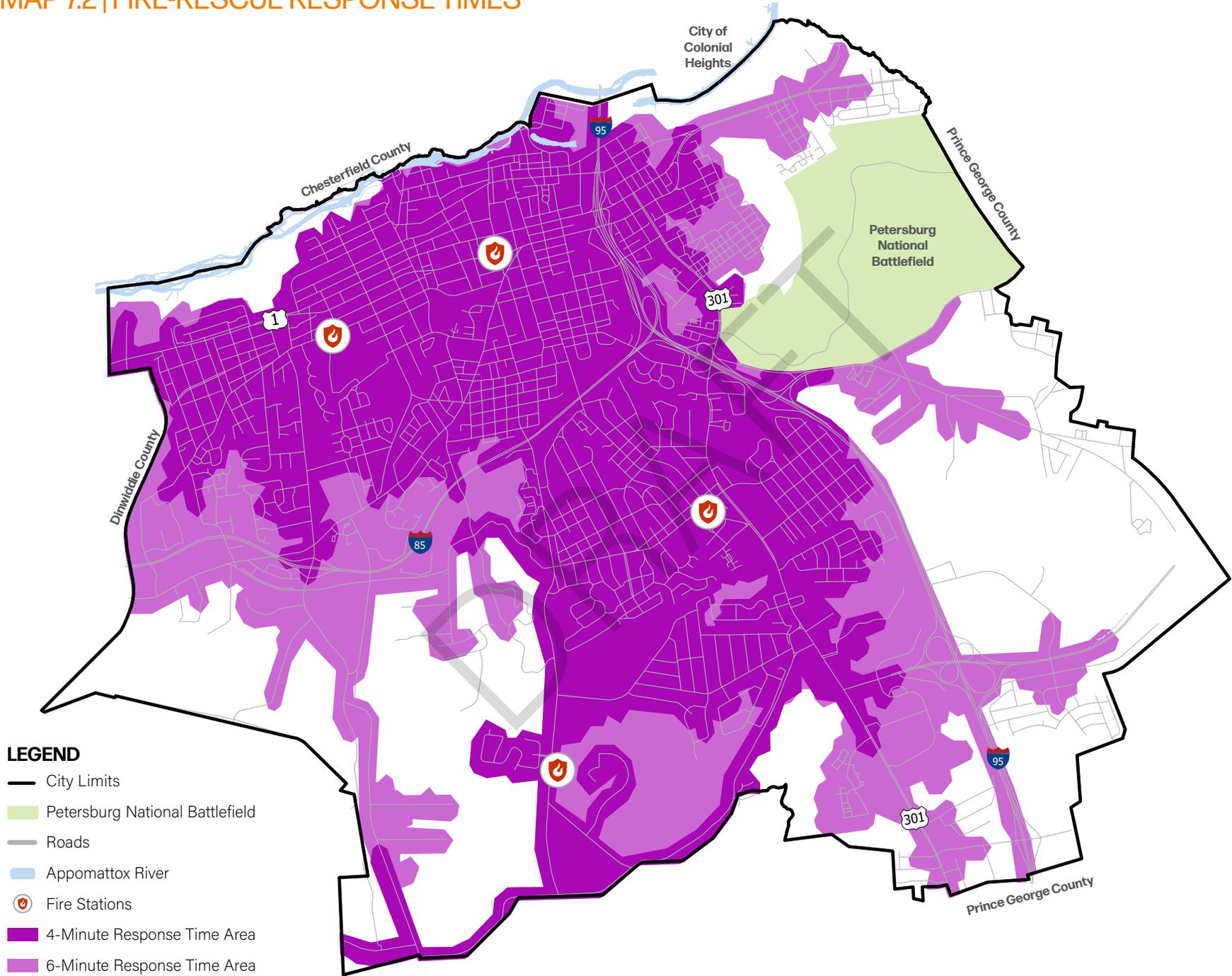


subdivision submittals. Response times and incident volumes should also always factor into future siting of Fire-Rescue stations, as higher population densities do not necessarily correlate to higher incident volumes.

Calls for service have increased since 2018, as have requests to provide mutual aid. The most common type of call in 2020 was emergency medical service incidents, followed by general service calls and good intent calls. Response times are another valuable metric to determine the efficiency and equity of service provision. The National Fire Protection Association (NFPA) recommends a six-minute maximum response time for professional fire departments to reach all locations in their

jurisdiction. Most areas of Petersburg lie within a six-minute response time; areas that do not are currently being addressed through policies that will ensure response times are brought into compliance (Map 7.2). Within the timeframe of PetersburgNEXT, Fire-Rescue should aim to bring all areas that currently lie within a six-minute response time into a four-minute response time through increased staffing and construction of a new facility in the southeast area near the pharmaceutical campus on Normandy Drive.

# MAP 7.2 | FIRE-RESCUE RESPONSE TIMES



## LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- 🔥 Fire Stations
- 4-Minute Response Time Area
- 6-Minute Response Time Area



SOURCE: City of Petersburg

There are several needs that must be met to continue the provision of high-quality service in Petersburg. Most physical facilities were constructed in the 1940s and 1950s; therefore, renovation and upgrades are pressing needs, specifically those related to HVAC systems and pipes.

New equipment is also needed but can be cost-prohibitive due to lack of funding and high costs. Several grant opportunities provide avenues to obtain funding. The U.S. Federal Emergency Management Agency (FEMA) operates several fire safety grants through the Assistance to Firefighters Grants Program (AFG) and the Staffing For Adequate Fire and Emergency Response (SAFER) program, as does the U.S. Fire Administration. The department submitted an AFG grant in early 2023, which is still pending, and plans to submit a SAFER grant in 2024. Petersburg should regularly pursue grant funding for Fire-Rescue, taking care to show that new equipment will be used to provide continued, high-quality services and protection.

In addition to grant funding, Petersburg should develop replacement plans for apparatus and personal protective equipment. NFPA standards address longevity of equipment; developing a dedicated plan based on NFPA benchmarks can help create a replacement schedule that City leaders use to forecast potential impacts to budgeting.

The Department of Fire, Rescue, and Emergency Services is currently developing a new strategic plan; this will be the Department's first ever strategic plan to specifically guide operations. Petersburg should work to implement the recommendations of the strategic plan upon adoption. It is recommended that the strategic plan be reviewed and updated every five years to monitor progress and update strategies to reflect current needs. If not included in the strategic plan, a community risk assessment is recommended to help further identify which services the Department should prioritize, and how internal operations need to grow or streamline to effectively provide those services. Additionally, reevaluation of mutual aid agreements with surrounding jurisdictions should be pursued to ensure cost-effective and fiscally responsible service provision.



*Petersburg Fire-Rescue Fire Truck*



## EMERGENCY PREPAREDNESS RESOURCES

The following resources are just a few of the many resources available to inform community members of how they can **prepare for and recover from emergency situations**. Click the titles to learn more.

- **After the Fire:** FEMA and U.S. Fire Administration guidelines on how to recover after a house fire
- **Build an Emergency Kit:** Identifying a collection of basic items that can be used during an emergency
- **Virginia Department of Emergency Management:** Statewide resource hub, including educational materials and guidance on emergency preparedness
- **Food Safety in a Disaster or Emergency:** Federal resource providing guidance on food safety before, during, and after a natural disaster or emergency situation

### **Emergency Preparedness and Disaster Recovery**

The City's Office of Emergency Management proactively plans for hazards, works to reduce threats, and prepares Petersburg citizens to respond to and recover from a disaster. The Deputy Fire Chief serves as the director of Emergency Management in Petersburg. As climate change will inevitably lead to a rise in severe weather events such as thunderstorms, tornadoes, and flooding, it will be increasingly important for the Office of Emergency Management and Petersburg's public safety officials to ensure they are not only prepared to respond in the moment when disaster strikes, but also prepared to lead the community to a full, swift, and equitable recovery in the aftermath. This includes both Fire-Rescue and law enforcement – as climate change leads to more frequent and more intense natural disasters, collaboration between law enforcement and Fire-Rescue is only going to increase.

There are several ways Petersburg can continue to ensure the community remains ready and resilient in the face of future emergencies (see Chapter 8 for additional information):

- **Mitigation:** Acting to either prevent or reduce the cause, impact, or consequences of disasters. *Review and update the City's Emergency Preparedness and Response Procedure.*
- **Preparedness:** Planning, training, and educating for events that are unable to be mitigated. *Continue provision of regular emergency preparedness and disaster recovery training, including scenario training. Continue educating the community on emergency preparedness, including what to have on hand in the event of an emergency, potential evacuation routes, and who they can call when in need of immediate assistance. Maintain a permanent location to serve as an Emergency Operations Center during Citywide disasters and designate two potential back-up facilities.*
- **Response:** Immediate action in the aftermath of a disaster. *Include mental health and social assistance professionals in post-disaster recovery and collaboration efforts.*
- **Recovery:** Restoration efforts that occur simultaneously with normal operations.

## JUDICIAL SYSTEM

### *Petersburg Circuit Court*

The Petersburg Circuit Court is a trial court that oversees civil and criminal court cases in Virginia's 11th district, which consists of the City of Petersburg and the Counties of Amelia, Dinwiddie, Nottoway, and Powhatan. All jurisdictions contribute funding to cover expenses and personnel. While the function of the judicial system is outside the purview of a Comprehensive Plan, there are several issues with the physical Court facilities that need to be addressed to ensure consistent delivery of safe and high-quality judicial services. The current Circuit Court facilities, located at 7 Courthouse Avenue, are dated and need renovations to ensure not only efficient operations but also the safety of staff and the general public.

### *Petersburg General District Court*

The Petersburg General District Court is located at 35 E. Tabb Street and is responsible for administering traffic, criminal, and civil courts, in addition to mental commitments, protective orders, bond hearings, pre-trials, and preliminary hearings.

In 2023, Petersburg authorized the sale of \$34 million in general obligation bonds to construct a courthouse expansion for the General District and Juvenile and Domestic Relations Courts at E. Bank and N. Sycamore Streets, advancing new and safe facilities for personnel and the general public alike. Construction is slated for completion in 2026.

One of the biggest challenges the General District Court currently faces is an increasing workload with no increase in staffing levels. Additionally, process improvements through new technology are greatly needed to streamline workload and ensure a balance of efficiency and accuracy. Petersburg should prioritize investment in new technology for record keeping and administrative functions to modernize the Court and optimize operations, serving as a temporary relief from a rising workload until funding for more personnel can be allocated.



*Petersburg Courthouse*



## WHAT IS TRAUMA-INFORMED CARE?

Trauma-informed care is a fundamental aspect of **providing holistic care** to the community in times of crisis. This strategic approach **creates an environment that is sensitive to individuals who experience trauma** and aims to limit potential triggers, thereby protecting mental and emotional health. Trauma-informed care has numerous widespread benefits, including **decreasing the chance that an individual becomes a repeat offender, supporting the recovery of those with serious mental illness, and increasing overall community safety** (U.S. Department of Justice).

There are **several best practices** that Petersburg can incorporate as it continues to provide trauma-informed care to the community:

- Provide timely, transparent, and thorough updates on events and timelines.
- Review policies and procedures to identify and remove any that could be potentially harmful to those with a history of trauma.
- Continue building long-term collaborative partnerships with local and regional organizations.
- Seek additional guidance from subject matter experts who have lived experience.

### **Riverside Regional Jail**

Riverside Regional Jail is located in Prince George County, serving the Cities of Petersburg, Colonial Heights, and Hopewell and the Counties of Charles City, Chesterfield, Prince George, and Surry. Each locality has two representatives on the Riverside Regional Jail Authority (RRJA) board, which oversees RRJA and ensures the continued maintenance and operations of the facility.

Riverside Regional Jail has maintained continuous accreditation by the American Correctional Association (ACA) since 2002. In 2022, the average daily inmate count was 1,093 inmates. This is a 12.43% increase, or 155 more inmates, over 2021. The rated capacity of the jail is 1,372, with 2,311 permanent beds. In early 2022, the Virginia Department of Corrections (DOC) improved the consistency of transporting state-responsible inmates (those 60 or more days past sentencing) to DOC facilities in a timely manner. If the DOC can sustain current practice, expansion needs will be temporarily abated, but will likely become more urgent in the next five to ten years.

### **Community Corrections**

Community Corrections provides Petersburg and Dinwiddie County with a local community-based probation services agency and the criminal judicial system with sentencing alternatives to incarceration for adult misdemeanors or non-violent felonies.

Community Corrections currently has eight funded personnel and serves as a liaison to the six courts in both localities. The office conducts initial screenings for substance use disorders, mental health services, trauma-informed care, and conducts risk assessments to provide appropriate levels of supervision and deliver viable treatment options. Community Corrections meets a widespread need in the region through the provision of trauma-informed care – saving taxpayer money by reducing the likelihood of repeat incarceration – and the City should ensure that funding and staffing needs are met as necessary.

## EMERGENCY COMMUNICATIONS

Emergency Communications is located at 37 E. Tabb Street and is the central point for both emergency and non-emergency communications. The Communications Unit facilitates 24/7 communications services, channeling information and service requests to appropriate service elements.

Emergency Communications facilities are currently located at E. Tabb Street, but are in the process of relocating to a facility on Farmer Street. In 2023, Emergency Communications was awarded \$3.2 million to upgrade their system technology.

## PUBLIC SAFETY AND COMMUNITY WELLNESS

Crime is one of the social determinants of health. Individuals who are exposed to violent crime can develop health problems such as asthma, cancer, and mental disorders. This risk is increased for children and teens, who are particularly susceptible to developing post-traumatic stress disorder (PTSD), depression, and anxiety, even if they only hear about a violent event secondhand (U.S. Department of Health and Human Services). The crime rate also tends to inversely correlate with the number of treatment facilities available to the community (Brookings Institution). Additionally, children are less likely to recreate outdoors in areas with high crime, taking away a valuable element of their social and physical development. The byproduct of eliminating crime will therefore be an increase in overall public health, enhancing quality of life for the entire Petersburg community, especially for youth.



*Participants browse vendors at a Health Fair*



North Sycamore Street

## PUBLIC SAFETY AND LAND USE

The relationship between public safety and land use and development is stronger than may be initially apparent. There are several ways that the built environment can impact crime, emergency response times, and emergency preparedness:

- Blighted or abandoned structures can attract illicit activities.
- Adaptive reuse of old buildings to multi-family residential units can place pressure on dated infrastructure if not regularly maintained, creating safety concerns for residents.
- New development is not always matching the initially strategic locations of Fire-Rescue stations, which can lead to inequity in response times.
- Residential development in or immediately adjacent to floodplains creates health and safety risks during severe weather and flooding.
- Streets with overgrowth, poor lighting, and inadequate pedestrian infrastructure can be conducive environments for crime.

Crime Prevention through Environmental Design (CPTED) is a multi-disciplinary approach that guides how public spaces and communities can be developed in a way that deters crime. The goal of using CPTED to guide land use and development is to reduce both the perception and the reality of crime while building a more unified community and improving overall quality of life. There are ten principles of CPTED, each of which can be implemented through a variety of strategies and design interventions.

The benefits of employing the CPTED approach are numerous. In addition to enhancing quality of life and deterring crime, implementing the CPTED approach can lead to more efficient use of the City's financial and human resources, improved relationship between City government and the community, and a greater sense of community pride and social cohesion.

## Crime Prevention Through Environmental Design

**Target Hardening:** Making potential targets resistant to criminal activity.

*Continue joint efforts with Virginia State Police to provide regular and visible patrols throughout Petersburg.*

**Activity Support:**

Planning safe activities in strategic spaces.

*Continue to locate farmers' markets, festivals, and special events in large, open community areas.*

**Natural Surveillance:** Designing and placing physical elements to eliminate potential hiding places and maximizing visibility.

*Evaluate where front setback reductions may be appropriate to create a sense of "eyes on the street".*

**Natural Imperatives:** Ensuring access to necessary goods and services including but not limited to healthy food, physical activity, living-wage jobs, and housing.

*Support housing development in areas with ready access to existing employment opportunities.*

**Land Use and Community Design:** The location of land for various uses, along with their density, intensity, and design elements.

*Evaluate the extent to which new development proposals incorporate elements of the CPTED approach.*

**Order Maintenance:** Attending to minor violations and reducing opportunities for inappropriate behavior to foster safe and predictable uses of space.

*Post standards of conduct at all City-owned parks and public spaces.*

**Social Capital:** The social networks and norms that the community draws upon to solve common problems, foster civic engagement, and discourage inappropriate behaviors.

*Increase the frequency of social programming between law enforcement and the community.*

**Physical Maintenance:** Regularly repairing and maintaining a building or area to allow continued use for its intended purpose.

*Partner with neighborhood groups and local non-profits to pick up trash and maintain landscaping in City parks.*

**Natural Access Management:** Physically guiding people through the use of visual cues and barriers, ultimately creating a pedestrian friendly environment.

*Integrate wayfinding elements such as streetlighting, clear signage, and artwork into commercial areas such as Old Towne.*

**Territorial Reinforcement:** Using physical elements to mark space and reinforce a positive sense of ownership.

*Ensure City parks have functional and well-maintained security fencing around perimeters.*

# A Safe Petersburg is a Healthy and Thriving Petersburg

Goal Statement: Petersburg prioritizes community safety and wellbeing through consistent, efficient, and equitable public safety service delivery.

| Objectives   | Strategies   |
|--|--|
| <p>7.1 Identify and meet the personnel, equipment, and facility needs of the City's public safety departments.</p> | <p>7.1.1: Map crime data through Geographic Information Systems (GIS) and make available to the public, both to increase transparency and to oversee data-driven, location-based solutions for future crime prevention.</p>                            |
|  | <p>7.1.2: Annually monitor personnel and equipment needs of the City's public safety departments to ensure that an optimum level of public safety and protection is maintained for Petersburg's residents, homes, properties, and businesses.</p>      |
|  | <p>7.1.3: Provide regular and visible patrols throughout Petersburg through joint efforts with Virginia State Police.</p>  |
|  | <p>7.1.4: Implement the recommendations of the Department of Fire, Rescue, and Emergency Services Strategic Plan upon its completion. Review and update the Strategic Plan every five years to monitor progress and update target goals as needed.</p> |
|  | <p>7.1.5: Complete a Strategic Plan for the Bureau of Police. Review and update the Strategic Plan every five years to monitor progress and update target goals as needed.</p>   |
|  | <p>7.1.6: Implement the findings of the City-wide salary study upon its completion to improve attraction and retention of additional first responders and law enforcement personnel.</p>   |
|  | <p>7.1.7: Develop an intensive recruiting and retention program for the Bureau of Police that focuses on equity and recruiting underrepresented demographics.</p>  |

| Objectives   | Strategies   |
|--|--|
| <p>7.2 Facilitate the provision of rapid, effective, and equitable service delivery.</p>                                   | 7.2.1: Develop an opioid abatement strategy as a critical first step in helping combat high drug overdose rates.   |
|  | 7.2.2: Through partnerships with Bon Secours Southside Medical Center, Central Virginia Health Services (CVHS), and others, develop a Community Paramedicine program to specifically address drug abuse and mental health crises.                              |
|  | 7.2.3: Maintain the Petersburg Bureau of Police's accreditation status.  |
|  | 7.2.4: Bring all areas of Petersburg within a four-minute response time for Fire-Rescue responses through construction of an additional facility in the southeast area of the City.  |
|  | 7.2.5: Conduct regular training exercises, including scenario training, for law enforcement and first responders to ensure Petersburg is prepared for increased frequencies of climate disasters that could significantly impact the community.                |
|  | 7.2.6: Include mental health and social assistance professionals in post-disaster recovery and collaboration efforts.  |
|  | 7.2.7: Review and update the City's Emergency Preparedness and Response Procedure.   |
|  | 7.2.8: Maintain a permanent location to serve as an Emergency Operations Center during Citywide disasters and designate two potential back-up facilities.  |
|  | 7.2.9: In response to changing demographics, integrate multilingual public safety staff and services into daily operations.  |
| <p>7.3 Regularly engage the community in public safety efforts to grow a culture of mutual respect and responsibility.</p> | 7.3.1: Develop a widespread volunteer "Neighborhood Watch" program for neighborhoods, parks, trails, public areas, and along the pedestrian network leading to and from destinations, and engage existing "Neighborhood Watch" programs to coordinate efforts. |
|  | 7.3.2: In partnership with local non-profits and community groups, expand efforts to provide the community with trauma-informed care.  |
|  | 7.3.3: Staff one full-time School Resource Officer (SRO) in every Petersburg City Public School. Apply for grant funding to help fund positions and consider joint funding between PCPS and the City.  |
|  | 7.3.4: Install metal detectors at all entrances to Petersburg High School and Vernon Johns Middle School.  |
|  | 7.3.5: In partnership with local and regional organizations, provide quarterly community training on identifying and responding to drug overdoses.   |
|  | 7.3.6: Expand social programming between law enforcement and the community through participation in regular programs such as Coffee with a Cop and Gun Buy-Back Days.  |

| Objectives   | Strategies  |
|--|---|
| 7.4 Recognize the impact of land planning on public safety and community wellness. | 7.4.1: Amend the Zoning Ordinance to adopt community design standards that incorporate principles of Crime Prevention through Environmental Design (CPTED) – including but not limited to requirements for lighting and landscaping maintenance – in both residential and commercial areas. |
|  | 7.4.2: Prioritize violent crime reduction efforts around schools and in neighborhoods with large populations of children.   |
|  | 7.4.3: Require public safety officials to provide comment on all site plan and subdivision submittals as one means of ensuring that future growth aligns with the location of facilities and target response time areas.  |
|  | 7.4.4: Include neighborhood-specific strategies for crime prevention and eradication as a component of future Small Area Plans.   |

DRAFT

08

# ENVIRONMENTAL STEWARDSHIP

Petersburg will commit to fostering resilience, community wellness, and quality of life through protecting and enhancing its natural resources.

“IDENTIFY OPPORTUNITIES FOR **GREEN SPACE** AND **PROVIDE A BALANCE** TO THE INCREASING PRESSURES TO BUILD AND PAVE AREAS IN THE CITY.”

- Idea Wall Respondent

# 08

## INTRODUCTION

Protecting Petersburg's environment and natural resources has positive impacts on quality of life both locally and regionally. Environmental stewardship is a critical aspect of encouraging future growth that is both sustainable and intentional. Just as the water quality in Lake Chesdin affects the drinking water in Petersburg, so does the water quality of the Appomattox River affect the localities downstream along the James River and eventually the communities of the Chesapeake Bay. Water quality is an important environmental factor for the region and the state, and its maintenance and improvement in Petersburg is only successfully accomplished through collaborative partnerships at the regional, state, and federal levels.

However, environmental stewardship goes beyond just protecting the Appomattox River and the Chesapeake Bay. Petersburg acknowledges other environmental factors such as urban heat islands, air quality, brownfield cleanup and remediation, hazard mitigation, and the need for renewable energy that also influence quality of life for the community. Environmental justice is also critical: Petersburg's residents have the right to live and thrive in safe, healthy neighborhoods with equal environmental protections and meaningful citizen involvement in equitable development.

This chapter discusses Petersburg will continue protecting local water quality and the Chesapeake Bay, proactively protect natural resources and prepare for natural disasters, and bolster its resilience and sustainability efforts to protect residents and property owners from the long-term effects of climate change.



## COMMUNITY FEEDBACK: ENVIRONMENTAL STEWARDSHIP

- The natural environment ranks as Petersburg's fifth most valued asset.
- Flooding in low-lying areas, a high heat index, and lack of tree canopy were cited by the community as major concerns.
- The Appomattox River is a valuable resource, but there are concerns about development and pollution impacts; for example, sedimentation, construction waste dumping, and trash dumping.
- Petersburg should expand resources for environmental education, especially for youth.

## EXISTING ENVIRONMENTAL CONDITIONS

### Topography and Climate

Petersburg is situated on the Appomattox River at the fall line, the natural boundary between the Piedmont physiographic province to the west and the Coastal Plain in which the City lies. The underlying bedrock is primarily Petersburg granite. The Coastal Plain is characterized by relatively level or gently rolling topography, with steeper slopes occurring along rivers and streams. Petersburg’s humid subtropical climate has hot, humid summers and cool to mild winters, with evenly distributed precipitation throughout the year.

### Soils

Most of the soil found in and around Petersburg are members of the ultisol order of soils. These are reddish, clay-rich, acidic soils that occur through the southeastern United States and support a mixed forest vegetation prior to cultivation. They are naturally suitable for forestry, can be made agriculturally productive with the application of lime and fertilizers, and are generally stable materials for construction projects.

### Soil Constraints

While most of the city is connected to public sewer systems, there are still parts of Petersburg that rely on onsite sewage disposal systems, which provide sewage treatment and disposal for developments that are not connected to city sewer lines. Most systems distribute sewage effluent into the soil through absorption fields. Factors such as soil permeability, a high water table, depth of impermeable soil layers, existing vegetation, and flooding may affect the ability of the natural soil to absorb effluent.

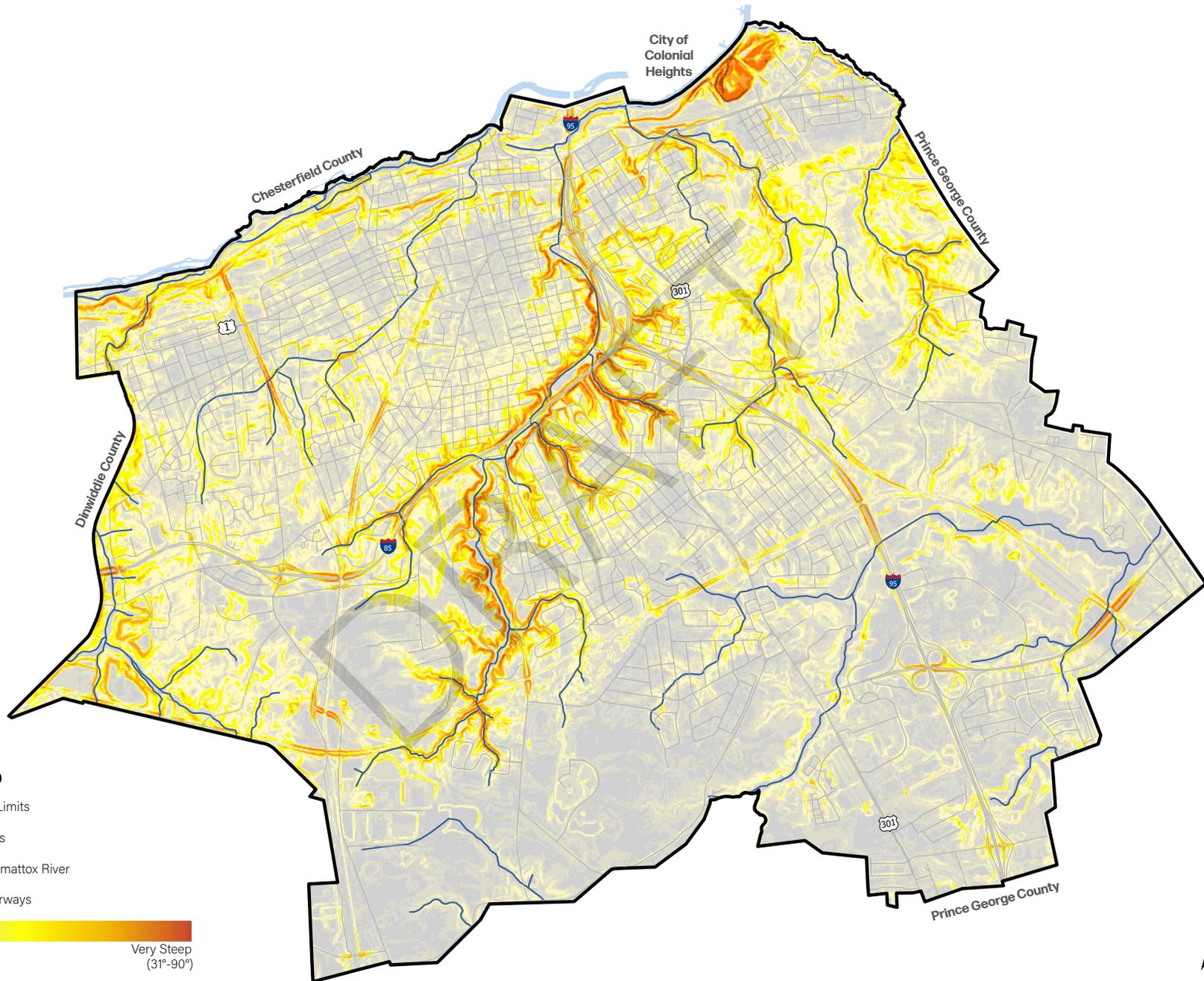
The ability to absorb effluent from septic tanks is an important quality for soil. A soil’s failure to absorb effluent may result in the outflow from septic tanks in the area accumulating to an unhealthy degree, leading to potential issues for the water supply. The absorptive qualities of Petersburg’s soil correspond roughly with the hydrology of the soil. Higher than average hydrology is also a good predictor of whether an area contains wetlands or not. While much of the soil is not ideally suited for distributing effluent, this does not necessarily preclude the ability of septic systems to function. Site soil surveys should be conducted prior to any potential development to determine suitability for septic systems and identify constraints.

Table 8.1 | Climate Data

|                                      | Jan. | Feb. | Mar. | Apr. | May | Jun. | Jul. | Aug. | Sep. | Oct. | Nov. | Dec. |
|--------------------------------------|------|------|------|------|-----|------|------|------|------|------|------|------|
| Average High Temp. (°F)              | 49°  | 52°  | 60°  | 71°  | 78° | 86°  | 89°  | 88°  | 82°  | 72°  | 62°  | 53°  |
| Average Low Temp. (°F)               | 27°  | 29°  | 36°  | 46°  | 56° | 65°  | 69°  | 68°  | 62°  | 49°  | 38°  | 32°  |
| Average Number of Precipitation Days | 6    | 7    | 8    | 7    | 9   | 8    | 8    | 7    | 6    | 6    | 6    | 6    |

SOURCE: National Oceanic and Atmospheric Administration

# MAP 8.1 | STEEP SLOPES





Understanding the underlying soil's impacts on building materials such as concrete and steel is important to long-term planning and development. Structural foundations that intersect more than one soil type are more susceptible to corrosion than if contained within a single soil type. For concrete, the rate of corrosion is based on sulfate and sodium content, moisture content, soil acidity, and texture. For steel, corrosion factors include soil moisture, particle-size distribution, acidity, and electrical conductivity of the soil. Generally, soils east of Interstate 95 and north of Interstate 85 are more corrosive to concrete, while other areas of Petersburg are more corrosive to steel. Site soils should be surveyed and assessed prior to any proposed development or redevelopment to determine if underlying soils can support it.

### ***Groundwater and Surface Waters***

Groundwater underlying the city is part of the Coastal Plain Regional Aquifer system. While the local public water supply does not use groundwater and there are no community wells within City limits, there are approximately 50 private wells using groundwater.

Surface waters are any bodies of water above ground, including lakes, rivers, streams, and reservoirs. Approximately 0.22 acres of surface waters are contained within City limits, and Petersburg's northern border lies

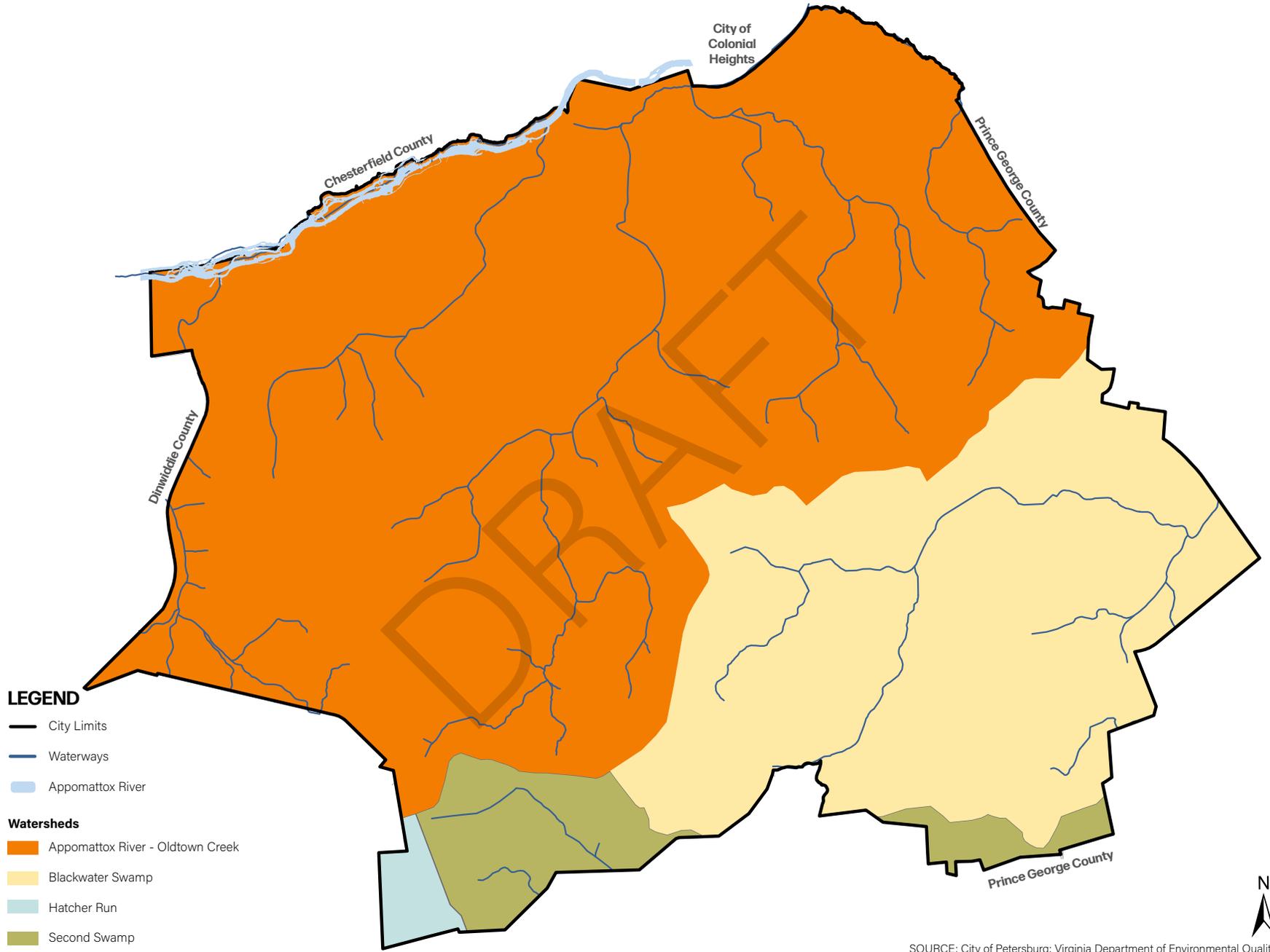
along four miles of the Appomattox River. Other major water bodies include Lake Wilcox, Blackwater Swamp, Second Swamp, Poor Creek, Brickhouse Run, Lieutenant Run, and Rohoic Creek. While most of the City lies within the James River basin, which drains to the Chesapeake Bay, the southeast portion lies within the Chowan River basin.

### ***Wetlands***

Wetlands are some of the most ecologically vibrant habitats in the world and are comparable to rainforests and coral reefs in terms of their biodiversity. They provide fish and wildlife habitats, natural water quality improvement, floodwater storage, shoreline erosion protection, and natural beauty.

Petersburg has both tidal and non-tidal wetlands. Tidal wetlands are flat, vegetated areas that occur in inland coastal areas and are subject to regular flooding by the tides. Petersburg's tidal wetlands can be found along the Appomattox River and Poor Creek. Non-tidal wetlands occur inland and are not subject to tidal influences. These freshwater wetlands typically consist of trees, shrubs, and grasses and can be found along the southern City limits.

# MAP 8.2 | WATERWAYS AND WATERSHEDS



SOURCE: City of Petersburg; Virginia Department of Environmental Quality





Appomattox River.

## PROTECTING WATER RESOURCES

### ***What Is the Chesapeake Bay Preservation Act?***

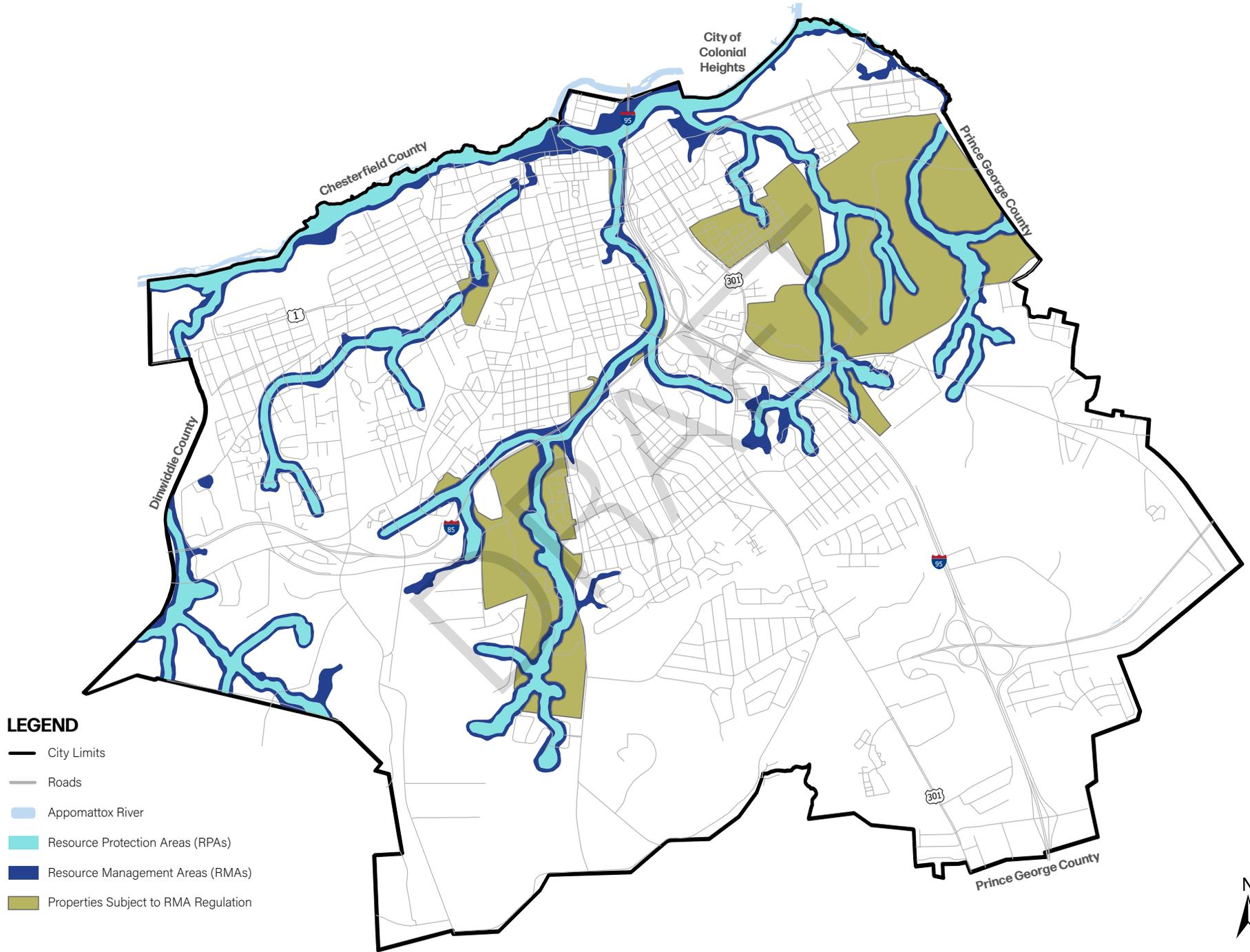
The Chesapeake Bay Preservation Act (also referred to as CBPA, Bay Act or The Act) is mandatory for all localities listed in the Code of Virginia Section 62.1-44.15:68. Enacted to protect the water quality of the Chesapeake Bay and its tributaries, the Act requires the implementation of practices that minimize disturbance of environmentally sensitive areas, known as Chesapeake Bay Preservation Areas (CBPAs). CBPAs consist of Resource Protection Areas (RPA) and Resource Management Areas (RMA). RPAs include tidal and nontidal wetlands, water bodies with perennial flow, tidal shores, and a 100-foot buffer. RMAs include areas lying 100 feet landward of and contiguous to the RPA, any area in a flood zone with 1% chance of flooding per year, and hydric soils adjacent to water bodies with perennial flow (Map 8.3).

The Bay Act requires certain criteria that local governments must adopt and implement in administering their Bay Act programs, including Comprehensive Plan elements, accompanying maps, and zoning and subdivision requirements. The Bay Act is enabled through the following legislation:

- Chesapeake Bay Preservation Act (Section 62.1-44.15:67-79, Code of Virginia)
- Chesapeake Bay Preservation Area Designation and Management Regulations (9VAC25-830, Virginia Administrative Code)

The Virginia Department of Environmental Quality (DEQ) Local Government Assistance Program oversees the implementation of the Bay Act by localities. Petersburg's Chesapeake Bay Preservation Ordinance (Chapter 122, Article II of the City Code) limits development in the RPA to water-dependent uses, redevelopment, new principal structures and necessary utilities on parcels recorded prior to October 1, 1989, that have suffered a loss of buildable area, private roads and driveways, or regional flood control or stormwater management facilities. Certain exemptions, buffer encroachments, and buffer modifications are also permitted. Each of these uses, activities, or facilities can be approved under certain conditions through an administrative process overseen by the Director of Planning and the Director of Public Works. Other activities or structures proposed within the RPA require approval of an exception following a public hearing by the City Board of Zoning Appeals. Any land disturbance in the RPA requires approval of a site-specific determination of the CBPA boundaries at the time of development, a water

# MAP 8.3 | RESOURCE PROTECTION AND RESOURCE MANAGEMENT AREAS



SOURCE: City of Petersburg

quality impact assessment, and mitigation for the encroachment of the 100-foot buffer area elsewhere on the parcel.

Development within CBPAs, inclusive of the RMA and the RPA, is required to minimize land disturbance and impervious surface to only that which is necessary for the proposed use or development, and to preserve indigenous vegetation to the extent practicable. In addition, compliance with the City's Erosion and Sediment Control and Stormwater Management Ordinances and full development plan review is required for land disturbance exceeding 2,500 square feet. The plan of development review process requires approval of a site plan in accordance with the provisions of the Zoning Ordinance or a subdivision plat in accordance with the Subdivision Ordinance prior to any clearing or grading of the site or the issuance of a building permit to ensure compliance with all applicable requirements of the City's Chesapeake Bay Preservation ordinance.

The following items are also required in addition to a site plan or subdivision plat:

- Environmental site assessment, inclusive of a site-specific CBPA determination
- Landscaping plan
- Stormwater management plan
- Erosion and sediment control plan
- Water quality impact assessment, inclusive of vegetative mitigation for the area of land disturbance within the RPA

### ***Impacts on Water Quality***

Surface waters and the potable water supply are susceptible to contamination from everyday activities and land development. Nonpoint source pollution is water pollution that is not confined to a single source and may derive from construction activities, soil erosion, household chemicals, and pet waste. The four main forms of nonpoint source pollution are sediments, nutrients, toxins/toxicants, and pathogens. Point source pollution can be traced to a single source, such as a wastewater treatment plant or industrial discharge pipe.



*Public Works activity at a sensitive environmental habitat*

Groundwater is particularly susceptible to contamination in areas where abandoned wells and underground storage tanks exist. Water flowing into uncapped abandoned wells can feed pollutants directly to the groundwater supply, and petroleum remnants can leak from underground storage tanks.

City residents and business owners can improve local water quality by taking advantage of the urban cost-share program offered through Virginia's Soil and Water Conservation Districts. The Virginia Conservation Assistance Program (VCAP) provides financial reimbursement to property owners who install specific conservation practices, including but not limited to rainwater harvesting, conservation landscaping, rain gardens, and permeable pavement installation. Residential, business, public, and private locations that are non-agricultural are eligible. Most practices are eligible for up to 75% cost share and some practices provide a flat incentive payment up to the installation cost.

While much of Petersburg is urban, areas of agricultural activity still exist in the southwest portion of the city. Agricultural activities can contribute to nonpoint source pollution by introducing excess nutrients, toxins/toxicants, and sediments derived from animal waste, pesticides, and erosion into local waterways. Implementing best management practices, or BMPs, can help minimize negative impacts from agriculture to preserve the long-term

health of local water resources. These can include nutrient management plans, conservation tillage, cover crops, erosion control measures, and more that can be catered to the needs of the site and operation. Similar to VCAP, cost-share funding programs are available through Virginia's Soil and Water Conservation Districts for over 70 agricultural conservation practices to support farmers who install agricultural BMPs on their properties.



**Sediments** are soil particles carried by rainwater into streams, lakes, rivers, and bays. By volume, sediment is the greatest pollutant. It is caused mainly by erosion resulting from bare land, some farming practices, and construction and development.



**Nutrients** are substances that help plants and animals live and grow. The main concern is excessive amounts of two nutrients: nitrogen and phosphorus.



**Toxins** are chemicals that may cause human and wildlife health concerns. They include organic and inorganic chemicals, metals, pesticides, household chemicals, gasoline, motor oil, battery acid, roadway salt, and other pollutants.



**Pathogens** are disease-causing microorganisms present in human and animal waste. Most pathogens are bacteria.



Waterfront access point

### Impaired Waterways

In response to requirements under the Federal Clean Water Act, DEQ tests Virginia's rivers, lakes, and tidal waters for pollutants to determine if they can be used for swimming, fishing, and drinking. When water quality monitoring data shows that state waters do not meet water quality standards, clean-up plans called Total Maximum Daily Loads (TMDLs) are developed by DEQ. TMDLs

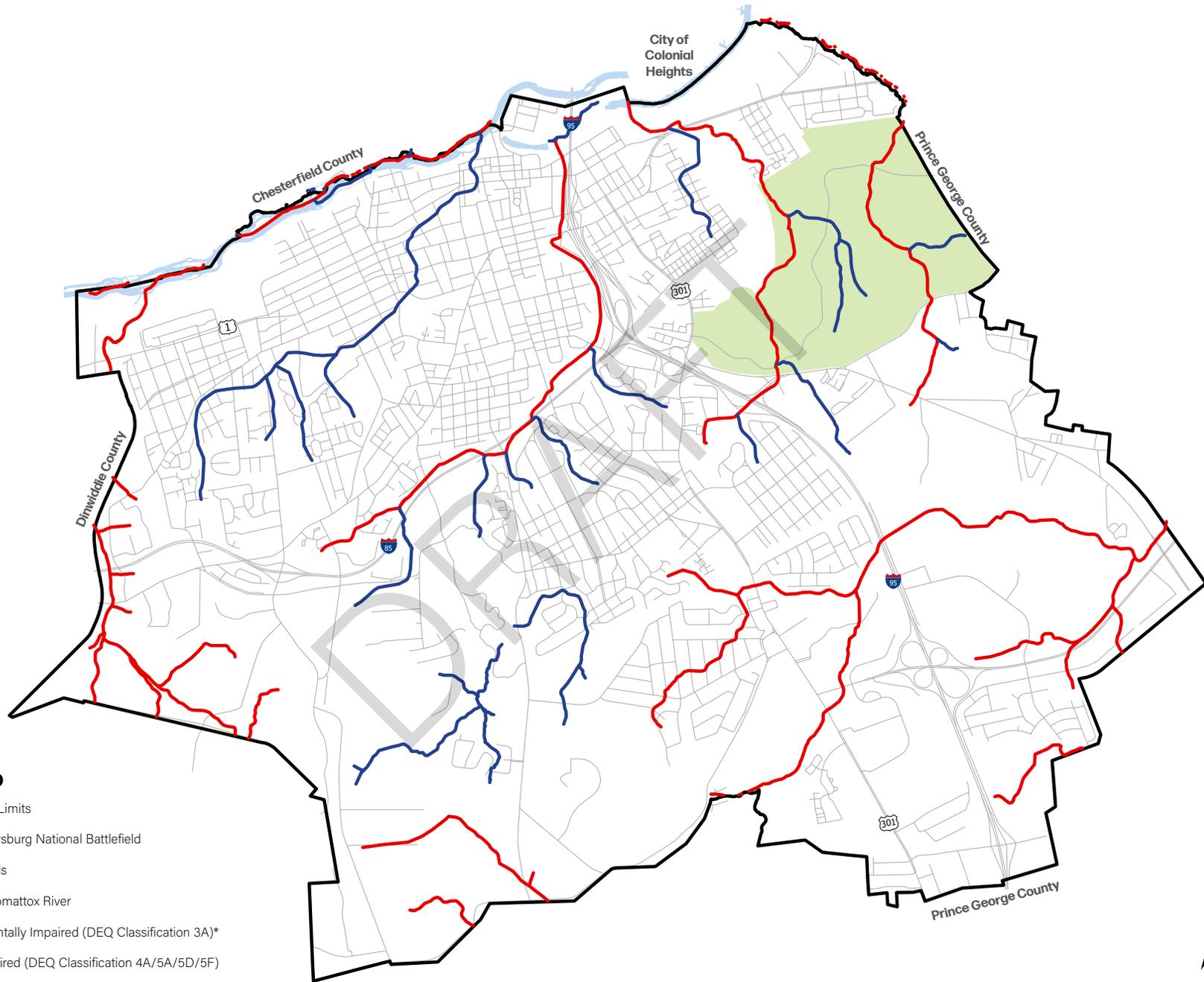
determine the total amount of a pollutant that a waterbody can receive and still meet water quality standards. These waters are called "impaired" and are listed in the Virginia Water Quality Assessment Integrated Report. Table 8.2 and Map 8.4 show waterways that are currently considered impaired by DEQ; those with "High" TMDL development priority are included on DEQ's 2-year priority list for 2023-2024.

Table 8.2 | Impaired Waterways

| Waterbody   | Impairment Category | Impairment Cause                          | EPA Approved TMDL Date (if available) | TMDL Development Priority |
|---|---------------------|---|---------------------------------------|---------------------------|
| Appomattox River  | Fish Consumption    | PCBs in fish tissue                       | N/A                                   | High*                     |
| Appomattox River  | Recreation          | E. coli                                   | 8/30/2004                             | Low                       |
| Wilcox Lake   | Recreation          | Harmful algal blooms                      | N/A                                   | Low                       |
| Harrison Creek  | Recreation          | E. coli                                   | N/A                                   | Low                       |
| Poor Creek  | Recreation          | Fecal coliform                            | N/A                                   | Low                       |
| Rohoic Creek  | Aquatic Life        | Benthic macroinvertebrates bioassessments | N/A                                   | High*                     |
| Lieutenant Run  | Recreation          | E. coli                                   | N/A                                   | Low                       |
| Blackwater Swamp  | Recreation          | E. coli                                   | 7/9/2010                              | Low                       |
| Second Swamp  | Recreation          | E. coli                                   | 7/9/2010                              | Low                       |
| Unnamed Segments in Blackwater Swamp Watershed              | Fish Consumption    | Mercury in fish tissue                    | N/A                                   | Low                       |
| Unnamed Segments in Lower Appomattox/Ashton Creek Watershed | Fish Consumption    | Mercury in fish tissue                    | N/A                                   | Low                       |

SOURCE: 303(d) Integrated Report 2022, Virginia Department of Environmental Quality  
 \*Listed on DEQ's TMDL Program 2-year List of Prioritized Impaired Waters for 2023-2024

# MAP 8.4 | IMPAIRED WATERWAYS



### LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- Potentially Impaired (DEQ Classification 3A)\*
- Impaired (DEQ Classification 4A/5A/5D/5F)

\* Category 3A - no data are available within the data window of the current assessment to determine if any designated use is attained and the water is not currently listed as impaired.

SOURCE: Virginia Department of Environmental Quality



## ***Water Quality Master Plan***

Petersburg received technical assistance support from the National Fish and Wildlife Foundation's (NFWF) Chesapeake Bay Stewardship Fund to develop and implement a Geographic Information System (GIS) and Water Quality Master Plan to identify opportunities and implementation strategies to protect local streams and the Chesapeake Bay. As a small MS4 in the tidewater region of Virginia, regulatory mandates such as the General Permit for Discharges from Small Municipal Separate Storm Sewer Systems, the Virginia Stormwater Management Regulations, the Bay Act, and the Erosion and Sediment Control Law mandate the City's water quality control program. Further, the Chesapeake Bay total maximum daily load (TMDL) dictates that all pollution control measures are in place by 2025 to fully restore the Bay and its tidal rivers.

Progress in achieving substantial pollutant load reductions requires a significant amount of planning, strategy development, and funding. Petersburg has recently implemented a stormwater utility. The newly dedicated funding source has provided Petersburg with the ability to address long-overdue repairs and upgrades to existing drainage infrastructure, continue to meet existing regulatory requirements, and plan for new regulatory requirements including local water

quality protection and Chesapeake Bay TMDL target load reductions.

The goals of the Water Quality Master Plan are to develop a finite list of strategically located implementation projects throughout the City's watersheds resulting in maximum positive impacts to the water quality of receiving streams; and to prioritize projects for implementation so that funding can be identified in subsequent fiscal years for design and construction.

## ***Chesapeake Bay Watershed Implementation Plan Phase III***

Watershed Implementation Plans (WIPs) are roadmaps for how Chesapeake Bay states and Washington, D.C., in partnership with federal and local governments, will attain the Chesapeake Bay TMDL. Virginia's Phase III Watershed Implementation Plan (WIP III) was completed in August 2019 to achieve nutrient and sediment reductions needed to restore the Chesapeake Bay and its tidal tributaries. It details best management practices, along with programmatic actions, necessary to achieve state basin planning targets for nitrogen and phosphorus.

The WIP III effort benefited from significant achievements from earlier WIPs, and local cooperation and input from Soil and Water Conservation Districts and Planning District/Regional Commissions who forged a strong

foundation while guiding development of new state initiatives Virginia is expected to meet EPA nutrient reduction targets by 2025, and is currently working to address additional challenges in point and nonpoint source water pollution through regional collaboration in the WIP Program.

Petersburg is an active participant in the WIP III Program both through its own efforts in pollution reduction and through collaboration with Crater Planning District Commission (CPDC) and other regional locality staff and stakeholders. These stakeholders meet monthly to discuss grant opportunities, environmental policies and regulations, and other efforts to improve water quality in the Appomattox River, James River, and ultimately the Chesapeake Bay.

**[Click here to learn more about - and read - Virginia's Phase III Watershed Implementation Plan!](#)**

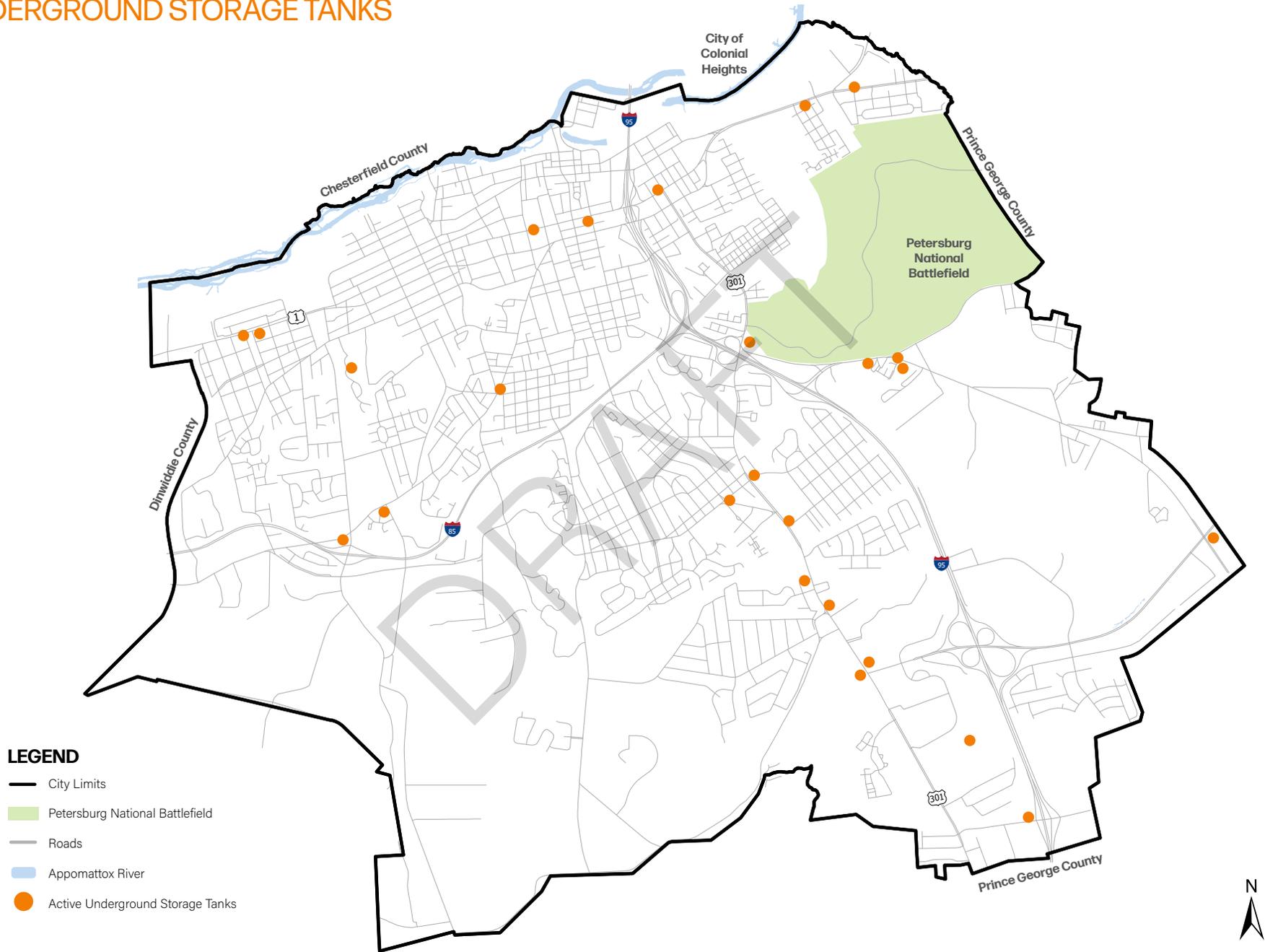
### Potential Contaminants – Underground Storage Tanks and VPDES Sites

Underground storage tanks (USTs) often contain substances that are hazardous to the environment, such as gasoline, diesel, and acetone. When left unmonitored in abandoned USTs, these chemicals can leak into the ground and contaminate surrounding groundwater and surface waters. If a storage tank is no longer being used, then proper steps must be taken to fill it in with concrete or other substances which will prevent the tank from leaking harmful substances. As of 2023, there are 26 known active commercial USTs within Petersburg’s city limits (Table 8.3 and Map 8.5). Petersburg has been highly proactive in removing storage tanks upon request or when they present a potential liability; 34 storage tanks have been removed or filled in by the city in the last three decades.

Table 8.3 | Active Underground Storage Tanks

| ID | Facility Name                        | Address                |
|----|--------------------------------------|------------------------|
| 1  | 7 Eleven                             | 225 E. South Blvd.     |
| 2  | 7 Eleven                             | 701 S. Crater Rd.      |
| 3  | Amoco                                | 2013 E. Washington St. |
| 4  | Barksdale Oil Company                | 2755 S. Crater Rd.     |
| 5  | BP                                   | 1932 E. Washington St. |
| 6  | BP                                   | 2016 W. Washington St. |
| 7  | Elliott Sadler Race-In Shell Station | 3140 S. Crater Rd.     |
| 8  | Exxon Mobile Express II              | 2205 S. Crater Rd.     |
| 9  | Jims Handy Mart                      | 2156 County Dr.        |
| 10 | Liberty Mart                         | 140 E. Washington St.  |
| 11 | Little Food Mart                     | 902 Halifax St.        |
| 12 | Marathon Food Mart                   | 615 E. Washington St.  |
| 13 | Market Place Sunoco                  | 110 W. Washington St.  |
| 14 | Miller Mart                          | 1200 Courthouse Rd.    |
| 15 | New Dixie #228                       | 328 Rives Rd.          |
| 16 | Parhams Service Center               | 1901 S. Sycamore St.   |
| 17 | Petersburg Area Transit              | 309 Fairgrounds Rd.    |
| 18 | Petersburg Food Market               | 1500 E. Washington St. |
| 19 | Petersburg Market Place              | 2706 S. Crater Rd.     |
| 20 | Pure Quick Serve                     | 1804 W. Washington St. |
| 21 | Raceway 6702                         | 2058 County Dr.        |
| 22 | Salem & Sons                         | 1908 Boydton Plank Rd. |
| 23 | Southside Regional Medical Center    | 200 Medical Park Blvd. |
| 24 | Sunoco                               | 2127 County Dr.        |
| 25 | Valero Food Mart                     | 1740 Boydton Plank Rd. |
| 26 | Wawa                                 | 3199 S. Crater Rd.     |

# MAP 8.5 | POTENTIAL POLLUTION SOURCES - UNDERGROUND STORAGE TANKS



The Clean Water Act of 1972 established the National Pollutant Discharge Elimination System, a program intended to limit the quantity of pollutants infiltrating the water supply of streams, rivers and bays all across the country. DEQ implements and administers this program as the Virginia Pollutant Discharge Elimination System (VPDES). The agency monitors all point source discharges to surface waters, dischargers of stormwater from Municipal Separate Storm Sewer Systems (MS4s), as well as dischargers of stormwater from industrial activities.

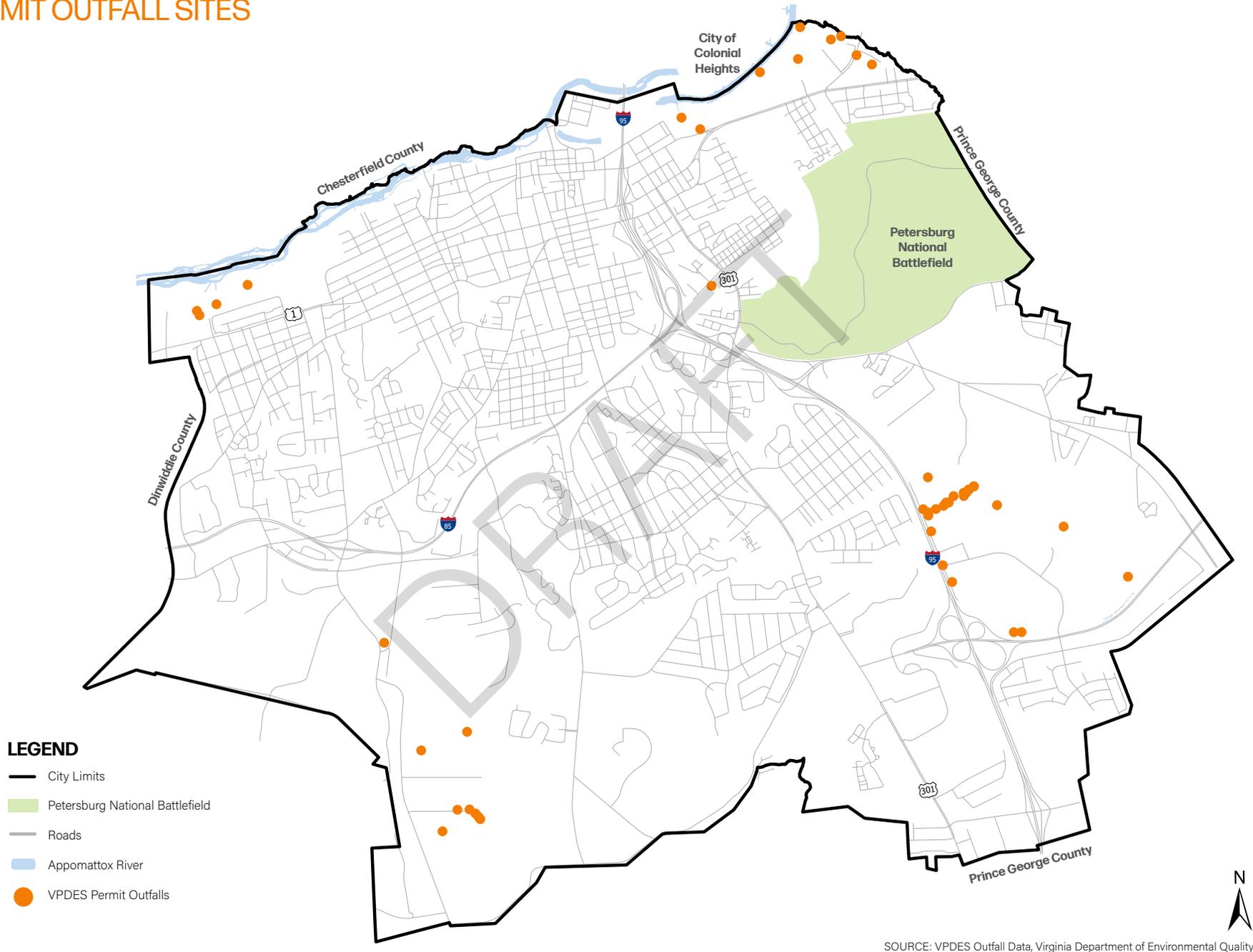
To better regulate potential point source pollution, DEQ issues individual permits to municipal and industrial facilities alike. These can be industrial sites, large gas stations, hospitals, water treatment facilities, large schools, or any number of other facilities that pose a documented or potential danger to the local environment. There is one major VPDES site within Petersburg’s city limits: the SCWWA facility at 900 Magazine Road. Minor VPDES sites within City limits include 49 outfalls at 14 sites (Map 8.6). Knowing where discharges occur near water bodies can help identify pollution sources of impaired waterways, groundwater, and the potable water supply.

