



Public Hearing Draft

Comprehensive Plan 2044

PETERSBURG **NEXT**



DRAFT

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

ACKNOWLEDGEMENTS

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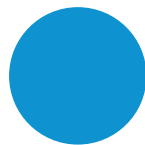
DRAFT



Fortune 500 Company CEO
@fortune500company

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

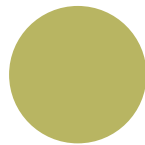
09:45 A.M. | 05 January 2044



Housing Developer
@housingdeveloper

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

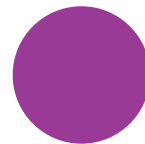
6:50 A.M. | 12 April 2044



Petersburg High School Senior
@highschoolsenior

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

03:04 P.M. | 19 May 2044



Mom of Three
@lifelongresident

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

11:15 P.M. | 12 August 2044



Major News Network
@majornewsnetwork

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

6:31 P.M. | 05 December 2044

**Feed from
the Future**

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



01 ABOUT THE PLAN

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

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

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

01

WHAT IS A COMPREHENSIVE PLAN?

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

PLANNING JURISDICTION

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

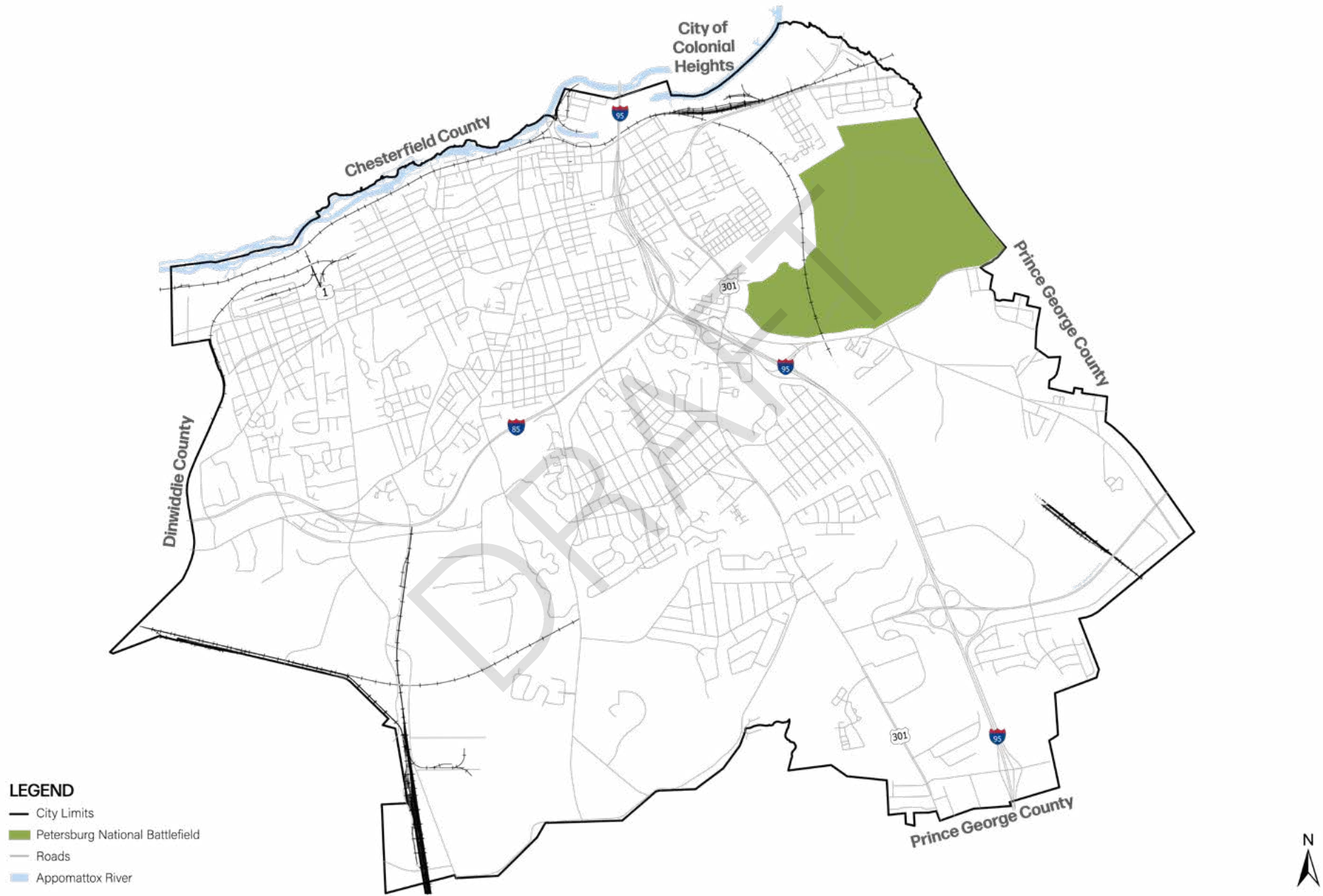
While the City of Petersburg does not have control over decisions in its neighboring localities, it works as a partner of the Crater Planning District Commission (CPDC), a regional organization that provides planning services and technical assistance to its member jurisdictions. Much of the information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



ELEMENTS OF A COMPREHENSIVE PLAN



MAP 1.1 | CITY OF PETERSBURG PLANNING JURISDICTION



CODE OF VIRGINIA

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

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

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

RELATIONSHIP TO PLANS, POLICIES, AND ORDINANCES

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

Zoning and Subdivision Ordinances

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

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



Future land use planning maps and recommendations for development



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



A system of **community service facilities**



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



Strategies to provide **broadband infrastructure**



Petersburg Courthouse

Capital Improvements Program (CIP)

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

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

Other Plans, Studies, and Initiatives

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

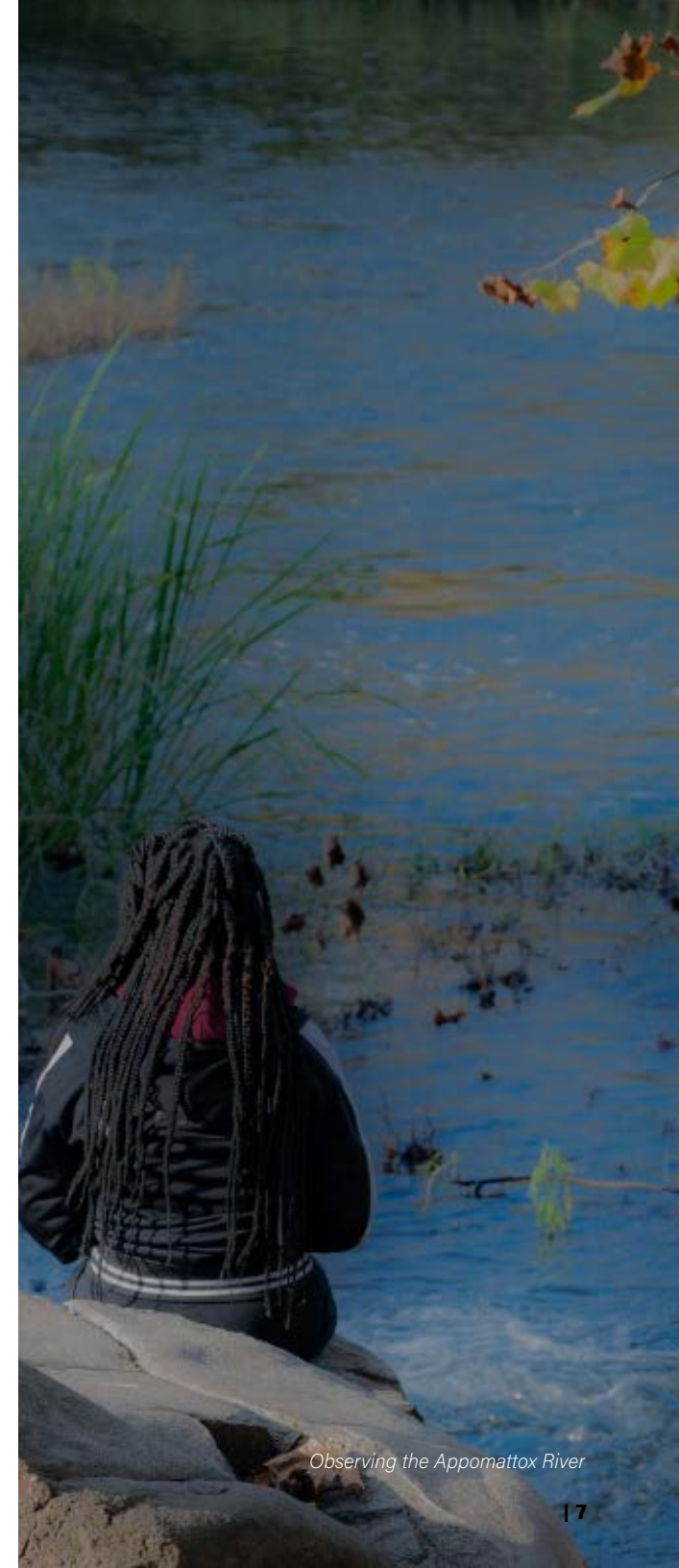
- Virginia Department of Transportation (VDOT) Six-Year Improvement Plan (SYIP)
- Crater Planning District Commission Comprehensive Economic Strategy (CEDS)
- Crater Planning District Commission (CPDC) Richmond-Crater Hazard Mitigation Plan

USING PETERSBURGNEXT

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

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

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



CREATING PETERSBURGNEXT

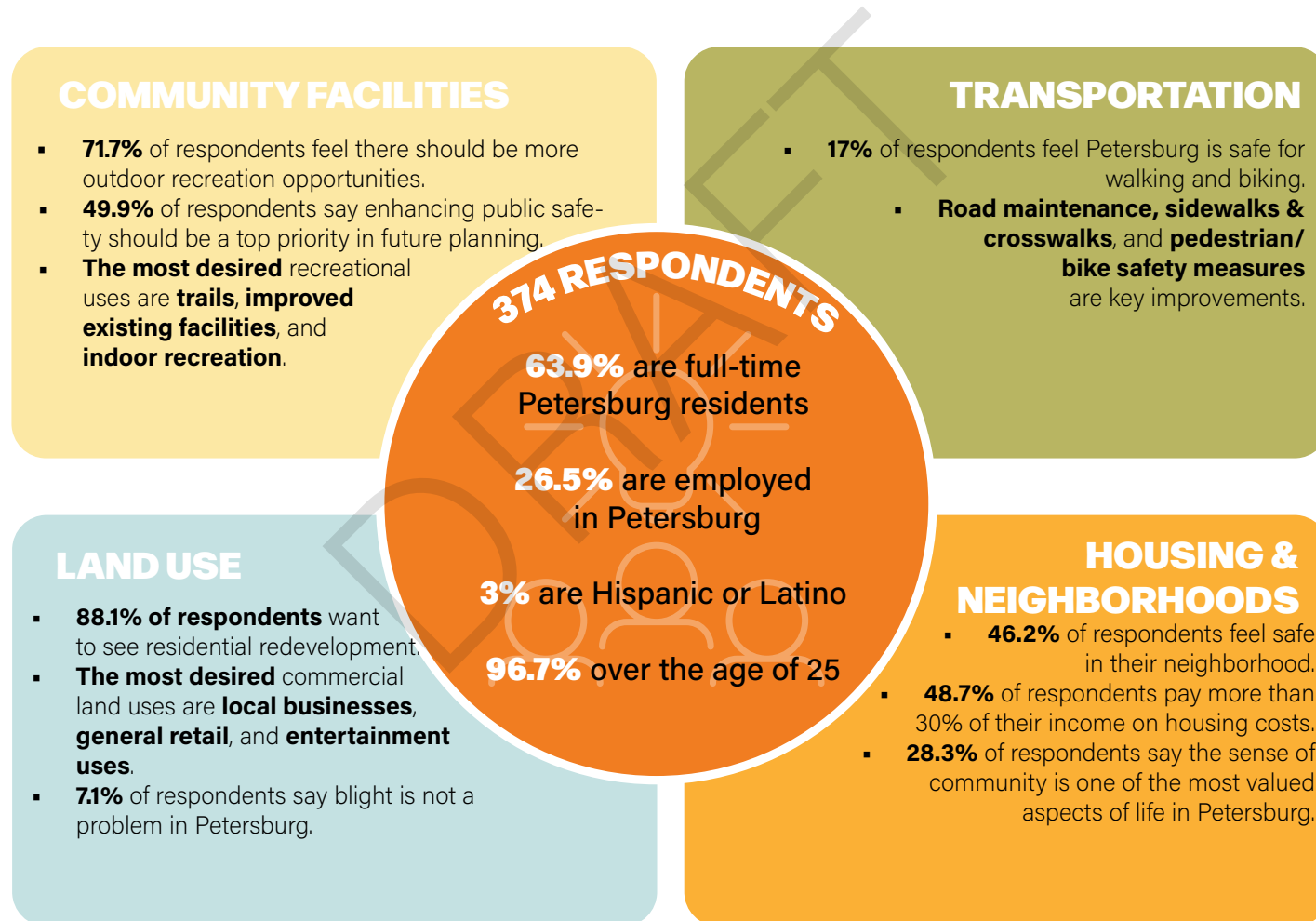
PetersburgNEXT is the culmination of nearly two years of research, data analysis, and most importantly, community input and engagement. Throughout the planning process, this Comprehensive Plan update has taken deliberate steps to guarantee that community voices define the City of Petersburg's vision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



PETERSBURGNEXT COMMUNITY ENGAGEMENT

Community Survey

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



Public Workshops

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

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

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

Strengths and Assets

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

Weaknesses

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

Opportunities and Goals for the Future

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



Participants engage at a PetersburgNEXT workshop

Focus Groups

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

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

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

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



FOCUS GROUPS: WHO PARTICIPATED?

54 individuals from
45 organizations

including but not limited to:

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

DRAFTING AND REFINING

Plan Formulation

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

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

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

Public Review

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

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

Refinement and Adoption

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

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



Interactive mapping activity at a PetersburgNEXT workshop



Croaker's Spot, Old Towne

02

IDENTITY

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

“PETERSBURG PRIDE IS ON THE RISE!”

- Community Survey Respondent



02

WHO WE WERE

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

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

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

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

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



Petersburg Courthouse

WHO WE ARE

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

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

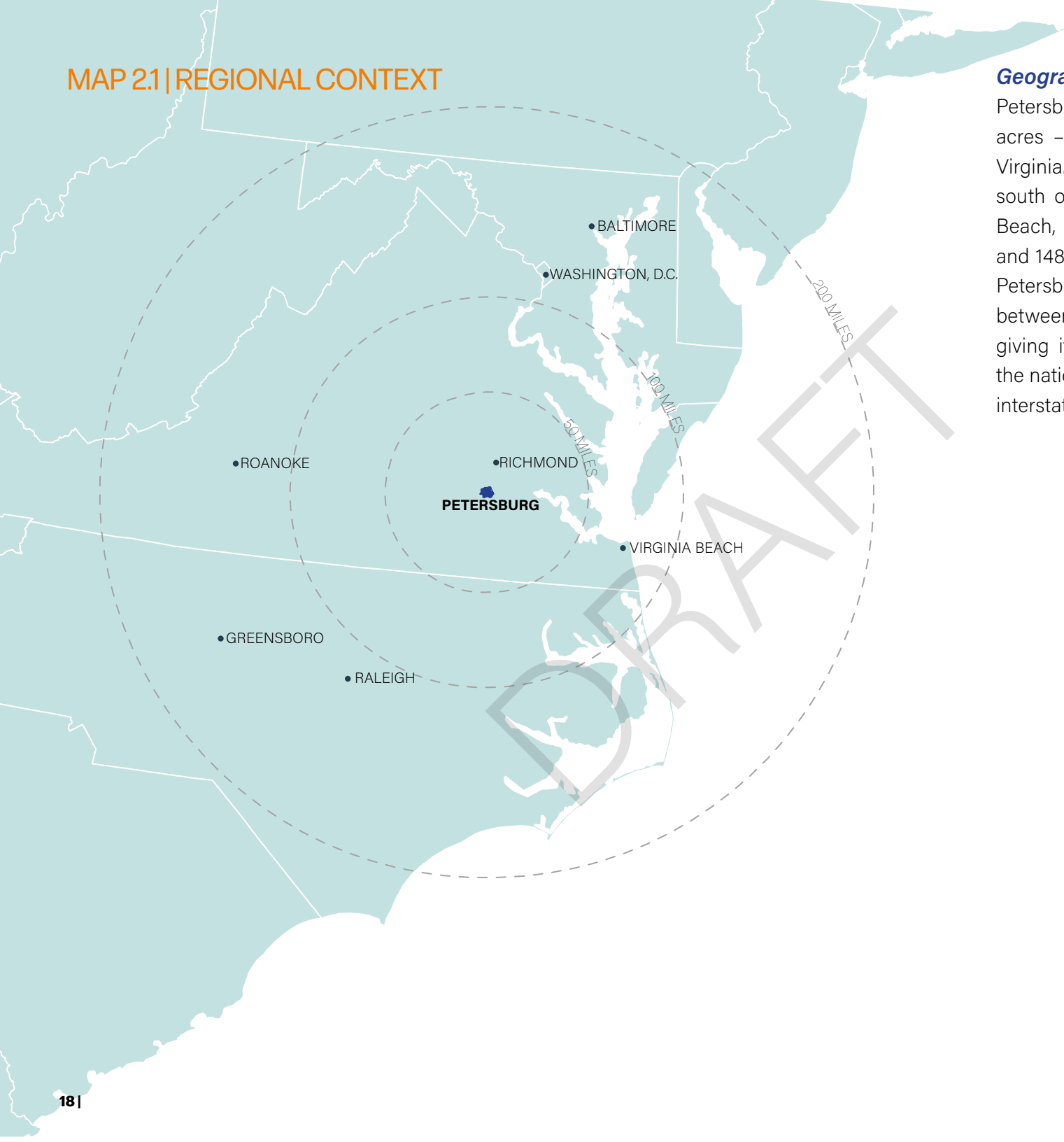
Eco-tourism and sports tourism are other emerging opportunities for Petersburg. The City has a considerable amount of recreational and green space, along with Petersburg Sports Complex, an outdoor recreational venue with various sports fields, ponds, and pavilions. The Appomattox River Trail, Fall Line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

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



Musicians perform at the Halifax Jazz Festival

MAP 2.1 | REGIONAL CONTEXT



Geography and Location

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

Metropolitan Statistical Area

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

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

TOTAL POPULATION

CITY OF PETERSBURG

33,458

RICHMOND - PETERSBURG MSA

1,314,434

COMMONWEALTH OF VIRGINIA

8,631,393

SOURCE: U.S. Census, 2020



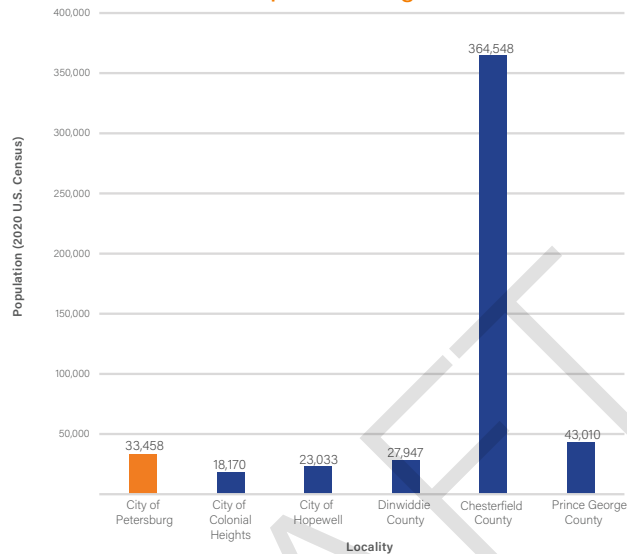
People and Population

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

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

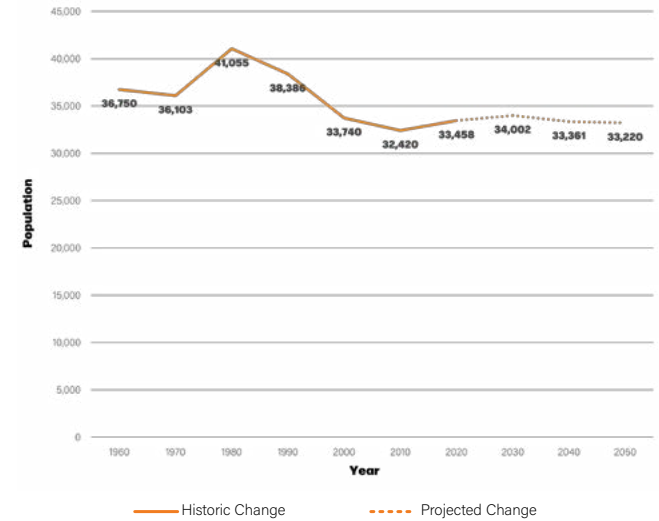
Between 2015 and 2019, Petersburg's net migration was -1,523, indicating that out-migration has played a strong role in stagnated growth. Both in- and out-migration primarily occurred between Petersburg and municipalities in the greater Richmond area. Minimal migration occurred between the City of Petersburg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

