City of Petersburg

PTB2040

Comprehensive Plan

Acknowledgements

Mayor and City Council
Mayor Samuel Parham, Ward 3
Council Member Treska Wilson-Smith, Ward 1
Council Member Darrin Hill, Ward 2
Council Member Charlie Cuthbert, Ward 4
Council Member W. Howard Myers, Ward 5
Council Member Annette Smith-Lee, Ward 6
Council Member Arnold Westbrook, Jr., Ward 7

Planning Commission
Tammy L. Alexander, Chair, Ward 5
Chioma Adaku, Ward 1
Fenton Bland, Vice Chair, Ward 2
Candace Taylor, Ward 3
Marie Vargo, Ward 4
Thomas S. Hairston, Ward 6
James Norman, Ward 7
Michael Edwards, At-Large
William Irvin, At-Large

City Manager
Kenneth Miller, Interim City Manager
Tangela Innis, Deputy City Manager
Hall Wingfield, Program Coordinator

City Attorney
Anthony Williams

Planning & Community Development
Reginald Tabor, Director
Sandra Robinson, Zoning Administrator
Kate Sangregorio, Preservation Planner
Deborah Porter, Secretary/Zoning Technician

Contents

What is the Comprehensive Plan?

Introduction

The Comprehensive Plan for the City of Petersburg is intended to facilitate development and an Economic resurgence. This development and economic revival will come as The City turns its challenges into opportunities and capitalizes on its location, historical significance and rich history. The plan emphasizesthe need for redevelopment in the Central Business District, revitalization and commercial corridors, whilepreserving the historic properties and neighborhoods that make the City unique.

Purpose of the Plan

The Comprehensive plan is a policy guide for how the community will be developed and managed. The existing conditions were examined in the City of Petersburg and the region. Developing the frameworkfor this Plan was a process undertaken a few years ago and facilitated by Community Development Partners. The process involved recommendations and land use plans being developed from an analysis ofexisting conditions, public input, and meetings with community stakeholders. The plan has been updatedto include development activities since the undertaking began. The resulting Comprehensive Plan is intended:

- To improve the quality of the City's environment as it relates to social, economic and physicalrealities;
- To guide future decisions of citizens, elected officials and staff as it relates to development;
- To provide for the well-being of all the community;
- To promote community goals, objectives and policies;
- To be the balance between technical and political aspects of community development inorder to eliminate duplication of private and public projects; and
- To include citizen participation in community development; thus creating a sense of pride.

The Comprehensive Plan is not intended to be a binding, regulatory document. Rather, it is to guide elected officials and City Staff when determining the appropriate regulatory, enforcement and/or changes necessary in order to meet the established goals.

Legal Authority of the Plan

In the Commonwealth of Virginia it is by law that all jurisdictions prepare and adopt a plan for the physical development of their land and to review that plan at least once every five (5) years. The plan shallbe developed in accordance with State Code sections 15.2-2223 through 15.2-2232, .and shall be generalin nature and designate the general location, character, and extent of growth. This plan is consistent withthe provisions outlined in State code.

Plan Implementation

A Comprehensive Plan is only as useful as the ability of a City to implement its recommendations. TheComprehensive Plan will be implemented through a variety of tools available to the City:

- Regulatory measures (i.e. Code Enforcement, Zoning, Subdivision Ordinance)
- Financial Resources (i.e. Capital Improvement Program, Operating Budget, Grants, CDBG)
- Plans (i.e. Neighborhood Plans or Master Plans for specific areas of concentration)

- Partnerships (i.e. the Housing Authority, Cameron Foundation, Non-Profits, local Businesses,
  Homeowner's Associations, Schools, VSU)

Recommendations were made not just out of demonstrated need, but inline with the capacity of theCity to bring about the necessary changes through available resources. This Plan seeks to concentrate efforts in areas with maximum benefits to the residents of Petersburg. The City has potential and opportunity for improvement in every neighborhood with willing citizens to assist.

Petersburg's Comprehensive Plan

The following Plan looks at the demographics, economics, infrastructure, amenities, and historic andcultural assets. Although Petersburg is a dynamic City, this background information provides a base fromwhich to assess the City and plan for its future. Following the demographics and cultural information arethe Land Use Plan, Transportation Plan, and Planning Factors Map. The final section addresses goals, objectives, and recommendations, which provide guidance for Petersburg Staff and leaders the next 20 years and beyond.

Issues, Policy Goals and Objectives

The purpose of the Comprehensive Plan is to set the relevant policies which will help carry out Vision of the City. The intent of the Plan and its recommendations is to improve and protect the health,safety, and welfare of the citizens of Petersburg.

Issues

Issues identified through background reports, public input and consultation with community stakeholders are the foundation for formulating policy goals and objectives. It is important to note the identified issues are usually connected to other issues, and solutions may require a comprehensive approach which incorporates innovative and out of the box initiatives. Housing issues may be influencedby the economy while the economy is affected by land use and transportation.

Policy Goals

A policy sets forth the principles and values which will guide the actions to be taken by the City ofPetersburg to solve identified public issues. In this document policies were formulated through input from the public and community stakeholders.

Objectives

Objectives are intended to be the beginning steps to overcome identified issues, and the means tocarrying out adopted policies. Objectives are measurable tasks for which specific city departments andmanagers are responsible and held accountable. Objectives are categorized as Short Term: 0-5 Years, Mid Term: 5-10 Years, and Long Term: More than 10 Years.

Citizen Participation in the Process

The process to adopt the plan began back in 2008-2009, the City of Petersburg and K.W. Poore & Associates, Inc. hosted a public meeting. Residents were invited through newspaper advertisement, flyers,and blog postings to share their concerns and hopes for the future of the City. Later meetings were held in 2011, 2012-2015, to get additional feedback from the citizens of Petersburg. Staff participated in Wardmeetings and informational sessions at several events and functions to gather the opinions and desires ofthe residents.

The major meetings were held at Union Station in Old Town. The evening began with introductions and a brief presentation by the consultants on the Comprehensive Plan process. Residents were then asked to provide their input. Stations were set up around the room addressing the topics of Economic Development, Public Services, City Image, Living Environment, Pedestrian Scale, Recreational Opportunities, Preservation, Health and Facilities. Residents wrote comments at each station, interactedwith City Staff and each other, and provided check marks next to other comments with which they agreedstrongly.

About 100 residents, staff, and community stakeholders were in attendance in the earlier meeting. The participation dropped off considerably at the more recent meetings. The topics on which citizens commented had been discussed and agreed upon previously with the Planning Commission. Citizen inputfrom the meeting summarized in a spreadsheet and incorporated in the appropriate sections of the Plan.Citizen concerns ran the gamut of issues, the strongest emphasis, however, was placed on the underutilized historic assets and the City's image. In more recent meetings, the concerns varied and included safety, education and Economic Development.

Figure 2-1: Citizen Participation Meeting held at Union Station

History

Petersburg, Virginia, a "city rich in history that is dedicated to providing superior services while cultivating pride".

Originally known as Peter's Point, it received its charter in 1748 and became a City in 1850. Petersburg settled at its inland most navigable point, at the fall of the Appomattox River. Becauseof its location, it has a rich cultural, economic, and social history. When settlers arrived in the early 1600s,Native Americans mounted fierce resistance before signing treaties that led to flourishing trade. The growth of the tobacco market in the early 1700s brought about the near simultaneous founding of Richmond and Petersburg. For the next hundred years, Petersburg appeared to dominate as the logisticalcenter of Virginia. During several decades following the Revolution, Petersburg's free black population grew quickly, and Petersburg had one of the oldest free black settlements in the nation at Pocahontas Island.

In the 30 years leading up to the Civil War, Petersburg built its first railroads, the manufacture of agricultural and industrial implements and tools flourished. In the spring of 1864, General Ulysses S. Grantsurrounded Petersburg, affecting the longest siege of an American city. After General Robert E. Lee and his Confederate forces abandoned Petersburg in April 1865, Lee surrendered, ending the Civil War. By the early part of the 20th century, the logistical and shipping center of Virginia had shifted to Richmond, leaving Petersburg the retail hub of Southside Virginia; several new industries were established in Petersburg. Founded in 1870, the Seward Luggage Company became one of the largest manufacturers oftrunks and luggage in the country. Two other large companies formed during this era were Titmus OpticalCompany and Arnold Pen Company. These businesses contributed greatly to Petersburg's thriving economy at the turn of the twentieth century. During this era department stores, grocers, specialty stores,and theatres lined Sycamore Street and adjoining streets in Old Towne and sprung up around the HalifaxStreet triangle.

Figure 2-2: Sycamore Street 1903

As Petersburg's economy weakened in the 20th century, its population declined. As upper and middle classes fled to the suburbs, the city was left with a high percentage of low-income residents. Theincrease in demand for public services seriously strained limited financial resources.

Petersburg continues as a transportation hub with immediate access to Interstates 85, 95, and 295, and U.S. highways 1, 301, and 460, Petersburg is an attractive tourism and business location. Petersburghas several public and private industrial parks, several located within Enterprise Zones.

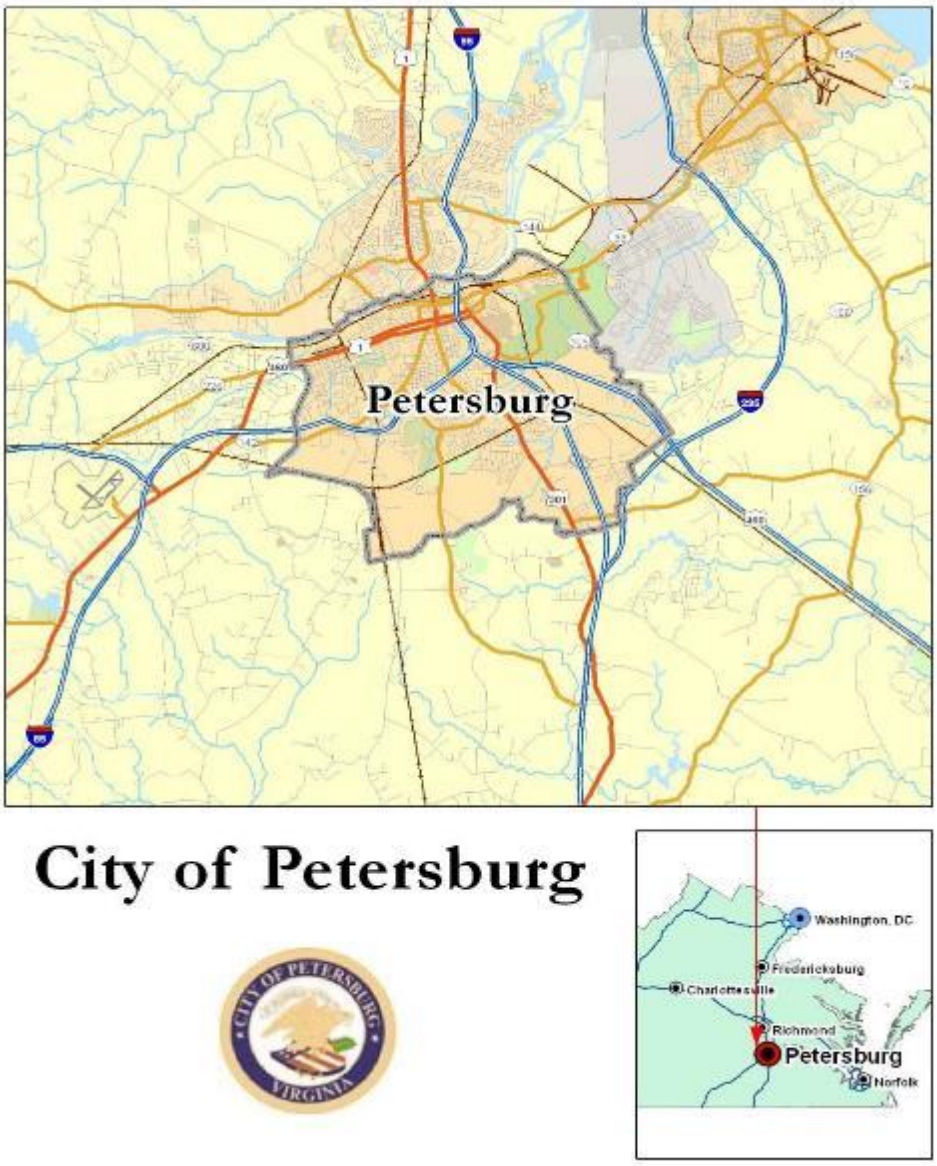
The City collaborates with State and regional economic development organizations to offer businessesassistance with site selection, permitting and workplace training.

History, geography and phenomenally intact historic districts make Petersburg a community that people and businesses from all over the globe are embracing. Visible reminders of Petersburg's prominent role in the emergence of the country into a worldwide power are evident in the extensive architecture and streetscapes that remain. The City rises from the banks of the beautiful, unspoiled Appomattox River where the City will create a Heritage Trail along its southern shore for the public to discover this rare asset. The majesty of the Appomattox continues to drive support and assistance from the U. S. Army Corps of Engineers for the re-establishment of the City's harbor as a navigable connectionto the James River, the Inter-coastal Waterway, the Chesapeake Bay and the Atlantic Ocean. Petersburgis experiencing a true Renaissance.

On August 6, 1993, a destructive tornado touched down on the southwest side of Petersburg, and rapidly intensified as it struck the historic downtown area of the city. Several well-built, multi-story brick buildings leveled. Pocahontas Island experienced major losses in the storm; 47 homes and a church. Although it has taken the City a while to bounce back from the devastation, Petersburg and its people remains resilient.

Figure 2-3: A view of the Petersburg courthouse, downtown

The historic City of Petersburg is located in South Central Virginia, twenty-three miles south of the City ofRichmond, 130 miles south of Washington D.C. and twenty-three miles west of the Chesapeake Bay. Petersburg is situated at the Falls of the Appomattox, on the boundary between the Tidewater and the Piedmont, between the Chesapeake and Albemarle basins. Located along the eastern seaboard, approximately halfway between New York and Florida, Petersburg is situated at the juncture of Interstates 95 and 85. The City of Petersburg is 23.1 square miles in size, and it is one of 13 jurisdictions that comprisethe Richmond-Petersburg Metropolitan Statistical Area.



Map 3-1: Street Map of Petersburg

Today, the City is alive with revitalization projects as premiere examples of architecture ranging fromthe 18th - early 20th centuries. Many of the damaged homes restored and occupied as private residences;the church on the Island is the place of worship to many families who have rebuilt their homes and remained island residents.

As the automobile brought changes in land use patterns, the Interstate interchanges have also brought clustered hotel and highway commercial land uses, especially at the Washington Street interchange. The interchange at Wagner Road has recently proven to be vital for industrial growth east ofInterstate 95 in the southern portions of Petersburg around the new Southside Regional Medical Center.

Park and recreation land uses are found throughout the City. Some of the largest areas dedicated to a single use in Petersburg fall under the category of parks and recreation. Although also considered a cultural resource, the Petersburg National Battlefield is a park area of 750 + acres, where residents and visitors can experience Petersburg's role in the Civil War as well as hike or ride bikes. Lee Memorial Park,the Dogwood Trace Golf Course, and the Petersburg Sports Complex are found in the southern part of theCity, surrounding Petersburg high School. Together they create a large tract of recreational and park landuse similar in size to the Petersburg National Battlefield.

Except for the Old Town area, the land uses in Petersburg are largely separated from oneanother. Commercial zones are clustered along major arterial roads with residential areas comprising most of the land use throughout the city.

As noted in the Population section, the percentage of elderly residents in Petersburg is expected to increase over the next 20 years. It is important for people to have the option to remain connected to theircommunities, remain as independent as their health will allow and have access to a full range of local services (educational, cultural recreational) as they grow older. This concept is known as "aging in place."Appropriate land use policies are key to ensuring that this can occur. Future land use policies should encourage growth in inner city neighborhoods which have shown the greatest decline over the year. Future land use policies should also encourage development that results in a sustainable pattern of land use which creates neighborhood centers and allow for multi-modal transportation options. This will involve working with developers and redevelopment to move away from the suburban separation of usesand create neighborhoods with mixed amenities that will create mixed-income neighborhoods.

In addition, the city has experienced a resurgence of development with many of the old warehouses converted into lofts and mixed-use developments. The City has a vast array of entertainment options including a thriving arts community and numerous historical sites, museums and attractions coupled witha unique architectural landscape that has been preserved and enhanced over time resulting in a thriving tourism industry. There are numerous restaurants and shopping options located in Old Town and South Crater Road, and a state-of-the-art health care facility. The City has a well organize transportation systemincluding walking and cycling trails.

The City of Petersburg with the help of its community partners is providing a health and wellness program to enhance the citizen's quality of life. The National Guard assists each year in demolishing blighted property and creating green space. A non-profit citizen advisory board assists Parks and Recreation with Wilcox Lake, which is located at one of the City's parks. Through the cooperation of friends of the Lake, the City has designed and provided walking trails. The Tennis and Basketball courts atLee Park have been revitalized through funding provided from the Community Development Block Grant.The friends of the Library have assisted the City's Library to offer a Healthy Living and Learning Center. The City recognizing a need for a better healthy way of living created among its staff and community leaders, a Quality Circle and Heal Petersburg Taskforce. The Army has substantially

expanded activities atnearby Fort Lee, home of the United States Army's Sustainment Center of Excellence, as well as the Army'sLogistics Branch. Together, all these features deliver a desirable location for those looking for a strong sense of community.

The City will provide ethical, dynamic, and effective leadership, establishclear direction and priorities, and model the mission and values in support of our common vision.

There is a new optimism on the streets.

Population

Demographics and population trends are an important part of the Comprehensive Plan. They reveal unique characteristics that have implications for the economy, schools, land use patterns, housing needs,and public services. The first section offers a demographic snapshot of Petersburg with projections basedon current trends.

Petersburg has experienced population fluctuations and demographic shifts associated with economicgrowth and social changes since its history began with the establishment of Fort Henry in 1646. Since thelate 1970's the City has been dealing with the loss of population; Despite the population peak in the 1980Census at 41,055, which was attributed largely to the 1972 annexation of land from Dinwiddie and PrinceGeorge Counties. This increase in population was short lived, and the outward flow of people continued with suburban growth in the region. Petersburg has shown steady population loss in the 1990, 2000, and2010 Census. As shown in Figure 1.1. However, the same chart shows an increase in population between2010 and 2020 and continuing to increase through 2040.

Nevertheless, population projections are merely estimates and the City' declining population over thedecades has definitely not predetermine the City's future. The slight increase in population between thelast census reporting and today is due to proactive redevelopment and policy changes instituted by the City. There are many great examples that demonstrate the fact that the downward population trend is changing. Southside Regional Medical Center is one of the success stories. The new hospital location has spurred growth in the southern part of the City, and there was a slight increase in population in Petersburg in 2007 and 2013. This trend is projected to continue to increase as residents are coming backto Petersburg. The redevelopment efforts cannot just encourage new development but must also creatively encourage reinvestment in the older neighborhoods of the city. Understanding the populationtrends and demographic characteristics, the City has a means to measure its success at revitalizing and reinventing itself.

Figures 3-1 & 3-2: Good times in Petersburg

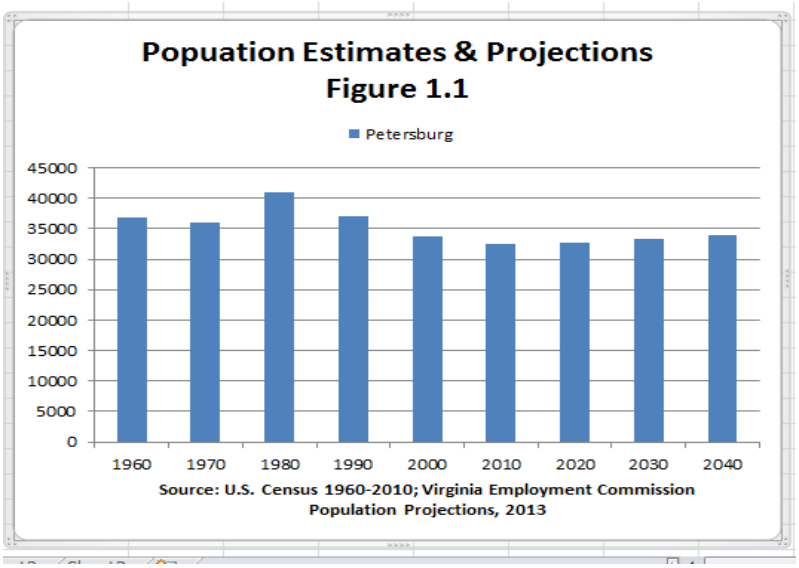


Figure 3-3: Population Estimates for Petersburg, 1960-2040

Regional Population Trends

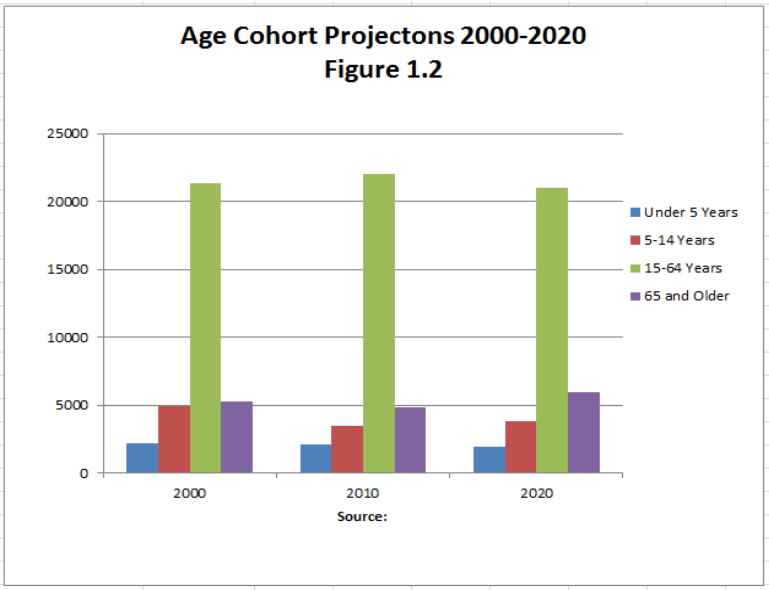
Regionally, the five localities neighboring Petersburg have experienced modest population growth with the exception of Chesterfield, which has had relatively explosive growth attributed to the overall expansion of the Richmond metro area. Although the City of Hopewell also experienced population loss, Petersburg has the greatest decrease in population about 9% since 1970.

There are several factors that can attribute to a declining population. The lack of employment opportunities in the City may be the major factor, along with affordable housing options and a challengededucation system. Despite the shrinking population the city has managed to deliver services andexperience economic investment. In order to appeal to new residents, the City has strategically prioritizedits efforts to address ways to stimulate the economy with development and job creation, pay attention tothe aging facilities, infrastructure and housing. While a seemingly monumental task, the strategy calls forprioritizing the City's resources to focus on its gateways, economic development from private investment, infrastructure, housing and public facilities. This strategy requires the City to leverage its investment withprivate investment to stabilize and revitalize the areas in decline.

It is also necessary to understand the dynamics of a shrinking population. Although, the City is riding the wave as the population has slightly increased and is projected to continue it is important for the City to address the issues that caused the decline for several decades. An aging population requires differentservices than a younger population. The new trend now of single young professionals known as SINKS (Single Income no kids) and two-person professional households with no kids known as DINKS (Dual income no kids) needs will be different from families with children. Similarly, financially challenged urbanpopulations require different public investments than an affluent and growth oriented suburban area. The city will need to balance the different people who make up the communities while balancing servicesto all groups of persons. While Petersburg land use comprises rural, suburban, and urban landscapes; socioeconomic data suggests that there be policies focusing on the urban population, and the areas of theCity which are losing residents. An understanding of the reasons why people move away from the City will be the first step in correcting the problem and making great strides to retain, at minimum, the currentresidents.

Demographics

For Petersburg, what appears to have been a challenge in earlier census data showing a decrease in population, there has recently been a small uptick in the number of persons moving back to Petersburg. The elderlypopulation is remaining in their homes with their children moving back to care for them. VSU graduates remain in the area, and a wide-ranging selection of housing opportunities may be the reasons for this increase. As the chart below indicates, people ages 15-64, which comprise most of the workforce,are declining in absolute numbers, and also declining relative to the senior population (65 and older). By2030, the senior population is expected to increase, while the work force age population is slightly decreasing which may result in a short- and long-term implication on the services provided and the economy. A declining workforce age population suggests that persons that will contribute to the economyare not living in Petersburg. Diversifying the skills of the City's population and offering training opportunities through its collaborative partnerships will assist the city in attracting employers seeking a skilledworkforce.



Figures 3-4: Age Cohort Projections for Petersburg, 2000 - 2020

Race is a demographic characteristic which has changed overtime. Traditionally, the City has had nearly equal residents of whites and blacks, but since the 1960's the composition of the City has becomeprimarily African American, with the white population majority shrinking to a minority. The 2010 Census shows African American make up 76% of the population and whites 15% with the remaining 9% made upby other races. To have greater diversity among the population, Petersburg's government needs to see what industry and amenities attracts such diversity, and then aggressively seek to provide that culture and market the City of Petersburg. Diversity in nationality and income levels will be a welcome change, and a necessary one to see a progressive impact on the local economy.

According to 2010 Census figures, gender ratios for the state show a general even split between maleand female. In the City of Petersburg, the percentage of females is slightly higher with about 53.3% of thepopulation being female.

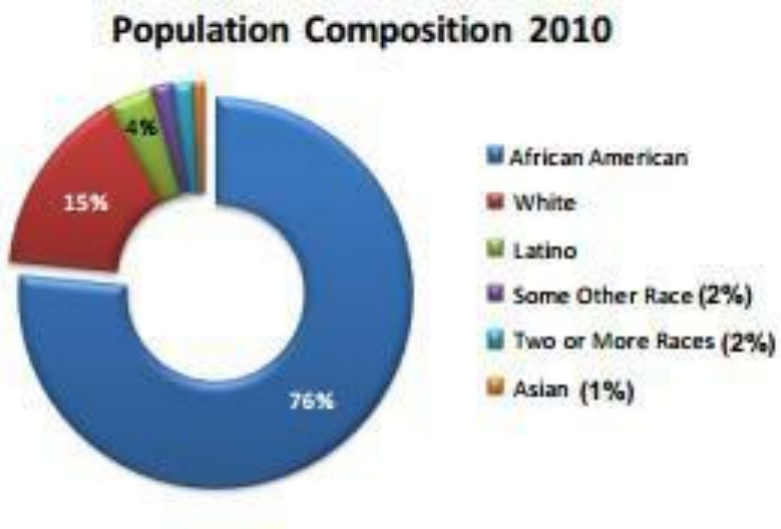


Figure 3-5: Racial composition of Petersburg's population, 2010

Income and Poverty are socioeconomic characteristics which are indicative of economic circumstances. Income growth suggests that quality of life is improving. Stagnant incomes suggest a weakeconomic base. Income levels of the residents of Petersburg will help to gage capacity within the City foreconomic growth. The quickest reference for income levels in a locality is the Median Household Income,with half of the households above that number, and half below.

Median household income (MHI) in Petersburg in 2005 was $30,942. This was significantly lower thanthe state median income of $55,476 for that same year. However, the latest census data available showslevel of growth. The States $63,907 is a 9% increase since 2005. Encouragingly, The City of Petersburg, though well below the State median, has also shown a 9% increase in MHI. Today, latest census estimatesshow Petersburg's MHI at $35,874. The increase of the MHI is positive and shows growth; even though the percentage of the increase is small; it's not stagnant. Compared to adjacent cities in the region, Petersburg has the lowest MHI. Nevertheless, aggressive economic policies should positively impact the MHI to show over time a different picture.

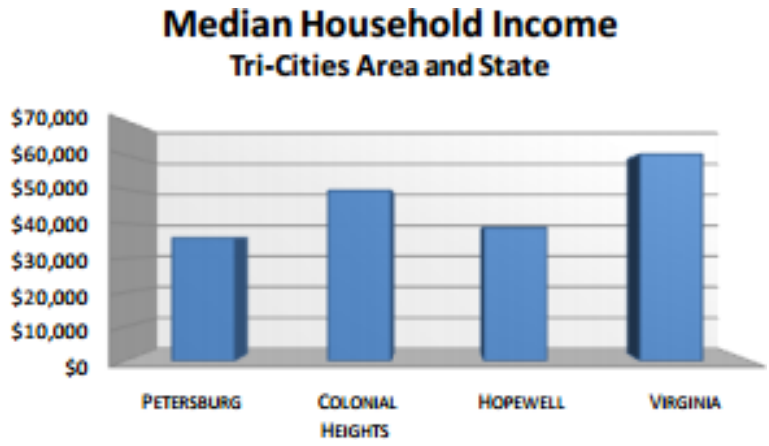


Figure 3-6: Median Household Income in Petersburg & surrounding localities

Poverty levels are an indication of the well-being of a community. Poverty definitions used by the Censusare determined at the federal level. Poverty status is determined for a family by comparing income with the federal income thresholds appropriate for a family size and compositions.

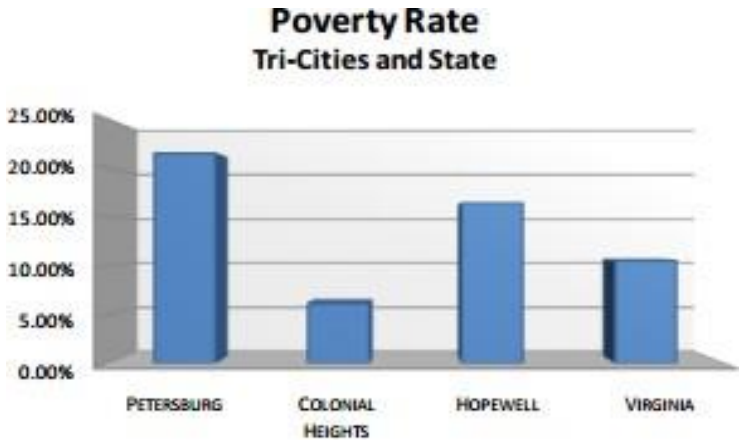


Figure 3-7: Poverty rate of Petersburg & surrounding Localities

The poverty struggle is not isolated to the City of Petersburg, although the numbers may give a different impression. The well-being of a community is reflective in the number of persons and households below the poverty level. This national crisis has not occurred overnight and will not be solved overnight. However, the City of Petersburg is consciously working in collaboration with the City's partners to have an impact through programs and services that will not burden the existing system. This out-of-the box method of moving forward is going to improve its socio-economic standing and empower a people to help themselves. As seen in the income section, low median income levels are a sign of a weak economy.Combined with high poverty rates, this suggests many citizens in Petersburg are struggling to make ends meet. In 2013, Petersburg had 19.6% of the population living below poverty according to the American Community Survey (ACS). This is a decrease since the 2010 Census as shown in the chart above of about 21.3% of the population living below poverty. Addressing poverty is a challenge in the short and long term.These statistics must not be looked at merely as numbers to be lowered, but as evidence that there are Citizens of Petersburg in need of economic opportunity. The Departments of Social Service and WorkforceDevelopment have mobilized to assess the needs within the community. This assessment will be used to creatively partner with the community resources to deal with the crippling factors and develop the programming and training that is necessary to see change. These solutions must also address the high percentage of children nationally below the age of 18 living in poverty and must include the academia community in developing and implementing results-driven strategies.

Planning Factors (The Current Situation)

Planning Factors are items which are influential on the future development of the City of Petersburg. ThePlanning Factors are intended to bring to the attention of the policy makers areas of consideration so thatthe City of Petersburg will be prepared for how these issues may impact the community as well as surrounding communities.

1. **Fort Lee/BRAC** -The expansion of Ft. Lee has doubled the size of the base population and has brought in approximately 11,000 new residents to the region. The close proximity of the City to the military installation presents a myriad of challenges and opportunities. The City is constantly looking for opportunities to offer a variety of housing options for those families looking for housing. Land uses closest to Ft. Lee along Route 36 are in the process of being evaluated to make sure the appropriate zoning district is mapped. Transportation needs must be considered, and Petersburg Area Transit has implemented an additional route to connect the military base to the City. Additional routes and service lines are always considered when the City considers mobility and connectivity options. The current public school system may not have us in the best position to attract families, but the school administration and school board are making great strides. A military initiated program- the Army Community Heritage Partnership (ACHP) was extended to Fort Lee in Petersburg, Virginia in 2006. It provides joint support from the U.S Army and the National Trust for Historic Preservation Main Street Center working with the City of Petersburg. The Mission of the program was to help Petersburg understand how to better serve the Fort Lee army population. The research resulted in the military's desire for the City to enhance its historic downtown by creating residential options in the downtown area, increase shopping, and dining opportunities and to focus on the city's gateways; specifically, the Route 36 corridor which connects Fort Lee to Petersburg.

    a. Associated Fort Lee Growth along Route 460 –Fort Lee's expansion has also resulted in opportunities for the 460 corridor where civilians may wish to locate industries in close proximityto the base. Route 460 is advantageously poised to handle industrial, residential, and mixed-use businesses. As the City continue to manage its growth it may become necessary in the future to initiate a city-wide rezoning to change the zoning to facilitate this growth.

2. **Blighted Entry Corridors** – There are two highly visible and traveled entry corridors in the City that are ripe for redevelopment:

    a. Route 36 from Fort Lee – this is a gateway for residents, tourists, soldiers which are currently underutilized. Outdated suburban strip development lacks a sense of place and isnot very welcoming.

    b. Interstate 95 at Washington Street (Exit 52) - this is the primary entrance into the City of Petersburg to go to Old Town, the Central Business District and Petersburg's historic neighborhoods. The welcoming committee for this entry into the city consists of run-downand vacant motel developments as well as highway-oriented strip development which create an old and abandoned environment not conducive for business.

Figure 3-8: Petersburg, viewed from the Appomattox River

3. **Underutilized Waterfront** - The City's waterfront along the Appomattox River is an underutilized asset. Efforts to enhance waterfront access should identify potential locations of future access points for recreational fishing or boating, and should include the development of docks and piers in a manner that minimizes adverse impacts on water quality, protects shorelines and streambanks from erosion, and preserves existing riparian buffers or establishes new buffers, as appropriate.

4. **Neighborhood Revitalization -** planning for neighborhood revitalization should seek to nurture investment and the signs of life emerging from three areas:

    a. Ross Court – Virginia LISC, Elder Homes, and Trinity Capital Development have undertaken the first of many planned revitalization efforts. In total, 14 houses have been discussed and planned to be renovated or constructed with improvements to street, water, and sewer infrastructure.

    b. Halifax- this area has recently seen the expansion of the Poplar Lawn Historic District, the relocation of the Petersburg Redevelopment and Housing Authority offices to the neighborhood, and the construction of a new multi-modal transit center.

    c. High Street- conversion of the Seward's Luggage factory into apartment lofts and the restoration of Victorian homes along High Street have brought a diverse mix of housing extending from Old Towne.

5. **Virginia State University & Expansion** – the master plan for VSU calls for the significant expansionand construction, primarily oriented toward the entrance from East River Road. Petersburg can engage VSU for future partnerships and better town and gown relations.

Figure 3-9: Virginia Hall at VSU

Virginia State University has formulated a Master Plan and 20/20 plan in which they included representatives of the City of Petersburg in the planning process. Both plans present opportunities for the City of Petersburg to partner and capitalize on the expansion of programs and the university. However, the existing Master Plan calls for the majority of University improvements to orient the primary gateway and campus life to the Chesterfield and Colonial Heights entrance with minimal connections and improvements associated with the City of Petersburg. The main entrance to the University is no longer considered to be the historic entrance neighboring Petersburg along the Appomattox River.

The plan is being revisited and the City of Petersburg has been invited to the table to be a part ofthe process. Cultivating the relationship between the current administration and city officials is proving to be the first step.

6. **Parkway Easement Issues** – There was pressure from development to access Defense and Flank roads. The City of Petersburg will need to actively plan and engage stakeholders if they intend toact as stewards of historical resources dating back to the Civil War.

7. **Battlefield / Viewshed Preservation** – the National Park Service and other preservationists have voiced concern over encroaching development around the battlefield site on Flank Road across from Fort Wadsworth in the south-west corner of the city. The city and National Park Service needa good working relationship to protect these unique resources.

Figure 3-10 – The former site of the Southside Regional Medical Center

8. **Former Southside Regional Medical Center** – The former hospital site is an opportunity for redevelopment. There is a master plan down through funding from the Cameron Foundation. The hospital was an important part of this portion of Sycamore Street and close attention should be given to its stability.

9. **New Southside Regional Medical Center** – the new hospital has spurred commercial, retail and residential growth along South Crater Road. The new location provides momentum for job growthin the fastest growing part of the city and is an example of successful and proactive planning to keep the new hospital within the city limits.

10. **South Crater Road Growth Corridor** – the growth along South Crater Road is a welcome economic boost for the city. The progression and pattern of development should be of concern to the city, however, because it shows a progression for growth to go beyond city limits. Sprawling development to neighboring localities has been problematic for Petersburg in the past, and the continued progression of low-density strip development along South Crater Road could bring about these same problems in the future if growth is not managed responsibly.

11. **Wastewater Treatment Plant Upgrades** – In order to assist with meeting the City of Petersburg's commitments under the third Chesapeake Bay Watershed Improvement Plan (WIP III) in response to the Chesapeake Bay TMDL, the sewer treatment plant is undergoing upgrades that will enhance its ability to reduce nitrogen discharges in the water it processes. This project is assumed to complete construction by 2024. This will require the purchase of credits untilthe plant is brought into compliance. This will be a considerable expense for the City of Petersburg andother member local governments in the near term.

    a. **Water/Sewer Service** – the area south of Defense Road and west of the railroad in the western portion of the city lacks water and sewer services. This will need to be addressed if developmentis to be encouraged.

    b. **Aging water / sewer lines** – many of the water and sewer lines are in need of replacement and repair. The city's infrastructure is about 100 years old and significant investment is required to avoid failure in the system.

12. **Riparian/wetland protection and setbacks** – Riparian buffers are needed to protect and improve the water quality of local waterways, including the Appomattox River, and the Chesapeake Bay in preparation for any development to occur along the river front. This canbeachieved through zoning regulations and compliance with the City's Chesapeake Bay Preservation program. These buffers should be protected where they exist and reestablished where they once existed.

13. **Shortage of Large Industrial Parcels** – the economic development of Petersburg has been largely dependent on attracting new industrial jobs. With a shortage of available large tracts of land, there will need to be efforts to assemble smaller parcels, purchase underutilized land for redevelopment, or a shift in economic development strategy.

14. **Water quality improvement through development and redevelopment** – Managing water resources is vital to Petersburg's future. Virginia's regulations regarding erosion and sediment

control and stormwater management give the City a road map for responsible future development, and the city's own regulations limiting the area of impermeable surfaces permitted in development projects provides an additional safeguard against flooding, and protects water quality by controlling runoff, preventing erosion, and filtering nonpoint source pollution from local waterways. The City is working with the Virginia Department of Environmental Quality (DEQ) to comply fully with the Chesapeake Bay Preservation Act and is committed to active implementation of its Bay Act program during the development review process.

Most of the City of Petersburg lies within the Chesapeake Bay Watershed. This comprehensive plan establishes an information base and policy framework to guide future land use and zoning decisions in a manner that protects the quality of local waters and ultimately the Chesapeake Bay as development occurs. This element of the plan is based upon known physical constraints to development, including soil limitations, and other considerations such as floodplains, steep slopes, designated resource preservation areas and resource management areas, and manages the development or redevelopment of underutilized or vacant land, infill parcels within the urban core in a manner that complies with existing environmental regulations.

Identity: Who We Aspire to Become

In the year 2020, Petersburg Virginia has become an economically, environmentally, and socially vibrant community with a physically active, well educated, healthy and diverse citizenry. Continuing the legacy of a thriving faith filled City where there are private and public partnerships that enhance the City's heritage and promote the spiritual and emotional health of all the City's residents. There are amyriad of housing opportunities and options ranging from single family dwellings to urban apartments; retirement villages; assisted living facilities and live-work housing units. The City has a vast array of entertainment options including theater, a symphony orchestra, a thriving arts community and numeroushistorical sites, museums, and attractions. The many entertainment options coupled with unique architectural landscapes having been preserved and enhanced over time have resulted in a thriving tourism industry. There are numerous specialty restaurants and shopping options, state of the art healthcare facilities, recreational sports facilities, and green infrastructure improvements.

The City has a well-organized transportation system including walking; cycling and fitness trails, as well, as local and regional mass transit facilities for air, rail, and water routes. There is a waterfront that is eclectic and vibrant promoting and bringing families, and visitors to an exciting array of activities. The infrastructure has been upgraded to facilitate planned growth and expansion as well as provide for the stability of its many neighborhoods. There are beautiful green spaces throughout the City allowing for amix of urban and suburban parks, which forms a network of recreational uses for families and individualsto enjoy.

A School system revamped to be among the best in the State of Virginia and highly ranked in the Nation;boasting small class sizes; state of the art equipment; quality teachers and gifted and talented students that are bright and eager to learn.

The City's government services and level of accessibility are unparalleled in the region. There is a healthy balance of industry, business, residences, and services resulting in stable, growing property values and aneconomically flourishing community. There are volunteer and professional opportunities for citizens of allwalks of life and ability. There are new businesses including local entrepreneurs providing jobs and employment opportunities for the citizens of Petersburg. Petersburg, Virginia a wonderful place to live, work, and play.

There is still undeveloped land within the city limits. Rural and vacant land within the City is an attractiveasset for industrial, retail, and residential developers. The revenue and synergy from new developmentsmust be balanced with efforts to revitalize declining areas if the City is to comprehensively support economic vitality. Interviews with various economic development partners and agencies in Petersburg and factors that have come from previous revitalization strategies which reveal valuable input on commonthemes listed below: An updated status to the input has also been provided so that Petersburg can see the issuemirrored by the plan of action.

Population Health

The Virginia Department of Health (VDH) defines population health as 1) the study of the distribution and maldistribution of health outcomes of a group of individuals, 2) the identification of the root causesthat influence the inequitable distribution of those health outcomes, and 3) the development and implementation of policies, strategies and interventions that influence those health factors. The Code ofVirginia, in describing the comprehensive plan, states "The comprehensive plan shall be made with the … harmonious development of the territory which will… best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities." Population health is inherent to the basic purpose of the comprehensive plan, and is a significant component to an overall positive quality of life for residents. Collaborative effort is critical to addressing the root causes affecting population health in Petersburg. The comprehensive plan is an ideal place for this collaboration to begin. Planning, as a professional field, is rooted in public health. Public health is a key component of thriving communities as they continue to grow. Additionally, the Joint Call to Action to Promote Healthy Communities calls upon eight national organizations, including the American Planning Association (APA) and the American Public Health Association, to work collaboratively toward healthier and more equitable communities.

This is the first iteration of the Petersburg Comprehensive Plan to include a public health/population health section. Additionally, population health is interwoven throughout different sections of the Plan, which ensures that health is considered in all aspects. Interweaving health aligns with recommendationsfrom the APA on Healthy Plan Making. Additionally, it provides the best opportunity for Petersburg to systematically address the root causes of poor health outcomes.

Petersburg faces several health challenges including a three-year premature death rate average morethan 2.5 times higher than the state. Additionally, the City experiences an adult obesity rate of 40% compared to 30% for the state, and approximately 22,639 residents live in a food desert.

Several community initiatives, partnerships and organizations exist to address these types of health challenges. The recommendations in this section are intended to build upon or complement existingwork and relationships.

Recommendations

1. Adopt and Implement a Complete Streets Policy
2. Create a Multi-modal Transportation Network
3. Design a Promotional Campaign that Establishes Physical Activity as a Cultural Norm
4. Explore Opportunities for Public-Private Partnerships to Attract Sustainable Healthy FoodRetail Outlets
5. Promote Healthy Eating and Cooking Education Programs in Non-Traditional Settings
6. Invest in Job Training and Placement Programs and Policies
7. Develop Trauma-Informed Response Policies for City Operations

The recommendations listed above are a call-to-action for diverse partnerships to work toward population health improvement and the equitable distribution of health and resources throughout theCity. The included recommendations are evidence-based tactics that promote physical activity and healthy eating, as well as an overall healthy and resilient community.

Complete Streets Policy

Complete streets are streets that are designed for everyone using different transportation modes. This includes walking, biking and wheelchair accessibility among others. The City of Petersburg, with supportfrom the Crater Health District under the VDH and with consultation provided by the National CompleteStreets Coalition, completed a process to develop a complete streets policy. It is recommended that the City adopt the complete streets policy and begin using a complete streets "lens" for street and sidewalkimprovements, updates, and maintenance.

Multi-modal Transportation Network

A multi-modal transportation network would allow safe access to walking and biking on Petersburg streets, as well as safe access for people travelling by wheelchair. Additionally, it would create easier access to recreation facilities and other opportunities for physical activity. Furthermore, a multi-modaltransportation network could increase equitable access and marketability of Petersburg's natural attractions, e.g., signage and/or pathways connecting urban trails to natural trails such as the Appomattox River Trail. Residents are more likely to bike and walk when their environment provides opportunities for active transportation to local destinations. Walkable and bikeable streets can also strengthen community and promote social equity. Furthermore, multi-modal transportation improvesactual and perceived safety.

The guidance below is included in the Transportation section of the Petersburg Comprehensive Plan 2021. The Transportation section includes examples and recommendations for implementation as well.

- Pedestrian facilities should be prioritized in neighborhoods connecting to local schools,observed areas of pedestrian activity where there are currently no facilities, and new development.
- In addition to bicycle facilities, intersection treatments should be used to ensure navigatingby bike is safe, intuitive, and brings awareness to motorists.
- Bike parking installations should focus first on key destinations within the City.

Promotional Campaign that Promotes Physical Activity as a Cultural Norm

Creating access to physical activity opportunities alone is not enough to see individual behavior change. According to the 2020 County Health Rankings, over 90% of

Petersburg residents have access to exerciseopportunities. However, nearly half are considered overweight and 29% report no physical activity outside of work. The culture of the community is a strong influence for residents' use of physical activity(exercise) opportunities. Campaigns that shape walking and biking as the cultural norm have shown success at increasing physical activity. Particularly when the campaign includes incentives for residents to do so. Public service programs could be an ideal place to pilot resident incentives for physical activity.In addition, a promotional campaign should also address any perceived barriers to physical activity suchas crime and safety.

Some best practices for implementing a community-wide physical activity campaign are below. Thecampaign should be:

1. Culturally sensitive and tailored to reach different demographics within the community;
2. Done over time and in conjunction with other policy and systems change recommendations;
3. Planned and implemented collaboratively with diverse partners; and
4. Designed with evaluation and adaptability in mind.

Examples of community-wide campaigns include Mebane on the Move and Shape Up Somerville.Additionally, the Move Your Way campaign is an adaptable model example.

Public-Private Partnerships to Attract Sustainable Healthy Food Retail Outlets

Equally important as physical activity, healthy eating is imperative to good health. Many Petersburg residents live in a food desert, meaning they have limited or no access to options for fresh, healthy food.These residents are concentrated in the wards with the lowest income and resources. Attracting sustainable sources of healthy food may help to ensure equitable access to healthy food options for all Petersburg residents. It is recommended that the City identify and attract and/or improve alternative options for healthy food retail outlets. Examples include small groceries, farm stands or markets, cooperatives, etc. Additionally, it is important that public benefits are accepted at these sites, and transportation to them is not a barrier. Furthermore, the City should explore opportunities for public- private partnerships and financing models to support these ventures and alleviate financial burden on the City or its residents. It may be beneficial to formulate a special committee to explore opportunities to advance this recommendation.

Some available resources and best practices include the following:

- America's Healthy Food Financing Initiative
- Grocery Store Attraction Strategies: A Resource Guide for Community Activists and LocalGovernments
- Healthy Food Policy Project

Healthy Eating and Cooking Education Programs in Non-traditional Settings

Availability of healthy foods combined with knowledge of how to prepare those foods has shown moresuccess than either approach alone. Several programs exist to educate residents on healthy eating andcooking. Creating partnerships to expand these programs may help to increase awareness and participation. Particularly, if expansion includes access to these programs in places where residents already frequent, to include non-traditional sites. Examples may include public service offices, corner stores, schools, large employers, food pantries or medical/dental offices.