Table 8.4 | VPDES Permit Outfall Sites

| ID | Facility Name  | Address                |
|----|--|------------------------|
| 1  | Allan Myers Petersburg Asphalt Plant                 | 2070 Bessemer Rd.      |
| 2  | AMPAC Fine Chemicals                                 | 2820 Normandy Dr.      |
| 3  | Amsted Rail Company                                  | 2580 Frontage Rd.      |
| 4  | Atlantic Iron and Metal                              | 36 Mill Rd.            |
| 5  | Barksdale Oils, Inc.                                 | 1041 E. Bank St.       |
| 6  | BleachTech   | 3501 Halifax Rd.       |
| 7  | Boars Head Provisions Company Inc - Petersburg       | 1950 Industrial Pl.    |
| 8  | Dominion Chemical Company                            | 2050 Puddledock Rd.    |
| 9  | International Paper                                  | 2333 Wells Rd.         |
| 10 | Norfolk Southern Automotive Distribution Center      | 999 Wagner Rd.         |
| 11 | Norfolk Southern Thoroughbred Bulk Transfer Terminal | 1381 E. Washington St. |
| 12 | South Central Wastewater Authority                   | 900 Magazine Rd.       |
| 13 | Tri City Regional Disposal and Recycling Services    | 390 Industrial Dr.     |
| 14 | Valmont Coatings Virginia Galvanizing                | 3535 Halifax Rd.       |
| 15 | Virginia Abrasives                                   | 2700 Normandy Dr.      |

SOURCE: VPDES Outfall Data, Virginia Department of Environmental Quality

# MAP 8.6 | POTENTIAL POLLUTION SOURCES - VPDES PERMIT OUTFALL SITES



SOURCE: VPDES Outfall Data, Virginia Department of Environmental Quality



## BROWNFIELDS AND SITE REMEDIATION

Brownfields are properties in which redevelopment or reuse is made difficult by the presence of hazardous materials, pollution, or contaminants. In 2000, the U.S. Environmental Protection Agency (EPA) assessed City-owned brownfields on Commerce Street and High Street, eventually awarding Petersburg a \$200,000 grant to revitalize these areas. Since then, these former industrial sites have been adaptively reused for multi-family housing. Redevelopment of brownfields such as these improves the economic viability of Petersburg's historic core, helps remediate blight, and improves the environmental quality of the Appomattox River.

The Titmus Optical site, Brenco site, and Columbia Gas Sites were all part of the Voluntary Remediation Program (VRP). This program encourages hazardous substance cleanups that might not otherwise take place, and represents a way for site owners or operators to voluntarily address contamination sites with support from DEQ. The main objectives of the program are site redevelopment and enhanced environmental outcomes. The program is not intended to serve as an alternative to or refuge from applicable laws but rather a means for site owners and operates to measure and redress past damage.

When remediation is properly completed, DEQ issues a Satisfactory Completion of Remediation certificate. This certification provides assurance that the remediated site will not become subject to DEQ enforcement action later, provided new issues are not discovered. The program eases the sale and reuse of industrial and commercial properties across Virginia, providing economic benefits to communities. Participation in the program additionally decreases potential environmental liabilities of reusing or further developing extant commercial properties. The Titmus Optical and Brenco sites have both received certificates of completion, while the Columbia Gas site is still enrolled in the program.



**Brenco**



**Titmus Optical**



**Columbia Gas**

## ***Titmus Optical***

The Titmus Optical Company was founded in 1908 and was initially a glasses and jewelry store with a small area for manufacturing lenses in the back. By 1927, a factory was established for full-time manufacturing of eyewear products. Additional expansions over the next several decades resulted in a sprawling complex comprised of 24 interconnected buildings totaling approximately 208,000 square feet. Upon taking ownership of the site in 1995, the City of Petersburg conducted an Environmental Site Assessment (ESA), which identified trichloroethene and its degradation products in the site's groundwater. A manmade chemical, trichloroethene is used as a solvent for various industrial and chemical uses. Once used as a sedative, it dulls neurochemical processes for eight hours upon inhalation (evaporating into the air at room temperature). Studies strongly suggest that long-term contact could have serious negative health effects, especially for pregnant women.

A year later, the Titmus building was classified as site #00148 in Virginia's Voluntary Remediation Program. After additional investigation, DEQ determined the contamination of the site's groundwater did not present a danger to the surrounding water system and issued the Titmus building its first certificate of completion for the VRP on September 4th, 1996, under the condition that the site's groundwater be strictly prohibited

from use as drinking water.

In 2009, developers began to explore the possibility of converting sections of the Titmus building into loft apartments. Residential use carries a higher bar for investigation of potential environmental dangers, so an even more thorough investigation than what had occurred previously was required. This survey discovered arsenic, silver, chromium, lead, naphthalene, and the previously detected trichloroethene in the soil at levels potentially harmful to human habitation. To mitigate the risk posed by these materials, DEQ mandated the installation of vapor mitigation systems that would prevent the dangerous materials in the air from accumulating to levels hazardous for the building's residents. These devices were installed in early 2010, and in August 2011, the site received its second VRP certificate.

## ***Brenco***

Amsted Rail Company's Brenco Division has been operating in Petersburg since 1949. A manufacturer of railroad components, Brenco's presence reflects Petersburg's historic importance as a railroad hub. While the company's main property is at 2580 Frontage Road, the company also possesses a property at 1964 Puddledock Road that served as a manufacturing facility and warehouse, ceasing active operations in 1970 (though continuing to operate as a warehouse until the late 2000s). In 1994, Brenco contracted a consulting firm

to determine the extent of environmental damage on the site, which proceeded to discover quantities of lead, cadmium, barium, chromium, and other potentially harmful materials in the copious amounts of waste material stored at the site, though only lead was discovered in quantities exceeding the EPA's toxicity thresholds.

Brenco mitigated the lead contamination by mixing 20% to 25% Cement Kiln Dust (CKD) as a stabilizing agent to the lead contaminant waste material. To avoid any groundwater contamination during this process, the Puddledock site was dewatered through a series of specially built wells, allowing the excavation of the waste material to proceed with no danger of contamination. During the stabilization process, Brenco utilized 12,766 tons of CKD to stabilize 62,078 tons of contaminated material, which was then sent to a nearby landfill. After the completion of this endeavor, the site received its VRP certificate from DEQ.

## **Columbia Gas Company**

Before natural gas became widely available through the interstate pipeline system, it was manufactured from coal and/or oil at a gas plant in many communities. Petersburg's old gas plant fulfilled this role until approximately the mid-20th century, when new energy sources and improved natural gas infrastructure rendered the plant's business model obsolete. The old plant was later acquired by Columbia Gas. Columbia Gas never operated the plant in its traditional capacity, but in 1993, it was discovered that some residual contaminants of the old gas plant were affecting the environment. Further investigation revealed that residuals from the former gas operations had affected soils and groundwater, with pollution going into adjacent Lieutenant Run.

Coal tar was the primary gas manufacturing byproduct of the old plant's industrial model. When the plant was in production, the tar was sold for use in roofing and in road tar. Once the plant closed, some tar was left on the property in underground structures. Over time, residual elements of this tar had leaked out of their containment and migrated as far as Bank Street, where they threatened underground utility lines such as gas, water, sewer, and communications cables. To counter this, Columbia Gas has since removed or cleaned gas plant residuals from underground structures, halted the seepage into the creek by excavation of affected bank material and

placement of loose stone, and placed clean soil over portions of its property. Although these steps greatly lessened the danger the former plant posed to the groundwater, Columbia Gas must address sources of gas plant residues deeper in the subsurface, including under Bank Street, in order to receive full VRP certification. This is due the fact that there are concerns that these gas plant residues could prove a danger to utility workers conducting repairs.



*Aerial view of Columbia Gas site*



## COASTAL RESOURCE MANAGEMENT

Coastal ecosystems reside where the land and water meet and are naturally very complex. They perform a vast array of functions by way of shoreline stabilization, improved water quality, and habitat for fish and aquatic life; from which humans derive direct and indirect benefits.

The science behind coastal ecosystem resource management has revealed that traditional resource management practices limit the ability of the coastal ecosystem to perform many of these essential functions. The loss of these services has already been noted throughout coastal communities in Virginia as a result of development in coastal zone areas coupled with common erosion control practices. Beaches and dunes are diminishing due to a reduction in a natural sediment supply. Wetlands are drowning in place as sea level rises and barriers to inland migration have been created by construction of bulkheads and revetments. There is great concern in Virginia that the continued armoring of shorelines and construction within the coastal area will threaten the long-term sustainability of coastal ecosystems under current and projected sea level rise.

In the 1980s, interest arose in the use of planted wetlands to provide natural shoreline erosion control. Today, a full spectrum of living shoreline design options is available to address the various energy settings and erosion problems found. Depending on the site characteristics, they range from marsh plantings to the use of rock sills in combination with beach nourishment.

Research continues to support that these approaches combat shoreline erosion, minimize impacts to the natural coastal ecosystem and reinforce the principle that an integrated approach for managing tidal shorelines enhances the probability that the resources will be sustained. Therefore, adoption of new guidance and shoreline best management practices for coastal communities is now necessary to insure that functions performed by coastal ecosystems will be preserved and the benefits derived by humans from coastal ecosystems will be maintained into the future.

## COASTAL ZONE MANAGEMENT

The Virginia Coastal Zone Management (CZM) Program is a **network of state agencies and coastal localities that implement state coastal protection laws**. It works to **protect, restore and strengthen Virginia's coastal ecosystems and economy**. DEQ serves as its lead agency. The program is funded by the National Oceanic and Atmospheric Administration's (NOAA) Office for Coastal Management under the federal Coastal Zone Management Act. Since 1986, this program has worked with local partners and funded scores of projects on Virginia's Eastern Shore including eelgrass, oyster, bay scallop and songbird habitat restoration; acquisition of critical coastal habitat for migratory birds; construction of ecotourism infrastructure; and development of special area management plans.

Petersburg is **an active participant** in the CZM Program through **collaboration with the Crater Planning District Commission and other Crater-region localities** in the Coastal Zone, along with numerous stakeholders including area nonprofits and state agencies.

City staff and these stakeholders meet monthly to discuss progress towards CZM goals, local and regional resilience priorities, grant opportunities, policy options, and hazard mitigation, especially in regards to flooding.

## Streambanks & Shoreline Erosion

Erosion along river and stream banks can negatively impact Petersburg's land and water resources. Sediments carried into waterways after heavy rains can clog natural ecosystems and introduce excess nutrients and pollutants, further damaging delicate habitats. Structures built nearby are also susceptible to damage as the ground gradually erodes into the waterway. Streambank erosion is exacerbated by the destruction of vegetation on riverbanks and the removal of sand and gravel from the stream bed. Ideally, rivers and streams should have gently sloping and fully vegetated banks.

Where shoreline stabilization is necessary, a full spectrum of living shoreline design options is available. Depending on the site characteristics, they range from marsh plantings to the use of rock sills in combination with beach nourishment. Living shoreline approaches combat shoreline erosion, minimize impacts to the natural coastal ecosystem, and reinforce the principle that an integrated approach for managing tidal shorelines enhances the probability that the resources will be sustained. Use of these approaches is reinforced by 2020 state legislation changes that acknowledge living shorelines as the primary method for stabilizing shorelines.

## SHORELINE MANAGEMENT

In 2011, the Virginia Assembly passed legislation to amend Code of Virginia Section 28.2-1100 and Section 28.2-104.1 and added Section §15.2-2223.2 to codify a **new directive for shoreline management in Tidewater Virginia**. In accordance with Section 15.2-2223.2, all local governments are required to include in the next revision of their comprehensive plan guidance prepared by the Virginia Institute of Marine Science (VIMS) regarding coastal resource management and, more specifically, guidance for the appropriate selection of living shoreline management practices. The legislation establishes the policy that living shorelines are the preferred alternative for stabilizing eroding shorelines.

This guidance, known as **Comprehensive Coastal Resource Management Guidance**, is being prepared by VIMS for localities within the Tidewater region of Virginia and shared through their Comprehensive Coastal Resources Management Portal (CCRMP). It outlines **where and what new shoreline best management practices should be considered, and where coastal modifications are necessary to reduce shoreline erosion and protect our fragile coastal ecosystems**. This guidance includes a full spectrum of appropriate management options which can be used by local governments for site-specific application and consideration of cumulative shoreline impacts. The guidance applies a decision-tree method using a based resource mapping database that will be updated from time to time, and a digital geographic information system model created by VIMS.

[Click here to learn more!](#)

An informal study performed in May 2021 identified three potential areas of erosion along the Appomattox River, as noted in Map 8.7. These sites were differentiated by the level of vegetation listed in the Center for Coastal Resource Management's (CCRM) GIS tool.

- **Site A**, on the west side of Pocahontas Island, was noted as having partial vegetation along the riverbank. Erosion characteristics include dry cracked soil, exposed tree roots, severely overhanging riverbank, and brown water with vegetation floating in the current.
- **Site B**, under the I-95 bridge, is located between an area noted as having partial vegetation and an area noted as having total vegetation. Erosion characteristics include flat "beachy" riverbank with some overhang, dry sandy soil, and some exposed plant roots.
- **Site C** was near an area the CCRM identified as having total vegetation along the riverbank. Erosion characteristics include greatly reduced riverbank overhang, moist smooth soil, and reduced grass and soil in water.

## STORMWATER MANAGEMENT

Stormwater runoff is the water that flows off of roofs, driveways, parking lots, streets, and other hard - or impervious - surfaces during rain events. Water that is not absorbed into the ground flows as runoff into ditches, culverts, catch basins and storm sewers, and can enter local waterways without treatment for volume, sediments, and/or pollutants. Pollutants carried by stormwater runoff can include fertilizers, pesticides, pet waste, sediments, oils, salts, trace metals, and trash.

Stormwater runoff needs to be managed just as any other natural resource in order to maintain the quality of Petersburg's rivers and lakes. Stormwater also needs to be managed to minimize damage that may occur when stormwater runoff exceeds the capacity of the pipes and open channels used to carry stormwater to the City's rivers and streams.

A high concentration of impervious surfaces such as pavement and buildings can exacerbate runoff issues. Research by the Center for Watershed Protection has revealed a strong relationship between impervious surfaces and local water quality. When natural land is converted into impervious cover, a greater fraction of annual rainfall is converted into surface water runoff and a smaller volume is able to infiltrate into the soil and recharge groundwater aquifers. This increased surface

runoff volume causes higher peak flows that can erode stream channels and lower the baseflow of local waterways, resulting in habitat degradation.

Historically, Petersburg has performed maintenance of the stormwater collection system, which includes cleaning, repair, and replacement of the City's stormwater infrastructure; however, in 2014 the City was designated a Phase II Municipal Separate Storm Sewer System (MS4) by DEQ. This designation was also given to other Virginia localities of similar size having a storm sewer system that discharges – directly or indirectly – to a protected river, bay, or other body of water. As a Phase II MS4, the City is responsible for stormwater discharges to receiving waters through an MS4 (VPDES) General Permit administered by DEQ.

# MAP 8.7 | SHORELINE EROSION



SOURCE: City of Petersburg

The permit requirements are very extensive, generally covering six areas called Minimum Control Measures:

- Public education and outreach
- Public participation
- Illicit discharge detection and elimination
- Construction site stormwater runoff control
- Post-construction stormwater management in new development and development on previously developed lands
- Pollution prevention/good housekeeping for municipal operations

Petersburg passed a Stormwater Management Ordinance in 2014 in compliance with state legislation mandating the establishment of a local stormwater management program. As part of its stormwater management program, the City operates and maintains drainage facilities located within the public right-of-way or public easements, and is also responsible for the water quality of natural streams as designed by Virginia and the EPA. However, it does not maintain facilities that are located on private property or that are controlled by other jurisdictions.

## INFRASTRUCTURE AND THE ENVIRONMENT

Historically, communities have used **gray infrastructure** – systems of gutters, pipes, and tunnels – to move stormwater to treatment areas or straight into local waterways. Complications from gray infrastructure include **aging facilities and inadequate capacity to manage large volumes of stormwater**. As an alternative, many communities are turning to **green infrastructure systems**.

Green infrastructure incorporates both the natural environment and engineered systems to **achieve stormwater management that also promotes environmental quality**. On the local level, green infrastructure practices can include **rain gardens, permeable pavement, green roofs, and rainwater harvesting systems**. At the largest scale, the preservation and restoration of natural landscapes are critical components of green infrastructure.

**Environmental site design (ESD)** involves small-scale stormwater management practices, non-structural practices, and better site planning to mimic natural hydrologic runoff characteristics and minimize the impact of land development on water resources. The **low impact development (LID) approach**, which is included in ESD, consists of combining hydrologically-functional site design with pollution prevention measures to reduce site and development impacts and to compensate for the degradation of water quality. The ultimate goal of LID is to maintain a developed site's stormwater runoff, peak runoff rates, and frequency to imitate pre-development runoff conditions at the source, rather than just at the end of pipe treatment. **Use of ESD and LID practices can aid developers in meeting state stormwater requirements while using installations that are more in harmony with the environment.**

## FISHERIES, DOCKS, AND PIERS

According to the Virginia Department of Wildlife Resources, the Appomattox River boasts a wide range of fish species, including largemouth and smallmouth bass, Kentucky spotted bass, redbreast sunfish, bluegill, flier, crappie, pickerel, striped bass, and walleye. While there are no commercial fisheries in Petersburg, recreational fishing is permitted at Patton Park, Rotary Park at Pocahontas Island, and Lake Wilcox, as well as City-owned Appomattox Riverside/Ferndale Park in Dinwiddie County. These and other waterfront access points, including docks and piers, are identified in Table 8.5 and Map 8.8.

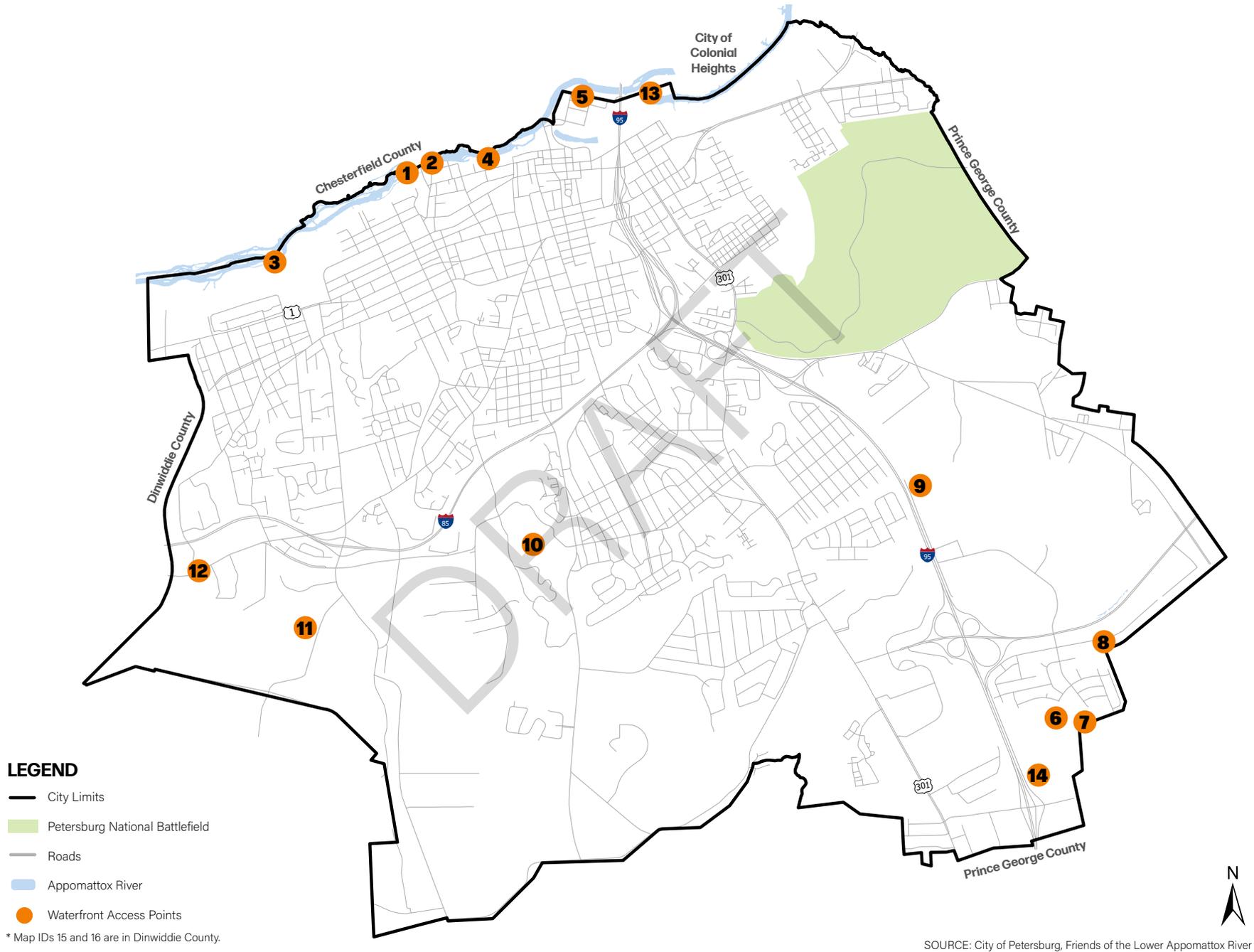
While the number of private docks and piers in Petersburg may be minimal, the cumulative impacts to the surrounding aquatic ecosystem may be significant, particularly in high densities. Virginia's Clean Marina Program can educate private owners on dock and pier dimensions, building materials, and other ways to preserve Virginia's waterways. Clustering development away from shorelines can retain the waterfront area as community open space and provide a community pier. Larger minimum lot sizes for waterfront property can reduce the concentration of piers and docks and thereby disperse their impact. All relevant state and federal regulations should be referenced when siting new docks and piers.

Table 8.5 | Waterfront Access Points

| Map ID | Facility Name                        | Location   | Owner                               | Open/ Accessible to Public? |
|--------|--------------------------------------|--|-------------------------------------|-----------------------------|
| 1      | Battersea bridges                    | Appomattox River near 540 University Blvd. & 527 University Blvd.        | City of Petersburg                  | Yes                         |
| 2      | Unimproved kayak launch              | Appomattox River near 527 University Blvd.                               | City of Petersburg                  | Yes                         |
| 3      | Unimproved waterfront trail          | Appomattox River from University Blvd. to City limits (Dinwiddie County) | City of Petersburg                  | Yes                         |
| 4      | Harvell Dam (former site)            | Appomattox River, 620 Johnson Lane                                       | City of Petersburg                  | No                          |
| 5      | Natural canoe/kayak launch           | Appomattox River, Rotary Park on Pocahontas Island                       | City of Petersburg                  | Yes                         |
| 6      | Boathouse on lake                    | Near Berkeley Manor Park   | Berkeley Estate Holding Company LLC | No                          |
| 7      | Square concrete dock on lake         | Berkeley Manor Park  | City of Petersburg                  | Yes                         |
| 8      | Private pond access                  | Private residence, Old Wagner Road                                       | Private                             | No                          |
| 9      | Dock on Blackwater Swamp             | Brenco, Frontage Road  | Brenco Inc.                         | No                          |
| 10     | Dock/ramp                            | Wilcox Lake  | City of Petersburg                  | Yes                         |
| 11     | Dock/boat house                      | Private residence, Squirrel Level Road                                   | Private                             | No                          |
| 12     | Dock                                 | Private residence, Boydton Plank Road                                    | Private                             | No                          |
| 13     | Paved ramp                           | Appomattox River, SCWWA Plant  | South Central Wastewater Authority  | No                          |
| 14     | Dock                                 | Private Home, Frontage Road  | Private                             | No                          |
| 15     | Unimproved boat launch to pond/canal | Appomattox Riverside/Ferndale Park (Dinwiddie County)                    | City of Petersburg                  | Yes                         |
| 16     | Wooden fishing pier                  | Appomattox Riverside/Ferndale Park (Dinwiddie County)                    | City of Petersburg                  | Yes                         |

SOURCE: City of Petersburg, Friends of the Lower Appomattox River

# MAP 8.8 | WATERFRONT ACCESS POINTS



## RESILIENCE AND SUSTAINABILITY

Resilience is the capacity to anticipate threats, reduce the community's vulnerability, and respond to and recover from hazardous events and chronic stresses. A community can be vulnerable as a result of its physical location and infrastructure, particularly as climate change influences more extreme weather patterns. Social factors such as access to transportation or widespread health challenges can also increase vulnerability. A resilient community, on the other hand, is one that is able to adapt, endure, and thrive in the face of change, uncertainty, and adversity. From hurricane preparedness to appropriate land-use policies to infrastructure protection systems, there are many programmatic and planning steps localities can take to increase their resilience.

The Resilience Adaptation Feasibility Tool (RAFT) is a collaborative, community-driven process and full-service tool developed to help Virginia's coastal localities improve resilience to flooding and other coastal storm hazards while thriving both economically and socially. Originally launched in 2015, the project is a partnership between the Institute for Engagement & Negotiation at the University of Virginia (UVA), the Institute for Coastal Adaptation and Resilience at Old Dominion

University (ODU), and the Center for Coastal Studies at Virginia Tech (VT). The RAFT Scorecard aims to help localities become proactive in increasing their resilience to coastal storm hazards. Petersburg is one of 30 localities and tribes evaluated with The RAFT Scorecard. Petersburg's RAFT Scorecard rates the city at 46 out of a possible 100. A score below 50 indicates "Low Resilience" with many opportunities for improvement.

To improve resilience potential, Petersburg should focus on priorities in the following areas:

- Incorporate all Petersburg residents into resilience planning efforts.
- Diversify Petersburg's economic base.
- Develop landscape plans and standards to protect and expand urban green spaces while mitigating the water quality, air quality, and heat impacts of development.
- Connect people to goods and services, as well as critical infrastructure through transit and broadband.

Figure 8.1 | The Resilience Cycle



SOURCE: Petersburg RAFT Scorecard 2022



## FEMA'S COMMUNITY RATING SYSTEM

All homes and business owners in high-risk areas with mortgages from federally regulated or insured lenders are required to buy flood insurance. Flood insurance is recommended for all property owners and renters in moderate- to low-risk areas, although not federally required. The Community Rating System (CRS) is **a voluntary incentive program that recognizes and encourages community floodplain management practices that exceed the minimum requirements of the National Flood Insurance Program (NFIP)**. The three goals of the CRS program include:

- Reducing and avoiding flood damage to insurable property;
- Strengthening and supporting the insurance aspects of the National Flood Insurance Program; and
- Fostering comprehensive floodplain management.

Over 1,500 communities participate nationwide. In CRS communities, **flood insurance premium rates are discounted to reflect the reduced flood risk resulting from the community's efforts**. Potential community discounts on premiums **range from 5% to 45%**.

### **Flooding**

Petersburg contains tidal and tributary floodplains adjacent to rivers and streams (Map 8.9). These important floodplain areas help reduce the impacts of flooding by slowing and temporarily storing floodwaters during large storm events. Floodplain areas are protected from activities that would degrade their usefulness as a flood conveyance system. The primary way this is accomplished is through the City's Floodplain Management Ordinance (City Code Chapter 58, Article II). These regulations establish the criteria by which development is either allowed or prohibited in the floodplain, with the intent of preventing or minimizing the loss of life and property.

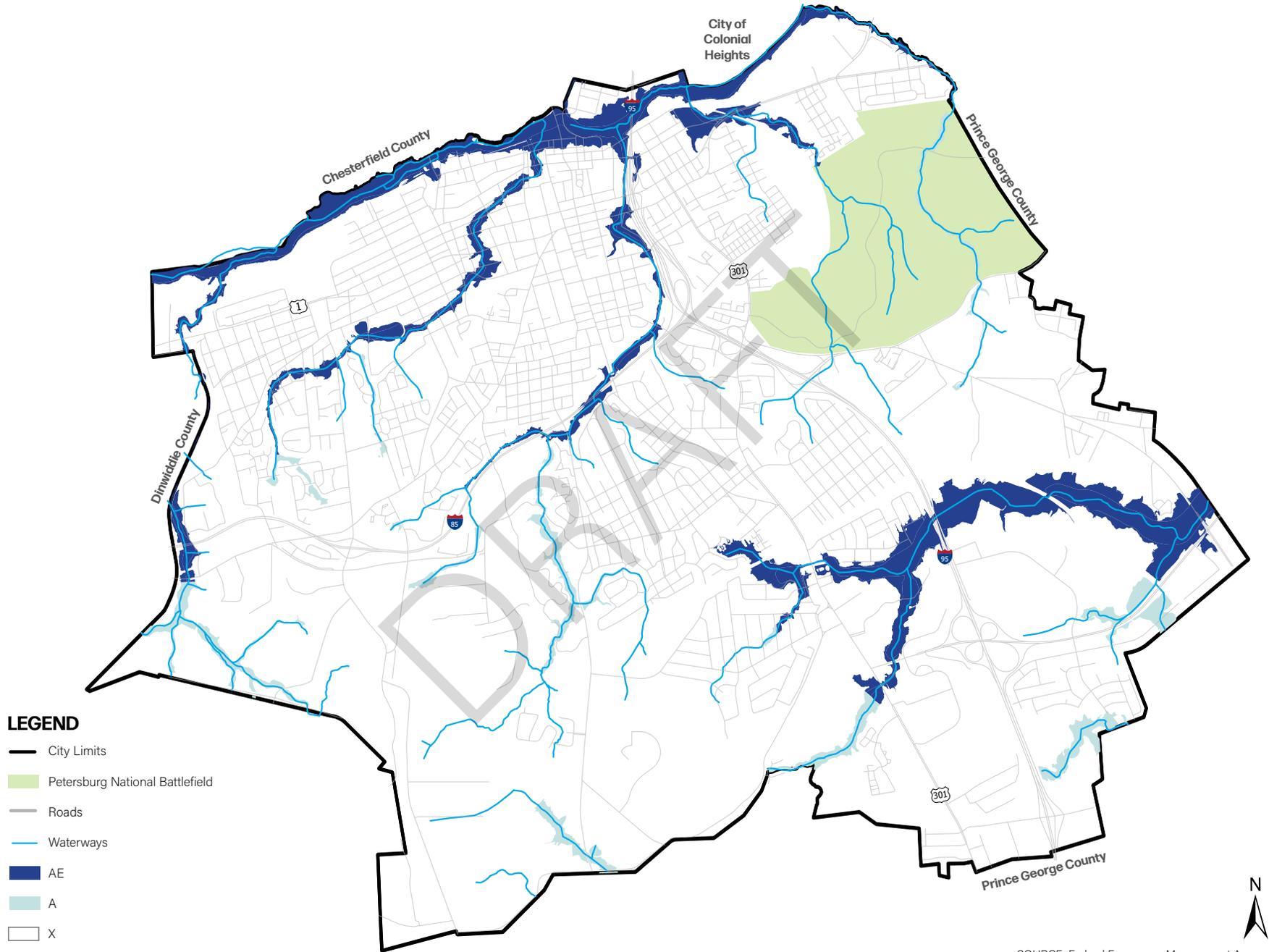
Local dams can also pose a flooding risk should there be a dam break. The Virginia Dam Safety Act and Virginia Impounding Structure Regulations require that precautionary measures are taken for new development proposed within mapped dam break inundation zones. If the state determines that a proposed plan of development would change the spillway design of an existing dam, the locality shall not permit the development to move forward within the mapped dam break inundation zone unless the developer agrees to alter the plan so that it does not alter the spillway design of the dam, or the developer contributes payment necessary to upgrade the dam structure. State statutes also

outline requirements for new dam or water impoundment facility proposals.

Knowing which areas of the city are susceptible to flooding is crucial for wisely planning future development. Having clear information on where flooding can be expected helps property owners take proper steps to flood-proof their buildings, helps insurance agencies assess rates, and offers builders insight on potential building restrictions and standards. Petersburg can further assist landowners by participating in the Federal Emergency Management Agency's (FEMA) Community Rating System to improve floodplain management practices and reduce local flood insurance premiums.

Appendix D includes additional information related to flooding and floodplain management throughout Petersburg.

# MAP 8.9 | FLOOD HAZARD AREAS



SOURCE: Federal Emergency Management Agency

## ***Sea Level Rise***

Sea level rise is primarily caused by water being added to oceans through the melting of ice sheets and glaciers, as well as the expansion of seawater as it warms. Other causes can include ground settling, upstream flood control, erosion, and regional ocean currents. While Petersburg is inland from the Chesapeake Bay and Atlantic Ocean, its location on the tidal Appomattox River means that sea level rise could impact the area in future years. Planning for sea level rise in the form of land use and policy decision making should use estimates of sea level rise that are based on observational data and a range of scenarios for future conditions. Such values can be used to help implement zoning overlay districts or new building requirements.

Adapt Virginia (AdaptVA) is an information gateway and tool provided by Virginia Institute of Marine Science (VIMS) that provides education, data, and resources on climate change adaptation. AdaptVA projections show that by the year 2040, Petersburg could see the Appomattox River rise approximately 1 to 3 feet in the vicinity of Pocahontas Island. This could increase to approximately 3 to 6 feet by 2100. Sea level rise projections should be factored into development regulations and policies, guiding new development away from locations that could experience flooding from sea level rise. Road access to existing

properties that could be impacted by sea level rise should also be considered; road improvements and alternative access points should be planned for existing roads that could become submerged due to sea level rise, particularly in the Pocahontas Island area.

## ***Air Quality***

Much of the greater Richmond metropolitan region is an ozone non-attainment zone, meaning that air quality has not met National Ambient Air Quality Standards (NAAQS) for ozone. The Ozone Advance program is a collaborative effort between federal, state, and local governments as well as area stakeholders to develop an Action Plan for the region. Action Plans encourage programs and practices that facilitate emission reductions of ozone and fine particulate precursors so that citizens may continue to benefit from health air quality.

Leaders in Virginia and the Richmond-Petersburg area and Virginia developed the Richmond-Petersburg Ozone Advance Action Plan to promote continued good air quality. The Action Plan provides detailed information on the air quality in the Richmond-Petersburg area, along with action items to reduce emissions. Updated reports are submitted annually to DEQ and the EPA. Other local-level actions, such as following traffic reduction measures outlined in Chapter 9 and

**[Click here to read the Richmond-Petersburg Area Ozone Advance Action Plan!](#)**

encouraging compact, pedestrian-oriented development can also go a long way in improving air quality Citywide.

## ***Noise Pollution***

Noise pollution can negatively impact quality of life. While noise cannot be wholly prevented, especially in a largely urban area such as Petersburg, the highest potential for impactful levels of noise related to land uses can be addressed in the best interests of the community through amendments to the Zoning Ordinance. Examples of use-based performance standards that would serve to limit adverse impacts of noise include maximum decibels, minimum setbacks, enhanced buffering adjacent to residential districts, and hours of operation.

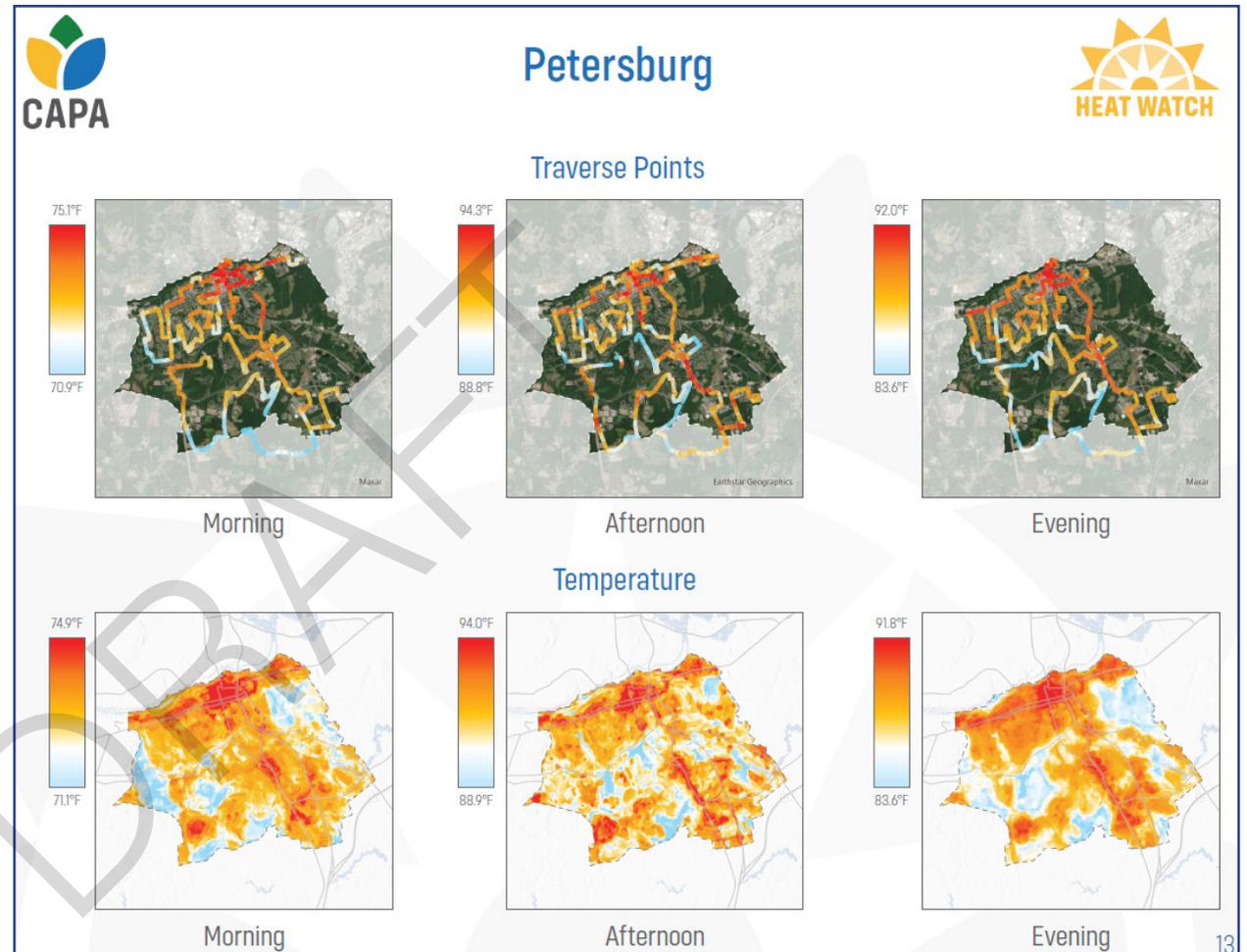
## Urban Heat Islands

Heat islands are urbanized areas that experience higher temperatures than outlying areas. The concentration of buildings, roads, and infrastructure that are typical of urban areas absorb and re-emit the sun's heat more than natural landscapes such as forests and water bodies. Average temperatures of heat islands are 1-7°F higher than average during the day and 2-5°F higher than average at night.

Due to the heat island effect, people who live in cities are more at risk for heat-related illnesses than those in suburban or rural areas. Historically inequitable distribution of landcover resulted in more heat-absorbing buildings and surfaces in inner city or lower-income neighborhoods, with little to no relief provided through trees and greenery. Urban heat islands are often linked to demographic factors such as income and race, and also follow historic redlining patterns (see Chapter 4).

Local heat mapping has been published through the Heat Watch Project, a collaborative effort between 12 colleges and universities in Virginia, including Virginia State University (VSU). Heat Watch volunteers collected highly detailed near-surface air temperature data for the purpose of correlating land characteristics such as asphalt parking lots, community green spaces, and topography to

Figure 8.2 | Petersburg Urban Heat Data



SOURCE: CAPA Heat Watch Program and Dr. Sarah M. Witiak, Virginia State University



temperatures. In Petersburg, areas with the highest temperatures correlate to areas lacking tree canopy. Increasing tree and vegetation cover lowers surface and air temperatures by providing shade and cooling. Trees and vegetation can also reduce stormwater runoff and protect against erosion. City-wide efforts to plant more trees, with priority focused on areas with the highest temperatures, can be bolstered by grant programs focused on increasing urban tree growth.

The Virginia Department of Forestry, in cooperation with the U.S. Department of Agriculture (USDA), offers the Urban and Community Forestry Grant Program. This program encourages local government and citizen involvement in creating and supporting long-term, sustained urban forestry projects and programs at the local level. Matching grants up to \$50,000 and non-matching grants up to \$250,000 are possible. Project categories include:

- Extreme heat mitigation
- Support for local government programs
- Tree maintenance and invasive plant removal
- Workforce development programs
- Demonstration projects
- Non-profit organization support
- Planning and education

Petersburg should also pursue Tree City USA recognition, which provides communities with a four-step framework to maintain and grow their tree cover:

- Maintain a tree board or department
- Adopt a community tree ordinance
- Spend at least \$2 per capita on urban forestry annually (approximately \$66,800 for Petersburg)
- Celebrate Arbor Day

**[Click here to explore the Petersburg Heat Watch Interactive Map!](#)**

## What Is Environmental Justice?

Communities have the right to live and thrive in safe, healthy environments with equal environmental protections and meaningful citizen involvement in equitable development. Environmental justice (EJ) seeks to eliminate the negative impacts of environmental health hazards on low-income and Black, Indigenous, and people of color (BIPOC) communities. Residents of unrepresented neighborhoods have been systemically disregarded in land use planning processes, allowing them to live, work, and play in close proximity to major pollution sources such as waste treatment plants, landfills, industrial facilities, fuel pipelines, and road infrastructure. These communities have also historically received less investment in trees and urban green spaces, recreation areas with shade, stormwater infrastructure, and safe multimodal transportation options, which have all contributed to health outcomes of higher disease rates and lower life expectancy.

Addressing past injustices and deconstructing systems that continue to permit, or even encourage, environmental inequities start with land use decisions. Equitable development is a place-based approach for encouraging environmental justice, woven with goals of affordable housing, accessible transportation networks, and community revitalization. To help address environmental inequities in pursuit of equitable development, Petersburg will:

- Have regular, meaningful public engagement to stay in tune with the evolving needs of the community, including holding neighborhood meetings to get feedback on major development proposals.
- Review the Zoning Ordinance for opportunities to strengthen buffer, screening, and setback standards of industrial districts to protect surrounding residences and environmental features.
- Creatively repurpose unused buildings for affordable housing, community hubs, and community-based services.
- Incorporate considerations for resilience and hazard mitigation in infrastructure improvements and priorities, particularly in flood-prone areas.
- Proactively monitor the status of known and potentially hazardous sites, and pursue funding for site remediation when needed.

## **Reducing Energy Consumption and Promoting Renewable Energy**

According to the EPA, nearly one-third of the energy used to run typical government buildings goes to waste. Incorporating energy management strategies to improve energy efficiency can lower energy costs and help reduce greenhouse gas emissions. The Energy Star program provides free tools to help local governments identify and assess existing buildings for efficient energy management, and to make goals to improve long-term energy use:

- **Environmental:** Increased efficiency can lower greenhouse gas emissions and other pollutants, as well as decrease water use.
- **Economic:** Improving energy efficiency can lower individual utility bills, create jobs, and help stabilize electricity prices and volatility.
- **Utility System Benefits:** Energy efficiency can provide long-term benefits by lowering overall electricity demand, thus reducing the need to invest in new electricity generation and transmission infrastructure.
- **Risk Management:** Energy efficiency also helps diversify utility resource portfolios and can be a hedge against

uncertainty associated with fluctuating fuel prices.

There may also be opportunities to install urban solar facilities throughout the city. These facilities can be incorporated onto buildings and rooftops, unused parking lots, or on brownfield sites, among others. By repurposing these spaces for solar panels, Petersburg can maximize its energy generation capacity without encroaching on valuable ecosystems. Urban solar facilities reduce the carbon emissions associated with traditional energy sources. According to a study conducted by the International Renewable Energy Agency (IREA), every megawatt-hour of solar energy generated avoids approximately 600 kilograms of CO<sub>2</sub> emissions. Implementing solar farms on a large scale can significantly contribute to achieving carbon neutrality targets set by cities globally.

The SolSmart program can help guide Petersburg's progress in urban solar energy leadership. SolSmart provides no-cost technical assistance to help local governments follow national best practices to expand solar energy use in their jurisdictions. These communities are recognized at Bronze, Silver, Gold, and Platinum designations after implementing requirements related to permitting and inspections, planning and zoning, government operations, community engagement, and market development. The

Zoning Ordinance, along with related permits and policies, should be reviewed and updated to maximize solar potential in Petersburg, at a scale that complements the established community character.

In 2019, Petersburg joined the Commercial Property Assessed Clean Energy (C-PACE) Program. C-PACE is an innovative clean energy financing tool that provides 100% upfront capital to property owners who want to upgrade their commercial and multi-family buildings with energy efficiency, renewable energy, and water management systems. The Virginia PACE Authority administers the program for Petersburg.

**C-PACE uses unique financing methods to allow more projects to incorporate energy improvements and principles of green development. [Click here to learn more about the C-PACE program!](#)**

## Natural Hazards

Natural hazards such as severe storms, tornadoes, and flooding can occur with little warning. Climate change can exacerbate these issues with higher temperatures, stronger storms, and changing weather patterns. The impacts to resident safety, property, the economy, and quality of life can be substantial. Hazard mitigation planning is a process undertaken to reduce the loss of life and property by lessening the potential impact of future disasters.

Petersburg collaborates with the Crater Planning District Commission (CPDC) on the regional Richmond-Crater Multi-Region Hazard Mitigation Plan (HMP). The HMP helps ensure the region is poised to minimize the disruption which often accompanies disasters, thereby increasing resilience.

### Hazard Mitigation Plan Strategies for Petersburg

Complete application for StormReady Program.

Continue participating in the National Flood Insurance Program, including enforcement of zoning and building codes.

Partner with parent-teacher associations and local schools to implement existing curriculum related to natural hazards.

Consider participating in FEMA's Community Rating System.

Inspect and clear debris from stormwater drainage system. Partner with VDOT to ensure non-City owned ROWs are also clear.

Finish implementation of Reverse 911 system.

Install high water mark signage along bridges and other structures to indicate dangerous water levels along creeks and rivers in flood-prone areas.

Investigate all public utility lines to evaluate their resistance to flood, wind, and winter storm hazards.

Work with VDOT, private utilities, and/or private homeowners to trim, remove, and/or add trees where appropriate.

Distribute brochures and use other means to educate the public regarding preparedness and mitigation.

Conduct regular review of repetitive loss and severe repetitive flood loss properties from FEMA.

Install quick connects for generators at critical facilities. Ensure existing generators are working at all times with regular maintenance & inspections.

Work with state partners and neighboring localities to monitor and implement Next Generation 911 GIS data standards.

Protect public and private structures from natural hazard damage, including acquiring, relocating, retrofitting or elevating floodprone property.

Use available statewide, regional, or county advanced warning systems and associated resources to prepare in case of a hazard event.



SOURCE: Crater Planning District Commission and PlanRVA

### Resilience Plan

As part of requirements per the Grant Manual for the Virginia Community Flood Preparedness Fund, a resilience plan was developed for Petersburg and includes the following elements:

- Projects focused on flood control and resilience.
- Nature-based infrastructure to the maximum extent possible.
- Considerations of all parts of a locality regardless of socioeconomic or race.
- Coordination with other local and inter-jurisdictional projects, plans, and activities and a clearly articulated phasing for plan implementation.
- Data based on the best available science, incorporating climate change, sea level rise, storm surge (where appropriate), and current flood maps.

The Resilience Plan also incorporates several regional plans by reference, including the Richmond-Crater Multi-Regional Hazard Mitigation Plan. This plan, and other associated plans, should be considered when implementing priorities and strategies for water quality, flooding, resilience, and hazard mitigation planning.

### Harbor Redevelopment

The Petersburg Harbor along the Appomattox River was a bustling center of trade for nearly 300 years, from the mid-1600s until the early 1900s. The Harbor boasted factories, wharves, barges, and leisure craft, and transported cargo (primarily tobacco products) throughout the region. While few remnants of the once-thriving harbor exist today, its strategic location linking Old Towne to the waterfront brings fresh opportunities for redevelopment and public-private partnerships, particularly as an outdoor venue and event space for festivals and community gatherings.

Progress on the Harbor redevelopment must be mindful of environmental impacts. Dredging of the riverbed in the past has uncovered hazardous materials, which need to be recovered and properly disposed of. Development plans should incorporate best practices for banks and shorelines to stabilize any sensitive areas, encourage native vegetation, and protect the riverbank from future degradation. As discussed in this Chapter and in Appendix D, implementing these measures to protect water quality and prevent shoreline erosion is vital to the health of the Appomattox River and surrounding ecosystems.

# Celebrating and Protecting Our Natural Resources and Environment

| Goal Statement: Petersburg achieves resiliency and community wellness by valuing and conserving its natural resources while embracing its regional role in protecting the Appomattox River and broader Chesapeake Bay watershed. |  |
|--|--|
| Objectives   | Strategies   |
| 8.1 Protect local water quality and the Chesapeake Bay through enforcement of the Chesapeake Bay Preservation Area (CBPA) ordinance.   | 8.1.1: Annually review the CBPA ordinance to incorporate new best practices and state code requirements.   |
|  | 8.1.2: Review and implement Total Maximum Daily Load (TMDL) Action Plans to address water quality improvements for local impaired waterbodies. Update Action Plans as needed to meet ongoing TMDL requirements.  |
|  | 8.1.3: Track progress and implementation of all projects described in the Water Quality Master Plan, and any revisions thereof.  |
|  | 8.1.4 Address water quality concerns by continuing to require Water Quality Impact Assessments (WQIAs) for any proposed land disturbance, development, or redevelopment location within Resource Protection Areas (RPA), or within Resource Management Areas that will impact the RPA.   |
| 8.2 Proactively protect waterways, groundwater, and sensitive environments through best practices and site design.   | 8.2.1: Amend the Zoning Ordinance to bolster requirements and incentives to incorporate low impact development and environmental site design into development applications.  |
|  | 8.2.2: Work with the Virginia Department of Environmental Quality (DEQ), Department of Conservation and Recreation (DCR), and Virginia Department of Health (VDH) to identify existing or potential sources of surface and groundwater pollution and take action to prevent or control the effect of the sources.  |
|  | 8.2.3: Through coordination with the Virginia Department of Health (VDH), protect water resources from onsite sewage disposal system failure through permitting and regulatory tools, including requiring VDH approval for plats showing onsite systems and requiring septic tanks to be pumped every five years.  |
|  | 8.2.4: Actively pursue removal or sealing of abandoned underground storage tanks.  |
|  | 8.2.5: Require submission of environmental inventories in order to protect environmentally sensitive lands; to save or most efficiently use permeable soils; and to limit impervious cover.  |
|  | 8.2.6: Ensure that water dependent facilities such as docks and piers are located and constructed in an environmentally sensitive manner and include adequate marine sanitation facilities in accordance with federal and state regulations, including but not limited to the Virginia Marine Resources Commission (MRC), the Army Corps of Engineers (USACE), and Virginia Department of Environmental Quality (DEQ). |

| Objectives   | Strategies   |
|--|--|
| <p>8.3 Refer to the guidance presented in Petersburg's Comprehensive Coastal Resource Management Portal (CCRMP) prepared by VIMS to guide regulation and policy decisions regarding coastal resource management and shoreline erosion control.</p> | 8.3.1: Utilize VIMS Decision Trees for onsite review and subsequent selection of appropriate erosion control/shoreline best management practices: <a href="http://ccrm.vims.edu/decisiontree/index.html">http://ccrm.vims.edu/decisiontree/index.html</a> .  |
|  | 8.3.2: Utilize VIMS' CCRMP Shoreline Best Management Practices for management recommendation for all tidal shorelines in the jurisdiction.   |
|  | 8.3.3: Require biennial staff training on decision making tools developed by the Center for Coastal Resources Management at VIMS.  |
|  | 8.3.4: Identify creative public outreach opportunities to educate citizens and stakeholders on new shoreline management strategies, including Living Shorelines.   |
|  | 8.3.5: Follow the development of integrated shoreline guidance under development by VMRC, and implement any recommended strategies.  |
|  | 8.3.6: Evaluate the use of a locality-wide regulatory structure to encourage a more integrated approach to shoreline management.   |
|  | 8.3.7: Evaluate the feasibility of cost share opportunities for construction of living shorelines.   |
|  | 8.3.8: Preserve available open spaces adjacent to marsh and wetlands to allow for natural protection of water quality, flood mitigation, and the protection of biodiversity and habitat.   |
|  | 8.3.9: Implement a policy where VIMS' Shoreline Best Management Practices and living shorelines are the recommended adaptation strategies for erosion control in accordance with Code of Virginia § 28.2-104.1. Departures from these recommendations by an applicant wishing to alter the shoreline should use the best available science to show that a living shoreline approach is not suitable. |
|  | 8.3.10: In collaboration with the Virginia Department of Environmental Quality (DEQ), implement shoreline erosion mitigation measures at Petersburg's identified shoreline erosion sites.  |
| <p>8.4 Proactively reduce flooding risks to residents and property owners.</p>   | 8.4.1: Formally participate in the Federal Emergency Management Agency's (FEMA) Community Rating System to implement flood protection policies beyond minimum requirements and earn community discounts on flood insurance premiums.   |
|  | 8.4.2: Locate new development and critical facilities and infrastructure outside of current flood zones and areas projected to be impacted by sea level rise in the future.  |
|  | 8.4.3: Annually review the Floodplain Management ordinance to incorporate new best practices and Code of Virginia requirements.  |
|  | 8.4.4: Provide education and outreach materials on hazard preparedness, flood management, sea level rise, and recommended mitigation steps to homeowners and private businesses.   |
|  | 8.4.5: Implement recommendations from the Wilcox Lake Dam study to protect the area within the dam break inundation zone.  |

| Objectives  | Strategies   |
|---|--|
| <p>8.5 Improve environmental resilience and sustainability efforts to protect residents and property owners from the long-term effects of climate change.</p> | <p>8.5.1: Reduce the heat island effect by proactively installing new native trees throughout the city, with priority areas determined by heat island temperatures using heat mapping data from Virginia State University (VSU) and the Heat Watch project; consider pursuing Tree City USA designation to help implement this strategy.</p> |
|   | <p>8.5.2: Require the use of plants native to the area in all public landscaping, and require the use of natives for private development through ordinances and invasive species management plans.</p>   |
|   | <p>8.5.3: Amend the Zoning Ordinance to require preservation of the existing mature tree canopy to the extent possible, especially in residential neighborhoods.</p>   |
|   | <p>8.5.4: Collaborate with regional partners to proactively implement strategies from Hazard Mitigation Plan, Petersburg Resilience Plan, and Richmond-Petersburg Ozone Advance Action Plan.</p>   |
|   | <p>8.5.5: In collaboration with the Crater Planning District Commission, implement regulations to help meet Coastal Zone Management resilience and water resource protection goals.</p>  |
|   | <p>8.5.6: Amend the Zoning Ordinance and related policies to encourage siting of solar facilities on rooftops, brownfields, and areas of existing unused impervious surface. Meet SolSmart Bronze goals through the Standard Criteria pathway to help implement this strategy.</p>   |
|   | <p>8.5.7: Demonstrate leadership in sustainability by proactively siting and installing solar panels on City-owned municipal buildings.</p>  |
| <p>8.6 Promote public knowledge of and involvement in the City's environmental programs and initiatives.</p>  | <p>8.6.1: Create an easily accessible, user-friendly information clearinghouse in both physical and digital formats for environmental regulations and resources, including but not limited to permitting requirements, submittal checklists, frequently asked questions, and grant/program resources.</p>                                    |
|   | <p>8.6.2: Work with Appomattox River Soil and Water Conservation District to annually promote urban/suburban and agricultural cost-share programs available for funding best management practices (BMPs) to improve site-specific water quality/quantity issues.</p>   |
|   | <p>8.6.3: Conduct annual public outreach and provide resources for water quality and efficiency best practices, green infrastructure, the responsible use of fertilizer, proper disposal of animal waste, and other actions that conserve water and improve water quality.</p>   |

09

# MOBILITY + TRANSPORTATION

Petersburg's community is equitably connected through a well-designed, well-maintained, and multi-modal regional transportation network.

An aerial photograph of a city skyline, likely Savannah, Georgia, featuring a prominent steeple and a clock tower. The buildings are highlighted with a bright orange outline. A large, semi-transparent 'DRAFT' watermark is overlaid diagonally across the image.

**“DEVELOP INFRASTRUCTURE** around  
natural resources to make visitors come...”

*- Community Survey Respondent*

# 09

## INTRODUCTION

Twenty years from today, Petersburg envisions a vibrant, equitably connected community, recognizing that transportation impacts quality of life, regional connectivity, economic development, and the environment. A well-designed and well-maintained transportation system that provides a variety of transportation modes – including walking, biking, public transportation, and driving – is vital to Petersburg's health. The City prioritizes increasing reliable access to destinations for employment, education, recreation, and socialization as part of providing a safe, equitable, and affordable transportation network.

This chapter focuses on Petersburg's existing transportation network, including an analysis

of the trends related to the safety and efficiency of the network. The data presented and analyzed here supports key issues and opportunities related to mobility and transportation and helps to guide objectives and strategies to fulfill Petersburg's existing and future transportation needs. The following principles are intended to guide transportation – and land use – decisions to benefit the residents and visitors of Petersburg:

- Prioritize the needs of the community in establishing and maintaining an interconnected, multi-modal transportation system.
- Preserve and support land use plans, including the Future Land Use Map and small area and neighborhood master plans.
- Improve community health, reduce traffic congestion, and reduce vehicle emissions through walking and biking infrastructure and transit improvements.



## COMMUNITY FEEDBACK: MOBILITY + TRANSPORTATION

- Petersburg's location at the crossroads of Interstates 85, 95, and 295 was identified as one of the City's top strengths.
- Bike lanes and bike parking are both needed Citywide, but especially in Old Towne, at bus stations, and in parks.
- A high percentage of Petersburg residents don't own cars and are suffering from social determinants such as high crime and health challenges that make mobility difficult. Safe transportation alternatives are therefore important investments for this population.
- Survey respondents identified the three most desired transportation improvements in Petersburg as road maintenance, sidewalks and crosswalks, and pedestrian and bicyclist safety.

## WHERE ARE WE NOW?

### *Functional Classification*

Petersburg's streets are divided into five categories by the Virginia Department of Transportation (VDOT) based on both the type of service they are intended to provide and how they are currently designed (Map 9.1):

- **Local Street:** Provides direct access to adjacent land uses and does not carry through-movement traffic. High pedestrian and biking volumes are anticipated.
- **Collectors:** Collectors gather and funnel traffic from local roads to arterials. Collectors often serve large residential and shopping areas. Pedestrian, bicycle, transit, and vehicular activity are all anticipated.
- **Minor Arterials:** Interconnect larger arterials while carrying moderate trip travel at higher speeds than collectors. Pedestrian and bicycle activity may be expected and will necessitate intentional design to ensure safety and comfort.

- **Principal Arterials:** Provide a high degree of vehicular mobility for shorter distances of travel through urban centers and rural areas.
- **Interstate Highways:** Designed to be fully access controlled, while serving the highest vehicular traffic volumes traveling long distances. Freight activity expected. Pedestrian and bicycle access is prohibited.

The Department of Public Works is responsible for maintaining 395 lane miles of roadways within the City of Petersburg, while VDOT is responsible for maintaining interstate highways.

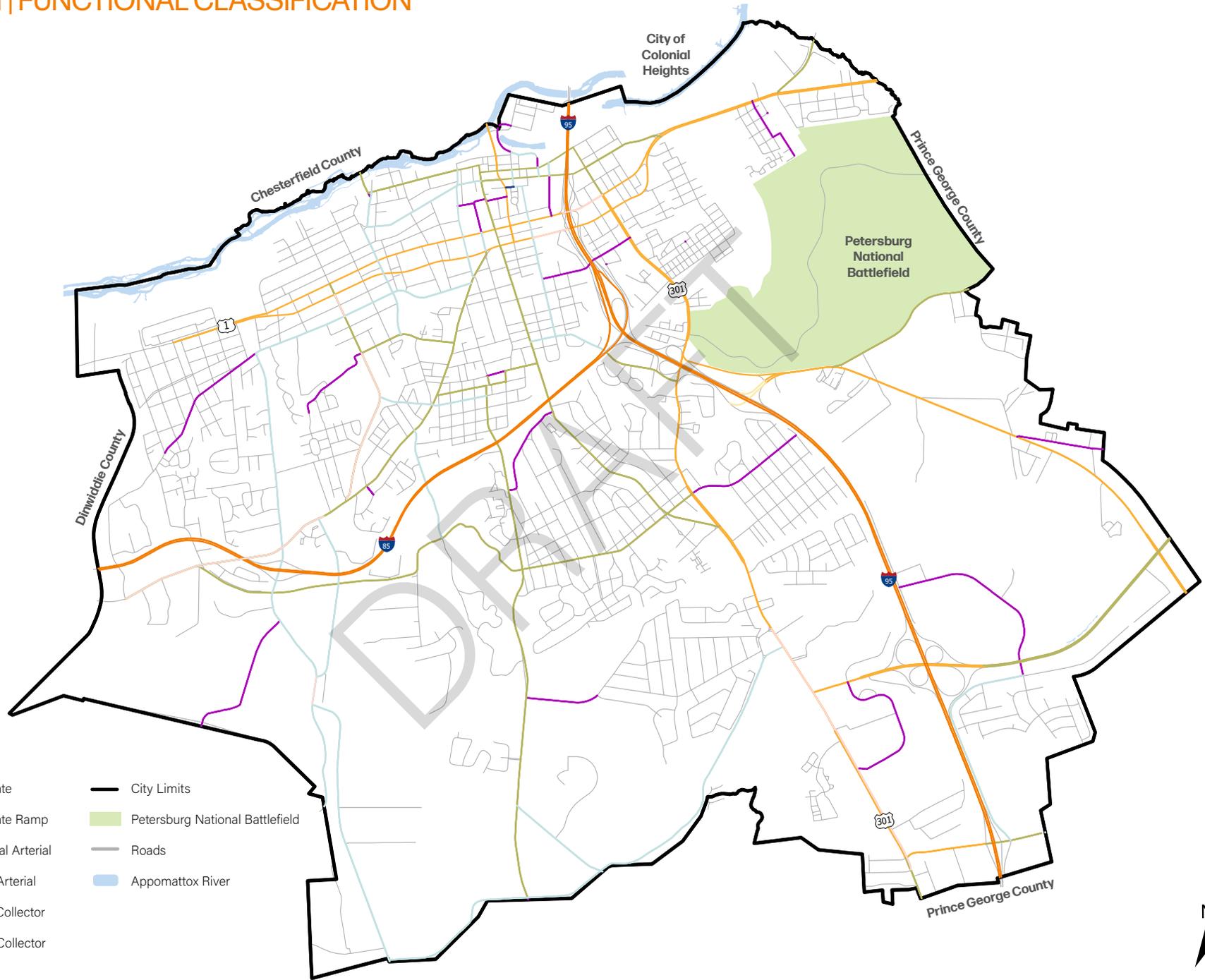
### *Traffic Volume*

The Average Annual Daily Traffic (AADT) map (Map 9.2) highlights the nature of travel in Petersburg and is largely consistent with the functional classifications of Petersburg's roads. E. Washington Street (Rt. 36), S. Crater Road (U.S. Rt. 301), and portions of Wagner Road are the most heavily traveled routes in Petersburg, along with Interstates 85 and 95.



