Moving Forward ▪ Chesapeake 2035





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Prepared by The Chesapeake Planning Department

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Summary of Plan Updates

The Moving Forward Chesapeake 2035 Comprehensive Plan Update represents the culmination of a three-year review and update of the Forward Chesapeake 2026 Comprehensive Plan, which was adopted by City Council on March 9, 2005. State Code requires localities to review their comprehensive plans at least once every 5 years. There have been a number of Plan amendments since 2005; however, after working with the document on a daily basis over several years, Planning staff recognized that the Plan should be reorganized to make it more user-friendly and accessible to the general public. In addition, initial stakeholder input and analysis for the 5-year review of the 2026 Comprehensive Plan revealed that the basic vision, policies, and goals of the Plan were still valid; therefore, the 2035 Plan Update was approached as a "tweak" rather than a wholesale rewrite.

A wide array of participants have contributed to the development of the Moving Forward Chesapeake 2035 Comprehensive Plan Update, such as citizens, business representatives, focused feedback groups, City staff, neighboring localities, regional entities, the Planning Commission, and City Council. Also, City Council's established priorities and goals helped greatly to form the basis of this Plan, particularly an emphasis on economic development and vitality. The Plan includes this policy document as well as a 2035 Land Use Plan and a 2050 Master Transportation Plan.

The policy document is organized into four chapters, plus a supporting technical report:

- Chapter One: provides an overview of the City's future in context with its past and present, with an overarching vision statement and plan goals.
- Chapter Two: covers Responsible Growth, including sections on the Economy, Land Use, Growth Management, Natural Resources, and Housing.
- Chapter Three: covers Infrastructure, including sections on Transportation, Water/Sewer, Solid Waste Management, Stormwater Management/Green Infrastructure, and Franchise Utilities (power and communications).
- Chapter Four: covers Quality of Life, including sections on Design, Education, Public Safety & Facilities, Parks & Recreation, Historic Resources, and Cultural Facilities.

The Plan seeks to strengthen City policies regarding economic development/vitality and responsible growth management while providing guidance for the ultimate form of the City. The Plan also continues to focus on the preservation and development of strong communities by promoting goals such as better community design, community connectivity through trails, greenways, and blueways, and an increased focus on natural amenities. The reorganized and updated Plan was developed with these concepts in mind.

The Moving Forward Chesapeake 2035 Comprehensive Plan Update builds upon existing policies that have proven to be successful for the City of Chesapeake. These include:

- Continuation of the Urban, Suburban, and Rural Overlay concept. Design considerations for each are provided with this Plan, along with recommendations for villages, gateways, and major activity centers.
- A multi-faceted growth management strategy which places a strong emphasis on the timing of development and includes the Planning and Land Use (Level of Service) Policy, a revised Proffer Policy, and a utility extension strategy.

In addition to building upon existing foundations, some new concepts are introduced:

Policy Document Highlights

- Increased emphasis on promoting economic development and economic vitality throughout the chapters and sections where applicable.
- Accommodation of the Dominion Boulevard Corridor Study, as well as clarifications to existing policies on gateways and community design.
- Reorganization of the 2026 Comprehensive Plan content into three main thematic chapters, which are in turn organized into consistent and logical goals, objectives, and action strategies.
- Shifting of certain technical documentation from the 2026 Comprehensive Plan, such as a lengthy table entitled "Chesapeake Soil Characteristics," to a new cross-referenced Technical Document to enhance readability of the policy text.

Land Use Plan Highlights

- Urban areas of the City continue to be designated for infill development at higher densities. Higher concentrations are targeted for the areas adjacent to future mass transit corridors.
- The Suburban Overlay District has been extended southward to connect the Edinburgh development to the larger Suburban Overlay District. Other slight modifications have been made to the Suburban Overlay District's southern boundary to better follow property lines where possible, and to reestablish a co-terminus boundary with the Public Utilities Franchise Area where needed.
- Rural development patterns in southern Chesapeake are reinforced, with a clarifying change in land use classification from "Rural" to "Agriculture/Open Space."
- Additional economic development opportunities are encouraged in Western Branch, Edinburgh, and Greenbrier through the clarification and modification of land use classifications. Other office, research, and industrial land use classifications have been modified to provide greater flexibility and to reflect trends such as logistics.

- Mixed-use land use classifications have been modified for better clarity into "Urban Mixed Use" and "Suburban Mixed Use" to reflect the policies for those overlays. Other residential land use classifications have been simplified as well.
- The Poindexter Corridor Strategic Development Plan and the Great Bridge Village Design Guidelines have been fully incorporated into the land use designations.

Master Transportation Plan Highlights

- The Master Transportation Plan (MTP) is still based on the 2050 planning horizon and continues to be directly linked to the Land Use Plan.
- No major new roadways are proposed, only modifications to reflect completed projects, re-alignments, eliminated connections, and other changed conditions.
- Alternative modes of transportation such as mass transit and trails continue to be included as components of the Plan, along with provisions for future high-speed rail.
- Transportation Corridor Overlay District policies continue to be included in both the MTP and Land Use Plan, and were revised in conjunction with the Dominion Boulevard Corridor Study to include Route 17 from its intersection with Dominion Boulevard south to the North Carolina state line.

Chapter One - The Plan Vision

A City Moving Forward

The City of Chesapeake is a diverse and growing community with a heritage deeply rooted in the history of our developing nation. The present City of Chesapeake was formed in 1963 through the consolidation of the City of South Norfolk and Norfolk County. Chesapeake's landmarks and communities have a long and diverse history that stretches back to the early days of the Colony of Virginia.

While most of the present City of Chesapeake retained its rural character throughout the early twentieth century, the northern section near the City of Norfolk began to develop as the suburb of South Norfolk. South Norfolk became an independent town in 1919, a city of the second class in 1922, and in 1950 it became a city of the first class. As noted above, in 1963, South Norfolk joined Norfolk County to become the new City of Chesapeake. Thus, Chesapeake is a combination of an old county, a city, and many villages and settlements. The Technical Document contains a summary of important dates in the City's land use history.

Between the mid-1980's and mid-1990's, the City experienced unprecedented changes in population and land use. During this period, the City's average annual growth rate was 4.5%, the highest 10-year growth period in the City's history. From 1990 to 2000, the City's population increased by 31.1%, making it the 33rd fasting growing locality in the United States. During this same period, the total number of housing units increased from 55,742 to 72,672, an increase of 30%. The vast majority of these new housing units have been single-family units. Although the growth rate has declined in recent years, the City continues to grow at a rate of approximately 1% or so each year and is now the third largest city in Virginia with a January 1, 2014 estimated population of 231,542.

The City is very diverse in terms of its land use patterns. Unlike most localities that are primarily urban, suburban or rural in nature, Chesapeake exhibits all three patterns. Most of the growth has occurred in the City's suburban areas, changing the once rural character of the landscape to that of neighborhoods, shopping centers, and business parks largely dependent on the use of the automobile. The former City of South Norfolk has retained its urban character, while the southernmost reaches of the City have remained rural, with predominantly agricultural and open space land uses. However, the growing impact of 3-acre residential lots facing roadways can be seen in the rural overlay district.

Due to the expansive size of the City (353 square miles), it was assumed that this suburban growth pattern would continue; however, a land availability analysis performed in 1998 indicated that there are a number of factors that limit the City's ability to grow in the same manner. As a result of this analysis, City Council directed the Planning Department to begin a citywide update to the City's 1990 Comprehensive Plan, which resulted in the Forward Chesapeake 2026 Comprehensive Plan.

The Moving Forward Chesapeake 2035 Comprehensive Plan Update represents a policy guide that recognizes the diversity found in the City. The City Council and Planning Commission are committed to the wise and equitable management of economic, land, natural and human resources for which they are stewards and to the responsible growth and maturation of the broad community and interests they represent.

Stakeholder Participation in the Comprehensive Plan Update and Visioning Process

Opportunities for citizen participation were offered during each phase of the plan update. Please refer to Appendix D for a full accounting of community participation activities.

Additionally, the Planning Commission, City Council Planning Liaisons, and City Council as a whole provided valuable guidance throughout the 2035 Plan Update's development by periodically reviewing key development steps and providing direction when necessary. In particular, the Planning Commission actively engaged various City boards and commissions to gather input on their concerns about Chesapeake's past and their hopes and aspirations for its future. A more detailed description of their participation is included in Appendix D.

Ultimately, as provided for in Section 15.2-2223 of the Code of Virginia, City Council, as the governing body in Chesapeake, "shall adopt a comprehensive plan for the territory under its jurisdiction." As provided for in Chapter 12, Section 12.05(b) of the City of Chesapeake Charter, it is the responsibility of the Planning Commission to provide a proposed comprehensive plan, or a proposed comprehensive modification to an existing plan, to City Council for public hearing, consideration and adoption.

A Vision for Chesapeake

The Vision for the future of Chesapeake consists of both a physical land use and transportation element and a philosophical policy statement. During development of the Forward Chesapeake 2026 Comprehensive Plan, the Plan Advisory Team (PAT) worked to develop a future vision for the City which was later endorsed by the Planning Commission and City Council. Early in the process for the preparation of the Moving Forward Chesapeake 2035 Comprehensive Plan update, community meetings and work sessions with the Planning Commission and City Council confirmed that the general vision established with the 2026 Comprehensive Plan remains valid and should be used as a foundation from which to base the 2035 Comprehensive Plan.

City Form and Development

Nature Sets the Pattern

The relationship between natural and man-made patterns on the landscape has always been a close one. In Chesapeake, natural land forms and the location of waterways have always influenced the human patterns of settlement and development and continue to do so today.

The Coastal Plain geology and flat terrain of the area have shaped the particular relationship of water and land in the region. The waterways exhibit a classic "dendritic" or "finger-like" pattern with sinuous slow-moving tributaries branching off from main river channels. The terrain is frequently low and the soils impermeable so that extensive bottomlands and swampy fringes are located along the waterways.

By contrast, the high ground between waterways has often offered ideal usable land, without the usual considerations of slope or rock to constrain farming or human settlement. The pattern of settlement, since Colonial times, has responded to these natural constraints and opportunities, with villages located where high ground and transportation routes, whether by rivers or roads, came together.

Transportation routes were first laid out with consideration for easy water crossings, and many of these crossing points formed the earliest settlements, such as Great Bridge and Deep Creek. As population in the area has grown, these same settlements have become the nucleus for some of the area's larger suburban communities.

Fundamentally, nature's imprint was the guiding force in shaping settlement patterns in the area that would one day become the City of Chesapeake. It has contributed to Chesapeake's attractive pattern of dispersed communities and open space. As the City plans for its future, it is important to acknowledge the part played by nature's hand in determining the basic urban form of the City, and to use this as an opportunity to give structure and beauty to the City's future growth.

Farm, Village and Town

The area that became Chesapeake was, for much of its history, a thriving rural landscape, situated at the edge of a thriving southern port town. The merger of South Norfolk and Norfolk County in 1963, which gave birth to the City of Chesapeake, brought together two distinct settlement patterns within one jurisdictional boundary. The urban character of South Norfolk and adjacent areas such as Portlock grew out of Norfolk's expansion from the beginning of the 20th century. Much of the industrial expansion was along the southern branch of the Elizabeth River. That area is still characterized as an industrialized, urban waterfront, with excellent road and rail linkages.

By contrast, Norfolk County was predominantly rural. Villages were generally small market and transshipment centers for farming products, whether by cart or canal, as in Great Bridge, or by rail as in Fentress. These urban and rural settlement types are still two of the main features of the present-day Chesapeake. The third main element, suburban-style settlement, has expanded widely since World War II, and is threatening to overwhelm the other two with its widespread popularity.

New Suburban Growth

Chesapeake's dramatic growth since its founding in 1963 has been spurred by the improvement of major transportation corridors. Many of the limitations imposed by early roads and bridge crossings were overcome with modern highway construction through the City, linking formerly dispersed communities with employment and housing centers throughout Hampton Roads. The early expansion of I-64 and the more recent completion of the I-664 corridor, and the Chesapeake Expressway have transformed the roadway network in the area, and have cast a singular stamp on the patterns of suburban growth and development in the City. In particular, they have contributed to the development of suburban activity nodes such as Greenbrier, Western Branch and Great Bridge.

A New Emphasis on Neighborhoods

At the same time, Chesapeake has experienced a dramatic growth in new suburban neighborhoods. Early "bedroom suburb" communities of the 1960's and 70's, such as Wilson Heights in Great Bridge and the Crestwood area, primarily served populations who commuted to Norfolk or Virginia Beach for employment. In the 1980's, the communities became larger and planned developments became more prevalent. The pattern continues today, with attractive new developments following a

basic suburban pattern of low to medium density, single family dispersed settlement, incorporating considerable private and semi-private open space. These suburban subdivisions and planned developments form the new "neighborhoods" of today's Chesapeake. By emphasizing their careful design, human scale and mutual interconnection, they can become effective building blocks for a high quality built environment in Chesapeake's future.

As Chesapeake continues to grow, there are significant opportunities to build on and to improve its built form and the visual character of its streets, its commercial and industrial centers and its residential neighborhoods. As the City continues to mature, opportunities to encourage higher density infill development become greater, particularly in response to the Great Recession of the 2000's and the fundamental changes it caused to the housing market. A clear strategy for enhancing the built form of the future must take into account the natural and man-made elements that contributed to Chesapeake's present scale and character and use these as a framework for the future.

Chesapeake's Future City Form – Building on a Legacy and the Vision

Chesapeake in the future will be a City built on quality land use and design principles that enhance the City's neighborhoods, commercial and industrial areas and natural and rural spaces. A continued emphasis on high quality built design will strengthen existing neighborhoods and improve Chesapeake's attractiveness for new residents and businesses.

Waterways and Greenways

In Chesapeake, natural land forms and the location of waterways have always influenced the human patterns of settlement and development and continue to do so today. Chesapeake will become a city noted for the quality of the natural legacy it has preserved, as much as for the quality of its built environment.

Typical Residential and Waterway Connection

Chesapeake in the future will continue to value its natural legacy of waterways and adjacent open spaces as a design opportunity and amenity in its future growth and development. The natural pattern of waterways and wooded wetlands will become the backbone of a system of greenways that both link and buffer development areas and population centers throughout the City. They will provide recreational amenities, help clean the air and water, and provide overall "green relief" within easy access of all residents and businesses in the future.

Development Patterns

Chesapeake will continue to be a multi-focal city, without an official city center, but with a series of centers and focal points throughout the City organized around an efficient transportation network. This pattern will be designed to minimize congestion and disperse

city services and amenities conveniently to all citizens, rather than concentrating them in a single "downtown" district. Within this overall multi-focal form, there will be designated areas where four different scales and patterns of development will be encouraged: Compact, Dispersed, Nodal and Rural. This framework of development patterns was developed as a result of extensive input from the Planning Advisory Team for the 2026 Comprehensive Plan and a series of public forums throughout the City. The resulting framework map is the culmination of the public input and defines how Chesapeake's citizens want to shape their city in the future.

- **Compact** – In the Compact area, the older city fabric will be revitalized and in-filled with higher density and higher quality mixed use developments arranged around existing neighborhood and transportation networks. As population and employment in these areas grow, they will be served by an efficient high speed transit system that supplements and reduces dependence on auto transportation.

- **Dispersed** – The Dispersed area surrounding the older city fabric will be developed with high quality suburban neighborhoods and employment areas that are generally low density and served by landscaped boulevards and efficient highway networks. These areas will maintain the high quality lifestyle of conventional suburban development but will improve it with design features that enhance pedestrian scale and access, vehicular connections, and overall access to common open space and amenities.

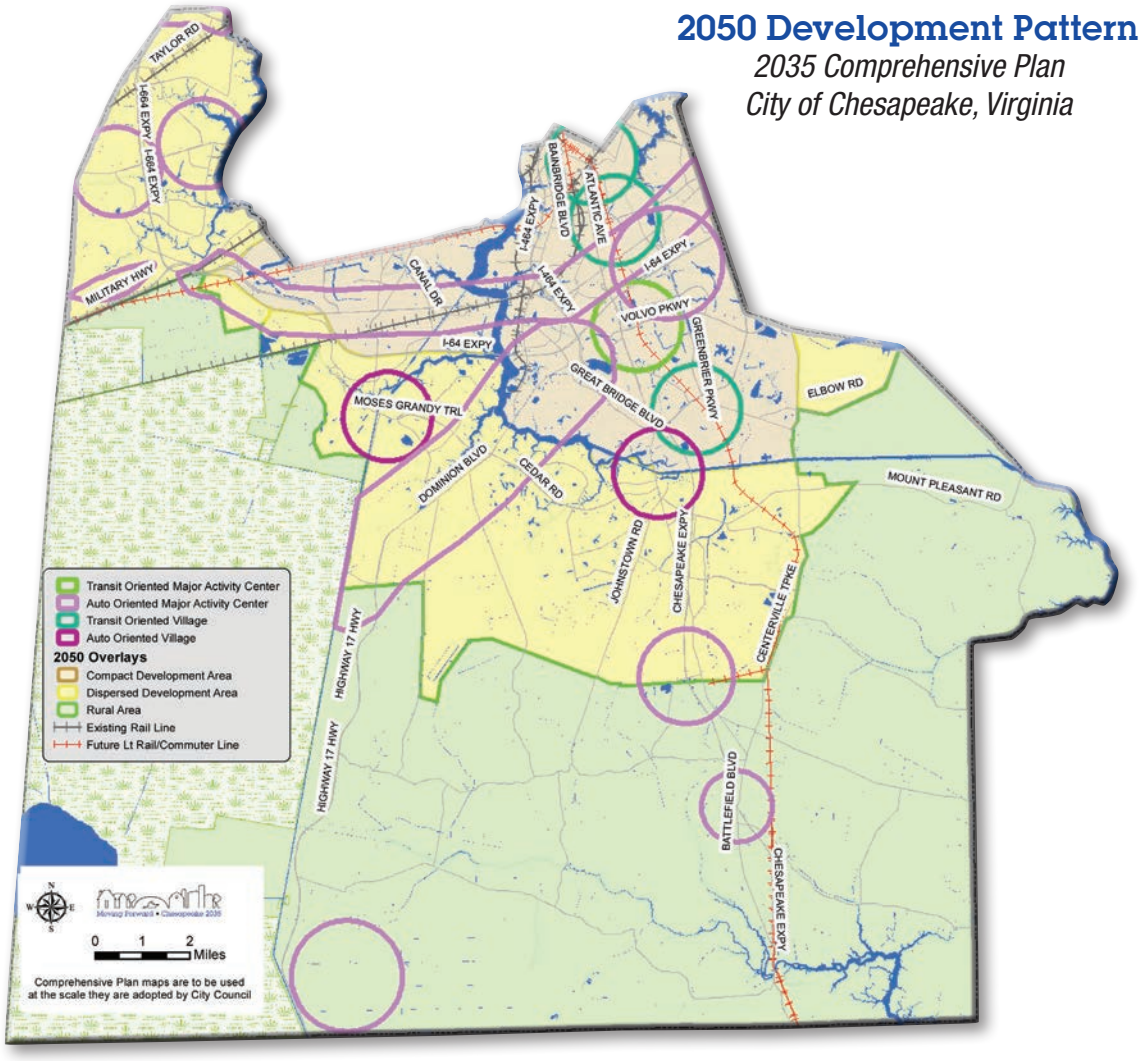
- **Nodal** – Certain key development nodes will grow up around important transportation connections. These nodal areas will be developed as vital mixed-use urban employment and activity centers, with moderate to high densities at the core, tapering to lower densities in rings surrounding the core area. They will have an emphasis on walkability and access to transit at the center, with a range of office, retail, housing and community amenities clustered around a public open space as a focal point. The nodes have been classified into major activity centers, which are employment-based,and villages which are residential-based.

- **Rural** – Chesapeake will retain a well-defined and protected belt of rural landscape surrounding the more developed portions of the City. The rural area will not be a mere buffer zone, but a thriving working landscape, with programs that encourage new farming economy enterprises and rural industries that are compatible with the preserved rural character of the area.

The Plan Advisory Team for the 2026 Comprehensive Plan developed a consensus regarding the distribution of these development types for the year 2050 on the following map. This consensus is referred to as the 2050 Preferred Development Concept and was later endorsed by City Council and Planning Commission with a limited amount of modification. Citizen participation conducted early in the 2035 Moving Forward Chesapeake Comprehensive Plan update process confirmed that the 2050 Preferred Development Concept remains valid; therefore, this preferred development concept provided the guidance for the development of the Moving Forward Chesapeake 2035 Land Use Plan and 2050 Master Transportation Plan.

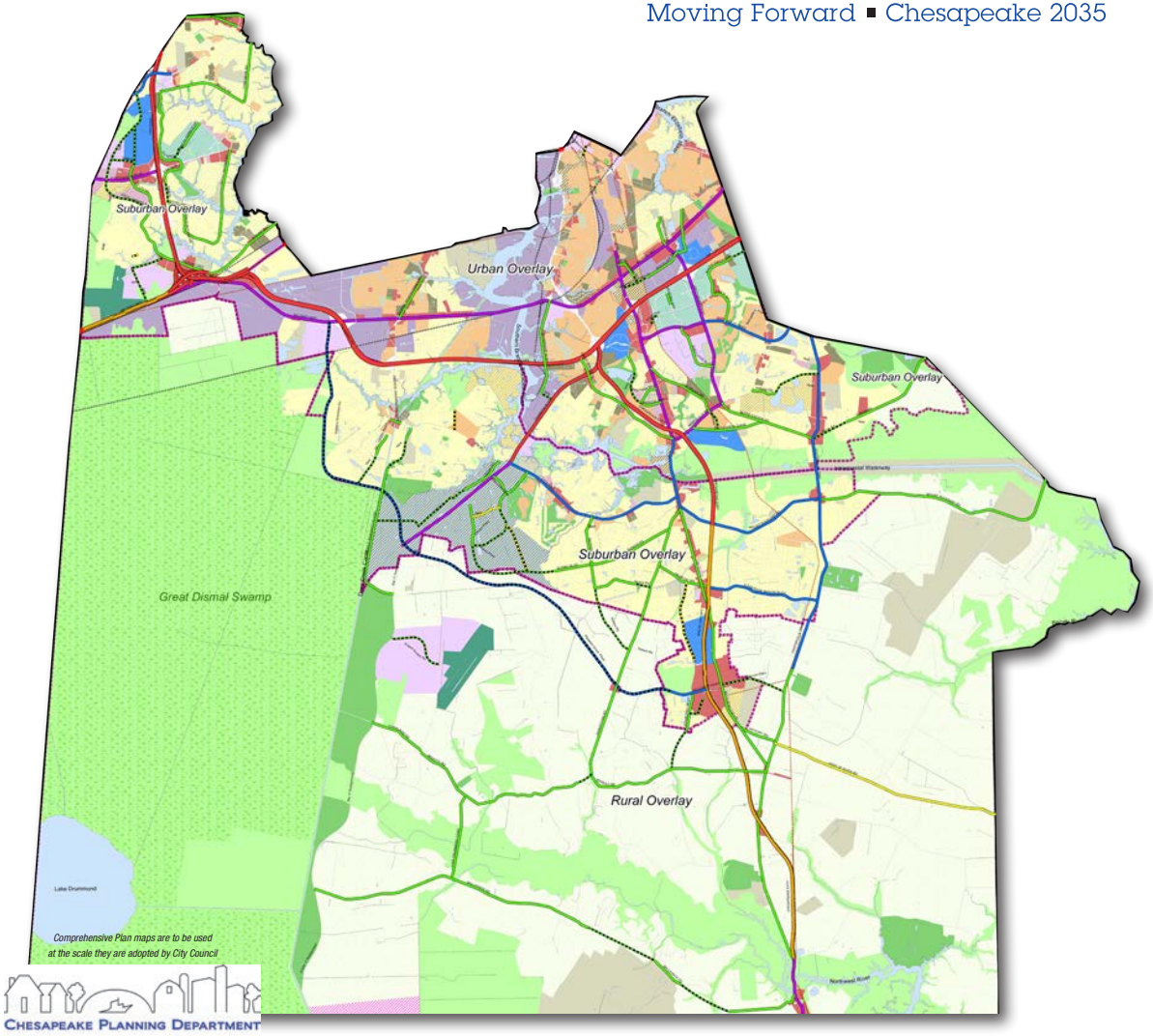
2050 Development Pattern

2035 Comprehensive Plan
City of Chesapeake, Virginia



2035 Land Use Plan and 2050 Master Transportation Plan

2035 Comprehensive Plan
City of Chesapeake, Virginia
Adopted February 25, 2014



Land Use Classifications

- Agriculture/Open Space
- Recreation
- Conservation
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Suburban Mixed Use
- Urban Mixed Use
- Business/Commercial
- Office
- Office/Research
- Dominion Blvd Corridor District
- Regional Mixed Use
- Gateway Virginia Innovation District
- Light Industry/Logistics
- Industrial/Logistics
- Institution/Government
- Airport
- City Gateways

2050 Lane Classifcations

- 8 Lane Freeway
- 6 Lane Freeway
- 8 Lane Arterial
- 6 Lane Arterial
- 4 Lane Arterial
- 2 Lane Collector
- 4 Lane Freeway NEW
- 6 Lane Arterial NEW
- 4 Lane Arterial NEW
- 2 Lane Arterial NEW
- Adopted 2035 Overlays
- Railroad
- Future Commuter/Light Rail
- Great Dismal Swamp

Vision Statement

During development of the Forward Chesapeake 2026 Comprehensive Plan, the Plan Advisory Team (PAT) worked to develop a philosophical Vision Statement for the City which was later endorsed by the Planning Commission and City Council. During the initial community input phase for the Moving Forward Chesapeake 2035 Comprehensive Plan, there was a clear and strong consensus that the 2026 Plan Vision Statement was a bit too all-encompassing, as well as needing to make a stronger statement about promoting economic vitality in Chesapeake. Thus, the Vision Statement to the right has evolved and became the foundation upon which the goals, objectives, and action strategies of the 2035 Comprehensive Plan update were developed:

To firmly tie the new thematic chapters of the 2035 Plan together, individual chapter visions were created that reinforce the overall Vision Statement as follows:

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

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

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

Moving Forward Chesapeake 2035 Comprehensive Plan Update Goals

As part of the development of the overall Plan Vision Statement and chapter visions, a list of Plan goals was also created, building upon the goals adopted by City Council with the 2026 Comprehensive Plan. These amended goals served as guiding principles throughout the plan update process and are as follows:

- **Governance:**
  The City will adhere closely to the policies of the Comprehensive Plan; establish a unique economic, cultural, and visual identity for Chesapeake as a regional destination; achieve a strong level of citizen involvement in planning and government policy-making; ensure that the business community is actively represented; foster the creation of identifiable communities and ensure that they are represented. The City will fairly take into consideration an analysis of the costs and benefits of implementing action strategies contained in this Comprehensive Plan.

- **Economy:**
  The City will achieve an economic development base that is both flexible and resilient by supporting a diverse work force that takes advantage of Chesapeake's economic and physical assets.

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

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

- **Natural Resources:**
  The City will sustain and improve the quality of the natural environment and its systems – air, water, natural habitats and wetlands.

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

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

- **Water and Sewer:**
  The City will provide an adequate level of public water and sewer services that are safe to the public and cost efficient.

- **Solid Waste Management:**
  The City will ensure the provision of an environmentally sound and efficient solid waste management system.

- **Stormwater Management:**
  The City will implement a stormwater management program to protect the health, safety and welfare of Chesapeake residents and to ensure that public drainage facilities are adequate to handle future runoff requirements.

- **Franchise Utilities (Power, Communications):**
  Power: The City will work with power franchisees to improve the safety, efficiency, dependability and aesthetic impact of power utilities; Communications: The City will encourage the development of a robust, aesthetically sensitive, dependable and efficient telecommunications infrastructure in order to remain competitive in a global economy.

- **Design:**
  The City will establish a unique economic, cultural, and visual identity for Chesapeake as a regional destination by promoting the unique character of the Urban, Suburban and Rural Overlay Districts, prioritizing areas to be designated for transit-oriented design and higher densities, and by recognizing the unique design characteristics of individual communities.

- **Education:**
  The City will provide facilities and services that will meet the changing needs of current and future generations, and will continue to foster the integration of school facilities into the overall fabric of the community.

- **Public Facilities and Services:**
  The City will continue to provide excellent public facilities and services including police, fire and emergency services, libraries, human services, and community services for persons with special needs, as well as adequately planning for the development of new public facilities and services in the future.

- **Parks and Recreation:**
  The City will provide a parks and recreation system that will serve all segments of its population with a variety of facilities and programs necessary to meet expressed needs.

- **Historic Resources:**
  The City will incorporate Chesapeake's historic resources and cultural heritage into the creation of a unique identity and image for the City.

- **Cultural Facilities:**
  The City will foster public and private art and cultural opportunities in Chesapeake for persons of all economic, cultural, and age groups.

Chapter Two - Responsible Growth

RESPONSIBLE GROWTH VISION:

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

Introduction:

What is Responsible Growth?

In August 2008, City Council adopted a resolution for Chesapeake that defined a sustainable city as one with a high quality of life that meets the social and economic needs of its current and future citizens, employees, visitors, and business community, while maintaining and improving the quality of its natural environment. This description complements the most commonly recognized definition of responsible growth, which is "to meet the needs of the present without compromising the ability of future generations to meet their own needs." This definition also builds upon the principles of the Comprehensive Plan's vision statement endorsed by Council in August 2002 which reads in part, that "Chesapeake will be culturally diverse, economically strong, and environmentally healthy with a quality of life that defines the unique identity of Chesapeake as a destination and place to live, work, and play."

City Council's definition of a responsibly-grown city addresses the three general components considered essential to a sustainable community: economic, social, and environmental. City Council recognized that all three factors have to be integrated and be in relative harmony to create and sustain a community that is resilient, viable, healthy, and livable now and into the future. In this light, the Responsible Growth Chapter is intended to support and build upon the vision, goals and objectives of the Quality of Life and Infrastructure Chapters.

Are We a City that is Growing Responsibly?

A sustainable city that practices responsible growth is a vision for the future for which we are continually striving. Ultimately, responsible growth is less of an end goal or outcome and more of a process or framework to base our decisions on how the City develops and evolves. To effectively engage in planning for future events that cannot be accurately predicted requires that we create dynamic and adaptive processes to respond and continually evaluate our decisions based on an agreed upon framework. The success of this framework will be measured by the degree in which the community takes a comprehensive view of the future by addressing all three elements

(economic, social, and environmental) of a sustainable city. To implement this vision and build the framework for a more sustainable community built on responsible growth requires that we address a number of questions about the future:

- Are we using our resources efficiently?
- Are we maintaining adequate levels of public services?
- Do we have the tools needed to plan for the location and timing of future development?
- How can we best capitalize on our local assets?
- Is the broader community engaged in this process?
- Are we considering future impacts in our decision making?
- How resilient is our community to external conditions?
- Are we making strategic community investments?
- How are we positioned in the regional, state, and national economy?

This chapter of the Comprehensive Plan looks at these types of questions through sections focused on Economic Development, Growth Management, Housing, Land Use and Natural Resources. Each section is an integral component to the overarching goal of promoting responsible growth and development in Chesapeake.

Economy

Overview

The City of Chesapeake has experienced considerable success in its economic development efforts over the years. However, it is now facing increasing competition for economic growth and vitality from localities around the world, as well as within the Hampton Roads region. If the City is to continue its economic development success, it must remain cognizant of internal and external challenges to its long range competitiveness and fiscal health.

While the Economic Development Department maintains a strategic plan to guide its operations, the City needs to take certain actions at the comprehensive level to create an environment that recognizes its fiscal needs, its responsibilities to the business community, and its ability to support the creation and maintenance of sustainable revenue sources, especially in challenging economic times.

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

While Chesapeake's land area of 353 square miles is significant, the City's existing inventory of developable commercial land (office, industrial and retail) is limited by several factors:

- The success of attracting businesses to existing business parks, which has limited the availability of product for new and expanding companies;
- Local, state and federal environmental restrictions (approximately 44% of the City's land area is comprised of wetlands, and 30% is protected as conservation areas);
- Competition for large tracts of land among various municipal activities (schools, public safety, parks and recreation); and

- The supplanting of economic development uses along prime, high visibility transportation corridors with higher density residential uses (e.g. apartments).

Opportunities for infill and redevelopment exist throughout the City, but they cannot meet current or anticipated market demands for business development. It must be emphasized that among the competing uses of prime, strategic land across the City, preference should be given to economic development uses rather than residential development. There are many locations that may be appropriate for residential development, but prime economic development opportunities should be reserved for prime locations. The 1990 Comprehensive Plan identified approximately 1,500 acres of land in the Bowers Hill area for future industrial park development, but changes in the state and federal wetlands policies removed that property from the City's inventory, with no replacement identified.

Below is a listing of commercial vacancy rates for Chesapeake and the region as a whole:

Industrial Vacancy Rate

	2012	2009	2004
Greenbrier Area	10%	8.85%	1.49%
Bainbridge Blvd	7%	8.33%	3.15%
Cavalier Area	12%	9.19%	5.5%
Hampton Roads	8%	14.29%	6.0%

Office Vacancy Rate

	2012	2009	2004
Chesapeake/Greenbrier	13/14%	14.2%	9.80%
Hampton Roads	14%	14.5%	13.1%

Retail Vacancy Rate

	2012	2009	2004
Greenbrier/Battlefield	3%	3.72%	7.75%
Chesapeake Square	3%	3.23%	11.96%
Great Bridge	9%	12.14%	8.59%
Campostella Square	6%	24.83%	2.69%
Hampton Roads	7%	8.09%	11.19%

Source: Chesapeake Economic Development Department

The City can confidently anticipate several trends in commercial development to continue:

- Mixed use developments that combine business functions (office, industrial and research), retail, entertainment, educational and residential components in one development – with a horizontal rather than vertical orientation;
- Office demand will be mixed among campus and high density users, mid- and large-scale research facilities, and smaller professional services providers; parking decks will most likely be necessary in higher density office settings;

- Demand for logistics centers will continue to expand to accommodate spin-off activities from the growth of the region's port activities; and
- Continued growth of small businesses will maintain demand for commerce park properties in the 1 to 5 acre range, supporting buildings of 10,000 to 50,000 square feet and their associated outdoor storage needs.

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

The City will proactively work with the private development community to create new office, industrial and logistics parks, as well as mixed-use developments. The City will also work closely with the private sector to ensure that these opportunities are maximized to maintain an adequate inventory of available commercial property.

Action Strategies:

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

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

In order to maintain the City's global competitiveness for attracting and retaining companies, its infrastructure plans and policies must be flexible enough to accommodate the creation of new business and mixed use developments (infrastructure includes roads, water, sewer and telecommunications). The City will continue to proactively facilitate compatible, clean future economic development opportunities by facilitating their infrastructure and technology needs.

Action Strategies:

- The City will promote the creation of a wireless communications system for its business districts and residential neighborhoods.
- Chesapeake will actively partner with local technology companies to advance technology initiatives that mutually benefit the business community and the City.
- The City will work to establish criteria for the designation of large tracts of land for unique economic development opportunities, such as electronics assembly plants, "cloud" computing hubs, or high technology campuses, a.k.a. "giga" parks.

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

Greenbrier Business Park

One of the most critical elements to maintaining a successful economy is having an available, talented workforce. Even though the unemployment rates for Chesapeake and Hampton Roads are consistently below the state and national averages, the City has been able to meet this challenge in the past by coupling sustainable residential growth with a steady supply of exiting military members and the area's high concentration of college students. Since the late 1990's, Chesapeake is no longer one of the fastest growing localities in the United States and the unemployment rates for the City and region remain below state and national averages. Changes to the nation's military force structure have a major impact on the local area and its labor force. If Chesapeake is to continue attracting and retaining quality businesses, a qualified workforce must always be available. It is vital that sufficient residential growth occur, at least meeting the City's target annual growth rate, in order to provide this workforce, and to protect the City's important retail base against increasing competition from neighboring localities.

Action Strategies:

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

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

New companies that diversify the current economic base have the potential for many benefits to the City and region. These benefits include an elevated image and quality of life; spin-off growth; creating diverse job opportunities; raising the income levels of local residents; and expansion of the tax base and long-range fiscal health of the City.

Action Strategies:

- An aggressive marketing and business attraction strategy will continue to be used to augment state and regional economic development organization efforts.
- The City of Chesapeake will continue to create a business environment that is attractive to the global business community.
- The City will continue to support and encourage the growth of small, women- and minority-owned businesses (SWAMs).
- The City will partner with the business community to create and maintain safe working and living environments, including tele-commuting options.
- The City will promote the creation of innovative business assistance programs for new and existing companies.
- The City will continue to support the growth of its small business community, as well as Chesapeake's local agricultural industry and working farm lands, including farmer's markets and other appropriate outlets for agri-business.
- Opportunities for retail trade will be increased within the city for residents, business employees, and visitors by creating major regional destination centers in Chesapeake (entertainment, retail, and/or recreational) that increase the retail and entertainment dollars spent in the City by residents, employees, and visitors.
- The City will explore opportunities to attract amateur sports facilities that will bring in participants and visitors to stay, shop and dine in Chesapeake.

Dollar Tree

- Tourism opportunities, such as history and nature, will be identified and promoted within the City through a strategic tourism plan as a means to support Chesapeake's retail sector.
- The City will seek to capitalize on water-related commerce and yachting market opportunities by providing or facilitating support services and considering appropriate land use changes.

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

The success of existing businesses of all sizes is crucial to the City's long range fiscal stability. They account for approximately 80% of Chesapeake's annual business growth, and play a vital role in the City's attractiveness to potential new companies. Existing businesses also provide crucial support to a wide variety of community activities, including recreation, education, arts, and charities.

Action Strategies:

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

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

Notwithstanding other goals and strategies contained within this chapter for promoting overall economic development, it is recognized that in light of increasing competition for economic growth, the City will benefit from identifying and strategically promoting unique economic development opportunities that may be available throughout Chesapeake. To help ensure the successful accommodation of unique economic development opportunities, it is vital to identify criteria to recognize, define and assist these unique uses in locating to the City.

Action Strategies:

- The unique economic development opportunity would be required to follow existing development review processes where applicable, including any needed Public Utility Franchise Area expansions, rezoning, and subdivision or site plan review.
- The location of a unique economic development use should be prohibited in the Naval Support Activity (NSA) Northwest Annex Relocatable Over The Horizon (ROTHR) Electromagnetic Interference (EMI) Prohibited Zone and Restricted Area. However, proposed unique economic development uses will be evaluated on a case-by-case basis within the ROTHR EMI Military Influence Area/Region of Influence, as identified on the Navy's official map dated February 26, 2014, a copy of which can be found in the Economy Section of the 2035 Comprehensive Plan Technical Document.
- When a proposed unique economic development use is located within any of the Noise Zones and/or Accident Potential Zones (APZs) as shown on the U.S. Navy's official Hampton Roads Joint Land Use Study (JLUS)/Air Installations Compatible Use Zones (AICUZ) Planning Map, the proposed use should be carefully evaluated as to its conformance with Table 1 of the map entitled "Land Use Compatibility Within Noise Zones and APZs," as well as the provisions of Section 12-400 of the City's Zoning Ordinance entitled "Fentress Airfield Overlay District."
- The location of a unique economic development use should be consistent with the provisions of the Northwest River Watershed Protection District, when said use is located within the area covered by this district, as shown on the City's official maps.

- The location of a unique economic development use shall not be dependent on a commitment by the City to provide public utilities to the subject site; furthermore, the entity's provisions for sewerage facilities should be carefully evaluated for conformity with the Comprehensive Plan and the requirements of the Chesapeake Health Department or Virginia Department of Environmental Quality.
- The location of a unique economic development use should be compatible with present uses and documented future plans for adjacent conservation lands such as the Great Dismal Swamp Wildlife Refuge, Virginia Department of Conservation & Recreation Cavalier Tract, Nature Conservancy holdings, U.S. Army Corps of Engineers jurisdictional wetlands, and similar resources.
- A "unique economic development opportunity" would be defined as a commercial or industrial use that has not typically occurred in Chesapeake, preferably a high-technology enterprise operated by a single entity that would not include residential uses. A unique economic development use should also be capable of generating a significantly positive fiscal impact when evaluated by the City's fiscal impact analysis model. Furthermore, there would be an expectation that a unique economic development use will generate major economic benefits that have citywide impact through investment and creation of new employment opportunities that result from locating significant headquarters, administrative or service sector operations in Chesapeake.
- Recognizing the potential diversity of options for the minimum size and geographic location of land tracts needed to accommodate unique economic development opportunities, it is recommended that the criteria contained in the Zoning Ordinance for locating planned unit industrial park districts (PUD-IP) be used as a comparable benchmark, preferably on tracts of land ranging in size from a minimum of 15 acres upwards, generally contained within 5 or fewer contiguous parcels.
- Areas and/or sites identified for a unique economic development use should be consistent with the Comprehensive Plan and accompanying Land Use Plan and Master Transportation Plan. Notwithstanding this policy or any other applicable City policy or ordinance, consideration may be given for a unique economic development use to occur outside the Public Utilities Franchise Area, if public utilities are not necessary.

Land Use

Overview

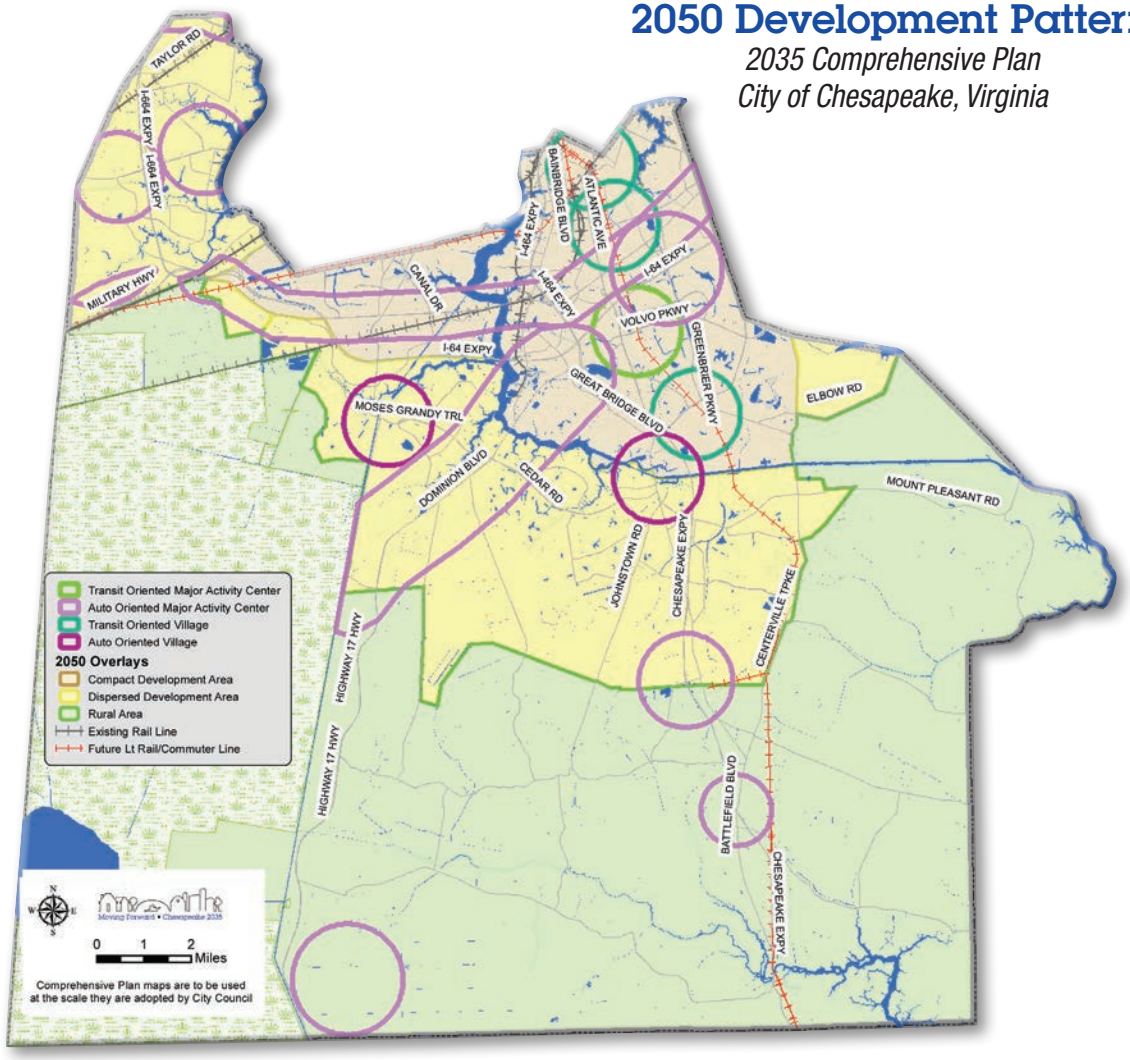
As a part of the overall development of the 2026 Comprehensive Plan, on which the 2035 Plan Update is based, City staff evaluated a series of alternative future development scenarios. These scenarios considered the geophysical characteristics of the City, projected population and employment growth, existing and historical development patterns, and the impact of existing and proposed infrastructure improvements. In order to provide a long term perspective on the impact of these scenarios, and to provide advanced planning for the development of the Master Transportation Plan, the scenarios were developed with a plan horizon of 2050. Three scenarios were developed: compact, dispersed, and nodal.

After careful review and consideration by the public, the Comprehensive Plan Advisory Team, Planning Commission, and City Council, a consensus was reached on a preferred 2050 scenario. The preferred 2050 scenario was a hybrid and contained elements of all three of the previous scenarios and provided the guide for the development of the 2026 Land Use Plan.

Generally speaking, the 2050 Development Pattern Map has designated the northern portions of the City - including Camelot, South Norfolk, Indian River, Rivercrest, and portions of Greenbrier - as compact development. The compact development pattern includes opportunities for infill and redevelopment at increased densities that are compatible with existing development. Western Branch, portions of Deep Creek, portions of Greenbrier, and portions of Great Bridge have been designated as dispersed suburban development. The southernmost portions of the City have been designated for rural style development, with the exception of certain specially designated nodes.

2050 Development Pattern

2035 Comprehensive Plan
City of Chesapeake, Virginia



The 2050 Development Pattern also includes a series of nodes which are designated as either Major Activity Centers, or Villages. Major Activity Centers are primarily employment-based centers and can be either automobile-oriented or mass transit-oriented. Villages are primarily residential-oriented and can also be either automobile or mass transit-oriented. Gateways have been designated to provide opportunities for land uses and design suitable to greet persons coming into the City. Please refer to the Design section of this plan which has established "character districts" to define the specific design recommendations for these areas.

The 2050 Development Pattern map was used as guide to develop the 2026 Comprehensive Plan and 2026 Land Use Plan, as well as the 2035 Plan Updates; however, it does not have the same force of effect as those policies contained in this plan for implementation at the 2035 planning horizon. The 2050 Development Pattern map provides insight into how decisions were made regarding the overall development pattern for the City and provides advanced guidance for transportation planning purposes. The Comprehensive Plan will be amended on a periodic basis to reflect changing conditions and circumstances and, therefore, no commitment to achievement of the 2050 development scenario is offered.

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

As the City develops, the development pattern should be in accordance with the 2035 Land Use Plan. Land uses will generally transition from urban in the northernmost areas of the City to rural in the south. As development moves outward from existing urban and suburban development, it should proceed along planned corridors with adequate infrastructure for development. Urban and suburban densities should not be permitted without public sewer, and septic tanks should be discouraged except where they are essential for bona fide rural dwellings.

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

An important objective of the Land Use Plan should be to create a land use pattern consisting of residential neighborhoods and mixed-use centers of employment and retail uses, all linked together by a multi-modal transportation system, as well as establishing places with a sufficient mass of commercial development to achieve economies of scale and a balanced range of centers of various sizes. Specific setback, landscaping and site arrangement requirements should be set out in the zoning and subdivision ordinances to ensure that there is an appropriate spatial arrangement of buildings and uses, and sufficient buffering between different uses to enhance the compatibility of neighboring uses and improve the relationship between different uses in the community. The City's services and infrastructure should be sufficient to support a proposed development of land. In instances of competing land uses on parcels considered to be prime locations for development due to visibility, access, and strategic value, preference should be given for economic development uses over residential development. Residential development is suitable for many locations, but the success of economic development activities depend on the attributes afforded by prime lands.

Action Strategies:

- Each land use should be located only on an appropriate site in terms of size, access, environmental conditions, community facilities, and compatibility with its neighbors; commercially designated sites should be maintained for commercial activities only, not mixed-use or residential, to the maximum extent practicable.
- Development patterns and trends should exhibit an orderly transition from urban uses in the northern part of the City to rural land uses in the southern part of the City along planned public sewer system and transportation corridors.
- The 2035 Land Use Plan shall provide a guide to the desired future land use pattern for the City, in concert with the policies of the Comprehensive Plan and other applicable City policies, ordinances and regulations.

Land Use Plan

Land use frequently becomes a focal point for comprehensive plans and is frequently the issue with which most people identify. It can become convenient to rely exclusively upon the Land Use Plan element of the Comprehensive Plan because of the ease of reading a map for a recommendation; however, the Land Use Plan should not be used without consulting the policies of the Comprehensive Plan for any mitigating conditions.

The Land Use Plan should be considered a general guide for land use decisions. It is not a binding commitment on the part of the City to guarantee that changes of zoning classification will be granted or denied on the sole basis of the Land Use Plan. Larger maps in the Comprehensive Plan, such as the Land Use Plan, Master Transportation Plan, and Public Utilities Franchise Area, should always be viewed and interpreted at a scale of not less than 1:3200. If a particular parcel(s) is determined by the City to be at least 90% within the Franchise Area, a certain land use classification, or overlay district at that scale as of the date of adoption for the 2035 Comprehensive Plan Update, then the entire parcel(s) is considered to be included in the land use classification, or overlay district.

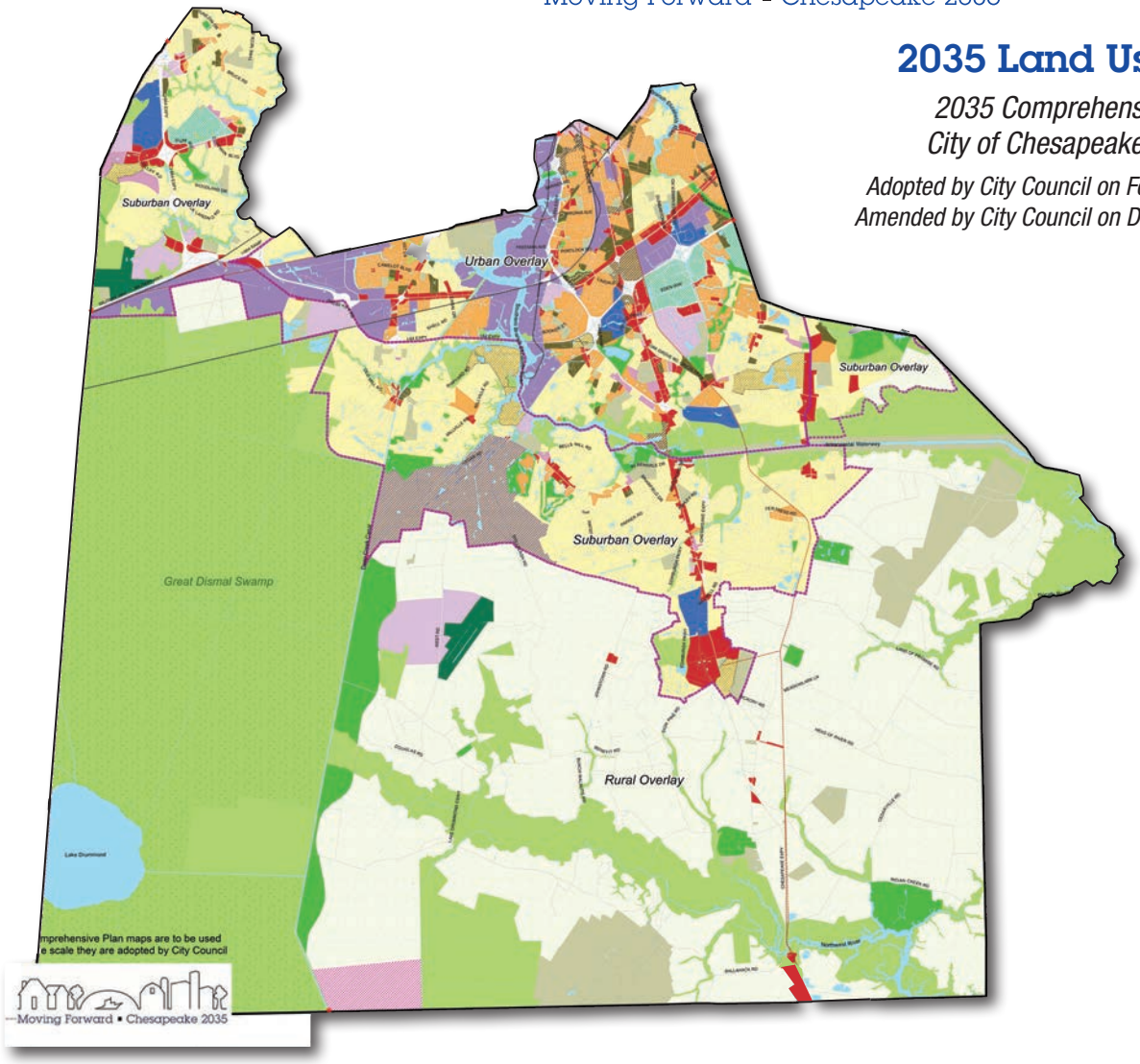
The implementation of these general land use action strategies will require some follow-up actions in addition to the adoption of the 2035 Land Use Plan. It is recommended that the following steps be taken:

- The City's Zoning Ordinance should be reviewed for necessary amendments. For example, the provisions for Planned Unit Developments (PUD's) may require revision to reflect changes in the distribution of uses within mixed use designated areas. Also, correlating passages to the Overlay Districts should be synchronized.
- The City's Subdivision Ordinance should be reviewed for potential inconsistencies with the provisions of this Plan.
- All other City ordinances and policies should be reviewed for potential amendment to reflect the intentions and policies of this Plan. Such ordinances and policies should include but not be limited to the City's Landscape Ordinance, Sign Ordinance, and Public Facilities Manual.

