

Comprehensive Plan Diagnostic

City of Petersburg, Virginia

June 2021



30 Franklin Street, Petersburg VA

Photo by LoopNet Realty



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Overview

The recommendations included in this diagnostic report provide a framework for Petersburg's Comprehensive Plan update that will improve the ability of city officials, citizens, and stakeholders to build their envisioned community.

Purpose and Scope

A Comprehensive Plan is a long-term planning document that establishes a vision for the future of a locality. A plan should be based on a shared community vision and rooted in data and analysis. It should be coordinated with other plans and studies, compliant with applicable codes and regulations, and developed using planning best practices. As part of the Comprehensive Plan update process, the City conducted community engagement and restructured the plan. To position the City of Petersburg to finalize the draft, the City commissioned a study to examine the plan for compliance with the Code of Virginia, Chesapeake Bay Preservation Act, and use of community planning best practices.

The City of Petersburg retained the Berkley Group, a Virginia-based local government consulting firm, to conduct the diagnostic of the City's Comprehensive Plan. The analysis includes the following components:

- Review of the City's Comprehensive Plan for conformance with the requirements of the Code of Virginia and the Chesapeake Bay Preservation Act.
- Review of the City's Comprehensive Plan for compatibility with planning best practices.
- Summary of plan strengths and weaknesses based on code compliance and alignment with planning best practices.
- Assessment of the content, structure, and consistency of the plan for completeness and ease of use.
- Identification of final recommendations for incorporation into the Comprehensive Plan update.

Current Status of the Plan

Petersburg's last significant Comprehensive Plan update was completed in 2014. In preparation for the five-year update, the City has conducted community engagement and restructured the existing plan. During the project kickoff in 2019, a community survey was available to residents on the City's official website and in paper form at the Petersburg Planning Department, Public Library, and City Council Meetings. The survey collected input regarding community recreation, facility access, housing availability, job opportunities, infrastructure and development priorities, school quality, and government functionality. Approximately 80 residents participated in the survey. In 2020, residents were invited to participate in a series of community conversations led by the Planning Commission.

The City has already started facilitating meetings with the Planning Commission and City Council regarding the updated plan. During the kickoff meeting, City

Staff identified additional stakeholders that may be involved in the update process. Since the last significant update, other local studies have been completed and should inform the update process. These were provided to the planning team for the purposes of the diagnostic and are listed here:

- The Second Annual Petersburg Housing and Community Development Summit (Cameron Foundation, 2012)
- Service Area Health Needs Assessment (Cameron Foundation, 2018)
- County Health Rankings Report (Robert Wood Johnson Foundation, 2020)
- Analysis of Impediments to Fair Housing Choice in the Greater Richmond and Tri-Cities Region (Root Policy Research, 2020)

Identified Community Stakeholders:

- Petersburg Planning Commission
- Petersburg City Council
- Crater Planning District Commission
- Economic Development Authority
- Friends of the Appomattox River
- Petersburg School District
- Petersburg Health Department
- Petersburg Utilities Director
- Fort Lee
- Local Hospitals
- Cameron Foundation
- Virginia State University
- Other applicable partners
- Applicable city departments

Recent Plans, Projects, & Initiatives:

- A new school development has been proposed.
- A combined public safety facility has been proposed to house both police and fire.
- Recent capital improvements on an existing fire house are complete.
- Sewer has reached capacity in some areas and is a constraint to future development.
- Water and sewer infrastructure repairs are underway.
- The Appomattox River Trail development plan is underway.
- A community-led initiative developed a comprehensive list of historic structures.
- Some portions of the land use map currently identified as Agriculture have been converted to other land uses.
- The City has received requests for utility scale solar that is not considered in the existing plan.

Several other capital improvements, assessments, and land use changes are proposed or have occurred that are not yet reflected in the draft plan. These projects, and any others identified by staff, should be considered in the draft plan. Where appropriate, the Plan can also be used to identify next steps and strategic capital project priorities based on needs identified through community engagement.

In an effort to reflect an updated and more complete community profile, the City has drafted a restructured plan with narrative from the 2014 plan and some added sections (such as the Social Services Plan, Sacred Places and Spaces Plan, Infrastructure Plan, Capital Improvement Plan and Resiliency Plan). The plan has been reorganized into the following main elements:

- What is a Comprehensive Plan?
- Community Engagement
- Identity
- Health, Wealth and Wisdom
- Quality of Life
- Movement of People, Goods and Utilities
- Environmental Stewardship
- Safety
- Current Land Use
- Future Land Use; and
- Appendices

Diagnostic Process

The diagnostic process began with a kick-off meeting with Berkley Group and city staff to discuss broad community goals and challenges. City staff identified community progress since their last Comprehensive Plan update, additional community resources, and key areas of concern. The meeting was followed by a comprehensive review and evaluation of Petersburg's Comprehensive Plan.

This diagnostic was developed to identify the plan's level of conformance with the Code of Virginia and the Chesapeake Bay Preservation Act. The diagnostic matrices identify each code requirement by type (mandatory or optional) and summarize the plan's effectiveness in meeting these requirements. A third diagnostic matrix assesses the plan's effectiveness in meeting APA's Comprehensive Plan Standards for Sustaining Places. These best practices are the result of a four-year effort by the American Planning

Association (APA) to define the role of Comprehensive Plans in addressing the sustainability of human settlements. The standards provide a set of planning best practices to serve as a resource in the preparation of the Petersburg Comprehensive Plan update. They are optional standards for creating livable, healthy, and sustainable communities. Finally, this report identifies actions the City of Petersburg should take to better comply with state code and strengthen the effectiveness of the plan.

These recommended changes will map the road to Petersburg's Comprehensive Plan update and improve the ability of City officials, citizens, and stakeholders to build their visioned community. Each diagnostic matrix is located in the appendix of this report for easy reference and examination.

Report Resources

Click the linked pages below to explore the resources used in this report

[Chesapeake Bay Preservation Act >>](#)

[The Code of Virginia >>](#)

[APA's Comprehensive Plan Standards for Sustaining Places >>](#)

[City of Petersburg 2014 Comprehensive Plan >>](#)

Chesapeake Bay Preservation Act

The City's Comprehensive Plan recognizes the value of natural resources and the impact growth and development activities have on water quality. The plan includes many of the elements necessary for the protection of natural resources. However, it does not meet all Chesapeake Bay Preservation Act (CBPA) requirements.

Background

The Chesapeake Bay Preservation Act (CBPA) was enacted by the Virginia General Assembly in 1988 as a critical element of Virginia's non-point pollution source management. The purpose of the CBPA is to protect and improve water quality in the qualifying areas by requiring effective land use management practices. Compliance with CBPA is mandatory for all Tidewater Virginia localities, which includes the City of Petersburg. The City's Comprehensive Plan was reviewed to determine compliance with the requirements of the CBPA. A thorough analysis is included in this report as a diagnostic matrix in Appendix A.

The CBPA (Section 9VAC25-830-170 of Code of Virginia) requires localities to include Comprehensive Plan elements that focus on minimizing land disturbance and protecting water quality. It requires at a minimum the plan include; "(i) a summary of data collection, (ii) analysis and policy discussion(s); (iii) land use plan map(s); and (iv) implementing measures, including specific objectives and a time frame for accomplishment."

The CBPA diagnostic includes a matrix that analyzes each part of the plan based on its compliance with the Code and includes a final recommendation.

Key Findings

The City's Comprehensive Plan recognizes the value of natural resources and the impact growth and development activities have on water quality. The plan includes many of the elements necessary for the protection of natural resources. For example, the plan discusses physical constraints to development; a general summary of potential pollution sources, such as brownfields; and water recreation opportunities in the area. However, the plan does not meet all of the CBPA requirements. The City is currently working with the Virginia Department of Environmental Quality (DEQ) to identify and include missing CBPA elements.