*Directional sign at the intersection of N. Market Street and W. Old Street*

# MAP 9.1 | FUNCTIONAL CLASSIFICATION



## LEGEND

- Interstate
- Interstate Ramp
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River



SOURCE: Virginia Department of Transportation

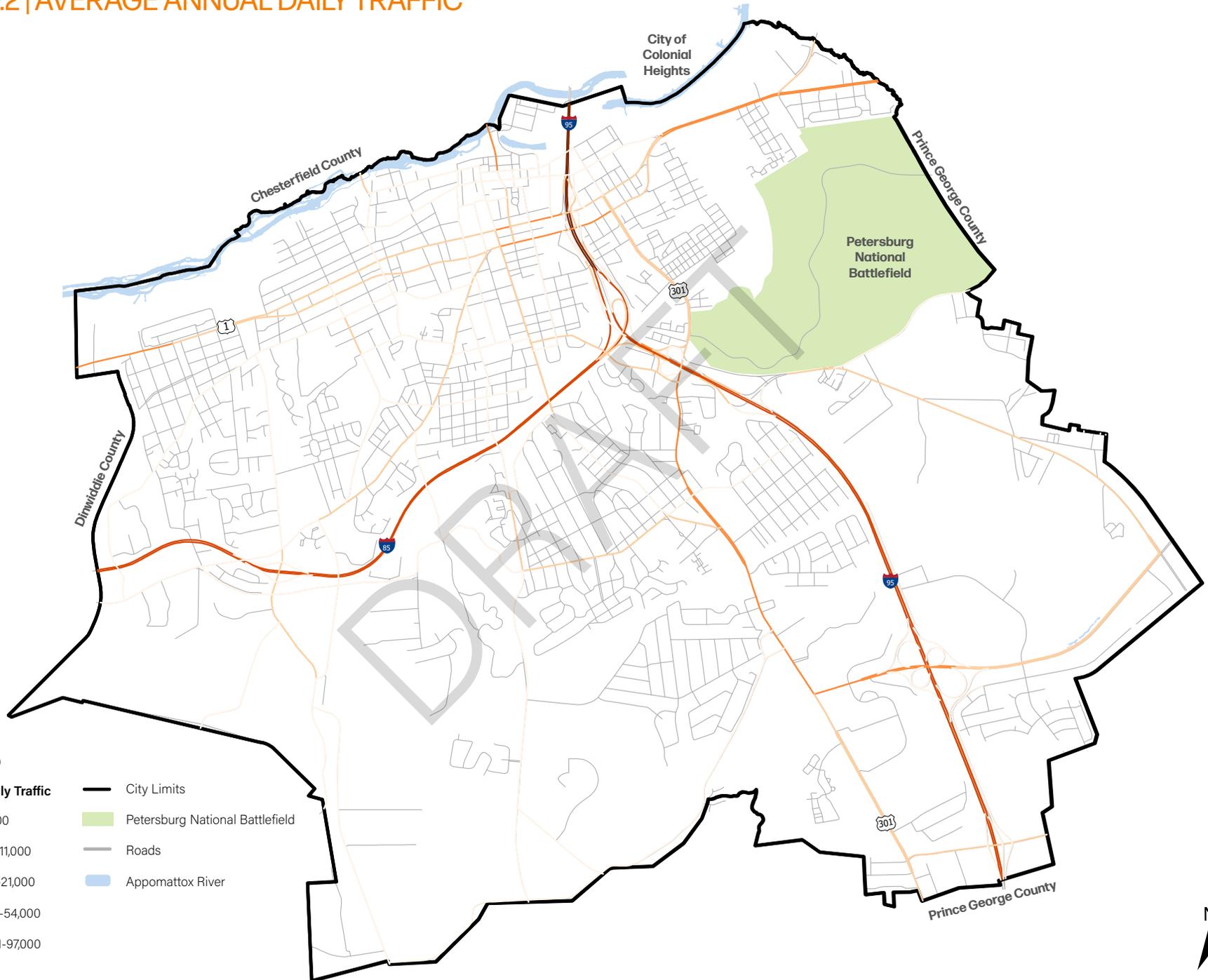
# MAP 9.2 | AVERAGE ANNUAL DAILY TRAFFIC

## LEGEND

### Average Daily Traffic

- 0-4,900
- 4,901-11,000
- 11,001-21,000
- 21,001-54,000
- 54,001-97,000

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River



SOURCE: Virginia Department of Transportation



## Road Safety

In 2022, there were a total of 896 crashes in Petersburg. Out of the total crashes, 57 (6.4%), resulted in at least one fatality or severe injury. Most severe crashes occurred along the City's minor and principal arterials, while fatal crashes occurred along a variety of roadways. High concentrations of crashes occurred at the following intersections:

- Wagner Road & S. Crater Road;
- Interstate 85/95 Exit 52 (Southbound; Ramp at E. Washington St.);
- Wagner Road & County Drive;
- S. Crater Road & E. Wythe Street; and
- Graham Road & S. Crater Road.

## Bridges and Culverts

The maintenance, improvement, and replacement of bridges and culverts throughout Petersburg is a high priority to ensure vehicle safety and maintain reliable and efficient access for heavy emergency vehicles and industrial traffic. Bridges and culverts are both classified as good, fair, or poor, depending on their physical condition. Ongoing repairs of bridges and culverts should be considered routine maintenance in addition to other roadway improvement projects. Repairs to bridges and culverts identified as being in poor condition should be a top priority to prevent both further degradation and weight limit reductions. Funding through VDOT's State

of Good Repair program may be available to support such repairs.

## Planning Assumptions

Anticipated transportation network improvements in Petersburg are based on the following planning factors and assumptions (see Chapter 2):

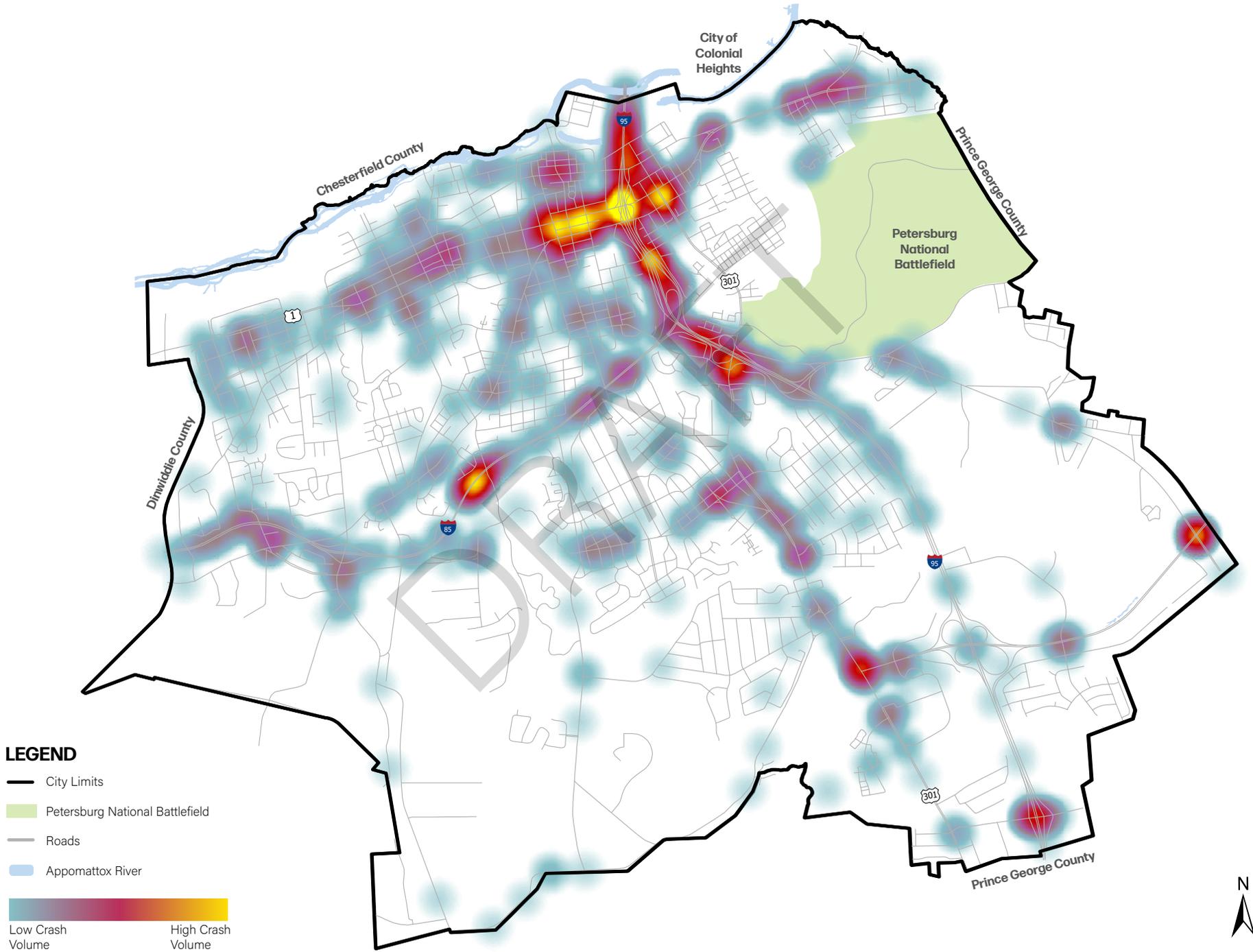
- Relatively stable population over the next 20 years;
- Employment growth in Petersburg and the Tri-Cities region, including the pharmaceutical campus, Fort Gregg-Adams, and the emerging warehousing and distribution industry;

- Investment along the lower Appomattox River, including extensions of the Appomattox River Trail, Fall Line Trail, and East Coast Greenway;
- Growth of historic tourism and eco-tourism;
- The need to build equity and community health by providing expanded access to alternative transportation; and
- Climate change and the need for transportation infrastructure that is both environmentally friendly and resilient in the face of natural disasters.



Participation in a road safety event  
Photo Credit: Petersburg Healthy Options Partnerships (PHOPs)

# MAP 9.3 | CRASH VOLUME



## LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- Low Crash Volume
- High Crash Volume

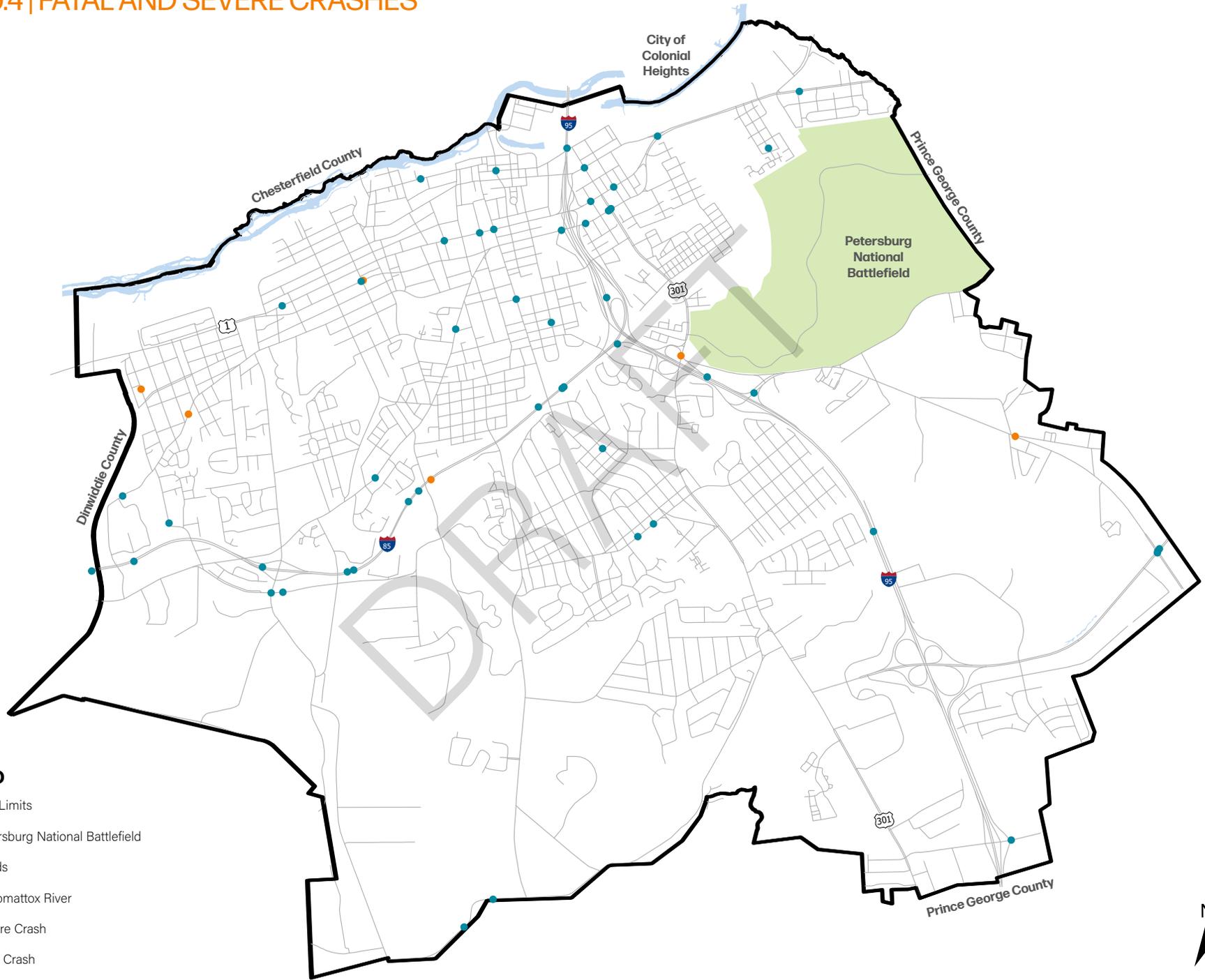
SOURCE: Virginia Department of Transportation



# MAP 9.4 | FATAL AND SEVERE CRASHES

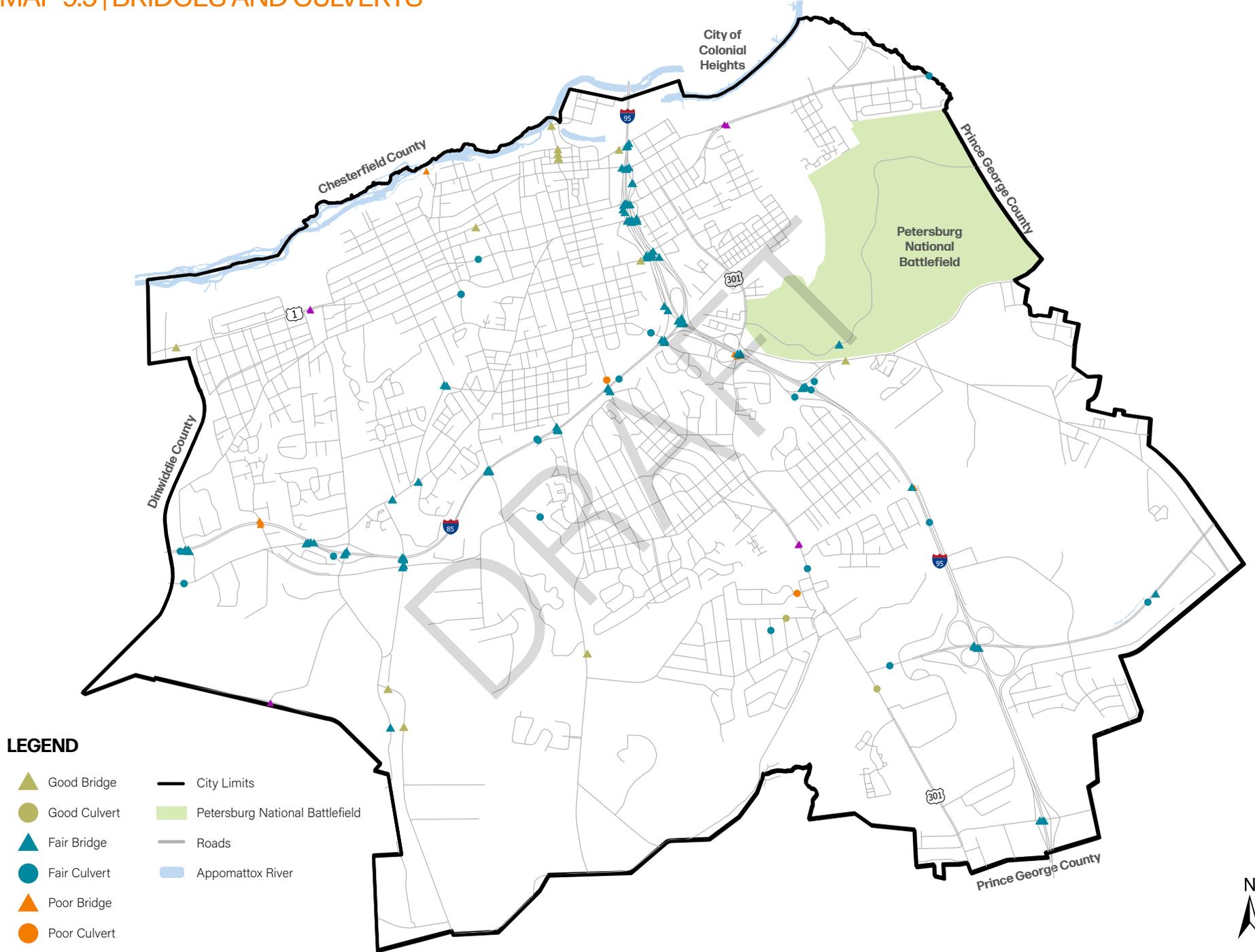
## LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- Severe Crash
- Fatal Crash



SOURCE: Virginia Department of Transportation

# MAP 9.5 | BRIDGES AND CULVERTS



## LEGEND

- Yellow Triangle: Good Bridge
- Green Circle: Good Culvert
- Blue Triangle: Fair Bridge
- Teal Circle: Fair Culvert
- Orange Triangle: Poor Bridge
- Red Circle: Poor Culvert
- Black Line: City Limits
- Light Green Area: Petersburg National Battlefield
- Grey Line: Roads
- Blue Area: Appomattox River



SOURCE: Virginia Department of Transportation



## MOBILITY AND COMMUNITY HEALTH + WELLNESS

How community members move from one place to another has **major implications for public health and quality of life**. Transportation provides access not only to physical and mental healthcare, but also provides residents with access to social outlets, full-service grocery stores with fresh and healthy food, and employment and education. The **specific transportation mode** also is important, as it **directly impacts individual physical and mental health**.

**Active transportation**, such as walking and biking, has been found to have a direct and specific relationship to residents' health by providing an opportunity for regular physical activity. **Benefits** of regular physical activity include **decreased body fat levels, prevention or management of disease, and reduced levels of stress**.

Prolonged exposure to **high levels of automobile emissions** can lead to asthma and lung disease, **making the need for active transportation and greenways even more important** for a community like Petersburg where two interstates travel through City limits.

Studies have correlated **longer amounts of time spent commuting** to and from work in a personal automobile with **poor mental health**.

When considering future transportation investments, Petersburg should **carefully assess the potential impact on community health**, evaluating factors such as **level of pollution, ability to facilitate physical activity**, and ability to **connect residential neighborhoods with amenities** such as healthcare, grocery stores, and community gathering spaces.

SOURCES: CDC, American Health Association

## A MULTI-MODAL NETWORK

### *What Is a Multi-Modal Transportation Network?*

A multi-modal transportation network is a system where community members can readily access a variety of safe and efficient transportation options, including personal automobiles, public transportation, passenger rail, biking, walking, ridesharing, shared mobility, and aviation. The ability to choose a safe mode of transportation to access basic needs, education, employment, recreation, and socialization is an important factor in being able to build individual wealth and enhance quality of life for the community overall.

### *Streets*

A safe, efficient, and reliable street network is an important piece of Petersburg's transportation system. While effective and seamless vehicular movement is the primary goal of the street network, consideration should also be given to how the network contributes to Petersburg's livability and overall quality of life.

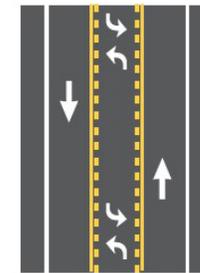
The Division of Street Operations within the Department of Public Works is responsible for maintaining Petersburg's 395 miles of streets, including asphalt repair, sidewalk repair, and drainage system management. The Department does not currently have a road maintenance plan that identifies road condition, a repaving schedule, or prioritizes

locations for maintenance or upgrades. It is highly recommended to create a plan with an emphasis on preventative maintenance to make efficient use of staff time and financial resources.

In addition to street maintenance and quality, there are several other challenges that should be addressed to create a safer, more efficient, and truly multi-modal street network. Personal automobiles create emissions and congestion, leading to negative impacts on both personal safety and the natural environment. Heavy truck traffic is a major component of Petersburg's transportation volume due to the presence of the freight trucking and warehousing industries, but can further increase congestion and impact safety and operations throughout the street network. Speeding is an additional concern in Petersburg as it endangers all users of the road, especially pedestrians and bicyclists. In 2022, 216 crashes, or 24.1% of all total crashes, involved speeding.

There are several design-oriented strategies that Petersburg can implement to create a safer and more efficient street network for all users of the road, including:

- **Road Diets:** Reducing the number of lanes in a road – for example, from four lanes to two lanes – and converting former lanes into protected bicycle/ pedestrian travelways or green space.
- **Curb Extensions:** Adding slight extensions of curbs at intersections to prevent right- and left-turns at high speeds.
- **Complete Streets:** Streets that integrate a variety of design elements, such as protected medians, frequent crosswalks, separated sidewalks and bike lanes, and frequent signal lighting to ensure safety for all users of the road
- **Roundabouts:** Circular intersections that allow continuous vehicular flow in one direction, eliminating the need for stoplights. Benefits include reducing congestion, slowing vehicle speeds, and reducing the likelihood of crashes.
- **Chicanes:** Offset curb extensions on low-volume streets that create gentle curves in the road, slowing traffic and providing opportunities for landscaping and green space.
- **Pedestrian Signal Timing:** Programming pedestrian signals at crosswalks to have a gap between a red light and a safe walking signal can reduce the likelihood of crashes caused by a vehicle running a red light.



**Road Diet**



**Chicane**



**Curb Extension**



**Roundabout**

Photo Credit: Virginia Department of Transportation

Additionally, Code of Virginia Section 46.2-882.1 allows speed cameras in highway work zones and school zones. While speed cameras have a high up-front cost, they limit racial profiling in traffic stops and free up law enforcement resources. Petersburg should place speed cameras in school zones – prioritizing zones around Walnut Hill Elementary School, Vernon Johns Middle School, and Petersburg High School – to protect children, pedestrians, and bicyclists in school zones during school zone hours. These can also be a temporary solution until protected pedestrian and bicycle infrastructure or road diets are installed.

### **Parking**

Parking facilities are beneficial in providing opportunities for automobile users to travel from one destination to another. These facilities can be sited, designed, and used strategically to reduce their developed footprint and be aesthetically pleasing additions to the community. However, many parking facilities in Petersburg – especially in Old Towne and in commercial areas – are privately-owned vacant lots, leading to challenges with reuse and maintenance. Large, unmaintained parking areas contribute to the “heat island” effect (see Chapter 8), generate larger amounts of stormwater runoff, and contribute to issues with blight and trash.

There are several ways Petersburg can monitor its parking supply and encourage smart use of property for parking. A parking study or inventory in Old Towne can help the City be aware of surpluses and deficiencies. Amending the Zoning Ordinance to reduce parking minimums and require installation of bike racks at parking areas in multi-family residential, commercial, and mixed-use districts is another strategy. These parking standards encourage people to use an alternative method of commuting, generating positive benefits for both the individual and the overall environment.

Many of Petersburg’s residents commute outside the City for employment (see Chapter 2). Reducing single-occupancy vehicles on roadways is a goal to reduce traffic congestion, lower vehicle emissions, and promote safe and streamlined commute times. Park-and-ride lots are one valuable solution for promoting these outcomes. One park-and-ride lot is currently available on Union Street. VDOT has studied other locations for park-and-ride lots in the past; recommend establishing a secondary park and ride lot due to the large number of out-commuters in Petersburg.



## Passenger and Freight Rail

Railroad owned and operated by both Norfolk Southern and CSX runs through Petersburg. Collier Yard, a CSX-owned railroad yard in the southwest area of the City near the Petersburg Interstate Industrial Park, is an important piece of regional freight rail infrastructure and provides an attractive economic incentive to industrial companies.

Amtrak provides passenger rail service to Petersburg residents through the Petersburg station in nearby Ettrick. The station is about a 5-minute drive, an 18-minute bus ride, and a 30-minute walk from Old Towne. Daily roundtrip trains on five Amtrak routes – the Northeast Regional, Carolinian, Palmetto, Silver Star, and Silver Meteor – service the station. The Petersburg Amtrak station had 33,311 boardings and alightings in Fiscal Year 2022. This number has grown since Fiscal Year 2010, indicating increased regional demand for passenger rail travel.

The U.S. Department of Transportation (DOT) recently awarded a \$6.4 million grant to update the Petersburg station with significant improvements to the train station, parking, and lighting. Other projects include improved ADA accessibility, a new and safe platform, and a covered walkway. These improvements will significantly enhance the quality of train travel for the community and provide much needed mobility accommodations for the physically

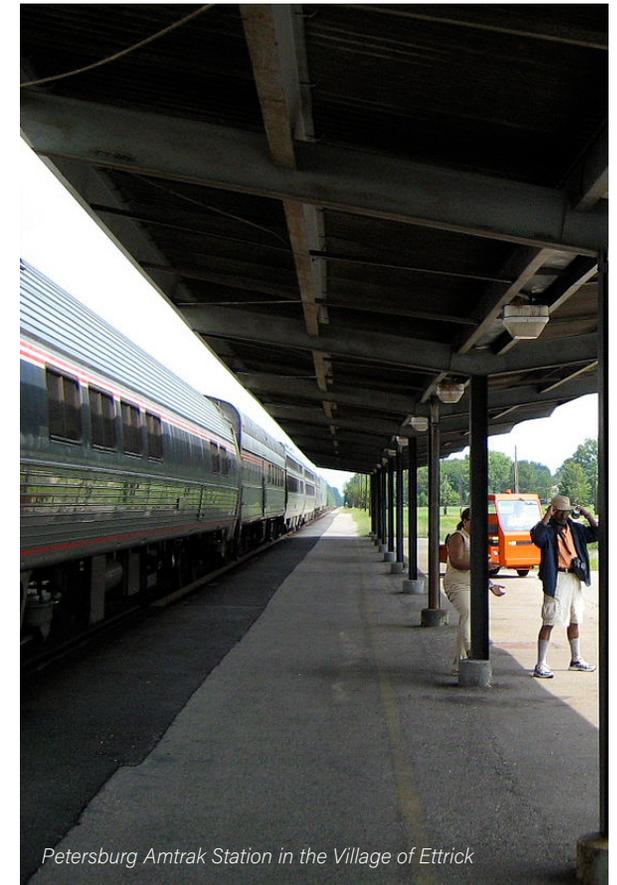
Table 9.1 | Amtrak Ridership at Comparable Stations

| Comparable City   | FY2022 Station Boardings & Alightings |
|-------------------|---------------------------------------|
| Ashland           | 21,894                                |
| Lynchburg         | 48,326                                |
| Staunton          | 4,748                                 |
| Williamsburg      | 48,803                                |
| <b>Petersburg</b> | <b>33,311</b>                         |

SOURCE: U.S. Bureau of Transportation Statistics

disabled and older adults. Petersburg can continue its supportive partnerships with regional, state, and federal agencies to leverage grant funding for other station improvements that may become necessary during the timeframe of this Plan. Petersburg can also continue advertising Amtrak as a cost- and time-effective mode of regional and national travel.

A higher-speed rail line running from Washington, D.C. to Florida is proposed to run through the northern area of Petersburg along the CSX line. This higher-speed rail line, called the Southeast Corridor, will provide area residents with new connections to other cities in Virginia and along the East Coast, opening doors for lower-cost interstate travel. A stop is planned at the Petersburg Amtrak station; a third rail is also planned to accommodate potential additional frequencies between the



Petersburg Amtrak Station in the Village of Ettrick

Richmond metropolitan region and Raleigh, North Carolina. Petersburg should partner with VDOT, the Virginia Department of Rail and Public Transportation (DRPT), the Southeast Corridor Commission, and its neighboring locations to support the development and implementation of this project through participation in planning committees and boards.

## Public Transportation

Public transportation is a critical piece of a multi-modal transportation network, especially for children, older adults, veterans, and others who do not have a personal automobile. Petersburg Area Transit (PAT) provides daily bus service to the residents of the Cities of Petersburg, Hopewell, and Colonial Heights, the Village of Ettrick, and the Counties of Dinwiddie and Prince George. PAT's mission is to provide the Petersburg community with safe, reliable, and accessible transit service to expand access to opportunities and enhance quality of life.

PAT transports an average of 57,000 passengers monthly on 13 local routes and one express route. This includes its Richmond Express, which provides express routes to healthcare in Richmond for a target audience of veterans and is also available for clients of all ages. PAT also operates a paratransit program which provides door-to-door specialized transportation services for persons with special needs, veterans, seniors 65 years or older, and individuals with disabilities who are unable to use PAT's fixed route service.

PAT was recently awarded a grant to provide service connecting Petersburg with Emporia. An additional federal grant for \$450,000 awarded in 2023 will allow PAT to continue advancing service provision for residents with limited or no transportation options. DRPT will

be working with PAT to develop a strategic plan to identify opportunities to expand service to critical community facilities and amenities, such as Bon Secours Southside Medical Center and Virginia State University (VSU). In 2023, PAT announced plans to run new routes to Richard Bland College in Dinwiddie County, opening new opportunities for Petersburg residents to access higher education opportunities. Evaluation of more frequent service opportunities between Richmond and

Petersburg should also be pursued during the timeframe of this Plan.

PAT's strategic plan outlines the organization's structure and strategic vision, analyzes system performance and operations analysis, and provides an implementation plan to outline planned improvements and modifications. Missing from this strategic plan is an emergency evacuation plan; an update is needed to address emergency procedures.



Petersburg Area Transit Trolley

PAT is a critical player in advancing transportation equity in the Tri-Cities region. According to data collected for PAT's 2019 Transit Strategic Plan, 63% of transit users were female, 53% did not have a personal automobile, and 46% had an annual income below \$15,000. PAT service undoubtedly meets a community need for low-cost, low-barrier transportation. However, there are several challenges that inhibit service provision in the most efficient and equitable manner possible. Many stops do not have shelter, lighting, seating, or trash cans, deterring potential riders due to conditions that are unsafe and unwelcoming to those with physical disabilities. Adding new bus stop amenities was identified by the Tri-Cities Area Metropolitan Planning Organization (TCAMPO) as a significant regional priority. Additionally, service after dark is limited, providing challenges for late-night shift workers who need transportation or those needing to access healthcare after normal business hours. DRPT is currently working with PAT to evaluate service expansion to allow for more non-emergency medical transportation to reduce strain on ambulances and Fire, Rescue, and Emergency Services personnel.



## PROMOTING PETERSBURG AREA TRANSIT

PAT is currently offering fare-free transit until further notice on all routes, including para-transit services. This is **an important component of building equity in transportation**, as many of PAT's riders are financially constrained and do not own personal automobiles.

While many community members may be aware of fare-free transit, it is important to **ensure that both regular and potential riders are aware of other aspects of riding PAT**, such as routes and ADA accessibility information. The PAT website and social media pages are infrequently updated and should be regularly updated to help provide awareness about available services, important changes to service, and other policies and procedures. **A phone alert system that sends automated texts or calls to riders when service changes and a website that is independently monitored and maintained by PAT are both currently in progress.**

**Click here** to read the Petersburg Area Transit strategic plan and view route maps!



*Bicyclists riding in front of South Side Depot*

### ***Biking and Walking***

Developing a safe, well-maintained, and connected network for walking and biking is a vital part of moving Petersburg forward as a healthy and desirable place to live, work, and visit. Additionally, pedestrian and bicycle infrastructure can be leveraged as economic development tools that attract new business, provide tourism destinations for visitors and active transportation to Petersburg's many historical sites, and assist in the physical and mental well-being of residents. Research has found that direct access to a transportation network that includes biking and walking increases property values, in turn leading to increased economic performance. Petersburg's goal for its pedestrian and bike network is a combination of infrastructure on traditional roadways as well as protected infrastructure and trail systems linking people to a variety of destinations.

Community outreach regarding current resident walking and biking activity and challenges to increasing walking and biking was completed in 2019 in collaboration with the Crater Health District, CPDC, Bike Walk RVA, and Friends of the Lower Appomattox River (FOLAR).

- A majority (80%) of survey respondents said they would like to walk and bike more frequently than they currently do.
- When asked what makes walking and biking challenging in Petersburg, 57.8% said unsafe roads, 46.5% said lack of connected biking and walking routes, and 43% said lack of bike lanes, signage, bike racks.
- Most survey respondents (64.7%) indicated that they would be more likely to ride a bike if protected spaces to ride were available.
- A majority (87.7%) of survey respondents desired to see a network of safe biking and walking infrastructure that connects destinations in Petersburg and protects people biking and walking from vehicular traffic.

## Bikeways

Bikeways in Petersburg are currently limited. Map 9.6 and Table 9.2 depict current bicycle facilities, as well as proposed locations for new bicycle facilities and bikeways, including shared use paths, protected bike lanes, bike/walk streets, and standard bike lanes. This proposed network was initially developed in 2020 based on the community engagement related to walking and biking and subsequent working group research and findings. Together, existing and proposed bikeways will provide a more interconnected Petersburg through safe and reliable infrastructure, with an emphasis on underserved neighborhoods and closing gaps between existing facilities.

**Bikeways are improvements designed to provide for safe bicycle travel on a road, shared-use path, or trail.**

## SAFE ROUTES TO SCHOOL

VDOT's Safe Routes to School (SRTS) program provides communities with **grant funding and technical assistance** to develop **safe routes for biking and walking through neighborhoods to schools**. The program is federally designated and funded and has the following purposes:

Enable and encourage children, including those with disabilities, to walk and bicycle to school; make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle from an early age; and facilitate the planning, development, and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption, and air pollution in the vicinity of schools.

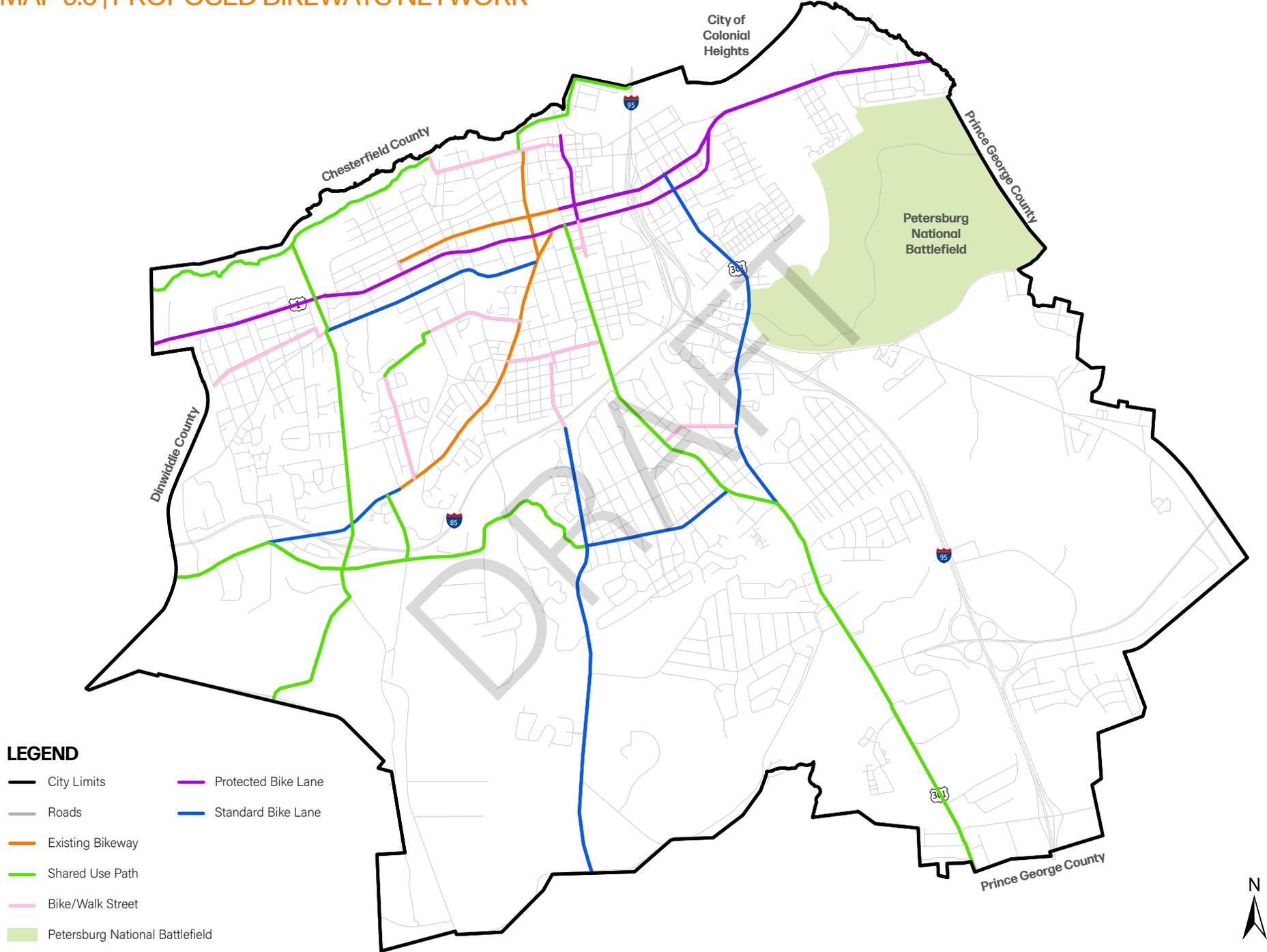
SRTS can also include an **educational component** through participation in state and national events such as Walk to School Day and Bike to School Day. This is important for minority neighborhoods, **as minorities tend to be victims of vehicle/pedestrian accidents at higher rates** due to walking more and lack of facilities.

Some SRTS projects **require little or no funds to implement** if some existing infrastructure is already in place. Others, such as constructing a new sidewalk, may require a substantial investment. The Petersburg Active Transportation Work Group, a coalition of local organizations, has been working to **establish a SRTS project near Walnut Hill Elementary School** and recently obtained some of the needed grant funding; the organization plans to apply for full grant funding in 2025. **Petersburg should plan to support SRTS projects through advertising and promotions and providing funding if necessary.**

Over the next 20 years, Petersburg and its partners should pursue funding for two other SRTS projects:

**Pleasants Lane Elementary School:** Additional sidewalks and crosswalks  
**Blandford Academy:** Additional sidewalks and crosswalks between E. Bank St. and E. Washington St.

# MAP 9.6 | PROPOSED BIKEWAYS NETWORK



**TABLE 9.2 | PROPOSED BIKEWAYS NETWORK**

| Facility Location                           | Recommended Facility Type | Endpoints  | Approximate Mileage |
|---|---------------------------|--|---------------------|
| <b>Short-Term (0-5 Years)</b>               |                           |  |                     |
| Adams St.                                   | Bike/Walk Street          | Wythe St., Tulip Alley                                 | 0.18                |
| Claremont St.                               | Bike/Walk Street          | S Crater Rd., Sycamore St.                             | 0.44                |
| Farmer St./ Dupuy Rd.                       | Standard Bike Lane        | Halifax St., Youngs Rd.                                | 1.34                |
| Ferndale Ave./ McKenney St./ Dupuy Rd.      | Bike/Walk Street          | Youngs Rd., City limits (Seaboard St.)                 | 0.83                |
| Defense Rd.                                 | Shared-Use Path           | Boydton Plank Rd., Banister Rd./Legends Park Trailhead | 1.34                |
| High Pearl St./ St. Matthew St./Harding St. | Bike/Walk Street          | Shore St., Johnson Rd.                                 | 0.44                |
| Lee Ave.                                    | Bike/Walk Street          | Halifax St., S West St.                                | 0.57                |
| Legends Park                                | Shared-Use Path           | Johnson Rd., Banister Rd.                              | 0.89                |
| Patterson St.                               | Bike/Walk Street          | Carver St., Halifax St.                                | 0.55                |
| S. Crater Rd.                               | Standard Bike Lane        | W. Washington St., S Sycamore St.                      | 2.19                |
| South Blvd.                                 | Standard Bike Lane        | Johnson Rd., S Sycamore St.                            | 0.92                |
| Tulip Alley                                 | Bike/Walk Street          | S Sycamore St., S Adams St.                            | 0.06                |

| Facility Location               | Recommended Facility Type   | Endpoints                                     | Approximate Mileage |
|---------------------------------|-----------------------------|---|---------------------|
| <b>Medium-Term (6-10 Years)</b> |                             |   |                     |
| Appomattox River Trail          | Shared Use Path             | City limits, Interstate 95                    | 3.25                |
| Adams St.                       | Buffered Bike Lane          | River St., Wythe St.                          | 0.52                |
| Augusta Ave.                    | Shared-Use Path             | S. West St., Shields St.                      | 0.31                |
| Boydton Plank Rd.               | Shared-Use Path             | City limits, Defense Rd.                      | 0.29                |
| Boydton Plank Rd.               | Standard Bike Lane          | Defense Rd., Halifax Rd.                      | 0.78                |
| Grove Ave./Old St./Pelham St.   | Bike Walk Street            | Canal St., Adams St.                          | 0.77                |
| Halifax Rd.                     | Shared-Use Path             | Boydton Plank Rd., Defense Rd.                | 0.4                 |
| Shore St.                       | Bike Walk Street            | S Sycamore St., Halifax Rd.                   | 0.56                |
| Squirrel Level Rd.              | Shared-Use Path             | Defense Rd., Rail line                        | 1.01                |
| <b>Long-Term (10+ Years)</b>    |                             |   |                     |
| Defense Rd.                     | Shared-Use Path             | Boydton Plank Rd., Banister Rd./ Legends Park | 1.34                |
| S. Crater Rd.                   | Shared-Use Path (on street) | S. Sycamore St., City limits                  | 2.13                |
| Sycamore St.                    | Shared-Use Path             | Shore St., S Crater Rd.                       | 1.46                |
| Washington St.                  | Protected Bike Lane         | Atlantic St., City limits                     | 5                   |
| Wythe St.                       | Protected Bike Lane         | City limits                                   | 5                   |



**Bike/Walk Street**



**Shared Use Path**



**Standard Bike Lane**



**Protected Bike Lane**



*Appomattox River Trail*

### ***Sidewalks***

While sidewalks exist throughout Petersburg, many of them are in disrepair, overgrown, or not ADA accessible. Additionally, a lack of street lighting, crosswalks, and pedestrian signals throughout the City can further deter pedestrian activity due to safety concerns. Petersburg should undergo an initiative to map and record the quality of all sidewalks in the City to provide a foundation for data-driven, location-based investment moving forward. Other strategies for promoting a safe, accessible, and connected sidewalk network include amending the Zoning Ordinance to require pedestrian sidewalk connections at all new development or creating a replacement and improvement program as part of a public works road maintenance plan.

### ***Trails and Greenways***

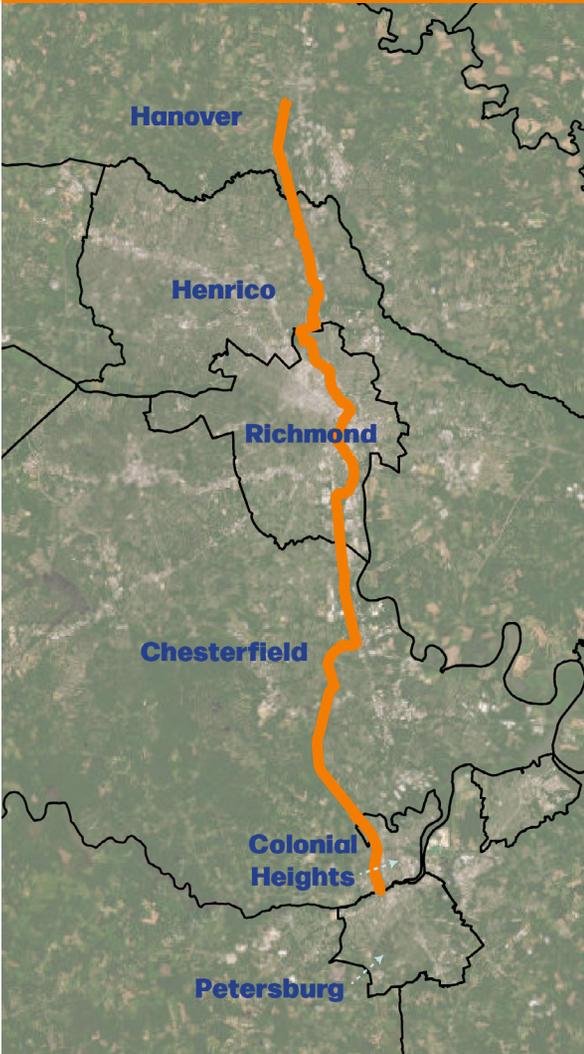
Trails are not only a place to recreate and enjoy natural beauty but are also a valuable opportunity for moving from place to place in a safe and enjoyable manner. When planned strategically, trails can provide safe options for making short-distance trips to and from daily needs by foot or long-distance trips for bike tourism.

Greenways are linear corridors providing a typically paved, eight- or ten-foot-wide pathway for walking and biking opportunities alongside natural environmental features such as creeks, groves, and gentle hills. In

Petersburg, a connected greenway network would not only provide ample opportunities for pedestrian and bicycle connectivity but would capitalize on the City's abundant historic and natural resources and provide new opportunities for eco-tourism. A greenways plan is recommended to determine potential locations for future greenways and identify steps for acquisition and development; this could be beneficial completed as a regional effort in partnership with the Crater Planning District Commission (CPDC) and the Tri-Cities Area Metropolitan Planning Organization TCAMPO.

Trails and greenway systems present a good opportunity to grow community engagement and build social cohesion, as volunteer groups such as churches and Scout troops can get involved by sponsoring cleanups and building amenities such as trailheads, benches, and kiosks. Tree planting and riparian restoration activities also often occur along trails and greenways, yielding long-term environmental benefits for the community.

## Proposed Fall Line Trail Alignment



SOURCE: Virginia Department of Transportation

### Appomattox River Trail

The Appomattox River Trail (also discussed in Chapter 5) is a planned 25-mile greenway and blueway trail connecting three cities and three counties in and around the Richmond metropolitan region. Significant efforts are already ongoing to protect the area around the trail, identify new greenways, and make new connections where needed. Future investment along and around the trail is guided by the Appomattox River Trail Master Plan, a guide to locating and prioritizing shared-use trails with coordinated signage systems through Petersburg and the five other localities bordering the lower Appomattox River.

In 2023, FOLAR purchased an 8-acre riverfront tract from CSX Railroad to “close the gap” between existing trail segments on the northeast and northwest sides of Petersburg. The land will be protected through a conservation easement as FOLAR begins the process of trail development at this location. As work continues to progress in developing the trail, Petersburg should make an annual funding commitment for implementation task force and trail maintenance. Petersburg should also work with FOLAR and VDOT to develop and locate appropriate safety and wayfinding signage along the trail and riverbank.

### East Coast Greenway

The East Coast Greenway is a planned multi-use path traversing over 3,000 miles from Maine to Florida. Several designated trails for this greenway already exist throughout Virginia along the Interstate 95 corridor. In Petersburg, the greenway is proposed to utilize the Appomattox River Trail and several on-road routes. Petersburg can support efforts to continue development of the East Coast Greenway as another opportunity for passive recreation and regional transportation.

### Fall Line Trail

The Fall Line Trail is a 43-mile multi-use trail connecting the Richmond region with start and end points in Ashland at the Trolley Line Trail and Petersburg at Patton Park and intersection with the Appomattox River Trail. Construction is ongoing, and the trail facility will align with existing roadways, abandoned railways, utility transmission corridors, and paths and trails. The trail facility will also be constructed at new locations as identified in the alignment study. Petersburg should inform the community of this upcoming opportunity for enhanced recreation through updating its website to include project information, as well as include progress updates in the City’s quarterly newsletter as construction progresses.



Code of Virginia Section 46.1-908.1 provides basic regulations for e-bikes and e-scooters, including **prohibiting operation at speeds in excess of 25 mph for bikes and 20 mph for scooters; prohibiting use on interstate highways and roads with maximum speed limits above 25 mph**, and **allowing the use of e-bikes and e-scooters on crosswalks.**

Localities also have an option to prohibit usage on sidewalks. While e-bike and e-scooter usage should be limited to bike lanes when possible to promote safety between different users of the road, **allowing on sidewalks is temporarily necessary.** In areas of Petersburg where protected bikeways are not provided and speed limits are too high to be comfortable for people biking to share a travel lane, **using the sidewalk can provide a safer option until dedicated facilities are provided.**

While on sidewalks and shared-use paths, bicyclists **must always yield the right of way to pedestrians and give an audible signal before passing a pedestrian.**

### Shared Mobility

Shared mobility options provide community members with short-distance transportation options on an as-needed basis. In addition to public transportation, shared mobility also typically includes taxis, private ridesharing such as Uber and Lyft, e-bikes, and e-scooters. Shared mobility benefits a community through increasing transportation options for those without access to a personal automobile and reducing both carbon emissions and traffic congestion.

E-bikes and e-scooters may be of particular interest for future investment due to their widespread benefits. They are cheaper and easier to implement than infrastructure for ridesharing or electric vehicles, easy to ride due to electric motors – benefiting youth and those with physical disabilities – and providing large cost savings when compared to the expense of owning and maintaining a private vehicle. Additionally, pickup and drop-off points for e-bikes and e-scooters can fill gaps in public transit service provision by being strategically located in areas of Petersburg lacking sufficient bus stops.

Providers have also recently begun to address equity gaps in ridership, such as lack of smartphones or lack of a credit card or bank account. Some providers allow calling to pay, and also offer alternative payment programs where, upon qualification, a rider can use a prepaid card or pay with cash at a participating local payment location.

It is important to note that any support of shared e-bike and e-scooter programs must be coupled with Citywide investments in bike lanes, streetlights, and complete streets to ensure that these programs are truly successful in achieving the goal of widespread, equitable, and safe mobility.



## Vehicle Electrification and Charging Infrastructure

According to the U.S. Bureau of Labor Statistics, electric vehicles (EVs) accounted for 4.6% of all new vehicle sales in the nation in 2021. This number is expected to increase to between 40% and 50% by 2030. As the transition from gasoline to electrification occurs, infrastructure will need to adapt to meet changing needs. Many gas stations are beginning to offer charging stations in addition to traditional gasoline pumps; Petersburg currently has four EV charging station locations. One of the benefits of adding charging infrastructure is that vehicle charging currently takes much longer than filling it up with gasoline, thus producing a larger set of potential customers for a business. This effect could also be further realized in strategic parts of the city such as Old Towne, near the entrance to Fort Gregg-Adams, and in the Crater Road commercial district to attract travelers generate additional revenue. The City should amend the Zoning Ordinance to require at least one EV charging station at all new commercial or industrial development with over 50 parking spaces.

## EQUITY IN TRANSPORTATION

Economic stability and the ability to build wealth are closely linked to whether an individual can access a living wage job with a reliable method of transportation. However, inequities in transportation access for certain groups of people continue to persist in Petersburg. According to the Federal Highway Administration (FHWA), transportation equity is intended “to facilitate social and economic opportunities by providing equitable levels of access to affordable and reliable transportation options based on the needs of the populations being served, particularly populations that are traditionally underserved.” This goal is especially important in a city such as Petersburg where poverty and crime tend to be concentrated in certain neighborhoods. A Harvard University study found that communities with lower commute times have “less segregation by income and race, lower levels of income inequity, better schools, lower rates of violent crime, and larger share of two-parent households,” demonstrating that equitable and reliable transportation is a key aspect of eliminating generational poverty and promoting wealth through new opportunities to access living-wage jobs, healthcare, housing, and education.

Advancing equity in transportation in Petersburg can occur through implementing several strategies, including:

- Ensuring that routes provide efficient and reliable connections between residential neighborhoods, major employers, Bon Secours Southside Medical Center, and institutions of higher education (*to be further addressed in DRPT/PAT strategic study*);
- Continuing to provide free or reduced fares for riders who receive Medicaid or Medicare, are veterans, or who are younger than the age of 18 or older than the age of 60;
- Making bus stops easily identifiable with adequate lighting, signage, benches, and trash cans;
- Extending PAT hours of operation to provide transportation options for late-night shift workers and those needing to access urgent or emergency medical care; and
- Providing protected and accessible pedestrian and bicycle infrastructure that provides direct connections to opportunities for employment, schools, and recreation.

## TRANSPORTATION AND LAND USE

### Complete Streets

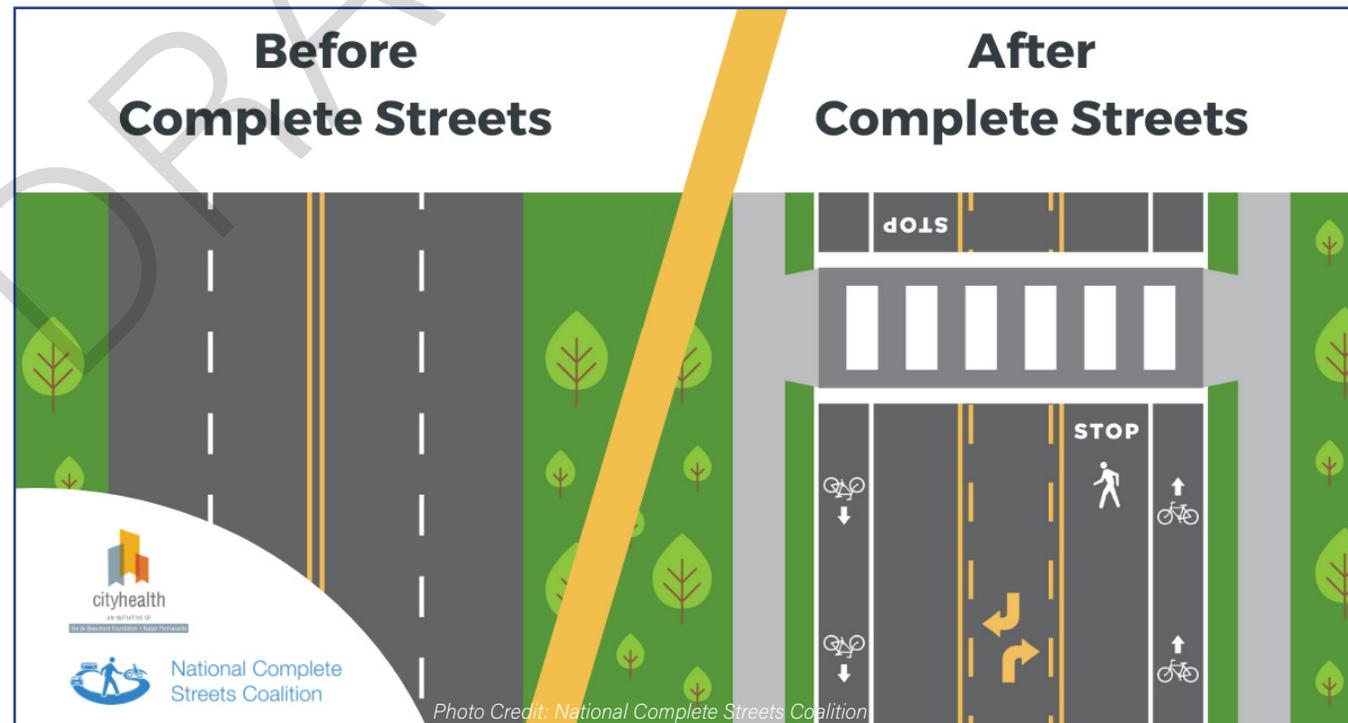
Petersburg is committed to improving transportation equity, enhancing the built environment, and supporting safe, affordable, and reliable transportation options, as defined by the National Complete Streets Coalition. Petersburg recognizes that four of its seven wards are home to its most vulnerable populations, including older adults, children, the unhoused, persons with health challenges, veterans, and persons formerly incarcerated, and therefore should focus its transportation efforts on completing its transportation network for all users using a “Complete Streets” concept.

Complete Streets are designed to enable safe and efficient access for pedestrians, bicyclists, transit users, and motorists at the same time and within the same right of way. A complete street may include sidewalks, bike facilities, transit lanes, frequent and safe crosswalks, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, and other design interventions to facilitate safe multi-modal travel. A complete street’s design is not prescriptive, but instead is determined within the context of a street’s function and location.

As Petersburg continues to grow, redevelop, and repair its streets, it should ensure all new construction, rehabilitation, maintenance, and all other operations-related activities consider the needs of all users of all abilities. The City will prioritize its neighborhoods and portions of the built environment with aging infrastructure and those suffering from long-term deferred maintenance.

Petersburg recognizes the many benefits that can arise from having a more complete transportation network and from designing space to encourage pedestrian and bicycle travel. Active transportation modes like walking and biking can produce several positive effects for Petersburg, including:

- Reducing automobile traffic;
- Increasing visits to local businesses;
- Improving air quality;
- Conserving energy;
- Reducing chronic diseases; and
- Increasing social cohesion.



**Complete streets are included in the CDC's recommendations for building healthy and active communities.**

Priority locations for future, full complete streets are identified below; a comprehensive study is needed to not only discuss the scope of these projects in greater detail, but to also provide a foundation for applying for grant funding through VDOT's SMART Scale and Transportation Alternatives programs.

- Washington & Wythe Streets
- N. Adams Street
- N. Sycamore Street
- S. Crater Road
- Halifax Street
- Homestead Drive

Petersburg worked alongside the National Complete Streets Coalition and Smart Growth America in 2016 to develop a draft Petersburg Complete Streets Policy. The policy should be reviewed for any needed updates to match recent demographic trends and adopted within a year after PetersburgNEXT adoption.

**Urban Development Areas (UDAs)**

Urban Development Areas (UDAs) are defined by Code of Virginia Section 15.2-2231 as designated areas that may be sufficient to meet projected residential and commercial growth in the locality for a period of at least 10 but not more than 20 years. These areas are likely appropriate for development at densities of at least four single-family homes, six townhouses, or 12 apartments per acre, and must incorporate principles of Traditional Neighborhood Design (TND) into future development or redevelopment.

Designating UDAs can improve future efficiency of the transportation network through promoting compact development patterns, multi-modal transportation options, and reducing the amount of time required for trips to access daily needs. Additionally, designating areas as UDAs can facilitate the process of obtaining grant funding for infrastructure improvements, especially those related to pedestrian and bicycle safety and accessibility. The Virginia General Assembly has directed that transportation improvements that support UDAs be consistent with the needs assessment contained in VTrans 2040 and are required for consideration in the SMART SCALE statewide prioritization process for project funding.





Petersburg Bus Terminal

Petersburg has designated a UDA along the S. Crater Road corridor, beginning at the S. Crater and S. Sycamore intersection and going south to the Prince George County line. The UDA is designated on the Future Land Use Map (FLUM) in Chapter 10, and has a set of planning and development principles to achieve the intent of the area as set forth by the Code of Virginia.

**To learn more about what UDAs are and the process of designating them in Virginia, [click here!](#)**

### ***Transit-Oriented Development (TOD)***

Transit-oriented development (TOD) is a land use pattern where the land around public transportation facilities is developed in a dense and walkable manner with a mix of residential, commercial, and civic uses. TOD is beneficial in reducing commuting times and vehicular congestion, facilitating biking and walking, and providing the community with enhanced access to goods, services, and employment opportunities.

The areas near the Petersburg Bus Terminal in Old Towne and the railroad crossing on S. Crater Road near Food Lion are a prime locations for future TOD. The Bus Terminal is an important as a local and regional hub for public transportation, and there is potential for the railroad crossing at S. Crater Road to be a future commuter rail station. The surrounding land uses at both locations should facilitate higher density residential development, sidewalks and bike lanes, commercial uses, and other uses that may provide greater densities of residential and/or employment development. Additional land use considerations and designations are addressed in Chapter 10 of this Plan.

## LOOKING AHEAD

### VTrans

VTrans is the state's multimodal surface transportation plan developed by the Commonwealth Transportation Board (CTB) in partnership with the Virginia Office of Intermodal Planning and Investment (OIPI). VTrans identifies mid-term needs, long-term risks and opportunities, and strategic actions to advance multimodal transportation in the state. VDOT allocates funds to projects based on their alignment with the goals of the VTrans Plan.

VTrans prioritizes:

- Optimized return on investments;
- Safe, secure, and resilient transportation systems;
- Efficiency in delivering programs;
- Considering operational improvements and demand management first;
- Promoting performance management, transparency, and accountability;
- Improved coordination between transportation and land use; and
- Efficient intermodal connections.

VTrans mid-term needs and priorities in Petersburg (Map 9.7) were last identified in 2021 and identify several different needs, the most common of which include public transit access, bicycle access, and transportation demand management.

### Six-Year Improvement Plan (SYIP)

CTB allocates public funds to transportation projects over six fiscal years under the Six-Year Improvement Program (SYIP). There are 29 projects under the SYIP (FY 24) in Petersburg. The SYIP is updated annually by VDOT and therefore will include different projects over the 20-year life of PetersburgNEXT. Petersburg will continue annual evaluation of projects included in the SYIP and work with VDOT to ensure their successful completion.

Petersburg's current SYIP is included as Appendix B.

[Click here to explore the VTrans interactive map and learn more about VTrans mid-term needs and priorities in Petersburg and around the Commonwealth.](#)



Petersburg enjoys **strong partnerships with its regional and state partners**, including CPDC, TCAMPO, VDOT, and DRPT. These partners are instrumental in assisting Petersburg as it continues to build a **safe, sustainable, and equitable transportation network**.

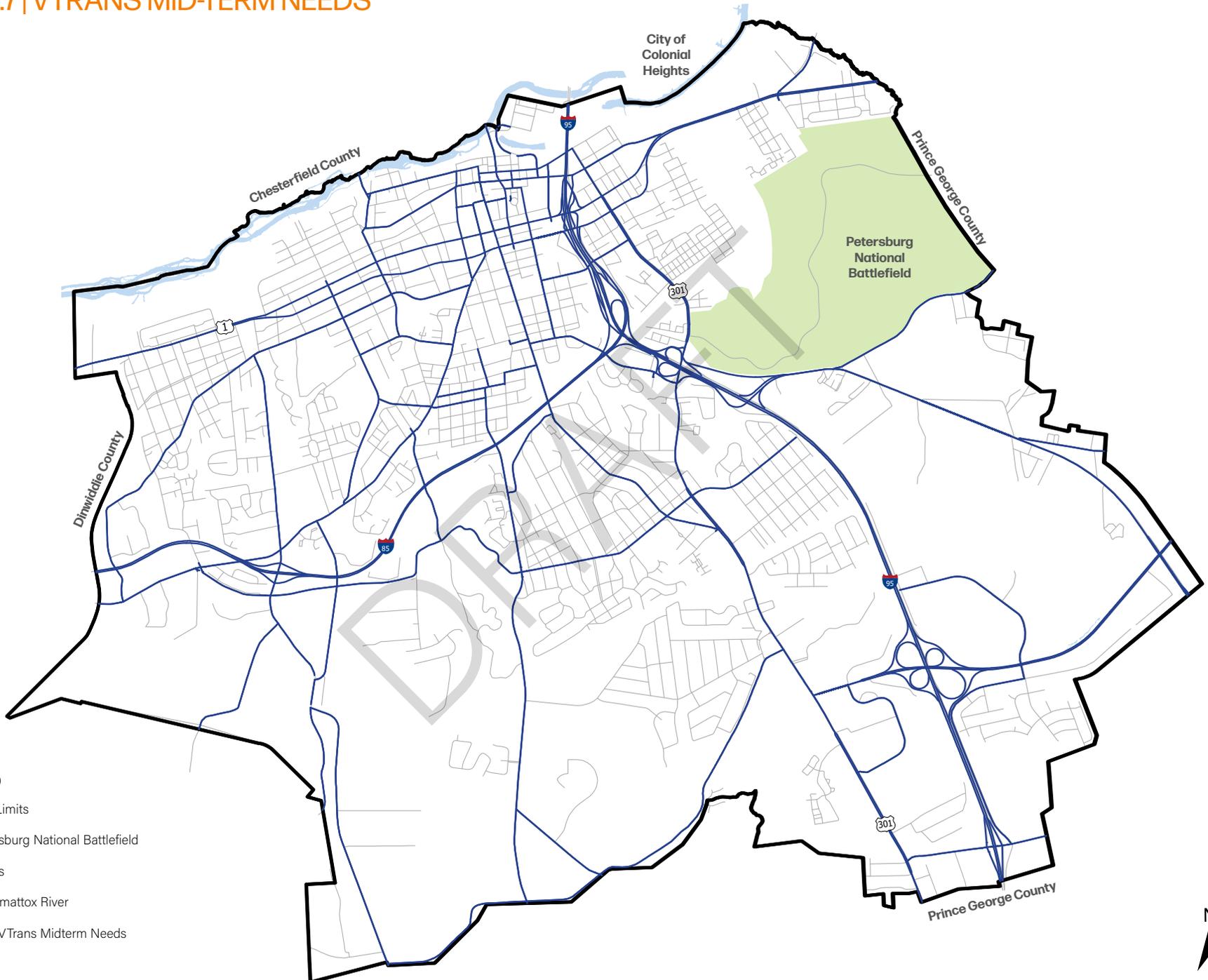
Additional studies provide resources and recommendations for the future of transportation in Petersburg. They should be **reviewed and followed where harmonious with the recommendations of PetersburgNEXT**:

- Appomattox River Trail Master Plan
- CPDC Comprehensive Economic Development Study (CEDS)
- CPDC 2019 Coordinated Human Services Mobility Plan
- Downtown Master Plan (in progress)
- DRPT Transit Equity and Modernization Study
- Interstate 85 Technical Memorandum
- PAT Transit Development Plan
- Washington Street Road Safety Audit
- TCAMPO Plan 2045
- VDOT Pedestrian Safety Action Plan

# MAP 9.7 | VTRANS MID-TERM NEEDS

## LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- 2021 VTrans Midterm Needs



### Priority Transportation Projects

Based on existing conditions, analysis of opportunities, and recent planning factors and assumptions, Petersburg’s transportation needs and priorities are in the following focus areas:

- Safety;
- Operations; and
- Alternative Transportation (public transit, bicycle, pedestrian).