Total Population, Regional



SOURCE: U.S. Census, 2020

Historic and Projected Population Growth in Petersburg



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

In-Migration and Out-Migration: Top Destinations

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

SOURCE: Internal Revenue Service

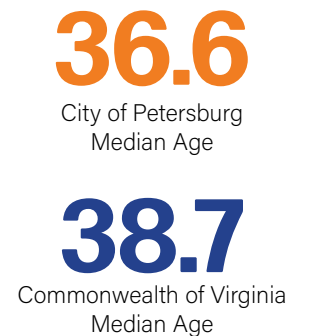
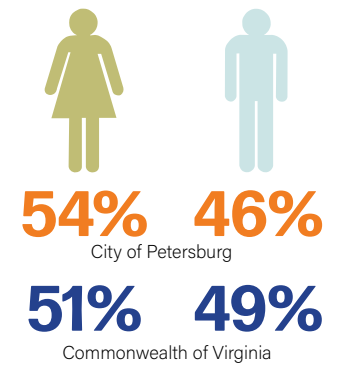
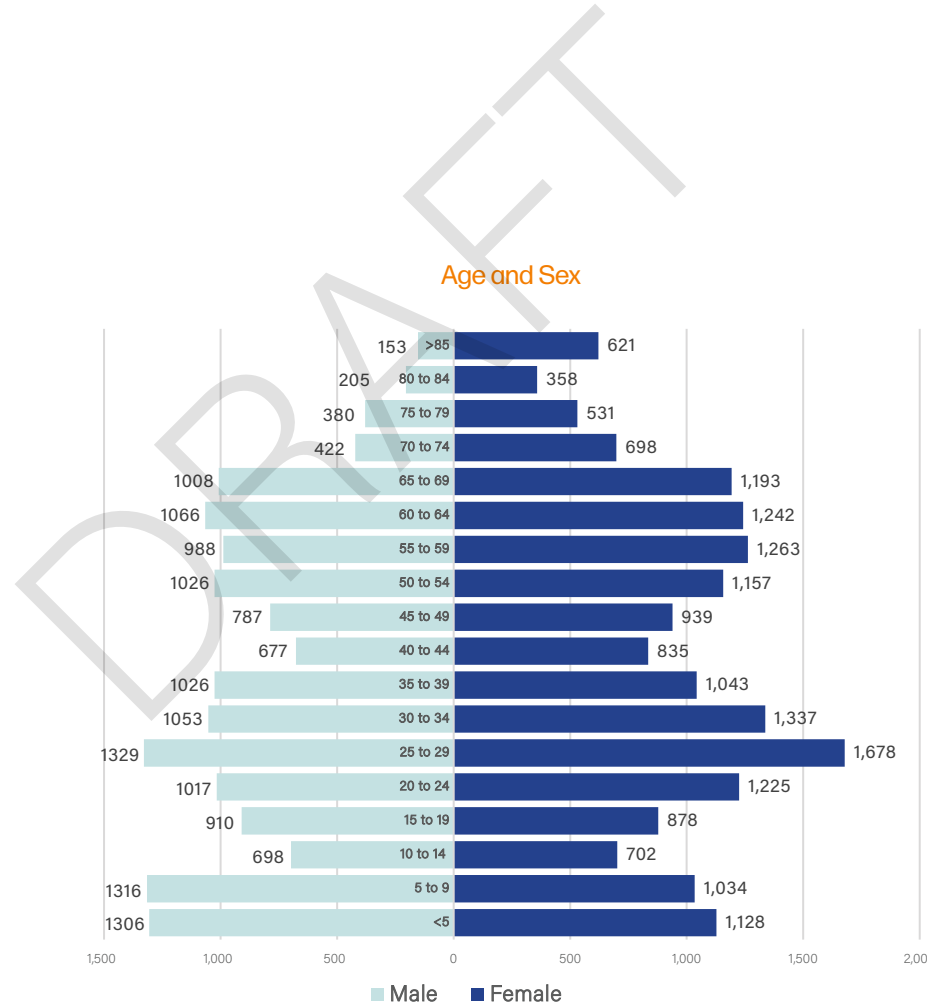
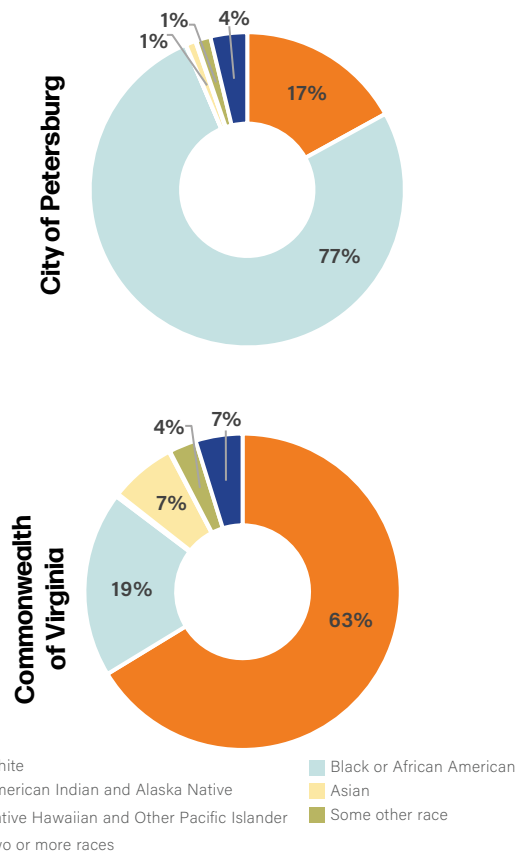
Top Destinations (Out-Migration)
1. City of Colonial Heights
2. Prince George County
3. City of Portsmouth
4. Chesterfield County
5. City of Richmond
6. Henrico County
7. Surry County
8. Augusta County
9. Escambia County, FL
10. City of Hopewell

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

more diverse than its neighboring localities and Virginia overall.

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

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



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

Economy

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

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

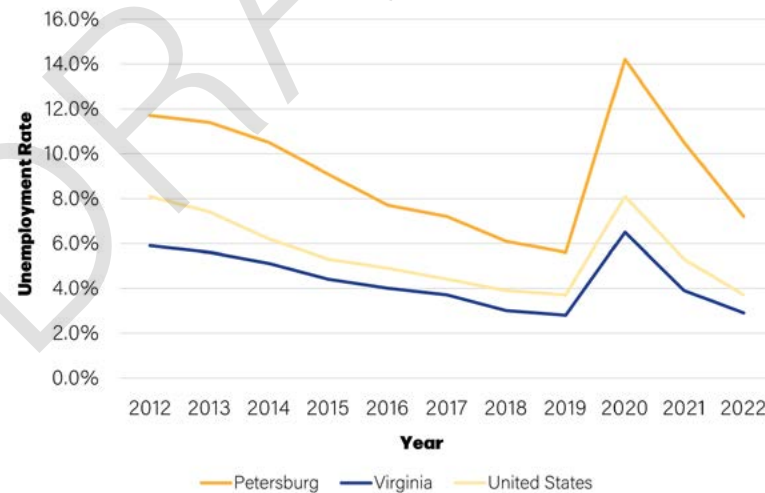
At \$46,930, Petersburg's median household income is significantly lower than the statewide median of \$87,249. The discrepancy increases when the data is isolated for owner-occupied households: \$58,815 for Petersburg, compared to \$107,580 for Virginia. The difference in the median household income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

Median Household Income Comparison



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

Unemployment Rate, 2008-2022

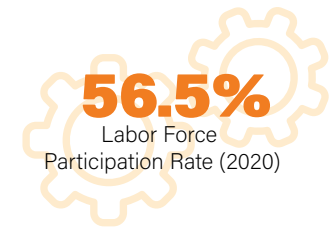


SOURCE: Virginia Employment Commission, Economic Information & Analytics, Local Area Unemployment Statistics

Educational Attainment

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

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



Top Employers

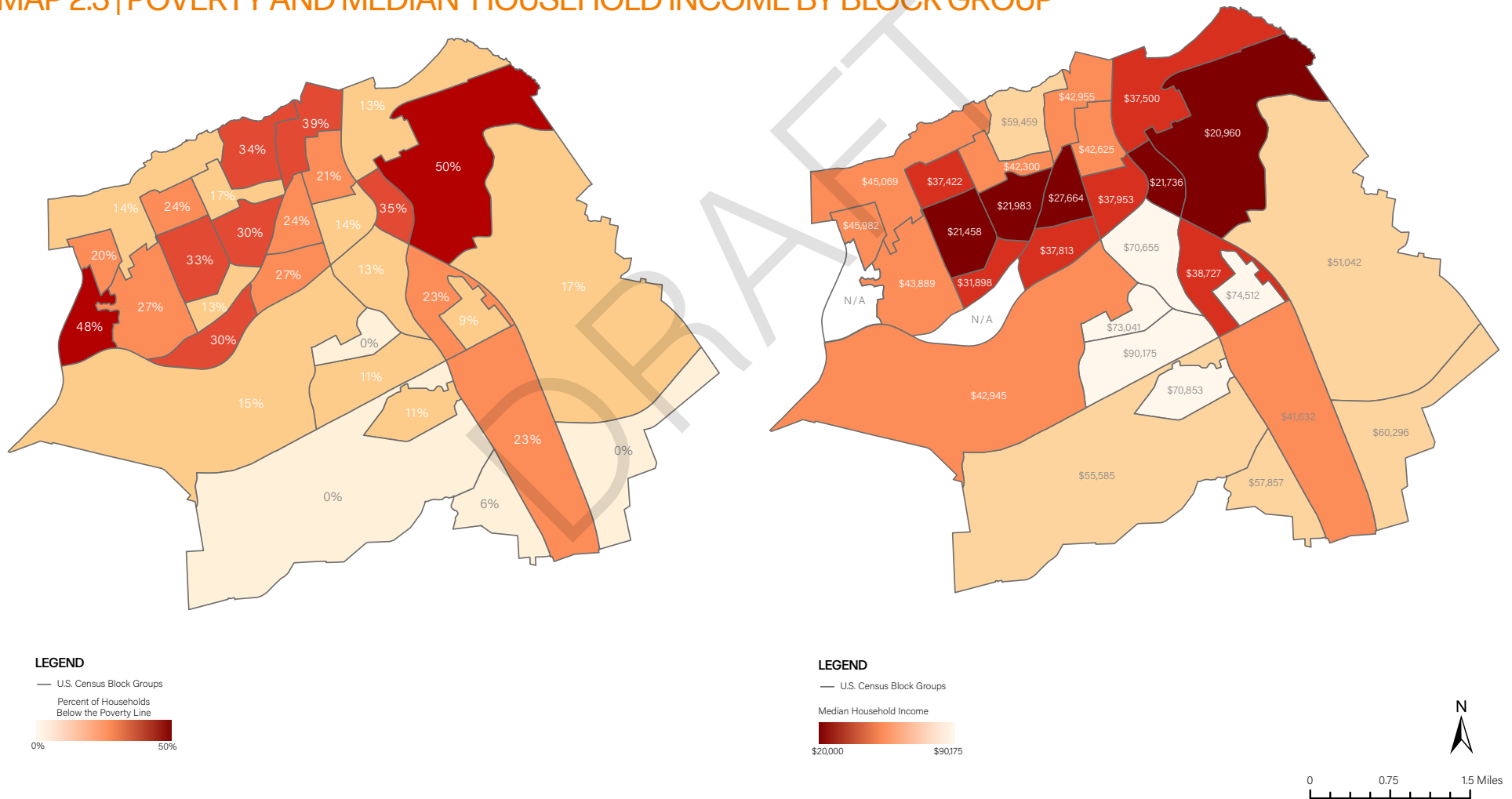
1. Bon Secours Health System
2. City of Petersburg
3. Petersburg City Public Schools



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

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

MAP 2.3 | POVERTY AND MEDIAN HOUSEHOLD INCOME BY BLOCK GROUP



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

Housing and Neighborhoods

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

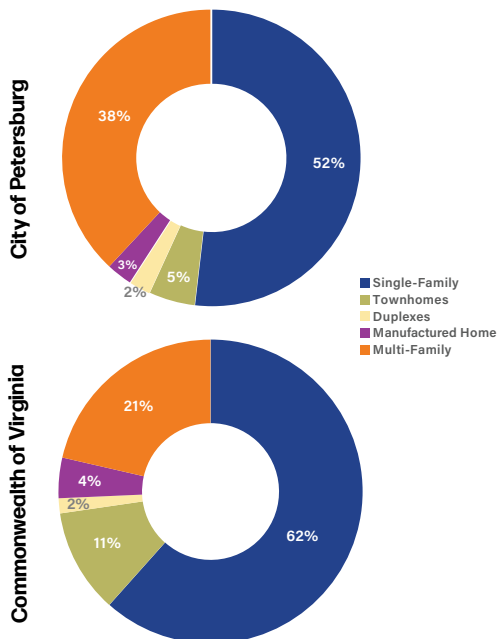
Petersburg's housing stock is primarily composed of single-family dwellings, although the housing stock is more diverse than that of Virginia overall due to a higher percentage of multi-family dwellings. The majority of

Petersburg's occupied residences are renter-occupied.

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

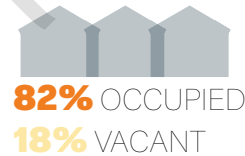
burdened, meaning that 30% or more of their income goes toward housing costs, including a monthly rent or mortgage payment and utilities.

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

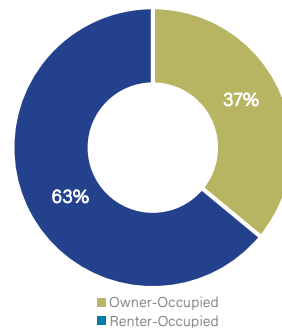


Median Gross Rent
\$1,082
City of Petersburg

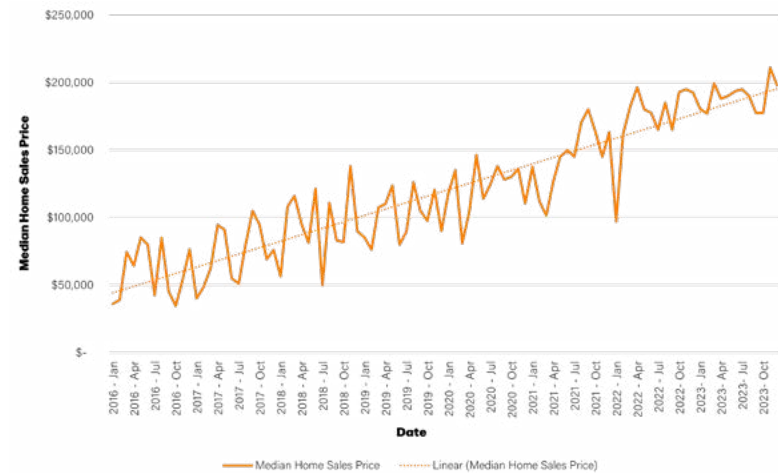
\$1,440
Commonwealth of Virginia



50%
of all renters are
cost-burdened



Median Residential Sales Price, 2016-2023



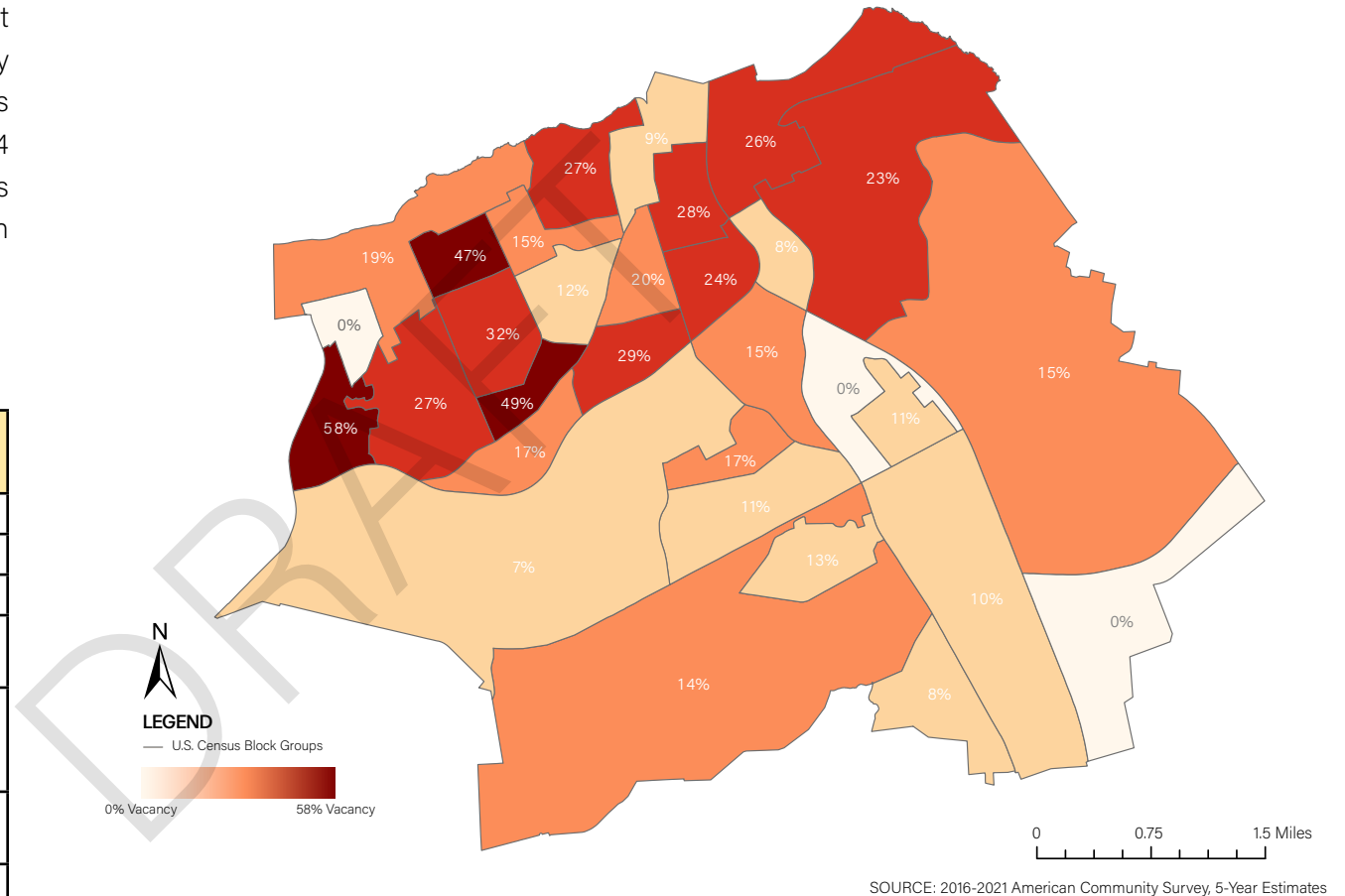
SOURCE (all infographics): 2018-2022 American Community Survey, 5-Year Estimates; Virginia Realtors; Virginia Housing Forward

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

MAP 2.4 | RESIDENTIAL VACANCY RATE BY BLOCK GROUP

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

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



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

Transportation

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

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

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

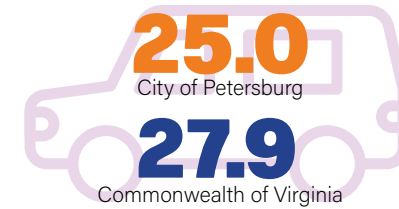
Commuter Mode of Transportation

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

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



Mean Travel Time to Work (Minutes)



Top Employment Destinations

1. Chesterfield County
2. Henrico County
3. City of Richmond
4. Prince George County
5. City of Colonial Heights

Top Employee Origins

1. Chesterfield County
2. Dinwiddie County
3. Prince George County
4. City of Hopewell
5. Henrico County



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

Community Health and Wellness

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

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

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

Regional Health Data

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

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



COUNTY HEALTH RANKINGS: PETERSBURG HIGHLIGHTS

STRENGTHS:

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

OPPORTUNITIES FOR GROWTH:

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

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

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

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

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



Enjoying quality time at a City event



PLANNING FACTORS

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

Fort Gregg-Adams

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

Waterfront Investment

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

Virginia State University

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

Water and Sewer Infrastructure

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

Historic Preservation

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

Housing Rehabilitation and Blight Abatement

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

Rise of Remote Work

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

New Industries

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



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

Climate Resiliency and Green Energy

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

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

Broadband Infrastructure

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

Arts and Culture

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



Public art installation in Old Towne

WHO WE ASPIRE TO BE

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

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

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

PETERSBURG**NEXT** VISION STATEMENT

KEY THEMES

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

Equity

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

Public Safety

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

Public Health

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

Responsible Regionalism

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

Environmental Stewardship

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



Community members enjoying a meal at a Petersburg Night Out

Our Plan for a bright future.