2035 Land Use Plan

2035 Comprehensive Plan
City of Chesapeake, Virginia

Adopted by City Council on February 25, 2014
Amended by City Council on December 18, 2018



Land Use Classifications

- Agriculture/Open Space
- Recreation
- Conservation
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Suburban Mixed Use
- Urban Mixed Use
- Business/Commercial
- Office
- Office/Research
- Dominion Blvd Corridor District
- Regional Mixed Use
- Gateway Virginia Innovation District
- Light Industry/Logistics
- Industrial/Logistics
- Institution/Government
- Airport
- City Gateways

Land Use Plan Designations	
Land Use Plan Designation	**Description**
Agriculture/ Open Space	Rural / agriculture-based land use pattern. Permits farming and livestock operations; aquaculture; silviculture; supporting commercial (i.e. businesses whose primary purpose is to provide support to the farming community, such as feed and seed stores, farm machinery sales and repair); and low density rural residential.
Recreation	Active and passive recreational areas, parks, trails, and recreation centers with public access. Privately owned areas greater than 15 acres will also be shown as Recreation.
Conservation	Environmentally sensitive areas. These areas have been planned for conservation due to highly sensitive conditions. Areas delineated by identifying those areas that have at least 2 of the following criteria: -100 year flood plain (Source: FEMA Flood Plain Maps) -Highly erodible soils (Source: Chesapeake Soil Survey) -Designation as a wetland by the National Wetlands Inventory (Source: U.S. Fish and Wildlife Service) Also includes areas that are protected by a permanent conservation easement, such as wetland mitigation banks and properties owned by the Nature Conservancy
Low Density Residential	Urban Overlay: ≤ 8 Dwelling Units Per Acre Suburban Overlay: ≤ 4 Dwelling Units Per Acre
Medium Density Residential	Urban Overlay: ≤ 16 Dwelling Units Per Acre Suburban Overlay: ≤ 10 Dwelling Units Per Acre
High Density Residential	Urban Overlay: 16 to 30 Dwelling Units Per Acre Suburban Overlay: <=16 Dwelling Units Per Acre; <= 24 Dwelling Units Per Acre if within ½ mile of an interchange or transportation-oriented district (design).

The above land use designations correspond to the Land Use Classifications contained in the Legend depicted on the 2035 Land Use Plan.

Land Use Plan Designations Continued

Land Use Plan Designation	Description
Suburban Mixed Use	A mixture of residential, commercial, office or institutional uses in an integrated, primarily horizontal development pattern. A ratio of between 70-80% residential to 30-20% non-residential is desired within the context of the entire land use district of the subject property. Residential components should be of no more than medium density (≤ 10 dwelling units per acre). Other factors affecting recommended land use ratios/ densities include surrounding land uses, access, and level of master development planning.
Urban Mixed Use	A well-planned and designed mixture of pedestrian-oriented land uses in a primarily vertical development pattern. Ratios of key uses within the context of the entire land use district of the subject property should be as follows: residential, 40-80%; office, 10-30%; and retail, 10-30%. Residential components may be of higher density than other mixed use categories (≤ 30 dwelling units per acre). Urban-scaled planned unit developments are desired, which include an appropriate mixture of uses considering surrounding land use patterns and access.
Business/Commercial	General commercial, neighborhood commercial, retail, and office.
Office	Professional offices, banks.
Office/Research	Larger scale office, research and employment center uses, primarily located in parks.
Regional Mixed Use	Regional context commercial activities including malls, power centers, office complexes, research facilities, commerce centers, corporate headquarters, light industrial and supporting residential (generally comprising no more than 30% of a proposed regional mixed use development, with medium to higher mixed use densities, depending on surrounding land uses, access, proximity to interchanges).

The above land use designations correspond to the Land Use Classifications contained in the Legend depicted on the 2035 Land Use Plan.

Land Use Plan Designations Continued

Land Use Plan Designation	Description
Gateway Virginia Innovation District	The District is intended to support the development of unique economic development opportunities. These opportunities will consist of large scale employment centers organized in a campus-like master planned development style. Master plans must incorporate environmentally sensitive and aesthetically pleasing site design, energy efficient architecture, green spaces, and walking trails. Master plans must include appropriate infrastructure including internal circulation, stormwater retention facilities, and environmental protection and containment infrastructure. Land uses may include a variety of employment types and opportunities, including research and development, office-industrial hybrids, flex parks, e-commerce and distribution facilities, environmentally appropriate manufacturing, corporate headquarters and offices, medical campuses, and higher learning centers. The district contemplates the inclusion of light fabrication and assembly ancillary to a research and development use, as well as data centers. Warehousing and on-site storage are permissible as an accessory use to another primary use and if integrated in a manner that minimizes negative impacts to the surrounding uses. Ancillary service businesses and retail uses that support the employment center economy are also permissible and may include hotels and banks. Residential uses are not considered appropriate, nor are cargo container storage and repair, automobile auctions, salvage yards, solid waste facilities, or landfills. Zoning districts most appropriate for this classification include PUD-IP, M-1 and O&I, although other non-residential zoning districts may be used if incompatible uses are restricted.

The above land use designations correspond to the Land Use Classifications contained in the Legend depicted on the 2035 Land Use Plan.

Land Use Plan Designations Continued

Land Use Plan Designation	Description
Light Industry/Logistics	Light manufacturing, wholesaling, warehousing, distribution, related office uses and supporting activities for the procurement, distribution, maintenance and replacement of goods and materials. In this classification, logistics generally refers to lighter operations such as the transport of smaller packages using automobile-oriented transportation modes.
Industrial/Logistics	General manufacturing, industrial and warehousing uses and supporting activities for the procurement, distribution, maintenance and replacement of goods and materials. In this classification, logistics generally refers to heavier operations and transport such as rail and/or water-based shipping, often associated with the ports of Hampton Roads.
Institution/Government	Government, schools, colleges, hospitals, military and institutional uses; could include elderly housing/ assisted living facilities.
Airport	Airport operations and supporting functions.

The above land use designations correspond to the Land Use Classifications contained in the Legend depicted on the 2035 Land Use Plan.

Overlay Districts

Key elements of the Land Use Plan are three distinct overlay districts: the Urban Overlay District, the Suburban Overlay District, and the Rural Overlay District. These districts correlate to those areas designated as compact, dispersed, and rural, respectively from the 2050 Development Scenario map. The purpose of the districts is to provide an orderly transition from the urban areas of the City to the suburban areas, to the rural areas and to allow for the grouping of land uses that are of compatible density and intensity. Policies to promote the unique character of the Overlay Districts as development continues to occur are contained in the Design section of this Plan.

- **Urban Overlay**
  The purpose of the Urban Overlay District is to provide opportunities for infill development in areas of established infrastructure. It is advantageous to promote this type of development as it tends to reduce the propensity for inefficient, sprawling development patterns.

In order to promote infill development, it is recommended that opportunities be explored to incentivize the use of increased densities in the multi-family and mixed-use zoning districts created after the adoption of the 2026 Comprehensive Plan. Incentives can be key to the redevelopment and revitalization of certain areas and as a means to increase housing affordability. Densities at the higher end of the range may be appropriate in designated village and major activity centers (see Design section of this Plan) in order to help solidify a sense of place. Special attention will be given to ensuring the compatibility of adjacent uses and for the provision of adequate buffering between uses in order to mitigate any potential negative impacts associated with increased densities.

It is anticipated that the transformation into an urban landscape will be gradual, over time and will not be fully realized within the 20 year window of this Plan. As the urban fabric of this overlay develops, special consideration will be given to enhancing pedestrian and mass transit opportunities as an increase in the urban development pattern should correlate with a decreased reliance on the personal automobile.

Development in this overlay should be consistent with the design guidelines of the Urban Character District (see the Design section of this Plan).

- **Suburban Overlay**

  The purpose of the Suburban Overlay is to provide a transition area between the urban areas of the City and the outer lying rural area. This overlay provides some opportunity for diversity for persons not desiring either an urban or rural lifestyle.

  Typical densities for Suburban Overlay zoning are 4 units to an acre for single family detached, 10 units per acre for single family attached, and 16 units per acre for multi-family. Densities less than or greater than these may be considered on an individual basis. Densities at the higher end of the range may be appropriate in designated village and major centers in order to help solidify a sense of place (see Design section of this Plan).

  Development in this overlay should be consistent with the design guidelines of the Suburban Character District (see the Design section of this Plan).

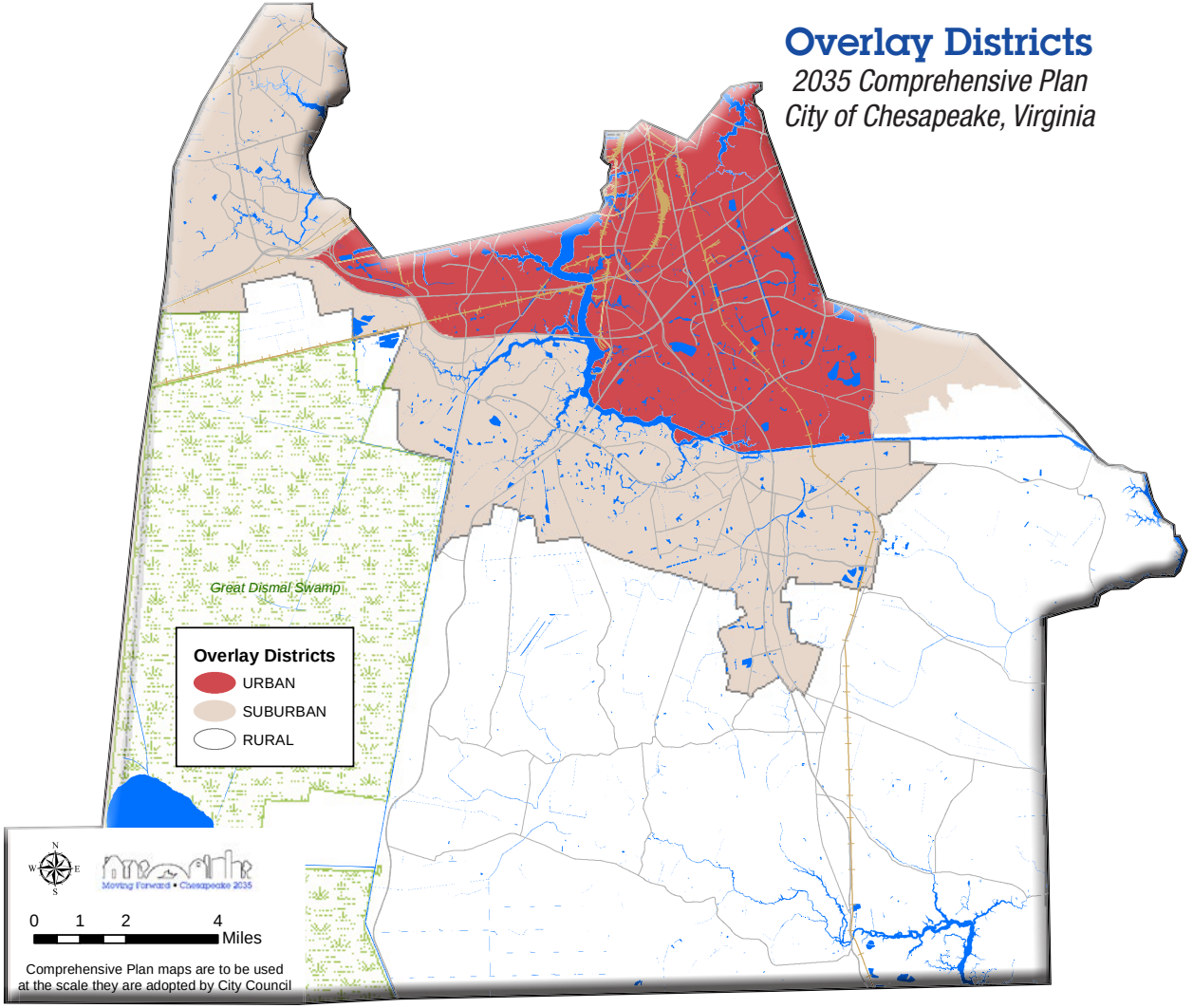
Southern Chesapeake Farm

- **Rural Overlay**

  The purpose of the Rural Overlay District is to preserve and protect the rural character of the southern portion of the City. The current Zoning Ordinance provides for densities no greater that one unit per three acres. Development in this overlay should be consistent with the design guidelines of the Rural Character District (see the Design section of this Plan).

The City has advanced efforts in rural preservation such as the creation of the Open Space and Agriculture Preservation Program (OSAP), which is a development rights purchase program, and the creation of a clustering ordinance that may be used to minimize development impact on the rural landscape. However, other conflicting regulations and policies have resulted in a gradual erosion of the rural character of the area. For example, subdivision regulations encourage the "stripping" of rural roadways with residential development, which not only destroys the rural landscape, but creates land use compatibility problems with the adjacent agricultural uses and promotes an inefficient consumption of land resources.

As a follow up to this Plan, a comprehensive strategy will be developed and implemented to synchronize the City's rural preservation efforts. This strategy must address the coordination of the following ordinances, policies, and programs into a cohesive rural preservation strategy:



- Rural Design Guidelines
- Public Facilities Manual
- Open Space and Agriculture Preservation Program
- Subdivision Ordinance
- Zoning Ordinance
- Cluster Ordinance

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

The 2035 Comprehensive Plan is a 20-year land use blueprint for the City. A variety of factors will affect the timing of the implementation of the Land Use Plan element. Market conditions, demographic and technological changes, federal and state legislation, and City policies have an impact on the pace at which the Plan will develop.

The land uses depicted on the Land Use Plan should be considered a build-out scenario for this planning window. It is not realistic, or expected, that the 2035 Plan will immediately be developed upon Plan adoption and it is presumed that the Plan will be amended over time and adjustments made as necessary to reflect changing circumstances and conditions. Timing strategies are contained in the Growth Management section of this Plan that are linked to public facility levels of service, infrastructure expansion and phasing, desired rates of growth, and funding availability. All of these considerations will be made prior to the approval of new development.

Action Strategies:

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

Even where market conditions may support the intensive location of certain similar uses which are economic competitors in a particular area, the saturation of an area with such uses may cause an overall deterioration in the quality of the environment, and in particular may have adverse impacts on the City’s economic development goals. Such uses may also have cumulative negative impacts on the character of the commercial area and neighboring residential communities. As a result, the placement of certain commercial or industrial activities should not only be a factor of market conditions, but should also consider particular land use impacts on surrounding properties.

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

The Comprehensive Plan should be considered to be a living document and not static. As circumstances change, the Plan should be reviewed for its continued relevance and applicability. Virginia State Code requires a minimal review of at least every 5 years, although reviews and amendments may occur on a more frequent basis if needed.

Action Strategies:

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

Jet Landing at NALF Fentress

Airport Noise Compatibility

Ensuring a quality environment also includes the mitigation of noises arising from various land uses, particularly those generated by civilian (i.e. Chesapeake Regional Airport and Hampton Roads Executive Airport) and military (i.e. Naval Auxiliary Landing Field (NALF) Fentress)

airport operations. Unusually loud noises can be detrimental to Chesapeake's recognized quality of life. The City has several existing noise management programs in place, such as the Noise Ordinance that is a component of the City Code. This ordinance defines prohibited noises, establishes standards for the determination of unreasonable, excessive or unnecessary noises, maximum sound levels by land use, and penalties for violations.

The City also adopted the Fentress Airfield Overlay District as part of the Zoning Ordinance that recognizes the Unites States Navy's Air Installation Compatible Use Zone (AICUZ) Program. This program was instituted by the Department of Defense in the early 1970's to address the problem of incompatible land development and encroachment surrounding military installations. Each AICUZ Noise Contour and Accident Potential Zone has recommended categories of compatible or incompatible land uses associated with it based on average day-night decibel levels or potential for aircraft-related accidents. The City, in partnership with the Navy, recently amended the Fentress Airfield Overlay District to add additional protections against development encroachment, in support of the 2005 Joint Land Use Study.

In accordance with the Virginia Uniform Building Code, the City also incorporated noise attenuation measure for new residential construction within the highest noise zones in the Fentress Airfield Overlay District. Anyone selling or leasing a residential unit within any of the noise zones is required to provide written disclosure to all prospective buyers or lessees. Additionally, the City requires noise disclosures on site plans and subdivision plats.

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

Proactive land use planning can effectively reduce the effects of noise by isolating noise generators such as airports and interstate highways from incompatible uses like residential neighborhoods and hospitals. During development review, minimum distances of separation and buffering should be considered between incompatible land uses, such as industrial/manufacturing process and residential areas.

Action Strategies:

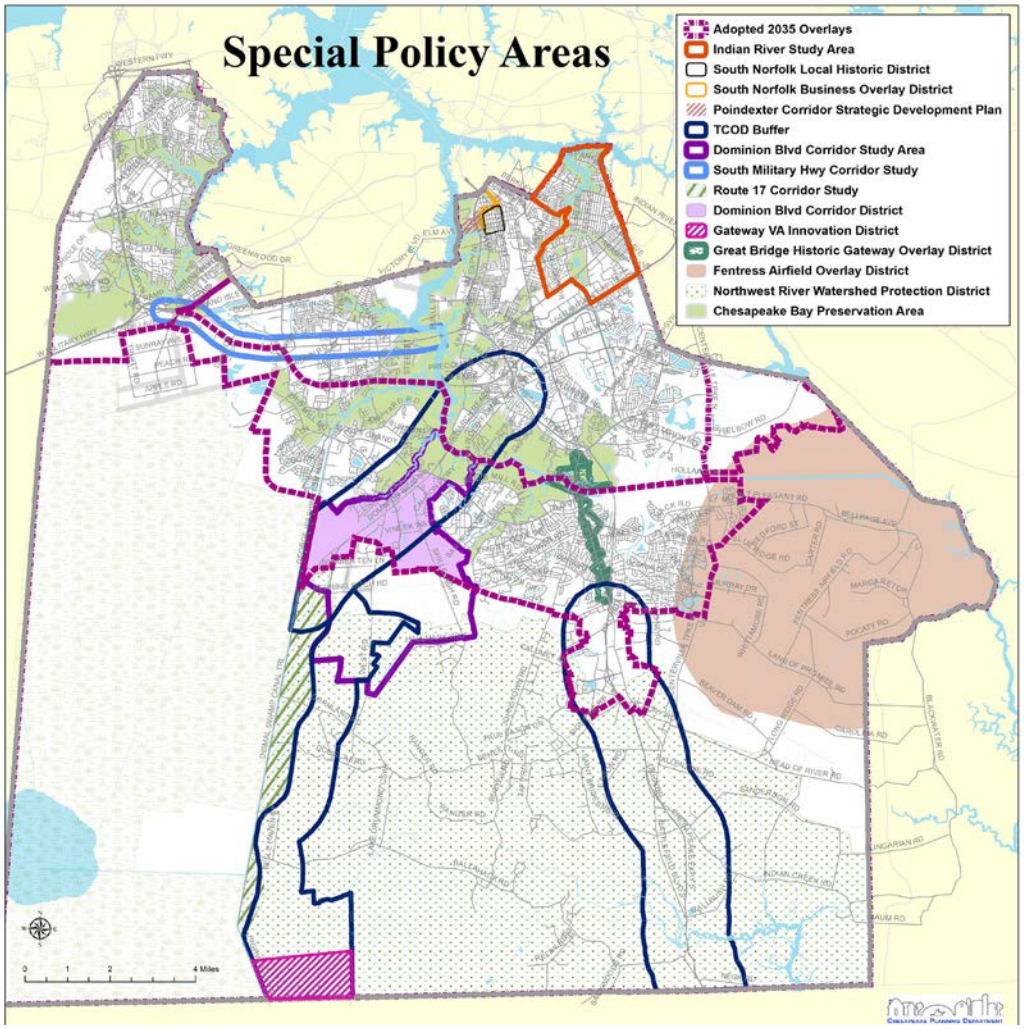
- The City will maintain its positive working relationships with representatives of Naval Auxiliary Landing Field Fentress, Chesapeake Executive Airport and Hampton Roads Airport to mitigate the noise generated by air traffic and to enforce and update as appropriate the land use controls surrounding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

- Consideration will be given during development review to minimum distances of separation between various incompatible land uses, such as industrial/manufacturing processes and residential uses.

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

The City of Chesapeake is composed of a wide array of unique communities and landscapes. Chesapeake has in the past and will continue in the future to provide detailed area-specific plans and policies. The Comprehensive Plan includes many smaller area plans and studies, which were intended to be adopted as components of the Plan. The following list provides a summary of key plans and studies that have been completed, which are contained in the Land Use Section of the 2035 Comprehensive Plan Technical Document:

- Western Branch Land Study
- Poindexter Corridor Strategic Dev. Plan
- Indian River Planning Area Study
- Great Bridge Village Design Guidelines
- Transportation Corridor Overlay District
- South Military Highway Corridor Study
- Route 17 Trail/Dismal Swamp Corridor Study



These plans should be considered components of the Comprehensive Plan and consulted for specific proposals in the affected areas.

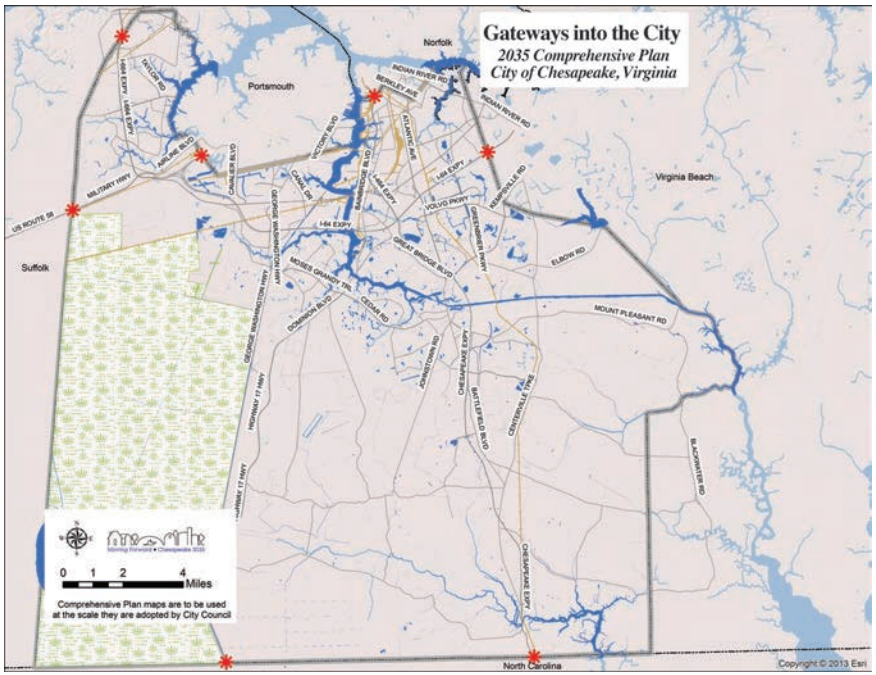
Action Strategies:

- The City will continue to implement the applicable policies and recommendations of the key studies and plans listed above, which are components of this Comprehensive Plan.
- The City will study and re-evaluate the recommendations of the South Military Highway Corridor Study, especially as it relates to the Core Area.
- The City will continue to promote Greenbrier as a Major Activity Center. A key land use planning tool for the 2035 Comprehensive Plan is the major activity center concept. A major activity center is a form of land use characterized by regional scale retail, commercial, and industrial development that is oriented toward a major transportation corridor or area. Major activity centers can be automobile-oriented or transit-oriented. Greenbrier is one of the largest and most recognizable of the City's major activity centers. Because of its physical location near Interstate 64 and Military Highway and status as a planned unit development (PUD) since the early 1970's, Greenbrier has taken on the unofficial role of Chesapeake's "downtown," or center of commercial activity, anchored by Greenbrier Mall.
  - Effective January 2005, portions of the Greenbrier area were designated as a Tax Increment Financing District (TIF). Designation as a TIF provides funding opportunities for continual investment in the area to ensure the infrastructure and improvements keep pace with the demands of a major regional activity center.
  - The Land Use Plan will continue to promote regional mixed uses, including retail, commercial, light industrial, office space, and a variety of residential settings, particularly higher density dwellings.
  - While Greenbrier is recognized as a strongly automobile-oriented major activity center in the present, it is also located along a planned mass transit corridor. As such the City should plan for facilities and services that promote both a more pedestrian-friendly and transit-oriented environment.
- The City will continue to promote the Dominion Boulevard Corridor as a Major Activity Center and will plan for its development as a strategic economic opportunities area. The Dominion Boulevard/ Route 17 Corridor is a significant transportation corridor due to its relationship as a primary north / south link between Raleigh, North Carolina, and Norfolk. Route 17 and Interstates 464 and 64 are significant regional transportation corridors and provide regional access to the area. The proposed Pleasant Grove Parkway also runs through the corridor and provides additional accessibility for the future. Recognizing the strategic nature of this corridor, it was designated as a TCOD Target Area in 2001. The road was formerly a two-lane, undivided highway with a draw span at the Southern Branch of the Elizabeth River. A major expansion of the roadway from its interchange with I-64/I-464/Chesapeake Expressway south to its merge with Route 17, along with the replacement of the Steel Bridge with a high-rise structure named the Veterans Bridge, is complete.

- As a part of the 2035 Land Use Plan, the Dominion Boulevard Corridor has been designated primarily for regional mixed uses. It is the intent of this Plan and the Dominion Boulevard Corridor Study, to create an alternative regional employment center, south of the Albemarle and Chesapeake Canal. Corporate offices and research and development uses, including amenities such as integrated opens spaces or golf courses, and institutional uses, should be promoted for this area. Some strategically placed residential may be included in the area; however, the focus of the corridor should be on economic development.
- The guidelines for the Transportation Corridor Overlay District should continue to provide guidance in land use decisions in this corridor, as reflected in the Dominion Boulevard Corridor Study. This includes elements of corridor design, as discussed in Goal 2, Objective 2.6 in the Design section of this Plan.

• The City will continue to promote gateways into Chesapeake as a means to take advantage of the special opportunities associated with being an entryway into the City. Recognizing the importance of these special areas, City Council adopted the Design Guidelines Manual in May 2007 to provide guidance related to Gateways, Mixed-Use and Infill Development in the Urban and Suburban Overlays, Rural Overlay Development and Public Art. A copy of these guidelines can be found in the Design section of the 2035 Comprehensive Plan Technical Document.

- As an entryway, special consideration must be given to the overall appearance and impression created for the City as well as taking advantage of the potential for economically beneficial uses that may be appropriate at these locations. Uses which may be appropriate in these locations include welcome centers, hospitality centers, and well-designed convenience and lodging uses.



- Consideration should be given to establishing gateways around the City in areas that serve as internal entryways to distinct character districts, commercial areas, etc. Examples of such internal gateways would be Portsmouth Boulevard in the vicinity of Chesapeake Square Mall off of I-664; the Greenbrier area; the Poindexter Street commercial corridor off of I-464; and

the Indian River Road commercial corridor. Appropriate signage, flags, landscaping and other elements identified in the Design Guidelines Manual should be considered.

  - Design recommendations for Gateways may be found in the Design section of this Plan and should be used to provide guidance in the appropriate appearance of development within Gateways.

- Chesapeake benefits greatly from an abundance of waterfront areas and features and will continue to preserve and promote these amenities, which contribute greatly to the City's character and in many cases facilitate Chesapeake's commerce and industry. The City should continue to make reasonable and balanced efforts to preserve key portions of waterfront areas in their natural states, while developing other portions for compatible commercial and recreational development. The City should continue to partner with the U.S. Army Corps of Engineers and the U.S. Navy to explore the deepening of the shipping channel of the Southern Branch of the Elizabeth River as part of the Norfolk Harbor and Channels Deepening Study.
- There are some areas of the City which are still in need of study for specific land use and strategic planning recommendations. These areas include the following:

  - Industrial Waterfront Study
  - Gateways/Entryways Study
  - The North Landing River

Growth Management

Overview

Growth Management is the process by which a local government influences the timing, amount, location, form, cost and funding of new development – particularly residential development - and the construction of the public facilities that support such development.

Typically, growth management focuses on what are referred to as "greenfields" - areas that are outside of the existing developed area and represent the "opening up" of new areas for conversion from rural to urban land uses. To a lesser degree, growth management can pertain to areas of "infill" within a mostly developed urban area. In general, the greatest challenge facing most rapidly growing jurisdictions like Chesapeake is the public cost associated with rapidly converting such "greenfield" areas from rural to urban or suburban densities.

The City's current growth management system has evolved during the past two decades or so, since adoption of the 1990 Comprehensive Plan, and is now firmly rooted in a three-pronged approach addressing the timing, form, and funding of new development. The central component of the City's system is the process of controlling the approval of new development projects (rezoning applications) based upon the levels of service (LOS) available for major public facilities. The LOS policies were adopted in 1995 and subsequently amended in 1997, 2001, 2004 and 2009. Current City LOS standards address three areas of adequate public facilities: school capacity, road capacity and sewer utility capacity.

In 1994, the City Council adopted its first written policy for accepting voluntary cash proffers from rezoning applicants for public schools, per the provisions for conditional zoning contained in §§ 15.2-2296 through 15.2-2302 of the Code of Virginia. A new Proffer Policy was adopted in November 2004 as a component of the Comprehensive Plan to provide clear guidelines for determining the amount of anticipated voluntary contributions to offset the impact to schools. The policy has been reviewed and amended several times since then, such as a change in 2005 to include roads, libraries, and Fire/EMS, and a 25% reduction in the maximum anticipated voluntary proffer amount in July 2010.

In December 2011, due to the lingering effects of the 2007 recession, City Council determined that the Proffer Policy should again be reviewed to determine if amendments were necessary to ensure its fair and consistent application. A Proffer Policy Review Committee, consisting of community-based professionals in the fields of finance, management, law, real estate and development was appointed. The committee met 11 times during 2012 and provided recommendations for modifying the Proffer Policy. City Council considered the options and adopted an amended Policy on November 13, 2012. The amendments include the following: substantial reduction in maximum anticipated proffers to $4,000 per detached single-family dwelling unit, $3,000 per attached single-family dwelling unit and $2,000 per multi-family dwelling unit; establishment of mitigating circumstances that may warrant reduction of the maximum anticipated cash proffer amounts; provision for the immediate use of cash proffers for renovations, repairs and maintenance (excluding routine maintenance) of impacted public facilities, provided the work is included in an approved capital improvement project; and provision for the use of cash proffers for debt service for capital improvement projects reasonably related to the rezoning. The amended Policy was incorporated into the Comprehensive Plan.

The City is widely known in the Commonwealth for its innovations in growth management, particularly the use of a level of service (LOS) approach for managing growth. The LOS standards and the Proffer Policy focus on the two most critical aspects of growth management – the timing and funding of new development. Yet there are other aspects of managing growth that the City will need to address in the coming years, particularly the form or pattern of development, which can be as critical to the overall quality of life in the community as is the timing and cost of public facilities.

Cottage Trails at Culpepper Landing

A key distinction between most growth management tools in Virginia compared to those in some other states is that they are mainly applied to decisions regarding zoning map amendments ("rezonings") rather than decisions regarding subdivisions or site plans. This is because in Virginia, a rezoning approval is a legislative action which enjoys the presumption of legislative validity on the part of the governing body, whereas subdivisions and site plan approvals are code compliance actions that generally must be granted approval if the standards of the regulations are met by the applicant. Due to these constraints, localities are not able to directly control the actual rate of development, although they can *indirectly* control the rate by only approving rezoning actions that conform to the Comprehensive Plan in terms of location, timing, quality/character and adequate infrastructure.

Section 15.2-2232 of the Code of Virginia states that when a comprehensive plan has been approved and adopted by a governing body, the plan "shall control the general or approximate location, character and extent of each feature shown on the plan." This code section further states that "unless a feature is already shown on the adopted master plan or part thereof…no street or connection to an existing street, park or other public area, public building or public structure, public utility facility or public service corporation facility, other than a railroad facility, shall be constructed, established or authorized, unless and until the general location or approximate location, character, and extent thereof has been submitted to and approved by the [planning] commission as being substantially in accord with the adopted comprehensive plan or part thereof…." This section of the Code also includes specific procedures to be followed by local jurisdictions during the review of proposed facilities and identifies specific instances when a facility does not need to be reviewed for conformity by the Planning Commission.

The growth management system contained in this Comprehensive Plan re-affirms the City's three-pronged approach and refines and strengthens the policy framework that gives the City the leverage to control such decisions, thus enabling the City to strike this critical balance on a continuing basis. The focus of the City's growth management system is and will continue to be on utilities, schools, and transportation, but other major public facilities are to be considered as well, and all should be coordinated so as to be mutually reinforcing.

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

By managing the timing and location of the public infrastructure – particularly utility lines and roads – the City can indirectly affect the rate and timing of development, and more importantly the pattern and location of development. In addition to utilities and transportation, other capital facilities can be used in the same manner to influence the location and timing of development.

Construction of new community facilities or even expansion of existing facilities requires careful consideration by local decision makers to assure that the needs and interests of the community are fulfilled in the most appropriate manner. The Commonwealth of Virginia recognizes that this is an important right and responsibility of local government and has provided local governments with the legislative authority to evaluate public facility and utility improvements for conformance with the locality's adopted comprehensive plan. The decision-making basis for implementing the phasing or expansion policies of the Comprehensive Plan is done through what is called a "2232 review," named after section 15.2-2232 of the Virginia Code.

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

Action Strategies:

- **Level of Service Standards (LOS)**
  LOS is currently in use by the City, and Chesapeake has been an innovator in Virginia in using this growth management tool. The City's Planning and Land Use Policy (known as the Level of Service or LOS Policy) sets a measurable standard of capacity or performance for a given public facility or service that must be planned, funded or in place in order for any particular development application (rezoning) to receive approval. It is broadly accepted that such standards can be a key factor in rezoning decisions.

  Currently, all rezoning applications in the City are reviewed and evaluated to determine if they can pass the tests for "Adequate School Facilities," "Adequate Road Facilities," and "Adequate Sewer Capacity." The evaluation of each application includes existing service levels, plus the impacts associated with developments that have received preliminary plan approval, the cumulative anticipated impacts of minor subdivisions (5 lots or less), and the projected impacts of the property under consideration for rezoning. Staff will recommend denial of a residential rezoning application if it is determined that any one of the public schools serving the area exceeds 120% of rated capacity at the time of the rezoning, or if the proposed development in combination with other approved development in the school service area would exceed the 120% capacity cap.

  Similarly, staff will recommend denial of a rezoning application if the nearest road or signalized intersection serving the majority of traffic is currently performing at Level of Service E or F, or if the proposed residential or non-residential development, in conjunction with development of unimproved lots in the area would cause the nearest road or signalized intersection to perform at Level of Service E or F. A Level of Service E and in some cases, a level of service F, is acceptable for non-residential development rezoning applications if City Council finds that certain economic development criteria are met. The LOS Policy requires that proposed residential rezonings will not be approved if the property is not located within the existing HRSD service area or private facilities are not approved within a certain time. This policy is a component of the Comprehensive Plan and is incorporated herein. A complete copy of the LOS Policy is contained in the Growth Management Section of the 2035 Comprehensive Plan Technical Document.

  The City will consider the adequacy of public facilities and services when reviewing any rezoning application for a more intensive use or density. To fairly implement this policy, the City will consider the following:

  1. The capacity of existing public facilities and the availability of required public services;
  2. Facilities and improvements proposed in the Capital Improvement Budget;

3. Proposed Transportation Improvements and Facilities in the Master Transportation Plan;
4. Service level standards for schools, roads, and utilities capacity established by the City and the effect of existing, approved and proposed development on those standards; and
5. Other mechanisms, modeling, or analyses that the City may use to measure the adequacy of public services and facilities and the City's ability to maintain or establish the adequacy of those facilities, across the City.

Recognizing the need to facilitate economic vitality in Chesapeake, City Council adopted an amendment to the LOS Policy on December 18, 2012, which was intended to maintain adequate level of service tests for roads, schools, and sewer capacity while promoting economically positive mixed-use developments in areas of the City designated for revitalization and commercial growth. The amendment established exemptions to the level of service tests in the following instances:

1. An application is pending to rezone the property to Urban Planned Unit Development (PUD-U);
2. The property consists of at least 15 acres of land located in the Urban Overlay;
3. The property is located entirely within a Tax Increment Financing District; and
4. The proposed development will generate significant positive revenues, as determined on the basis of fiscal analysis conducted by the City. Such fiscal analysis shall, at a minimum, weigh the anticipated revenues against the estimated cost of capital facility needs to be generated by the proposed development, including without limitation, the capital cost of roads, schools and other public infrastructure that will be impacted by the rezoning.

- **Infrastructure Expansion and Phasing**

  The infrastructure expansion for utilities, roads, and other public facilities is a key element in managing growth. Working in connection with the Level of Service standards previously discussed, the introduction of additional service capacity can be used to manage the time and location of new development.

  Both the sequence and timing of utility extensions are important. From a long term planning standpoint, sequence is typically more critical, in that timing will tend to be refined in reaction to specific ongoing constraints and opportunities of available capacity, City finances and market demand. The sequencing and timing of utility extensions should be consistent with the City's plans and priorities for future land uses.

  - **Utilities**

    Public water and sewer service will only be provided to those areas within the existing Public Utility Franchise Area (Franchise Area) or areas designated to be added to the existing Franchise Area within the window of this Plan (2035 Franchise Area). The existing Franchise Area consists of those areas depicted on the following map, which represents the existing Public Utility Franchise Area at the adoption of this

Plan. The extension of public utilities (public water and sewer) within the existing Franchise Area does not require review by Planning Commission or City Council. The extension of public utilities (public water and sewer) within the 2035 Franchise Area will require approval by the City Council in accordance with the criteria set forth below.

The City's policies regarding utility expansion were established in its "Service Area Expansion Policy" adopted in 1997 and the "Public Utilities Franchise Area Expansion Policy" adopted in 2001. The utility extension policies established by this Comprehensive Plan are based upon these original policies and modified as necessary to reflect changes in the Public Utility Franchise Area.

The 1997 Policy, which is an operations policy, addresses proposed expansions of the HRSD sewer service lines beyond one mile from existing lines. It establishes the following criteria for the City Council to consider in reviewing such requests:

1. Impact on the functional integrity of the City utility system; and
2. The City's fiscal obligations to operate, maintain and accommodate the expansion, weighed against the public benefit.

The 2001 Policy, which is a land use policy, provides that City Council will "review and analyze all proposed expansions of the Public Utilities Franchise Area to ensure consistency with the [City's] Comprehensive Plan and the adequacy of Public Utilities to serve the area proposed for development." It shall be the policy of this Comprehensive Plan to continue this review as an integral component of the timing element of the overall growth management strategy as specified below.

Co-terminus with Urban and Suburban Overlay Districts:

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

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

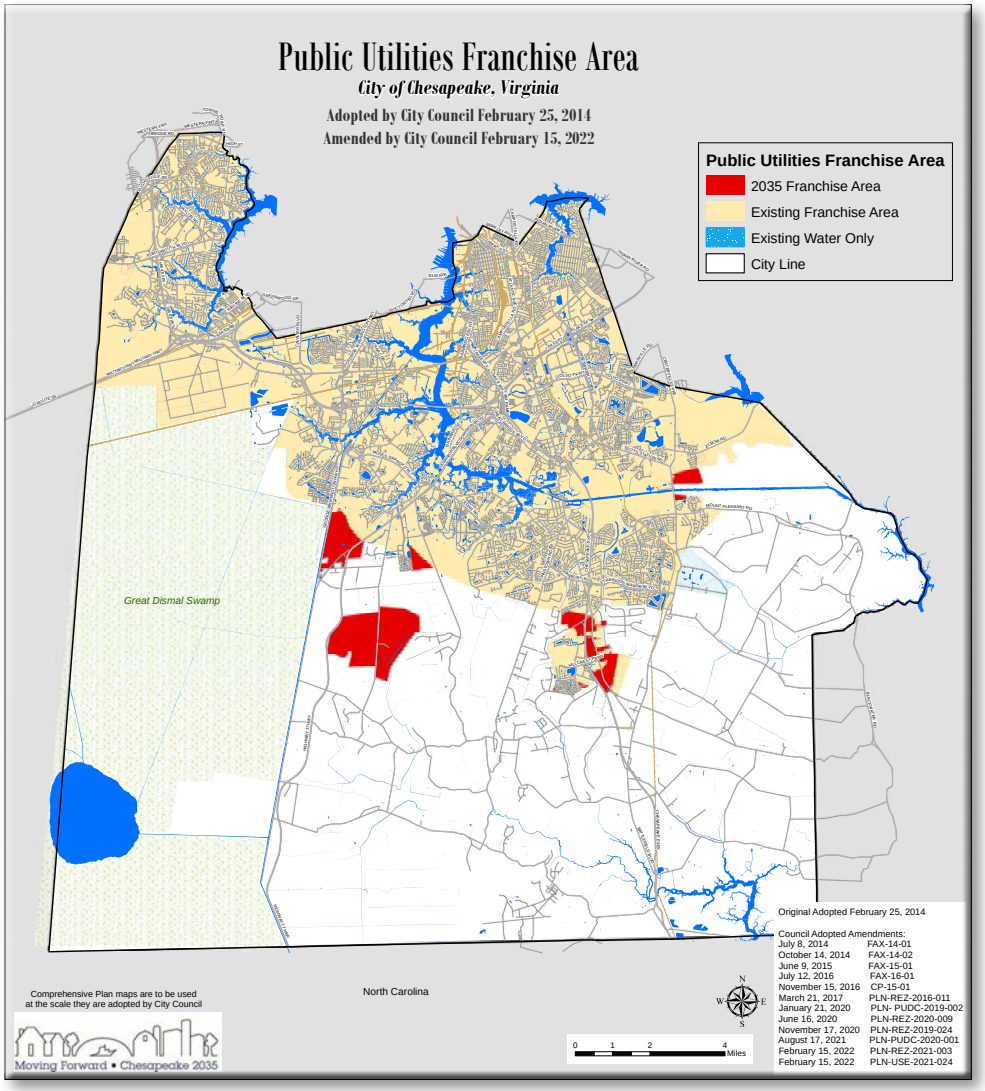
The extension of the Franchise Area shall be deemed to be an extension of the Urban or Suburban Overlay District. Appropriate land use designations will need to be identified

on the Land Use Plan for such extensions. Franchise Area expansions will only occur at a time that is consistent with the City's overall growth management strategy. Specific criteria for this expansion are as follows:

Criteria for Expansion of the 2035 Public Utility Franchise Area:

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

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


Public Utilities Franchise Area
City of Chesapeake, Virginia
Adopted by City Council February 25, 2014
Amended by City Council February 15, 2022
Public Utilities Franchise Area
2035 Franchise Area
Existing Franchise Area
Existing Water Only
City Line
Great Dismal Swamp
North Carolina
Original Adopted February 25, 2014
Council Adopted Amendments:
July 8, 2014 FAX-14-01
October 14, 2014 FAX-14-02
June 9, 2015 FAX-15-01
July 12, 2016 FAX-16-01
November 15, 2016 CP-15-01
March 21, 2017 PLN-REZ-2016-011
January 21, 2020 PLN- PUDC-2019-002
June 16, 2020 PLN-REZ-2020-009
November 17, 2020 PLN-REZ-2019-024
August 17, 2021 PLN-PUDC-2020-001
February 15, 2022 PLN-REZ-2021-003
February 15, 2022 PLN-USE-2021-024
Comprehensive Plan maps are to be used at the scale they are adopted by City Council
Moving Forward ▪ Chesapeake 2035
0 1 2 4 Miles

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

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

1. A limited provision is made for the allowances of public water service connections outside an existing Public Utilities Franchise Area to water lines that have been in existence since September 18, 2001. These connections will be permitted only under certain extenuating circumstances to individual lots meeting very specific criteria. A complete list of these criteria may be found in the Water and Sewer component of this Plan."
2. It is also recognized that there may be a need to construct water transmission lines outside the existing or 2035 Franchise Area due to the location of the Northwest River Water Treatment Plant in southern Chesapeake. The construction of these lines would not constitute an expansion of the Franchise Area, but would be to transport water from the water treatment plant to the franchise Area located elsewhere in the City. Water transported through these lines would be solely for public water service within the Public Utility Franchise Area and would not be to serve new areas outside the franchise Area. The construction of these lines would require a review under Section 15.2-2232 of the Code of Virginia.

- **Roads and other Transportation Improvements**
  Priorities for major road network expansions should also reflect the City's plans and priorities for the future. The location and sequence of road network expansions, as well as other transportation improvements, should reflect the land use patterns set forth in the plan. To the greatest extent possible, the location and sequence of the transportation infrastructure improvements are to be coordinated with the utility infrastructure improvements so that together they provide full infrastructure for future development.

  The language in Section 15.2-2232 of the Code of Virginia anticipates that major transportation improvements that are not already shown on the Comprehensive Plan will be reviewed for conformity with the Comprehensive Plan and Master Transportation Plan through the "2232" review process.

In both cases – utilities and roads - the willingness of the private sector to participate in the funding and construction of such improvements, as part of the site approval and development process, is a key to successful development. In that regard, some flexibility is desirable in the sequencing of infrastructure so that the City can respond reasonably to the market demand for development. In addition, although the land use and infrastructure elements of this Comprehensive Plan have very long term horizons, short term adjustments are expected, to be considered on at least a five year basis, in accord with the state code.

- **Rate of Growth**
  Strategically, the City will plan to approve the extension of public facilities in a steady but incremental fashion, in accord with the location and timing as shown on the land use and infrastructure maps of this plan. As this process continues, the City will make any necessary adjustments so that it continues to balance the advantages for new development with the capacity of the City to finance the facilities and services to support that development. The overall target for the City is to accommodate an annual population growth of between 1% and 2%, which is deemed to be a reasonable amount of growth that fairly balances the interests of current City residents with future City residents. (The City's growth rate in 2013 was approximately 1.20%).

- **Capital Improvement Budget (CIB)**
  The City's Capital Improvement Budget (CIB) reflects the specific short-term plan for constructing public facilities. It is an important element of the City's growth management system because it defines when, where and how each specific facility is to be built in the immediate time horizon (typically five years).

  The CIB will also specify the revenue sources for funding each facility in terms of the allocation between public monies. Again, the CIB should be derived from the conceptual depiction of public facility locations and standards as outlined in the Comprehensive Plan. As for other major public investments and improvements, the "2232" process provides a mechanism for evaluating public improvements, such as parks or other public areas, and public buildings and structures such a schools, libraries and fire stations, for conformity with the Comprehensive Plan when such improvements are not already shown in the plan or otherwise exempt.

- **Zoning Map Amendments (Rezonings)**
  A critical element of the growth management system is the City's ongoing process of reviewing and acting on applications from land owners and developers to amend the zoning map. In Virginia, the rezoning stage of the development process is the point at which the City has the greatest leverage for ensuring that future development conforms to the policies of the Comprehensive Plan.

  As growth continues in the City and new areas become subject to development pressures, the underlying zoning designations are often not consistent with the market demand for land use on the site, or with the City's long term plan for future land use as set forth in the Comprehensive Plan. This gap between past and future needs can be addressed by changing the zoning to better meet the City's long-term goals as well as the needs of the real estate market.

  In conjunction with an approval of a rezoning, the City may accept "proffers" from the applicant under the provisions of the conditional zoning process. Proffers are voluntary provisions or donations offered to the City by the rezoning applicant and are aimed at mitigating the impacts of the proposed development. Proffers may include cash funds for public facilities, land for public facilities, assurance of phasing or sequencing of construction,

and/or other site-specific elements to ensure that City goals and policies are met. Thus, proffers can be an important method of implementing the Comprehensive Plan and achieving a successful growth management system.

The timing and conditions of rezoning approvals should be coordinated with the decisions to extend or expand utility and transportation networks, all in accord with the sequence and location as set out in the Comprehensive Plan. Thus, the City can use the conditional zoning process in conjunction with LOS standards in order to achieve the goals of the Comprehensive Plan.

Chesapeake currently has approximately 3,300 acres of undeveloped land that are zoned for residential use, which would be expected to accommodate about 9,000 new dwelling units. About two-thirds of the land is zoned R-15 and R-15s, which are zoning designations for single family homes. In addition, there are more than 5,000 acres of undeveloped agricultural land, some of which can be converted to 3-acre home sites under the City's A-1 zoning designation. Considering the various environmental features that constrain development on these properties, the City estimates that the currently zoned land capacity will provide for additional growth at current rates for another five years.

- Major utility and transportation infrastructure improvements and other public improvements, proposed by the local, state or federal government, or the private sector, will be evaluated for conformity with the land use policies of the Comprehensive Plan in accordance with Section 15.2-2232 of the Code of Virginia.
- The City will establish service standards or benchmarks for other City services as appropriate.
- An intermediate review of the Comprehensive Plan will be conducted prior the Virginia Code required five year review to determine the magnitude of required Plan changes.
- The City will consider proposals to mitigate the impact of new development as part of its decision to approve or deny rezoning applications. The applicant may propose to mitigate the impacts of development including voluntary proffers of cash, site dedication, in-kind improvements, as permitted by City policy or through the conditional zoning provisions of the Code of Virginia, development phasing schedules, and other mechanisms permitted by the Code of Virginia now or in the future.

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

Closely associated with the timing aspect of growth management is the funding of public facilities that support the expansion of growth areas. The same tools that are used for guiding the timing of development can be used to help offset the costs of development.

In general, residential development will tend to create a greater burden on the City's capital and operating budgets than non-residential uses simply because public schools are such a large percentage of City government costs and students are directly generated by most forms

of housing development. Thus, localities typically strive to encourage non-residential development as a way of enlarging the tax base that will support the residential development, thereby relieving some of the funding pressure from households.

In terms of funding future public facilities, the City's growth management system is aimed at achieving a coordinated and balanced policy of funding and construction of public facilities, based upon City ordinances and policies of the Comprehensive Plan. The City will use public funds when necessary, as well as private funds received through proffers, pro rated programs, and other City requirements whenever possible, to support the construction of new or improved public facilities. The allocations of these funds will be based on the long-term goals and policies set forth in the Comprehensive Plan and specifically allocated through the short term specifications of the CIB.

Action Strategies:

- Infill development that complements existing communities will be encouraged in developed areas to maximize the use of existing public facilities, utilities, buildings and services, provided that there is capacity for such additional development.

- To increase fiscal stability and mitigate tax burdens on City residents, the City will seek a balance of residential and non-residential land uses designed to provide a diversified and steady revenue stream.

- Public facilities and infrastructure may be funded by either public sources, private sources, or a combination thereof.

- Projects proposed for the City's CIB will be evaluated for conformity with the Comprehensive Plan. In addition, the City will integrate its fiscal management policies and growth management policies by developing tools to project public facilities needs and expenditures beyond the five-year horizon of the CIB.

- A Proffer Policy was adopted by City Council in December 2004 as a component of the Comprehensive Plan and is included in the Growth Management Section of the 2035 Comprehensive Plan Technical Document. This policy creates an opportunity for developers to offset public service/facility impacts created by their development proposals.

- The City will seek to ensure that an equitable and proportionate share of public facility and infrastructure improvements that are attributable, in whole or part, to a proposed development project will be financed by the owners, developers, users or beneficiaries.

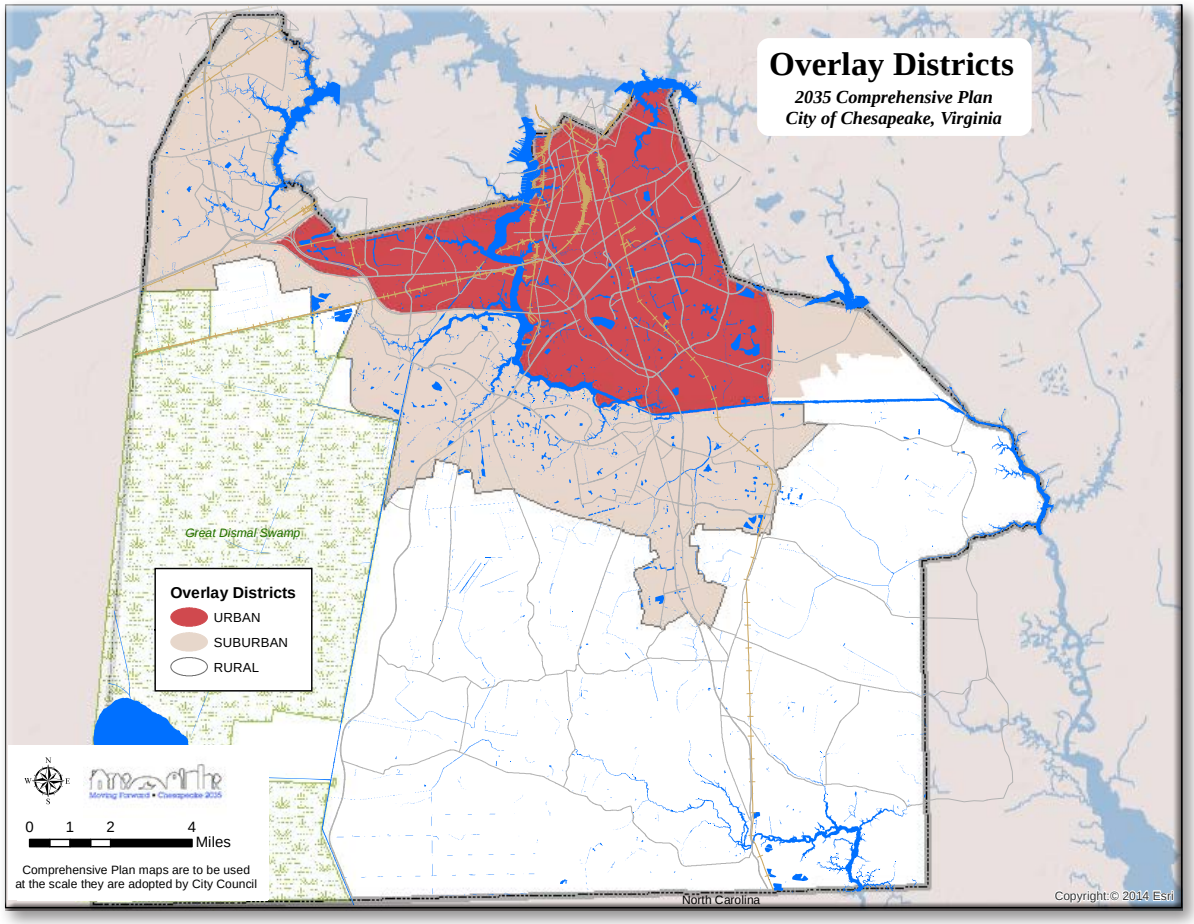
Objective 3: Form - The City will plan with the assumption that growth will continue to occur in Chesapeake and will evaluate all proposed land uses and development densities for conformance with the Comprehensive Plan and other applicable policies, ordinances, and regulations.