Investment in Job Training, Placement Programs and Policies

Workforce development, i.e., job training and placement, has been linked to several community benefitssuch as increased earnings and employment. As of 2018, the unemployment rate for Petersburg was 6.1% compared to 3% for the state. Over 75% of residents that participated in the Community Themes and Strengths survey as part of Crater Health District's Community Health Assessment identified 'job growth and a healthier economy' as something that would improve quality of life in the community. Combination with other recommendations could advance these efforts. For example, attracting a healthy retail outlet could also create job opportunities. Additionally, policy and systems level initiativesthat support workforce development could help to decrease poverty rates in the City.

Furthermore, considering youth engagement is a best practice for workforce development. This helps to maintain aconsistent community workforce over time.

Trauma-Informed Response Policies for City Operations

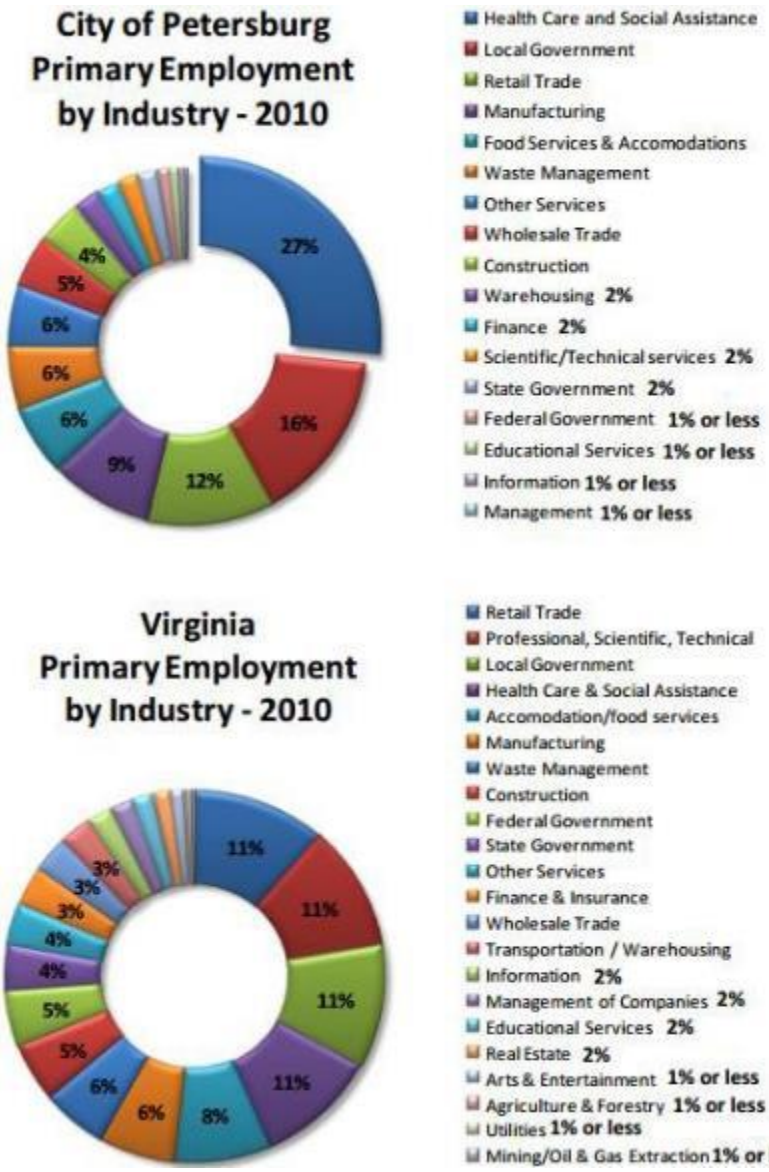
The experience of trauma has a significant impact on children, and the results are often seen in adulthood. Experiences of persistent trauma can include exposure to violent crime, generational povertyand food insecurity among others. A systematic, trauma-informed response is critical to minimizing the effects of trauma on youth and the community-at-large. It is recommended that each City department assess current, and evaluate new, departmental policies and practices through a trauma-informed lens. It is further recommended that the City adapt or develop a trauma-informed policy-screening tool in collaboration with trained and supportive community organizations.

Economic Development

Petersburg's 250-year history has experienced significant economic and demographic shifts. The locationof the city has been important in determining its success as an employment center for the region. Its position as a port on the Appomattox River, a Railroad Hub, convergence of Interstates 85 and 95, Routes1 and 460 are all part of the transportation network that move people and goods and influence decisionsmade by industries in the City.

As with many Cities in the United States, interstate construction and federal housing policies openedup the countryside beyond the City limits to new retail and housing developments. The post-World War II era has presented many challenges to the Petersburg economy as manufacturing has declined and the rise of the suburbs are two major factors that stripped the City of its population and retail base. Yet, Petersburg is indeed still an employment center for the region, with a strong health care industry and theability to revive its economic base.

As the graphs to the right indicate, the Petersburg economy, in comparison to the Commonwealth, shows specialization in Health Care, Government, and Retail Trade. The Retail and Healthcare industries have been a growing portion of the economy, while manufacturing has also been growing portion of the economy, while steady declining in other areas. In other industries, the City is on par with the rest of theState, except for Scientific & Technical Service, which comprises only 2.1% of the economy in Petersburg, compared to 11% statewide.



Figures 4-1 & 4-2: Primary Employment by Industry in both Petersburg (Top) and Virginia (Bottom), 2010

Unemployment & Income

While the Petersburg economy is diverse, the growth of lower wage jobs without commensurate growth in middle and high salaried employment is a concern. Therefore, it is important to understand theeconomic indicators such as unemployment and income to gain a comprehensive perspective on currenteconomic conditions.

Petersburg's unemployment rate exceeds the rate for the region, the State, and the Nation. It has been consistently higher than the State's by a range of 1% to 4% in the past 10 years. Another factor of employment, which is harder to gage, is underemployment (persons working part-time desiring full-timework, persons working multiple part-time jobs, etc.). The Virginia Economic Development Partnership estimated that in 2010 an additional 1,519 persons of the workforce in Petersburg was underemployed. This is reflected in the City's low median income.

Even though the regional economy is growing, it is apparent that growth has not been completed experienced by Petersburg. With too many neighborhoods at low-income levels, it is difficult to attract business and industry that will revitalize a neighborhood or corridor. High unemployment, high underemployment, and low median household incomes are in part due to losing higher paying manufacturing jobs, which have been replaced partially by lower paying retail and fast-food sector jobs.

Since job opportunities in the City are limited, it is imperative that access is available to jobs and thisfactor is being addressed on a regular basis by Transit. Additional routes and assessments are done regularly to see which other markets offer employment opportunity and the ability to earn a higher wage.In addition to Transit creating solutions and implementing them; regional cooperation will be required to connect people to employment. For Petersburg, it is also meaningful to understand the commuting patterns for the city, how this relates to economic opportunity, and how the city relates to the region as an employment center.

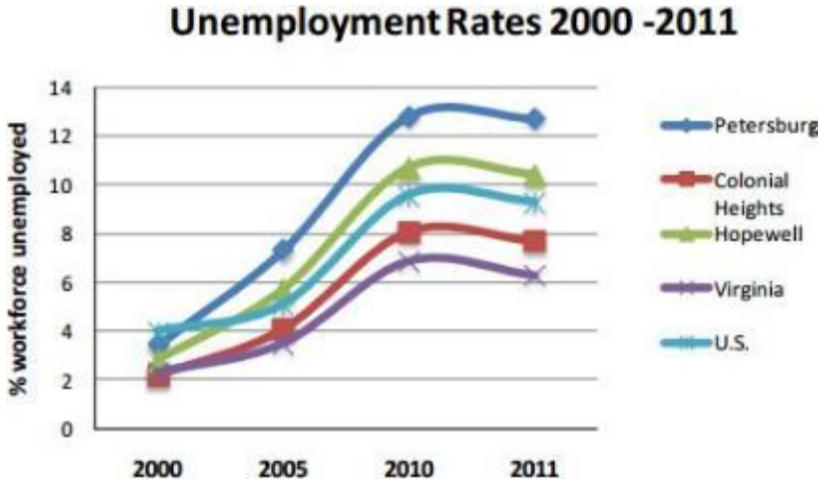


Figure 4-3: Unemployment Rate in Petersburg and in surrounding localities, 2000-2011

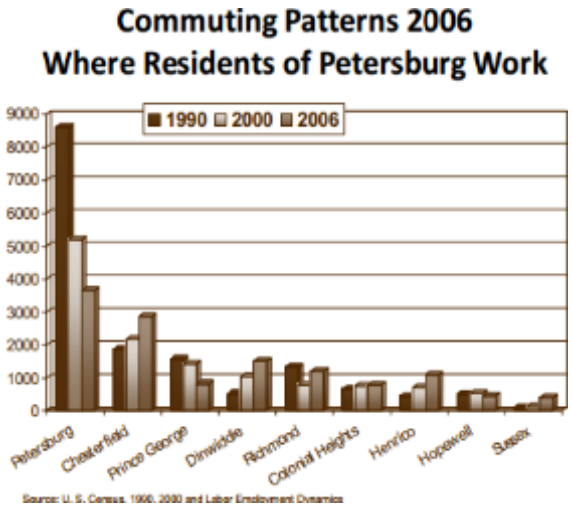


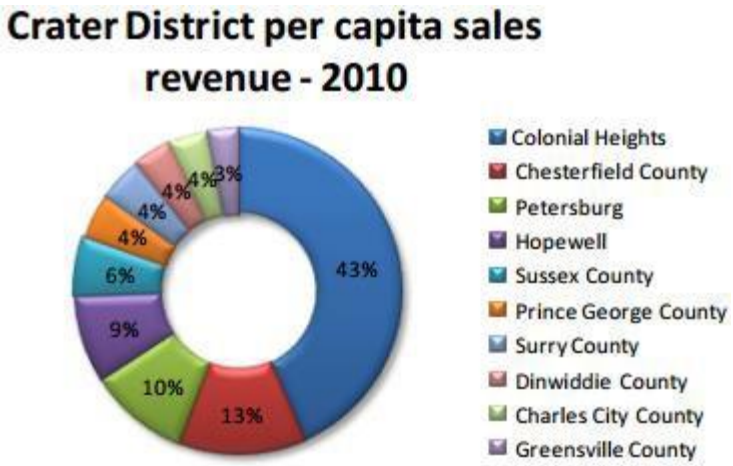
Figure 4-4: Commuting patterns of Petersburg's Citizens, 1990 - 2006

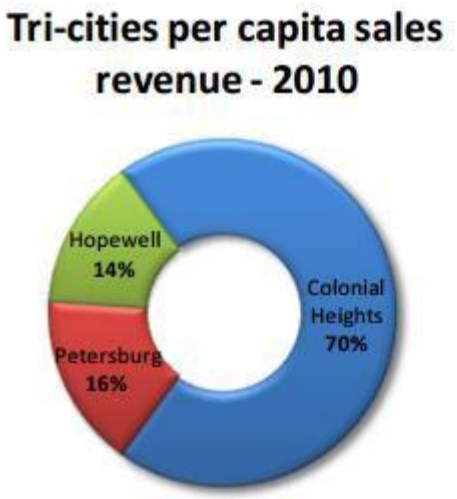
Petersburg, the Employment Center

One way to examine the status of a locality as an employment center in the region is to look at commuting patterns. The City of Petersburg since the 2000 census has become a net Out- Commuting locality, meaning the number of workers traveling into the City for work is now less than the number of residents who commute out of the City 1990 to 2000, Petersburg increased its regional pull as a job center.In 1990, about 1,300 more people commuted into the City for work than left each day. By 2000 that number increased to about 2,500 more workers traveling into Petersburg than were leaving. But the mostrecent census figures for commuting patterns show as of 2006, 2,385 more workers leave the City for work each day than commute into Petersburg. The table shows the changing trend of Petersburg as numbers commuting out of the city have increased since 1990.

It is also apparent that a large portion of Petersburg's citizens work and live in Petersburg, although this number has been declining. In 1990 about 54% of Petersburg's 16,000-person labor force lived and worked within the City. In 2000 just 40% of the now 13,200-person labor force lived and worked in the City. By 2006 25% of the City's labor force lived and worked in Petersburg. This is a trend which may be explained by both population loss and unemployment.

Petersburg has shown resiliency in retaining its status as an employment center in the region, yet thissubject should be of concern to the City as uneven regional growth wears away at the City's economic base. Of principal concern are the extremely unbalanced revenue streams within the Tri-cities as revealedin the adjacent charts, although Petersburg shares the same level of transportation infrastructure, and has a larger population. Colonial Heights has successfully positioned itself as the regions' retail and commercial destination, controlling a staggering 70% of the Tri-cities retail, and 43% of the Crater PlanningDistrict's 10 members. The City is actively pursuing commercial retail development for a broader market.





Figures 4.5 & 4.6: Crater District per capita sales revenue (Top) and Tri-Cities per capita sales revenue (Bottom), 2010

Petersburg is an employment center for the surrounding localities, but it is not the destination whichattracts the most workers from any one of its neighboring localities. In relative terms, the City must consciously work to gain influence within the region since Petersburg has been outpaced by its neighbors in population and economic growth. Working regionally when it is best suited with economic development efforts and agencies; Petersburg is poised and capable of reversing the recent trends. It can build off the success that it has experienced over the last few years, topped off by the assets, such as the strong presence of the healthcare industry and the decisions of long-term industry and employers who opted to stay in the city.

Petersburg's Largest Employers

The City's large share of employment in the healthcare government/education, manufacturing, and retail industries is reflected in the list of largest employers from 2007 to the same list in 1997 offers insight into the stability of the economic base as well as the emerging trends mentioned earlier.

Southside Regional Medical Center and the complimentary healthcare services, which cluster aroundits location, is an important base for the economy. Wal-Mart, Food Lion, and McDonald's reflect the lowerwage jobs which have increased with the decline of manufacturing.

Manufacturing still has a strong presence with Unitao taking over the facility once owned and operated by B I Chemicals, Roper Brothers Lumber, and Brenco, Inc. Contract services have become increasingly important with Ranstad, Quality Plus Service, and Labor Ready Mid- Atlantic making the list.

Outside of the list of Petersburg's employers it is important to emphasize the importance of regionalism. While these employers are specific to the City limits of Petersburg, they attract workers fromthe region, and it is equally important for Petersburg to work in a regional capacity to ensure the City's citizenshave access and the competitive edge to apply for jobs within the region.

2007	2013
Southside Regional Medical Center	Southside Regional Medical Center
City of Petersburg	City of Petersburg
City of Petersburg School Board	Amsted Rail company Inc. (Brenco, Inc.)
BI Chemicals	City of Petersburg School Board
Brenco Inc.	Horizon Mental Health Management Inc.
Wal-Mart	Wal-Mart
Quality Plus Services	Districts 19 Mental Health Services
Horizon Mental Health Management Inc.	Beverly Home Care
District 19 Mental Health Services	Good Neighbor Homes Inc.
Virginia T S	Virginia Linen Service Inc.
Beverly Home Care	Rehabilitation Hospital Inc.
Randstad	Quality Plus Services
Food Lion	Adult Healthcare Solutions Inc.
Roper brothers Lumber Inc.	Rolls-Royce Cross pointe Operation
McDonald's	Petersburg City Dept of Social Services
Virginia Linen Services Inc.	McDonalds
Temple	Campus Facilities Services LLC.
Petersburg City Dept of Social Services	Martins Food Market
Postal Service	Mdxcel Inc.

Table 4-1: Petersburg's Top Employers ranked by number of employees, 2007 & 2013

Economic development efforts require a multi-faceted approach to best serve the current workforce,train the next generation, and position the City to adapt to regional, national, and international economictrends. Petersburg's economic development efforts are served by a number of partnerships and agenciesat the state, regional, and local levels who have the resources to address these areas. Table III-A displaysthe broad spectrum of services provided by multiple agencies vital to Petersburg's economic developmentefforts and have an active role in creating partnerships and business friendly environments:

The Petersburg Department of Economic Development is responsible for administering the City's Economic Development activities. In so doing, the Department maintains a listing of industrial sites and facilities for potential employers looking to expand or relocate operations. They also manage the Enterprise Zone in Petersburg, which allows the City to offer state and local incentives to industries whichlocate new operations to these designated areas. The Industrial Development Authority (IDA) is part of this office. The Economic Development Office seeks to maintain communication with current industries in Petersburg and help with their needs for expansion, recruitment and relocation of associated suppliersto Petersburg.

Economic Development Partners

- **Crater Planning District Commission** is involved with economic development by offering loan packages to companies in Petersburg. The intent is to lessen the financial burden of starting or expanding business in the area. A revolving loan fund has a maximum of $250,000 in loans and has funded 19 total loans, 16 of

which have been businesses in Petersburg.

Map 4-1: Map of the area comprising the Crater Planning District Commission

- **Virginia's Gateway Region** markets the region and goes after specific industries looking to relocate or expand. Specific to Petersburg, the VGR markets industrial properties, the cultural, commercial and quality life assets, and has sponsored several tours for developers and real estateprofessionals to showcase redevelopment and commercial opportunities in the region's urban areas. VGR has also partnered with the Cameron Foundation to prepare a plan for the redevelopment of the former Southside Regional Medical Center site.

- **The Petersburg Chamber of Commerce** works to build the business of its members by making referrals and respond to inquiries, by mail or telephone that come in through their website. Members are supported and promoted through advertising, sponsorship, and referrals.
- **The Cameron Foundation** is a not-for-profit organization which provides grant and philanthropiccontributions to support programs and activities in the City of Petersburg, Colonial Heights, Hopewell, and the counties of Dinwiddie, Prince George, Sussex and the portion of the county ofChesterfield South of Route 10. The grants are to further education and services in the fields of healthcare, human services, civic affairs, community and economic development, education, conservation and historic preservation, and cultural enrichment.

- **Virginia LISC** arrived in Petersburg in 2005 with the support of the Cameron Foundation. A grass roots organization has been very successful in bridging the gap between local government and local community development corporations. In cooperation with the community, a Strategic Investment Plan in conjuncture with Urban Design Associates was done for several struggling communities in Petersburg. The plan focuses on revitalizing Petersburg's neighborhoods by building quality affordable housing partnering with a non-profit. In addition to jumpstarting revitalization though improving the housing stock, they have provided consultant services to localnonprofit groups (Pathways and Restoration of Petersburg Community Development Corporation) in order to build capacity within Petersburg for a sustained revitalization and redevelopment of neglected neighborhoods.

- **Tourism** introduces Petersburg to visitors from all over the world who are interested in hearing about and seeing the rich, 400-year history of Petersburg. At the City's three museums (BlandfordChurch & Cemetery, Centre Hill Museum, and the Siege Museum) and the Visitor Centers both inOld Towne Petersburg at the historic, 1817 Farmers Bank and on I-95 at the Carson, Virginia. TheDepartment showcases the unique features and qualities which make Petersburg such a colorfulCity. The Department promotes both the historical attributes of the City as well as the contemporary features such as dining, shopping, residential, and recreation. The aforementionedall aid in creating a more attractive, livable City.

TABLE III-A

Petersburg & Regional Economic Development Agencies and Efforts	Networking / Business Community	Retain Jobs	Attract Jobs	Educate or Train Workers	Community Revitalization	Marketing the Region	Marketing Existing Sites	Small Business Support	Community Grants
Petersburg Economic Development Office			■				■		
Crater Planning District Commission			■					■	
Virginia's Gateway Region			■			■	■		
Chamber of Commerce	■	■				■			
Cameron Foundation					■				■
Historic Petersburg Foundation					■		■		
Virginia State University				■					
Crater Regional Workforce Investment Board		■	■	■					
Goodwill Industries Employment Center		■	■	■					
VEC Employment Commission				■					
Petersburg Area Tourism		■	■			■			
John Tyler Community College				■					
Virginia LISC					■				
The Phoenix Project					■				
Department of Tourism	■				■	■			

Table 4-2: Overview of the responsibilities of various public and private entities in the Petersburg area

Ft. Lee & BRAC

Figure 4-7: An entrance to Fort Lee

On November 9, 2005, recommendations by the Base Realignment and Closure Commission (BRAC) became law and began a process to relocate seven military functions from five states (including Virginia)to Ft. Lee. This process was completed in 2011. Both military and civilian personnel have relocated to theregion, and the City of Petersburg has benefitted by this influx of persons.

Many studies have been undertaken to help the region prepare for the effects of such a large increasein population over a short period of time. The population on Ft. Lee has double from about 16,000 to about 32,000 people. As shown by the graph, the City of Petersburg did not see the population growth asother jurisdictions.

The military and civilian personnel have been located throughout the region while students and trainees were expected primarily to live and work on base. According to the report done for the Crater Planning district by RKG, Inc., the demographic, housing, and economic impacts associated with BRAC hasdistributed unevenly throughout the region. Chesterfield absorbed the largest percentage of growth. According to the study prepared by RKG, 5.5% of the increase in population from Ft. Lee has come to thecity which equates to about 2,500 people. While this may not be a significant number of persons there isstill an opportunity for the city to capitalize on this influx of people.

Figure 4-8: The distribution of Fort Lee's population growth by locality

Ft. Lee and Population Projections

Although Petersburg has experienced a steady loss of population since the 1980's the population projections provided by the Virginia Employment Commission suggest population loss will begin to level off. Without including the impact of the Ft. Lee expansion on the City, population projections level off around 33,900 by 2040. With as many as 2,500 people that have moved to Petersburg from the Ft. Lee expansion, the City might expect a leveling off of the population even sooner.

Ft. Lee and Education

Ft. Lee expansion is has brought about 1,700 kids to public schools in the region, the bulk of which attends Chesterfield County according to RKG, Petersburg received an additional 175 children, with most of them below high school age. This presented a 3.5% increase in enrollment, which was a manageable and gradual increase, especially considering the overall Petersburg school enrollment has been declining.

Ft. Lee and Housing

BRAC had an impact not just on population projections, but also the size and number of households coming to the region. RKG, Inc. stated an additional 1,800 households have come to the region from the Ft. Lee expansion. Petersburg's share of the housing impact was about an additional 217 households. The size of these households is about 2.8 persons, compared to the 2.38 persons per households in Petersburg.Overall, the impact has increased the number of households who can afford, and who favor, homeownership. The average household that military personnel and contractors can afford is between
$200,000 to $300,000. While 217 households is a modest number, developments throughout the southern part of the City do create the opportunity to attract more than just families associated with BRAC.

Figure 4-9: 266th Quarter Masters Battalion at Petersburg High School

Ft. Lee and Transportation

The rapid growth of Fort Lee provided an opportunity for Petersburg, but also put new stress onentranceways in and out of the base. It was important that the City address issues of current and projected road capacity that would allow for smooth access between the base and City.

The Fort Lee Expansion Traffic Study proposed a series of road improvements that were made in andaround Fort Lee. The project includes;

- Additional lane on Hickory Hill Rd into the base and intersection improvements where Hickory Hillintersects with Rt. 460;
- Modification of the traffic signal at the intersection of County Drive (460) and Courthouse RD
  (106) and the intersection of Washington Street and Puddledock Road.
- Installation of traffic signals along Baxter Rd at its intersections with Courthouse RD (106) andCounty Drive (469)

Map 4-2: Hickory Hill Road

Map 4-3: Hickory Hill Road

In addition to road improvements, the City must address corridor issues leading from Fort Lee into Petersburg. Route 36 Corridor that runs through this corridor to Downtown is the primary entrance corridor from the base into the City and is flanked by vacant and low-end commercial strip development,industrial uses, freight rail and a landfill. Attractive way finding signage should direct motorists to availableamenities found exclusively in Petersburg.

Figure 4-10: A view of Route 36

Ft. Lee and Employment & The Economy

It was difficult to assess the specific and full impact Ft. Lee's expansion had on the City of Petersburg.Regionally, however, the increase in operations and personnel clearly brought more money to circulate within the economy. The single largest economic impact on the region stems from the salaries and wages paid to Fort Lee personnel, which in FY 2011 were 11,690 employees with employees circulatedmoney in the regional economy enough to support an additional 10,043 jobs. This means a total of 21,733jobs are supported by the expenditures and output generated by Ft. Lee.

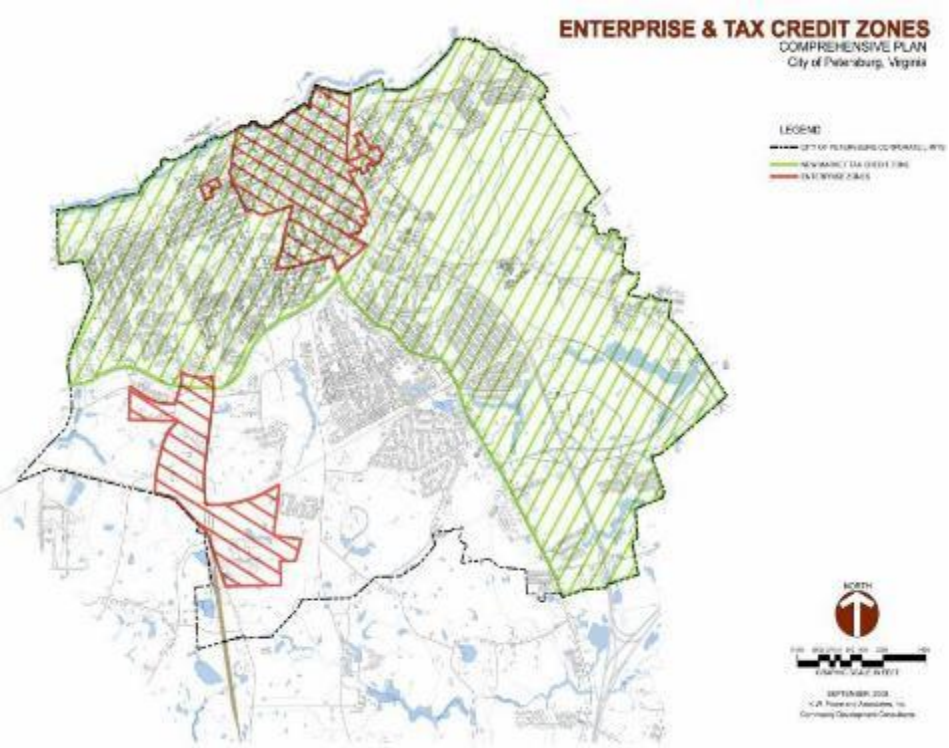
As the table indicates, the 8,400 employees are their associated economic impact support jobs acrossa wide range of industries. The industries with the most employment created by Ft. Lee demand are the Health & Social Services, Accommodation & Food Services, and Retail Trade Industries. These three havea large presence in the Petersburg economy and suggest there will be local economic benefits

for Petersburg.

As full effects BRAC begin to reverberate through the entire economy, the impacts from the expansionof Ft. Lee will continue to accumulate. Region wide, the Virginia Employment Commission estimates thatthe direct and indirect benefits on job creation will increase employment levels from the 7,500 jobs supported by Ft. Lee expenditures in 2006 to 14,000. By 2013, combined with the 11,690 of jobs in the region supported by Ft. Lee expenditures, salaries, and wages will total about 25,700 jobs.

Enterprise Zones

The location of the enterprise zone in the City of Petersburg creates incentives for industries and businesses to locate in the City. Specifically, the enterprise zone located in the Central Business District matches local tax breaks with state grants according to number of jobs created or per number of building constructed or rehabilitated. The Enterprise Zone is an incentive actively marketed to prospectivebusinesses.



Map 4-4: Map of Enterprise & Tax Credit Zones in Petersburg

Gateways

First impressions are important. The impressions one receives as they approach and enter a City can impact one's desire to visit or live there. First impressions of a City are experienced when one passes through the gateways that lead into the City. These gateways vary in purpose and importance as they include a broad view of the City as one approaches small orienting entryways into specific areas.

The City of Petersburg must show its vitality and unique features at its gateways. Interstate 95 passes through the City of Petersburg, providing an opportunity for the city to showcaseits uniqueness and richness. These gateway enhancements give the City an "edge" that will show Petersburg's uniqueness and warmth to all those who enter. A "greeting gateway" relays the message that visitors are welcome and are encouraged to find the timeto shop, eat, and play. Internally, gateways to specific districts and neighborhoods must be installed to orient visitors and encourage them to explore.

Interstate 95

As it passes through the City of Petersburg, Interstate 95 is the most significant gateway. The interstate is elevated as it passes the heart of Petersburg, and provides views into the City on either side.For travelers headed north, Petersburg is the first urbanized area that is encountered from North Carolina.

The configuration of Interstate 95 as it passes through the City can provide Petersburg with opportunities to attract visitors. Views will be enhanced and seen from the interstate as one will be takenin by the creative use of fencing and lighting. Visitors will feel that they are welcome to this great city and will want to see more.

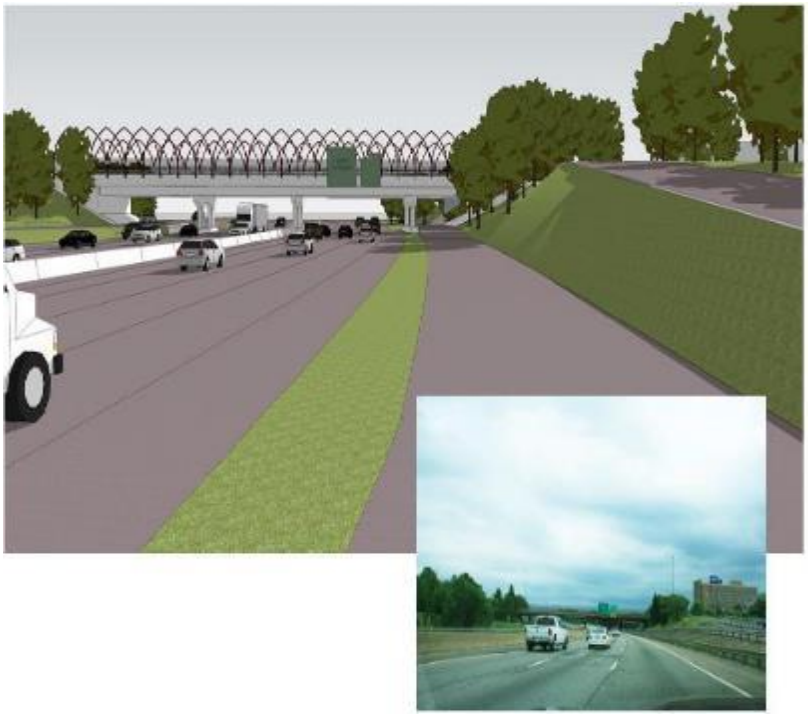


Figure 4-11: Exit 52 Washington Street coming into the City (artist rendering and photographs)

Traveling Interstate 95 there are three (4) Primary gateways introducing and inviting guest to stop. These are Wagner Road, Crater Road, Washington Street and University Boulevard. Currently these gateways provide only a sense of place, not very

hospitable.

Wagner Road, while not a primary gateway leading into the heart of Petersburg, terminates into Crater Road providing comfort needs to those traveling I-95. At this interchange are found gasoline, conveniencestores, and restaurants. A Wal-Mart is also available near this interchange. Wagner Road is experiencinginterstate oriented development, increasing the volume of visitors passing through this gateway. The Cityof Petersburg can capitalize on this opportunity to present itself strongly and positively to those passing through.

Crater Road provides access to The Petersburg National Battlefield, which is a destination for thousands annually. Indirectly, Crater Road provides access to downtown Petersburg. This important gateway can be accentuated to welcome visitors to the City and encourage visitors to the battlefield to explore.

Possibly the most important gateway along the I-95 corridor is Washington Street. This is the gateway tothe heart of Petersburg, and from this point several destinations are available. Currently, this entrance tothe City does not present a welcoming introduction. Visitors are dumped onto a four lane, one way road with little indication that one has arrived in the City of Petersburg. Furthermore, there is a lack of clear way-finding signage to direct visitors to the various destinations.

Washington Street (East)

The Washington Street Corridor is the main east-west corridor that transverses the City of Petersburg.Those traveling from Fort Lee, Hopewell, and areas east of the City will most likely enter Petersburg by way of Washington Street (State Route 36). This gateway has the potential to be a dramatic introductionto the City.

Currently, as one approaches from the east they emerge from a heavily tree-lined corridor into a deteriorating suburban landscape. The juxtaposition of the two scenarios is a clear indicator that you areleaving one locality and entering another, but the gateway is not inviting. Refinement of the landscape as one crosses the City line can provide the most enticing approach into the City. Given the population potential east of the City, this gateway may be important in attracting patrons to local businesses from Fort Lee, Hopewell, and beyond.

Washington Street (West)

The major gateway into Petersburg from Dinwiddie is by way of the west end of Washington Street.Just as it does on the east end, Washington Street changes character as it crosses the border of the City.The width of the road changes from two lanes to four lanes, while the development on either side transitions from a more rural feel to a suburban strip. This gateway, though, is not developed at all as a gateway, and visitors have no sense of place. This entrance to Petersburg is not as significant and widelytraveled; it should still offer a welcome to visitors and residents.

Martin Luther King, Jr. Bridge

This gateway has great potential to draw visitors into the City and provides Petersburg an opportunity to really showcase itself. This approach into the City is elevated providing views first of theAppomattox River and then Old Towne. Once in the City, the street becomes Adam Street which provides a central corridor taking visitors to other destinations. Some effort has been invested to refinethis entrance into the City through continuation of the street lighting that is incorporated on the bridgeinto the city and other visual infrastructure improvements. There is still ample opportunity to develop this gateway into a pleasant entrance for residents, visitors, and commuters.

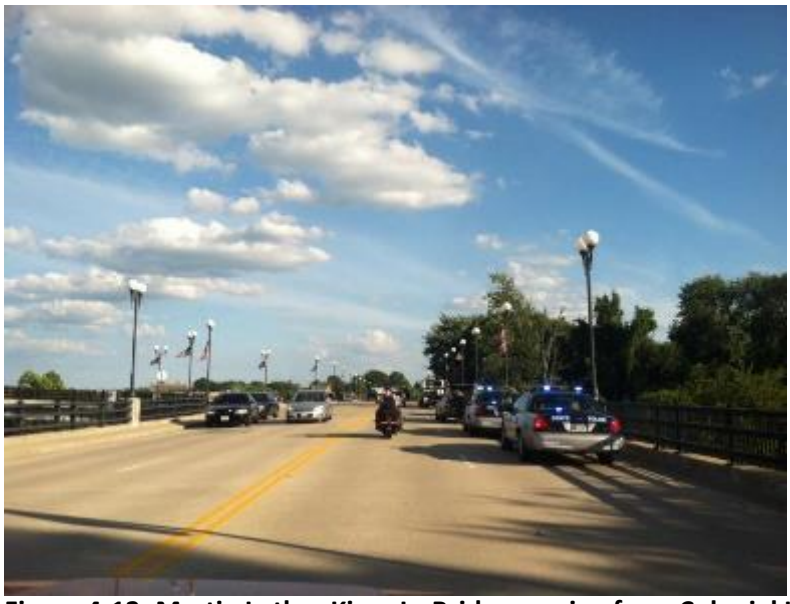


Figure 4-12: Martin Luther King, Jr. Bridge coming from Colonial Heights into the City

I-85 & Squirrel Level Road

The only exit into Petersburg from Interstate 85 is Squirrel Level Road. There is little reason for visitors passing along I-85 to need to use this exit, except for refueling at the gas station at this exit. Anyvisitor taking this exit would not have any indication of where they are and would most likely return to the highway and continue on.

As this is a possible location for land uses of greater intensity in the future, a coordinated effortmust be placed upon this important interchange.

University Boulevard (Formerly Canal Street)

This street name was recently changed to reflect the close proximity to Virginia State University and is highly used by Students and parents coming through the city to gain access to the university. A privatedevelopment that will be developed on the western side of the street will be a mixed-use development with commercial uses on

the first floor. The City is anticipating a lot more vehicular and pedestrian traffic through this corridor and gateway. The city is currently developing the concept for this neighborhood and as a part of that plan a park is being proposed. Just as one enters the City, University Boulevard intersects at a triangle with Grove Avenue and Canal Street. This triangle offers great potential for development as an introduction into the City. This location is also an excellent starting point to access various parts of the City, including the Old Towne district. The Configuration of the intersections of Fleet Street, Grove Avenue, and University Boulevard offers a great opportunity for a gateway into the City geared towards the Virginia State and Southern Chesterfield population.

University Boulevard is a corridor of interest for redevelopment. The City of Petersburg would like to see this corridor become a more pedestrian friendly environment that accents the waterfront and historic nature of Old Towne. This corridor has been identified as a redevelopment corridor to encourage mixed-use.

The city has partnered with the Cameron Foundation to improve this gateway. The project is in the designphase and is represented in the illustration below.

Figure 4-13: Proposed University Boulevard Gateway looking North

Figure 4-14: University Boulevard Gateway

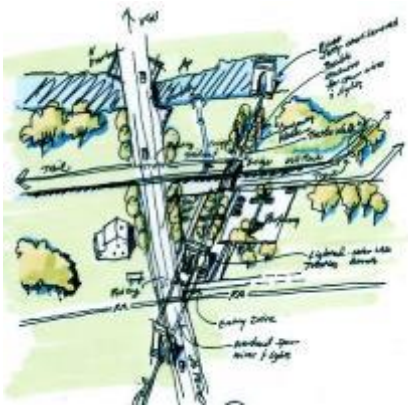


Figure 4-15: University Boulevard gateway rendering prepared by Doug Lamson

Economic Development Issues

- Large industrial parcels are not available for the expansion or relocation of manufacturing toPetersburg.
- A disproportionate number of residents of Petersburg residents go to other localities to shop.
- Petersburg must continue to capitalize on partnerships, such as Fort Lee.
- Petersburg has a shortage of available, marketable industrial land above 50 acres.
- Challenges with the public schools and perception of high crime make attracting investors anddevelopers problematic.
- Promote the Brand "I AM PETERSBURG" and use all assets to market the City to all economic sectors.

Economic Development Policy Goals

1. **Policy Goal:** Build and strengthen partnerships with regional and local organizations to createmeaningful workforce development programs.

    - **Objective 1:** Review and become familiar with the Strategic Economic Development Plan. (Short Term: 0-5 Years)

- **Objective 2:** Continue to promote the Vision of the City. (Short Term: 0-5 Years)

- **Objective 3:** Create a Vision for the Office of Economic Development. (Short Term: 0-5 Years)

2. **Policy Goal:** Build partnerships with private sector players and community stakeholder groups tocapitalize on significant development opportunities.

    - **Objective 1:** Continue to work with Virginia's Gateway Region to promote the City's many assets to potential investors. Ongoing

    - **Objective 2:** Continue hosting the Executive Roundtable Discussions; expand to includeinstitutions of higher learning and private schools as well as smaller family-owned businesses. (Short Term: 0-5 Years)

    - **Objective 3:** Continue to build significant partnerships with regional agencies such as theVirginia Gateway Region, Ft. Lee and the Cameron Foundation and City businesses. Ongoing

    - **Objective 4:** Educate City leaders and staff on redevelopment projects eligible for NewMarket Tax Credit. Ongoing

    - **Objective 5:** Leverage CDBG monies and stakeholder efforts in specified revitalization areas. (Short Term: 0-5 Years)

    - **Objective 6:** Creatively capitalize on development opportunities at the old hospital site. (Short Term: 0-5 Years)

3. **Policy Goal III:** Promote the assembly of smaller tracts of land through the IDA to createmarketable industrial or technology development sites.

    - **Objective 1:** Work closely with the Assessor's Office and the Office of Planning and Community Development to assemble contiguous parcels of underutilized land for largemarketable industrial or development sites. (Short Term: 0-5 Years)

4. **Policy Goal:** Consider the benefit of expanding the Enterprise Zones to other districts and areasof the City.

    - **Objective 1:** Apply for an expansion of the City's current Enterprise Zone. (Short Term: 0-5 Years)

    - **Objective 2:** Create a Business Improvement District for Downtown (Mid Term: 5-10 Years)

5. **Policy Goal:** Increase revenue by working with the Planning Department to permit nightclubs and recreational uses by-right in the Zoning Ordinance with the appropriate management andsafety contingency plans.

    - **Objective 1:** promote the Enterprise Zone program. Ongoing

    - **Objective 2:** create special tax districts that incentivize retail establishments in designatedareas. (Short Term: 0-5 Years)

    - **Objective 3:** Work closely with Cultural Affairs, Arts and Museum Department to establish a Petersburg annual "Film Festival" and other annual Festivals. (Mid Term: 5-10 Years)

    - **Objective 4:** Reestablish the Petersburg Main Street Program and identify a non-profit toadminister the program. (Short Term: 0-5 Years)

    - **Objective 5:** In cooperation with the Department of Planning and Community Development,Department of Public Works and Petersburg Area Transit create a plan for a pedestrian street downtown within the Cultural Arts District. (Short Term: 0-5 Years)

Community Development

There are numerous plans on the shelf of the city all talking about reinvestment and investment opportunities. It is interesting how all of the plans had the same focus areas. As such, this plan highlights the corridors and areas of town that have been identified in the many plans, particularly, the Strategic Investment Plan prepared by LISC and UDA, and the Regional Urban Design Assistance Team (R/UDAT) study. These areas are the focus of the future land use map, as they are identified on the map as corridors where the city seek to encourage development of mixed-use, mixed-income communities.

City-Owned Property

The city has acquired over the years several lots: some are vacant, and others have improvements.The city in cooperation with a real estate team is aggressively marketing these parcels to developers and/or investors. In some cases, it requires the consolidation of one or two lots to build new single-family residential dwellings. In addition, there are a few commercial properties that are owned by the City and currently being marketed. The property is sold for redevelopment and/ or revitalization with a timeframe for development attached to the sale.

University Boulevard/High Street

Principle 1 of the Strategic Investment Plan is to focus on gateways. This is essential in revitalizing the greater Battersea neighborhood. The intersection of University Boulevard (formerly known as Canal Street), high Street, and N. South Street has potential as an important central commercial and retail corner for a) Battersea Neighborhood, b) the revitalized High Street Corridor, and c) Virginia State students.

The High Street/University Boulevard (formerly known as Canal Street)/N. South Street intersection will boast of a mixed-use development with multifamily residential units on the upper floors and commercial tenants on the first floor. This will be another project along this corridor that serves as a catalyst for other revitalization efforts.

Halifax Street Triangle and Community

This commercial district sits around the intersection of Harrison and Sycamore Streets at the southern gateway into the downtown. This commercial district has a unique history as an African American center of commerce and culture. It also sit around a unique triangle shaped street pattern as Halifax runs southwesterly out of the downtown and Harrison runs southerly.

The 2006 redevelopment plan for the Triangle targeted three concurrent efforts that were either in the planning stages or already underway doing that time. Since 2006, this community has seen the construction and completion of the multi-modal transit center. The community is currently being reviewed for inclusion in a state and national historic district. The Petersburg Redevelopment and Housing Authority (PRHA) is currently located in this community. Recent years of decay has left the neighborhood full of many vacant lots and structures.

Ross Court Redevelopment is another example of concentrated redevelopment efforts that aim to improve particular areas in the hopes that it will be a catalyst for reinvestment in the surrounding area.

Addressing Blight

"Blighted area" means any area that endangers the public health, safety or welfare; or any area that is detrimental to the public health, safety, or welfare because of commercial, industrial, or residential structures or improvements are dilapidated, or deteriorated or because such structures or improvements violate minimum health and safety standard. – Virginia Code SS 36-49.1:1

Tackling the obstacle of urban blight in Petersburg is paramount in revitalizing the City. The 2000 Comprehensive Plan recommended neighborhood redevelopment though selective demolition, infill development, and the use of financial incentives. The City is not alone in its determination of blight as a high priority. Strategic partners like the Cameron Foundation and Virginia LISC have brought expertise and capital to bear on revitalization efforts.

In 2007, a Strategic Investment Plan was developed through partnership with Virginia LISC, funded by the Cameron Foundation and studied by Urban Design Associates (UDA). Public support for the UDA plan reflects a demand in the community for active redevelopment. The City has begun addressing blight and revitalization in Petersburg by utilization of the power given by the Code of Virginia to address this issue.

Spot Blight Abatement – The Code of Virginia allows for localities to identify blighted structures and take affirmative steps to bring them up to safe and sanitary standards. The City of Petersburg has updated its Code and ordinances to institute this tool used to empower us and encourage revitalization.

Blighted properties that lie within Historic Districts are reviewed by the City's Architectural Review Board (ARB) to assure that improvements on the property are in accordance with the architectural character of the district. If the property owner is unwilling to make the appropriate improvements on the structure, the City may acquire the property to make the improvements.

Demolition projects should be the last result in dealing with blight. The goal is to restore the homes to a compliant contributing structure to the neighborhood. In the event where demolition becomes necessary it is the goal of the City to be good stewards and have a strategic approach to demolition. Protecting the City's Historic communities and structures is a high priority for the City. Once demolished a community loses a piece of its history. The City is interested in preservation and restoration where possible.

Water Quality Improvement through Development and Redevelopment

The effect of land use and development on the quality of local waterways and the potential for water quality improvement through the reduction of existing pollution sources as redevelopment occurs must be addressed through the development review and approval process. This notion is present throughout the Plan; however, specific policy goals and objectives can primarily be found in the Environmental Stewardship Element of the Plan. They will also be addressed in the Future Land Use Plan when it becomes available.

The Chesapeake Bay Preservation Act regulations require comprehensive plans to consider existing and proposed land uses adjacent to the shoreline to identify and analyze how land uses may conflict with water quality goals and how those conflicts might be ameliorated, if not eradicated altogether through the application of best management practices, low impact development techniques, use of innovative zoning tools, or the application of up-to-date environmental standards as redevelopment occurs. Activities conducted on both the land and water may impact water resource utilization and quality by contributing increased nutrients, sediment, and pesticides resulting from increased stormwater volume and velocity or stream bank erosion. In developing areas, land and water uses may conflict with sensitive natural resources,

which can be managed by incorporating environmental standards into land use regulations, such as the minimization of land disturbance and impervious surfaces, and the preservation of existing vegetation. Waterfront redevelopment can also utilize various innovative zoning techniques, such as clustered or low impact development practices or transfer of development rights to reduce water quality impacts and to potentially reduce development costs.

Stormwater also impacts local water quality when runoff from impervious surfaces transports nutrients, pollutants, and toxic substances into local waterways. Areas of the City that developed prior to the CBPA Ordinance may not have included stormwater runoff measures due to their age. Redevelopment of those areas will require compliance with current environmental regulations such as the City's Chesapeake Bay Preservation program, stormwater best management practices (BMP's), compliance with erosion and sediment control practices, implementation of shoreline restoration activities, implementation of pervious area and open space provisions, and, if necessary, connection to public sewer. It is through the implementation of these and other practices that water quality can be improved as vacant land within the City is developed and as redevelopment of existing land uses occurs over time.

Community Development Issues

- Vibrant/alternative land uses are needed at Gateways and main neighborhood entrance corridors to improve the city's image.
- Land Use and zoning are inconsistent in certain areas of the city.
- Contiguous parcels are not readily available for redevelopment and investment innew/renovated housing.

1. **Policy Goal I:** Promote redevelopment of gateway corridors to have a vibrant mixed-use component serving residents as well as visitors to Petersburg's Old Town, tourist attractions, and Ft. Lee.
   - **Objective:** Include in the Zoning Ordinance overlay district guidelines permitted by Code ofVirginia, for the Route 36 Corridor, West Washington Street Corridor, University BoulevardCorridor, Commerce Street Corridor and Gateways. (Short Term: 0-5 Years)

2. **Policy Goal II:** Promote redevelopment of blighted areas comprehensively through both thePetersburg Housing Authority and the Industrial Development Authority.
   - **Objective 1:** Overhaul the zoning ordinance to coincide with the Land Use Plan and allow forby-right mixed-use developments on an urban/ pedestrian scale incorporating transit oriented and new urbanism principles and design standards. (Short Term: 0-5 Years)
   - **Objective 2:** Incorporate the urban design elements of the R/UDAT Plan into the city's zoning ordinance. (Short Term: 0-5 Years)
   - **Objective 3:** Coordinate with public works infrastructure and utility improvements based onrevitalization and redevelopment initiatives. (Short Term: 0-5 Years)
   - **Objective 4:** Continue to utilize resources within a land use and transportation framework that creates collaboration between City departments and primary stakeholders. (Short Term: 0-5 Years)

3. **Policy Goal III:** Protect and improve water quality
   - **Objective 1:** Consider impacts to water quality caused by private and public development decisions. Ongoing
   - **Objective 2:** Ensure compliance with the Stormwater, Erosion and Sediment Control, and Chesapeake Bay Preservation ordinances for all development and redevelopment projects. Ongoing
   - **Objective 3**: Continue to work with the state to register existing and proposed underground storage tanks and identify leaking tanks through the building permit

process. Ongoing

- **Objective 4**: Monitor the location and effectiveness of stormwater Best Management Practices (BMPs) through the development and maintenance of an inventory and database of BMPs. Ongoing

- **Objective 5**: Consider establishing pocket parks on vacant lots to include BMPs and improve water quality. (Short Term: 0-5 Years)

- Objective 6: Amend the Comprehensive Plan to include further analysis of land use and water quality goal conflicts. (Short Term: 0-5 Years)

- Objective 7: Following an analysis, develop strategies to ameliorate and eradicate land use and water quality goal conflicts using Best Management Practices and Low Impact Development techniques. (Short Term: 0-5 Years)

- Objective 8: Minimize land disturbance and the increase of impervious surfaces in the development review and approval process. Ongoing

- Objective 9: Preserve existing vegetation in the development review and approval process. Ongoing

- Objective 10: Promote cluster and low impact development along waterfront areas in the development review and approval process. Ongoing

Housing

Housing affects the quality-of-life of a community. It is a basic human need as well as an indicator of economic vitality. Affordable, attractive housing retains residents and supports an environment for growth and stability. Diversity in the housing supply supports people in all stages of life. The private sectorprovides most of the housing within the City; yet, it is important for the City to inventory the condition ofits housing supply and take appropriate measures to promote a healthy housing mix. This healthy housingmix is the catalyst to maintaining stable neighborhoods and support economic development. Petersburg is striving to overcome the challenges associated with its aging housing stock in order to provide vibrant neighborhoods, attract a diverse sustainable population which will include people of all ages, incomes, backgrounds and lifestyles.