PLAN VISION

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

KEY THEMES

EQUITY

PUBLIC SAFETY

PUBLIC HEALTH

RESPONSIBLE REGIONALISM

ENVIRONMENTAL STEWARDSHIP

PLAN CHAPTERS

ECONOMIC DEVELOPMENT

HOUSING AND NEIGHBORHOODS

PARKS, RECREATION, ARTS, AND HISTORIC PRESERVATION

COMMUNITY FACILITIES AND INFRASTRUCTURE

PUBLIC SAFETY

MOBILITY AND TRANSPORTATION

ENVIRONMENTAL STEWARDSHIP

LAND USE

03

ECONOMIC DEVELOPMENT

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



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

- *Community Survey Respondent*

03

INTRODUCTION

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

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

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

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



COMMUNITY FEEDBACK: ECONOMIC DEVELOPMENT

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



Old Mansion Foods facility

WHERE ARE WE NOW?

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

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

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

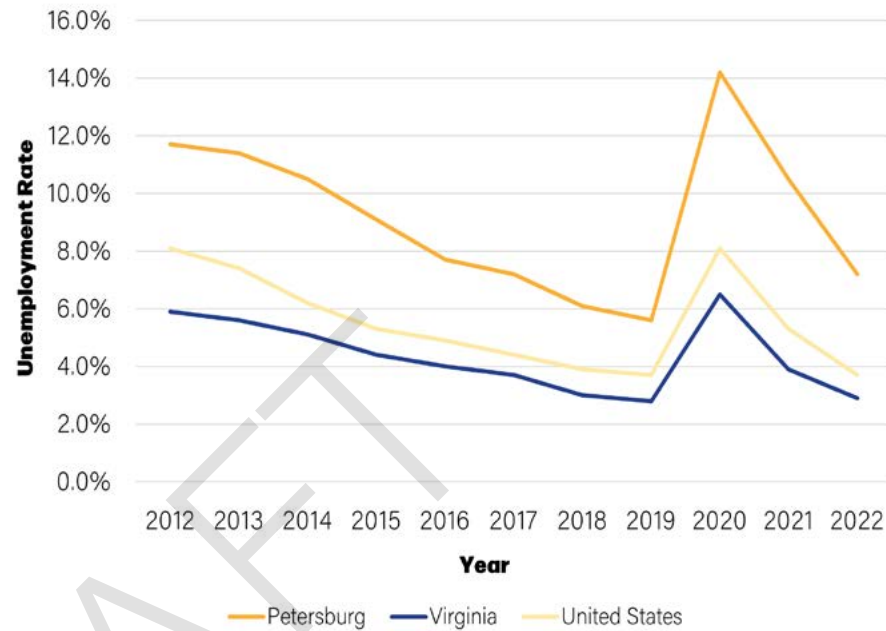
While challenges remain, particularly in ensuring that these newfound opportunities benefit local residents, Petersburg has ultimately positioned itself for a bright economic future through building diversity in advanced manufacturing, warehousing and distribution, and supporting growth in the gig economy.

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

Unemployment Rate and Labor Force Participation

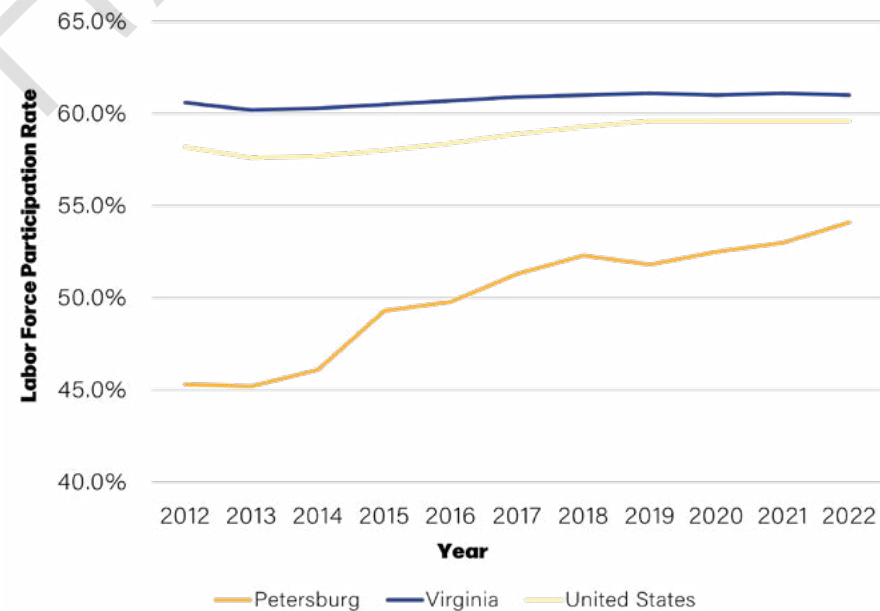
The unemployment rate represents the number of unemployed people as a percentage of the labor force. The Labor Force Participation (LFP) rate is the percentage of the population that is either working or actively looking for work. Strong labor force participation and low unemployment reflect a robust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

Figure 3.1 | Unemployment Rate, 2012-2022



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

Figure 3.2 | Labor Force Participation Rate, 2012-2022



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

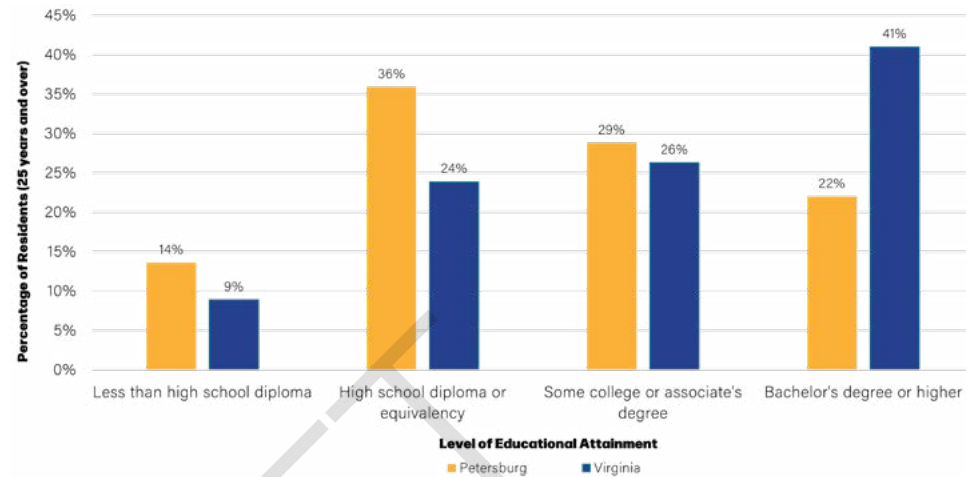
Educational Attainment

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

Household Income and Weekly Wages

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

Figure 3.3 | Educational Attainment



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

Table 3.1 | Regional Median Household Income

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

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

Table 3.2 | Average Weekly Wage by Industry

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

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

Employment by Industry

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

Table 3.3 | Employment by Industry

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

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



PETERSBURG'S TOP TEN EMPLOYERS

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



HOW DO LIVABILITY AND PUBLIC HEALTH CONNECT TO ECONOMIC VITALITY?

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

Commuting Patterns and Quality of Life

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

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

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

ECONOMIC GROWTH AND DEVELOPMENT

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

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

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

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



Industry Trends

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

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

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

Tourism in Petersburg

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

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

Table 3.4 | Tourism Revenue, 2017-2022

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

SOURCE: Virginia Tourism Corporation

WORKFORCE DEVELOPMENT

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

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

Brightpoint Community College

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

Richard Bland College of William & Mary

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



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

Virginia State University

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

Community College Workforce Alliance

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

Metropolitan Business League

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

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

Crater Regional Workforce Development Board

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

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

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



Virginia State University Campus
Photo Credit: Virginia State University

LEVERAGING INCENTIVE ZONES

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

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

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

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

Enterprise Zone

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

Tourism Zone

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

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

Opportunity Zone

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

Technology Zone

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



Triad Metals International facility





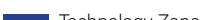






WHAT IS THE ECONOMIC DEVELOPMENT AUTHORITY?

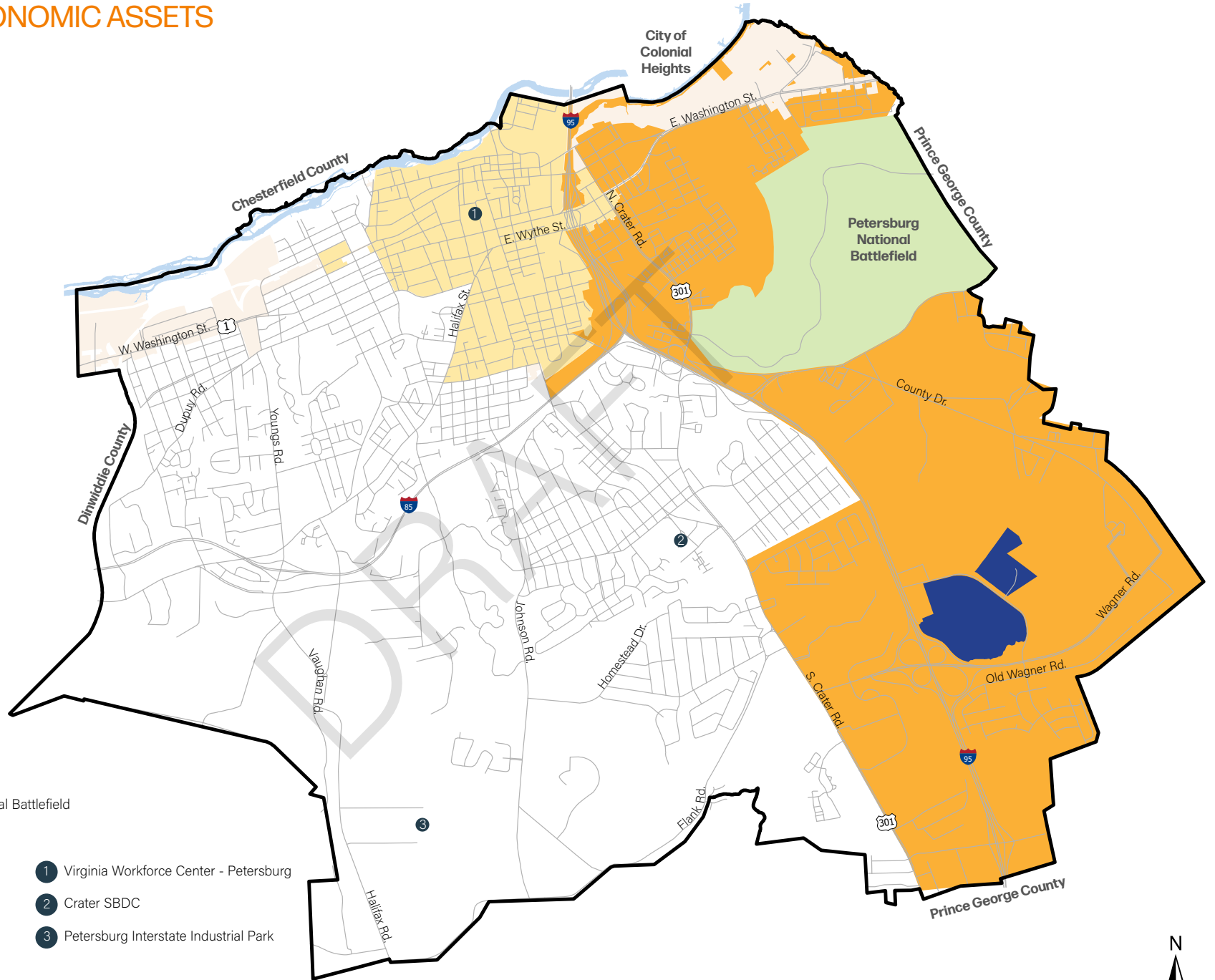
Economic Development Authorities (EDAs) can be **powerful change agents in the local economy and in the built environment**. Petersburg's EDA was created under the Code of Virginia's Industrial Development Revenue Bond Act. The Act gives EDAs broad powers to purchase and sell property, make loans, and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

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

MAP 3.1 | ECONOMIC ASSETS

LEGEND

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



BUSINESS SUPPORT SERVICES AND PARTNERS

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

Partnership for Petersburg

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

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

Virginia's Gateway Region

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

The Cameron Foundation

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

LISC Virginia

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

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

Crater Small Business Development Center of Longwood University

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

Crater Planning District Commission (PDC) Revolving Loan Fund

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

Virginia Economic Development Partnership (VEDP)

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



Penniston's Alley

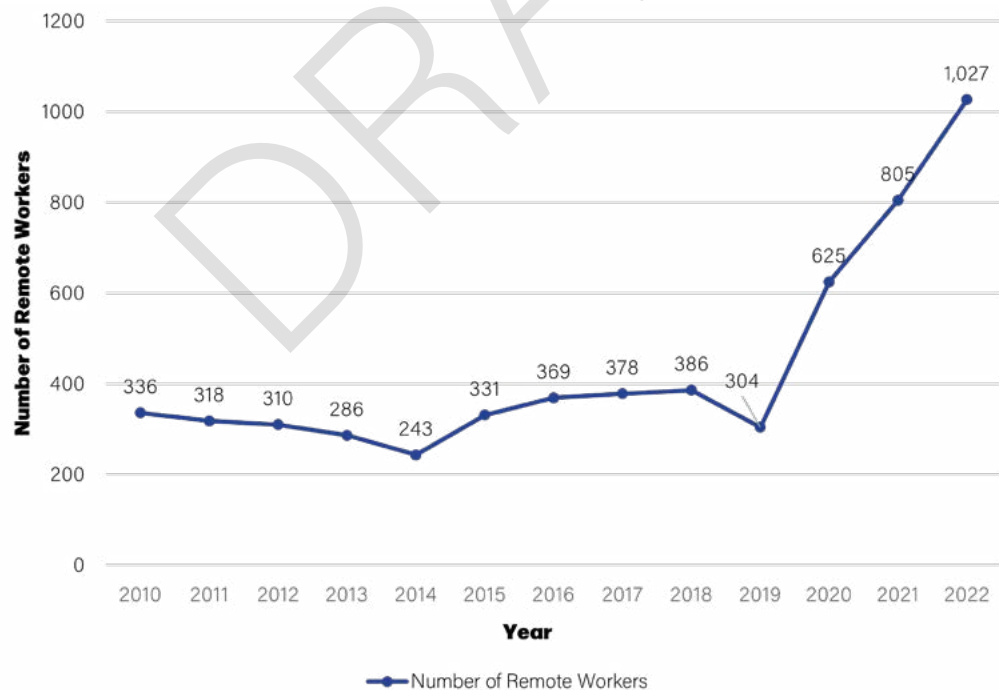
ADDITIONAL ECONOMIC DRIVERS

Remote Work

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

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

Figure 3.4 | Remote Work in Petersburg, 2010-2022



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

Fort Gregg-Adams

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

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

Television and Film Production

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

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



A visitor browses a storefront in Old Towne

Building a Healthy and Robust Economic Climate

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

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

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

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

DRAFT

04

HOUSING + NEIGHBORHOODS

Petersburg will be a city where all housing and neighborhoods are attractive, safe, and accessible to all residents.

"THE SMALL WINS ARE NOT
DISREGARDED. THERE ARE SOME
GREAT THINGS HAPPENING."

- *Community Survey Respondent*



04

INTRODUCTION

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

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

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

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



COMMUNITY FEEDBACK: HOUSING + NEIGHBORHOODS

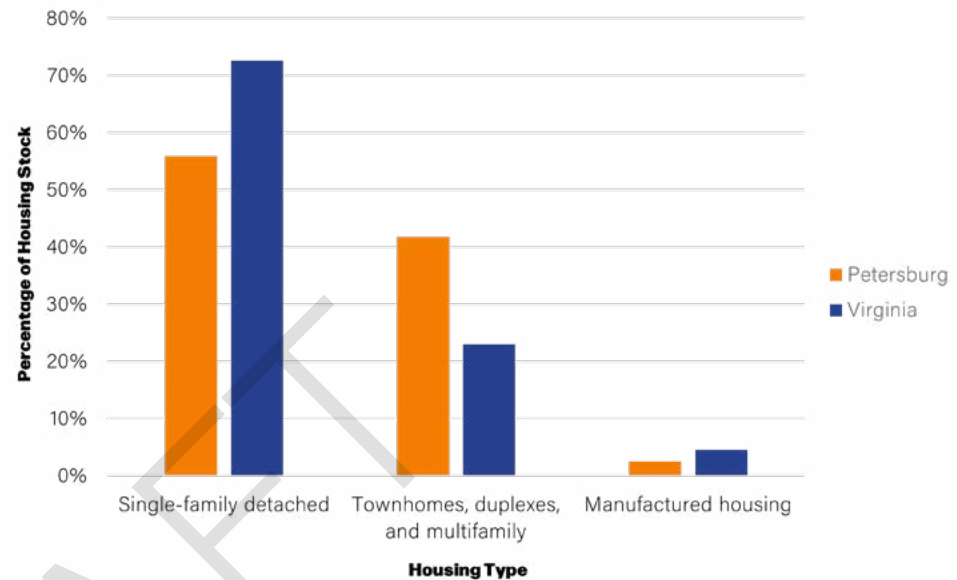
- Residential and commercial blight was the third highest concern the community has regarding Petersburg's future.
- Only 10.2% of survey respondents said that Petersburg's residential neighborhoods are safe and attractive.
- Nearly half of survey respondents spend more than 30% of their annual income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

WHERE ARE WE NOW?