The form of new development in the City greatly affects the impacts such growth has on the City's population, and therefore, is a key aspect of the growth management system. However, the City's policies for urban design and the form of development (Chapter Four: Quality of Life – Design) should be strongly linked to the growth management policy because they are vital to quality of life, and can, in fact, be a

key determinant as to whether City residents consider new growth to be a “good” thing or a “bad” thing.

This Comprehensive Plan, through the Land Use Plan, has created three distinct districts within the City: the Urban Overlay District, the Suburban Overlay District, and the Rural Overlay District. The purpose of the districts is to provide an orderly transition from the urban areas of the City to the suburban areas, to the rural areas. The character of the specific developments within each of the districts should be harmonious with, and sensitive to, the surrounding environment. The overall density of any residential development within an overlay district shall not exceed the overall density standards set for the district. This is not to imply that the maximum density for the district will be guaranteed, and in fact, other policies or ordinances may prevent the maximum density from being achieved. These districts are directly linked to the City’s Zoning Ordinance regulations.

In order to strengthen the City’s commitment to rural preservation and the smart growth practices of revitalization and preservation, measures must be taken to control the



continuing expansion of the urban and suburban areas of the City. In order to provide long term commitments to an ultimate form for the City, efforts must be made to correlate planned infrastructure improvements to reflect the City's desired ultimate development pattern.

Action Strategies:

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

Natural Resources

Overview

Through a series of public meetings, community surveys, and stakeholder workgroup meetings, environmental protection and rural area preservation were identified among the most important issues for Chesapeake citizens in defining the City's future character. The 2026 Comprehensive Plan Planning Advisory Team and City Council recognized these concerns by incorporating goals to enhance and protect the City's Natural Resources in the Plan's vision for Chesapeake. The Vision Statement for the Moving Forward - Chesapeake 2035 Comprehensive Plan Update affirms the importance of the City's natural environment by stressing the important link between the City's future growth and responsible environmental stewardship.

In order to fulfill its resource conservation goals and objectives contained in the Comprehensive Plan, the City needs to continue to work toward implementing a comprehensive environmental program. The program should incorporate the action strategies suggested in this chapter and in the City of Chesapeake Sustainability Plan. To properly gauge the success in fulfilling these goals and objectives, a primary component of this program should include a periodic update of the natural resource inventory contained in this Plan, as well as a report to be issued on a periodic basis to City Council on the status of the health of the City's natural resources.

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

Chesapeake Arboretum Trail

It is critical to provide a strategic approach to land conservation that benefits people, business, wildlife, and the environment. Future growth, recreational needs, and environmental quality needs should be considered jointly in order to provide a sustainable future land use pattern for the City. Such as strategic approach will involve working towards a sustainable environment that balances land development with preservation, so that unique or essential natural resources are preserved in a pristine condition, while citizens and businesses are able to use and enjoy the benefits of high quality natural areas.

Sustaining and improving the quality of Chesapeake's natural environmental systems will require the minimization of development impacts on natural resources, including buffering and screening where appropriate. The goals and strategies contained in the Chesapeake Sustainability Plan provide valuable guidance for achieving balanced and responsible growth.

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

Soil characteristics affect the capacity of land to support structures, roads, foundations, and septic systems. Soil suitability is determined

based upon degree of wetness, degree of slope, and size and texture of particles in the soil. Information on soils can be used to identify certain areas that need special attention in relation to potential soil problems.

The most recent soil survey for the City is the 2005 City of Chesapeake Soil Survey published by the Natural Resource Conservation Service (NRCS). NRCS has identified no highly erodible soils in the Chesapeake Bay watershed area of the City, excluding stream banks and river banks. However, the prevalence of poorly drained and somewhat poorly drained soils in Chesapeake generate several substantial concerns for the City's future growth and development pattern. Improving soil drainage is one of the principal management problems in Chesapeake. The somewhat poorly drained and poorly drained soils need extensive improvements in drainage. Many of the deeper, sandier soils in Western Branch and Deep Creek require little artificial drainage, but the gray, finer textured soils near swamps in the southern part of the City need extensive improvements in drainage.

Well-drained soils are suitable for septic tank use. These soils purify wastewater and make it safe to use again as a water source. Soils containing a seasonal groundwater table are not well-drained. Usually these soils have gray, yellow or pale brown colors (VA Department of Health, February 2004). Most research shows two to four feet of well-drained soil is necessary to clean wastewater.

New septic technologies are emerging which can be used in areas with high water tables, since they can be situated partially above ground. These new technologies are more compact in size and much more efficient. In some cases, they can remove up to 99% fecal coliform and reduce BOD by 98%. While these new technologies greatly enhance nonpoint source pollution removal efficiency, they may also serve to increase the amount of developable land in the City by eliminating the need for reserve drain fields as well as providing an on-site sewage treatment alternative for land previously unsuitable for septic drain fields.

Action Strategies:

- Soil data review and periodic surveys will be coordinated by the United States Department of Agriculture/United States Geological Survey in coordination with the local Soil and Water Conservation District or other professionals with the required expertise. Areas with poor soils should be identified and mapped, including highly permeable and hydric soils.

- Development review will be coordinated with the Chesapeake Department of Health, who will ensure soil suitability for on-site septic systems for new residential development. Alternatively, if the discharge goes off-site, the review will be coordinated with the Virginia Department of Environmental Quality.

- Soil borings should be considered for areas identified as having marginally suitable or unsuitable soils in order to confirm their suitability prior to development.

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

Approximately 92 square miles of the City, or 26%, drains to the Chesapeake Bay, primarily by way of the Elizabeth River. Approximately 261 square miles, or 74%, of the City lies within the Southern Watershed Area. The City's large watershed areas consist of 27 smaller sub-watersheds. Although the City currently implements a variety of water quality protection programs, surface water quality in the City continues to show signs of impairment, potentially threatening human and environmental health.

Edinburgh Public Art

Protecting The Future of Chesapeake's Waterways

The City's Southern Watershed Area (SWA) is still primarily rural in nature. The shorelines of the Northwest River, North Landing River, and Lake Drummond are primarily undeveloped and general water quality is good. Because these water features supply drinking water, wildlife habitat, and recreational opportunities, the City should develop an action plan to protect these valuable resources. Stumpy Lake is an example of a water feature in the SWA facing development pressures as well as consequent problems, including nonpoint source pollution loadings from surrounding residential and golf course development.

The Northwest River Watershed Protection District was adopted by City Council in 2005 to prevent the pollution of public water supplies in accordance with City and Commonwealth codes and statutes. The Northwest River is one of the major drinking water supplies for the City. The drainage area for the river is about 161 square miles and includes a majority of the land and water areas that drain toward the river, including areas in North Carolina. About 103 square miles of the drainage area are located in Chesapeake. Protection of this important public resource is accomplished in part by establishing protection boundaries, setting development policies, continuing studies of natural systems and cooperating with other agencies and neighbors to effectively manage the regional impacts on the Northwest River.

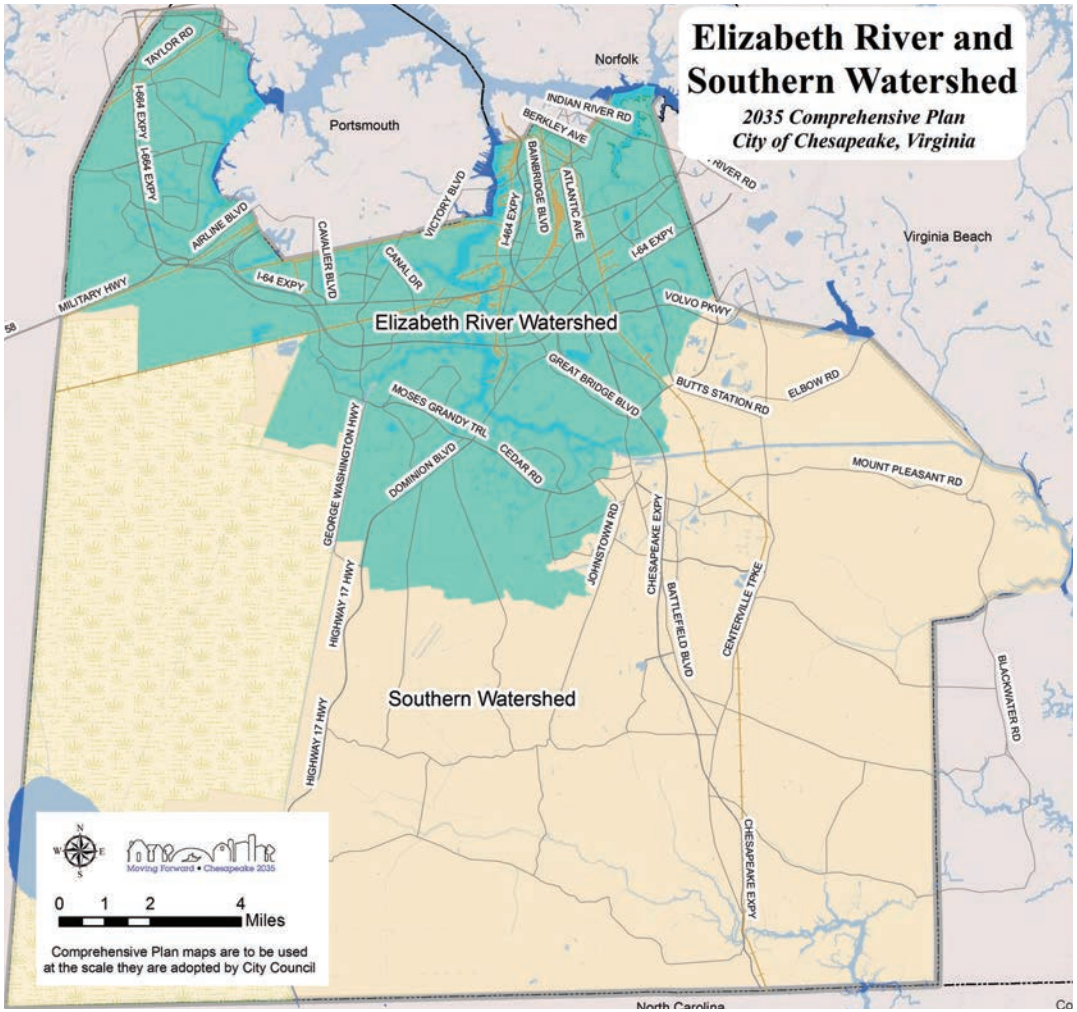
A key study related to the Northwest River Watershed Protection District was completed by the Hampton Roads Planning District Commission (HRPDC) in March 2010. The study, entitled City of Chesapeake: A Plan for the Northwest River Watershed, sought to assemble and synthesize prior studies and current land use policies for this area. The HRPDC study resulted in the following key long-term themes and goals for managing the watershed area:

- Identification and protection of a Conservation Corridor network as a method of achieving multiple benefits, including maintaining the viability of critical wetlands habitats, protecting water quality from nonpoint source pollution, and providing a network of open space for recreation;

- Utilization of a nodal development pattern in the watershed to minimize the footprint of new development and limit encroachment on and conflicts with agriculture, the NSA-Hampton Roads Northwest Annex, and the Conservation Corridor network;
- Maintenance of rural character through preservation of open space and agricultural lands and the associated viewsheds; and
- Elimination of the practice of "stripping out" the road network with new development.

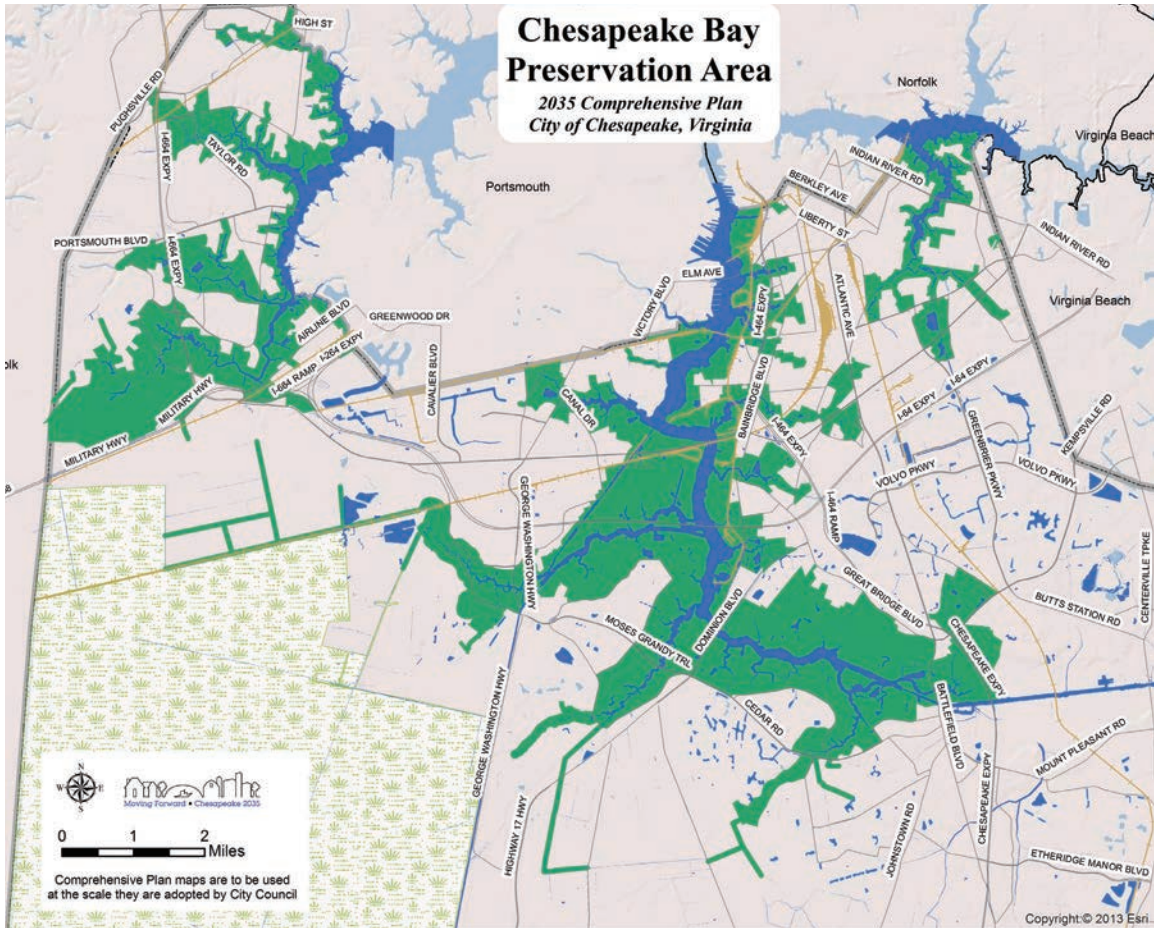
A complete copy of the HRPDC study can be found in the Natural Resources section of the 2035 Comprehensive Plan Technical Document.

As evidenced by an examination of the City's historical development pattern, water quality, surrounding land uses, and shoreline conditions, the City's Elizabeth River watershed has been its most intensely developed area. In the preferred 2035 development pattern, this area is designated for future infill development and redevelopment of existing disturbed areas. any of the water quality concerns within this area belie its industrial past and reflect historical



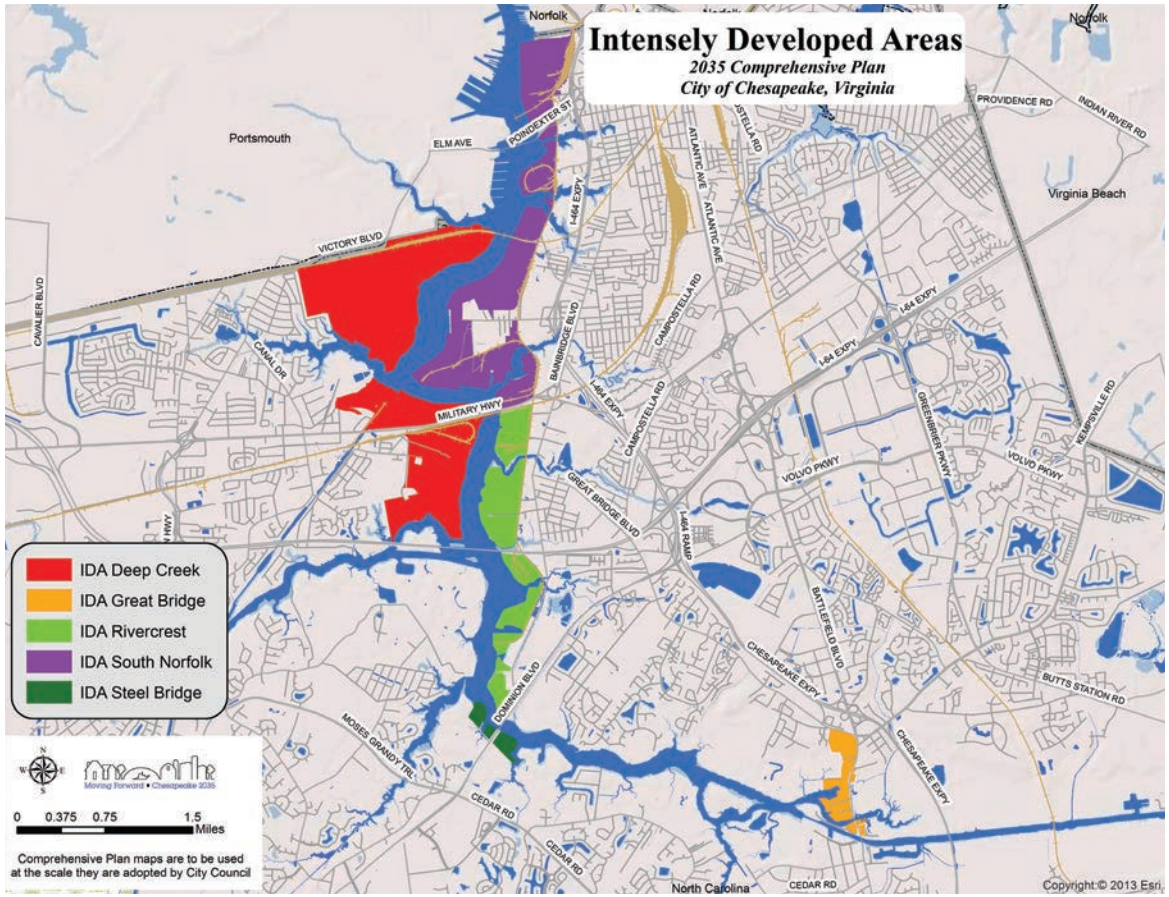
abuses as well as aging or absent stormwater controls, which may contribute to nonpoint source pollutant loadings.

The City manages development of its waterways in the Chesapeake Bay watershed through the implementation of its local Chesapeake Bay Preservation Area (CBPA) Program, which seeks to address impacts to water quality from surrounding land uses. The purpose of the City's CBPA Ordinance includes preventing a net increase in non-point source pollution from new development, a ten percent decrease in non-point source pollution from redevelopment, and a 40 percent reduction in non-point source pollution from agricultural uses. To achieve this, the ordinance includes performance standards for development, redevelopment, and agriculture. The most common of these performance standards is to preserve or re-establish a 100-foot buffer adjacent to the Resource Protection Areas (RPAs), which include all tidal wetlands, non-tidal wetlands connected by contiguous surface flow and perennial water features. A map showing the location of the City's CBPA areas is included to the right.



In the City's designated Intensely Developed Areas, encroachment into the 100-foot buffer area is allowed in conjunction with the use of stormwater management Best Management Practices (BMPs) and low impact development techniques. A map of the City's IDAs is included below. The purpose of an IDA designation is to focus development activities where development has already been concentrated and is supported by existing infrastructure. In exchange for increased flexibility with buffer requirements offered by an IDA designation, the City's CBPA Specifications Manual recommends incorporating methods of improving water quality protection over time. These methods could include: consolidating surface parking, breaking up expanses of impervious cover; and re-vegetation measures of previously impervious surfaces. These are examples of what is known as "low-impact design." These low impact design requirements and others are included in the City's *CBPA Specifications Manual*.

Another local water quality protection ordinance is the City's stormwater management ordinance, which attempts to reduce nonpoint source pollution from stormwater runoff, or rainwater that runs off over land. This ordinance applies to all



development greater than 10,000 square feet. Development larger than 10,000 square feet must prepare a stormwater management plan, which describes how existing runoff levels will be maintained or reduced and comply with program requirements. This ordinance also defines substances that are prohibited from entering into the municipal stormwater management system. The City's Public Facilities Manual contains the requirements for stormwater management plans.

The City's erosion and sediment control ordinance also helps to protect water quality by preventing sediment from entering local waterways. Sediment is soil particles carried by rainwater into local waterways. Sediment may contain pollutants, and it reduces the clarity and depth of waterways. The ordinance requires each project over 10,000 square feet in area that lies outside of the CBPA district to submit an erosion and sediment control plan to the Department of Public Works before engaging in any land disturbing activity. Within the CBPA district, a permit is required for all development projects over 2,500 square feet. The City adopted the Virginia Erosion and Sediment Control Handbook as the official City handbook.

Despite its bevy of water quality protection programs, the City's local waterways continue to exhibit the impacts of pollution. The 2010 Virginia Water Quality Assessment Report published by the Virginia Department of Environmental Quality (DEQ) identifies waters not in compliance with federal water quality standards and includes those waters on the impaired waters list. The Clean Water Act requires each state to submit a Total Maximum Daily Load (TMDL) Priority List to EPA. Two factors determine whether an impaired stream is a priority, including 1) the severity of the impairment, and 2) the availability of "tools" to develop a TMDL. These tools include such things as availability of data and the interest, cooperation and backing of the affected public. Several stream segments in Chesapeake made the priority impaired waters list, including:

1.) Southern Branch, Elizabeth River
2.) Western Branch, Elizabeth River
3.) Eastern Branch, Elizabeth River
4.) Broad Creek, a tributary to the Eastern Branch
5.) Deep Creek, a tributary creek to the Southern Branch
6.) St. Julian Creek, a tributary creek to the Southern Branch
7.) Indian River, a tributary to the Eastern Branch
8.) Paradise Creek, a tributary to the Southern Branch
9.) Northwest River
10.) Indian Creek, a tributary creek to the Northwest River
11.) Pocaty River, a tributary creek to the North Landing River
12.) Albemarle - Chesapeake Canal
13.) North Landing River
14.) New Mill Creek
15.) Lake Drummond

A TMDL is a special study that identifies all significant sources of pollution, the pollutant contribution from each source, and the necessary pollutant reductions from each source to attain and maintain water quality standards. TMDLs are used as the basis for establishing future pollution reduction levels and the actions necessary to achieve them.
In addition to its reliance on existing and future regulatory protection

programs to protect water quality, the City should establish a local program to identify sources of water quality problems as well as feasible means to prevent future contamination.

Action Strategies:

- The Planning and Public Works Departments will cooperatively undertake a comprehensive assessment of each of the City's sub-watersheds and formulate individual watershed action plans. A schedule for these plans should be developed.

- The City will continue to lend technical and financial support to regional water quality improvement efforts, such as cleaning up contaminated sediments to improve real estate marketability, improve recreational utility, and reduce the potential for transfer of harmful contaminants to humans from edible fish and shellfish. The City should continue to support regional stormwater and nonpoint source pollution public education programs.

- The City will identify opportunities for the creation of wetlands in order to restore some of the Elizabeth River watershed's natural pollutant buffering and flood control capacity.

- Identify development techniques that reduce the impact of land use on water quality, including incorporating sound low impact development (LID) techniques like reducing impervious levels, creation of community water access facilities in lieu of private facilities, and preservation of open space in environmentally sensitive areas such as the CBPA Resource Protection Areas (RPAs). LID strategies should be evaluated to identify barriers to feasibility. Stormwater best management practices will continue to be required for new development and redevelopment to address runoff.

- Encourage the establishment of vegetated riparian buffer areas over time by creating incentives for redevelopment and infill development in the City's highly urbanized areas. The City will pursue funding for purchasing and establishing riparian corridors in order to provide passive recreational opportunities for City residents, as well as enhance the area's water quality through preservation of floodplains, wetlands, and adjacent buffer areas.

- Pursue grants and other funding to undertake a comprehensive study of the City's Elizabeth River waterfront, including the Eastern Branch and contributing Indian River, to create a future vision and action plan for the area. This study should explore redevelopment opportunities along its waterfront by utilizing DEQ's Brownfields Land Renewal program.

- Pursuant to Senate Bill 964 adopted by the 2011 General Assembly, the City will strive to incorporate guidance established by the Virginia Institute of Marine Science (VIMS) with regard to coastal resource management, as contained in the VIMS policy document entitled 'Comprehensive Coastal Resource Management for Tidewater Virginia Localities,' which can be found in the Comprehensive Plan Technical Document.

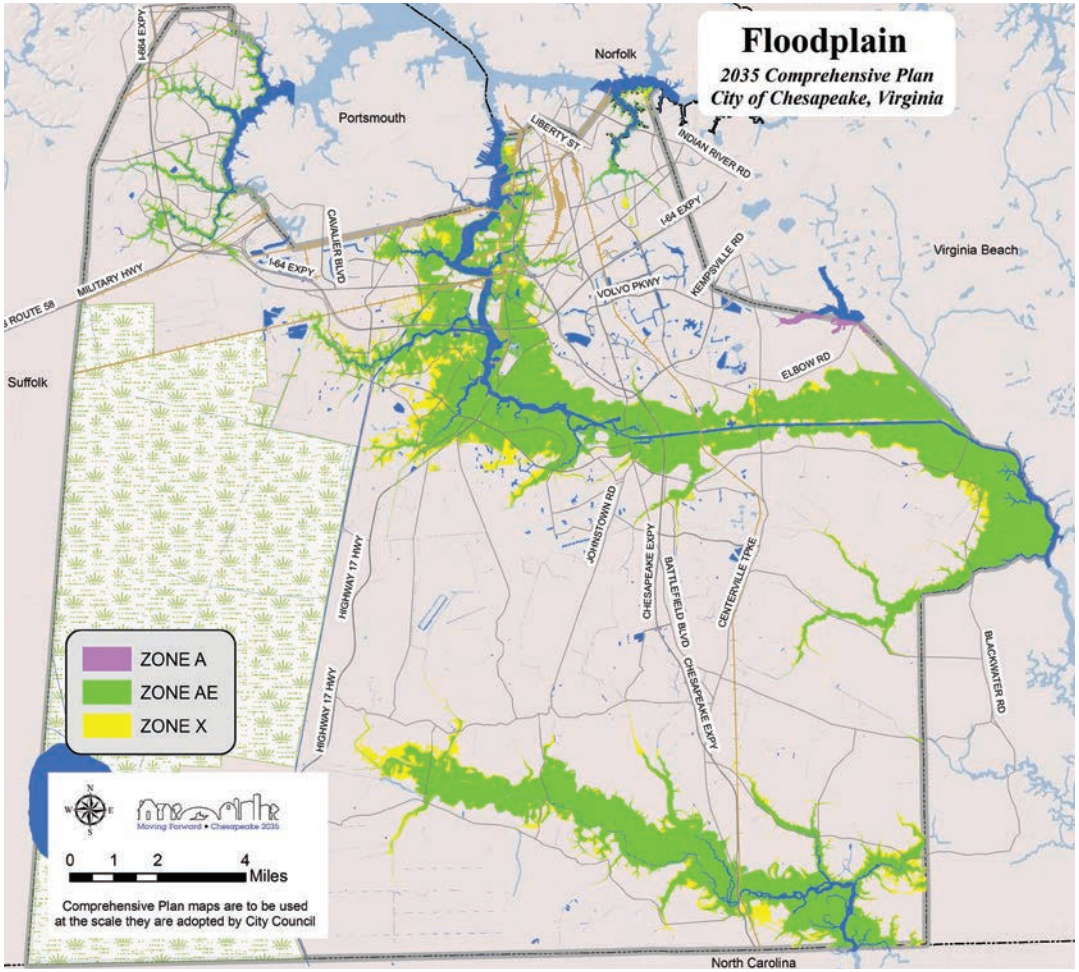
- The City should pursue federal grants to comply with unfunded mandates imposed by the U.S. Environmental Protection Agency for Clean Water Act Total Maximum Daily Load (TMDL) compliance.

- The City should pursue federal legislation that prevents the imposition of mandates by non-legislative bodies, such as the U.S. Environmental Protection Agency.

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

Because of its low relief and extensive waterways, flooding is a real issue of concern for Chesapeake, not only for water quality, but also for the health and safety of its residents. Approximately 43 square miles, or 12%, of the City's area is located in a special flood hazard area. As of December 2003, approximately 14% of the City's population lives in a flood hazard area.

There are no flood control structures that affect flooding in the study area. The City does have a floodplain management ordinance in Chapter 26 of the City Code. The ordinance requires all development within the floodplain district to have elevated and flood-proofed structures. All site plans and building permits must show the elevation of the 100-year flood as well as topographic information showing existing and proposed ground elevations. All public utilities and facilities, such as sewer, gas, electrical,



For illustrative purposes only.

and water systems shall be located, elevated, and constructed to minimize or eliminate flood damage.

Flooding and Sea Level Rise

The combination of sea level rise and subsidence presents an escalating danger to development along Chesapeake's tidal waterways. Local tide gauges have shown that the Chesapeake Bay is rising over time, while studies by the U.S. Geological Survey and others have measured the sinking of the land that comprises Hampton Roads. Scientists predict that both sea level rise and subsidence will continue in the region, and that the rate of sea level rise will accelerate. It is therefore important that Chesapeake begin to plan for the future protection of its citizens and their property, as delay will only serve to make the inevitable action more costly and disruptive.

Action Strategies:

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

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

Although Chesapeake utilizes surface water from outside the City limits for much of its drinking water, a large segment of the population still relies on well water. Groundwater is water beneath the earth's surface and is found in pores of a layer of rock or soil. Groundwater does supply City-owned wells in times of peak demand or during events of saltwater intrusion in the Northwest River water supply.

Aside from naturally occurring water quality concerns, groundwater quality can be threatened by a variety of sources, including:

- Septic systems;
- Leaking underground storage tanks;

- Spills or improper disposal of hazardous materials;
- Surface waste impoundments;
- Landfills;
- Pesticide and fertilizer applications; and
- Saltwater encroachment.

Most of the existing zoning on the adjacent land to the Northwest River is zoned either A-1, agriculture zoning, and C-1, conservation zoning. The Northwest River also lies within the Rural Overlay District, which prescribes low density, rural development patterns, primarily devoted to agriculture and related uses. In addition to relying on its existing zoning and overlay district ordinances to protect its primary surface water source of drinking water, the City should enact further measures to protect both its surface and groundwater resources.

Action Strategies:

- The Planning Department will coordinate the development of a water supply watershed management program, such as that found in the Hampton Roads Planning District's report titled "Water Supply Watershed Management in Hampton Roads."

- The Planning Department, in conjunction with the Public Utilities Department, will coordinate a comprehensive assessment of the extent of the City's groundwater resources, the scope of any existing and potential threats, existing local, state and federal protective measures, as well as any opportunities to further these protection efforts.

- The City will emphasize the need for programs to educate citizens on environmental issues and to seek their assistance in appropriate grass roots efforts to protect the environment.

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

Tidal Mitigation Bank

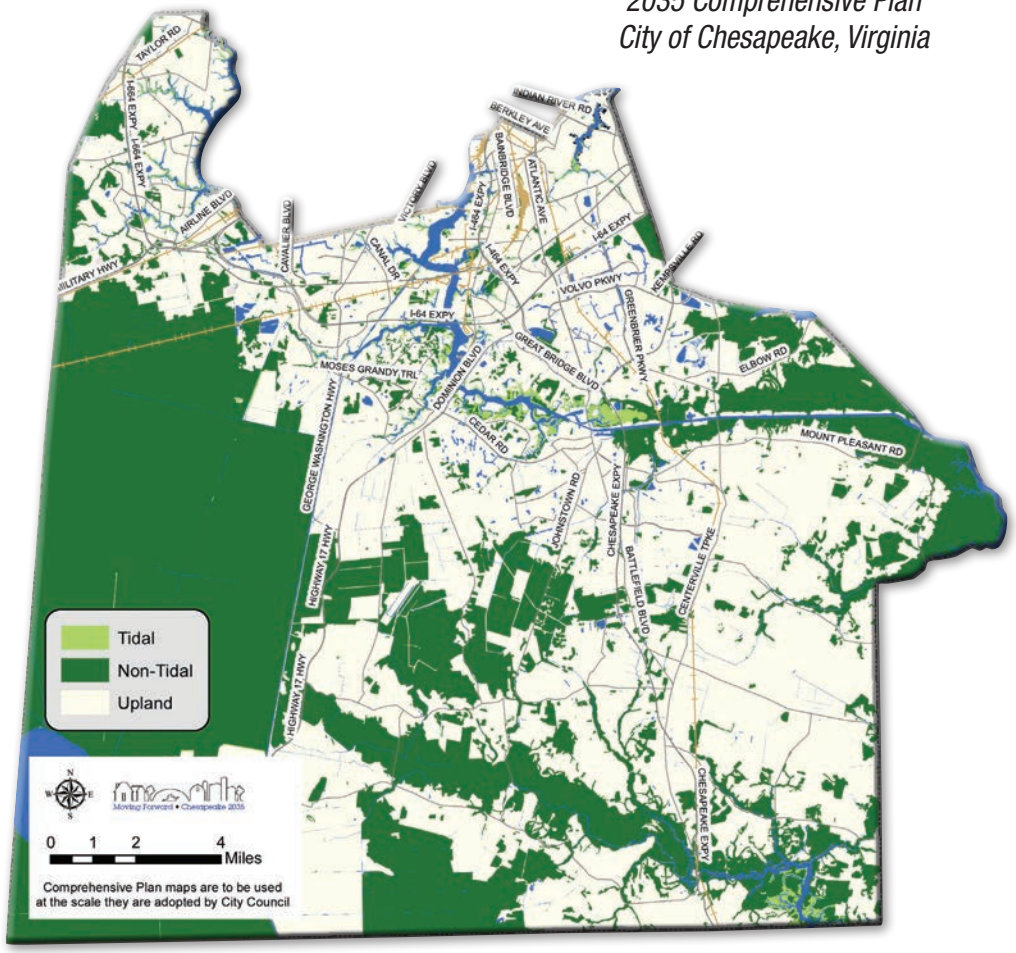
Wetlands in general have intrinsic value in terms of their aesthetic nature or the recreational, habitat, and open space preservation opportunities they present. Tidal wetland areas or marshes along the City's shorelines absorb wave energy and buffer erosion of upland areas, thereby protecting real estate values. Wetlands help reduce peak water flows after a storm by slowing the movement of water into tributary streams which allows potential floodwater to reach mainstream rivers over a longer period time, thereby abating potential flood damage. Water quality is also improved by removing nutrients, pesticides, and bacteria from surface waters as they are absorbed and broken down by plants, animals and chemical processes within the wetland. Both coastal and inland wetlands provide breeding, nesting, and feeding habitat for millions of waterfowl, birds, fish and other wildlife. Coastal wetlands provide nursery and spawning grounds for 60 to 90% of US commercial fish catches. Often, the City's marsh areas represent unique character traits and help define the City's sense of place as a Tidewater coastal community. For these reasons and many more, knowing where wetland areas exist and their relative size, health, and role in water quality protection is important.

Wetlands have been a major focus of biodiversity protection efforts since 1989. As of February 2001, approximately 11,000 acres of wetlands on the North Landing River have been acquired by the Virginia Department of Conservation and Recreation (DCR) as well as the Virginia Chapter of The Nature Conservancy. Additional public lands are owned by the City of Chesapeake and the US Army Corps of Engineers. Approximately 2,250 acres of the middle and lower Northwest River wetlands are owned and managed by DCR as a state natural area preserve. The 763-acre Northwest River Park owned by the City also contains extensive wetlands. Additional natural areas owned by The Nature Conservancy are also situated along the River east of Route 168 (Battlefield Boulevard), and east of Route 17, north of the River.

Although existing federal, State, and local laws help to ensure the preservation of valuable wetland areas that have been identified, the City should also continue to ensure the availability of a reliable, site-specific inventory of its wetland areas. The City should strive to maintain this information in order to better protect and enhance its existing wetland resources. The City could also improve its wetland protection efforts by establishing development criteria to avoid or minimize impacts to its wetland areas outside of the CBPA district.

National Wetlands Inventory

2035 Comprehensive Plan
City of Chesapeake, Virginia



Action Strategies:

- The City's Public Works Department should continue its efforts to map the City's wetland areas as on-site delineations become available, either through the local development review process or through the State or federal permitting process. Information on wetland type, size and location should be tracked and maintained on an annual basis.

- The use of nonstructural shoreline stabilization methods to preserve and facilitate the growth of wetland areas will be encouraged. In areas of low to moderate shoreline recession problems, City staff should encourage the use of nonstructural shoreline stabilization methods, such as establishing a marsh fringe, to improve water quality and preserve wetland areas. City staff will continue to track the use of structural shoreline stabilization methods to gauge the extent of shoreline hardening and will promote the use of "living shoreline" protection methods, in accordance with guidelines from the Virginia Institute of Marine Science.

- The City will support the creation of conservation corridors for wetland compensation and restoration as recommended in the Multiple Benefits Conservation Plan Information Sharing Memorandum of Agreement.

- The City should partner with groups such as the Elizabeth River Project to identify sites where wetlands rehabilitation and restoration are possible.

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

Currently, there are no significant commercial seafood operations located along the City of Chesapeake's shoreline. Poor water quality and degraded habitat due to frequent dredging and the lack of significant submerged aquatic vegetation areas are several reasons for the absence of a viable commercial fishing industry in Chesapeake. Prior to the Kepone contamination of the James River system, the Southern Branch supported a commercial crab pot fishery. Today, the Southern Branch still supports limited commercial crabbing activity. In contrast, the largemouth bass recreational fishery is still particularly viable in the North Landing and Northwest Rivers.

Although Chesapeake is not a location for commercial fisheries, spawning and fish breeding areas are still found within the City's waters. Studies by the Virginia Institute of Marine Science (VIMS) indicate that there is considerable spawning activity, primarily by forage species, in selected areas of the Elizabeth River, namely near its headwaters and in Deep Creek. VIMS also reports that the these areas of the Elizabeth River are used as a nursery ground for a variety of commercially and recreationally important fish, such as Atlantic Croaker, Atlantic Menhaden, Weakfish, Spot, Striped Bass, Black Sea Bass, and Summer Flounder. The shallow margins of the Elizabeth River and its tributaries are important shedding and mating areas for blue crabs.

Identification of commercially and recreationally important fisheries, their spawning and nursery areas, shellfish producing and management

areas, and water bodies that are closed to shellfish harvesting is an important first step in protecting this component of the City's natural resources. Although shellfish information is available from the Virginia Marine Resources Commission, fish habitat is not. In other states such as North Carolina, fish habitats are delineated on maps and provided to localities for use in their planning efforts. No such maps have been made to Virginia's Tidewater Localities.

Action Strategies:

- The City Planning Department should create a map which shows condemned shellfish beds and important spawning areas for use in future development review. In addition, information on revenues from recreational and commercial fishing within City limits should be coordinated by the Planning Department, and other departments as appropriate, on an annual basis to gauge the true economic impact as well as the health of these industries.

- Criteria should be incorporated in the development review process in order to avoid or minimize impacts to these areas.

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

The ability to access the City's waterways is crucial to its residents' future quality of life in many ways. Since waterfront property is limited in supply, it is assessed at a higher level than non-waterfront property. Therefore, waterfront access for both commerce and recreation is a valuable resource that is limited in supply. Not only does waterfront access facilitate shipping and industrial uses, but also boating, fishing, and aesthetic uses as well for its residents. With over 300 miles of shoreline, the City's waterways shape the character of its community and set it apart from other areas. This distinctive physical aspect to the City should be conserved as a local asset and strategically utilized as an economic growth tool to attract future quality development and redevelopment to the City.

Public Waterfront Access Area

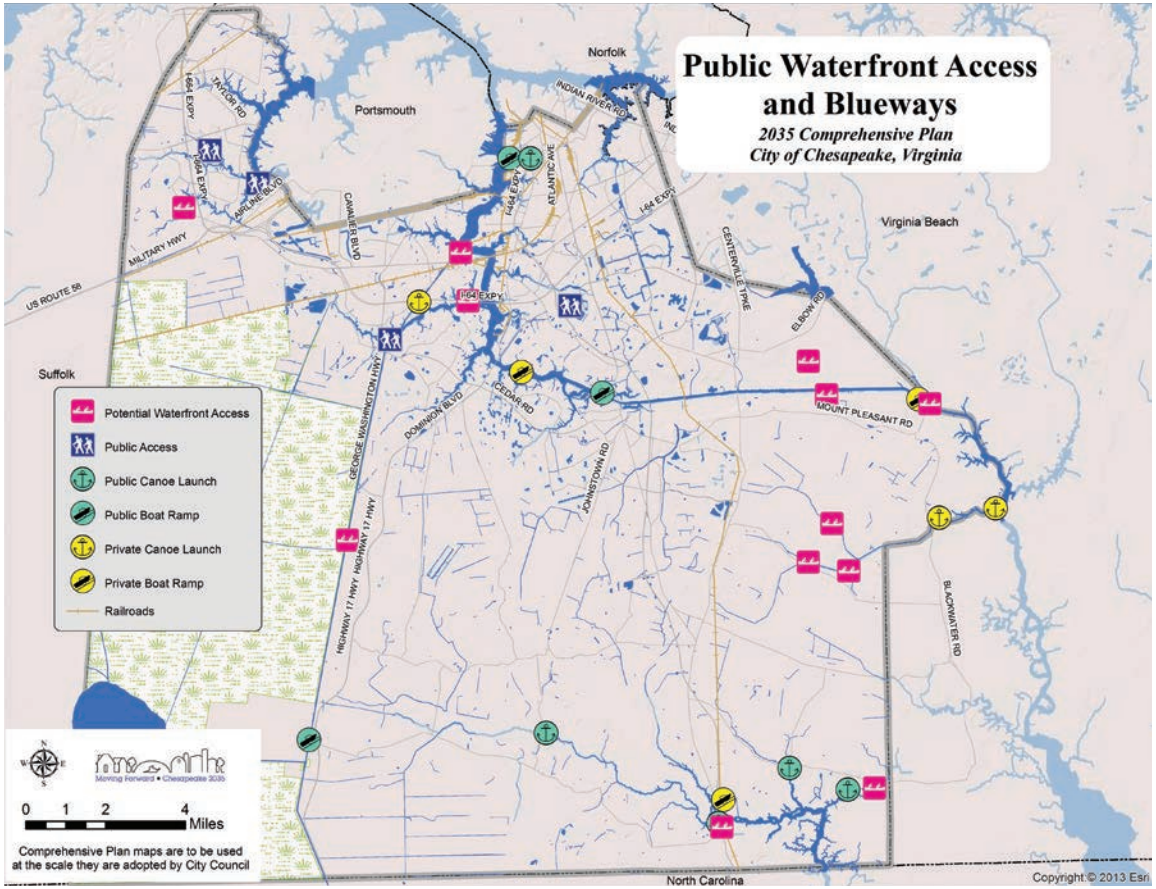
As a result of possessing one of the region's fastest growing populations, Chesapeake also faces an increasing need for water-based recreational opportunities. For example, the City contains one of the fastest growing fleet of registered boats in Hampton Roads. According to the Public and Private Waterfront Access Study, the number of registered boats grew from 3,700 in 1980 to 5,900 in 1996, an increase of approximately 60%. Data from the Virginia Department of Game and Inland Fisheries indicates new registrations of approximately 250 boats per year.

The public and private waterfront access study performed by the Hampton Roads Planning District Commission found a total of 30 public and private shoreline recreation and water access facilities in the City. Of these, 19 are boating access sites, either in the form of marinas or boat ramps. Of these, 3 are owned by the City and 10 are only available for private use. In addition, 6 canoe access points were identified. A location map of these facilities is shown on the Public

Waterfront Access Map on the next page: According to the 2002 Virginia Outdoors Plan, swimming, fishing, sunbathing and boating are the 3rd, 4th, 7th, and 8th most popular outdoor recreational activities, respectively. The increasingly heavy use of popular water resources is beginning to result in conditions of overcrowding, over-fishing, trespassing, littering and conflicts between user types. In order to meet this ever increasing public need, the City should actively preserve and identify future public water access facilities.

Action Strategies:

- The acquisition of new public waterfront access sites, such as those identified in the City's 2026 Comprehensive Plan and the Private and Public Waterfront Access Study will be pursued, including:
  - Pocaty Creek and St. Julian Creek;
  - The abandoned Route 168 bridge over the Northwest River could be used to provide an additional boat ramp, as could a portion of Northwest Preserve #1;
  - Increase shoreline pedestrian and boating access to the Albemarle and Chesapeake Canal via a proposed hiking trail on the northeast side of the Canal;



- Continue efforts to expand and enhance the multi-purpose trail along the Dismal Swamp Canal;
- The Western Branch area of the City should be further explored for future access points; possible sites include Western Branch Park and former Lake Ahoy site.
- The Eastern Branch of the Elizabeth River and the Indian River should also be further explored for future public waterfront access points.

- Waterfront development along the Southern Branch of the Elizabeth River includes the potential for joint ventures with industrial uses, perhaps through the City's Intensely Developed Areas (IDAs) program, for additional water access. Depending on the location and nature of the site, there is the potential for boat ramps, fishing and nature study.

Objective 8: The City will consider the suitability of different water access types in relation to physical constraints, water quality conditions, fish breeding and spawning areas, and oceanographic characteristics, as well as its own plans and policies.

Although a city such as Chesapeake, which is closely tied to the water, needs community marinas, boat ramps and waterfront pedestrian access to the water, careful consideration should be given to the potential impact of these facilities on its sensitive waterfront areas. In 2001, the Hampton Roads Planning District Commission provided the City with a study on its public and private waterfront access. The study reveals 512 private piers and docks located within the Elizabeth River watershed alone. Although comparative figures for the North Landing and Northwest River were not included, the study does report that the density of piers and docks was highest in Stearns Creek and Drum Point Creek and lowest along the upper reaches of the Southern Branch, the Albemarle and Chesapeake Canal, and the North Landing and Northwest Rivers.

Great Bridge Battlefield & Waterways Park and Visitor Center

Significant environmental impacts of private piers and docks could include shading and displacement of aquatic life, leaching of wood preservatives that are toxic to aquatic life, increased turbidity and other short-term impacts during construction, and impacts from boating activities. The impact of private piers and docks to the surrounding aquatic ecosystem may be significant, particularly where pier and dock densities are high. While riparian property owners have the right to construct a pier or a dock to access navigable water, their impacts can be managed through siting and design requirements.

Action Strategies:

- New development should be encouraged to be clustered away from shorelines and the waterfront area be retained as community open space. Community piers, docks and waterfront access facilities will be encouraged in lieu of private facilities.

- The Planning Department will track both private and public waterfront access facilities for use in future planning efforts and fulfilling reporting requirements.
- Consideration of adjacent or nearby documented natural areas or environmentally sensitive areas will be incorporated into site plan assessments and impacts to these areas minimized.
- Procedures and guidance will be developed for reviewing marina proposals by City staff that incorporate the marina siting and design criteria developed by the Virginia Marine Resources Commission. Existing and new marinas will be encouraged to adopt pollution prevention practices through participation in the Virginia Clean Marina Program during the development review process.
- Existing City programs, such as its Open Space and Agriculture Preservation Program and the cluster development ordinances, will be used to acquire future water access. Acquisition and development of such property should be coordinated with the City's Parks, Recreation and Tourism Department.

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

Local air quality is a serious quality of life issue with the potential to negatively impact individual health, profitability of local businesses, and efficiency of government operations. According to the US Environmental Protection Agency (EPA), the average adult breathes over 3,000 gallons of air every day. Children breathe even more air per pound of body weight and thus, are more susceptible to air pollution. Many air pollutants, such as those that form urban smog and toxic compounds, remain in the environment for long periods of time and are carried by the winds hundreds of miles from their origin. Long-term exposure to air pollution can cause cancer and long-term damage to the immune, neurological, reproductive, and respiratory systems. In extreme cases, it can even cause death.

At the time of the City's adoption of its 1990 Comprehensive Plan, the air quality of the Hampton Roads region, in which the City lies, was found to meet all current air quality standards. In light of this, the Comprehensive Plan recommended that the quality of air in Chesapeake should meet or exceed all air quality standards adopted by the Commonwealth of Virginia and the EPA.

Since that time, the Hampton Roads region has experienced tremendous population growth which has impacted the region's air quality. In 2004, Hampton Roads was designated as a marginal non-attainment area for ozone, based on the EPA's 1997 eight-hour national Ambient Air Quality Standard. Through a combination of national, regional, and local actions, Hampton Roads met the national standard and on June 1, 2007 was re-designated as a maintenance area, which signified that the area met the standard and had an air quality maintenance plan in place to remain in attainment. In April 2012, a new, more stringent standard for ground-level ozone was implemented by EPA, with Hampton Roads designated as an attainment area, demonstrating that the region's air quality remains within national standards. Some of the factors which have helped improve the regions' air quality include national regulations on power plants and industrial facilities, higher

mileage standards for automobiles, cleaner burning automobile engines, traffic signal optimization, and other efforts to reduce congestion.

Action Strategies:

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

- Incorporate requirements for pedestrian and biking trail connections between different areas of the City in local ordinances and plans to reduce combustion of fossil fuels; and
- Continue to implement the City's voluntary Green Building Policy.

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

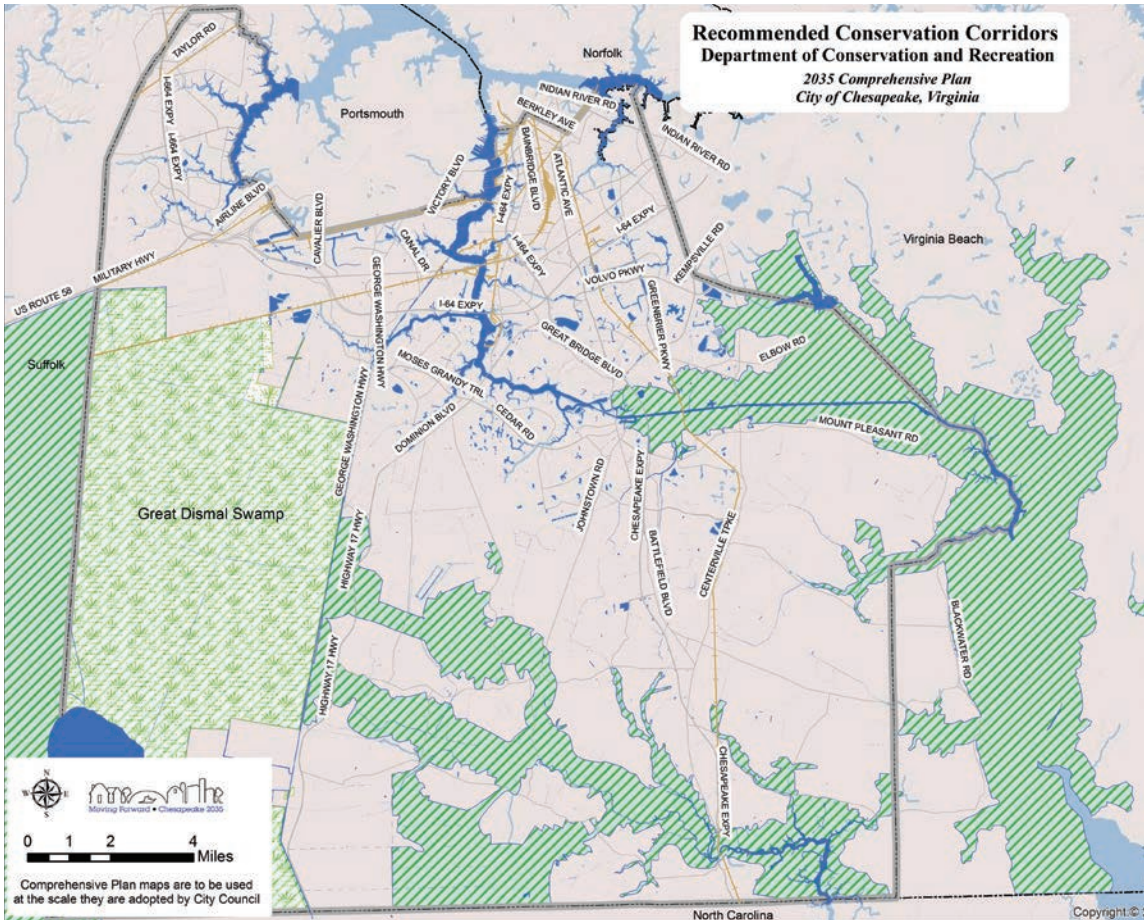
Battlefield Boulevard - Headwaters of the Southern Branch of the Elizabeth River

The preservation of habitat is broadly defined as the place where a plant or animal species naturally lives and grows; or consists of the characteristics of the soil, water, and biologic community (other plants and animals) that make this possible. Habitat enhancement and preservation is important, because it is necessary for the survival of native species, maintains natural ecological processes, sustains air and water resources, and contributes to the health and quality of life for Chesapeake residents.