Figures 4-16 & 4-17: Housing in Petersburg

The City has work to do to revitalize some of its neighborhoods. While its neighbors have hadan increase in housing, Petersburg has experienced a decline in the total number of housing units. This implies the amount of new construction citywide has been below replacement rate of demolition or conversion of housing to other uses. In older parts of the City, vacant housing is a problem – threateningto shrink the housing stock further.


Figures 4-18 & 4-19: Housing In Petersburg

Currently Petersburg has neighborhoods which reflect the disparity of wealth within its borders. Restored neighborhoods and well-kept houses stand in stark contrast to some of the dilapidated housingwhich was at one time an asset to the City. The ability of the City to improve neighborhoods with public money is limited, but the city has retained vacant lots and houses over the years. The City has been working to sell these lots and houses to private entities for redevelopment and to add them back to the tax rolls. However, the lots that are still in the control of the City may allow the city to be able to leveragethe property with developers and non-profit housing

partners, and to spark revitalization and change in these neighborhoods.

Several neighborhoods have been the subject of community plans such as Eastgate (a neighborhood plan for a portion of the eastern communities of the city), Pocahontas Island, University Boulevard (formerly known as Canal and Fleet Street), Battersea and the Halifax corridor. All these plans recognizethe aging housing stock or the vacant lots in the respective wards and encouraged infilled development.

There are areas where there are contiguous lots that can be assembled to develop a small-scalesubdivision of single-family residences. Residents need economic opportunity and mixed income neighborhoods to encourage investment and stabilization of deteriorating areas. Having affordable, safe,and attractive housing is a critical building block toward a better economy. The City is mindful that the time is now to promote, market, and attract private developers to take advantage of this opportunity, which will influence, improving the local economy and institutions. Furthermore, this is also a greattime for residents to participate in these restoration and revitalization efforts and help create a sense of place.

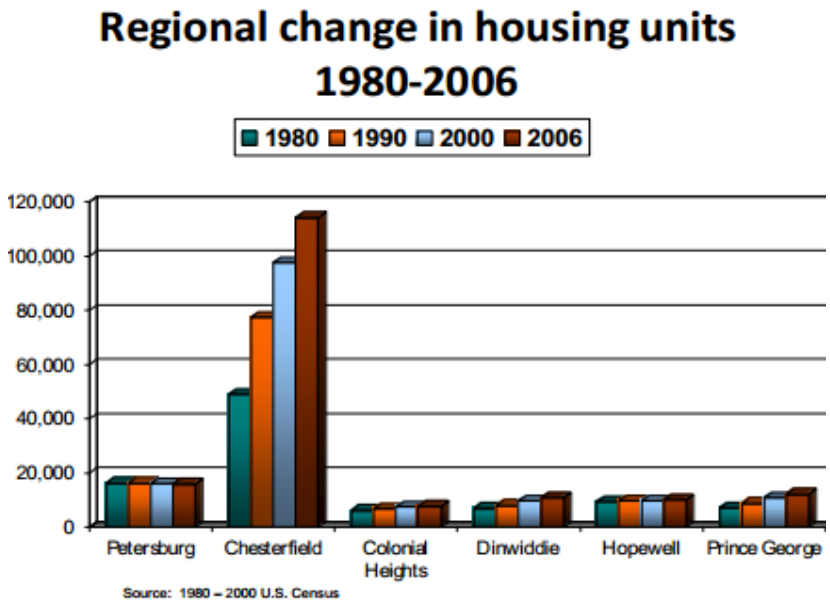
Housing Vacancies

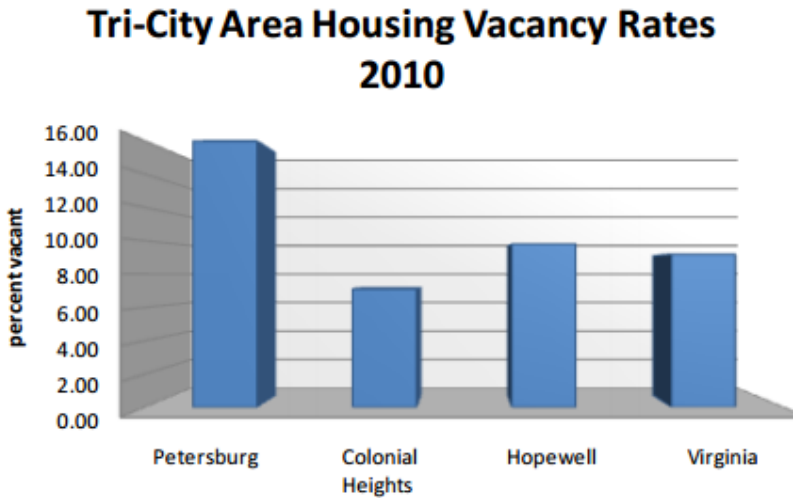
The sprawling pattern of growth has left a concentration of vacant housing in neighborhoods north ofInterstate 85. Between 1980 and 2006 Petersburg's housing stock remained unchanged, while its regionalneighbors had grown. The outward growth from Petersburg since the 1960's has had negative consequences for the City. While population losses were temporarily reversed with the 1972 annexationof land from Dinwiddie and Prince George Counties, the neighborhoods in the oldest parts of the City continued to decline.

Petersburg has the largest share of vacant housing in the region, with 16% of units vacant according to the 2010 U.S. Census.

If public investment is to be more than a temporary patch on deteriorating conditions, it must attractand support private investment as well. Investment in housing must be strategic and combined with infrastructure improvements if it is to compete with the suburban growth that has a hollowing out effecton City neighborhoods. There are still neighborhoods with signs of life which should not be taken for granted. Some have residents who focus on these areas and the neighborhoods that border them.

Efforts by private investors and foundations need the City as a strategic partner. Investing in the hot spots downtown and in older neighborhoods can strengthen private sector investment and encourage it to spread outward from the nodes of activity that exist. Seeds of revitalization can grow and gain momentum. Public comments have stressed the desire to see the city invest in areas around revitalization; thereby strengthening already revitalized and stable neighborhoods and building on the momentum theyhave started. The decision makers have strategically prioritized areas that redevelopment traffic should be driven to have a greater impact on declining communities.

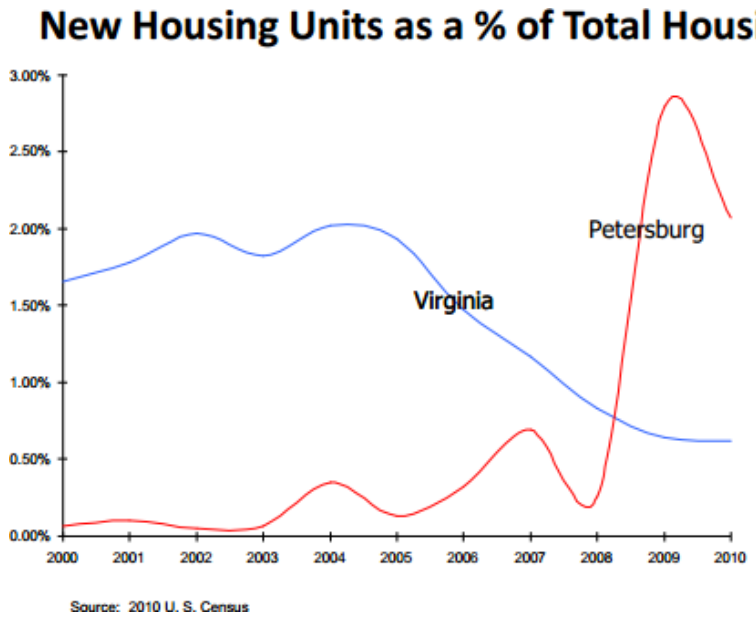




Figures 4-20 & 4-21: Change in Housing Units in Petersburg and other localities, 1980 – 2006 (Top) and housing vacancy rates in 2010 (Bottom)

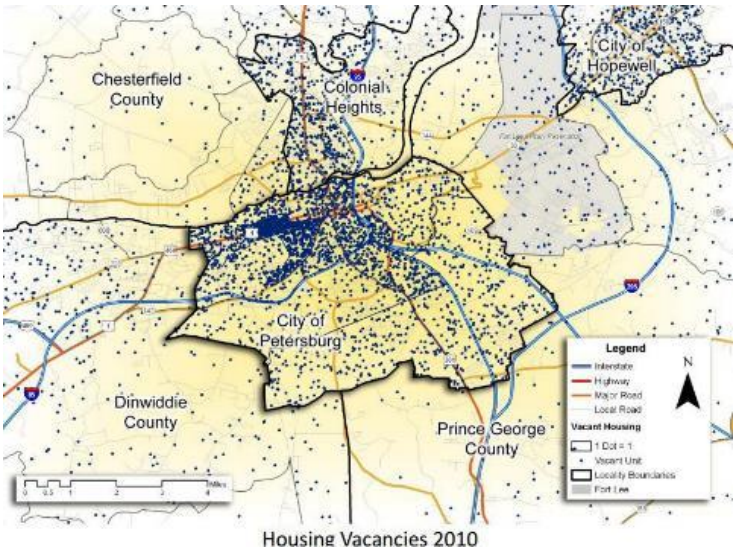
Housing growth from 2000-2010

Housing permits fell sharply from 2006 to 2009 in the state overall. In Petersburg, however, the percentage of new housing permits compared to existing stock increased dramatically over the same period. The national housing collapse had a major impact on new construction development it's interesting to note that in the City of Petersburg it affected new construction of single-family residentialdwelling units but had no impact on multifamily residential units. In fact, the City of Petersburg experienced major multifamily development during the years of 2006-2013. The demands of the Fort Lee expansion had a greater local impact and contributed to the overall increase in new units, while housing markets in the rest of the State were in decline. New units have been created primarily throughthe adaptive reuse of industrial buildings. This



data suggests that the City seems to be attracting more renters and singles/young couples than families.

Figure 4-22: New Housing Units as a % of Total Housing (Top) Map 4-5: Housing Vacancies 2010 (Bottom)



Housing Vacancies 2010

Age of Housing Stock

The age of housing in a City is an important characteristic in understanding how to promote neighborhood stability. Lack of new housing with significant amounts of older housing suggests the needfor the city to invest in the revitalization of its housing stock to support economic vitality. Figure 2.3 showsthe majority of housing was built between 1950 and 1980. Figure 2.4 shows how housing growth in Petersburg dropped off by 1980, reflecting the sprawling growth that has made its way into Colonial Heights, Prince George, and Dinwiddie Counties.

Addressing housing issues is part of a comprehensive need to address the socioeconomic challenges facing the City. To bring residents back to the City and retain those still here, housing must be safe, affordable, and attractive. The condition of the housing in several neighborhoods in the city is inextricably linked to the number of vacancies and the decline in population that has happened in recentyears.

The City can capitalize on its unique, varied in style, older, housing stock. Older housing is attractive to some and may win over new lower quality housing in the suburbs, but the city must use it as a marketing edge to attract the individuals who would want to take on the renovation project or be a part of the revitalization efforts. Renovation of industrial buildings into lofts and restoration of Victorian style homes found in the Historic District also attract a varied demographic, which is just as important for the economy as retaining current residents and catering to families. There are amenities offered in newer homes that are nonexistent in an older urban home. However, outward growth of new housing to other localities need not be a recipe for sustained population loss in Petersburg's historic neighborhoods. The strategy for sustaining the City's older neighborhoods must have a methodology of beginning with one house at a time but the goal is to improve the overall condition of the neighborhoods.This will require identifying resources to impact the entire neighborhood and not just randomly doing a house here and there.

The age of the housing stock reflects the pattern of growth in Petersburg and the surrounding region.As is apparent in the graph pre-1940, the pattern of growth was clustered around existing transportationroutes, namely the Appomattox River, rail roads and state roads. The post-World War II era saw an explosion of housing growth in Petersburg, but also throughout the region, especially in Colonial Heightsand the City of Hopewell. Since 1980, as regional growth has leveled off, growth has been sporadic in Petersburg. The City has seen growth recently happening around the new hospital site on South Crater Road, the downtown area and south of 95. The progression of growth on the following three maps demonstrates where housing growth in the City was greatest in the 1950 up until 1980 and has since spreadout and leveled off. With the economic development strategy and the new direction of the policy makers,the expectation is that Petersburg will begin to experience growth and be prepared for it.

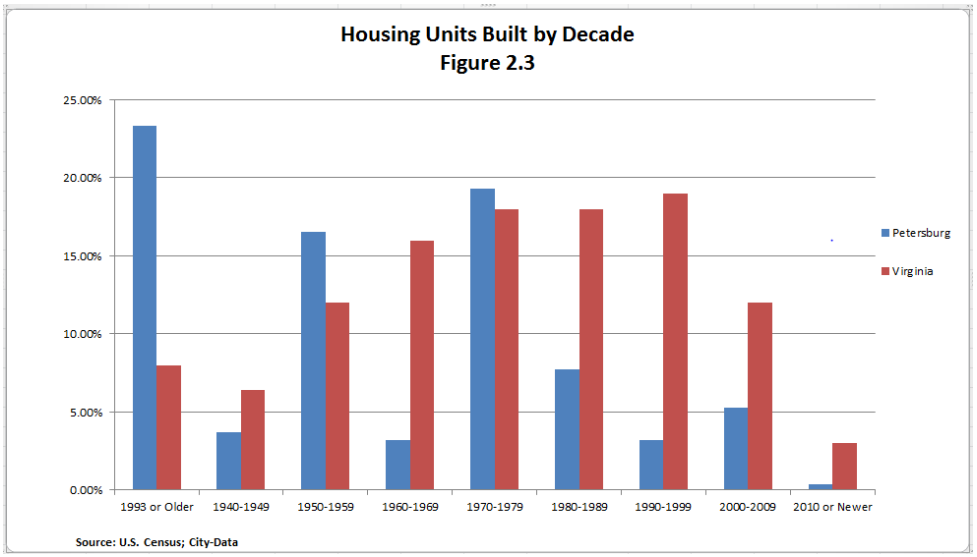
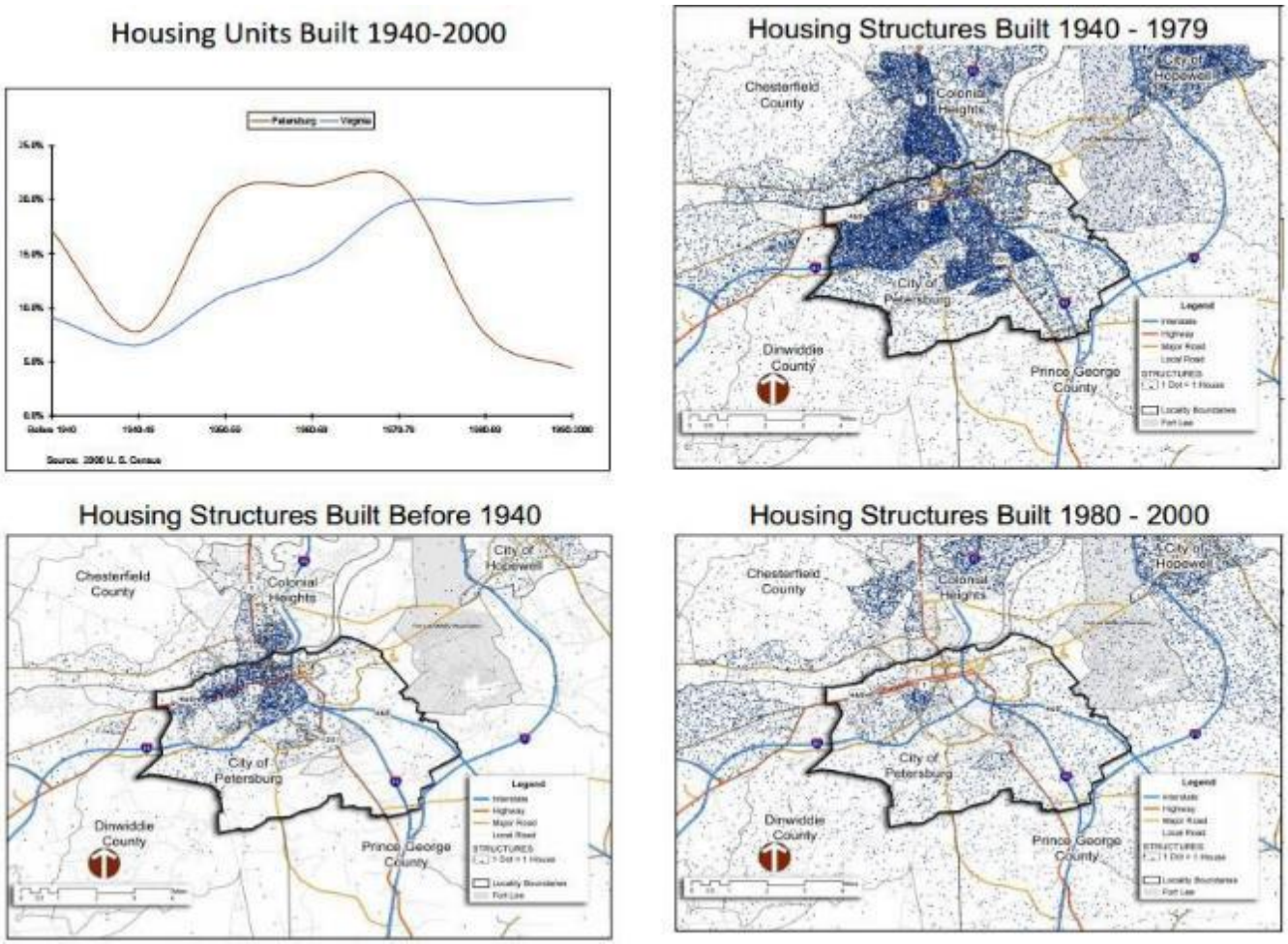


Figure 4-23: Housing Units Build by Decade, comparison between Petersburg & Virginia



Clockwise Order: Figure 4-24: Housing Units built in Petersburg vs. Virginia - Maps 4-6, 4-7, 4-8, Housing Structures built in the Petersburg area, 1940-1979, before 1940, 1980 - 2000

Occupancy and Housing Diversity

The United States has a high homeownership rate due to federal policies which have supported homeownership and single-family home construction. In suburban and urban areas this has resulted in housing authorities promoting single family affordable housing, Multi-family housing, while a form of affordable housing is usually characteristic of urban neighborhoods and urbanizing areas. With national homeownership rates at 67%, high percentage of multi-family units in urban areas often appear out of step with the rest of the nation.

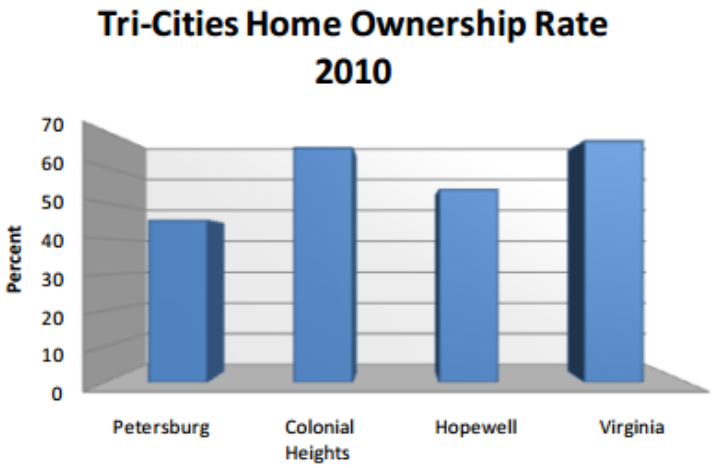
Homeownership rates in Petersburg are relatively low in comparison with the surrounding area and the statewide rate of 67.2%. When compared to the more suburban jurisdictions in the region, as well asthe state, the three cities of Colonial Heights, Hopewell, and Petersburg have lower homeownership ratesin the region. While these statistics suggest Petersburg does not match up with national and state trends, this is not necessarily cause for alarm. Homeownership is important for stable neighborhoods, and thereare areas of the City which can cater to families desiring single family homeownership. But as discussed earlier, Petersburg as an urban center can appeal to homeownership in the form of multi-family units (duplexes, condos, etc.), as well as providing the market for multi-unit housing. Housing diversity is an asset for urban areas, and a policy Petersburg should encourage if it is to encourage growth and revitalization in all of its diverse neighborhoods.

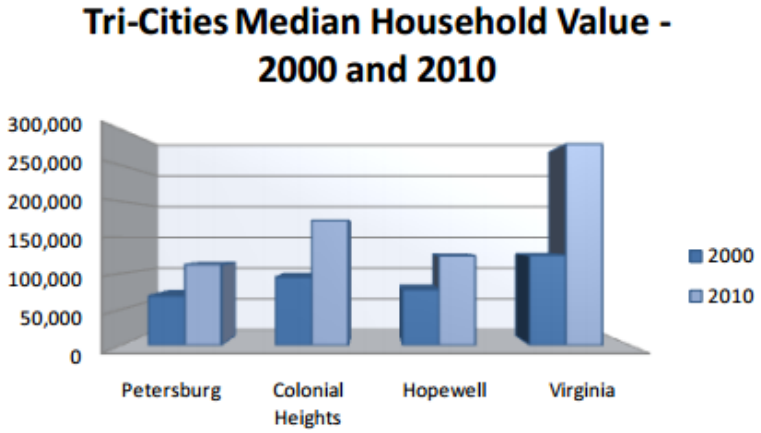
Figure 4-25: Perry Street Lofts

Figure 4-26: Van Buren Estates

Figure 4-27: Dunlop Street

Figure 4-28: Multifamily Apartments





Figures 4-29 & 4-30: Tri-Cities Home Ownership Rate in 2010 (Top) and Tri-Cities Median Household Value, 2000 and 2010 (Bottom)

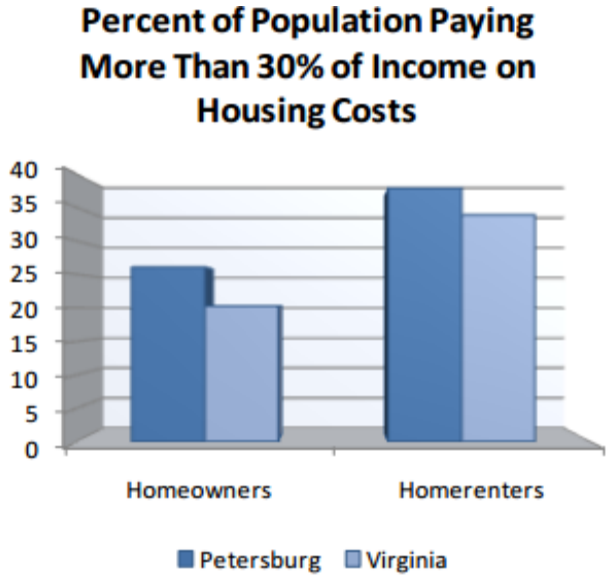
Housing Affordability & Housing Costs Burden

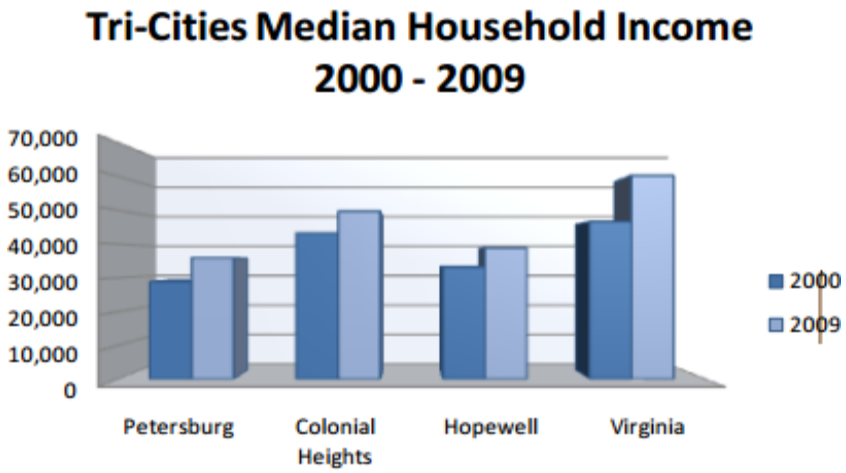
In addition to the age of housing, housing diversity and the overall quality-of-life the affordability of housing is important to the economic vitality of Petersburg. A relatively easy way to gauge affordability isto compare the change in median housing value from the 2000 Census and 2009 estimates with the change in the median household income over the same time period. Recent data shows how household incomes have increased during the 2000s. While the City's 24% increase in household income was the highest in the Tri-cities, the change in household value during that same period was much greater at 64%.This means for residents living and working in Petersburg, owner occupied housing, like that of renting became much less affordable. In order to address this deficiency and reduce the housing cost burden, theCity has focused on supplying high quality rental housing option in an effort to reduce the cost burden.

An immediate concern is to address the fact that Petersburg has the lowest median household incomein the Tri-cities area, and the State. The plan is to balance its

communities with mixed-use, mixed incomes as well as newly constructed or rehabilitated single-family residential uses and multifamily residential options. Old Town and pockets of older neighborhoods have had visible success with revitalization efforts. Population growth from BRAC and Fort Lee could continue to be the driving force behind the momentum that is turning the trends in an upward direction. Although the City's aging housing stock is a major challenge ahead, the plan outlines strategies that allows Petersburg's citizens and government to take advantage of the opportunities available to the locality.

Figures 4-31 & 4-32: Percent of population paying more than 30% of income on housing costs, differentiating between the population of Petersburg and that of Virginia, and between homeowners and homerenters (Top), Tri-Cities median household income, 2000-2009 (Bottom)





Community/Residential Neighborhood Development

Stainback/West Street

The Stainback/West Street Neighborhood is another example of a community where reinvestment should occur. There is evidence of minor restoration, but nothing that impacts the neighborhood as a whole. This is also a community with incompatible land uses and this will be addressed in the future landuse map as the City establishes the appropriate land use designation for the different areas of the city.

Rome Street, Westview and Birdville

A community located west of downtown which offers a variety of housing types while enjoying closeproximity to a large park. Unfortunately, use of the park is not maximized and it is a great amenity. Vacantlots are prevalent in this community and understanding the current fabric will aid in the renovation projects.

Possible funding sources for neighborhood redevelopment are Community Development Block Grants, which provide annual funds to Cities like Petersburg for the revitalizing of neighborhoods. Eligibleactivities include acquisition of real property; relocation and demolition; and rehabilitation of residentialstructures.

Pocahontas Island

The Pocahontas Island neighborhood is rich in history but has faced many challenges over the years. Hit by two major storms that destroyed half of the houses make this a prime location for redevelopment. Most of the parcels in the neighborhood are zoned for single family residential development. The community is bordered by the Appomattox River to the south, the Diversion Channel to the north, and the I-95 Interstate highway to the east which make it highly visible. The City's goal is to encourage private investment on the island to provide infill housing development and commercial and recreational uses along the river. It is the goal of the city to preserve the integrity of the historic neighborhood when considering proposals for development of large vacant parcels of property that were previously industrial uses. Future plans will capitalize on the rich heritage and history of the island and connect the cultural resources to the Appomattox River Trail system that is continuing to develop.

The Jarratt House, the only surviving brick structure in the neighborhood and it is one of the city's cultural resources. Since it is situated along the Appomattox River, Pocahontas features a large array of riparian areas and wildlife. Development Plans will include riparian buffers and strategies to enhance water quality, as well as ensuring compliance with environmental laws and regulations through the development review process.

Housing Issues

- Older city neighborhoods have a concentration of deteriorating, vacant, and blighted

housing.

- Renovated or new affordable, safe housing is in short supply.
- Homeownership rates are low.
- Renters currently have greater Housing Cost burden than homeowners.
- The City of Petersburg owns a lot of property that is currently vacant land. Reinvestment in housing is not targeted or done at a scale large enough to impact the neighborhoods in decline.
- Historic Districts have a high concentration of blighted and unkept properties.
- Historic Property Owners doing work without the appropriate approvals.

Housing Policies

1. **Policy Goal I:** Encourage the renovation or new construction of housing in older neighborhoodsin a manner which provides a critical mass to investment and revitalization efforts.
   - **Objective 1:** Partner with the PRHA or a non-profit CDC to aggressively target priorityrevitalization and redevelopment efforts.

     "Housing Cost Burden" is a standard HUD formula that calculates household income to housing costs. Generally, households who are paying greater than 30% of their income onhousing are seen as "burdened" by those costs. (Short Term: 0-5 Years)

2. **Policy Goal II:** Act as an equal partner in public/private ventures to revitalize historic, older anddowntown neighborhoods and improve the housing stock.
   - **Objective 1:** Review and identify city-owned properties for redevelopment opportunities inpartnership with nonprofit housing agencies and developers. (Short Term: 0-5 Years)

   - **Objective 2:** Prioritize infrastructure improvements and CDBG funds to maximize the impactof redevelopment efforts with non-profit housing partners and developers. (Short Term: 0-5 Years)

   - **Objective 3:** Utilize local community plans, such as the Battersea Quality of Life Plan, as aguide for City revitalization in neighborhoods identified in the future land use plan. (Short Term: 0-5 Years)

3. **Policy Goal III:** Promote a variety of affordable housing types to meet the needs of owners andrenters of varying levels of income through partnerships with nonprofits and developers.
   - **Objective 1:** Prioritize revitalization activities and efforts according to the ComprehensivePlan. Ongoing

- **Objective 2:** Update and take to Planning Commission and Council for action a revised zoning ordinance which includes policies toward allowing for diversity in neighborhood,design standards and varied housing types, and increased densities. Ongoing

4. **Policy Goal IV:** Continue to do an inventory in all the Historic Districts to understand where themost critical need exists.
   - **Objective 1:** Procure the services of Preservation Virginia to complete an inventory for twoof the other historic districts**. (**Short Term: 0-5 Years)

   - **Objective 2:** Create and promote a Land Trust program in the City of Petersburg, collaborating with the Cameron Foundation and local banks, similar to the programoperated by LISC in Detroit. (Short Term: 0-5 Years)

   - Objective 3: Continue to seek out educational and financing opportunities for residentsowning homes in a historic district or potential homeowners in a historic district. Ongoing

Education

A healthy city has a good school system where children are educated to be competitive and well versed in science, reading and mathematics, professional fields where higher wages are earned. This can be a great tool for attracting and maintaining families in the community. Often the school system is thereason people move to a particular location. Post-secondary education opportunities are equally important to the economy for training an educated and competitive workforce. The long-term benefits of a good school system and well-educated work force make education an investment all localities must afford. However, the City must continue to support andcollaborate with the school system to maintain families and school age children in its communities.

The reduction in school aged children does not necessitate a definite cause for alarm as the quantityof children in the system rarely correlates to educational or neighborhood quality. Reduced family size aswell as a diverse population can be framed as additional resources and smaller class sizes.

The Petersburg City Public School System is committed to providing a quality education to all students.The division will provide experiences for students to become life- long learners and contributing membersin a global society. Petersburg City School Board hired Dr. Joseph C. Melvin to begin as the newsuperintendent of Petersburg City Schools on January 2, 2013.

Enrollment

The total enrollment of Petersburg City Public Schools (PCPS) for the 2012-13 school year is 4,434 students which is indicative of a decline from 2011-12 of 101 students (4,535).

The Petersburg City Public School System is comprised of seven (7) comprehensive schools, one (1) alternative school and one (1) early childhood center

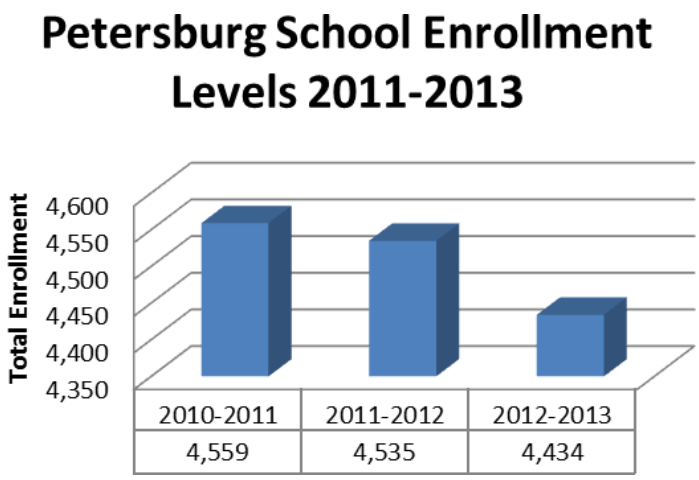


Figure 4-33: Petersburg School Enrollment Levels, 2011-2013 *Source: VDOE Report Cards 2013*

Elementary Education

There are four (4) comprehensive K-5 elementary schools consisting of Lakemont Elementary, Cool Springs Elementary and Pleasants Lane Elementary, and Walnut Hill Elementary School. The division also provides services for three- and four-year-old students at the Westview Early Childhood Education Center.Schools utilize a variety of educational practices and strategies to put forth instruction to develop the 21stCentury learner. The Response to Intervention (RTI) model allows for the individualization of instruction for the students of Petersburg. Year-round schooling has been implemented in one (1) of the four elementary schools to guarantee success of these students.

Secondary Education

The Petersburg City Public Schools (PCPS) system has both successes and challenges on the horizon. As the graph on the top of the page indicates, the declining population is reflected in the declining enrollment levels in the public school system. Declining enrollment allows reductions in staffing which opens up funds for other programs, and it enables the school system to maintain low student teacher ratios. But the real problem has to do with limited financial resources and the educational results associated with declining population.

There are three (3) comprehensive secondary schools which consist of Peabody Middle School, Vernon Johns Junior High School, and Petersburg High School. The division also affords non-traditional learning opportunities to students at the secondary level at Blandford Academy. One of the middle schoolsis currently operating on a year-round basis to guarantee success at this level for Petersburg's students.

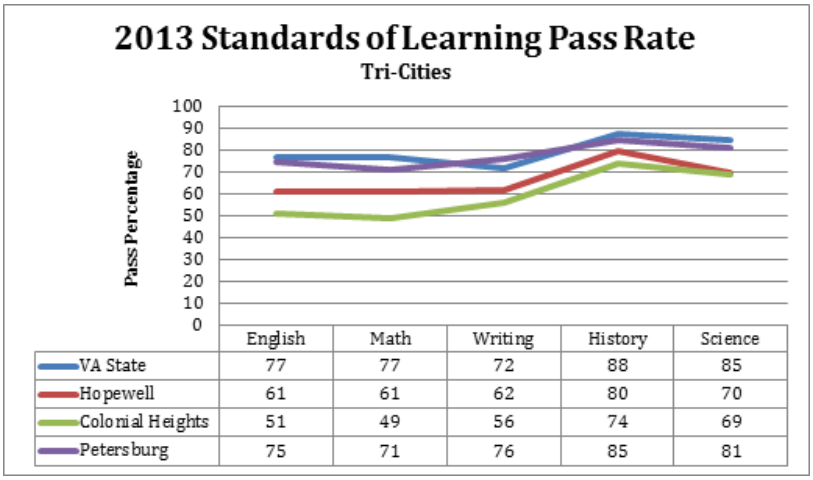
Schools utilize a variety of educational practices and strategies to put forth instruction to develop the21st Century learner. Opportunities are afforded to the City's secondary students that include, but are not limited, to the following: Dual Enrollment opportunities with various universities and colleges in the tri- cities area, Middle College High School Program at Richard Bland College that allows students to graduatefrom high school with an Associate Degree, and a Career and Technical Education (CTE) program that results in the acquisition of industry certification in Business and Information Technology, Family and Consumer Sciences, Health and Medical Sciences, Marketing, Technology Education, and Trade and Industrial Education.

Students at the secondary level also have the opportunity to apply for acceptance into the Regional Governor's Schools Programs for grade 9-12. These programs include Appomattox Regional Governor's School for the Arts and Maggie L. Walker Governor's School for Governor's School for Government & International Studies.

Currently all of Petersburg public schools are accredited with the exception of A.P. Hill Elementary School and Peabody Middle School. The school has made progress, but the subject of math and science has been not only a challenge for Peabody and A.P. Hill, but throughout the State. The Petersburg Public School system remains committed to helping every student reach their full potential and set a goal to have one-hundred

percent accreditation in the near future.

As a city of regional importance, Petersburg is fortunate to be home to the Appomattox River Governor's School which serves fourteen school districts in Central and Southern Virginia. The school hosts 330 students from grades 9 through 12 and offers them diverse opportunities ranging from acting to literary arts, and computer programming to ballet.



	English	Math	Writing	History	Science
VA State	77	77	72	88	85
Hopewell	61	61	62	80	70
Colonial Heights	51	49	56	74	69
Petersburg	75	71	76	85	81

Figure 4-34: 2013 Standards of Learning Pass Rate in Tri-Cities Area

Source: VDOE Report Cards 2013

Petersburg Public Schools held a School Division Efficiency Review In the fall of 2006, where a six- member team of consultants conducted an efficiency study of the school division. The efficiency review produced findings in all eight operational areas which resulted in 98 individual recommendations, 55 of which had a fiscal impact. The following areas were successfully addressed by the school division: Division Organizational Administration, Financial Management, Personnel and Human Resources, Cost of Instructional Services Delivery, Transportation, Technology, Facilities and Food Services. PCPS was required to implement 50% of the savings within 24 months of the end of the study. By 2009, the divisionhad fully or partially implemented 92% of the recommendations put forth by the six-member team of consultants.

To date, the remaining recommendations are either in process or have been realigned to provide greater results.

Education & Economic Development

The presence of higher education institutions in a community are an opportunity to build partnershipsfor economic development. In addition to being a resource for job training, community initiatives, volunteers, and internships, colleges, and universities can provide strong support for the local market. Virginia State University, Richard Bland

College and John Tyler Community College are relatively untappedresources for the City of Petersburg. Engaging these Universities to identify areas where the City and Institution can work together will open doors for redevelopment efforts and attracting companies who can benefit from this skilled and trained population of graduates.

Capital Improvements

There have been additions to Lakemont Elementary, Cool Springs Elementary and Pleasants Lane Elementary schools within the last four years. Additions to the elementary schools have resulted in increased classroom space for core classes, fine arts, and physical fitness. Construction is currently underway at Walnut Hill Elementary School. Once the addition at Walnut Hill Elementary School is complete, all elementary schools within the division will be equipped with gymnasiums for physical fitnessand extracurricular events. During the summer of 2011, a new Operations Center was opened for the School Nutrition, Transportation, and Warehouse Departments. The new center allows for the Department of Operations to operate in one location versus multiple locations through-out the city. The Petersburg Public School teams up with the City of Petersburg and together create the program for capitalprojects.

Figure 4-35: Petersburg High School Graduating Class of 2014

Post-Secondary Education

The City of Petersburg has three institutions of higher learning in its immediate vicinity:

Virginia State University is a four-year university with graduate and undergraduate degree offerings including Agriculture, Business, Engineering, Science & Technology, and Liberal Arts.

Richard Bland College is a two-year, State supported branch of the College of William and Mary. It offers liberal arts and science programs for associate's degrees.Students are able to transfer to four year institutions as juniors or go directly into the workforce.

John Tyler Community College is a two-year State supported communitycollege with campuses in Richmond and Petersburg, as well as distancelearning services. It offers associates degrees and practical skills, so students may go directly into the work force or transfer into a four-year college.

Education Issues

- Some Petersburg public schools are not accredited.

1. **Policy Goal**: Improve the school system to have all Petersburg public schools accredited.

    - **Objective 1**: Continue to work with the State Department of Education and other educational entities to improve schools. Ongoing

    - **Objective 2**: Support the development and maintenance of facilities necessary to support high level instruction. (Short Term: 0-5 Years)

    - Objective 3: Identify opportunities for collaborative use of City and School facilities to meet the educational needs of students. Ongoing

Public Services

Petersburg Public Library

The City's Public Library System is here to serve the community of Petersburg. The library strives to provide all of the resources needed to progress in life. A wide range of services are offered to the residentsof Petersburg.

Services Offered:

- Computer Training Courses
- Meeting Rooms available for study groups or meetings.
- Research Room
- Copiers and Microfilms
- Interlibrary Loans
- Health Resource Center
- Financial Management and Resource Center
- Children and adult services

The 42,000 square foot, two-story building lies in the heart of downtown Petersburg, on the corner of Market and Washington Streets. Sustainable design practices include 28% energy reduction, natural daylight, 40% water reduction and use of low emitting and sustainable materials. Natural materialssuch as wood, brick and stone, while sustainable, also complement the rich building fabric of Petersburg.The landscaping and irrigation systems have been designed to reduce irrigation water consumption by atleast 50%.

The new Library achieved LEED certification by implementing practical and measurable strategies andsolutions aimed at achieving high performance in sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality. The Petersburg Public Library is proud tobe the first building in Petersburg to receive this certification. The library officially opened to the public in spring, 2014. The facility provides much needed resources and space for community needs.

Figure 4-36: Petersburg Public Library

Department of Social Services

The Petersburg Department of Social Services is the social support arm of the City. The Department'smission statement is to "deliver quality services to people in local communities that will promote self- sufficiency, responsibility and safety." The stated goals are to assist persons to triumph over poverty, neglect and abuse. The programs and services that are in place to accomplish these goals are broadly outlines below.

The benefits that the Department provides are a) food stamps, b) Medicaid, and c) TANF (temp assistance to needy families). The Department provides additional services that are not contingent upon financial need. They address a) child abuse, b) child care, c) foster care, and d) adoption for children. Thereare also services that help serve the needs of the City's elderly population. In an aim to reduce the povertyrate, the Department of Social Services is collaborating with other departments to creatively develop andfund with private resources programs that will link jobs created by new development and growth in the City to those who are currently unemployed or underemployed.

The Department of Social Services has added a Fatherhood initiative to its activities to support fathersand their families. In addition, social service advocates through education the ABC's in preventing infancydeaths.

Social Services Issues

- Community services and partnerships are needed to provide improved employment services tothe citizens of Petersburg.

Quality of Life

The City's citizens are seeing a change in the quality of life found in the City of Petersburg, although it faces competition from adjacent localities people like what the City has to offer and want more. Petersburg is home to a variety of housing options, smaller classrooms, small quaint restaurants, and unique shops containing antiques and local art. There is ashort commute to major employment opportunities; there is little to no traffic in traveling to and from work, weekend events and activities, cultural arts and museums, and many other assets.

Improving the quality of life is the responsibility of the City government and a task that has not beentaken lightly. City government work very closely with its school administration to provide financial and program support. The City takes pride in maintaining a clean city, safe neighborhoods and dealing with issues head on in neighborhoods that experience a threat to safety, attractive housing, retail amenities, parks, and recreation opportunities. The City of Petersburg is utilizing its resources as well as seeking grantfunds to better address issues that impend local health and stability. It can't all be addressed at once, but policies are in place to prioritize the issues and tackle them one at a time. There is always the opportunityto do more, so the City must continue to foster the relationships with people who can partner to offer initiatives and incentives that will help us in attracting and retaining business in the City.

Figure 5-1: City Council had a vision to create a more significant place forarts and culture in Petersburg. And so, the journey began. Through the strategic use of resources and creative ingenuity, the **Department of Cultural Affairs** was born. Today, it is dedicated to enriching Petersburg's artisticvitality and cultural vibrancy.

Figure 5-2: The Blandford church is a church building dating from the 18th Century that was converted to a Memorial Chapel and Confederate Shrine to honor the many soldiers who are buried in the surrounding Blandford Cemetery. The museum is noteworthy for its 15 Tiffany stain glass windows that werefunded through donations by former confederate states at the turn of the 20th century.

Figure 5-3: The Siege Museum is dedicated to presenting daily life as itwas before, during and after the Civil War. The museum's emphasis centers on the 10- month Siege in Petersburg, from 1864- 1865.

Figure 5-4: The Centre Hill Museum is an historic Petersburg mansionbuilt in 1836. The home showcases Greek Revival, ColonialRevival and Federal architecture as well as decorative arts from the 18th-20th Centuries.

Figures 5-5 & 5-6: A demonstration of Civil War artillery at Petersburg battlefield (Left), Petersburg berries at the River Street market (Right)

PROGRAMS AND SPECIAL EVENTS

The City's cultural efforts have allowed us to forge partnerships with many community groups. The Department of Cultural Affairs, Arts and Tourism has worked with Public Arts Petersburg, Battersea Foundation, Southside Virginia Council for the Arts, The National Park Service, Virginia State University,The Petersburg Area Art League, the Petersburg Ballet, Virginia Tourism Corporation, and Legacy MediaInstitute.

The Revolutionary War Reenactment is an annual event that happens at Battersea every spring anddraws many history enthusiasts.

Several commemorations and events happen throughout the year at the cemetery and historic chapel.

Figures 5-7 & 5-8: Petersburg's logo for Friday for the Arts! (Left), and a haunting shot of a gothic gazebo in St. Joseph's Cemetery (Right)

Counter-Clockwise Order - Figures 5-9 & 5-10: Dogwood Trace Golf Course, Figure 5-11: A pitcher revs up a fastball at the Petersburg Sports Complex

Current trends in sports tourism, agritourism and food tourism are nowbeing more thoroughly explored.
Wayfinding systems are being discussed to determine best practicesand current trends and there has been a shift to further explore other contemporary and cultural assets within Petersburg that might draw a broader, more diverse audience.

The City is seeking to develop more creative arts activities within Petersburg. Driving Miss Daisy was performed at the Petersburg High School Theater and the City is expecting to have many more performing and creative arts success.

Figure 5-12: Herman Maclin, local artist and educator

Figures 5-13 & 5-14: The Hugenot Community Players performing "Driving Miss Daisy" at Petersburg High School (Left), and the Petersburg Symphony Orchestra (Right)

FILM

Petersburg's film scene is booming! Whether it's' AMC's TURN, PBS Mercy Street, or Meg Ryan's ITHACA, Petersburg is on the grow!

Tim Reid, Ken Roy and Daphne Reid led the International Film Festival to the city's doorstep, and it generated much enthusiasm and notoriety fromthe community and region.

Figure 5-15: *Turn*, the AMC historical television drama filmed in Petersburg

In March of 2015, the City was recognized by the National League of Cities for its efforts in acknowledging creativity and diverse communities through the partnership it had formed with theLegacy Media Institute.

Historic Structures

The Virginia Department of Historic Resources (VDHR) oversees the register of all historic districts andhistoric landmarks present on the State and National inventory. The Department receives applicants for the addition of structures, sites or districts to be registered as historic in the eyes of the state and NationalRegisters (which overlap in their classifications) it must be 50 years or older and meet at least one or a combination of the following criteria:

1. Property is associated with events that have made a significant contribution to the broad patternsof its history.
2. Property is associated with lives of person significant in Petersburg's past.
3. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant anddistinguishable entity whose components lack individual distinction.
4. Property had yielded or is likely to yield information important in prehistory of history.

Any structure or site that meets some combination of the above criteria and is over 50 years old is eligible for nomination. VDHR administers both State and Federal Registers. Further information about The State and National historic Registers and the programs described below is available on the VDHR website at www.dhr.virginia.gov.