Priority transportation projects have been identified by examining Petersburg’s existing and future transportation needs while taking into consideration community input and existing information from the plans and programs included in this Chapter. These projects can be considered implementation priorities of their own in addition to the strategies included at the end of this chapter. The projects are intended to be consistent with the SYIP, CTB approved road alignments, and VTrans needs for Petersburg.

Table 9.3 provides a list of the transportation projects that Petersburg should prioritize and undertake to better connect the community to important destinations and services within and outside the City. Priority projects illustrated in Map 9.8; the project numbers listed in the table corresponds with the numbers on the map.

**TABLE 9.3 | PRIORITY TRANSPORTATION PROJECTS**

| Project ID                    | Project Name   | Project Description  | Cost Estimate*             | Improvement Type                   |
|-------------------------------|--|--|----------------------------|------------------------------------|
| <b>Short-Term (0-5 Years)</b> |  |  |                            |                                    |
| 1                             | South Side Depot Restoration                                   | Restore the South Side Depot as a historically significant piece of transportation infrastructure. Upon restoration, the South Side Depot will function as a tourism and visitor center for the City, with a potential partnership with the Petersburg National Battlefield. | \$713,000                  | Enhancement                        |
| 2                             | S. Sycamore Street ADA Accessibility                           | Improve ADA accessibility along S. Sycamore Street through upgrading and installing sidewalks, crosswalks, and pedestrian signals.   | \$500,000                  | Safety, Alternative Transportation |
| 3                             | Halifax Road/ Collier Yard Access Improvement                  | Determine alternatives for improving access from Halifax Road to vacant property at the south end of Collier Yard, with the goal outcome of improving intermodal freight and economic development.   | N/A                        | Operations                         |
| 4                             | Puddledock Road/E. Washington Street Intersection Improvements | Synchronize traffic signals, adjust the stop bar location, and pursue further upgrades as needed to provide for better operations and enhance safety.  | \$2,120,000                | Safety, Operations, Congestion     |
| 5                             | Petersburg Area Transit (PAT) Bus Stop Amenities               | Purchase and install benches, bus stop signs, trash cans, and passenger shelters at PAT bus stops.   | \$159,000                  | Alternative Transportation         |
| 6                             | Short-Term Bikeways  | Complete bikeways at all the locations identified in Table 9.1 as a short-term implementation priority.  | \$10,000,000               | Alternative Transportation         |
| 7                             | Washington and Wythe Streets - Two-Way Streets                 | In partnership with VDOT and TCAMPO, select and proceed with an alternative for converting Washington St and Wythe St between Atlantic Street and Amelia Street to two-way roads to improve safety and traffic flow for vehicles and pedestrians.                            | TBD by study (in progress) | Safety, Operations, Congestion     |
| 8                             | S. Crater Road/Wagner Road/Rives Road Corridor Improvements    | Implement the findings of the VDOT Project Pipeline Study to improve safety, congestion, transportation demand management, and alternative transportation accessibility along the S. Crater Road, Wagner Road, and Rives Road corridor.                                      | TBD by study (in progress) | Safety, Operations                 |
| 9                             | Interstate 95/ Interstate 85 Interchange Study                 | Implement the findings of the ongoing Interstate 95/ Interstate 85 interchange STARS study.  | TBD by study (in progress) | Operations, Congestion             |

\* Cost estimates are planning-level estimates developed based on estimates from available plans/studies and analysis of comparable projects. They are intended to be high-level in nature; official costs will vary based on completion date and project scope.

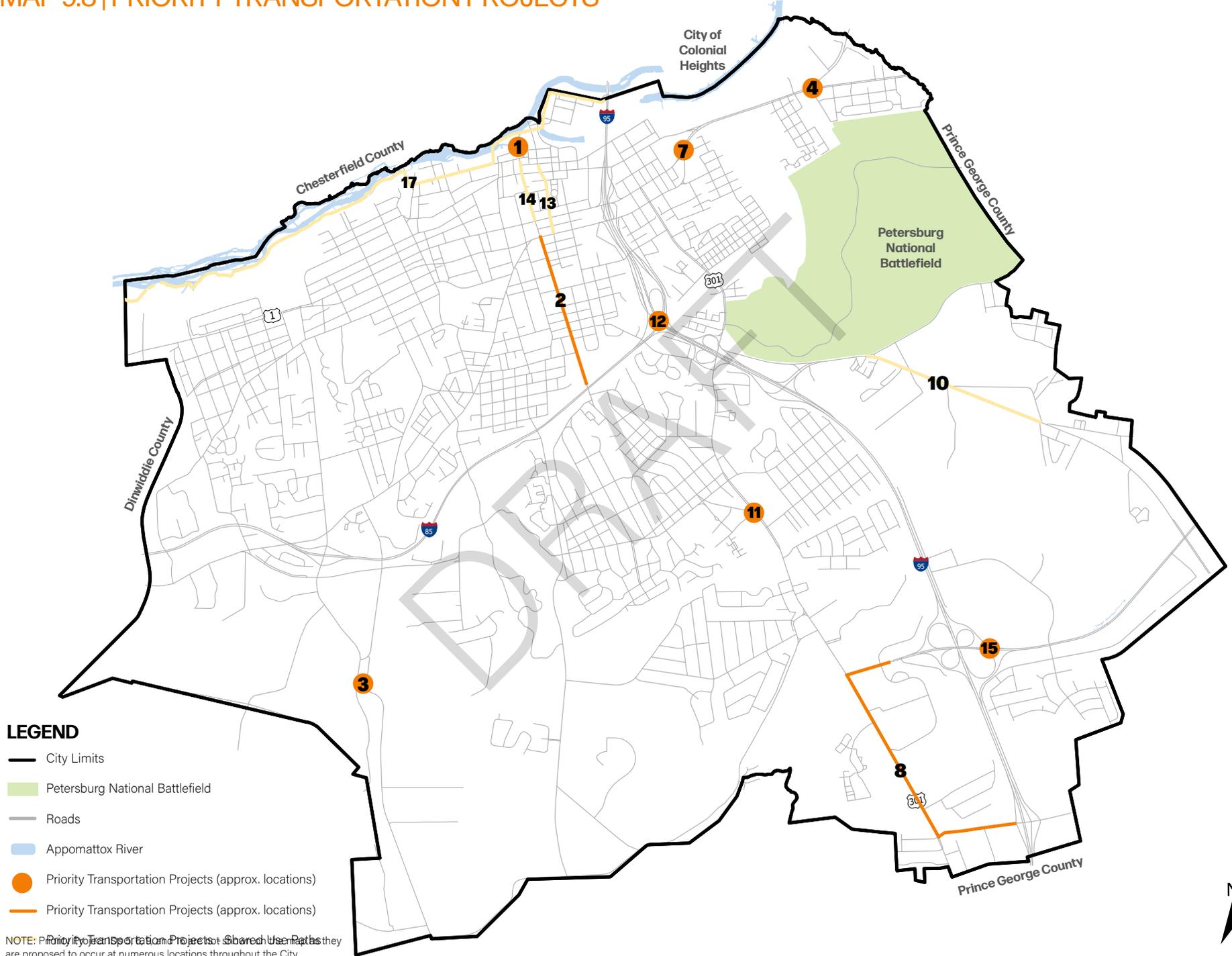


Railroad crossing in Old Towne

| Project ID                    | Project Name   | Project Description   | Cost Estimate* | Improvement Type                       |
|-------------------------------|--|---|----------------|--|
| <b>Long-Term (6-15 Years)</b> |  |   |                |  |
| 10                            | County Drive Improvements                                    | Add a protected shared-use path on one side of County Drive in the vicinity of Fort Gregg-Adams and the Petersburg National Battlefield.  | N/A            | Operations, Alternative Transportation |
| 11                            | S. Sycamore Street & S. Crater Road Intersection Realignment | Evaluate alternatives to realign the S. Sycamore Street & S. Crater Road intersection with the goal of alleviating congestion and reducing both pedestrian and vehicular crashes.   | N/A            | Safety, Operations                     |
| 12                            | Interstate 85/ Interstate 95 Interchange Improvements        | Evaluate alternatives to improve northbound travel on Interstate 85 to southbound travel on Interstate 95; goal is to reduce travel time and reduce the number of off-road crashes.   | N/A            | Safety, Congestion                     |
| 13                            | N. Adams Street Complete Street                              | Convert N. Adams Street between Bollingbrook Street and E. Wythe Street to a complete street.   | \$5-10,000,000 | Safety, Alternative Transportation     |
| 14                            | N. Sycamore St. Complete Street                              | Convert N. Sycamore Street between Old Street and E. Washington Street to a complete street.  | \$7-12,000,000 | Safety, Alternative Transportation     |
| 15                            | Park and Ride Lot  | Construct an additional park-and-ride lot at the Interstate 95/Wagner Road interchange.   | \$7,000,000    | Congestion, Alternative Transportation |
| 16                            | Mid-Term and Long-Term Bikeways                              | Complete bikeways at all the locations identified in Table 9.1 as mid-term and long-term implementation priorities.   | \$20,000,000   | Alternative Transportation             |
| 17                            | Appomattox River Trail                                       | Fund and complete the planned Appomattox River Trail from end-to-end in Petersburg.   | \$37,000,000   | Alternative Transportation             |
| 18                            | I-95 Northbound to I-85 Southbound Evaluation                | Reevaluate Feasibility Study from 2014 to determine other cost effective alternatives for roadway improvements. Study should focus on improving operations on Interstate 85, Interstate 95, and the C-D lanes between I-85/I-95/US 301. Target outcomes are reducing travel time and frequency of rear-end crashes. | N/A            | Safety, Congestion                     |

\* Cost estimates are planning-level estimates developed based on estimates from available plans/studies and analysis of comparable projects. They are intended to be high-level in nature; official costs will vary based on completion date and project scope.

# MAP 9.8 | PRIORITY TRANSPORTATION PROJECTS



## LEGEND

-  City Limits
-  Petersburg National Battlefield
-  Roads
-  Appomattox River
-  Priority Transportation Projects (approx. locations)
-  Priority Transportation Projects (approx. locations)

NOTE: Priority Transportation Projects Shared Use Paths they are proposed to occur at numerous locations throughout the City.



# Moving People and Goods Safely, Efficiently, and Equitably

Goal Statement: Petersburg’s vibrant community is equitably connected through a well-designed, well-maintained, and multi-modal transportation network.

| Objectives  | Strategies   |
|---|--|
| <p>9.1 Ensure the existing transportation network remains safe, reliable, and efficient.</p>            | <p>9.1.1: Include ongoing repairs of bridges and culverts as routine maintenance in addition to other roadway improvement projects. Prioritize repairs to bridges and culverts in poor condition to prevent further degradation and the need for weight limit reductions.</p>          |
|   | <p>9.1.2: Complete a repaving schedule for Public Works that establishes current road conditions and identifies priority locations for maintenance or upgrades, with an emphasis on preventative maintenance.</p>  |
|   | <p>9.1.3: Place speed cameras in school zones around all Petersburg Public Schools to facilitate safety for children, pedestrians, and bicyclists during school hours.</p>   |
|   | <p>9.1.4: Complete a parking study/inventory in Old Towne to provide further information about parking surpluses, deficiencies, and maintenance priorities.</p>  |
|   | <p>9.1.5: Complete additional road safety audits along Wythe Street, Halifax Street, and Sycamore Street.</p>  |
|   | <p>9.1.6: Work with the Virginia Department of Transportation (VDOT) to ensure successful completion of projects included in VTrans and the City's Six-Year Improvement Plan.</p>  |
| <p>9.2 Continue to invest in and advertise public transportation as a valuable transportation mode.</p> | <p>9.2.1: Update Petersburg Area Transit's (PAT) Transit Strategic Plan to include an emergency evacuation plan.</p>   |
|   | <p>9.2.2: Reassess Petersburg Area Transit's (PAT) routes every three years.</p>   |
|   | <p>9.2.3: Create a Transit Advisory Board to help inform Petersburg Area Transit's (PAT) strategic planning.</p>   |
|   | <p>9.2.4: Develop and maintain a user-friendly Petersburg Area Transit's (PAT) website, independent of the City's official website, and keep PAT social media page updated with accurate information about PAT routes, fares, bus stop locations, and other important information.</p> |
|   | <p>9.2.5: Prioritize safety and accessibility improvements such as lighting and ADA features at all Petersburg Area Transit's (PAT) bus stops.</p>   |

| Objectives  | Strategies  |
|---|---|
| <p>9.3 Increase opportunities for active transportation that equitably serves residents in all neighborhoods of the City.</p>   | 9.3.1: Make an annual funding commitment to support implementation of the Appomattox River Trail and ongoing trail maintenance.   |
|   | 9.3.2: Complete a study to assess the feasibility of developing complete streets at Washington & Wythe Streets, N. Adams Street, N. Sycamore Street, S. Crater Road, Halifax Street, and Homestead Drive; this study will also serve as a foundation for grant funding.   |
|   | 9.3.3: Adopt ordinances requiring pedestrian walkways be maintained during any street closures related to construction and requiring new pedestrian connections at all new development.   |
|   | 9.3.4: In partnership with the Crater Planning District Commission (CPDC) and the Tri-Cities Area Metropolitan Planning Organization (TCAMPO), complete a greenways plan to identify potential locations for future greenways and steps for acquisition and development.  |
|   | 9.3.5: In partnership with Virginia Department of Transportation (VDOT) and the Petersburg Active Transportation Work Group, obtain funding for Safe Routes to School (SRTS) projects at Pleasants Lane Elementary and Blandford Academy.   |
|   | 9.3.6: In partnership with local and regional organizations, educate the community on active transportation through holding quarterly community events such as Walk to School Day.  |
|   | 9.3.7: Ensure that any support of shared e-bike and e-scooter programs is coupled with committed investments in bike lanes, streetlights, and complete streets.   |
| <p>9.4 Coordinate with regional partners in significant transportation investments, especially those that enhance equity or are associated with employment centers.</p> | 9.4.1: In collaboration with state and federal agencies, leverage grant funding for other Amtrak station improvements that may become necessary during the timeframe of this Plan.  |
|   | 9.4.2: Work with Friends of the Lower Appomattox River (FOLAR) and the Virginia Department of Transportation (VDOT) to develop and locate appropriate safety and wayfinding signage along the Appomattox River Trail and banks of the Appomattox River.   |
|   | 9.4.3: Coordinate with the Virginia Department of Transportation (VDOT) and the Tri-Cities Area Metropolitan Organization (TCAMPO) to evaluate regionally significant corridors, such as U.S. Rt. 460 and U.S. Rt. 1, to identify barriers to emergency evacuation in the event of a disaster and prioritize needed improvements. |
|   | 9.4.4: In partnership with state agencies and neighboring localities, support the development and implementation of the Southeast Corridor High Speed Rail project through funding and participation in planning committees and boards.   |
| <p>9.5 Recognize the ways in which transportation infrastructure informs future growth and development patterns in Petersburg.</p>                                      | 9.5.1: Map and record the location and quality of all sidewalks in Petersburg to provide a foundation for data-driven, location-based investment over the next twenty years.  |
|   | 9.5.2: Amend the Zoning Ordinance to reduce parking minimums and require installation of bike racks at parking areas in multi-family residential, commercial, and mixed-use districts.  |
|   | 9.5.3: Amend the Zoning Ordinance to require EV charging stations at all new multi-family residential, mixed-use, commercial, and industrial development based on the number of parking spaces on site.   |
|   | 9.5.4: Adopt the draft Petersburg Complete Streets Policy developed in partnership with the National Complete Streets Coalition.  |

DRAFT

# 10

# LAND USE

Petersburg will support land use and development patterns that are high-quality, environmentally sustainable, and enhance economic opportunity and equity for the community.

**"REMODEL THE OLD BUILDINGS, BUILD  
NEW ONES. MAINTAIN THE ROADS  
AND CREATE SAFE PLACES FOR  
FAMILIES AND KIDS."**

*- Community Survey Respondent*



# 10

## INTRODUCTION

Petersburg is experiencing a rebirth. With renewed interest in advanced manufacturing, tourism, recreation, and residential development, the challenges currently facing Petersburg are how to direct new growth in a way that makes efficient use of land and infrastructure and how to prioritize development that grows the tax base, alleviates blight, preserves the environment, and enhances health and equity for all residents. Not all growth and development is beneficial, and Petersburg finds itself in the position to be selective about the types of development occurring within its borders. This is because the built environment and associated land use patterns serve as a reflection of Petersburg's vision, values, and priorities: by making smart and intentional land use decisions, the City's long-term vision can be physically manifested.

Land use is intertwined with all other elements of PetersburgNEXT, with land use strategies directly tied to other goals, objectives, and strategies. Policies for transportation, economic development, housing and neighborhoods, public safety, and community facilities must be compatible with the overarching land use plan to ensure Petersburg grows and develops as envisioned.

This chapter highlights existing land use patterns, analyzes regional land use considerations and the need for collaborative planning, and establishes a Future Land Use Map and Framework to guide Petersburg as it moves forward into its bright future.



## COMMUNITY FEEDBACK: LAND USE

- The most desired future land uses in Petersburg are commercial redevelopment and infill; residential redevelopment and infill; and open and recreational space.
- The least desired future land uses in Petersburg are office parks and new residential development that is not redevelopment/infill.
- The most desirable types of new commercial and industrial development were identified to be local and small businesses, general retail, and entertainment venues.
- Petersburg's architecture and real estate inventory were identified as some of its greatest strengths.
- Assets that Petersburg can leverage to attract and retain future commercial and industrial growth include history, proximity to institutions of higher education, centralized location in Virginia, and general availability of both land and vacant buildings that can be repurposed.

## EXISTING LAND USE

Existing land use patterns are not easily changed, and therefore have a large impact on the location and type of future development. Understanding existing land use patterns in Petersburg is essential to planning for and directing future growth.

- **Residential:** Most of Petersburg's land area is residential in nature. Low-density residential uses in the form of single-family detached housing are the most common. Townhomes, duplexes, and apartments are scattered across Petersburg. Petersburg currently has nine residential zoning districts, not including mixed-use or planned development districts.
- **Commercial:** S. Crater Road is Petersburg's primary commercial corridor, with other pockets of commercial uses found in Old Towne and along Wagner Road and Washington Street. Commercial uses in Petersburg are characterized mainly by strip development with a large anchor store and several outparcel stores, or standalone general retail uses such as car washes, restaurants, and gas stations with convenience stores.
- **Industrial:** Petersburg's industrial areas are located along W. Washington Street near Dinwiddie County, along Halifax and Boydton Plank Roads around the Petersburg Interstate Industrial Park and Collier Yard, along Puddledock Road, and on Normandy Drive around the pharmaceutical campus. Other historic industrial sites that may have been adaptively reused for residential or commercial uses are scattered around the city. Petersburg's industrial areas are largely sited along railroad corridors and major transportation routes, reflecting the historic need for proximity to access for freight trucking and rail. It is important to note that much of the land currently zoned for industrial is either undeveloped or has been abandoned. Additionally, much of the industrial zoned land is in or near Petersburg's low-income minority neighborhoods such as Lakemont and Pocahontas Island, creating environmental justice concerns that must be remedied (see Chapter 8). Future industrial properties and uses should therefore be carefully evaluated to minimize adverse impacts on surrounding residential areas.
- **Mixed-Use:** Mixed-use development is characterized by a variety of uses in a single development. It can be horizontal (e.g., a planned development with townhomes and a few small retail stores) or vertical (e.g., a building with office space on the first floor and residential apartments on all subsequent floors). Mixed-use development is uncommon in Petersburg outside of the downtown core, mainly due to historic land use patterns that focus on neighborhood streets in a grid system oriented around a commercial or civic node. Petersburg's zoning classifications have also served to reinforce traditionally single-use areas. However, mixed-use development is a valuable opportunity for Petersburg to meet its goals for high-quality, walkable, and diverse neighborhoods in proximity to employment and educational opportunities.



- **Civic:** Civic land uses are comprised of both public and private facilities that serve the community with essential services. These include but are not limited to government offices, schools, places of worship, post offices, and healthcare. Petersburg's civic land uses are scattered throughout the City but can primarily be found in Old Towne and along S. Crater Road, Johnson Road, and Medical Park Boulevard.
- **Agricultural and Conservation:** Conservation areas include land that is protected due to its status as a park, green space, sensitive environmental habitat, or conservation easement. These areas are primarily located along the Appomattox River, Flank Road, and Siege Road. Petersburg National Battlefield comprises a large area in the northwest corner of the City. Agricultural land uses in Petersburg are limited and non-intensive but can be found in the southwest areas of the City along Flank Road and Johnson Road.

Land use and development in Petersburg is regulated by the Zoning Ordinance and the Zoning Map. Zoning controls the types of uses that are permitted on the land, the density of development, and dimensional requirements such as minimum lot size and lot width. Zoning can also address community design standards such as lighting, landscaping, and open space, and can provide additional performance standards for unique uses or uses that may have potentially negative impacts – such as odor and noise – on neighboring properties.

The Zoning Ordinance includes districts designated for agricultural, residential, commercial, and industrial uses. Petersburg has 19 primary zoning districts, with residential districts covering most of the City.

It is important to note that the Zoning Map and the Future Land Use Map in this Plan are not interchangeable. Future land use designations and maps in this Plan have no immediate effect on an individual parcel of land, and are not regulatory in nature, but are used to guide future zoning changes. Future zoning changes should conform with established future land use designations and maps. That said, the two maps must work in tandem. The Zoning Ordinance and Zoning Map should be reviewed and updated as necessary to ensure compliance with the goals of PetersburgNEXT.

## INTENTIONAL LAND PLANNING

### *Land Use and Equity*

PolicyLink, a national leader in advancing socioeconomic equity, defines equity as “just and fair inclusion into a society in which all can participate, prosper, and reach their full potential...unlocking the promise of the nation by unleashing the promise in us all.” As Petersburg looks ahead to its bright future and plans for growth, it must ensure that all residents – including children, the elderly, renters, racial minorities, and single-parent households – can benefit from that growth.

The American Planning Association (APA) identifies nine best practices for ensuring that equity is provided for the housing, services, health, safety, and livelihood needs of all citizens and groups through a city’s land use decisions.

- **Provide a range of housing types:** In addition to the strategies identified in Chapter 4, the Future Land Use Map will facilitate a range of housing types and densities throughout Petersburg.

- **Plan for a jobs-housing balance:** The Future Land Use Map supports a wide range of housing types in proximity to employment opportunities. New development as well as adaptive reuse and infill are all encouraged to both respond to employment growth and grow the housing supply in a sustainable manner.
- **Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods:** PetersburgNEXT discusses actionable steps to remedy residential blight, address environmental justice considerations, and support a variety of attainable and stable job opportunities through partnerships and incentives.
- **Plan for improved health and safety for at-risk populations:** Chapter 6 of PetersburgNEXT addresses the need to provide equitable and creative health solutions to serve at-risk populations. Chapter 8 discusses the connection between public safety and community health and wellness and identifies strategies for strengthening this connection during the timeframe of the Plan.



- **Provide accessible, quality public services, facilities, and health care to minority and low-income populations:** Petersburg can work with its community partners and state and federal agencies to leverage innovative solutions and provide equitable healthcare to the community. This can be done through mobile clinics, telehealth, educational outreach programs, and school-based health centers.
- **Upgrade infrastructure and facilities in older and substandard areas:** Petersburg has made progress in recent years to upgrade outdated transportation and utility infrastructure, namely around the Poor Creek area. Capital improvements planning should occur annually to further guide infrastructure investments.
- **Plan for workforce diversity and development:** Encouraging entrepreneurship and workforce development programs will be critical to create new job pathways and build community wealth.
- **Protect vulnerable populations from natural hazards:** Development should not be permitted in floodplains to not only preserve Petersburg's natural resources, but to serve as a protective measure against the impacts of severe weather and climate change. This has widespread benefits for the entire community, including vulnerable populations.
- **Promote environmental justice:** Heavy industrial uses with significant external impacts should be sited away from residential areas to the extent possible, especially neighborhoods that are low-income and/or BIPOC (Black, Indigenous, and People of Color) communities. All industrial and commercial uses should seek to integrate principles of low-impact, environmentally friendly design into their structures to provide environmental benefits, in turn positively impacting air and water quality.

### *Land Use, Health, and Wellness*

Intentional land use planning can have profound effects on enhancing community health and wellness. One of the ways in which land use and community health are related is through the concept of “food deserts,” which are low-income areas with limited or no access to options for fresh and healthy food. Attracting sustainable sources of healthy food throughout the City is important to help ensure equitable access to healthy food options for all Petersburg residents. This includes traditional grocers and general retail but can also be provided through food sources such as urban gardens, neighborhood markets, specialty food retailers, farm stands, or farmers’ markets. These food sources should be sited in traditional commercial areas, but also interspersed through neighborhoods and included in mixed-use development to facilitate equitable access and help create discernible neighborhood centers.

Active transportation opportunities can also promote healthy and active lifestyles. New development should seek to connect existing pedestrian and bike infrastructure, either through the installation of new sidewalks or bike lanes or through upgrading existing infrastructure that is outdated or poorly maintained. Green space should also be integrated into new development, especially higher-density residential and mixed-use development. Environmental justice

is discussed in Chapter 8 and is another important aspect of how land use decisions impact public health.

### ***Land Use, Facilities, and Infrastructure***

Planning for future land uses should help prioritize public utility and infrastructure expansions. Balanced growth strategies that encourage efficient service and facility delivery should guide new development to appropriate areas where utilities are either readily available or are able to be expanded to meet projected demand. Future land use should consider realistic and sustainable service goals, expectations, and economic feasibility. Balancing the cost of public services, along with ensuring related mechanisms such as connection fees and permit fees are appropriate, is the backbone of fiscally responsible and sustainable growth. Growth should support a balance of residential and employment uses that will simultaneously bring economic opportunity to Petersburg residents while protecting historic character and preventing displacement of long-term residents.

All new residential, commercial, and industrial development should be prioritized in areas with adequate water and sewer capacity or that are planned for expansion. In areas where water, sewer, or both are unavailable, the developer should be responsible for providing utility connections. Wells and septic systems

should be limited as much as possible to prevent adverse environmental impacts.

### ***Land Use and Sustainability***

Each land use in Petersburg has benefits and impacts that must be balanced to ensure a sustainable future. Sustainable land use and development practices help mitigate unintended environmental impacts and protect against habitat disruption, resource strain (including potable water and energy consumption), and greenhouse gas emissions. Also of critical importance is the need to locate new development, community facilities, and other key infrastructure resources away from

sensitive ecological areas, floodplains, and areas susceptible to sea level rise.

The Chesapeake Bay Preservation Area (CBPA) ordinance protects local water quality by reducing pollution and promoting water resource conservation. The CBPA has two components, Resource Protection Areas (RPAs) and Resource Management Areas (RMAs). The CBPA has enhanced provisions for erosion and sediment control requirements, best management practices, and other tools for reducing pollutants and protecting water quality. Land use considerations for new development and redevelopment should be



*Pavilion in Rotary Park*

mindful of water quality impacts and proximity to sensitive environmental resources in the RPA and RMA. Additional discussion of environmental stewardship is included in Chapter 8.

### **Land Use and Mobility**

Transportation and land use are inextricably linked. As growth and development occur, investments in the City's transportation network – including repair and maintenance of existing infrastructure – will be necessary to support the rise in user demand. Additionally, a transportation network that provides accessible walking, biking, and public transportation options allows residents who do not have a personal vehicle, or who cannot operate one due to age or physical health considerations, to access job opportunities and services such as grocery stores and parks.

### **Regional Considerations**

Coordination with neighboring communities, regional organizations, and state and federal agencies can facilitate land use policies that expand across borders to better achieve livable communities. Several of the challenges and opportunities discussed in PetersburgNEXT are best considered at a regional level to avoid planning within a vacuum of Petersburg's boundaries. In addition, large-scale planning projects, such as transportation or recreation

investments, can reduce cost and time burden when the efforts are shared amongst partners. This can help ensure smoother, more effective, and more comprehensive planning projects across locality borders.

Petersburg values coordination with its neighboring localities, the Crater Planning District Commission (CPDC), and state agencies to ensure that large scale and regional planning efforts are successfully and intentionally executed. The following regional considerations are important to remain mindful of, as they will play a role in shaping future development proposals and patterns throughout the City and region:

- **Demographic:** Petersburg's neighbors to the north and east – Chesterfield and Prince George Counties – are experiencing rapid population growth. Petersburg's neighbors to the west and north – Dinwiddie County and Colonial Heights – are experiencing a stabilizing population. Petersburg's population is also projected to stabilize between 2030 and 2050 (see Chapter 2).
- **Economic:** The region's proximity to ports in Richmond and Norfolk, as well as connectivity to the East Coast through railroads and Interstates 85 and 95, have sparked the rapid expansion



of warehousing and distribution centers, particularly in Petersburg and in Dinwiddie and Chesterfield Counties. Remote work is also growing throughout the region; the completion of universal broadband in Virginia may further accelerate growth. Recent growth in advanced manufacturing throughout the region is also important for spurring increased investment in regional workforce development and talent pipeline programs.

- **Recreation:** The expansion of cross-jurisdictional recreational opportunities such as the Fall Line Trail, Appomattox Riverside Trail, and East Coast Greenway will provide not only expanded opportunities for active and passive recreation but will also be able to be leveraged for eco-tourism. Petersburg and its neighbors should be prepared for an influx of tourists and should support hospitality-oriented land uses around trail entry and exit points. These opportunities will likely have profound economic implications as well. For example, the 150-mile Great Allegheny Passage in Pennsylvania and Maryland generated more than \$74 million in direct spending, nearly \$22 million in indirect spending, and almost \$25 million in induced spending during 2019. The Virginia Capital Trail

generated \$6.1 million in 2019, with most spending within a 50-mile radius of the trail.

- **Transportation:** An increase in warehousing and distribution centers will lead to an increase in heavy truck traffic. Equity considerations and uneven access to alternative transportation such as public transportation, bicycle infrastructure, and pedestrian infrastructure persist throughout the region. Any investments in public transportation and bicycle and pedestrian infrastructure should ensure safe connection to employment centers and services such as grocery stores and hospitals.
- **Environmental:** All neighboring localities except for Dinwiddie County are subject to the regulations of the Chesapeake Bay Preservation Act (see Chapter 8). As the Chesapeake Bay and Appomattox River are not confined to one locality, so environmental protection and preservation efforts will not be successful without cross-jurisdictional coordination.



## FORT GREGG-ADAMS JOINT LAND USE STUDY

The Fort Gregg-Adams (Lee) Joint Land Use Study (JLUS) was developed through coordination with Fort Gregg-Adams, the CPDC, Chesterfield and Prince George Counties, and the Cities of Colonial Heights and Hopewell. **The purpose** of this collaborative planning process was to **identify locations where land use conflicts between the civilian population and military installation are presently occurring or may occur in the future**. The JLUS identifies recommendations for zoning, land use tools, and other development regulations that are **intended to result in more compatible land uses, therefore ensuring the long-term viability of Fort Gregg-Adams**.

Petersburg should **integrate the recommendations of the current JLUS and continue to be an active partner** with its neighboring localities, Fort Gregg-Adams, the CPDC, and the U.S. Department of Defense (DOD) in future updates and planning efforts.

**Click here** to read a summary of the JLUS Findings and Recommendations!



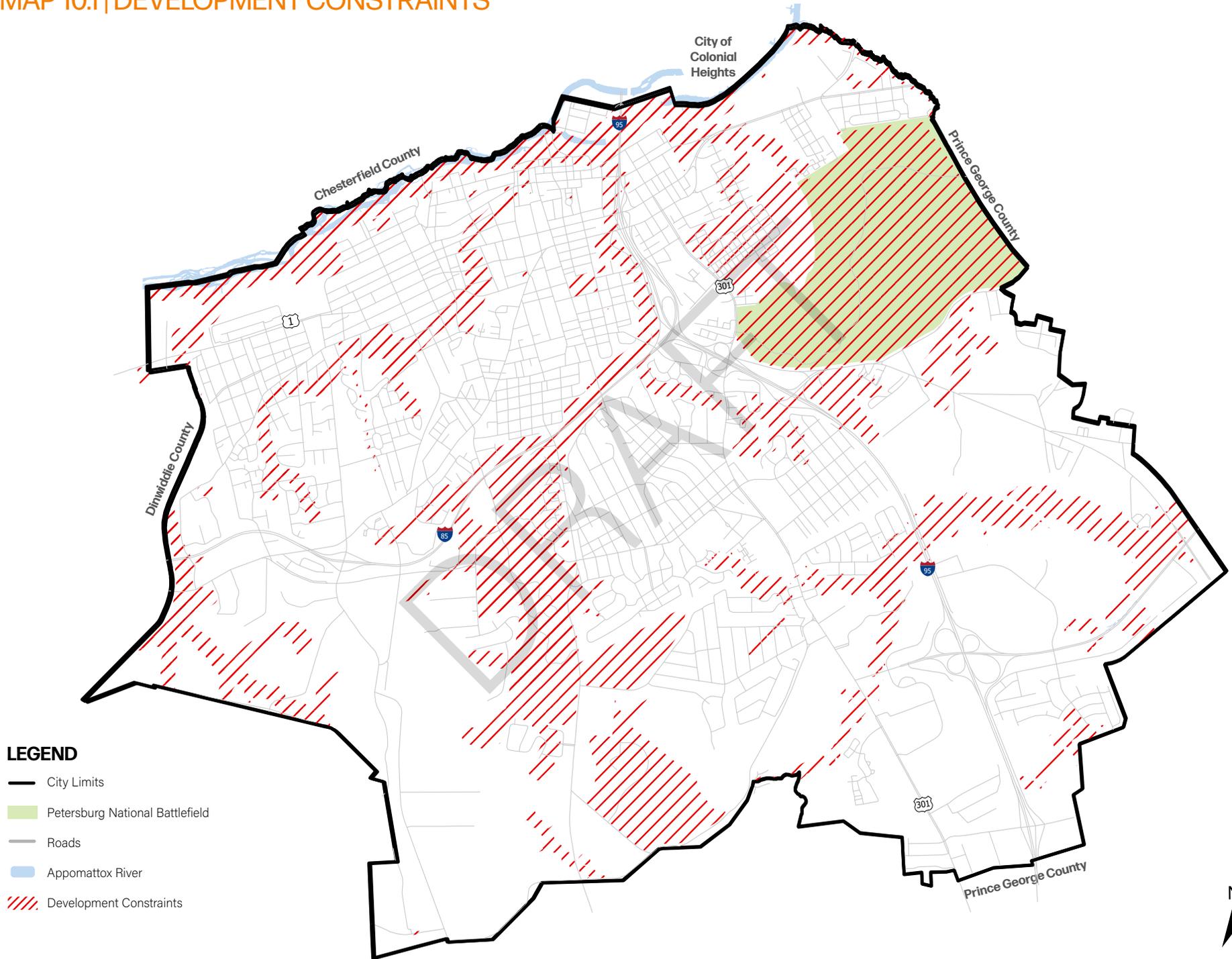
## DEVELOPMENT CONSTRAINTS

Development constraints are natural and man-made factors that may either make future development difficult or prevent it entirely. Because much of Petersburg does have sensitive environmental habitats, historic lands, and other development constraints, it will be important to have clear guidelines to guide smart and sustainable growth to developable areas of the City.

- **Natural Features:** Floodplains, wetlands, steep slopes, Resource Management and Resource Protection Areas
- **Conservation Lands:** Parks, conservation easements, and cemeteries
- **Infrastructure:** Areas where water and sewer may not be available or currently lack the capacity to support high rates of future growth and development

Map 10.1 depicts natural development constraints and conservation lands. New development should be discouraged in these areas as much as possible to comply with state environmental regulations and to preserve Petersburg's natural and historic resources for the next generation and beyond.

# MAP 10.1 | DEVELOPMENT CONSTRAINTS





## WHAT IS TRADITIONAL NEIGHBORHOOD DEVELOPMENT?

All new development in Petersburg should incorporate principles of Traditional Neighborhood Development (TND). TND is a land use approach that provides compact, mixed-use, and pedestrian-oriented development. It can reduce urban sprawl, in turn creating environmental and transportation benefits, and can also promote enhanced equity.

Characteristics of TND include:

- A discernible neighborhood center, such as a park or community space
- Integration of bicycle and pedestrian infrastructure
- A variety of housing types, including accessory dwelling units and apartments
- Ability to walk to employment, education, amenities, services, and places of worship
- A well-connected street grid without cul-de-sacs or dead ends
- Integration of the natural environment and green development

## FUTURE LAND USE FRAMEWORK

The Future Land Use Framework and associated Future Land Use Map (FLUM; Map 10.2) establish the recommended pattern and character for future development in Petersburg for the next twenty years. It does not regulate private property but rather is intended to provide guidance to City staff, the Planning Commission, City Council, and the community for evaluating proposed land use changes and development proposals. Together, the Framework and FLUM provide a depiction of how Petersburg should grow to achieve its vision of the future and help guide the direction, design, and outcome of new land uses throughout the City.

Petersburg's Zoning Ordinance, Zoning Map, and Subdivision Ordinance are the regulatory tools by which the FLUM and Framework are implemented. Petersburg should carefully evaluate its Zoning and Subdivision Ordinances and Zoning Map to identify districts and regulations that are inconsistent with the areas and principles established by the Framework and FLUM and update accordingly to create harmony and ensure successful implementation.

Land use changes will happen gradually over time as development adds residential density, generates employment and tax revenue, or converts one land use to another. In weighing development applications, Petersburg's staff, Planning Commission, and City Council should reference the Future Land Use Map and Framework as well as evaluate the needs of a changing community, the desire for high-quality development, the need to remedy blight, the need to increase multi-modal transportation opportunities, and the economic necessity of improving the City's tax base.



## AREA DESIGNATIONS

Area Designations represent areas of Petersburg that may share distinct characteristics by virtue of geographic location, built form, character, historic qualities, orientation of the street grid, and/or types of use. As a planning tool, these areas reflect the ideal form, character, and planning principles of future development and redevelopment.

As development applications are evaluated, these pattern areas will serve as a guide for City leaders and staff in evaluating the appropriateness of future developments.



## GATEWAYS

Gateways are key places where the Appomattox River and the regional road, rail, and trail networks enter Petersburg. These gateways are bridges between the transportation network, surrounding development, and neighboring localities. They serve as the community's front door, establishing first impressions and reinforcing perceptions of the City. Planning strategies should prioritize improving the image and attractiveness of these gateways.



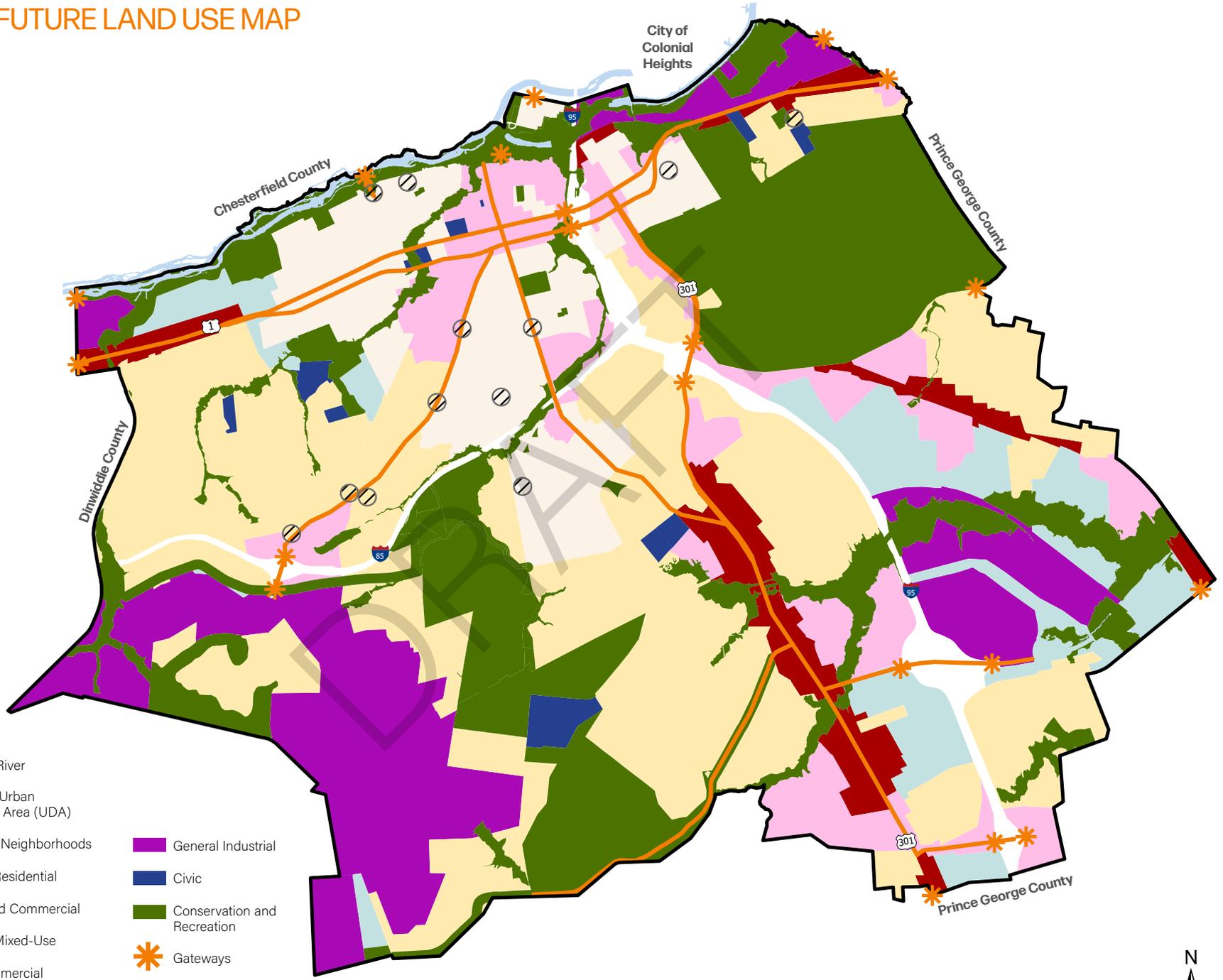
## CORRIDORS

Corridors are important local and regional travel routes and commercial destinations. These routes strongly influence Petersburg's accessibility, attractiveness, and economic vitality. Corridors can connect local residential areas to centers and commercial areas or can connect Petersburg to the region. Improving the conditions, character, and quality of these corridors is a primary planning focus.

# MAP 10.2 | FUTURE LAND USE MAP

## LEGEND

-  City Limits
-  Roads
-  Appomattox River
-  South Crater Urban Development Area (UDA)
-  Historic Core Neighborhoods
-  Community Residential
-  Neighborhood Commercial
-  Community Mixed-Use
-  Corridor Commercial
-  Research and Development
-  General Industrial
-  Civic
-  Conservation and Recreation
-  Gateways
-  Corridors



## HISTORIC CORE NEIGHBORHOODS

Historic core neighborhoods directly reflect Petersburg's historic development pattern and are generally located in the heart of Petersburg north of Interstate 85 and west of Interstate 95. This development pattern consists of relatively short blocks in a grid orientation, small lots, and residential dwellings in a variety of architectural styles and developed at a moderate density. The overall age, development pattern, and scale make Petersburg's historic core neighborhoods special places worthy of preservation. Revitalization of historic core neighborhoods will serve as a catalyst for revitalization throughout the City.

Development in historic core neighborhoods should continue the existing historic street grid, be sited on compact lots, front on the public right-of-way, and use architecture that is complementary to the historic character of surrounding structures. Single-family attached and detached dwellings, accessory dwelling units, and the adaptive reuse of former single-family structures into triplexes or fourplexes are all appropriate to expand the variety of housing options. Triplexes and fourplexes are appropriate, even if not part of a retrofitted structure, provided they fit the architectural character of the surrounding area. Streetscapes should integrate streetlighting

and landscaping, with separated pedestrian and bicycle infrastructure on higher volume streets. Renovation of existing structures, adaptive reuse, and infill are the most appropriate methods of new construction in historic core neighborhoods due to a high number of blighted properties and few large, vacant lots. All renovations and infill within designated Local Historic Districts should conform to the Historic District Design Guidelines and decisions of the Architectural Review Board (ARB).

### **Primary Land Uses**

- Accessory dwelling units
- Adaptive reuse
- Infill development
- Multi-family dwellings
- Parks, open space, trails, and recreational facilities
- Places of worship
- Schools and daycares
- Senior housing
- Single-family attached dwellings (e.g., rowhouses, duplexes)
- Single-family detached dwellings
- Triplexes and fourplexes



### **Planning + Development Principles**

- Continue the existing street grid pattern, with new development providing interconnected streets and pedestrian infrastructure where appropriate.
- Direct the preservation, renovation, reuse, and adaptive use of existing structures.
- Protect and enhance historic structures.
- Ensure that both new and infill development fits the scale, size, proportion, and character of any existing development pattern.
- Include a variety of housing types, including accessory dwelling units, to accommodate varying income levels.
- Incorporate pedestrian and bicycle connections and safety enhancements where possible.
- Orient new buildings towards the street.
- Preserve the existing tree canopy and include native plantings when new landscaping is necessary.

## COMMUNITY RESIDENTIAL

Petersburg's community residential neighborhoods were largely developed in the mid- to late- 20th century, tend to be more suburban than urban in character, and can be found on the west side of the City and south of Interstate 85. Lots tend to be larger and more irregular than those found in historic core neighborhoods. Single-family attached and detached dwellings are both present; however, a variety of residential types at a range of densities should be supported to achieve the goal of providing a variety of attainable rental and homeownership options to the community.

Individual infill lots exist throughout community residential areas, with some larger vacant lots available for new development. All new development should complement the scale, form, and existing architectural character of surrounding development. Streetscapes should integrate streetlighting and landscaping, especially street trees. Development on previously undeveloped parcels should seek to provide interconnectivity in the street network and be mindful of sensitive environmental features such as floodplains, the existing mature tree canopy, and steep slopes.

Despite the more suburban character of community residential neighborhoods,

providing multi-modal transportation access remains important for ensuring widespread equity and economic opportunity. Pedestrian and bike activity may be compatible with low-volume, slow-speed vehicular traffic on residential streets, but major streets should be redesigned with sidewalks and other pedestrian and bike amenities over the long-term. Connections among neighborhoods and schools, parks, employers, and civic places should be prioritized as conditions permit. Proximity to Neighborhood Commercial centers is also encouraged to build vibrant, walkable neighborhoods where basic needs are easily accessible.

### **Primary Land Uses**

- Accessory dwelling units
- Adaptive reuse
- Infill development
- Manufactured housing
- Multi-family dwellings up to 20 units
- Parks, open space, and recreational facilities
- Planned unit development
- Places of worship
- Schools and daycares
- Senior housing
- Single-family detached dwellings
- Single-family attached dwellings (e.g., rowhouses, duplexes, triplexes)



### **Planning + Development Principles**

- Compact development patterns, including cluster and traditional neighborhood development, are encouraged.
- Encourage preservation, renovation, reuse, and adaptive use of existing structures.
- Ensure that both new and infill development fits or enhances the scale, size, proportion, and character of any existing development pattern.
- Include a variety of single-family dwelling types, including accessory dwelling units, to accommodate varying income levels.
- Incorporate pedestrian and bicycle connections and safety enhancements.
- Provide access management through inter-parcel connections.

## NEIGHBORHOOD COMMERCIAL

Neighborhood commercial areas serve as discernible neighborhood centers that provide for the daily needs of area residents through uses such as neighborhood grocers, community hubs, laundromats, clinics, neighborhood office uses, and daycares. Neighborhood commercial areas should be centered around an intersection in the heart of a neighborhood and should be directly accessible by car, foot, and bike, as well as by public transportation whenever possible. Development in neighborhood commercial areas should be high-quality, oriented towards the street, provide interconnectivity to existing roads and sidewalks, and integrate community design elements such as landscaping and lighting. Parking should be minimal to encourage the use of alternative transportation, with any parking areas sited to the rear or side of the principal structure. Adaptive reuse of existing vacant commercial or industrial structures is encouraged. While the footprint of neighborhood commercial areas should not expand in a manner that endangers historic core neighborhoods, their use and intensity may expand in ways that are compatible with Petersburg's historic and architectural character. Any investment, however, should ensure the preservation of historic structures and continue the architectural character of

the surrounding area. Vertical mixed-use development with residential on the upper floors is appropriate, provided the form and context of the surrounding area are respected through development. Large, auto-oriented commercial uses are not appropriate.

### **Primary Land Uses**

- Adaptive reuse
- Community hubs
- Infill development
- Live-work units
- Medical clinics (e.g., dentists, doctors, therapists)
- Personal services (e.g., hair salons, laundromats, pharmacies)
- Places of worship
- Schools and daycares
- Small commercial (e.g., banks, specialty food stores)
- Vertical mixed-use with residential on upper floors



### **Planning + Development Principles**

- Development should complement the scale, size, proportion, and character of the surrounding neighborhood.
- Implement traffic calming measures.
- Incorporate high quality materials for all buildings.
- Direct parking areas to be screened and located at the rear or side of the property.
- Orient new buildings towards the street.
- Preserve the existing tree canopy and include native plantings in new landscaping as necessary.
- Incorporate alternative transportation methods such as walking, biking, and public transportation.
- Provide access management through inter-parcel connections.

## COMMUNITY MIXED-USE

Community mixed-use areas are centers of commerce and amenities for Petersburg residents and visitors alike. These areas are walkable, dense, and interconnected environments of entertainment, shopping, personal services, restaurants, hotels, offices, the arts, and residential uses. While the footprint of community mixed-use areas should not expand in a manner that overwhelms or endangers historic core neighborhoods or conservation areas, their use and intensity may expand in ways that are compatible with Petersburg's historic and architectural character and urban form. Community mixed-use areas are appropriate areas for commercial uses that are pedestrian-oriented, enhance a vibrant street life, and contribute to Petersburg's overall economy. These areas should also integrate pocket parks, street trees, and urban gardens to promote an aesthetically pleasing streetscape and promote air quality and temperature reductions within identified heat islands.

In some community-mixed use areas, such as Old Towne, there may be few opportunities for new development. Therefore, adaptive reuse and infill are most likely to occur and be most appropriate given the historic context of the area. Any investment, however, should ensure the preservation of historic structures

and continue the architectural character of the surrounding area. Renovations, infill, and new construction within designated Local Historic Districts should conform to the Historic District Design Guidelines and decisions of the ARB. Where development and redevelopment occur within a quarter of a mile of a designated historic district, but are not regulated under historic district overlays, adherence to the City's Historic District Design Guidelines should be considered.

### **Primary Land Uses**

- Adaptive reuse
- Infill development
- Community hubs
- Hospitality-oriented uses (e.g., hotels, boutiques, galleries, restaurants)
- Live-work units
- Medical clinics (e.g., dentists, doctors, therapists)
- Multi-family residential dwellings
- Offices
- Parks and recreational spaces
- Personal services (e.g., hair salons, laundromats, pharmacies)
- Places of worship
- Small commercial (e.g., banks, specialty food stores)
- Small-scale manufacturing (e.g., makers' spaces, studios, microbreweries)
- Uses compatible with Fort Gregg-Adams



### **Planning + Development Principles**

- Compact development patterns, including cluster and traditional neighborhood development, are encouraged.
- Connect existing and established new trails, bicycle routes, and other recreational amenities.
- Incorporate use of public art, amenities (i.e., benches, trash cans, street trees), and wayfinding signage to orient visitors and create a sense of place.
- Implement traffic calming measures.
- Incorporate high-quality materials for all buildings.
- Open space should be integrated and provide for community spaces well-defined by streets and adjacent buildings.
- Preservation, renovation, reuse, and adaptive use of existing structures is encouraged.
- Preserve the existing tree canopy wherever possible and include native plantings when new landscaping is necessary.

# CORRIDOR COMMERCIAL

Corridor commercial areas provide goods and services for the community, allowing residents to access amenities without leaving and keeping tax dollars within Petersburg. Typical uses include restaurants, indoor entertainment and recreation, and general retail and services.

While corridor commercial uses are often automobile oriented, they should be sited so that the principal façade faces the street and should integrate pedestrian and bicycle infrastructure to create a more walkable, vibrant, and connected “Main Street” development pattern. Increased landscaping and adequate lighting should be encouraged, along with infill development within existing surface parking lots. Façade and signage improvements should be encouraged for existing uses, and the use of trees and native plantings should be incorporated for aesthetic and environmental benefits. New buildings should be oriented towards the street and seek to integrate a mix of uses wherever possible; any automobile parking areas should be minimal and sited to the rear or side of the principal structure. Design and construction should be consistent and use high-quality building materials. Multi-family residential included in vertical mixed-use structures or located behind commercial areas is also appropriate and should be

connected to other corridor commercial uses through sidewalks and bike lanes. However, appropriate transitions between corridor commercial and residential areas should be provided through the use of buffering, setbacks, lighting, and signage.

## **Primary Land Uses**

- Adaptive reuse
- Hospitality-oriented uses (e.g., hotels, boutiques, galleries, restaurants)
- Infill development
- Large commercial (e.g., large stores, shopping centers, entertainment, event venues)
- Medical clinics (e.g., dentists, doctors, therapists)
- Multi-family dwellings
- Offices
- Personal services (e.g., hair salons, laundromats, pharmacies)
- Places of worship
- Small commercial (e.g., banks, specialty food stores)
- Small-scale manufacturing (e.g., makers’ spaces, studios, microbreweries)
- Uses compatible with Fort Gregg-Adams



## **Planning + Development Principles**

- Incorporate use of public art, amenities (i.e., benches, trash cans, street trees), and wayfinding signage to direct and orient visitors and create a sense of place.
- Implement traffic calming measures, especially along arterials.
- Incorporate high-quality materials for all buildings.
- Orient new buildings towards the street.
- Preserve the existing tree canopy wherever possible and include native plantings when new landscaping is necessary.
- Incorporate alternative transportation methods such as walking, biking, and public transportation.
- Provide access management through inter-parcel connections, especially between adjacent residential areas to reduce dependency on vehicle trips.

Research and development areas are Petersburg's major employment centers, supplying stable and well-paying jobs in many innovative industries. These areas have a variety of research and development, light industrial, office, medical uses, and supporting service uses that are important regional nodes for research, employment, and trade. Uses are less likely to have adverse impacts such as odor, noise, and waste disposal on surrounding properties than moderate to heavy industrial uses.

Research and development areas should be readily accessible from interstates and principal arterials; providing public transportation to these areas will also be critical for achieving the full extent of economic promise for the community. Institutional uses, such as trade schools and satellite campuses, are also appropriate as a physical means of building a strong talent pipeline.

Development should provide a campus-like setting with adequate landscaping, buffering or screening, lighting, and transportation access. Sustainable development practices, including but not limited to stormwater management and water conservation, should be integrated in facility and site design. Green spaces such

as urban gardens, walking paths, pavilions, and groves should be integrated to provide health and environmental benefits. Research and development areas should be cited in designated incentive zones to maximize economic benefit.

### **Primary Land Uses**

- Business and employment uses
- Medical clinics (e.g., dentists, doctors, therapists)
- Hospitals
- Institutional uses
- Logistics and distribution uses (e.g., warehousing, distribution centers)
- Offices
- Research and development (e.g., laboratories, specialized manufacturing, supporting services)
- Small-scale manufacturing (e.g., makers' spaces, studios, microbreweries)



### **Planning + Development Principles**

- Encourage infill development and adaptive reuse of existing buildings.
- Ensure consistency with economic incentive zones to provide maximum benefits for employers, the City, and the community.
- Incorporate high-quality materials for all buildings.
- Integrate environmentally friendly development practices whenever possible, including low-impact development and energy-efficient building design.
- Integrate green space and opportunities for passive and active recreation into new development.
- Parking lots should be well-landscaped and provide on-site stormwater management.
- Provide access management through inter-parcel connections.
- Provide appropriate setbacks and screening along property lines adjacent to residential development.
- Require dumpsters, loading areas, and other service areas to be screened and located at the rear or side of the property.
- Wherever possible, connect development to public transportation stops.

## GENERAL INDUSTRIAL

General Industrial areas should be where all heavy industrial uses are sited. They are readily accessible by road and rail and provide opportunities for wholesale, manufacturing, distribution, and heavy commercial. Because many general industrial uses have significant external impacts, including transportation effects such as noise and traffic, general industrial areas should not be sited adjacent to residential areas unless ample setbacks and buffering are provided. Any development with large amounts of impervious area should plan to include adequate elements for stormwater control. Development should also consider proximity to public transportation routes and stops. Environmental justice considerations should be addressed in all development applications.

### *Primary Land Uses*

- Business and employment uses
- Logistics and distribution uses (e.g., warehousing, distribution centers)
- Moderate and heavy industrial uses (e.g., factories, lumberyards)

### *Planning + Development Principles*

- Incorporate high-quality materials for all buildings.
- Integrate environmentally friendly development practices whenever possible, including low-impact development and energy-efficient building design.
- Parking lots should be well landscaped and provide on-site stormwater management.
- Provide access management through inter-parcel connections.
- Provide appropriate setbacks and screening along property lines adjacent to any residential development.
- Require dumpsters, loading areas, and other service areas to be screened and located at the rear or side of the property.
- Wherever possible, connect development to public transportation stops.



# SOUTH CRATER URBAN DEVELOPMENT AREA

Virginia localities are permitted to designate geographic areas to serve as Urban Development Areas (UDA), which are defined in the Code of Virginia § 15.2-2223.1 as areas that are "... (i) appropriate for higher density development due to its proximity to transportation facilities, the availability of a public or community water and sewer system, or a developed area and (ii) to the extent feasible, to be used for redevelopment or infill development."

The South Crater UDA, designated along portions of S. Crater, Wagner, and Rives Roads, is intended to be an area of Petersburg where land use and transportation efforts are closely coordinated through implementation of traditional neighborhood design and development. Designation of this area as an UDA also opens new opportunities for Petersburg to obtain additional grant funding to support transportation improvements in this area. All transportation improvements in the UDA are required to be consistent with the needs assessment contained in VTrans 2040 (see Chapter 9), and are required for consideration in the SMART SCALE statewide prioritization process for project funding.

## **Primary Land Uses**

- Primary land uses will vary depending on the underlying Area Designations.

## **Planning + Development Principles**

*Planning and development principles for the UDA are in addition to those included for each of the Area Designations and are informed by the Code of Virginia.*

- Commercial development should have a minimum floor area ratio of 0.4.
- Encourage infill development and adaptive reuse of existing buildings.
- Include a variety of housing types to accommodate varying income levels.
- Incorporate principles of traditional neighborhood design and development.
- Provide access management through inter-parcel connections.
- Residential development should occur at a density of at least four single-family residences, six townhouses, or 12 multi-family units per acre.
- Wherever possible, connect development to public transportation stops.



Civic areas are areas with a presence of public and private uses that provide direct and essential services to the community, such as daily government services, schools, higher education, and healthcare. Civic uses employ specialized structures to meet specific needs and may maintain master plans of their own to guide future growth and development.

Civic uses should be sited in proximity to existing road networks and public transportation infrastructure and distributed across Petersburg to ensure strengthened connections to existing neighborhoods, in turn growing equitable access to services. Additionally, civic areas should be thoughtfully designed and well-maintained with uniform architecture and the use of high-quality building materials to promote a strong and positive image of Petersburg.

## **Primary Land Uses**

- Community hubs
- Government offices and facilities
- Hospitals
- Institutional uses
- Medical clinics (e.g., dentists, doctors, therapists)
- Parks, open space, trails, and recreational spaces
- Places of worship
- Schools and daycares
- Small civic uses (e.g., post offices, libraries)



## **Planning + Development Principles**

- Incorporate use of public art, amenities (i.e., benches, trash cans, street trees), and wayfinding signage to orient visitors and create a sense of place.
- Incorporate high-quality building materials for all structures.
- Preserve the existing tree canopy wherever possible and include native plantings where new landscaping is necessary.
- Incorporate alternative transportation methods such as walking, biking, and public transportation.
- Provide access management through inter-parcel connections.

Conservation and recreation areas provide recreational, environmental, and educational benefits to the community. These areas consist of sensitive environmental habitats, floodplains and steep slopes, agricultural activities, parks and trails, and historic resources. Therefore, conservation and recreation areas are not appropriate locations for future growth and development, although low-density single-family residential is acceptable in agricultural areas to support ongoing operations. Outdoor event spaces, athletic fields, and sporting courts may also be appropriate, given they are sited and designed to be environmentally friendly and low-impact. Conservation and recreation areas should be preserved to provide opportunities for historic education, to facilitate exercise and healthy activity, to improve environmental benefits, and to enhance Petersburg's community character and quality of life.

## **Primary Land Uses**

- Active and passive recreation facilities (e.g., athletic fields, sporting courts, pavilions)
- Agriculture
- Cemeteries
- Historic sites, markers, and monuments
- Parks and open space

## **Planning + Development Principles**

- Enhance and protect historic resources.
- Ensure the continued viability of agricultural uses.
- Improve and mitigate negative environmental impacts through conservation design, alternative wastewater systems, and low-impact development for filtration or run-off protection.
- Preserve and restore the existing tree canopy and integrate native plantings.
- Provide connections to trails, bicycle routes, parks, and other recreational amenities.
- Use permeable surfaces and recycled materials whenever possible.



Gateways and Corridors serve to overlay the other Area Designations within this Framework. The appearance and functionality of Gateways and Corridors help integrate and define the distinct Area Designations and create a strong positive perception of Petersburg.

Gateways are locations where regional road, trail, and rail networks - as well as the Appomattox River - enter the Petersburg city limits. These locations should incorporate coordinated signage, public art, ambient lighting, and landscaping to create a strong sense of arrival and establish community character.

Corridors are longer stretches of the street and road network that serve as important local and regional travel routes, providing direct access to businesses, employment, amenities, and recreational opportunities. Identified corridors should be mapped and incorporate a coordinated and consistent streetscape, access management through interparcel connectivity, and multiple travel options. Corridors are not only passageways through Petersburg but are defined places that should be managed to maximize their potential to not only invite visitors in, but welcome them to stay.

## **Primary Land Uses**

- Primary land uses will vary depending on the Area Designations of surrounding areas.

## **Planning + Development Principles**

- Improve the pedestrian experience in corridors through strong urban design principles and provision of ample sidewalks and open space to walk and gather.
- Invest in safety, maintenance, and operational improvements along corridors, particularly near gateways.
- Incorporate signage, wayfinding, public art, landscaping, and lighting at gateways to elevate community appearance and create a sense of arrival.
- Discourage the removal of existing mature trees along corridors, and plant street trees where no landscaping is present.
- Be mindful of existing historic and archeological resources along corridors, taking care to ensure they are properly inventoried and preserved.



# Promoting Smart and Sustainable Growth and Development

Goal Statement: Petersburg will support future land use and development patterns that are high-quality, environmentally sustainable, and build economic opportunity for the community.