According to the Natural Heritage Division of the Virginia Department of Conservation and Recreation (DCR), Chesapeake is fortunate to have a remarkable assemblage of relatively intact biological and natural heritage resources, particularly in Southern Chesapeake. DCR identifies and protects natural heritage resources statewide and maintains a comprehensive database of all documented occurrences of natural heritage resources in Virginia. Natural heritage resources are defined as the habitat of rare, threatened, or endangered plant and animal species, unique or exemplary natural communities, and significant geologic formations such as caves and karst features.

The City of Chesapeake is currently home to 55 distinct types of natural heritage resources with 109 total occurrences throughout the locality. In addition, DCR has identified 20 terrestrial and aquatic conservation sites as necessary for their survival, and the City has one Natural Area Preserve within its boundaries. See the Technical Document for a detailed list of these resources, as exemplified by the Indian Creek Conservation Site. A map illustrating DCR's recommended conservation corridors is provided on the following page.

In addition to providing shelter for rare and endangered species, natural habitat areas provide economic value. Intact, undisturbed natural habitat can foster a growing ecotourism industry, components of which include bird watching, hiking, fishing and hunting. The Virginia



Department of Game and Inland Fisheries recently designated southern Chesapeake as part of the National Birding Trail. Protected habitat areas help protect private property values. The table below illustrates the amount of existing conservation land in the City of Chesapeake.

Chesapeake Conservation Lands		
Land Type	**Acreage**	**Percentage**
City Parks	2,085	1%
Virginia Department of Conservation and Recreation	2,282	1%
Conservancy Organizations	7,338	3%
Wetland Mitigation Banks and Sites	4,691	2%
Federal Lands	49,859	22%
Total	**66,255**	**29%**

Source: Chesapeake Planning Department

Proximity to open spaces, such as greenways, wildlife corridors, and natural areas, have been shown to increase the worth of property. Habitat areas also provide valuable public

Deep Creek Park

services such as the natural filtration of stormwater runoff, flood storage, and recreational areas.

In contrast, habitat loss also has numerous social consequences, including the loss of vital natural processes such as the natural filtration of stormwater runoff, loss of breeding areas for game species, loss of recreational opportunities and degradation of community character. Scattered, unconnected natural areas have only limited ability to provide the important ecological services listed above.

This Comprehensive Plan supports the goal of preserving as much of the City's existing natural areas as possible while recognizing the need for areas for future growth. It is important that any habitat enhancement and preservation strategy be based on a scientifically-sound, utilitarian approach to maximize community benefits. In addition, any preservation or enhancement strategy needs to be legally and politically tenable.

The most balanced strategy for habitat enhancement and preservation is to utilize the City's existing programs. Utilizing the City's existing open space and agricultural preservation program can provide permanent protection through an existing City purchase of development rights program. Establishing conservation corridors based on the recommended conservation corridors contained in the City's Southern Watershed Conservation Plan and Chesapeake Bay Preservation Area program would provide a logical, scientifically-based approach to conservation corridor design, because these programs have identified the most environmentally sensitive areas.

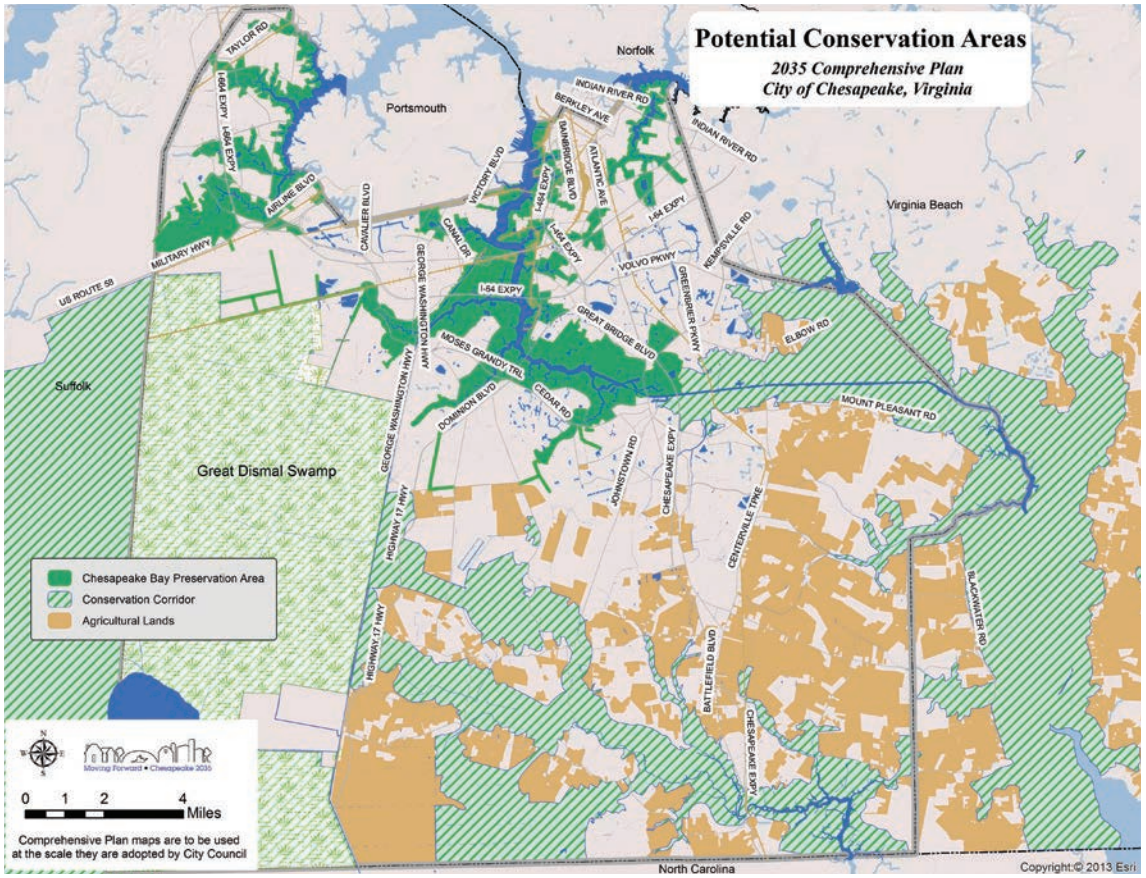
This alternative that would allow the City's growing population and natural habitat areas to coexist by providing connections between remnant habitat patches by means of a system of linear open spaces known as conservation corridors. Corridors and greenways restore some of the previous landscape connectivity, providing habitat connections for wide-ranging animals as well as the gene flow necessary to maintain healthy, viable populations of plants and animals. In addition to providing wildlife habitat connections and protecting ecosystems, conservation corridors have been used to promote and enhance local parks, recreational opportunities, and preserve local community character. An example of this multiple-benefits approach is the effort by the Friends of Indian River community-based organization, supported by the City, to preserve and restore the Indian River Park as a vital wildlife habitat, greenway, and recreational asset through improved access, trail system enhancements, and maintenance of natural areas.

Incorporating conservation design techniques in existing ordinances would encourage preservation of conservation corridors through the land development process. Conservation design techniques include clustering development as well as incorporating environmentally sensitive areas into community open space. Wherever possible, due to the high cost of restoration and the difficulty of re-creating functional

natural systems, planning preservation areas should come first. A map containing potential conservation areas is included to the right.

The City's landscaping ordinance also provides a venue to further preserve and enhance the integrity of its natural habitat areas. Although the City landscaping ordinance specifies tree canopy requirements for new development, the City does not have a master forestry plan. Such a forestry plan together with the landscaping ordinance can provide a comprehensive forestry program which can help preserve high priority woodland tracts as well as enhance the functionality of impacted habitat areas.

In Chesapeake, it is important that protective measures stabilize wildlife habitats while allowing public enjoyment of and appropriate use of these resources. Protection measures should be based on local scientific studies, sound planning principles, and public acceptance.



Action Strategies:

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

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

Chesapeake Arboretum

The urban forest provides a multitude of social, aesthetic, functional, economic, and recreational (SAFER) benefits to the citizens of Chesapeake. Maintaining a climate appropriate tree canopy cover for the city directly relates to reducing stormwater management costs, heat and noise reduction, improving water quality, energy conservation, preserving natural habitats, and increasing property values. The economic benefits of urban forests can be quantifiable: the current value of the urban forest in terms of stormwater management, pollution uptake and energy conservation is approximately

$1.5 billion. In addition, forested properties are estimated to increase property values from 10 to 30 percent. In addition to economic and environmental benefits, trees serve to improve citizens' overall quality of life by providing shaded open space and recreational areas and an aesthetically pleasing built environment.

The City's urban forest should not be taken for granted, as Chesapeake's tree canopy coverage has been decreasing over the years. In 2005, Chesapeake had a 36 percent tree canopy cover, which is a 2 percent decrease from 1995. This reduction represents a real economic loss in terms of funding stormwater management, pollution control, and energy conservation. The United States Department of Agriculture and American Forests recommends maintaining 40% tree canopy coverage for this climate. The City's current Landscape Ordinance limits Chesapeake's requirement to 20%. State enabling legislation also restricts the amount of tree canopy coverage that municipalities can require. Therefore, these limitations can be only be exceeded by encouraging conservation, reforestation, planting on public property, by encouraging private plantings, and by proper management of urban forest assets. A key strategy to help accomplish these objectives would be for City Council to develop and adopt an Urban Forest Management Plan.

Action Strategies:

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

Housing

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

The provision of housing is a basic human need. Regardless of their socio-economic background, all persons need shelter of some kind. A key indicator of any healthy, successful city is the extent to which it protects the quality and viability of its housing and neighborhoods. Safe, decent, affordable and diverse housing is a fundamental building block of our neighborhoods and communities. The availability of quality affordable housing at all income levels is an important factor in attracting and retaining new businesses.

Recognizing the need to better define affordable housing so as to apply it more consistently in implementing the Comprehensive Plan's housing strategies, City Council amended the 2026 Comprehensive Plan to redefine affordable housing as

> *"Housing for occupancy or ownership by persons or households whose gross annual income does not exceed one-hundred percent (100%) of the U.S. Department of Housing and Urban Development's annual area median gross household income for single-family homes or eighty percent (80%) for multi-family homes for households of the same size in the Virginia Beach-Norfolk-Newport News, VA-NC Metropolitan Statistical Area, provided that the household pays no more than forty percent (40%) of gross income for gross housing costs, including utilities."*

Efforts to increase the supply of affordable housing also included the Mayoral appointment of a committee known as the Affordable Housing Task Force in 2005 to study and make recommendations. The Task Force identified several areas where efforts could be focused: public opinion; new housing supply; poor quality of older housing; affordability; market forces; and regional issues. One of these regional issues is homelessness and the City created a "Ten Year Plan to End Homelessness" and is taking other steps to address this most basic sheltering need.

The Vision Statement for the Moving Forward Chesapeake 2035 Comprehensive Plan Update says in part that the City will be "an interconnected community of vibrant residential neighborhoods…." A vital element in maintaining this vibrancy is to prevent the decline of the existing housing stock, which leads to a decreased quality of life because of: reduced tax revenues from lowered property values that constrains City services; increased difficulty in attracting commercial development; a decrease in community image and pride that may lead to increased crime; and an increase in blight due to poorly maintained and unsafe structures. The City must regularly examine, clarify, and adjust its long-term housing funding priorities and policies to meet the changing needs of Chesapeake's population and housing supply.

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

For a variety of reasons related to basic supply and demand principles, the private sector has been somewhat inconsistent in its efforts to create affordable housing for the community, particularly for persons in lower income ranges. Variable land costs, increased demands for custom

amenities, development and regulatory fees, and rising material costs have contributed to driving new construction pricing beyond the ability of many citizens to afford them. This holds true at other housing price points and income ranges as well.

Additionally, the onset of tighter mortgage financing requirements in the wake of the sub-prime mortgage collapse and ensuing recession has restricted the ability of many potential homebuyers to afford both new and resale housing. As a result, the demand for rental housing has increased, which in turn has resulted in an increase in average rental prices. This trend has had a negative effect on the ability of lower-income households to find adequate rental housing. A dramatic rise in the rate of foreclosures and "short sales" of housing units over the past several years has impacted the City's housing stock by de-stabilizing neighborhoods and lowering property assessments.

Aura Towne Place Apartments

Finally, waiting lists for subsistence based housing, primarily the Housing Choice Voucher and Public Housing Programs administered by the Chesapeake Redevelopment & Housing Authority (CRHA), continue to remain at high levels. The City continues to coordinate with and support efforts by CRHA and other appropriate agencies to designate areas and implement measures for the construction, rehabilitation and maintenance of affordable housing, both renter and owner-occupied, across the City. Efforts also continue to explore, foster and support various initiatives and incentives (e.g. density bonuses) that will preserve existing affordable housing and expand the supply of new affordable units.

Action Strategies:

- The City will include existing housing as an important element of its affordable housing supply by fostering the revitalization, preservation, and redevelopment of older neighborhoods and commercial corridors. The adaptation of existing non-residential buildings for residential use should be encouraged where appropriate.
- The City will maintain the condition of the existing supply of affordable housing by proactively enforcing zoning and building codes, including the City's Derelict Structures Ordinance, which should be applied in harmony with the goals and objectives of the South Norfolk Historic District to preserve the historic integrity of designated housing without impeding affordable housing development and rehabilitation, as well as overall revitalization efforts.
- The City will encourage the use of comprehensive neighborhood revitalization plans for targeted areas to ensure the most efficient and leveraged use of public and private resources rather than a piecemeal, parcel-by-parcel approach.

- The City will reinforce its commitment to protect existing neighborhoods from decline and encourage revitalization by fostering a strong working relationship between CRHA and the Economic Development Department.
- The City, through CRHA, will continue to participate in the Hampton Roads Community Housing Resources Board (HRCHRB), a regional organization devoted to affirmatively furthering fair housing.
- The City should continue to pursue the recommendations and implementation steps of the 2006 Affordable Housing Task Force Final Report.
- The City, through CRHA and Public Communications Department, will establish and implement initiatives to educate the public, the shelter industry, and the financial community on the benefits of affordable housing and to dispel myths.
- The City will promote the City Council adopted Mobile Home Displacement Policy to owners of mobile home parks seeking to change the use of their property, as well as other land use scenarios that will cause displacement of residents.

Objective 2: Explore alternative approaches for funding affordable housing programs

As federal, state, and local government budgets have become increasingly constrained, funding for affordable housing programs and initiatives has suffered, while at the same time the need for affordable housing, particularly for lower income persons and those with special needs, has increased as a result of the sluggish economic situation.

Homearama

The City has consistently heard from the residential development industry that in order for them to realistically participate in increasing the supply of affordable housing, the City will need to provide incentives. Such incentive programs could include density bonus credits for mixed income/mixed-use housing developments, zero lot line development, and tax/fee/proffer adjustment policies to encourage the construction or rehabilitation of residential units for affordable housing purposes.

Action Strategies:

- The City will continue to support the development of housing funded through the Low-Income Housing Tax Credit (LIHTC) Program, to the extent that such developments are compatible with the City's land use policies and strategies.
- The City should explore waiving certain development-related fees for 501(c)(3) non-profit organizations that construct affordable housing.

- The City will continue to support efforts by CRHA and community-based housing development organizations to develop and/or redevelop affordable housing, as well as promoting homeownership opportunities for first-time homebuyers, utilizing funding from both public and private sources, such as the Virginia Housing Development Authority.

- Efforts to grow the Chesapeake Housing Trust Fund and the Chesapeake Redevelopment & Housing Initiative should continue, as well as other public-private relationships and mechanisms that increase long-term public and private investment in affordable housing; identifying the roles and responsibilities of key housing partners will be vital to ensuring the success of multi-faceted programs.

- Developers of residential and mixed-use housing projects are encouraged to address affordable housing through voluntary proffers, incentives available under the residential cluster ordinance, and innovative design and construction techniques that promote affordability and marketability.

- Reductions in recommended cash proffer amounts under the City's Proffer Policy should continue to be considered when affordable housing units are proffered.

- Where public funds are invested in affordable housing development or redevelopment projects, the City should consider policies aimed at ensuring the long-term or permanent affordable status of these units. Such policies could include: deed-restricted owner-occupied housing; non-profit rental housing; and publicly owned rental housing.

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

Affordable housing issues more commonly focus on the provision of housing for lower income households; however, housing affordability is an issue for many segments of the population including the workforce, special needs populations, and seniors. Affordable housing is not simply a physical type of housing unit, but rather the relationship of gross household income to the cost of housing. Concentrating low-income housing in any one area of the City is not a healthy or sustainable model to follow, so the City will advocate for developing a mix of housing types at various price points and income ranges in all areas. While there has been an increase in multi-family developments in the Urban and Suburban Overlay Districts, it is important to preserve the character and heritage of the Rural Overlay District by preserving less dense housing types.

Action Strategies:

- The City, through Chesapeake Integrated Behavior Healthcare and other appropriate agencies, will strive to increase awareness of and responsiveness to housing needs of the special needs populations, particularly the desire for community-based settings and integration. This could include single-room occupancy units for persons transitioning out of homelessness and group quarters for persons in drug rehabilitation programs.

- The City will encourage the development and preservation of housing that serves a range of household income levels – particularly workforce housing - near public transit, employment, shopping, recreation and educational facilities.

- The City will advocate for Traditional Neighborhood Design elements in new residential developments, as well as in-fill and redevelopment projects in older, established areas.

- The City will encourage the use of resource-efficient models of construction, renovation, maintenance and demolition with respect to housing units to make them more healthy and affordable in the long term.

- In pursuing its housing strategies, the City should be mindful of the need to reduce pollutants from stormwater runoff in accordance with State discharge permitting guidelines and federal regulations for Total Maximum Daily Loads, as described in the Stormwater Management section of this Plan.

- The City will encourage the production of a range of housing types for the elderly and people with disabilities, such as group homes, independent living, assisted living, and skilled nursing facilities.

- Special consideration should be given to the special needs of the population targeted by specific housing developments such as the need for access to public transit and /or access to emergency medical services.

- The City will encourage a range of housing types and tenures within mixed-use neighborhoods and discourage the concentration of low-income households in any one area, particularly as it relates to multi-family developments.

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

The older population in America – persons 65 years and older – numbered 40.3 million according to the 2010 U.S. Census. They represented 13% of the U.S. population, about one in every eight Americans. In Chesapeake, there were 23,146 persons 65 and older, comprising 17,042 households. By 2030, there will be an estimated 72.1 million older persons in this country, a 79% increase from 2010. They will comprise 19% of the population by 2030. The "Report on Affordable Housing and Health Facility Needs for Seniors in the 21st Century" found that between the 2002 and 2020:

- The number of senior households will have grown by nearly 53 percent;

- More than 80 percent of senior householders will be homeowners;

- Almost 44 percent of senior householders will be age 75 or older;

- Even if current rates of disability continue to decline, the number of seniors with disabilities will have increased from 6.2 million in 2000 to 7.9 million; and

- The need for home- and community-based services (HCBS) will have increased due to the desire of seniors to "age in place."

(Source: A Quiet Crisis in America: A Report to Congress by the Commission On Affordable Housing and Health Facility Needs for Seniors in the 21st Century. 2002.)

Seniors currently occupy a diverse array of housing types. Their housing reflects both economic decisions and life circumstances such as the purchase of a house in middle age, new retirement lifestyles, the disability or death of a spouse, and/or changes in financial well-being, personal health, and mobility. According to a recent survey by the Pew Research Center, more than nine-in-ten respondents ages 65 and over live in their own home or apartment, and the vast majority are either very satisfied (67%) or somewhat satisfied (21%) with their living arrangements. On the other hand, as adults advance into older age, many of their living patterns change. For example, only 30% of adults ages 65 to 74 say they live alone, compared with 66% of adults ages 85 and above. Also, a mere 2% of adults ages 65 to 74 and 4% of adults ages 75 to 84 say they live in an assisted living facility, compared with 15% of persons ages 85 and above. *(Source: Growing Old in America: Expectations vs. Reality; Pew Research Center; 2009).*

Below are descriptions of the more common senior adult housing arrangements:

Independent Living: Independent living residences for seniors range from single- family detached, to condominiums or apartments (sometimes called active-adult communities). Each unit is a self-contained housekeeping unit with its own kitchen and bath facilities. Generally run by a management company, these facilities provide options to generally younger, healthier seniors who no longer want the responsibilities of household upkeep. Units are generally accessible from interior corridors, with lobby entrances similar to lodging designs.

Assisted Living: Assisted living is generally considered the best option for seniors in need of additional care. These facilities are offered in apartment style buildings and provide assistance with non-medical activities of daily living, including dressing, bathing, eating, walking, meal preparation, shopping, housecleaning, or taking medication. The apartments in assisted living are generally smaller than those in independent living communities and become smaller as more intensive services are included.

Skilled Nursing Facilities: Skilled nursing facilities, otherwise known as nursing homes, best meet the needs of seniors requiring significant daily medical attention. These facilities predominately offer 24-hour medical care, complete meal service, more shared unit options, and generally have a more institutionalized setting.

Continuing Care Retirement Communities (CCRCs): Continuing care retirement communities combine each of the other types of senior housing. This effectively permits seniors to "age in place" so that they can remain within the same community as their health deteriorates. These continuing care campuses tend to resemble small towns, with both traditional senior services like pharmacies, to entertainment services such as theaters, craft areas, and dining. Given their complexity, this type of community typically involves a lengthy planning process.

Staying at Home: Some seniors choose to stay in their home, preferring the comfort of familiar surroundings and neighbors. This choice may ultimately lead to the need to for alterations to the home or for the hiring of home health aides.

An estimate of the future population of senior adults in Chesapeake was prepared to more fully understand the population patterns locally compared with Virginia and the United States. Data from the 2010 Census, projections by the Census Bureau and the Virginia Employment Commission (VEC), as well as various other sources were examined. The 2010 Census data shows that Chesapeake lags behind in its proportion of seniors, which represents 10.4% of its total population, versus 12.2% for Virginia, and 13% for the United States. However, the latest VEC and Census Bureau population projections for the year 2030 show a significant increase from 2010 in the number of seniors in Chesapeake (10.4% to 18.1%), Virginia (12.2% to 18.5%) and the United States (13% to 19%). The following table summarizes projected senior populations:

Entity	2030 Pop. 65+	% of Total	2030 Households 65+	% of Total
Chesapeake	56,015	18.1	40,011	35.6
Virginia	1,815,294	18.5	1,296,639	33.0
United States	72,092,000	19.3	51,494,286	35.6

Source: Chesapeake Planning Department

Personal preference, as well as considerations for personal needs and finances, will be important factors in housing choices for seniors. The table above indicates that there may be more than 40,000 senior households in Chesapeake by the year 2030. This would correlate to approximately 36% of all households in the City. These households will comprise all housing types in the City, not just age restricted housing. It is reasonable to expect that increases in the senior population will lead to market demands for housing options that are age restricted to only senior citizens; however, not all senior housing needs will be met through this type of housing.

In recent years, interest in the construction of housing limited to seniors has decreased. Market interest in the construction of certain housing types is typically a function of consumer demand and economic conditions. The 2007 sub-prime mortgage collapse and ensuing recession significantly reduced the demand for, and marketability of, age-restricted housing. Since 2001, City Council has either approved, or has pending, approximately one thousand independent senior housing units (including apartments and condos) and a similar amount of other designated senior housing options (such as assisted living and group care facilities). However, in the past few years, very few new age-restricted projects have been approved and some previously approved projects have received approval from City Council to remove the age restriction.

There is very little information regarding senior preferences for different types of housing. Therefore, it is the strategy of this plan that housing for seniors should be made available in a variety of communities, ranging

from age-restricted to traditional neighborhoods. Housing for an aging population is appropriate in certain residential districts depending on the proposed densities. In the event that housing is designated solely for seniors, certain accommodation should be made to make sure this housing is appropriately suited to the particular needs of this segment of the community.

"Sommerton 55 and Better Homes"

Action Strategies:

- Housing options for seniors will be located throughout the City and will include all types and tenures of existing and new housing units. Universal design elements, which encompass a broad spectrum of community design ideas meant to produce buildings, products, and environments that are inherently accessible to all citizens, should be considered for new housing construction.

- Housing designated exclusively for seniors should be designed for the specific needs of this population. Such designs should include residents' potentially impaired sight, hearing, and mobility. Design features might include:
  - Grab bars in bathrooms
  - Fire suppression and notification systems
  - Shower stalls with handheld showerheads
  - Lever hardware in place of doorknobs
  - Benches and/or chairs in long corridors
  - Corridor handrails
  - Increased lighting in public areas
  - Wheelchair accessibility options
  - Specialized fire warning systems

- Amend the Zoning Ordinance and other applicable ordinances to address unit design for senior housing, such as wheel chair accessibility, lighting in public areas, and fire suppression and notification systems.

- Senior housing is frequently proposed at higher densities. Housing that is of a greater density than the surrounding uses must incorporate measures to ensure compatibility between development types. Such measures may include increased buffering and design considerations.

- Convenient access to needed facilities and services such as public transportation, medical services, and shopping must be a location consideration for senior housing.

- Independent and assisted living communities should include common facilities for recreation, entertainment, and community socialization. These facilities should include design features similar to those provided in the homes. In addition, walking, paths, doorways, and entrance halls should be well-lighted and evenly graded.

Chapter Three - Infrastructure

INFRASTRUCTURE VISION:

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

Introduction:

"Infrastructure" is defined as the services and facilities necessary for the economy to function. For the purpose of Chesapeake's Comprehensive Plan, the Infrastructure Chapter includes the "bricks and mortar" type facilities and services. These include the following sections:

- Transportation
- Water and Sewer
- Solid Waste Management
- Stormwater Management
- Franchise Utilities (Power/Communications)

Infrastructure is closely intertwined with the Responsible Growth and Quality of Life Chapters, as it provides the necessary support system for development, redevelopment and the enjoyment of a high quality of life. The vision statement outlines the two major themes of this chapter, correcting existing deficiencies and properly locating future infrastructure in proper areas as dictated by the responsible growth goals and objectives. Finally, this chapter places an emphasis on the provision of "high quality" future infrastructure as opposed to merely "adequate" infrastructure.

Transportation

Overview

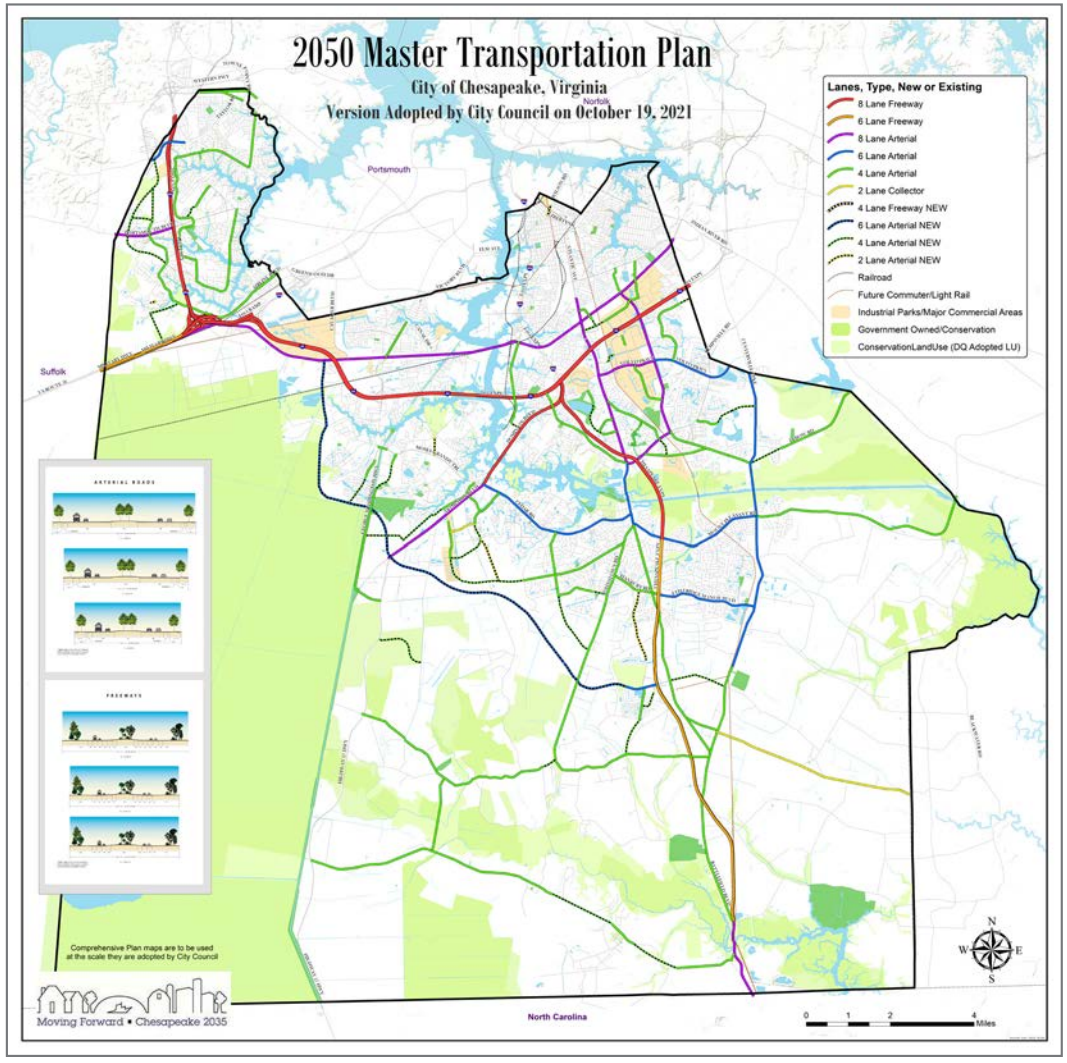
The City's transportation system and level of accessibility has a major influence on economic development and on the basic function and form of the City. It also has the potential to generate adverse impacts on the community if not carefully integrated into its fabric. Thus, long-range transportation planning is a key element in organizing and directing the future growth of the City of Chesapeake. In the context of comprehensive planning, land use and transportation must be recognized as complementary components of the City's overall planning process.

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

A crucial goal for any transportation system is that it be balanced and provide options for an increasingly diverse population. The citizens of Chesapeake constantly remind staff at public meetings and through other public input options that the transportation system should serve the entire population and be fully integrated into the community. Likewise, transportation systems can have a substantial impact on the surrounding community and the environment. Staff is mindful of these impacts as new development is debated or public projects are designed.

Chesapeake's transportation system is composed of roadways, public transit, trails, waterways, railways, trucking, and airports. Each mode of transportation and all elements within each mode perform a specific role in the system, and should be appropriately coordinated to provide various levels of accessibility to areas and sites within the City. In turn, the arrangement of land uses and densities should be consistent with the role, level of accessibility, and capacity of each transportation facility. This critical, but fragile relationship is fundamental to the overall performance of all urban areas. These realities are reflected in the 2050 Master Transportation Plan depicted on the following page:

Dominion Blvd. Project


2050 Master Transportation Plan
City of Chesapeake, Virginia
Version Adopted by City Council on October 19, 2021
Lanes, Type, New or Existing
8 Lane Freeway
6 Lane Freeway
8 Lane Arterial
6 Lane Arterial
4 Lane Arterial
2 Lane Collector
4 Lane Freeway NEW
6 Lane Arterial NEW
4 Lane Arterial NEW
2 Lane Arterial NEW
Railroad
Future Commuter/Light Rail
Industrial Parks/Major Commercial Areas
Government Owned/Conservation
ConservationLandUse (DQ Adopted LU)
Portsmouth
Norfolk
Suffolk
North Carolina
Comprehensive Plan maps are to be used at the scale they are adopted by City Council
Moving Forward • Chesapeake 2035
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Miles

In 1990, Chesapeake City Council adopted a Master Road Plan that outlined the City's future roadway needs based on projected land use and traffic generation assumptions. This plan was updated in 2005 and now addresses all modes of transportation. While roadways are recognized as the backbone of the City's transportation network, alternate modes of transportation will need to be incorporated to meet the transportation challenges of the future. The Master Transportation Plan also evaluates Chesapeake's transportation needs from both the local and regional perspective, as transportation and development impacts extend beyond City boundaries.

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

The goal of the Master Transportation Plan is to develop a planning document that outlines the necessary measures to provide a safe, cost-effective, well-coordinated, environmentally sensitive system for moving people and goods to and from, through, and within the City of Chesapeake.

Changes to Transportation Facilities

The Master Transportation Plan is an element of the Comprehensive Plan. In accordance with Section 15.2-2232 of the Code of Virginia, changes to the transportation facilities shown on the Master Transportation Plan must be consistent with the entire Comprehensive Plan. The following types of changes to the transportation facilities shown on the Master Transportation Plan are contemplated by, and thereby included in, the Comprehensive Plan:

- Incremental construction of lanes provided that the ultimate laneage shown on the Master Transportation Plan is not increased or decreased.
- Changes in the alignment of proposed roads along new rights-of-way through undeveloped properties shown on the Master Transportation Plan, provided that the facility continues to serve the intended transportation corridor and the deviation does not exceed 500 feet in any direction.
- Paving, repaving, repairs, reconstruction, realignment of lanes, addition or deletion of turn lanes, adding curb and gutter or installing, and repairing or eliminating roadside drainage facilities.

The following changes are not included in the Comprehensive Plan and will require consistency review under Section 15.2-2232 of the Code of Virginia, a street closure or in lieu of consistency review, an amendment to this 2035 Plan:

- An increase or decrease in the ultimate laneage of the roads shown on the Master Transportation Plan, street closures, or amendments to the Comprehensive Plan that were not contemplated.
- Changes in the alignment of roads shown on the Master Transportation Plan where the facility no longer serves the intended transportation corridor, the deviation exceeds 500 feet in any direction, or the re-alignment will be through one or more developed properties.
- Terminating a street by installation of a cul-de-sac or other mechanism designed to prevent through traffic, other than temporary closures with movable barricades.

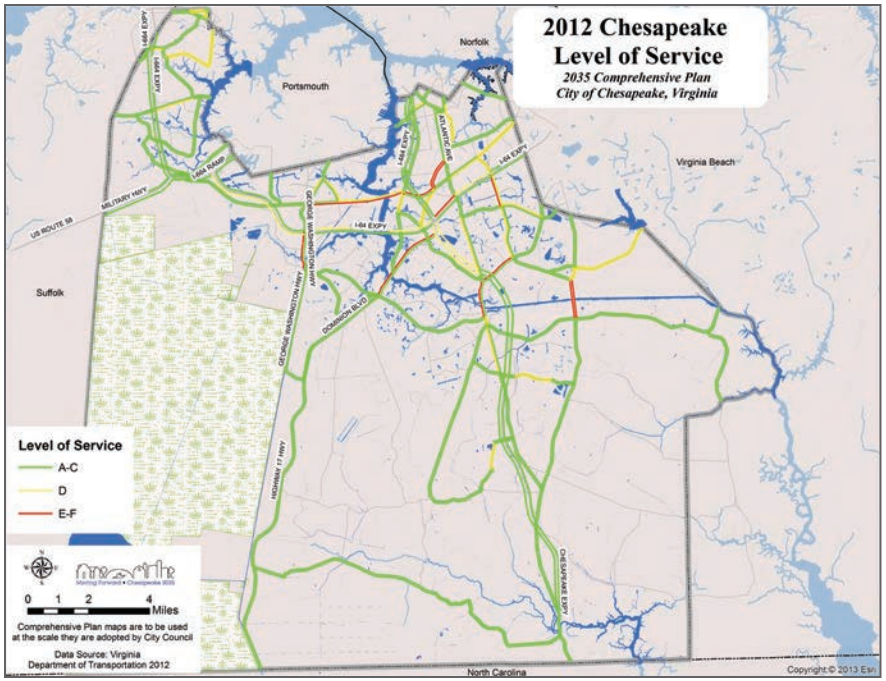
- Linear extension of a street beyond the limits shown on the Master Transportation Plan.
- Adding a new principle arterial street or freeway.
- Vacating right-of-way of a Master Transportation Plan facility.

In the event the Planning Commission or City Council determines that a change is not consistent with the Comprehensive Plan, the desired action shall not occur unless or until an appropriate amendment to the Plan is reviewed by the Planning Commission and approved by the City Council.

Roadways

The amount of roadway a community has is measured by calculating the total number of miles of roadway for each lane of traffic. This is referred to as a "lane mile." Chesapeake's current roadway system consists of 119 lane miles of interstate facilities, 542 lane miles of arterial and primary roadways, 263 lane miles of collector roadways, and 1,556 lane miles of local roads.

Over the past several decades, Chesapeake has experienced significant growth. With this growth have come new homes, new businesses and industries, and ever-increasing traffic. It is clear from roadway studies that have been recently completed that portions of the City's roadway network are currently inadequate to serve existing traffic demands, and that the gap between the targeted service level and the service demand continues to grow. With the uncertainty of funding for major roadway improvements, this scenario could worsen significantly over the years to come.



Level of Service

Level of Service (LOS) is a measure of the operating efficiency of a roadway. Level of service A is considered the best operating condition and level of service F is considered the worst. Both level of service E and F are considered to be unacceptable for residential development, while a level of service of D should be considered a warning. In the case of non-residential development the City is willing to accept a LOS of an E.

Action Strategies:

- The roadway needs identified on the Master Transportation Plan Map should serve as the basis for future roadway improvements. The LOS Study identifies areas of congestion and should serve as the basis for roadway improvement projects in support of the City's capital improvement program. The Master Transportation Plan Map serves as the basis for expanding the transportation network to meet future demand. Also, the City needs to develop a transportation model that will show future traffic demand to aid in transportation planning.

- The City's Level of Service (LOS) Study for roads should be updated every 5 years to ensure that level of service data is available and accurate.

- Policies and standards should be established to evaluate a roadway project's impact on the quality of life and environmental issues for the surrounding and proposed land uses.

- The City will continue the practice of requiring Traffic Impact Studies for new developments and/or land use plans that will increase traffic demand.

- The City should continue to expand the use of Intelligent Transportation Systems (ITS) technologies to improve traffic signal efficiency, enhance mobility, and improve safety and security (phases 2 and 3 have now been completed and phase 4 is in the planning stages).

- Additional access-controlled corridor plans should be adopted with particular emphasis on arterial roads. Access control plans currently exist for portions of Battlefield Boulevard, Route 17, Volvo Parkway, Military Highway and Moses Grandy Trail. Access control refers to the planning process whereby connection points to a roadway are managed to maximize safety and capacity as appropriate for the functional classification of the roadway.

- The City's traffic calming policy should be funded. The traffic calming program is designed to slow speeds on residential streets. Program elements include: education, data collection, speed monitoring and enforcement, and physical devices designed to slow speeds.

- A connectivity policy should be adopted. Design guidelines should recognize connectivity as an integral component of the City's roadway system. Most communities see connectivity as a detriment by potentially increasing traffic on selected streets of their subdivision. However, they infrequently recognize the benefits of improving transportation capacity and safety, optimizing response times of emergency vehicles, increasing the efficiency of City services and enhance recreational benefits of easier pedestrian/bicycle access.

- The City will continue to participate in regional, state and national level disaster evacuation studies that are typically coordinated by the Virginia Department of Transportation. A key criterion in the ranking of transportation projects within the regional plan is their contribution to emergency evacuation.

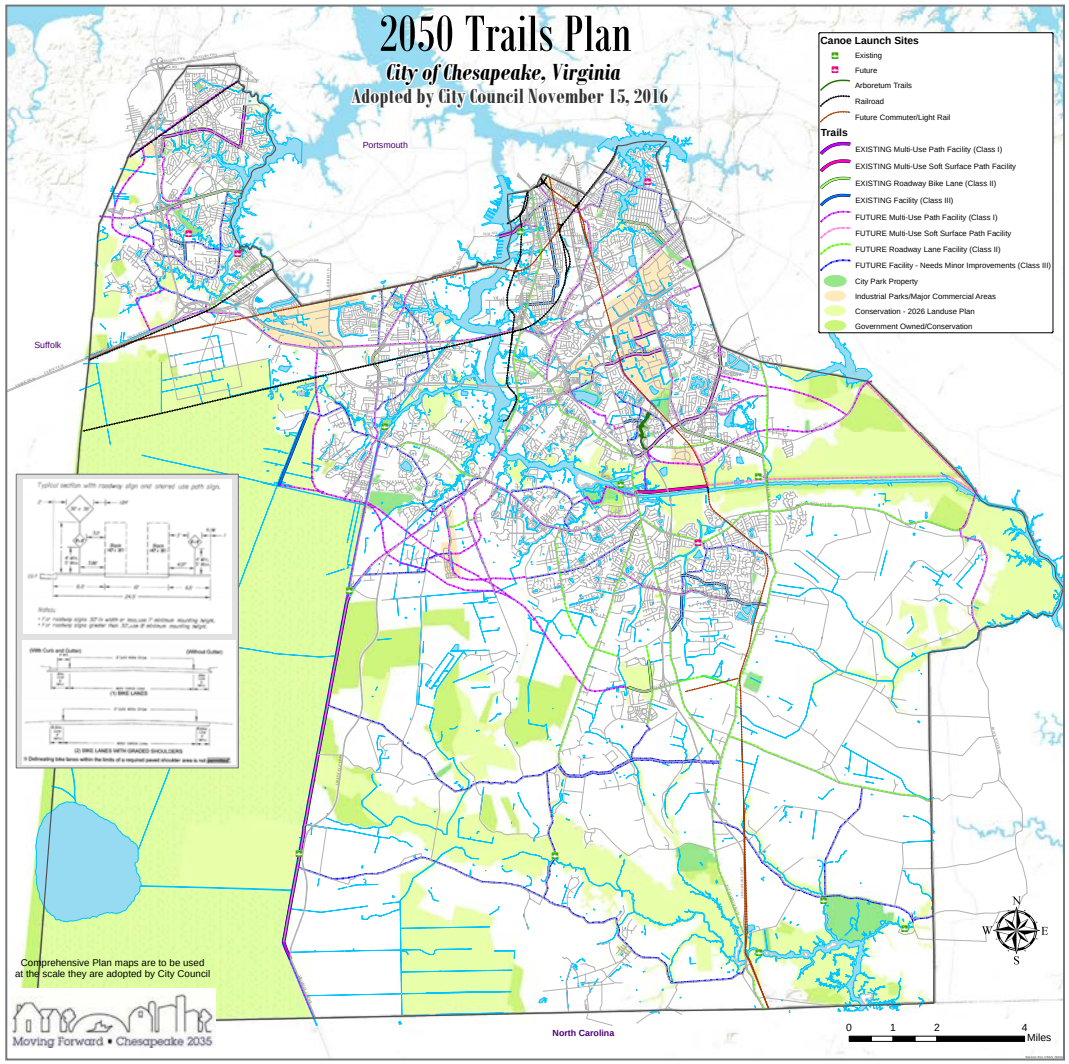
Objective 2: Balance the priorities of motor vehicles with those of bicycles and pedestrians in the design of roadways and land use patterns so that most residents have the choice to walk and bicycle conveniently to shopping, schools and recreation.

A number of national surveys confirm that bicycling, walking and other trail-related uses are popular activities among people of all ages. Increased levels of bicycling, walking and other trail-related activities would result in significant benefits in terms of health and fitness, the environment, and transportation related benefits.

The City should continue to develop a system of both hard and soft surface shared-use paths that follow natural features where possible to enhance unique recreation opportunities. Four high priority projects include the Dismal Swamp Trail, the South Hampton Roads Trail, the Battlefield Boulevard Urban Greenway and the Albemarle and Chesapeake Canal.

Attention should be given to developing a system of safe commuter on-street bike lanes and on-road routes for experienced users to efficiently travel from home to work or to major activity centers at a higher speed than possible on shared use paths (Butt's Station Road and Portsmouth Boulevard near Chesapeake Square Mall are examples). The City should also promote intermodal transportation through the routing of bikeways and trails. Routes should interconnect with bus routes/transit corridors to maximize mobility throughout the region. The 2050 Trails Plan follows the following classification system for various path facilities: Class I – bike paths are physically separated from motor vehicle and pedestrian traffic; Class II – on-street bicycle lanes are defined by a painted stripe; and Class III – bicycle routes are represented only by posted route signs.

In addition to planning for a system of integrated bicycle paths, multi-use trails, and other "greenway" facilities, the City should capitalize on its wealth of water-related assets (e.g. rivers, streams, canals) to establish "blueways," a network of water trails. Like greenways, blueways provide protection to natural systems and sensitive areas; enhance alternate transportation options; increase recreational and healthy lifestyle options; and help to coordinate transportation planning and land use development. The City's various water assets described above can be seen on the Master Trails Plan and could be augmented through increased public waterfront access and enhanced water access sites as described in the Natural Resources section of this Plan.


2050 Trails Plan
City of Chesapeake, Virginia
Adopted by City Council November 15, 2016
Canoe Launch Sites
Existing
Future
Arboretum Trails
Railroad
Future Commuter/Light Rail
Trails
EXISTING Multi-Use Path Facility (Class I)
EXISTING Multi-Use Soft Surface Path Facility
EXISTING Roadway Bike Lane (Class II)
EXISTING Facility (Class III)
FUTURE Multi-Use Path Facility (Class I)
FUTURE Multi-Use Soft Surface Path Facility
FUTURE Roadway Lane Facility (Class II)
FUTURE Facility - Needs Minor Improvements (Class III)
City Park Property
Industrial Parks/Major Commercial Areas
Conservation - 2026 Landuse Plan
Government Owned/Conservation
Portsmouth
Suffolk
North Carolina
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Miles
Comprehensive Plan maps are to be used at the scale they are adopted by City Council
Moving Forward ■ Chesapeake 2035

Action Strategies:

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

Landscaped Median

- Amend the City Code to require the property owner/applicant to construct sidewalks in addition to curb and gutter for new and redeveloped sites along the frontage of existing streets.

- Recognizing their potential to create pedestrian demand, encourage applicants to proffer and/or stipulate the installation of sidewalks during the rezoning and conditional use permit application processes.

- The City's Trails Plan Map is the primary guide for the determination of trail type and location within Chesapeake and will be implemented as follows:

  - The City will consider bicycle/trail facilities with the design of all future roadway improvements (public and private) as shown on the Trails Plan map. Other roadways shown on the Master Transportation Plan in certain cases may also be appropriate for bicycle/trail improvements and inclusion should be considered. Additionally, the Trails Plan map shows the recommended type of facility. However, there may be instances when detailed roadway design considerations determine that a different type of facility may be more appropriate than what is shown on the plan.

  - Public or private projects shown on the Trails Plan map that consist of less than ½ linear mile may not be cost effective to construct unless they are adjacent to existing bicycle/trail facilities, connect to activity centers or would not otherwise be feasible to build at a later date. However, the necessary right-of-way should be reserved and a system of cash contributions for future development of the trail facility be pursued if the roadway is being built by the private sector.

  - Some future shared-use path facilities located outside of existing road or utility right of ways/easements are shown on the plan as conceptual alignments on the Trails Plan map and exact routes may vary substantially as properties are developed. The strategy will be to connect trails between developments. Also, the City should utilize the cluster development provision to develop theses trails, particularly in the rural southern region

of Chesapeake. For those trail facilities not reflected on the 2050 Trails Plan, the Planning Commission shall find the facility as being in substantial accordance with the adopted comprehensive plan as required by Section 15.2-2232 of the Code of Virginia.

- Future collector and arterial roadways approved for new development but not shown on the Master Transportation Plan should also contain trail facilities that will connect into the larger trail system.

- The City should pursue special funding opportunities like the Federal Highway Administration (FHWA) Moving Ahead for Progress in the 21st Century (MAP-21) Act Transportation Alternatives (TA) Program and Rails to Trails programs, particularly as it relates to acquiring, developing, and improving multi-use pathways for the Chesapeake portion of the South Hampton Roads Trail (i.e. Commonwealth Railway Trail/Western Branch Trail), the Dismal Swamp Canal Trail, the Battlefield Boulevard Urban Greenway, and the Albemarle and Chesapeake Canal Trail.

- The Master Trails Plan should continue to promote existing and proposed waterway access sites as identified by the Department of Parks, Recreation and Tourism, in that several of these sites are key amenities to City park facilities. Related objectives and action strategies are contained in the Natural Resources and Parks and Recreation sections of the Plan.

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

Public transportation within the City of Chesapeake consists primarily of bus service which is provided by Hampton Roads Transit. Current service includes both fixed route bus service as well as para-transit service. Para-transit service is defined as a form of transportation ranging between fixed route bus service and the private automobile. Para-transit is characterized by its low capital cost and innovative solutions to the provision of transit. Its chief attribute is its flexibility.

Fixed route bus service is provided primarily in the densely populated areas of the South Norfolk Borough, within the Campostella Square and Crestwood areas of the Washington Borough, and in the Camelot community. Fixed route service is also provided to Chesapeake General Hospital, the Civic Center, the Chesapeake campus of Tidewater Community College/Dominion Commons, and Chesapeake Integrated Behavior Healthcare. Express service from Greenbrier Mall to the Norfolk Naval Base is also provided. Current frequencies are one hour. Para-transit service, known as “Handi-ride,” is provided to qualifying citizens living within ¾ mile of a fixed route bus line. Per the Americans with Disabilities Act (ADA), transit operators are required to provide service to qualifying individuals living within ¾ miles of a fixed route bus line. There are currently no provisions for disabled citizens living beyond the ¾ mile limit.

Basic definitions of the various transit modes are as follows:

Light Rail Transit – an electric railway powered by overhead wires. Trips are from 5-20 miles in length and can operate along fixed guide ways and some urban streets.

Commuter Rail – heavy rail equipment operating on existing rail corridors and consisting of diesel locomotives pulling multiple rail coaches. Trips are from 20-60 miles in length.

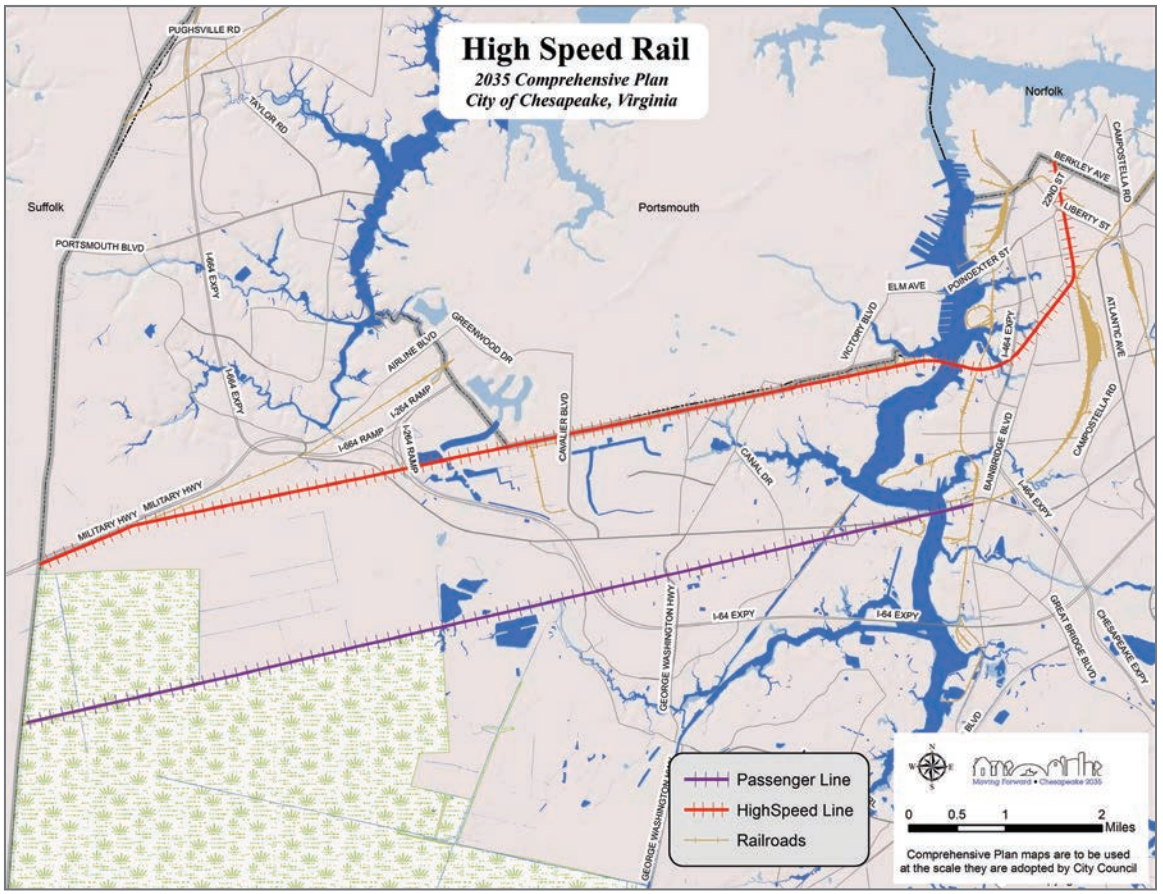
Enhanced Bus – higher frequency service with improved operations such as priority at traffic signals, real-time arrival information, and additional station stop amenities.

Express Bus – similar to today's HRT MAX service that uses coach bus vehicles and serves regional commuter trips. Express buses use high-occupancy vehicle (HOV) lanes when available.

Conventional Ferry – passenger ferries (no vehicles on board) geared toward commuters and tourists. The current Elizabeth River Ferry route connects Downtown Portsmouth and Downtown Norfolk and serves both commuters and tourists.

Action Strategies:

- Public transportation should be provided from residential areas to major activity centers within the City. Safe pedestrian connections should be available from public transit lines to community facilities and major activity centers, such as schools, libraries, social service facilities and shopping centers.