Petersburg residents have begun to utilize the benefits of Historic Tax Credits, and examples ofsuccessful projects are found in the quaint historic areas of Old Town, High Street, Poplar Lawn andother revitalizing areas. Figure 11.1 shows the fluctuating number of approved historic tax credits projects since 1979 and its generally increasing trend.

Programs

Along with cataloging and management of registered landmarks, the Department of Historic Resources also provides programs intended to facilitate the preservation and protection of Virginia's historic resources.

State Historic Preservation Grants

These grants are made available to nonprofit groups (museums, foundations, historical societies) andlocal governments who have historic structures that are open to the public. Funds can be used to maintainmuseum collections, subsidize operating costs of make minor renovations and repairs. Grants must be matched by equal investment (whether monetary, or goods and services) from the applicant.

Historic Preservation Easement

The historic easement is a perpetual easement, meaning it will still apply to the property even

if it issold. In receiving a historic easement, the property owner is allowing certain restrictions to be placed on the property (e.g. one cannot dramatically alter a home so that it no longer reflects its historic character).In return for donating the land as an easement, the property owner may receive tax deductions for the charitable donation. Inheritance and property taxes are lowered by negating the development rights thatare usually factored into a property's valuation. The easement does place restrictions on alterations on the home, and basic upkeep and preservation of the property is required. Some alterations are acceptable, like remodeling a kitchen or bathroom, though all alterations are subject to review by the Department of Historic Resources.

This program is best suited for property owners who have a historic property that they have restoredand wish to secure its protection (and their investment) from major alteration beyond their own tenure as owners.

Rehabilitation Tax Credits

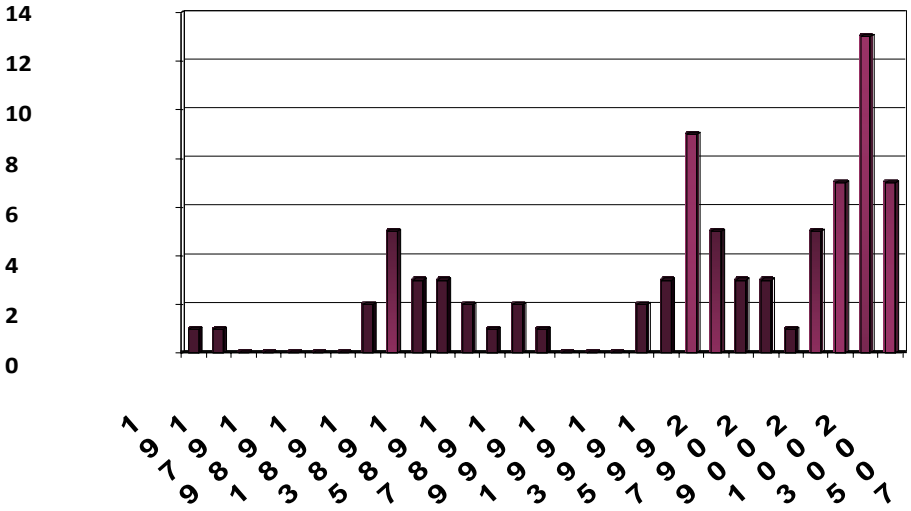
State and Federal tax credits are available for those who are seeking to rehabilitate buildings that areconsidered historically significant and income-producing. Up to 20% (Federal) and 25% (State) of the totalrehabilitation expenses can be used as a dollar-for-dollar reduction in income tax liability from Federal and State taxes.

Most rehabilitation costs like structural improvements and architectural restoration are eligible, however landscaping or additions do not qualify. A comprehensive overview of rehabilitation work that is eligible as a "rehabilitation expense" is outlined in the Secretary of the Interior's Standards forRehabilitation.

Petersburg residents have begun to utilize the benefits of Historic Tax Credits, and examples ofsuccessful projects are found in the quaint historic areas of Old Town, High Street, Poplar Lawn andother revitalizing areas.

Figure 5-16: Number of Approved Historic Tax Credit Projects (Below)

Figure 11.1 Number of Approved Historic Tax Credit Projects
(Source: Virginia Department of Historic Resources)



Local Historic Districts

Old Towne: Old Towne encompasses the oldest portions of the city and contain buildings dating back tothe late 17th century. The district sits along the Appomattox River with vacant industrial warehouses lining Pike and Old Street. Further from the river, Old Towne has been rejuvenated with commercial and retail uses mixed with restored residences. The district is unique in that it contains historic residential, commercial, and industrial buildings and virtually every style of architecture in the US from 1800 to 1910to present.

Poplar Lawn: Centered on a 2 –blocked open green at its center, the poplar lawn historic district is primarily an example of an upper- middle class late- 19th century residential neighborhood south of theCity center.

Folly Castle: The Folly Castle Historic district is located south of Old Towne and west of Downtown. It ispredominantly high density residential from the turn of the 20th century. Most are frame homed with little stylistic detail, though there are some Italianate, Queen Anne and Colonial Revival styles around Washington Street. There is a commercial node that developed on West Washington Street in the 1920s-1930s as well.

Center Hill: The Centre Hill historic district is located directly to the east and southeast of Downtown Petersburg. The Center Hill Estate, a historic, early 19th century Federal Style brick dwelling was the initial central structure and focal point of the area until the land was bought and subdivided. Now theEstate is surrounded by examples of early 20th century residential architecture.

South Market Street: The South Market Street historic district contains a number of residential structures that were built in the mid to late 19th century. Once the home to Petersburg's elite, thesehomes demonstrate ornate, high-style examples of 19th century architecture.

Courthouse: The Courthouse historic district encompasses some of the City's major institutional buildings, the Courthouse, City Hall, Tabb Street Presbyterian church and St. Paul's Episcopal Church.Surrounding these historic buildings is a traditional 19th century commercial grid with Federal and Italianate commercial rows. Despite numerous commercial renovations the downtown district alongSycamore Street has retained its traditional architectural design.

Battersea/ West High St.: The Battersea/ West High St. historic district is a locally defined district that centers on the early 19th century suburban neighborhood of West High St. and the Battersea Mansion,which dates to the mid-18th century.

State and National Historic Districts

Pocahontas Island District: Listed on the National Register of Historic Places, Pocahontas Island is the historic home of freed slaves in the Anti-Bellum period. The neighborhood contains traditional shotgunshack style homes built for African- American factory workers in the early 19th century and a few notable brick dwellings as well. The tightly packed, mixed –use characters of the neighborhood with industrial uses immediately adjoining.

Figure 5-18: A sign on Pocahontas Island commemorating its historic status

Commerce Street Industrial District: The District is comprised of four early- 19th century brick industrialbuildings. The style of architecture and availability of space makes these buildings suitable for rehabilitation as residential lofts.

Atlantic Coast Line Railroad Commercial and Industrial: The area began to take on its present industrial character beginning in the mid-to- late nineteenth century with the construction of the Cameron TobaccoCompany building at the corner of Brown and Perry Streets and several lumber yards that no longer exist.The location of the Atlantic Coastline Railroad (ACL), which cut through the district en route to its terminalat Washington and Union Streets, not only promoted industrial growth with spurs that provided access tothe industrial buildings but created an open swath through the district. The railroad bed of the former Atlantic Coast Line Railroad (originally the Petersburg Railroad) is still visible as it cuts diagonally across the district. Stone and concrete abutments are still visible where a railroad trestle crossed Guarantee Street on the western edge of the district. Spurs from this railroad served all of the industrial buildings inthis area.

Historic Structure & Landmarks

The City of Petersburg has one of the richest collections of historic assets in Virginia. Throughout thecity there are reminders of battles fought, industries come and gone, ornate architecture and skilled craftsmanship that is irreplaceable. There are also painful reminders of slavery and injustice, both beforeand after the Civil War. Nevertheless, Petersburg's history defines the City that it is today. Through the preservation of its buildings, visitors and residents can be proud of the dramatic and unique role the city has played in American history.

Cultural Tourism, defined as an authentic presentation of place's people and history, has become a growing segment of the tourism industry. With a range of historic sites, cultural tourism is an area wherethe city can benefit from the preservation and restoration of its buildings and landmarks.

For the City of Petersburg to capitalize on cultural and historical assets, an effort should be made to distinguish, restore, and preserve those sites and buildings that contribute to

Petersburg's character. The establishment of historic districts and the addition of the City's buildings to National and State Historic Registers is one-way residents have already undertaken the preservation of the City's historyand created economic opportunity.

Figure 5-19: Siege Museum-15 West Bank Street ca. 1841
The Exchange Building is a two-story, five bays by five bays, GreekRevival style building with a hipped roof.

Figure 5-20: Centre Hill – 1 Centre Hill Court ca. 1820s
Built in the Greek Revival, Centre Hill was originally situated in the middle of a park. The home was built for the influential Bolling family in Petersburg. The house becomes the headquarters of Union Major General G. L. Hartsuff in 1865 after the siege of Petersburg. Then President Lincoln also visited him at the site in the same year. Centre Hill is open to the public as a museum.

Figure 5-21: Blandford Cemetery -111 Rochelle Lane ca. 1702
The Blandford Cemetery has over 30,000 gravestones dating from as far back as 1702. The cemetery has a variety of historic funerary stylesand materials used across 189 acres.

Figure 5-22: Blandford Church -309 South Crater Road ca. 1736
Blandford Church is an example of 18th century Anglican Church architecture. The building was restored at the turn of the 20th century and modeled to look like Merchant's Hope Church in Prince George County (c. 1657).

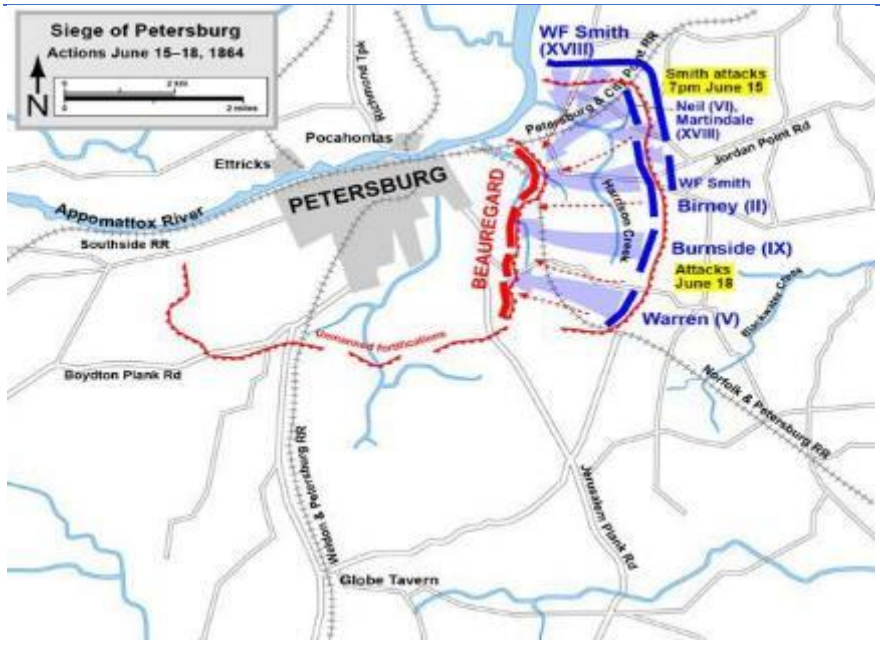
Figure 5-23: City Market- 9 East Old Street ca. 1879
This octagonal building was built in 1879 on land given to the City for amarket. This structure is an example of ornate, urban architecture. It has lasted through to the current renaissance of the local farmers market and has begun to serve as a city market location once again. The

City Market is also the site of the Petersburg Visitors Center.

Figure 5-24: Lee Memorial Park- 1832 Johnson Road ca. 1921
Lee Memorial Park was commissioned as a 462-acre park with roads, trails, a swimming area, bathhouse, picnic tables and baseball fields. During the Depression a 25-acre wildflower preserve was created undera WPA program focused on employing women of female- headed households. In the 1950s the lake was closed to avoid integration.

People's Memorial Cemetery-334 South Crater Road ca. 1840
People's Cemetery is a historic African American burial ground. The Cemetery traces its roots back almost200 years. Named to the National Register of Historic Places in 2008, and named a stop on the Network to Freedom, in recognition of its connection to the Underground Railroad, People's Cemetery is the final resting place of abolitionists, Civil War soldiers, slaves, escaped slaves and free men of color.

Figure 5-25: Jarratt House-808-810 Logan Street ca. 1820
This is the oldest standing structure on Pocahontas Island and the only brick residence still standing. Residents say this was once ahospital and a school in the 19th century.



Map 5-1: A Map showing the troop positions in the siege of Petersburg

Petersburg National Battlefield

The Petersburg National Battlefield is not just one location, but a series of sites that spread over 2,659(battlefield) acres in Petersburg, Hopewell, Dinwiddie County and Prince George County. The National Battlefield has brought over 175,000 visitors to the Petersburg area over the past ten years. Not only doesthe battlefield attract visitors to the area, but it plays an important role in preserving and presenting oneof the most influential events in the history of Petersburg and the entire Civil War, the 10-month Siege ofPetersburg by the Union Army in 1864-1865.

The presence of the National Battlefield in Petersburg is one of the City's most renowned and important cultural assets. The City has established a great relationship with the National Park Service andkept abreast of all management plans for future development.

General Management Plan- The Petersburg National Battlefield General Management Plan, completed in2004, was the first time the original 1965 General Management plan was revised. The Plan noted incompatible residential, commercial, and industrial land use along park borders and an outdated methodof historical interpretation that did not reflect advances in scholarship and changing public values. Four alternatives were proposed for the future of the Battlefield. The final alternative (D) was chosen becauseit was deemed the best choice for showcasing history through the cultural landscapes and preserving historical sites. The plan includes a larger focus on the role of women and African- Americans in the Civil War and the Siege at Petersburg.

Figure 5-26: Civil War reenactors help 2 children reload an antique cannon at Petersburg National Battlefield

Plan Specifics

The Management Plan included new programs and facilities at several of the Park's multiple locations,including the home Front unit in Old Towne, Petersburg. The City and the National Park Service is collaborating on the renovation and opening of a Visitor Center at the Southside Freight Depot on River Street. This is especially significant for the City as it brings more Battlefield visitors to the downtown andprovides further incentive for the development and preservation of Old Towne as a historical backdrop for the story of the Siege of Petersburg.

In addition, the Management Plan calls for the Battlefield to expand by 7,238 acres. While most of this expansion is occurring in and around the Five Forks site in Dinwiddie County, the Plan does call for expansion at the main Battlefield site and a battlefield site on Flank Road across from Fort Wadsworth inthe southwest corner of the City. The site across from Ford Wadsworth is the location of a Civil War battlethat has remained virtually untouched.

Currently there are two principal tour routes that run through the City. Along the southern edge isFlank Road, which parallels the line of earthworks that made the Western Front. Running through the middle of the City is a tour route along Defense road, which follows the Defensive line of earthworks. Both roads are protected from encroaching development along certain stretches.

Both the City and the Battlefield are seeking ways to strengthen the ongoing and effective relationship between both parties, The Battlefield has plans on incorporating historic Petersburg intotheir overall presentation of the events that took place in and around the City during the Civil War. Inresponse, the City is improving gateway corridors between battlefield sites and downtown. Both efforts will improve the overall visitor experience of Petersburg and attract more people to theBattlefield and downtown Petersburg.

The City is also a vital member of Petersburg Area Regional Tourism. This non-profit promotes thecultural and hospitality offering in the Petersburg region.

Recommendations

In conjunction with the Petersburg National Battlefield's effort to improve and expand the visitors experience at the Battlefield, the City is proud of the efforts made to focus on preserving and improvingits connections with the Battlefield. This includes addressing issues of blight along the Route 36 corridorand maintaining and protecting tour routes along Defense and Flank Road from blight and incompatibledevelopment. It is the goal of the City to protect and preserve the Civil War era fortifications that run along Defense and Flank roads.

Figure 5-27, 5-28, 5-29: Signs and maps showing the way to Petersburg's historical locations

Parks and Recreation

For any community the availability of open park space, as well as enclosed meeting and activity spacesis essential. Petersburg has within its boundaries a diversity of public park spaces and recreation/meetingcenters available. The land comprising the Petersburg National Battlefield Park and its related sites constitutes a large portion of open space within the City, which are federally owned and maintained. These areas are covered within the Cultural Resources section of the Comprehensive Plan. This section will focus on facilities owned and operated by the City of Petersburg.

Of the City's overall land area nearly 5% is dedicated to parks and recreational use. This includes bothopen park land and community centers. Of land dedicated to parks and recreational uses 95% is open space with a variety of uses, including baseball, basketball, tennis and soccer, a public golf course, tot-lotsand space for walking and relaxation.

x

Parks and recreation associations recommend anywhere from seven acres to 10 acres of park land beprovided for every 1000 residents. Using the highest recommendation of 10 acres per 1000 residents, andagain, only considering City operated facilities, Petersburg provides just over 22 acres of public park spaceper 1000 residents.

The residents of Petersburg have available to them 16 parks and facilities. These include large urban parks, providing for league and organized athletic events to nature and walking trails, smaller neighborhood parks, providing for the informal recreational needs of the residents as well as space to relax and unwind, and community centers providing meeting spaces for community gatherings and city sponsored programs focused on the educational and recreational needs of the City's residents. These facilities are as follows:

A.P. Hill Community Center

The A.P. Hill Community Center is one of three community centers within Petersburg. Centrally located within the City, the facility offers a range of recreation and community-based activities. On the premises are a basketball court, a baseball field, a picnic shelter, a tot-lot, and an indoor community centerwhich provides recreational programs for the community.

Appomattox River Trail

The planned Appomattox River Trail winds twenty-five miles through 6 communities in South Central Virginia: Chesterfield County, Dinwiddie County, Petersburg, Colonial Heights, Prince George County, and Hopewell, beginning from the west at Brasfield Dam on Lake Chesdin to the confluence of the James River in the east. This multi-jurisdictional Master Planned blueway-greenway includes both existing and planned bicycle-pedestrian paths, parks, and river access points along the 25-mile length.

Within the City of Petersburg, the trail extends two miles, .5 miles of which was paved during 2021. The remainder of the trail in the City is planned for paving and marking within the next few years. The City is actively working with Friends of the Lower Appomattox (FOLAR) and other partners to realize the completion. The trail will be connected to the planned Fall Line Trail, which will connect Petersburg to Ashland, Virginia. The Trail will also intersect with the East Coast Greenway, which connects 15 states and 450 cities and towns for 3,000 miles from Maine to Florida.

Appomattox River/Ferndale Park

Appomattox Riverside/Ferndale Park is located on property owned by the City of Petersburg but located outside the borders of the City of Petersburg in Dinwiddie County along the south bank of the Appomattox River. The property was donated by DominionVirginia Power and is now controlled by the City of Petersburg. It provides mostly undevelopedopen wooded space containing hiking and biking trails, and access to the river for boating and recreational fishing. Thesite also includes a half basketball court and a pavilion for group gatherings.

Berkeley Manor

Berkeley Manor is a subdivision which contains a small park that includes a baseball field and two basketball courts. Additionally, there is a picnic/event shelter on the site. The location of the subdivision,in the south-east corner of the City, is not only detached from most of the City by distance, but also physically. The barriers of Interstate 95 and Wagner Road make accessibility to the park convenient only to those who live in the subdivision.

Dogwood Trace Golf Course

Dogwood Trace Golf Course is an 18-hole, par 72 golf course. The course was originally leased and operated by a private company but was purchased by the City after it was significantly damaged during Hurricane Isabel in 2003. The City completed planning for the renovation of the course and began its renovation in April 2008. The acclaimed golf course architect Thomas E. Clark was hired to design the renovated course. A clubhouse with a pro shop and small restaurant is currently in the planning process.

Figure 5-30: Young golfers at Dogwood Trace

Players will find extensive bunkering lakes and ponds that come into play on several holes and well-manicured and challenging greens. The state-of-the-art practice facility includes a putting green, bunker chipping green and an expansive grass driving range. Dogwood's staff of PGA Professionals is available to assist citizens and visitors with instructional programs and professional fitting services.

In 2010, Dogwood Trace introduced its "Golf for Life Program" to the youth of Petersburg. Thisprogram teaches children the game of golf and a series of corresponding "Life Skills" to provide a more solid foundation for the challenges that life can bring.

Dogwood Trace serves host to several regional golf events throughout the year. These include both corporate and charitable golf outings, college tournaments and regional junior championships. It also serves as the home course for the Petersburg High School and Virginia State University golf teams.

The City of Petersburg's Dogwood Trace Golf Course opened for play in the spring of 2007. In that time, it has quickly gained recognition as one of the finest golf courses in central Virginia. It was ranked inthe Top 100 courses to play in the Mid Atlantic by the Washington Golf Monthly and was dubbed "Petersburg's Hidden Gem" by the Virginia Gold Report.

The City is boasting on the newly constructed 3,330 sq. ft. clubhouse featuring a main dining loungeand bar, a private conference room, a full-service kitchen, a pro-shop, and an outdoor dining patio. Thislatest city owned facility will open September 2015.

Farmer Street Park

The Farmer Street Pool is a community operated pool open between Memorial Day and Labor Day. Itoffers open swimming to the public during weekdays and weekends and has a set aside time on Saturdayfor a water aerobics class for the elderly. In addition to the pool, the facility also offers two full length basketball courts, three tennis courts, a tot-lot, restroom facilities and a picnic/activity shelter.

Historic Cameron Field

Cameron Field provides a football field and track. The City is planning to provide additional lighting structures, so that the park can be used once again for night games and events.

Harding Street Community Center

Harding Street Community Center is located adjacent to the Poplar Lawn neighborhood. This community facility provides a basketball court and a picnic/activity area outside, as well as an indoorhydroponics and aquaponics laboratory and education center operated by Virginia State University.

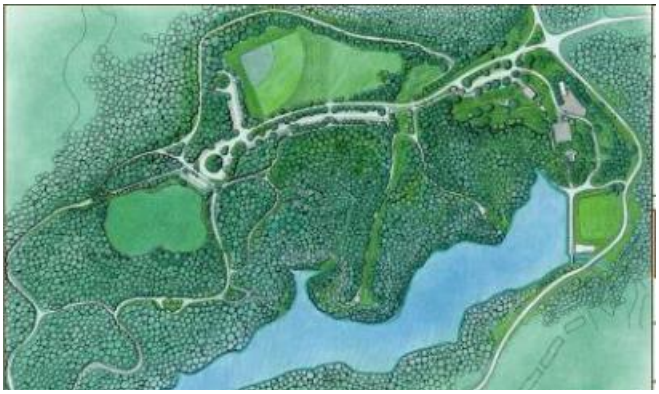
Jefferson/Clinton Street Park

Located adjacent to the Poplar Lawn Park neighborhood the Jefferson/Clinton Street Park provides ayouth-oriented activity area. Included on the site are a tot-lot for the very young, a playground for otherkids, and a picnic shelter large enough for a group function.

Legends Memorial Park

Legends Memorial Park is a 330-acre park with a rich history but had been neglected for years until aboutten (10) years ago when a master plan was adopted by City Council to preserve the park by incorporatingpublic improvements and interpretive and educational programs.

Among the 330 acres, 18 acres are developed with the remaining acres offering a more natural undeveloped park. The park offers several amenities, including Wilcox Lake, picnic shelters, fishing (with permit), walking trails,Cooper Memorial Baseball Field, a bath house, and wildflower sanctuaries. Under the leadership of WWC,trails have recently been updated; an outlook with interpretive signage has been added, infrastructure upgrades facilitated the addition of restrooms. The stairs have been repaired and several annual events occur at the park. Proposed under the master plan are extended walking trails, gardens, environmental education center, and various public improvements that will enhance the park experience. WilcoxWatershed Conservancy (WWC) is a strong partner with the City on these projects.



Map 5-2: Map of Legends Memorial Park

Low Street Park

Low Street Park is a neighborhood park that has been upgraded with play equipment and plans underway for a picnic shelter at this location. Located on Low Street near the intersection with Cross Street, the park contains a comfort station and the remnants of a basketball field. The City has currently completed the improvements so the park can be a neighborhood park.

McKenzie Street Park

McKenzie Street Park is a six-and-a-half-acre park, located within the Battersea neighborhood on the northern edge of the City. The park contains a lit baseball field and restroom facilities.

National Guard Armory

The National Guard Armory is located adjacent to Lee Memorial Park and serves as a community center for the City in addition to its role as a station for the areas National Guard. The building contains a gymnasium and classroom space, and the City sponsors educational recreation at this location.

Oakhurst Playground/Park

Oakhurst Park is located at the end of Blackwater Drive, tucked away in the Oakhurst subdivision. Thepark is a great amenity for the neighborhood providing a baseball field, a basketball court, a tot-lot, anda restroom and concession facilities.

Patton Park

Patton Park sits along the Appomattox River, offering historical information, public waterfront access, recreational fishing, and grilling facilities. A master plan has been developed for the park and the plan includes acquisition of adjacent privately owned parcels to complete the park. To the west of the park, the Friends of the Lower Appomattox (FOLAR) and the City partnered to create a new river overlook and trailhead for the Appomattox River Trail across University Blvd from the Park. Virginia State University also completed an overlook project across the river from Patton Park.

Petersburg Sports Complex

The Petersburg Sports Complex contains over 100 acres dedicated to baseball and softball. On the siteare four (4) softball fields and one (1) baseball field with each field having its own press box and offices, P/A system and electronic score board. Integrated into the complex are public restrooms and aconcession building.

The Petersburg Sports Complex is home to the Petersburg Generals, a summer league made up of thebest college baseball players across the nation. Additionally, the Sports Complex hosts several United States Specialty Sports Association (U.S.S.S.A) events including national and world tournaments and WorldSeries events.

The Petersburg Sports Complex is located adjacent to Petersburg High School, which offers a footballfield, track, and gymnasium, and adjacent to the Dogwood Trace Golf Course, expanding the sporting opportunities available to the complex.

Rotary Park at Pocahontas

Rotary Park is a small park nestled along the bank of the Appomattox River offering a natural canoe/kayak launch, fishing, a picnic shelter and access to the Appomattox River Trail.

Poplar Lawn (Central Park)

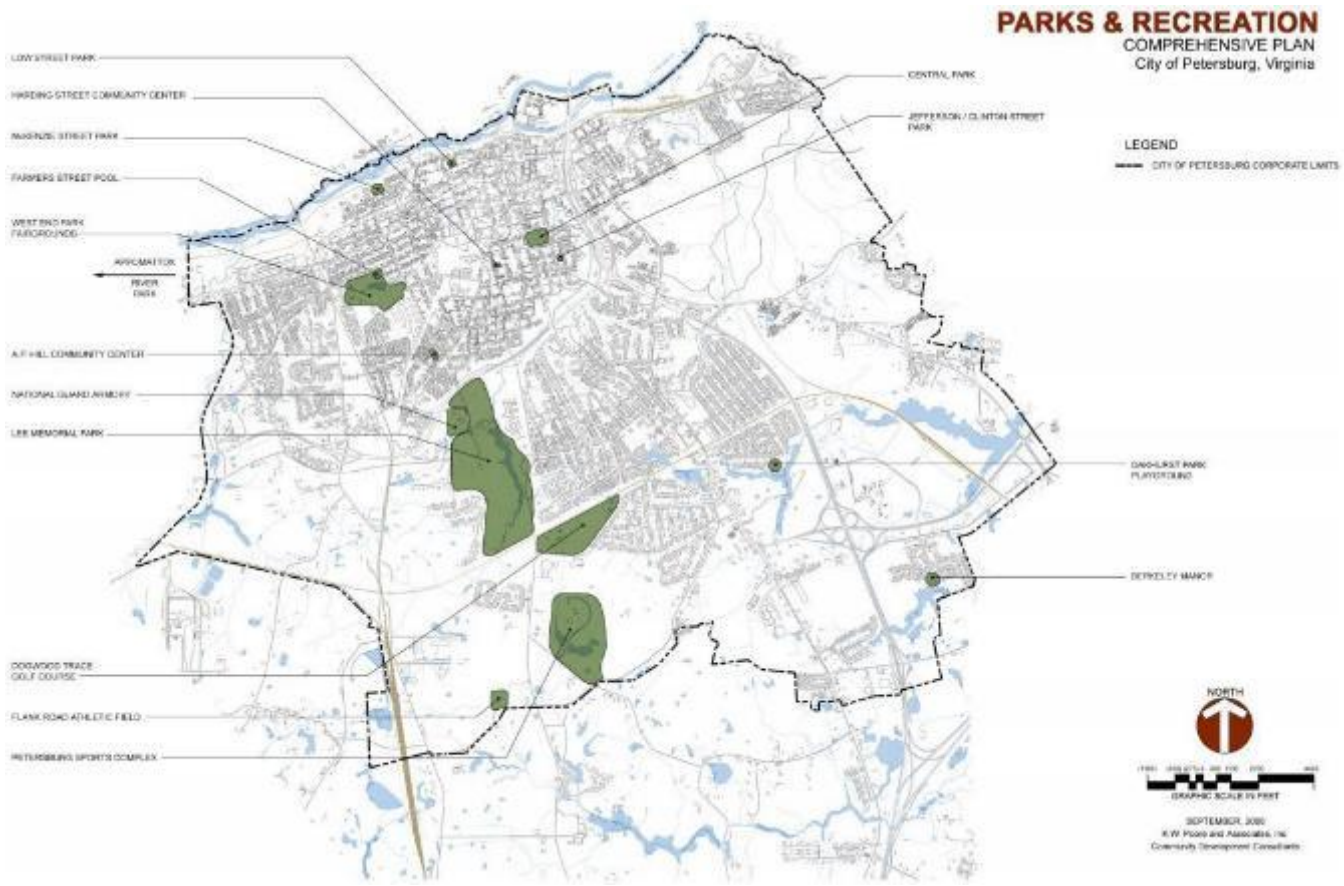
Poplar Lawn Park, formally known as Central Park, is a very pleasant park. Located within the Poplar Lawn neighborhood, a nationally registered historic neighborhood, the park has witnessed much history. In 1812 The Petersburg Volunteers camped on the site before leaving for the Canadian border, and in 1842 General Lafayette was greeted with much fanfare. At the beginning of the Civil War volunteersenlisted for service in the Confederate Army, and then at the end of the war a hospital were erected on the site during the Siege of Petersburg.

The park currently contains about four (4) square blocks of land which is landscaped and contains a radial path network. The park provides a comfortable gathering space central to the park consisting of ornate concrete tables and benches set around a raised landscape feature. Central Park is a planned parkthat serves as a venue for weddings, and other recreational events and activities.

Figure 5-31 - Poplar Lawn Park

West End Park Fairgrounds

West End Park Fairgrounds consists of 22 acres of mostly open space for public events. The site alsoprovides a basketball court, a football field and walking trails for public enjoyment.



Map 5-3: A map of Petersburg's parks and recreational facilities

Parks & Recreation Issues

- Waterfront access for the public to the amenities along the Appomattox River could be more easily facilitated through an active transport network encouraging more bicycle and pedestrian traffic.
- No pedestrian trail networks connecting the parks and surrounding communities.
- No level of service standards exists under a current Park & Recreation Master Plan.
- Limited conveniently located neighborhood parks.

Public and Private Access to Waterfront

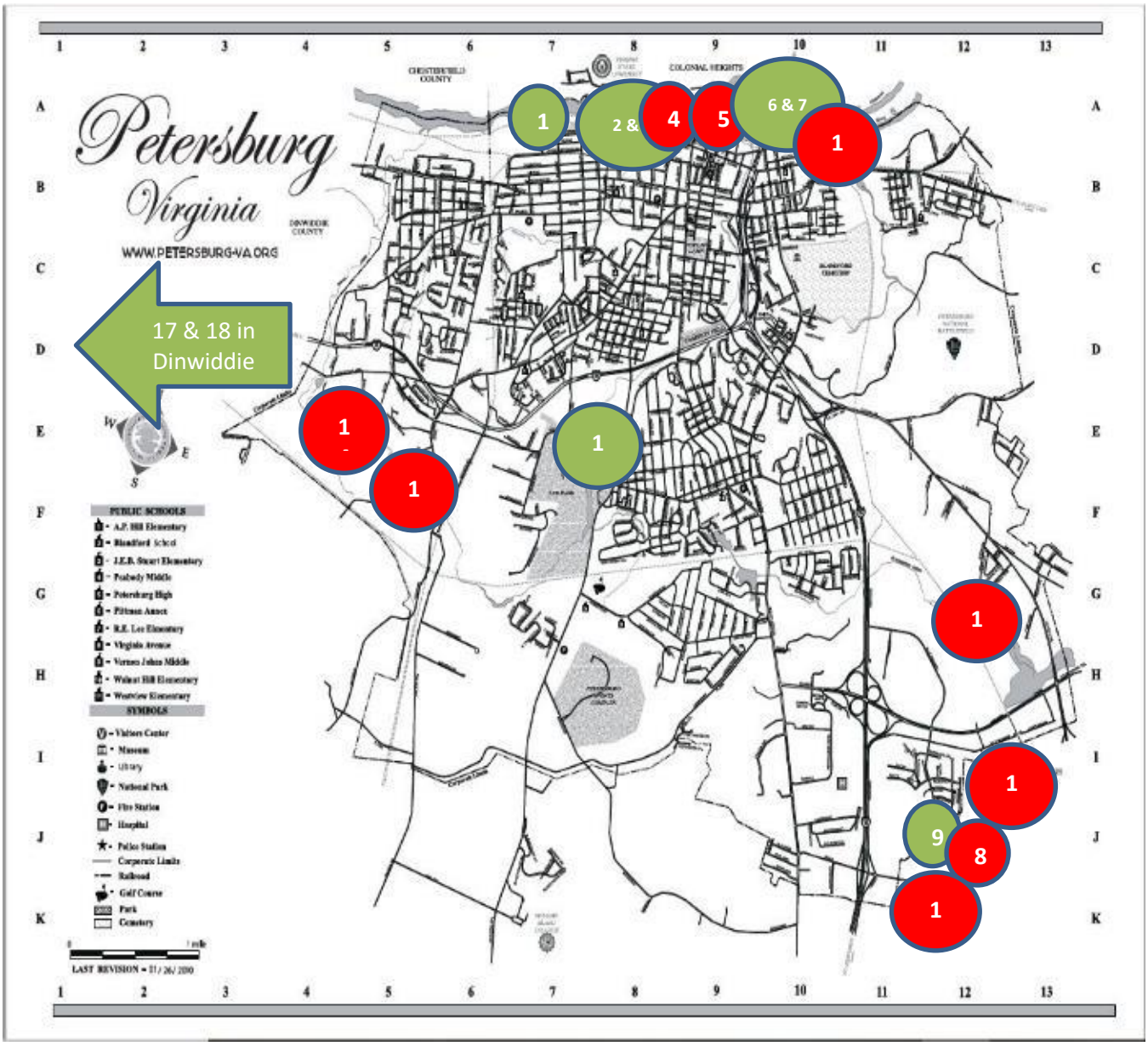
Currently 46% of Petersburg's population enjoys public waterfront access. The Appomattox is a designated Scenic River, and the City's public access points can be found on Table 7-3 below.

Figures 7-23, 7-24, and 7-25: Public Water Access Points in Petersburg, from left to right: Wilcox Lake, Patton Park, the bridge on the soon to be expanded Friends of the Lower Appomattox site

PATE

Table 7-3: Public and Private Waterfront Access Points in Petersburg

Site	Structure	Location	Owner	Open/Accessible to Public?
1	Bridge going over river in two locations, paved ramp to river	Appomattox River, Near McKenzie Street Park	City of Petersburg	Yes
2	Campground, Multiple paved ramps to river	Appomattox River, Patton Park	City of Petersburg	Yes
3	Dirt bank alongside trail	FOLAR Trail, west of Patton Park	City of Petersburg	Yes
4	Gantry overhanging the river	Appomattox River, Harvell Dam	Harvell Dam Associates	No
5	Paved ramp to river near large stone block	Appomattox River, east of Harvell Dam near intersection of Pike & N Market St	Railroad right-of-way area	No
6	Paved ramp to river near several painted stone structures	Appomattox River, Matoax Park on Pocahontas Island	City of Petersburg	Yes
7	Sand shore going to river	Underneath I-95 Bridge	City of Petersburg	Yes
8	Boathouse on lake in a state of disrepair	Near Berkeley Manor Park	Berkeley Estate Holding Company LLC	No
9	Square Concrete Dock on Lake	Berkeley Manor Park	City of Petersburg	Yes
10	Dock on a Lake	Private Home	Private Individual	No
11	Dock on a Lake	Brenco Compound	Brenco Incorporated	No
12	Dock, Ramp going into water	Wilcox Lake	City of Petersburg	Yes
13	Boat House on Lake	Private Home	Private Individual	No
14	Dock on a Lake	Private Home	Private Individual	No
15	Paved Ramp to River	Appomattox River, SCWWA Plant	South Central Wastewater Authority	No
16	Dock on a Lake	Private Home	Private Individual	No
17	Dirt Ramp to Water	Appomattox Riverside Park (Dinwiddie)	City of Petersburg	Yes
18	Dock on a Lake	Appomattox Riverside Park (Dinwiddie)	City of Petersburg	Yes



Map 7-20 – Public and Private waterfront access points in Petersburg. Green dots are public access points and red dots are private access points

Map 7-21 - Water access points along the Appomattox River in the Petersburg area

Appomattox River Trail

As previously mentioned, the planned Appomattox River Trail (ART) winds twenty-five miles through 6 communities in South Central Virginia. The multi-jurisdictional Master Planned blueway-greenway includes both existing and planned river access points along the 25-mile length.

Within the City of Petersburg, the trail extends two miles, .5 miles of which was paved during 2021. The remainder of the trail in the City is planned for paving and marking within the next few years. Currently, there are four direct Appomattox River access points in Petersburg: Patton Park, Johnson Alley, Matoax Park, and South Central Waste Water Authority Plant. The Patton Park and Matoax Park are the two access points currently located on public property. All of these access points are on or near the ART. Additional public access points may be developed in the future as part of the ART development.

The Pocahontas Island Neighborhood Plan completed recently showed several ideas for reuse of the old Roper Brothers site to stimulate development on the Island. The plan further explores infill single family development as well as expanding an existing trail through the neighborhood to continue to tell the story of the City of Petersburg. Interpretive signage will tell the story of the Free BlackCommunity that existed amidst the racial turmoil going on in

the nation and other parts of the City of Petersburg. The completion of the Appomattox River dredging project could greatly aid this development goal. Any subsequent development of public waterfront access points will follow guidelines offered by the Virginia Marine Resources Commission.

Character and Location of Recreational Fisheries

There are no commercial fisheries in Petersburg. Recreational fishing is allowed at Appomattox River Park, Patton Park, Pocahontas Island, and at Lake Wilcox in compliance with state law, though to fish at Lake Wilcox the individual must have a permit and do so from within a boat. The present FOLAR trail does not allow fishing, but future sites will. There are no ordinances regarding the construction of private docks and piers in Petersburg

Parks & Recreation Policy Goals

1. **Policy Goal:** Upgrade existing park and recreation infrastructure to modern standards andimprove natural areas.

    - **Objective 1:** Create a Park & Recreation Master Plan which a) Identifies priority improvements; b) Evaluates park productivity; c) Recommends action for underperformingparks; d) Furnishes a plan for greenways and trails to connect parks to the surrounding community. (Short Term: 0-5 Years)

    - **Objective 2:** Add Community/Recreation Centers at strategic north, south, east, and westlocations of the City. (Long Term: More than 10 Years)

    - **Objective 3:** Expand the ecological education beyond Lee Park and include other locationswhere programming will allow kids, citizens and visitors can learn about urban ecology, urban agriculture, and recreate. (Short Term: 0-5 Years)

    - **Objective 4:** Ensure all subsequent development of public waterfront access points follow guidelines offered by the Virginia Marine Resources Commission. Ongoing

2. **Policy Goal:** Adopt customized park and recreation facility standards for livable communitiesand perform regular maintenance on all park and recreation facilities.

    - **Objective 1:** Develop and apply system-wide design standards for wayfinding, parks andrecreation facilities. (Short Term: 0-5 Years)

    - **Objective 2:** Develop trails connecting parks and the surrounding community which aremindful of environmental systems, cultural assets, and historic resources. (Mid Term: 5-10 Years)

    - **Objective 3:** Improve aesthetics through new signage, resource efficient landscaping, storm-water sensitive parking areas, trash, and recycling receptacles. (Short Term: 0-5 Years)

3. **Policy Goal**: Increase and Enhance public access to waterways.

    - **Objective 1**: Ensure that water dependent activities such as docks are located and conducted in an environmentally sensitive manner and include adequate marine sanitation facilities. (Short Term: 0-5 Years)

    - **Objective 2**: Comply with the guidelines offered by the Virginia Marine Resources Commission when establishing docks or piers along waterways. Ongoing

    - **Objective 3**: Support FOLAR's efforts to expand waterfront access points along the

Appomattox River. Ongoing

- **Objective 4:** Commission a study to determine the impact of recreational fishing in the Appomattox River and Lake Wilcox and develop and implement necessary regulations. (Short Term: 0-5 Years)

Places of Worship and Cemeteries

While many churches remain in the area, there is little cultural amenities left. There are several development partners doing work in this corridor and have been successful with a few phases of development. In addition, there is new commercial construction planned for this corridor. The city recognizes that it must continue to partner and collaborate with it partners to bring about a major impactin the community.

Blandford Cemetery

Blandford Chapel

People's Cemetery

Churches

Transportation

The transportation plan is supposed to compliment the Land Use Plan. Transportation affects quality of life, economic development, and the environment. It is one of the defining characteristics for the citizens,through traffic, and visitors who use the roads, highways, railways, busses, bike lanes, crosswalks, and trails each day. Investment in transportation has a significant impact on the community.

A well-designed and maintained transportation system is vital to the city's health. While many residents prefer the use of their own car to reach their destination, public transportation is the only feasible option for many residents. Access to jobs, homes, school, and other destinations depend on thetimeliness and reliability of public transit as well as other transportation options. Understanding and addressing transportation needs requires that the City realize land use and transportation planning mustbe linked. As the city looks to the future, it must understand its current transportation system, current land use, and how policies should address future growth.

The following principles are intended to guide transportation (and Land Use) decisions to benefit thecitizens and visitors of Petersburg.

Plan, establish, and maintain a city-wide, interconnected transportation system necessary for public safety.

1. Establish a transportation system which preserves and supports land use plans.
2. Encourage the reduction of traffic congestion.
3. Increase the mobility of the public through public transportation and regional cooperation.

Functional Classification of Roadways

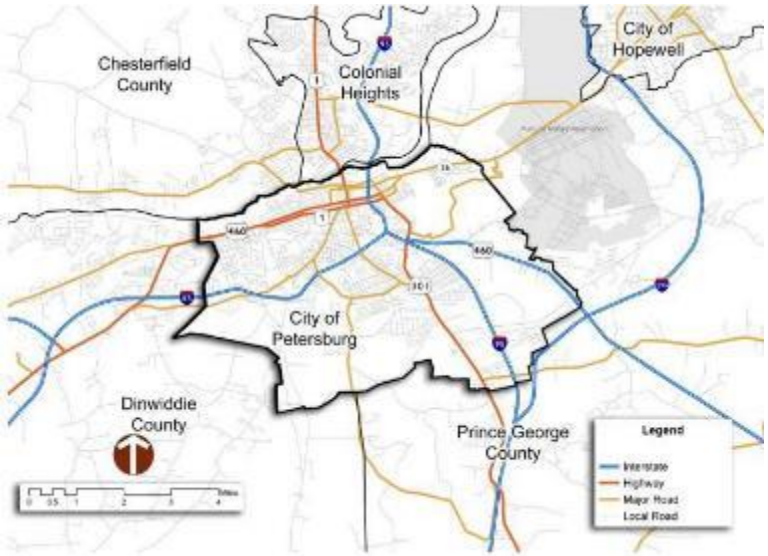
The City of Petersburg has a street hierarchy system that contains five types of roadways that are eachclassified based on how they function and are currently designed. Those Functional Classifications are:

1. Interstate: Designed to be full access controlled, while serving the highest volumes of traffictraveling the long distances.
2. Principal Arterials: Provide a high degree of mobility for shorter distances of travel throughurban centers and rural areas.
3. Minor Arterials: Interconnect larger arterials while carrying moderate trip travel at higherspeeds than Collectors.
4. Collectors: Gather and funnel traffic from local roads to arterials. Collectors often serve largeresidential and shopping areas.
5. Local Road: Provide direct access to adjacent land uses and do not carry through-movementtraffic.

Source: FHWA TOPR 33-01-11005: Highway Functional Classifications Concepts, Criteria and Procedures 2012 Edition, September 2012DTHF61-07-D-0013 Program Support for Highway Policy Analysis

Roads

If the roads are ineffective at moving people and freight in a timely manner, then all other activities suffer with them. Effective and smooth transportation is primary, yet consideration should be given to how the roadway system contributes to the "livability" of Petersburg. The City's roads offer the opportunity to accommodate multiple forms of transportation. Future growth should include a roadwaysystem that allows for multiple routes between destination points and alternative modes of transportation such as buses and bikes.



Map 6-1: Street Map of Petersburg and surrounding localities

Interstates: Petersburg sits at the intersection of two Interstate Highways, I-95 and I-85. These major routes are the modern rivers which connect commerce and residents of Petersburg with the entire East Coast. Within the region, I-95 is used as a major artery to connect Petersburg to Colonial Heights, and Southpark Mall specifically. I-95 is also used as a connector between the Southside of Petersburg and Downtown. US 460 runs through the City and joins with I-85 to bypass the City Center. US 460 is a regionaltrucking route which connects Hampton Roads to South and Southwest Virginia. Interstate interchanges are both a challenge and an opportunity.

Highways: Interstate Highways function as a mover of non-local goods, people, and services, serving regional needs and avoiding any land uses which generate unnecessary local traffic on the Interstate Highways. US 301, Business 460, and Route 1 run through Downtown Petersburg and serve as the major corridors. US 301 run north-south and are also the major commercial corridor on the Southside of the City. Additional development from the new Southside Regional Medical Center and Independence Villagewill add to traffic volume along this road. Business 460 is the major west-bound corridor that passes through the City Center.

Major Roads: Downtown remains the central point on which most of the City's major roads meet. Fleet Street and Grove Avenue connect Downtown with Chesterfield County and Virginia State University. East Washington Street connects Downtown with Fort Lee and Hopewell. Halifax Street and Boydton Plank Road run from Downtown to the neighborhoods and industry in southwest Petersburg and Dinwiddie County. Sycamore Street connects the Dowtown and Halifax neighborhoods to the Walnut Hill

neighborhood and the South Crater Road commercial corridor. Access to Interstate 95 has made the fields along South Crater Road attractive to new development.

Access to this relatively undeveloped portion of the city was necessary to its development. However, Interstate access is not the first form of transportation to change Petersburg's land use, economy, or landscape. Shipping on the Appomattox River and rail lines crossing the city have played important rolesin the development of Downtown and industrial parks over the course of Petersburg's long history.

Connecting the Highways (Route 1, Business 460) that run through Downtown are the major roadsof West Old Street, Bollingbrook, East Bank Street, North Market Street, 2nd, and 4th Street.

Baylors Lane, Defense Road and West South Road create a small beltway that connects Halifax Roadto Sycamore Street and Crater Road. Running South-bound out of the City is Johnson Street.

In the southern end of the City Rives Road has developed as a major road which crosses SouthCrater Road, I-95, and US 460. Likewise, Wagner Road connects these major corridors.

Truck Freight

Because Petersburg sits at a crossroads of regional and national highways, and major ports in Richmond and Norfolk, freight traffic is a major component of the transportation system. Freight trucking, warehouse distribution centers, and related industries greatly benefit the City by being a largesource of employment. Truck Transportation in Petersburg accounted for 131 jobs in the 3rd Quarter, 2012 according to the Virginia Workforce Connection.

Rail

Petersburg is serviced by a local Amtrak station in Ettrick, located immediately north of City limits in Chesterfield. Proposed shuttle connections from the station in Ettrick would connect the Multi-Modal Transit Center in Downtown with local bus services and taxis. The Amtrak station is served by the Carolinian and Palmetto lines. The Carolinian line runs between New York and Charlotte, NC with stops at all major cities in between. The Palmetto line runs from New York to Charleston, SC and then continues as the Silver Meteor line which runs to Miami, FL. A trip from Petersburg to Charlotte, NC takes 6 hours and 30 minutes; from Petersburg to Washington a trip takes between 3 and 4 hours. Freight lines in Petersburg run along the Norfolk Southern and CSX rail lines.