To meet CBPA requirements, the plan should be revised to include the following as applicable to Petersburg:

- The location and extent of Chesapeake Bay Preservation Areas;
- Discussion of shoreline and streambank erosion problems;
- Catalog of existing and potential water pollution sources;
- Discussion of relationship between Chesapeake Bay Preservation Areas and appropriate land uses;
- Narrative that relates land uses considerations to the goals and objectives of CBPA;
- Expansion of discussion regarding the protection of potable water and sources of pollution;
- More information regarding waterfront access and water pollution mitigation as applicable;
- Potential water quality improvements through pollution reduction and redevelopment of Intensely Developed Areas, as applicable; and
- Additional CBPA required maps (currently missing from the plan):
 - » Chesapeake Bay Preservation Area Map
 - » Public and Private Waterfront Access Map
 - » Commercial and Recreational Fisheries Map
 - » Shoreline and Streambank Erosion Map
 - » Water Pollution Sources Map

The Code of Virginia

To bring the plan into compliance with the Code of Virginia and enhance legibility and usability, Petersburg's comprehensive plan should be revised to include a transportation plan, consistent chapter formatting, updated data analysis, and strategies in an implementation matrix.

Background

Under Section 15.2-2223 of the Code of Virginia, every locality is required to adopt and maintain a Comprehensive Plan for the territory that it governs. Once adopted, this plan must be reviewed at least once every five years. This ensures that local governments continue to evaluate changing community needs and actively work to achieve the goals identified in the plan.

The Code of Virginia establishes required and optional elements for adopted Comprehensive Plans. For example, the Code requires elements such as a description of future community trends, a transportation

plan, and recommendations to promote the development and maintenance of affordable housing. Some optional elements in the Code include description of future facilities development, identification of existing facilities (such as parks, sports fields, hospitals, schools, etc.), and the designation of historical or urban renewal areas. This diagnostic includes a matrix that categorizes each part of the Code by type (mandatory or optional) and includes an analysis and recommendation based on review of the existing plan.

Key Findings

Petersburg's Comprehensive Plan includes many critical elements but is not updated or fully compliant with the Code of Virginia.

- The plan includes all required map elements, but they should be updated to reflect current information. Map elements are often included at a scale that makes the data hard to interpret.
- The plan should be revised to reflect current community data and analysis.
- To meet code requirement, the plan must be updated to include a transportation plan coordinated with VDOT. The plan must be expanded to include a discussion of transportation planning assumptions, a complete inventory of transportation facilities and existing roads, a complete needs assessment, a correlated list of improvement recommendations, an estimate of costs, and related maps.
- Surveys, studies, and capital improvements completed since the last community update should be reflected in the updated plan. This includes public engagement, housing studies, community health reports, and infrastructure/facility plans (Service Area Health Needs Assessment, County Health Rankings Report, Analysis of Impediments to Fair Housing Choice in the Greater Richmond and Tri-Cities Region, and other applicable needs assessments completed by the Petersburg School District and Utilities Director).
- Chapters should be revised to have consistent formatting and organization. Goals, objectives and strategies should be included in each chapter and formatted consistently throughout.

Community Data & Analysis:

The restructured plan is comprised of the data from 2014 or prior.

Data should be updated to reflect a current community profile. Profile elements should include: regional and local population trends, general demographics, income, poverty, unemployment, housing vacancy, age of housing stock, and other applicable demographic, economic, and housing data.

Best Practices

According to the American Planning Association, “Best practices are the planning action tools used by communities to activate the desired principles, processes, and attributes of their Comprehensive Plans. They are analogous to the body’s muscles and tendons, linking and moving the components of the planning structure. Based on state-of-the-art practices found in leading plans and planning literature, they represent the best thinking of the planning profession on how to carry out the vision and goals of their plan.”

Background

These best practices are the result of a four-year effort by the American Planning Association (APA) to define the role of Comprehensive Plans in addressing the sustainability of human settlements. Traditionally, Comprehensive Plans focus on land use and physical development. These best practices are established to respond to modern community needs and societal trends, such as an increased demand for citizen participation, a greater focus on implementation, and a heightened awareness of climate change and its impacts.

These are optional standards, included to score the Petersburg Comprehensive Plan against characteristics of the most effective Comprehensive Plans across the country. They are added to provide a more complete analysis and facilitate discussion throughout the plan update process. They are not to be interpreted as requirements.

APA's Comprehensive Plan Standards for Sustaining Places:



Click the link above or scan this code with your phone camera to see full PDF of APA's Comprehensive Plan Standards for Sustaining Places



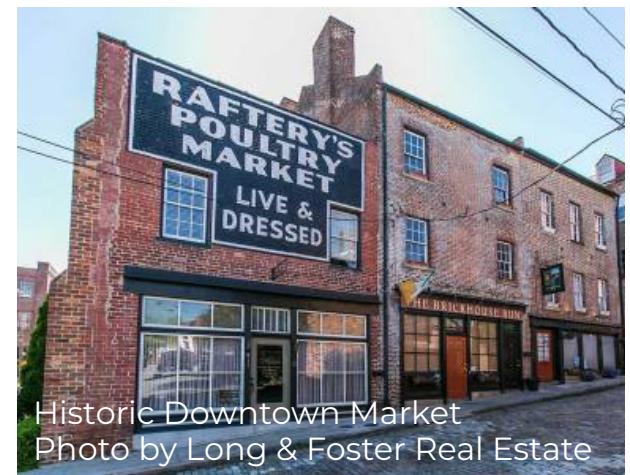
Key Findings

The City's Comprehensive Plan recognizes the value of sustainable and livable places. It addresses many of the optional standards in the APA guide, especially in discussing the livable built environment and community health. The list below summarizes the standards that were best met in the plan:

- According to the APA, a livable built environment ensures that elements such as land use, transportation, housing, energy, and infrastructure, work together to provide sustainable, green places for living, working, and recreation. The City's work in building a vibrant and livable community is evident throughout the plan. For example, the plan includes recommendations regarding multi-modal transportation, complete streets, infill and mixed-use development. The best practices matrix expands on ways to improve this standard.
- The plan includes healthy community standards by establishing narrative and goals to improve access to healthy foods, physical activity, and recreation. Although the City recognizes the importance of healthy community goals, the plan fails to express the full extent of community health challenges in Petersburg. According to local health studies, the City is one of the lowest ranked communities in the state for health outcomes. Therefore, it is especially important to establish the relationship between economic disparities and health outcomes. The plan could also establish planning objectives based on the identification of pollution sources near neighborhoods.



Appomattox River Overlook
Photo by James Haskin



Historic Downtown Market
Photo by Long & Foster Real Estate

Best Practices: Findings (Continued)

The Comprehensive Plan is least effective at incorporating responsible regionalism, authentic participation and coordinated characteristics:

- While Petersburg's planning jurisdiction ends at City boundaries, it is part of the Tri-City region and must coordinate with surrounding communities and agencies. Since the last Comprehensive Plan update, a regional housing, health, and transportation report have been completed. However, the plan does not reference the outcomes or recommendations from these resources. The plan also fails to connect narrative and recommendations with the plans of adjacent jurisdictions, and the surrounding region.
- Authentic public participation is not evident in the development of the plan. The plan should be updated to include the most recent public engagement results completed in 2019. Continuous and diverse stakeholder engagement should be encouraged. Implementation should be in partnership with community groups, leadership development, continual planning process updates, and materials available in languages spoken in the community.
- Finally, plan recommendations lack coordination with other chapters, local plans, or federal and state requirements. There is a lack of consistency across planning components, which hinders the clarity and effectiveness of the plan. A more coordinated and interconnected plan could be achieved through consistent formatting of chapters, charts, and graphics; increased coordination with other agencies and jurisdictions (such as applicable city departments, previously listed stakeholders, and state/regional/federal plans); and compliance with mandated elements in the Code of Virginia.



Markus Gormus,
Retired PBS Superintendent
Photo by Richmond Times-Dispatch



City Leadership
Photo by petersburg.gov

Next Steps

In order to continue working toward a complete and updated Comprehensive Plan, the City could take the following next steps.