Housing Type

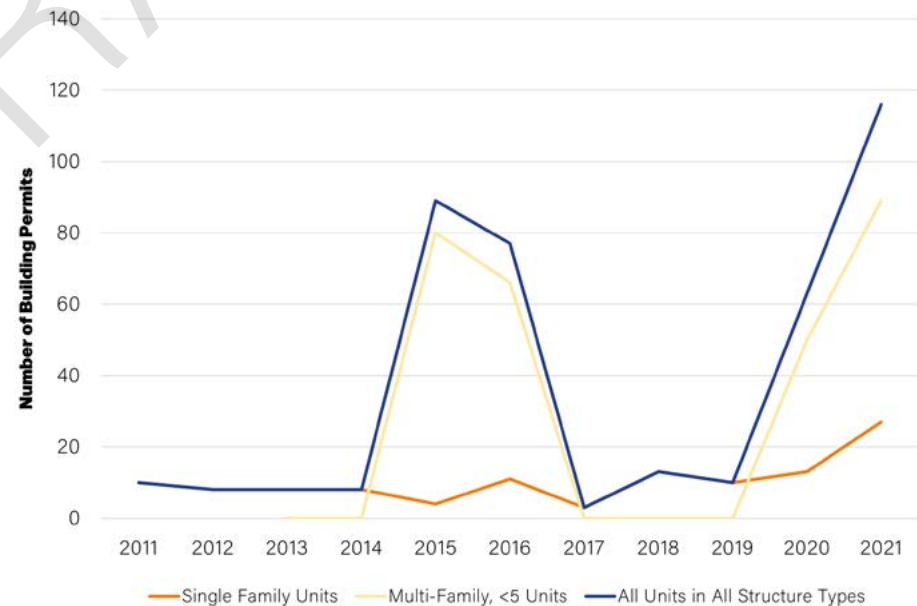
Petersburg has 17,941 housing units, the majority of which are single-family homes. The City's housing stock varies from the statewide housing stock, which has a higher percentage of single-family homes and a lower percentage of multi-family homes. Petersburg did not issue any building permits for duplexes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

Figure 4.1 | Housing Type



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

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



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

Housing Vacancy

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

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

Housing Tenure

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

Figure 4.3 | Regional Vacancy Rates

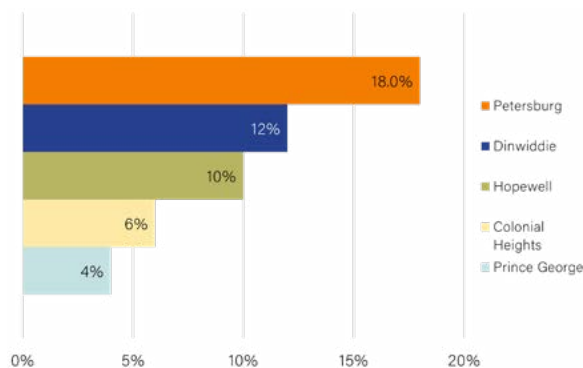


Figure 4.4 | Housing Tenure

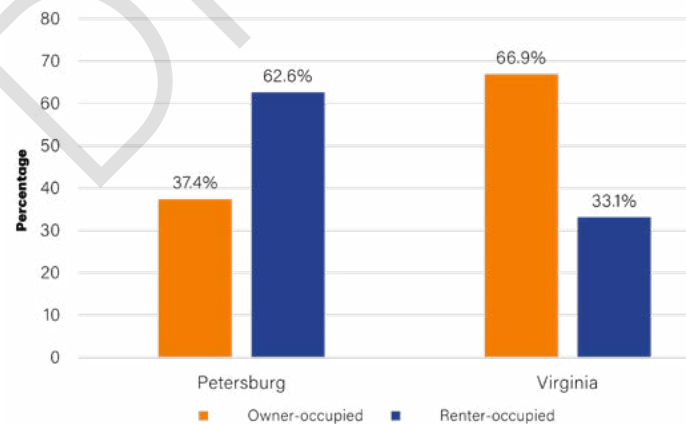
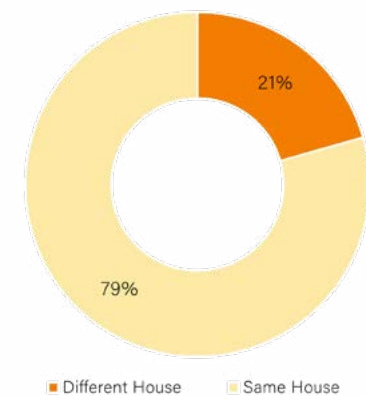


Figure 4.5 | Last Year's Previous Residence



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

Housing Age

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

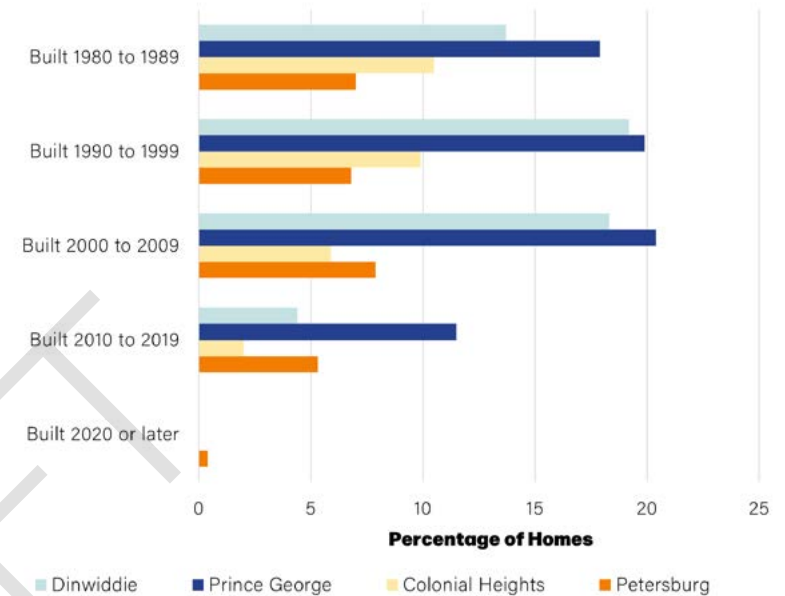
While Petersburg outpaced Virginia in housing construction prior to 1979, it declined significantly after 1980. This decline occurred around the same time as the rise of development outside Petersburg with growth occurring in the City of Colonial Heights and the Counties of Prince George and Dinwiddie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

Housing Affordability

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

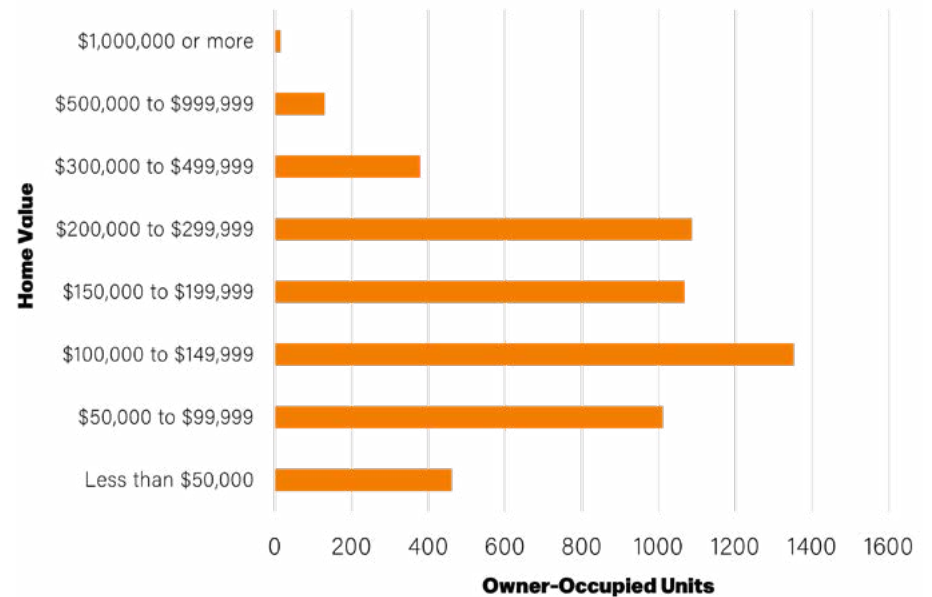
The availability of adequate affordable housing options is critical for sustaining the economic and social health of the community. Approximately 50% of Petersburg's renter households and 30% of Petersburg's homeowner households are considered cost-burdened, meaning that 30% or more of their income goes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

Figure 4.6 | Construction Year of Regional Housing Stock



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

Figure 4.7 | Value of Owner-Occupied Homes



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

BLIGHT ABATEMENT AND REHABILITATION

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

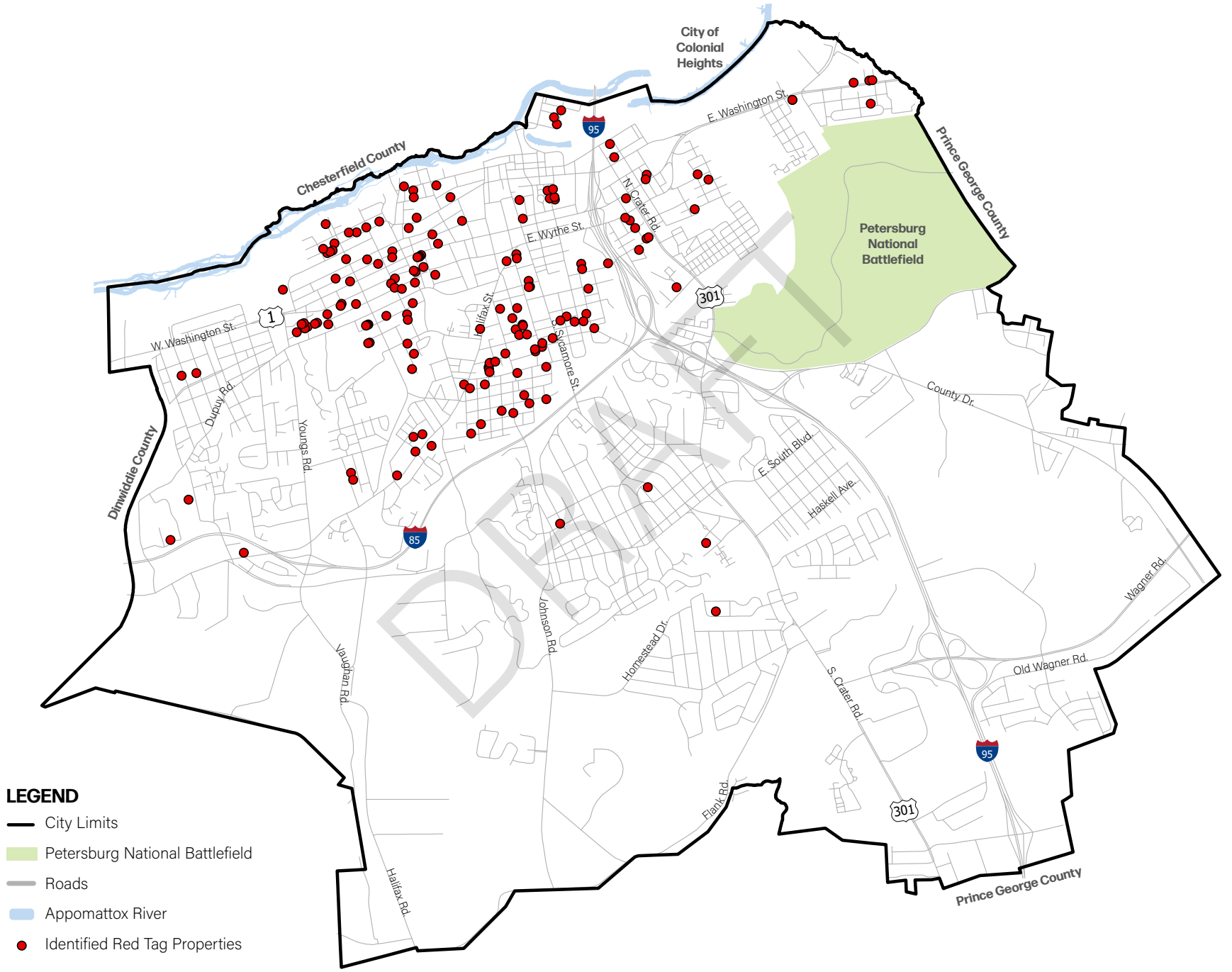
The City of Petersburg Department of Code Enforcement is responsible for property maintenance code enforcement. Procedures for identifying and remedying blighted and derelict property are outlined in Chapter 22 of the City's Code of Ordinances and align with what is permitted by the Code of Virginia.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

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

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

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

MAP 4.1 | RED TAG PROPERTIES

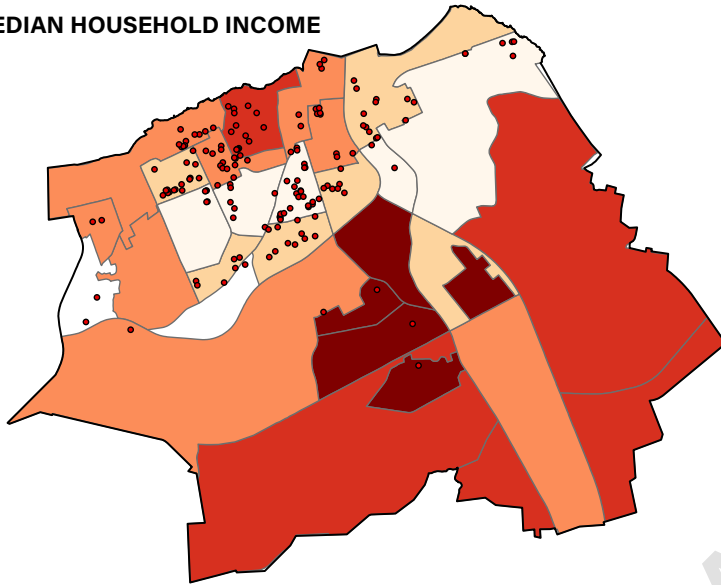


SOURCE: City of Petersburg, Virginia (November 2022)

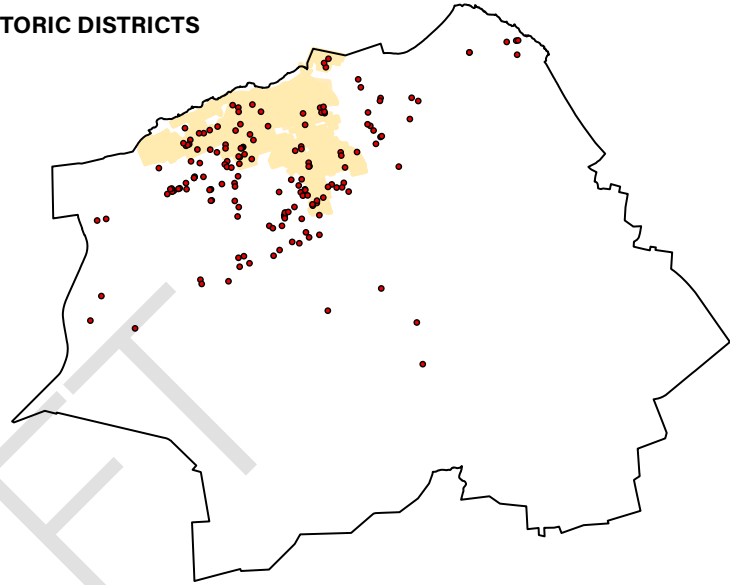


MAPS 4.2, 4.3, 4.4, 4.5 | RED TAG PROPERTIES AND OTHER RESIDENTIAL CHARACTERISTICS

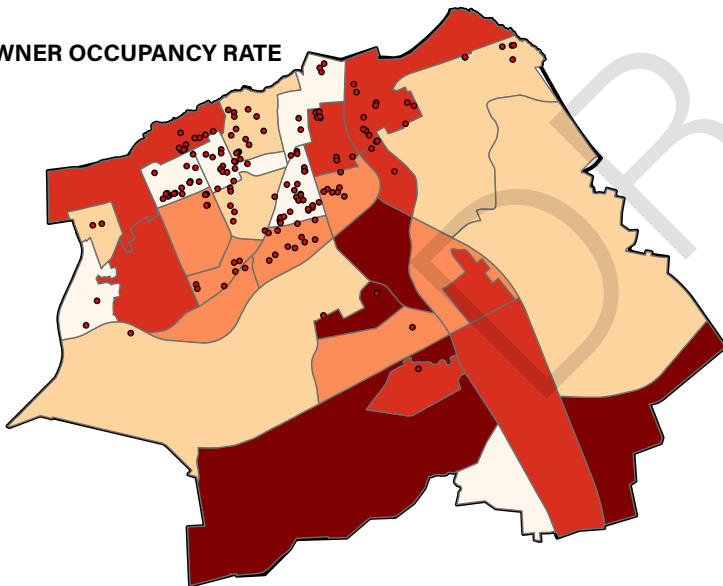
MEDIAN HOUSEHOLD INCOME



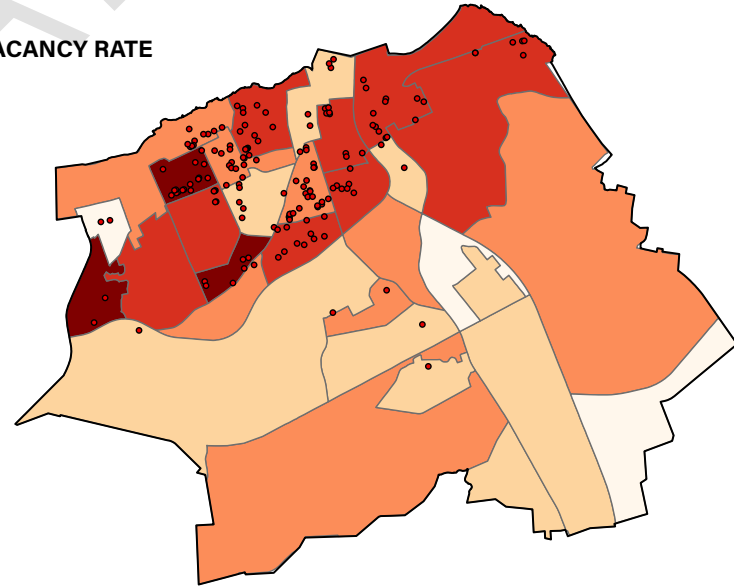
HISTORIC DISTRICTS



OWNER OCCUPANCY RATE



VACANCY RATE



SOURCES: City of Petersburg, Virginia; American Community Survey 2016-2021

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

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

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

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

Programs and Resources

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

Table 4.1 | Housing Rehabilitation Programs and Resources

Click the links to learn more about the available programs!

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

Moving Forward

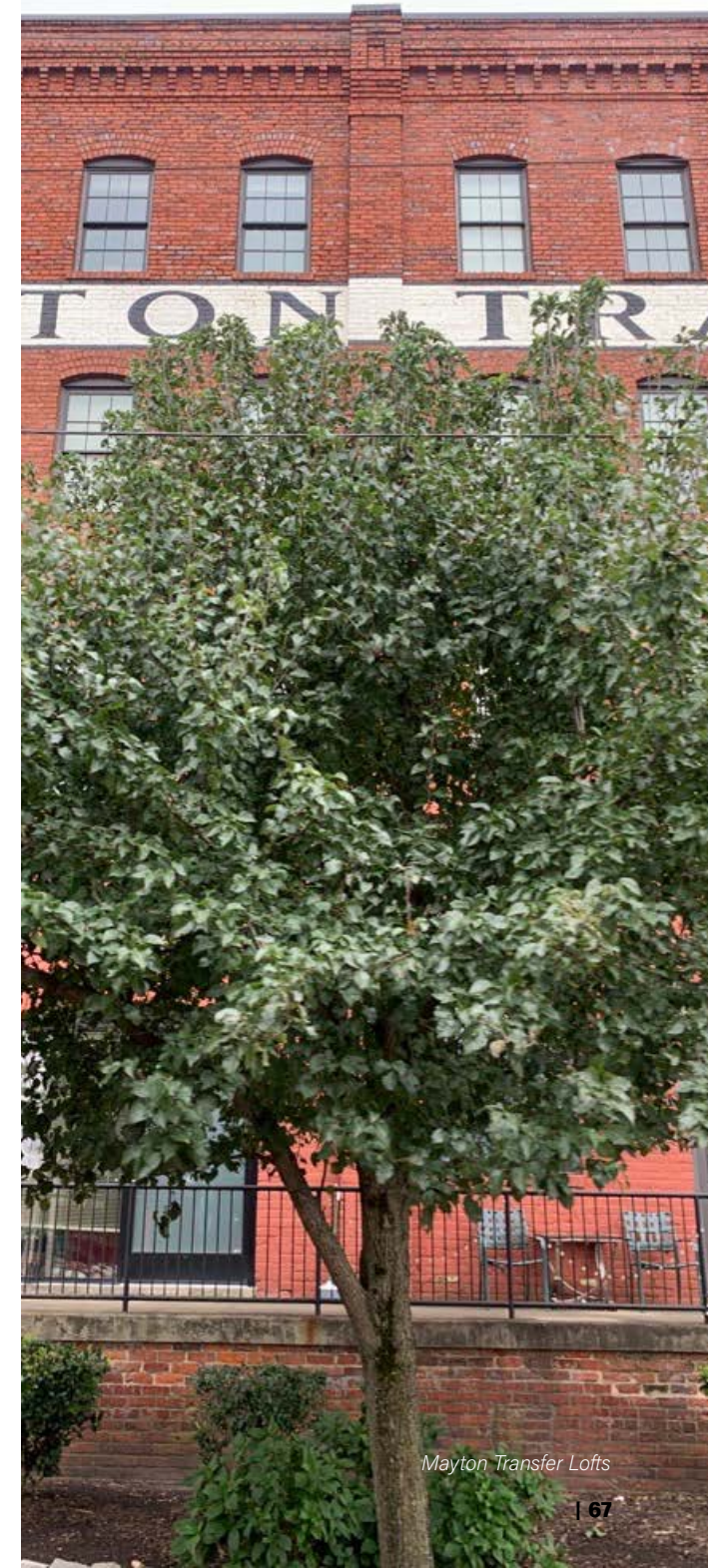
There are several solutions the City can pursue to aid in the fight against blight. Some of these are regulatory in nature, including evaluating an increase in fines for violations and adopting a drug blight ordinance in accordance with the Code of Virginia Section 15.2-907. A drug blight ordinance provides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

Blight Abatement in Historic Districts

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

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

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



HOUSING FOR ALL

Housing Diversity

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

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

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

Figure 4.8 | Virginia's Housing Spectrum



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

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

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

Table 4.2 | Petersburg Households and Housing Spectrum

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

SOURCE: American Community Survey, 2016-2021

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



Aging in Place

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

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

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

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

Veterans' Housing

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

Transitional Housing

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

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

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

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

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

Subsidized Housing

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

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

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

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



Henry Williams Townhomes



WHAT IS "REDLINING"?