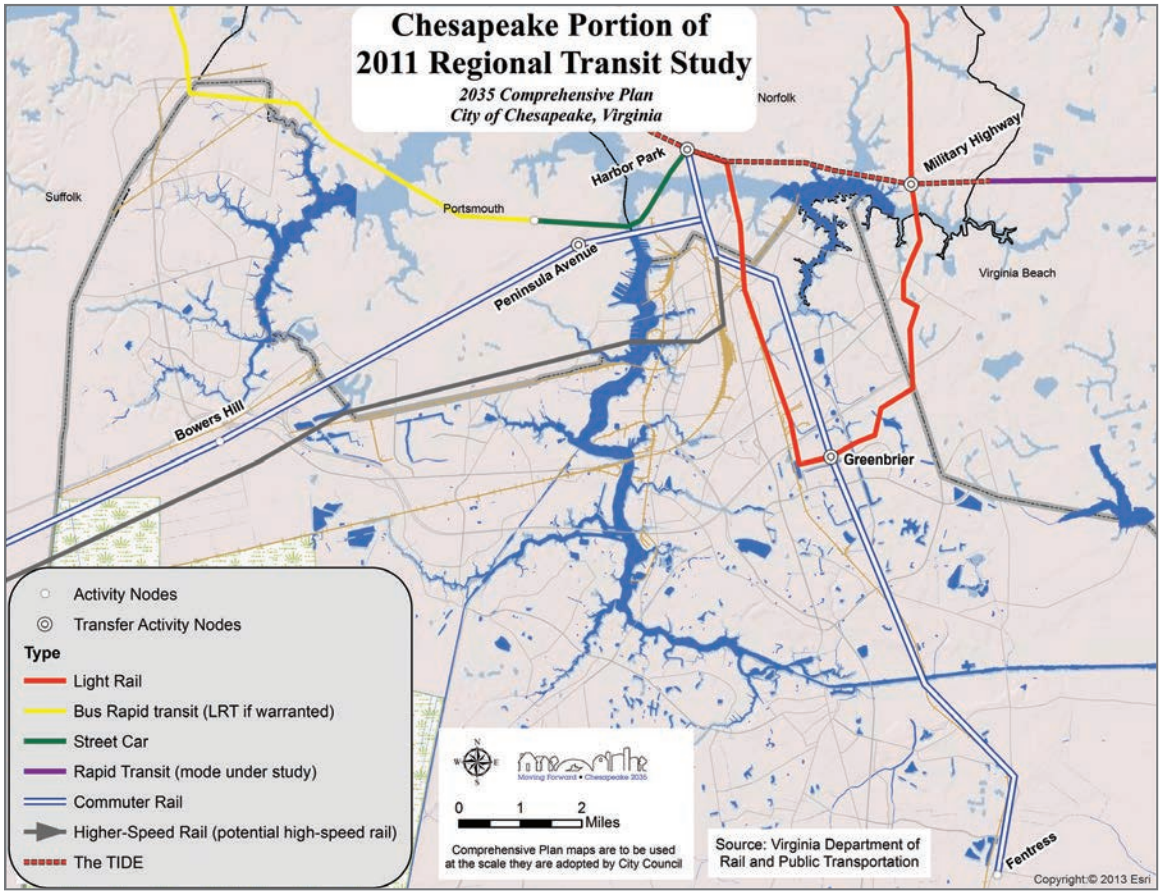


- The high speed rail alternative from Norfolk to Petersburg, with a station in the Bowers Hill area of Chesapeake (as identified in the final environmental impact study), should be supported as an alternative to air or automobile travel from Hampton Roads to locations north and south along the I-95/85 corridors.
- The City will incorporate recommended transit routes contained in the 2011 Regional Transit Study into the City's Master Transportation Plan and will work with HRT to develop these routes over time as Transit Oriented Development (TOD) and other growth occurs along the proposed corridors (see Design section regarding TOD).

Enhanced transit routes contained in the 2011 Regional Transit Study that serve Chesapeake directly include:

Corridor H – Harbor Park in Norfolk to Harbour View in Suffolk Bus Rapid Transit via the Route 17 corridor through Western Branch.

Corridor N – Light rail south from Harbor Park in Norfolk to Greenbrier (just north of Volvo Parkway) and then northeast to Military Highway station in Norfolk via Virginia Beach.



Corridor O – Commuter rail from Harbor Park to Downtown Suffolk which would also serve a station in the Bower's Hill area of Chesapeake.

Corridor P – Commuter rail from Harbor Park into North Carolina via the Norfolk Southern Railroad.

Corridor 6 – Enhanced bus from Harbor Park to Great Bridge via Campostella Blvd. and Battlefield Blvd.

Corridor 7 – Express bus from Harbor Park to North Carolina via I-464/Route 168.

Corridor 8b – Enhanced bus from Harbor Park to Harbour View via Route 17 in Western Branch.

Corridor 8c – Express bus from Harbor Park to Northgate Industrial Park in Suffolk via Portsmouth Blvd. in Chesapeake.

Corridor 9b – Enhance bus from Harbor Park to Chesapeake Square Mall via Portsmouth Blvd. in Chesapeake.

Corridor 18 – Express bus from Downtown Suffolk to Bower's Hill to Harbour View via 460 and I-664 in Chesapeake.

Corridor 21 – Express bus from Downtown Norfolk to Dominion Commons and North Carolina via Interstate 464/Route 17.

- The City will work with HRT to continue efficiently expanding traditional bus service in the urban and suburban areas of the City to connect major activity centers and provide feeder routes to the enhanced transit routes.
- Bus service frequencies should be increased where necessary and when funding allows. Vehicle needs should be regularly evaluated. Current frequencies are one hour. The industry standard for bus service frequency at a given bus stop is a maximum of 30 minutes, with 15 minute frequencies recommended.

HRT Bus Shelter

- The City, residential and commercial developments, and major employers should be encouraged to support para-transit service, vanpools, ride sharing, and other transportation alternatives to the single-occupant vehicle.
- The City should continue to seek increased federal and state funding for transit systems without the reduction of funding for other transportation modes. A larger, dedicated source of federal and state funding for transit - including funds for existing operating and capital needs as well as start-ups – should be a top priority, particularly as requests for local participation continue to increase.
- The City should evaluate the potential of an Elizabeth River Ferry stop in the vicinity of the Elizabeth River Park/Jordan Bridge in South Norfolk. This transportation enhancement should be analyzed as the area further develops as a destination.
- The City should continue to participate in the exploratory phases of the Virginia Department of Rail and Public Transportation's Fast Ferry Initiative.

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

Adequate funding is necessary to keep Chesapeake's transportation system viable and responsive to both mobility and public safety needs, now and in the future. In addition to funding for new construction, additional funds are needed for the operation and maintenance of the City's drawbridges. The City of Chesapeake has more miles of deep-water canals than any other city in the country. The City is responsible for the maintenance, repair and replacement of 73 fixed bridges, 5 drawbridges and 10 overpasses. The City, Virginia Department of Transportation (VDOT), and the Army Corps of Engineers are the only entities in the State that operate/maintain drawbridges.

Dominion Boulevard Project

Roadway needs far outpace available funding. It has been estimated that the 2035 regional roadway needs total approximately $20 billion, while the available funding over this time period is estimated to be approximately $2 billion. In recent years, localities have been burdened with funding larger shares of transportation improvements. Since 1994, Chesapeake has expended/ committed well over $100 million for major construction projects, including the Oak Grove Connector ($37 million), Route 168/ Chesapeake Expressway (urban funds - $45 million/ local funds – $28 million), Cedar Road ($8 million) and Dominion Boulevard Bridge Replacement & Roadway Improvement Project ($345.2 million).

A top priority for the City is to secure funding for the I-64 High Rise Bridge replacement and roadway widening project from I-464 to the Bowers Hill I-664/264 Interchange. The most recent estimated cost from VDOT of this project is $1.37 billion for an 8-lane section. The 2013 General Assembly approved $5 million in funding for an environmental impact study. Other key projects and related costs estimates identified in VDOT's Six-Year Improvement Program for Chesapeake are as follows:

- I-64 High Rise Bridge Replacement/Roadway Widening (preliminary engineering only) - $5,000,000
- Mount Pleasant Road Improvements (Route 168 Chesapeake Expressway to Centerville Turnpike) - project on hold - funding to be determined
- Portsmouth Boulevard Improvements - $21,218,000

The City recognizes that it contains portions of four Corridors of Statewide Significance, as identified in the VTrans 2035 Transportation Plan – the Coastal Corridor (Route 17); the Southside Corridor (Route 58); and the Eastern Shore Corridor (Route 13). An Executive Summary of the Corridors of Statewide Significance Program can be found in the Transportation Section of the Technical Document.

It should be emphasized that the above cost estimates reflect only the general nature of the identified transportation need identified in the Six-Year Plan, not the fully scoped and scheduled project; thus, cost estimates are subject to refinement. With respect to VTrans2035 – the Commonwealth of Virginia's statewide, long-range, multi-modal transportation plan - the City has no additional projects to report as of

this Plan update. The City continues to utilize the Virginia Department of Transportation's "Virginia Highway Functional Classification, City of Chesapeake 2005 Functional Classification" map. A copy of this map is contained in the Transportation Section of the Technical Document.

The Virginia Department of Transportation (VDOT) identified fiscal year 2002-2003 as a "crossover" year, in that funds had to be diverted from the State's construction fund to its maintenance fund. However, passage by the 2013 General Assembly of a compromise transportation funding bill may result in changes in anticipated revenues for maintenance and repairs to Chesapeake's roadways.

The current urban maintenance formula does not provide differential costs for the significant additional costs for drawbridges. The City is reimbursed the same amount for a mile of road, as for a mile of bridge, as for a mile of drawbridge. Allocation formulas are in Code of VA 33.1-23.1 On collector/local roads, VDOT's current annual reimbursement to the City of Chesapeake is $7,608 per lane mile, whereas the City's cost for maintaining bridges on these roads is $155,682 per lane mile. On principal/arterial roads VDOT reimburses the City $12,958 per lane mile for all bridges whereas annual costs to the City are $339,998 per lane mile.

Action Strategies:

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

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

Transportation demand management is the application of strategies and policies to reduce travel demand (specifically that of single-occupancy private vehicles), or to redistribute this demand in space or in time. This leads to more efficient utilization of the transportation resources at lower costs.

Action Strategies:

- Support car or vanpool programs, such as the current HRT Traffix program.
- Promote alternate work schedules, telecommuting and parking management as strategies to further reduce the demand for single occupant vehicles.

- The encouragement of mixed use development will assist city residents in choosing housing locations that are convenient to employment, shopping and other day to day activities.

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

There are currently five rail operators in the City of Chesapeake: Norfolk-Southern, Chesapeake & Albemarle Short Line, Norfolk & Portsmouth Beltline, Commonwealth Railroad, and CSX Railroad. The primary commodity transported in the region is bituminous coal, accounting for over 90% of all inbound rail shipments (*Intermodal Management System for Hampton Roads*, HRPDC, December 2001). The proximity of rail service to industrial parks and intermodal transfer locations significantly impacts the City's transportation system and economic development efforts.

There are over 70 at-grade highway/rail crossings in the City of Chesapeake. The number and location of highway/rail grade crossings is directly proportionate to the exposure of automobiles to train traffic and vice versa. The number of highway/rail grade crossings and the volume of train traffic impacts traffic delays on the City's roadway network. The maintenance of highway/railroad grade crossings and safety equipment (flashing lights, gates, bells) impacts the safety of the motoring public.

Action Strategies:

- Railroad service should be maintained and enhanced where appropriate in conjunction with major industrial parks and intermodal transfer points.
- The number of highway/rail grade crossings in the City should be minimized to reduce train automobile interference. In regard to industrial areas, ideal designs would include a combination of railroad spur lines and dead-end street access coming in from opposite sides like "interlacing fingers," thereby avoiding crossing.

- The City should ensure that railroad companies maintain their facilities and safety devices in satisfactory condition. They should also be encouraged to work cooperatively with the City to identify needed improvements and funding opportunities through various Federal and State safety programs.
- Residential developments should not be constructed immediately adjacent to railroad facilities and vice versa. In locations where adequate separation between dwelling units and rail lines cannot be maintained, a buffer should be provided.
- Where demand for railroad service has lessened or ceased, consideration should be given to the conversion of the rail line to some other use compatible with its surroundings Specifically, opportunities under the federal "Rails to Trails" program should be evaluated.
- The City should preserve railroad right-of-way along corridors where passenger rail may be a future consideration.

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

As in most areas of the country, the trucking industry is a major component in the movement of goods in and through the City. In terms of the Hampton Roads region, truck transport accounted for 50% of all inbound domestic freight and more than 74% of outbound domestic freight in 1999. The primary gateways for trucks entering the Hampton Roads region are Interstate 64, Route 58, and Route 460.

Truck traffic within both the Hampton Roads region and the City of Chesapeake will increase with the various port expansion projects that are either underway or planned. The average daily truck percentage on regional roadways is 5.2%. Portions of U.S. Route 17 and Route 168/Battlefield Boulevard currently carry over 12% trucks. While the Hampton Roads Harbor is the reason for the area's prominence in freight movement, it also presents difficultly for the movement of goods between the Peninsula and the Southside.

To ensure compatibility of trucking-related facilities with their surroundings, the location of trucking facilities within the City should be carefully planned. Many roadways, particularly in the more rural areas of the City, are not designed to accommodate truck traffic. Truck traffic, particularly overweight vehicles, burdens the structural integrity of the City's transportation infrastructure.

Action Strategies:

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

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

Chesapeake is home to two civilian airports: the Chesapeake Regional Airport and the Hampton Roads Executive Airport. Norfolk International Airport provides the Hampton Roads region with the necessary facilities for commercial airline transportation and air-freight terminals.

Located on West Road only 4.5 miles from City Hall, the Chesapeake Regional Airport is owned and operated by the Chesapeake Airport Authority. Created by an act of the General Assembly in 1968, the Authority is a political subdivision of the Commonwealth of Virginia.

The Airport was formally opened on August 1, 1978. Designated by the Virginia Department of Aviation as a reliever airport for Norfolk International Airport, Chesapeake Regional Airport has approximately 100 based aircraft and conducts an estimated 40,000 aircraft operations annually. The Airport is served by a 5,500' x 100' grooved runway with a parallel taxiway, high intensity runway lights, taxiway lights, Precision Approach Path Indicators, an ILS precision instrument approach, and medium intensity approach lighting. The Airport also has a lighted Helipad for helicopter operations.

The Airport Terminal Building was constructed in 1993. There are 61 aircraft tie-down spaces on the paved aircraft-parking ramp, and the Airport has 68 T-Hangars for single-engine and small twin-engine aircraft, all of which are occupied. There are also three corporate hangars, all of which also are occupied. Current planning is to construct twenty additional T-Hangars and three additional corporate hangars in the future.

There are currently seven businesses located in the Airport Industrial Park on West Road adjacent to the Airport, and an approximate 20 additional acres adjacent to the Airport were recently rezoned from agricultural to industrial to allow for further development. The construction of the new Route 17 included exit and entrance lanes for an airport access road, and discussions have been initiated with the appropriate landowner to acquire the right-of-way to construct the access road from Route 17 to the Airport.

The Hampton Roads Executive Airport (HREA) is owned and operated by Virginia Aviation Associates, L.L.C. and is located on the north side of Military Highway West (U.S. Route 460) in the Bowers Hill area of the City. HREA began with two (2) grass runways, hangars, a maintenance building, an operations building, and a fueling facility located on 300 acres of land. As the facility modernized and expanded, additional acreage was acquired to insure room for expansion and prevent intrusion of incompatible land uses adjacent to the airport. Total acreage today is approximately 634 acres.

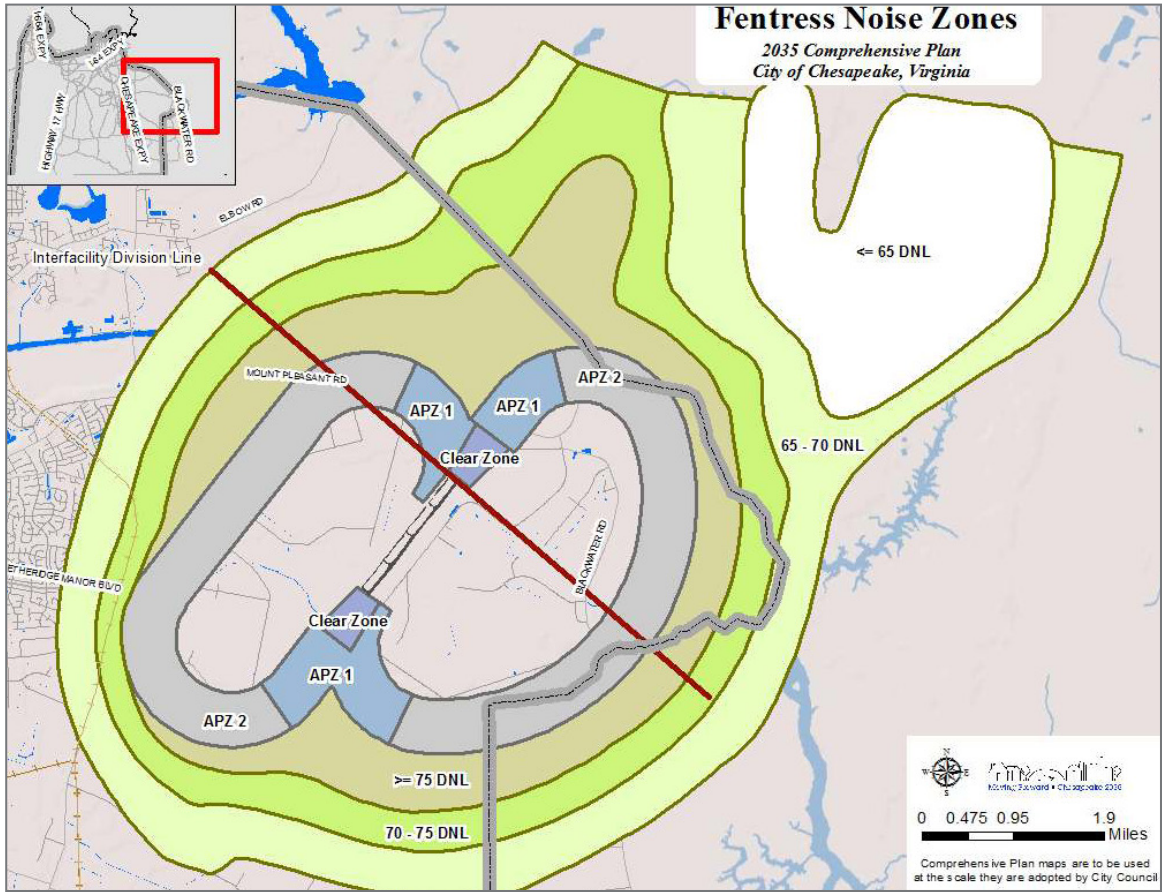
The present facility, classified as a general aviation airport, consists of the following: one north-south 3,600 foot runway; one east-west 4,000 foot runway, fueling facilities, hangars, an administration building, and a restaurant. HREA is home to 183 aircraft, with fifteen (15) airport related businesses operated on site. In terms of annual operations, HREA ranks second in the State for general aviation airports.

HREA developed a master improvement plan in 1990 which called for the construction of a new 5,350 foot east-west runway, and the conversion of the existing runway to a taxiway. These plans were put on hold with the change of ownership in 1993. The 1990 improvement plan was rejuvenated in 2000 with yet another change of ownership. Also included in this update is the installation of an instrument landing system. HREA has received FAA grants for this effort. In addition to the improvements described above, a 4,000 square foot hanger was completed in 2002, and additional new hangars are planned for construction.

While surface transportation congestion continues to grow, air transportation for commercial and commuter purposes is well below capacity. However, private ownership of smaller airplanes and helicopters has increased significantly over the last 10-15 years. This trend is expected to continue for the foreseeable future.

Chesapeake City Council has expressed a desire to construct an airport access road from the new Route 17 to West Road to serve both the Chesapeake Municipal Airport and future industrial development in the area. The Hampton Roads Executive Airport has expressed concerns regarding sewer service and access to their site from West Military Highway.

Chesapeake is also home to the Naval Auxiliary Landing Field Fentress. This 2,553 acre military facility was commissioned in 1943 and is located in the rural eastern portion of the City. Among the first aircraft touching down on the field were the Hellcat, Avenger, and Corsair, all well renowned aircraft during World War II. Today some of the Navy's best high-performance planes use this facility. The main runway went through a major refurbishment in 2012.



Chesapeake engaged in a 2005 Joint Land Use Study (JLUS) with the Cities of Norfolk and Virginia Beach, and the U.S. Navy and Department of Defense to develop measures to minimize the impact of military operations on lands adjacent to or in close proximity to Navy air facilities in Hampton Roads. It is the intent of the JLUS to encourage cooperative land use planning between the U.S. Navy and the host cities for Navy air facilities in Hampton Roads so that future community growth and development are compatible with the Navy's training and operational missions. See Technical Document for the full JLUS study.

Recognizing the problem of land development near air bases, the Department of Defense instituted a study program known as the Air Installation Compatible Use Zone (AICUZ). This program determines which properties near military air installations will be significantly affected by the function and operation of the facility.

Action Strategies:

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

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

In discussing ports and port related activities, it is necessary to review this data in a regional context. The Port of Hampton Roads, comprised of Norfolk International Terminal (NIT), Portsmouth Marine Terminal (PMT), and Newport News Marine Terminal (NNMT), is the second leading port on the United States east coast behind only the Port of New York in terms of total exports and imports. In comparison to ports on the east coast, Hampton Roads ranked first in exports and fourth in imports in 1999. The predominant bulk cargo is bituminous coal. Per the Hampton Roads Maritime Association, 2,700 ships visited the Port of Hampton Roads in the year 2000 (HRPDC, *Intermodal Management System for Hampton Roads*, December 2001).

Port facilities in the City of Chesapeake are located along the Southern Branch of the Elizabeth River and consist mostly of oil terminals. Other terminal uses in this area are grain elevators, merchandise terminals, fertilizer plants, concrete plants, and the Virginia Dominion Power Plant. The Southern Branch of the Elizabeth River is a segment of the Intracoastal Waterway providing the link between the Albemarle and Chesapeake Canal and the Hampton Roads Harbor. This route provides the vital connection between the Albemarle Sound and points south, and to the Chesapeake Bay and points north. The Intracoastal Waterway is used for both commerce and recreation.

The Southern Branch of the Elizabeth River to the north of U.S. Route 17-Dominion Boulevard is a traditionally heavy waterfront industrial corridor with relatively easy access to the Port of Hampton Roads and the Chesapeake Bay. Businesses such as Virginia Dominion Power, Huntsman Chemical, Proctor and Gamble, Purdue, SPSA, several shipyards, and numerous oil companies have located facilities here. With the exception of Tidewater Skanska located immediately to the south of U.S. Route 17, there are no other industrial properties requiring access to the Hampton Roads Harbor located farther south. The river segment between the G.A. Treakle (High-Rise) Bridge on Interstate 64 and the Steel Bridge on U.S. Route 17 is the last segment of the river devoted primarily to waterfront industrial uses and requiring access to the Hampton Roads Harbor for commerce (Source: *Land-Use Feasibility Study/Southern Branch of the Elizabeth River*).

The amount of general cargo using regional ports, railroads, and roadways is increasing, with significant growth expected to continue in the future. The Virginia Port Authority is in the midst of a $400 million expansion of NIT. New port facilities are being developed in Portsmouth, including a site owned by Maersk on the Elizabeth River just north of the Western Freeway, as well as a fourth regional terminal at Craney Island. Roadways are becoming more congested as the amount of general cargo moving through area ports increases. Congestion will cost shipping companies, and ultimately consumers, more money.

Action Strategies:

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

Water and Sewer

Overview

Although most public utilities are underground and out of sight, they nonetheless are key determinants in how the City grows and whether a particular site is suitable for most forms of urban and suburban development. In particular, the availability of public water and sewer services are vital to the City's economic vitality. As such, it is wise practice for all utilities, public and private, including standards for the provision of services, to be coordinated through the Comprehensive Plan.

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

The City uses both surface and groundwater resources to supply its residents with drinking water. The City's drinking water is supplied from the Northwest River, City of Norfolk surface reservoirs, City of Portsmouth surface reservoirs, City wells, private wells, and in the future, Lake Gaston.

The City's Northwest River Water Treatment Plant, located on South Battlefield Boulevard, treats up to 10 million gallons per day (mgd) from the Northwest River. Northwest River raw water occasionally contains elevated chloride levels when water from the Albemarle Sound intrudes upon the river. The plant also treats brackish groundwater from four wells located along South Battlefield Boulevard. The plant capabilities include both the conventional processes of coagulation, sedimentation, and filtration as well as reverse osmosis (RO) membrane treatment to both the surface water and groundwater treatment trains to provide chlorine removal.

Pump Station

The City's Lake Gaston Water Treatment Plant located on Highway 58 near the Chesapeake/Suffolk City line treats up to 8 mgd of raw water purchased from the City of Norfolk, the Aquifer Storage and Recovery (ASR) well system and the City's in-town lakes. This plant uses state-of-the-art, ultra-filtration, membrane technology to provide drinking water. In the future, these sources will be supplemented by water from Lake Gaston. This supply generally serves customers south of Military Highway.

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

Through combined water sources, Chesapeake anticipates having an adequate water supply, at current growth rates, to handle water demands until approximately 2040. The need for water will always be a reality, and there is always the need to identify new water resources for the future. Securing and developing water supplies often requires a considerable amount of lead time prior to being able to actually use the new water source, and as such, it is never too early to begin looking for more resources. It has taken several decades to secure the Lake Gaston water, and it is reasonable to expect the development of other resources will be equally time-consuming.

New water resources have been identified for Chesapeake's maximum daily needs until approximately 2040. Current contracts with Norfolk and Portsmouth allow for the purchase of finished water. In addition, the contract with Norfolk allows for the purchase of raw water that will be treated at the new treatment plant.

Another element in the City's water reserves is the Lake Gaston Project of which Chesapeake is a 1/6 partner with the City of Virginia Beach. This project is currently rated at 60 million gallons per day (Chesapeake share is 10 million). This water will also be treated at the new plant following future upgrades to expand its capacity as needed to meet projected water demands.

The City purchases bulk treated water from two neighboring cities, Norfolk and Portsmouth. Customers in the Indian River and South Norfolk areas north of Military Highway receive water from the City of Norfolk. Water customers in Western Branch and Deep Creek north of Military Highway receive water from the City of Portsmouth. All sources are of excellent quality and meet or exceed the Safe Drinking Water Act standards.

The Western Branch Auxiliary Source is located near the Hampton Roads Executive Airport. This source contains groundwater from the Western Branch Well #1 blended with Aquifer Storage and Recovery (ASR) water. This source is used to meet peak demand and serves roughly the Deep Creek area below Military Highway with a maximum reach to the Civic Center on Cedar Road.

A private water company, Aqua America of Virginia, has a franchise area in the Norfolk Highlands neighborhood, which serves approximately 450 customers.

The City completed a new water treatment plant in the Bowers Hill area in 2006 that uses state-of-the-art membrane technology to provide approximately 13.6 million gallons of drinking water a day. The plant will receive water from Lake Gaston between 2015 and 2020. The plant will complement the other existing Supplies Membrane treatment. This supply generally serves customers south of Military Highway.

Action Strategies:

- The City will maintain a proactive approach to identifying future water sources and continue to update its strategy to provide for future needs.

- A program of water conservation has been established and is implemented to varying degrees as circumstances require, beginning with standard practices suggested by good stewardship to more substantial practices required during times of stress, and in a manner that minimizes adverse impacts on economic activity and existing residences.

- Continued study should be given to all feasible long-term supply alternatives until the most cost- effective system or combination of systems for Chesapeake is determined.

- Water resources should be diversified in order to reduce the reliance on any particular source.

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

Ensuring the safety and reliability of the City's water supply through all phases of collection, production and distribution is of paramount importance. Any land use that presents the potential for environmental contamination or any other adverse effects to the City's drinking water supplies should not be allowed to encroach at all on these water resources, including, but not limited to the Northwest River or reservoirs.

Action Strategies:

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

- In-Town Lakes: Two former borrow pits located at 3912 Military Hwy West- this source can supply raw water to the LGWTP for up to 100 days should the normal source of raw water to the treatment plant be interrupted. Each lake is equipped with a floating barge and raw water pumps.
- Norfolk-supplied finished water: A take-or-pay contract that supplies 2.0 MGD of surplus finished water to Chesapeake, supplying the Norfolk Highlands, Indian River and South Norfolk sections of the City. The contract term runs through the year 2042.
- Portsmouth-supplied finished water: A take or pay bulk water contract that currently supplies 4.0 MGD of finished water to Chesapeake. This water primarily supplies Western Branch, Airline Boulevard, Cavalier Industrial Park, Camelot and Brentwood. Some of the 4.0 MGD is also blended with water treated at the LGWTP and pumped into the Northwest River System. The minimum purchase amount increases from 4.0 to 5.0 MGD on January 1, 2020. The term of this contract ends on December 31, 2026. Note: The "Northwest River System" is the area of the City supplied by the Northwest River and Lake Gaston water treatment plants.
- Lake Gaston Raw Water: The City of Chesapeake is a 1/6th partner in the Lake Gaston Project and thus has a share of 10 MGD from the permitted 60 MGD Lake Gaston source. The pipeline to transport this water to the existing LGWTP from the Red Top area of Suffolk is currently under construction. This source is separate from the 7 MGD of raw water mentioned above that is currently supplying the LGWTP.

- The creation of additional impervious surfaces on lands directly draining into the water supply should be carefully considered and protections to prevent contamination implemented. Part of the consideration will include the type of water source impacted.
- Development proposals for activities that have traditionally affected hydrology, such as borrow pits or drainage facilities, should be carefully considered for their potential impact on the water supply.
- The City will continue to meet or exceed all water quality standards.
- The City's Planning Department will continue the development of a water supply watershed management program, such as that found in the Hampton Roads Planning District's report titled "Water Supply Watershed Management in Hampton Roads."

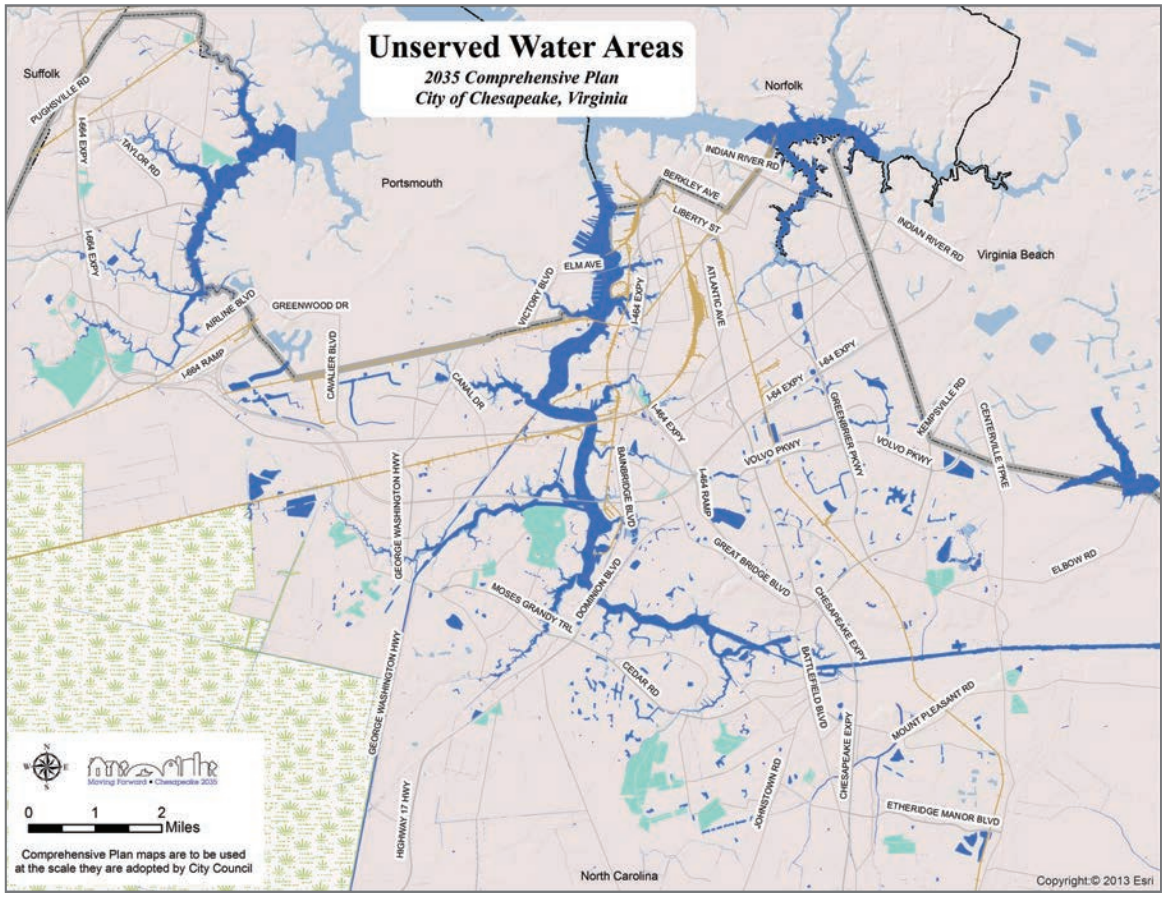
Objective 3: Maintain in good condition the existing water supply and sewer infrastructure. Replace portions of the existing infrastructure as needed when it becomes deteriorated or obsolete.

The water supply infrastructure located throughout the City is of varying age and construction. This infrastructure includes pipes, pumps, storage tanks, intakes and treatment facilities. As these facilities age or become outdated, replacement is required. This issue is critical and must be managed to prevent future fiscal impacts. Additionally, many existing developed areas within the City's Utility Franchise Area are not served by public water service.

As a general guide, developers will continue to be responsible for constructing the necessary water infrastructure to support their developments. The City will continue to identify funding for the maintenance and operation of existing facilities.

Action Strategies:

- As part of the capital improvement program, the Department of Public Utilities has identified areas where upgrades or replacements are needed within the water system. These improvements take into account improved fire and domestic service for the areas identified.
- When planning for water supply infrastructure, consideration must also be given to water storage and distribution facilities must be included.
- It is recommended that the City's Department of Public Utilities consider undertaking an engineering review of both the Year 2035 Plan and supporting data to determine its impacts on the existing water and wastewater infrastructure, in addition to new public infrastructure required to support the Plan's recommendations. Engineering cost estimates and construction schedules are logical outcomes



of these studies. They will serve to support an updated capital improvements program and to refine the planning estimates that resulted from the development of the Plan.

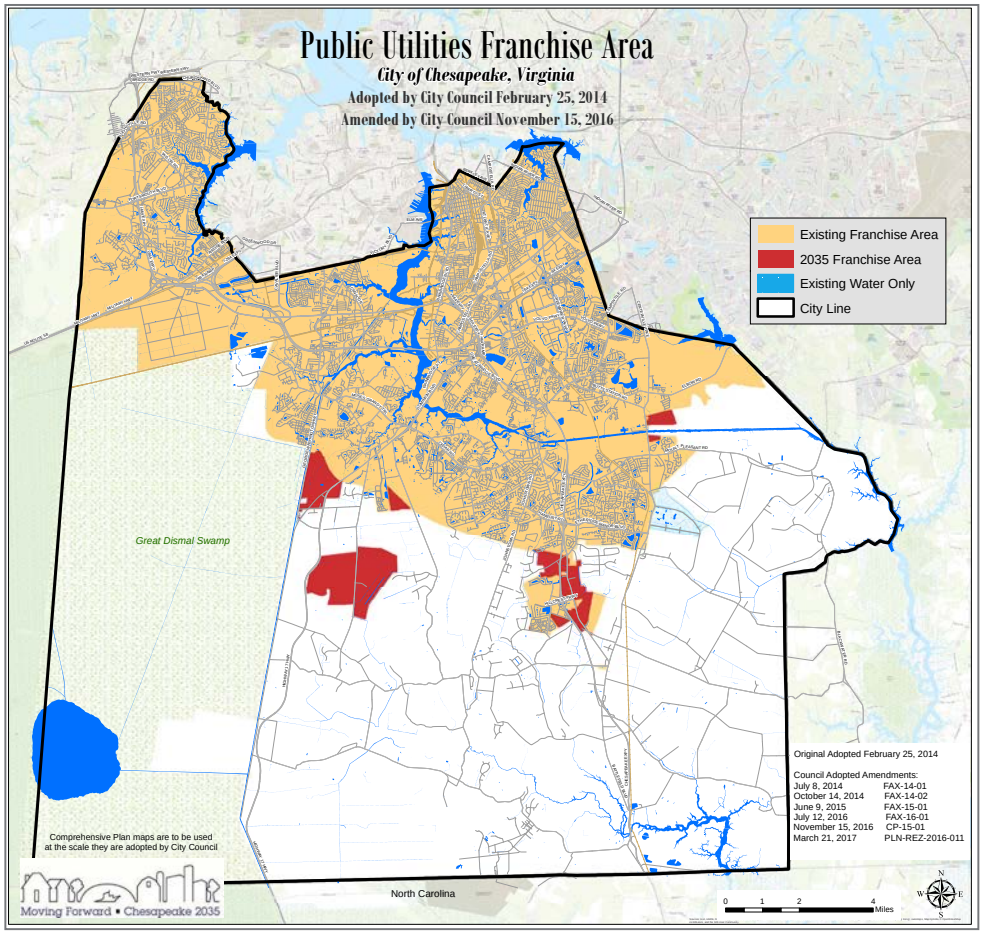
Objective 4: Extend public water and sewer services to existing development in the Public Utilities Franchise Area.

The Public Utilities service area, referred to as the Public Utilities Franchise Area, is established as that area in which it shall be the policy of the City of Chesapeake to provide public water and sewer service. Expansions to this area should only be made when the expansion would be consistent with the City's overall growth management strategy.

Action Strategies:

- Water distribution systems and new connections should be provided only in areas that can be served cost-effectively by a complete range of urban services, or in those cases where private groundwater supplies to existing residents are a threat to public health.

- Water service may be provided to individual lots outside an existing or future Public Utility Franchise Area under the following conditions:



1) The public water line must have been installed and activated by the City prior to the date of the original City of Chesapeake Public Utility Franchise Area Expansion Policy, adopted and effective September 18, 2001.

2) The lot to be served must border a City right-of-way where a public water line is installed.

3) The lot must have been lawfully created, as determined by the City Attorney's Office, as of the date of the original City of Chesapeake Public Utilities Franchise Area Expansion Policy, adopted and effective on September 18, 2001. No service will be provided to any lot created by subdivision or other lawful division after September 18, 2001.

4) The water service will only be provided if the current or proposed use of the property is lawfully permitted under state and local laws, ordinances and regulations.

5) The connection to the water line must not only conform to Public Utility policies, but the use of the property and the extension of any utility facilities must conform to all applicable state and local laws, ordinances, regulations and policies.

- The provision of public water service to areas of existing development within the Public Utility Franchise Area will take precedence over the extension of public water service into new undeveloped areas.
- The Public Utilities Department will prepare a strategy to provide public water service to existing neighborhoods not served within the Public Utility Franchise Area.
- Water supply infrastructure constructed by developers must be installed consistent with the provisions of the Comprehensive Plan.
- Water supply infrastructure includes facilities beyond the actual distribution lines, such as necessary storage facilities and transmission lines.
- The installation of new water distribution facilities should be sequenced in such a way as to provide a logical progression from existing service areas to new service areas.
- Private water treatment and distribution systems should be discouraged, except for individual residences in rural areas where groundwater supplies meet health standards.
- Expansions to the Public Utility Franchise Area will require approval by the Chesapeake City Council. This process is outlined in the Growth Management section of this Plan.
- Funding to extend water service to serve new development areas will be borne by land owners/developers.

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

Chesapeake owns and operates the wastewater collection system and transports the wastewater to Hampton Roads Sanitation District's (HRSD) interceptor facilities. Wastewater treatment is provided by HRSD. Sewer service is critical to development in Chesapeake due to the limitations on the installation of private septic systems. The proper placement and timing of the sewer facilities are necessary to insure the most efficient use of City resources.

HRSD maintains a master plan for sewer force mains; however, it is up to the City to determine the timing of such facilities. Under Section 15.5-2232 of the Code of Virginia, all capital improvements must be found to be consistent with the Comprehensive Plan. It has been Chesapeake's policy to grant such approval only to those lines that will serve current needs as opposed to future needs, thereby reducing the demand for untimely development. This plan provides for an overall growth management strategy and all sewer extensions should be regulated by that strategy.

In September 2007, the City of Chesapeake, Hampton Roads Sanitation District and other localities in the Hampton Roads area entered into a Consent Order with the Department of Environmental Quality to address the issue of sanitary sewer overflows. The purpose of the order is to prevent sewer overflow to the extent practical. This requires a multifaceted approach, including the assessment of the condition/capacity of the existing system, controlling the types and amounts of discharges in to the sanitary sewer system (such as fats, oil and greases or excess inflow/infiltration, and insuring that the systems have adequate capacity for new connections.

Once the analyses are complete and the findings coordinated with the other localities in the region, a long term program to remediate identified problems will begin. This program will last 20 years or more. Developments and redevelopments that occur in these areas may be subject to additional requirements to insure that the conditions of the Consent Order are met.

Chesapeake's soils are not well-suited for septic tank systems, and as such, sewer placement has become a critical element to new development. The location of sewer improvements has historically created powerful catalysts for development activity. Given this, public sewer service should only be allowed to those areas of the City that are planned for growth and development. The Public Utility Franchise Area and the 2035 Public Utility Franchise Area corresponds to these areas.

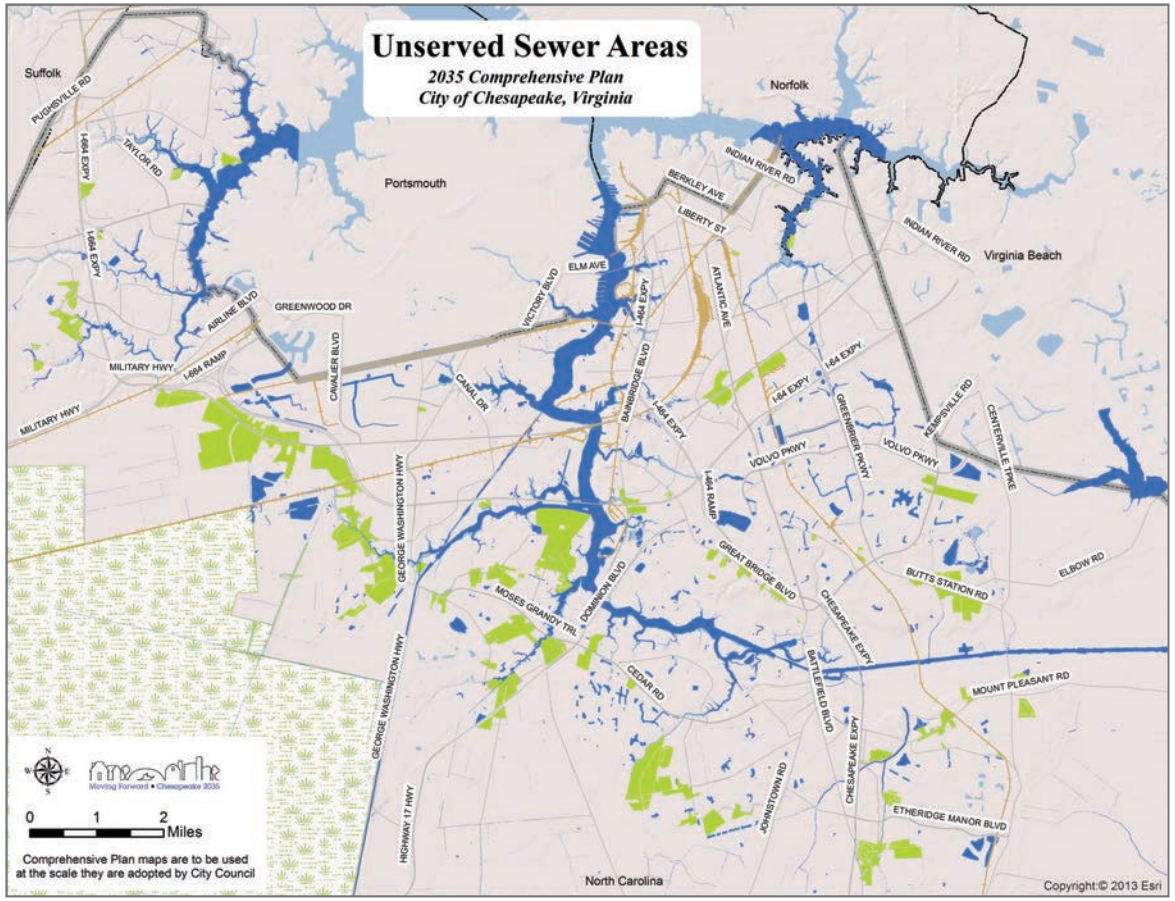
Action Strategies:

- The decision to extend new public sewer service to new development areas must consider the timeliness of the new development and the City's ability to provide other required City services to the new area. This process is outlined in the Growth Management section of this Plan.

- The extension of new sewer interceptor facilities will be subject to review under the provisions of Title 15.2, Section 2232 of the Code of Virginia for consistency with all provisions of Chesapeake's Comprehensive Plan.

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

The construction of sewer infrastructure is very expensive; and funding is very limited for such improvements. Replacement costs for inadequate, deteriorating, or obsolete sewer lines may be borne by the City or HRSD depending upon who owns the line. City funds



for such projects have typically come from the Capital Improvement Budget. To further explore methods of providing service to these areas, other funding methods and sources should be examined for future improvements.

The cost associated with constructing new sewer lines to service new development areas is impractical for the City to bear. The cost associated with the construction of new sewer lines and related facilities, such as pumping stations and force mains, should be borne by the developer. Methods for possibly recouping portions of this investment, such as pro-rata agreements, are available and may be used by the developer who funds sewer improvements. When the pro-rata approach is used, it must be done in a manner consistent with all City codes and policies. All lines, regardless of funding source, must be consistent with utility master plans.

An additional financial impact associated with the provision of sewer service comes from the impacts associated with changing regulations and mandates. An example is the CMOM (Capacity, Management, Operation, and Maintenance) Regulation. CMOM is a federally mandated asset management program for sewer service requiring the locality to have an adequate flow of revenue for renewal (both system and operation). CMOM will create a mandated need for additional sewer funds. Guidelines are currently under development for this program. This will impact the entire sewer system.

As a general guide, developers will continue to be responsible for constructing the necessary sewer infrastructure to support their developments. The City will continue to identify funding for the maintenance and operation of existing facilities.

Action Strategies:

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

Objective 7: Private wastewater facilities are discouraged.

Private wastewater treatment facilities are a risk for the City in that a failed system may contaminate the City's drinking water source and ultimately require City intervention. While a private solution may appear to be a convenient and expedient means of providing wastewater treatment for development outside of utility service areas,

these solutions should be seen only as temporary. The ultimate cost of providing public service should be considered as a part of the decision for allowing such systems.

Action Strategies:

- Private wastewater collection and treatment systems should be discouraged, except on individual lots in rural areas where soil and groundwater conditions are suitable.
- Private wastewater collection and treatment facilities designed to serve more than a single residence will require a review under Section 15.2-2232 of the Code of Virginia for consistency with the Comprehensive Plan.
- As part of the City's development review process and Comprehensive Plan administration, the Planning Department should periodically coordinate with the Chesapeake Health Department to review existing on-site standards with the U.S. Soil and Water Conservation Service, Virginia department of Environmental Quality, Virginia Department of Health and the U.S. Environmental Protection Agency to determine whether or not such standards and procedures should be amended in the future.
- Sewer collection systems should be maintained and provided to all existing developed, developing, or underutilized urban/suburban areas for which on-site septic systems are unsuitable; however, extension of such systems to presently undeveloped areas should be limited only to those areas which meet comprehensive planning criteria, and can be served cost-effectively.

Solid Waste Management

Overview

Solid Waste Truck

Solid waste is the unfortunate by-product of civilization. The issue is how we manage that waste. The Waste Management Division of the Public Works Department provides refuse collection once every week for over 65,000 residences in Chesapeake. Over 116,000 tons of refuse is collected annually. The City's solid waste is transported to the Southeastern Public Service Authority (SPSA) transfer facilities located in various areas easily accessible by City collection vehicles. The City currently has a long term contract with SPSA for solid waste disposal.

Waste management strategies are more far reaching than merely depositing refuse in a landfill and include many different approaches to the control of waste. A comprehensive waste management strategy will include provisions for pollution prevention, waste reduction and minimization, reuse, recycling, waste to energy initiatives, green waste recycling and, as a last resort, landfills.

Solid waste management facilities are a conditional use in all Chesapeake Zoning classifications unless specifically exempted. The location of waste management facilities should be part of a comprehensive planning process that includes the opportunity for meaningful public participation and public consensus. The City Code outlines the requirements for citing these facilities and the required setbacks from abutting properties. Some discretion is given to reducing

these setbacks. Careful consideration should be given to locating certain solid waste management facilities near residents and in and near wetlands, flood plains, Chesapeake Bay Preservation Areas, and rivers and streams. Noise, dust, and smell are several concerns associated with the placement of solid waste management facilities near residential areas. Also, locating a facility too close to environmentally sensitive areas has the potential to cause water pollution and damage to natural habitats. Solid waste management facilities are not permitted in the Northwest River Watershed Protection District, except those operating solely for the purposes of transporting, storing or sorting inert or organic waste.

Recycling and Education Programs

The City offers recycling programs to its citizens to help preserve natural resources, reduce the need for raw materials, reduce costs and minimize dependence on landfills. Chesapeake has curbside recycling and drop off services available to all residential customers which also utilize the city's waste collection system. In 2009, the City implemented a 96 gallon, big bin recycling program. This program provides each citizen with a much larger rolling bin that is similar to the current household waste container. More importantly, bigger bins allow for more recyclables to be collected. With the larger bins, corrugated cardboard, magazines and mixed paper, and chip board are recycled in addition to newspaper, glass, plastic, and aluminum. Increased recycling opportunities from larger bins save natural resources and reduces high disposal costs.

The City of Chesapeake is a participating sponsor of HRCLEAN, the recycling and litter prevention education program of the Hampton Roads Planning District Commission (HRPDC). HRCLEAN is a regional coalition of local and regional clean community, recycling, and environmental education coordinators who promote litter prevention, recycling, community beautification, and general environmental awareness through educational projects designed to reach all sectors of our communities. The City also supports Recycling Perks, an incentive program that promotes participation in curbside recycling through rewards supported by local businesses. Recycling Perks strives to improve household recycling efforts and community service by its residents. The primary objective is to reduce waste, promote local economic growth and preserve natural resources for our future.

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

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

Action Strategy:

- Continue to study and implement long-term solutions to solid waste disposal in order to avoid future problems with service, capacity, environmental impact, or cost.

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

Action Strategies:

- The City shall encourage activities which educate the citizenry in the values, methods and techniques of recycling, resource recovery and waste reduction.

Recycling Bins

- The City shall continue its efforts to educate and encourage citizens to recycle and to avoid putting non-recyclable items in the recycling bins, through City sponsored programs or other initiatives such as HRGREEN and private incentive programs such as Recycling Perks.

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

Action Strategy:

- Distribute information through established city sources and provide ample notification of public meetings.

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

Action Strategies:

- Cooperate with the Southeastern Public Service Authority, or the Hampton Roads Planning Commission, where applicable, on regional solid waste disposal issues.

- Continue to provide a collection system and a transfer point(s) within the City.

Stormwater Management

Overview

Chesapeake's existing stormwater management program is a comprehensive program that identifies structural and nonstructural control measures to reduce the discharge of pollutants as well as provide adequate drainage. The management program includes provisions for improving water quality and drainage through construction and maintenance of structural controls such as culverts, ditches, and detention ponds. The program also includes the stormwater management ordinance which contains site design requirements for drainage and stormwater management controls. By incorporating drainage and stormwater management considerations into the City's long-range land use planning and community design, the City can better ensure both public and private drainage facilities are adequately sized and maintained to meet future growth needs as well as protect water quality and private property.

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

Flood and infrastructure damage, such as washed-out culverts and bridges, are two potential results from inadequate drainage planning and management. Increasing amounts of impervious area from new development impacts the size and types of drainage facilities needed to handle the amount of stormwater runoff from future development. This is especially a concern for low density areas which are experiencing a high rate of growth.

To best prevent flooding and property damage, stormwater management requires extensive planning in advance of development activity and should include a comprehensive, regional approach. To best accomplish this goal, the City's Master Drainage Plan should be coordinated with the 2035 Land Use Plan.

Chesapeake was issued its initial stormwater Virginia Pollutant Discharge Elimination System (VPDES) Municipal Separate Storm Sewer System (MS4) permit in April 1996. As a requirement of the permit, the City adopted a Stormwater Ordinance. The City's Stormwater Management Ordinance is found in Chapter 26, Article VII, of the City Code. Certain sections of this Ordinance apply to all development greater than 10,000 square feet. Development exceeding this threshold must prepare a stormwater management plan, which describes how existing runoff characteristics will be maintained or improved and comply with the requirements of the local program. Requirements for stormwater management plans are contained in the City's Public Facilities Manual. This ordinance also defines substances which are prohibited from entering into the municipal storm water management system, unless permitted by a Virginia Pollutant Discharge Elimination System (VPDES) permit.

Since the Master Drainage Plan's adoption, the City has experienced a tremendous rate of growth – approximately 30% since 1990. As such, the City's Master Drainage Plan has been, and should continue to be, revised to reflect the City's changing land use characteristics as well as any future land use patterns set out in the Comprehensive Plan in order to ensure that public drainage facilities are of adequate capacity to handle future runoff requirements. Regional detention or on-site storage should be implemented wherever possible.

Future revisions to the Master Drainage Plan should look at opportunities for improvements, especially to conform to new regulations. The Environmental Protection Agency, by way of a Presidential Executive Order, has a mandate to expedite the cleanup of Chesapeake Bay by reducing Total Maximum Daily Loads (TMDL) of nitrogen, phosphorus, and sediment from urban and suburban runoff. The Commonwealth of Virginia is in the process of implementing new regulations for controlling storm water runoff from new development and redevelopment activities, which will fall to localities to implement. The City will also soon be negotiating

the re-issuance of its Municipal Separate Storm Sewer System (MS4) permit from the Virginia Department of Conservation and Recreation, and requirements are expected to be far more stringent than previous permits.