- Determine which components of this report will be prioritized and incorporated into the draft plan.
- Update the Comprehensive Plan with the findings identified in this report.
- Identify additional projects and priorities recommended by Planning Commission and City Council for inclusion in the update.
- Provide the updated plan to Planning Commission and City Council for review and comment.
- Provide the updated plan to Virginia Department of Transportation for consistency review at least 90 days prior to adoption.
- Advertise public hearings in accordance with Virginia Code § 15.2-2204.
- Conduct public hearings before Planning Commission and City Council in accordance with Virginia Code § 15.2-2225 and § 15.2-2226.
- Implement the Comprehensive Plan recommendations.

Planning Commission Priorities:

On June 2nd, 2021, Berkley Group presented the findings of this diagnostic to city staff and the Planning Commission. This was a critical step in establishing priorities for the future plan update and identifying "next steps". Discussion centered around the following priorities:

- *Expand economic development activity to focus on: branding, marketing and promotions, pharmaceutical manufacturing and logistics*
- *Support transit-oriented development, particularly around the new parking deck*
- *Promote the City's excellent transportation access - bus, Amtrak, I-95*
- *Reduce solid waste*
- *Prioritize adaptive reuse of the landfill*
- *Create new recreation opportunity*
- *Integrate environmental sustainability through green design, preservation of historic structures and greater consideration for topography*
- *Capitalize on new energy and investment in the region*
- *Identify and prioritize capital improvements*
- *Analyze and incorporate 2020 Census data*

Conclusion

The City of Petersburg has established the framework for a complete and forward-thinking Comprehensive Plan. The plan has given the planning team a window into the community's core values and vision for the future. However, the City's Comprehensive Plan needs revision and to comply with Code of Virginia and the Chesapeake Bay Preservation Act. If desired, the community also has the opportunity to not only comply with minimum standards, but to include APA best practices to work toward a more resilient, balanced, and healthy community.

The recommendations outlined in this report establish a detailed analysis of the Comprehensive Plan and its alignment with the Code of Virginia, Chesapeake Bay Preservation Act (CBPA) and APA Standards for Sustaining Places. The Berkley Group hopes the City uses this diagnostic as a tool to guide their plan update process and build a more resilient, beautiful and healthy place.



Historic Downtown
Photo by Long & Foster Real Estate

Appendix A:

Chesapeake Bay Preservation Act Diagnostic Matrix

City of Petersburg, Virginia
Chesapeake Bay Preservation Act (CBPA) Diagnostic Matrix



VA Code Section	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
9VAC25-830-170 (1)	Local governments shall establish and maintain, as appropriate, an information base from which policy choices are made about future land use and development that will protect the quality of state waters. <u>This element of the plan should be based upon the following, as applicable to the locality:</u>	Mandatory		
a	The location and extent of Chesapeake Bay Preservation Areas	Mandatory	No Reference	<p>The plan states Petersburg is among the localities which discharge water into Chesapeake Bay and list the three main requirements of the act. The plan does not explain or map boundaries of the CBPA or distinguish Resource Protection Areas (RPA) and Resource Management Areas (RMA).</p> <p>Recommend including a map depicting the boundaries of the City's Chesapeake Bay Preservation areas.</p>
b	Physical constraints to development, including soil limitations	Mandatory	Page 123-125	<p>The plan states "Not all space is right for development, and not all openspace should be preserved". The plan maps floodplains, water features and wetlands, and steep slopes. It explains that all features should be considered when making future development decisions.</p> <p>Recommend summarizing physical constraints to development based on updated maps and analysis.</p>
c	The character and location of commercial and recreational fisheries and other aquatic resources	Mandatory	Page 123-125 Page 115	<p>The plan includes a character description of the Appomattox River and the Petersburg Harbor. Lake Chesdin is mentioned as a recreation area for boaters and fisherman. A map identifies water features and wetlands but does not label the river or harbor.</p> <p>Recommend updating maps to include all pertinent labels and resources, as applicable.</p>

Legend:



Mandatory



Not Applicable

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Chesapeake Bay Preservation Act (CBPA) Diagnostic Matrix



VA Code Section	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
d	Shoreline and streambank erosion problems	Mandatory	Page 126-127	<p>The plan includes a list of steps to improve stormwater management and erosion. It also includes three pictured examples of stormwater management problems and improvement opportunities (restore underground stream, retrofit impervious surface and repair stream buffer). The extent and location of these issues is unclear.</p> <p>Recommend identifying and clarifying extent of any existing shoreline and streambank erosion problems.</p>
e	Existing and proposed land uses	Mandatory	Page 126-127	<p>The plan includes a discussion and map of existing and future land uses but does not relate those uses to the protection and quality of state waters. The plan mentions commercial and industrial uses as a possible source of water pollution.</p> <p>Recommend clarifying relationship between land use and water quality.</p>
f	Catalog of existing and potential water pollution sources	Mandatory	Page 121-122	<p>The plan includes a general list of possible sources of water pollution such as aging or leaking sewer lines, brownfield sites and runoff from commercial or industrial development. Discussion of pollution sources are included throughout the narrative.</p> <p>Recommend including a comprehensive list of existing and potential water pollution sources including location of aging or leaking sewer lines, brownfield sites, commercial or industrial sites and other applicable pollution sources.</p>

City of Petersburg, Virginia
Chesapeake Bay Preservation Act (CBPA) Diagnostic Matrix



VA Code Section	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
g	Public and private waterfront access areas, including the general locations of or information about docks, piers, marinas, boat ramps, and similar water access facilities	Mandatory	Page 84 Page 114	<p>The plan mentions Lake Chesdin and Appomattox River Park as areas with boating and fishing access. These sections do not include general locations or information about the mentioned access areas. Lake Chesdin is included in the Infrastructure Plan but not in the Parks, Recreation and Open Space Plan.</p> <p>Recommend streamlining and clarifying plan content by locating discussion of recreation facilities (docks, piers, marinas, boat ramps and similar water access facilities) in one location. Consider including a map identifying all waterfront access areas.</p>
h	A map or map series accurately representing the above information	Mandatory	Various	<p>While the plan does include some relevant maps, the following requirements are not met.</p> <p>Recommend adding maps for the following:</p> <ul style="list-style-type: none"> • Chesapeake Bay Preservation Area (RPA/RMA Map) • Public and Private Waterfront Access Map • Commercial and Recreational Fisheries Map • Pollution Sources Map
9VAC25-830-170 (2)	Local governments shall clearly indicate local policy on land use issues relative to water quality protection based on an analysis of the data referred to in subdivision 1 of this section. Local governments shall ensure consistency among the policies developed.	Mandatory		

City of Petersburg, Virginia
Chesapeake Bay Preservation Act (CBPA) Diagnostic Matrix



VA Code Section	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
a	Local governments shall discuss each component of Chesapeake Bay Preservation Areas in relation to the types of land uses considered appropriate and consistent with the goals and objectives of the Act, this chapter, and their local programs	Mandatory	No Reference Page 122-123	<p>Overall, the plan does not relate types of land uses with the goals and objectives of the Act. The plan mentions greenfields and preservation of open spaces as consistent with the goals and objective of the Act.</p> <p>Recommend adding narrative relating land use considerations with the goals and objectives of the Act. Clarify this relationship throughout the plan.</p>
b	As a minimum, local governments shall prepare policy statements for inclusion in the plan on the following issues, as applicable to the locality:	Mandatory		
b(1)	Physical constraints to development, including a discussion of the relationship between soil limitations and existing and proposed land use, with an explicit discussion of soil suitability for septic tank use	Not Applicable	No Reference	There is no discussion specifically relating soil limitations and existing and proposed land use.