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

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

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

PATHWAYS TO HOMEOWNERSHIP

Manufactured Housing

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

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

Fair Housing

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

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

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

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

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

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

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

Economic Investment

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

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

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



WHAT IS A COMMUNITY LAND TRUST?

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

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

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

Programs and Partnerships

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

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

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

NEIGHBORHOOD VITALITY

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

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

Housing Rehabilitation Zones

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

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

Community-Driven Investment

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



*W. Washington Street & Market Street Mural In Progress
Photo Credit: Petersburg Healthy Options Partnerships*

WHAT ARE SOME OF THE ASPECTS OF COMMUNITY VITALITY?

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

Tactical Urbanism

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

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

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

The Dollar Lot Program

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

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

INVESTMENT WITHOUT DISPLACEMENT

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

Neighborhood Investment, Together

Routinely involve community members in planning processes.

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

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

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



Aerial view of Old Towne

Working Together for Vibrant Neighborhoods and Housing for All

Goal Statement: Petersburg will be a city where all housing and neighborhoods are attractive, safe, and accessible to all residents.

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

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

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

05

PARKS + RECREATION + ARTS + HISTORIC PRESERVATION

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

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

- Idea Wall Respondent



05

INTRODUCTION

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

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

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



COMMUNITY FEEDBACK: PARKS, RECREATION, ARTS + HISTORIC PRESERVATION

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



Appomattox River

INVENTORY AND ASSETS

Parks and Facilities

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

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

Community Centers

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

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

Table 5.1 | Parks and Recreation Assets

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

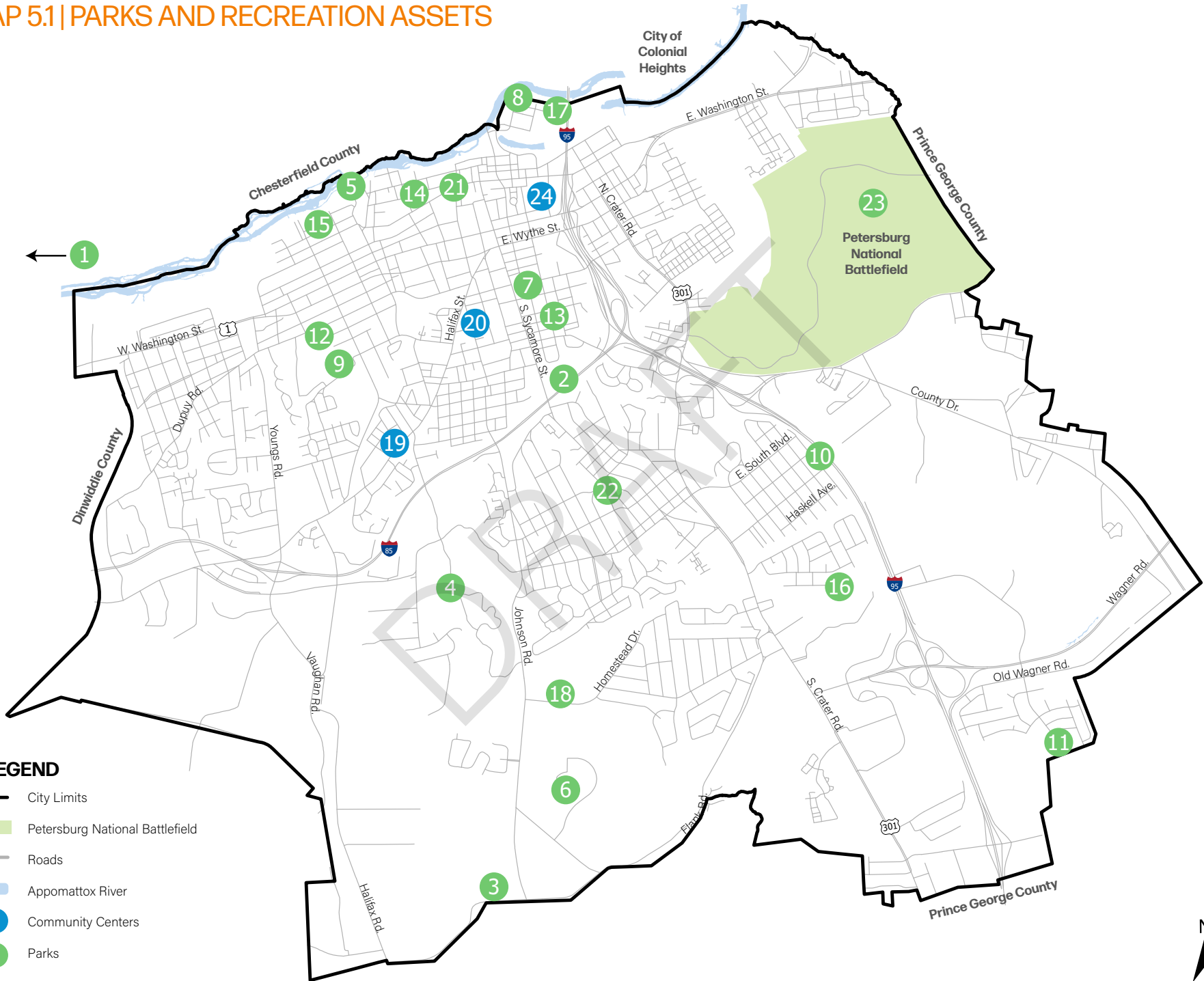
Map ID	Facility Name	Address	Park Type	Amenities
16	Oakhurst Park (Oakhurst)	435 Blackwater Drive	Neighborhood	Baseball field, basketball court, playground, restrooms
17	Pocahontas Park (Pocahontas Island)	800 Magazine Road	Neighborhood	Basketball court, picnic tables
18	Dogwood Trace (Golf Course)	3108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

SOURCE: City of Petersburg







NOTE: Map IDs correspond with numbering on Map 51.

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

MAP 5.1 | PARKS AND RECREATION ASSETS



LEGEND

-  City Limits
-  Petersburg National Battlefield
-  Roads
-  Appomattox River
-  Community Centers
-  Parks

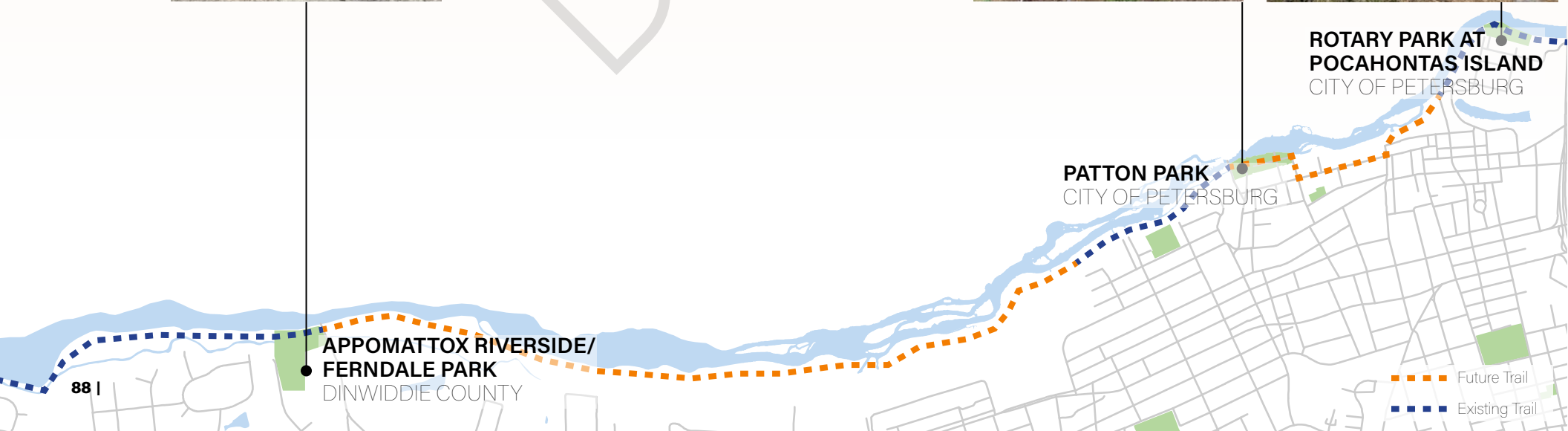


SOURCE: City of Petersburg
 NOTE: Map numbering corresponds with Map IDs in Table 5.1.

Appomattox River Trail

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

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



CAPITALIZING ON PARK ASSETS

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

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

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

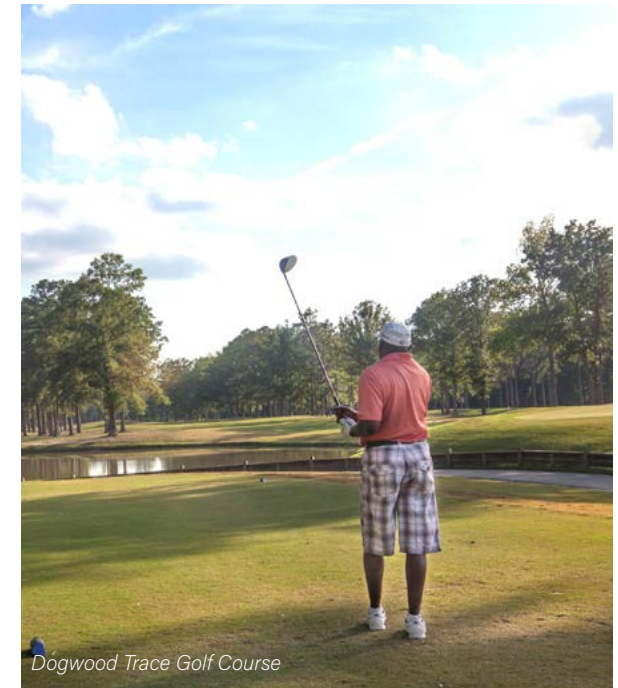
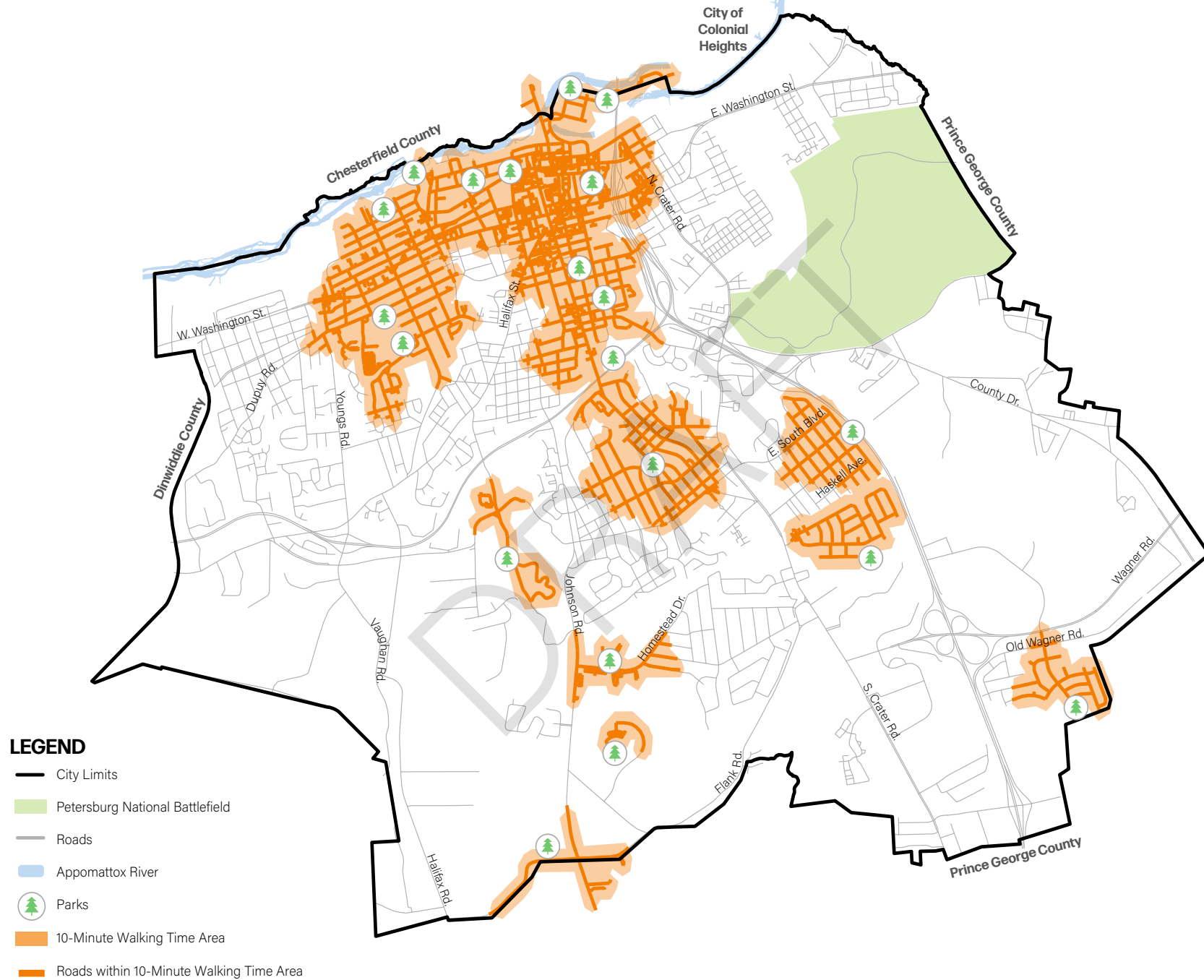


Table 5.2 | Parks and Recreation Metrics Comparison


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

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

MAP 5.2 | 10-MINUTE WALK TIME MAP



SOURCE: City of Petersburg



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

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

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

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

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

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

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



SPORTS TOURISM IN PETERSBURG

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

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

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

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

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

PARKS, SAFETY, AND WELLNESS

Parks and Public Safety

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



Children enjoying a treat at Petersburg Night Out

Working Together for Park Safety

Considerations for designing safe parks include:

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

Recommendations for implementing safe parks include:

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

Other key factors to consider include:

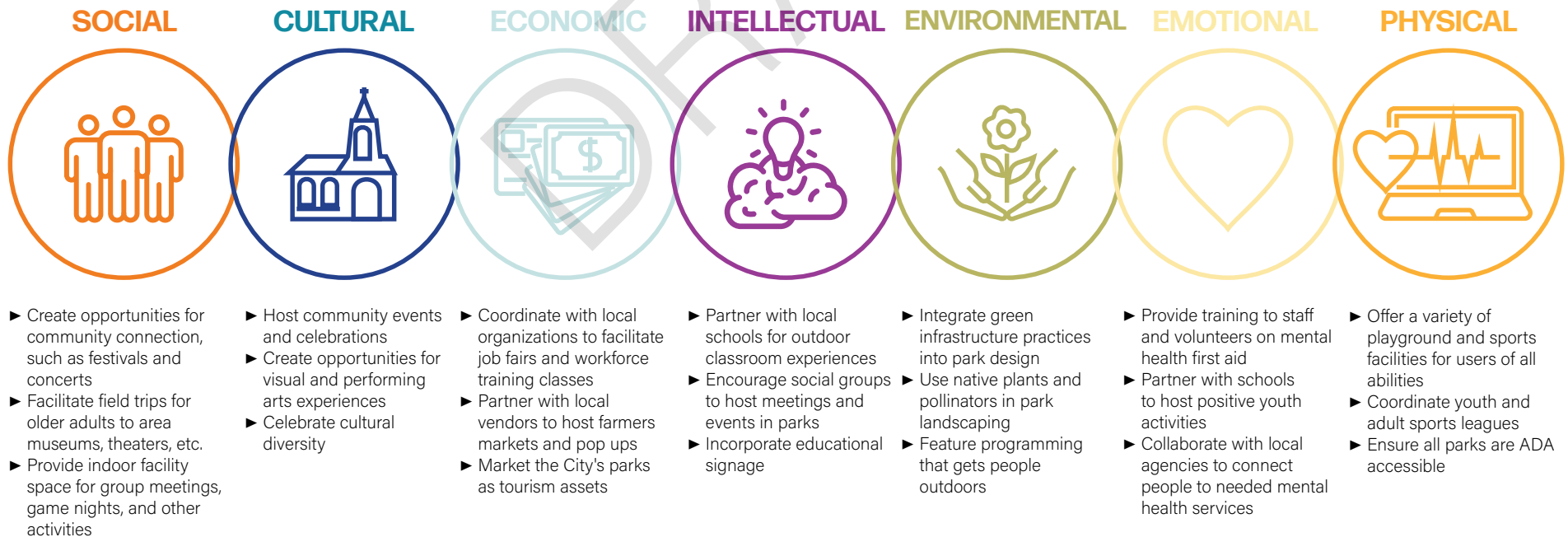
- Perceptions that a park is unsafe are as important as actual safety – both must be addressed to attract more people to parks.
- Involve the community in the design/redesign of park spaces, especially neighborhood pocket parks.
- Clear and understandable signage helps enhance the feeling of safety because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

Parks and Community Wellness

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

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

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



PLAYSPACE INEQUITY

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

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

Parks in need of playground amenities include:

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

PROGRAMS AND PARTNERSHIPS

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

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



Petersburg Family YMCA



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

ARTS AND CULTURE

Petersburg residents are passionate about local arts and culture, ranking it as the City's most valued asset along with local history. In 2008, the City established the Arts and Culture District in and around Old Towne to increase awareness and support for arts and cultural pursuits, along with an associated incentive program that allows for an exemption of the admissions tax to qualified arts organizations within the District for up to 10 years. The program is targeted to ventures such as theaters, art galleries, museums, and studios. Additional incentives can be considered, such as encouraging new ventures to locate in underutilized and vacant spaces through tax incentives, microgrants, or expedited permit review. The City has also established an 11-member Public Arts Council, which serves to make recommendations about the type and placement of public art around Petersburg.

Community engagement conveyed a strong desire for more robust arts and cultural resources and programming. While partnerships have been formed in the past between the City and area organizations to support the arts, residents would benefit from reinvigorated initiatives to bolster the creative economy. Strategic planning related to recreation and tourism should also include provisions for arts and culture, such as public art procurement and themes, community events planning, and

an inventory of available public and private venues and studios. Completion of a public art plan should be considered within the Arts and Culture District to help facilitate new public art installations. Public art and murals can be utilized to beautify dilapidated parks, repurpose vacant walls, add definition to existing significant neighborhoods. By supporting public art planning and programming, Petersburg will reinforce arts and culture as intrinsically valuable community assets.

Arts & Community Wellness

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

Arts and Economic Development

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

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

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

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



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

Festival of Grapes and Hops

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

Friday for the Arts!

Friday for the Arts! is organized by the Petersburg Area Art League and is held the second Friday of every month. The event showcases local arts, with a number of other venues around Old Towne also participating in the event.

Friday Flow at Ironworks

Hosted in the historic Appomattox Ironworks complex, Friday Flow at Ironworks is a weekly summer concert series featuring a variety of Americana, Folk, and Southern Rock musicians.