Development of the Collier Yard rail site would benefit long-term Tri-Cities commuting patterns and provides a Multi-Modal Rail Station location for future high-speed rail. Collier is currently a relatively undeveloped 140-acre site South of I-85. (The surrounding land use should allow zoning of the area surrounding the Collier site for transit-oriented development, higher density residential development, light industrial employment centers, or other uses that provide greater densities of residential and/or employment development. The site has good highway access to nearby I-85 and the multimodal station may be developed for "park and ride" rail users with secure parking and connections to the local transit system.) *Source: Pre-*

NEPA Evaluation Tri Cities Area Multimodal Station Study prepared for the Virginia Department of Rail & Public Transportation August 22, 2012, and Tri Cities Station Study PPT

Air

Petersburg is served by two airports. The Dinwiddie County Airport is a regional airport located at the convergence of I-85 and 460 in Dinwiddie County approximately 3 miles west of Petersburg. The Richmond International Airport is located 30 miles to the north via I-295 or I-95 using the Pocahontas Parkway.

Active Transportation - Pedestrian Bicycle Circulation/Trails

The transportation plan is intended to complement the Land Use Plan. The City of Petersburg envisions a vibrant, connected community, and recognizes that transportation impacts quality of life, economic development, and the environment. A well-designed and maintained transportation system that provides for a variety of transportation modes – like walking, biking, transit, driving, and future options – is vital to the city's health. Active transportation, such as walking and biking, have been foundto have a direct and specific relation to the health of residents by providing an opportunity for regular physical activity. Benefits of regular physical activity include decreased body fat levels, prevention or management of disease, and reduced levels of stress. The City prioritizes increasing comfortable and reliable access to resources, jobs, homes, schools, parks, local businesses and other destinations as partof providing a safe, equitable, affordable, and accessible transportation network. Research has found that properties with access to a transportation network that includes biking and walking increases property values leading to increased economic performance.

The following principles are intended to guide transportation (and Land Use) decisions to benefit theresidents and visitors of Petersburg:

- **Prioritize people** in establishing and maintaining an interconnected multi-modaltransportation system.
- **Preserve and support** land use plans**.**
- **Improve community health** and **reduce traffic congestion** through walking and bikinginfrastructure and transit improvements.

Street Classifications

The City of Petersburg's streets are divided into five categories based on the character of service they are intended to provide and how they are currently designed:

- **Local Street**: provides direct access to adjacent land uses and does not carry through-movement traffic. High pedestrian and biking volume is anticipated.
- **Collectors**: gathers and funnels traffic from local roads to arterials. Collectors often servelarge residential and shopping areas. Pedestrian, bicycle, transit, and vehicular activity is anticipated.
- **Minor Arterials**: interconnect larger arterials while carrying moderate trip travel at higher speeds than Collectors. Pedestrian and bicycle activity may be expected and will necessitatea higher level of design to ensure safety and comfort.
- **Principal Arterials**: provide a high degree of vehicular mobility for shorter distances of travelthrough urban centers and rural areas.
- **Interstate Highways**: designed to be fully access controlled, while serving the highest vehicular traffic volumes traveling long distances. Freight activity expected. Pedestrian andbicycle access is prohibited.

Complete Streets

The City of Petersburg is committed to the improvement of transportation equity, enhancements tothe built environment, and safe, affordable, and reliable transportation options, as defined by the National Complete Streets Coalition. Petersburg recognizes that four of its seven wards are home to its most vulnerable populations, such as seniors, children,

the homeless, persons with disabilities and mental health challenges, veterans, and persons formerly incarcerated, and therefore should focus its transportation efforts on completing its transportation network for all users using a “Complete Streets” concept.

Complete Streets are streets that benefit and work for everyone. They are designed to enable safe and efficient access for pedestrians, bicyclists, transit users, and motorists at the same time and within the same right of way. A complete street may include sidewalks, bike facilities, transit lanes, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrowertravel lanes, roundabouts, and more. A complete street’s design is not prescriptive, but instead is determined within the context of a street’s function, location, and any historic designation.

As Petersburg continues to grow, redevelop, and repair its streets, it should ensure all new construction, rehabilitation, reconstruction, retrofit, repair, resurfacing, repaving, restriping, rehabilitation, and all other operations related activities consider the needs of all users of all abilities. The City will prioritize its neighborhoods and portions of the built environment with aging infrastructure,and those suffering from long-term deferred maintenance.

The City recognizes the many benefits that can come from having a more complete transportationnetwork, and from designing space to encourage pedestrian and bicycle travel. Active transportation modes like walking and biking can produce a number of positive effects for Petersburg, including:

- Reducing traffic
- Increasing visits to local businesses
- Cleaner air/environment
- Conserving energy
- Promoting physical and mental health
- Reducing chronic disease illness, such as diabetes and hypertension
- Increased social interactions and improved sense of community

Policy Recommendation

Adopt the draft Petersburg Complete Streets Policy developed in partnership with the NationalComplete Streets Coalition.

Pedestrian and Bikeways Network

Developing a safe, comfortable, and connected network for walking and biking is a vital part of moving Petersburg forward as a thriving, healthy, desirable place to live, work, shop, and play. Morebroadly, these facilities are economic development tools that attract new business, provide tourism destinations for visitors and active transportation to Petersburg’s many historical sites, and assist in the physical and mental well-being of residents.

Community outreach concerning current resident walking/biking activity and challenges to increasing walking/biking was done in collaboration with the Crater Health District, Crater Planning District Commission, Bike Walk RVA, and Friends of the Lower Appomattox River, generating 190 in- person and online survey responses. Eighty percent (80%) of those

surveyed said they would like to walkand bike more frequently than the currently do. When asked what makes walking and biking challengingin Petersburg, 57.8% said unsafe roads, 46.5% said lack of connected biking and walking routes, and 43%said lack of bike lanes, signage, bike racks. A majority, 64.7%, indicated that they would be more likely toride a bike if protected spaces to ride were available, and 87.7% desired to see a network of safe biking and walking infrastructure that connects destinations in Petersburg and protects people biking and walking from vehicular traffic.

This section provides general guidance for the location and design for bicycle and pedestrian facilities. A bikeway facility is defined as an improvement designed to provide for bicycle travel, whetheron a road, shared-use path, trail, or other approved facility.

Figure 6-1: A pedestrian walkway in Appomattox Riverside Park, owned and operated by the City of Petersburg, despite its location in Dinwiddie County

Pedestrian Facilities

Pedestrian facilities provide for the safe and comfortable movement of people walking and usingwheelchairs.

As Petersburg's streets are periodically updated and rebuilt, sidewalks with ADA-accessible ramps, paved shared-use paths (see Bicycle Facilities), or painted walking lanes should be used to ensure safe pedestrian movement. Accompanying roadway features like high visibility crosswalks, pedestrian signals(automatic or with push buttons set at a height accessible to wheelchair users, with audio for visually impaired, and timed to allow crossing by slower or low-mobility pedestrians), shortened crossing distances, and protected crossing islands should be considered when planning for comfortable pedestrian movement. Tree canopy along pedestrian facilities is important to provide shade and increase pedestrian activity.

New pedestrian facilities should be prioritized in neighborhoods connecting to local schools, observed areas of pedestrian activity where there currently are no facilities (i.e., "goat paths" or "desiredpaths" where grass has eroded from repeated walking activity), accessible to business and services, and new development.

Bicycle Facilities

Following the NACTO Urban Bikeway Design Guide, determining what kind of bicycle facility is most appropriate for a given space largely depends on street speed and vehicular traffic volume. A facility canbe chosen based on existing conditions, or shifting those conditions (e.g., road diet to reduce speed/bring into alignment with posted speed limit) to allow for a particular facility. In general, as streetspeed and traffic volume increase, more protection and separation of bicycles from vehicles is needed. The FWHA Small Towns and Rural Multimodal Networks Guide may also be used when planning for more rural sectors of the city.

The following typical bicycle facility types, listed from least to most protection and separation, demonstrate what may be used, though they do not prohibit the City from seeking permission for aninfrastructure experiment as needed.

Shared Lane Marking (Sharrow): marking to indicate a shared travel lane for people riding bikes anddriving vehicles that also provides directional guidance.

Neighborhood Byway/Neighborhood Greenway/Bike Walk Street/Bike Boulevard: a neighborhoodstreet optimized for the convenience and comfort of people walking and riding bicycles. Bike-walk streets are built to slow vehicle speeds and to discourage cut-through vehicle traffic from outside the neighborhood.

Standard Bike Lane: a dedicated lane for people riding bikes separated from motor vehicle traffic.

Buffered Bike Lane: a bike lane with additional space between people riding bikes and motor vehicletraffic identified by a wide, painted area.

Contra-Flow Bike Lane: a bike lane on a one-way street that proceeds in the opposite direction ofvehicle traffic.

Protected Bike Lane (Cycle Track): a buffered bike lane that also has a physical barrier such as posts,curbs, or parked vehicles between the bike lane and vehicle travel lane. Protected bike lanes may be one-way or two-way, and may be at street level, at sidewalk level, or at an intermediate level.

Shared Use Path / Multi-Use Path: a separated shared use/multi-use path for people riding bikes,walking, using a wheelchair, and many other non-motorized ways of traveling. Typical facilities are paved asphalt or concrete.

The following pictures are examples of the previously mentioned bicycle facility types. All photoswere taken in the Greater Richmond Region.

Figure 6-2: (Shared Lane Marking / Sharrow)

Figure 6-3: (Standard Bike Lane)

Figure 6-4: (Buffered Bike Lane)

Figure 6-5: (Contra-Flow Bike Lane)

Figure 6-6: (Bike Walk Street)

Figure 6-7: (One-Way Protected Bike Lane)

Figure 6-8: (Two-Way Protected Bike Lane)

Figure 6-9: (Shared-Use/Multi-Use Path)

Figure 6-10: (Shared-Use/Multi-Use Path)

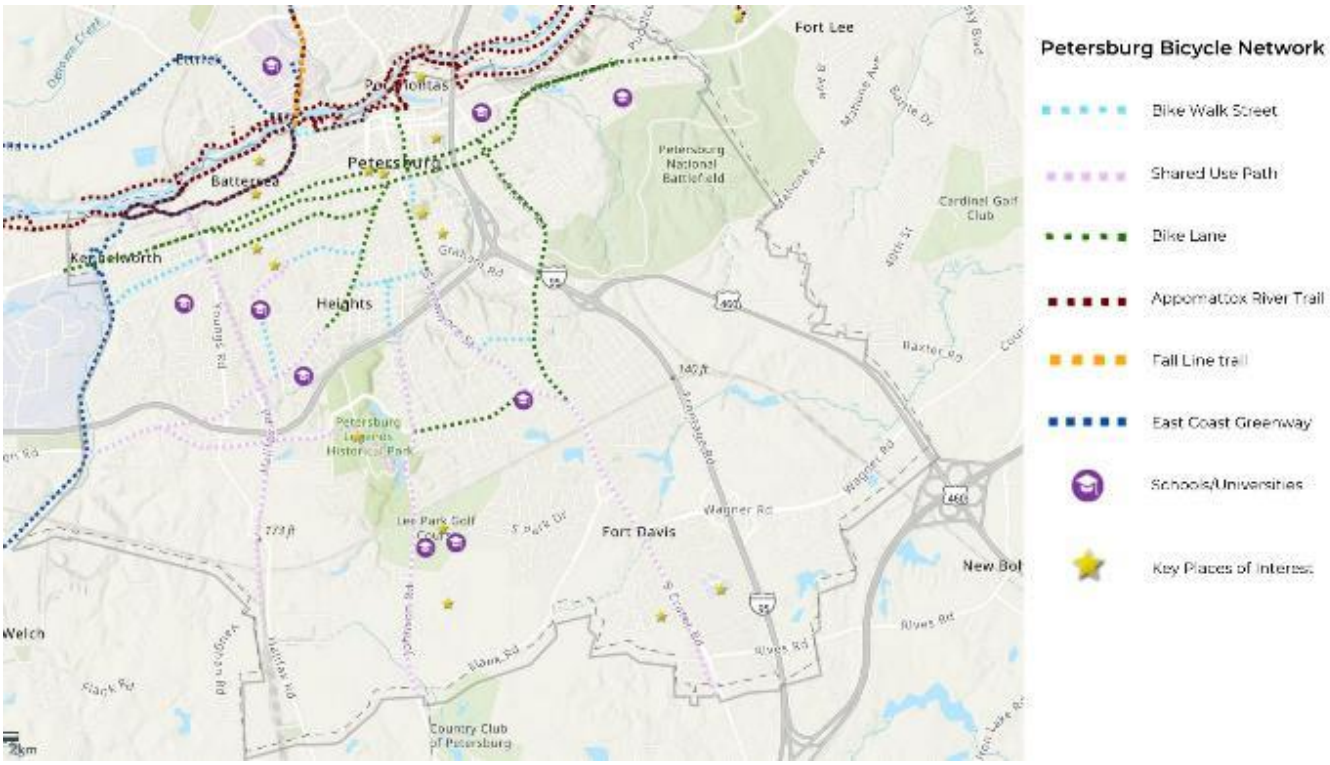
In addition to dedicated facility types shown above, intersection treatments (such as painted bikeboxes, pedestrian signals, protected crossings, and green pavement striping) should be considered to ensure navigating by bike is safe and intuitive and brings awareness to motorists. Bike parking installation should focus first on key destinations, including the library and other city buildings, transitstation, schools, grocery stores, parks, and commercial hubs.

Bicycle Network Chart

The recommended network below was developed with the primary goal of safely and comfortablyconnecting people to key destinations identified from community feedback and observable desired paths. The following chart and map provide details on facility type and priority for recommended segments of the Petersburg Bicycle Network.

Table 6-1: Bike Routes in Petersburg

Facility	Recommended Facility Type	Endpoints	Miles	Implementation
Adams St	Buffered Bike Lane	River St, Wythe St	0.52	Medium term
Adams St	Bike Walk Street	Wythe St, Tulip Alley	0.18	Short term
Augusta Ave	Shared-Use Path	S West St, Shields St	0.31	Medium term
Boydton Plank Rd	Shared-Use Path	City limits, Defense Rd	0.29	Medium term
Claremont St	Bike Walk Street	S Crater Rd, Sycamore St	0.44	Short term
Defense Rd	Shared-Use Path	Boydton Plank Rd, Banister Rd/Lee Memorial Park Trailhead	1.34	Long term
Farmer St/Dupuy Rd	Standard Bike Lane	Halifax St, Youngs Rd	1.34	Short term
Ferndale Ave	Bike Walk Street	Youngs Rd, City limits	0.72	Short term
Grove Ave	Bike Walk Street	Canal St, S Sycamore St	0.65	Medium term
Halifax St	Standard Bike Lane	Harrison St, Hilton Pl	1.17	Short term
Halifax St/Boydton Plank Rd	Shared-Use Path	Defense Rd, Hilton Pl	1.50	Long term
Halifax Rd	Shared-Use Path (rails with trails)	Boydton Plank Rd, Defense Rd	0.40	Medium term
High Pearl St	Bike Walk Street	Shore St, Johnson Rd	0.44	Short term
Johnson Rd	Shared-Use Path	Richmond Petersburg Tnpk, City limits	2.76	Long term
Lee Ave	Bike Walk Street	Halifax St, S West St	0.57	Short term
Lee Memorial Park Trail	Shared-Use Path	Johnson Rd, Banister Rd	0.89	Short term
N Market St	Bile Walk Street	Pike St, W Old St	0.04	Short term
Patterson St	Bike Walk Street	Augusta Ave (Carver St?), Halifax St	0.55	Short term
S Crater Rd	Standard Bike Lane	Washington S, S Sycamore St	2.19	Short term
S Crater Rd	Shared-Use Path (on-street)	S Sycamore St, City limits	2.13	Long term
Shore St	Bike Walk Street	S Sycamore St, Halifax Rd	0.56	Medium term
South Blvd	Standard Bike Lane	Johnson Rd, S Sycamore St	0.92	Short term
Squirrel Level Rd	Shared-Use Path	Defense Rd, Rail line	1.01	Medium term
Sycamore St	Shared-Use Path	Shore St, S Crater Rd	1.46	Long term
Sycamore St	Standard Bike Lane	Tulip Alley, Shore St	0.54	Short term
Tulip Alley	Bike Walk Street	S Sycamore St, S Adams St	0.06	Short term
University Blvd	Bike Walk Street	Appomattox River Trail, Grove Ave	0.10	Short term
Washington St	Protected Bike Lane	Atlantic St, City limit	5.0	Long term
Wythe St	Protected Bike Lane	City limits	5.0	Long term
Youngs Rd/Rails with Trails Path	Shared-Use Path (adjacent to railroad)	Appomattox River Trail, Collier Yard	3.0	Long term



Map 6-2: Bicycle networks within the City

Funding and Maintenance

The proposed 33.95-mile network will consist of various facility types ranging from on-road bicyclelanes to paved shared-use paths. The cost is dependent upon many factors that include, but are not limited to, facility type, topography, environmental impacts, right-of-way and/or easement acquisition,utility relocation and construction.

Funding for this network will be a part of the annual budget process which is a public process and community input should determine, in large part, the funding ability for this network in consideration ofother community needs. Potential sources of funding to implement the network may include:

- Capital Improvement Program
- Grants
- Bond Referendums
- Public-Private Partnerships
- Fundraising Events
- VDOT Revenue Sharing
- Congestion Mitigation Air Quality (CMAQ – Federal)
- Transportation Alternative Projects (Federal)

Other alternative funding options, such as user fees or donations may be considered to pay forconstruction and maintenance of the network.

Maintenance of the network will depend upon the location of the facility. Facilities on City-ownedright-of-way will be maintained by the City of Petersburg. The Parks and Leisure Services Department will be responsible for the maintenance of facilities traversing a local park.

Regional Trail Efforts

There are a number of regional trail efforts that are proposed and/or planned to travel through orconnect with Petersburg, including the Appomattox River Trail, Ashland to Petersburg Trail, and Dinwiddie County trails. Connecting a Petersburg bicycle network with regional trails enhances
residents' and visitors' transportation and recreation option and moves the City forward as a historicalplace to visit with multiple transportation options.

Policy Recommendations

- Amend Section 110-356 (Ordinance No. 02-29, 5-21-2002) of the Code of the City of Petersburg entitled “Riding of bicycles on sidewalks prohibited.” Riding a bicycle on a sidewalk is allowable in many localities across the Commonwealth of Virginia and is expressly allowed under state law. In areas of the City where bicycle facilities are not provided and street speeds are too high to be comfortable for peoplebiking to share a travel lane, using the sidewalk can provide a safer option until facilities are provided. While on sidewalks and shared-use paths, bicyclists must always yield the right of way to pedestriansand give an audible signal before passing a pedestrian.

- Develop an ordinance requiring pedestrian walkways be maintained during street closures due toconstruction.

- There are currently no bike lanes in the City of Petersburg. The Tri-Cities Area Recommended Bikeways Improvement Map indicates a proposed on-street bike lane along Wythe and Washington Streets and along South Sycamore Street and South Crater Road. Along these busier routes, bike lanes would create the appropriate space for safe bicycle travel along Petersburg’s central arterial routes. In between these lanes would be bike routes (widened shoulder for bikes without delineated bike lanes) along connector roads like Dupuy Road and High Street.

- The highest concentration of walkers in Petersburg is located in the neighborhoods that lie within anapproximately 1.5 mile wide radius of Downtown. Despite a high concentration of Petersburg’s workforce, the neighborhoods south of I-85 have a relatively low pedestrian percentage.

Park and Ride Lots

The Virginia Department of Transportation is currently studying locations for a Park and Ride Lot.

The following are being considered:

- Union and Washington Street near Petersburg Transit Station
- I-85 and Boydton Plank Road
- i-95 and Courtland Road near Parkdale Road
- I-295 and County Drive
- I-95 and Winfield Road near Crater Road
- Near S. Sycamore Street and E. Wythe Street

Mode of Transportation Used to Get to Work	
Walking	2%
Public Transportation	3%
Car Pool	19%
Drive alone	74%
Other	2%

Source: Analysis of Residential Market Potential, Zimmerman/Volk Associates, Inc. February 2008

Figure 6-10: Mode of Transportation Used to Get to Work in Petersburg, 2008

The Six-Year Improvement Plan

The Virginia Department of Transportation reviews annually six-year plans for localities. The Six-YearPlan prioritizes projects for funding and implementation. Over the next six years, the City will be pursuingvarious transportation projects that will alleviate congestion in various sections of the City and open the door for further growth. The following revisions to the Six-Year Plan for the Richmond District (which include Petersburg), for the 2014 – 2019 period includes:

- (UPC 15832) Rives Road Widening to four lanes between South Crater Road and the I-95interchange. Estimated cost of $8,394,000.
- (UPC 103803) Route 460 PPTA Construction from the Intersection of I-295 in Prince George County to the intersection of Route 58 in the City of Suffolk. Estimated cost of $1,396,045,000.
- (UPC 103754) Route 460 PPTA DEBT Service from the intersection with Route 58 in the City of Suffolk to the Intersection with I-295 in Prince George County. Estimated cost of $860,910,000.
- (UPC 100432) Project Oversight (RT 460 Corridor Improvement Project) Service from the intersection with Route 58 in the City of Suffolk to the Intersection with I-295 in Prince GeorgeCounty. Estimated cost of $89,127,000.
- (UPC 56638) Location and Environmental Study (PE Only) from the intersection with Route 58 inthe City of Suffolk to the Intersection with I-295 in Prince George County. Estimated cost of
  $31,301,000.
- (UPC 104956) I95/I85 SB Interchange Safety Improvements (PE Only) from I85 to Wagner RoadEstimated cost of $200,000.
- Tri-Cities Multi-Modal Station Study is funded to start the Environmental Assessment as part of the NEPA requirements in the amount of $250,000. The project is based on the DRPT Tri-Cities Multi-Modal Station Study (dated August 22, 2012, recommending that the NEPA be completed for the two potential station location, Ettrick located in Chesterfield County and the Collier Yardsite located in Petersburg. The NEPA study will determine a site for a regional Multi-Modal Station.
- (UPC 101030) Puddledock Road & Route 36 Intersection Improvements. Estimated cost of $1,226,000.
- (UPC 101289) Puddledock Road & Industrial Drive Intersection Improvements. Estimated cost

of $522.000.

- (UPC 78946) Construction of Hospital Road 4 Lanes. Estimated cost of $6,589,000.
- (UPC 104868) Signal Upgrades – Various Locations, City of Petersburg. Estimated cost of $1,600,000.
- (UPC 104869) Various Locations, City of Petersburg. Estimated cost of $450,000.
- (UPC 101039) South Crater Road Area Signal Coordination. Estimated Cost of $660,000.

The following projects are included in the SYIP 2014-2019 plan for CMAQ projects:

- Traffic Signal Timing City-Wide = $180,000 FY18
- Extend Left Turn Lane on S. Crater Road and Morton = $550,000 FY18
- Extend Turn Lanes S. Crater and Medical Park Blvd = $335,000 FY18

The following projects are to be considered as part of the SYIP CMAQ process:

- S. Crater Road at S. Sycamore Street
- S. Crater Road at Wal-Mart entrance - LTL
- S. Crater Road at Flank Road
- S. Crater Road at Graham Road – RTL
- Johnson Road at South Boulevard
- Petersburg crash truck
- 6 PAT buses
- N. Normandy Drive at Wagner Road
- S. Crater Road at Wagner Road – RTL
- Petersburg Park & Ride lot

Figure 6-11: Petersburg Transit Center

2035 Tri-Cities Transportation Plan

- The Tri-Cities area is an ozone non-attainment zone, so traffic delays and congestion need to beconsidered considering emissions. Build-up along commercial corridors and the land-use designations that promote it should be reconsidered. (Effective June 18, 2007, the U.S. EPA approved a request by the Commonwealth that the Richmond area be reclassified to ozone maintenance area status.)

- (The top three rated interstate projects recommended in the 2035 Plan are in Petersburg. These projects include two series of recommended I-85/I-95/Rt.460 interchangeprojects and the reconstruction of the I-95 interchange at Rives Road.)

- The Route 460 Public Private Partnership Act (PPTA) is a large project located within a major Statetransportation corridor linking South Hampton Roads and the Tri-Cities. The scope of the Route 460 PPTA involves the construction of a 55 mile long, limited access highway between Route 58 in Suffolk, Virginia and I-295 in Prince George, Virginia. This 4-lane divided highway is proposed tobe constructed in a new location generally parallel to and approximately 1 mile south of the existing Route 460. Approximately 6.6 miles of the Route 460 PPTA project is proposed to be located within the Tri-Cities.)

The Tri-Cities Area 2035 Transportation Plan is an overarching document prepared by the Crater Planning District Commission June 2012. The Plan looked at a variety of factors influencing future transportation planning and highlighted the need for comprehensive planning to combine land-use and transportation planning across the region. The following are some key excerpts from the Plan:

U.S. Route-460, Interstate-85, and Interstate-95 Interchange Improvements

This interchange serves as the nexus for three interstate-quality facilities. The Commonwealth's proposed investment in the Route 460 corridor to improve access to the Port and enhance economic development will add additional traffic pressure to this interchange. The Tri-Cities MPO has identified approximately $80 million in improvements to maintain the flow of people and goods at this location by the year 2035. Funding for this project will be sought from the State of Virginia through the HB2 funding source. This funding source is linked to The Multimodal Transportation Plan VTRANS2040 which requiresall local transportation needs to be directly linked to land uses and identified in the plan.

Once these needsare identified in the plan then the City, MPO, Petersburg Area Transit and Crater Planning District are allowed to submit projects for review. The funding source for

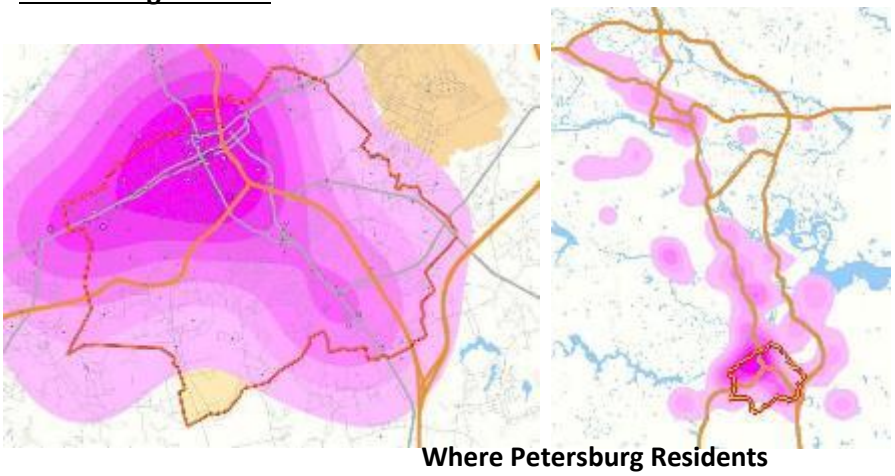
the project is provided by House Bill 2 (HB2).The improvements to the I-85, I-95 and 460 corridors will allow greater access to Trucking and Transportation traffic. In addition, it will support the economic strategy of the City to attract additional retail and restaurant business along this end of Crater Road.

The improvements would make it easy for trucks and vehicular traffic easy access on and off the interstate to the commercial and residential areas along this Southern end of the City. This will also improve the ability of the transportation industry to move goods without experiencing delays. More importantly for the City of Petersburg it would provide an opportunity for Transit to provide additional service routes along this corridor and help connect people to the employment centers, and training located in this section of the city.

Map 6-3: Map of Future Transportation and Roadway Improvements

Recommendation: With the provision of a bike network map in the 2026 Transportation Plan, Petersburghas an opportunity to plan a reality by implementing the proposed bike lane improvements. Thecreation of new bike lanes should also be accompanied by a user-friendly City map that highlights bike lanes, bike routes, and other roads suitable for bike travel. A widely circulated bike map will encourage prospective cyclists and newcomers to Petersburg to utilize the new system and offer another mode of transportation to its citizens and tourist.

Commuting Patterns

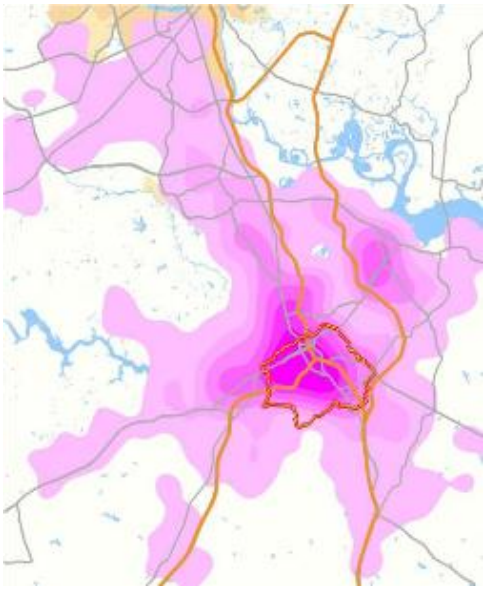


Where Petersburg Residents Work

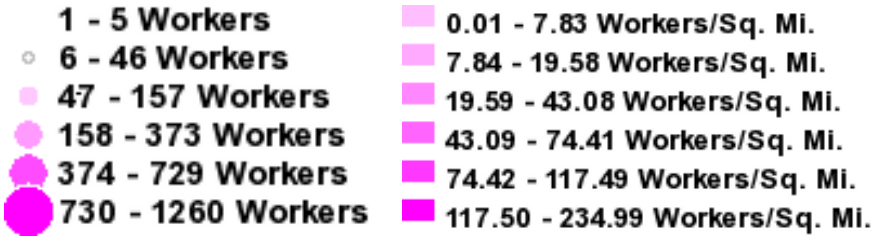
Map 6-5 & 6-6: Where Petersburg residents work, both near the city (left) and at some distance (right)

For Petersburg residents, the major commuting thoroughfares out of the city run north along I-95, east to Hopewell along Rt. 36 and I-295 and west on I-85. The strongest core of employment remains in the northern sectionof the City and runs along the Washington/Wythe corridor, Downtown/Oldtowne and the Sycamore Street corridor. Future shifts in employment concentration should be expected with the relocation of Southside Regional Medical Center to South Crater Road.

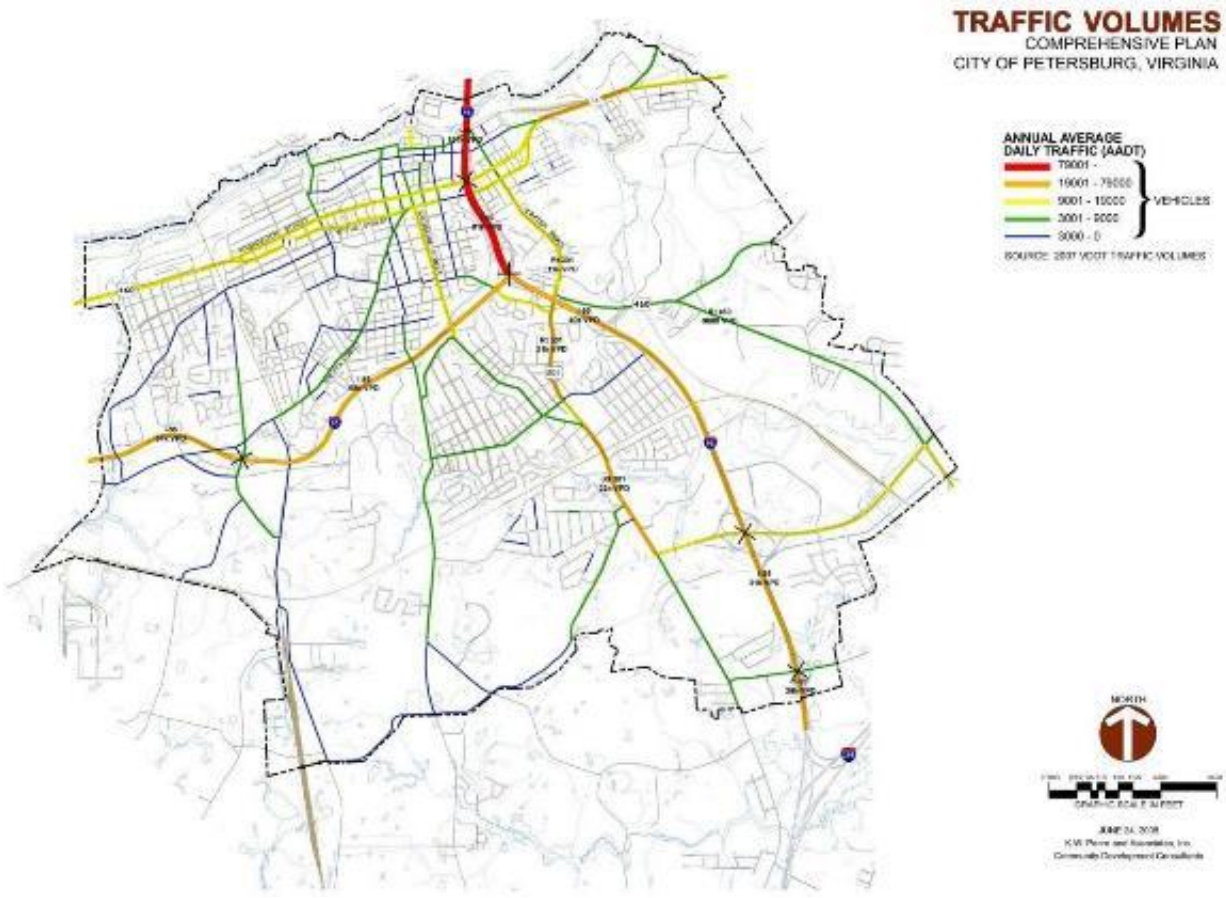
Where Petersburg Workers Reside



Map 6-8: Where individuals working in Petersburg reside



Commuting in and out of Petersburg is comparatively smooth with the interstates that run through the City. To take advantage of the interstate system, the City should work to expand its bus service to employment centers outside of city limits.



Map 6-9: Traffic Volume in City of Petersburg

High Speed Rail Service

In 2010, Amtrak announced a 30-year project to introduce high speed service along the East coast railcorridor. The plan examines several locations in various communities; the City of Petersburg is one of thesites being considered. Amtrak completed the Tier 1 Environmental Impact Study and started looking to complete the Tier II EIS in 2011. Passenger service, pending federal funding, is scheduled to begin by 2022.

The City of Petersburg has positioned itself by performing a feasibility study of the area known as Collier Yard. This 86-acre site is located off I-85 in a rural and industrial environment with single-familyresidential communities adjacent to the site as well as the Battlefield. It is believed that the successful location will be development ready, not requiring any special approvals or rezoning. The site will be readyto go and support rail-oriented development. For that to be the case for this site, the City will adopt the policies that will govern Transit Oriented Development, combined land use and transportation,promote the current transit service and facilities, and to encourage transit-oriented development at the preferred location.

The City is in a good position because all the acreage at Colliers Yard is owned by the City of Petersburg.

Figure 6-12: Amtrak's Acela currently operates from D.C to NYC

Map 6-9: Location Map of Colliers Yard and Industrial Park

Figure 6-13: Rendering of proposed Rail Station Town Center

Transportation Issues

- No policies or master plan exists for parking in Old Towne and the Central Business District.
- Infrastructure improvements for cars, pedestrians, and bikes are needed in historicneighborhoods as well as new growth areas.
- Public Transit has limited hours and service to/from neighborhoods to regional employmentcenters.
- Directional sign improvements are needed along entrance corridors and interstates.
- Congestion/lack of road interconnectivity on South Crater Road around the new SouthsideRegional Medical Center

Transportation Policies

1. **Policy Goal:** Promote an efficient, well-marked, and convenient parking network in the central business district and Old Town without compromising aesthetics but accommodating pedestrianand multi-modal transit activity.

    - **Objective 1:** Undertake a master plan and management effort for parking in the CentralBusiness District and Old Town. (Short Term: 0-5 Years)

    - **Objective 2:** Study the benefit and cost versus expense of maintaining parking meters or apay parking system. (Short Term: 0-5 Years)

2. **Policy Goal:** Provide efficient, frequent, reliable transit service to employment centers.

    - **Objective 1:** Continue to study and identify route and service improvements to betterconnect Petersburg residents with employment centers throughout the region. Ongoing

    - **Objective 2**: Continue to seek grants to offset the expansion of service cost. Ongoing

3. **Policy Goal:** Promote interconnected pedestrian and road network to reduce “bottle-neck” congestion on major thoroughfares.

    - **Objective 1:** Identify roadway connections to improve the street grid to reduce “bottle-neck” congestion, such as on South Crater Road and Exit 52. (Short Term: 0-5 Years)

    - **Objective 2:** Conduct a public “Walkability Charrette” and create a conceptual framework for future walkable places. (Short Term: 0-5 Years)

    - **Objective 3:** Install traffic lights at the appropriate intersections to manage the flow duringpeak hours. Ongoing

    - **Objective 4:** Review and consider adopting all existing pedestrian plans. (Short Term: 0-5 Years)

Utilities

The Department of Public Utilities owns and maintains the lines which provide water and sewer services to houses, businesses and industries. These utility services are a vital function for the economic vitality and overall health of the residents of Petersburg. The extension of new services enables new housing, commercial, and industrial growth. Reliable existing service to older neighborhoods is importantto encourage revitalization efforts.

The Capital Improvement Program (CIP) acknowledges these maintenance needs and has earmarked $500,000 forinvestment in the aging infrastructure to prevent failure in the system. In addition, Petersburg has emergency plans for water service to come from Prince George County in the event of a system failure. Several lines in the current system have undergone repair and more are scheduled so that a failure in the system does not occur.

The management of water resources and the treatment of sewage are also important for the environment. Water service and sewage flows affect not just the water levels of Lake Chesdin and the water quality of the Appomattox River, but also the ecological health of the Chesapeake Bay.

Water Service

Lake Chesdin, located west of Petersburg, was created in 1968 by damming the Appomattox River at Brasfield Dam (also called Lake Chesdin Dam). The dam and the reservoir it draws from is located in the Appomattox watershed at the political boundary of Chesterfield, Amelia, and Dinwiddie Counties. The crest of the dam is about 840 feet long, and the reservoir has a drainage area of about 1,333 square miles. In addition, a run-of-river hydroelectric facility is located at the dam, which involves power generation whenever the flow over the spillway exceeds 250 cubic feet per second.

This dam and its reservoir is the primary Source of water for the City. In addition toproviding recreation for boaters and fisherman, the reservoir has a volume of 9.66 billion gallons and provides the capacity for 96 million gallons per day (mgd) of water to Petersburg, Colonial Heights, Dinwiddie, Prince George, and portions of Chesterfield County. The Appomattox River Water Authority (ARWA) is the regional public body which administers the water supply and is jointly owned bythe localities it serves. The Petersburg is allocated 16.69% of the total 96 mgd capacity, which amounts to
16.02 mgd.

As the principal water supplier of the region, ARWA also issues recommendations regarding how localities can protect and preserve their water supply. In their most recent regional water supply plan (from October 2011), ARWA recommends that the City avoid development of conservation lands such as the Petersburg National Battlefield Park as well as designated wetlands, in order to avoid environmental harm as well as damage to cultural and historic resources. The plan also recommends avoiding development in 100 year floodplains (see Map 7-2) as doing so could lead to increased erosion and the scouring of embankments located in the floodplain, increasing the susceptibility of the region to elevated water levels during flooding. The regional water supply plan lists over-irrigation of lawns or crops and withdrawal of water by other users without proper permits as additional threats to

Petersburg's water supply. A map of Petersburg riparian buffers (also known as Resource Protection Area) are included on Map 7-20 and on the pages previous to it.

Petersburg also has an agreement with the Dinwiddie County Water Authority (DCWA) for them to provide water towards Fire Protection at Dominion Energy Locks Yard at 33 Rawlings Lane in the event that it is required There are two groundwater wells in Petersburg, both of which are operated by Dogwood Trace Golf Course.

This Golf Course operated until 2003, at which time they used an average of 38,000 gallons per day. Dogwood Trace reopened in 2008, and the wells are currently being used to refill their main pumping lake when the amount of runoff water supplied by rain is insufficient to provide for the needs of watering the fairways at Dogwood Trace. In 2020 Dogwood Trace pumped 1,324,800 gallons out of both wells over a non-consecutive period of 8 days. Finally, there are 50 private wells operating within the city limits of Petersburg. These wells are located mainly in the areas that the City annexed from surrounding counties in 1973.

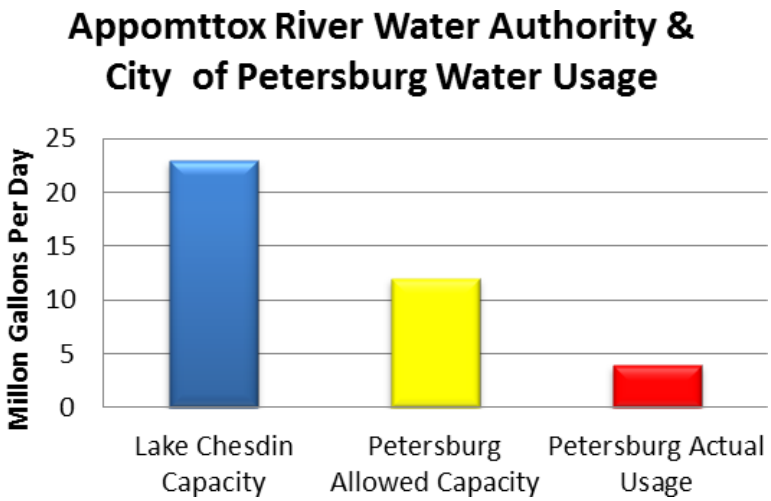


Figure 6-14: An illustration of Petersburg's allowed capacity from ARWA and the actual amount It uses - Source: South Central Wastewater Authority

Petersburg has contracts with Fort Lee, Virginia State University, Fort Hayes, and customers along Johnson Road in Prince George County for usage of Petersburg's share of water purchased from ARWA. Together they comprise about 15% of the demand for Petersburg's share of the water. Petersburg water usage is about 6 mgd and this represents service to about 12,000 customers, which includes the four users mentioned above who are not within the City limits.

The Department of Environmental Quality estimates only a 10-15% increase in water withdrawals in the City from now to 2040, which is markedly less than it estimates for surrounding localities. This is well below the 16.02 mgd allotment from ARWA. Even with the additional users and an independent engineer's projections for increased demand from population growth in Petersburg, the determination has been made in the most recent Regional Water Supply Plan that the City has sufficient water allowances from ARWA to last through the year 2060 and beyond.

ARWA and Petersburg Water Service Issues

Although Petersburg has enough water allotted to the City, the growth throughout the region will place strains on the regional water supply including Lake Chesdin and other regional water sources. According to supply and demand projections for the region, it is estimated that by 2033 there will be a shortfall in available supply. Part of the shortfall will be due to increased demands from population growth, particularly from cumulative over-irrigation of lawns or crops in the area and withdrawal of water by other users without the proper permits, while shrinking supply from sedimentation in Lake Chesdin will also play a role.

The Regional Water Supply Plan names a variety of options for increasing the supply of water, including ways to increasereservoir capacities, finding other sources of water, and instituting demand control ordinances. Inaddition, the City shall study the feasibility of accessing and/or creating a secondary source of water for emergency conditions in the region.

The Department of Public Works must address the age of the primary supply lines to the City. The 16inch water supply line is about 100 years old and "highly tuberculate." This means over time as the pipe has become corroded; tubercles have accumulated from minerals in the water reducing flow capacity andwearing away at the reliability of water service through the pipeline. The planning of rehabilitation and replacement of these lines are being done through the Capital Improvement Program (CIP), as required by the plan created for the Appomattox River Water Authority (ARWA). The additional resources have been identified through a small increase in the water bill and the capital improvement program. These improvements will allow an efficient operation at ARWA and an efficient manner of water delivery.

Sewer Service

The South Central Wastewater Authority (SCWWA) is a public entity jointly owned by the communitiesit serves: Petersburg, Colonial Heights, and portions of Chesterfield, Dinwiddie, and Prince George counties. Located in Petersburg on Pocahontas Island, SCWWA's facility has the capacity to treat 23 milliongallons per day (mgd) of sewage. It currently operates at half capacity. While SCWWA administers the treatment of sewage flows through its facilities, it is important to note that Petersburg is responsible for the maintenance of the collection system and sewage lines up to the gates of SCWWA's treatment plant.

Each locality served by SCWWA is allocated a percentage of SCWWA's flow capacity based on its percentage of ownership in SCWWA. Petersburg owns the largest share at 52.5% of the 23 mgd capacity but uses far less than what it is allowed. Graph 5.2 shows the comparison of total treatment capacity to actual flows from Petersburg.

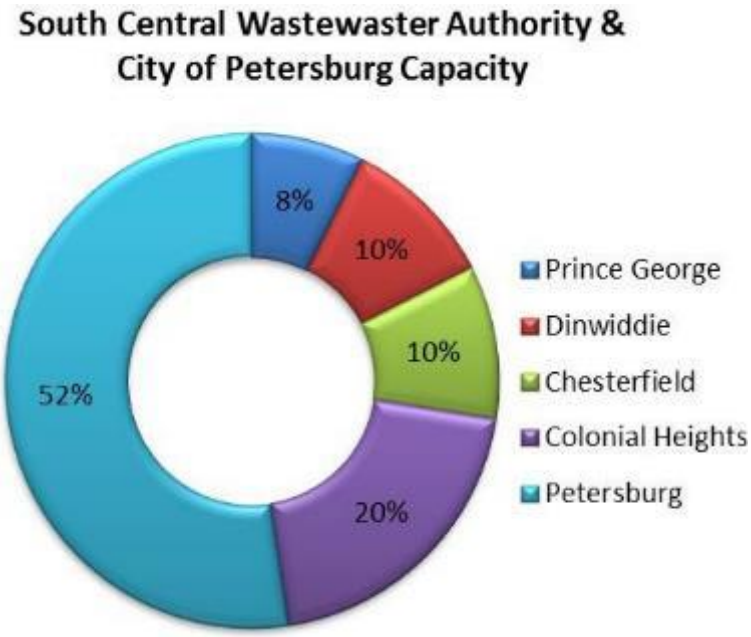
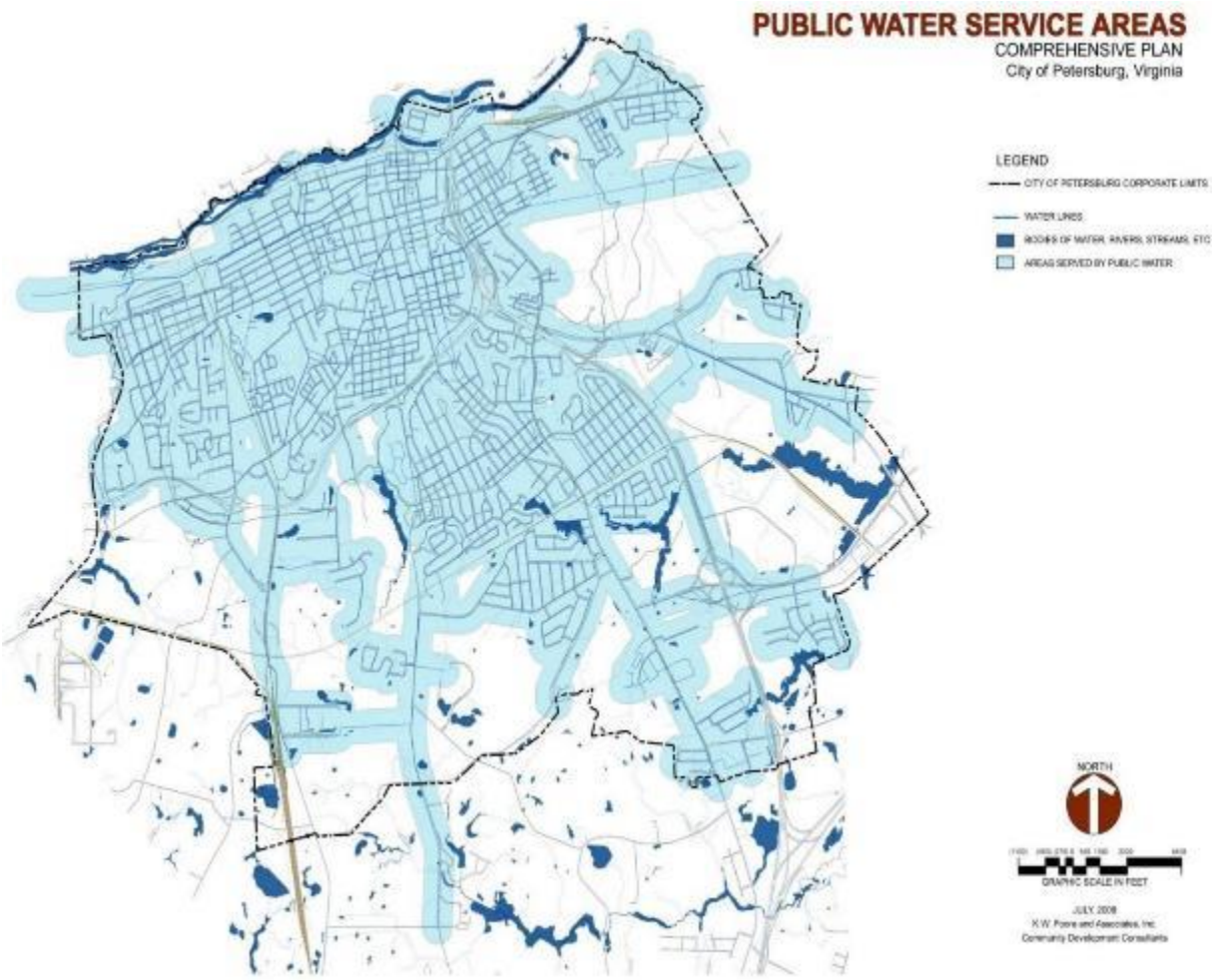


Figure 6-15: an illustration of Petersburg's share of capacity for the SCWWA - Source: South Central Wastewater Authority

SCWWA and Petersburg Wastewater Services Issues

While Petersburg has the luxury of more than enough sewer treatment capacity, unlike other localities located in the Chesapeake Bay watershed. The SCWWA is required under the Chesapeake Bay Agreement to comply with limits set on the amount of nitrogen and phosphorous nutrients discharged when treated water is released back into the Appomattox River under the Chesapeake Bay TMDL. SCWWA has already begun preparing to upgradetheir facilities to meet this mandate and it is projected to be completed in 2024. Until these upgrades have completed construction, Petersburg and the other members of SCWWA will have to bear the cost of purchasing credits from other water and sewer authorities who are already in compliance and selling credits.