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

Inadequate drainage facilities can present flooding problems as well as pose a water quality threat due to insufficient capacity to store and control stormwater runoff. Cleaning up the region's waterways is a daunting task. In the coming years, challenges to, and expectations from, local governments toward meeting water quality goals will be greater than ever before, while at the same time localities will be struggling to do more with fewer resources. Through existing environmental compatibility programs, the City has established a strong framework to address these challenges. Meeting these ever-changing requirements will take creativity, resourcefulness, and a City-wide commitment to improve water quality.

Action Strategies:

- The City will revise its Master Drainage Plan to reflect the City's changing land use characteristics as well as any future land use patterns set out in the Comprehensive Plan; corresponding changes to the City's Public Facilities Manual - referenced in the Technical Document – should also be identified and implemented as appropriate.

- Alternative means of managing stormwater will be considered when developing stormwater management plans, such as Best Management Practices (BMPs), wetland preservation and low impact design techniques.

- The City should explore incorporating regional stormwater management facilities into community design as prominent landmark features and, as appropriate, treat them as multi-use facilities with such uses as hiking trails, parks, fishing areas, wildlife habitat, or other passive recreational uses.

- In order to provide passive recreational opportunities for City residents as well as enhance the area's water quality benefits through preservation of floodplains, wetlands, and adjacent buffer areas, funding for purchasing and establishing riparian corridors will be considered when available. One implementation strategy could include nominating one or more corridors for acquisition by the City's open space preservation program or non-profit conservation organization.

- A periodic progress report on these efforts should be included as a component of an environmental report to City Council.

- Strategies to provide enhanced stormwater management to older neighborhoods, especially those with chronic drainage problems, will be developed by the Public Works Department and funded in the Capital Improvement Budget.
- The guiding principles of the Chesapeake Sustainability Plan can contribute to the effort of complying with stormwater runoff regulations in various ways, such as goals for promoting "green" infrastructure, building upon the City's status as a participating East Coast Greenway locality, and the use of cleaner fuels.
- The City should continue to identify resources to facilitate the adoption and implementation of the draft Urban Forest Management Plan (UFMP), which contains strategies for reducing stormwater runoff. The UFMP concept was supported by City Council as part of the Sustainable Chesapeake Initiative Plan adoption.

Franchise Utilities - Power and Communications

Overview

An important part of planning for the future of any community is planning for essential public infrastructure. In the past, public infrastructure planning was focused on roads, water and sewer facilities and storm water management. The other elements of infrastructure such as power and communications were provided by the private sector and not usually addressed by public planning. As the global economy has changed, largely as a result of advancements in communication such as the Internet and wireless phones, it is increasingly important for communities to plan for the safe, efficient and dependable provision of technology infrastructure.

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

The traditional method of providing electrical service has been via a network of poles to support power lines. While this is the simplest and least expensive way to construct a network, the costs of maintaining and repairing the network can be significant. Above ground facilities are routinely affected by severe weather, automobile accidents and interference from growing trees. Minor storms can cause inconvenient power outages while more major storms can cause massive damage and loss of power for days at a time. The typical practice of locating power poles in street right-of-ways creates hazards for motorists while resulting in power outages when the poles are hit by vehicles. The use of overhead lines also inhibits efforts to maintain street trees because of the need to periodically prune them so that their branches do not interfere with power lines. This results in misshapen and unhealthy trees. For these reasons, it is preferable to have utilities located underground whenever possible.

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

The City will continue to rely on private businesses to provide electricity and natural gas to its citizens. Although these businesses are regulated by the State Corporation Commission and not managed by the City, there are things that the City can do to improve the safety, efficiency, dependability and aesthetic impact of these facilities.

Action Strategies:

- New construction of residential subdivisions and commercial developments should have underground utilities within the development. Opportunities to relocate existing above ground facilities underground should be taken as streets are routinely repaved or widened. In this way, costs can be minimized while accomplishing the long term goal of increasing the percentage of network that is underground. Areas of particular visual importance to the City should be designated as underground utilities districts. These areas would be targeted for more rapid conversion of overhead lines to underground.

- The City should work with private energy providers to plan for high-capacity transmission lines and substations in order to minimize their impact on residences and businesses. New development should be planned and designed so that it does not interfere with essential power easements or use property necessary for utility substations.

- New landscaping should be designed with the eventual need for pruning in mind. In areas with overhead power lines, plant species which will not grow to interfere with power lines should be required. Any proposed plantings which have the potential to grow to a size that would cause interference should be located well away from power lines.

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

Although the primary source of energy is electricity and will continue to be so, as technology advances and traditional sources of fuel become scarcer, opportunities to use alternative energy sources may become more prevalent.

In response to a need to provide alternative energy source opportunities, the Zoning Ordinance was amended in May 2010 to allow small wind turbines as an accessory use to large lot residential districts and all non-residential districts.

Action Strategy:

- Land use regulations and building codes should incorporate flexibility to allow for new technologies. For example, solar power might require provisions to allow collector panels, or wind generated power might require provisions to allow for the large windmills that are necessary.

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

As the key component of economic development and community development shifts from manufactured goods to technology-based capabilities, services and support, communities will need a robust telecommunications infrastructure to remain competitive in the global economy. Broadband Internet capability and wireless access will have an increasing role in enhancing the ability of a community to prosper as the knowledge economy matures. Although these services will continue to be primarily provided by the private sector, communities must recognize the importance of the telecommunications infrastructure in promoting economic development and smart growth principles.

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

Over the last decade, there has been tremendous increase in the demand for wireless communication both for business and personal use. This trend will continue and expand in the future as wireless Internet access becomes an important part of a telecommunications infrastructure. The most obvious component of a wireless communications infrastructure is the communication tower. Although some see towers as an undesirable visual element, they are essential in developing and maintaining a viable wireless network. The locations of these towers are dictated by technological constraints, but the community should make every effort to control its landscape, and to optimize the revenue potential of public lands for communications site development. These should be important factors to consider when land use decisions are made.

Action Strategies:

- The City should continue to encourage the use of public lands for tower sites. This is desirable because public lands are distributed throughout the City, thereby increasing the likelihood that they will coincide with a wireless communication provider's tower location requirements. Also, this policy provides additional revenue to the City by way of lease payments.

- The use of industrial or more intense commercial properties for tower sites should be encouraged by streamlining the approval process in such locations. A wireless provider is more likely to try to adjust their target locations away from residential properties if the approval process is easier in commercial areas.

- Locating a tower in some residential areas will be necessary to provide seamless coverage. In these situations, the use of existing utility infrastructure such as power transmission towers or water towers should be encouraged by streamlining the approval process for collocation on these types of structures. Concealed infrastructure on public parks and other public land uses should also be encouraged by streamlining the approval process for new concealed towers on these lands.

- In situations where a non-concealed tower is not appropriate and public infrastructure facilities are not available, concealed antennas on existing structures such as church steeples, or new structures designed to blend in visually such as flag poles or clock towers should be encouraged. Land use regulations must be flexible enough to allow these creative solutions.

- Given the increasing availability of Wi-Fi (wireless broadband) technology and the continuing need to reduce traffic, telecommuting will become an ever increasing option for much of the work force. Internet access is a crucial component of telecommuting. Access is required not only from a wired home but from anywhere at any time. Wi-Fi provides this flexibility but requires antennas and equipment to be located in closer proximity to the end user through distributed network architecture. Street light poles are excellent locations for these smaller network components and should be made available for use at a reasonable cost and without onerous regulation or process requirements. Furthermore, as new streets are constructed or redevelopment projects are undertaken, installation of network architecture components should be incorporated into the planning and construction processes.

- Land use regulations may need to be revised to promote the use of public lands for telecommunications infrastructure. Processes for City staff need to be developed and set in place for the leasing of existing towers, water tanks, rooftops and land sites for new wireless infrastructure. Leasing of these City assets should be standardized and streamlined. Structural analysis should be performed by third party engineers on all existing City-owned towers to facilitate collocation by public safety and private wireless providers.

- Fund a professionally developed technology master plan for the City.

- Stimulate regional collaboration with other municipalities and regional governments and authorities, as well as private service providers, to develop the necessary regional infrastructure to connect local projects and reduce costs for all participants.

- Revise the zoning ordinance to provide incentives to deploy new wireless telecommunications infrastructure on publicly-owned structures and land.

- Adopt a telecommunications policy that promotes development of information infrastructure and encompasses right-of-way management, cable franchises, wireless facilities, and new developments.

- Develop community information systems to build content and demand for services.

- Provide workshops and hire speakers to speak with education planners, municipal officials, civic leaders, and economic development officials on telecommunication and information infrastructure benefits.

- Coordinate street maintenance and construction projects with installation of underground fiber-optic ducts.

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

The provision of broadband Internet access is rapidly becoming an extremely important factor in economic and community development. The City can have a positive influence on this part of the telecommunications infrastructure.

Action Strategies:

- As road repaving, widening or new construction are underway, installation of conduit for fiber optic or other communications cabling should be incorporated into the construction process to facilitate more efficient and cost effective network expansion by the City or local service providers.

- In addition to fiber optic cable, broadband networks require small, unmanned equipment shelters at various locations. New subdivisions and commercial developments could be required to set aside small areas for this purpose as well as provide sufficient right-of-way to accommodate underground cable ducts. Homebuilders should be encouraged to construct new housing that is pre-wired for high-speed Internet access.

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

In addition to the technological aspects of a telecommunications infrastructure, land use patterns can significantly enhance a community's ability to support telecommuting. Where appropriate, traditional neighborhood design – which combines higher residential densities with service-oriented businesses in close proximity – coupled with the encouragement of professional home-based businesses, will allow more people to work from home. This trend toward telecommuting will support other community goals such as reducing traffic congestion and providing for more walkable and liveable neighborhoods. However, notwithstanding the following action strategies, it should be emphasized that the City's land use policies, regulations, and decisions will not be driven primarily by efforts to encourage telecommuting, particularly when such decisions involve higher land use densities.

Action Strategies:

- Land use regulations may need to be revised to create the critical mass needed to support small neighborhood service businesses.

- Regulations regarding home-occupations and the location of service oriented businesses may also require revision to allow this type of neighborhood development.

- Another important component of telecommunications infrastructure which should be integrated into the traditional neighborhood design is public internet access. Libraries, community centers or other public facilities located within neighborhoods should provide Internet access for citizens who may not have access otherwise.

- Revise the subdivision ordinance to include design standards for structured cable that can be used by residents to deliver broadband access throughout homes.

- Revise the zoning ordinance to provide incentives to develop more traditional neighborhood design, more live/work developments, and less segregation of residential and small commercial uses.

Source: "Get Wired or Get Left Behind", Kathleen McMahon, AICP, and Andrew Cohill. *Planning*, July 2003.

Chapter Four - Quality of Life

VISION:

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

Introduction:

"Quality of Life" means many things to many people. For the purpose of Chesapeake's Comprehensive Plan, quality of life is defined as both citizen perception of the built environment—the appeal and livability of our urban, suburban, and rural communities, historic districts, and employment centers—and as the adequacy and quality of services provided to residents. These services include education, parks and recreation, libraries, police and fire protection, mental health services, and cultural facilities. Quality of life indicators define Chesapeake as a city and evoke a sense of community and belonging.

Quality of Life issues are those that impact where people want to live, work, and play and are important factors for cities to promote in a competitive marketplace. More than anything else, an outstanding quality of life both attracts new residents and employers and convinces those already here to remain. People want to reside in a community that is both safe and suited to their lifestyles. Employers require the stability that comes from being able to locate and grow in areas where their employees are happy to live. Visitors desire authentic experiences where they can savor genuine beauty and enjoy distinctive activities.

The Quality of Life Chapter encompasses sections on Design, Education, Public Facilities and Services (Police, Fire and Emergency Medical Services, Libraries, Human Services, Chesapeake Integrated Behavior Healthcare), Parks and Recreation, Historic Resources, and Cultural Facilities.

Design

Overview

The overall vision for Moving Forward Chesapeake 2035 Comprehensive Plan describes a city that is a desirable place for residents, businesses and visitors alike, with a high quality of life and an attractive and harmonious built and natural setting. Good design is more than just an option to consider for Chesapeake. The quality of a city's streets, buildings and parks has a direct impact on the city's economy, its quality of life, and its long-term sustainability as a desirable place. Distinctive and high quality design can help Chesapeake solidify its "brand identity" within the larger Hampton Roads region. It can be an effective marketing tool, providing good models for future developers and investors.

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

Residential Development

The City of Chesapeake is considered an attractive and sought after location within Hampton Roads to raise a family. A quality public education, safe and quiet neighborhoods, open space, employment opportunities, and convenient access to other cities in the area are several reasons. As such, the City has experienced growth in residential development, which will continue in the future for new single family subdivisions, apartment complexes, and other residential products at higher densities albeit at a slower pace. As a city with vacant land to develop and areas for redevelopment, Chesapeake has an opportunity to create beautiful places.

Quality design includes providing residents options in terms of housing designs at all price points. The City should strive to promote a variety of architectural styles in residential communities to offer choices for home buyers. Monotony in architectural design detracts from the quality of residential neighborhoods and its desirability. Rather than "cookie cutter neighborhoods," Chesapeake should encourage visually distinctive neighborhoods to distinguish it from surrounding cities.

In order to create beautiful and sustainable communities that add value to the City, attention to detail is very important. All residential developments, whether they are new subdivisions, infill, or mixed use products, should adhere to basic design principles for the treatment of architectural details. Promoting quality building design and building materials are fundamental to creating communities that are sustainable.

Culpepper Landing Neighborhood

Rear Alleys

For a municipality, the initial cost of development is far less than the cost of redevelopment. Similarly, the design of buildings should add value to the community as structures that people will want to maintain over time. In addition to the style, design, and details of the buildings themselves, it is also important to consider the layout of the neighborhood, such as the streets, landscaping, and any community amenities. Roads should be designed to interconnect neighborhoods not only for better vehicular access and public safety but also for promoting interaction within the community. Thoughtful neighborhood design and layout coupled with passive open space areas, parks, community centers and pools create a sense of place and community.

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

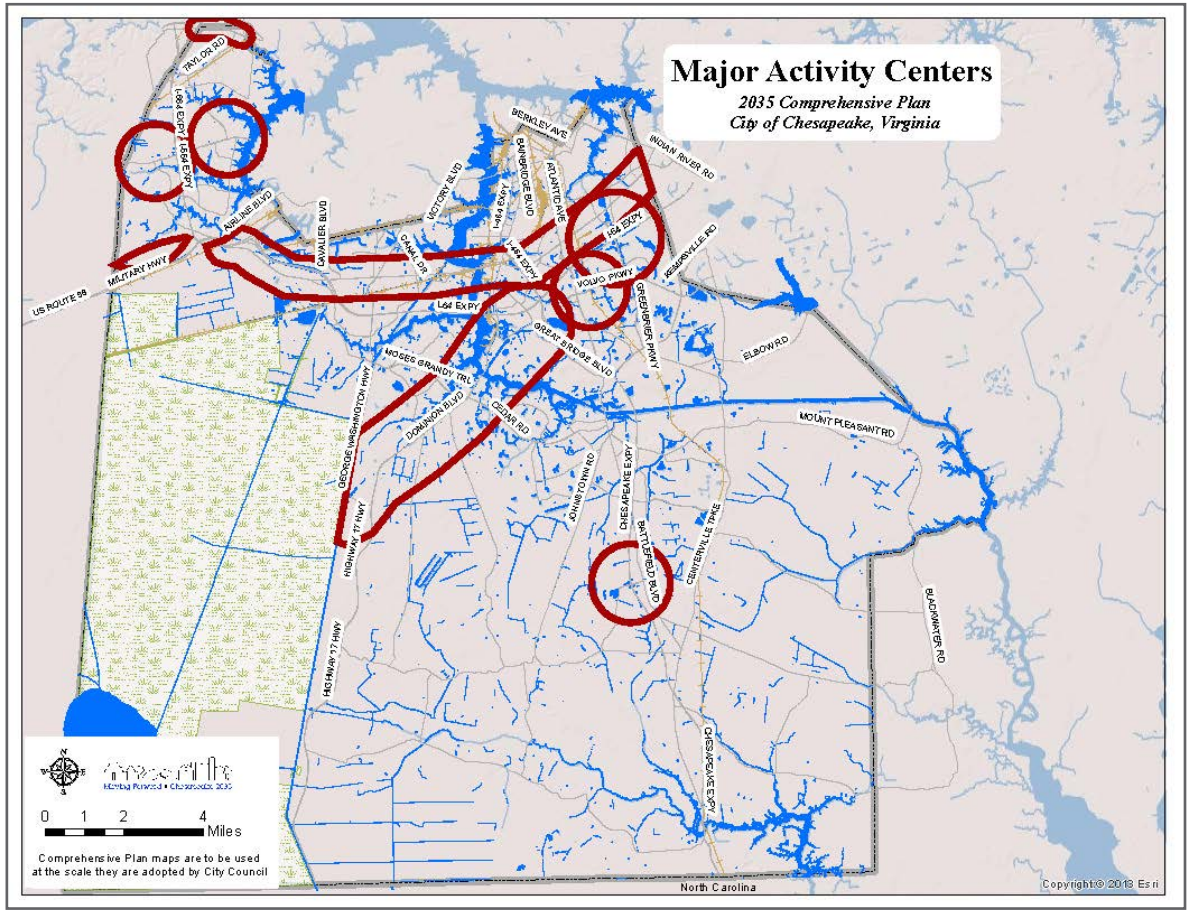
Action Strategies:

- Utilize previously approved policies and guidelines for architectural design and building layout during review of rezoning and conditional use permit applications.
- To avoid monotony in residential building design, recommend a variety of architectural styles or detailing within a particular style for proffering during rezoning applications.
- Work with developers to utilize basic design principles for residential development.
- Pursue a contract with an architectural design firm to assist staff with review of significant residential and nonresidential projects.

- Work with developers to establish residential communities with amenities, such as community gathering places and recreational features, rather than just subdivisions.
- Pursue the use of incentives, fee reductions, or density bonuses for developers who exceed the City's goals for architectural design, site layout, and the provision of community amenities.
- Re-evaluate Zoning Ordinance development criteria for townhouses to reduce the amount of paved surfaces and to provide better overall design.
- Work proactively with developers to utilize creative design techniques, such as traditional neighborhood design principles, for developments with lot sizes less than 10,000 square feet.

Major Activity Centers, Commercial, Office, and Retail Development

Commercial development such as retail shops, restaurants, hotels, and offices are located in highly visible areas that depend on vehicular traffic. This includes not only major activity centers in the City but also



commercial uses along major thoroughfares. They are important to the continued economic vitality of Chesapeake and their design and relationship to the surrounding environment is a key component of the City's overall visual character.

Major activity centers are regional retail or employment nodes that are intended to draw customers and employees from the region. These centers are typically located near highways, interstate interchanges, and arterial roads. Current examples include Western Branch, Greenbrier, and Edinburgh. Major activity centers by necessity require large areas of parking and are frequently characterized by large building sizes with simple massing and include regional shopping malls, big box retail stores, entertainment centers, office, and commerce parks.

In addition to major activity centers, commercial development is located along the City's major thoroughfares. Many Chesapeake neighborhoods are located behind these establishments. Building placement, size, and height are important considerations when commercial development is located adjacent to residential. The use of fencing and extensive landscape buffering often helps to separate any office, restaurant, or retail shop from residential property.

Because these commercial and office corridors serve as gateways into the City from surrounding cities and into residential neighborhoods, it is also important that they are distinguished in terms of quality design, building materials, and signage.

Commercial Landscape Buffer

Promoting buildings that are aesthetically pleasing and compatible with surrounding development is necessary to establish a particular identity for Chesapeake and for marketing the City as a quality place to live and work. Requiring a higher standard for our built environment will help distinguish Chesapeake from the other cities within Hampton Roads. Quality designed buildings are also more sustainable; that is, they are less likely to degrade over time and lose their customer base. Patrons are more likely to visit attractive shopping centers than ones that are outdated and declining.

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

Action Strategies:

- Utilize the City's adopted policies, including but not limited to, the Transportation Corridor Overlay District Design Guidelines and the Large Retail Development Guidelines, when reviewing land use applications and strongly encourage the proffering of specific

architectural design, building materials, and site development criteria during the rezoning process or through the provision of stipulations during the conditional use permit process.

- Whenever possible, encourage land use applications pertaining to redevelopment sites and changes of use to comply with development criteria for that particular zoning district including, but not limited to, landscaping and signage.
- Promote the enhancement of large parking lots with perimeter and internal landscaping and pedestrian walkways and plazas. Review individual landscaping plans for consistency throughout the activity center or along major city thoroughfares to unify the area.
- Ensure compatibility between non-residential and residential uses in terms of building massing, height, and setbacks in reviewing discretionary land use applications. Recommend modifications to the Zoning Ordinance where necessary to promote compatibility between uses.
- Review the Zoning Ordinance to require screening of roof top mechanical equipment and loading and service areas from all views, for all new buildings.
- The City will develop a plan for providing incentives to promote compatible land uses and architecture in Major Activity Centers and along commercial corridors that take advantage of visibility and connectivity benefits.

Industrial Development

Industrial centers and corridors in Chesapeake are districts that are intended to serve as employment hubs for the City and the region. Existing examples include Cavalier Industrial Park, Greenbrier Industrial Park, Oakbrooke Technology Park, portions of Military Highway, and the waterfront of the Southern Branch of the Elizabeth River. They range from light industrial parks with small lots and minimal outdoor storage and equipment, to large heavy industry sites with significant impact on adjacent land uses. Some of these areas have very good redevelopment potential and can be upgraded to improve their visual appearance and reduce their impacts on surrounding areas.

Industrial building design in Chesapeake is controlled in several industrial parks, such as the Dominion Commerce Park and the Oakbrooke Technology Park, by the Planned Unit Development criteria established for that area. Others, such as the Battlefield Corporate

Oakbrooke Building

Center, utilize restrictive covenants established by the developer of the park. A quality designed industrial park should incorporate building design and material standards to create a unified look as well as unified signage and a complementary landscaping plan. In addition to individual properties, medians leading to and within industrial parks should be enhanced with street trees and landscaping.

However, there is also a desire to reinforce quality building design and layout for individual industrial buildings that face major roadways, waterways, and gateway areas into the City. Given the nature of industrial uses and the need for storage of equipment and materials, design guidelines should not be as restrictive as those for residential or commercial uses. Architectural standards and upgraded building materials apply primarily to the front façade and other facades facing public roadways. Also, materials storage and loading should be located behind the building and away from streets.

For industrial buildings, an enhanced design is recommended for the front façade of the building rather than for the warehouse component. The front façade of the building should be oriented to the public street and consist of primary building materials such as brick, stone, split-face block, pre-cast concrete (if designed to simulate brick or stone), or architectural concrete (again, if the surface is designed to simulate brick or stone). Materials that are not recommended for the primary building façade include vinyl siding, smooth-faced gray concrete block, painted or stained concrete (including concrete block), metal siding, or plastic. For the warehouse component of the building, it is recommended that the building materials be more flexible.

Greenbrier Business Park

Similarly, loading docks, truck entrance doors, and outdoor storage should not be permitted in the front yard. Any fencing located in the front yard should be enhanced using black vinyl coated chain link or ornamental fencing.

The organization of the building façade should be based on proportions. As with commercial and residential buildings, the composition of industrial buildings should include a clearly recognizable base, middle, and cap along the entire length of the façade. Each should be correctly proportioned to the height of the building. Rooflines should vary in height, material, treatment, or direction. All rooftop and ground mounted mechanical equipment should be screened from view from any other use or roadway or private lane. Screening of the mechanical equipment should be considered during the building design phase.

Future development of the WIlliams Tract UEDO shall adhere to the “Recommended Considerations and Policies for Future Development”

contained in the updated Novemember 5, 2018, and November 13, 2018 staff reports for PLN-COMP-2018-002.

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

Action Strategy:

- Recommend the use of industrial design recommendations listed above during the review of discretionary land use applications for industrial development and encourage applicant participation.

Public Buildings

Municipal buildings, schools and colleges, libraries, community centers and public parks are the focus of community life. Civic buildings in older communities set the tone and standard for architectural design in the community. New development should enhance the existing character and style of the community. One design style is not appropriate for all communities.

Attention to quality design is as important for a civic building as its cost, and both concerns should be balanced by the City and the School Board. In addition to buildings, the landscaping around civic places should be enhanced to create more inviting places of community activity.

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

Action Strategies:

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

Open Space System

Providing a high quality of life for those who live and work in Chesapeake will rely on creating an integrated and accessible system of outdoor amenities, including active recreation areas, passive natural areas, and sufficient "green relief" for the developed portions of the City. Chesapeake is fortunate to have within its boundaries extensive and environmentally significant natural resources such as the Great Dismal Swamp, the Northwest River, and the North Landing River. It also has a network of many smaller waterways and natural corridors that interlace the developed areas and provide an unprecedented opportunity to create an open space network within the City. The City of Chesapeake desires to protect its open space, its natural resources, including its drinking water supply watershed and natural habitats.

The policy issues in the Design section discuss how new development should preserve open space to the extent possible and to incorporate natural features and open space amenities within development projects to promote an improved quality of life. Please see the Responsible Growth Chapter for issues addressing open space and natural resource preservation.

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

Action Strategy:

- Over time, encourage higher density structures and mixed use developments in the Urban Overlay District and targeted areas in the Suburban Overlay District to preserve open space and natural features.

Riverwalk Walking Path

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

Action Strategies:

- Encourage an integrated system of trails and pedestrian walkways to connect residents and employment centers to schools, shopping centers, parks, waterways, and other public amenities.
- Promote the development of trails, parks, and open space areas within subdivisions and major activity centers.

Streets and Streetscapes

Streets

The traditional approach to roadway planning focuses on the movement of motorists from one destination to another in a safe and convenient manner. Planning for roadway capacity is important for anticipating future demand generated by new development, but other roadway elements should also be considered. More and more communities are focusing on developing Complete Streets, which enable safe,

attractive, and comfortable access and travel for pedestrians, bicyclists, motorists and public transport users of all ages. Elements of Complete Streets differ based on the community, but may contain all of some of the following: sidewalks, crosswalks, raised medians, accessible pedestrian signals, bike lanes, bus lanes or pullouts, and street trees. Perhaps the most fundamental element of a Complete Streets program is the provision of sidewalks.

However, in Chesapeake, sidewalks are not required with all new or redevelopment projects. The City Code only requires a private developer to construct new sidewalks on new streets. This is typically the case when new, large residential subdivisions are established. Therefore, if a developer plans to construct a building, (whether it is a commercial building, apartment complex, or office complex, for example) along an existing roadway, the developer is not required to install a sidewalk as part of his project. Since many of these areas are near residential neighborhoods, they are generators of pedestrian traffic and sidewalks should be encouraged.

Streetscapes

In addition to the above, the Complete Streets concept includes pedestrian infrastructure, such as streetscapes. The most important publicly-controlled design elements in the City are its public streets and streetscapes. Landscape elements can be used to create aesthetically pleasing environments and gateways where people want to live and shop. Beautifying the right-of-way is another opportunity to create a brand identity for the City. In addition to improving the appearance of streets,

the provision of streetscapes can promote traffic calming. Landscape elements, such as pedestrian scale lighting, pavers, benches, and plantings, can be used in areas where slower and more attentive drivers are desired. The change in treatment can effectively reduce traffic speeds by visually signaling drivers of the special area.

Chesapeake has several excellent examples of landscaped and attractive streetscapes such as in commercial areas like Greenbrier and residential communities like Riverwalk. Many older street corridors, however, such as Military Highway and Battlefield Boulevard, need significant design enhancements to improve their appearance and encourage commercial reinvestment and redevelopment. The use of landscape elements can connect the visual landscape and provide continuity in disorganized corridors.

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

Action Strategies:

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

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

Action Strategies:

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

Gateways

(For additional information and recommendations for Gateways, please refer to the Design Guidelines Manual, adopted by City Council May 12, 2007, which is located in the Design section of the 2035 Comprehensive Plan Technical Document.)

Gateways provide a unique sense of identity, transition, and anticipation. They should relate to the region's natural resources, scenic views, and local cultural heritage. Gateways identify entrance points to the City and key destinations as well as its neighborhoods. Several opportunities for gateways exist in the City of Chesapeake. Gateways may have a

variety of configurations and scales. From regional to community to the neighborhood scale, gateways can be created through a variety of styles, including architectural, monumental, or landscape. The following types of gateways are discussed below:

Regional: The regional scale should focus on the traveler's experiences as they enter the City of Chesapeake from the surrounding area. Gateways should welcome visitors arriving from North Carolina as well as adjacent Hampton Roads cities. This scale includes scenic views, architectural thresholds, and other natural and man-made elements such as structural landscape elements like bridges and signs, views framed by vegetation, and lighting design. These gateways should provide a sense of transition at major intersections into the City.

Destinations: Gateways should be incorporated into the entrances of major destinations including, but not limited to commercial areas, government civic centers, public facilities, institutions, and special areas. They should also be located in tourist destinations such as historic districts.

Community: This scale includes entry points to retail areas, public greenways and park systems, and should be identifiable to both the vehicular and pedestrian traveler. Here, opportunities also exist for scenic views to be framed, local artwork to be incorporated, and vegetation to be added to provide texture and interest.

Neighborhood: This scale includes neighborhoods that may have entries for both pedestrian and vehicular traffic. Architecture, materials, and views may be highlighted to give residents not only a sense of identity and belonging, but pride in their community. Funding through the sale of custom license plates, in partnership with DMV (Department of Motor Vehicles), is available for the location and development of gateways in the City. Such funding was used at the intersection of Old Battlefield Boulevard/Station Road/Route 168. The intent of this landscaped gateway is to welcome motorists entering the City from North Carolina and to create a sense of place with vivid landscaping.

Landscaped Median Project

that are integral with, not contrary to their surroundings.

Action Strategies:

- Refer to the action strategies discussed for Gateways as listed in the Design Guidelines Manual,which is contained in the Design section of the 2035 Comprehensive Plan Technical Document. Strategies for Gateways and Entryways are also discussed in the Land Use section of Chapter Two, under Objective 5.

- Consideration should be given to establishing gateways around

the City in areas that serve as internal entryways to distinct character districts, commercial areas, etc. Examples of such internal gateways would be Portsmouth Boulevard in the vicinity of Chesapeake Square Mall off of I-664; the Greenbrier area; the Poindexter Street commercial corridor off of I-464; and the Indian River Road commercial corridor. Appropriate signage, flags, landscaping and other elements identified in the Design Guidelines Manual should be considered.

City-Wide Character Districts

(See the Design Guidelines Manual located in the Design section of the 2035 Comprehensive Plan Technical Document, for additional information and recommendations)

Chesapeake is not uniform – it is a City composed of villages, neighborhoods and districts that often have distinct settings and separate design characteristics. By emphasizing quality in the design of the built environment, these disparate places can be enhanced and harmonized with the look of the City as a whole, while maintaining their individual character. It is important to recognize the different development patterns that make up Chesapeake as a whole. These patterns of growth and development have been determined by history, geography, by governmental policy and by market forces. As Chesapeake flourishes over the next decades, the following broad "Character Districts" and associated design principles will help ensure a harmonious pattern of land use and design and give landowners and developers guidance regarding site development issues.

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

Urban Character District – Design Principles

(See the Design Guidelines Manual, located in the Design section of the 2035 Comprehensive Plan Technical Document, for additional information and recommendations)

The Urban Overlay District, containing generally the City's older urbanized area north of the Albemarle and Chesapeake Canal, has been designated for development at higher densities. The historical development pattern has resulted in this district's current mixture of stable, older neighborhoods, waterfront industrial areas and aging commercial corridors. Redevelopment and infill development are more prevalent in this area as large tracks of available, vacant land are lacking for new construction and the pattern of development has largely been established. Redevelopment may require upgrading of the existing infrastructure system including roads, utilities or other services. The Gateway at SoNo and the Poindexter Streetscape plan are examples of both private and public sector reinvestment in this area.

Similar to other localities in Hampton Roads, some infill development in existing neighborhoods has produced unfavorable results. Concerns focus on infill development and its incompatibility with the surrounding neighborhood in terms of building massing, height, setback, appearance, and parking. Poor infill development can be characterized by structures lacking basic design principles and constructed of poor building materials.

Substandard/Narrow Lots

The negative impact of infill development has perhaps been most prevalent in communities with substandard or narrow lots. Narrow lots are those defined as not meeting the current zoning regulations for that particular district, specifically in regard to lot width. These substandard lots are typically less than 40 feet in width and some as small as 25 feet in width. Narrow lots are mostly found in the South Norfolk, Portlock, Norfolk Highlands, and Deep Creek areas of the City and are typically zoned R-6 and R-SFA.

What makes these infill structures most problematic has been their contrast with stable, older neighborhoods with established development patterns and mature trees and landscaping. They are not only unusually narrow, but also two stories high, dwarfing the existing structures in the neighborhood. These housing units are typically dominated by prominent overhead roll garage doors that span almost the entire width of the unit's front elevation.

The exterior designs of these units tend to be plain and monotonous. It is common to see the same housing designs repeated down an entire block. The materials are rudimentary and inexpensive. These units commonly lack basic architectural features such as proportional window openings, porches, window shutters and crawl foundations. There is no continuity in structural or landscape design. When pockets of these infill units are constructed in mature neighborhoods, there is no process in place to ensure that the new units blend harmoniously into the neighborhood. The narrow front yards are covered almost entirely in concrete for parking. The increase in impervious material on these narrow lots has also created drainage issues for these areas where drainage infrastructure is lacking. However, in instances where curb and gutter does not exist, staff is able to require off-site drainage improvements.

In many cases, the on-site parking is not sufficient and residents and visitors park on the street. This reduces the capacity of the street for motorists and results in traffic circulation problems for the neighborhood. Citizen complaints regarding narrow streets in these areas have prompted the Department of Public Works to explore designating some streets as one way only or restricting parking to one side of the street.

The contrast between the existing neighborhood and the infill areas containing these units are striking. In order to address this issue, the City approved a Zoning Ordinance text amendment on February 22, 2006 that required adjoining vacant substandard lots under common ownership to merge. The ordinance also established a minimum width for re-subdivided lots of 37 feet and a height limitation of two stories.

Although this change has certainly decreased the number of narrow lots in the City, it did not address the issues of neighborhood compatibility for those narrow lots that still can be developed. In May of 2007, City Council adopted design guidelines, which is

an appendix to this plan. The Design Guidelines Manual provides direction for providing quality and compatible infill design, but serves as only recommendations to builders. Several Hampton Road communities regulate the placement, building massing, and form of infill development on substandard lots. Chesapeake is currently pursuing a voluntary approach for builders to construct homes compatible with the surrounding neighborhood. A limited, form-based zoning approach may also be an option if a voluntary approach proves to be unsuccessful.

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

South Norfolk Streetscape

Action Strategy:

- Continue to implement plans for improvements in South Norfolk, Greenbrier, and South Military Highway.

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

Action Strategies:

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

- Preserve historic buildings in the area and utilize design examples to inspire "place-making" for new development in the area.
- The City will study the applicability of Form Base Code in Chesapeake, with recommendations for implementation.

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

Action Strategies:

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

Suburban Character District – Design Principles

(See the Design Guidelines Manual, located in the Design section of the 2035 Comprehensive Plan Technical Document, for additional information and recommendations)

The Suburban Overlay District, largely consisting of more recent development that includes single-family neighborhoods, shopping centers, and business parks, is primarily comprised of Western Branch, Deep Creek, Great Bridge, and Edinburgh. The development pattern is typically low to medium density, is more horizontal in form, and is more open to the sky. Existing neighborhoods are characterized by internal

Riverwalk

systems of curvilinear streets with limited connections to adjacent streets and neighborhoods. A variety of housing styles exist in the suburban area of the City from brick ranches to 2-story more modern interpretations of classical designs.

In the future, the Suburban Overlay District will continue to experience three residential land use trends. The existing housing stock will continue to age in place, which will generate issues regarding housing maintenance, code enforcement, and aging infrastructure. Infill development as individual lots or as clusters of homes is expected to continue as there are numerous lots available in the City under current residential zoning. It is also expected that this area would continue to experience conversion of open space and farmland sites into new subdivisions.

An opportunity also exists for the development of a mixed use area along Dominion Boulevard. The Route 104/Dominion Boulevard Corridor is emerging as the next growth area of Chesapeake. The area along Dominion Boulevard generally from the Veterans Bridge to Route 17 has been identified on the Land Use Plan as appropriate for a mix of uses consistent with the Dominion Boulevard Corridor Study. The intent

is to create a major employment center outside of Greenbrier. Several important public improvement projects, however, will be required as catalysts for the area. These include the recent replacement of the Dominion Boulevard Bridge with a high-rise structure and the widening of Dominion Boulevard.

Planning has been accomplished through the designation of this area as a Transportation Corridor Overlay District (TCOD) in 2000. TCOD identifies site design and architectural issues, but as additional planning is undertaken for this area, other implementation strategies should be discussed, such as a form-based zoning approach, to achieve desired outcomes for new development. Most recently, the City adopted the Dominion Boulevard Corridor Study on November 15, 2016 to provide detailed future land use and development recommendations for this emerging growth area.

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

Action Strategies:

- Encourage the development of well-designed communities with a variety of housing types and community amenities in Western Branch, Deep Creek, and Great Bridge that will appeal to a cross-section of the community.
- Encourage developers to foster a sense of community involvement with the addition of neighborhood parks, public art, pools, walking trails, and clubhouses.

Riverwalk Clubhouse

Objective 5: Consideration should always be given to the mitigation of any undesired impacts between adjacent uses; good design practices should be used to ensure land use compatibility.

Action Strategies:

- Require infill development to be compatible with adjacent properties in terms of building height, scale, massing, and prominent design features such as lighting to blend in with the existing neighborhood.
- Encourage developers to use the adopted Design Guidelines for neighborhoods when applying for discretionary land use applications.

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

Action Strategies:

- Develop a strategic plan for the area and subsequent implementation strategy.

- Re-evaluate TCOD site and design guidelines for Dominion Boulevard and investigate other implementation strategies to achieve desired results.

Rural Character District – Design Principles

(See the Design Guidelines Manual, located in the Design section of the 2035 Comprehensive Plan Technical Document, for additional information and recommendations)

The Rural Overlay District lies south of the City's urban service boundary and has been historically agricultural in nature. The district also contains the Northwest River (a major drinking water supply for the City), the North Landing River, as well as the U.S. Naval Auxiliary Landing Field (NALF) Fentress and Naval Support Activity Northwest Annex. Preserved farmland, natural areas and small-scale rural communities and compatible employment uses are envisioned for this area. It is designed to support the goals of protecting working farmland and providing an open, rural landscape as a relief to the built up and developed areas of the City.

The landscape of Southern Chesapeake has already been impacted by the uncoordinated and fragmented residential growth. The overwhelming majority of this growth has occurred on 3 acre lots. Improperly located residential development leads to conflicts with adjacent land uses. This is particularly apparent when considering impacts to agricultural lands. Potential conflicts include noise, dust, pesticide use, odors, vandalism, traffic, and decreased incentive to invest due to imminent land conversion and rapidly increasing land values. Each of these factors contributes to land conversion by making it no longer economically viable or operationally feasible to continue farming the land. This is a process that leads to land conversion by default.

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

Action Strategies:

- Adhere to the Rural Overlay District design recommendations provided in the Design Guidelines Manual, which can be found in the Design section of the 2035 Comprehensive Plan Technical Document.
- Encourage developers to construct cluster subdivisions rather than piano key development.
- Modify the Public Facilities Manual to allow rural character design development standards in the Rural Overlay District.

Village Design

The long-term sustainability of Chesapeake depends not just on new development in "greenfield" areas, but also in an ongoing process of revitalizing and redeveloping existing older areas within the City. Most of the development in the area that would become Chesapeake traditionally evolved as a series of small village settlements. These villages were of two distinct types. The urban village, such as South Norfolk, was a separate urban community with a distinct cluster of neighborhoods. The rural village, such as Deep Creek, Sunray, or

Great Bridge, on the other hand, was typically a self-sustaining market center that served surrounding farmland. Both types of villages were characterized by local churches, schools and small commercial centers. They allowed residents to live, work and shop within convenient distances. Most of these small village settlements have experienced enormous growth and are losing their identity as distinct communities within the fabric of the City. These older centers need to be preserved as an important link to the past and source of community identity.

Consistent with Chesapeake's vision as a City of individual communities, it is important to establish design principles that will help reinforce the village structure and emphasize each village's distinct character within the City as a whole. The future economic success of Chesapeake depends partly on successfully revitalizing its older neighborhoods and employment areas to effectively meet the needs of current and future populations. Both South Norfolk and Great Bridge have their own strategic plans and specific design guidelines, Sunray and Deep Creek, on the other hand, do not.

7-Eleven Deep Creek

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

Action Strategies:

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

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

Action Strategy:

- Investigate a grant program for providing landscape improvements.

Light Rail

Transit Oriented Design

Transit can include one of more the following modes of transportation: commuter rail, light rail, streetcar/trolley, bus rapid transit, and express, enhanced, and local bus service. Transit works when there are enough people moving from one place to another. To build the integrated transit network envisioned for Chesapeake, development patterns will need to change over time to encourage and support future transit services.

Changes in the location of development, types of uses, and densities will help provide the number of transit riders needed to support the transit network. Rather than lower density, single purpose development, transit-supportive development is a moderate to high density mix of residential, restaurant, commercial, office, entertainment, employment, and government uses within a pedestrian friendly network. Transit-supportive development is the key to obtaining state and federal transit funding and maximizing the benefits of investment.

A station area is typically defined as a 10-minute walk or one-half mile distance from the transit stop to nearby destinations. It is within this station area where transit-supportive development will provide positive effects on transit use and provide the greatest economic development potential for a local jurisdiction.

Potential transit-oriented development areas identified within the City of Chesapeake for light and/or commuter rail include, but are not limited to the following general areas:

- South Norfolk – near Liberty Street and Poindexter Ave. (light rail)
- Edmonds Corner – Providence Rd. and Campostella Rd. (light rail)
- Greenbrier South – Eden Way and Crossways Blvd. (light rail and commuter rail)
- Clearfield Triangle – Kempsville Rd. and Greentree Rd. (commuter rail)

As these areas undergo infill and redevelopment, options should be preserved for re-orienting them toward transit-friendly design. Investments in transit are long-term and may take decades to be realized. However, planning for transit and transit-oriented design should be instituted in the short term, so that future village centers will have the development concentrations and land use patterns that can adequately support transit usage.

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

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

Action Strategies:

- Promote the highest density development close to the transit station or bus stop.
- Increase density through compact building design, infill development, and structured parking.
- Redevelop under-utilized retail and commercial areas with expansive parking lots as master planned mixed use centers.

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

Action Strategies:

- Promote varied housing choices including apartments, condominiums, townhomes, small-lot single family homes, and housing-over-retail.
- Utilize the Urban PUD and Mixed-Use Urban zoning districts to further develop transit-oriented centers and villages. These zoning districts allow transit-supportive levels of residential and non residential development and describe appropriate and desired mixes of uses.

Objective 3: Foster unique identities for each of the activity centers as they redevelop. Encourage each center to have slightly different characters and to maintain ties to adjacent neighborhoods, as appropriate.

Action Strategy:

- Develop design guidelines and standards to help define character such as architecture, streetscapes, and landscaping.

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

Action Strategies:

- Provide bus shelters, sidewalks and other improvements to support enhanced bus service within and between the activity centers.
- Design for pedestrian and bicycle access to reduce impacts from automobile access and traffic.
- Provide easily accessible critical services to help reduce auto dependency.

Area-Specific Design Principles

While the above design principles incorporate recommendations for the City as a whole, additional design principles may be needed for individual areas within the City that have unique development issues and challenges.

The following are design recommendations that should be considered for specific planning areas within Chesapeake. Over the years, the City has developed detailed area plans for areas such as South Norfolk, Western Branch, South Military Highway, Poindexter Street, and the Great Bridge Village area. The purpose of area-specific design principles listed below is not to supplant, but to supplement and support the policies of the existing City area plans relative to design issues.

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

Transportation Corridor Overlay District (TCOD)

(See also the Transportation Corridor Overlay District, located in the Land Use section of the 2035 Comprehensive Plan Technical Document, for additional information and recommendations)

The Transportation Corridor Overlay District was originally adopted by City Council on June 13, 2000 and revised on November 15, 2016. It is a policy designed to manage emerging development along significant transportation corridors within the City, specifically the Route 104/ Dominion Boulevard Corridor, the Route 17 Corridor, and the Route 168/Chesapeake Expressway Corridor. TCOD recommends that

Harris Teeter - TCOD Example

land use should be preserved for economic development purposes within a 1 mile radius of these corridors. The document also includes design guidelines for use with rezoning and conditional use permit applications. Recognizing the high degree of visibility and existing scenic quality within the Transportation Corridor Overlay District, it is important that development located within the corridors establish a positive first image and impression to those who pass through or visit from other areas.

For this reason, an effort is needed to unify development within the corridor through the use of aesthetics and design. Preservation of existing natural and historic features, architectural character, landscaping, parking and service areas, pedestrian flows, vehicular access, signage and lighting are all major factors that should be considered in the design of development within the Transportation Corridor Overlay District

Through the use of TCOD design guidelines, the City has been able to achieve better building design and building materials, and enhanced building site layout within these corridors. The TCOD design guidelines have been utilized in the Edinburgh Planned Unit Development, the

Hanbury Village Shopping Center, and the Dominion Commons Shopping Center, among other locations. In most cases, the guidelines have provided enough flexibility to achieve desired results.

However, the TCOD corridor includes numerous properties and advocating a certain design style may become monotonous and not necessary to achieve a better design aesthetic. The overlay district advocates several architectural styles, such as Southern Colonial, Southern Plantation or French Colonial, but other design themes could be entertained while maintaining a higher building design and quality standard.

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

Action Strategy:

- Evaluate the TCOD design guidelines to identify what is working and what can be improved to reach the desired objective.

Western Branch

(See also the Western Branch Land Study, located in the Land Use section of the 2035 Comprehensive Plan Technical Document, for additional information and recommendations)

Western Branch has been studied extensively in the past. The most recent initiative was a change to the Land Use Plan in 2006. Because the focus of planning in Western Branch involves more land use issues than design, please refer to the general design categories of residential

and non-residential development, open space, and the Design Guidelines Manual, Chapter III - Mixed-Use and Infill Development in the Suburban Overlay District, located in the Design section of the 2035 Comprehensive Plan Technical Document.

Great Bridge

(See also the Great Bridge Village Design Guidelines, located in the Land Use section of the 2035 Comprehensive Plan Technical Document, for additional information and recommendations)

With the replacement of the Great Bridge Bridge in 2001, numerous development and redevelopment opportunities in the area became apparent. The Great Bridge Village area is generally located on either side of Battlefield Boulevard from Great Bridge Boulevard running south to its intersection with the Oak Grove Connector. With its history, public water accessibility, and strong sense of community, Great Bridge is poised to build upon its vibrant neighborhoods and maritime environment.

Great Bridge Battlefield Park

Poindexter Street

The objectives of the Master Plan for Great Bridge include the recognition of the Battle of Great Bridge of 1775 with plans for a visitor center; to protect and enhance the area's natural resources, while at the same time capitalizing on the waterways for economic development; and to establish design and land use guidelines for the area. The Plan depicts a series of land use "nodes" and the creation of five (5) themed districts (from north to south): the Oak Grove Gateway District, the Causeway District, the Historic Battlefield District, the Business District, and the Southern Gateway District.

Design guidelines were adopted for the Great Bridge Village in 2008. These guidelines would be applicable to the Causeway District and the Great Bridge Business District, which are located north and south of the intercoastal waterway. The intent of the guidelines is to create a well designed "village environment" with buildings fronting on Battlefield Boulevard and other streets. A village is defined as a medium density development with an emphasis on pedestrian orientation and sensitive coordination of vehicular access and parking. As a whole, it integrates residential, retail, office, hospitality uses, and public spaces.

The design of the buildings should follow historic precedents for proportions, materials, and form and should include Southern Colonial, historic, coastal, and nautical themes. The overall purpose is to create a sense of place and identity. Additional recommendations are provided for façade treatment, storefronts and residential buildings, canopies and awnings, fencing and railings, streetscape elements and design, landscaping, and signage.

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

Action Strategy:

- Begin to hold meetings with various stakeholders to move projects forward.
- The City will pursue better coordination of the Design Guidelines for the Great Bridge Village District with by-right land uses.

South Norfolk

(See also the Poindexter Corridor Strategic Development Plan, 2004 located in the Land Use section of the 2035 Comprehensive Plan Technical Document, for additional information and recommendations) A Strategic Development Plan and accompanying Design Guidelines for the Poindexter Corridor were developed in 2004 in response to declining conditions of the South Norfolk neighborhood and, in particular, the business district along Poindexter Street. Since the 1960's, the area has experienced a steady loss of businesses and an accompanying deterioration of the physical environment.

The Design Guidelines provide specific criteria for each of the areas targeted by the Plan for concentrated redevelopment (the Waterfront, I-464 Interchange, and the Village Center) and for Poindexter Street and Liberty Street. Criteria for these specific areas include the development framework of streets, blocks, and open space, view corridors, setbacks, heights, and parking. In addition to site specific design guidelines, the document provides general guidelines, which recommend streetscape and architectural design treatments. The first streetscape project has been completed at Poindexter Street and Bainbridge Boulevard. A Tax Increment Financing District has been established as a dedicated funding source to implement projects in South Norfolk.

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

Action Strategy:

- Undertake a study with input by various City departments to determine community impacts and opportunities.

Greenbrier

(See also the Greenbrier Tax Increment Financing (TIF) District, June 22, 2004; and the Greenbrier TIF District Master Plan, May 2006, for additional information and recommendations)

The Greenbrier Planned Unit Development was created in 1973 and has evolved as the largest mixed-use district in Hampton Roads. Greenbrier is a major economic generator for the City and the region. In order to maintain Greenbrier's economic advantage in the marketplace and to attract new businesses and residents to the area, strategies have been identified to upgrade the area's image, appearance, and functionality. City Council established the Greenbrier Tax Increment Financing (TIF) District in 2004 to generate a funding source for identified projects. A master plan recommending strategies to leverage TIF funds was completed in 2006. This plan identified eleven "districts," each with a distinct character that can be reinforced and enhanced. Also included is a "Greenbrier Center District," that will serve as the town center for Greenbrier. The newly constructed Towne Place at Greenbrier along

Eden Way was developed to serve that purpose with a mixture of hotel, retail, restaurant, office, and residential uses with an outdoor entertainment venue. The planned Dollar Tree mixed-use development in that vicinity is anticipated to further contribute to the town center district concept in Greenbrier.

Additional land use and design elements identified in the Plan include major upgrades to City Park, new bike trails and new parking lots that will improve park accessibility options and shuttle connections within the Greenbrier Center District, including access to the City Park, which will improve accessibility throughout the area.

A roadway "beautification" program is planned with new landscape, pedestrian lights and sidewalks. This element will provide a pedestrian focus and accessibility for all of Greenbrier with connections to the surrounding community. Streetscape improvements have already been constructed for Eden Way and Stephanie Way.

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

Action Strategy:

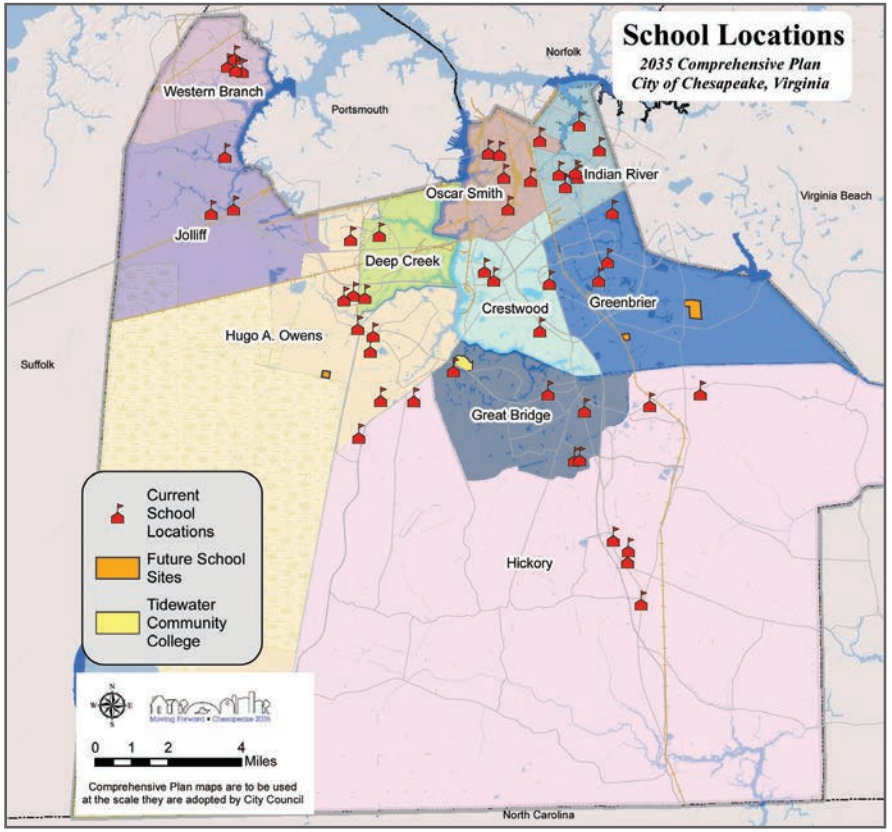
- Consider infill development in Greenbrier that would compliment Greenbrier's role as the primary commercial revenue generator in the City of Chesapeake.

Education

Overview

Public Schools

The mission of the Chesapeake Public School system is to ensure that students attain the knowledge, skills, and aptitudes to become



lifelong learners and productive citizens. This mission is achieved by combining the efforts of students, parents, community, and staff to provide a quality education in a safe, orderly environment. The mission is further enhanced by the desire of this plan to provide the opportunity for excellent educational services that exceed state standards within facilities that maximize learning potential.