City of Petersburg, Virginia
Chesapeake Bay Preservation Act (CBPA) Diagnostic Matrix



VA Code Section	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
b(2)	Protection of potable water supply, including groundwater resources and threats to the water supply or groundwater resources from existing and potential pollution sources	Mandatory	No Reference Page 126	<p>The plan does not include specific policy actions for protecting potable water supply. However, the plan includes recommendations for mitigating pollution sources and improving stormwater management and streambank erosion including remove streams from underground pipes, pronounce a moratorium on underground piping and streams and restore degraded stream buffers.</p> <p>Recommend expanding discussion on protection of potable water supply. Clarify definitions of groundwater and stormwater and their relationship. Clarify relationship between policies to protect potable water supply and stormwater/erosion management.</p>
b(3)	Relationship of land use to commercial and recreational fisheries and other aquatic resources	Not Applicable	No Reference	<p>The plan relates land use to water quality but does not specifically identify relationship between land use and aquatic resources.</p> <p>Recommend expanding this section to provide specific policy statements regarding the preservation of Lake Chesdin and the Appomattox River.</p>
b(4)	Siting of docks and piers	Not Applicable	-	N/A

City of Petersburg, Virginia
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VA Code Section	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
b(5)	Public and private access to waterfront areas and effect on water quality	Mandatory *	No Reference	<p>The location or description of public/private access to waterfront areas arenot mentioned and relationship to water quality is not included.</p> <p>Recommend including specific policy statements regarding public andprivate access to waterfront areas and effect on water quality when applicable.</p>
b(6)	Mitigation of the impacts of land use and its associated pollution upon water quality	Mandatory	No Reference	<p>The plan mentions the importance of mitigating the impacts of land useon water quality but does not identify key areas of concern or policy statements.</p> <p>Recommend expanding this section to provide policy statements toaddress issues specific to the City of Petersburg.</p>
b(7)	Shoreline and streambank erosion problems	Mandatory	Page 126	<p>The plan includes four strategies to improve stormwater management anderosion control. These mitigation strategies include removing streams from underground pipes, pronouncing a moratorium on underground piping of streams, restoring degraded stream buffers, and utilizing Water Quality Improvement Funds (WQF) to enhance or develop Best Management Practices (BMPs).</p> <p>Recommend clarifying extent of existing shoreline and streambank erosion problems, expand on policy recommendations and move to therecommendations section of the Chesapeake Bay Plan.</p>
b(8)	Potential water quality improvement through reduction of existing pollution sources and the redevelopment of Intensely Developed Areas and other areas targeted for redevelopment	Mandatory	No Reference	<p>The city currently has no designated IDAs. Water quality improvement strategies are identified as important tools throughout the plan, but notools or recommendations are made.</p> <p>Recommend establishing potential water quality improvement strategies throughout future land use and environmental sections and clarifying through targeted chapter recommendations, goals, and objectives. If the city is interested in establishing IDA's, more information can be found here.</p>

City of Petersburg, Virginia
Chesapeake Bay Preservation Act (CBPA) Diagnostic Matrix



VA Code Section	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
c	For each of the policy issues listed above, the plan shall contain a discussion of the scope and importance of the issue, the policy adopted by the local government for that issue, and a description of how the local policy will be implemented	Mandatory	Various	<p>The plan highlights the importance of environmental stewardship in future development decisions and infrastructure investment throughout these chapters. However, it does not clearly identify the scope, challenges, policy recommendations or implementation strategies to comply with the Chesapeake Bay Preservation Act. One vague goal is established in the Infrastructure Plan related to efficient and ecologically sound infrastructure and a few stormwater management and erosion management steps are listed in the Chesapeake Bay Plan.</p> <p>Recommend establishing the scope and importance of the issue listed and including context, policy recommendations and implementation strategies accordingly.</p>
d	Within the policy discussion, local governments shall address the relationship between the plan, existing and proposed land use, public services, and capital improvement plans and budgets to ensure a consistent local policy	Mandatory	Various	<p>Through the plan's policy statements, connections between land use and public infrastructure are made. However, the relationship can be clarified, especially in the Movement of People, Goods, and Utilities Element, and the Environmental Stewardship Element. A CIP should be adopted to reflect the scope and importance of natural resource protection.</p> <p>Recommend expanding and clarifying the relationship between these elements and natural resource protection. These sections and their respective policy goals and objectives should reflect the scope and importance of natural resource protection.</p>

General Comments	
Organization	The parts of the plan analyzed in this section (primarily the Movement of People, Goods and Utilities Element, the Environmental Stewardship Element and the Parks, Recreation and Open Space Plan) are not parallel in organization. Many of the sections do not include issues, policy goals and objectives. Some sections include them but do not have them labeled. Other sections place them with the existing conditions or background content of the chapters. Chapters should be structured more consistently.
Definitions	Clarity in the Environmental and Chesapeake Bay Plan may be achieved through added definitions and simplified descriptions of state code requirements. These could be achieved through a glossary, footnotes or graphic explanations/photos.
Environmental Data and Analysis	Updated data is lacking throughout the sections. Inclusion of environmental data and analysis is necessary in establishing clear scope and challenges.
General	The plan highlights the importance of environmental stewardship in future development decisions and infrastructure investment throughout the chapters. Generalized goals are established in the Infrastructure Plan related to efficient and ecologically sound infrastructure. A few stormwater management and erosion management steps are listed in the Chesapeake Bay Plan. However, the plan does not clearly identify the scope, challenges, policy recommendations, or implementation strategies necessary to comply with the Chesapeake Bay Preservation Act. While this plan must be updated to meet minimum code requirements, this section can be as robust or minimal based on city leadership and community feedback.
*Public and private access to waterfront areas and effect on water quality	This requirement in CPBA may not be required depending on City Official and DEQ input.

Source: [Code of Virginia](#)

Appendix B:

The Code of Virginia Diagnostic Matrix

City of Petersburg, Virginia
Comprehensive Plan Diagnostic Matrix



VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2222.1	Transportation plan coordination with VDOT	Mandatory	Page 103-104	<p>The plan has a section discussing the Six-Year Improvement Plan coordinated with the VDOT and lists the revisions to the Six-Year Plan for the Richmond District from 2014-2019.</p> <p>The plan recommends VDOT Revenue Sharing as a way to source funding for multimodal transportation networks.</p> <p>Recommend updating to reflect current transportation projects and plan(s) and to include content as required per current state code. The Comprehensive Plan update will require VDOT review pursuant to Chapter 729 regulations.</p>
2223(B)	<u>Chapter 729 Regulations</u>	Mandatory		<p>Not complete. As detailed below, Plan is missing: complete inventory of transportation facilities and existing roads, assumptions, complete needs assessment, recommendations, costs, and maps.</p>
2223(B)(1)	Contains Inventory of Existing Transportation Facilities	Mandatory	Page 93-94 Page 96-102 Pg. 40-43	<p>The plan includes a general overview of transportation facilities by type (including interstates, highways, major roads, truck freight, rail, and air) with a separate section on active transportation. These are focused on general definitions and recommendations and less on inventory. The plan includes three maps showing road networks by type, traffic counts, the bicycle network and three additional maps highlighting commuting patterns.</p> <p>Recommend adding complete inventory of transportation facilities by type, additional maps that show functional road classifications as determined by VDOT, and other pertinent transportation information such as bridges and crash data, to meet full requirements of state code.</p>

Legend:

- Mandatory
- Optional
- Not Applicable

City of Petersburg, Virginia
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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2223(B)(1)	Recognize hierarchy of roads	Mandatory	Page 92 Page 95	<p>The plan defines street hierarchy and street classifications based on character of service (e.g. Interstates, Principal Arterials, Minor Arterials, Collectors, Local Roads). Hierarchy of roads is listed in two places in the plan and contain inconsistent language.</p> <p>Recommend clarifying hierarchy of roads by updating to match VDOT definitions of Functional Classification. Provide data in map format.</p>
2223(B)(1)-	Planning assumptions that will influence the transportation network (population growth, employment growth, location of critical infrastructure)	Mandatory	Pages 16-20 Page 13 Page 95 Page 114-117	<p>Planning assumptions that will influence the transportation network are located in the Identity chapter. They are framed as key community challenges and include considerations such as the expansion of Fort Lee, blighted entry corridors, and underutilized waterfront. The Economic Development Plan also identifies key corridors and roads as future development opportunities. The Identity chapter discusses population and labor force decline.</p> <p>The plan and community leadership have identified a great need for infrastructure such as water and sewer facilities. The plan states that moderate growth throughout the region is expected to cause a shortage of water supply by 2033. Active transportation and public health are also discussed in the Transportation Plan.</p> <p>Recommend expanding narrative to directly relate planning assumptions with transportation infrastructure needs, including but not limited to population and labor force decline and location of critical infrastructure, such as water and sewer facilities. Reference VDOT level of service and AADT projections.</p>