The cost of upgrading the SCWWA's facility to reduce nitrogen and phosphorous discharge is estimatedto cost $68 million dollars. A grant from the Water Quality Improvement Fund will reduce the cost to member localities, but Petersburg will be responsible for 52.5% of the final cost. Whether buying credits to stay compliant or financing the cost of the treatment upgrades, this project is a costly mandate to the City. City policymakers have already begun preparing for this expense and are assessing the feasibility of expanding water/sewer services to all areas of the City. This includes those areas which have been annexed and remain underserved by basic water and sewer services.



Map 6-10: This map displays Petersburg's bodies of water (in dark blue) and the areas served by its water system (light blue).

Infrastructure Issues

1. **Policy Goal:** Create an infrastructure regional model for efficient and ecologically soundinfrastructure.

- **Objective 1:** Develop a plan for the City's current and future "green" infrastructure. (Short Term: 0-5 Years)

- **Objective 2:** Designate City resources toward creating urban "edible" parks, open spaces, and creative spaces. (Short Term: 0-5 Years)

- **Objective 3:** Create a Citywide master plan for greenways. (Short Term: 0-5 Years)

2. **Policy Goal**: Protect the City's groundwater supply.

- **Objective 1**: Conduct a Water Source protection assessment and develop an action plan to address needs, which may include a wellhead protection program. (Short

Term: 0-5 Years)

- **Objective 2**: Develop and maintain a database of all wells within the City. (Short Term: 0-5 Years)

- **Objective 5**: Follow ARWA's guidelines for protecting water supply. Ongoing

- **Objective 6**: Implement City backflow protection program. (Short Term: 0-5 Years)

- **Objective 7**: Take action on over-irrigation and reduce number of unpermitted water customers. (Short Term: 0-5 Years)

- **Objective 8**: Avoid development in Petersburg National Battlefield, 100-year floodplains, and wetlands areas. Ongoing

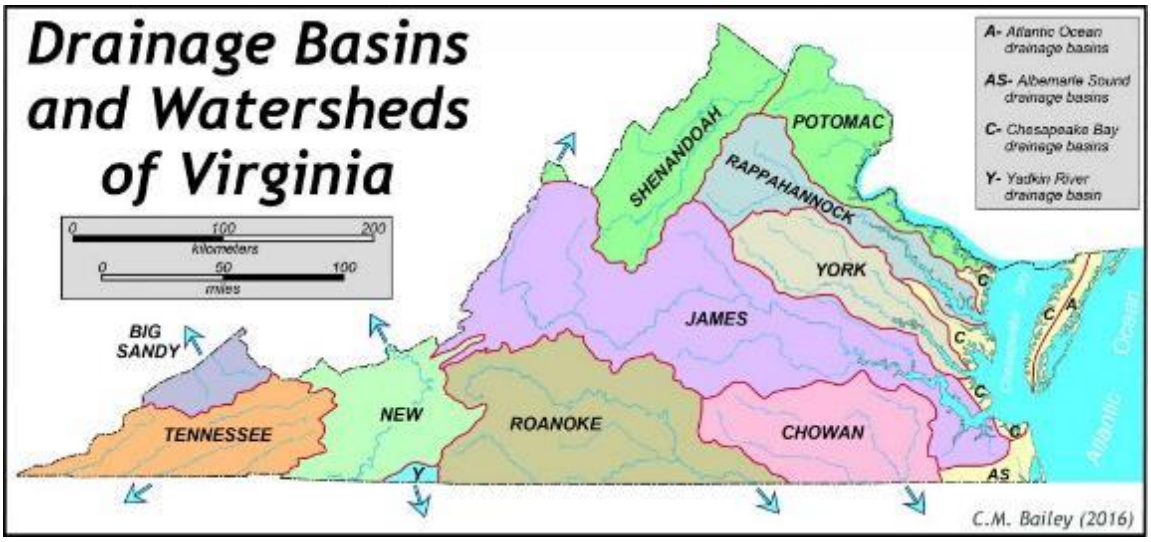
Environmental Features & Constraints to Development

A healthy environment impacts the health of the citizens and provides recreational opportunities inparks and along the Appomattox River. Opportunities for redevelopment along the Appomattox River andthe harbor will require that Petersburg mitigate the environmental neglect which has caused pollution problems in the past. It is therefore important to understand how protecting the environment has implications for the health of citizens and the economic development of the City.

Protecting Petersburg's environment affects the quality of life of residents, attracts new investment,and can encourage redevelopment. Environmental stewardship is also important for the region and thelocalities that rely on environmental factors which encompass the entire region. Just as the water quality in Lake Chesdin affects the drinking water in Petersburg, so does the water quality of the Appomattox River affect the localities downstream along the James River and eventually the industries and residents of the Chesapeake Bay. Water quality is an important environmental factor for the region, and its maintenance and improvement is a challenge for Petersburg and under regulation by federal and state agencies.

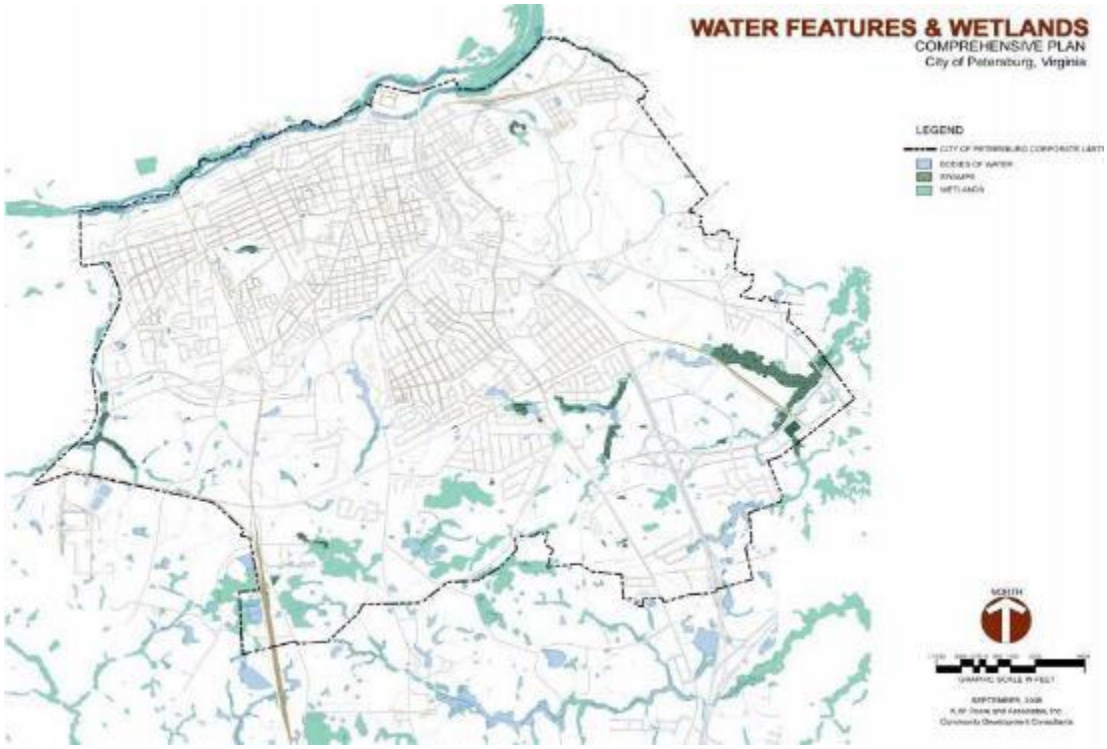
Surface Water & Groundwater Resources

The City is located in South Central Virginia, twenty-three miles south of the City of Richmond, 130 miles south of Washington D.C. and twenty-three miles west of the Chesapeake Bay. Petersburg is situated at the Falls of the Appomattox, on the boundary between the Tidewater and the Piedmont, between the Chesapeake and Albemarle basins. According to the US Census, the city has an area of 22.72 square miles of land and 0.22 square miles of water within its borders, with 4 miles bordering the Appomattox River and about a dozen major lakes. The majority of the City's wetlands can be found in and around these areas. Once the site of a great degree of volcanic activity, the City now sits upon a foundation of granite and other metamorphous rocks and sediments and is part of the Northern Atlantic Coastal Plain Aquifer System. While most of the city lies within the James River basin (which drains to the Chesapeake Bay), the southeast portion of the city lies within the Chowan River basin via the Blackwater River, which travels southeast down to North Carolina. Related Goals and Objectives are listed in the Infrastructure Plan element.



Map 7-1: River Basins of Virginia. Petersburg is split between the basins of the James and the Chowan

The City of Petersburg draws its water directly from ARWA's reservoir, purchasing an average of 148 million gallons of water monthly. This water is stored in six tanks throughout the city limits, which have an average height of fifty feet. This encapsulates all of Petersburg's demand for water, except for the fifty private wells and the well at Dogwood Trace; there are no isolated community water systems within the City. Although Petersburg has a zoning designation for agriculture, there are no agricultural water users in the City. To better protect the City's potable water supply, the City requires that backflow devices be installed and tested annually at locations and facilities that host potential cross-connections to pollutants and contaminants that pose a risk to the potable water supply. In an emergency, the director of Public Utilities may suspend water service to a facility that the City has deemed a danger to the potable water supply. Additionally, all wells within the City (public or private) with a diameter of six inches or more must be kept covered, and the City requires that wells must be filled prior to abandonment.



Map 7-2 - This map features designated wetlands in the Petersburg area as well as other waterways

Wetlands

Wetlands are some of the most ecologically vibrant habitats in the world and are comparable to rain forests and coral reefs in terms of the biodiversity found within them. They provide, among other benefits, fish and wildlife habitats, natural water quality improvement, flood storage, shoreline erosion protection, and opportunities for recreation and aesthetic appreciation. Preserving wetlands also goes a long way toward reducing flood damage, consequently protecting the safety of the City's citizens. Map 7-2 displays the City's wetlands.

These vibrant spaces also represent a constraint on Petersburg's economic development. Wetlands are to be considered in the development of water resources because construction of almost any type of water project could impact wetlands, either through the loss of wetlands or the change in wetland habitat. It is not as simple as offsetting the loss of water resources: even if a reservoir was created to offset the loss, that would still leave the animals and plants impacted without a habitat. Consequently, state law mandates that nontidal wetlands connected by surface flow and contiguous to tidal wetlands or water bodies with perennial flow to be designated as a component of Resource Protection Areas (RPAs) as part of the City's Chesapeake Bay Preservation program described on page 162.

Petersburg must therefore plan proactively for new development, preservation of open space, recreation, and environmental protection in ways that best suit the need of residents of Petersburg. Greenfields are a precious commodity in urban areas, and wetlands are an irreplaceable natural resource that the City must preserve for future generations. Additionally, it is in the long-term interests of the City and its residents to have an aesthetically pleasing and livable city with minimal ecological damage and disruption, as that creates an attractive environment for outside business and talented human capital.

Petersburg has both tidal and non-tidal wetlands. Tidal wetlands are located along the James River and its tributaries, such as the Appomattox. These are known as riverine wetlands and include all wetlands and deepwater habitats contained within a channel. Petersburg's riverine wetlands can be found along the Appomattox River on the city's north border and along Poor Creek in the southeast. Wetlands that are not located along a tidal waterway are known as palustrine wetlands. These are freshwater wetlands that consist either of trees and shrubs or grasses. As map 7-2 on page 122 displays, these are found all along the City's southern border. The City's wetlands will be covered in greater detail in the section on the Chesapeake Bay Preservation Act on page 162.

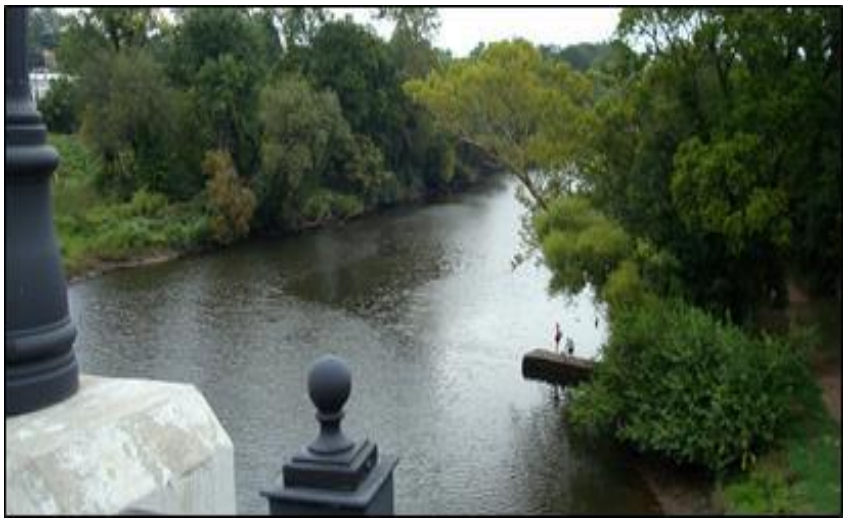
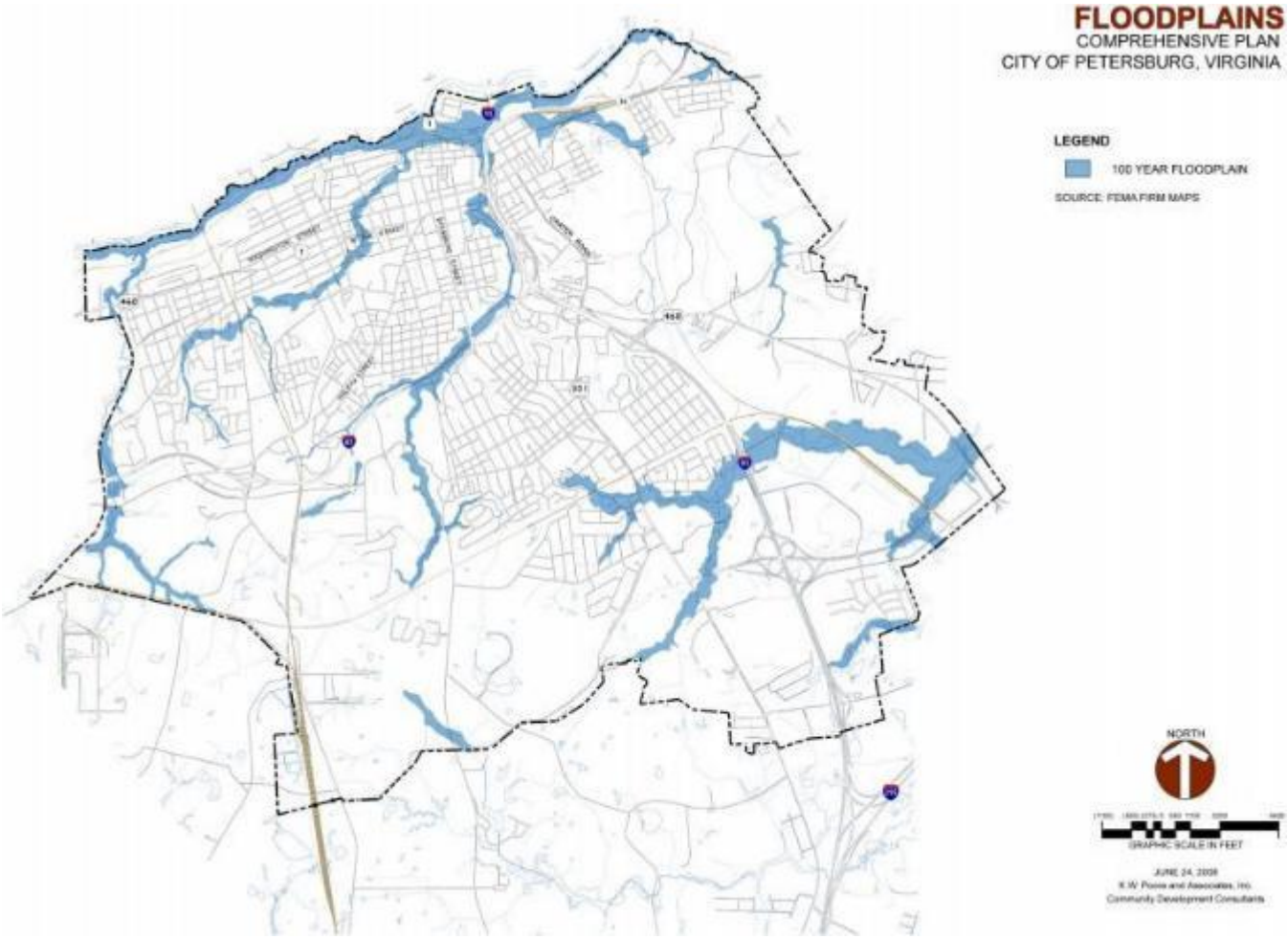


Figure 7-1: A view of the Appomattox from Martin Luther King, Jr. Bridge

Flood Plains

Like many communities bordering bodies of water, some of the land within the City of Petersburg is prone to flooding during extended heavy periods of rainfall and other adverse weather events. Map 7-3 denotes the so-called "100-year floodplains" that lie inside the City's borders. These 100-year floodplains are so named because there is a roughly one percent chance that the area will be flooded at some point over the course of a year. As one might expect, these floodplains are largely centered around where the City meets the Appomattox River, however there are also 100 year floodplains in the area running alongside a section of interstates 95 and 85, near a riverine running roughly parallel to the south of Washington Street in western Petersburg, in the area around Rohoic Creek on the border to Dinwiddie County, and finally in certain areas bordering the lakes that lie between Dogwood Trace Golf Course and County Drive in the southeastern section of the City.

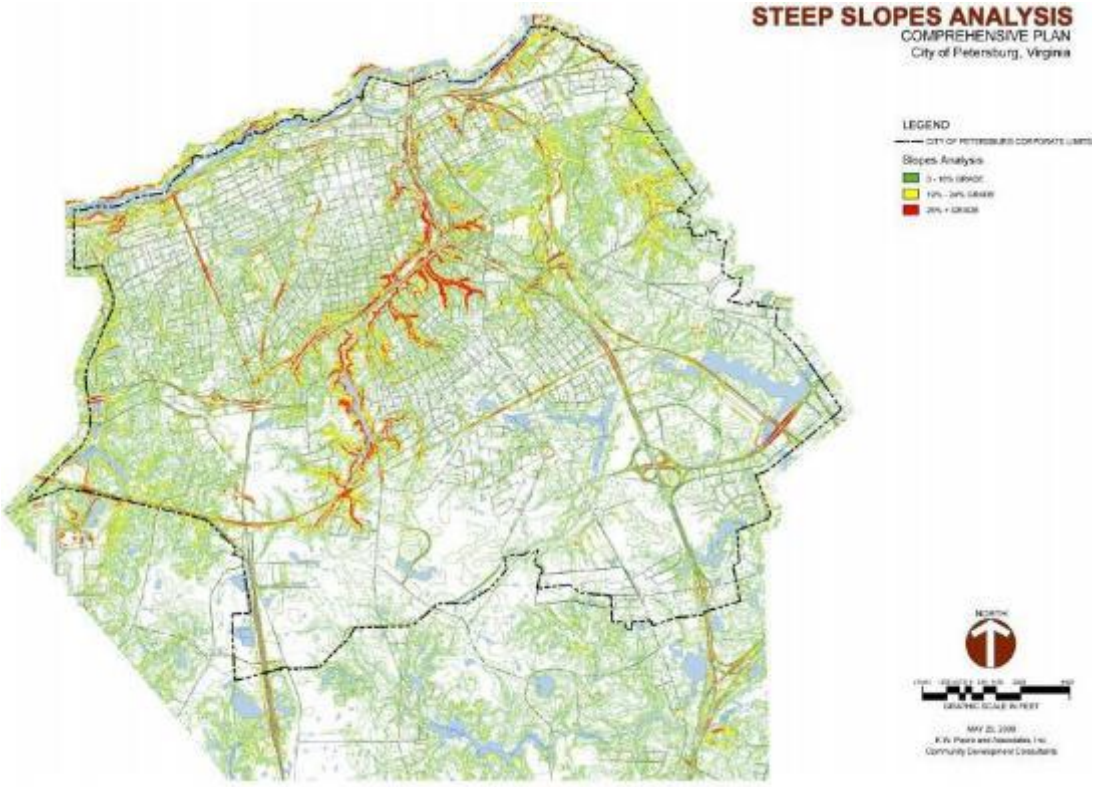


Map 7-3 This map displays the area of Petersburg in which there is a 1% chance of a flooding event per year

Knowing which areas of the City are susceptible to flooding is crucial for wisely planning future development. Having clear information on where flooding can be expected helps the property owners in the area who can take the proper steps to flood-proof their holdings, helps insurance agencies assess rates, and offers builders insight on potential building restrictions and standards. Petersburg's flood plains map indicates that the City should exercise caution in developing near wetlands and coastal areas and should consult the City's topography to ensure that the effects of development on the City's topography do not have a pernicious effect on extant flooding trends.

Slopes and Topography

A locality's topography is often as determinative of where its floodplains are as the location of bodies of water. This is because steep slopes tend to reduce the amount of infiltration of water into the ground. This water then either flows more quickly and in greater quantities into whatever river or creek is nearby, or it pools in low-lying areas. Both situations can lead to flooding. Map 7-4, pictured below, demonstrates this relationship – the floodplains running along the interstates, the Rohoic Creek floodplains near Dinwiddie County, and the floodplains along County drive are all in the vicinity of steep slopes, particularly the floodplains near the interstates.



Map 7.4: The map below displays the City topographically, with red denoting the most sloped areas - high-gradient areas can generate the greatest amount of runoff

As development occurs and indigenous vegetation is removed, there may be an increase in the velocity and volume of stormwater runoff, which can also lead to increases in erosion of the soil in the area, which could itself lead to an increase in the slopes or deepening of ravines adjacent to streams, potentially leading to a vicious cycle of escalating erosion. If properly utilized, however, sloped areas can serve as groundwater recharge areas and a provider of high-quality water to local waterways. As the preceding sentence demonstrates, however, improper development of sloped areas can lead to destruction of an area's scenic beauty of the area, decreased water quality, loss of sensitive habitats, fire hazards, high utility costs, lack of safe access for emergency vehicles, and high costs for maintenance of public improvements. With an average elevation of 134 feet above sea-level, Petersburg is somewhat low-lying, and responsible management of its sloped areas will be crucial to the City successfully managing its water supply and future development. Maintaining vegetation where possible, avoiding the excavation or undercutting of the load-bearing areas of slopes, being mindful of the weight put on slopes by development or by redirecting waterflow are all good ways for the City to avoid mismanaging sloped areas within the City limits.

Petersburg's Soil

Knowledge of a city's soil quality allows the City to plan for its development in various ways, determining erosion risks, potential wastewater issues, agricultural development, and many other uses. The Natural Resources Conservation Service (NCRS) identifies and maps over 20,000 different kinds of soil through a progressive taxonomy of order, suborder, great group, subgroup, family, and series. Most of the soil found in and around Petersburg are members of the *ultisol* order of soils. These are reddish, clay-rich, acidic soils that occur through the southeastern United States and

supports a mixed forest vegetation prior to cultivation. They are naturally suitable for forestry, can be made agriculturally productive with the application of lime and fertilizers, and are stable materials for construction projects.

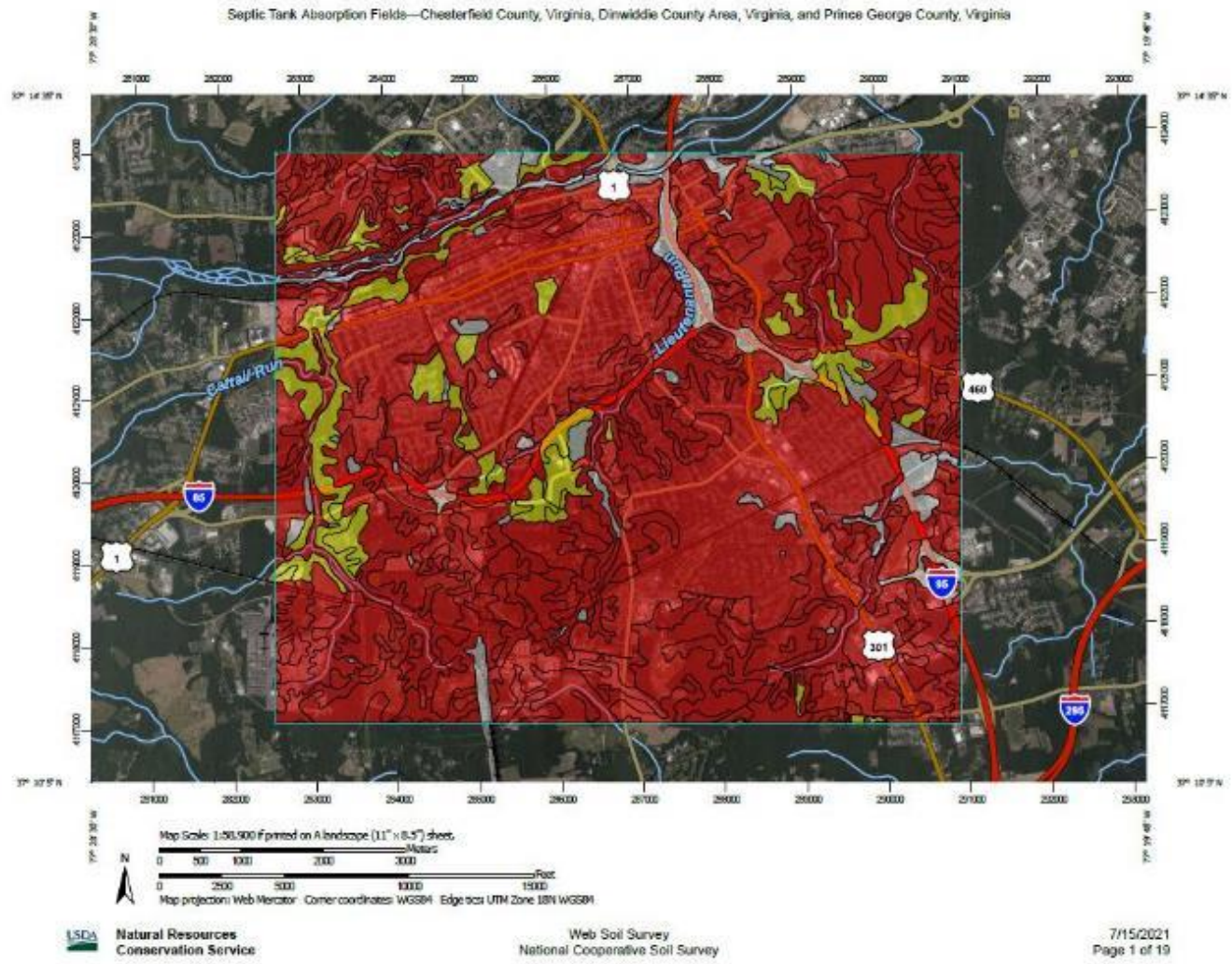
Two related soil qualities that are both critical to the city's planning process are the ability of the soil to conduct water and its ability to absorb effluent from storage tanks. These two qualities are shown below in maps 7-5 and 7-6. The hydrological potential of the soil measures its potential to transmit water and air and has a pronounced effect on both a soil's ability to nurture and sustain life and the speed by which water (or waterborne pollutants) moves through the soil down to the water table or to surface waterways. It is not coincidental that the areas displaying the highest permeability correspond with the flood plains shown in Map 7-3. Knowledge of the hydrologic soil group on a property can help estimate runoff from storm events, which can be helpful in the evaluation of sites for certain types of conservation measures.

Map 7-5: Map showing the ability of the soil in the Greater Petersburg area to conduct water. Orange and red areas have the highest permeability, light green has the lowest. Note: Appomattox River is situated at the north side of the map, with Petersburg on the south bank

The ability to absorb effluent from septic tanks is an important quality for soil. Most septic systems distribute sewage effluent into the soil through absorption fields, a soil's failure to absorb effluent may result in the outflow from septic tanks in the area accumulating to an unhealthy degree,

leading to potential issues for the water supply. Map 7-6 shows the absorptive qualities of Petersburg's soil in this regard, which unsurprisingly corresponds roughly with the hydrology of the soil. Higher than average hydrology is also a good predictor of whether an area contains wetlands or not. While much of the soil is not ideally suited for

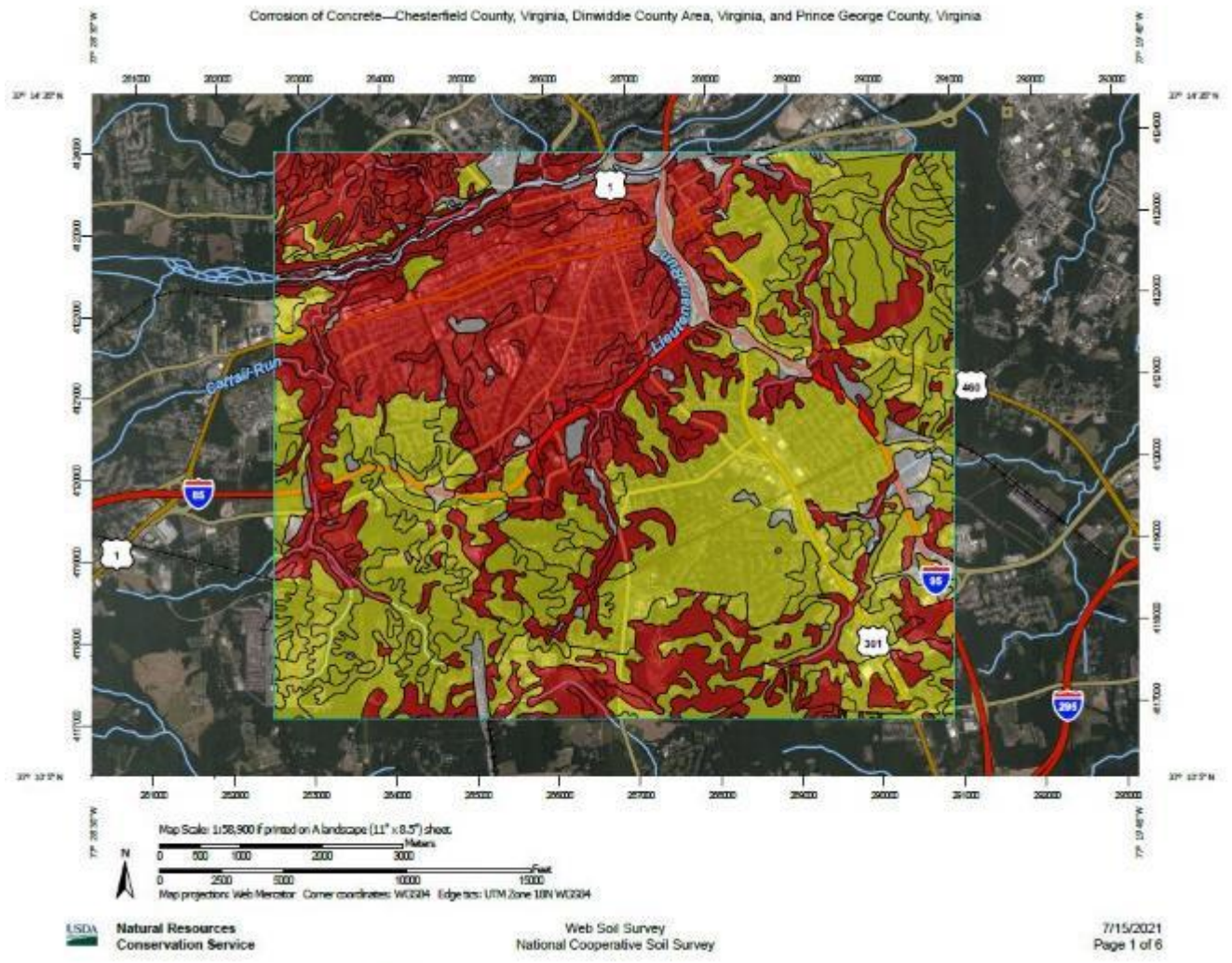
distributing effluent, this does not necessarily preclude the ability of septic systems to function. It does, however, highlight the importance of both the city and private landholders to have a site and soil survey performed by a licensed professional before commencing with development on a given site.



Map 7-6: Soil ability to absorb effluent from septic tanks. Red corresponds to a section of soil with a very limited ability to absorb effluent, yellow corresponds to sections of the soil with a somewhat limited ability to absorb effluent. Note: Appomattox River is situated at the north side of the map, with Petersburg on the south bank

Another soil metric that is useful to know before engaging in development is a soil's propensity to erode or degrade building materials such as concrete. Map 7-7 illustrates the risk of corrosion to concrete posed by soils throughout the Petersburg area. The rate of corrosion of concrete is based mainly on the sulfate and sodium content, texture, moisture content, and acidity of the soil. Special site examination and design may be needed if the combination of factors results in a severe hazard of

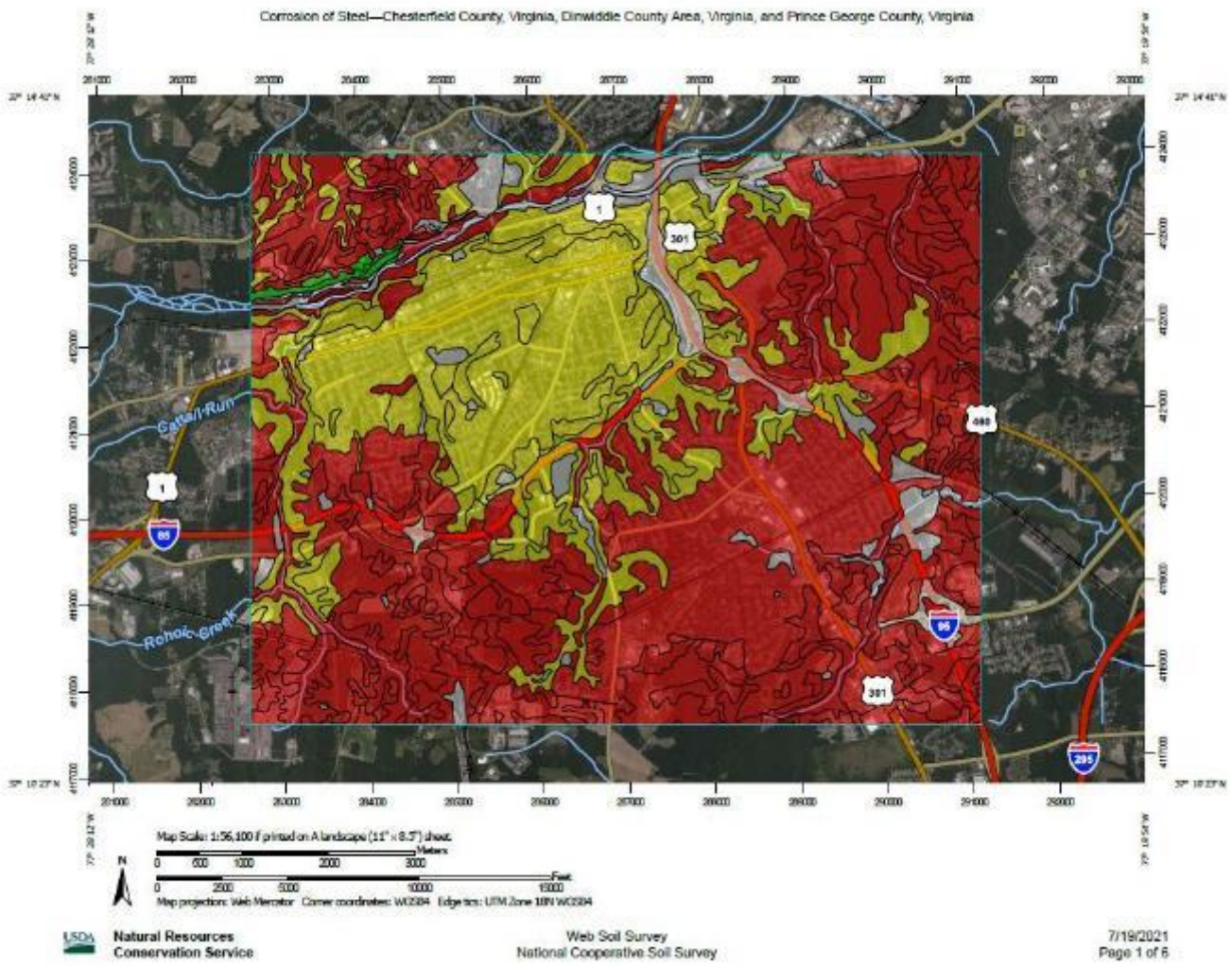
corrosion. The concrete in installations that intersect soil boundaries or soil layers is more susceptible to corrosion than the concrete in installations that are entirely within one kind of soil or within one soil layer. As this map demonstrates, much of the downtown lies on a foundation of soil that is rated as having a high corrosion potential for concrete, and the City must plan for an appropriately increased amount of maintenance and observation on the many buildings in the affected areas.



Map 7-7: Potential for soil in the Petersburg area to corrode concrete. Red denotes areas with soil that has a high risk of corroding concrete, while yellow denotes areas with soil has a medium risk of corroding concrete. Note: Appomattox River is situated at the north side of the map, with Petersburg on the south bank

Steel is another critical building material, and it is just as important to see the areas of the city where steel building materials may be compromised by long-term corrosion on behalf of the soil. The rate of corrosion of uncoated steel is related to such factors as soil moisture, particle-size distribution, acidity, and electrical conductivity of the soil. Much like concrete, the steel in installations that intersect soil boundaries or soil layers is more susceptible to corrosion than the steel in installations that are entirely within one kind of soil or within one soil layer. Map 7-8 displays the local soil's

potential for corroding steel. It is nearly a mirror image of the concrete corrosion map, with most of the high-risk areas for concrete being medium risk for steel and vice-versa. This demonstrates the diversity of concerns that accompanies any responsible plan for development.



Map 7-8: A map showing the local soil's potential for corroding steel building materials. Red denotes areas with soil that has a high risk of corroding steel, while yellow denotes areas with soil has a medium risk of corroding steel. Note: Appomattox River is situated at the north side of the map, with Petersburg on the south bank

Streambank and Shoreline Erosion

Out-of-control erosion can have a highly pernicious effect on the City's land and water resources if it is not properly monitored and curtailed. The dangers of erosion are many; farmers risk losing their topsoil (this is known as "sheet erosion"), with the subsequent formation of rills and gullies that can make the soil virtually impossible to cultivate. If the eroded soils contain pollutants, then this can further compromise the City's water quality as they make their way into waterways. Previously this report mentioned the vicious cycle of erosive activity and flooding that can occur in areas with steep slopes – erosion makes the slopes steeper, which makes an area more prone to flash flooding, which further

erodes the soil. The impacts of unchecked erosion can easily spiral out of control if left unmonitored and unchecked.

There are several types of erosion. Water erosion is largely from rain, though it effects areas that lie along waterways as well. Raindrops hit bare soil with enough force to break the soil aggregates, and these fragments wash into soil pores and prevent water from infiltrating the soil. Water then accumulates on the surface and increases runoff, which takes soil with it.

The vulnerability of soils to water erosion depends on:

- Rainfall intensity (erosivity) – high intensity rainfall creates serious risk as heavy drops on bare soil causes the soil surface to seal;
- Nature of the soil (erodibility) – clay soils vary in their ability to withstand raindrop impact;
- Slope length – if a slope is long, water running down the slope becomes deeper and moves faster, taking more soil with it;
- Slope steepness – the speed of runoff increases on steep slopes, which increases the power of water to break off and carry soil particles

Water erosion can particularly cause “rill erosion”, which occurs when runoff forms small channels as flow concentrates down a slope, creating rills that can be up to 0.3 meters deep. If this intensifies it becomes “gully erosion”, which is highly visible and affects soil productivity, restricts land use, and can damage roads, fences and buildings. The gullies formed by erosion are limited by the depth of the underlying rock so are normally less than 2 meters deep, but in the right circumstances can go as deep as ten or fifteen meters.

This can occur in reverse as well. When water penetrates through a soil crack or a hole where a root has decayed, the soil disperses and is carried away with the flow to leave a small tunnel, in what is called “tunnel erosion”. Initially, the surface soil remains relatively intact, but with every flow, the tunnel becomes larger, and the soil may eventually collapse and form a gully. The whole process speeds up significantly if an outlet is provided (such as an existing gully or cutting in a roadside) as this allows free flow of subsurface drainage water.

Finally, water erosion can take the form of streambank erosion, which is exacerbated by the destruction of vegetation on riverbanks and the removal of sand and gravel from the stream bed, which generally occurs by clearing, overgrazing, cultivation, vehicle traffic near banks, or fire. Streambank erosion can be further accelerated by lowering the stream bed or increasing the level of its bottom (often through increased runoff of soil, another potential vicious cycle of erosion), the redirection and acceleration of flow around infrastructure, obstructions or debris, and soil characteristics such as poor drainage or seams of readily erodible material within the bank profile. Map 7-9 below illustrates how susceptible each area of Petersburg is to water erosion.

Map 7-9: Water erosion potential in and around Petersburg, with orange and yellow denoting the least susceptible areas and blue representing the most susceptible areas Note: Appomattox River is situated at the north side of the map, with Petersburg on the south bank

As one might expect, many of the areas in Petersburg most susceptible to water erosion are in wetlands areas and near the City's various waterways, with a definite overlap between flood plains and areas prone to water erosion. One of the most reliable ways to mitigate water erosion is to maximize the amount of what is called surface cover. Surface cover is simply the vegetation (natural or planted) or man-made constructions (buildings, etc) which occur on the surface of the City's land. Cover which is permeable can absorb excess water runoff and therefore helps reduce erosion, while impermeable cover such as parking lots or concrete roofing can increase runoff since excess rainfall can't be absorbed into the ground on such surfaces. This is covered in greater detail in the Stormwater section. Trees are very helpful in preventing erosion, particularly on-stream banks, though if the soil is bare under a tree's canopy then erosion will still occur.

Erosion can be mitigated during development through such means as diverting upslope stormwater around any construction sites or other disturbed areas. Construction sites often displace large quantities of the area's soil, and if there are no provisions for diverting upslope stormwater then one good night's rainfall displacing tons of loose soil into the local waterways is a likely possibility. Another best practice is to install sediment barriers or turf buffer strips downslope of building sites to filter coarse sediments, and restricting vehicle access on the site to one (preferably graveled) access point. Finally, construction crews and developers can connect a temporary or permanent downpipe to a

stormwater system before laying the roof, and landscape all bare areas as soon as possible after construction is completed as a further means of reducing erosion during the point when the landscape is most vulnerable to such impacts.

In May 2021, the City performed an informal survey of erosive conditions in three different sites of the Appomattox
riverbank at the recommendation of DEQ staff. These sites were differentiated by the level of vegetation listed on the Center for Coastal Resources Management's (CCRM) GIS tool. The locations of the sites are on Map 7=10 below. Site A, on the west side of Pocahontas Island was noted as having "partial vegetation" on the bank. Site B, under the I-95 bridge was right in between the area noted as having "partial vegetation" and an area of the riverbank noted as having "total vegetation". Site C was near an area the CCRM identified as having "total vegetation" on the bank. The City employee then proceeded to document any difference in evidence of riverbank erosion between these three sites.

Map 7-10: Map of the Sites visited as part of the erosion survey, Pocahontas Island lies at the center of the map. Colored lines denote height of the riverbank and amount of vegetative cover (Source: Google Maps)

SITE A

- Cracked, dry soil
- Exposed tree roots
- Severely overhanging riverbank
- Brown water with vegetation floating in the current

Figures 7-2, 7-3, 7-4. 7-5: Photographs taken at Site A

SITE B

- Flat “beachy” riverbank, some overhang
- Dry, sandy soil
- Some exposed roots

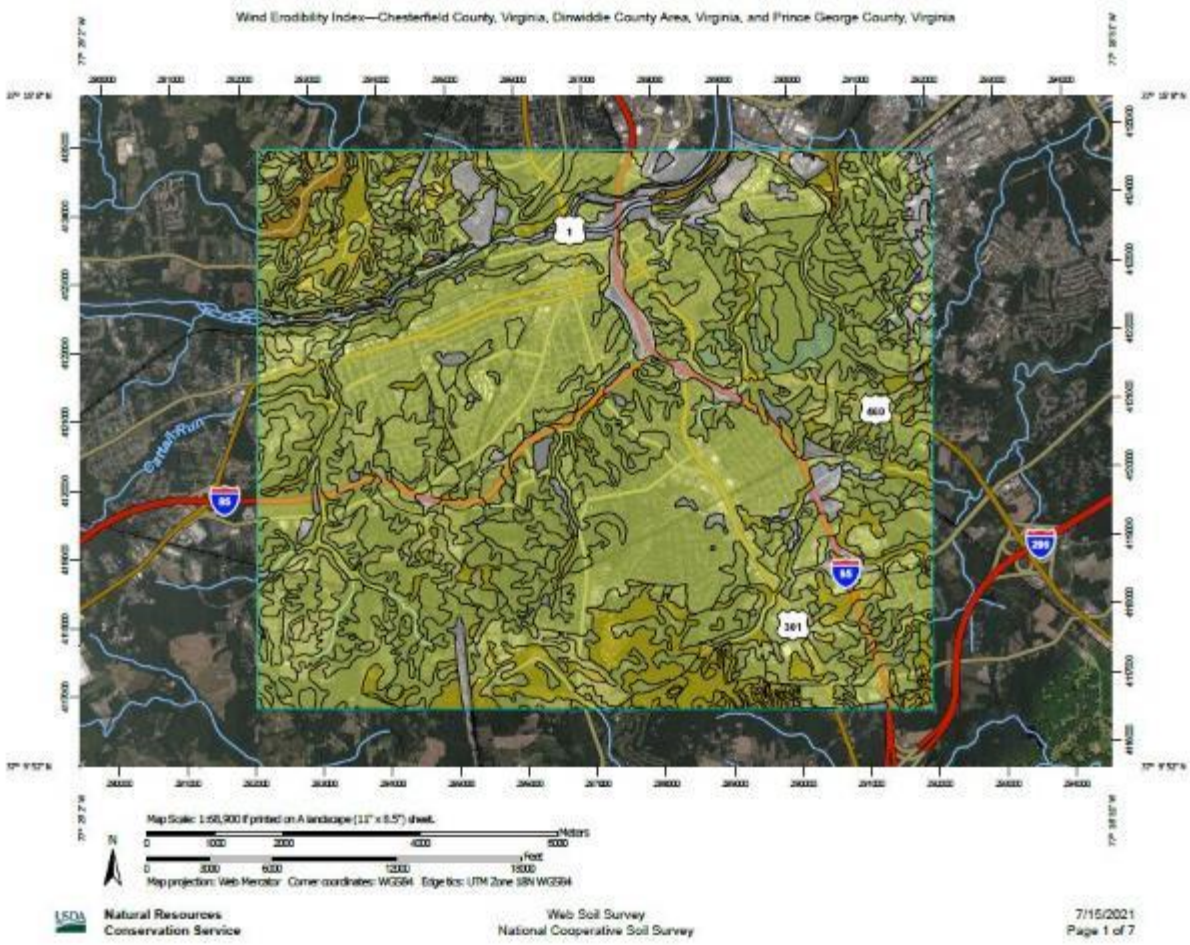
Figures 7-6, 7-7, 7-8: Photographs taken at Site B

SITE C

- Greatly reduced riverbank overhang
- Moist, smooth soil
- Reduced grass and soil in water

Figures 7-9, 7-10, 7-11: Photographs taken at Site C

Wind erosion is a more significant problem in the more arid western United States, but it still exists to a degree in Petersburg. Wind erosion is most likely to occur when strong winds blow over light-textured and sandy soils. In areas where livestock cultivation is prevalent, this can be greatly exacerbated by overgrazing these lands, denuding them of the vegetative cover that would have spared the soil from the winds' effects. If left unchecked this can lead to scalding, a process that forms smooth bare areas on impermeable subsoils. These areas can be difficult to revegetate due to a lack of topsoil, low permeability, and an often-saline surface. Map 7-11 below shows the areas of Petersburg that are most and least susceptible to wind erosion.