Halifax Music Festival On the Avenue

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

Petersburg American Revolution 250 Commemoration - VA250

Petersburg will be commemorating the 250-year anniversary of American independence through a number of educational, accessible, and enjoyable events from 2024-2026, including an annual reenactment of the Battle of Petersburg at Historic Battersea.



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

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

HISTORIC PRESERVATION

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

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

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

Privately owned and operated museums and sites throughout Petersburg, including but not limited to Historic Battersea, the McKenney Building, and McIlwaine House, are significant assets for the community and also are essential in honoring and preserving local history and identity. The McKenney Building is currently being renovated for use as Petersburg's first African-American Cultural Arts Center, and the McIlwaine House provides tours of fine art and Petersburg-made furniture. Battersea is a historic plantation serving to preserve the area's significance during the American Revolutionary and Civil Wars.

Historic Preservation and Community Wellness

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

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

Historic Preservation and Economic Development

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

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

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





PRESERVATION PROGRAMS, TOOLS, AND INCENTIVES

Virginia Landmarks Register and the National Register of Historic Places

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

Tax Credits

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

Locally Designated Historic Districts

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

Architectural Review Board

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

Certified Local Government

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

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

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

Easements

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



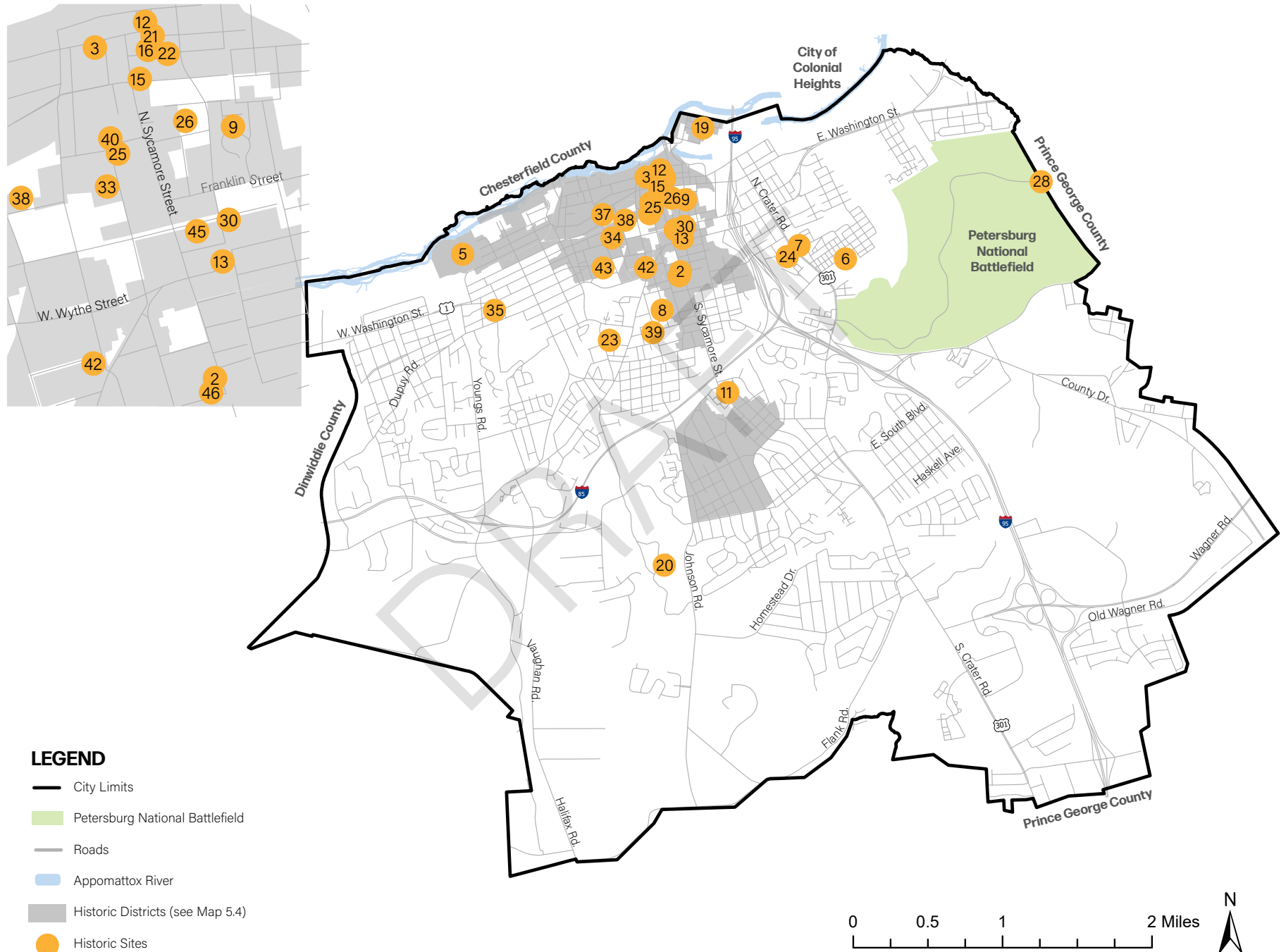
Table 5.3 | State and Nationally Designated Historic Properties and Districts

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

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

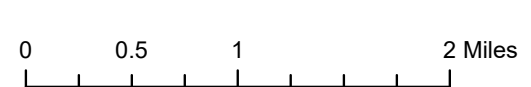
SOURCE: Virginia Landmarks Register; National Register of Historic Places
NOTE: Map IDs correspond with numbering on Map 5.3 and Map 5.4.

MAP 5.3 | PROPERTIES LISTED ON STATE AND NATIONAL HISTORIC REGISTERS



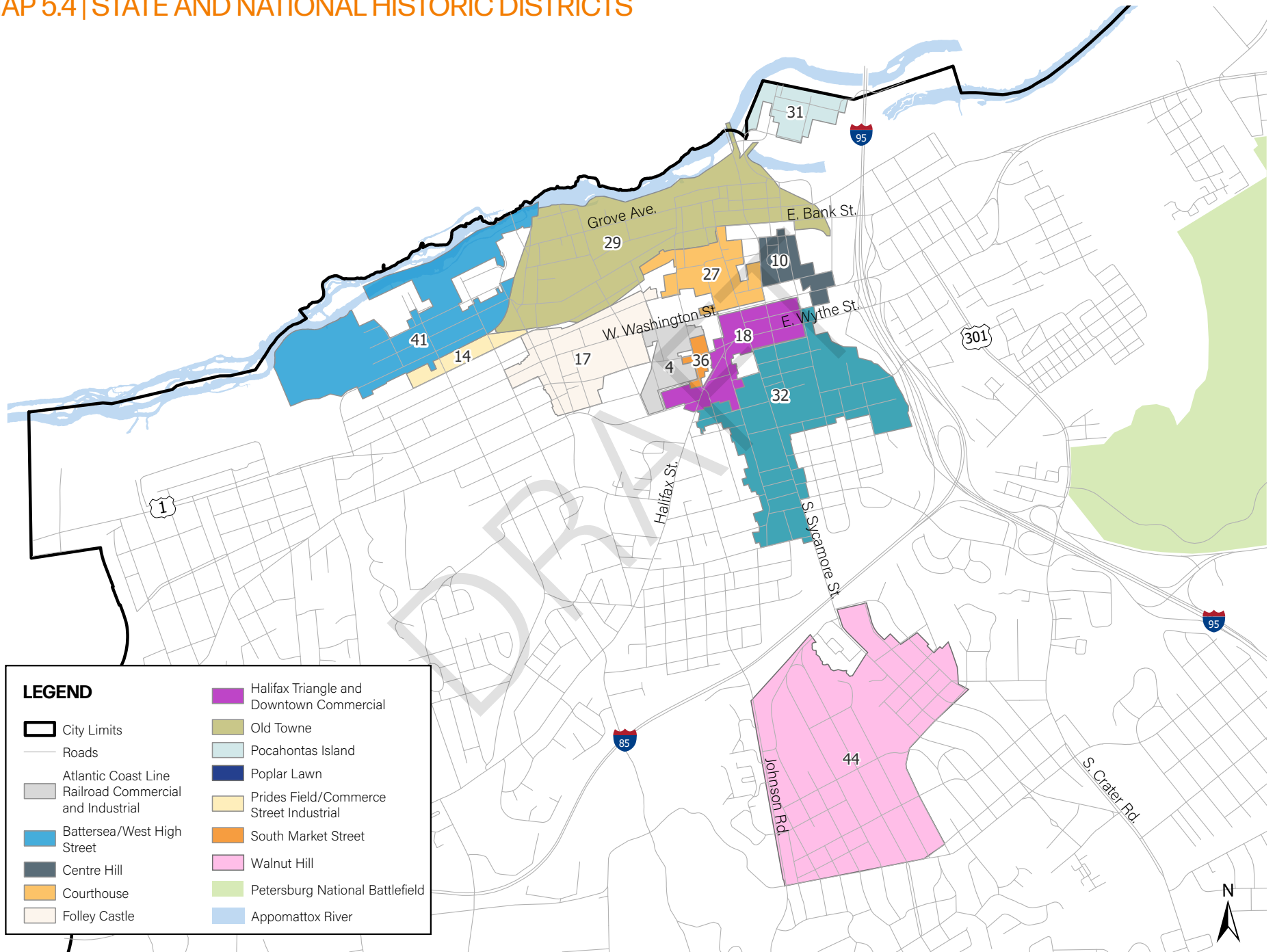
LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- Historic Districts (see Map 5.4)
- Historic Sites



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

MAP 5.4 | STATE AND NATIONAL HISTORIC DISTRICTS



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

LOCALLY DESIGNATED HISTORIC DISTRICTS



Old Towne

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



Poplar Lawn

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



Folly Castle

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



Centre Hill

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



South Market Street

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



Courthouse

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



Battersea/West High Street

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

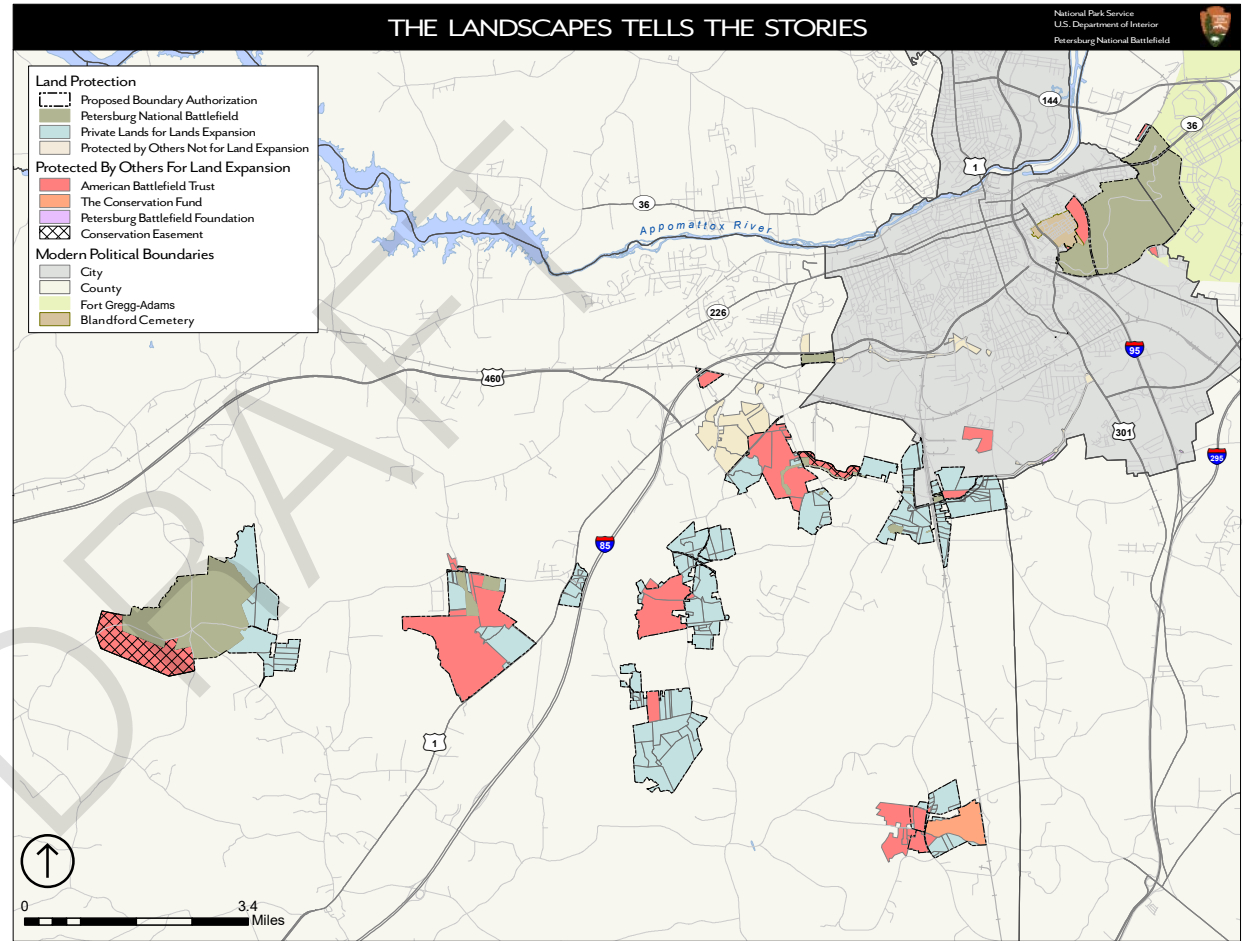
ADDITIONAL HISTORIC HIGHLIGHTS

Petersburg National Battlefield

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

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

MAP 5.5 | PETERSBURG NATIONAL BATTLEFIELD LAND PROTECTION PLAN



Pocahontas Island

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

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

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

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

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



Pocahontas Island

Special Places

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

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

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

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



Marie Bowen Memorial Gardens
Photo Credit: Marcus Squires

Growing and Promoting Our Quality of Life

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

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

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

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

06

COMMUNITY FACILITIES + INFRASTRUCTURE

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



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

- Community Survey Respondent

06

INTRODUCTION

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

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



COMMUNITY FEEDBACK: COMMUNITY FACILITIES + INFRASTRUCTURE

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

CITY ADMINISTRATION AND GOVERNANCE

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

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

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

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



KEEPING UP WITH THE CITY OF PETERSBURG

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

EXISTING FACILITIES

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

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

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

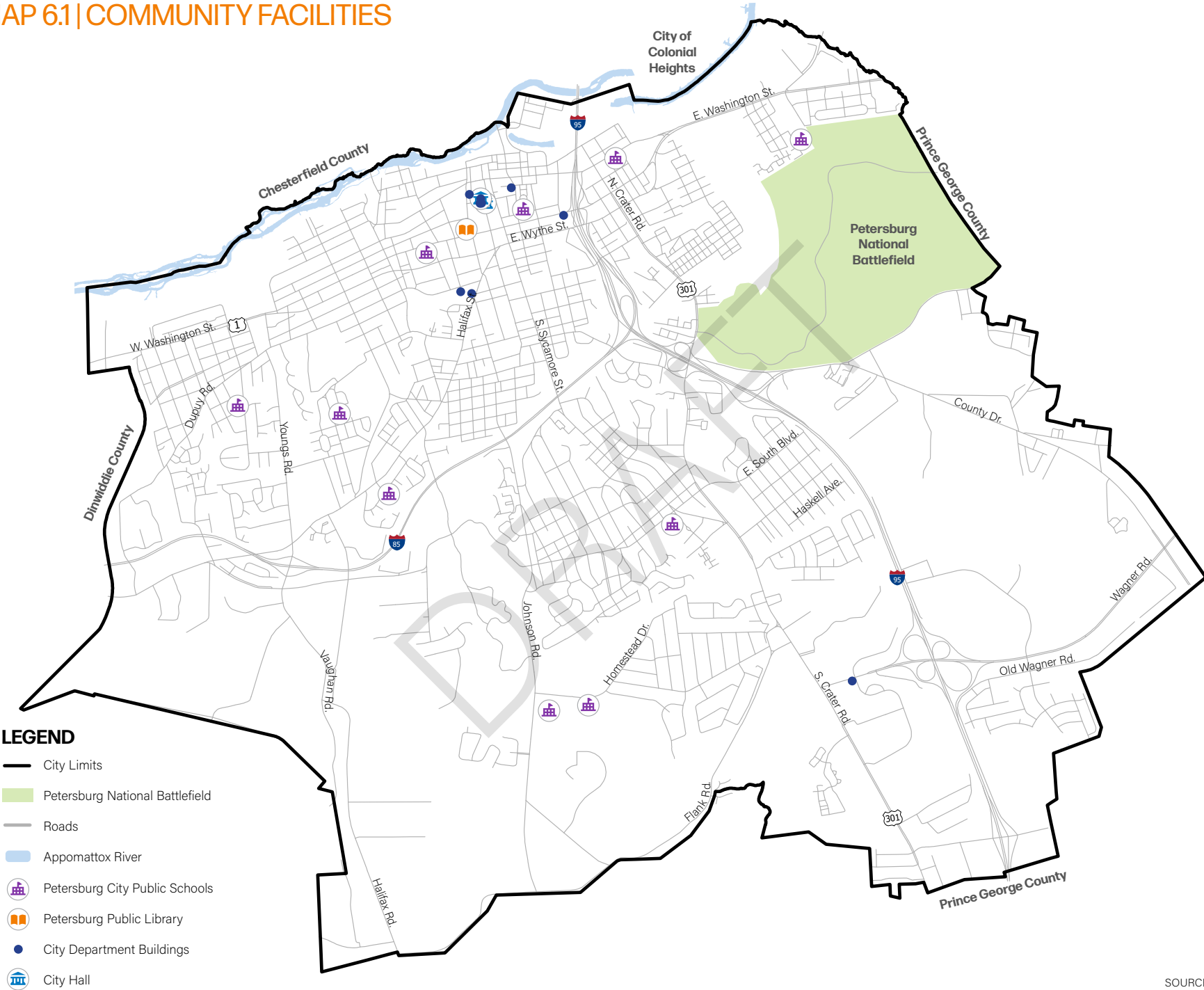
- Structural condition and historic preservation value;
- Opportunities for repurposing buildings for government offices or school needs, with potential cost savings versus new construction;
- Opportunities to preserve significant buildings in partnership with historic land trusts or nonprofit organizations;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

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











Aerial view of Petersburg Courthouse

MAP 6.1 | COMMUNITY FACILITIES




LEGEND

-  City Limits
-  Petersburg National Battlefield
-  Roads
-  Appomattox River
-  Petersburg City Public Schools
-  Petersburg Public Library
-  City Department Buildings
-  City Hall