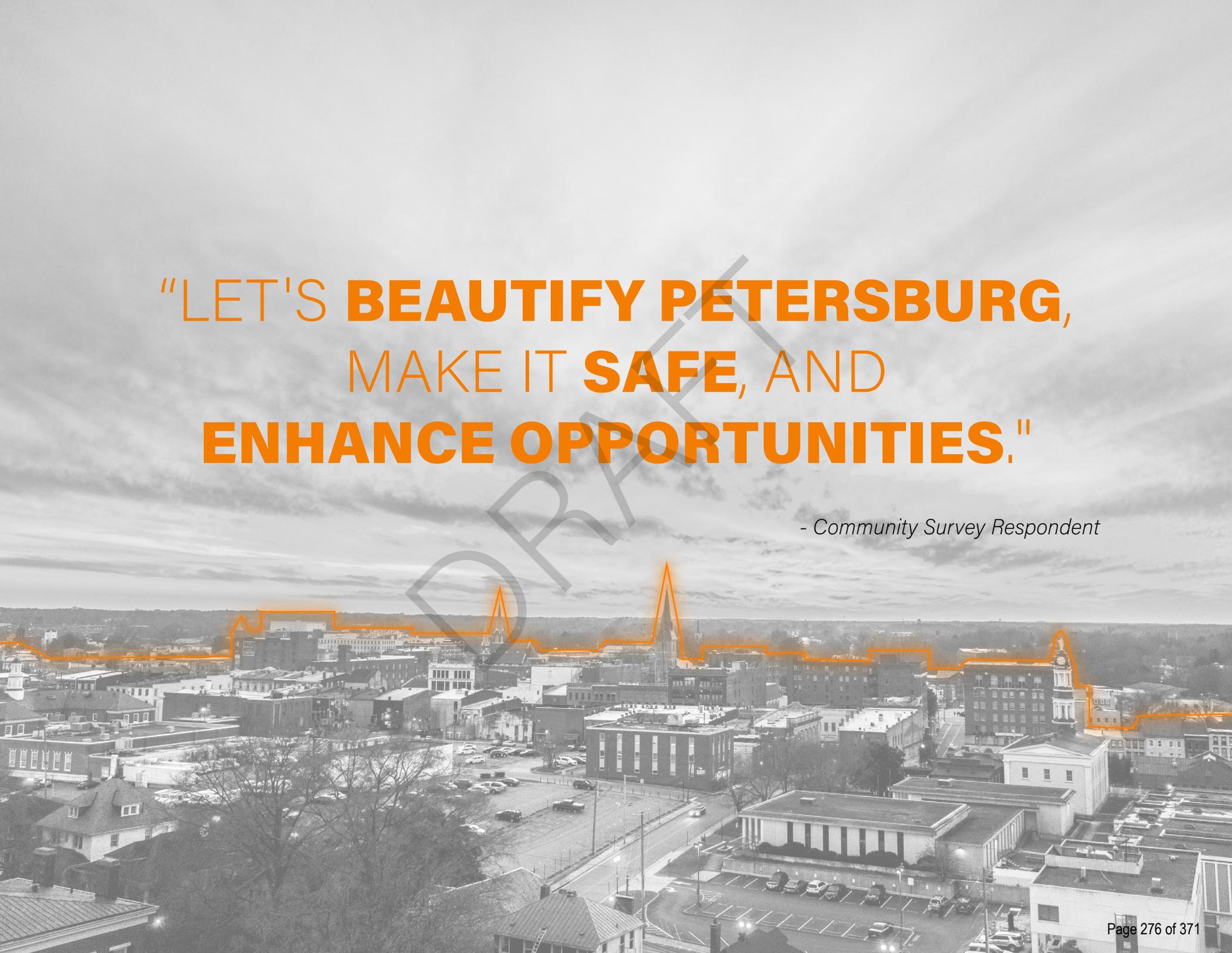
| Objectives   | Strategies  |
|--|---|
| <p>10.1 Commit to development that builds equity and resiliency through an intentional and multi-faceted approach.</p> | 10.1.1: Increase access to stable and well-paying employment opportunities by allowing a variety of job-producing uses along high-frequency Petersburg Area Transit (PAT) routes and along arterials. |
|  | 10.1.2: Prioritize capital improvements such as wayfinding, streetscaping, lighting, and pedestrian/bicycle infrastructure along designated Gateways and Corridors.                                   |
|  | 10.1.3: Amend the Zoning Ordinance to allow for a greater variety of residential types, including accessory dwellings and live/work units, in residential and mixed-use districts.                    |
|  | 10.1.4: Direct development away from conservation areas to protect and enhance Petersburg's natural, historic, and recreational resources.  |
|  | 10.1.5: Facilitate active and healthy lifestyles through integrating sidewalks, bike lanes, and green space into new development.   |
| <p>10.2 Support innovative development that complements and enhances Petersburg's historic character.</p>              | 10.2.1: Direct adaptive reuse or infill development on underdeveloped or vacant properties throughout the City when possible.   |
|  | 10.2.2: Implement the recommendations of the Downtown Master Plan to create a more attractive, vibrant, and interconnected Old Towne area.  |
|  | 10.2.3: Evaluate all land use applications and capital improvements against the applicable planning and development guidelines of the Future Land Use Map Area Designation.                           |
|  | 10.2.4: Amend the Zoning Ordinance to ensure compatible development in designated historic districts and throughout Historic Core Neighborhoods.  |
|  | 10.2.5: Amend the Zoning Ordinance to create an overlay district that more specifically regulates development along designated Gateways and Corridors.  |

| Objectives   | Strategies   |
|--|--|
| <p>10.3 Direct future growth and development to areas with adequate transportation and utility infrastructure.</p>   | <p>10.3.1: Prioritize new development in areas with adequate water and sewer capacity or that are planned for expansion. Require developers to provide utility connections where utilities are not available.</p>  |
|  | <p>10.3.2: Ensure water, sewer, stormwater, public safety, and transportation infrastructure is available to support the required level of service for all new development.</p>  |
|  | <p>10.3.3: Evaluate City fees, including impact and connection fees, to ensure they can adequately generate funding for future infrastructure improvements.</p>  |
|  | <p>10.3.4: Market the economic potential of interchanges along Interstates 85 and 95 and recommend approval of appropriate development opportunities, such as hospitality-oriented uses and mixed-use development, in those areas.</p>                             |
|  | <p>10.3.5: Complete a Build-Out Analysis in areas planned for future high-density residential growth to better inform capital improvements planning.</p>   |
|  | <p>10.3.6: In accordance with the Code of Virginia, evaluate the feasibility of offering financial incentives for development in the South Crater Urban Development Area.</p>  |
| <p>10.4 Work regularly and openly with neighboring jurisdictions and the Crater Planning District Commission to pursue collaborative and innovative solutions to regional land use challenges.</p> | <p>10.4.1: In review of development applications, ensure alignment with the considerations of the Fort Gregg-Adams Joint Land Use Study.</p>   |
|  | <p>10.4.2: Communicate with adjacent jurisdictions regarding development plans that have potential impacts on regional localities and public facilities. Work with them to coordinate plans and to identify and mitigate areas where conflicts may be present.</p> |
|  | <p>10.4.3: Participate actively in joint regional planning efforts and studies.</p>  |

DRAFT

11

# IMPLEMENTATION



"LET'S **BEAUTIFY PETERSBURG,**  
MAKE IT **SAFE,** AND  
**ENHANCE OPPORTUNITIES."**

- *Community Survey Respondent*

# 11

## WHAT IS AN IMPLEMENTATION PLAN?

PetersburgNEXT is a guide for growth and development. It is intended to be a dynamic document that will change and evolve over time to reflect the community's needs. The Implementation element prioritizes, and provides accountability for, each strategy identified in this Plan. It provides specific guidance for decision-making which will define our ongoing progress towards our vision for the future.

Accordingly, to ensure this Comprehensive Plan is properly implemented, Planning Commission and City Council should refer to this document and consider its vision and goals prior to making recommendations and decisions. Petersburg's success depends on

effective implementation of the Plan, along with consistent analysis of each land use application and budgetary decision to ensure compatibility with the Plan's long-range vision.



## PETERSBURGNEXT VISION STATEMENT

**Petersburg is a thriving, culturally diverse community where all residents enjoy safe and attractive neighborhoods, economic opportunity, quality education, and celebration of rich history.**

## IMPLEMENTATION TOOLS

There are a variety of tools that can and should be used to implement the long-range vision set forth in PetersburgNEXT. The following tools are important to ensure the successful implementation of this Plan.

### *Annual Budget*

The annual budget is arguably the most important tool for implementation of the strategies contained in this Plan. City Council and staff should use the recommendations of the Comprehensive Plan to guide preparation of the annual budget. Allocating funding equalizes priorities, and the budget should work in tandem with PetersburgNEXT to achieve a thriving, stable, and more resilient future.

Petersburg should assess the Plan's effectiveness on a regular basis by annually reviewing and monitoring implementation of the goals and action strategies outlined within this document. When appropriate and necessary, the Plan should be amended, with careful consideration given to whether amendments align with the Plan's overarching vision. Any modifications should be considered with long-term policy implications.

### *Capital Improvements Plan*

An extension of the annual budget, the Capital Improvements Plan (CIP) coordinates the location, timing, and financing of capital improvements over a multi-year period. Capital improvements are major, non-recurring physical expenditures such as land, buildings, public infrastructure, and equipment. The CIP includes a description of proposed capital improvement projects ranked by priority, a year-by-year schedule of expected project funding, and an estimate of project costs and financing sources. The CIP is a working document and should be reviewed and updated annually to reflect changing community needs, priorities, and funding opportunities. The long-range vision of PetersburgNEXT is achieved when funding and the priorities of the CIP, along with ordinance updates and annual budgeting, are all in alignment with the Plan.

Petersburg has adopted CIPs in the past but has not done so in recent years. However, it is imperative to reestablish an annual CIP process to ensure implementation of stated goals. An improved bond rating will allow the City to borrow funds to pay for priorities today, with financing of the future contained within the CIP.



## IMPLEMENTATION + CODE OF VIRGINIA

Code of Virginia Section 15.2-2232 states that **the Planning Commission “shall control the general or approximate location, character and extent of each feature shown on the plan.”** Therefore, the Planning Commission may continue holding public hearings to address the location, character, and extent of any public utility or facility not already shown in the Comprehensive Plan. Staff should work with the Planning Commission to **develop a CIP in alignment with the priorities of this plan** and present this recommendation to Council **for funding.**

### ***Land Use Regulations***

The Zoning and Subdivision Ordinances are the primary implementation tools for PetersburgNEXT. While PetersburgNEXT is a long-term policy guide, Petersburg's Zoning and Subdivision Ordinances are legal documents that regulate the location, form, and character of development throughout the City. Aligning the Ordinances with the goals and strategies of the Comprehensive Plan is therefore critical to its implementation.

Several strategies in this Plan direct revisions to the Zoning Ordinance along with other related considerations for the City's land use regulations. These revisions will work to physically manifest the goals and vision of this Plan over time.

### ***Land Use Actions***

PetersburgNEXT should serve as a strong guide for decisions on all rezoning and Special Use Permit applications. Land use applications should be closely reviewed for alignment with the Comprehensive Plan, including related strategies and the Future Land Use Map (FLUM), to ensure consistency. In special circumstances where unforeseen uses or changes in market conditions may warrant deviation from the adopted Plan, Planning Commission and City Council should review and consider amendments to the Plan to address this, ensuring the document remains

current, relevant, and responsive to the community's needs.

### ***Intergovernmental Cooperation***

Regional cooperation is vital to the success of Virginia localities. Challenges related to the natural environment, transportation, equity, housing, tourism, community facilities, economic and workforce development, and other elements discussed throughout PetersburgNEXT go beyond jurisdictional boundaries and are best solved through cooperation at the regional and state levels. As such, successful implementation of the strategies in this Plan will require continued coordination with neighboring localities, the Crater Planning District Commission (CPDC),

and numerous state agencies responsible for various facilities, services, and programs implemented across Virginia.

Active participation in regional boards and alliances is crucial, especially with regards to economic and workforce development. No locality is an island, and many modern problems – and their solutions – are regional in nature. Petersburg should strive to be a leader in identifying regional challenges and developing innovative and effective solutions. Doing so will ensure Petersburg's priorities do not get lost amongst those of neighboring localities and will bring awareness to the needs of the City which drive the region.



## BENCHMARKING

Benchmarking is a critical component of successful Plan implementation and is a process that ensures Petersburg is on track to achieve its objectives and strategies within the assigned timeframes. Benchmarking is beneficial in both setting standards for how work is accomplished and for providing accountability and transparency to the community. It should be completed annually in conjunction with the budgeting process, with an analysis of the progress towards each strategy submitted by department heads whose departments are responsible for carrying them out.

To determine benchmarks, progress towards each strategy must be measured, with full completion within the allotted timeframe serving as the benchmark itself. If the strategy is not completed within the specified timeframe, then analysis should occur to determine why: were resources insufficient, did other priorities arise, or were there issues that were not previously known when the planning process initially occurred? Benchmarking also helps to identify “gaps” when evaluating why a benchmark may not have been met, helping provide information that can improve the process, identify additional resources, or serve to rethink the strategy and amend to best fit current community needs and priorities.

The typical steps in the benchmarking process are as follows:

- 1. Determine Strategies:** This step is complete and comprises the Implementation Matrix found in this Chapter.
- 2. Assign Strategies:** Strategies are assigned to the appropriate department heads to be completed within the timeframe specified in the Plan. This step is partially complete, as a suggested list of responsible parties is included in the matrix.
- 3. Initiate Progress:** Immediately upon adoption of PetersburgNEXT, department heads and their staff should begin work on the strategies that have been assigned to them, as guided by the timeframes set for each strategy in the matrix.
- 4. Annual Update:** As part of the annual budgeting process, the City Manager’s office should request the matrix to be updated by Department Heads with progress towards accomplishing the strategies. The yearly benchmarking report should then be presented to City Council, with changes made to resources, responsibility, or timelines as needed.



*Petersburg National Battlefield  
Photo Credit: National Park Service*

## IMPLEMENTATION MATRIX

The implementation matrix provides specific tools to meet the goals of PetersburgNEXT and serves as our roadmap forward into a bright future. The matrix builds on the strategies in each Plan element by identifying tools, resources, responsible parties, and anticipated timeframes for completion. The implementation matrix should be reviewed annually as part of the City's budgeting process to set priorities as well as measure progress toward PetersburgNEXT's vision.

The key to the Plan's success will be a proactive approach to implementation by City staff, the Planning Commission, City Council, City departments and boards, residents, businesses, and community institutions and organizations.

The matrix includes the following information:

### *Implementation Category*

Categorizes each strategy into a general action type:

- Capital Projects
- Land Use Actions
- Ordinance Updates
- Partnerships
- Plans and Studies
- Programs and Services

### *Responsible Party*

Identifies the department or departments who are primarily responsible for overseeing the implementation of the strategy.

### *Stakeholders, Partners, and/or Resources*

This category identifies examples of community partners, state and federal agencies, and resources that will be necessary to support successful implementation. The identified stakeholders, partners, and resources are meant as a starting point for implementation; others can and should be identified over the timeframe of this Plan.

Some strategies also may reflect an internal policy or function, and therefore may not require external assistance.

### *Timeframe*

Each strategy is assigned an ideal timeframe for completion.

- **Short-Term:** Actions that should be completed within 0-2 years of the Plan's adoption, which is by July 2026
- **Mid-Term:** Actions that should be completed within 3-5 years of the Plan's adoption, which is by July 2029
- **Long-Term:** Actions that should be completed within 10+ years of the Plan's adoption, which is by July 2034 and beyond.
- **Ongoing:** Actions that should continue for the life of the Plan. Ongoing actions are likely to be reviewed and implemented annually as part of budgeting or capital improvements planning processes. Some ongoing actions may occur at greater frequencies, such as quarterly or weekly, while others may be occurring as part of routine operations.

### *Cost*

Identifies in general terms whether a strategy is likely to be low-cost, medium-cost, or high-cost to implement. Internal policies and land use reviews are examples of low-cost strategies; capital improvements and staffing expansions are examples of high-cost strategies. Further scoping and analysis will be required to determine specific expenses for implementing each strategy.

The following acronyms are used in the Implementation Matrix:

**ARB** City of Petersburg Architectural Review Board

**ARSWCD** Appomattox River Soil and Water Conservation District

**ARWA** Appomattox River Water Authority

**CCWA** Community College Workforce Alliance

**CDAAA** Crater District Area Agency on Aging

**CDBG** Community Development Block Grant Program

**CHD** Crater Health District

**CPDC** Crater Planning District Commission

**CRWDB** Capital Region Workforce Development Board

**CVHS** Central Virginia Health Services

**DBHS** Virginia Department of Behavioral Health and Developmental Services

**DEQ** Virginia Department of Environmental Quality

**DCR** Virginia Department of Conservation and Recreation

**DHCD** Virginia Department of Housing and Community Development

**DHR** Virginia Department of Historic Resources

**DMAS** Virginia Department of Medical Assistance Services

**DOD** U.S. Department of Defense

**DOJ** U.S. Department of Justice

**DOT** U.S. Department of Transportation

**DRPT** Virginia Department of Rail and Public Transportation

**EDA** City of Petersburg Economic Development Authority

**FEMA** Federal Emergency Management Agency

**FOLAR** Friends of the Lower Appomattox River

**HUD** U.S. Department of Housing and Urban Development

**JRA** James River Association

**LECAP** Line Extension Customer Assistance Program

**LISC** Local Initiatives Support Corporation

**MBL** Metropolitan Business League

**NFWF** National Fish and Wildlife Foundation

**NPS** National Park Service

**NRPA** National Recreation and Park Association

**OIPI** Virginia Office of Intermodal Planning and Investment

**PAAL** Petersburg Area Art League

**PAT** Petersburg Area Transit

**PCPS** Petersburg City Public Schools

**PHARVA** Partnership for Housing Affordability

**PHOPs** Petersburg Healthy Options Partnerships

**PRHA** Petersburg Redevelopment and Housing Authority

**SCDHC** Southside Community Development and Housing Corporation

**SCWA** South Central Wastewater Authority

**SOVA** Southern Virginia Regional Chamber

**TCAMPO** Tri-Cities Area Metropolitan Planning Organization

**USACE** U.S. Army Corps of Engineers

**VAMSA** Virginia Municipal Stormwater Association

**VATI** Virginia Telecommunication Initiative

**VCU** Virginia Commonwealth University

**VDEM** Virginia Department of Emergency Management

**VDH** Virginia Department of Health

**VDOE** Virginia Department of Education

**VDOT** Virginia Department of Transportation

**VDSS** Virginia Department of Social Services

**VEC** Virginia Employment Commission

**VEDP** Virginia Economic Development Partnership

**VGR** Virginia's Gateway Region

**VHA** Virginia Housing Alliance

**VIMS** Virginia Institute of Marine Science

**VLGMA** Virginia Local Government Management Association

**VMRC** Virginia Marine Resources Commission

**VPRA** Virginia Passenger Rail Authority

**VSCLT** Virginia Statewide Community Land Trust

**VSU** Virginia State University

**VATC** Virginia Tourism Corporation

**YMCA** Petersburg Family YMCA

## CATALYST STRATEGIES

The below strategies are considered "catalyst strategies". These strategies were identified to be catalysts as they will pave the way for other related progress, ultimately proving transformational for the City of Petersburg. *(Editor's Note: This list will be updated as necessary upon the conclusion of the final joint worksession between City Council and the Planning Commission.)*

**3.2.2** Develop a comprehensive Economic Development Strategic Plan to build on existing initiatives and direct future investment.

**3.4.4** Develop a strategic plan for the Poor Creek area to identify the highest and best use of land as it related to potential economic drivers and future employers.

**4.1.9** Develop a robust code enforcement strategy to allow the City to be more proactive in preventing properties from reaching Red Tag status.

**4.2.1** Amend the Zoning Ordinance to support "missing middle" housing. Create incentives within the Zoning Ordinance for these types of structures to promote their development.

**5.1.2** Ensure that the City's major anchor parks, such as Patton Park, Legends Park, and the Petersburg Sports Complex, have routine grounds and trail maintenance to provide a safe and inviting recreational atmosphere. Install or repair safety fencing, emergency lighting, street lighting, and security cameras in parking areas and along trails where needed for increased nighttime safety.

**6.1.3** Enhance interdepartmental communication across City government as well as between the various public boards and City Council.

**6.2.1** Develop a Capital Improvements Plan (CIP) as recommended by Code of Virginia Section 15.2-2239; review annually to monitor progress and update with emerging needs.

**7.1.6** Implement the findings of the City-wide salary study upon its completion to improve attraction and retention of additional first responders and law enforcement personnel.

**7.2.2** Through partnerships with Bon Secours Southside Medical Center, Central Virginia Health Services (CVHS), and others, develop a Community Paramedicine program to specifically address drug abuse and mental health crises.

**8.4.1** Formally participate in the Federal Emergency Management Agency's (FEMA) Community Rating System to implement flood protection policies beyond minimum requirements and earn community discounts on flood insurance premiums.

**8.5.1** Reduce the heat island effect by proactively installing new native trees throughout the city, with priority areas determined by heat island temperatures using heat mapping data from Virginia State University (VSU) and the Heat Watch project; consider pursuing Tree City USA designation to help implement this strategy.

**9.1.1** Include ongoing repairs of bridges and culverts as routine maintenance in addition to other roadway improvement projects. Prioritize repairs to bridges and culverts in poor condition to prevent further degradation and the need for weight limit reductions.

**9.1.2** Complete a repaving schedule for Public Works that establishes current road conditions and identifies priority locations for maintenance or upgrades, with an emphasis on preventative maintenance.

**10.1.3** Amend the Zoning Ordinance to allow for a greater variety of residential types, including accessory dwellings and live/work units, in residential and mixed-use districts.

**10.3.3** Evaluate City fees, including impact and connection fees, to ensure they can adequately generate funding for future infrastructure improvements.

## CHAPTER 3 | STRATEGIES FOR A HEALTHY + ROBUST ECONOMIC CLIMATE

| Strategy  | Implementation Type                 | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources   | Cost   |
|---|-------------------------------------|--|------------------------------|--|--------|
| <b>Objective 3.1 Expand Petersburg's existing clusters in Health Care and Manufacturing.</b>  |                                     |  |                              |  |        |
| 3.1.1: Identify and target associated businesses, such as suppliers, to support the pharmaceutical campus.  | Partnerships, Programs and Services | Communications, Marketing & Government Relations; Economic Development | 2026                         | EDA, GO Virginia, VEDP   | \$     |
| 3.1.2: Work with state economic development agencies, local economic development organizations, and local business partners to market Petersburg to Health Care businesses and manufacturers that would complement the existing businesses in these clusters. | Partnerships, Programs and Services | Communications, Marketing & Government Relations; Economic Development | Ongoing (Routine Operations) | Bon Secours, EDA, GO Virginia, VEDP  | \$     |
| 3.1.3: Hold a biannual "roundtable" meeting of regional Health Care and Pharmaceutical executives, institutions of higher education, and City Economic Development professionals to serve as a catalyst for ongoing collaboration and strategic investment.   | Partnerships, Programs and Services | Economic Development   | Ongoing (Biannually)         | Aetna, Anthem, Bon Secours, Brightpoint Community College, CCWA, CRWDB, LISC, MBL, Molina Healthcare, Optima Health, CPDC, Richard Bland College, United Healthcare, VCU, VEC, Virginia Premier, VSU | \$     |
| 3.1.4: Develop Collier Yard and continued expansion in the Petersburg Interstate Industrial Park for advanced manufacturing and energy production.  | Capital Projects, Partnerships      | Economic Development   | 2034                         | Capital Improvements Plan, CPDC, EDA, VEDP, VDOT   | \$\$\$ |

| Strategy   | Implementation Type                 | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources  | Cost |
|--|-------------------------------------|--|------------------------------|---|------|
| <b>Objective 3.2 Diversify Petersburg's economy.</b>   |                                     |  |                              |   |      |
| 3.2.1: Expand the existing clusters in the Manufacturing, Retail, and Accommodation sectors by identifying potential locations for new development and ensuring the proper entitlements and infrastructure are in place to support easy startup.   | Programs and Services               | Economic Development   | Ongoing (Routine Operations) | EDA, VEDP   | \$   |
| 3.2.2: Develop a comprehensive Economic Development Strategic Plan to build on existing initiatives and direct future investment.  | Plans and Studies                   | Economic Development   | 2026                         | EDA, MBL, SOVA, VEDP, VCU, VSU  | \$   |
| 3.2.3: Focus recruitment efforts on gaps identified in the Economic Development Strategic Plan by identifying and targeting prospective businesses to fill them.   | Partnerships, Plans and Studies     | Economic Development   | Ongoing (Routine Operations) | EDA, VEDP, VCU, VSU   | \$   |
| 3.2.4: Site new warehousing and distribution centers; promote new associated job opportunities to Petersburg residents through social media, the quarterly newsletter, and other local job boards.   | Land Use Actions                    | Economic Development; Communications, Marketing & Government Relations; Planning & Community Development | 2029                         | EDA, GO Virginia, VEDP  | \$\$ |
| 3.2.5: Direct community-oriented, environmentally sustainable, and well-designed development at the historic Petersburg Harbor.  | Land Use Actions, Partnerships      | Economic Development; Planning & Community Development   | 2034                         | DEQ, EDA, FOLAR, VEDP   | \$\$ |
| <b>Objective 3.3 Build entrepreneurship and workforce development programs to create new job pathways and build community wealth.</b>  |                                     |  |                              |   |      |
| 3.3.1: Hold quarterly meetings with educational partners to remain updated on vocational and technical training programs, especially for expanding industries such as hospitality, technology, and manufacturing. Collaborate on opportunities to expand existing programs or create new ones. | Partnerships, Programs and Services | Economic Development   | Ongoing (Quarterly)          | Activation Capital, Brightpoint Community College, CRWDB, PCPS, Richard Bland College, VEC, VSU | \$   |
| 3.3.2: Provide annual funding for the existing training options for residents in the Pharmaceutical and Health Care related sectors.   | Partnerships, Programs and Services | Economic Development   | Ongoing (Annually)           | Brightpoint Community College, CCWA, CRWDB, PCPS, Richard Bland College, VEC, VSU               | \$   |

| Strategy  | Implementation Type                 | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources   | Cost |
|---|-------------------------------------|--|------------------------------|--|------|
| 3.3.3: In partnership with local economic development organizations, offer two small business forums a year that provide educational opportunities on city processes, support opportunities, and new development in Petersburg. | Partnerships, Programs and Services | Economic Development   | Ongoing (Biannually)         | Brightpoint Community College, CRWDB, EDA, LISC, PCPS, Richard Bland College, SOVA,VEC, VGR,VCU, VSU | \$   |
| 3.3.4: Maintain a viable Revolving Loan Fund to assist in microlending to entrepreneurs.  | Partnerships, Programs and Services | Economic Development   | Ongoing (Routine Operations) | Activation Capital, CPDC, DHCD, EDA, LISC, Local Banks, MBL  | \$\$ |
| 3.3.5: Hold discussions with Brightpoint Community College about creating a local branch within City limits, and identify at least two potential locations.   | Partnerships                        | Economic Development   | 2026                         | Brightpoint Community College, Richard Bland College, VEC, VSU                                       | \$\$ |
| 3.3.6: Facilitate the development of a coworking space in Old Towne as a pilot program for entrepreneurs and remote workers.  | Programs and Services               | Economic Development   | 2029                         | DHCD, GO Virginia, Virginia Housing  | \$\$ |
| <b>Objective 3.4 Create additional opportunities for redevelopment of vacant commercial land and structures.</b>  |                                     |  |                              |  |      |
| 3.4.1: Use the land bank program for commercial and industrial property in Petersburg.  | Capital Projects, Programs          | Economic Development; Planning & Community Development               | Ongoing (Routine Operations) | EDA  | \$\$ |
| 3.4.2: Certify all Economic Development Authority (EDA) owned sites through the Virginia Economic Development Partnership (VEDP).   | Partnerships, Programs and Services | Economic Development   | 2026                         | EDA, VEDP  | \$   |
| 3.4.3: Direct franchise development in vacant commercial properties, using incentives as necessary.   | Programs and Services               | Economic Development   | Ongoing (Routine Operations) | DHCD, EDA, MBL, SOVA, VEDP   | \$\$ |
| 3.4.4: Develop a strategic plan for the Poor Creek area to identify the highest and best use of land as it related to potential economic drivers and future employers.  | Plans and Studies                   | Economic Development; Planning & Community Development; Public Works | 2029                         | Internal Function  | \$   |

| Strategy   | Implementation Type                 | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost   |
|--|-------------------------------------|--|------------------------------|--|--------|
| <b>Objective 3.5 Promote tourism and strengthen economic development marketing and branding efforts.</b>   |                                     |  |                              |  |        |
| 3.5.1: Direct the development of new lodging and dining options around Old Towne and near the Interstate 85 and 95 entrance corridors through incentives and Tourism Zone financing opportunities.   | Ordinance Updates, Land Use Actions | Economic Development   | Ongoing (Routine Operations) | MBL, PARTC, SOVA, VGR, VATC              | \$\$   |
| 3.5.2: Require short term rentals to pay lodging taxes to generate additional revenue.   | Ordinance Updates                   | Commissioner of the Revenue; Finance; Planning & Community Development               | 2029                         | Internal Function                        | \$     |
| 3.5.3: Update City websites and other real estate websites on a quarterly basis to include accurate information about available properties for economic development.   | Programs and Services               | Economic Development; Communications, Marketing & Government Relations               | Ongoing (Quarterly)          | PARTC, VDEP                              | \$     |
| 3.5.4: Update the City's social media and tourism website weekly to include information about upcoming events, things to do, and options for lodging, dining, and retail.  | Programs and Services               | Communications, Marketing & Government Relations                                     | Ongoing (Weekly)             | PARTC                                    | \$     |
| 3.5.5: Evaluate locations for additional Tourism Zones with different strategic goals to support widespread, tourism-focused uses.   | Capital Projects                    | Economic Development; Planning Commission  | 2026                         | VATC                                     | \$     |
| 3.5.6: In partnership with the Virginia Department of Transportation (VDOT), install branded wayfinding signage to Old Towne Petersburg, Petersburg National Battlefield, the Appomattox River Trail and waterfront, and historic sites from the American Civil Rights Movement. | Capital Projects                    | Planning & Community Development; Public Works                                       | 2029                         | DEQ, DHR, FOLAR, NPS, TCAMPO, VDOT       | \$\$   |
| 3.5.7: Create a visitor center in the old South Side Depot to serve as a centralized hub for tourism and information.  | Capital Projects                    | Economic Development; Communications, Marketing & Government Relations; Public Works | 2029                         | CPDC, DCR, DHCD, NPS, PARTC, TCAMPO      | \$\$\$ |
| <b>Objective 3.6 Streamline business licensing and permitting requirements.</b>  |                                     |  |                              |  |        |
| 3.6.1: Automate all permitting and licensing processes through an online platform, and create a one-stop webpage for permitting and licensing information.   | Programs and Services               | Commissioner of the Revenue; Information Technology; Treasurer                       | 2026                         | Internal Function                        | \$\$   |

## CHAPTER 4 | STRATEGIES FOR VIBRANT NEIGHBORHOODS + HOUSING FOR ALL

| Strategy  | Implementation Type                      | Responsible Department  | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost |
|---|--|---|------------------------------|--|------|
| <b>Objective 4.1 Systematically identify and eradicate residential blight across Petersburg.</b>  |  |   |                              |  |      |
| 4.1.1: Prioritize further study to create a stand-alone, comprehensive residential blight abatement strategy.   | Plans and Studies, Programs and Services | Neighborhood Services; Planning & Community Development                         | 2026                         | CPCD, DHCD, DHR                          | \$   |
| 4.1.2: Adopt a drug blight ordinance in accordance with the Code of Virginia as an additional mechanism to eliminate blight associated with confirmed criminal activity.                | Ordinance Updates                        | Neighborhood Services; Planning & Community Development                         | 2026                         | Code of Virginia                         | \$   |
| 4.1.3: Ensure that penalties for blight violations are clearly stated in the City's Ordinances and set to the maximum allowable by state code.  | Ordinance Updates                        | Neighborhood Services; Planning & Community Development                         | 2026                         | Code of Virginia                         | \$   |
| 4.1.4: Avoid demolition of properties in identified historic districts, pursuing rehabilitation, adaptive reuse, or creative reuse.   | Land Use Actions                         | Planning & Community Development  | Ongoing (Routine Operations) | ARB, DHR, Historic Petersburg Foundation | \$   |
| 4.1.5: Allow demolition as needed in non-historic districts, and assemble and market contiguous properties to develop small-scale subdivisions of single-family residences or duplexes. | Land Use Actions, Programs and Services  | Economic Development; Planning & Community Development                          | Ongoing (Routine Operations) | Internal Function                        | \$   |
| 4.1.6: Create an online code enforcement database to allocate City resources more efficiently, track progress, and guide Ordinance updates and capital improvements planning.           | Programs and Services                    | Information Technology; Neighborhood Services; Planning & Community Development | 2026                         | Internal Function                        | \$\$ |
| 4.1.7: Partner with the Virginia National Guard to eradicate blighted structures.   | Partnerships                             | Bureau of Police; Neighborhood Services   | Ongoing (Annually)           | Virginia National Guard                  | \$   |
| 4.1.8: Prioritize the expansion of the Department of Neighborhood Services, aiming to double the number of staff responsible for code enforcement within the next five years.           | Programs and Services                    | Neighborhood Services   | 2029                         | Annual Budget, Capital Improvements Plan | \$\$ |
| 4.1.9: Develop a robust code enforcement strategy to allow the City to be more proactive in preventing properties from reaching Red Tag status.   | Land Use Actions                         | Neighborhood Services; Planning & Community Development                         | 2026                         | Internal Function                        | \$   |

| Strategy  | Implementation Type                                   | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources   | Cost |
|---|---|--|------------------------------|--|------|
| <b>Objective 4.2 Facilitate the provision of a diverse, safe, attainable, and high-quality housing stock in all neighborhoods.</b>  |   |  |                              |  |      |
| 4.2.1: Amend the Zoning Ordinance to support “missing middle” housing. Create incentives within the Zoning Ordinance for these types of structures to promote their development.  | Ordinance Updates                                     | Planning & Community Development   | 2026                         | Code of Virginia   | \$   |
| 4.2.2: Amend the Zoning Ordinance to facilitate the provision of safe and attractive manufactured housing development in appropriate areas.   | Land Use Actions, Ordinance Updates                   | Planning & Community Development   | 2026                         | Code of Virginia   | \$   |
| 4.2.3: Provide financial support to the Petersburg Redevelopment and Housing Authority (PRHA) in their work to maintain housing developments, ensuring that they are attractive and safe communities.   | Partnerships  | Planning & Community Development   | Ongoing (Annually)           | Annual Budget, Cameron Foundation, CPCD, DHCD, PRHA  | \$\$ |
| 4.2.4: Recommend approval of mixed-income, market-rate, and workforce housing developments, especially when located in areas of opportunity.  | Partnerships, Programs and Services, Land Use Actions | Planning & Community Development   | Ongoing (Routine Operations) | Internal Policy  | \$   |
| 4.2.5: Amend the Zoning Ordinance to allow for adaptive reuse, creative reuse, and opportunities for new housing in non-traditional areas (e.g., former shopping centers, former churches and schools, etc.).   | Land Use Actions, Ordinance Updates                   | Planning & Community Development   | 2026                         | Internal Policy  | \$   |
| <b>Objective 4.3 Expand pathways to homeownership through partnerships, education, and eliminating regulatory barriers.</b>   |   |  |                              |  |      |
| 4.3.1: Prioritize annual Community Development Block Grant (CDBG) funding for job training, skills development, and economic development to better position residents for homeownership.  | Partnerships, Programs and Services                   | Economic Development Staff; Planning & Community Development                       | Ongoing (Annually)           | DHCD, HUD, VEC   | \$\$ |
| 4.3.2: Develop a formal Fair Housing Q&A flyer for frontline City staff to ensure a consistent and high-quality process of referring residents to HOME and Legal Aid. Include this in a Fair Housing clearinghouse on a highly visible section of the City’s website. | Programs and Services                                 | Planning & Community Development; Communications, Marketing & Government Relations | 2026                         | CDAAA, Habitat for Humanity, project:HOMES, Pathways, PHARVA, PRHA, SCDHC, United Way, Cameron Foundation, VHA | \$   |

| Strategy  | Implementation Type                                   | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources   | Cost |
|---|---|--|------------------------------|--|------|
| 4.3.3: Establish defined boundaries for two rental inspection districts.  | Ordinance Updates, Programs and Services              | Neighborhood Services; Planning & Community Development              | 2026                         | Code of Virginia   | \$   |
| 4.3.4: Evaluate the feasibility of creating a Housing department to streamline the provision of housing services such as education, assistance, and benefits to the community.  | Programs and Services                                 | City Manager's Office  | 2029                         | Internal Function  | \$   |
| 4.3.5: Create and promote a Community Land Trust program in collaboration with local non-profits and lenders.   | Partnerships, Programs and Services                   | Planning & Community Development                                     | 2034                         | VHA, PHARVA, Cameron Foundation, Habitat for Humanity, project:HOMES, Pathways, SCDHC, VSCLT       | \$   |
| <b>Objective 4.4 Support neighborhood vitality through community partnerships, regulatory action, and strategic investments.</b>  |   |  |                              |  |      |
| 4.4.1: Update small area plans for Pocahontas Island, Halifax Triangle, and University Boulevard to further detail broad-based, inclusive visioning and planning for revitalization in these neighborhoods.             | Plans and Studies                                     | Planning & Community Development                                     | 2029                         | CPDC   | \$   |
| 4.4.2: Collaborate with community groups and partner organizations in tactical urbanism efforts to beautify neighborhoods in the short-term. Evaluate the creation of a Private Property Mural Program as a first step. | Land Use Actions, Partnerships, Programs and Services | Planning & Community Development; Public Works                       | 2026                         | Better Housing Coalition, PHOPs, VDOT  | \$   |
| 4.4.3: Apply for grant funding related to infrastructure improvements as a means of supporting quality neighborhoods and economic development.  | Capital Projects, Programs and Services               | Economic Development; Planning & Community Development; Public Works | Ongoing (Routine Operations) | Better Housing Coalition, Cameron Foundation, DHCD, HUD, Pathways, project:HOMES, Virginia Housing | \$\$ |
| 4.4.4: Designate up to two housing rehabilitation zones, in accordance with the Code of Virginia.   | Land Use Actions, Ordinance Updates                   | Neighborhood Services; Planning & Community Development              | 2026                         | Code of Virginia, DHCD   | \$   |

| Strategy   | Implementation Type                                   | Responsible Department                                  | Timeframe                    | Stakeholders, Partners, and/or Resources  | Cost |
|--|---|---|------------------------------|---|------|
| 4.4.5: Establish a Dollar Lot Program through collaboration with regional partner organizations.   | Capital Projects, Partnerships, Programs and Services | Neighborhood Services; Planning & Community Development | 2034                         | Cameron Foundation, Pathways, DHCD, Habitat for Humanity, HUD, project:HOMES, SCDHC, United Way, Virginia Housing | \$\$ |
| <b>Objective 4.5 Be mindful of community character when evaluating new residential development to ensure that investment is complementary to existing character and history and does not displace long-term residents.</b> |   |   |                              |   |      |
| 4.5.1: Direct mixed-income residential development in appropriate areas throughout the City, as guided by the Future Land Use Framework and Map.   | Land Use Actions                                      | Planning & Community Development                        | Ongoing (Routine Operations) | Internal Policy   | -    |
| 4.5.2: Ensure that adaptive reuse and infill development in designated historic districts and Old Towne is complementary to the scale and architectural character of the surrounding area.                                 | Land Use Actions, Ordinance Updates                   | Planning & Community Development                        | Ongoing (Routine Operations) | DHR, Historic Petersburg Foundation   | \$   |
| <b>Objective 5.1 Provide parks and recreational spaces that are safe and accessible to all.</b>  |   |   |                              |   |      |
| 5.1.1: Annually assess the current conditions of park facilities to identify and prioritize safety improvements, ADA accessibility, and repair/replacement of broken or aging equipment.                                   | Capital Projects, Plans and Studies                   | Public Works; Recreation, Special Events & Volunteerism | Ongoing (Annually)           | Capital Improvements Plan, CPDC, FOLAR  | \$\$ |

## CHAPTER 5 | STRATEGIES FOR GROWING + PROMOTING OUR QUALITY OF LIFE

| Strategy  | Implementation Type                     | Responsible Department  | Timeframe                    | Stakeholders, Partners, and/or Resources  | Cost   |
|---|---|---|------------------------------|---|--------|
| 5.1.2: Ensure that the City's major anchor parks, such as Patton Park, Legends Park, and the Petersburg Sports Complex, have routine grounds and trail maintenance to provide a safe and inviting recreational atmosphere. Install or repair safety fencing, emergency lighting, street lighting, and security cameras in parking areas and along trails where needed for increased nighttime safety. | Capital Projects, Programs and Services | Public Works; Recreation, Special Events & Volunteerism       | 2029                         | Annual Budget, Capital Improvements Plan, DCR, NRPA, FOLAR  | \$\$   |
| 5.1.3: Coordinate with local non-profit organizations and volunteer groups to assist with grounds maintenance and cleanup programs, particularly in neighborhood parks.   | Partnerships                            | Recreation, Special Events & Volunteerism                     | Ongoing (Routine Operations) | CDAAA, Petersburg Boys & Girls Club, Petersburg Wellness Consortium, PHOPS, Progressive Outreach, YMCA, FOLAR | \$     |
| 5.1.4: Apply for grants and other creative funding sources to install new playground equipment in parks that currently lack facilities.   | Capital Projects                        | Recreation, Special Events & Volunteerism                     | Ongoing (Routine Operations) | KABOOM!, NRPA   | \$     |
| 5.1.5: Renovate A.P. Hill Community Center, Harding Street Community Center, and Peabody Middle School for use as community centers.  | Capital Projects                        | Public Works Staff; Recreation, Special Events & Volunteerism | 2034                         | Capital Improvements Plan   | \$\$\$ |
| 5.1.6: Utilize available resources from the National Recreation and Park Association (NRPA) to evaluate and enhance existing park assets, safety considerations, and public wellness opportunities.   | Partnerships, Programs and Services     | Recreation, Special Events & Volunteerism                     | Ongoing (Routine Operations) | NRPA  | \$     |

| Strategy  | Implementation Type                     | Responsible Department  | Timeframe | Stakeholders, Partners, and/or Resources                                 | Cost   |
|---|---|---|-----------|--|--------|
| 5.1.7: Integrate community hubs with community centers and design them to advance wellness across the seven interconnected dimensions of well-being.  | Programs and Services                   | Recreation, Special Events & Volunteerism   | 2034      | CDAAA, Capital Improvements Plan, Cameron Foundation, FOLAR, PHOPs, NRPA | \$\$\$ |
| 5.1.8: Develop new parks throughout Petersburg so 70% of all residents are within a 10-minute walk of a park.   | Capital Projects, Plans and Studies     | Recreation, Special Events & Volunteerism   | 2034      | Capital Improvements Plan, Cameron Foundation, FOLAR, PHOPs, NRPA        | \$\$\$ |
| <b>Objective 5.2 Capitalize on existing assets to increase revenue streams and invest in staffing resources.</b>  |   |   |           |  |        |
| 5.2.1: Identify underutilized City-owned properties for reinvestment as multifunctional facility spaces for rentals and events.   | Capital Projects, Programs and Services | Planning and Community Development  | 2034      | Internal Function  | \$     |
| 5.2.2: Invest in dedicated staff resources to provide quality recreational programming more efficiently.  | Programs and Services                   | Recreation, Special Events & Volunteerism   | 2029      | Annual Budget  | \$\$   |
| 5.2.3: Identify and evaluate opportunities for increased sponsorship opportunities at major events and parks.   | Partnerships, Programs and Services     | Recreation, Special Events & Volunteerism   | 2029      | Internal Function  | \$     |
| 5.2.4: Leverage creative marketing and branding to generate interest in recreational programming, assets, and events and drive participation rates.   | Programs and Services                   | Communications, Marketing & Government Relations; Recreation, Special Events & Volunteerism | 2026      | VATC, PARTC  | \$     |
| <b>Objective 5.3 Create a parks and recreation master plan to best utilize existing parks and recreational assets for the community and generate revenue for facility and program improvements.</b> |   |   |           |  |        |
| 5.3.1: Incorporate facility space needs assessments and fiscal analyses to balance improvement costs with new revenue streams.  | Capital Projects, Programs and Services | Public Works; Recreation, Special Events & Volunteerism                                     | 2034      | Internal Function  | \$     |

| Strategy   | Implementation Type                                   | Responsible Department  | Timeframe                    | Stakeholders, Partners, and/or Resources  | Cost |
|--|---|---|------------------------------|---|------|
| 5.3.2: Coordinate new investment with regional plans for the Appomattox River Trail, Fall Line Trail, Petersburg National Battlefield, and other regional amenities to ensure cohesive visioning and efficient use of resources. | Capital Projects, Partnerships, Programs and Services | Recreation, Special Events & Volunteerism   | Ongoing (Routine Operations) | CPDC, DHR, NPS, FOLAR, TCAMPO, VDOT   | \$   |
| 5.3.3: Establish landscape design standards and maintenance plans for sites within City-maintained right of way to formally create additional opportunities for neighborhood park access.  | Capital Projects, Ordinance Updates                   | Planning & Community Development; Public Works; Recreation, Special Events, & Volunteerism                | 2026                         | Internal Function   | \$   |
| <b>Objective 5.4 Continue to develop and enhance recreational opportunities along the Appomattox River.</b>  |   |   |                              |   |      |
| 5.4.1: In collaboration with regional stakeholders, invest in park upgrades and facilities at Patton Park, Rotary Park at Pocahontas Island, and Appomattox Riverside/Ferndale Park.   | Capital Projects, Partnerships                        | Recreation, Special Events, & Volunteerism  | 2029                         | Annual Budget, Capital Improvements Plan, Cameron Foundation, FOLAR, Rotary Club, VDOT, DCR | \$\$ |
| 5.4.2: Identify opportunities to create additional riverfront park space with piers and docks for water access.  | Capital Projects, Plans and Studies                   | Recreation, Special Events, & Volunteerism  | 2034                         | DCR, DEQ, FOLAR   | \$\$ |
| 5.4.3: As river access increases, install additional wayfinding and safety signage along the riverbank for both land navigation and water access.  | Capital Projects                                      | Public Works; Recreation, Special Events, & Volunteerism  | 2034                         | Annual Budget, Capital Improvements Plan, CPDC, FOLAR, TCAMPO, VDOT                         | \$\$ |
| 5.4.4: Require that all recreational enhancements along the Appomattox River waterfront incorporate shoreline and water quality protection measures in accordance with the latest state guidelines and regulations.              | Ordinance Updates                                     | Planning & Community Development; Public Works  | 2029                         | DCR, DEQ, USACE   | \$   |
| <b>Objective 5.5 Support a strong local arts and culture economy.</b>  |   |   |                              |   |      |
| 5.5.1: Develop a public art master plan and/or incorporate public art considerations into related City strategic and master plans to help revitalize, define, and enhance the character of Petersburg and its neighborhoods.     | Plans and Studies                                     | Communications, Marketing & Government Relations; Public Works; Recreation, Special Events & Volunteerism | 2034                         | CultureWorks, PAAL  | \$   |

| Strategy  | Implementation Type                 | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources        | Cost |
|---|-------------------------------------|--|------------------------------|---|------|
| 5.5.2: Actively market Arts and Culture District incentives to entrepreneurs and arts organizations; evaluate the feasibility of new incentives to direct investment in vacant, underutilized spaces.   | Partnerships, Programs and Services | Economic Development   | 2026                         | EDA, VEDP                                       | \$\$ |
| 5.5.3: In collaboration with local stakeholders, organize festivals and events to increase tourism and establish Petersburg as a regional event center.   | Partnerships, Programs and Services | Economic Development   | Ongoing (Routine Operations) | PAAL, PARTC, VATC                               | \$\$ |
| 5.5.4: Identify and pursue creative marketing strategies to promote arts and cultural opportunities in Petersburg.  | Programs and Services               | Economic Development; Communications, Marketing & Government Relations | 2026                         | CultureWorks, PAAL, PARTC                       | \$   |
| <b>Objective 5.6 Leverage historic preservation as a means of enhancing quality of life for Petersburg's residents.</b>   |                                     |  |                              |   |      |
| 5.6.1: In collaboration with local partners and the Virginia Department of Historic Resources (DHR), identify creative ways to further educate the community on Petersburg's diverse history.   | Partnerships                        | Planning & Community Development                                       | Ongoing (Routine Operations) | DHR, Historic Petersburg Foundation, NPS, FOLAR | \$   |
| 5.6.2: Build inclusive preservation efforts by identifying and preserving sites/districts associated with historically Black and disinvested neighborhoods.   | Partnerships, Programs and Services | Planning & Community Development                                       | 2034                         | DHR, Historic Petersburg Foundation, NPS        | \$   |
| 5.6.3: Direct the rehabilitation and adaptive reuse of historic Old Towne properties as a means of increasing downtown population and economic vibrancy.  | Land Use Actions, Ordinance Updates | Planning & Community Development                                       | Ongoing (Routine Operations) | DHR, Historic Petersburg Foundation, NPS        | \$   |
| 5.6.4: Utilize key design elements from the City's historic districts to inform new development, especially along major commercial corridors and within transition areas between historic districts and non-historic peripheral areas.                      | Land Use Actions, Plans and Studies | Planning & Community Development                                       | Ongoing (Routine Operations) | DHR   | \$\$ |
| 5.6.5: Provide support, including technical assistance and documentation, for owners of newly eligible properties for potential inclusion on the Virginia Landmarks Register and National Register of Historic Places. Collaborate with partners as needed. | Partnerships, Programs and Services | Planning & Community Development                                       | Ongoing (Routine Operations) | DHR, Historic Petersburg Foundation, NPS        | \$   |

| Strategy  | Implementation Type                                   | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources  | Cost |
|---|---|--|------------------------------|---|------|
| 5.6.6: Leverage historic preservation and heritage tourism as key elements for a strong and resilient local economy.  | Programs and Services                                 | Communications, Marketing & Government Relations; Economic Development; Planning & Community Development | Ongoing (Routine Operations) | FOLAR, Historic Petersburg Foundation, NPS, PARTC                               | \$   |
| 5.6.7: Maintain Certified Local Government status and enforce local historic preservation ordinances as tools in promoting community-wide preservation.   | Land Use Actions, Programs and Services               | Planning & Community Development   | Ongoing (Routine Operations) | DHR   | \$\$ |
| 5.6.8: Provide support, including funding as needed, to ensure the continued operations of Petersburg's museums, such as Blandford Church, Siege Museum, and Center Hill Museum, as tourism drivers and sources of City history and identity.   | Capital Projects, Partnerships, Programs and Services | Economic Development; Recreation, Special Events & Volunteerism  | Ongoing (Annually)           | Annual Budget, Battersea Foundation, Historic Petersburg Foundation, NPS, PARTC | \$\$ |
| 5.6.9: In partnership with Crater Planning District Commission (CPDC) and other regional partners, develop a comprehensive Geographic Information System (GIS) database and map for historic resources and green space in Petersburg, including but not limited to earthworks, markers, parks, and monuments. | Partnerships, Programs and Services                   | Planning & Community Development; Public Works   | 2026                         | CPDC, DHR, FOLAR, NPS   | \$   |
| 5.6.10: Collaborate with private individuals, businesses, and non-profit groups to identify, preserve, and maintain Petersburg's historic and archaeological resources and to identify historic landmarks for visitors.   | Partnerships, Programs and Services                   | Planning & Community Development   | Ongoing (Routine Operations) | Battersea Foundation, DHR, Historic Petersburg Foundation, NPS                  | \$   |

## CHAPTER 6 | STRATEGIES FOR STRENGTHENING INFRASTRUCTURE + SERVICES

| Strategy   | Implementation Type                 | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost   |
|--|-------------------------------------|--|------------------------------|--|--------|
| <b>Objective 6.1: Demonstrate commitment to transparency, efficiency, and accountability in governance.</b>  |                                     |  |                              |  |        |
| 6.1.1: Expand and improve external government communications through maintaining a robust social media presence and revamping the City website to maintain regular updates on important announcements. | Programs and Services               | Communications, Marketing & Government Relations   | Ongoing (Routine Operations) | Internal Function                        | \$     |
| 6.1.2: Create a phone-based civic alert system or a reverse 911 notification system to provide important updates and emergency alerts to residents without internet access.                            | Programs and Services               | Emergency Communications; Communications, Marketing & Government Relations; Information Technology | 2029                         | Internal Function                        | \$\$   |
| 6.1.3: Enhance interdepartmental communication across City government as well as between the various public boards and City Council.   | Programs and Services               | City Manager's Office  | 2026                         | VLGMA                                    | \$     |
| 6.1.4: Explore the feasibility of creating a centralized government complex.   | Capital Projects, Plans and Studies | City Manager's Office  | 2034                         | Internal Function                        | \$\$\$ |
| 6.1.5: Seek community input on service needs and priorities to ensure equitable investment in infrastructure and facilities.   | Plans and Studies                   | Communications, Marketing & Government Relations; Planning & Community Development; Public Works   | Ongoing (Annually)           | Internal Function                        | \$     |
| <b>Objective 6.2 Offer City facilities that are efficient, effective, and meet the needs of residents and businesses.</b>  |                                     |  |                              |  |        |
| 6.2.1: Develop a Capital Improvements Plan (CIP) as recommended by Code of Virginia Section 15.2-2239; review annually to monitor progress and update with emerging needs.                             | Capital Projects, Plans and Studies | All Departments  | 2026                         | Code of Virginia, Annual Budget          | \$     |
| 6.2.2: Perform a Space Needs Assessment to determine and prioritize the needs of City departments and facilities.  | Capital Projects, Plans and Studies | City Manager's Office; Public Works  | 2029                         | Internal Function                        | \$\$   |
| 6.2.3: Inventory and assess unused City-owned land and parcels to determine optimal uses for City services and/or redevelopment opportunities.   | Plans and Studies                   | City Manager's Office; Public Works  | Ongoing (Routine Operations) | Internal Function                        | \$\$   |

| Strategy   | Implementation Type                     | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources                        | Cost   |
|--|---|--|------------------------------|---|--------|
| <b>Objective 6.3 Maintain functional water, sewer, and stormwater infrastructure to support residential and business development.</b>  |   |  |                              |   |        |
| 6.3.1: Develop comprehensive water, sewer, and stormwater improvement strategic plans to determine the highest priority needs for investment.  | Capital Projects, Plans and Studies     | City Manager; Public Works   | 2029                         | ARWA, DEQ, JRA, SCWA  | \$\$   |
| 6.3.2: In partnership with Crater Planning District Commission (CPDC), develop a comprehensive Geographic Information System (GIS) database and map for water, sewer, and stormwater systems.                                      | Partnerships, Programs and Services     | Public Works; Planning & Community Development                       | 2026                         | CPDC, JRA   | \$\$   |
| 6.3.3: Upgrade stormwater infrastructure in dense residential neighborhoods with histories of spot flooding and ponding issues.  | Capital Projects                        | Public Works   | Ongoing (Routine Operations) | Annual Budget, Capital Improvements Plan, DEQ, FEMA, JRA, VAMSA | \$\$\$ |
| 6.3.4: Assess utility needs in areas targeted for future commercial and industrial development, such as industrial parks.  | Plans and Studies                       | Economic Development; Planning & Community Development; Public Works | 2029                         | Dominion Energy   | \$\$   |
| 6.3.5: Apply for state and federal grant programs to help address vital water, sewer, and stormwater improvements.   | Partnerships, Programs and Services     | Public Works   | Ongoing (Routine Operations) | DEQ, FEMA, JRA, VAMSA   | \$     |
| <b>Objective 6.4 Expand educational opportunities for residents through support of modern technology, Petersburg City Public School facilities, and community spaces.</b>  |   |  |                              |   |        |
| 6.4.1: Provide financial support to the Petersburg Public Library to maintain and grow the space as a valued center of community and learning.   | Capital Projects, Programs and Services | Petersburg Public Library  | Ongoing (Annually)           | Annual Budget   | \$\$   |
| 6.4.2: Pursue grant funding to support upgrades to existing broadband and cell service and expansion of broadband in unserved areas to ensure universal access.  | Partnerships, Programs and Services     | City Manager's Office; Economic Development; Public Works            | Ongoing (Routine Operations) | Commonwealth Connect, DHCD, LECAP, VATI                         | \$     |
| 6.4.3: Provide financial support to Petersburg City Public Schools (PCPS) as they work to maintain accreditation for all schools, and complete capital improvements which assist in developing high-quality learning environments. | Capital Projects                        | City Manager's Office; PCPS  | Ongoing (Annually)           | Annual Budget, VDOE, Urban League                               | \$\$\$ |

| Strategy  | Implementation Type                 | Responsible Department  | Timeframe                    | Stakeholders, Partners, and/or Resources                             | Cost |
|---|-------------------------------------|---|------------------------------|--|------|
| 6.4.4: Permit the use of Petersburg City Public Schools (PCPS) facilities after-hours to provide safe, neighborhood-oriented space for education, recreation, and socialization.  | Partnerships, Programs and Services | PCPS; Recreation, Special Events & Volunteerism Staff   | 2026                         | Boys & Girls Clubs, CIS, YMCA, Rotary Club, Urban League             | \$   |
| 6.4.5: Monitor Petersburg City Public Schools (PCPS) student enrollment as a means of determining the short-term and long-term needs of school facilities.  | Plans and Studies                   | Public Works; PCPS  | Ongoing (Annually)           | VDOE   | \$   |
| <b>Objective 6.5 Recognize the relationship between high-quality community facilities and infrastructure and overall health, wellness, and quality of life.</b>   |                                     |   |                              |  |      |
| 6.5.1: Improve collaboration between the Department of Social Services (DSS) and regional organizations to alleviate caseload and provide more specialized assistance for residents.  | Partnerships                        | Community Corrections; Social Services  | 2026                         | Aetna, Anthem, Bon Secours, CDAAA, CVHS, DMAS, VDSS                  | \$\$ |
| 6.5.2: Create a comprehensive informational clearinghouse available both online and as a paper copy that provides a comprehensive list of available health and human services resources in the Tri-Cities region; review and update annually. | Programs and Services               | Communications, Marketing & Government Relations; Social Services   | Ongoing (Annually)           | Internal Function  | \$   |
| 6.5.3: Advertise, and encourage community involvement in, the Adopt-a-Spot, Adopt-a-Street, and Don't Trash Petersburg programs.  | Partnerships, Programs and Services | Communications, Marketing & Government Relations; Public Works; Recreation, Special Events & Volunteerism | Ongoing (Routine Operations) | Internal Function  | \$   |
| 6.5.4: In partnership with regional stakeholders, initiate educational campaigns and marketing efforts to reduce solid waste flow and encourage household recycling and sustainability.   | Programs and Services               | Communications, Marketing & Government Relations; Public Works  | 2029                         | DEQ  | \$   |
| 6.5.5: Allocate funding for the placement of additional waste receptacles around Old Towne.   | Capital Projects                    | Public Works  | 2026                         | Annual Budget, Capital Improvements Plan, DHCD, Virginia Main Street | \$\$ |

| Strategy  | Implementation Type                     | Responsible Department                                  | Timeframe                    | Stakeholders, Partners, and/or Resources   | Cost |
|---|---|---|------------------------------|--|------|
| 6.5.6: Promote urban gardens and small-scale agriculture by allowing unused City-owned property to be used for community gardens.   | Land Use Actions, Programs and Services | Public Works  | 2026                         | Boy/Girl Scouts of America, Cameron Foundation, Civic Clubs, PHOPs, Local Religious Institutions                       | \$   |
| 6.5.7: In partnership with regional stakeholders, identify potential locations throughout Petersburg that could support new pop-up Farmers' Markets.  | Partnerships                            | Public Works; Recreation, Special Events & Volunteerism | 2026                         | Main Street Petersburg, PHOPs, River Street Market   | \$   |
| 6.5.8: Recommend approval of rezoning and development proposals for primary, urgent, and emergency medical care land uses in and around the Old Towne, South Crater Road, and Blandford areas.  | Land Use Actions                        | Planning & Community Development                        | Ongoing (Routine Operations) | Internal Policy  | \$   |
| 6.5.9: Strengthen existing partnerships with Virginia Department of Health (VDH), Central Virginia Health Services (CVHS), and other regional organizations to identify community health needs and provide equitable and reliable medical care. | Partnerships                            | Social Services   | Ongoing (Routine Operations) | Aetna, Anthem, Bon Secours, Cameron Foundation, CDAAA, CPCD, CVHS, Molina, Optima, PCPS, PHOPS, United Healthcare, VDH | \$   |
| 6.5.10: Evaluate the potential for additional mobile markets during the summer months in partnership with PCPS, local non-profits, and regional organizations.  | Partnerships                            | PCPS; Recreation, Special Events & Volunteerism         | 2026                         | CVHS, Main Street Petersburg, PCPS, River Street Market  | \$   |