Map 7-11: This map shows the potential for wind erosion in and around Petersburg. Dark yellow denotes areas that are the least susceptible to wind erosion, light yellow denotes areas that are mildly susceptible to wind erosion, and the green area near route 460 is the most susceptible region in the area to wind erosion. Note: Appomattox River is situated at the north side of the map, with Petersburg on the south bank

As map 7-11 makes clear, wind erosion in Petersburg is a secondary concern in the area compared to water erosion. Many of the same techniques that are effective for curtailing water erosion work just as well against wind erosion, particularly planting trees and maximizing vegetative cover on available surfaces.

Stormwater & Stormwater Management

As precipitation falls on agricultural and undeveloped areas, it is primarily absorbed into the groundor slowly runs off into streams, rivers, or other bodies of water. Stormwater runoff is the water that flows off roofs, driveways, parking lots, streets, and other hard surfaces during rainstorms. Stormwater runoff is also the rain that flows off grass surfaces and wooded areas that is not absorbed into the soil. The runoff that is not absorbed into the ground pours into ditches, culverts, catch basins and storm sewers. It does not receive any treatment before entering the streams and lakes.

Paved surfaces can exacerbate this issue. Development resulting in rooftops and paved areas prevent water from being absorbed and create a faster rate of runoff. This development often causes localized flooding or other water quantity or quality issues. In addition, stormwater can carry harmful pollutants, cause flooding, erode topsoil, and stream banks and destroy habitats.

An additional concern is that runoff water can pick up and carry many substances that pollute water. Examples of common pollutants include fertilizers, pesticides, pet wastes, sediments, oils, salts, trace metals, grass clippings, leaves and litter. Polluted stormwater runoff can be generated anywhere people use or alter the land, such as farms, yards, roofs, driveways, construction sites, and roadways. The latter four of these is of particular importance.

Credible research by the Center for Watershed Protection has revealed a strong relationship between impervious cover (roofs, streets, parking lots, etc.) and various indicators of water quality in local streams. Studies have established that a link between impervious cover and stream condition typically shows that impacts to a stream fall into four general categories: hydrologic impacts, geomorphic impacts, water quality impacts, and biological impacts. More specifically, when natural land is converted into impervious cover, a greater fraction of annual rainfall is converted into surface water runoff and a smaller volume is able to infiltrate into the soil and recharge groundwater aquifers. This increased surface runoff volume causes higher peak flows that can erode stream channels and lower the baseflow of local waterways, resulting in habitat degradation.

As the previous section mentioned, surface water runoff also carries pollutants that often originate from the areas of impermeable cover which further degrade water quality. In order to reduce the amount of impervious cover, the City has mandated that the use of pervious surfaces such as grid and modular pavements be used for any required parking area, alley, or other low traffic driveway, unless otherwise approved by the City's Director of Public Works. Additionally, the city requires all non-disabled parking spaces be built to a maximum of 9' x 18', or 162 square feet.

Stormwater runoff needs to be managed just as any other natural resource in order to maintain the quality of Petersburg's natural watercourses as drinking water supplies and for recreational activities such as swimming, fishing, boating, and water skiing, etc. Stormwater also needs to be managed to minimize damages that may occur when stormwaterrunoff exceeds the capacity of the pipes and open channels used to carry stormwater to the City's rivers and streams.

Historically, Petersburg has performed maintenance of the stormwater collection system, which includes cleaning, repair, and replacement of the City's stormwater infrastructure; however, in 2014 the City was designated a Phase II Municipal Separate Storm Sewer System (MS4) by the Virginia Department of Environmental Quality. This designation was also given to other Virginia localities of similar size having a storm sewer system that discharges – directly or indirectly – to a protected river, bay, or other body of water. As a Phase II MS4, the City is responsible for stormwater discharges to receiving waters through an MS4 (VPDES) General Permit administered by DEQ. The permit requirements are very extensive, generally covering six (6) areas called Minimum Control Measures:

1. Public Education and Outreach
2. Public Involvement/Participation
3. Illicit Discharge Detection and Elimination
4. Construction Site Stormwater Runoff Control
5. Post-Construction Stormwater Management in new development and Development on PriorDeveloped Lands
6. Pollution Prevention/Good Housekeeping forMunicipal Operations.

Also in 2014, the City passed a Stormwater Management Ordinance in compliance with state legislation mandating the establishment of a local stormwater management program. As part of its stormwater management program, the City operates and maintains drainage facilities that are located within the public right-of-way or publiceasements and is also responsible for the water quality of natural streams within its jurisdiction as designed by the State and EPA; however, it does not maintain facilities that are located on private propertyor that fall under the jurisdiction of other governmental jurisdictions.

Thefollowing illustrations in Figure 7-12 show some planned initiatives that will continue to enhance the City's stormwatermanagement program.

Figure 7-12: Steps the City is taking to mitigate the effects of stormwater runoff

Nonpoint Source Pollution

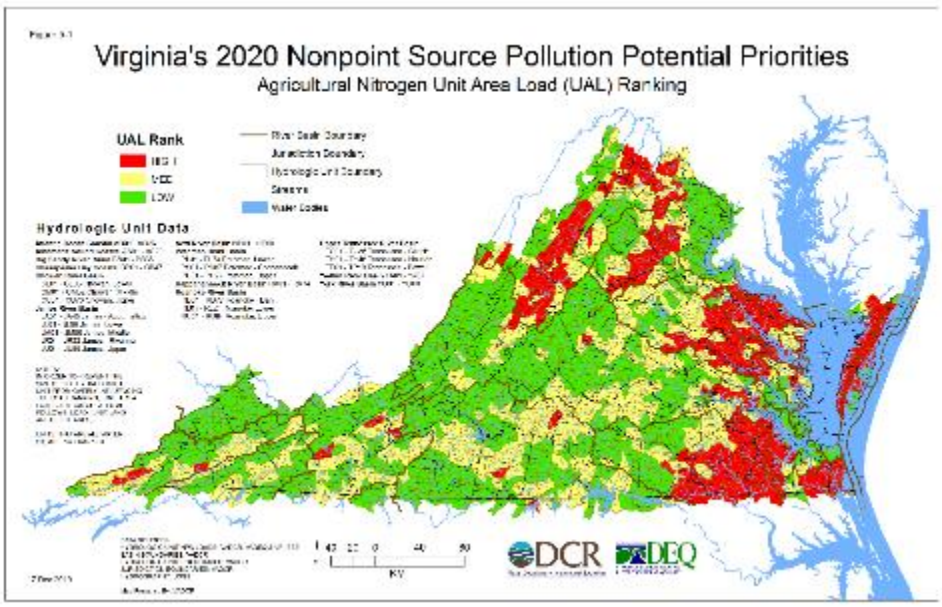
Nonpoint source pollution is an issue throughout the James River Watershed and can have a significant impact on water quality. Previous sections have established the deleterious effect runoff can have on local water quality, and nonpoint source pollution is the specific expression of this phenomenon. It occurs when rain runs off farmland, city streets, construction sites, suburban lawns, roofs, and driveways and enters waterways. This runoff often contains harmful substances such as toxins, pathogens, excess nutrients, and sediments. It is called nonpoint source pollution because it does not come from a single source or point, such as a sewage treatment plant or an industrial discharge pipe, but from many diffuse sources.

There are four main forms of nonpoint source pollution: sediments, nutrients, toxic

substances, and pathogens.

- Sediments are soil particles carried by rainwater into streams, lakes, rivers, and bays. By volume, sediment is the greatest pollutant. It is caused mainly by erosion resulting from bare land, some farming practices, and construction and development.
- Nutrients are substances that help plants and animals live and grow. The main concern is excessive amounts of two nutrients: nitrogen and phosphorus.
- Toxic substances are chemicals that may cause human and wildlife health concerns. They include organic and
- inorganic chemicals, metals, pesticides, household chemicals, gasoline, motor oil, battery acid, roadway salt, and other pollutants.
- Pathogens are disease-causing microorganisms present in human and animal waste. Most pathogens are bacteria.

Map 7-11 divides the Commonwealth of Virginia into areas grouped by severity of local nonpoint source pollution. Of particular note is how the areas of high concern generally correlate with the headwaters of the Commonwealth's major waterways, illustrating the compounding effects of runoff as it moves downstream and accumulates with every mile. Petersburg itself is largely an area of medium concern, with the City's west side being an area of low concern.



Map 7-12 – Virginia's Nonpoint Source Pollution Potential Priorities – Red signifies areas of high concern, yellow signifies areas of medium concern, and green signifies areas of low concern

The aquatic ecosystems found in developed headwater streams are particularly susceptible to degradation. Changes seen in natural flows and channel conditions reduce the habitat value of the stream. The cumulative impacts of many individual factors such as erosion, sedimentation, scouring, increased flooding, lower summer flows, higher water temperatures and pollution are responsible for the progressive degradation of stream ecosystems.

The net effect of land development is to increase pollutant export (more pollution and more movement) over pre-development levels. The impact of the higher export is felt not only on adjacent streams, but also on downstream receiving waters such as lakes, rivers, and estuaries. The impacts of the developed environment include sediment and nutrient loading, increased bacteria, increased oxygen demand, oil and grease pollution, trace metals, high levels of chlorides, and damaging thermal fluctuations.

Additionally, system failures and leakage events of wastewater from the sanitary sewer system impacts water quality by releasing untreated sewage containing microbial pathogens and toxins. Typical leakages or Sanitary Sewer Overflows (SSOs) occur during severe storm events when groundwater exceeding normal levels infiltrates the sanitary sewer system.

The potential impacts and costs associated with an increase of impervious cover on receiving waters, including tidal streams necessitates measures be taken to offset impacts. Researchers from various parts of the country have studied the impact of development on coastal areas and estuaries. Increased volumes of stormwater runoff may also have a physical effect on important wetland resources. According to the Impervious Cover Model (ICM), coastal/estuarine systems, such as shellfish beds and wetlands, have found increased degradation thresholds when impervious cover exceeds 10 percent. Decreases in water quality due to pollutant loading may have an adverse impact on valuable spawning habitat and on the ability of some fish to travel from sea to freshwater spawning grounds.

A progressive Capital Improvement Program is necessary to not only address current failures in the system but foresee future development needs and potential setbacks. Additionally, it will be important for the City to do its part for environmental stewardship and protecting the health of its citizens by enacting ordinances that mitigate the impact of development of the swamps and waterways through improved stormwater management.

Impaired Waterways

In response to requirements under the Federal Clean Water Act, the Virginia Department of Environmental Quality (DEQ) tests Virginia's rivers, lakes and tidal waters for pollutants on a regular basis, using both fixed-state (i.e., conventional) and probabilistic monitoring techniques. Over 130 different pollutants are monitored annually to determine whether the waters can be used for swimming, fishing and/or drinking (i.e., designated beneficial uses). Federal standards define the water quality needed to support each of these uses. If a body of water contains more contamination than allowed by water quality standards, it will not support one or more of its designated uses and has "impaired" water quality. Waters not meeting water quality standards are included in the biannual *305(b)/303(d) Water Quality Assessment Integrated Report.* The goal of the water quality assessment program is to determine whether Virginia's waterways meet water quality standards, and to establish a schedule for the restoration of impaired waters.

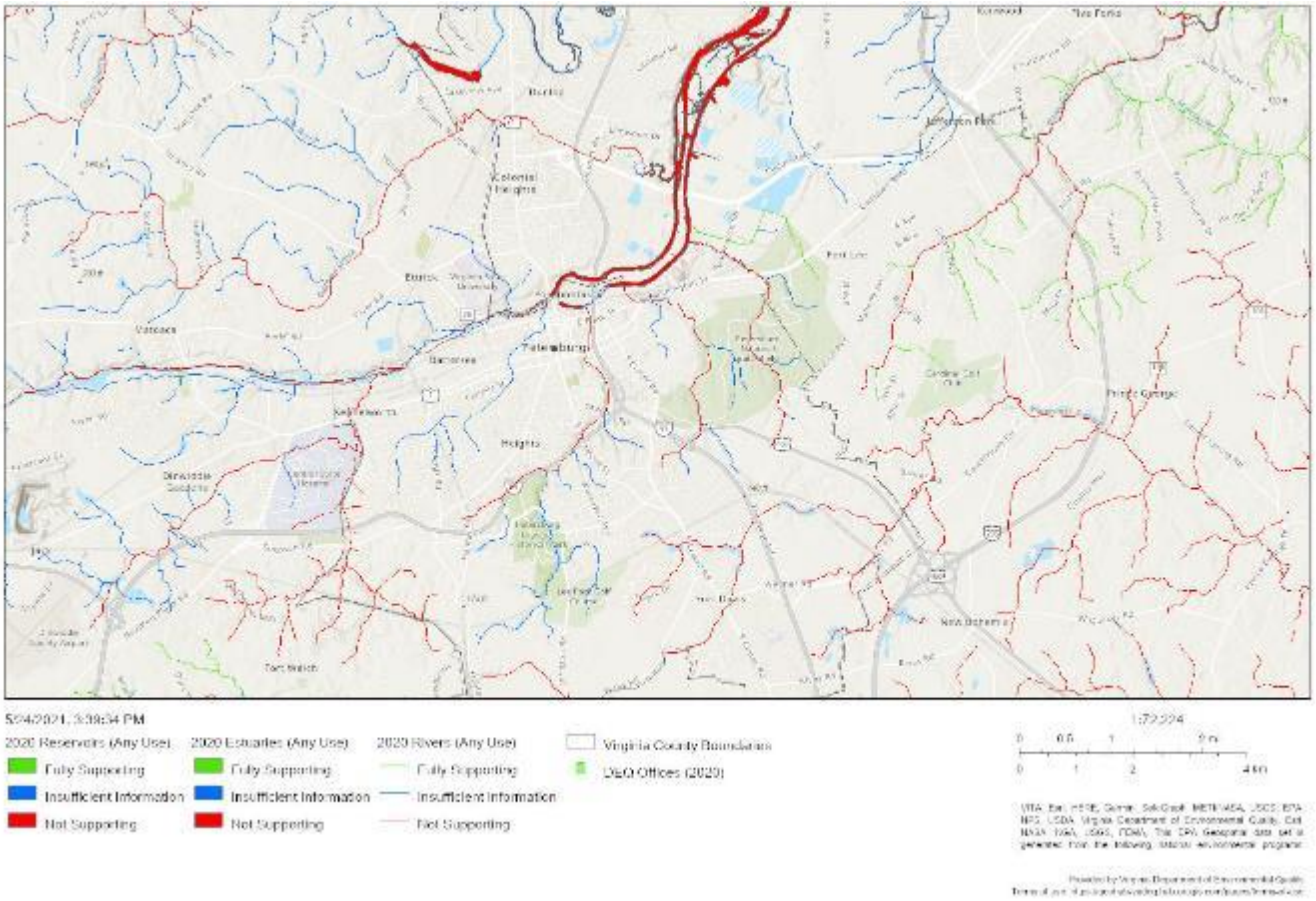
Like other communities in Virginia, most of Petersburg's waterways are included as impaired in the *Integrated Report.* Most impaired waterways require that DEQ develop a cleanup plan, or Total Maximum Daily Load (TMDL), representing the amount of a pollutant that the water body can contain and still meet water quality standards. To restore water quality, pollutant levels in an impaired waterway need to be reduced to the TMDL amount.

Following development of a TMDL, a cleanup plan describing the ways to reduce pollution levels in the waterway must be outlined. This plan is developed by the State with input from the local government and other interested stakeholders. The final step in the cleanup process is to implement the best management practices (BMPs) established in the plan.

Due to its location within the Chesapeake Bay's 64,000-acre watershed, Petersburg's waterways are also included in the Chesapeake Bay TMDL, established by EPA in 2010. The multi-state Chesapeake Bay Program, a regional partnership working together since 1983 to meet the goals of the Chesapeake Bay Watershed Agreement inclusive of federal and state agencies, local governments, non-profit organizations, and academic institutions, to restore the Chesapeake Bay. Signatories of the original Chesapeake Bay Agreement of 1983 included the governors of Virginia, Maryland, Pennsylvania, the mayor of the District of Columbia, the administrator of the U.S. Environmental Protection Agency (EPA), and the chair of the Chesapeake Bay Commission. In 2000, Delaware, New York, and West Virginia joined the partnership, and in 2010 the EPA established the Chesapeake Bay TMDL, setting limits on the amount of nutrients and sediment that can enter the Bay and its tidal rivers to meet water quality goals. Each of the seven Bay jurisdictions, including Virginia, has created Watershed Implementation Plans (WIPs) that spell out specific steps localities will take to meet these pollution reductions by 2025.

Watershed Implementation Plans (WIPs) are the roadmap for how the Bay jurisdictions, in partnership with federal and local governments, will achieve the Chesapeake Bay TMDL allocations. There are three phases of WIPs developed by the Bay jurisdictions. Phase I and Phase II WIPs were developed and submitted to EPA in 2010 and 2012, respectively. Both Phase I and Phase II WIPs describe actions and controls to be implemented by 2017 and 2025 to achieve applicable water quality standards. Phase III WIPs are based on a midpoint assessment of progress and scientific analyses. Phase III WIPs provide information on actions the Bay jurisdictions intend to implement between 2018 and 2025 to meet the Bay restoration goals.

Table 7-1 lists the City's waterways identified as being impaired in the *Final 2020 Virginia Water Quality Integrated Report,* the type of impairment, and the date EPA approved a TMDL for the applicable waterways. Impaired waterways are mapped on Map 7-13. As listed on Table 7-1, four TMDLs have been developed for waterways within or touching Petersburg's jurisdictional boundaries: two for the Appomattox and its tributaries, the Blackwater River and Blackwater Swamp. None of the TMDLs have had Implementation Plans developed. The Lower Appomattox River at the location of the WWTP is listed as Category 4A in the *Final 2020 Water Quality Assessment Integrated Report* due to low levels of dissolved oxygen. Waters designated as Category 5 indicate impaired waters requiring a total maximum daily load. The TMDL for the Appomattox River watershed regulates *E. Coli*. The SCWWA Wastewater Treatment Plant (WWTP) has received an annual *E. Coli* waste load allocation (WLA) through this TMDL and has remained in compliance with that WLA. The James River basin has 10 or more impaired segments in this watershed. Per DEQ, the sources of the impairment include atmospheric deposition of Nitrogen, clean sediments, industrial point source discharges, internal nutrient recycling, loss of riparian habitat, municipal point source discharges, and wet weather discharges.



Map 7-13: The map above denotes impaired waterways of the Petersburg area. Waterways that are marked in red are not supporting their intended use according to the Clean Water Act standards and have been designated as impaired.

The South-Central Wastewater Authority (SCWWA), located in Petersburg but serving the region as well as the City, is a point source for treated water flowing into the Appomattox River and eventually the Chesapeake Bay. SCWWA discharges directly to the Appomattox River tidal freshwater estuary. The Appomattox River estuary is estimated to be approximately 0.51 square miles per the DEQ. The drainage area is 1,344 square miles with high flow months occurring between December and April. The ongoing upgrade of SCWWA's equipment is estimated to increase its ability to process affected influent loads by around 10%. The SCWWA treatment plant has consistently stayed within the parameters of its VPDES permit to meet DEQ and EPA goals for water quality.

Implementation of Virginia's third Chesapeake Bay Watershed Improvement Plan (WIP III), including General Permit reductions combined with actions proposed in other source sectors, is expected to adequately address ambient conditions such that the proposed effluent limits are consistent with the Chesapeake Bay TMDL, and will not cause an impairment or observed violation of the water quality standards for Dissolved Oxygen, Chlorophyll a, or Submerged Aquatic Vegetation. ARWA also lists sections of Appomattox River, Poor Creek, and Harrison Creek as impaired due to fecal coliform. These waterways are not located below public wastewater treatment plants but do flow through urbanized areas. The non-point source

pollutant threats on these waterways may include, but are not limited to, sediment, fertilizers, pesticides, herbicides, and toxic substance spills.

In April 2017, the Virginia Department of Health's (VDH) Office of Drinking Water stated that the nearest downstream raw water intake (Virginia American Water Company) is located approximately 10.6 miles from the discharge point of South-Central Wastewater Authority. This should be sufficient distance to minimize the impacts of the discharge. In May 2017, VDH's Division of Shellfish Sanitation (DSS) stated that the discharge will not affect shellfish growing waters.

During the 2018 and 2020 cycle, the Appomattox River Tidal Fresh (APPTF) segment failed the Open Water Dissolved Oxygen requirements. Likewise, during the 2018 and 2020 cycle, the APPTF failed the submerged aquatic vegetation acreage requirements, and the water clarity acreage remained impaired due to no new data. This deficiency in aquatic plant acreage stemmed from a variety of sources, from agricultural runoff to loss of riparian habitat, industrial point source discharge and sediment resuspension. Finally, as a city that is located within the James River Basin, Petersburg is a party to the impairment involving PCBs in Fish Tissue from contaminated sediments and other causes, the TMDL for which is scheduled to be completed in 2022.

Table 7-1: List of Impaired Waterways in Petersburg Area (Source: Department of Environmental Quality *2020 Integrated Report*)

Waterbody Name	Impairment Category	Cause of Impairment	Probable Source(s) of Impairment	EPA Approved TMDL Date (if applicable) or
Appomattox River – Tidal Estuary	Aquatic life, open water aquatic life Shallow-water submerged aquatic vegetation	Dissolved Oxygen Aquatic plants (Macrophytes)	Agriculture; loss of riparian habitat; atmospheric deposition (nitrogen); municipal and industrial point source discharges; internal nutrient recycling; stormwater; CSOs Above, plus clean sediment resuspension and unknown sources	Chesapeake Bay TMDL 2010
Appomattox River	Recreation	E. Coli	Agriculture, nonpoint sources	2004
Appomattox River	Fish consumption	PCBs in fish tissue	Contaminated sediments, unknown sources	During the 2004 cycle, a VDH Fish Consumption Restriction was issued from the fall line to Flowerdew Hundred and the segment was adjusted slightly to match the restriction. In addition, in the 2004 cycle, the Chickahominy River from Walkers Dam to Diascund Creek was assessed as not supporting of the Fish Consumption Use because the DEQ screening value for PCBs was exceeded in 3 species during sampling in 2001. The VDH restriction was extended on 12/13/2004 to stretch from the I-95 bridge downstream to the Hampton Roads Bridge Tunnel
Ashton Creek	Aquatic life, SAV	Aquatic plants (Macrophytes)	Agriculture; loss of riparian habitat; atmospheric deposition (nitrogen); municipal and industrial point source discharges; industrial point source discharges; internal nutrient recycling; stormwater; CSOs; clean sediment resuspension and unknown sources	Chesapeake Bay TMDL 2010

Waterbody Name	Impairment Category	Cause of Impairment	Probable Source(s) of Impairment	EPA Approved TMDL Date (if applicable) or
Ashton Creek	Fish consumption	PCBs in Fish Tissue	Contaminated sediments, unknown sources	During the 2004 cycle, a VDH Fish Consumption Restriction was issued from the fall line to Flowerdew Hundred and the segment was adjusted slightly to match the restriction. In addition, in the 2004 cycle, the Chickahominy River from Walkers Dam to Diascund Creek was assessed as not supporting of the Fish Consumption Use because the DEQ screening value for PCBs was exceeded in 3 species during sampling in 2001. The VDH restriction was extended on 12/13/2004 to stretch from the I-95 bridge downstream to the Hampton Roads Bridge Tunnel
Blackwater River	Recreation	E. Coli, Total Fecal Coliform	Aging, leaking sewer lines, andrunoff from commercial or industrial development in the vicinity	7/9/10
Blackwater Swamp	Recreation	E. Coli, Total Fecal Coliform	Aging, leaking sewer lines, andrunoff from commercial or industrial development in the vicinity of the swamp	7/9/10
Cattail Run	Recreation	E. Coli	Agriculture, nonpoint sources	
James River and various tributaries	Fish consumption	PCBs in Fish Tissue	Contaminated sediments, unknown sources	During the 2004 cycle, a VDH Fish Consumption Restriction was issued from the fall line to Flowerdew Hundred and the segment was adjusted slightly to match the restriction. In addition, in the 2004 cycle, the Chickahominy River from Walkers Dam to Diascund Creek was assessed as not supporting of the Fish Consumption Use because the DEQ screening value for PCBs was exceeded in 3 species during sampling in 2001. The VDH restriction was extended on 12/13/2004 to stretch from the I-95 bridge downstream to the Hampton Roads Bridge Tunnel

Catalog of Existing and Potential Pollution Sources

Voluntary Remediation Program Successes

This Chapter has generally enumerated some of the harmful impacts that development in sensitive areas can have on the local region, but it is equally important to recount some of the specific instances of environmental damage in the Petersburg area, as well as the successful efforts the City, Commonwealth, and private sector have had in cleaning up these environmentally compromised properties. The Voluntary Remediation Program (VRP) encourages hazardous substance cleanups that might not otherwise take place. The VRP represents a way for site owners or operators to voluntarily address contamination sites with support from DEQ. The main objectives of the program are site redevelopment and enhanced environmental outcomes. The program is not intended to serve as an alternative to or refuge from applicable laws, just a means for site owners and operates to measure and redress damage that had taken place at the site in the past.

When remediation is properly completed, DEQ issues a Satisfactory Completion of Remediation certificate. This certification provides assurance that the remediated site will not become subject to DEQ enforcement action later, provided new issues are not discovered. The program eases the sale and reuse of industrial and commercial properties across Virginia, and participation in the program decreases potential environmental liabilities of reusing or further developing extant commercial properties and reduces the need for expanding commercial sites onto lands yet undeveloped. There are three VRP sites in Petersburg – the Titmus Optics building on Commerce Street and the Brenco Puddledock Road site both received certificates of completion, while the Columbia Gas site on North Madison Street is enrolled in the program.

Figures 7-13 & 7-14: The VRP site on Commerce Street, formerly the Titmus Optics factory. Half the site was converted into loft apartments in 2009 (right), and half remains vacant (left), though an attempt was made in 2015 to acquire the property, also to convert it into residential space

Edward Titmus, a Petersburg native, founded the Titmus Optical Company in 1908. At first a glasses and jewelry store with a small area for manufacturing lenses in the back, Mr. Titmus expanded in 1919 to the Commerce Street site and by 1927 had established a factory and gone into full-time manufacturing of eyewear products. Before World War I the international lens industry had been largely dominated by German manufacturers, but as war closed the traditional avenues of trade, the way stood open for individuals like Mr. Titmus and his employees to satisfy America's demand for glasses and lenses. By 1960, Mr. Titmus' factory employed 1,200 people and was one of the largest independent lens companies in the US, having expanded into frames, sunglasses, and vision testers. The good times would unfortunately not last. In 1974, control of the company fell out of the hands of the Titmus family, and into that of Carl Zeiss, the German optical firm, only later to be sold to French firm Bacou-Dalloz (now owned by Honeywell). With each new owner, the original

plant hemorrhaged workers, until finally in 1995 the City of Petersburg agreed to purchase the Commerce Street properties on the condition that Honeywell/Bacou-Dalloz would move to a new factory within Petersburg's City Limits. Though individuals in the Petersburg area continued to be employed in lens manufacturing, the former site of the largest American glasses factory south of New York was now abandoned.

Slow expansion of Titmus over decades resulted in the construction of a sprawling complex comprised of 24 interconnected one-, two- and three-story buildings, totaling approximately 208,000 square feet of floor space. Upon taking ownership in 1995, the City conducted an Environmental Site Assessment (ESA), which identified trichloroethene and its degradation products in the site's groundwater. A manmade chemical, trichloroethene is used as a solvent for various industrial and chemical uses. Once used as a sedative, it dulls neurochemical processes for eight hours upon inhalation (evaporating into the air at room temperature) and studies strongly suggest that long-term contact could have serious negative health effects, especially for pregnant women. A year later, the Titmus building was classified as site #00148 in the Commonwealth's Voluntary Remediation Program. After some more investigation the DEQ determined that the contamination of the site's groundwater did not present a danger to the surrounding water system and issued the Titmus building its first certificate of completion for the VRP on September 4th, 1996, under the condition that the

site's groundwater be strictly prohibited from use as drinking water.

In 2009, developers began to explore the possibility of converting sections of the Titmus building into loft apartments. Residential use naturally carried a higher bar for investigation of potential environmental dangers, and so the developers hired a firm to conduct an even more thorough investigation than had occurred nearly fifteen years previously. This survey discovered arsenic, silver, chromium, lead, naphthalene, and the previously detected trichloroethene in the soil at levels that were potentially harmful to human habitation. To mitigate the risk posed by these materials, DEQ mandated the installation of vapor mitigation systems that would prevent the dangerous materials in the air from accumulating to levels that would be hazardous for the building's residents. These devices were installed in early 2010, and on August 2011 the site received its second VRP certificate. Though half the factory remains abandoned, the loft apartments (pictured in figure 7-14) remain occupied into the present day.

Figure 7-15: The Brenco site at 1964 Puddledock Road.

Amsted Rail Company's Brenco Division has been operating in the Petersburg area since 1949. A manufacturer of railroad components, Brenco's presence in the City reflects Petersburg's historic importance
as a hub of Virginia's rail lines. While the company's main property is at 2580 Frontage Road, the company also possesses a property at 1964 Puddledock Road that served as a manufacturing facility and warehouse, ceasing active operations in 1970 (though continuing to operate as a warehouse until the late 2000s). In 1994 Brenco contracted a consulting firm to determine the extant if any of the environmental damage of the site, which proceeded to discover quantities of lead, cadmium, barium, chromium, and other potentially harmful materials in the copious amounts of waste material stored at the site, though only lead was discovered in quantities exceeding the EPA's toxicity thresholds.

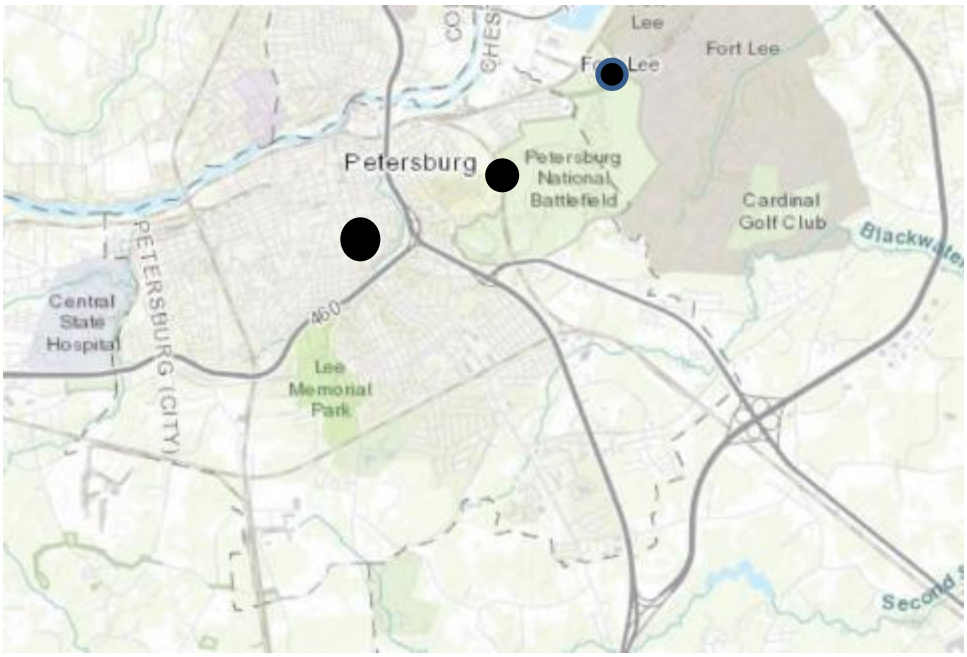
Brenco mitigated the lead contamination by mixing 20% to 25% Cement Kiln Dust (CKD) as a stabilizing agent to the lead contaminant waste material. To avoid any contamination to the groundwater during this process, the Puddledock site was dewatered through a series of wells specially built for this purpose, allowing the excavation of the waste material to proceed with

no danger of contamination of the surrounding area's water. The actual stabilization process was accomplished by loading the waste material into a front-loading hopper with a screening plant. The hopper then proceeded to feed the waste material into a channel belt conveyor, which removed large fragments of contaminant before feeding CKD onto the conveyor to neutralize the rest of the hazardous material. Using this process, Brenco utilized 12,766 tons of CKD to stabilize 62,078 tons of contaminated material, which was then sent to a nearby landfill. After the completion of this endeavor, the site received its VRP certificate from DEQ. Although Brenco still owns the property, it is not currently in use.

Figures 7-16 & 7-17: The Columbia Gas Company

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

Coal tar was the primary gas manufacturing byproduct of the old plant's industrial model. When the plant was in production, the tar was sold for use in roofing and in road tar. Once the plant closed, some tar was left on the property in underground structures. Over time, residual elements of this tar had leaked out of their containment and migrated as far as Bank Street, where they threatened underground utility lines such as gas,
water, sewer, and communications cables. To counter this, Columbia Gas has since removed or cleaned gas plant residuals from underground structures, halted the seepage into the creek by excavation of affected bank material and placement of loose stone, and placed clean soil over portions of its property. Although these steps greatly lessened the danger the former plant posed to the groundwater, to receive full VRP certification Columbia must address sources of gas plant residues deeper in the subsurface, including under Bank Street, as there is a concern that this could prove a danger to utility workers conducting repairs.



Map 7-14: A map taken from the City's GIS of sites that have received a certificate of completion from the Voluntary Remediation Program or which are currently enrolled. From west to east: The Titmus Factory, the Columbia Gas facility, the Brenco site on Puddledock road

Brownfields

Each of the successful remediation projects above began as a "brownfield." A brownfield is defined as a site that has actual or perceived contamination and potential for redevelopment or reuse. In 2000, the EPA assessed City-owned brownfieldson Commerce Street and High Street, eventually awarding the city a $200,000 grant for revitalizing these areas. Since the initial announcement of this study in 2000, former industrial sites along Commerce Street (the Titmus building) and High Street (Seward Trunk Company) have been adaptively reusedfor loft apartments in concert with the revitalization of Downtown Petersburg. The Commerce Street Site's success story was told in the previous section as it was also a VRP, but even after a tragic fire devastated much of the High Street structure in 2018, the area was mostly rebuilt and remains a popular destination for young renters in the City. Redevelopment of brownfields such as these improvesthe economic viability of the downtown and improves the environmental quality of the currently impairedAppomattox River.

Figure 7-18: An unrepaired section of fire damage to the High Street Lofts site stemming from the 2018 fire that left dozens homeless

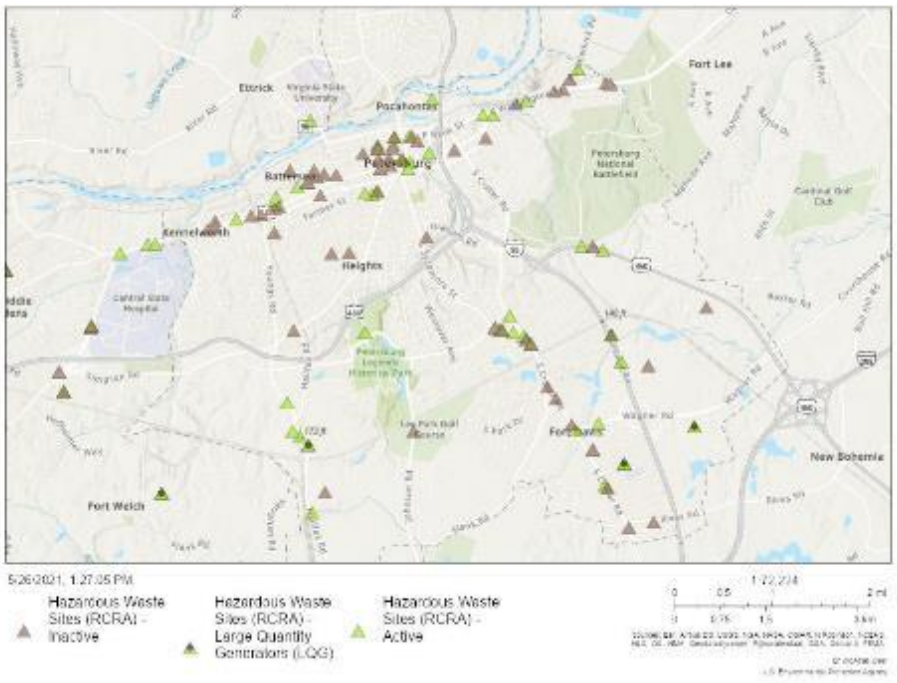
In 2010, the Petersburg area benefited from a $300,000 Brownfield Job Training Grant to the Pathways-VA nonprofit, to assist the organization to train 64 students, place 45 graduates in environmental jobs, and track the graduates for one year. These students were recruited from unemployed and underemployed residents of the Petersburg area as well as veterans transitioning from the military stationed in Fort Lee Army Base. Working with partners such as the Crater Regional Workforce Investment Board, trade unions, and the City, Pathways-VA entered 85 participants in their program. Of these 85 individuals, 69 completed the training and 58 entered employment in fields such as hazardous material removal, occupational health, and protective services.

RCRA Sites & Superfund Sites

Federal law requires states to investigate and clean up hazardous chemicals that pose an unacceptable risk through the Resource Conservation and Recovery Act (RCRA), which typically targets industrial or hazardous waste facilities. Virginia's program is driven by aspirational goals announced in 2004 that were focused on meeting certain cleanup measures by the year 2020. These goals targeted achieving 95% completion of three important milestones:

- Human exposures under control
- Migration of contaminated groundwater under control
- Remedy construction

Current human exposures are under control at 100 percent of the 121 baseline facilities, which includes the 21 active RCRA sites in Petersburg. The U.S. Environmental Protection Agency has established a new 2030 Vision: Mission and Goals for the RCRA Corrective Action program. Corrective Action cleanups support healthy and sustainable communities, where people and the environment are protected from hazardous contamination. The inactive and active RCRA sites located in and around Petersburg are Map 7-15.



Map 7-15 - Hazardous Waste Sites in the Petersburg Area – The gray triangles represent inactive hazardous waste sites, the dark green triangles are Large Quantity Generators (LQG) of waste, generating over 2,200 pounds per calendar month. Light green triangles represent sites that generate less than 2,200 of hazardous waste per calendar month. According to the EPA, there is one LQG site within the Petersburg city limits, the Ampac Chemical site at 2820 Normandy Drive.

Superfund sites are federally designated areas of pollution that the EPA is empowered to clean up (or mandate that responsible parties do so) under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) of 1980. These contaminated areas are known as “Superfund” sites. There are 40,000 Superfund sites in the United States, but according to the EPA there are no Superfund sites in Petersburg.

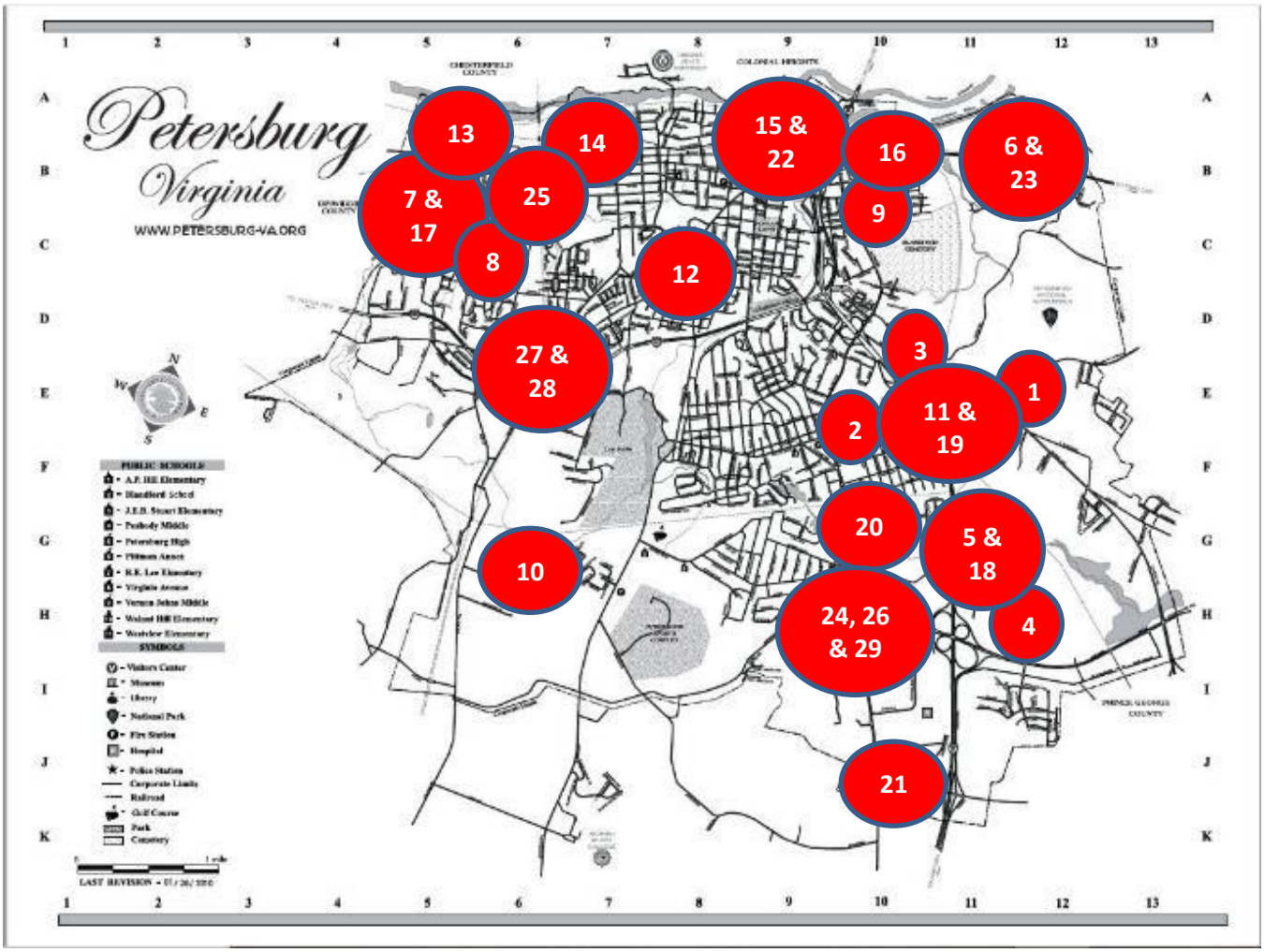
Potential Groundwater Contaminants – Storage Tanks and VPDES Sites

Above and underground storage tanks (USTs) can often contain substances that are hazardous to the local environment. Examples of the kind of chemicals sometimes found in storage tanks include petroleum, gasoline, diesel fuel, and acetone, and these are left unmonitored the chemicals stored inside the tanks can contaminate the groundwater.

If a storage tank is no longer being used, then the City and the tank’s owner takes the proper steps to fill it in with concrete or other substances which will nullify any chances of the tank leaking harmful substances into the surrounding area. This has happened numerous times in Petersburg’s history, and as of now there are 4 residential storage tanks and 29 commercial storage tanks within Petersburg’s city limits. The commercial storage tanks are detailed in table 7-2 below.

Table 7-2: Commercial Storage Tanks in the Petersburg Area

Number of Site	Name	Address	Business Type
1	460 Sunco	2127 County Dr.	Convenience Store
2	7 Eleven	225 S. Blvd.	Convenience Store
3	7 Eleven	701 S. Crater Rd.	Convenience Store
4	Ampac Fine Chemicals	2820 N. Normandy Dr.	Chemical Co.
5	Brenco	2580 Frontage Rd.	Plant
6	BP	1932 E. Washington St.	Convenience Store
7	City of Petersburg	309 Fairgrounds Rd	City Property
8	City of Petersburg	800 Arlington St.	City gas fill up
9	Exxon Food Mart	615 E Washington St.	Convenience Store
10	Infra-Metals Co.	1900 Bessemer Rd.	Plant
11	J&B Stores	2058 County Dr.	Convenience Store
12	Little Food Mart	908 Halifax St.	Convenience Store
13	LU & RO Atlantic Iron	30-B Mill Rd.	Salvage yard
14	Lucky's Convenience Store	1450 W. Wythe St.	Convenience Store
15	Market Place #1	110 W. Washington St.	Convenience Store
16	Market Place #2	1 S. Crater Rd.	Convenience Store
17	Midget Mart #12	1420 W. Washington St.	Convenience Store
18	Miller Mart	1200 Courthouse Rd.	Convenience Store
19	Mobile	2156 County Dr.	Convenience Store
20	Mobile Express ll	2205 S. Crater Rd.	Convenience Store
21	New Dixie Mart #228	328 Rives Rd.	Convenience Store
22	Petersburg Deli	140 E. Washington St.	Convenience Store
23	Petersburg Food Mart	1500 E. Washington St.	Convenience Store
24	Petersburg Market Place	2706 S. Crater Rd.	Convenience Store
25	Russell Fence Co.	1639 W. Washington St.	Fence inst.
26	Sheetz	151 Wagner Rd.	Convenience Store
27	Town & Country #3 LLC	1908 Boydton Plank Rd.	Convenience Store
28	Velero	1740 Boydton Plank Rd.	Convenience Store
29	WaWa	3199 S. Crater Rd.	Convenience Store



Map 7-16: Displaying the city's commercial underground storage tanks –Numbers correspond to Table 7-2. Tanks that are too close together to show individually are represented by one dot with multiple numbers

The City's ordinance does not allow the storage of materials except those necessary for building maintenance in flood zones, preventing a potential source of pollution from stormwater runoff. The City is highly proactive in removing storage tanks upon request or when they present a potential liability, removing or filling in with concrete and/or foam 34 storage tanks over the last three decades.