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2223(B)(1)	Contains Needs Assessment (current and future performance and conditions, future required improvements)	Mandatory	Page 101 Page 104-108	<p>The plan lists bicycle network improvements in a chart and map. The plan also lists revisions to the Six-Year Improvement Plan for the 2014-2019 period including cost and projects to be considered. It also cites the 2035 Tri-Cities Transportation Plan and future Interstate/Interchange improvements. The plan does not identify an Urban Development Area.</p> <p>There is no detailed discussion of how infrastructure was assessed or future needs identified.</p> <p>Recommend providing summary of transportation needs.</p>
2223(B)(1)	Comparison of the existing facilities with the community's plan for its future land use pattern	Mandatory	No Reference (Page 134)	The plan mentions historic development trends as they relate to transportation through year 1980. The plan does not make comparison of existing transportation facilities with the community's future land use plan.
2223(B)(3)	Consistent with Statewide Transportation Plan, Six-Year Improvement Plan, and location of routes to be followed by roads comprising systems of state highways set by the Commonwealth Transportation Board	Mandatory	Page 104	<p>The plan references the Six-year Improvement Program and a 2035 Tri-Cities Transportation Plan but does not reference statewide transportation plan (VTrans).</p> <p>The plan must be updated to ensure consistency per VDOT requirements. This includes incorporating VTrans recommendations; indicating significant new, expanded, or relocated roadway projects under VDOT control from the Six-year Improvement Program; and showing Commonwealth Transportation Board route locations.</p>
2223(B)(3)	Contains Recommendations	Mandatory	Page 113	<p>The plan includes transportation policy goals and objectives.</p> <p>The plan must update recommendations to reflect changes in facilities, population growth, land use, etc. Recommendations from VTrans and other local transportation studies must also be incorporated, as appropriate. The final plan should include a compiled list of priority transportation projects and needed improvements.</p>

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2223(B)(3)	Contains map of recommended road and transportation improvements	Mandatory	Page 107	<p>The plan contains a Transportation and Roadway Improvements map which includes four locations for improvement and costs estimates. The map is not updated to reflect recent improvements.</p> <p>The plan will incorporate an updated map of recommended transportation improvements from VTrans, Six-Year Improvement Program, and other local transportation studies.</p>
2223(B)(2)	Contains cost estimates	Mandatory	Page 107 Page 104	<p>Description of the Six-Year Improvement Plan and the Transportation and Roadway Improvements map include cost estimates from the 2014 comprehensive plan. This map is not updated to reflect recent VDOT recommended improvements and cost estimates.</p> <p>Recommend updating cost estimates to reflect recommended transportation improvements from VTrans, Six-Year Plan and other identified transportation improvements.</p>
2223	Comp. Plan scope, purpose, adoption	Optional	Page 4-5	The plan mentions the scope, purpose, and vision for the comprehensive plan. State Code references are made.
2223(A)	Existing Conditions	Mandatory	Various Chapter 3	<p><i>Chapter 3: Identity</i> includes a discussion of existing conditions organized by history, population, regional population trends, demographics, and planning factors. Planning chapters 4 through 7 also provide some existing conditions associated with each chapter topic. The data in this chapter is outdated and does not reflect changes since 2014. The chapter lacks clear organization and a cohesive community narrative.</p> <p>Recommend updating existing conditions to reflect current data and growth trends. Build a clear and organized community narrative.</p>

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2223(A)	Future trends of locality	Mandatory	Various	<p>The plan projects moderate population growth out to 2040 using outdated population estimates. However, Petersburg has experienced a 9% decline in population since 1970. Modest regional growth is associated with future water and sewer demand. However, the plan does not specifically associate projections with future locality needs such as transportation infrastructure or housing development.</p> <p>Recommend updating these sections to reflect population, employment, and housing changes since last draft. Further recommend that the plan include updated population projections from Weldon Cooper Center for Public Service and Virginia Employment Commission.</p>
2223(A)	Future requirements of territory	Mandatory	Various	<p>The plan states future growth should be coordinated with transportation and future land use plans. The plan includes an objective to promote the redevelopment of blighted areas and gateway corridors. It also identifies three neighborhoods ideal for residential redevelopment.</p> <p>Recommend that future growth areas be established as appropriate, based on public engagement, growth trends, and a Capital Improvement Plan (CIP).</p>

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2223(A;C)	Future facilities development	Optional	Page 25 Page 89 Page 96 Page 101-108 Page 112-113 Page 116-117 Page 129-131	<p>The plan includes generalized suggestions to improve various community facilities such as parks, public safety, education, transportation, and utilities. The plan highlights the need to adopt a progressive Capital Improvements Plan (CIP) to address future community need. Updated assessments detailing school facility and infrastructure needs are available but not included in the plan. Based on discussion with community leaders, infrastructure needs have been identified by the Utilities Director and school facility updates identified by the Superintendent. There is no system in place to determine how projects are prioritized.</p> <p>Consider expanding future facilities development discussion throughout plan. The plan should be updated to reflect recently completed capital improvements, future need assessments, and community input. Include goal to adopt a CIP that reflects community need and public input.</p>

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2223(D)	Affordable housing - area designation, implementation measures for construction, maintenance, and rehab Current and future considerations	Mandatory	Part 56-60	<p>The plan discusses three areas viable for residential redevelopment including Stainback/West Street, Westview and Birdville, and Pocohontas Island.</p> <p>The plan states a goal to promote a variety of affordable housing types to meet the needs of owners and renters of varying levels of income. It includes two objectives under this goal:</p> <ul style="list-style-type: none"> - Objective 1: Prioritize revitalization activities and efforts according to the Comprehensive Plan. - Objective 2: Update and take to Planning Commission and Council for action a revised zoning ordinance promoting neighborhood diversity, varied housing types and increased density. <p>The plan recommends assessing city-owned property and public-private partnership as a tool to develop and revitalize housing stock. It also sets the objective to utilize local community plans, such as the Battersea Quality of Life Plan (2020 Analysis of Impediments to Fair Housing Choice completed by Root Policy Research not included)</p> <p>Recommend clarifying future affordable housing need based on change in population. Establish strategies to promote neighborhood diversity, varied housing types, and increased density. Identify implementation measures for the construction, maintenance, and rehabilitation of affordable units. Review analysis and findings from the 2020 Analysis of Impediments to Fair Housing Choice. Include as appropriate.</p>
2223(E)	Broadband consideration	Mandatory	No Reference	Recommend including broadband infrastructure goals.

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2223(C)(1)	Designation of areas for types of public and private development and use (future land use map)	Optional	Page 136 Page 124-125 Page 129 Page 133 Page 136	<p>The plan includes a Future Land-use map (Page 136), a map of vacant parcels, environmental factor maps (floodplain, water features/wetlands, steep slope analysis). It also includes a fire, rescue and emergency services map and a public water service map.</p> <p>The plan does not map designated areas for various types of public and private development.</p> <p>Consider updating the Future Land Use Map. Based on community concern with blight and neighborhood development, the plan may include a map showing opportunity areas for public and private development.</p>
2223(C)(2)	Designation of a system of community service facilities such as parks, sports playing fields, hospitals, schools, etc.	Optional	No Reference	Best practice not met. Consider adding community facilities map including facilities listed in code.
2223(C)(3)	The designation of historical areas and areas for urban renewal or other treatment.	Optional	Page 74-49	<p>The plan includes a Historic Preservation Plan which lists the preservation programs, local historic districts, and historic structures/landmarks</p> <p>Maps include those showing historic sites, VDHR sites (and VDHR index), local archaeological assessment (and index).</p> <p>Best practice met. Consider including map of designated historic districts and sites.</p>
2223(C)	Recommendations	Optional	Page 6	<p>The plan provides issues, goals, and objectives at the end of each subject chapter. The plan also defines each and how they relate to the intent of the plan.</p> <p>Goals and objectives should be reviewed and updated based on advisory committee priorities, public engagement results, and current data.</p>