## CHAPTER 7 | STRATEGIES FOR A SAFE PETERSBURG

| Strategy   | Implementation Type                          | Responsible Department  | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost   |
|--|--|---|------------------------------|--|--------|
| <b>Objective 7.1 Identify and meet the personnel, equipment, and facility needs of the City's public safety departments.</b>   |  |   |                              |  |        |
| 71.1: Map crime data through Geographic Information Systems (GIS) and make available to the public, both to increase transparency and to oversee data-driven, location-based solutions for future crime prevention.                            | Plans and Studies, Programs and Partnerships | Bureau of Police; Sheriff's Office  | Ongoing (Routine Operations) | CPDC                                     | \$     |
| 71.2: Annually monitor personnel and equipment needs of the City's public safety departments to ensure that an optimum level of public safety and protection is maintained for Petersburg's residents, homes, properties, and businesses.      | Plans and Studies                            | City Manager's Office; Community Corrections; Bureau of Police; Emergency Communications; Fire-Rescue; Sheriff's Office | Ongoing (Annually)           | Annual Budget, Capital Improvements Plan | \$\$   |
| 71.3: Provide regular and visible patrols throughout Petersburg through joint efforts with Virginia State Police.  | Partnerships                                 | Bureau of Police  | Ongoing (Routine Operations) | Virginia State Police                    | \$\$   |
| 71.4: Implement the recommendations of the Department of Fire, Rescue, and Emergency Services Strategic Plan upon its completion. Review and update the Strategic Plan every five years to monitor progress and update target goals as needed. | Plans and Studies                            | Fire-Rescue   | Ongoing (5-Year Cycle)       | Annual Budget, Capital Improvements Plan | \$\$\$ |
| 71.5: Complete a Strategic Plan for the Bureau of Police. Review and update the Strategic Plan every five years to monitor progress and update target goals as needed.   | Plans and Studies                            | Bureau of Police  | 2029                         | Annual Budget, Capital Improvements Plan | \$\$\$ |
| 71.6: Implement the findings of the City-wide salary study upon its completion to improve attraction and retention of additional first responders and law enforcement personnel.   | Plans and Studies                            | City Manager's Office; Human Resources  | 2026                         | Internal Function                        | \$\$\$ |
| 71.7: Develop an intensive recruiting and retention program for the Bureau of Police that focuses on equity and recruiting underrepresented demographics.  | Programs and Services                        | Bureau of Police; Human Resources   | 2029                         | Internal Function                        | \$\$\$ |

| Strategy  | Implementation Type                 | Responsible Department  | Timeframe                    | Stakeholders, Partners, and/or Resources  | Cost   |
|---|-------------------------------------|---|------------------------------|---|--------|
| <b>Objective 7.2 Facilitate the provision of rapid, effective, and equitable service delivery.</b>  |                                     |   |                              |   |        |
| 7.2.1: Develop an opioid abatement strategy as a critical first step in helping combat high drug overdose rates.  | Plans and Studies                   | Bureau of Police; Community Corrections; Fire-Rescue; Social Services                   | 2026                         | Opioid Abatement Authority  | \$     |
| 7.2.2: Through partnerships with Bon Secours Southside Medical Center, Central Virginia Health Services (CVHS), and others, develop a Community Paramedicine program to specifically address drug abuse and mental health crises.               | Partnerships, Programs and Services | Bureau of Police; Community Corrections; Fire-Rescue; Social Services; Sheriff's Office | 2029                         | Bon Secours, CVHS, DOJ, VDH, VSU  | \$\$   |
| 7.2.3: Maintain the Petersburg Bureau of Police's accreditation status.   | Programs and Services               | Bureau of Police  | Ongoing (Annually)           | Virginia Law Enforcement Professional Standards Commission  | \$     |
| 7.2.4: Bring all areas of Petersburg within a four-minute response time for Fire-Rescue responses through construction of an additional facility in the southeast area of the City.   | Capital Projects                    | Fire-Rescue   | 2034                         | Annual Budget, Capital Improvements Plan  | \$\$\$ |
| 7.2.5: Conduct regular training exercises, including scenario training, for law enforcement and first responders to ensure Petersburg is prepared for increased frequencies of climate disasters that could significantly impact the community. | Programs and Services               | Bureau of Police; Fire-Rescue   | Ongoing (Routine Operations) | FEMA, VDEM  | \$\$   |
| 7.2.6: Include mental health and social assistance professionals in post-disaster recovery and collaboration efforts.   | Partnerships, Programs and Services | Bureau of Police; Community Corrections; Fire-Rescue; Social Services                   | 2029                         | Aetna, Anthem, Bon Secours, CVHS, Optima Health, Pathways, United Healthcare, Unite Virginia, Virginia Premier, VSU | \$     |
| 7.2.7: Review and update the City's Emergency Preparedness and Response Procedure.  | Plans and Studies                   | Fire-Rescue; Public Works   | 2026                         | FEMA, VDEM  | \$     |
| 7.2.8: Maintain a permanent location to serve as an Emergency Operations Center during Citywide disasters and designate two potential back-up facilities.   | Capital Projects                    | Bureau of Police; Fire-Rescue   | 2029                         | FEMA, VDEM  | \$\$\$ |

| Strategy   | Implementation Type                 | Responsible Department  | Timeframe                    | Stakeholders, Partners, and/or Resources  | Cost |
|--|-------------------------------------|---|------------------------------|---|------|
| 7.2.9: In response to changing demographics, integrate multilingual public safety staff and services into daily operations.  | Programs and Services               | Bureau of Police; Fire-Rescue; Social Services                        | 2034                         | Internal Function   | \$\$ |
| <b>Objective 7.3 Regularly engage the community in public safety efforts to grow a culture of mutual respect and responsibility.</b>   |                                     |   |                              |   |      |
| 7.3.1: Develop a widespread volunteer "Neighborhood Watch" program for neighborhoods, parks, trails, public areas, and along the pedestrian network leading to and from destinations, and engage existing "Neighborhood Watch" programs to coordinate efforts. | Partnerships, Programs and Services | Bureau of Police  | Ongoing (Routine Operations) | Civic Organizations, Existing Neighborhood Watches, Neighborhood Associations, Religious Institutions               | \$   |
| 7.3.2: In partnership with local non-profits and community groups, expand efforts to provide the community with trauma-informed care.  | Partnerships, Programs and Services | Bureau of Police; Community Corrections; Fire-Rescue; Social Services | Ongoing (Routine Operations) | Aetna, Anthem, Bon Secours, CVHS, Optima Health, Pathways, United Healthcare, Unite Virginia, Virginia Premier, VSU | \$   |
| 7.3.3: Staff one full-time School Resource Officer (SRO) in every Petersburg City Public School. Apply for grant funding to help fund positions and consider joint funding between PCPS and the City.  | Programs and Services               | Bureau of Police  | 2026                         | DOJ COPS Program, PCPS  | \$\$ |
| 7.3.4: Install metal detectors at all entrances to Petersburg High School and Vernon Johns Middle School.  | Capital Projects                    | PCPS  | 2026                         | Annual Budget   | \$\$ |
| 7.3.5: In partnership with local and regional organizations, provide quarterly community training on identifying and responding to drug overdoses.   | Partnerships, Programs and Services | Bureau of Police; Fire-Rescue; Social Services                        | 2026                         | DBHS REVIVE, VDH  | \$   |
| 7.3.6: Expand social programming between law enforcement and the community through participation in regular programs such as Coffee with a Cop and Gun Buy-Back Days.  | Programs and Services               | Bureau of Police  | Ongoing (Weekly)             | Internal Function   | \$\$ |

| Strategy  | Implementation Type                 | Responsible Department  | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost |
|---|-------------------------------------|---|------------------------------|--|------|
| <b>Objective 7.4 Recognize the impact of land planning on public safety and community wellness.</b>   |                                     |   |                              |  |      |
| 7.4.1: Amend the Zoning Ordinance to adopt community design standards that incorporate principles of Crime Prevention through Environmental Design (CPTED) – including but not limited to requirements for lighting and landscaping maintenance – in both residential and commercial areas. | Ordinance Updates                   | Planning & Community Development                                | 2026                         | Internal Function                        | \$   |
| 7.4.2: Prioritize violent crime reduction efforts around schools and in neighborhoods with large populations of children.   | Programs and Services               | Bureau of Police  | Ongoing (Routine Operations) | Internal Policy                          | \$   |
| 7.4.3: Require public safety officials to provide comment on all site plan and subdivision submittals as one means of ensuring that future growth aligns with the location of facilities and target response time areas.  | Land Use Actions                    | Bureau of Police; Fire-Rescue; Planning & Community Development | 2026                         | Internal Function                        | \$   |
| 7.4.4: Include neighborhood-specific strategies for crime prevention and eradication as a component of future Small Area Plans.   | Land Use Actions, Plans and Studies | Bureau of Police; Planning & Community Development              | 2034                         | Internal Function                        | \$   |

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## CHAPTER 8 | STRATEGIES FOR CELEBRATING + PROTECTING OUR NATURAL RESOURCES + ENVIRONMENT

| Strategy   | Implementation Type                                    | Responsible Department                         | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost |
|--|--|--|------------------------------|--|------|
| <b>Objective 8.1 Protect local water quality and the Chesapeake Bay through enforcement of the Chesapeake Bay Preservation Area (CBPA) ordinance.</b>  |  |  |                              |  |      |
| 8.1.1 Annually review the CBPA ordinance to incorporate new best practices and state code requirements.  | Ordinance Update                                       | Planning & Community Development               | Ongoing (Annually)           | Code of Virginia, DEQ                    | \$   |
| 8.1.2 Review and implement Total Maximum Daily Load (TMDL) Action Plans to address water quality improvements for local impaired waterbodies. Update Action Plans as needed to meet ongoing TMDL requirements.   | Plans and Studies                                      | Public Works                                   | Ongoing (Annually)           | Code of Virginia, DEQ                    | \$   |
| 8.1.3 Track progress and implementation of all projects described in the Water Quality Master Plan, and any revisions thereof.   | Plans and Studies                                      | Public Works                                   | Ongoing (Routine Operations) | DEQ, NFWF                                | \$   |
| 8.1.4 Address water quality concerns by continuing to require Water Quality Impact Assessments (WQIAs) for any proposed land disturbance, development, or redevelopment location within Resource Protection Areas (RPA), or within Resource Management Areas that will impact the RPA.                           | Ordinance Update                                       | Planning & Community Development               | Ongoing (Routine Operations) | DEQ, NFWF, Code of Virginia              | \$   |
| <b>Objective 8.2 Proactively protect waterways, groundwater, and sensitive environments through best practices and site design.</b>  |  |  |                              |  |      |
| 8.2.1 Amend the Zoning Ordinance to bolster requirements and incentives to incorporate low impact development and environmental site design into development applications.   | Ordinance Updates                                      | Planning & Community Development; Public Works | 2026                         | Internal Function                        | \$   |
| 8.2.2 Work with the Virginia Department of Environmental Quality (DEQ), Department of Conservation and Recreation (DCR), and Virginia Department of Health (VDH) to identify existing or potential sources of surface and groundwater pollution and take action to prevent or control the effect of the sources. | Partnerships, Plans and Studies, Programs and Services | Public Works                                   | 2029                         | DCR, DEQ, NFWF,VDH                       | \$\$ |
| 8.2.3 Through coordination with the Virginia Department of Health (VDH), protect water resources from onsite sewage disposal system failure through permitting and regulatory tools, including requiring VDH approval for plats showing onsite systems and requiring septic tanks to be pumped every five years. | Programs and Services                                  | Public Works                                   | Ongoing (Routine Operations) | DEQ, VDH                                 | \$   |

| Strategy  | Implementation Type                      | Responsible Department                         | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost |
|---|--|--|------------------------------|--|------|
| 8.2.4 Actively pursue removal or sealing of abandoned underground storage tanks.  | Programs and Services                    | Planning & Community Development; Public Works | Ongoing (Routine Operations) | DEQ, VDH                                 | \$   |
| 8.2.5 Require submission of environmental inventories in order to protect environmentally sensitive lands; to save or most efficiently use permeable soils; and to limit impervious cover.  | Plans and Studies                        | Planning & Community Development; Public Works | Ongoing (Routine Operations) | DCR, DEQ, VDH                            | \$   |
| 8.2.6 Ensure that water dependent facilities such as docks and piers are located and constructed in an environmentally sensitive manner and include adequate marine sanitation facilities in accordance with federal and state regulations, including but not limited to the Virginia Marine Resources Commission (MRC), the Army Corps of Engineers (USACE), and Virginia Department of Environmental Quality (DEQ). | Land Use Actions                         | Planning & Community Development; Public Works | Ongoing (Routine Operations) | DEQ, MRC, USACE                          | \$   |
| <b>Objective 8.3 Refer to the guidance presented in Petersburg's Comprehensive Coastal Resource Management Portal (CCRMP) prepared by VIMS to guide regulation and policy decisions regarding coastal resource management and shoreline erosion control.</b>  |  |  |                              |  |      |
| 8.3.1 Utilize VIMS Decision Trees for onsite review and subsequent selection of appropriate erosion control/shoreline best management practices: <a href="http://ccrm.vims.edu/decisiontree/index.html">http://ccrm.vims.edu/decisiontree/index.html</a> .  | Programs and Services                    | Planning & Community Development; Public Works | Ongoing (Routine Operations) | VIMS                                     | \$   |
| 8.3.2 Utilize VIMS' CCRMP Shoreline Best Management Practices for management recommendation for all tidal shorelines in the jurisdiction.   | Programs and Services                    | Planning & Community Development; Public Works | Ongoing (Routine Operations) | VIMS                                     | \$   |
| 8.3.3 Require biennial staff training on decision making tools developed by the Center for Coastal Resources Management at VIMS.  | Partnerships                             | Planning & Community Development; Public Works | Ongoing (Biennial)           | VIMS                                     | \$   |
| 8.3.4 Identify creative public outreach opportunities to educate citizens and stakeholders on new shoreline management strategies, including Living Shorelines.   | Partnerships, Programs and Services      | Planning & Community Development; Public Works | Ongoing (Routine Operations) | FOLAR, JRA, VIMS                         | \$   |
| 8.3.5 Follow the development of integrated shoreline guidance under development by VMRC, and implement any recommended strategies.  | Programs and Services                    | Planning & Community Development; Public Works | Ongoing (Routine Operations) | FOLAR, JRA, VMRC                         | \$   |
| 8.3.6 Evaluate the use of a locality-wide regulatory structure to encourage a more integrated approach to shoreline management.   | Plans and Studies, Programs and Services | Planning & Community Development; Public Works | 2034                         | DCR, DEQ, VMRC                           | \$   |

| Strategy  | Implementation Type  | Responsible Department                         | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost   |
|---|--|--|------------------------------|--|--------|
| 8.3.7 Evaluate the feasibility of cost share opportunities for construction of living shorelines.   | Programs and Services  | Planning & Community Development; Public Works | 2026                         | DCR, DEQ, VMRC                           | \$\$   |
| 8.3.8 Preserve available open spaces adjacent to marsh and wetlands to allow for natural protection of water quality, flood mitigation, and the protection of biodiversity and habitat.   | Programs and Services  | Planning & Community Development; Public Works | Ongoing (Routine Operations) | DCR, DEQ, FOLAR, VMRC                    | \$\$   |
| 8.3.9 Implement a policy where VIMS' Shoreline Best Management Practices and living shorelines are the recommended adaptation strategies for erosion control in accordance with Code of Virginia § 28.2-104.1. Departures from these recommendations by an applicant wishing to alter the shoreline should use the best available science to show that a living shoreline approach is not suitable. | Land Use Actions   | Planning & Community Development; Public Works | 2026                         | DEQ, VIMS                                | \$     |
| 8.3.10: In collaboration with the Virginia Department of Environmental Quality (DEQ), implement shoreline erosion mitigation measures at Petersburg's identified shoreline erosion sites.   | Land Use Actions, Programs and Services                                      | Planning & Community Development; Public Works | 2029                         | DEQ, FOLAR, VIMS                         | \$\$   |
| <b>Objective 8.4 Proactively reduce flooding risks to residents and property owners.</b>  |  |  |                              |  |        |
| 8.4.1 Formally participate in the Federal Emergency Management Agency's (FEMA) Community Rating System to implement flood protection policies beyond minimum requirements and earn community discounts on flood insurance premiums.   | Plans and Studies  | Planning & Community Development; Public Works | 2026                         | FEMA                                     | \$\$\$ |
| 8.4.2 Locate new development and critical facilities and infrastructure outside of current flood zones and areas projected to be impacted by sea level rise in the future.  | Capital Projects, Land Use Actions, Ordinance Updates, Programs and Services | Planning & Community Development; Public Works | Ongoing (Routine Operations) | DEQ, FEMA, VMRC                          | \$\$   |
| 8.4.3 Annually review the Floodplain Management ordinance to incorporate new best practices and Code of Virginia requirements.  | Ordinance Updates  | Planning & Community Development; Public Works | Ongoing (Annually)           | FEMA, Code of Virginia                   | \$     |

| Strategy   | Implementation Type                 | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources         | Cost   |
|--|-------------------------------------|--|------------------------------|--|--------|
| 8.4.4 Provide education and outreach materials on hazard preparedness, flood management, sea level rise, and recommended mitigation steps to homeowners and private businesses.  | Programs and Services               | Planning & Community Development; Communications, Marketing & Government Relations; Public Works | 2026                         | DEQ, FEMA, VMRC                                  | \$     |
| 8.4.5 Implement recommendations from the Wilcox Lake Dam study to protect the area within the dam break inundation zone.   | Capital Projects                    | Planning & Community Development; Public Works   | 2034                         | FEMA, DEQ  | \$\$\$ |
| <b>Objective 8.5 Improve environmental resilience and sustainability efforts to protect residents and property owners from the long-term effects of climate change.</b>  |                                     |  |                              |  |        |
| 8.5.1 Reduce the heat island effect by proactively installing new native trees throughout the city, with priority areas determined by heat island temperatures using heat mapping data from Virginia State University (VSU) and the Heat Watch project; consider pursuing Tree City USA designation to help implement this strategy. | Programs and Services               | Public Works   | 2029                         | FOLAR, Forestry Service, Tree City USA, VCU, VSU | \$\$   |
| 8.5.2 Require the use of plants native to the area in all public landscaping, and require the use of natives for private development through ordinances and invasive species management plans.   | Ordinance Updates                   | Planning & Community Development; Public Works   | 2026                         | Internal Function                                | \$     |
| 8.5.3 Amend the Zoning Ordinance to require preservation of the existing mature tree canopy to the extent possible, especially in residential neighborhoods.   | Ordinance Updates                   | Planning & Community Development   | 2026                         | Internal Function                                | \$     |
| 8.5.4 Collaborate with regional partners to proactively implement strategies from Hazard Mitigation Plan, Petersburg Resilience Plan, and Richmond-Petersburg Ozone Advance Action Plan.   | Partnerships, Programs and Services | Planning & Community Development; Communications, Marketing & Government Relations; Public Works | Ongoing (Routine Operations) | CPDC, DEQ  | \$\$   |

| Strategy  | Implementation Type                                    | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources          | Cost   |
|---|--|--|------------------------------|---|--------|
| 8.5.5 In collaboration with the Crater Planning District Commission, implement regulations to help meet Coastal Zone Management resilience and water resource protection goals.   | Ordinance Updates, Partnerships, Programs and Services | Planning & Community Development; Communications, Marketing & Government Relations; Public Works | Ongoing (Routine Operations) | CPDC, FEMA, VMRC                                  | \$     |
| 8.5.6 Amend the Zoning Ordinance and related policies to encourage siting of solar facilities on rooftops, brownfields, and areas of existing unused impervious surface. Meet SolSmart Bronze goals through the Standard Criteria pathway to help implement this strategy.                        | Ordinance Updates                                      | Planning & Community Development   | 2029                         | SolSmart  | \$     |
| 8.5.8 Implement recommendations from the Resilience Adaptation Feasibility Tool (RAFT) Scorecard to improve local resiliency and increase RAFT score.   | Capital Projects                                       | City Manager's Office; Planning & Community Development  | Ongoing (Routine Operations) | Internal Function                                 | \$\$\$ |
| <b>Objective 8.6 Promote public knowledge of and involvement in the City's environmental programs and initiatives.</b>  |  |  |                              |   |        |
| 8.6.1 Create an easily accessible, user-friendly information clearinghouse in both physical and digital formats for environmental regulations and resources, including but not limited to permitting requirements, submittal checklists, frequently asked questions, and grant/program resources. | Programs and Services                                  | Planning & Community Development; Communications, Marketing & Government Relations; Public Works | 2026                         | FEMA, FOLAR, DEQ, JRA, VCU, VSU, Extension Office | \$     |
| 8.6.2 Work with Appomattox River Soil and Water Conservation District to annually promote urban/suburban and agricultural cost-share programs available for funding best management practices (BMPs) to improve site-specific water quality/quantity issues.                                      | Partnerships, Programs and Services                    | Planning & Community Development; Communications, Marketing & Government Relations; Public Works | Ongoing (Annually)           | ARSWCD, Extension Office                          | \$     |
| 8.6.3 Conduct annual public outreach and provide resources for water quality and efficiency best practices, green infrastructure, the responsible use of fertilizer, proper disposal of animal waste, and other actions that conserve water and improve water quality.                            | Programs and Services                                  | Planning & Community Development; Public Works   | Ongoing (Annually)           | ARSWCD, DEQ, Extension Office, FOLAR              | \$     |

## CHAPTER 9 | STRATEGIES FOR MOVING PEOPLE + GOODS SAFELY, EFFICIENTLY, + EQUITABLY

| Strategy   | Implementation Type                     | Responsible Department                              | Timeframe                    | Stakeholders, Partners, and/or Resources    | Cost   |
|--|---|---|------------------------------|---|--------|
| <b>Objective 9.1: Ensure the existing transportation network remains safe, reliable, and efficient.</b>  |   |   |                              |   |        |
| 9.1.1: Include ongoing repairs of bridges and culverts as routine maintenance in addition to other roadway improvement projects. Prioritize repairs to bridges and culverts in poor condition to prevent further degradation and the need for weight limit reductions. | Capital Projects                        | Public Works  | Ongoing (Routine Operations) | VDOT  | \$\$\$ |
| 9.1.2: Complete a repaving schedule for Public Works that establishes current road conditions and identifies priority locations for maintenance or upgrades, with an emphasis on preventative maintenance.   | Capital Projects, Programs and Services | Public Works  | 2026                         | VDOT  | \$     |
| 9.1.3: Place speed cameras in school zones around all Petersburg Public Schools to facilitate safety for children, pedestrians, and bicyclists during school hours.  | Capital Projects, Programs and Services | Bureau of Police; Public Works                      | 2026                         | Code of Virginia, VDOT                      | \$\$   |
| 9.1.4: Complete a parking study/inventory in Old Towne to provide further information about parking surpluses, deficiencies, and maintenance priorities.   | Plans and Studies                       | Planning & Community Development; Public Works      | 2029                         | CPDC, PHOPs                                 | \$\$   |
| 9.1.5: Complete additional road safety audits along Wythe Street, Halifax Street, and Sycamore Street.   | Plans and Studies                       | PAT; Planning & Community Development; Public Works | 2034                         | Cameron Foundation, CHD, FOLAR, PHOPs, VDOT | \$\$   |
| 9.1.6: Work with the Virginia Department of Transportation (VDOT) to ensure successful completion of projects included in VTrans and the City's Six-Year Improvement Plan.   | Capital Projects, Partnerships          | Planning & Community Development; Public Works      | Ongoing (Annually)           | OIPI, TCAMPO, VDOT                          | \$     |
| <b>Objective 9.2 Continue to invest in and advertise public transportation as a valuable transportation mode.</b>  |   |   |                              |   |        |
| 9.2.1: Update Petersburg Area Transit's (PAT) Transit Strategic Plan to include an emergency evacuation plan.  | Plans and Studies                       | PAT   | 2026                         | DRPT, VDEM                                  | \$     |
| 9.2.2: Reassess Petersburg Area Transit's (PAT) routes every three years.  | Programs and Services                   | PAT   | Ongoing (Triennially)        | DRPT, TCAMPO                                | \$     |
| 9.2.3: Create a Transit Advisory Board to help inform Petersburg Area Transit's (PAT) strategic planning.  | Partnerships                            | PAT   | 2026                         | PAT, TCAMPO                                 | \$     |

| Strategy  | Implementation Type             | Responsible Department  | Timeframe          | Stakeholders, Partners, and/or Resources | Cost   |
|---|---------------------------------|---|--------------------|--|--------|
| 9.2.4: Develop and maintain a user-friendly Petersburg Area Transit's (PAT) website, independent of the City's official website, and keep PAT social media page updated with accurate information about PAT routes, fares, bus stop locations, and other important information. | Programs and Services           | Information Technology; PAT; Communications, Marketing & Government Relations | 2026               | PAT                                      | \$\$   |
| 9.2.5: Prioritize safety and accessibility improvements such as lighting and ADA features at all Petersburg Area Transit's (PAT) bus stops.   | Capital Projects                | PAT; Public Works   | 2026               | PAT, TCAMPO, VDOT                        | \$\$   |
| <b>Objective 9.3: Increase opportunities for active transportation that equitably serves residents in all neighborhoods of the City.</b>  |                                 |   |                    |  |        |
| 9.3.1: Make an annual funding commitment to support implementation of the Appomattox River Trail and ongoing trail maintenance.   | Capital Projects                | Recreation, Special Events & Volunteerism; Planning & Community Development   | Ongoing (Annually) | FOLAR, VDOT                              | \$\$\$ |
| 9.3.2: Complete a study to assess the feasibility of developing complete streets at Washington & Wythe Streets, N. Adams Street, N. Sycamore Street, S. Crater Road, Halifax Street, and Homestead Drive; this study will also serve as a foundation for grant funding.         | Plans and Studies               | Planning & Community Development; Public Works                                | 2034               | CHD, PHOPs, TCAMPO, VDOT                 | \$\$   |
| 9.3.3: Adopt ordinances requiring pedestrian walkways be maintained during any street closures related to construction and requiring new pedestrian connections at all new development.   | Ordinance Updates               | Planning & Community Development; Public Works                                | 2026               | Internal Function                        | \$     |
| 9.3.4: In partnership with the Crater Planning District Commission (CPDC) and the Tri-Cities Area Metropolitan Planning Organization (TCAMPO), complete a greenways plan to identify potential locations for future greenways and steps for acquisition and development.        | Partnerships, Plans and Studies | Planning & Community Development  | 2034               | CPDC, DCR, FOLAR, TCAMPO                 | \$\$   |
| 9.3.5: In partnership with Virginia Department of Transportation (VDOT) and the Petersburg Active Transportation Work Group, obtain funding for Safe Routes to School (SRTS) projects at Pleasants Lane Elementary and Blandford Academy.                                       | Programs and Services           | Planning & Community Development; Public Works                                | 2034               | PCPS, PHOPs, TCAMPO, VDOT                | \$     |

| Strategy  | Implementation Type             | Responsible Department  | Timeframe           | Stakeholders, Partners, and/or Resources   | Cost   |
|---|---------------------------------|---|---------------------|--|--------|
| 9.3.6: In partnership with local and regional organizations, educate the community on active transportation through holding quarterly community events such as Walk to School Day.  | Programs and Services           | Planning & Community Development  | Ongoing (Quarterly) | Aetna, Anthem, Bon Secours, Crater Health District, FOLAR, PHOPs, VDOT, Rotary, Urban League | \$     |
| 9.3.7: Ensure that any support of shared e-bike and e-scooter programs is coupled with committed investments in bike lanes, streetlights, and complete streets.   | Capital Projects                | Planning & Community Development; Public Works                                      | 2034                | Capital Improvements Plan, PHOPs, TCAMPO, VDOT   | \$\$\$ |
| <b>Objective 9.4 Coordinate with regional partners in significant transportation investments, especially those that enhance equity or are associated with employment centers.</b>   |                                 |   |                     |  |        |
| 9.4.1: In collaboration with state and federal agencies, leverage grant funding for other Amtrak station improvements that may become necessary during the timeframe of this Plan.  | Partnerships                    | Planning & Community Development  | 2034                | Amtrak, Chesterfield County, DRPT, OIPI, DOT, VDOT, VPRA                                     | \$     |
| 9.4.2: Work with Friends of the Lower Appomattox River (FOLAR) and the Virginia Department of Transportation (VDOT) to develop and locate appropriate safety and wayfinding signage along the Appomattox River Trail and banks of the Appomattox River.   | Capital Projects, Partnerships  | Public Works Staff; Recreation, Special Events & Volunteerism                       | 2029                | FOLAR, VDOT  | \$     |
| 9.4.3: Coordinate with the Virginia Department of Transportation (VDOT) and the Tri-Cities Area Metropolitan Organization (TCAMPO) to evaluate regionally significant corridors, such as U.S. Rt. 460 and U.S. Rt. 1, to identify barriers to emergency evacuation in the event of a disaster and prioritize needed improvements. | Plans and Studies, Partnerships | Bureau of Police; Fire-Rescue; Planning & Community Development Staff; Public Works | 2034                | FEMA, TCAMPO, VDEM, VDOT   | \$\$   |
| 9.4.4: In partnership with state agencies and neighboring localities, support the development and implementation of the Southeast Corridor High Speed Rail project through funding and participation in planning committees and boards.   | Plans and Studies, Partnerships | Planning & Community Development  | 2034                | CPDC, DRPT, OIPI, Southeast Corridor Commission, TCAMPO, VDOT                                | \$\$\$ |

| Strategy  | Implementation Type | Responsible Department                         | Timeframe | Stakeholders, Partners, and/or Resources                              | Cost |
|---|---------------------|--|-----------|---|------|
| <b>Objective 9.5 Recognize the ways in which transportation infrastructure informs future growth and development patterns in Petersburg.</b>  |                     |  |           |   |      |
| 9.5.1: Map and record the location and quality of all sidewalks in Petersburg to provide a foundation for data-driven, location-based investment over the next twenty years.                            | Plans and Studies   | Planning & Community Development; Public Works | 2026      | CPDC, FOLAR, PHOPs, TCAMPO, VDOT                                      | \$   |
| 9.5.2: Amend the Zoning Ordinance to reduce parking minimums and require installation of bike racks at parking areas in multi-family residential, commercial, and mixed-use districts.                  | Ordinance Updates   | Planning & Community Development               | 2026      | Internal Function   | \$   |
| 9.5.3: Amend the Zoning Ordinance to require EV charging stations at all new multi-family residential, mixed-use, commercial, and industrial development based on the number of parking spaces on site. | Ordinance Updates   | Planning & Community Development               | 2026      | Internal Function   | \$   |
| 9.5.4: Adopt the draft Petersburg Complete Streets Policy developed in partnership with the National Complete Streets Coalition.  | Ordinance Updates   | Planning & Community Development; Public Works | 2026      | CPDC, FOLAR, National Complete Streets Coalition, PHOPs, TCAMPO, VDOT | \$   |

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## CHAPTER 10 | STRATEGIES FOR PROMOTING SMART + SUSTAINABLE GROWTH + DEVELOPMENT

| Strategy  | Implementation Type                                   | Responsible Department                         | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost   |
|---|---|--|------------------------------|--|--------|
| <b>Objective 10.1: Commit to development that builds equity and resiliency through an intentional and multi-faceted approach.</b>   |   |  |                              |  |        |
| 10.1.1: Increase access to stable and well-paying employment opportunities by allowing a variety of job-producing uses along high-frequency Petersburg Area Transit (PAT) routes and along arterials. | Land Use Actions                                      | PAT; Planning & Community Development          | Ongoing (Routine Operations) | Internal Policy                          | -      |
| 10.1.2: Prioritize capital improvements such as wayfinding, streetscaping, lighting, and pedestrian/bicycle infrastructure along designated Gateways and Corridors.                                   | Capital Projects                                      | Planning & Community Development; Public Works | Ongoing (Routine Operations) | Capital Improvements Plan, VDOT          | \$     |
| 10.1.3: Amend the Zoning Ordinance to allow for a greater variety of residential types, including accessory dwellings and live/work units, in residential and mixed-use districts.                    | Ordinance Updates                                     | Planning & Community Development               | 2026                         | Internal Function                        | \$     |
| 10.1.4: Direct development away from conservation areas to protect and enhance Petersburg's natural, historic, and recreational resources.  | Land Use Actions                                      | Planning & Community Development               | Ongoing (Routine Operations) | Internal Policy                          | -      |
| 10.1.5: Facilitate active and healthy lifestyles through integrating sidewalks, bike lanes, and green space into new development.   | Land Use Actions, Ordinance Updates                   | Planning & Community Development               | 2034                         | Internal Policy                          | \$     |
| <b>Objective 10.2: Support innovative development that complements and enhances Petersburg's historic character.</b>  |   |  |                              |  |        |
| 10.2.1: Direct adaptive reuse or infill development on underdeveloped or vacant properties throughout the City when possible.   | Land Use Actions                                      | Planning & Community Development               | Ongoing (Routine Operations) | Internal Policy                          | -      |
| 10.2.2: Implement the recommendations of the Downtown Master Plan to create a more attractive, vibrant, and interconnected Old Towne area.  | Capital Projects, Land Use Actions, Plans and Studies | Planning & Community Development               | 2029                         | Internal Function                        | \$\$\$ |
| 10.2.3: Evaluate all land use applications and capital improvements against the applicable planning and development guidelines of the Future Land Use Map Area Designation.                           | Land Use Actions                                      | Planning & Community Development               | Ongoing (Routine Operations) | Internal Policy                          | -      |
| 10.2.4: Amend the Zoning Ordinance to ensure compatible development in designated historic districts and throughout Historic Core Neighborhoods.  | Ordinance Updates                                     | Planning & Community Development               | 2026                         | Internal Function                        | \$     |

| Strategy  | Implementation Type                     | Responsible Department   | Timeframe                    | Stakeholders, Partners, and/or Resources | Cost |
|---|---|--|------------------------------|--|------|
| 10.2.5: Amend the Zoning Ordinance to create an overlay district that more specifically regulates development along designated Gateways and Corridors.  | Ordinance Updates                       | Planning & Community Development                                     | 2026                         | Internal Function                        | \$   |
| <b>Objective 10.3: Direct future growth and development to areas with adequate transportation and utility infrastructure.</b>   |   |  |                              |  |      |
| 10.3.1: Prioritize new development in areas with adequate water and sewer capacity or that are planned for expansion. Require developers to provide utility connections where utilities are not available.                      | Land Use Actions, Ordinance Updates     | Planning & Community Development; Public Works                       | Ongoing (Routine Operations) | Internal Policy                          | -    |
| 10.3.2: Ensure water, sewer, stormwater, public safety, and transportation infrastructure is available to support the required level of service for all new development.  | Land Use Actions, Programs and Services | Planning & Community Development; Public Works                       | Ongoing (Routine Operations) | Internal Policy                          | \$   |
| 10.3.3: Evaluate City fees, including impact and connection fees, to ensure they can adequately generate funding for future infrastructure improvements.  | Plans and Studies                       | City Manager's Office; Economic Development                          | 2026                         | Internal Function                        | \$   |
| 10.3.4: Market the economic potential of interchanges along Interstates 85 and 95 and recommend approval of appropriate development opportunities, such as hospitality-oriented uses and mixed-use development, in those areas. | Land Use Actions, Ordinance Updates     | Economic Development; Planning & Community Development; Public Works | Ongoing (Routine Operations) | EDA, GO Virginia, VEDP                   | \$\$ |
| 10.3.5: Complete a Build-Out Analysis in areas planned for future high-density residential growth to better inform capital improvements planning.   | Plans and Studies                       | Planning & Community Development; Public Works                       | 2029                         | Internal Function                        | \$\$ |
| 10.3.6: In accordance with the Code of Virginia, evaluate the feasibility of offering financial incentives for development in the South Crater Urban Development Area.  | Land Use Actions, Ordinance Updates     | Economic Development; Planning & Community Development; Public Works | 2026                         | Code of Virginia, TCAMPO, VTrans         | \$   |

| Strategy  | Implementation Type             | Responsible Department           | Timeframe                    | Stakeholders, Partners, and/or Resources    | Cost |
|---|---------------------------------|----------------------------------|------------------------------|---|------|
| <b>Objective 10.4: Work regularly and openly with neighboring jurisdictions and the Crater Planning District Commission to pursue collaborative and innovative solutions to regional land use challenges.</b>   |                                 |                                  |                              |   |      |
| 10.4.1: In review of development applications, ensure alignment with the considerations of the Fort Gregg-Adams Joint Land Use Study.   | Land Use Actions                | Planning & Community Development | Ongoing (Routine Operations) | CPDC, Fort Gregg-Adams, DOD                 | -    |
| 10.4.2: Communicate with adjacent jurisdictions regarding development plans that have potential impacts on regional localities and public facilities. Work with them to coordinate plans and to identify and mitigate areas where conflicts may be present. | Partnerships                    | Planning & Community Development | Ongoing (Routine Operations) | CPDC  | \$   |
| 10.4.3: Participate actively in joint regional planning efforts and studies.  | Partnerships, Plans and Studies | Planning & Community Development | Ongoing (Routine Operations) | CPDC, FOLAR, VDOT, Fort Gregg-Adams, TCAMPO | \$   |

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# APPENDIX

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## GLOSSARY

**Access Management:** Systematic control of the location, spacing, design, and operation of driveways, median openings, interchanges, and street connections to a roadway.

**Accessory Dwelling Unit (ADU):** Additional living quarters located on single-family lots that are independent of the primary building; can be either detached or attached structures.

**Active Recreation:** Refers to a structured individual or team activity that requires the use of special facilities, courses, fields, or equipment. Examples include swimming pools, tennis courts, and football fields.

**Adaptive Reuse:** A new use for a structure or landscape other than the historic use, normally

entailing some modification of the structure or landscape.

**Affordable Housing:** According to the U.S. Department of Housing and Urban Development (HUD), affordable housing is any housing in which the occupant is paying no more than 30% of their gross household income on housing costs, including utilities.

**Aging in Place:** The ability to live in one's own home and community safely, independently, and comfortably, regardless of age, income, or ability level.

**American Community Survey (ACS):** An ongoing survey, conducted by the U.S. Census Bureau, that provides demographic information on a yearly basis.

**Americans with Disabilities Act (ADA):** A civil rights law that prohibits discrimination based on disability.

**Area Median Income (AMI):** The household income for the median household in a defined geographical area. The AMI is determined and published annually by the Department of Housing and Urban Development (HUD). The local AMI is used to determine individuals' and families' qualifications for various federal and state assistance programs, including affordable housing programs.

**Average Annual Daily Traffic (AADT):** The total volume of traffic on a highway segment for one year, divided by the number of days in the year.

**Best Management Practices (BMP):** Structural, vegetative, or managerial practices (e.g., schedules of activities, prohibitions of practices, maintenance procedures, and other management practices) to prevent or reduce the pollution of surface waters and groundwater systems from the impacts of land-disturbing activities.

**Blight:** A state of structural deterioration which poses a threat to the community's general health, safety, and welfare due to dilapidation or a violation of minimum health and safety standards.

**Blight Abatement:** The removal of property blight through revitalization or removal of the structures.

**Blueway:** A route on a waterway designated for recreational use especially by nonmotorized watercraft (e.g., canoes and kayaks) and often used for environmental protection.

**Buffer:** A natural area of land established to separate land uses or designed to intercept pollutants and manage other environmental concerns or provide for open space.

**Capital Improvements Plan (CIP):** A community planning and fiscal management tool used to coordinate the location, timing, and financing of capital improvements over a multi-year period.

**Certified Local Government (CLG):** A program administered by the National Park Service (NPS) and the State Historic Preservation Offices (SHPOs) to link federal, state, and local government in the identification, evaluation, and protection of historic properties.

**City Code of Ordinances:** The collection of laws passed by a local governing body.

**City Budget:** Establishes the plan of revenue and expense activities for the fiscal year and provides a coordinated financial program to attain the City's goals and objectives, including those identified in the Comprehensive Plan.

**Community Advisory Committee:** A structured community organization group through which individual citizens share their opinions and perspectives, study issues, and develop recommendations in a focused, small-group structure.

**Community Development Block Grant (CDBG):** A program which provides annual grants on a formula basis to invest in housing and expand economic opportunities primarily for low- and moderate-income persons.

**Community Land Trust:** A community-based organization that acquires land to provide affordable owner-occupied housing on behalf of a specific community.

**Cost-Burdened:** Paying more than 30% of the gross household income on a rent or mortgage and utilities, according to the U.S. Department of Housing and Urban Development (HUD).

**Cultural Resources:** Physical evidence or place of past human activity: site, object, landscape, structure or a site, structure, landscape, object or natural feature of significance to a group of people traditionally associated with it.

**Density:** The average number of dwelling units per gross acre of land on a development site, including all land within the boundaries of the site for which the density is calculated.

**Development:** Any man-made changes to existing or proposed land use. Development activities can include land divisions, lot line adjustments, construction or alteration of structures, construction of roads and any other accessway, establishing utilities or other associated facilities, etc.

**Displacement:** The involuntary relocation of current residents or businesses resulting from gentrification.

**Dollar Lot Program:** A program through which local governments sell vacant parcels for \$1 – or a similarly low rate – to community members who live on the same block or other individuals or institutions with a vested interest in the neighborhood.

**Easement:** A preservation tool which allows property owners to voluntarily protect the historical, architectural, and archaeological integrity of their property by donating the easement to the Virginia Department of Historic Resources (DHR), other government agency, or nonprofit organization. Its intention is to prevent demolition or other adverse changes, generally in perpetuity.

**Ecosystem:** A biological community of interacting organisms and their physical environment.

**Enterprise Zone:** A partnership between state and local government that encourages job creation and private investment by way of two grant-based incentives — the Job Creation Grant (JCG) and the Real Property Investment Grant — to qualified investors and job creators within certified Virginia Enterprise Zones.

**Floodplain:** A relatively flat or low land area adjoining a river, stream, or watercourse which is subject to partial or complete inundation.

**Flood Zones:** Flood Zone designations are determined by the Federal Emergency Management Agency (FEMA), and designated on a Flood Insurance Rate Map (FIRM). Flood Zone designations and their descriptions are as follows:

**Zone X:** Area of minimal flood hazard, usually depicted on a FIRM as above the 500-year floodplain. Zone X is the area determined to be outside the 500-year floodplain or protected by levee.

**500-Year Floodplain:** Areas where there is a 0.2% annual chance of flooding.

**Zone A:** Areas with a 1% annual chance of flooding and a 26% chance of flooding over the life of a 30-year mortgage. Because detailed analyses are not performed for such areas, no depths or base flood elevations are shown within these zones.

**Zone AE:** The base floodplain where base flood elevations are provided.

**Garden-Style Apartments:** Apartments typically no more than four stories high, with multiple apartments per story, and landscaped grounds surrounding them.

**Gentrification:** A process by which wealthy, often college-educated individuals begin to move into lower-income communities.

**Geographic Information Systems (GIS):** A means of producing, analyzing, and storing map data.

**Gig Economy:** Refers to a labor market that is administered through digital platforms and typically filled by part-time and independent contractors.

**Green Infrastructure:** Natural and nature-based assets including sites (parks, sports fields, playgrounds, nature reserves, forests, community gardens, cemeteries), linkages between sites (sidewalks, bike lanes, and trails), and waterways (streams, rivers, and wetlands). Constructed green infrastructure features blend in with natural assets in a synergistic manner to survive and rebound from the impacts of natural and human-induced hazards.

**Guerilla Landscaping:** An informal gardening movement that empowers communities to use unauthorized interventions to improve public spaces. Examples of this include vacant lot gardening and planting in medians.

**Hazard Mitigation:** Action and plans taken to reduce or eliminate long-term risk to people and property from hazards and their effects.

**Heat Island:** Urbanized areas that experience higher temperatures than outlying areas.

**Historic Resources:** A district, site, building, structure or object that is significant in the history, architecture, engineering, archaeology or culture of a locality, state, or nation.

**Housing Choice Voucher (HCV):** The federal government's major program for assisting very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market. A housing subsidy is paid to the landlord directly by the local public housing authority on behalf of the participating family.

**Housing Diversity:** Refers to diversity in the types of housing units available in a geographic area, in terms of size, cost, and unit type.

**Housing Rehabilitation Zone:** Local housing rehabilitation zones permitted by the Code of Virginia that provide incentives and regulatory flexibility for housing revitalization financing for a variety of incomes to be eligible for housing revitalization financing.

**HUD Section 202:** A federal program which finances the construction, rehabilitation or acquisition of structures to serve as supportive housing for very low-income elderly persons, including the frail elderly, and provides rent subsidies for the projects to help make them affordable.

**Impervious Surface:** Any hard-surfaced, man-made area that does not readily absorb or retain water, including but not limited to building roofs, parking and driveway areas, graveled areas, sidewalks, and paved recreation areas.

**Infrastructure:** The basic physical and organizational structures and facilities that are needed for the operation of a community, such as roads, powerlines, wastewater treatment plants, etc.

**Infill:** The development of housing or other uses on vacant parcels or sites within already built-up areas.

**Labor Force Participation (LFP) Rate:** The percentage of the population that is either working or actively looking for work.

**Land Use:** The occupation or use of land or water area for any human activity or any purpose defined in a Comprehensive Plan.

**Level of Service (LOS):** LOS is a quality measure used to analyze roadways and intersections by categorizing traffic flow and assigning quality levels of traffic based on performance measure like vehicle speed, travel time, freedom to maneuver, traffic interruptions, comfort and convenience, etc.

**Livable Communities:** A community that has affordable and appropriate housing, supportive community features and services, and adequate mobility options, which together facilitate personal independence and the engagement of residents in civic and social life.

**Low Impact Development (LID):** Systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration, or use of stormwater to protect water quality and associated aquatic habitat. Often utilizes green infrastructure to preserve, restore, and create green space using soils, vegetation, and rainwater harvest techniques that work with nature to manage stormwater as close to its source as possible.

**Low-Income Housing Tax Credit (LIHTC):** A state administered tax credit which subsidizes the acquisition, construction, and rehabilitation of affordable rental housing for low-and moderate-income tenants.

**Manufactured Home:** A structure subject to federal regulatory standards which is transportable in one or more sections; is built on a permanent chassis; is designed to be used as a single-family dwelling, with or without a permanent foundation, when connected to the required utilities; and includes the plumbing, heating, air conditioning and electrical systems contained in the structure.

**Median Gross Rent:** Refers to the total monthly home payment, including monthly rent and any payments made for electricity, gas, water, and sewer.

**Microlending:** Small-dollar loans for business owners which mainstream banks do not always offer.

**Missing Middle Housing:** A term typically used to refer to multi-family structures containing between 2 and 5 units, including townhomes and duplexes.

**Mixed-Use:** A building, development, or area that incorporates two or more uses such as, but not limited to, residential, retail, public, or entertainment. Vertical mixed-use developments incorporate a mix of uses within the same building, typically with uses on different floors. Horizontal mixed-use developments incorporate a mix of uses within adjacent buildings.

**National Register of Historic Places:** An official, federally administered list of America's historic and archeological resources which have been identified and documented for their historic significance.

**Non-Tidal Wetlands:** Freshwater wetlands that are found in inland areas and are not affected by tidal influences. They are fed by rain, snow, or groundwater and experience changing water levels throughout the year.

**Open Space:** An area or portion of land, either landscaped or essentially unimproved, used to

provide opportunities for human recreation or protect sensitive environmental areas.

**Opportunity Zone:** A federal economic development tax benefit available to investors with capital gains designed to encourage long-term private investment in low-income, suburban, and rural census tracts.

**Parklet:** A sidewalk extension that provides additional seating areas for pedestrians through the transfiguration of curbside parking spaces.

**Passive Recreation:** Refers to non-consumptive recreation uses such as wildlife observation, walking, biking, and canoeing.

**Placemaking:** A community-driven, hands-on approach for improving a neighborhood by reimagining and reinventing community public spaces.

**Predatory Lending:** Any lending practice that uses misleading or unethical tactics to persuade borrowers to take out loans that aren't in their best interest, often with extraordinarily high fees and ambiguous terms.

**Recreation:** Participating in physical, social, intellectual, and/or creative pursuits that enhance individual and community wellbeing.

**Redevelopment:** The process of reconstruction in an area that is not making effective and efficient use of the land or is in substandard condition.

**Redlining:** A discriminatory practice in which lenders would systematically deny loans, mortgages, and other financial services to residents of certain areas based on the prevailing race or ethnic group in the area.

**Resource Management Area (RMA):** Lands contiguous to the inland boundary of the RPA which have a potential for degrading water quality or diminishing the functional value of the RPA, if not properly managed.

**Resource Protection Area (RPA):** All tidal wetlands; tidal waters; non-tidal wetlands connected by surface flow and contiguous to tidal wetlands or water bodies with perennial flow; shorelines; and a one hundred (100) foot vegetated buffer around each such feature and around all water bodies with perennial flow. In their natural condition, these lands provide for the removal, reduction or assimilation of sediments, nutrients and potentially harmful or toxic substances in runoff entering the bay and its tributaries and minimize the adverse effects of human activities on state waters and aquatic resources.

**Septic System:** Underground wastewater treatment structures, commonly used in rural areas without centralized sewer systems. They use a combination of nature and technology to treat wastewater from household plumbing produced by bathrooms, kitchen drains, and laundry.

**Six-Year Improvement Program (SYIP):** A state document that outlines planned spending for transportation projects proposed for development or study over the next six years.

**Short-Term Rental:** A living space, typically furnished, that is available for short periods of time, from a few days to weeks.

**Small Area Planning:** A planning process which is focused on a particular area of the City and results in a specific set of planning strategies for that area.

**SMART SCALE:** The method used by the Virginia Department of Transportation (VDOT) to score planned projects included in VTrans that are funded by House Bill 1887. Transportation projects are scored based on an objective, outcome-based process that is transparent to the public and strives for the best use of limited tax dollars.

**Special Use Permits (SUP):** A permit that allows a use not allowed by-right in a particular zone on a parcel of land or property.

**Streetscape:** Elements of a corridor or street including the road, sidewalk conditions and materials, landscaping, street furniture (utility poles, benches, garbage cans, etc.), and signage.

**Subdivision:** The division of a parcel of land into three or more lots or parcels for the purpose of transfer of ownership or building development, or, if a new street is involved in such a division, any division of a parcel of land.

**Sustainable:** Community use of resources in a way that does not jeopardize the ability of future generations to live and prosper.

**Tactical Urbanism:** A term referring to rapid, low-cost, short-term, and scalable interventions intended to create long-term change in neighborhoods.

**Talent Pipeline:** A process for a company or organization to identify and develop relationships with individuals and institutions which have the potential to work for or otherwise benefit the organization in the future.

**Technology Zone:** Local established zones encouraging the development of commercial

and industrial businesses engaged in technological research, design, and manufacturing.

**Tidal Wetlands:** Commonly referred to as marshes, they occur along the shoreline where oceans, bays, rivers, and streams meet the land. They can range from freshwater to saltwater and have water pushed in and out daily by tidal cycles.

**Total Maximum Daily Load (TMDL):** A regulatory term that identifies the maximum amount of a pollutant that a body of water can receive while still meeting water quality standards for that particular pollutant.

**Tourism Zone:** A program which allows businesses to take advantage of local tax incentives and deductions not available to businesses outside localities with Tourism Zones. Tourism Zones are passed by local ordinance and may contain both requirements and benefits for existing and new or expanded tourism businesses, including lodging, dining, retail, meeting and sports facilities, outdoor recreation areas, theme parks and event venues.

**Traditional Neighborhood Development:** Also known as 'new urbanism,' 'neo-traditional,' or 'village-style' development, this type of development typically includes principles such as pedestrian-friendly road design,

interconnection of new local streets with existing local streets and roads, connectivity of road and pedestrian networks, preservation of natural areas, satisfaction of requirements for stormwater management, mixed-use neighborhoods, including mixed housing types, reduction of front and side yard building setbacks.

**Transitional Housing:** Housing units which serve the purpose of temporary residence, typically for up to 24 months.

**Urban Core:** An area in a metropolitan area with high population density and high transit, walking, and cycling work trip shares.

**Vacant:** Land or buildings that are not currently used for any purpose.

**Virginia Landmarks Register:** The Commonwealth of Virginia's official list of places of historic, architectural, archaeological and/or cultural significance. The Virginia Landmarks Register has the same criteria and nomination process as the National Register of Historic Places.

**VTrans:** A long-range, statewide multimodal plan that lays out overarching vision and goals for transportation in Virginia. It identifies transportation investment priorities and provides direction to transportation agencies on strategies and programs to be incorporated into their plans and programs.

**Watershed:** An area of land from which all water drains, running downhill, to a shared destination, such as a river, pond, stream, lake, or estuary.

**Wayfinding:** A system of gateway signs, vehicular and/or pedestrian sign systems, or area-specific identification signs that help orient residents and visitors while promoting civic pride and enhancing community character.

**Wetlands:** Areas that are flooded by water either permanently or seasonally, and that under normal circumstances can support a prevalence of vegetation typically adapted for life in saturated soil conditions.

**Workforce:** Total number of people in an area age 16 and older who are physically able and available to work.

**Zoning Ordinance/Zoning Map:** A Zoning Ordinance, along with a Zoning Map, controls land use by providing regulations and standards relating to the nature and extent of uses of land and structures. The Zoning Ordinances should be consistent with the Comprehensive Plan. The City's Zoning Ordinance divides Petersburg into districts and specifies allowed uses and dimensional requirements for each district.



# B

## CITY OF PETERSBURG SIX-YEAR IMPROVEMENT PLAN (SYIP)

| UPC    | Description   | Route | Road System           | Estimate                              | Previous | FY24    | FY25-29 | Balance |
|--------|---|-------|-----------------------|---------------------------------------|----------|---------|---------|---------|
|        |   |       |                       | <i>Values in Thousands of Dollars</i> |          |         |         |         |
| 104036 | CITY OF PETERSBURG, SOUTHSIDE DEPOT RESTORATION             | EN12  | Enhancement           | \$713                                 | \$919    | \$0     | \$0     | (\$206) |
| 120439 | #OTHERINT - I-85 - SIGNS AND MARKINGS US 1                  | 85    | Interstate            | \$250                                 | \$83     | \$42    | \$125   | \$0     |
| 113386 | #SGR19VB - BR DECK REPLACEMENT SB I-95 OVER RT 301 & EB 460 | 95    | Interstate            | \$5,077                               | \$5,246  | \$0     | \$0     | (\$170) |
| T28390 | RIDEFINDERS - CARPOOL AND VANPOOL ENCOURAGEMENT PROGRAM     | -     | Miscellaneous         | \$250                                 | \$250    | \$0     | \$0     | \$0     |
| 109308 | #HB2.FY17 PETERSBURG STATION - PARK AND RIDE PARKING DECK   | 9002  | Miscellaneous         | \$8,000                               | \$8,000  | \$0     | \$0     | \$0     |
| 120666 | #FLT - RIGHT OF WAY PETERSBURG                              | U000  | Miscellaneous         | \$200                                 | \$200    | \$0     | \$0     | \$0     |
| T204   | TRI-CITIES MPO RIDEFINDERS PROGRAM                          | MRAQ  | Public Transportation | \$505                                 | \$575    | \$35    | \$175   | (\$280) |
| 113390 | #SGR19VB - REPLACE SUPERSTRUCTURE FORT LEE ROAD OVER I-85   | 0     | Urban                 | \$6,952                               | \$2,108  | \$1,892 | \$2,952 | \$0     |
| 111735 | #SGR19LBÂ - UNIVERSITY BLVD/APPOMATTOX RIVER CANAL          | 36    | Urban                 | \$2,283                               | \$2,387  | \$0     | \$0     | (\$104) |
| 113442 | ROUTE 36 RESURFACING, CITY OF PETERSBURG                    | 36    | Urban                 | \$175                                 | \$175    | \$0     | \$0     | \$0     |
| 113443 | ROUTE 36 RESURFACING, CITY OF PETERSBURG                    | 36    | Urban                 | \$115                                 | \$115    | \$0     | \$0     | \$0     |

|   |  |      |       |         |         |       |         |         |
|---|--|------|-------|---------|---------|-------|---------|---------|
| 118478  | #SGR21LP - CITY OF PETERSBURG EAST WASHINGTON STREET         | 36   | Urban | \$404   | \$404   | \$0   | \$0     | \$0     |
| 118886  | #SGR22LP - 1114 E WASHINGTON STREET                          | 36   | Urban | \$97    | \$97    | \$0   | \$0     | \$0     |
| 118949  | APPOMATTOX RIVER TRAIL (ART) - WESTERN EXTENSION             | 36   | Urban | \$682   | \$0     | \$141 | \$649   | (\$107) |
| 117838  | US ARMY PROJ FT PICKETT/DSCR/FT LEE -- RICHMOND              | 109  | Urban | \$127   | \$127   | \$0   | \$0     | \$0     |
| T27925  | #SGR24LP - SOUTH SYCAMORE STREET                             | 301  | Urban | \$175   | \$0     | \$172 | \$0     | \$3     |
| 101039  | SOUTH CRATER ROAD AREA - SIGNAL COORDINATION                 | 301  | Urban | \$2,029 | \$2,029 | \$0   | \$0     | \$0     |
| 113481  | #SGR19LBÂ - SYCAMORE ST OVER LIEUTENANT RUN - RE-HAB CULVERT | 301  | Urban | \$728   | \$611   | \$117 | \$0     | \$0     |
| 118479  | #SGR21LP - CITY OF PETERSBURG S CRATER RD                    | 301  | Urban | \$439   | \$439   | \$0   | \$0     | \$0     |
| 118480  | #SGR21LP - CITY OF PETERSBURG S CRATER RD                    | 301  | Urban | \$423   | \$423   | \$0   | \$0     | \$0     |
| 121279  | #SGR23LP - S CRATER RD                                       | 301  | Urban | \$434   | \$434   | \$0   | \$0     | \$0     |
| 121280  | #SGR23LP - S SYCAMORE ST                                     | 301  | Urban | \$105   | \$105   | \$0   | \$0     | \$0     |
| 123271  | #PIPELINE23 RTE301 (06)                                      | 301  | Urban | \$100   | \$100   | \$0   | \$0     | \$0     |
| 118888  | #SGR22LP - 1153 E. WYTHE ST                                  | 460  | Urban | \$439   | \$439   | \$0   | \$0     | \$0     |
| 121278  | #SGR23LP - US ROUTE 460 BUSINESS (WINFIELD ROAD)             | 460  | Urban | \$276   | \$276   | \$0   | \$0     | \$0     |
| 121281  | #SGR23LP - W WASHINGTON STREET                               | 460  | Urban | \$508   | \$508   | \$0   | \$0     | \$0     |
| T27845  | #SMART24 - ART RT1 TO COLONIAL HEIGHTS AND I-95              | U000 | Urban | \$3,923 | \$0     | \$0   | \$3,923 | \$0     |
| 123580  | #SMART24 - ART OLD TOWNE PETERSBURG (GROVE AVE TO RIVER RD)  | U000 | Urban | \$1,701 | \$0     | \$0   | \$1,701 | \$0     |
| 123581  | #SMART24 - FLT/ART TRAILHEAD/PARKING LOT                     | U000 | Urban | \$3,964 | \$0     | \$423 | \$3,541 | \$0     |
| <b>Total Line Item Estimate: \$41,072 (K)</b> |  |      |       |         |         |       |         |         |

# C

## IDENTIFIED PRIORITY INFRASTRUCTURE NEEDS

### *Poor Creek Water / Wastewater Area / Southeastern Area Infrastructure Upgrades*

Major economic development projects in the Poor Creek service area, Phlow Corp., AMPAC Fine Chemicals, and Civica are dependent on the upgrades, and future success of the Petersburg Pharmaceutical Campus and related supply chain companies. The Poor Creek Service area (Southeastern area of Petersburg) includes 31% of Petersburg's land mass. Nearly 2,000 acres of undeveloped land are in this area of the city.

With the support of a \$29.5M budget amendment from the General Assembly in 2022 and other grants, Petersburg has

secured approximately \$38M for the Poor Creek upgrades. This does not include funding for inflation, additional repairs, and upgrades required for water and wastewater feeder pump stations and piping connected to Poor Creek and the needs of neighboring localities.

The need exists to upgrade from a 24-inch force main to a 30-inch force main. A recent Poor Creek Pump Station Capacity Study indicated that a 24-inch diameter force main would allow for pumping a 2-year, 24-hour storm only. A 30-inch diameter force main will allow for pumping a 10-year, 24-hour storm. The 30-inch force main allows for more flow growth with a 56.4% higher max pumping rate and the capability to pump during a significant storm. This upsizing will also provide needed services to neighboring localities.

Additional water/wastewater upgrades in the vicinity of Poor Creek include:

- Replace Distribution Mains
- Wagner Road Water Line
- Walnut Hill Water Tank Rehabilitation
- Abandoning Wastewater Line in Petersburg National Battlefield
- S. Crater Road Interceptor Upgrade
- Blackwater Swamp/Creek Wastewater Main

### *Mount Vernon Project Description*

The Mount Vernon water pumping station, an integral part of Petersburg's water infrastructure, is in immediate need of significant upgrades. These improvements include the replacement of pumps and pipes, electrical controls, and carrying out essential maintenance tasks.

Over the past 15 years, there have been consistent pump, motor, and equipment failures that limit the pumping capacity to one pump with no backup. This facility is not meeting Class 1 reliability requirements as required by the Virginia Department of Health (VDH) per the existing waterworks operating permit.

The pump station is part of a complex containing a 5,900,000-gallon water storage tank, which is continually replenished by the Appomattox River Water Authority. This water supply serves several core areas of the city. It supplies the downtown area situated north of the station that includes the new Sycamore Grove site and planned Old Towne developments. Mount Vernon also replenishes the Jamestown and Walnut Hill elevated water storage tanks located east of the station that provide water to the Poor Creek service area.

### ***Downtown / Old Towne / Adams North / Sycamore Grove Infrastructure Upgrades***

The Main Pump Station, constructed in the 1950s, is a comprehensive undertaking that involves the replacement of several key components as many repair parts are no longer available. These include pumps, motors, motor control centers, variable-speed drives, pipes, and valves. As part of the project, the wet well will be drained and cleaned, after which it will be lined with a protective coating to prevent the concrete from deteriorating.

The installation of a diesel generator is needed to ensure the facility has a backup power source during any power outages, securing uninterrupted service. The upgrade of this Pump Station is a critical need for Petersburg's development and future growth.

Flooding is a recurring issue at the Bank Street Wastewater Pumping Station, creating a pressing need for significant upgrades to prevent complete failure. The flooding is primarily caused by Poor Creek, which poses a threat to the station's operation. Water/wastewater from over 200 acres of the city drains into pipes on Bank Street.

To address this issue, the station must be rebuilt with new infrastructure that includes three new pumps, electrical systems, ventilation, a generator, and associated equipment. These

components will be placed on a higher platform to prevent water damage.

Rebuilding the Bank Street Wastewater Pumping Station with new, elevated infrastructure is critical to prevent future flooding and ensure the station's efficient operation.

### ***Lock's Booster Station & Water Main***

The Lock's Booster Station and Water Main, Petersburg's sole source of treated drinking water, draws its supply from the Lake Chesdin reservoir. This water supply is managed by the Appomattox River Regional Water Authority, of which the City of Petersburg is a member.

Constructed in 1960, the Lock's Booster Station was designed to house three pumps for sufficient water supply. However, only two pumps were installed, and these are now operating beyond their capacity due to the age and supply required.

The station's generator is currently non-functional and too outdated to be repaired. Moreover, the electrical system is antiquated and poses safety risks.

Lock's Water Main is composed of asbestos piping that has been in place for over 70 years. In 2022, Petersburg received a \$3,581,531 HUD grant through Community Project Congressional funding. This grant is intended

for Phase 1 of the replacement of half the asbestos piping, extending from the Booster Station to Commerce Street. All city residents and businesses receive their water supply from Lock's Water Main.

### ***Additional Critical Water/Wastewater Upgrades***

- **Large Water/Wastewater Meter Replacement:** The need to replace larger meters, many of which are over 40 years old, is pressing due to a substantial decrease in their accuracy. This decrease in efficiency has led to the loss of revenue, making meter replacement a critical task for operation.
- **Infiltration & Reduction Projects:** The reduction of infiltration and inflow remains a significant concern throughout Petersburg, particularly in the Downtown/Old Towne/Sycamore Grove area. Infiltration and inflow refer to extraneous water from stormwater and groundwater that enters the sanitary sewer system, often exacerbated during heavy rain events. Each year, Petersburg faces considerable expenses treating millions of gallons of ground and rainwater that infiltrate the sewer system. This infiltration not only strains the city's resources but also contributes to sewer overflows and flooding, posing environmental and health risks. Addressing infiltration and

inflow is critical for efficient wastewater management and sustainable infrastructure development in Petersburg. It will not only lead to cost savings, but also contribute to a healthier and safer environment for City residents.

- **Water Tank Rehabilitation:** All ground storage and elevated water storage tanks in Petersburg are currently in immediate need of both repairs and repainting. These steel water storage tanks necessitate a protective coating system to ward off rust, prevent deterioration, and avoid loss of steel thickness caused by excessive rusting. Typically, the cycle for painting such tanks ranges from 10 to 15 years, contingent upon service conditions. However, most of the tanks in Petersburg have not undergone repairs for over 15 years. Neglecting to adequately maintain and repair the protective coating on these tanks can lead to leaks, and, ultimately, failure of the steel structure.
- **Manhole Inserts:** Water and wastewater manhole inserts, often made of high-density polyethylene, are devices installed under manhole covers to reduce or prevent surface water inflow into the collection system. These inserts play a critical role in managing inflow, particularly during rainfall events, where clean water can enter the sanitary sewer collection system. Petersburg has not had

the funding for an insert program that is much needed. Manhole inserts help maintain the efficiency and longevity of the wastewater infrastructure.

- **Generators:** There is only one generator that is operational at any of Petersburg's water/wastewater pump stations. Generators are critical to prevent loss of service during power outages.
- **Rohoic Creek Pump Station:** This station serves western Petersburg. New pumps and electrical upgrades are required.

### ***Appomattox River Trail***

The completion of the Appomattox River Trail in Petersburg plays a crucial role in promoting community health, tourism, and economic development. Petersburg has partnered with The Friends of the Lower Appomattox River (FOLAR) in envisioning a pristine river and a world-class trail that enhances river access and conservation. The new Fall Line Trail will begin/end on the Appomattox River Trail in Petersburg, bringing thousands of new visitors into the city each year and offering citizens a connection to outdoor activities in the region. This vision aligns with the objective of fostering a culture of active outdoor recreation, which is instrumental in improving the overall health of the community.

The trail provides ample space for outdoor activities such as hiking, biking, jogging,

and birdwatching. These activities promote physical well-being and contribute to mental health benefits associated with spending time in nature.

The Appomattox River Trail is more than just a recreational path; it's a journey through history in Petersburg. The trail will wind along the banks of the Appomattox River, a designated Virginia State Scenic River, and pass through historical Old Towne and Pocahontas Island. This area also offers an inviting backdrop for shopping and dining experiences.

Economically, the Appomattox River Trail will stimulate growth and job creation. As more tourists visit the trail, local businesses, including restaurants, hotels, B&B's and shops, will grow and more people will be employed.

In conclusion, the Appomattox River Trail is a vital asset for Petersburg, contributing significantly to community health, tourism, and economic development.

### ***Appomattox River Harbor Dredging Study***

Since the 1970s, the Appomattox River Dredging Project has remained a top priority for Petersburg. The aim is to make the river navigable for various types of water transport, including recreational purposes. This

ambitious endeavor holds immense potential for Petersburg's growth and local businesses.

Over the decades, the Army Corps of Engineers has sought funding for the project. However, unforeseen circumstances such as hurricanes and natural disasters have redirected funding away from the Petersburg project. Despite these challenges, dredging efforts commenced two decades ago in the former Petersburg Harbor area near Pocahontas Island. The discovery of contaminants halted progress.

With the introduction of new floodplain maps in 2023, and discussions with the Virginia Department of Conservation and Recreation, it is believed that dredging the former Petersburg Harbor could help mitigate flooding on historic Pocahontas Island, the oldest free Black community in the United States, as well as in Old Towne Petersburg. To assess the potential mitigation of flooding, a comprehensive study is required. If it is determined that dredging will alleviate flooding, Petersburg could apply for grants from FEMA to support the project.

The Appomattox River Dredging Project signifies not only an opportunity for economic growth but also a means to protect historically significant areas from potential flood damage.

### ***Sycamore Grove Roadway Upgrades***

The proposed Sycamore Grove development on the former hospital site located on Sycamore Street in Petersburg is a major project spearheaded by the Virginia Development Consortium (VDC) in collaboration with the City of Petersburg and the Commonwealth of Virginia. With an estimated budget of over \$200 million, this comprehensive development aims to create a vibrant city within a city.