SOURCE: City of Petersburg



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

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

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



COMMUNITY FACILITIES AND QUALITY OF LIFE

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

Community Hubs

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

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

Farmers' Markets and Urban Gardens

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

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

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



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



Petersburg Public Library

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

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

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

EXISTING INFRASTRUCTURE

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

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

Water and Sewer

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

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

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

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

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

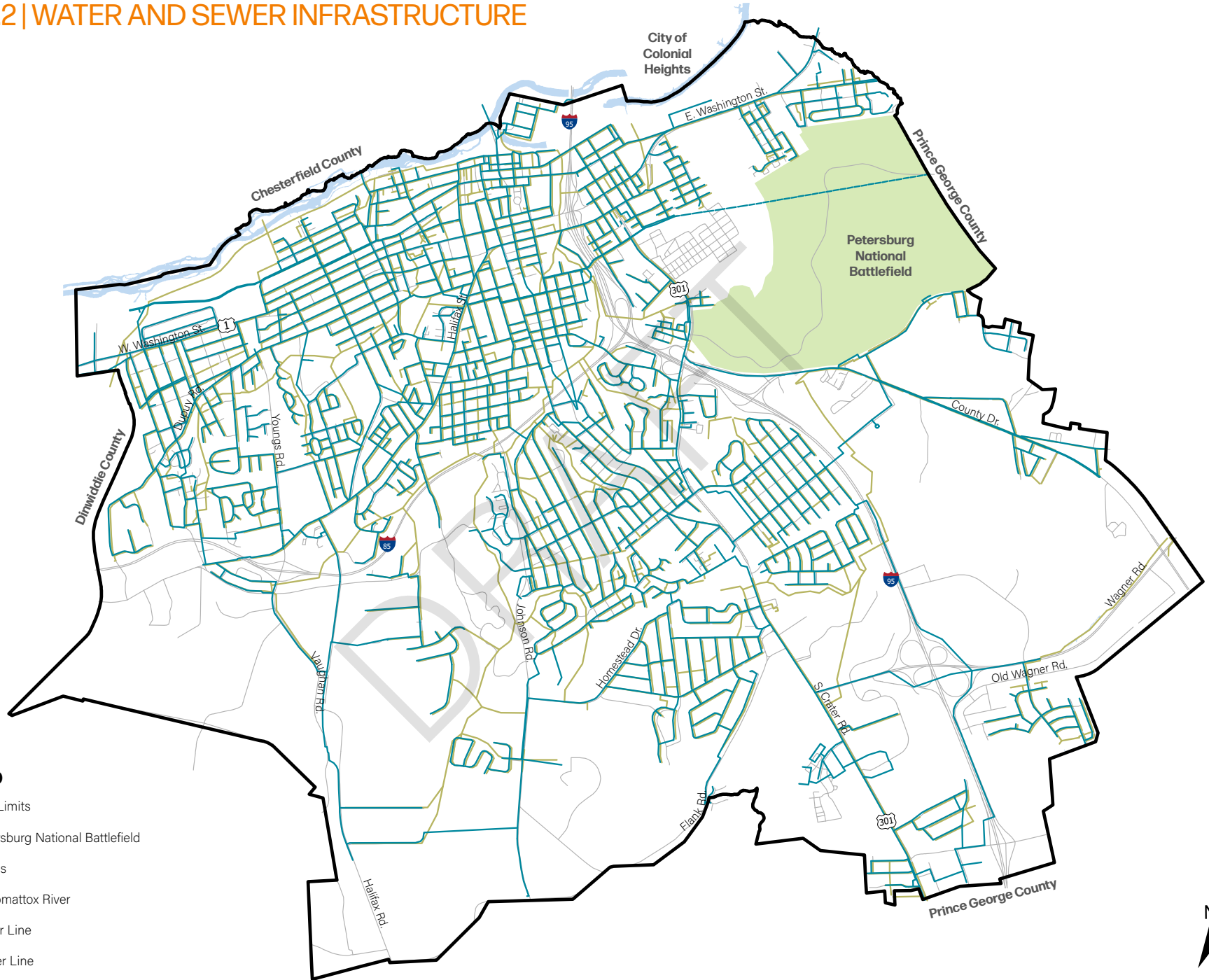
Utility metering and billing is handled through the Department of Public Utilities. Components of the City's metering system are older and in need of replacement – particularly sewer lines, many of which are at capacity. This can also translate to inconsistencies and inaccuracies in monthly bills, creating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

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

MAP 6.2 | WATER AND SEWER INFRASTRUCTURE

LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- Water Line
- Sewer Line



SOURCE: City of Petersburg

Stormwater

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

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

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

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

Poor Creek Water and Wastewater

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

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

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

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

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

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

Mount Vernon

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

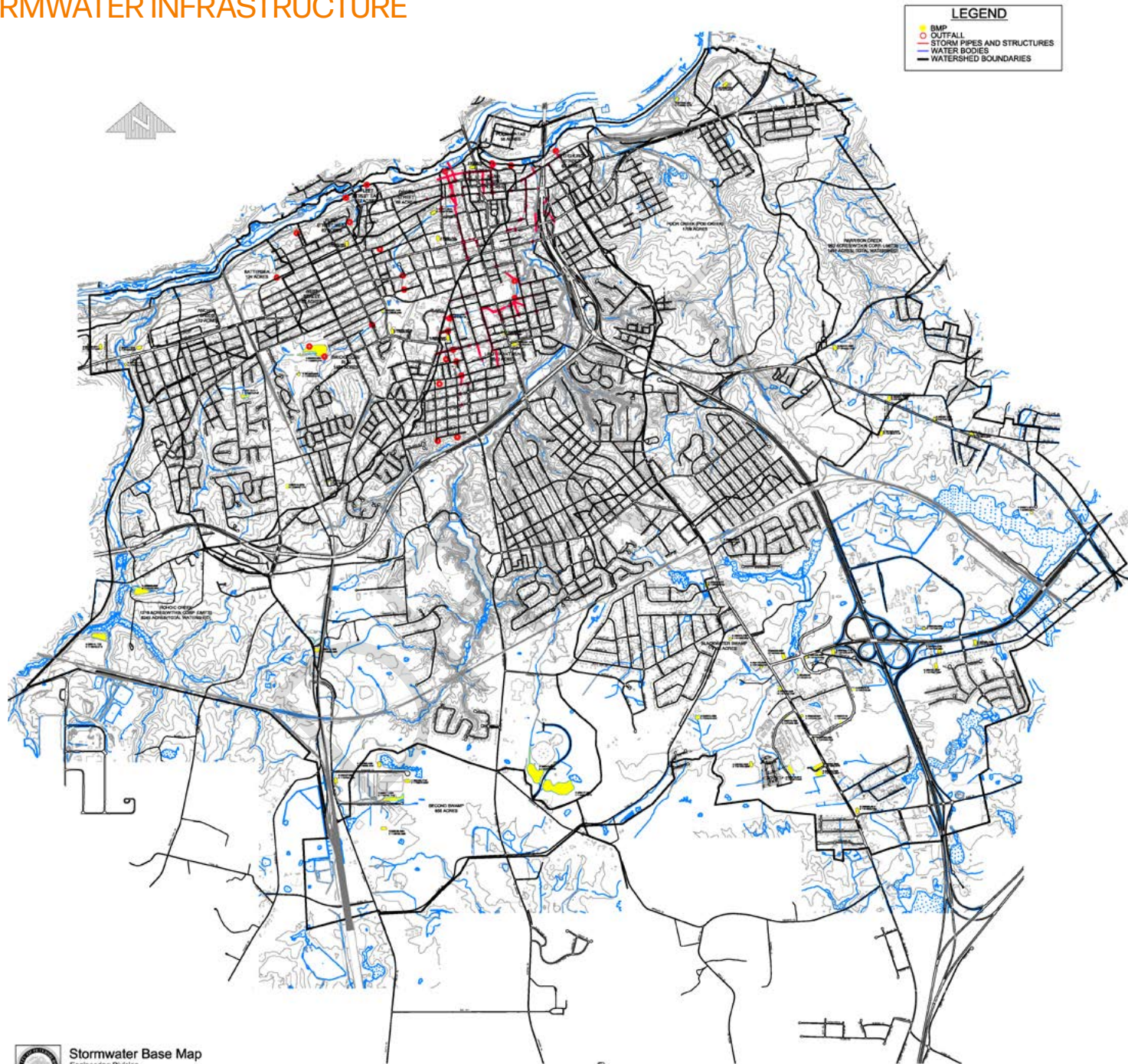
Old Towne Petersburg

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

Lock's Booster Station

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

MAP 6.3 | STORMWATER INFRASTRUCTURE



SOURCE: City of Petersburg



KEEPING PETERSBURG CLEAN + BEAUTIFUL

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

The **benefits** of these programs include:

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

Solid Waste

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

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

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

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

Community Infrastructure and Economic Development

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

INVESTING IN THE FUTURE

Healthcare

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

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

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

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

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



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



WHAT IS HEALTH LITERACY?

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

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

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

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

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

Social Services

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

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

Broadband

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

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

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

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

Petersburg City Public Schools (PCPS)

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

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

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

PETERSBURG CITY PUBLIC SCHOOLS



**Cool Spring
Elementary
School**



**Lakemont
Elementary
School**



**Pleasants Lane
Elementary
School**



**Walnut Hill
Elementary
School**



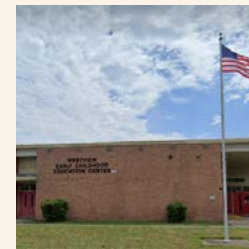
**6th Grade
Academy at
Blandford**



**Vernon Johns
Middle School**



**Petersburg High
School**



**Westview Early
Childhood
Education
Center**



**Pittman
Academy**

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



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

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

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



GOVERNOR'S SCHOOLS

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

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

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

PROGRAMS AND PARTNERSHIPS

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

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

Strengthening Infrastructure and Services to Build a Stronger Petersburg

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

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

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

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

07 PUBLIC SAFETY

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

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

- *Community Survey Respondent*



07

INTRODUCTION

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

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

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



COMMUNITY FEEDBACK: PUBLIC SAFETY

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

MAP 7.1 | PUBLIC SAFETY FACILITIES



LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- 🐕 Animal Shelter
- ⚖️ Courts Facilities
- 🔥 Fire-Rescue Facilities
- ★ Police Facilities



SOURCE: City of Petersburg

WHERE ARE WE NOW?

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

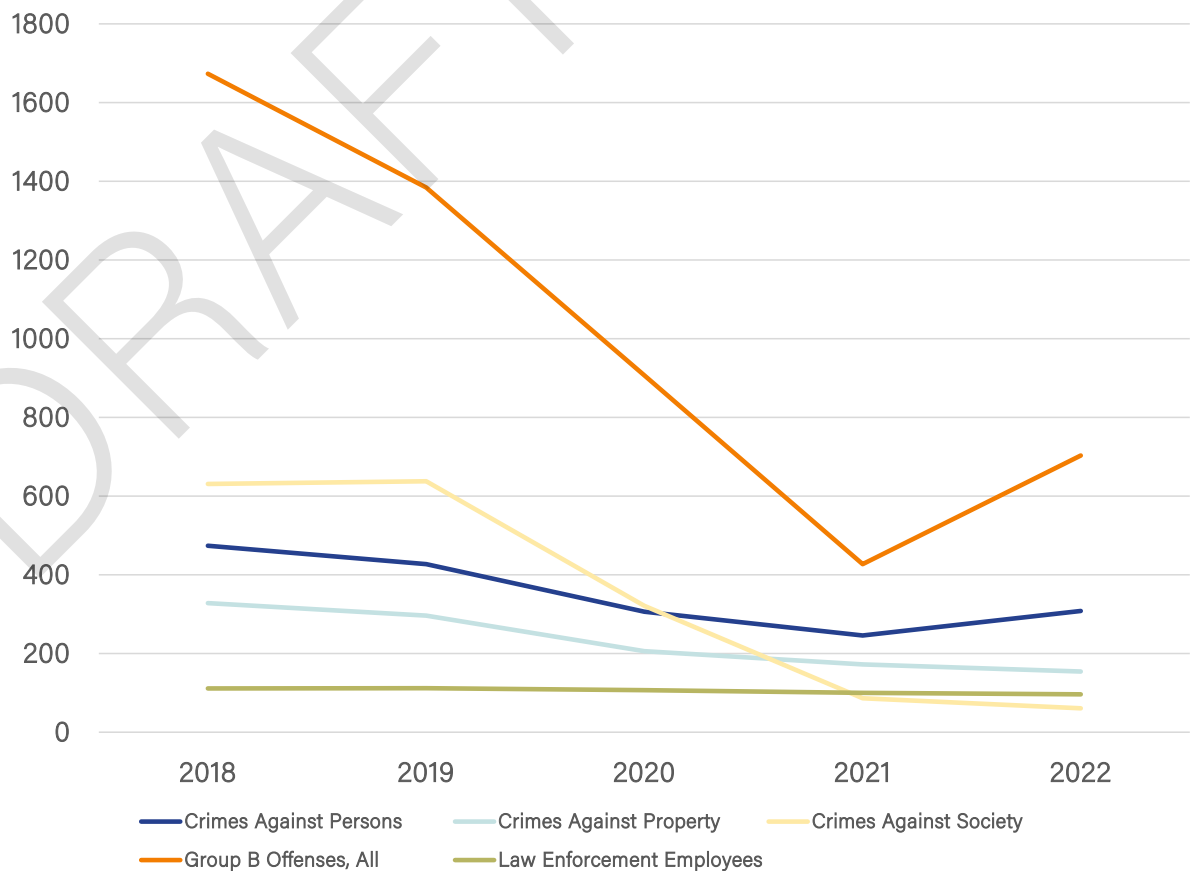
As part of Governor Glenn Youngkin's Partnership for Petersburg initiative, VSP patrols began assisting Petersburg law enforcement with neighborhood patrols in mid-2022. In the initial phases of the law enforcement surge, shootings decreased by 12%, aggravated assaults and homicides were reduced by 50%,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

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

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

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

Figure 7.1 | Arrests Made, 2018-2022



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

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

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

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

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

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



Bon Secours Southside Medical Center

LAW ENFORCEMENT

Bureau of Police

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

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

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

neighborhoods and serve free of charge. A Chief's Advisory Board should reflect Petersburg's diverse community, including members from each of the City's seven wards, females, racial minorities, and teenagers or young adults. In addition to efforts to renew the Chief's Advisory Board, Petersburg operates a Police Athletic League and holds many community events, including biannual Prescription Drug Take-Back Days and the first ever Gun Buy-Back Day in 2023.



The Chief of Police and a community member at Petersburg, VA

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

tool in guiding future budgeting for new positions, benefits, and career development programs. As funding becomes available, emphasis should be placed on an intensive recruiting and retention program that focuses on equity and recruiting underrepresented demographics.

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

Table 71| Tri-Cities Area Budget Comparison

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

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



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

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

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

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

Sheriff's Office

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

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

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

Animal Control

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

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



FIRE, RESCUE, AND EMERGENCY SERVICES

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

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

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

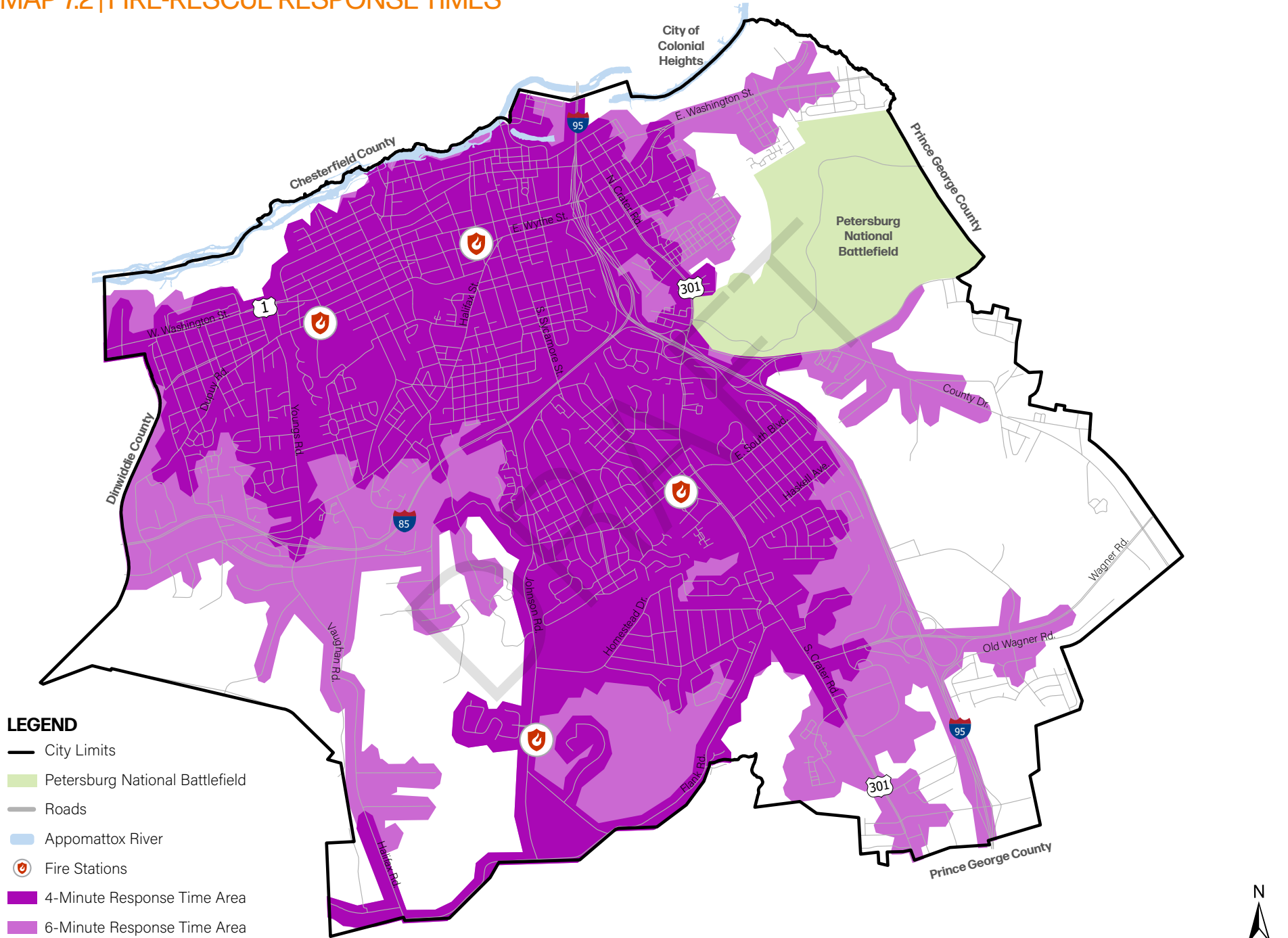


subdivision submittals. Response times and incident volumes should also always factor into future siting of Fire-Rescue stations, as higher population densities do not necessarily correlate to higher incident volumes.

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

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

MAP 7.2 | FIRE-RESCUE RESPONSE TIMES



LEGEND

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



SOURCE: City of Petersburg

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

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

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

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



Petersburg Fire-Rescue Fire Truck



EMERGENCY PREPAREDNESS RESOURCES

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

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

Emergency Preparedness and Disaster Recovery

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

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

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

JUDICIAL SYSTEM

Petersburg Circuit Court

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

Petersburg General District Court

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

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

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



Petersburg Courthouse



WHAT IS TRAUMA-INFORMED CARE?

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

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

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

Riverside Regional Jail

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

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

Community Corrections

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

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

EMERGENCY COMMUNICATIONS

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

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

PUBLIC SAFETY AND COMMUNITY WELLNESS

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



Participants browse vendors at a Health Fair



North Sycamore Street

PUBLIC SAFETY AND LAND USE

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

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

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

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

Crime Prevention Through Environmental Design

Target Hardening: Making potential targets resistant to criminal activity.

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

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

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

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

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

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

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

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

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

Activity Support:

Planning safe activities in strategic spaces.