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2223.1	Comp plan to include urban development areas (UDA)	Optional	No Reference Page 39-40	<p>There is no mention of urban development areas or designated growth areas.</p> <p>Consider identifying areas appropriate for higher density development based on proximity to transportation facilities, the availability of a public or community water and sewer system, or opportunities for redevelopment or infill development. Establishing UDA's helps fund transportation projects by qualifying Petersburg for state funded technical assistance grants.</p>
2223.2	Comp plan including coastal resource management	Mandatory	No Reference	<p>The plan does not mention coastal resource management specifically. The plan mentions historic significance of coastal resources and touches on environmental challenges of the underutilized waterfront.</p> <p>There is no reference to state code requirement or Virginia Institute of Marine Science (VIMS) guidance:</p> <p><i>Beginning in 2013, any locality in Tidewater Virginia, as defined in § 62.1- 44.15:68, shall incorporate the guidance developed by the Virginia Institute of Marine Science pursuant to subdivision 9 of § 28.2-1100 into the next scheduled review of its comprehensive plan. The Department of Conservation and Recreation, Virginia Marine Resources Commission, and the Virginia Institute of Marine Science shall provide technical assistance to any such locality upon request.</i></p> <p>Recommend updating section to reflect updated code requirement and include recommendations from VIMS – <u>City of Petersburg Comprehensive Coastal Resource Management Portal</u>. Petersburg is a designated Tidewater locality under state code.</p>

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2223.3	Strategies to combat sea-level rise and recurrent flooding	Not Applicable	-	<p>Not applicable to Petersburg.</p> <p><i>State Code: Beginning July 1, 2015, any locality included in the Hampton Roads Planning District Commission shall incorporate into the next scheduled and all subsequent reviews of its comprehensive plan strategies to combat projected relative sea-level rise and recurrent flooding.</i></p>
2223.4	Transit-oriented development	Optional	Page 94	<p>Collier Yard rail site identified for transit-oriented development based on proximity to existing transportation infrastructure and need for higher density residential development.</p> <p><i>State Code: Beginning July 1, 2020, each city with a population greater than 20,000 and each county with a population greater than 100,000 shall consider incorporating into the next scheduled and all subsequent reviews of its comprehensive plan, strategies to promote transit-oriented development for the purpose of reducing greenhouse gas emissions through coordinated transportation, housing, and land use planning...</i></p> <p>Recommend identifying strategies and designated areas to promote transit-oriented development.</p>

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2224	Surveys and studies shall be made in preparation of Comp Plan on topics such as: land use, ag preservation, development trends, historic areas, environmental resources, infrastructure, transportation, affordable housing, etc. (See full list in 15.2-2224)	Mandatory	Various	<p>This section requires surveys and studies be conducted to prepare comprehensive plans. The existing plan addresses these items as follows:</p> <ul style="list-style-type: none"> • Existing development* • Growth, population, and employment trends* • Natural resources • Historic areas* • Groundwater and surface water availability and quality • Geologic factors • Environmental and economic factors* • Existing public facilities* • Affordable housing need • Transportation and improvements costs* • Drainage, flood control and flood prevention measures* <p>Not included:</p> <ul style="list-style-type: none"> • Production of food and fiber • Dam break inundation zones • Sustainability in ground water and surface water resources • Broadband infrastructure • The transmission of electricity <p>Recommend updating to address the topics not been included in the current plan. Starred (*) items should be updated to reflect current dataand existing conditions.</p>
2224(A)(2)	Probable future economic growth	Mandatory	No reference	<p>The Identity section discusses various factors of the past and current economic landscape, however projections of future economic growth are not included.</p> <p>Recommend including future economic growth trends and projections.Virginia Employment Commission provides industry and occupational growth through 2024.</p>

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2224(A)(2)	Probable future population growth	Mandatory	Page 13	<p>Population growth is projected through 2040</p> <p>Recommend updating population projection based on current population projections from Weldon Cooper Center for Public Service.</p>
2224(B)	Contains current map of locality	Mandatory	Page 134	<p>The plan currently includes an existing land use map among other transportation and utilities related maps.</p> <p>Recommend that maps be updated to show current locality information. Consider adding a locality map highlighting main community features and neighborhoods.</p>
2224(B)	Contains implementation methods, which may include but need not limited to: official map, capital improvements program, subdivision ordinance, zoning ordinance and zoning map, mineral resource map, recreation and sports resources map, and dam break inundation zones map.	Mandatory	Page 136 Various	<p>The plan includes goals, objectives. The plan is accompanied by a future land use map and zoning ordinance. There is no discussion on implementation methods tied to the plan.</p> <p>Recommend listing specific tasks the county is committed to completing by priority or timeframe. Consider including a map of planned utilities and community facility improvements.</p>
2229	Amendments process	Mandatory	No Reference	Recommend referencing the amendment process in the introduction section of the comprehensive plan.
2230	Five-year review	Mandatory	Page 4	The plan states and quotes the Code of VA that requires a five-year review.

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VA Code Section 15.2	Intent	Status	Comp. Plan Reference	Analysis / Recommendation
2230.1	Optional public facilities study and requirements of study	Optional	Page 114 Various	<p>The plan recommends adoption of a CIP and further coordination with public facility needs.</p> <p><i>State Code: The study may include estimations of the annual prospective operating costs for such facilities and any revenues, including tax revenues, that may be generated by such facilities. For purposes of the study, public facilities may include but need not be limited to water and sewer lines and treatment plants, schools, public safety facilities, streets and highways. The planning commission may forward the study to the local governing body or any other local, regional, state or federal agency that the planning commission believes might benefit from its findings.</i></p> <p>Recommend considering additional study of community facilities as needed. Some consideration of facility needs and cost estimates is recommended.</p>
2231	Incorporated towns may be included	Not Applicable	-	Not applicable for city-level comprehensive plans.
2232	Legal Status of plan	Mandatory	Page 4 No Reference	<p>The plan includes the "Legal Authority of the Plan" but does not include legal status or legal requirements.</p> <p>Recommend adding a reference to this State Code to the introduction portion of the plan.</p>

General Comments	
State Code References	Include references for appropriate State Code Section 15.2 and addition of text to clearly describe processes of plan review and amendment.
Plan Structure and Layout	Recommend revising plan to have consistent formatting, page orientation, map style, graphics, images and general style. Establish consistent chapter organization throughout.
Public Input and Engagement	Goals and objectives should be reviewed and updated to reflect community engagement results. The comprehensive plan update should highlight the community engagement process and results.
Goals, Objectives, and Recommendations	Recommend updating the goals, objectives, and recommendations, as appropriate.
Implementation Strategies	Recommend including specific implementation strategies and implementation matrix that assigns each strategy and/or recommendation the following: implementation type, responsible party, and time frame for completion (short, medium and long term implementation). Adding prioritizations will clarify recommendations and city decision-making.
Mapping	Recommend updating and expanding maps to reflect current information and best practices. See attached map diagnostic for clear mapping recommendations.
Community Data and Existing Conditions	Recommend updating community data and existing conditions. Align final recommendations with updated data analysis.
Existing Plans and Studies	The community has undergone transportation updates, utility updates, and participated in housing and community health studies since their last comprehensive plan was completed. These studies should be reviewed and findings included in the comprehensive plan update, as appropriate.
Community Narrative	Recommend clarifying inconsistencies throughout the plan and develop cohesive community narrative.
Source: Code of Virginia	

Appendix C:

Best Practices Diagnostic Matrix

**(Based on APA's Comprehensive
Plan Standards for Sustaining Places)**

Principle		Description
1. Livable Built Environment		Ensure that all elements of the built environment, including land use, transportation, housing, energy, and infrastructure, work together to provide sustainable places for living, working, and recreation.
Yes/No	Best Practice	Analysis / Recommendation
Yes	1.1 Plan for multi-modal transportation	As demonstrated throughout the plan, Petersburg has worked towards creating a vibrant community with a well-organized transportation network and amenities that make a livable community. The plan includes discussion and recommendations regarding multi-modal transportation, complete streets, and infill development. The plan states that mixed-use development, context appropriate design, and the conservation of historic resources should be encouraged. The plan is thorough in its assessment of current and future transportation initiatives but does not make a clear connection between transit and development or redevelopment project. To further meet these principles for creating a livable built environment, the City could consider opportunities for transit-oriented development projects that encourage rehabilitation and investment in existing neighborhoods and draw businesses to the City. This is particularly relevant to the opportunities for business and industrial infill on vacant sites within the City. The inclusion of green building design and energy conservation principles in land use tools would further the City's goals for a vibrant community.
Partial	1.2 Plan for transit-oriented development	
Partial	1.3 Coordinate regional transportation investments with job clusters	
Yes	1.4 Provide complete streets serving multiple functions	
Yes	1.5 Plan for mixed land-use patterns that are walkable and bikeable	
Yes	1.6 Plan for infill development	
Yes	1.7 Encourage design standards appropriate to the community context	
Yes	1.8 Provide accessible public facilities and spaces	
Yes	1.9 Conserve and reuse historic resources	
No	1.10 Implement green building design and energy conservation	
Yes	1.11 Discourage development in hazard zones	

Principle		Description
2. Harmony with Nature		Ensure that the connection between natural resources and human well-being are explicitly recognized and that maintaining the health and viability of natural resources is a primary objective.
Yes/No	Best Practice	Analysis / Recommendation
Yes	2.1 Restore, connect, and protect natural habitats and sensitive lands	The City of Petersburg recognizes the value of its natural resources and the impact development and land use have on water quality. Throughout the comprehensive plan, many of these best practices are highlighted as important community values. Protection of water resources and natural habitats are the topics most thoroughly discussed. While topography and soil characteristics are discussed, they are not directly associated with development recommendations. Air quality, climate change, renewable energy, and solid waste are not addressed. The City should consider addressing these best practices in plan updates. By including data and policy statements regarding these elements the City can not only provide for a more resilient future, but also bolster the City's image and competitiveness.
Yes	2.2 Plan for the provision and protection of green infrastructure	
No	2.3 Encourage development that respects natural topography	
Yes	2.4 Enact policies to reduce carbon footprints	
No	2.5 Comply with state and local air quality standards	
No	2.6 Encourage climate change adaptation	
No	2.7 Provide for renewable energy use	
No	2.8 Provide for solid waste reduction	
Yes	2.9 Encourage water conservation and plan for a lasting water supply	
Yes	2.10 Protect and manage streams, watersheds, and floodplains	

Principle		Description
3. Resilient Economy		Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainable urban development and redevelopment strategies that foster business growth and build reliance on local assets.
Yes/No	Best Practice	Analysis / Recommendation
Yes	3.1 Provide the physical capacity for economic growth	Economic potential in Petersburg is a central theme of the City's comprehensive plan. With the message that Petersburg is a business-friendly community with a proactive plan for economic growth and community-based economic development, the City is planning for fiscal sustainability, building economic capacity, and ensuring infrastructure is in place to allow appropriate growth. Building on the theme of proactive economic planning, Petersburg should continue to get ahead by not only recruiting businesses, but planning for development that supports a mix of land uses, community investment, and business recruitment; promoting green businesses and green business practices to bolster the City's image and competitiveness; and developing clear post-disaster economic recovery plans. The Covid-19 pandemic has highlighted the need not only for economic recovery but proactive planning such that communities that can withstand disasters.
Yes	3.2 Plan for a balanced land-use mix for fiscal sustainability	
Yes	3.3 Plan for transportation access to employment centers	
No	3.4 Promote green businesses and jobs	
Yes	3.5 Encourage community-based economic development and revitalization	
Yes	3.6 Provide and maintain infrastructure capacity in line with growth or decline demands	
No	3.7 Plan for post-disaster economic recovery	

Principle		Description
4. Interwoven Equity		Ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups.
Yes/No	Best Practice	Analysis / Recommendation
Yes	4.1 Provide a range of housing types	Petersburg's comprehensive plan recognized the need to improve the community's health, safety, and access to services; however, the plan lacks a complete analysis and strategies for addressing equity and protecting the most at-risk members of its community. For example, the Housing Plan identifies a strong need for intervention to provide resources and aid to homeowners for the rehabilitation of housing units. It does so largely within the context of historic preservation and overlooks many other environmental justice issues. The proximity of industrial uses to residential neighborhoods, such as Pocahontas, is mentioned, but the plan offers no policies to correct or guide more equitable decision making in the future. While the City is working towards addressing fairness and equity – including the development of nonprofit partnerships and the completion of supplemental studies – the comprehensive plan should more directly connect these efforts to land use and policy decision and include more targeted strategies to address these issues.
No	4.2 Plan for jobs/housing balance	
Partial	4.3 Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods	
Partial	4.4 Plan for improved health and safety for at-risk populations	
Partial	4.5 Provide accessible and quality public services, facilities, and health care to minority and low-income neighborhoods	
Yes	4.6 Upgrade infrastructure and facilities in older and substandard areas	
Yes	4.7 Plan for workforce diversity and development	
No	4.8 Protect vulnerable populations from natural hazards	
No	4.9 Promote environmental justice	

Principle		Description
5. Healthy Community		Ensure that public health needs are recognized and addressed through provisions for access to healthy foods, physical activity, recreation, health care, environmental justice, and safe neighborhoods.
Yes/No	Best Practice	Analysis / Recommendation
No	5.1 Reduce exposure to toxins and pollutants in the natural and built environments	Petersburg's comprehensive plan is notable for its inclusion of a community Health Plan. The plan includes discussion and recommendations regarding access to healthy food, recreation amenities, and opportunities for physical activity; the provision of multimodal transportation choices; and improved public safety (police, fire, and emergency services), including trauma-informed response. Integrating strategies to improve community health into the rest of the comprehensive plan will address any shortcomings while bolstering outcomes for the community. For example, the environmental section of the plan references an EPA conducted brownfield assessment that identified City-owned brownfields and sustainable redevelopment projects completed as a result. However, the plan does not discuss the role of industrial and brownfield sites in toxin and pollutant exposure, community health outcomes, or future land use practices. Similarly, the Tourism Plan lays out steps to promote and improve access to cultural amenities but does so largely for the benefit of community visitors. Improving access to arts and culture for residents has positive outcomes for quality of life, education, community pride, and health.
Yes	5.2 Plan for increased public safety through reduction of crime and injuries	
Yes	5.3 Plan for the mitigation and redevelopment of brownfields for productive uses	
Yes	5.4 Plan for physical activity and healthy lifestyles	
Yes	5.5 Provide accessible parks, recreation, facilities, greenways and open space near all neighborhoods	
Yes	5.6 Plan for access to healthy, locally grown foods for all neighborhoods	
Partial	5.7 Plan for equitable access to health care providers, schools, public safety facilities, and arts and cultural facilities	

Principle		Description
6. Responsible Regionalism		Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.
Yes/No	Best Practice	Analysis / Recommendation
Yes	6.1 Coordinate local land use plans with regional transportation investments	While Petersburg's planning jurisdiction ends at City boundaries, it is part of the Tri-City region and must coordinate and work with surrounding communities. Overall, the plan promotes responsible regionalism by promoting regional cooperation and including regional development visions. As the framework that connects communities, regional transportation goals are the most clearly defined. Principles intended to guide transportation and land use decisions in Petersburg include the goal to "increase the mobility of the public through public transportation and regional cooperation". The plan is also thorough in discussing the impact regional population growth has had on local population projections, economy, and pressure on community facilities and infrastructure. However, the plan does not address regional planning in its land use, housing, or open space plans. As appropriate for the issues facing the City, updates to the comprehensive plan should more directly reference regional planning efforts and connect them to local recommendations.
No	6.2 Coordinate local and regional housing plan goals	
No	6.3 Coordinate local open space plans with regional green infrastructure plans	
No	6.4 Delineate designated growth areas that are served by transit	
Yes	6.5 Promote regional cooperation and sharing of resources	
No	6.6 Enhance connections between local activity centers and regional destinations	
Yes	6.7 Coordinate local and regional population and economic projections	
Yes	6.8 Include regional development visions and plans in local planning scenarios	
No	6.9 Encourage consistency between local capital improvement programs and regional infrastructure priorities	