The Sycamore Grove development will offer a range of amenities and facilities, including a national grocery store, retail shops, restaurants, a travel service station, upscale housing comprising approximately 150 units, recreational spaces, and office buildings. This ambitious project seeks to revitalize the area, boost the local economy, and provide residents with a diverse range of services and opportunities.

To accommodate the increased traffic and ensure smooth accessibility to the development, both short-term and long-term roadway improvements are necessary. Immediate upgrades will need to be made to Sycamore Street and Graham Road, including the installation of traffic signals, turn lanes, and additional travel lanes. Furthermore, enhancements to the I-95 Crater Road exit should be implemented, allowing for improved traffic flow in multiple directions. Additional

turn lanes may also be required on Washington and Wythe Streets to facilitate access to and from Sycamore Street.

Long-term roadway plans include the construction of new exits and the reconfiguration of existing ones on I-85 and I-95. These infrastructure enhancements will ensure efficient transportation and contribute to the overall success of the Sycamore Grove development and Petersburg.

### ***Rives Road Improvements***

Rives Road is an existing two-lane, undivided, west/east roadway with narrow roadside shoulders between the intersection with South Crater Road (US 301) and the I-95 interchange. The road is an extremely important transportation corridor, serving as a connection between I-95 and South Crater Road and between South Crater Road and US Route 460. This project will widen Rives Road from the intersection with South Crater Road (US 301) to the southbound I-95 off-ramp. This connection will serve to increase capacity along Rives Road from the interchange to both existing and emerging developments along South Crater Road (US 301). RIGHT-OF-WAY Improvements will require the acquisition of land for right-of-way and easement purposes. As a result of this project, some property relocations will be required.

Stormwater management to minimize potential impacts on water quality and comply with current regulations is required. Upgraded water/wastewater lines will be needed for upcoming development on Rives Road and the Industrial Park located off Rives Road.

### ***Normandy Drive / Wagner Road Improvements***

The Pharmaceutical Cluster and other manufacturing businesses are situated on Normandy Drive, relying on Wagner Road as a crucial access point to I-95 and Crater Road (Rt. 301). Due to the growing volume of truck and vehicular traffic in the area, there is a pressing need to upgrade the intersection at Normandy and Wagner.

### ***Street Paving***

Petersburg has 396.2 lane miles of roadway and 62% of those need restoration. These roadways have not been completely repaved or reconstructed in over 25 years. An increase in VDOT funding for street paving for Petersburg is needed. Petersburg receives \$5.9 million dollars each year for all street operations and maintenance. One million dollars is dedicated each year to paving, which covers only one mile of roadway. The remaining funding is used for street repairs, pavement markings, road signs, sidewalks, and other repairs.

### ***Oakhill Bridge Replacement***

The closure of the bridge has caused safety issues and inconvenience for residents and commuters in Petersburg. This vital transportation route connects Rt. 301 (Crater Road) to the Battlefield Park neighborhood, as well as providing access to Vernon Johns Middle School and Petersburg High School. The failure of the corrugated metal pipe culverts, which serve as support and drainage components for the bridge, has necessitated its closure for more than two years. This has disrupted daily routines, increased travel times, and impacted the overall accessibility of the area.

### ***Lafayette Street Bridge Repair***

The closure of this historic masonry arch-style bridge has been in effect for over a year. The bridge's deteriorated condition, including issues such as age, scouring of abutments, loss of stone and brick structural components, and increased flash flooding, has rendered it unsafe for use. This closure has significantly impacted the route between High Street and Washington Street/Route 1, which is heavily traveled.

### ***Public Safety - Police and Fire/Rescue***

Petersburg is continually at the top of the rankings for the most homicides per capita and over 1,000 calls for service regarding shots fired and over 100 shootings. Petersburg has consistently ranked above the state average

for homicide per 100,000 with the lowest in the 21st century occurring in 2004 when the rate was only twice that of the Virginia state average; it was 12 times the Virginia state average in 2021 and there has been a consistent increase in homicides per 100,000 since 2012 except outliers in 2015 and 2020. Gun violence impacts the entire city and traumatizes children and adults.

Petersburg has one of the highest poverty rates and one of the highest single-parent household rates (60%) in the Commonwealth. These are contributors to high crime.

Although the Code of Virginia sets out a distribution formula for calculating the amounts for eligible localities, in recent years the General Assembly has instead specified in the Appropriations Act that localities' allocations in a given fiscal year are to be based on a standard, across-the-board percentage increase or decrease from the previous fiscal year's allocations. The distribution formula has, in effect, been superseded during those years by the instructions in the Appropriations Act.

There is a need for a revised formula for the distribution of 599 funding. Until the General Assembly adopts a new formula, Petersburg has an immediate need for additional funding to offset the high rate of crime.



WELCOME TO  
**PETERSBURG**  
HIGH SCHOOL

22.0

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## ENVIRONMENTAL STEWARDSHIP SUPPLEMENT

*The information included in this Appendix is intended to supplement Chapter 8, Environmental Stewardship.*

## PROTECTING THE POTABLE WATER SUPPLY

As the principal water supplier of the region, the Appomattox River Water Authority (ARWA) issues recommendations regarding how localities can protect and preserve the potable water supply. In the Regional Water Supply Plan, ARWA recommends that the City avoid development of conservation lands such as the Petersburg National Battlefield Park as well as designated wetlands in order to avoid environmental harm and damage to cultural and

historic resources. The plan also recommends avoiding development in flood hazard areas, as doing so could lead to increased erosion and the scouring of embankments located in vulnerable floodplains, increasing the susceptibility of the region to elevated water levels during flooding. The Regional Water Supply Plan also lists over-irrigation of lawns or crops and withdrawal of water by other users without proper permits as additional threats to Petersburg's water supply.

While there are no public groundwater wells supplementing the potable water supply, there are approximately 50 known private wells accessing local groundwater. Protection of the groundwater supply is vital for all those who use local aquifers for their drinking water, both in the City of Petersburg and regional neighbors who are tapping into the same groundwater sources. Pollutants to groundwater come in a variety of forms, but the predominate sources of pollution include septic system failure; boating pollution, including fuel leaks and sewage spills; industrial and sewage treatment plant pollution; and agricultural pollution from animal waste, sediment, nutrients, pathogens, pesticides, metals, and salts. The groundwater supply is also susceptible to threats from leaking underground storage tanks (USTs), septic tanks, and abandoned wells; abandoned wells can provide a direct channel for pollutants and salt water to enter the groundwater. Proper closure or removal

of unused USTs and remediation of impacted soils is crucial to protecting the water supply.

### ***What Is A Water Supply Plan?***

The Local and Regional Water Supply Planning regulation (9VAC25-780) requires all localities in Virginia to submit a Water Supply Plan, either individually or as part of a regional planning unit. This regulation was enacted following widespread drought in 2001-2002, during which some water utilities and localities were unable to meeting water supply demands.

Water Supply Plans include key information on the water sources a locality uses and how much water they currently use. Petersburg is covered under the Appomattox River Water Authority's Regional Water Supply Plan. Plans include projections for when future water will be needed and how much will be needed for a variety of categories of water uses. Localities must also evaluate the adequacy of their current water supplies and identify where they can find more water where current supplies may be inadequate in the future. Drought Response and Contingency Plans with ways to reduce overall water use during drought must also be included. DEQ compiles the information included in each plan, as well as the reported water withdrawals collected through the Annual Withdrawal Reporting and the Water Withdrawal Permitting Programs, to create a model that is used to evaluate the sustainability of Virginia's water resources. The

[Click here to learn more about the State Water Resources Plan!](#)

results of this collective analysis are published in the State Water Resources Plan.

### ***What is the State Water Resources Plan?***

The State Water Resources Plan (State Plan) is published at five-year intervals and compiles information provided to DEQ by localities through Local and Regional Water Supply Plans, Annual Water Withdrawal Reporting, and Surface and Groundwater permitting into a central document. DEQ analyzes this information by completing Cumulative Impact Analysis (CIA) modeling of surface water and groundwater resources.

The first State Plan was published in 2015. The 2020 State Plan, published in 2022, includes current water demands and projections of future use through 2040. Advances in CIA modeling include new flow metrics and the addition of several new modeling scenarios that evaluate the potential impacts of climate change. The 2020 State Plan also includes 20 distinct regional analyses conducted at river

basin scale which allow the evaluation of results beyond the statewide trends.

## **EXISTING SHORELINE CONDITIONS**

The 2017 Shoreline Inventory Report by VIMS states that two miles of surveyed shoreline along the Appomattox River is primarily natural with no defensive structures such as bulkheads or riprap. Land uses and cover near the shorelines include commercial, paved, industrial, forested, and residential areas. There are approximately 0.5 miles of tidal marsh shoreline and 5 acres of tidal marsh area located east of Pocahontas Island. Future inventories of Petersburg's shorelines should more thoroughly assess all four miles of shoreline within the City's boundaries to better understand the existing conditions and identify additional areas that could benefit from remediation.

The map on the following page depicts land use cover and tidal marsh locations based on the 2017 Shoreline Inventory Report.

## **SHORELINE AND STREAMBANK EROSION**

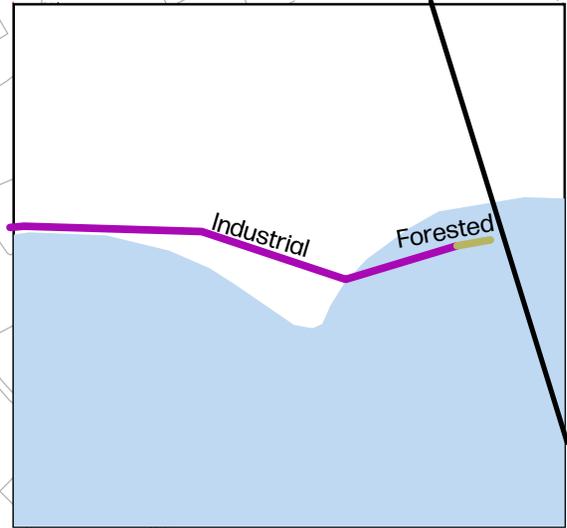
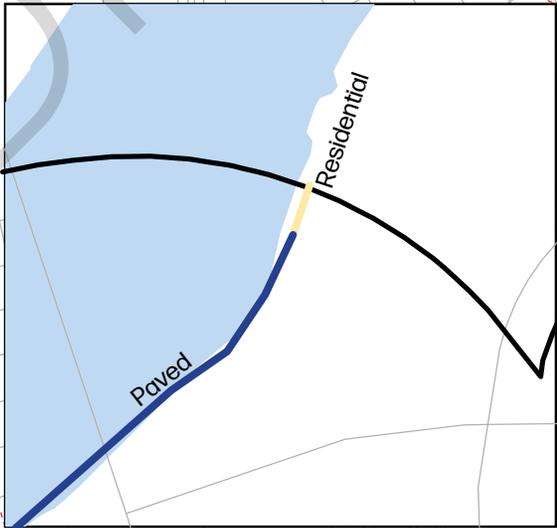
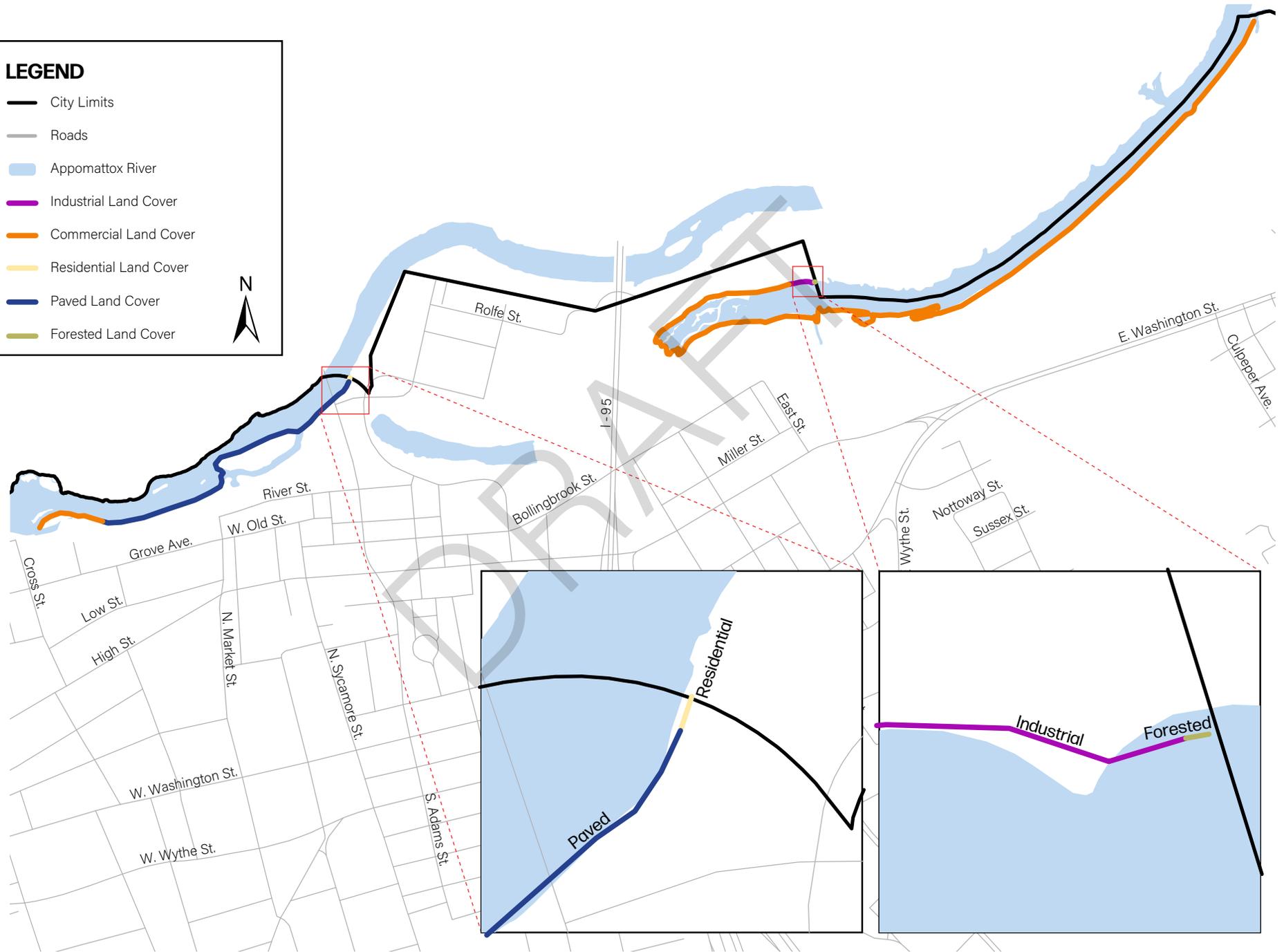
Natural shorelines and streambanks perform a vast array of functions by way of shoreline and streambank stabilization, improved water quality, and provision of habitat. Tidal

wetland areas and marshes absorb wave energy and buffer erosion of upland areas. Nontidal wetland areas are important for flood control purposes. In addition, many of these features have aesthetic and recreational value. Knowing where natural shoreline features exist and their relative size, health, and role in water quality protection is important to development effective management strategies to protect them as part of the planning process.

The health of the City's shorelines and streambanks can be gauged by examining their specific conditions, including vegetative conditions and areas of erosion. Shoreline and streambank erosion can be exacerbated by the destruction of vegetation on riverbanks and the removal of sand and gravel from the stream bed, which generally occurs by clearing, overgrazing, cultivation, vehicular traffic near banks, or fire events. Erosion can be further accelerated by lowering the stream bed or increasing the level of its bottom (often through increased runoff of soil), the redirection and acceleration of flow around infrastructure, obstructions or debris, and soil characteristics such as poor drainage or seams or readily erodible material within the bank profile.

Two of the most reliable ways to mitigate water erosion is to maximize the amount of vegetative cover along shorelines and streambanks and increase the amount of permeable cover throughout the City. Cover

# SHORELINE LAND COVER



SOURCE: Virginia Institute of Marine Science, 2017 Shoreline Inventory Report

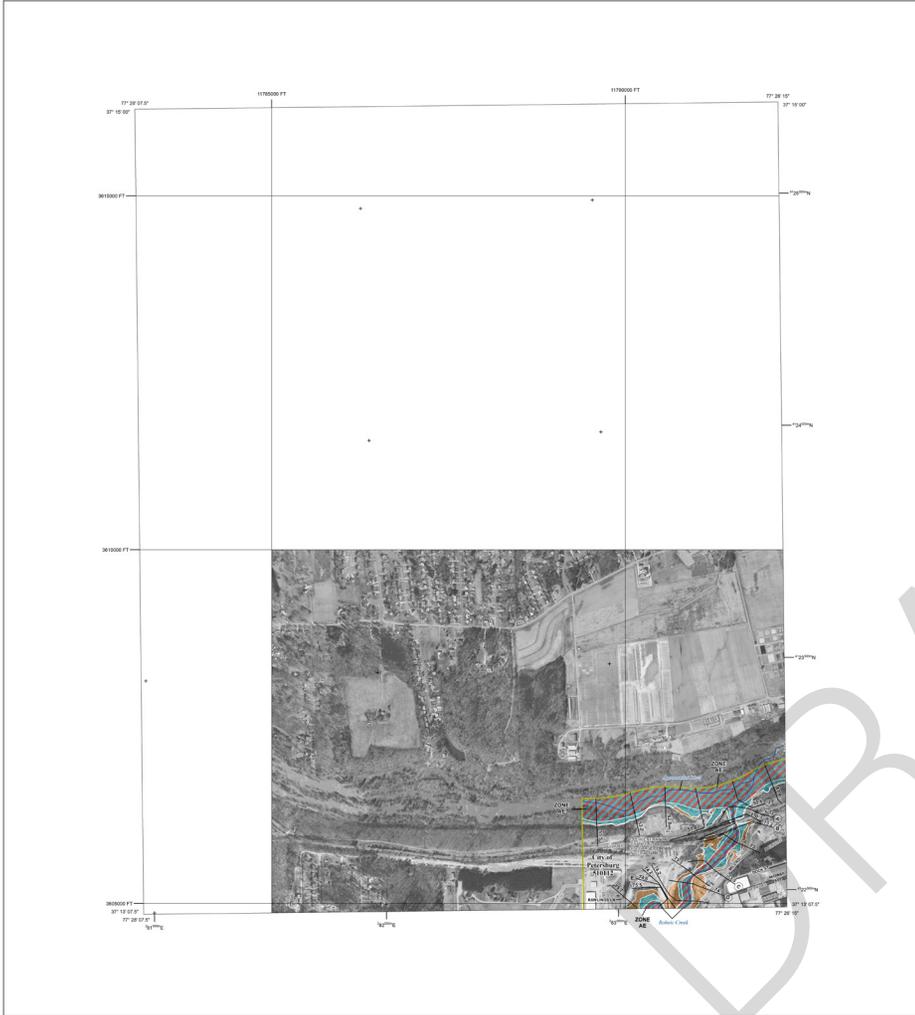
which is permeable can absorb excess water runoff and therefore helps reduce erosion, while impermeable cover such as parking lots or concrete infrastructure can increase runoff since excess rainfall can't be absorbed into the ground. Trees are very helpful in preventing erosion, particularly on-stream banks, though if the soil is bare under a tree's canopy then erosion will still occur.

Erosion can be mitigated during development through such means as diverting upslope stormwater around any construction sites or other disturbed areas. Construction sites often displace large quantities of the area's soil, and if there are no provisions for diverting upslope stormwater then one good night's rainfall displacing tons of loose soil into the local waterways is a likely possibility. Another best practice is to install sediment barriers or turf buffer strips downslope of building sites to filter coarse sediments, and restricting vehicle access on the site to one (preferably graveled) access point. Finally, construction crews and developers can connect a temporary or permanent downpipe to a stormwater system before laying the roof, and landscape all bare areas as soon as possible after construction is completed as a further means of reducing erosion during the point when the landscape is most vulnerable to such impacts.

## FLOODING

Flood Insurance Rate Map (FIRM) panels for the City of Petersburg are shown on the following pages. These maps are an important tool for the City to understand which areas are susceptible to flooding. FIRM maps are updated around every five years to ensure that the latest topographic information, improved hydrological modeling, and changes to the resultant floodplains and hazard areas are incorporated.

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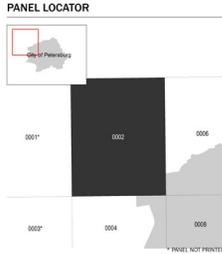
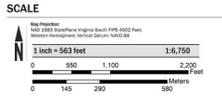
**FLOOD HAZARD INFORMATION**

SEE THE REPORT FOR DETAILED LEGEND AND SEE MAP FOR FIRM PANEL LOCATOR. THE INFORMATION DEPICTED ON THIS MAP AND SUPPORTING DOCUMENTATION ARE ALSO AVAILABLE IN DIGITAL FORMAT AT [HTTPS://MFC.FEMA.GOV](https://mfc.fema.gov)

- SPECIAL FLOOD HAZARD AREAS**
  - Without Base Flood Elevation (BFE)
  - With BFE or Depth (Zone AE, AO, AV, VE, AR)
  - Regulatory Floodway
  - 0.2% Annual Chance Flood Hazard, Areas of 1% Annual Chance Flood with average depth less than one foot or with drainage areas of less than one square mile (Zone X)
  - Flood Conditions: 1% Annual Chance Flood Hazard (Zone X)
  - Area with Reduced Flood Risk due to Levee (Zone D)
  - Area with Flood Risk due to Levee (Zone D)
- OTHER AREAS OF FLOOD HAZARD**
  - Areas of Minimal Flood Hazard (Zone A)
  - Areas of Undetermined Flood Hazard (Zone U)
- OTHER AREAS**
  - Channel, Culvert, or Storm Sewer
  - Levee, Dike, or Floodwall
- GENERAL STRUCTURES**
  - Cross Sections with 1% Annual Chance Water Surface Elevation
  - Coastal Transect
  - Coastal Transect Baseline
  - Profile Baseline
  - Hydrographic Feature
  - Base Flood Elevation Line (BFE)
  - Limit of Study
  - Jurisdiction Boundary

**NOTES TO USERS**

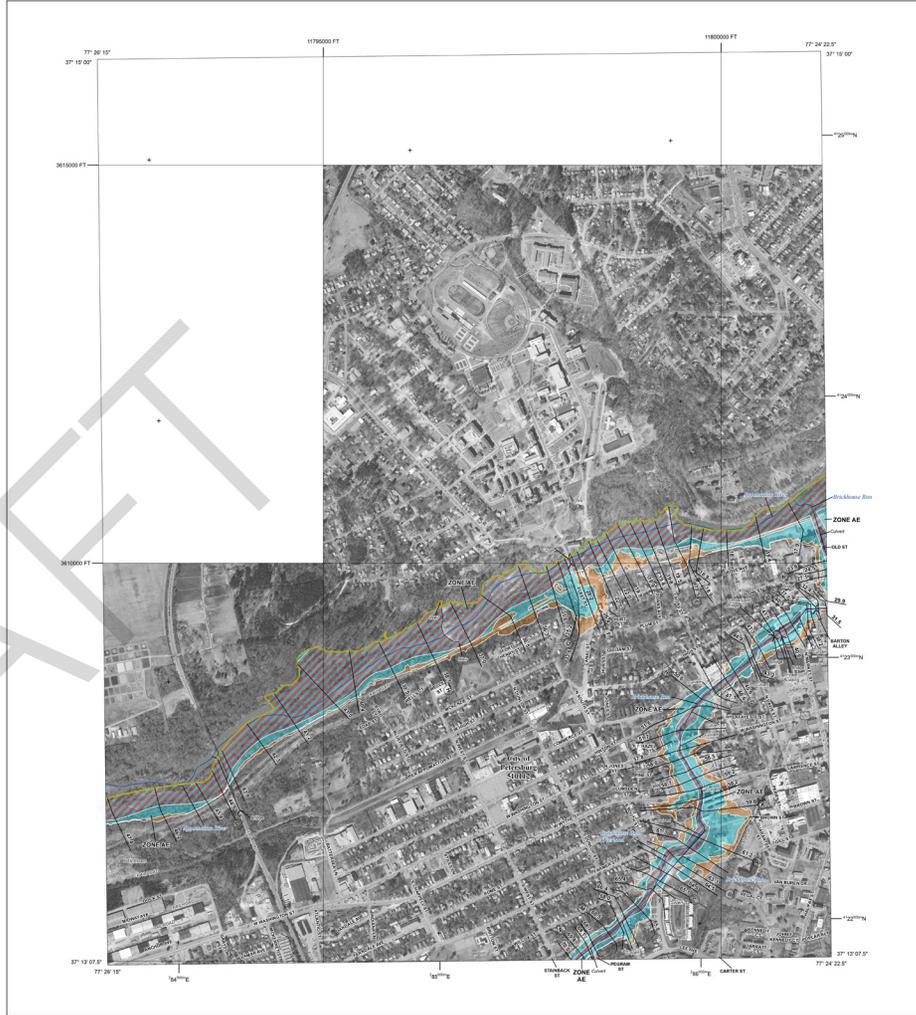
The information and graphics shown on this Flood Insurance Rate Map (FIRM) are derived from the Flood Insurance Study (FIS) for the City of Petersburg, Virginia, which was completed in 2012. The FIS was conducted in accordance with the National Flood Insurance Program (NFIP) Act and the National Flood Insurance Act of 1968. The FIS was conducted by the Federal Emergency Management Agency (FEMA) in cooperation with the City of Petersburg, Virginia. The FIS was conducted in accordance with the National Flood Insurance Program (NFIP) Act and the National Flood Insurance Act of 1968. The FIS was conducted by the Federal Emergency Management Agency (FEMA) in cooperation with the City of Petersburg, Virginia.



**NATIONAL FLOOD INSURANCE PROGRAM**  
**FLOOD INSURANCE RATE MAP**  
**CITY OF PETERSBURG, VIRGINIA**  
 PANEL: 2 of 45

Panel Contents:  
 COUNTY: PETERSBURG CITY OF  
 NUMBER: 0002  
 PANEL SUFFIX: 0002 0

VERSION NUMBER: 2.5.4.6  
 MAP NUMBER: 51011200020  
 MAP RELEASE: DECEMBER 15, 2022



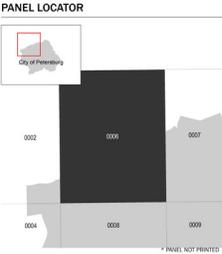
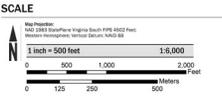
**FLOOD HAZARD INFORMATION**

SEE THE REPORT FOR DETAILED LEGEND AND SEE MAP FOR FIRM PANEL LOCATOR. THE INFORMATION DEPICTED ON THIS MAP AND SUPPORTING DOCUMENTATION ARE ALSO AVAILABLE IN DIGITAL FORMAT AT [HTTPS://MFC.FEMA.GOV](https://mfc.fema.gov)

- SPECIAL FLOOD HAZARD AREAS**
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  - With BFE or Depth (Zone AE, AO, AV, VE, AR)
  - Regulatory Floodway
  - 0.2% Annual Chance Flood Hazard, Areas of 1% Annual Chance Flood with average depth less than one foot or with drainage areas of less than one square mile (Zone X)
  - Flood Conditions: 1% Annual Chance Flood Hazard (Zone X)
  - Area with Reduced Flood Risk due to Levee (Zone D)
  - Area with Flood Risk due to Levee (Zone D)
- OTHER AREAS OF FLOOD HAZARD**
  - Areas of Minimal Flood Hazard (Zone A)
  - Areas of Undetermined Flood Hazard (Zone U)
- OTHER AREAS**
  - Channel, Culvert, or Storm Sewer
  - Levee, Dike, or Floodwall
- GENERAL STRUCTURES**
  - Cross Sections with 1% Annual Chance Water Surface Elevation
  - Coastal Transect
  - Coastal Transect Baseline
  - Profile Baseline
  - Hydrographic Feature
  - Base Flood Elevation Line (BFE)
  - Limit of Study
  - Jurisdiction Boundary

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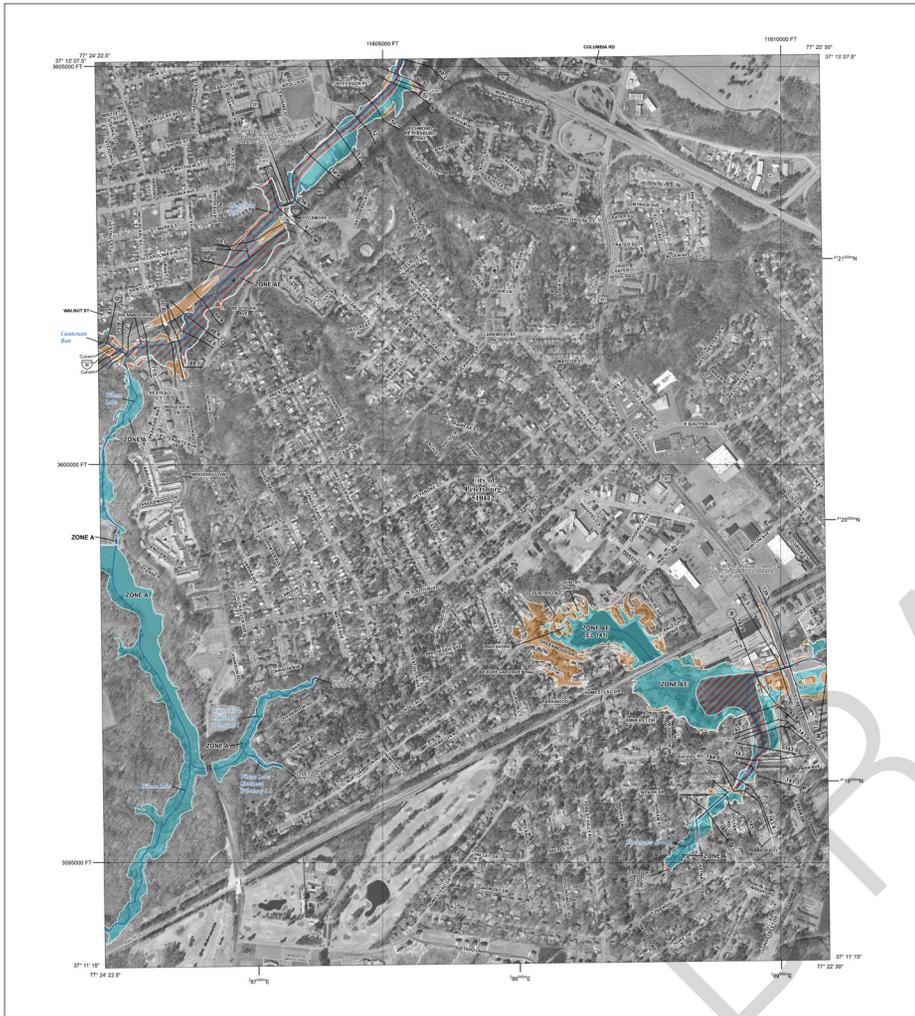
**NATIONAL FLOOD INSURANCE PROGRAM**  
**FLOOD INSURANCE RATE MAP**  
**CITY OF PETERSBURG, VIRGINIA**  
 PANEL: 6 of 45

Panel Contents:  
 COUNTY: PETERSBURG CITY OF  
 NUMBER: 0006  
 PANEL SUFFIX: 0006 0

VERSION NUMBER: 2.5.4.6  
 MAP NUMBER: 51011200060  
 MAP RELEASE: DECEMBER 15, 2022







**FLOOD HAZARD INFORMATION**

SEE THE REPORT FOR DETAILED LEGEND AND INDEX MAP FOR FIRM PANEL LEGEND. THE INFORMATION DEPICTED ON THIS MAP AND SUPPORTING DOCUMENTATION ARE ALSO AVAILABLE IN DIGITAL FORMAT AT [HTTPS://MSC.FEMA.GOV](https://msc.fema.gov)

- SPECIAL FLOOD HAZARD AREAS:**
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  - Regulatory Floodway
  - 0.2% Annual Chance Flood Hazard, Areas of 1% Annual Chance Flood with average depth less than one foot or with drainage areas of less than one square mile (Zone X)
  - Fatue Conditions 1% Annual Chance Flood Hazard (Zone X)
  - Area with Reduced Flood Risk due to Levee (Zone X)
  - Area with Flood Risk due to Levee (Zone X)
  - Areas of Minimal Flood Hazard (Zone Y)
  - Area of Undetermined Flood Hazard (Zone D)
  - Channel, Culvert, or Storm Sewer
  - Levee, Dike, or Floodwall
- OTHER AREAS OF FLOOD HAZARD:**
  - Cross Sections with 1% Annual Chance Water Surface Elevation
  - Coastal Tract
  - Coastal Tract Baseline
  - Profile Baseline
  - Hydrographic Features
  - Base Flood Elevation Line (BFE)
  - Limit of Study
  - Jurisdiction Boundary

**NOTES TO USERS**

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To determine if flood insurance is available in the community, contact your insurance agent or call the National Flood Insurance Program at 1-800-425-6842.

For community and countywide map data, refer to the Flood Insurance Study Report for the jurisdiction.

Base map information shown on the FIRM was provided by a third party, the United States Geological Survey (USGS). This information was derived from digital orthorectified aerial photography and is not guaranteed for cartographic use.

**SCALE**



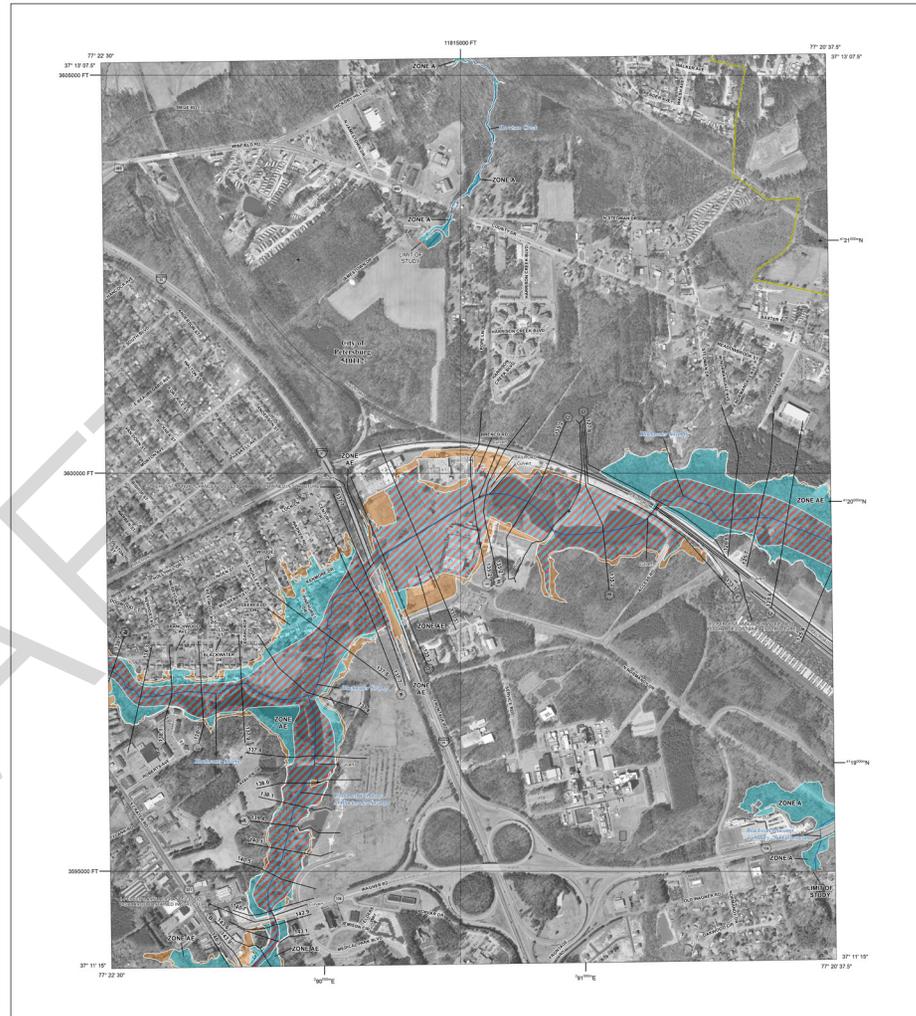
**PANEL LOCATOR**



**NATIONAL FLOOD INSURANCE PROGRAM**  
**FLOOD INSURANCE RATE MAP**  
**CITY OF PETERSBURG, VIRGINIA**  
 Panel: 04-45

**FEMA**  
 National Flood Insurance Program

**COMMUNITY NUMBER:** 5101120090  
**MAP NUMBER:** 2.5.4.6  
**DATE:** DECEMBER 15, 2022



**FLOOD HAZARD INFORMATION**

SEE THE REPORT FOR DETAILED LEGEND AND INDEX MAP FOR FIRM PANEL LEGEND. THE INFORMATION DEPICTED ON THIS MAP AND SUPPORTING DOCUMENTATION ARE ALSO AVAILABLE IN DIGITAL FORMAT AT [HTTPS://MSC.FEMA.GOV](https://msc.fema.gov)

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**NOTES TO USERS**

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For community and countywide map data, refer to the Flood Insurance Study Report for the jurisdiction.

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**SCALE**



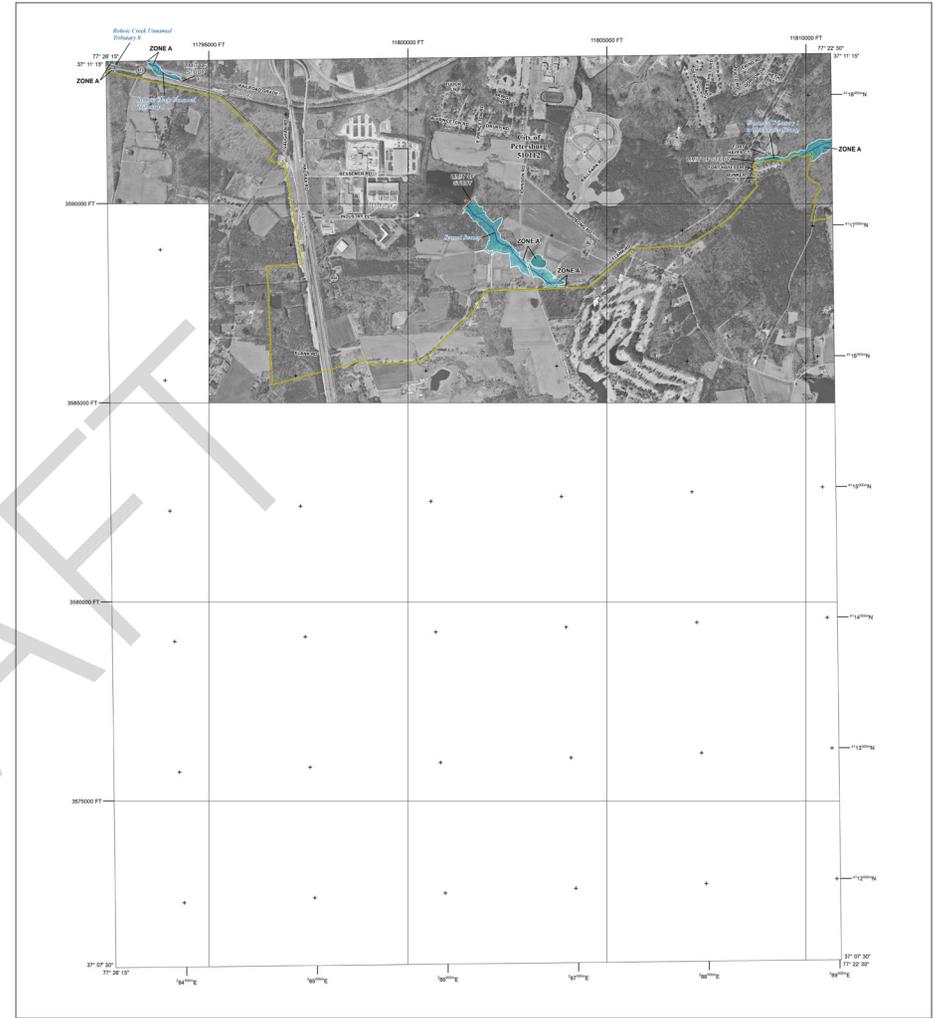
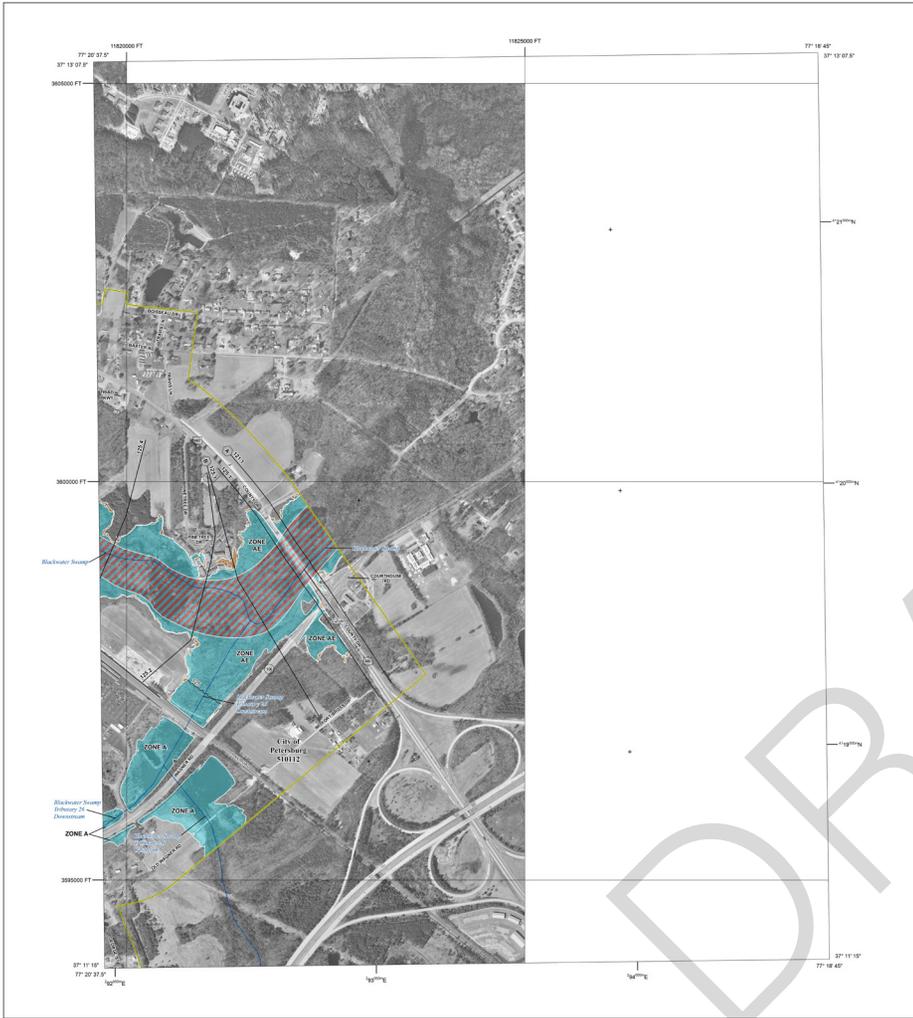
**PANEL LOCATOR**



**NATIONAL FLOOD INSURANCE PROGRAM**  
**FLOOD INSURANCE RATE MAP**  
**CITY OF PETERSBURG, VIRGINIA**  
 Panel: 28 of 45

**FEMA**  
 National Flood Insurance Program

**COMMUNITY NUMBER:** 5101120090  
**MAP NUMBER:** 2.5.4.6  
**DATE:** DECEMBER 15, 2022



DRAFT

**FLOOD HAZARD INFORMATION**

SEE THE REPORT FOR DETAILED LEGEND AND NOTES FOR THE PANEL LOCATOR. THE INFORMATION DEPICTED ON THIS MAP AND SUPPORTING DOCUMENTATION IS ALSO AVAILABLE IN DIGITAL FORMAT AT [HTTPS://MSC.FEMA.GOV](https://msc.fema.gov)

- SPECIAL FLOOD HAZARD AREAS**
  - Without Base Flood Elevation (BFE)
  - With BFE or Depth (Zone A, X, D, AH, AE, AF, AR)
  - Regulatory Floodway
- OTHER AREAS OF FLOOD HAZARD**
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  - Area with Flood Risk due to Levee (Zone D)
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  - Coastal Transect
  - Profile Baseline
  - Hydrographic Feature
  - Base Flood Elevation Line (BFE)
  - Limit of Study
  - Jurisdiction Boundary

**NOTES TO USERS**

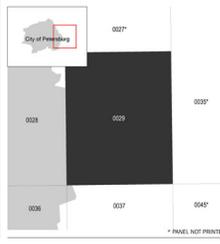
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This map is intended to be used in conjunction with the Flood Insurance Study Report for the jurisdiction. For more information, please refer to the Flood Insurance Study Report for the jurisdiction.

**SCALE**



**PANEL LOCATOR**



**NATIONAL FLOOD INSURANCE PROGRAM FLOOD INSURANCE RATE MAP**

**CITY OF PETERSBURG, VIRGINIA**

Panel: 29 of 45

Panel Contents:

| COMMUNITY      | NUMBER | PANEL | SUFFIX |
|----------------|--------|-------|--------|
| PETERSBURG, VA | 0029   | 0029  | 0      |

VERSION NUMBER: 2.6.4.6  
 MAP NUMBER: 5101120029D  
 MAP FIGURE: 0029  
 DECEMBER 15, 2022

**FLOOD HAZARD INFORMATION**

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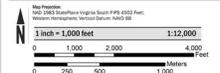
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**NOTES TO USERS**

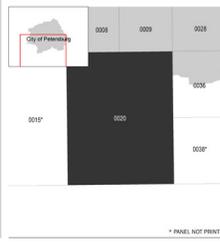
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**SCALE**



**PANEL LOCATOR**



**NATIONAL FLOOD INSURANCE PROGRAM FLOOD INSURANCE RATE MAP**

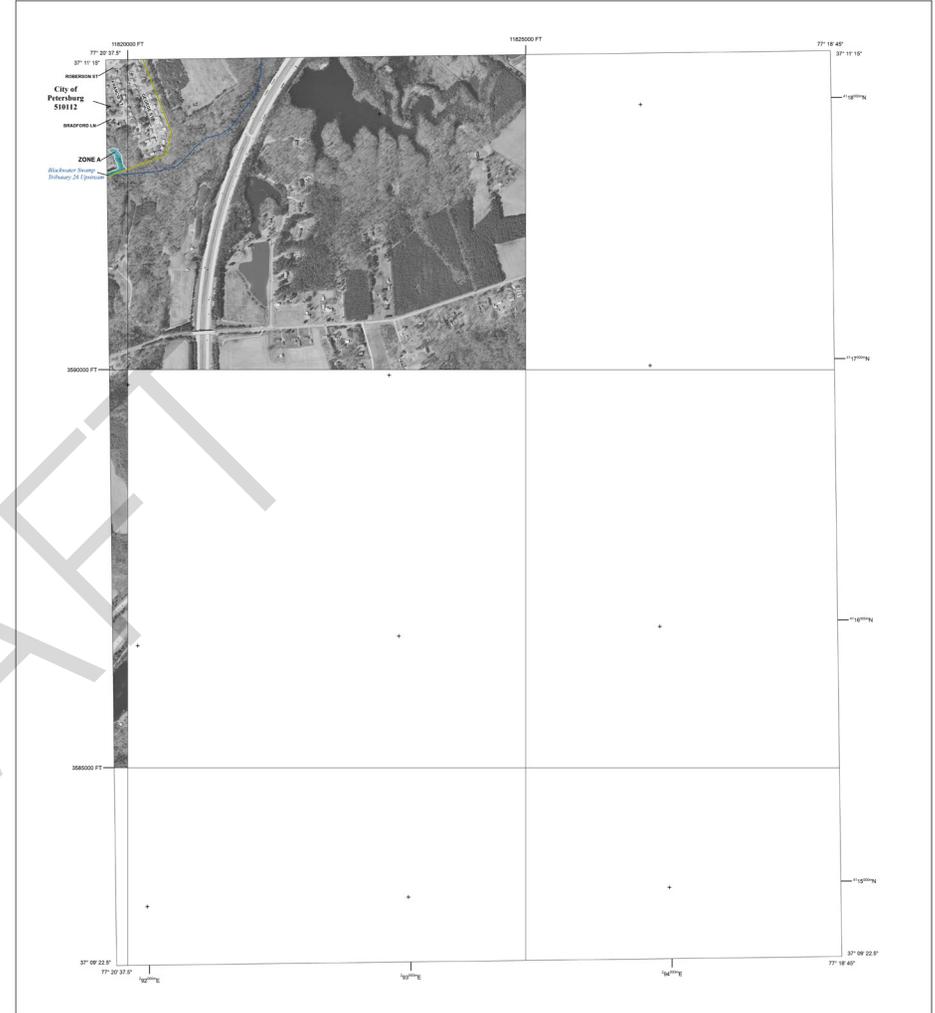
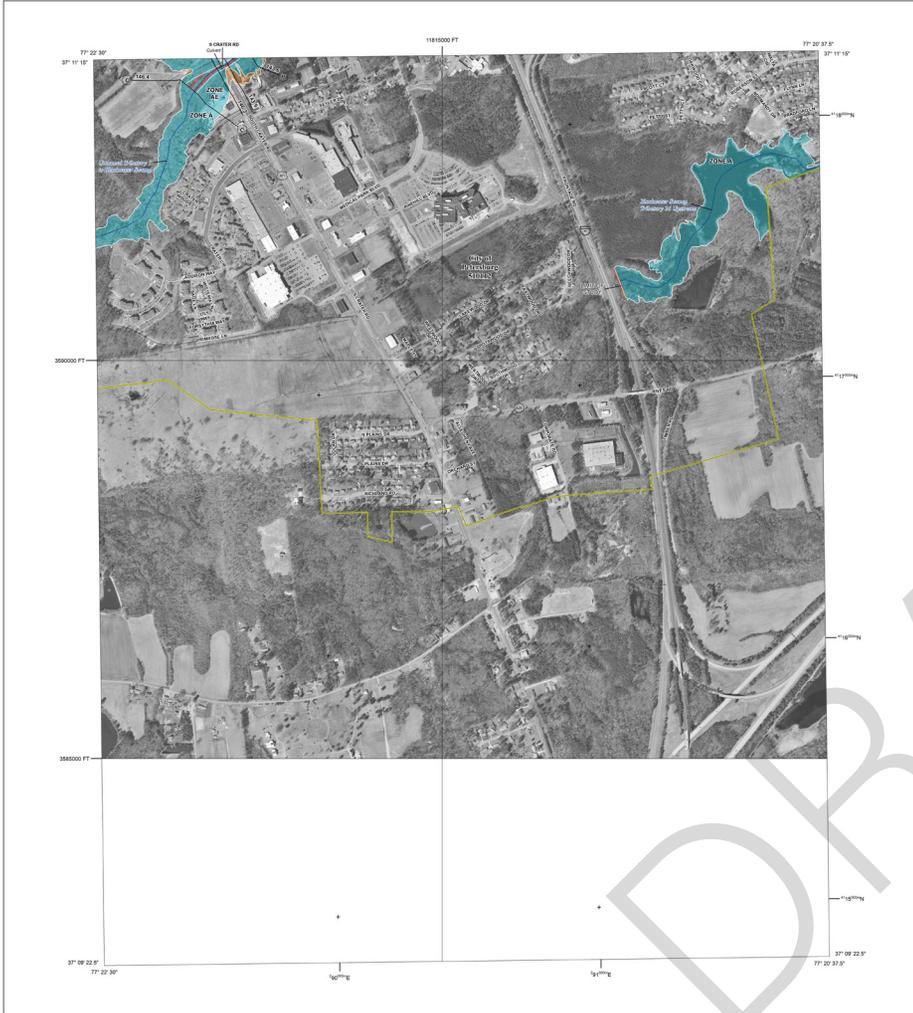
**CITY OF PETERSBURG, VIRGINIA**

Panel: 20 of 45

Panel Contents:

| COMMUNITY      | NUMBER | PANEL | SUFFIX |
|----------------|--------|-------|--------|
| PETERSBURG, VA | 0020   | 0020  | 0      |

VERSION NUMBER: 2.6.4.6  
 MAP NUMBER: 5101120020D  
 MAP FIGURE: 0020  
 DECEMBER 15, 2022



**FLOOD HAZARD INFORMATION**

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  - Area with Flood Risk due to Levee Zone D
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  - Coastal Traverset Baseline
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**NOTES TO USERS**

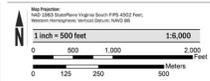
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**SCALE**



**PANEL LOCATOR**



**FEMA**  
 National Flood Insurance Program

**NATIONAL FLOOD INSURANCE PROGRAM**  
 FLOOD INSURANCE RATE MAP  
 CITY OF PETERSBURG, VIRGINIA  
 PANEL: 36 of 45

Panel Contains:  
 COMMUNITY NUMBER PANEL SUFFIX  
 PETERSBURG, CITY OF 510112 0036 0

VERSION NUMBER: 2.5.4-G  
 MAP NUMBER: S101120037D  
 MAP REVISED: DECEMBER 15, 2022

**FLOOD HAZARD INFORMATION**

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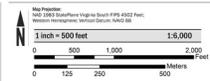
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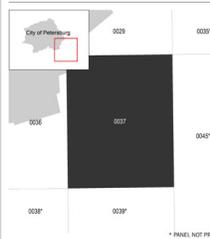
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**SCALE**



**PANEL LOCATOR**



**FEMA**  
 National Flood Insurance Program

**NATIONAL FLOOD INSURANCE PROGRAM**  
 FLOOD INSURANCE RATE MAP  
 CITY OF PETERSBURG, VIRGINIA  
 PANEL: 37 of 45

Panel Contains:  
 COMMUNITY NUMBER PANEL SUFFIX  
 PETERSBURG, CITY OF 510112 0037 0

VERSION NUMBER: 2.5.4-G  
 MAP NUMBER: S101120037D  
 MAP REVISED: DECEMBER 15, 2022

DRAFT

Prepared By:



The following summarizes comments received on the draft PetersburgNEXT Comprehensive Plan as of February 1, 2024. These comments will be discussed at the February 27, 2024 Joint Worksession with Planning Commission and City Council. **The purpose of the Joint Worksession is to reach consensus on policy and/or substantial content changes based on the feedback received.**

#### A. Summary of Comments

- **Virginia Department of Transportation (VDOT) Comments** – VDOT reviewed the draft *PetersburgNEXT* Comprehensive Plan through their Chapter 729 review process. No comments/changes. *See Attachment B.1.*
- **Virginia Department of Environment Quality (DEQ) Comments** – DEQ reviewed the draft *PetersburgNEXT* Comprehensive Plan to determine compliance with the Chesapeake Bay Preservation Act and had several suggested revisions for incorporation. *See Attachment B.2.* All comments and edits provided by DEQ have been addressed as appropriate.
- **National Park Service (NPS) Comments** – The Code of Virginia does not require the NPS to review Comprehensive Plans; however, NPS staff at Petersburg National Battlefield reviewed the draft *PetersburgNEXT* Comprehensive Plan to ensure consistency with protected lands in and around the Battlefield. All comments provided by NPS have been recorded in the comment tracker and addressed as appropriate.
- **City Comments** – City of Petersburg staff, Planning Commission, and City Council reviewed the draft *PetersburgNEXT* Comprehensive Plan. All comments provided by the City through February 1 have been recorded in the comment tracker and addressed as appropriate.
- **Public Comments** - Berkley Group received 49 comments from the community regarding the draft *PetersburgNEXT* Comprehensive Plan. These comments were submitted through the *PetersburgNEXT* online comment form or other electronic submittal (both before and after the January 14<sup>th</sup> Open House), verbally, or through the print comment cards available at the Open House. All comments are included in the attached spreadsheet. Community feedback included general comments about the document, typographical edits, data clarifications, and changes to strategies or policy language. Berkley Group has prepared an initial response and action for each of the comments. The Joint Worksession on February 27<sup>th</sup> will focus on policy comments that require direction from the Planning Commission and City Council. These comments are highlighted in yellow in the attached comment tracker.
- **Petersburg City Public Schools (PCPS) Student Comments:** Berkley Group, the City of Petersburg, and Petersburg City Public Schools (PCPS) partnered to gather feedback from high school students regarding the draft *PetersburgNEXT*

Comprehensive Plan on Friday, January 12, 2024. A summary of student feedback can be reviewed in *Attachment B.3*.

#### B. Next Steps

- **Submit Final Edits (City)** – The City will have until COB **Friday, March 8, 2024** to provide final document edits to Berkley Group.
- **Incorporate Edits (Berkley Group)** – Based on the direction and decisions of the Planning Commission and City Council, along with any final edits provided by staff, Berkley Group will incorporate all edits and prepare a Final Draft of the Plan by COB **Monday, March 25, 2024**.
- **Schedule Public Hearings (City)** – Spring/Early Summer 2024.