The City of Chesapeake Public School system currently has 28 Elementary Schools (both primary and intermediate), 10 Middle Schools, 7 High Schools, and 2 Education Centers. For the purpose of planning for school facility needs, the City has been divided into seven school planning areas. These seven school planning areas are identified with the middle school attendance zones and associated high school attendance zones. As Chesapeake's student population growth has plateaued (with a slight increase recorded in 2012-2013), the maintenance and renovation of existing schools has become more important in the long term than the construction of new schools. In the future, Chesapeake's modernized schools will have the flexibility to adapt to changing educational and technological standards while serving a variety of community uses and functions.

The School Board approves a capital improvement plan each year. While addressing the most critical needs of major maintenance and modernization of existing facilities, the School Board's Proposed Capital Improvement Plan 2013-2023 also includes four potential new schools (two elementary schools, one middle school, and one high school), although none are currently funded

Planning for Capital Facility Needs

When planning for school capital facility needs, the School Administration has developed a series of guidelines to facilitate planning. These guidelines have been included as a component of the Schools Capital Improvement Plan. These guidelines should be used for planning for future school capital facility needs and are categorized as follows:

Philosophy Statement on School Facilities

Because Chesapeake's public school facilities are an expression of the community's commitment to educate and invest in its children and its future, Chesapeake Public Schools should:

- Provide facilities that meet the curricular and extracurricular program needs of our students, that are logically designed and, to the extent possible, that are flexible enough to adapt to changing requirements.
- Provide facilities that support and enhance the use of current and future technology.
- Plan schools that have sufficient space to house the students, mindful of the present and future growth patterns of our city.
- Design and construct school facilities free of safety hazards.
- Design and construct school facilities in harmony with the history and architecture of the community.
- Construct and maintain school facilities to be structurally sound, clean, efficient, and attractive.

- Provide facilities that meet the requirements of the centralized support services, such as transportation, food services, central administration and plant maintenance.
- Work with other City departments to provide facilities that encourage multiple public uses, including parking and grounds.
- Secure funding and support for school facility needs.

Planning Principles Utilized Internally by Chesapeake Public Schools for Future Schools

Buildings

Grassfield High School

- Give primary consideration to the basic instructional, administrative, and extracurricular programs of the school system in determining the design of a school.
- Specify minimum school enrollments in order to ensure a comprehensive instructional program at each school.
- Design and construct the central facilities (cafeteria, auditorium, media center, and administrative unit) of schools to allow for maximum enrollments (excluding the requirements for special needs students).
- Consider the potential for expansion when designing new facilities which are not initially constructed to maximum capacity.
- Design and construct school additions in accordance with maximum capacity guidelines, to the extent possible, before constructing new schools.

Sites

- Consider the following when determining the location of a school site:
  - Accessibility.
  - Proximity to compatible City services, such as parks, athletic fields, and utilities.
  - Adjacent zoning.
  - Elementary school sites that are in close proximity to the communities served.
  - Secure funding and support for school facility needs.
- Adhere to, or exceed, the Virginia Department of Education guidelines when determining useable acreage required for a school site.

Planning

- Explore all viable options for housing students before constructing new schools and additions.
- Draw boundary lines for school zone changes according to minimum and maximum enrollment guidelines.
- Plan for stable school attendance zone boundaries to the extent possible.

- Revise the operational capacity of school buildings annually based on the current instructional program of each building.
- Revise annually CIP projects (such as new construction projects, renovations, grade level realignments, and attendance zone adjustments) for inclusion in the School Board's ten-year Proposed Capital Improvement Plan.

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

The capital building needs of the school system are directly linked with the residential growth of the City. Between 1998 and 2003, enrollment in Chesapeake increased by about 2,725 students. In the early-to-mid-1990s, yearly enrollment increased significantly. Student enrollment outpaced school construction and portable classrooms became common place. A slight decline in enrollment was experienced from 2006-2011; however, 2012 registered a small increase in enrollment. A small increase in enrollment is anticipated in the upcoming ten-year period. While some space shortages still exist, the Capital Improvement Plan's main focus is on maintaining the investment in existing facilities to ensure their proper operation, safety, and ability to accommodate changing academic programs in order to meet students' current and future needs.

The City adopted the Planning and Land Use Policy in 1995. This policy provides guidance for rezoning applications by providing level of service (LOS) thresholds for City services that must be met in order to receive a positive recommendation from City staff. According to the policy, if any of the applicable public schools which would serve the future residential development on a property subject to rezoning exceed 120% of rated capacity at the time of the rezoning request review, the proposed rezoning does not pass the test for Adequate School Facilities and would be recommended for denial by City staff. The LOS Policy, in concert with other growth management tools, has been successful in managing the timeliness of development in growing areas of Chesapeake and, coupled with the recent construction and/or expansion of school facilities, has resulted in a decline of portable classroom use in each of the last four years.

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

Action Strategies:

- A direct linkage between the timing of new development and the ability to fund needed capital improvements should continue to be emphasized. Growth management strategies such as redistricting and the Level of Service and Proffer Policies should continue to be used to help balance capital needs, enrollment, and student space.
- The guidelines developed by the Chesapeake School Administration regarding philosophy, building, sites, and planning should be used to provide guidance in school planning and construction decisions. The guidelines should not be used to excessively constrain site selection, but to provide general guidance.

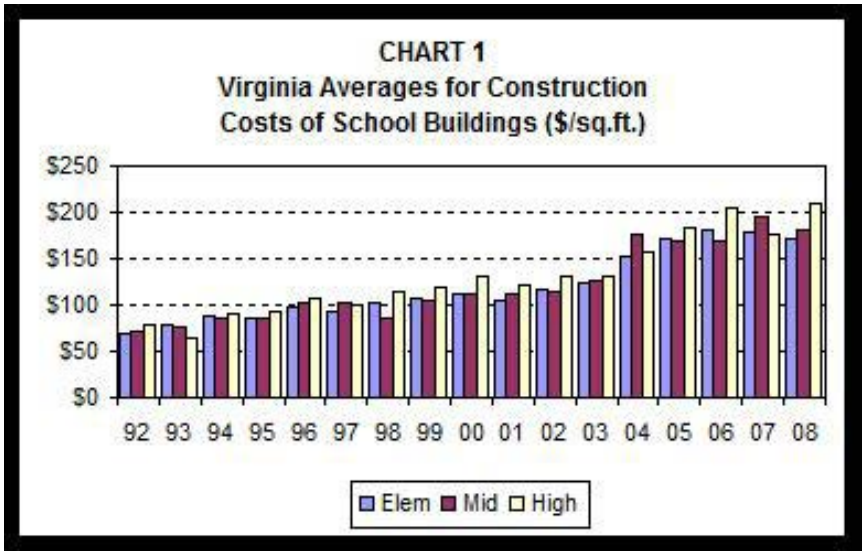
- The City will work with School Administration to develop methods to monitor impending impacts to the school system created by changes in demographics, and new development.

Funding Sources

Traditionally, Chesapeake has used four sources for funding school capital projects: (1) the City's annual borrowing authority, (2) local bond referenda, (3) loans from the state Literary Fund, and (4) the Virginia Public Schools Authority. Due to the prolonged economic downturn the state is no longer providing funding for capital projects, and it is unclear whether the state will reinstate this funding in the future. In the past, the City has borrowed a significant amount of funds for capital projects including school construction using the funding sources mentioned previously. A significant amount of additional debt service cannot be added without jeopardizing the City's bond rating until: (1) some of the existing debt is retired; or (2) the revenue source is increased. In 2002, City Council established a "lock box" for school capital projects. Funds in the "lock box" have been set aside as a means of providing the necessary backing for future bond issues for school capital improvements; however the "lock box" alone cannot fund all capital needs. Per Virginia law, cash proffers may only be used for capital improvements that expand facility capacity.

The rise of school construction costs in Virginia through 2007 was reflected in Chesapeake's increase in school construction costs. As the economy slowed in 2008, statewide as well as local school construction costs declined. Modest cost increases have occurred since 2010.

Many factors impact construction costs. Some of the most important are: (1) the number of other large construction projects either online or soon to be online; (2) the availability of manpower; (3) the availability of materials; and (4) the effect of the global economy. With the general decrease in the cost of construction (except at the high school level), school construction costs are currently favorable.



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

Action Strategies:

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

Maintenance and Upgrades

Over the past twenty years, Chesapeake Public Schools has built new school facilities and additions to existing school facilities because of the overwhelming need for additional permanent classrooms. The focus during this time has been providing needed additional classrooms. As many of the most pressing space needs have been addressed, at least in the short term, it has become apparent that many facilities require much needed major maintenance and modernization.

Thurgood Marshall Elementary School

Not all facility deficiencies are considered to be maintenance items addressed through the regular maintenance program. Many facility deficiencies are of a greater magnitude and need to be addressed through the capital budget process. These items are necessary to keep existing facilities operational, and range from the replacement of HVAC systems and roofs to the complete renovation of a facility.

The changing nature of technology and its uses will require schools to be modernized over time. This will not only benefit students in their quest to be prepared for higher education and employment in the 21st century, but will serve community members who take advantage of the multiple uses that Chesapeake schools provide.

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

Action Strategies:

- When prioritizing future school capital needs, equal consideration should be given to the maintenance of existing facilities, including modernization, HVAC and roof replacement.
- The School Board's Technology Initiative will continue to be considered as an integral part of the planning for school renovations and modernizations.

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

Education is an important component of the overall fabric of the community. Schools become a point around which community interest develops and is nurtured. The school should provide both a physical and social presence in the community. School facilities should be located in such a way that they are integral elements of the physical landscape of the community as well as being logically located in terms of their relationship to the community they serve.

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

Action Strategies:

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

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

Action Strategies:

- Opportunities to create public use campuses should be identified and developed where feasible. Co-location of schools with other important community facilities such as libraries and recreation centers help to solidify these resources as important elements of the community. In these efforts, the safety and security of students should be maintained.
- Schools should be located in such a way to be a centrally accessible and identifiable component of the community.
- Schools should not be segregated from the communities they serve by extreme barriers or great distance.
- High Schools and Middle Schools should be designed so that they may also serve the community as primary emergency shelters and should be built to meet American Red Cross standards wherever practicable.
- School Administration and City Administration should collaborate on school site selection with selected sites being mutually agreeable between the two entities.
- Opportunities to engage businesses, community groups and individual citizens as partners in the education of our youth should continue to be identified and expanded.
- The community should work to enhance the capacity of schools to maintain high student achievement.

Private Schools

There are at least 8 private schools currently operating in the City of Chesapeake. The students that attend these schools may reside anywhere in the region and likewise, some Chesapeake residents may choose to send their children to private schools located in neighboring jurisdictions. The private nature of the school does not negate the potential impact the facility may have on the community and care should be given to ensure compatibility.

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

Action Strategy:

- Private schools will be examined prior to approval for their impact on the adjacent community. Only schools that can demonstrate that they will not create an undue negative impact should be approved. These impacts may be addressed through the conditional use permit process.

Higher Education

The benefits of learning extend well beyond the fundamentals of elementary and high school. Requirements for advanced training and education have become standard in today's job market and important to developing a quality work force. As such, opportunities for advanced training should be fostered within the City.

Chesapeake residents have access to a variety of public and private colleges in the Hampton Roads region including Norfolk State University, Old Dominion University, Virginia Wesleyan College, and Regent University. Satellite facilities for George Washington University, Virginia Tech, the University of Virginia and other institutions for higher learning are also located in the region.

Tidewater Community College

Tidewater Community College (TCC), the second largest community college in Virginia, operates one of its four campuses, the Chesapeake Campus, on Cedar Road and its Regional Automotive Center in Oakbrooke Business Park. Campus facilities are in high demand and there is a need for additional facilities at the campus site on Cedar Road. Two new buildings, a Student Center and an Academic Building, will open on the Cedar Road site in 2013. The campus master plan calls for the expansion of the campus site to include additional academic buildings, a new Learning Resource Center, and parking garages. In addition, the college is open to partnering with the City on the development of a Cultural/Fine Arts Center on the campus. The college is also open to an instructional presence, to include placing a state-of-the-art observatory, in the Great Dismal Swamp Visitor's Center that the City is hoping to build.

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

Action Strategies:

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

Public Facilities and Services

Overview

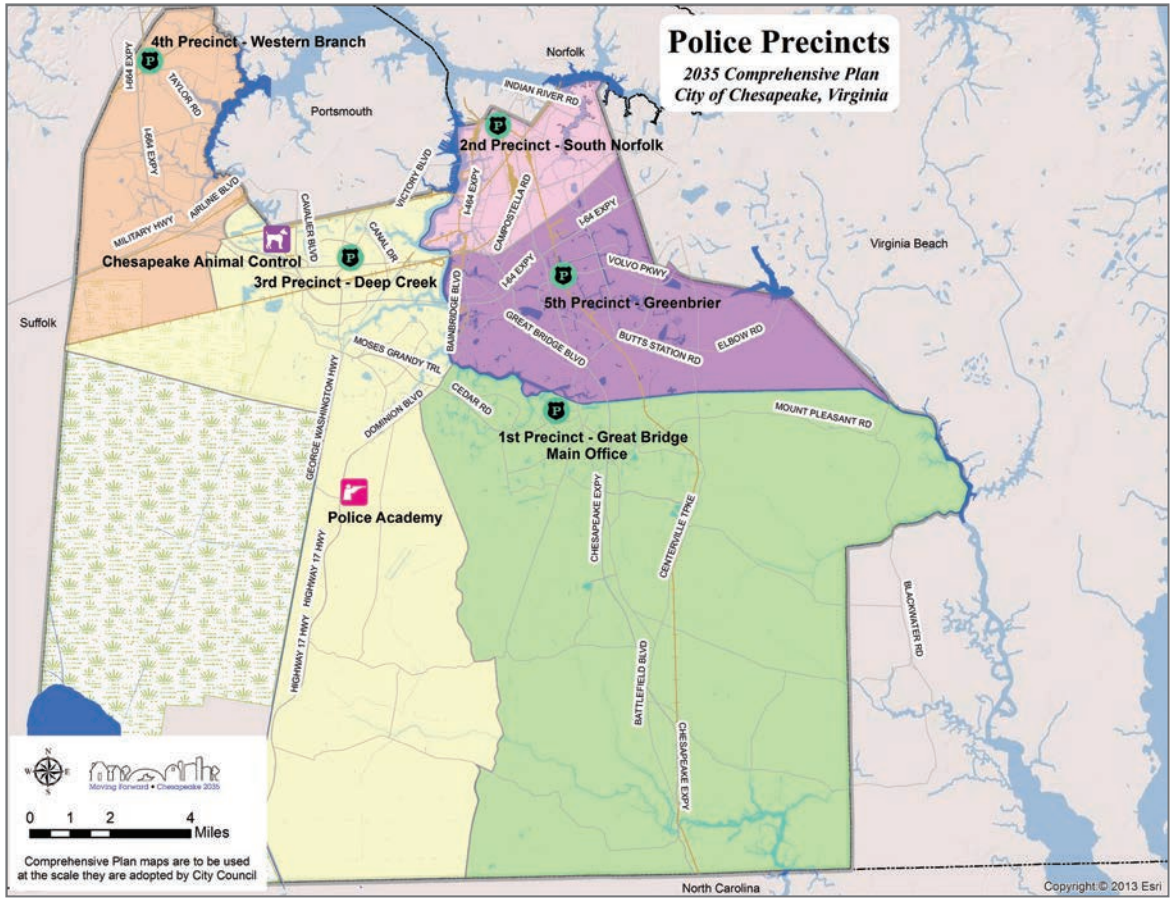
The Public Facilities and Services Chapter of the Comprehensive Plan includes the following City departments: Police, Fire/Emergency Management Services (EMS), Libraries, Human Services, and Chesapeake Integrated Behavior Healthcare. These departments are large employers of City workers and comprise a large share of the City's operating budget. Whether it is a police precinct, fire station or library, these services are dispersed to the public via a network of physical facilities strategically located throughout the City. The Human Services Department and Chesapeake Integrated Behavior Healthcare continue to

explore centralizing their services on a single campus to provide a "one-stop-shop" for a variety of related programs.

These large, service-oriented departments provide invaluable services directly to Chesapeake's citizens. They are highly visible and are essential to providing a high quality of life for our residents. Residents come to expect, and perhaps take for granted, that responsive Police, Fire/EMS, innovative Libraries, and comprehensive Human and Community Services are provided on a daily basis. A more detailed description of these departments is included in the Public Facilities and Services Section of the Technical Document.

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

Chesapeake has consistently been recognized for providing the highest level of the above-mentioned public services. For instance, Chesapeake is consistently ranked among the top 5 safest cities in the United States for cities of similar size. Recently, the Chesapeake Public Library System was recognized with

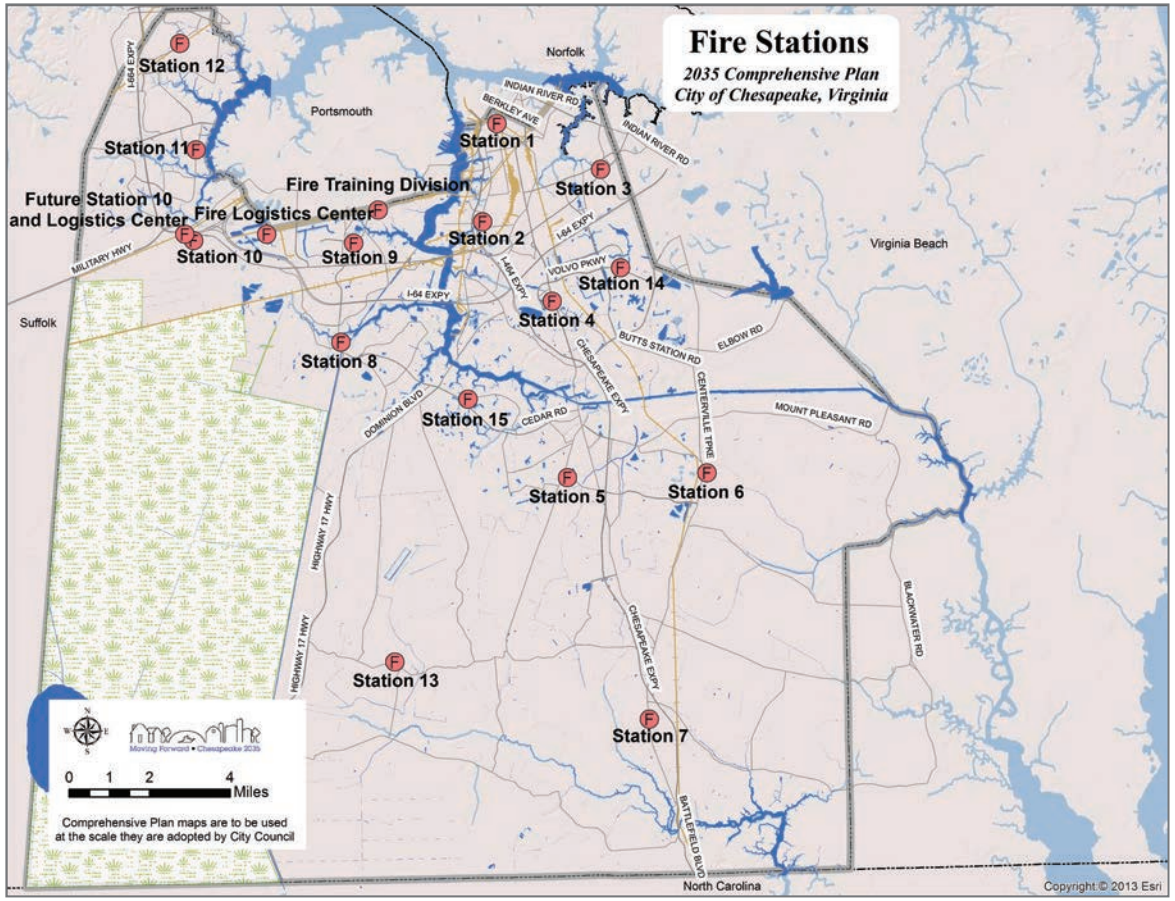


two state-wide awards by the Virginia Public Library Director's Association for creative new programming. For a second year, Chesapeake Social Services has been named among the top 15 performers in the state in the Large Agency Division, recognizing "a consistent demonstration of excellence." The provision of high quality public facilities and related services is essential for attracting and retaining residents and businesses. Ultimately, a citizen's perception of the quality of public facilities is determined by the nexus between what is paid in taxes and the services that are received.

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

Action Strategies:

- Public services and facilities will be strategically located throughout the City to minimize response times, and maximize client access, and City outreach.
- Continue and expand on-line services to the public.



Public Services

The following is a synopsis of the services provided by Chesapeake's Public Facilities and Services Departments:

Police Department - The Police Department provides essential public safety services by partnering with citizens and other City Departments to identify, prioritize, and solve contemporary problems such as crime, fear of crime, illegal drugs, and neighborhood decay, with the goal of improving the overall quality of life in Chesapeake. The Police Department is committed to doing so in a fair and impartial manner that is within the statutory limitations of police authority and the constitutional rights of all persons.

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

Action Strategies:

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

Fire and Emergency Medical Services - The Fire Department is comprised of multidisciplinary teams that provide quick response to fires, medical emergencies, rescues, hazardous material incidents, natural and man-made disasters, and mutual aid assistance to neighboring departments to save lives and reduce property loss. The Department inspects businesses and properties, assists with code enforcement, and provides fire education programs to the public. The Department maintains a constant level of readiness through in-house professional training, certification, and development. The Department also provides environmental assistance and oversight to City, state, and federal officials, and environmental education training to citizens and employees. Emergency management is a program within the Fire Department. The primary tasks include emergency preparedness, flood alleviation planning, emergency evacuation planning, and managing various community volunteers through the

Federal Emergency Management Agency (FEMA) program known as Citizen Corps.

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

Action Strategies:

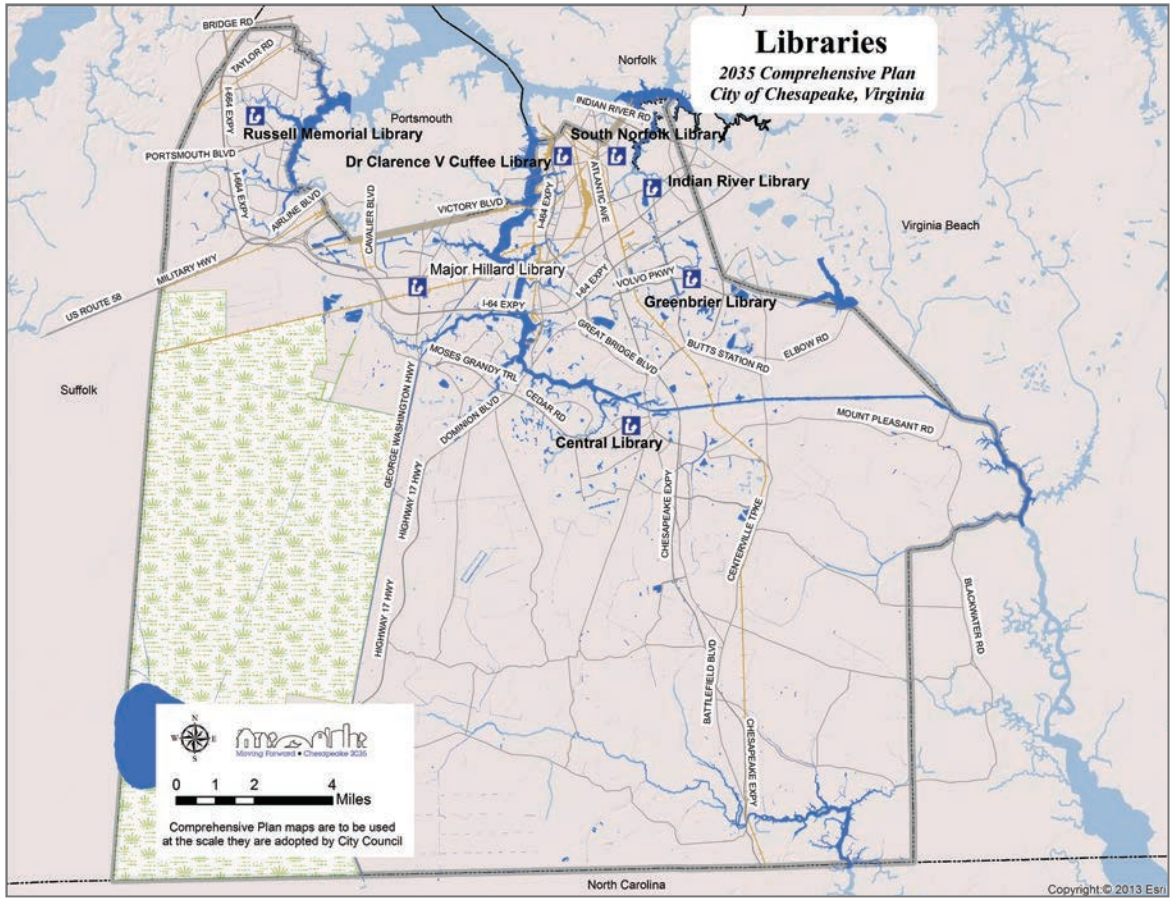
- The City will continue to improve the safety standards and practices of personnel while providing a wide range of emergency services. This will include Special Operations: Firefighting Foam Protection; Hazardous Materials Team; Technical Rescue Team; Radio Communications Team; Tactical Paramedic Team; Dive Medicine Team; and Marine Fireboat Team response to the City of Chesapeake.
- The City will utilize national guidelines and standards in providing service delivery of Fire and Emergency Medical Services to the public by career Fire Department members as a guide to determine resources needed to provide adequate emergency coverage for the City's population.
- The City should develop methods to monitor impending impacts to its emergency services created by changes in demographics and new development.
- The City will periodically evaluate its Fire Stations to ensure that they are aligned for maximum efficiency to provide adequate emergency coverage for the City's population.
- Where improved service and modernized facilities are warranted, the City will develop and implement a capital improvement plan to provide new, expanded, or relocated stations.
- The City will continue to integrate and improve the technology used to deliver Fire and Emergency Medical Services in order to improve service delivery.
- The City will analyze and modify the emergency medical services system to meet current and future service delivery and personnel certification requirements.
- The City will educate residents and business owners concerning environmental contamination, and will investigate and prosecute environmental crimes.
- The City will enhance citizen preparedness through expanded public outreach and education programs.
- The City will eliminate potential and actual fire hazards in Chesapeake through an impartial enforcement of the Statewide Fire Prevention Code, by adding two additional part time Fire Inspector positions to the Fire Prevention Division, funded by revenue from current permit and inspection programs.
- The City will protect new and existing public and private infrastructure and facilities from the effects of hazards.

Fire Department Training

Hurricane Damage

- The City will continue its floodplain management activities and participation in the National Flood Insurance Program. The Departments of Fire, Development and Permits, and Planning will work together to improve the City's existing floodplain management program, including needed updates to the City's Floodplain Ordinance.
- The City will institute hazard awareness and risk reduction principles into the City's daily activities, processes, and functions. The City will enhance community-wide understanding and awareness of community hazards. The City will publicize mitigation activities to reduce the City's vulnerability to the identified hazards.
- The City will develop a strong Emergency Management network through outreach to our partners in emergency management, government, business, higher education, non-governmental organizations (NGOs), and other stakeholders to build a comprehensive approach to managing disasters.
- The City will provide leadership and guidance in the development, review and updating of the City's emergency plans so that personnel and systems maximize their efficiency and effectiveness during incidents and events.
- The City will assess the changing demographics cause by the aging of the "baby boomer" population and adjust the emergency medical services delivery system accordingly, to include non-traditional medical care and services to our senior citizens.

- The City will discourage development in floodplains in order to protect the public health and welfare and prevent property damage.
- The City will continue to explore local, state and federal grant opportunities as they relate to service delivery, homeland security and all hazards preparedness.
- The City will continue to participate in regional endeavors such as the Regional Hazardous Materials Team, Tidewater Technical Rescue Team, Maritime Incident Response Team, Local Emergency Planning Committee, Hampton Roads Incident Management Team, Metropolitan Medical Response System, and regional evacuation route planning.
- The City will continue to work cooperatively with neighboring jurisdictions in the utilization of training facilities and delivering training classes.



Libraries - The Department of Libraries and Research Services serves as the vital link between our community and the world of knowledge and literature. The department is responsible for the operation of 7 libraries, a bookmobile, the City's Records Management Program, and the Law Library. In assuring this

link, the Library acquires informational, recreational, and educational resources in both print and electronic formats and develops services, technologies, and programs to meet the interests and needs of the diverse citizenry of Chesapeake.

Chesapeake Central Library

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

Action Strategies:

- Planned future development will be considered when determining the future location of library facilities.
- The impact on libraries will be evaluated as a component of new development requests.
- Public-private partnerships will continue to be pursued.
- Libraries should be considered for co-location with other municipal facilities in order to increase their accessibility and functionality.
- The Library System should continue to develop multi-year capital project plans in anticipation of future growth.
- The Library System will continue to position itself to be a preferred location for conducting community surveys and forums.
- The Library System will increase its use of online services.
- The Library System will continue to explore new trends for reaching the community with its programs and services, such as online kiosks in malls and mini-branch libraries in shopping centers.
- When considering possible funding sources for public libraries, opportunities for creative funding sources should be sought including possible public/private partnership options.
- In order to reduce costs, opportunities to co-locate library facilities with other public facilities should be considered when determining future library locations.

Human Services - The Department of Human Services administers programs of public assistance according to federal and state legislation and local policies. The Department serves almost 36,000 residents each year who suffer hardship or who have been unable to participate fully in the social and economic life of the community. Services include: protection and care for abandoned, abused, or neglected children and adults at risk; reunification services to parents of children in foster care; Virginia Initiative for Employment not Welfare (VIEW); Temporary Assistance to Needy Families (TANF); Supplemental Nutrition Assistance Program Employment Training (SNAPET); Supplemental Nutritional Assistance

Program (SNAP), which is a federal assistance program for low-income individuals and families that is administered by the U.S. Department of Agriculture, and determination of Medicaid eligibility.

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

Action Strategies:

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

Chesapeake Integrated Behavior Healthcare - Chesapeake Integrated Behavior Healthcare (CIBH) is the local provider of mental health, substance abuse and intellectual disability services, including services for infants with developmental delays. Services include individual and group therapy, anger management classes, and case management among others. Chesapeake Integrated Behavior Healthcare is governed by a 12 member community-based, City Council appointed board authorized by Chapter 10 of the Code of Virginia.

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

Action Strategies:

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

Public Facilities

The provision of public facilities can be impacted by changes in population, land development patterns, technology, and the age of the facilities. During the City's high growth years (1985 to 1995), growth pressures caused increases in calls for Police and Emergency Management Services; prompted the need to construct new facilities or renovate or expand existing ones; and increased demand for additional Human, Community and Library services. A number of facilities were built, expanded or renovated as a direct or indirect result of this growth boom, such as: a new Human Services building; new consolidated Chesapeake Integrated Behavior Healthcare headquarters building; new Major Hillard and Indian River Libraries; Greenbrier Library; new 5th and 3rd Police Precinct headquarters (relocations to vacant buildings); new Animal Control Facility; and new Fire Stations 3 and 9.

Additionally, the age of certain facilities and the need to enhance them with technological improvements has prompted the need to provide a new Emergency Operations Center and Law Enforcement Training Academy, among other buildings. Looking to the future, the library system has contemplated a new branch in southern Chesapeake, while the Police Department has explored opening a new precinct in that area.

However, the City's population growth rate has declined significantly since 1995. The average growth rate between 1985 and 1995 was 3.2% per year. In the last decade, the growth rate has slowed to an average of 1.14%. In 2011, the population increased by 0.65% with only Greenbrier and several other planning areas of the city experiencing an

CERT Team Assisting Warehouse Fire

increase. The planning for community facilities will have to take into account the changing demography of the City. Future facilities once envisioned for south of Great Bridge may no longer be needed, while existing facilities may need to be expanded, renovated or relocated. The Hampton Roads area is expected to follow if not surpass the national rate at which the population ages thereby creating a demand for City services unique to that group.

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

Each City department and agency has its own operational plan to meet demand for services. However, it is important to have a comprehensive strategy when determining the appearance and location of future public facilities. Chesapeake's public services and facilities provide important and needed protection, resources, and programs for our citizens. Their buildings also serve as important landmarks in the community and can either enhance or detract from the built environment. Attention to quality design

Cuffee Community Center

Indian River Fire Station

that the community can be proud of is as important for a civic building as its cost, and both concerns should be balanced by the City. When planning and designing new civic buildings, Chesapeake should carefully consider the design of the building, landscaping, and how the building is integrated within the community. Civic buildings should reflect higher quality materials, design, and landscaping and establish the standard for architectural design in the community. The appearance of public buildings creates an impression and image for a city, which can be a vital marketing tool.

The opportunity to achieve cost savings should also be a critical factor. The co-location of several or different facilities on the same site or within the same building should be part of the planning process. The City should continue to explore co-location opportunities, drawing upon past successes such as the Camelot Elementary School/Camelot Community Center shared building, the combined Dr. Clarence V. Cuffee Community Center/Library, and the satellite offices of the Treasurer and Commissioner of Revenue in Deep Creek and Western Branch, which were added to the libraries at both locations.

Such future co-location opportunities would include the identification of land and/or its acquisition in anticipation of future public service and facility needs. Land banking for the future during times when real estate prices are lower provides the opportunity for the City to save money in the long run. Cost sharing opportunities with the private sector is also an option. Thoughtful consideration to the location of public facilities either as a single site or a co-location opportunity should be carefully evaluated. Municipal vehicles and buildings tend to consume a great deal of natural resources. Many opportunities exist to achieve long term cost savings through energy and water conservation, new technology, and

better designed buildings. Chesapeake is the first City in Hampton Roads to convert their garbage trucks to compressed natural gas, which will not only save the City an estimated $14,000 per year but will improve the environment since natural gas burns cleaner than diesel fuel. The City has also made significant inroads in reducing the cost of operating municipal buildings, improving comfort, and extending the life of city facilities by upgrading lighting, HVAC, and plumbing fixtures. In 2012, City Council adopted a policy encouraging new City-funded buildings over 5,000 square feet to achieve LEED certification. LEED stands for "Leadership in Energy and Environmental Design" and is widely recognized as the most comprehensive 3rd party rating and certification system for green buildings. LEED buildings provide many benefits beyond operational cost savings. The Chesapeake School System has incorporated many innovative green practices into their existing buildings and at the newer Grassfield High and Oscar Smith Middle Schools.

In addition to cost effectiveness, it is also essential to evaluate potential sites for consistency with the goals and objectives of the Comprehensive Plan. Section 15.2-2232 of the Code of Virginia states that the Comprehensive Plan "shall control the general or approximate location, character and extent of each feature shown on the plan." It also requires that a broad range of public improvements to include "…public buildings or public structures…" to be shown on the plan or if not shown, the location of which shall be approved by the Planning Commission as being in conformance with the Plan. The 2232 Review promotes a jurisdiction's careful consideration of planning for public facilities so that they are located on sites appropriate in terms of size, land use, transportation access, environmental conditions, availability of public services and overall compatibility with existing and future development.

The site selection review process for new or expanded public facilities should not only consider site specific issues as mentioned above, but also other objectives of the Comprehensive Plan. For instance, several City-wide goals could be met when new facilities are needed. The cost saving issue with co-location of buildings and services has been previously mentioned. In addition, the location of public buildings may be used as a catalyst in redeveloping certain areas of the City in need of reinvestment. A public facility component in a mixed-use project might serve to provide financing and leverage in the development of an attractive new planned community.

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

Action Strategy:

- Establish a design review committee of City and potentially community representatives to provide design assistance when developing new civic buildings.

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

Action Strategies:

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

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

Action Strategies:

- Land bank property when real estate rates are reasonable, in recognition of future needs.

Neighborhood Park

- Plan for the co-location of public buildings and services to achieve cost savings.
- Seek opportunities to partner with the private sector for potential co-location of public facilities and private buildings.
- New Community Facilities shall utilize building technology that is LEED certified to the maximum extent practicable.

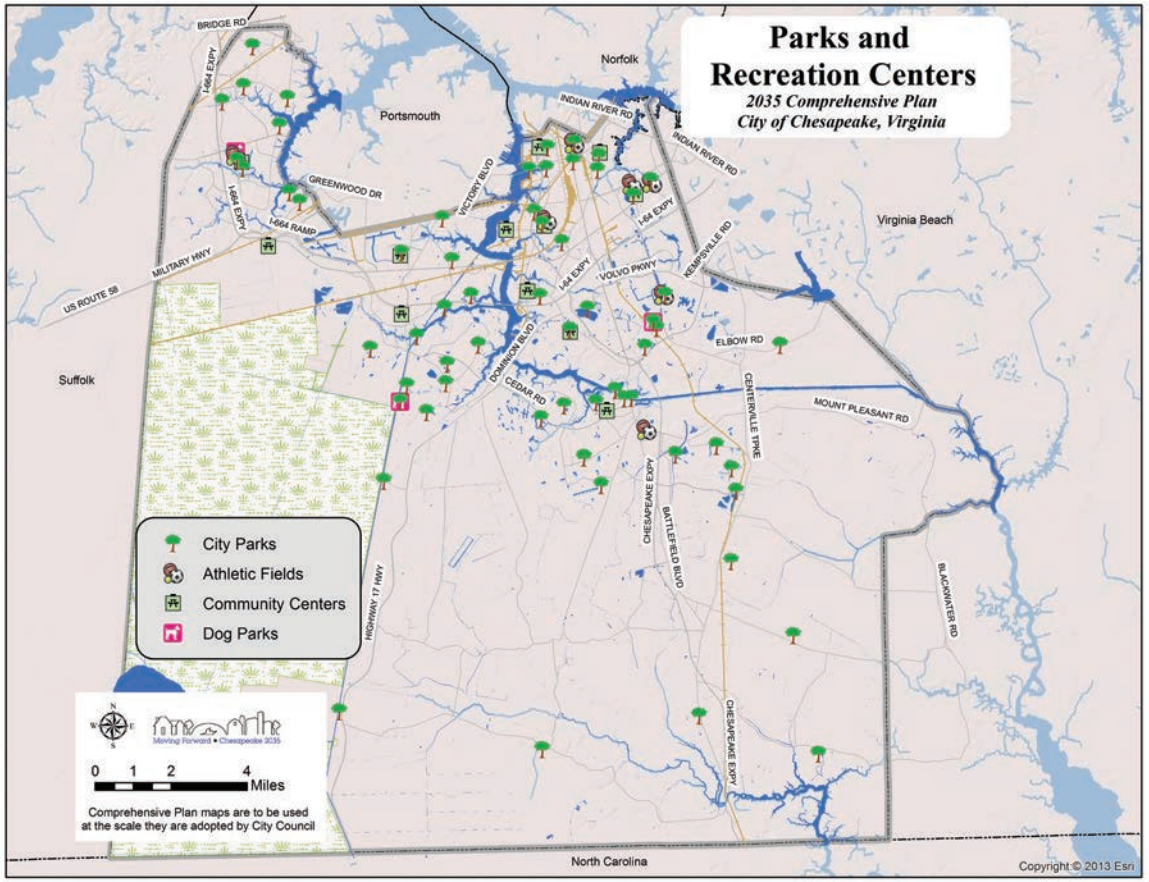
Parks and Recreation

Overview

Chesapeake residents highly value the quality of the outdoor environment. The quality of life enjoyed by City residents is enhanced by the wealth of natural, cultural, historic and open space resources. Citizens cherish the opportunity to enjoy the outdoors by visiting parks, participating in activities at community recreation centers, traveling scenic roadways, viewing farms and forested land, and enjoying a myriad of educational programs. The benefits of parks and recreational areas associated with physical and mental health are substantial - from

the personal physical fitness gained through active outdoor recreation to the mental benefits of passive recreation, parks and open space. Community design that allows for adequate recreation facilities ensures that Chesapeake neighborhoods are attractive places to live, with parks and open spaces for exercise, recreation, and enjoyment of nature. Finally, local economies prosper as businesses and economic investments are drawn to attractive, high-quality living environments that utilize sustainable design and that carefully manage future growth.

A study by the Chesapeake Health Department found that unplanned suburban-style development is associated with high levels of driving, which contributes to air pollution and its associated health risks, as well as increased back pain, cardiovascular disease and stress levels among commuters. Suburban residents drive twice as far, walk and cycle one-third as often, consume twice as much energy and produce twice as much air pollution as their urban counterparts who live where land use tends to be mixed. The Surgeon General of the United States cites a correlation between obesity and lack of exercise and high blood pressure, diabetes, and heart attacks and



calls for increased recreation opportunities close to home where all Americans can play, exercise and improve their health.

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

Dismal Swamp Canal Trail

Topping the list of benefits provided to us by natural areas, parks and open spaces are those associated with health, fitness and wellness. When parks and recreation areas are close to home, physical activity can become part of daily life, and enhance everyday living. Individuals and families can be active, both safely and conveniently. Local parks and recreation areas are home to many opportunities. From jogging and walking to playgrounds, athletic playing fields and tennis courts, parks support a variety of activities which contribute to the City's quality of life. The Parks, Recreation and Tourism Department currently oversees the operation and maintenance of 70 parks across Chesapeake, including 55 Neighborhood Parks, 6 Community Parks, and 9 District Parks encompassing a total of 2,322 acres to serve the City's 231,542 residents. Additional departmental information can be found in the Parks and Recreation Section of the Technical Document.

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

To promote cost effectiveness and efficient land management practices, the City strives to develop parks and open space on existing City lands. City staff is also diligent in their efforts to provide parks that meet the needs of special needs citizens and youth. As funding and staffing allow, the Parks, Recreation and Tourism Department endeavors to create more recreational facilities sufficient to meet the City's adopted service standards. In this regard, the City should continue to follow a phased program to provide additional park facilities that meet park standards as demand increases.

Action Strategies:

- Continue efforts to develop existing park sites.
- Prioritize the neighborhood park sites obtained through the Open Space and Recreation Ordinance and through land dedications for development based on the funds provided by the ordinance along with neighborhood needs.
- Continue efforts to purchase land of sufficient size to develop regional and district parks including the following types of amenities:
  - Regional community centers
  - Multi-purpose fields
  - Nature Trails (walking/biking/canoe)
  - Equestrian facilities
  - Passive activities

- Other types of recreational facilities, such as athletic fields and recreation facilities must also be built as demand increases.
- The City will explore all possible funding options for district and community parks including opportunities for public-private partnerships.

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

Action Strategies:

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

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

Action Strategies:

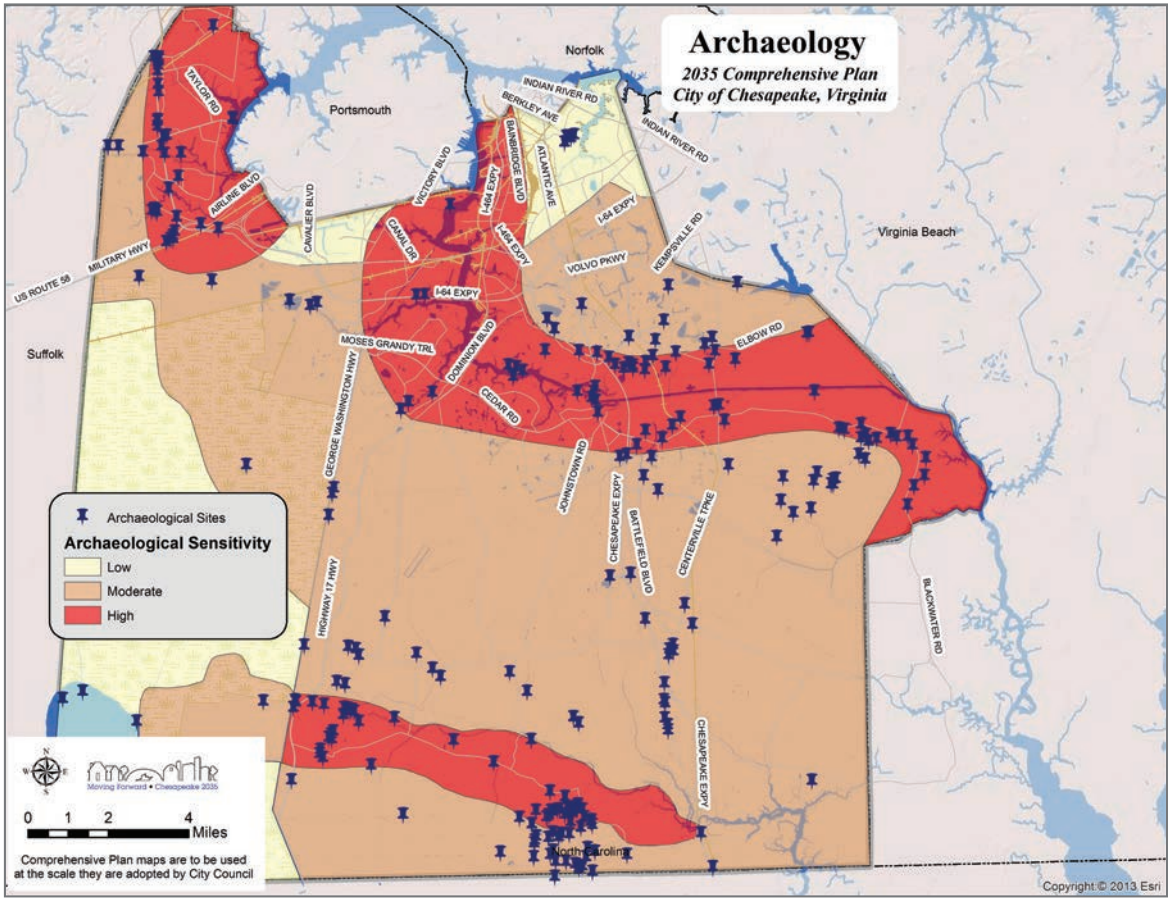
- The City should consider including municipal swimming pools, teen centers, and equestrian facilities as alternative forms of recreational amenities.
- A Feasibility and Program Development Study should be conducted as a prelude to developing a plan to construct mega-recreation centers. These centers could include a variety of amenities such as game rooms, swimming pools, fitness facilities, conference rooms, basketball courts, and day care facilities and could be incorporated as elements of the larger recreational complexes.
- Citywide senior, therapeutic, and prevention programs should be developed to accommodate special population needs.

- The Parks, Recreation and Tourism Department should construct a comprehensive "connected" multi-purpose trail system, including blueways, by continuing to work with the Planning and Public Works Departments to implement the City's Trails Plan as an element of the Master Transportation Plan (see also Transportation section of this Plan).
- Athletic facilities (softball, baseball, soccer fields, field hockey, etc.) should be constructed in conjunction with park development plans to meet minimum athletic facility standards for Chesapeake.

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

Action Strategies:

- Chesapeake's unique environmental features and extensive waterways should be considered for their vast recreational opportunities.
- A Scenic Waterway designation should be sought for certain key recreational waterways such as the Northwest River, the North Landing River and the Indian River.



- Develop public waterway properties for boat ramps and canoe launch areas.
- Recognizing that the interaction of people, resources and activities joined together to form the basis for one of our major economic industries – leisure – with appropriate facilities to create magnets for drawing people, events and activities to Chesapeake.
- Understanding that possessing the ability to offer the appropriate facilities impacts the quality of life for Chesapeake residents, but is also an engine to drive economic development and an expanding revenue base within our City.
- Understanding that Chesapeake should provide the flexibility to develop partnerships not only to sustain and improve its current inventory, but also to add and enhance top of the line multi-purpose facilities.
- Affirming that Chesapeake must be proactive in upgrading and enhancing its parks and recreational facilities to meet a growing demand and need of necessary resources, not only for attracting a wide variety of national and regional tournaments, but be a leader in regional sports marketing and also serve as a source of safety, civic pride and everyday enjoyment of its citizens.
- Realize that Chesapeake offers a prime geographic location as well as the availability of land for the City to be a leisure industry leader for the future.

Historic Resources

Overview

The City of Chesapeake is a relatively new city, but its landmarks and communities have a long, varied and interesting history that reaches back to the early days of the Colony of Virginia. It is important to protect resources of this past, as historic preservation preserves a sense of community, enhances economic development through reinvestment and tourism, stabilizes/increases property values and promotes sustainability and protection of natural resources.

The City of Chesapeake has been active in promoting preservation since the mid 1970's. City Council adopted a Historic Preservation Plan for the City in 1996. Past planning efforts, resource surveys and other topics of historic interest are compiled in the 2035 Comprehensive Plan Technical Document.

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

Chesapeake has numerous and diverse historic resources that have contributed to the sense of community in Chesapeake. Historic resources are spread throughout the City with concentrations found within the various villages. These villages include: Oaklette, Portlock and South Norfolk in the urban area of the City; Centerville/Fentress, Deep Creek and Great Bridge in the suburban area of the City; and Cuffeetown and Sunray in the rural area of the City. Continued promotion and public use of significant historic areas like the Dismal

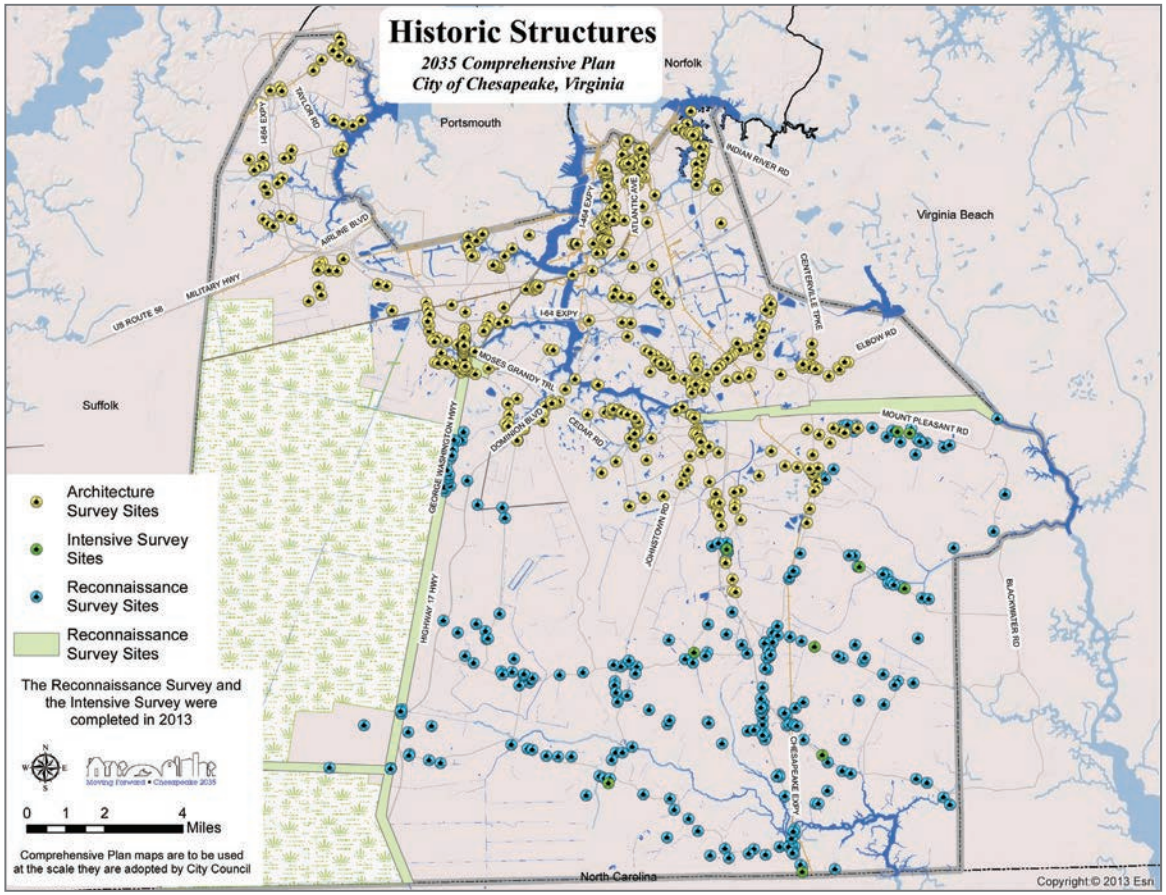
Swamp Canal and the Battle of Great Bridge site will serve as focal points for the City-wide identity. It is imperative that the historic character of these areas is protected to maintain the unique identity of Chesapeake and its various communities.

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

The composition of the City's Historic Preservation Commission and the Board of Historic and Architectural Review includes individuals with demonstrated knowledge, competence, and interest in the fields of historic preservation and architecture. These entities, along with the Virginia Department of Historic Resources facilitate the objective of preserving and rehabilitating historic assets through a variety of programs.