Principle		Description
7. Authentic Participation		Ensure that the planning process actively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.
Yes/No	Best Practice	Analysis / Recommendation
No	7.1 Engage stakeholders at all stages of the planning process	In 2019, Petersburg conducted a community survey and invited residents to participate in led community conversations. The most recent community engagement is not yet added to the plan update. The City Council, planning commission and planning department have good relationships and have already began holding joint meetings regarding the plan update. The city hopes to engage other stakeholders in the planning process, including: the Economic Development Authority, VLAR, Crater Planning District Commission, Petersburg Health Department, the Cameron Foundation, Virginia State University, Fort Lee, Hospitals, and the Petersburg School District. As plan updates continue, the public participation process should include the stakeholders listed above. Community members should be included at all stages of the planning process through surveys, staff-led meetings, continuous process updates and materials translated into applicable languages. Diverse public input should be encouraged through community outreach and partnership with stakeholder leadership.
No	7.2 Seek diverse participation in the plan development process	
No	7.3 Promote leadership development in disadvantaged communities during the planning process	
No	7.4 Develop alternative scenarios of the future	
No	7.5 Provide ongoing and understandable information for all participants	
Yes	7.6 Use a variety of communications channels to inform and involve the community	
No	7.7 Continue to engage the public after the comprehensive plan is adopted	

City of Petersburg, Virginia
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Principle		Description
8. Accountable Implementation		Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.
Yes/No	Best Practice	Analysis / Recommendation
Yes	8.1 Indicate specific actions for implementation	The plan includes specific actions for implementation and highlights the role the capital improvements plan and annual budget will have in implementing the planning objectives established in this plan. However, the plan lacks a clear and actionable implementation schedule and the measurable indicators, benchmarks and targets to guide implementation, promote accountability, and enable evaluation over time. Including a matrix that catalogues implementation steps with associated time-frames and responsible parties can aid in evaluation and update of the plan.
No	8.2 Connect plan implementation to the capital planning process	
Yes	8.3 Connect plan implementation to the annual budgeting process	
Yes	8.4 Establish interagency and organizational cooperation	
Yes	8.5 Identify funding sources for plan implementation	
No	8.6 Establish indicators, benchmarks, and targets	
No	8.7 Regularly evaluate and report on implementation progress	
No	8.8 Adjust the plan as necessary based on evaluation	

Principle		Description
9. Consistent Content		Ensure that the plan contains a consistent set of visions, goals, policies, objectives, and actions that are based on evidence about community conditions, major issues, and impacts.
Yes/No	Best Practice	Analysis / Recommendation
Yes	9.1 Assess strengths, weaknesses, opportunities, and threats	As a planning document, Petersburg's comprehensive plan includes many of the elements that create a consistent message and path for moving a community forward. The plan achieves content consistency by thoroughly establishing existing conditions, goals, objectives, and recommendations in each chapter. However, the chapters are formatted inconsistently, map and graphics formats are not standardized (sometimes too small or pixelated to be useful), and policy recommendations are not written in a consistent style – sometimes accounted for in narrative, other times in an end-of-chapter summary, which hinders the clarity and effectiveness of the plan. In order to improve legibility and useability of the plan, the City should consider reorganizing chapters into a consistent format that includes standard map formats and sizes and a list or table of policies and strategies for each chapter or element. These lists become the building blocks of an implementation matrix that is easy to use, update, and track.
Yes	9.2 Establish a fact base	
Yes	9.3 Develop a vision of the future	
Yes	9.4 Set goals in support of the vision	
Yes	9.5 Set objectives in support of the goals	
Partial	9.6 Set policies to guide decision making	
Yes	9.7 Define actions to carry out the plan	
No	9.8 Use clear and compelling features to present the plan	

Principle		Description
10. Coordinated Characteristics		Ensure that the plan includes creative and innovative strategies and recommendations and coordinates them internally with each other, vertically with federal and state requirements, and horizontally with plans of adjacent jurisdictions.
Yes/No	Best Practice	Analysis / Recommendation
Yes	10.1 Be comprehensive in the plan's coverage	The City of Petersburg's comprehensive plan addresses the important elements for community planning and elevates the plan with content such as forward-thinking community health strategies. However, there is a lack of consistency across planning components, which hinders the clarity and effectiveness of the plan. Without a consistent format for assessing and making recommendations for planning elements, the relationships and areas for effective coordination are lost. Furthermore, some chapters are incomplete or are not treated with the same level of detail as other chapters. Additional areas for improvement include plans of other jurisdictions and levels of government and implementing recommendations from the Chesapeake Bay Preservation Act and Code of Virginia matrices.
No	10.2 Integrate the plan with other local plans and programs	
No	10.3 Be innovative in the plan's approach	
Yes	10.4 Be persuasive in communicating the plan	
No	10.5 Be consistent across plan components	
No	10.6 Coordinate with the plans of other jurisdictions and levels of government	
Partial	10.7 Comply with applicable laws and mandates	
Yes	10.8 Be transparent in the plan's substance	
No	10.9 Use formats that go beyond paper	

Appendix D:

Mapping Elements Diagnostic Matrix

City of Petersburg, Virginia
Comprehensive Plan Mapping Elements Diagnostic Matrix



VA Code Section	Type of Content	Status	Map Currently Included in Comprehensive Plan:
§ 15.2	<u>Overall requirements</u>		
§ 15.2 - 2223 (B) (1)	Roads	Optional	Yes
	Bicycle accommodations	Optional	Partial
	Pedestrian accommodations	Optional	No
	Railways	Optional	No
	Bridges	Optional	No
	Waterways	Optional	Yes
	Airports	Optional	No
	Ports	Optional	No
	Public transportation facilities	Optional	No
	Functional classes	Optional	Yes
	Crash data	Optional	No
	Annual average daily traffic (AADT)	Optional	Yes
	Level of Service (LOS)	Optional	No
§ 15.2 - 2223 (C)*	Road and transportation improvements / projects	Mandatory	Yes
	Future Land Use	Mandatory	Yes
	Community facilities – services, utilities, public buildings, recycling centers, electric transmission corridors	Optional	No
	Community facilities – recreation	Optional	Yes
	Wetlands / Watersheds	Optional	Yes
	Flood plain and drainage	Optional	Yes
	Conservation areas	Optional	No
	Mineral resources	Optional	No

* Code of Virginia requires items in this section to be included in the plan through maps, plats, charts, and/or descriptive matter. Maps are an optional feature.

City of Petersburg, Virginia
Comprehensive Plan Mapping Elements Diagnostic Matrix



VA Code Section	Type of Content	Status	Map Currently Included in Comprehensive Plan:
§ 15.2 - 2223 (C)*	Historical areas	Optional	Partial
	Military designated areas	Optional	No
	Agricultural and Forestal areas	Optional	No
	Economic incentives (tourism zones, enterprise zones, etc.)	Optional	Yes
	Housing	Optional	Yes
	Communications facilities	Optional	No
	Groundwater & surface water protection	Optional	No
§ 15.2 - 2223.1 (B) (4)	Urban Development Areas (UDA)	Not Applicable	N/A
§ 15.2 - 2224 (B)*	Area covered by plan	Mandatory	Yes
	Dam break inundation zones	Optional	No
Administrative Code Chapter 830 - CBPA	<u>Chesapeake Bay Preservation Act Criteria:</u>		
9VAC25-830-170	The location of CBPA Areas;	Mandatory	No
	Physical constraints to development, including soil limitations;	Mandatory	Yes
	The character and location of commercial and recreational fisheries and other aquatic resources;	Mandatory	No
	Shoreline and streambank erosion problems;	Mandatory	No
	Existing and proposed land uses;	Mandatory	Yes
	Catalog of existing and potential water pollution sources;	Mandatory	No
	Public and private waterfront access areas	Mandatory	No

* Code of Virginia requires items in this section to be included in the plan through maps, plats, charts, and/or descriptive matter. Maps are an optional feature.