## PetersburgNEXT | Comment Tracker | December 6, 2023 - January 31, 2024

| City of Petersburg Comments |                         |         |      |                                |   |  |
|-----------------------------|-------------------------|---------|------|--------------------------------|---|--|
| #                           | Reviewer                | Chapter | Page | Topic                          | City of Petersburg Comment  | Berkley Group Recommendation/Action  |
| 1                           | Staff                   | 8       | 197  | Strategy 8.5.3                 | Get rid of the “especially in residential neighborhoods.”   | Comment noted. BG has revised as directed.   |
| 2                           | Staff                   | 5       | 112  | Strategy 5.6.8                 | This strategy discusses creating more local historic districts on Pocahontas Island and elsewhere. We’d like to move away from local designations due to how cost burdensome they can be and more towards establishing guidelines that support new development and renovations to be consistent with the existing character and not necessarily of the same material, etc. Could you reword that strategy along those lines?  | Comment noted. BG has removed Strategy 5.6.8 from the draft Plan to be consistent with City priorities.  |
| 3                           | Staff                   | 3       | 44   | Tourism in Petersburg          | Hotel Petersburg will open in spring 2024, not 2023.  | Comment noted. BG has revised as directed, and has made language past tense since the Hotel will open prior to adoption of the Comp. Plan.   |
| 4                           | Staff                   | 10      | 246  | Map 10.2 - Future Land Use Map | Convert the property at 235 Medical Park back to industrial or research and development as it was before.   | Comment noted. BG has revised as directed; the property has now been designated on Map 10.2 as Research and Development.   |
| 5                           | Council Member Cuthbert | N/A     | N/A  | Downzoning                     | I would like to see us downzone, selectively, from R-3 to R-2 and R-1. Doing this will, over the long term, improve the quality of our housing stock, encourage home ownership, stabilize neighborhoods, and help decrease the incidence of shabby apartments. In the 4th Ward, a good candidate for consideration is D’Alton street and also Mars Street south to the site of the former Southside Regional Medical Center. There are areas in other wards that would likely benefit from the same downzoning as well, for the same reasons. | Comment noted. This action would be implemented through the City’s Zoning Ordinance and Zoning Map rather than the Comprehensive Plan. However, the designations included in the Future Land Use Framework and Future Land Use Map (Map 10.2) do support the development of high-quality housing options throughout the City; other strategies in the Plan provide direction for housing maintenance and eradicating blight.           |
| 6                           | Council Member Cuthbert | N/A     | N/A  | Land Use along Route 460       | We should consider rezoning the mobile home parks along Route 460 to encourage uses that will contribute to the local economy—for example, perhaps research and development.  | Comment noted. This action would be implemented through the City’s Zoning Ordinance and Zoning Map rather than the Comprehensive Plan. However, many areas along U.S. Route 460 are designated on the Future Land Use Map (Map 10.2) for Research & Development uses and Community Mixed Use, both of which would serve to contribute to the local economy, provide high-quality housing options, and enhance overall quality of life. |
| 7                           | Council Member Cuthbert | N/A     | N/A  | Petersburg City Public Schools | Until the quality of our public schools improves substantially, I don’t see how increased residential use by families with school-aged children is fair to the children. All residential growth is not good residential growth.   | Comment noted. The quality and content of public education is the purview of the School Board and, as such, is a different planning process than that occurring through the Comprehensive Plan update. Several strategies in Chapter 6 do address supporting Petersburg City Public Schools (PCPS) and helping ensure high-quality public school facilities.   |

**PetersburgNEXT | Comment Tracker | December 6, 2023 - February 1, 2024**

**State Agency Comments**

| # | Agency | Chapter | Page    | Topic   | Agency Comment  | Berkley Group Recommendation/Action  |
|---|--------|---------|---------|---|---|--|
| 1 | NPS    | 3       | 44      | Tourism in Petersburg                             | It mentions a "Visitor Center and Contact Station for the City and Petersburg National Battlefield..." Since there has not been a commitment from the park on this, here is what I might say "a Visitor Center and Contact Station for the City and potential partnership with Petersburg National Battlefield,"  | Comment noted. BG has addressed as directed.   |
| 2 | NPS    | 5       | 108     | Petersburg National Battlefield                   | The 9,300 acres are the congressionally authorized boundary, but only 2,700 acres are actually park-owned at this time. I would just take out that phrase and just say "...covering land across Petersburg, Hopewell..."  | Comment noted. BG has rephrased to read: "The Park commemorates the ten-month siege of Petersburg from 1864 to 1865 and includes acreage in Petersburg, Hopewell, Prince George County, and Dinwiddie County."       |
| 3 | NPS    | 9       | 227     | Priority Transportation Projects                  | Since there hasn't been a commitment yet I would change the 1st project to say, "for the City and potential partnership with Petersburg National Battlefield."  | Comment noted. BG has rephrased to read: "Upon restoration, the South Side Depot will function as a tourism and visitor center for the City, with a potential partnership with the Petersburg National Battlefield." |
| 4 | NPS    | 10      | 246     | Map 10.2 - Future Land Use Map                    | There are areas of the City's land that were formally National Park Service land, I highlighted it in the attached map. I am also including a 1961 map of the park. These lands have a covenant as part of the deed saying they the historic resources will be preserved, this includes forts and earthworks from the Civil War. The areas are 50-100 yards along both sides of Flank and Defense Roads. The area at Flank Road and Crater Road known as Fort Davis is a larger area. I would suggest highlighting these as conservation lands, to flag any development projects planned near them. | Comment noted. BG has addressed as directed.   |
| 5 | NPS    | 10      | 246     | Map 10.2 - Future Land Use Map                    | The area identified by the yellow circle is approximately around Halifax, Defense, and Squirrel Level roads. While the area is currently designated as a conservation area (assuming this includes the agricultural zoning designation), we would like to reiterate the importance of it staying with in that land use. Civil War earthworks and resources are still present in these areas. This was communicated last year regarding the rezoning the parcels along Defense and Squirrel Level to Heavy Industrial for the newly constructed warehouse, which directly abuts an earthwork.        | Comment noted; this is a general comment and does not relate to revisions.   |
| 6 | VDOT   | Various | Various | Chapter 729 Compliance Review                     | See Attachment B.1. VDOT did not have any recommended revisions to the Plan.  | <i>None.</i>   |
| 7 | DEQ    | Various | Various | Chesapeake Bay Preservation Act Compliance Review | See Attachment B.2. DEQ had several recommended revisions to the Plan.  | BG has addressed all recommended revisions as directed. The draft Plan will be reshared with DEQ prior to public hearings.   |

**PetersburgNEXT | Comment Tracker | December 6, 2023 - February 1, 2024**

| Community Comments |         |         |  |   |   |
|--------------------|---------|---------|--|---|---|
| #                  | Chapter | Page    | Topic                                    | Community Member Comment  | Berkley Group Recommendation/Action   |
| 1                  | Various | Various | Support for Senior Citizens              | Petersburg has a large population of senior citizens. Yet, the [CDAAA] agency here in Petersburg has been left out when it comes time for financial planning and funding. We have been faithful in doing volunteer work, employment work, and everything else under the sun. Now, the City of Petersburg officials have done, a poor job at making sure that our needs be addressed. CDAAA has been left out of the equation. What needs, you ask? Jobs, employment, transportation to doctors appointments, working hours in the school systems here in this city, and assisting in winterizing homes for seniors. | Comment noted. Chapter 4 addresses the importance of allowing older residents to age in place, the need for housing rehabilitation and maintenance, and the need for a diversity of housing types to support varied needs. Chapter 9 includes discussion of expanding public transportation to access medical care at Bon Secours, among other recommendations for expanding equitable multi-modal transportation. BG has revised the Implementation Matrix (Table 11.1) to include the CDAAA as an implementation partner for appropriate strategies; CDAAA has also been added to the list of programs and partnerships in Chapter 6. |
| 2                  | 10      | 246     | Map 10.2 - Future Land Use Map           | Any reason exit 65 (Squirrel Level Rd) off I-85 isn't labeled as a "Gateway" to Petersburg? Could be a typo but am curious since an interstate access point is ideal for entry into the city.   | Comment noted. This was an oversight; the Future Land Use Map (Map 10.2) has been updated to include this interstate interchange as a gateway, consistent with other interstate interchanges.   |
| 3                  | 10      | 246     | Map 10.2 - Future Land Use Map           | Third attachment shows our two properties at Squirrel Level Road: North and South Potter Property. Curious what you envision the South side as, on the map you show light blue for Research and Development. Based on our discussion we see it most likely/ideally as a hotel site with a restaurant or gas station which might work better under the light pink – community mixed use land use similar to what you have for North Potter or corridor commercial.   | Comment noted; BG concurs with the suggested designation and has updated Map 10.2 as suggested.   |
| 4                  | 10      | 246     | Map 10.2 - Future Land Use Map           | The large field below the South Potter property was ours which was sold to Nucor, a metal fabricator/lay down yard which finished construction in 2023. Might be better as dark purple – General Industrial simply as a heads up. Building does not show up on Google Maps yet.   | Comment noted; BG concurs with the suggested designation and has updated Map 10.2 as suggested.   |
| 5                  | Various | Various | Regional Trail Networks                  | I think it's important that we match the surrounding localities in trying to develop our regional trail system. Tapping into the proposed Fall Line Trail could be a boon for Petersburg. The city needs quality outdoor exercise and relaxation spaces, and these trails would certainly provide them.   | Comment noted. The Fall Line Trail and other regional trail networks, along with the importance of Petersburg providing support for these trails to increase opportunities for passive and active recreation, are discussed in Chapter 9.   |
| 6                  | 4       | N/A     | Housing and Neighborhoods - General      | Research NACA Housing   | Comment noted; this is a general comment and does not relate to revisions.  |
| 7                  | 3       | N/A     | Economic Development - General           | I'm very glad to see economic development in the forefront of the chapters and will thoroughly read the initiatives. I was surprised to see online at the beginning of the Comprehensive Plan, where jobs for high school grads was listed secondary. I assume that was from survey results. However, I will review to analyze whether strategies are focusing on root cause initiatives of citywide issues.  | Comment noted; this is a general comment and does not relate to revisions.  |
| 8                  | 11      | N/A     | Implementation - General                 | There should be close collab with Petersburg HD - & groups with in kind goals/agendas, such as Cameron Foundation, DSS, Housing Authority, Major Health Plans (Aetna, etc.), [and] FOLAR to name a few.   | Comment noted. All partners named in this comment have been included as partners in the Implementation Matrix for appropriate strategies (Table 11.1).  |
| 9                  | 4       | 57      | Housing and Neighborhoods Goal Statement | Make clear that the focus is not on attractive neighborhoods only, but on making all neighborhoods attractive.  | Comment noted. BG has revised the Housing and Neighborhoods goal statement to read: "Petersburg will be a city where attractive and safe housing choices are accessible to residents of all backgrounds and abilities."   |
| 10                 | 10      | 232     | Land Use Goal Statement                  | Integrate equity in this statement.   | Comment noted. BG has revised the Land Use goal statement to read: "Petersburg will support land use and development patterns that are high-quality, environmentally sustainable, and enhance economic opportunity and equity for the community."   |

| #  | Chapter | Page    | Topic  | Community Member Comment  | Berkley Group Recommendation/Action   |
|----|---------|---------|--|---|---|
| 11 | 5       | Various | Parks and Recreation - General               | <p>I noticed that the draft of the comprehensive plan seems to have skipped over some important parks, especially Marie Bowen Memorial Gardens.</p> <p>And there's this park on Mt. Vernon Street—some call it Triangle Park, and I've heard it might've been known as McKesson Park back in the day. Keeping that historical vibe alive is pretty crucial for our neighborhood.</p> <p>Then, there are these small parks at Westover and Berkley—pocket-sized, but they've got character. The city used to plant gardens there, and they're part of our Walnut Hill Historic District. They've got a say in our neighborhood's design and kick up the overall quality of living.</p> <p>Oh, and the Bowen Gardens need a bit of love too. The hills are eroding into a creek at a faster rate, and that's a worry. These gardens have some real historical and landscape value, so it'd be cool if the city could tackle the erosion issue ASAP.</p> <p>Could you check these out and push for their inclusion in the draft? These parks bring a lot to the table—history, culture, and a sweet environment for everyone. Including them in the plan would be a win for our community.</p>   | Comment noted. Marie Bowen Gardens is identified in Table 5.1 and on Map 5.1; BG has updated the FLUM in Chapter 10 for consistency. The other parks listed are currently not formalized City parks and therefore are not included in the inventory; however, BG has added a section to Chapter 5 to discuss green spaces and monuments that may not be formally designated, but are still of significance to Petersburg's culture and history. The Plan also includes specific strategies to promote maintenance, community gardens, and erosion reduction, along with a strategy to formalize parks as appropriate. |
| 12 | 2       | 29      | Planning Factors/Waterfront Investment       | Concerns about the recommendation for vertical mixed use on undeveloped parcels along the Appomattox River. I don't see this recommendation anywhere else in the document or on the land use plan. We agree with the other statements in this section   | Comment noted. BG has removed the text related to vertical development along the Appomattox River waterfront to ensure internal consistency within the Plan.  |
| 13 | 9       | 228     | Table 9.3 - Priority Transportation Projects | #17 listed twice in table   | Comment noted. BG has updated the table to ensure correct numbering.  |
| 14 | Various | Various | Fall Line Trail                              | Wherever VDOT, wayfinding and the Appomattox Trail are mentioned, the Fall Line Trail should be included (especially important b/c VDOT is not providing funding for the signage)   | Comment noted. Text in Chapter 9 discusses the regional significance of the Fall Line Trail and the need for Petersburg to provide ongoing support for trail development. No change recommended.  |
| 15 | 10      | 240     | Intentional Land Planning                    | Last sentence of first section – changing the word “amenities” to “services” would better match other parts of the document   | Comment noted. BG has revised as suggested.   |
| 16 | N/A     | N/A     | General                                      | I agree with most of the comments made so far, so won't repeat them all!! All of the ideas are doable and we must have the backing of the city government. That lack of support has been a problem for years. This city is so wonderful and has a diverse history that must be honored and taught to our young people. Everyone needs to be included in this effort, not just a few!<br>Wonderful ideas in this area of the project!  | Comment noted; this is a general comment and does not relate to revisions.  |
| 18 | N/A     | N/A     | General                                      | <p>The innovative ways in which the City Council is striving to "advance" the city is what I find appealing. Thank you! I have lived in Petersburg all of my life. This demonstrates the city's immense potential but let me also say that Petersburg is more than just Grove Avenue, Old Towne, and/or Walnut Hill. Question. Why are certain parts of the city given so much attention while others appear to get neglected? The areas of the city that are referred to as the "hood" districts require the most revitalization, in my opinion. The areas listed above seem to receive a lot of care, but the "hood" is poorly outlined and shows an appearance of neglect. Although the refurbished homes look marvelous, those in need of housing cannot afford them due to their exorbitant prices.</p> <p>Additionally, we may wish to think about adding additional streetlights to the city as a starting point. In terms of appearance, this would make streets and communities appear more cheerful and adequately attractive. Maybe we should start on Washington Street and work our way into the various communities. Lights make everything seem more vibrant and brighter! Furthermore, I propose that we increase our public relations and outreach efforts to inform the community of Petersburg's activities. Specifically, City Council meetings, Idea Walls, Public Surveys, sessions, Town Hall meetings, etc. Of course, the community newsletter is fantastic, but very few people read it. Perhaps we would consider continuously and consistently putting flyers in most town businesses and neighborhood retailers. This may provoke citizens to readily become more involved in the ideas, future, and revitalization of Petersburg, especially if they are invited. For instance, until after the fact, I knew nothing about the concept of this Idea Wall, Public survey, or work sessions. I think that publicity should be intentional, deliberate, and purposeful! Let's work together and fix the breakdown of communication immediately; otherwise, we will be "preaching to the choir." Petersburg is more than "the faithful few." Having said this, let's think about doing more outreach in all of Petersburg's neighborhoods. Let's also utilize texting, radio, television, flyers, billboards, and all social media platforms, etc., to let people know about these fantastic ideas that Petersburg is striving to put into practice. We desperately need to encourage and reach out to as many citizens as possible to show up to Council meetings and express their concerns. In conclusion, we are moving in the right direction. Mailing the Petersburg newsletter is fantastic, but what about the earlier-mentioned advertising as well? I firmly believe that if the implementation we are doing is not properly promoted, we will be closing business, or only a handful of people will decide the fate of Petersburg. More citizens need or should be involved, but I think that the lack of effective public communication is the missing piece to the puzzle.</p> | Comment noted. This comment is general in nature and does not relate to the Comprehensive Plan.   |

| #  | Chapter | Page | Topic                                   | Community Member Comment  | Berkley Group Recommendation/Action   |
|----|---------|------|---|---|---|
| 19 | 11      | N/A  | Implementation - General                | <p>For the implementation plan it's missing a key element that provides gives guidance to stakeholders and those that changes have a direct impact on. Consider organizing the plan into phases, and associate a goal and/or milestones to ensure that there is a consistent metric to consider for the close of each milestone and phase, to measure progress. With this requires a baseline metric to measure progress towards the overall goal of achieving implementation.</p> <p>For example, if you have three phases and each phase has four milestones. If only one milestone was achieved in a phase, then it would be marked as incomplete. Designate a percentage/number that denotes complete, incomplete and a neutral completion. From there you can stipulate standards for the reimplemention of a phase/course correction.</p>   | Comment noted. The Implementation Matrix provides a targeted completion date for each of the strategies, which, in effect, serves as phasing. As individual strategies are initiated, scoped, and funded throughout the life of the Plan, more detailed milestones will be able to be developed. No change recommended.   |
| 20 | 11      | N/A  | Implementation - General                | I have noticed that there are goals for business, but there are no concrete goals for green space (let's increase green space by x % by 2030, for example). We need to make sure that we are planning for the increases in temperature, electric cars, and preserving space for folks who we are trying to attract.   | Comment noted; see Strategy 5.1.8. No change recommended.   |
| 21 | 10      | 250  | Future Land Use Framework               | The pink category [Community Mixed-Use] is vague and does not clearly protect historic characteristics of the pink area.  | Comment noted. BG has revised text in this section to read: "Renovations, infill, and new construction within designated Local Historic Districts should conform to the Historic District Design Guidelines and decisions of the ARB. Where development and redevelopment occur within a quarter of a mile of designated historic district but are not regulated under historic district overlays, adherence to the City's Historic District Design Guidelines should be considered." |
| 22 | 8       | 199  | Tree Cover                              | Need to clearly state that we will increase tree cover in hot areas & areas that are disadvantaged to make green space more equitable.  | Comment noted; Strategy 8.5.1 addresses this concern and states that the priority areas for increasing tree cover will be determined by available heat mapping data. No change recommended.   |
| 23 | N/A     | N/A  | Noise Pollution                         | Noise pollution in the city needs to be addressed. It's understandable that a fire department needs to be in close proximity to its intended target area but the constant sirens in what is supposed to be residential, is just not conducive to a peaceful state of mind. Fire sirens, ambulances and police in a combination thru out the day, is detrimental for the residents and equally to those visiting town as it has been expressed by our guests and neighbors who choose to leave town for a quieter locality. We need to do better in the logistics of managing this excessive noise pollution and the bad image it gives the already high crime in this city. As a local, I also feel the city, in its efforts to transformation, should more actively engage by a routinely city drive, reviewing properties who are plainly being neglected year after year providing more facts of city dilapidation to outside investors. While I understand all goals the city are currently trying to address, after now 4 years living here, I feel the more minor issues that create an impression to outsiders when visiting, it's lacking in a big way. Washington st, the first stretch coming out the "Old town Petersburg " needs to have a face lift (specially at night time) as again, this is where all city resources should emphasize if we're looking to give this town a different feel. I thank you greatly for this board your providing to the community. I do hope the community voice is heard and action is taken by ALL of us collectively. I'm one who came to this city with the vision that change will happen and dismiss the crime rate, the forgotten city noise, the financially broken system. When have come a long ways in 4 years but with now a healthy budget and the resources to do more, let us know how we can help! | Comment noted. BG has added a section to Chapter 8 to discuss noise pollution.  |
| 24 | 9       | 212  | Public Transportation                   | Please do not leave out making transportation regional with longer operating hours. There is no reason residents should not be able to get to Richmond adequately.  | Comment noted. Support for evaluating potential options to expand Regional Transportation is discussed in Chapter 9. No change recommended.   |
| 25 | 5       | 85   | Table 5.1 - Parks and Recreation Assets | Why are the pocket parks in Walnut Hill not listed The Bowen Memorial Garden is a listed park, also there is another park on Mt. Vernon street as well.   | Comment noted; see Line 11.   |

| #  | Chapter | Page | Topic  | Community Member Comment  | Berkley Group Recommendation/Action   |
|----|---------|------|--|---|---|
| 26 | 3       | N/A  | Economic Development - General                         | Dear Petersburg Residents and Decision Makers, In the race for economic growth, let's set our sights on opportunities that truly elevate Petersburg. While the chatter about a casino persists, let's consider a Spartan approach—focusing on what could truly transform our city's future: DATA CENTERS. Economic Impact Matters: While a casino might bring in about \$12.24 million annually, envision the potential contributions of data centers, which bring over 600 million each year to the tax payers of Loudoun. With Amazon investing a colossal \$35 billion in new data centers in Virginia over the next decade, Petersburg could ride this wave of growth and significantly boost its local economy. Infrastructure for the Future: Our city has recently had federal funding allocated to upgrade its broadband infrastructure, aligning perfectly with the needs of data centers. This positions Petersburg as a prime location, ready to meet the demands of tech giants and emerging industries. While more cables would be needed this should be something our officials should be advocating for, not casinos. Diverse Opportunities, Local Prosperity: Data centers don't just bring revenue; they create high-paying jobs, foster innovation, and attract a diverse workforce. This is an investment in the future that doesn't rely on siphoning wealth from our residents but rather contributes to local prosperity. Court the Bitcoin Wave: Beyond traditional data centers, there's a rising tide of Bitcoin mining. Petersburg could position itself as an attractive destination for these ventures, tapping into the burgeoning cryptocurrency industry and reaping the benefits of this digital frontier. Old industrial city sites located in economic opportunity zones such as Titmus could benefit from this new market. Leadership for Tomorrow: As the powers that be, let's shift our focus towards sustainable, long-term growth. Data centers align with the direction of progress and innovation. Let's be leaders in securing Petersburg's place in the digital age, not just another casino town. Food for Thought: Ask yourself, which path aligns with our vision for Petersburg—a fleeting casino venture or a strategic move into the digital era with data centers and Bitcoin mining? Share, Discuss, Act: Spread the word, spark discussions, and let's steer our city towards a future that's resilient, prosperous, and forward-thinking. | Comment noted. It is BG's understanding that a casino remains a high priority for the City. BG would recommend against pursuing data centers as an economic development priority at this time due to their lack of physical job creation and due to the fact that they rely heavily on public water, which in Petersburg currently has significant structural and capacity issues. If the City desires to pursue the siting of data centers at a later date, the Comprehensive Plan can be amended to add language that states and provides further direction for this priority. BG would also advise against local government involvement in bitcoin mining at this time. No change recommended. |
| 27 | 3       | N/A  | Economic Development - General                         | Is there a map of broad band infrastructure and fiber optic cables?   | See Commonwealth Connection ( <a href="https://commonwealth-connection.com/">https://commonwealth-connection.com/</a> ) for a current map of broadband infrastructure in Petersburg and Virginia. A map of fiber optic cables is not readily available as this infrastructure is controlled by private entities.  |
| 28 | 7       | N/A  | Public Safety - General                                | I haven't gotten the chance to approach city council, but I think it would be a plus to make the old town area walkable for totally blind people and also blind people with hearing impairments. There are AI software apps for people which can read a walk signal and read a very accurate description of a persons surroundings. Just putting visual walk/ no walk signals at all the major intersections would help immensely. Thank you.   | Comment noted. Chapter 9 includes discussion of making major thoroughfares in Old Towne ADA accessible, which would include walk signals and raised/textured curb ramps.  |
| 29 | 4       | N/A  | Housing and Neighborhoods - General                    | I am SO pleased at the thoughtfulness and thoroughness of this section!! Thank you for including information on things like housing cost burden, housing rehabilitation programs, a priority for a blight abatement study and strategy, the visual about the housing spectrum and a breakdown by AMI, information in redlining, information on community land trusts, tactical urbanism, small area plans, and housing rehabilitation zones. It's fantastic and reassuring to see the housing section of the comp plan elevated to a new level like this!!  | Comment noted; this is a general comment and does not relate to revisions.  |
| 30 | 4       | 61   | Where Are We Now?                                      | under Housing Type, can you include discussion and chart for housing type as it relates to rental or owner? pg 61 mentions occupied housing units, but there doesn't appear to be any data on the number of housing units that exist for owner vs rental overall (not just occupied).   | Comment noted. While data regarding occupancy (i.e., owner-occupied vs. renter-occupied) is readily available, data regarding the <i>intent</i> of residential construction (i.e., whether it is existing for the purposes of being owner-occupied or renter-occupied) is not readily available, with this being a characteristic that can change multiple times over the life of a structure. No change recommended.   |
| 31 | 4       | 62   | Where Are We Now?                                      | pg. 62 under Housing Age, consider mentioning that housing units built before 1978 have a higher risk of having lead-based paint on their walls, which is an environmental health concern. pg. 62 under Housing Age, consider mentioning any differences in age between Owner-Occupied Housing Units by Age and Renter-Occupied Housing Units by Age. The Housing Age section states that approximately 72.7% of units were built before 1980, but figure 4.6 doesn't show any before 1980. Update to include that or perhaps clarify in the title that the chart is only for housing stock constructed after 1980.   | Comment noted. BG has added a note to clarify Figure 4.6 as suggested.  |
| 32 | 4       | 62   | Where Are We Now?                                      | Can the data sources be updated in the draft Comp Plan? For example, the US Census 2022 ACS 5-year Estimates (table DP04) show the median value of owner-occupied housing in Virginia as \$339,800 which is much higher than the \$295,000 noted under Housing Affordability on page 62. Also, rents have been on the rise across Virginia (talk with HousingForward for more details). Is \$803 still accurate for the median gross rent in Petersburg?  | Comment noted. BG has reviewed data in this Chapter for accuracy and has updated accordingly.   |
| 33 | 4       | 69   | Table 4.2 - Petersburg Households and Housing Spectrum | Please include more discussion on how many affordable rental housing units exists in Petersburg compared to what is needed. Table 4.2 includes the estimated percentage of households at different levels of AMI. What is the number of households at each levels? What are the total number of affordable rental housing units in Petersburg available at each level? Are there enough affordable rental housing units to meet the need at each level? If not, how will that be addressed?   | Comment noted. This level of analysis would be most appropriate to include in a separate housing study or plan, as the Comprehensive Plan is intended to be broad in nature and the data described is not available without extensive research and analysis. No change recommended.   |

| #  | Chapter | Page       | Topic  | Community Member Comment  | Berkley Group Recommendation/Action   |
|----|---------|------------|--|---|---|
| 34 | 4       | 71         | Subsidized Housing   | According to the National Low Income Housing Coalition, 6% of publicly supported rental homes face an expiring affordability restriction in the next five years. What is the data on this specifically for Petersburg? If Petersburg's current LIHTC projects with affordable units be turning into market rate, will that further decrease the availability of affordable rental housing? If so, what's the projected timeframe on that?   | See above (Line 33).  |
| 35 | 4       | 74         | Programs and Partnerships  | Consider talking with Virginia Housing Alliance and the Partnership for Housing Affordability to learn more about how other communities are partnering to address the need for affordable housing.  | Comment noted. The Virginia Housing Alliance and the Partnership for Housing Affordability have been added to the list on pg. 74 and have also been added as partners for appropriate strategies in the Implementation Matrix (Table 11.1)  |
| 36 | 4       | 65         | Maps 4.2, 4.3, 4.4, 4.5 - Red Tag Properties and Other Residential Characteristics | Is the color key/legend on page 65 just for the owner occupancy and vacancy rates? It shows Low Rate to High Rate, but it's unclear if that's also for Median Household Income, which is not a rate?  | Comment noted. BG has changed the color key labeling to remove inconsistency.   |
| 37 | 4       | 65, 66, 76 | Data Visualization   | It's hard to see the yellow historic districts on the historic district map on page 65 - consider adding space between the bullets on pages 66 and 76 to be consistent with the formatting of the other bullets in the Housing section.   | Comment noted; editorial in nature.   |
| 38 | 4       | 66         | Table 4.1 - Housing Rehabilitation Programs and Resources                          | Are there any programs to help folks with tax-delinquent properties?  | Comment noted. BG is unaware of existing programs, public or private, that provide assistance to owners with tax-delinquent properties.   |
| 39 | 4       | 66         | Table 4.1 - Housing Rehabilitation Programs and Resources                          | Consider adding the lead hazard reduction program to the table on page 66. See info on the program at <a href="https://www.dhcd.virginia.gov/lhr">https://www.dhcd.virginia.gov/lhr</a> (also, project homes is the partner for that program in our area)   | Comment noted. BG has revised as suggested.   |
| 40 | 4       | 67         | Blight Abatement in Historic Districts   | The first sentence in the section on Blight Abatement in Historic Districts paragraph is the only one that appears to refer to properties in historic districts. What And with about half of the identified red tagged properties falling within historic districts, what specific strategies are being explored/prioritized for those houses?  | Comment noted. See final paragraph in this section - due to the sensitive nature of addressing blighted properties in designated historic districts, the Plan includes a recommendation for developing a detailed blight abatement study that would provide further direction for appropriate solutions in these and other areas of the City. No change recommended.  |
| 41 | 4       | 67         | Blight Abatement in Historic Districts   | Will the data-driven, digital real estate database include any information on properties in historic districts? There have been several efforts over the years by and/or with the City to capture information about the conditions of historic district properties in hopes of working with homeowners to address rehabilitation and code enforcement needs, and to ensure that these historic homes are not demolished as they had been previously with the demolition program with the national Guard.  | The intent of this database as described would be to include all property records and all code violations in the City, which would encompass properties in both locally and nationally designated historic districts.   |
| 42 | 4       | 70         | Aging in Place   | In the section on Aging in Place on page 70, consider mentioning the maximum affordable rent for Social Security Income (SSI) recipients. According to the National Low Income Housing Coalition's 2023 Virginia profile, rents are only affordable to SSI recipients at \$274 or less. <a href="https://nlihc.org/sites/default/files/SHP_VA.pdf">https://nlihc.org/sites/default/files/SHP_VA.pdf</a> Consider adding street lighting to the infrastructure improvements mentioned in the Aging in Place section.   | Comment noted. The importance of installing street lighting throughout Petersburg is discussed in Chapters 5, 7, and 10. No change recommended.   |
| 43 | 4       | 70         | Transitional Housing   | The Transitional Housing section on page 70 notes that there is no permanent shelter or transitional housing opportunities for residents facing homelessness in Petersburg. This is a HUGE issue for the adults and children who are unhoused in Petersburg. If "over 400 students in the PCPS system were homeless at some point in time during the 2020-2021 school year," then why isn't this a PRIORITY for the City? Yes, a collaborative effort needs to be undertaken, and investments and resources available for permanent shelter and transitional housing are limited. However, having safe housing is a fundamental social determinant of health and this includes shelter. There is more attention paid in this draft comp plan to addressing blight than there is to addressing the shelter and transitional housing needs for the unhoused. The various nonprofit organizations working with the unhoused population aren't even mentioned (ex: St. Joseph's Villa Flagler Housing Resource Center, Commonwealth Catholic Charities, District 19 Housing Now Supportive Housing Program, Crater Area Coalition on Homelessness, Etc.). | Comment noted. It is BG's understanding that this is not a priority for the City at this time. If the City desires to prioritize transitional housing at a later date, the Comprehensive Plan can be amended to add language that states and provides further direction for this priority; this can also be addressed in the Zoning Ordinance. No change recommended. |
| 44 | 4       | 70         | Transitional Housing   | While there is a mention of amending Zoning ordinance to allow transitional housing in Strategy 4.2.2, this isn't mentioned at all in the Transitional Housing section on page 70.  | See above (Line 43).  |
| 45 | 4       | 71         | Subsidized Housing   | Are there any rental assistance programs available for people in Petersburg? That's an important resource to keep folks from becoming homeless. Talk to the staff at the St. Joseph's Villa Flagler Housing Resource Center to learn more about the high volume of calls they receive for rental assistance.  | Comment noted. Housing Choice Vouchers are one form of rental assistance and are discussed in Chapter 4. Most other rental assistance programs are provided through Petersburg's partners; see list on pg. 74.  |

| #  | Chapter | Page | Topic                               | Community Member Comment   | Berkley Group Recommendation/Action   |
|----|---------|------|-------------------------------------|--|---|
| 46 | 4       | 72   | What Is Redlining?                  | It's GREAT that redlining is mentioned on page 72!! I'm so pleased to see that. It would be very helpful to have information on the history of redlining, specifically in Petersburg so as to know how best to address the long-term impact of it. Does this information exist? Can a summary of it be included in the Comp Plan? If not, can you mention the resources available for learning more about redlining in Petersburg?   | Comment noted. BG was initially unable to locate historic redlining data for Petersburg, but new map data was released in late December 2023. A link to this interactive historic redlining map has been added to this section. Additional resources can be added to the Plan as they are made available; there is currently limited research for Petersburg. |
| 47 | 4       | N/A  | Housing and Neighborhoods - General | Consider talking with project:HOMES about their work on manufactured housing in other communities. There could be an opportunity for partnership on similar projects in Petersburg.  | Comment noted. project:HOMES is included in the Implementation Matrix (Table 11.1) as a partner.  |
| 48 | 11      | 269  | Table 11.1 - Implementation Matrix  | Please add Southside Community Development & Housing to the housing related partners mentioned in the TABLE... They have HUD certified housing counselors on staff that provide housing counseling, they also have also received funding from the WORTH BIPOC Homeownership Grant (via LISC Virginia) and funding from the Amandala Fund to provide downpayment assistance to first time home buyers. This is a significant accomplishment and a huge resource for Petersburg. | Comment noted. Southside Community Development & Housing Corporation has been added to the list on pg. 74 and has been added as a partner for appropriate strategies in the Implementation Matrix (Table 11.1).   |
| 49 | 4       | 73   | Economic Investment                 | Can the city make the timely administration and disbursement of CDBG funding a priority on page 73? In recent years there has not only been confusion over who is staffing that program and how to reach them, but funding disbursements were even delayed.  | Comment noted. The City is currently required to adhere to federal mandates for administration and disbursement of CDBG funding due to its participation in the CDBG Entitlement Program; therefore, it is not necessary to include this information in the Plan.   |

## Comprehensive Plan or Plan Amendment VDOT Richmond District Review 1/29/2024

### Plan Overview

- Title: PetersburgNEXT Comprehensive Plan 2044
- Scheduled Approval: Spring 2024
- Local Points of Contact: Naomi Siodmok, Director of Planning and Community Development, City of Petersburg
- Consultant Team: Caroline Vanterve (The Berkley Group, LLC)
- VDOT Reviewers: Sarah Rhodes, Nicole Mueller, Paul Hinson
- Summary – *This is a review of the City of Petersburg’s updated draft Comprehensive Plan. The PetersburgNEXT Comprehensive Plan 2044 is the guiding policy document for the long-range planning and future development of the City of Petersburg. The Plan addresses a wide range of topics related to development and land use, including housing and neighborhoods; parks and recreation; community facilities and infrastructure; and economic development. PetersburgNEXT is the culmination of nearly two years of research, data analysis, and most importantly, community input and engagement. Twenty years from today, Petersburg envisions a vibrant, equitably connected community, recognizing that transportation impacts quality of life, regional connectivity, economic development, and the environment. Priority transportation projects have been identified in addition to the strategies included at the end of Chapter 9, Mobility and Transportation.*

### VDOT Review Requirements

VDOT reviews comprehensive plans to ensure Local/State Plan and Program Consistency (required under [§15.2-2223](#)) or when voluntarily submitted to VDOT by localities as part of their planning process. VDOT reviews comprehensive plans for reasons that benefit the locality, and the various agencies (including VDOT) involved in the land development process.

### General Plan Requirements

#### 1. Does the plan inventory or map the existing transportation network?

Yes. Chapter 9 of the plan includes a functional classification map for the City of Petersburg (see Map 9.1). The Department of Public Works is responsible for maintaining 395 lane miles of roadways within the City of Petersburg, while VDOT is responsible for maintaining interstate highways. Further, the plan also focuses on maximizing the existing transportation network by enhancing multimodal opportunities through bike, pedestrian, and transit improvements.

#### 2. Does the plan identify growth assumptions, such as, population growth, employment growth, and location of critical infrastructure?

Yes. The assessment and analysis of the transportation network includes assumptions that directly influence the demand placed on the transportation system. Assumptions are based on current and projected population growth, current demographic trends, current and future land uses, and available plans and studies.

PetersburgNEXT informs and influences future updates to all City land development regulations and decisions.

#### 3. Does the plan identify needs and outline a process for how those needs were identified.

Yes. The transportation needs identification process includes the evaluation of existing conditions as well as current and projected performance and conditions for the following areas:

- Bridges and Culverts
- Street Design and Maintenance
- Parking

- Passenger and Freight Rail
- Public Transportation
- Biking and Walking
- Trails and Greenways
- Shared Mobility

The process to define the current and future transportation needs and develop priorities to address them was based on data, forecasting tools, and stakeholder input at the community level (traffic volume information, crash data, transit ridership, etc.). Highlights of relevant community engagement are included in the chapter.

**4. Does the Plan include recommendations? Are those recommendations mapped? Do those recommendations include cost estimates?**

Yes. PetersburgNEXT includes a list of prioritized transportation improvements (see Table 9.3); priority project ID numbers listed in the table correspond with the numbers illustrated in Map 9.8.

The Mobility and Transportation chapter (Ch. 9) identifies strategies to improve safety for all modes of transportation. Table 9.2 includes short-term, medium-term, and long-term goals for a more connected bikeways network. The priority transportation improvement projects are included in Table 9.3 and separated into short-term and long-term projects. A brief description, general location, and planning-level cost estimates (if available) are identified for all projects.

The Implementation chapter (Ch. 11) of the Plan includes an implementation matrix which will be updated regularly to measure achievements and reprioritize strategies to meet community goals.

**VTrans Consistency**

PetersburgNEXT is consistent with VTrans (2021 VTrans Mid-term Needs) and identifies Corridors of Statewide Significance. The City has included a map of VTrans mid-term needs (Map 9.7).

The recommendations identified that make up the prioritized recommendations list overlap significantly with the five goals identified in VTrans.

**SYIP Consistency**

The City has included a six-year improvement projects table (Appendix B; FY24-29 SYIP).

PetersburgNEXT includes a Priority Transportation Projects list that focuses on four improvement types:

- Safety Priority Projects
- Operations (accessibility improvements)
- Congestion
- Alternative Transportation (bike/ped/transit)

The Priority Transportation Projects list includes active or forthcoming projects listed in the SYIP and are separated into short-term and long-term projects. The projects have been identified through existing and future conditions analysis and community input.

**CTB Location Decision Consistency**

N/A

**Other Agency Review**

The Crater Planning District Commission, the Tri-Cities Area Metropolitan Planning Organization (TCAMPO), Friends of the Lower Appomattox River, and the Petersburg Area Transit have participated in the focus group roundtable discussion sessions and have provided review and feedback within the plan development process.

**VDOT Richmond District Review Summary**

VDOT Richmond District’s review of PetersburgNEXT is to ensure that this section of the City of Petersburg’s Comprehensive Plan is in compliance with Virginia Code section §15.2-2223 and the Department’s requirements for the review of Comprehensive Plans and Comprehensive Plan Amendments. This review focused on confirming that all the required materials are in the plan and that the plan is consistent with VTrans, SYIP, and Location Decisions from the CTB. This review does not serve as an endorsement of the plan or any of the projects specifically listed in the plan.

PetersburgNEXT meets the criteria as outlined in Virginia Code section §15.2-2223. The required

documentation is appropriately included in the amended Plan.  
VDOT Richmond District has not identified anything that would be inconsistent with VTrans.  
Further, VDOT Richmond District has not identified anything that would be inconsistent with projects in the SYIP or would preclude execution of any projects in the SYIP.  
Finally, after review of the PetersburgNEXT Comprehensive Plan 2044, VDOT Richmond District has determined that CTB Location Decisions do not impact this review.

## UPDATE 1/2024: based on review of DRAFT of PetersburgNEXT Comp Plan

The Regulation requires that, “as a minimum, the comprehensive plan or plan component shall consist of the following basic elements: (i) a summary of data collection; (ii) analysis and policy discussion(s); (iii) land use plan map(s); and (iv) implementing measures, including specific objectives and a time frame for accomplishment.” Does the Plan contain current data, mapping, and information in the following areas to facilitate development of Plan policy and implementing measures regarding the impact of land use on water quality in CBPAs, as applicable? [UPDATE 1/2024 - Chapter 11 describes the Implementation Plan \(p. 262\), the process of Benchmarking, and how City Council and the Planning Commission can use the Comprehensive Plan to meet the listed objectives. Time frames and partners for each objective are included starting on p. 269, including some that address water quality Including mitigation for flooding and educating public about living shorelines\). As noted in comments below, additional mapping for shoreline and streambank erosion and basic analysis about how the impacts of pollution, of redevelopment, are to be managed to address risks to and protection of potable water supply are needed. In Appendix C, “Identified Priority Infrastructure Needs,” pp. 314-317, details for funding and plans for upcoming water, wastewater, water pumping stations are outlined.](#)

Yes  No  Physical constraints to development (soil survey, floodplain mapping), including a discussion of the relationship between soil limitations and existing and proposed land use, with an explicit discussion of soil suitability for septic tank use. The 2014 Plan contains floodplain, wetland, and steep slope maps; however, it does not include data and analysis to determine whether the presence of any of these features rise to the level of concern of causing a physical constraint to development. It is likely that soils do not cause a physical constraint to septic systems because the City requires that all new development connect to the public sanitary sewer system, which is available City-wide. City staff have indicated that there are no septic systems remaining within the City limits; however, on page 82 the Plan mentions an area of the City that has no public water or sewer. I will need clarification on that statement. [\(Both statements are more than likely correct – if there is an area of the City without public water/sewer it is uninhabited/undeveloped. Furthermore, in the uninhabited/undeveloped area – or any other lots that might need sewer as a result of a “lot split” – septic systems would be permitted under only certain conditions as specified per email from Public Utilities Division, although those systems would fall under the permitting and regulatory authority of the Local Health Department.\)](#) Shrink-swell soils can also cause physical constraints to development. These soils are prevalent in nearby Chesterfield County, and it is unknown if these soils are of concern in Petersburg. Although the Plan addresses the Bay Act, it does not provide a map or discussion of the restrictions associated with land use and development within CBPAs. [UPDATE 1/2024 - In the Draft for Public Review of the PetersburgNEXT Comprehensive Plan data and analysis in Chapter 10, Land Use, for development constraints, includes Map 10.1 that shows waterfront areas along the Appomattox River and other water bodies as having development constraints. The future land use map, Map 10.2, outlines conservation areas that are not to be developed, including that floodplains, RMA, RPA, steep slopes and wetlands \(p. 242\). "Soil constraints" mentioned on p. 161 address septic use, and under “Soils” they are “generally stable” for construction projects.](#)

Yes  No  Protection of potable water supply, including groundwater resources and threats to the water supply or groundwater resources from existing and potential pollution sources. The Plan mentions that the City’s water source is the Appomattox River (Lake Chesdin to be precise), via the Appomattox River Water Authority (ARWA). Although the Plan states that dredging of the Appomattox River turned up contaminated soils from the City’s industrial history, the discussion centers around economic development concerns, not protection of the potable water supply. The ARWA Water Supply Plan (2010-11, updated 2015) should be consulted to incorporate additional information concerning protection of the potable water supply including implementation measures, where applicable, in the Plan update. In addition, the Plan does not discuss the use of groundwater wells in areas of the City that may not have access to the public water supply other than the generic mention on page 82. Page 31 of the Plan mentions source capacity issues, and concerns about primary water supply lines, but I could not identify matching policy or implementation measures to address those concerns.

UPDATE 1/2024 – The DRAFT PetersburgNEXT Plan still needs to discuss protecting potable water supply (surface and groundwater) from potential pollution. On page 163, in "Groundwater and Surface Water," while the local public water supply does not use groundwater, and 0.22 acres of surface waters are within City limits, and 4 miles of shoreline are along Appomattox River, there’s mention of 50 private wells that exist in the City (Chapter 8, Environmental Stewardship; additional analysis is needed. See the DEQ Water Supply Planning web page for latest documents including the 2021 Annual Water Resources Report and the Virginia State Water Resources Plan. Please contact the water supply plan staff at DEQ, Gouri Mahadwi at 804-814-2191 to access information within the latest ARWA Water Supply Plan. DEQ can assist the City in addressing protection of potable water supply. Analysis can include that if because there are no public water groundwater wells, and potential sources of contamination (PSCs) will not fall within one-mile radius around public water supply, groundwater wells are not necessary to be included. Also, while there are point sources of pollution (sewage treatment, industrial wastewater discharges) that are regulated by the Virginia Pollution Discharge Elimination (VPDES) program outlined on p. 174, with one Major and 14 Minor outfall sites(see table and map), what is the analysis of this data? On page 194, the redevelopment of the harbor area is discussed, and water quality protections to be considered include recovering and properly disposing of dredgings of the riverbed that, in the past, have uncovered hazardous materials. Also, “development plans should incorporate best practices for banks and shorelines to stabilize any sensitive areas, encourage native vegetation, and protect the riverbank from future degradation,” page 194.

Yes  No  Shoreline and streambank erosion problems. (VIMS shoreline studies, etc.) The Plan does not address shoreline and streambank erosion problems. VIMS has provided additional resources that should be reviewed and incorporated into the next Plan update (available here: <https://www.vims.edu/ccrm/ccrmp/portals/petersburg/index.php>). A map of shoreline and streambank erosion problem areas needs to be provided.

UPDATE 1/2024 - The DRAFT of PetersburgNEXT mentions the negative impacts of streambank and shoreline erosion, but there is no specific MAP or analysis. Referenced in the spreadsheet is a study done in 2021, and three sites were mentioned. Describe/name the three sites, perhaps add these to the water access map, Map 8.7, and provide analysis of measure to be taken to avoid further erosion. Described on page 185 is the Resilience Adaptation Feasibility Tool (RAFT), and the City is implementing the RAFT process to address flooding and coastal storm hazards. Included is a flood hazard area map, Map 8.8, and sea level rise is addressed on p. 188 using

VIMS/AdaptVA data. The flood zone areas on this Map need to be described as more than A, AE and X. (i.e. Special Flood Hazard Areas are high-risk areas and are shown on maps beginning with “A” and there is a 1-in-4 chance of flooding during a 30-year mortgage period. Non-Special Flood Hazard Areas are moderate to low-risk areas and are marked beginning with the letter “X”. All homes and business owners in high-risk areas with mortgages from federally regulated or insured lenders are required to buy flood insurance. Flood insurance is recommended for all property owners and renters in moderate- to low-risk areas, although not federally required.)

While the VIMS/CCRM tools are mentioned to be used as an ongoing implementation measure 8.3.2, p. 292, a policy should be added now to the Comprehensive Plan regarding development in areas that have shoreline and streambank erosion, or what will be done in these areas if they are only in the waterfront access areas, even if it is anecdotal information based on field visits/staff knowledge.

Yes  No  Public and private access to waterfront areas, including general locations of or information about docks, piers, marinas, boat ramps, and similar water access facilities; policies for the future siting of docks and piers, and their effect on water quality. The Plan mentions that the Appomattox River Park provides an existing public access point, but there is no mention of any additional plans for improving public access, or policies for the future siting of docks and piers as required above. Updated data, discussion, and mapping of existing and future public access areas needs to be provided. Update the Plan to incorporate additional waterfront access information (either existing or proposed) available from the 2018 Virginia Outdoors Plan (Virginia Outdoors Plan Mapper is a resource <http://www.dcr.virginia.gov/recreational-planning/vop> Chapter 13 Regional Recommendations #19 addresses the Crater Planning District Commission recommendations and includes Petersburg), and the *Chesapeake Bay Watershed Public Access Plan* ([https://www.chesapeakebay.net/documents/Public\\_Access\\_Plan\\_v15\\_-\\_FINAL.pdf](https://www.chesapeakebay.net/documents/Public_Access_Plan_v15_-_FINAL.pdf)). Develop policy statements on the future siting of docks and piers using the VMRC guidance: [http://www.mrc.virginia.gov/regulations/subaqueous\\_guidelines.shtm](http://www.mrc.virginia.gov/regulations/subaqueous_guidelines.shtm) Section IV addresses the siting of piers, wharves and boathouses.  
UPDATE 1/2024 - Table 8.5 and Map 8.7 in the DRAFT PetersburgNEXT has 16 Waterfront Access Points. While there are links in Chapter 8, Environmental Stewardship, p. 180, to guidance at the VIMS/CCRM web pages, there needs to be analysis of the information specific to Petersburg and creation of the City’s policy about protecting water quality around these areas based on the VIMS/CCRM Petersburg Comprehensive Map Viewer. See: <https://www.vims.edu/ccrm/advisory/ccrmp/portals/petersburg/> and <https://cmap22.vims.edu/VACoastalResourcesTool/?page=CoastalViewerPage> (i.e. of information to be added: The shoreline inventory along the Appomattox is 4 miles in length; is the state of the shoreline, natural or developed? Is any part of the shoreline defended with structures? Are there areas of marsh along rivers and creeks? Is there riparian area forested? What are other uses in riparian areas? While objectives to develop and enhance recreational opportunities along waterfront are in Chapter 11, add to 5.4.1-5.4.3 so that protection of water quality is included in the discussion.

Yes  No  Character and location of commercial and recreational fisheries and other aquatic resources. Recreational fishing is mentioned as being available at Appomattox River Park. Commercial fisheries and other aquatic resources are not addressed. Update the Plan to address either the existence of commercial fisheries and other aquatic resources, or the lack thereof.

Yes  No  Existing and proposed land uses, and mitigation of the impacts of land use and its associated pollution on water quality. The Plan addresses the impacts of land use and its associated pollution from a redevelopment standpoint in the Environment chapter, although the information needs to be updated using the most recent data available and to address the issue of potential water quality improvement through their reduction or removal.

[UPDATE 1/2024 - Chapter 8, p. 176 "Brownfields and Site Remediation", describes two sites that have received Voluntary Remediation Program certificates and the third site still under the VRP.](#)

Yes  No  Catalog of existing and potential water pollution sources, and potential water quality improvement through their reduction. Update the narrative using data, analysis, and mapping available from the 2018 305(b)/303(d) Water Quality Assessment Integrated Report (<https://www.deq.virginia.gov/water/water-quality/assessments/integrated-report>) I'm going to provide App 5 for the James River Basin highlighted for Petersburg impaired waters with a list of the impaired segments, but if you need additional information to help interpret the data that can be found in the IR itself or Call/contact Amanda Gray at DEQ for assistance interpreting/summarizing the information 804-698-4181 or [amanda.gray@deq.virginia.gov](mailto:amanda.gray@deq.virginia.gov)). The update should discuss the category/type of impairment (DO, PCBs, E. coli), the use impaired (fishing, recreation, etc) and the sources of identified impairments. The body of the report can be consulted for more information about impairments generally). In addition, a map of impaired waters, TMDLs and Implementation Plan status should be provided using the EDM (link below).

[UPDATE 1/2024 -The Table 8.2 on p. 169 of impaired waterways identifies the category \(i.e. fish consumption\), and causes \(i.e. PCBs in fish tissue\), the EPA-approved TMDL date, if available, and the TMDL priority level. The Appomattox River and Rohoic Creek are listed as high priority for DEQ's TMDL prioritized program for 2023-24. On page 170, Map 8.4, Impaired Waterways, DEQ classifications of 4A/5A/5D/5F waterways and potentially impaired \(3A\) waterways are based on the 303\(d\) Integrated Report from 2022. Petersburg states that they are to review implement and update TMDL Action Plans to protect water quality and the Bay on p. 195 and p. 291.](#)

Petersburg also has a couple of hazardous waste clean up sites that should be discussed in a generic manner (<https://www.epa.gov/cleanups>, the map of sites can be found by clicking on the "Cleanups in your Community" box to the right <https://www.epa.gov/cleanups/cleanups-my-community>) - this resource addresses brownfields properties, RCRA Corrective Actions, Superfund NPL sites, etc. all in one place. It looks like Petersburg has 3 RCRA Corrective Action sites (AMPAC Fine Chemicals, Colonial Marble Products, and Benjamin Moore) if you dig down into the information available through the Legend Layer by clicking on the green box you can determine the status of each – a simple update of the cleanup status is all that is needed. The DEQ website provides another source for VPDES and landfill permits, as well as VRP (voluntary remediation program sites) and RCRA sites of existing environmentally degraded areas. A map can be found here: <https://apps.deq.virginia.gov/EDM/>. Update the Plan to include mapping of existing water

pollution sources and discussion, policy statements, and implementation measures concerning the potential for water quality improvement through the reduction of existing water pollution sources.  
**UPDATE 1/2024** - The VPDES outfalls map is on p. 175 of the Draft Comprehensive plan. There are two sites, Colonial Marble and AMPAC [CIMC Listing \(epa.gov\)](#)

Yes  No  Potential water quality improvement through the reduction of existing pollution sources, and the redevelopment of IDAs and other areas targeted for redevelopment. Petersburg has not designated IDAs; however, the Plan has a robust section addressing redevelopment. Unfortunately, the Plan does not discuss the connection between redevelopment of contaminated sites and water quality improvement is not made. See comments above.

**UPDATE 1/2024:** Described in the Draft PetersburgNEXT, on p. 176, the last site in the Voluntary Remediation program (VRP) is Columbia Gas, while Titmus, as detailed on p. 177, has received a second VRP certificate and the Brenco-Puddleduck Rd. location has received a VRP certificate of completion. On page 185 is the description of Resilience Adaptation Feasibility Tool (RAFT), and the City is implementing this RAFT process to address flooding and coastal storm hazards. Included are a flood hazard area map, Map 8.8, and a mention of sea level rise is on p. 188 using AdaptVA data. On p. 194, in describing the Resilience Plan for CFPF and potential redevelopment of the Harbor, mention is made that past dredging “uncovered hazardous materials”, and a general list is provided of upcoming actions that need to take place, but a statement should be made as to why these actions protect water quality. Pages 194-195 outline strategies for protecting water quality: 1. updating TMDL action plans, 2. tracking projects in the WQMP, and 3. continuing to require the WQIAs in RPAs and “in RMAs that impact RPAs”.

This image is the EDM – you can open all of the data layers and turn them on/off to count numbers of outfalls as an example, and click on the icons to provide additional information.

Environmental Data Mapper | Commonwealth of Virginia - Cal... | Cleanups in My Community | Cl... | New Tab

apps.deq.virginia.gov/EDM/

DEQ Environmental Data Mapper | Data Download Portal | Help and User Guide |

Petersburg va

Show search results for Petersb...

DEQ Data Layers

- DEQ Data Layers
- Biosolids Layers
- NPS Banks August, 2020
- Land Related Layers
- Alternate Water Supplies - CFU Sites (Daily)
- Non-NPL Federal Facilities
- Petroleum Releases (Daily)
- Registered Petroleum Tank Facilities (Daily)
- Solid Waste Permits (Daily)
- VSP Site Addresses (Daily)
- Pollution Response Layers
- Renewable Energy Layers
- TMDL / IP Watershed Layers
- Implementation Watersheds
- Chesapeake Bay TMDLs
- TMDL Watersheds
- County Fiscal Stress 2018
- Virginia Water Protection (WVP) Layers
- Water Permitting Layers
- VPDES Outfalls (Daily)

External Data Layers (EPA, VGIN, etc.)

VPDES Outfalls (Daily): South Central Wastewater Authority WWTF

Dataset Download: [Click Here](#)

Changed By:

Reference Point:

Verified Date:

Verified By:

Permit Outfall: VA00254372P1

Permit Number: VA0025437

Type of Permit: VPDES\_IP

Type of Permit: VPDES

Facility Name: South Central Wastewater Authority WWTF

Major / Minor Facility (M):

Code Key Lookup:

CRI\_GP (GP\_RAKCP) - Concrete Products GP

SWD\_GP (GP\_DSJ) - Domestic Sewage Discharge GP

C/WD\_GP (GP\_C/WD) - Noncontact Cooling Water GP

M/NM\_GP (GP\_MNN) - Nonmetallic Mineral Mining GP

Zoom to

Colonial Heights 2...pdf

ARWA\_Regional...pdf

IR20\_Appendix 5...pdf

77.395 37.250 Degrees

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Berkley Group, the City of Petersburg, and Petersburg City Public Schools (PCPS) partnered to gather feedback from high school students regarding the draft *PetersburgNEXT* Comprehensive Plan on Friday, January 12, 2024. Two hour-long, small-group sessions were held, each consisting of a short presentation, discussion period, and interactive activities. About 20 students in total participated in the small-group sessions.

The following provides a summary of student feedback received during small group discussion:

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### **Mobility + Transportation**

*Discussion Question: What would make your commute to school, work, or activities better and safer?*

- Better quality and more sidewalks
- Expanded public transportation
- More bike lanes
- Crosswalks
- More street lighting
- Crossing guards for elementary school students
- Fixing potholes on streets

### **Future Land Use**

*Discussion Question: What types of land uses or development patterns would you like to see in Petersburg in the future?*

- Public school facilities do not have equal amenities; for example, Pittman Academy lacks both a gym and a cafeteria. Petersburg also needs to plan for an additional high school to alleviate overcrowding, which can spur violence and ultimately have a negative impact on the student experience.
- We want more parks around the City, and we want parks to be safe places to hang out.
- Additional housing is needed, and additional housing should be within walking distance of shops and restaurants.
- There is not a lot to do in Petersburg for kids and teenagers. Examples of desirable entertainment uses include a zoo, amusement parks, shops, and general parks and open space.
- Separate residential and industrial land uses; industrial land uses have many negative impacts such as noise.

### **General Student Feedback**

- **Overall:** Students believe that Petersburg can change and improve, although this will require changing many of the City's existing ordinances.
- **Public Safety:** Public safety issues, including substance abuse and mental health crises, need to be addressed to ensure fewer lives are lost.

- **Environmental Stewardship:** Some students expressed that there are currently too many trees in the City and they did not believe additional trees would have an impact on temperature. Other students wanted more trees and felt that too many trees were being cut down.
- **Parks and Recreation:** Students expressed strong agreement that parks were important aspects of life in Petersburg. Maintaining parks facilities was also stated to be important because it helps improve perceptions of the City.
- **Housing and Land Use:** Expanding housing options can open new opportunities for the community. Students said their lives would be easier if they could more easily access grocery stores and restaurants.

During the November 28, 2023 joint worksession, City Council requested that Berkley Group evaluate the City's current Future Land Use Map (FLUM) and the FLUM proposed in the draft *PetersburgNEXT* Comprehensive Plan by analyzing the total acreage for each of the land use designations on both maps. Berkley Group has provided analyses in this memo, along with a summary of major changes and key takeaways.

**It is important to note that the FLUM is conceptual in nature and does not regulate the use of private property.** The FLUM only serves as a guide for the ideal land use and development pattern in Petersburg and can be implemented concretely through amendments to the City's Zoning Ordinance and Zoning Map, as well as careful evaluation and recommendation of rezoning and Special Use Permit (SUP) applications.

When reading through the information presented in this memo, please note that the City's current FLUM and the FLUM proposed in the draft *PetersburgNEXT* Comprehensive Plan **do not use the same designations and therefore cannot be compared directly.** The purpose of this memo and mapping analysis is to provide City leaders with a better picture of the amount of land area that is envisioned for each type of land use, and to better understand some of the factors that are evaluated when developing a future land use framework and map.

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### **How is a Future Land Use Map (FLUM) Developed?**

There are numerous factors that must be considered to develop a FLUM that will effectively protect the City's existing development while encouraging desirable, compatible, and consistent future development:

- **Existing Land Use:** It is important to preserve existing land use patterns where appropriate. This allows for the continuation and expansion of current neighborhoods and businesses; protects historic properties and structures; and limits gentrification and displacement. For example, it is not appropriate to designate an existing residential neighborhood for future industrial development, in the same way that it is not appropriate to designate the existing pharmaceutical campus for future residential development.
- **Development Constraints:** Development constraints are natural features (e.g., floodplains or steep slopes) or man-made features (e.g., conservation easements) that limit the ability of a property to be developed. Because much of Petersburg does have sensitive environmental habitats, historic properties and structures, and other development constraints, it is important to have clear guidelines to guide smart and sustainable growth to developable areas of the City.
- **Water and Sewer Infrastructure:** Balanced growth strategies that encourage efficient service and facility delivery should guide new development to appropriate areas where utilities are either readily available or are able to be expanded to meet projected demand. Future land use should consider realistic and sustainable service goals, expectations, and economic

feasibility. All new residential, commercial, and industrial development should be prioritized in areas with adequate water and sewer capacity or that are planned for expansion. In areas where water, sewer, or both are unavailable, the developer should be responsible for providing utility connections.

- **Economic Development Goals:** It is important that the land use designations of the FLUM serve to advance Petersburg's goals for economic development. Petersburg has expressed a desire to expand existing sectors in advanced manufacturing, health care, and warehousing and distribution; attract jobs that pay a living wage and will increase household wealth; and boost tourism through a variety of avenues, including through hospitality-oriented land uses and historic tourism. The designations of the FLUM, and the properties where commercial and industrial designations are located, should serve to reflect and advance these priorities.
- **Community Feedback:** Land use-related feedback from the community engagement phases of Plan development showed that community members want to see more parks and green space; more amenities within walking distance from residential areas; revitalization of blighted areas; and preservation of historic districts and structures. Likewise, individual interviews with City Council members in early 2023 reflected a desire for revitalization of parks; expansion of recreational space; emphasis on economic development priorities in land planning; and beautification of the City through elements such as streetlights.

### **Major Updates to the Future Land Use Map (FLUM)**

- Addition of South Crater Urban Development Area (UDA) to open new opportunities for transportation funding and to better coordinate land use and infrastructure investments, in accordance with the Code of Virginia
- Addition of gateways and corridors to establish a basis for future Zoning Ordinance amendments related to overlays, and to better provide guidance for improving aesthetic appearance of major travel routes and points of entry
- Separation of residential categories based on character, not density
- Adjusted future land uses to better support and align with proposed development (e.g., changing the FLUM designation of the Sycamore Grove area from public use to community mixed-use)
- Streamlined future land use categories to provide greater flexibility for future development
- Established Planning and Development Principles for all future land use categories to guide updates to the Zoning Ordinance and encourage high-quality development

City of Petersburg  
 Comprehensive Plan Update  
**Attachment C: Future Land Use Map Changes Memo**  
**February 27, 2024**



**Current Future Land Use Map (FLUM) Analysis**

| Future Land Use Category                                      | Approximate Acreage | Approximate % of Total City Acreage |
|---|---------------------|-------------------------------------|
| Washington St. Development Corridor (Crater St. to Adams St.) | 27.18               | 0.21%                               |
| University Blvd. Development Corridor                         | 29.02               | 0.23%                               |
| Pocahontas Island Development District                        | 32.01               | 0.25%                               |
| Halifax St. Development Corridor                              | 42.54               | 0.34%                               |
| Washington St. Development Corridor (Adams St. to South St.)  | 47.41               | 0.37%                               |
| Institutional   | 71.17               | 0.56%                               |
| Mixed Commercial/Professional                                 | 81.1                | 0.64%                               |
| Battersea Development District                                | 114.34              | 0.9%                                |
| Rt. 36 Development Corridor                                   | 233.34              | 1.85%                               |
| Mixed Use   | 362.26              | 2.88%                               |
| Heavy Industrial  | 378.42              | 3.0%                                |
| Medium/High-Density Residential                               | 415.54              | 3.3%                                |
| Public Uses   | 727.62              | 5.79%                               |
| Commercial  | 849.07              | 6.75%                               |
| Light Industrial/Flexible                                     | 2,152.68            | 17.13%                              |
| Parks & Open Spaces   | 2,346.04            | 18.66%                              |
| Low-Density Residential                                       | 4,660.75            | 37.07%                              |
| <b>CITYWIDE TOTAL*</b>  | <b>12,570.49</b>    | <b>100%</b>                         |

\* The total acreage of Petersburg is close to 14,800 acres; however, approximately 2,800 acres in this analysis include the Appomattox River and right-of-way for the City road network and Interstates 85 and 95.

**Proposed Future Land Use Map (FLUM) Analysis**

| Future Land Use Category**  | Approximate Acreage | Approximate % of Total City Acreage |
|---|---------------------|-------------------------------------|
| Civic   | 148.51              | 1.21%                               |
| Corridor Commercial   | 619.17              | 4.29%                               |
| Research and Development (Light Industrial/Advanced Manufacturing/Laboratories) | 950.39              | 6.59%                               |
| Community Mixed-Use   | 1,316.86            | 9.14%                               |
| Historic Core Neighborhoods   | 1,347.15            | 9.35%                               |
| Industrial (Factories/Heavy Manufacturing)                                      | 1,833.11            | 12.72%                              |
| Conservation and Recreation   | 3,870.47            | 26.85%                              |
| Community Residential   | 4,328.12            | 30%                                 |
| <b>CITYWIDE TOTAL*</b>  | <b>14,413.77</b>    | <b>100%</b>                         |

\* The total acreage of Petersburg is close to 14,800 acres; however, approximately 400 acres in this analysis include the right-of-way for Interstates 85 and 95.

\*\* The South Crater Urban Development Area (UDA) and Neighborhood Commercial areas are not included in this analysis as they serve to "overlay" the future land use designations.

### **Conclusions and Key Takeaways**

- The Conservation and Recreation designation is the one category in the proposed FLUM that can be compared directly with the current FLUM. The acreage included in this category has increased and can be explained by stronger protection of floodplain areas; parks; and properties with deed restrictions associated with the Petersburg National Battlefield.
- Community Residential comprises the largest percentage (30%) of Petersburg's land area. However, much of the land envisioned for potential Community Residential use is already comprised of low-density, single-family residential development; it would therefore not be appropriate to designate these areas for non-residential use.
- One of the most significant considerations in developing a FLUM is whether public water and sewer are available to adequately service the envisioned type of development, and if not, if expansion is both desirable and feasible. The southwest area of Petersburg currently lacks both public water and sewer; this therefore limits the ability of large commercial and industrial uses to be developed over the timeframe of this draft Plan.
- While the acreage included in the Industrial land use designation comprises slightly over 10% of Petersburg's land area, it is important to remember that primary land uses in this area largely consist of factories and other heavy manufacturing uses with significant external impacts. As the City has signaled a desire to shift to less land-intensive industrial uses, such as research and development; advanced manufacturing; and warehousing as a means of attracting new residents and increasing household wealth, this means that less acreage needs to be designated for traditional industrial use. The Research and Development land use designation therefore is important to pay attention to, as it allows for more diverse employment generators to be sited throughout the City. When combined, the Industrial and Research and Development designations comprise approximately 19.15% of Petersburg's total land area, which is around the same as what is reflected on Petersburg's current FLUM.

At the request of City Council during the November 28, 2023 joint worksession, Berkley Group has compiled the following list of strategies from the draft *PetersburgNEXT* Comprehensive Plan which we believe are the most critical to increasing income and household wealth in the City.

*PetersburgNEXT* includes many different strategies addressing a variety of topics; all of them are important to the future success of Petersburg and are deserving of careful attention and implementation. Strategies impact one another: while they may not be intrinsically connected, there may be associated impacts as the Plan is implemented.

The strategies identified in this memo were selected because they directly provide technical skills and education to residents, are workforce development activities, advance wealth through safety and wellbeing, or because they are directly tied to job creation within the City.

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### **Strategies for Technical Skills, Education, and Workforce Development**

**3.3.1:** Hold quarterly meetings with educational partners to remain updated on vocational and technical training programs, especially for expanding industries such as hospitality, technology, and manufacturing. Collaborate on opportunities to expand existing programs or create new ones.

**3.3.2:** Provide annual funding for the existing training options for residents in the Pharmaceutical and Health Care related sectors.

**3.3.4:** Work with the Economic Development Authority (EDA) to maintain a viable Revolving Loan Fund to assist in microlending to entrepreneurs.

**3.3.5:** Hold discussions with Brightpoint Community College about creating a local branch within City limits, and identify at least two potential locations.

**3.3.6:** Facilitate the development of a coworking space in Old Towne as a pilot program for entrepreneurs and remote workers.

**4.3.1:** Prioritize annual Community Development Block Grant (CDBG) funding for job training, skills development, and economic development to better position residents for homeownership.

**4.2.5:** Recommend approval of mixed-income, market-rate, and workforce housing developments, especially when located in areas of opportunity.

**4.5.1:** Direct mixed-income residential development in appropriate areas throughout the City, as guided by the Future Land Use Framework and Map.

**6.4.1:** Provide financial support to the Petersburg Public Library to maintain and grow the space as a valued center of community and learning.

**6.4.2:** Pursue grant funding to support upgrades to existing broadband and cell service and expansion of broadband in unserved areas to ensure universal access.

**6.4.3:** Provide financial support to Petersburg City Public Schools (PCPS) as they work to maintain accreditation for all schools, and complete capital improvements which assist in developing high-quality learning environments.

**7.1.6:** Implement the findings of the City-wide salary study upon its completion to improve attraction and retention of additional first responders and law enforcement personnel.

**9.2.2:** Reassess Petersburg Area Transit's (PAT) routes every three years.

**10.1.1:** Increase access to stable and well-paying employment opportunities by allowing a variety of job-producing uses along high-frequency Petersburg Area Transit (PAT) routes and along arterials.

**10.1.3:** Amend the Zoning Ordinance to allow for a greater variety of residential types, including accessory dwellings and live/work units, in residential and mixed-use districts.

### **Strategies for Job Creation**

**3.1.1:** Identify and target associated businesses, such as suppliers, to support the pharmaceutical campus.

**3.1.4:** Develop Collier Yard and continued expansion in the Petersburg Interstate Industrial Park for advanced manufacturing and energy production.

**3.2.1:** Expand the existing clusters in the Manufacturing, Retail, and Accommodation sectors by identifying potential locations for new development and ensuring the proper entitlements and infrastructure are in place to support easy startup.

**3.2.2:** Develop a comprehensive Economic Development Strategic Plan to build on existing initiatives and direct future investment.

**3.2.3:** Focus recruitment efforts on gaps identified in the Economic Development Strategic Plan by identifying prospective businesses to fill them.

**3.4.4:** Develop a strategic plan for the Poor Creek area to identify the highest and best use of land as it relates to potential economic drivers and future employers.

**3.5.5:** Evaluate locations for additional Tourism Zones with different strategic goals to support widespread, tourism-focused uses.

**4.4.3:** Apply for grant funding related to infrastructure improvements as a means of supporting quality neighborhoods and economic development.

**5.5.2:** Actively market Arts and Culture District incentives to entrepreneurs and arts organizations; evaluate the feasibility of new incentives to direct investment in vacant, underutilized spaces.

**5.6.3:** Direct the rehabilitation and adaptive reuse of historic Old Towne properties as a means of increasing downtown population and economic vibrancy.

**6.2.1:** Develop a Capital Improvements Plan (CIP) as recommended by Code of Virginia Section 15.2-2239; review annually to monitor progress and update with emerging needs.

**6.5.8:** Recommend approval of rezoning and development proposals for primary, urgent, and emergency medical care land uses in and around the Old Towne, South Crater Road, and Blandford areas.

**10.2.2:** Implement the recommendations of the Downtown Master Plan to create a more attractive, vibrant, and interconnected Old Towne area.

**10.3.4:** Market the economic potential of interchanges along Interstates 85 and 95 and recommend approval of appropriate development opportunities, such as hospitality-oriented uses and mixed-use development, in those areas.

**10.4.3:** Participate actively in joint regional planning efforts and studies.

### **Strategies for Wealth and Wellness**

**6.5.6:** Promote urban gardens and small-scale agriculture by allowing unused City-owned property to be used for community gardens.

**6.5.9:** Strengthen existing partnerships with Virginia Department of Health (VDH), Central Virginia Health Services (CVHS), and other regional organizations to identify community health needs and provide equitable and reliable medical care.

**7.1.2:** Annually monitor personnel and equipment needs of the City's public safety departments to ensure that an optimum level of public safety and protection is maintained for Petersburg's residents, homes, properties, and businesses.

**7.2.1:** Develop an opioid abatement strategy as a critical first step in helping combat high drug overdose rates.

**10.1.5:** Facilitate active and healthy lifestyles through integrating sidewalks, bike lanes, and green space into new development.