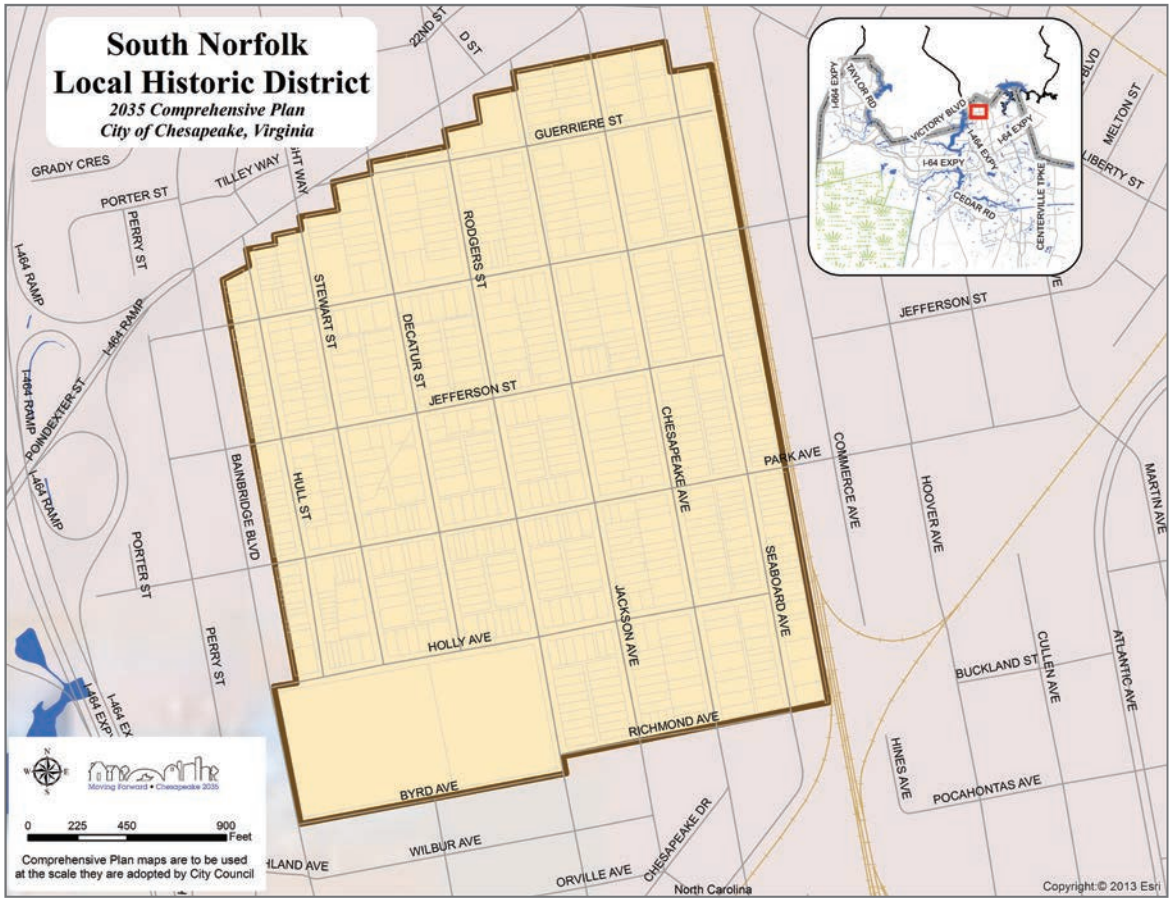
Action Strategies:

- The Historic Preservation Commission will continue to provide assistance to homeowners and citizens with preservation-related issues.



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

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



Action Strategies:

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

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

Action Strategies:

- The City will continue to pursue funding to update its survey of historic resources.
- The City should pursue nomination of new properties/districts to the National Register and Virginia Landmarks Register. This can be achieved through continued use of cost-share grants between the Virginia Department of Historic Resources and the City of Chesapeake.
- The creation of additional local historic districts should be encouraged to help ensure that the character of significant communities is preserved. Strong local support will be necessary for this implementation. To help residents and business owners comply with the design standards, local funding programs need to be established.

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

Historic Signage

Action Strategies:

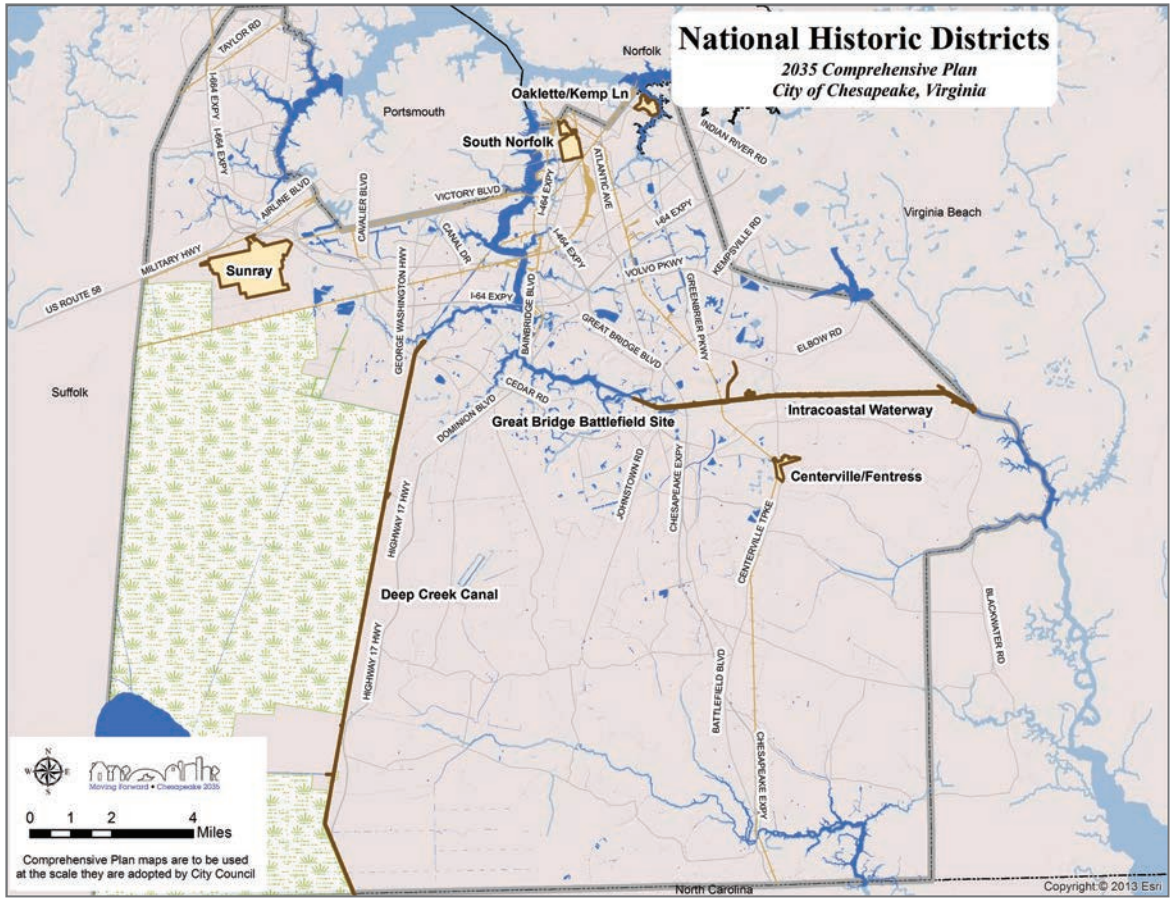
- A central depository for historic information should be created. Currently, this role is being met by the Wallace Room in the Central Library. The Great Bridge Battlefield and Waterways Visitor Center should also be considered as a repository location.
- The City will continue to support the work of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

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

Action Strategies:

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

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



Great Bridge Lock Park

Action Strategies:

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

Cultural Facilities

Overview

Arts and culture have a powerful role in shaping and reflecting the identity of Chesapeake. Investment in the fine arts and cultural facilities benefits the local economy while enriching the individual lives of Chesapeake citizens. Economic impact studies throughout the country regularly show the direct, positive effect of local cultural activities on employment, business, direct spending, city/state taxes, tourism, and lifestyle. These objectives lead to improved overall quality of life and to the perceived attractiveness of the City as a place to live, work, and play.

The City's cultural and artistic endeavors are coordinated under the Chesapeake Fine Arts Commission and the Public Art Committee. The Fine Arts Commission serves as a vehicle for educating the public about the significance of the arts. The Commission also ensures that the arts are accessible to citizens and are reflective of the City's ethnically and socially diverse constituencies. The Public Art Committee serves to promote the installation of public art throughout the City, but particularly public art on city-owned property.

The 2035 Comprehensive Plan Update Vision Statement states: 'As the City continues to grow, it will be a progressive and well connected community of treasured rural areas, vibrant residential neighborhoods and thriving commercial and industrial centers" By including arts and cultural facilities in our built environment, this vision is furthered by creating a sense of place and destinations within the City.

Examples of Public Art

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

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

Action Strategies:

- The Fine Arts Commission should study the feasibility of an arts and cultural district in the City where visual and performing arts will be specifically promoted and accommodated and incentives provided as allowed under 15.2-1129.1 of the Virginia State Code.
- The City will continue to study the feasibility of establishing an independent performing arts/cultural center in Chesapeake, including building public support and identifying proposed funding mechanisms. In the interim, current spaces and facilities available for cultural activities should be identified.
- Satellite performing arts centers should be considered for other areas of the City. These venues would primarily host community-based programs. In the interim, current spaces and facilities available for cultural activities should be identified.
- Opportunities to co-locate cultural facilities with other facilities should be considered as a means of reducing overall costs. For example, opportunities to combine the City's cable channel, WCTV-48 with the performing arts facility should be explored.

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

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

Action Strategies:

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

Appendix A - Glossary

Access – A way or means of entry. Residential, commercial, or industrial sites are usually required to have direct access to a street or highway. Good access recognizes traffic safety as well as providing direct passage for police, fire and emergency vehicles.

Accessory Use – An activity or structure incidental or secondary to the principal use on the same lot.

Affordable Housing – Housing for occupancy or ownership by persons or households whose annual gross household income does not exceed one-hundred percent (100%) of the U.S. Department of Housing and Urban Development's annual area median gross income for single-family homes or eighty percent (80%) for multi-family homes for households of the same size in the Virginia Beach-Norfolk-Newport News, VA-NC Metropolitan Statistical Area, provided that the household pays no more than forty percent (40%) of gross income for gross housing costs, including utilities.

Air Installation Compatible Use Zone Program *(AICUZ)* – The goal of the AICUZ program is to protect the health, safety, and welfare of those living near a military airport while preserving its defense flying mission. The AICUZ guidelines define zones of high noise and accident potential and recommend land uses that are compatible within these zones. The Fentress Airfield Overlay District includes all lots within the city located partially or wholly within the AICUZ noise contours for 65 decibels (day-night average sound level) and greater.

Amenity – Characteristics of a development that increase its desirability to a community or its marketability to the public. Amenities include such things as swimming pools, tennis courts, bicycle and pedestrian paths, or landscaping.

Americans with Disability Act *(ADA)* – A law enacted by the U.S. Congress in 1990. The ADA is a wide-ranging civil rights law that prohibits discrimination based on disability. The ADA Standards for Accessible Design include guidelines for creating accessibility for those with physical disabilities.

Aquaculture – The farming of aquatic organisms such as fish, crustaceans, mollusks, aquatic plants and other water populations under controlled conditions.

Aquifer Storage and Recovery *(ASR)*– A specific type of artificial aquifer recharge practiced with the purpose of both augmenting ground water resources and recovering the water in the future for various uses.

(U.S.) Army Corps of Engineers *(ACOE or USACE)* – A U.S. federal agency under the Department of Defense. It is the world's largest public engineering, design, and construction management agency. Among many duties, ACOE is responsible for overseeing wetlands and waterways regulations, ecosystem restoration, and flood risk management. They also plan, design, build, and operate locks and dams. The City of Chesapeake leases several areas with water resources for parks or recreational purposes from ACOE.

Auto-Oriented Major Activity Center – An area of development designed with an emphasis on customers who use automobiles to travel to the site, rather than those with an emphasis on pedestrians. This type of development is usually located along major roadways. Some common characteristics include buildings facing a large parking lot with multiple driveways.

Auto-Oriented Village – A form of development that corresponds to the Automobile-Oriented Major Activity Center pattern, except that it is scaled to fit within a village setting.

Average Annual Growth Rate – Growth rates are calculated as annual averages and represented as percentages. For example the average annual population growth rate in Chesapeake between 1985 and 1995 was 4.5%. The average annual growth rate is not to be confused with the annual rate of change measured at a one-year interval.

Best Management Practices *(BMP)* – A combination of conservation measures, structures, or management practices that reduces or avoids adverse impacts of development on adjoining site's land, water or waterways, and water bodies. A stormwater management pond is a form of BMP.

Biochemical Oxygen Demand *(BOD)* – The amount of dissolved oxygen needed by aerobic biological organisms in a body of water to break down material present in a given water sample over a specific time period. This also refers to a chemical procedure for determining the amount. BOD value is most commonly expressed in milligrams of oxygen consumed per liter of sample during 5 days of incubation at 20°C. It is used to gage the effectiveness of wastewater treatment plants.

Bioretention Area – Bioretention areas are landscaping features adapted to treat stormwater runoff on the development site. They are commonly located in parking lot islands or within small pockets in residential land uses. Surface runoff is directed into shallow, landscaped depressions that contain a combination of mulch and prepared soil to act as a surface water filter. These depressions are designed to incorporate many of the pollutant removal mechanisms that operate in forested ecosystems.

Blueway – A network of water trails (e.g. rivers, streams, canals) linked through integrated, coordinated plans. Like greenways, blueways provide protection to natural systems and sensitive areas; enhance alternate transportation options; increase recreational and healthy lifestyle options; and help to coordinate transportation planning and land use development.

Brownfield – Abandoned, idled, or underused industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination.

Buffer – An area of undeveloped land, which may include landscaping, berms, walls, and fences, that is reserved between land uses of different character to mitigate negative impacts of more intensive land uses on less intensive ones, including views and sounds.

Business Improvement District – A special assessment district in which property owners agree to have an additional charge placed on their tax bill in order to fund special activities such as physical improvements or marketing and business promotion.

Capacity, Management, Operation, and Maintenance Program *(CMOM)* **–** A federally mandated asset management program for sewer service requiring the locality to have an adequate flow of revenue for renewal. CMOM will create a mandated need for additional sewer funds. Guidelines are currently under development for this program.

Capital Improvements Budget *(CIB)* – The CIB is a schedule for financing and constructing major public improvements and facilities needed by a locality. The CIB covers a five-year period and is updated annually. It includes major projects such as road and utility improvements, which are expensive, have a long life, and planning well in advance. The estimated annual operating cost of operating and maintaining the facilities to be constructed or acquired is also included in the CIB. Because such projects often generate land development, the CIB is an important tool for implementation of the Comprehensive Plan.

Chesapeake Bay Preservation Act *(CBPA)* – The Chesapeake Bay Preservation Act is a locally adopted Virginia law designed to protect the waters of the Chesapeake Bay, including its branches and tributaries. Areas protected by the Act are delineated on the CBPA Map and the Intensely Developed Area (IDA) Map as one of the following: Resource Protection Area (RPA), Resource Management Area (RMA), and IDA.

Cluster Development – A development pattern in which residential, commercial, industrial and institutional uses, or combinations thereof, are grouped together, leaving portions of the land undeveloped. Such development usually involves density transfer where unused allowable densities in one area are permitted in another. A zoning ordinance may authorize such development by permitting smaller lot sizes if a specified portion of the land is kept in permanent open space.

Commerce – as used in the Comprehensive Plan, the term "commerce" or "commercial" generally refers to the broad market environment wherein occur the exchange, or buying and selling, of commodities, including all activities, functions and institutions (e.g. businesses) involved in transferring goods from producers to consumers.

Compact Development – An urban development pattern characterized by a dense growth pattern inside a well-defined boundary, pedestrian-scaled neighborhoods around transit lines, or redevelopment of older areas and the waterfront.

Conditional Use Permit – Certain land uses and their related structures are designated under the zoning ordinance as conditional uses for one or more zoning district classifications within the city. Such uses and structures are presumed to be inappropriate in those zoning districts. A conditional use can be permitted only at the discretion of City Council, following review and recommendations by the Planning Commission, and only after legislative findings are made that the proposed use, with such conditions as the City Council may impose, is compatible with the surrounding neighborhood.

Conservation District – A district established to provide a means of conserving an area's distinctive atmosphere or character by protecting or enhancing its significant environmental, architectural or cultural attributes.

Density – The average number of housing units situated on a unit of land; usually expressed as dwelling units per acre.

Department of Conservation and Recreation *(DCR)* – A governmental agency for Virginia responsible for stewardship of outdoor recreational and natural resources as well as promoting the conservation of Virginia's cultural legacy.

Department of Environmental Quality *(DEQ)* – A governmental agency for Virginia responsible for protecting human health and the environment by writing and enforcing regulations based on laws passed by the Virginia General Assembly.

Department of Historic Resources *(DHR)* – A governmental agency for Virginia responsible for the stewardship and protection of historic sites, structures, and landmarks.

Dispersed Development – A development pattern characterized by absence of urban growth boundaries, unrestricted water and sewer line extensions throughout the locality, and possible loss of rural landscape. In this scenario, no new major activity areas are developed, the need for greater environmental management at the development plan stage exists, no new transit development occurs, limited access management exists on roadways, and some redevelopment of older neighborhoods and areas occurs.

Easement – The right to access property owned by another for a specific purpose. For example, utility companies often have easements on private property to supply power or services.

Environmental Protection Agency *(EPA or USEPA)* – A federal agency with the purpose of protecting human health and the environment by writing and enforcing regulations based on laws passed by the United States Congress.

Federal Aviation Administration *(FAA)* – The national aviation authority of the United States. It is an agency of the United States Department of Transportation. It has the authority to regulate and oversee all aspects of civil aviation.

Federal Emergency Management Agency *(FEMA)* – An agency of the United States Department of Homeland Security. The agency's primary purpose is to coordinate the response to disasters that occur in the United States. Through its flood hazard mapping program, FEMA identifies flood hazards, assesses flood risk, and partners with States and communities to provide accurate flood hazard and risk data. Flood hazard mapping is also an important part of the National Flood Insurance Program. FEMA maintains and updates data through Flood Insurance Rate Maps and risk assessments.

Federal Highway Administration *(FHWA)* – The FHWA is a division of the U.S. Department of Transportation responsible for the stewardship of construction, maintenance, and preservation of the Nation's highways, bridges, and tunnels.

Floodplain – A relatively flat or low land area adjoining a river, stream, or watercourse which is subject to partial or complete inundation; or, an area subject to the unusual and rapid accumulation of runoff or surface waters from any source.

Floor Area Ratio *(FAR)* – A formula for determining permitted building volume as a multiple of the area of the lot. FAR gives developers flexibility in deciding whether to build a low building covering most of the lot or a high building covering only a small part of the lot, so long as the total allowed ratio is not exceeded.

Form-Based Code *(FBC)* – A method of regulating development to achieve a specific urban form. Form-based codes emphasize building type, dimensions, parking location and façade features, with less emphasis on use.

Gateway – An entrance corridor that heralds the approach of a new or special land use and defines the arrival point as a destination.

Gentrification – The rehabilitation and resettlement of low and moderate income urban neighborhoods by middle and high income professionals.

Geographic Information System *(GIS)* – GIS is a computer system that stores and links non-graphic attributes or geographically referenced data with graphic map features to allow a wide range of information processing and display operations, as well as map production, analysis, and modeling.

Greenway – A linear park, alternative transportation route, or open space conservation area approved by the locality that provides passive recreational opportunities, pedestrian and/or bicycle paths, and/or the conservation of open spaces or natural areas.

Hampton Roads Planning District Commission *(HRPDC)* – One of 21 planning district commissions in Virginia. It represents sixteen local governments in the Hampton Roads Area. Its purpose is to encourage and facilitate local government cooperation and state-local cooperation to address issues of significance on a regional basis.

Hampton Roads Sanitation District *(HRSD)* – A political subdivision of the Commonwealth of Virginia that was created by public referendum in 1940 to eliminate sewage pollution in the tidal waters of the Chesapeake Bay. HRSD's mission is to protect and enhance the environment through quality wastewater treatment in the Hampton Roads area. HRSD returns treated effluent to nature in a way that will continue to nurture the region's delicate ecosystems.

Hampton Roads Transit *(HRT)* – The regional transit authority responsible for public transportation in six cities of Hampton Roads: Chesapeake, Hampton, Newport News, Norfolk, Portsmouth, and Virginia Beach.

Horizontal Development Pattern – A suburban, low density form of land development characteristic of buildings with one or two stories and surface parking is provided.

Hydric Soil – Soil that is saturated, flooded, or ponded long enough during the growing season to develop an anaerobic condition in the upper part. Hydric soils are found in wetlands.

Intensely Developed Area *(IDA)* –This is a designated redevelopment area within the Chesapeake Bay Preservation Area Overlay District which incorporates portions of the RPA and RMA. The IDA as displayed on the IDA Map includes areas in which development was concentrated as of January 21, 1992, so that little of the natural environment remains, and where at least one of the three conditions as described in Section 26-516.E of the Chesapeake City Code existed as of that date.

Impermeable Soil – Soil that does not readily permit fluids or gases to pass through.

Infill – The utilization of vacant land in previously developed areas for buildings, parking lots, recreational facilities and other uses.

Infrastructure – Public facilities and governmental services which support the population of a community. The term primarily includes the physical attributes of a locality (e.g. streets, water and sewer lines, parks), as well as the services (e.g. police and fire protection).

Joint Land Use Study *(JLUS)* – A 2005 study including the Cities of Chesapeake, Norfolk and Virginia Beach, and the U.S. Navy and Department of Defense to develop measures to minimize the impact of military operations on lands adjacent to or in close proximity to Navy air facilities in Hampton Roads, and to minimize or restrict development encroachment on the Navy's facilities.

Landscaping – The modification of the environment for an aesthetic or functional purpose. It includes the addition of and preservation of existing vegetation and the continued maintenance thereof together with grading and installation of minor structures and appurtenances.

Lane Mile – A unit of distance corresponding to actual lengths of roadway lanes, which is utilized for various transportation planning and engineering purposes, such as traffic management and capital cost planning.

Level of Service Standard *(LOS)* – A facility growth management tool that sets a measurable standard of capacity or performance for a given public facility or service that must be planned, funded, or in place for any particular development application to receive an approval recommendation from City staff.

Light Rail – Street cars or trolley cars that typically operate entirely or substantially in mixed traffic and in non-exclusive, at-grade rights-of-way. Passengers typically board vehicles from the street level (as opposed to a platform that is level with the train) and the driver may collect fares. Vehicles are each electrically self-propelled and usually operate in one or two-car trains.

Lot – The basic development unit. An area with fixed boundaries, used or intended to be used by one building and any accessory building(s) and usually not divided by a highway, street or alley.

Low-Impact Development *(LID)* – This environment is characterized by very low intensity land uses primarily related to enjoyment of natural resources and passive recreational development, relatively low land values, minor public and private capital investment, and/or significant development limitations.

Major Activity Center – A form of land use characterized by regional scale retail, commercial, and industrial development that is oriented toward a recognizable corridor or area. Major activity centers can be automobile-oriented or transit-oriented.

Master Transportation Plan *(MTP)* – The Master Transportation Plan evaluates Chesapeake's future transportation needs from both the local and regional perspectives. Chesapeake first adopted a Master Road Plan in 1990. It was later updated in 2005 and now addresses all modes of transportation through 2050.

Mixed-Use Development – The development of a tract of land or building or structure with two or more different uses, such as residential, office, retail, public facilities or services, or entertainment, in a compact urban form that can result in measurable reductions in traffic impacts.

Municipal Separate Storm System *(MS4)* – A system or conveyance that transports stormwater runoff into local water bodies. To prevent harmful pollutants from being washed or dumped into MS4, operators must obtain a VPDES permit and develop a stormwater management program.

Natural Resources Conservation Service *(NRCS)* – A division of the United State Department of Agriculture. NRCS works with landowners through conservation planning and assistance designed to benefit the soil, water, air, plants, and animals that result in productive lands and healthy ecosystems. NRCS is also responsible for conducting and producing soil surveys for counties and independent cities.

Node – An identifiable grouping of uses subsidiary and dependent upon a larger urban grouping of similar or related uses.

Open Space – Land and water areas retained for use as active or passive recreation areas or for resource protection in an essentially undeveloped state.

Open Space and Agricultural Preservation Program *(OSAP)* – A voluntary competitive program offered by the City of Chesapeake. The City purchases development rights from willing landowners in exchange for a preservation easement on their property. Landowners receive fair market value for the development rights of their land, but still retain ownership as well as the ability to have a home on the land and to use the land for agriculture or open space.

Ordinance – A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Overlay District – An overlay district is a specific area that has been designated to receive special consideration due to a unique or special circumstance. Overlay districts are typically found in the zoning ordinance and provide supplemental development standards for unique circumstances. Examples of overlay districts in the Chesapeake Zoning Ordinance include the Chesapeake Bay Preservation Area and the Fentress Overlay District. Overlay districts may also be included in the Comprehensive Plan as "policy overlays" to provide special provisions to a defined area. The Transportation Corridor Overlay District (TCOD) is an example of a Comprehensive Plan overlay.

Pedestrian-Oriented Development – Development which is designed with a primary emphasis on walkability and connecting to surrounding land uses, rather than on automobile access and parking lots. In pedestrian-oriented developments, buildings are typically placed relatively close to the street, and the main entrance is oriented to the street or a walkway. Although parking areas and garages may be provided, they are typically provided in the rear.

Permeable Soil – Soil having pores or openings that permit liquids or gases to pass through.

Planned Unit Development *(PUD)* – An area of land under unified ownership or control to be developed as a single development operation or phased series of development operations where two or more uses may be included. The plan and the development program includes not only land improvements such as streets and utilities, but also all structures as proposed to be located, constructed, and used. Also included shall be programs for the provision, operation, and maintenance of open and recreational areas, facilities, and functions for common use by all or substantial portions of the occupants.

Plat – Property schematic representation of land and, where required, of buildings and other structures, as part of a subdivision or site plan, in conformity with the requirements of the municipality.

Point-Source Pollution – In reference to water quality, a discrete source from which pollution is generated before it enters receiving waters, such as a sewer outfall, a smokestack, or an industrial waste pipe. Conversely, nonpoint source pollution is less definable and usually covers broad areas of land, such as agricultural land with fertilizers that are carried from the land by runoff or automobiles.

Proffer – There are two types of proffers in Chesapeake, as allowed by state code – cash and non-cash proffers. A cash proffer is a voluntary contribution of cash to help offset capital costs related to increasing the capacity of schools, roads, libraries and Fire/EMS facilities impacted by residential rezonings. A non-cash proffer is a condition voluntarily offered by a developer that limits or qualifies how the property in question will be used or developed. Proffers are made under the terms of conditional zoning to lessen the possible negative effects of an unrestricted zoning. The conditions proffered must relate to the rezoning itself and be in accord with the community's comprehensive plan. Terms of any proffer must be submitted in writing by the developer prior to a public hearing before the governing body. Upon approval, the conditions (proffers) become part of the rezoning and remain in effect even if the property is sold. Proffers are subject to enforcement.

Public Utility Franchise Area– Also known as the Public Utilities Service Area. This is an established area where it is the policy of the City of Chesapeake to provide public water and sewer service. Expansions to this area should only be made when the expansion would be consistent with the City's overall growth management strategy.

Redevelopment – The process of developing land which is, or has been, previously developed.

Rezoning – An application for a change in the zoning classification for a property, as contained in the City's Zoning Ordinance and official Zoning Map. An application for a change in the zoning district classification for a property (rezoning application) may be made in one of two ways: 1) By the filing of an application with the Planning Department by the owner of the property or by a person or persons having an interest in the property and being expressly authorized by the owner to so file; or 2) By referral from City Council to the Planning Commission.

Riparian Corridor – The area adjacent to a river, lake or stream, consisting of the area of transition from an aquatic ecosystem to a terrestrial ecosystem and including vegetative and wildlife normally associated with a riparian habitat.

Resource Management Area *(RMA)* – The RMA is an area within the Chesapeake Bay Preservation Area Overlay District that includes those 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. The RMA is depicted on the CBPA map and includes, but is not limited to, the following land use categories: floodplains; highly erodible soils, including steep slopes and highly permeable soils; and non-tidal wetlands not included in the RPA.

Resource Protection Area *(RPA)* – The RPA is an area within the overall Chesapeake Bay Preservation Area Overlay District that includes: all tidal wetlands; 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. The buffer area is designed to retard runoff, prevent erosion and filter non-point source pollutants from runoff. The buffer area is also designed to achieve a level of 75% reduction in sediments and 40% reduction in nutrients.

Reverse Osmosis *(RO)* – A membrane technology filtration method that removes many types of large molecule and ions. It is often used in commercial and water filtration. It is one of the methods used to desalinate seawater or to purify liquids.

Rural Development – A development pattern characterized by sparsely developed areas where the land is primarily used for farming, forestry, resource extraction, very low-density residential uses (e.g. one unit per 3 acres or less), or open space uses.

Safe Drinking Water Act *(SDWA)* – A federal law intended to ensure safe drinking water for the public. This law is applicable to every public water system in the United States.

Setback – The minimum distance by which any building or structure must be separated from a street right-of-way or lot line. Also, a line designating each minimum required yard for a lot.

Silviculture – The practice of controlling the establishment, growth, composition, health, and quality of forests to meet diverse needs and values.

Site Plan – A plan for development or a subdivision, including all covenants, grants or easements and other conditions relating to use, location and bulk of buildings, density of development, common open space, public facilities and such other information as required by the Subdivision Ordinance or Zoning Ordinance to which the proposed development or subdivision is subject.

Southeastern Public Service Authority *(SPSA)* – The regional waste authority which operates a regional landfill in Suffolk and several transfer facilities located in various cities of South Hampton Roads.

Special Taxing District – A sub-area of a community designated by city ordinance to assess payments for construction or installation of public facilities that primarily benefit the property owners within the district.

Sprawl – Low-density land use patterns that are automobile dependent, energy and land consumptive, and require a very high ratio of road service to development served. The landscape created by sprawl generally has four dimensions: (1) a population that is widely dispersed; (2) rigidly separated homes, shops, and workplaces; (3) a network of roads marked by huge blocks and poor access; and (4) a lack of well-defined thriving activity centers such as downtowns or town centers. Most other features usually associated with sprawl (e.g. the lack of transportation choices, relative uniformity of housing options, or the difficulty of walking) are the results of these conditions.

Stormwater – The flow of water which results from precipitation and which occurs immediately following rainfall or a snow melt.

Streetscape – An area that may either abut or be contained within a public right-of-way or private street that may contain sidewalks, street furniture, landscaping or trees, and similar features.

Strip Development – A linear progression or pattern of commercial development located along one or both sides of a major thoroughfare which is generally characterized by multiple and relatively closely spaced driveways, minimal open space and landscaping, and extensive signage.

Subdivision – The division of any lot, parcel or tract of land into two or more lots, parcels, tracts or other divisions of property, for the immediate or future transfer of ownership or development, including without limitation, all changes in existing streets or lot lines, all divisions which result in the creation of a new lot, all divisions which are necessary to facilitate the development of a property for any purpose, and all divisions of land which include a new street or the extension of an existing street.

Suburban – The low to medium intensity development areas in the City, which include Deep Creek, Great Bridge, and Western Branch.

Sustainable Development – Development that maintains or enhances economic opportunity and community well-being while protecting and restoring the natural environment upon which people and economies depend. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs.

Swale – An elongated depression in the land surface that is at least seasonally wet, is usually heavily vegetated, and is normally without flowing water. Swales direct stormwater flows into primary drainage channels and allow some of the stormwater to infiltrate into the ground surface.

Tax Increment Financing *(TIF)* – A tool used by cities and other development authorities to finance certain types of development costs. The public purposes of TIF are the redevelopment of blighted areas, construction of low and moderate-income housing, provision of employment opportunities, and improvement of the tax base. TIF Districts allow local governments to direct a portion of identified incremental tax revenue toward community improvement projects in a specially established district.

Total Maximum Daily Load *(TMDL)* –The TMDL calculates the maximum amount of pollutant that a water body can receive while still meeting water quality standards.

Traditional Neighborhood Design *(TND)* – A planning and design concept that emerged in the late 1980s. The concept was developed in response to typical suburban developments of the time with strict separation of land use, large lots with little interconnectivity to other communities, poor housing quality and design, and dependency on the automobile for transportation. Traditional neighborhood design communities have been created to control suburban sprawl as it promotes the efficient use of land and public resources. TND communities tend to be compact, mixed use, and pedestrian-oriented neighborhoods.

Trail – A way or path designed for and used by pedestrians, equestrians, cyclists using non-motorized bicycles, and others. Trails may include trailheads, which can consist of parking lots, drinking fountains, restrooms and signage.

Traffic Calming – A concept fundamentally concerned with reducing the adverse impact of motor vehicles on built-up areas. Usually involves reducing vehicle speeds, providing more space for pedestrians and cyclists, and improving the local environment.

Transportation Corridor Overlay District *(TCOD)* – An overlay district in the City used to ensure high quality, attractive development along key transportation corridors, namely Route 17/Dominion Boulevard and Route 168/Chesapeake Expressway at present.

Transit – Passenger services provided by public, private, or nonprofit entities, which may include the following transportation modes: commuter rail; rail rapid transit; light rail transit; light guideway transit; express bus; and local fixed route bus.

Transit-Oriented Design/Development *(TOD)* – A mixed-use residential and commercial area designed to maximize access to public transport and often incorporates features to encourage transit ridership.

Transit-Oriented Major Activity Center – A form of development that maximizes investment in transit infrastructure by concentrating the most intense types of development around transit stations and along transit lines; development in such areas is designed to make transit use as convenient as possible. This type of development is characterized by moderate and high-density housing concentrated in mixed-use developments, making it convenient for residents and employees to travel by transit, bicycle, foot, or car.

Transit-Oriented Village – A form of development that corresponds to the transit-oriented major activity center pattern, except that it is scaled to fit in a village setting.

Tree Canopy – The area within the circumference of the drip line of the tree. Canopy-generating trees are of the deciduous variety whose mature height and branch structure provide foliage primarily on the upper half of the tree. The purpose of a canopy tree is to provide shade and protection to adjacent ground areas.

United States Geological Survey *(USGS)* – The USGS, created by an act of Congress in 1879, is the sole science agency for the Department of the Interior. The USGS serves the nation as an independent fact-finding agency that collects, monitors, analyzes, and provides scientific understanding about natural resource conditions, issues, and problems. Localities rely heavily on topographic maps produced by the USGS, which show all principal physical features of an area, including elevations.

Urban Forest Management Plan *(UFMP)* – A draft plan developed by the City to protect existing trees, to plant new ones, and to properly manage urban forest assets.

Vehicle Miles Traveled *(VMT)* – VMT is a transportation planning term. Average vehicle miles traveled per day are collected for various roadways based on continuous traffic counts for specified periods. This indicator shows, in combination with other transportation indicators, the extent of reliance upon automobile transportation. Assessing population growth alongside increases in vehicle miles traveled shows the extent to which the VMT growth results from more people driving or from people driving more miles.

Vertical Development Pattern – A compact, high density form of land development characteristic of urban areas where building density is achieved through multiple stories and parking is typically provided in a parking garage.

Village – A small, compact center of predominantly residential character but with a core of mixed-use commercial, residential, and community services. It often incorporates local scale economic and social functions that are integrated with housing. A village typically has a recognizable center, discrete physical boundaries, and a pedestrian scale orientation. This term does not necessarily refer to an incorporated municipality and is often smaller than a municipality.

Virginia Department of Transportation *(VDOT)* – An agency of Virginia government responsible for transportation. VDOT is responsible for building, maintaining, and operating roads, bridges, and tunnels in the Commonwealth.

Virginia Institute of Marine Science *(VIMS)* – The graduate school for marine science for the College of William and Mary. VIMS conducts interdisciplinary research in coastal ocean, estuarine science, and educates students and citizens by providing advisory service to policy makers, industry, and the public.

Virginia Pollutant Discharge Elimination System *(VPDES)* – A permit which controls water pollution by regulating point sources that discharge into waters of the United States.

Wetland – Lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. For purposes of this definition, wetlands must have the following three attributes: (a) have a predominance of hydric soils; (b) are inundated or saturated by surface or ground water at a frequency and duration sufficient to support a prevalence of hydrophytic vegetation typically adapted for life in saturated soil conditions; and (c) under normal circumstances support a prevalence of such vegetation.

Workforce Housing – Workforce housing is typically considered housing for individuals whose income is between thirty and eighty percent of the area median income.

Zoning – The legislative process by which a local government classifies land within the community into areas and districts referred to as zones. Zoning regulates building and structure dimensions, design, placement, and land use. Requirements vary from district to district, but they must be uniform within districts.

Appendix B – Abbreviations and Acronyms

ADA – Americans with Disability Act	**GIS** – Geographic Information System	**RO** – Reverse Osmosis
AICUZ – Air Installation Compatible Use	**HREA** – Hampton Roads Executive Airport	**RPA** – Resource Protection Area
ASR – Aquifer Storage and Recovery	**HRPDC** – Hampton Roads Planning District Commission	**SDWA** – Safe Drinking Water Act
ACOE – (United States) Army Corps of Engineers	**HRSD** – Hampton Roads Sanitation District	**SPSA** – Southeastern Public Service Authority
BMP – Best Management Practices	**HRT** – Hampton Roads Transit	**TCOD** – Transportation Corridor Overlay
BOD – Biochemical Oxygen Demand	**IDA** – Intensely Developed Area	**TIF** – Tax Increment Financing
CBPA – Chesapeake Bay Preservation Act	**JLUS** – Joint Land Use Study	**TMDL** – Total Maximum Daily Load
CIB – Capital Improvement Budget	**LID** – Low-Impact Development	**TND** – Traditional Neighborhood Design
CMOM – Capacity, Management, Operation, and Maintenance Program	**LOS** – Level of Services	**TOD** – Transit-Oriented Design/Development
CRHA – Chesapeake Redevelopment and Housing Authority	**MS4** – Municipal Separate Storm System	**UFMP** – Urban Forest Management Plan
DCR – Department of Conservation and Recreation	**MTP** – Master Transportation Plan	**USACE** – (United States) Army Corps of Engineers
DEQ – Department of Environmental Quality	**NIT** – Norfolk International Terminal	**USEPA** – (United States) Environmental Protection Agency
DHR – Department of Historic Resources	**NNMT** – Newport News Marine Terminal	**USGS** – United States Geological Survey
EPA – (United States) Environmental Protection Agency	**NRCS** – Natural Resources Conservation Service	**VMT** – Vehicle Miles Traveled
FAA – Federal Aviation Administration	**OSAP** – Open Space and Agricultural Preservation Program	**VDOT** – Virginia Department of Transportation
FAR – Floor Area Ratio	**PDTA** – Public-Private Transportation Agreements	**VIMS** – Virginia Institute of Marine Science
FBC – Form-Based Code	**PMT** – Portsmouth Marine Terminal	**VPDES** – Virginia Pollutant Discharge Elimination System
FEMA – Federal Emergency Management Agency	**RMA** – Resource Management Area	
FHWA – Federal Highway Administration	**PUD** – Planned Unit Development	

Appendix C
City Council Financial Priorities/Goals

CHESAPEAKE CITY COUNCIL PRIORITY-BASED RESOURCE ALLOCATION RESULTS SEPTEMBER 2010

City Council has identified six priorities that reflect the long-range direction of the local government. Each priority includes several definitions that operationalize the broader priority. These are not listed in priority order.

A. Ecological Stewardship

1. Provides for renewal of the environment through recycling and reuse
2. Encourages energy conservation and "green" initiatives through incentives, awareness education and community involvement
3. Ensures the preservation of green and open spaces, protects its natural resources and safeguards its agricultural lands
4. Develops, regulates and maintains a clean, orderly community
5. Manages and mitigates factors that impact the environmental quality of its water and air

B. Economic Vitality

1. Provides a highly skilled and well-educated workforce to meet the needs of community employers
2. Recruits and retains a well-balanced mix of businesses that contribute to the community's sustainability and promotes quality job creation
3. Markets and cultivates its amenities, location, livability and tourism opportunities
4. Provides for well-planned development and commercial revitalization in all areas of the community
5. Stimulates economic growth and supports small business with appropriate incentives and efficient processes

C. Healthy, Nurturing, and Secure Community

1. Supports and encourages access to quality education and life-long learning opportunities
2. Provides for the physical, behavioral, and emotional health of its citizens
3. Cultivates training and career development opportunities to help employ the local workforce
4. Promotes health and fitness through diverse recreation opportunities and well-maintained parks and trail systems
5. Partners with others to ensure that individuals feel secure in their community, are self-reliant, and able to meet their basic needs

D. Quality Infrastructure and Transportation Systems

1. Continuously repairs, replaces and maintains its quality infrastructure networks
2. Collaboratively plans and designs regional transportation systems that ease congestion, enhance traffic flow and improve connectivity
3. Provides and promotes a variety of convenient mobility options

4. Promotes "smart growth" while protecting and preserving its natural resources

E. Safe Community

1. Offers protection, enforces the law and is well-prepared to promptly respond to emergencies and calls for service
2. Proactively prevents crime through a visible community presence, early intervention and community involvement
3. Fosters a feeling of personal safety, physical and behavioral security, and emotional well-being
4. Provides and supports a variety of safe activities for youth and families
5. Portrays a thriving, visibly appealing community that invests in a safe, well-maintained transportation system

F. Good Governance

1. Enhance trust and transparency by ensuring accuracy, accountability, efficiency, and best practice
2. Respond to the needs of internal and external customers
3. Provide stewardship and manage sustainability over human, physical, and financial resources
4. Support decision making with timely and accurate short-term and long-range analysis
5. Monitor and ensure regulatory and policy compliance

CHESAPEAKE CITY COUNCIL VISION OF A FINANCIALLY HEALTHY COMMUNITY

(Revised 1-20-07)

Sound Financial Management - A community that can meet its obligations and have a rainy day fund

Equitable Tax System/Quality of Life - A community where citizens feel that taxes are affordable and fair for the quality of life that is afforded to them (i.e. recreation, drainage, water/sewer)

Balanced Growth – We are able to balance growth (revenue from residential and business development) while providing appropriate infrastructure so there is a good quality of life and citizens understand the need for the balance; there is revitalization of established neighborhoods and preservation and creation of open space

Economic Development – We have economic development and high quality job creation, especially with a focus on a variety of professional and high-tech jobs, companies, and support services

Safe Community – Our citizens feel safe with no threats on lives or households

Balanced, Diverse Housing – We have housing for all levels of people in all kinds of jobs; we have the right housing balance and make sure houses aren't too expensive

- We have housing for young starter families
- We have housing for City's basic services workers (i.e. firefighters, teachers, police officers)

Transportation – We can ensure reasonable access to jobs, schools, and amenities

- We make sure that roads are not so clogged that barges cannot unload and transport goods
- We ensure that traffic/clogged roads do not affect the quality of life

Quality Education for All – We have education from cradle to grave and recognize that a successful school system is critical as employers want to be able to find well trained workers

High Tech Community – We are a community that has a technology infrastructure that facilitates access to information, communication, and the conduct of business, thus creating enlightenment and access to the world

Appendix D
The Comprehensive Plan Update Public Participation Process

Community Participation in the Comprehensive Plan Update Process

Opportunities for citizen participation were offered during each phase of the plan update. Throughout the process, staff at the Planning Department called on the participation of citizens, business and development representatives, special interests, government officials, department heads, staff of other city agencies and staff from other governmental agencies whose actions would affect the physical development of the City. A brief overview of these activities is contained here; please refer to the Appendix for a full accounting of community participation activities.

Unlike the 2026 Comprehensive Plan, which represented the first comprehensive review of the City's development policies in 15 years, the 2035 Comprehensive Plan Update is focused on "tweaking" the 2026 Plan with needed course corrections, mandated changes, and up-to-date statistics and data. Section 15.2-2230 of the Code of Virginia requires that localities review their comprehensive plans at least once every 5 years. The 2026 Comprehensive Plan was adopted by City Council in March 2005, and there have been a number of amendments to the Plan since then. Each amendment was considered a review of the Plan, while also generating valuable information about how the document was performing overall and if any course corrections were needed.

In early 2009, Planning Department staff recognized that after several years of daily use with the 2026 Comprehensive Plan, the document should be updated and re-organized to make it more user-friendly and accessible by multiple stakeholders. Because the plan update was not approached as a complete and comprehensive overhaul of the 2026 Plan, modifications were made by staff to the update development process. Rather than reconvening the Plan Advisory Team (PAT), a 32-member, multi-interest steering committee, staff used a series of focused-topic feedback groups (design, housing, sustainable growth) and targeted stakeholder groups in the area of economic vitality.

Similarly, rather than formally reconvening the Technical Advisory Committee (TAC) - comprised of staff from City departments, and federal, state, and regional agencies having a stake in Chesapeake's future growth – Planning staff informally sought their technical input as needed on various changes throughout the update of the plan. Planning staff also worked closely with other City departments and agencies to perform an overall review of their respective sections in the

2026 Comprehensive Plan for needed updates and to identify ways to make the policy language more user-friendly.

Input was sought from any citizen or community group that desired to participate during each phase of the project. The objective of the Phase One citizen participation activities was to get broad citizen input regarding their perceptions on the past and future Chesapeake, as well as to review the vision statement and goals from the 2026 Comprehensive Plan for any needed revisions. To accomplish this, the Planning Department hosted six community meetings through the City, as well as creating a web page dedicated to the 2035 Comprehensive Plan Update that included a comment box.

The second phase of the planning process consisted of the development of the 2035 Comprehensive Plan Update policy document, the 2035 Land Use Plan, and the 2050 Transportation Plan, based on input received during Phase One. The public was invited to comment on the initial draft of the Plan Update documents through a series of ten informational meetings held throughout the City, as well as meetings with other stakeholder groups as needed and by way of the Plan Update web page and social networking media.

The third phase of the plan development process involved presentation of the Public Hearing Draft to the Planning Commission and City Council for formal hearing and consideration. Prior to presenting the plan to these policy bodies, staff conducted two citizen information meetings in central locations to make the public aware of the final goals, objectives and actions strategies contained in the draft 2035 Comprehensive Plan, including the 2035 Land Use Plan, 2025 Master Transportation Plan, 2035 Public Utilities Franchise Area Map, and 2050 Master Trails Plan.

Planning Commission and City Council Participation in the Comprehensive Plan Update Process

As the City undertook the update of its Comprehensive Plan, staff was mindful of the critical role played by City Council in helping to shape the vision statement, goals, and objectives for the 2026 Plan, through a series of public forums, retreats and joint meetings with the Planning Commission and other entities. Relevant goals identified by City Council have been incorporated into the updated Comprehensive Plan where appropriate (i.e. growth management goals and objectives are included in the Growth Management section of this Plan).

The Planning Commission, City Council Planning Liaisons, and ultimately City Council as a whole provided valuable guidance throughout the 2035 Plan Update's development by periodically reviewing key development steps and providing direction if necessary. Proposed revisions to the Plan were presented to both bodies as they were developed, particularly the modified Vision Statement, Goals, and key policy issues such as modifications to the Suburban Overlay District boundary and the appropriate future land use designation for the Williams Tract. A portion of the Williams Tract was approved as a Unique Economic Development Opportunity (UEDO) by City Council

in 2016. A Comprehensive Plan amendment in 2018 revised the 2035 Land Use Plan, designating the UEDO on the Land Use Plan as Gateway Virginia Innovation District.

Chesapeake Planning Commissioners in particular played a very active role throughout the Plan Update process, providing guidance and assistance to City staff in all phases of the plan development. For example, with guidance from the City Council Planning Liaisons and support from Planning Department staff, Planning Commissioners engaged in a survey effort with various City boards and commissions to gather input on their concerns about Chesapeake's past and their hopes and aspirations for its future. The Planning Commission met with and surveyed the following entities:

- Chesapeake Agricultural Advisory Commission
- Chesapeake Airport Authority
- Chesapeake Bicycle/Trails Advisory Committee
- Chesapeake Economic Development Authority
- Chesapeake Historic Preservation Commission
- Chesapeake Parks, Recreation and Tourism Advisory Board
- Chesapeake Public Schools, Student Council officers
- Chesapeake Redevelopment and Housing Authority
- City of Chesapeake's Chesapeake Bay Preservation Area Board
- Commanding Officer, NAS Oceana/NALF
- Tidewater Builders Association

Ultimately, as provided for in Section 15.1-2223 of the Code of Virginia, City Council, as the governing body in Chesapeake, "shall adopt a comprehensive plan for the territory under its jurisdiction." As provided for in Chapter 12, Section 12.05(b) of the City of Chesapeake Charter, it is the responsibility of the Planning Commission to provide a proposed comprehensive plan, or a proposed comprehensive modification to an existing plan, to City Council for public hearing, consideration and adoption.

Appendix E - Comprehensive Plan Tools For Implementation

The Comprehensive Plan is a policy document that provides guidance as to the City's growth and future development. While intended to be general in nature, the Plan does contain a number of goals, objectives, and action strategies designed to help achieve the intended land use and development vision. There are a variety of tools available to help implement the Comprehensive Plan, some of which are integral to the plan and others that are intended to work in harmony with the Plan.

Implementation Tool	Timing	Form	Funding
Capital Improvement Budget	✔		✔
Cash Proffer Policy			✔
Desired Growth Rate	✔		
Infill Development		✔	
Land Use Plan		✔	
Level of Service Policy	✔		
Master Transportation Plan	✔	✔	
Overlay Districts		✔	
Public/Private Partnerships			✔
Public Utilities Franchise Area	✔	✔	
Section 15.2-2232 Review	✔		
Special Policy Area	✔	✔	✔
Zoning Map Amendments	✔	✔	

Capital Improvement Budget *(CIB)* – Typically a 5 year municipal planning document identifying the need for and funding of the construction of public facilities. It defines when, where and how each specific facility is to be built and the revenue source.

Cash Proffer Policy - A voluntary policy whereby an applicant of a residential conditional rezoning application provides cash contribution to offset the impacts that the project would have on Schools, Roads, Fire/Emergency Management Services, and Libraries. This policy addresses the funding of public facilities needed to support a new development.

Desired Growth Rate - An annual exponential growth rate of between 1 and 2 percent that is considered to be manageable in terms of provision of municipal services, while still promoting economic growth and vitality for the City.

Infill Development – The placement of new construction within older, built-out areas of the city with established infrastructure. Infill development can have a positive or negative impact on the existing pattern of development if it is not compatible in terms of density, height, and character.

Land Use Plan – A graphic depiction of the anticipated ultimate development of the City when it is fully built out. Since the Land Use Plan shows only the recommended "ultimate" use of properties and does not address the timing and coordination of development, it should not be used as the only tool to determine the appropriateness of an application for development.

Level of Service *(LOS)* **Policy** - This policy is intended to provide an objective standard for determining whether public facilities are adequate to meet the demands created by a proposed rezoning application. This standard is applied consistently to all rezoning applications to determine their timeliness. Current LOS standards address three areas of adequate public facilities: school capacity, road capacity and sewer utility capacity.

Master Transportation Plan – The City's roadway and other transportation needs are identified on this map based on projected land use and traffic generation assumptions for the comprehensive planning horizon of 2050.

Overlay Districts – The three distinct districts, Urban, Suburban, and Rural, depicted on the Land Use Plan that identify appropriate land uses and densities within certain geographic areas of the City.
Public/Private Partnerships – The use of public and private funds to achieve mutual benefits.

Public Utilities Franchise Area – Geographic areas of the City whereby public water and sewer service are provided currently or designated to be added within the timeframe of the 2035 Comprehensive Plan. The opportunity for development outside these areas is limited.

Section 15.2-2232 Review – A Virginia State Code requirement that localities shall review and approve any new road, public area or park, public building, public utility facility, or public service corporation (other than a railroad), which is not depicted on the locality's adopted Comprehensive Plan.

Special Policy Areas - Individual studies, plans, and policies developed for areas of the City, such as South Norfolk, Western Branch, Great Bridge, Poindexter Street, Military Highway, Route 17 and Dominion Boulevard Transportation Corridor Overlay Districts, and Greenbrier, which provide recommendations to promote the area's uniqueness or to improve existing conditions. These plans provide direction to policy makers when considering land use applications and public improvements.

Zoning Map Amendments (Rezonings) – An application to change the zoning designation indicated on the City's Zoning Maps. Because this application requires the approval of City Council, the application is reviewed for compliance with the Comprehensive Plan to determine its appropriateness in terms of timing, location, compatibility, and adequate public services and facilities.

Moving Forward ▪ Chesapeake 2035





Adopted February 25, 2014
Amended December 21, 2021

Prepared by The Chesapeake Planning Department

Moving Forward ▪ Chesapeake 2035

Technical Document

Select the blue link below to view the full supporting information.

Chapter One: Introducing the Plan Vision

- *Important Dates in Chesapeake Land Use History*

Chapter Two: Responsible Growth

Economy

- *Northwest Annex ROTHR*

Land Use

- *Open Space and Agriculture Preservation Program*
- *St. Juliens Creek Naval Annex ULI Study*
- *Summary of Key Comprehensive Plan Studies & Policies*
  (includes Western Branch Land Study; Poindexter Corridor Strategic Development Plan; Great Bridge Village Design Guidelines; Transportation Corridor Overlay District; South Military Highway Corridor; Route 17 Trail Dismal Swamp Corridor Study; Williams Tract; Indian River Planning Area Study)
- *Design Guidelines Manual (May 2007)*
- *Dominion Boulevard Corridor Study and Economic Development Strategic Plan*

Growth Management

- *Planning and Land Use Policy (Resolution)*
- *Cash Proffer Policy*
  - *Exhibit A (Effective December 12, 2012)*

Natural Resources

- *Identifying and Assessing Chesapeake's Natural Resources Infrastructure*
- *Chesapeake Soil Survey*
- *City of Chesapeake: A Plan for the Northwest River Watershed*
- *City of Chesapeake – Natural Heritage Resources Table 1, DCR Text, DCR Table 2, DCR Map*

Housing

- *Affordable Housing Task Force Final Report 2006*
- *A Quiet Crisis in America: A Report to Congress by the Commission on Affordable Housing and Health Facility Needs for Seniors in the 21st Century.*
- *Mobile Home Displacement Policy*

Select the blue link below to view the full supporting information.

Chapter Three: Infrastructure

Transportation

- *Hampton Roads Regional Transit Study*
- *Hampton Roads Joint Land Use Study (JLUS)*

Water and Sewer

- *Water Supply Watershed Management in Hampton Roads*

Stormwater Management

- *Public Facilities Manual*

Chapter Four: Quality of Life

Design

- *Design Guidelines Manual*
- *Zoning Ordinance*
- *Subdivision Ordinance*
- *Sign Ordinance*
- *Cluster Ordinance*
- *Recommended Considerations and Policies for Future Development of the Williams Tract UEDO*

Public Facilities and Services

- *Public Facilities and Services Section Supporting Information*

Parks and Recreation

- *Parks and Recreation Section Supporting Information*

Historic Resources

- *Historic Resources Section Supporting Information*