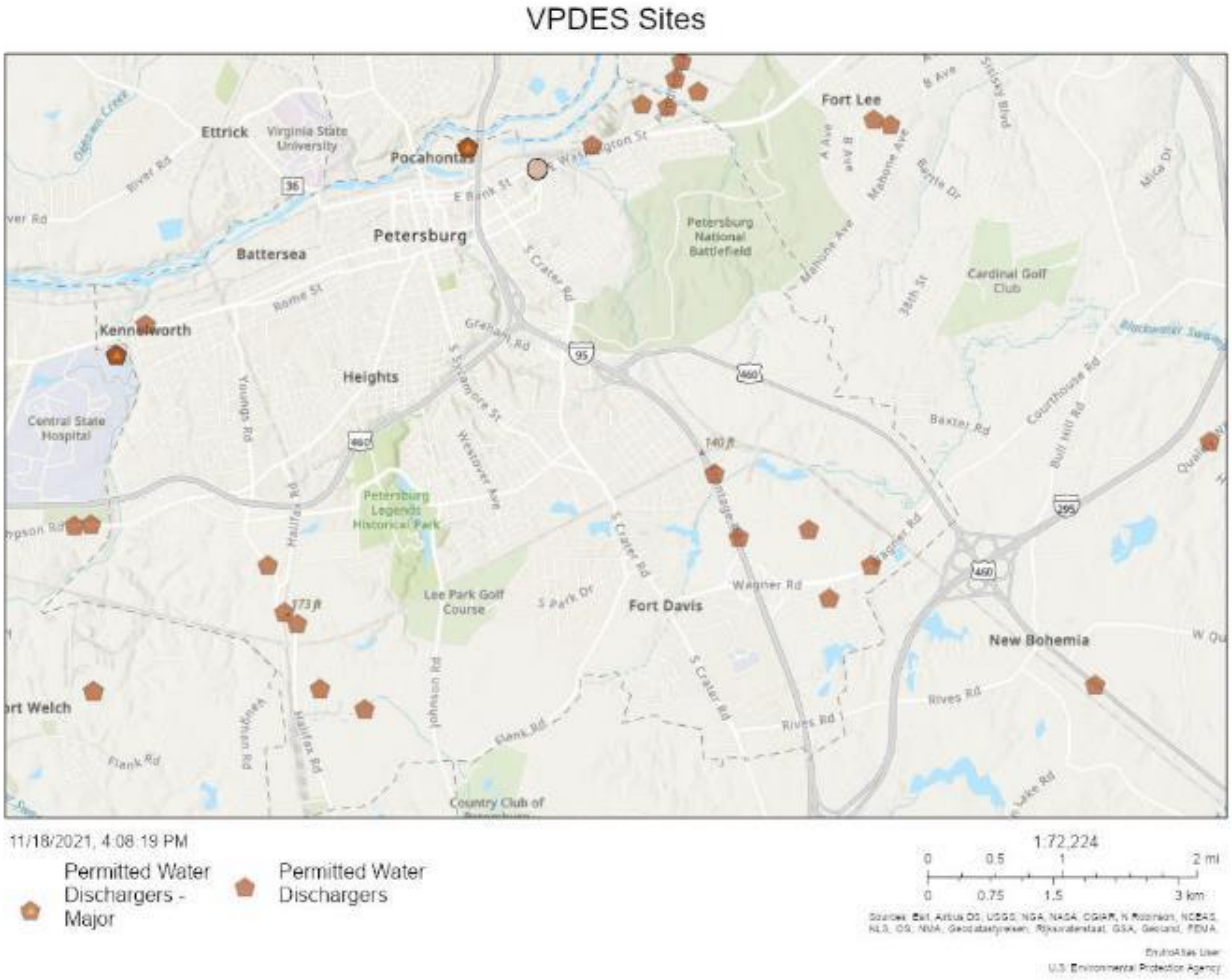
The Clean Water Act of 1972 established the National Pollutant Discharge Elimination System, a program intended to limit the quantity of pollutants infiltrating the water supply of streams, rivers and bays all across the country. DEQ implements and administers this program as the Virginia Pollutant Discharge Elimination System (VPDES). The agency monitors all point source discharges to surface waters, dischargers of stormwater from Municipal Separate Storm Sewer Systems (MS4s), as well as dischargers of stormwater from industrial activities. These sites are shown on Map 7-17 on the page below.

Point sources are generally given a classification based on the type of discharge and volume of their output:

- Major: Sewage with a design volume equal to or greater than 1.0 million gallons per day and

industrial discharges requiring EPA review

- Minor: Commercial, small industrial and sewage of less than 1.0 million gallons per day
- General: Typically, small volumes of low-potency pollutant



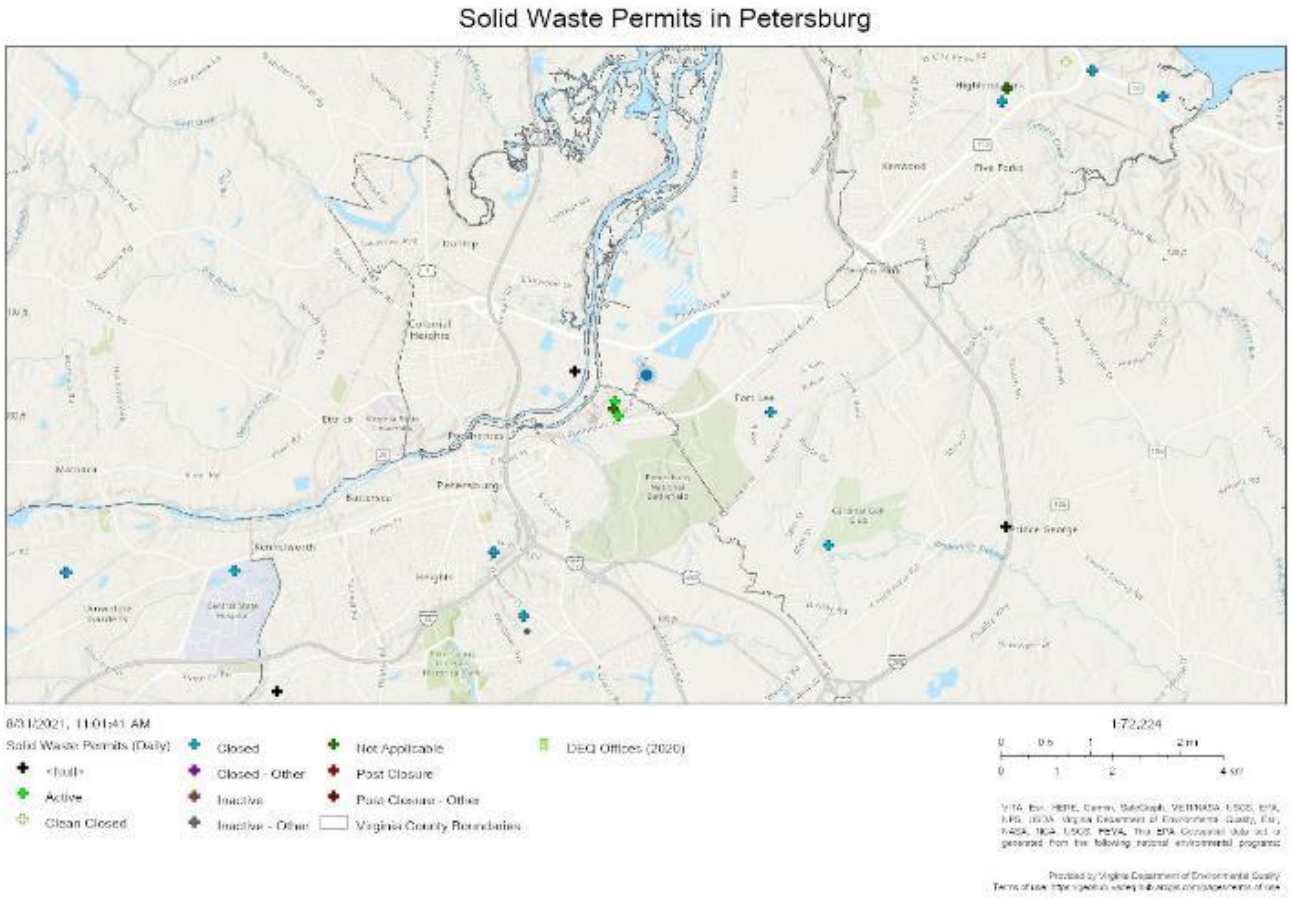
Map 7-17: VDPES sites in and around Petersburg. There are 15 minor dischargers and one major – the South Central Wastewater Authority Complex.

To better regulate potential point source pollution, DEQ issues individual permits to municipal and industrial facilities alike. These can be industrial sites, large gas stations, hospitals, water treatment facilities, large schools, or any number of other facilities that pose a documented or potential danger to the local environment. There is one major VPDES site within Petersburg's city limits: the SCWWA facility. Minor VPDES sites within the city limits number fifteen in all. In May 2017, Department of Conservation & Recreation's Division of Natural Heritage recommended the implementation of and strict adherence to applicable state and local erosion and sediment control/storm water management laws and regulations in order to minimize adverse impacts to the aquatic ecosystem. However, the SCWWA facility currently holds a "No Exposure Certification" for exclusion from Virginia Pollutant Discharge Elimination System (VPDES) permitting (effective through 6/29/2022). Therefore, the City anticipates that storm water runoff from this facility will not have an impact on in-stream water quality. In June 2017, the Virginia Department of Game & Inland Fisheries (DGIF) indicated that provided the applicant adheres to the permit conditions and the following recommendations, DGIF does not anticipate the

reissuance of this permit to result in adverse impact to these designated threatened and endangered species waters or their associated species.

Solid Waste Permits in Petersburg

Solid waste permits are required for the construction, operation, and modification of solid waste disposal sites, otherwise known as landfills. These permits are mandatory for sanitation, construction/demolition/debris, and industrial landfills, as well as for coal combustion residual landfills and surface impoundments. One facility in Petersburg currently has an active solid waste permit, the Curtis Bay Medical Waste Services building on Puddledock Road. The Tri-City landfill and material recovery facility on Industrial Drive used to possess a solid waste permit, but this was revoked by DEQ in 2019.



Map 7-18: Map of Solid Waste Permits in the Petersburg area. Includes former permit-holders such as the former site of the Southside Regional Medical Center as well as the Tri-Cities landfill. There is also a Resources Recovery Site located at 2851 Frontage Road for which construction was approved by the City Council in February 2020 but this site is not displayed on DEQ's map.

Figure 7-19: The city harbor in the 19th Century

Harbor Initiative

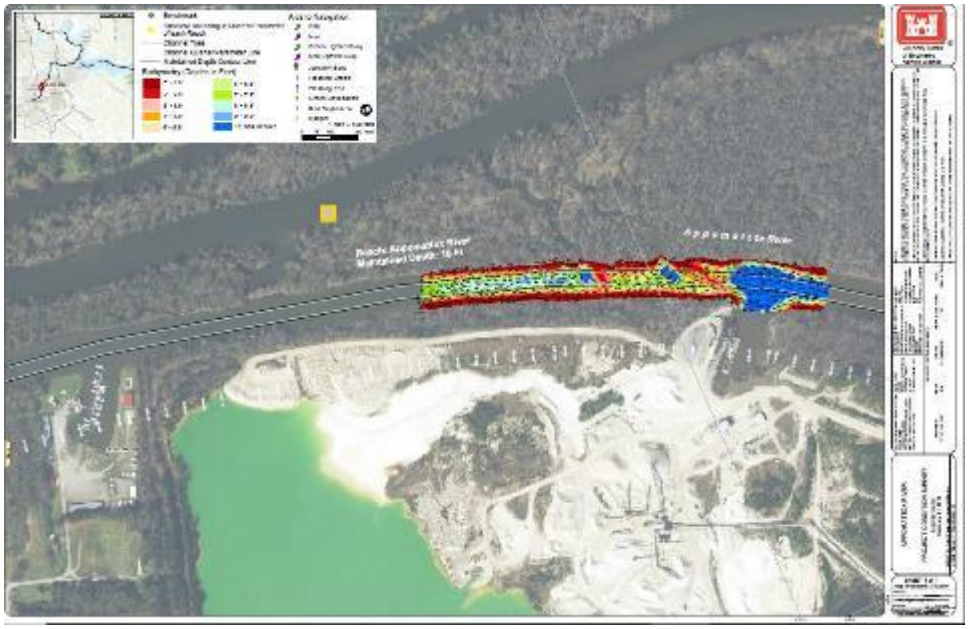
The City has long pursued the re-creation of a navigable harbor on the Appomattox. The process of dredging the river has uncovered hazardous materials that have halted the finished product of a harbor for many years. Currently, the Army Corps of Engineers is testing the viability of taking hazardous materials (primarily creosote) found in the riverbed, and the City has made a $750,000 Community Project Fund request to the Federal Government for assistance in this project.

Figure 7-20: The proposed dredging zone of the Appomattox River

Figures 7-21 and 7-22: A view of the areas to be dredged

The discovery in 1991 of contaminated materials during Appomattox River dredging had created an environmental obstacle to the re-creation of the Petersburg Harbor and the process has been slow. The City of Petersburg and the Army Corps of Engineers are jointly reviewing possible sites for the dredged material. There are numerous challenges associated with placement of the material – it must be close enough to the site for easy pumping or truck hauling, it cannot have an impact on water treatment or sediment dewatering, and systems for air and water quality monitoring must be available. The city had found a suitable site for disposal of the dredged material but unfortunately the site's operators have run into issues with the permitting process which makes the site unsuitable until this is resolved.

It is estimated that an average 200,000 cubic yards of material stand to be recovered once dredging begins. The federal government has been consistently supportive, and the City can be reasonably confident that the dredging will occur in the not-too-distant future once a suitable site for disposal has been located and secured.



Map 7-19: A 2019 survey by the Army Corps of Engineers on the section of the river being dredged

Chesapeake Bay Preservation Program

In the 1970s the Chesapeake Bay reached a critical state of pollution, caused largely by runoff from industrialized areas that lie in its watershed. Much has been done throughout the Commonwealth to correct this trend, the most significant of which was the 1988 passage of the Chesapeake Bay Preservation Act, intended to minimize the negative

impact local communities have on the Bay's water quality. The Bay Act is based upon the premise that certain lands that are proximate to shorelines have intrinsic water quality value due to the ecological and biological processes they perform. Other lands have severe development constraints attributable to flooding, erosion, and soil limitations. With proper management, these lands offer

significant ecological benefits by providing water quality maintenance and pollution control, as well as flood and shoreline erosion control. Lands of particular sensitivity include, but are not limited to, floodplains, steep slopes, highly erodible soils, highly permeable soils, and hydric soils. These lands together need to be protected from destruction and damage to protect the quality of water in the bay and consequently the quality of life in the city and in the Commonwealth.

Figure 7-26: A view of the beautiful Appomattox River

The DEQ Local Government Assistance Program oversees the implementation of the Bay Act by localities required to identify environmentally sensitive features for protection and to incorporate performance criteria for development within those areas into local plans and ordinances. Petersburg is among the localities which drains to the Chesapeake Bay and has adopted a local Chesapeake Bay Preservation program which requires City staff to review land development proposals within designated Chesapeake Bay Preservation Areas (CBPAs) for compliance with local ordinances to ensure that "land disturbance is minimized, indigenous vegetation is preserved, and impervious cover is minimized," among other performance criteria.

The City's designated CBPAs include Resource Protection Areas (RPAs) and Resource Management Areas (RMAs). The RPA is the component of a Chesapeake Bay Preservation Area comprised of lands adjacent to water bodies with perennial flow that have an intrinsic water quality value due to the ecological processes they perform or are sensitive to impacts which may result in significant degradation to the quality of state or local waters. RPAs include tidal wetlands, tidal shores, nontidal wetlands (connected by surface flow and contiguous to tidal wetlands or to perennial streams) and a 100-foot-wide buffer adjacent to and landward of other RPA components. Within RPAs development is limited and requires local government review and approval.

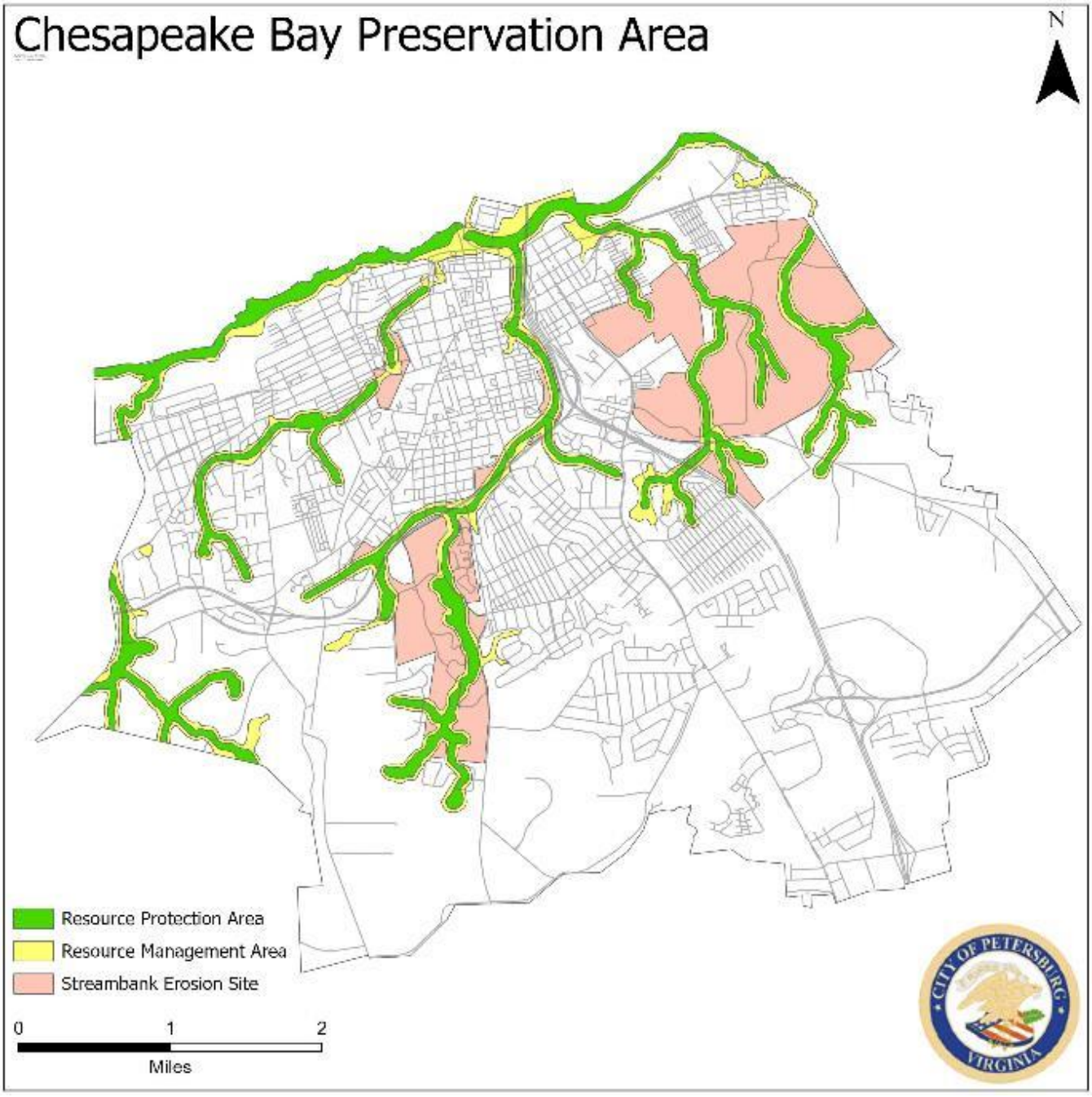
The RMA is that component of the Chesapeake Bay Preservation Area that is not classified as the Resource Protection Area. The City's Ordinance designates RMAs as areas lying 100 feet landward of and contiguous to the RPA and, in addition, any area consisting of the 100-year floodplain (areas with a 1% chance of flooding per year) and hydric soils adjacent to water bodies with perennial flow. City law dictates that if the boundaries of an RPA or RMA include a portion of a lot or parcel, the entire lot or parcel is designated as either RPA or RMA. Within the RMA, any use or activity permitted by zoning is allowed with local government review and approval.

The Petersburg City Chesapeake Bay Preservation Ordinance limits development in the RPA to water-dependent uses, redevelopment, new principal structures and necessary utilities on parcels recorded prior to October 1, 1989, that have suffered a loss of buildable area, private roads and driveways, or regional flood control or stormwater management facilities. Also permitted are certain

exemptions, buffer encroachments or buffer modifications. Each of these uses, activities, or facilities can be approved under certain conditions through an administrative process overseen by the Director of Planning and the Director of Public Works. Other activities or structures proposed within the RPA require approval of an exception following a public hearing by the City Board of Zoning Appeals. Any land disturbance in the RPA requires approval of a site-specific determination of the CBPA boundaries at the time of development, a water quality impact assessment, and mitigation for the encroachment of the 100-foot buffer area elsewhere on the parcel.

Development within CBPAs, inclusive of the RMA and the RPA, is required to minimize land disturbance and impervious surfaces to that which is necessary for the proposed use or development, and to preserve indigenous vegetation to the extent practicable. In addition, compliance with the City's erosion and sediment control and stormwater management ordinances, and review through the plan of development review process is required for land disturbance exceeding 2,500 square feet. The plan of development review process requires approval of a site plan in accordance with the provisions of the zoning ordinance or a subdivision plat in accordance with the subdivision ordinance prior to any clearing or grading of the site or the issuance of a building permit to ensure compliance with all applicable requirements of the City's Chesapeake Bay Preservation ordinance. In addition to a site plan or subdivision plat the following items will be required:

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



Map 7-21 – City of Petersburg Designated Chesapeake Bay Preservation Areas

Environment and Water Quality Improvement Policy Goals

Policy Goal 1: Improve the environment and water quality within the City through the implmentation of existing and development of new regulations, ordinances, and programs

- **Objective 1:** Adopt the Virginia C-PACE program to incentivize private development that utilizes environmental conservation techniques. (Short Term : 0-5 Years)

- **Objective 2:** Promote recycling by developing a post-consumer waste office paper purchasing policy in accordance with the Virginia Public Procurement Act for all County facilities, and by increasing private sector and public awareness of recycling opportunities. (Short Term : 0-5 Years)

- **Objective 3:** Review and update the Zoning ordinance to ensure it promotes best practices in environmental conservation for local businesses, as well as ensuring clear expectations for developing new businesses in targeted industries. (Short Term : 0-5 Years)

- **Objective 4:** Require submission of environmental inventories in order to protect environmentally sensitive lands. (Short Term : 0-5 Years)

- **Objective 5:** Develop specific recommendations for voluntary and regulatory means to protect resources identified in studies, such as the Regional Natural Areas Inventory. (Short Term : 0-5 Years)

- **Objective 6:** Continue to evaluate and update Ordinances and policies to promote the construction of homes, businesses, and public facilities that conserve energy and achieve other green building standards. (Ongoing)

- **Objective 7:** Continue to use sound science to update and create the requirements, standards, and specifications used to design, approve, and build BMP facilities the City. (Ongoing)

Stormwater and Physical Constraints to Development Policy Goals

Policy Goal 1: Review ordinances pertaining to stormwater management and erosion control ordinances to improve stormwater management and erosion control.

- **Objective 1:** Pronounce a moratorium on underground piping of streams. (Short Term : 0-5 Years)

- **Objective 2**: Avoid development in areas designated as 100-year flood plains (see Map 7-3) (Short Term : 0-5 Years)

- **Objective 3**: Utilize Water Quality Improvement Funds (WIQF) to enhance or develop Best ManagementPractices (BMP) when addressing stormwater runoff in highly impervious areas of the City (Downtown, South Crater Road). (Ongoing)

- **Objective 4**: Restore degraded stream buffers by utilizing neighborhood organizations in planting programs, removal of pollution sources and invasive plants. (Mid Term : 5-

10 Years)

- **Objective 5**: Remove streams from underground pipes whenever possible to increase aquatic habitat, groundwater infiltration and flow rates, reduce water stagnation and improve environmental aesthetics. (Long-Term : More than 10 Years)

Catalog of Existing and Potential Pollutants Policy Goals

Policy Goal 1: Improve Water Quality

- **Objective 5**: Remove streams from underground pipes whenever possible to increase aquatic habitat, groundwater infiltration and flow rates, reduce water stagnation and improve environmental aesthetics. (Long-Term : More than 10 Years)

- **Objective 1: Adopt the Virginia C-PACE program to incentivize private development that utilizes** environmental conservation techniques. (Short-Term : 0-5 Years)

- **Objective 2:** Promote recycling by developing a post-consumer waste office paper purchasing policy in accordance with the Virginia Public Procurement Act for all County facilities, and by increasing private sector and public awareness of recycling opportunities. (Short-Term : 0-5 Years)

- **Objective 3:** Review and update the Zoning ordinance to ensure it promotes best practices in environmental conservation for local businesses, as well as ensuring clear expectations for developing new businesses in targeted industries. (Mid-Term : 5-10 Years)

- **Objective 4:** Require submission of environmental inventories in order to protect environmentally sensitive lands. (Mid-Term : 5-10 Years)

- **Objective 5:** Develop specific recommendations for voluntary and regulatory means to protect resources identified in studies, such as the Regional Natural Areas Inventory. (Mid-Term : 5-10 Years)

- **Objective 6:** Continue to evaluate and update Ordinances and policies to promote the construction of homes, businesses, and public facilities that conserve energy and achieve other green building standards. (Long-Term : More than 10 Years)

- **Objective 7:** Continue to use sound science to update and create the requirements, standards, and specifications used to design, approve, and build BMP facilities the City. (Long-Term : More than 10 Years)

Policy Goal 3: Further catalog the physical geography of Petersburg to better inform future planning and development decisions.

- **Objective 1**: Use GIS to conduct a full inventory of Petersburg's shorelines, compiling a comprehensive catalog of Petersburg's shoreline features, limited not just to RPAs and structures but also shoreline features such as riprap, bulk heads, and break waters. (Short Term : 0-5 Years)

- **Objective 2**: Continue to observe the erosion sites listed in the report on a biannual basis, taking photos and other measurements to document the progress of erosion or lack thereof. (Short Term : 0-5 Years)

Chesapeake Bay Preservation Act Policy Goals:

Policy Goal 4: Bring the City to full adherence with the Chesapeake Bay Preservation Act

- **Objective 1**: Ensure all proposed projects (inclusive of building permits, site plans, and subdivision plats) located within designated CPBAs are reviewed for compliance with the City's Chesapeake Bay Preservation Program. (Short Term : 0-5 Years)

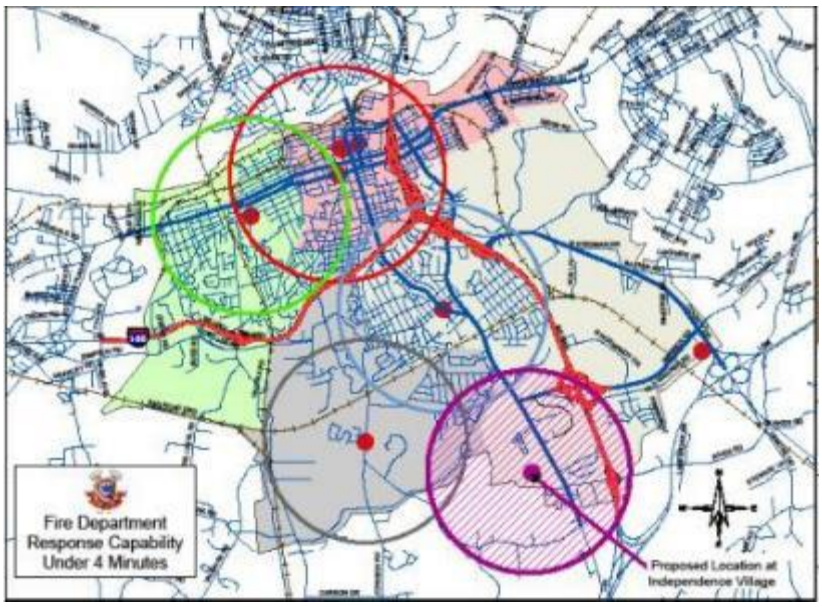
- **Objective 2**: Draft ordinance regarding the construction of private dock sites that are in compliance with the City's policy on wetlands and Chesapeake Bay Preservation program, as well as current state and federal environmental regulatory requirements. (Short Term : 0-5 Years)

- **Objective 3**: Develop a more detailed policy for coastal structures such as docks, piers, and other coastal development. (Short Term : 0-5 Years)

- **Objective 4**: Ensure that all RPAs possess a fully vegetated 100-foot riparian buffer, regenerating the vegetation in the area as needed. Re-establish riparian buffers whenever possible as development occurs. (Short Term : 0-5 Years)

Police

The Petersburg Police Department has recognized several trends in the City that will affect the distribution and expansion of the Police Force. Although the City has experienced a decline in populationover the past ten years, the demands for police service did not shrink with it. The population losses over the past years were not the percentage of those in Petersburg who were the heaviest users of Police services, because there was no decrease in the demand for police services. Likewise, as the population in Petersburg is aging, it creates additional strain on the Police force. Older residents are less capable of taking a more active partnership role in community policing, yet still require the same level ofpolice service. This means that shrinking population in the northern sections of the City do not equate togreater flexibility and an excess of personnel to address the growing population in the southern portion of the City. The Police Department has addressed the concern of the growth in the Southern portion of the City and strategically plans and schedules the officers to always maximize complete coverage of the City. The City has already begun planning and allocating resources to make the appropriate public investment to have additional substations and facilities to meet the demands of the City.



Map 8-1: An illustration of the 4-minute response capacity of each Petersburg Fire Dept. Station

Fire, Rescue & Emergency Services

The Petersburg Department of Fire, Rescue, and Emergency Services are a progressive, full-service firedepartment. Established in 1773, the department is rich in history tradition, and is proud to call itself one of the oldest organized fire departments in the country.

Services

The department provides and offers a variety of services which includes:

- Dive operations
- Emergency medical services that provide basic andadvanced pre-hospital life support
- Fire, building, and housing code enforcement
- Fire prevention and public fire and safety education programs
- Fire Suppression
- Rescue Services

The Petersburg Department of Fire, Rescue, and Emergency Services are also a participating member in two regional specialized operation teams: Hazardous Materials and Heavy Tactical Rescue. In the eventof a local or regional disaster, the department has been charged with the lead responsibility of EmergencyManagement for the City of Petersburg.

The Petersburg Fire Department operates 5 stations throughout the City of Petersburg. The NationalFire Protection Association (NFPA) recommends a 6-minute maximum response time for professional firedepartments to reach all locations in their jurisdiction. Most areas of Petersburg lie within a 6-minute response time and those sections of town that do not are being addressed through policies that will ensure compliance with NFPA required 6-minute response time. Outlying areas of the City receive less responsive services. These areas include the Route 36 Corridor, the Western edge of the City (South of I- 85) and the Crater Rd and 460 Corridors in the southern portion of the City.

Fire zones should be realigned, and one of the two northern fire stations should be realigned given thehigh level of overlap and crossover out of City boundaries. A new station is being planned through the Capital Improvement Program of the City to accommodate the influx of development along the South Crater Road and 460 Corridors. In anticipation of the growth in these areas, attention should also be givento the impact on water pressure and ensuring that levels are adequate for fire protection. To increase fire protection, the Fire Marshal's Office provides a minimum annual inspection of all moderate/high hazard structures.

The Petersburg Circuit Court

The Petersburg Circuit Court is a trial court that oversees civil and criminal court cases in Virginia's 11th district. While the function of the court is outside of the purview of this Plan, there are items that must be addressed in the Capital Improvements Plan. The court facilities are outdated and undersized. There are a series of capital improvements that need to be made, most of which were addressed in a planto expand the court facilities. The Capital Improvement Plan is addressing improvements that arenecessary for the protection and stabilization of the clock tower and the building.

Public Safety Issues

- Improved level of services is needed for police in the South Crater Road area around the newSouthside Regional Medical Center.
- Areas of the city remain outside the National Fire Protection Association's recommended 6-minutemaximum response time.
- There is a lack of sufficient fire protection for Route 460 and the South Crater Road Corridor.
- Petersburg Circuit Court facilities are outdated and undersized to best meet the needs of theCity.

1. **Policy Goal**: Secure adequate facility space, equipment, and staff for the courts and police department to provide safety and protection for all areas of the city.
    - **Objective 1**: Build an additional police station to service the expanding South Crater Road and Route 460 corridors. (Long Term: More than 10 Years)
    - Objective 2: Implement recommendations from the facilities plan that addresses the changes needed for circuit court facilities. Ongoing
2. Policy Goal II: Secure adequate fire coverage for all of Petersburg.
    - **Objective 1**: Redistrict fire zones and build an additional station in the city's southern end to allow for optimum fire response time of 6 minutes. (Long Term: More than 10 Years)
    - **Objective 2**: Hire an Emergency Planner to enhance the Office of Emergency Management. Planner will be responsible for NIMS (National Incident Management System) compliance and submitting grants for public safety. (Short Term: 0-5 Years)

- **Objective 3**: Add fire stations in southern and eastern portions of the City. (Long Term: More than 10 Years)

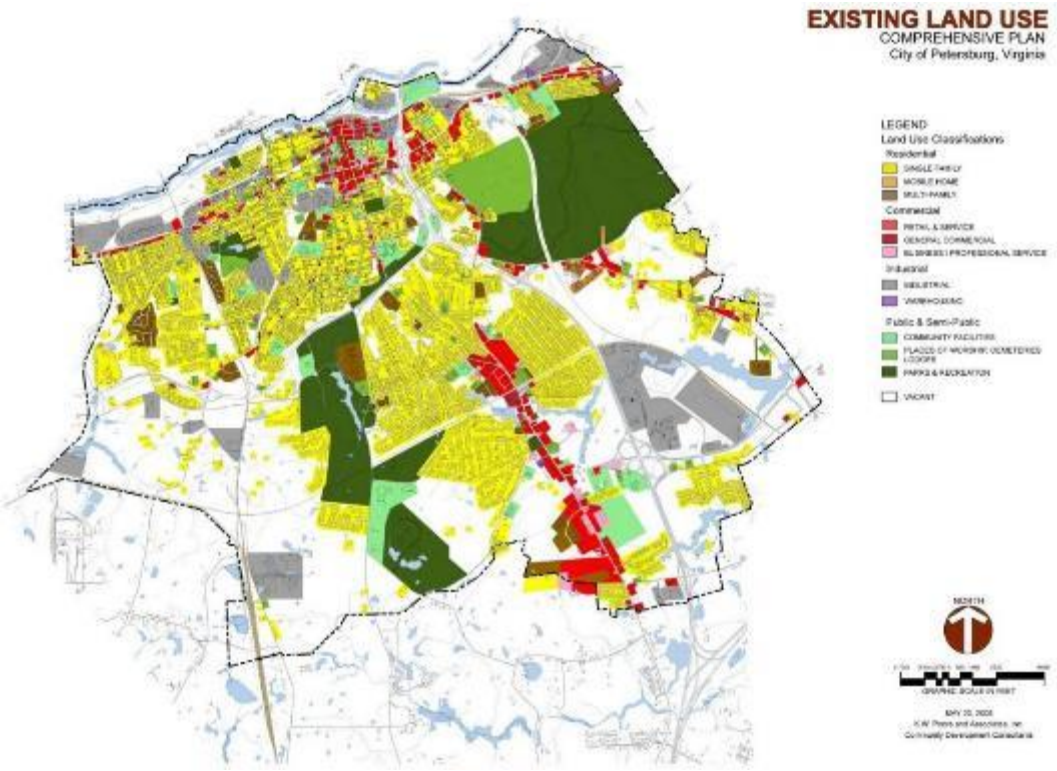
- **Objective 4**: Relocate Farmer Street Station to reduce response times. (Long Term: More than 10 Years)

- **Objective 5**: Create a Department capacity analysis to improve all aspects of public safety delivery. (Short Term: 0-5 Years)

Existing Land Use

Existing land use in Petersburg has a large impact on the location and type of future development,since established land use patterns are not easily changed. Understanding existing land use patterns istherefore essential to planning for desired future growth. The existing land use map, Map 9-1, indicates the present use of all property was compiled from field surveys in May 2008. Graph 9-1 shows the percentage and acreage for each land use which totals 22.9 square miles.

As is visually apparent, from the existing land use map (Figure 9-1 on page 132), the City of Petersburg hasa considerable amount of land devoted to residential use including single-family, multi-family, and mobile homes. Residential uses make up about 30% of all land uses in the City. Commercial uses only make up about 15% of the acreage used in the City of Petersburg and are primarily concentrated in downtown/Old Towne Petersburg, along Crater Road, and along Route 36/Washington Street. The acreage devoted to Industrial land uses have changed over the years as the old warehouses have been converted to residential uses or rezoned for other commercial uses. Approximately 5%, Industrial uses are scattered throughout the older portions of the city and the outskirts of the City. The remaining acreage is devoted to Community Facilities to include churches, cemeteries, and parks. Vacant land throughout the City has increased in recent years as the City has demolished homes as a part of the blight removal policies. The remaining land uses comprise 4.5 square miles of dedicated roads, rail, and transportation right of way.



Map 9-1: Existing Land Use map in Petersburg

The major categories of land use are as follows:

Low Density: Conventional single- family homes, row houses, single building duplexes (two-family)which are generally located on individual lots.

Medium to High Density: Apartment complexes and condominium style living. Generally, includes anytype of clustered housing as part of a larger complex.

Mobile Homes: Includes individual manufactured and mobile homes and mobile home/trailer parks.

Retail & Service: Includes all types of retail outlets such as shops, convenience stores, clothing shops,and restaurants.
General Commercial can include auto repair shops, bulk storage, gas stations. Service also includes personal service (beauty and barber shops, nails salons, fitness, and dance studios. Service may alsoinclude appliance servicing but not manufacturing.

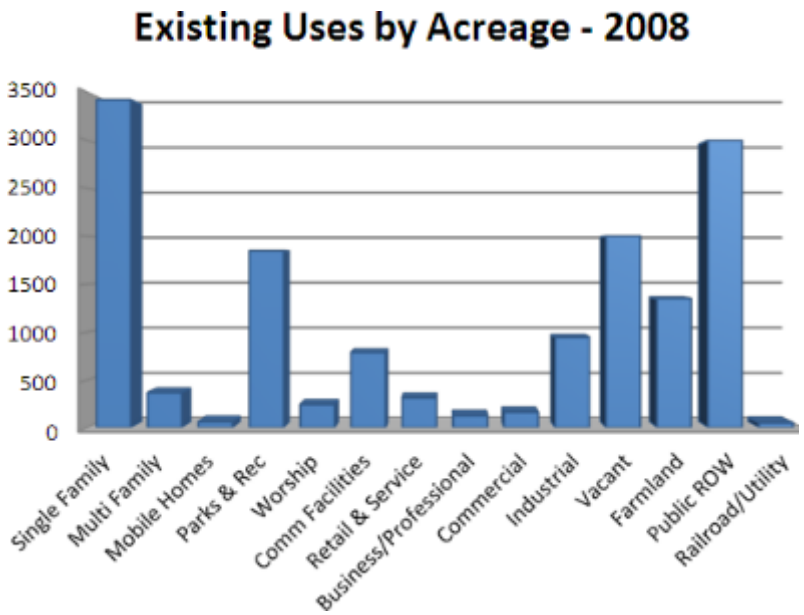


Figure 9-1: Existing Uses of land in Petersburg in 2008

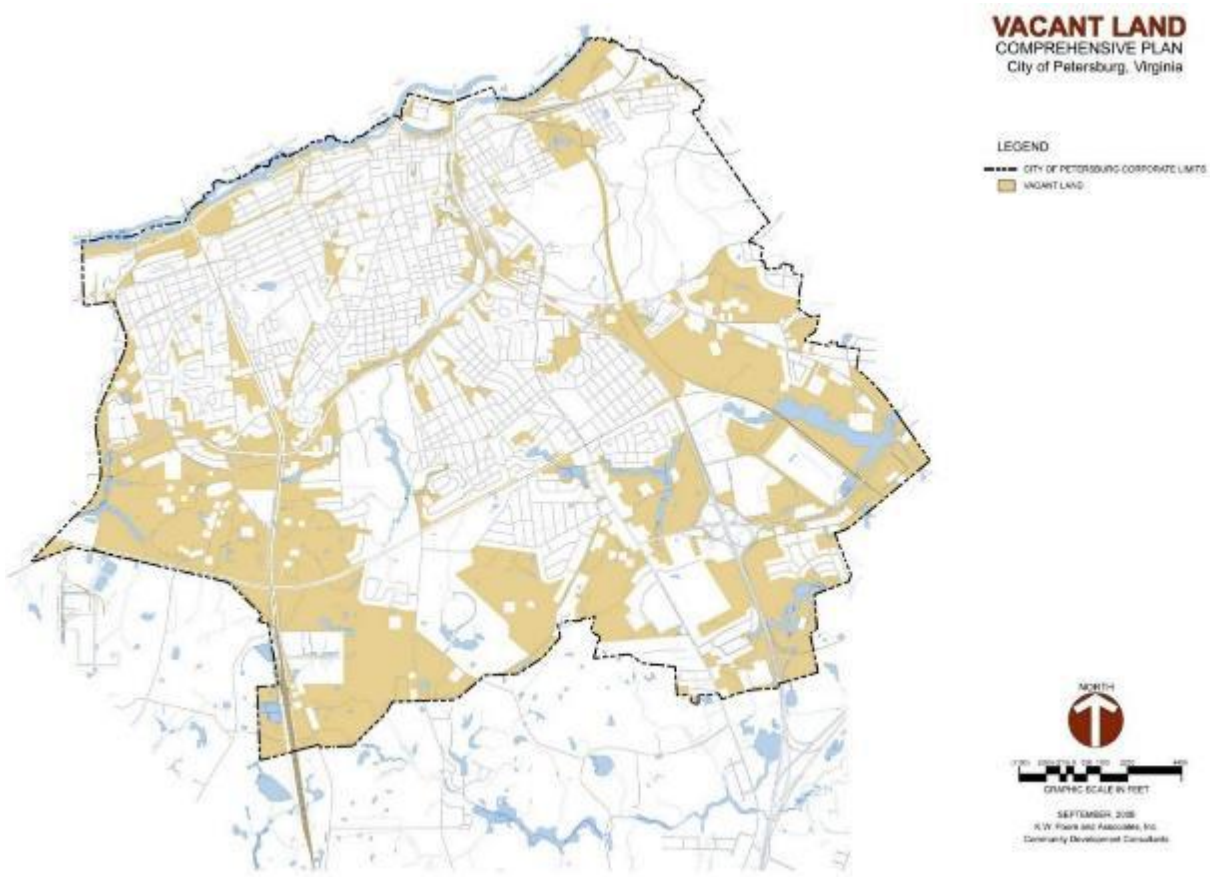
Business/Professional Services: Includes general offices, dentists, doctors, law firms, insurance agenciesand other such professional services and offices.

Industrial: Includes both low-intensity industrial uses such as light manufacturing or processing ofgoods. Also includes heavy manufacturing of goods including processing packaging, treatment of products and materials.

Community Facilities: This includes all municipal buildings, land and stations, water storage, and schools. Places of Worship (churches, synagogues, temples, storefront, cathedrals, halls), Cemeteries,community centers (not for profit) and lodges.

Parks & Recreation: Includes public parks, small neighborhood parks, recreational facilities, sports complexes, sports fields, and other recreational areas.

Vacant: All undeveloped land including vacant lots, open space, and forest lands.



Map 9-1: Vacant Land in Petersburg

Figure 9-1: A pastoral field on the beautiful outskirts of Petersburg

Historic Development Trends

Although land use today is determined by planning and zoning, Petersburg's early growth paralleled that of the various transportation corridors which cross it. This is evident in the Street patterns and land uses shown on the existing land use map: for example, much of the City's older development is situated along the railway, while its more recent development follows along the route of the 95 interstate. Transportation and land use have been linked since the City's beginnings as Fort Henry in 1646. Situated at the falls of the Appomattox River, Petersburg's early growth depended on the river front for trade in tobacco and other goods. Industrial development alongthe river and the clustered mixture of uses on the street grid of Old Towne reflect the days before the automobile. The 19th century rail began to affect Petersburg's growth and shook the foundation of its center for industry and trade. The land dedicated to industrial use today is still found along the

numerous railways which cross Petersburg. The railroad corridors along the river front continued to supply the industries located along the river and strengthened Petersburg's economic importance as acenter for manufacturing. Rail continues to be an important part of the existing land use pattern. Industrial areas line the CSX and Norfolk Southern lines shipping coal, mixed freight, and even automobiles.

The rise of the automobile began to change the pattern of land use nationwide by the mid-20th Century. Neighborhoods north of interstates 85 and 95 as seen on the Existing Land Use map, reflect theevolving patterns of land use as residential, commercial, and industrial uses were increasingly kept separate. Zoning and increased automobile traffic became a part of everyday life. The pattern of land use south of interstate 85 is classic suburban growth which flowed from the construction of interstates across the nation. While older residential neighborhoods in Petersburg show occasional neighborhood commercial uses, the explosion of growth in the 60's, 70's and 80's south of Interstate 85 shows almosta complete separation of land uses. Commercial growth occurred primarily along South Crater Road, with large amounts of land dedicated to parking lots and widened roads in stark contrast to the narrowstreets of Old Town.

Future Land Use Plan

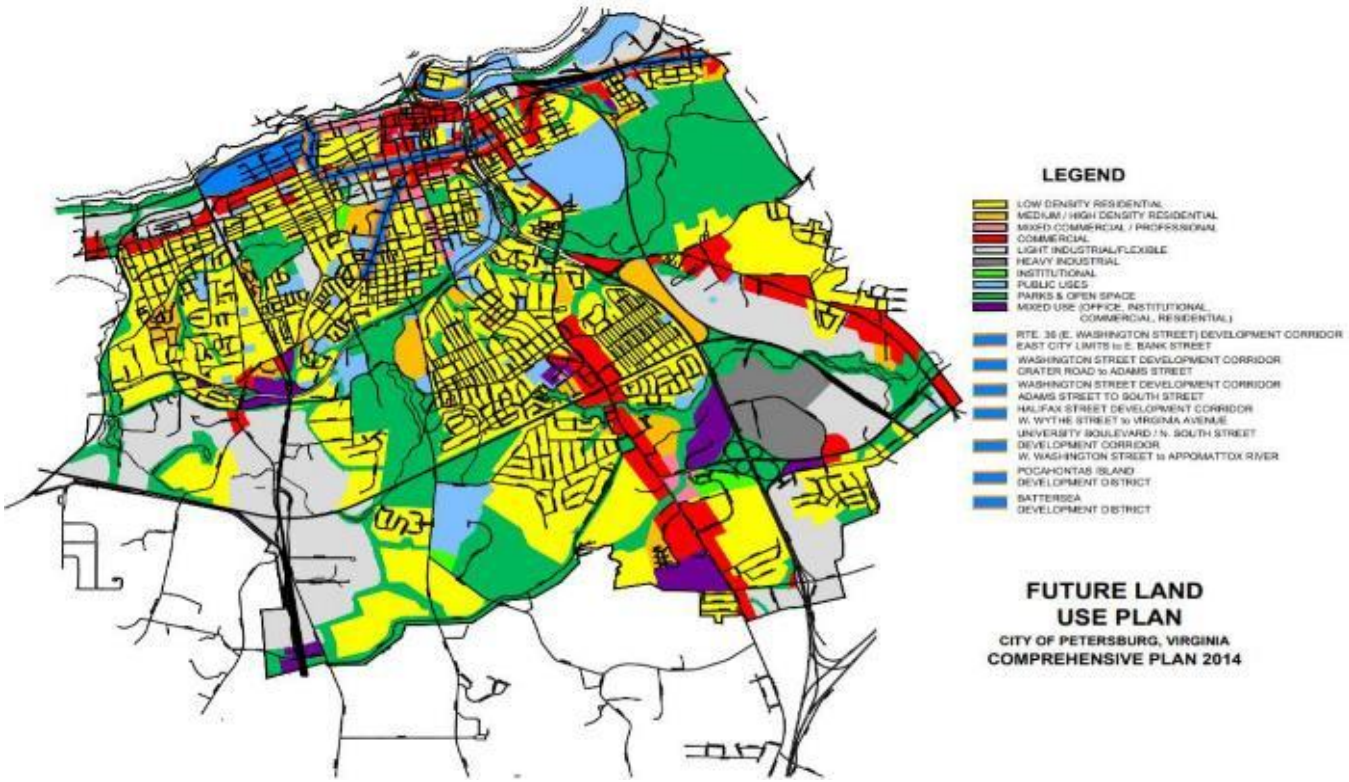
The future land use plan will be revised to include a narrative that discusses how much change is anticipated through the year 2045. It will project what Petersburg will look like in the future, how the City is expected to change from how it has developed in the past.

The Future Land Use Plan will play close attention to vacant land, and include policies and objectives for use of the vacant land. It will consider physical constraints to development, especially infill development, and it will consider open and greenspace needs for environmental protection and recreation purposes.

The Future Land Use will recommend the development of appropriate incentives to achieve development goals. It will also prescribe water quality improvements that can be addressed via compliance with current environmental regulations and city policy, including Chesapeake Bay Preservation Act compliance, Erosion & Sediment control, better site design, Low Impact Development (LID), etc. In so doing it will illustrate how compliance with the previously mentioned requirements and development practices positively impact and influence new development in Petersburg.

The City will engage with a contractor to assist with the further development and update of the Comprehensive Plan through 2023. The outcome will include a Future Land Use Plan and Map that illustrates the goals and objectives for future development in Petersburg.

Future Land Use Plan



Map 10-1 Future Land Use in Petersburg


PETERSBURG