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

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

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

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

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

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

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

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

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

A Safe Petersburg is a Healthy and Thriving Petersburg

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

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

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

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

DRAFT

08

ENVIRONMENTAL STEWARDSHIP

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

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

- Idea Wall Respondent

08

INTRODUCTION

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

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

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



COMMUNITY FEEDBACK: ENVIRONMENTAL STEWARDSHIP

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

EXISTING ENVIRONMENTAL CONDITIONS

Topography and Climate

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

Soils

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

Soil Constraints

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

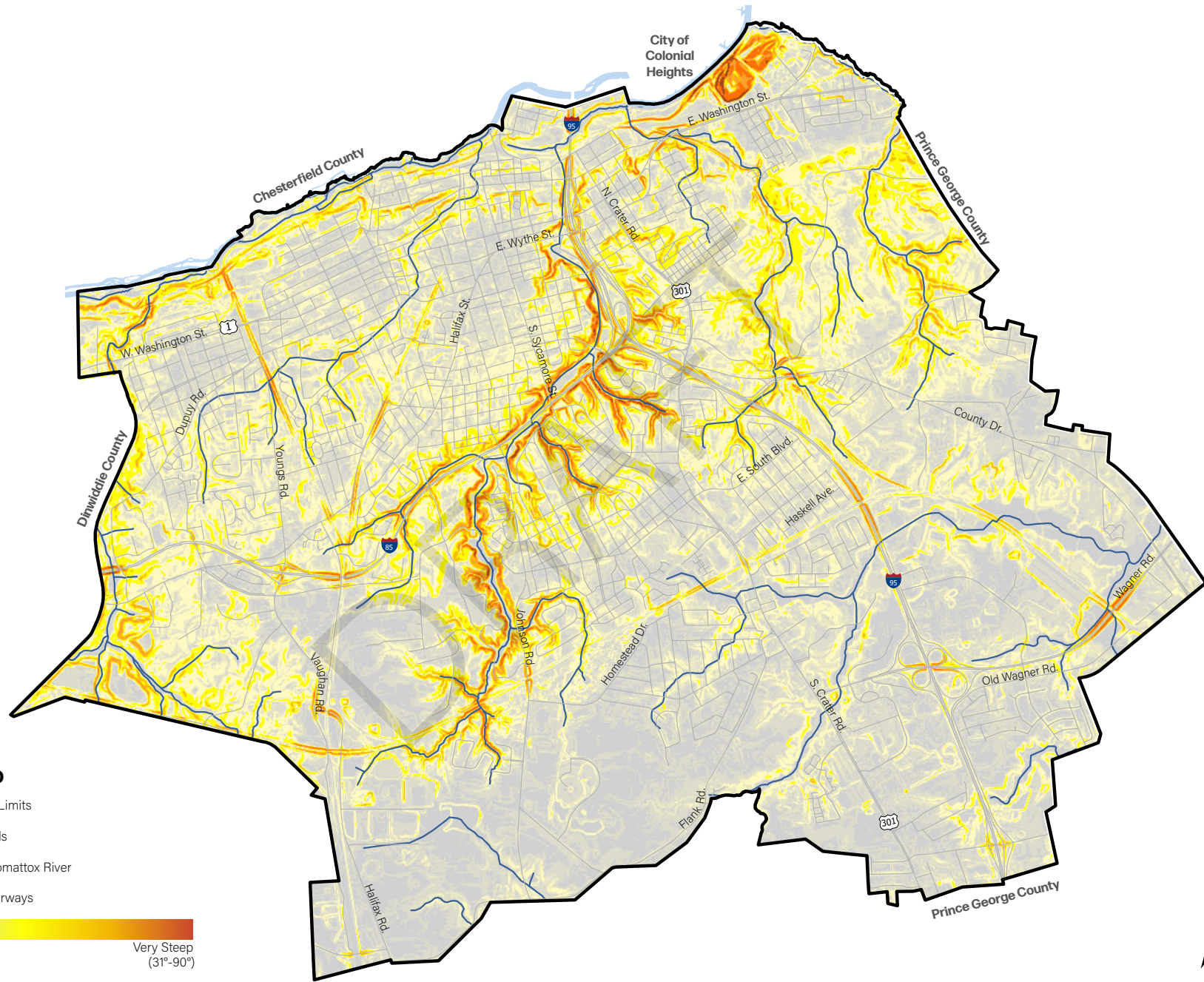
The ability to absorb effluent from septic tanks is an important quality for soil. A soil’s failure to absorb effluent may result in the outflow from septic tanks in the area accumulating to an unhealthy degree, leading to potential issues for the water supply. The absorptive qualities of Petersburg’s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

Table 8.1 | Climate Data

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

SOURCE: National Oceanic and Atmospheric Administration

MAP 8.1 | STEEP SLOPES



LEGEND

- City Limits
- Roads
- Appomattox River
- Waterways
- Flat (0°) to Very Steep (31°-90°)



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

Groundwater and Surface Waters

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

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

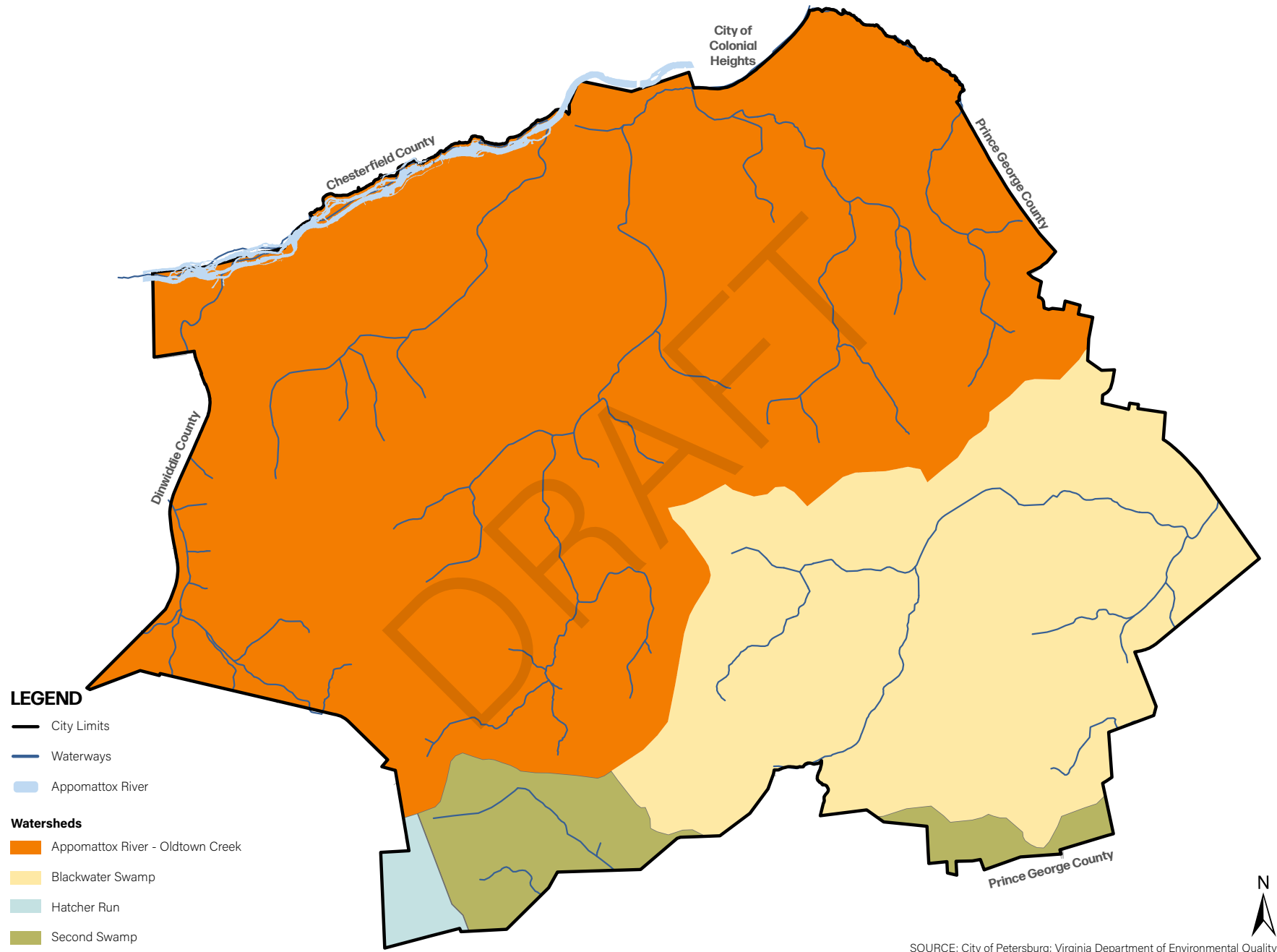
along four miles of the Appomattox River. Other major water bodies include Lake Wilcox, Blackwater Swamp, Second Swamp, Poor Creek, Brickhouse Run, Lieutenant Run, and Rohoic Creek. While most of the City lies within the James River basin, which drains to the Chesapeake Bay, the southeast portion lies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

Wetlands

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

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

MAP 8.2 | WATERWAYS AND WATERSHEDS



SOURCE: City of Petersburg; Virginia Department of Environmental Quality



Appomattox River

PROTECTING WATER RESOURCES

What Is the Chesapeake Bay Preservation Act?

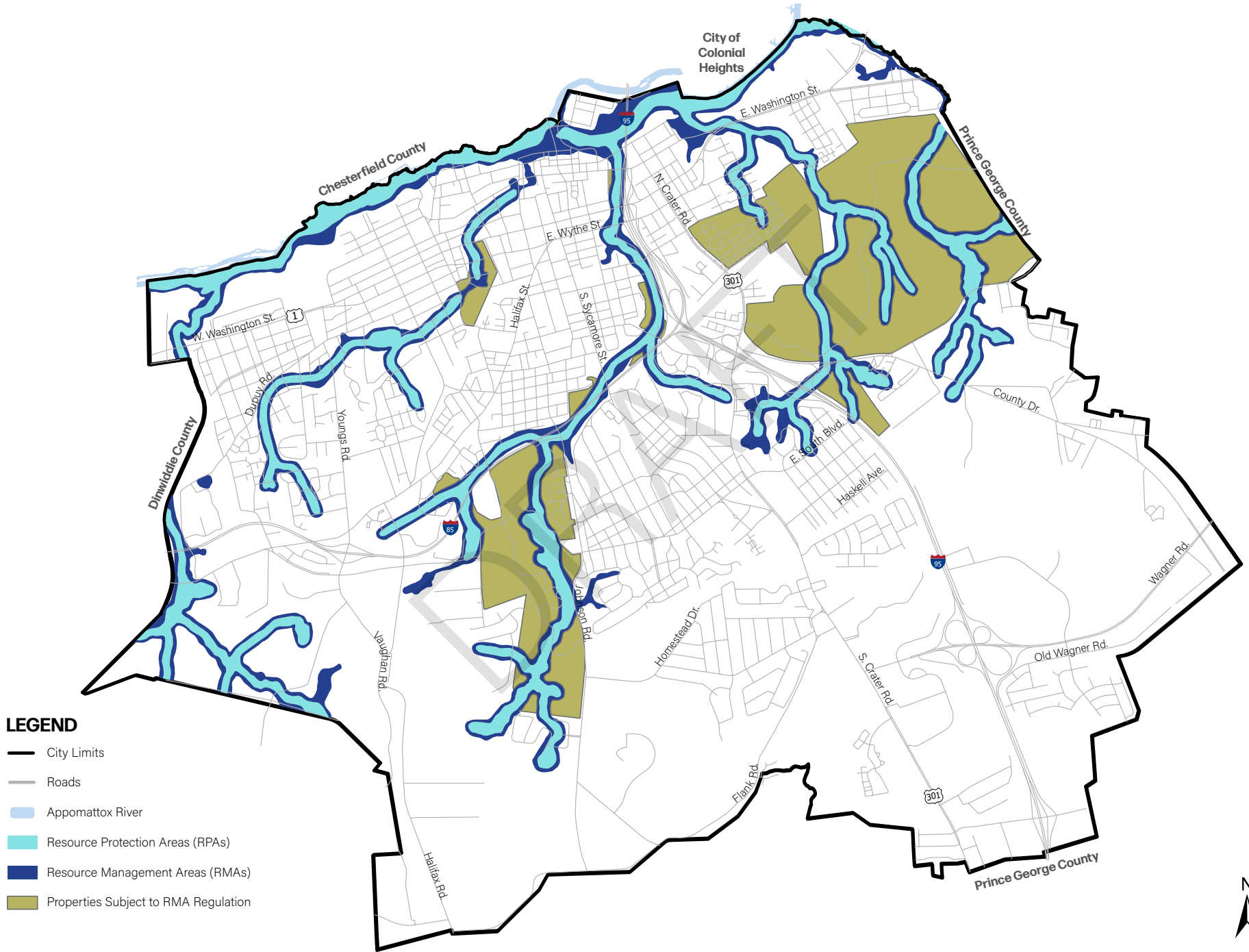
The Chesapeake Bay Preservation Act (also referred to as CBPA, Bay Act or The Act) is mandatory for all localities listed in the Code of Virginia Section 62.1-44.15:68. Enacted to protect the water quality of the Chesapeake Bay and its tributaries, the Act requires the implementation of practices that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

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







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

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

MAP 8.3 | RESOURCE PROTECTION AND RESOURCE MANAGEMENT AREAS



LEGEND

-  City Limits
-  Roads
-  Appomattox River
-  Resource Protection Areas (RPAs)
-  Resource Management Areas (RMAs)
-  Properties Subject to RMA Regulation

SOURCE: City of Petersburg

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

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

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

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

Impacts on Water Quality

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



Public Works activity at a sensitive environmental habitat

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

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

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

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



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



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



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



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



Waterfront access point

Impaired Waterways

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

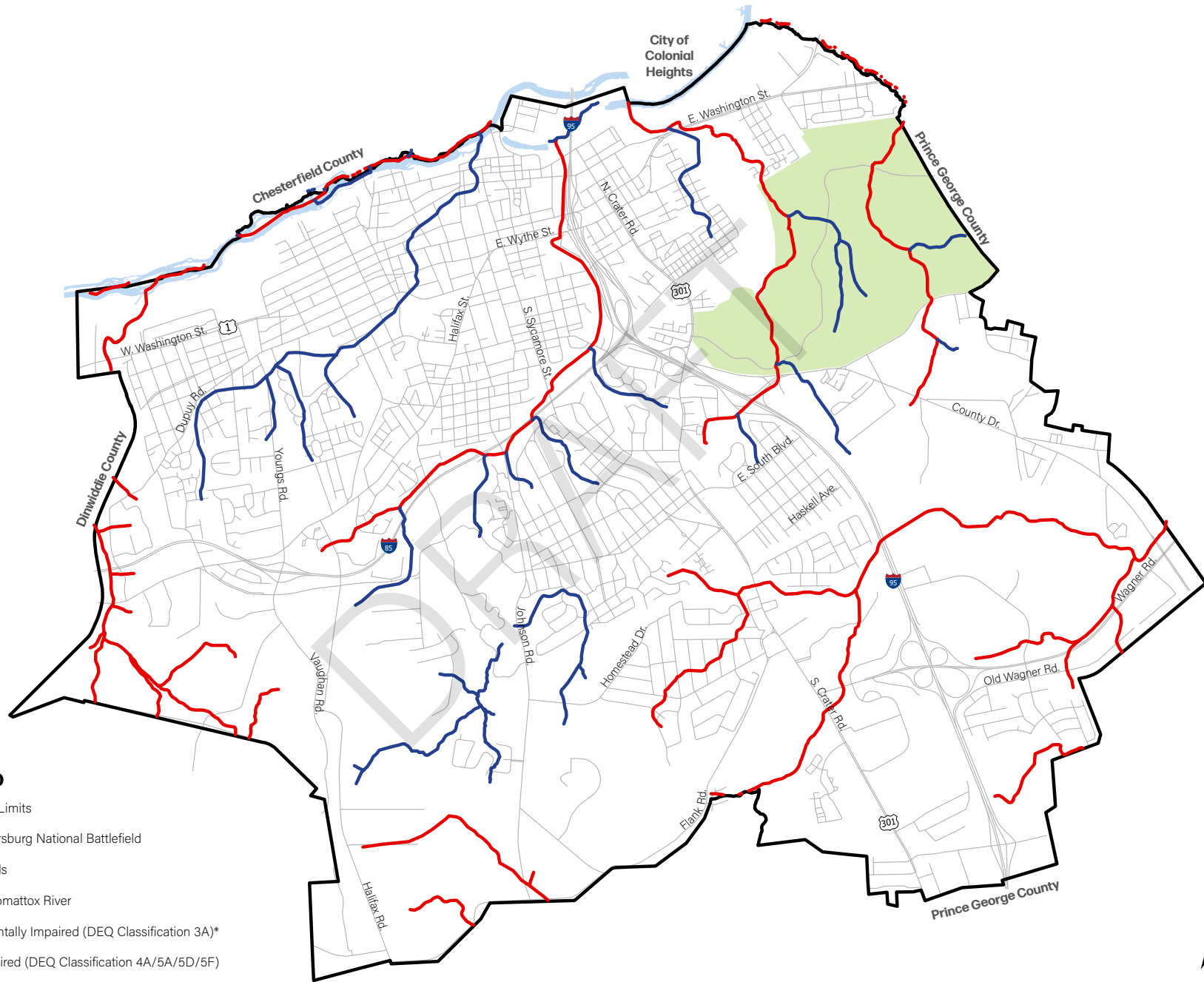
determine the total amount of a pollutant that a waterbody can receive and still meet water quality standards. These waters are called "impaired" and are listed in the Virginia Water Quality Assessment Integrated Report. Table 8.2 and Map 8.4 show waterways that are currently considered impaired by DEQ;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

Table 8.2 | Impaired Waterways

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

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

MAP 8.4 | IMPAIRED WATERWAYS



LEGEND

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

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

SOURCE: Virginia Department of Environmental Quality



Water Quality Master Plan

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

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

quality protection and Chesapeake Bay TMDL target load reductions.

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

Chesapeake Bay Watershed Implementation Plan Phase III

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

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

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

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

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

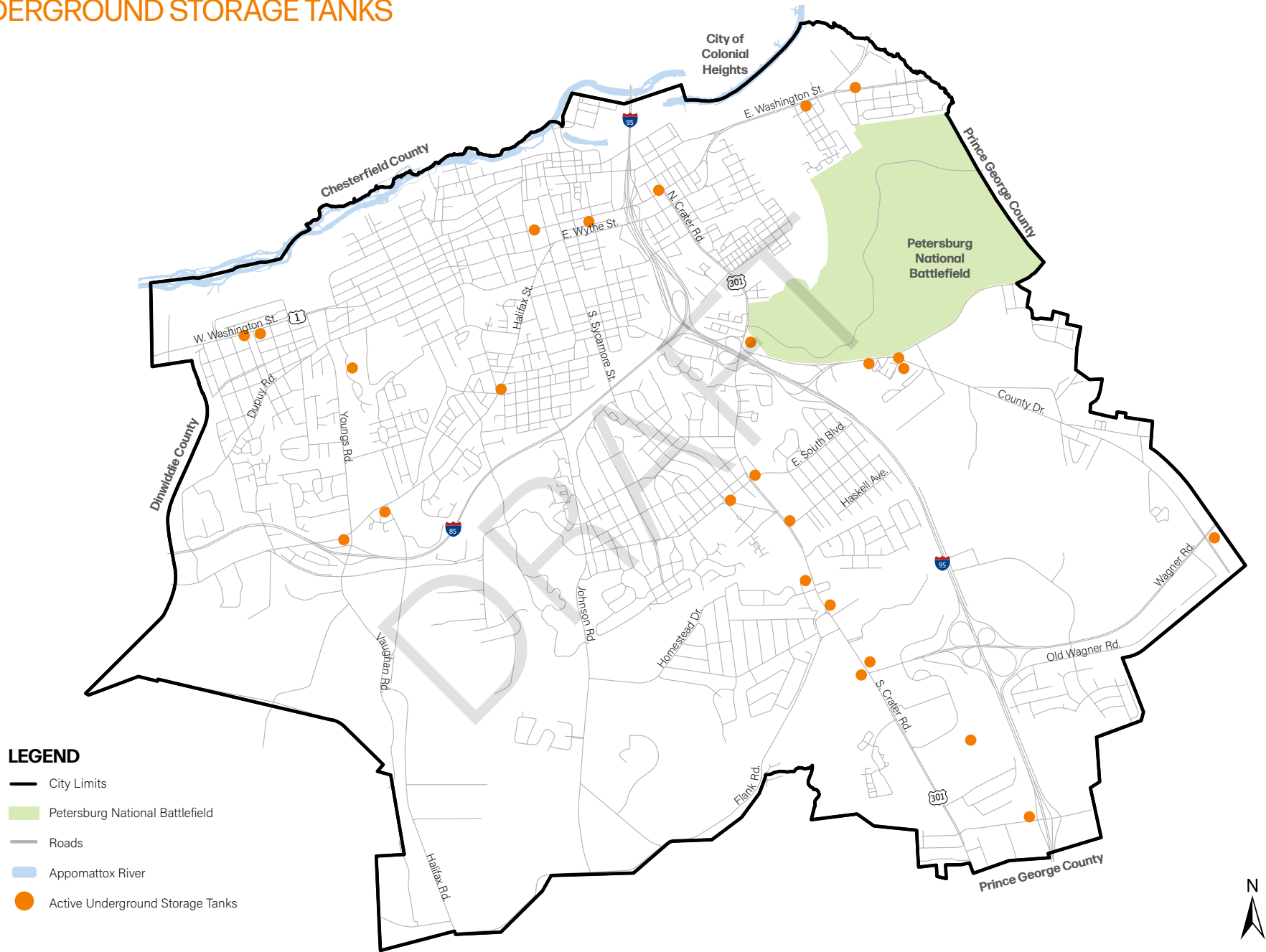
Potential Contaminants – Underground Storage Tanks and VPDES Sites

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

Table 8.3 | Active Underground Storage Tanks

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

MAP 8.5 | POTENTIAL POLLUTION SOURCES - UNDERGROUND STORAGE TANKS



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

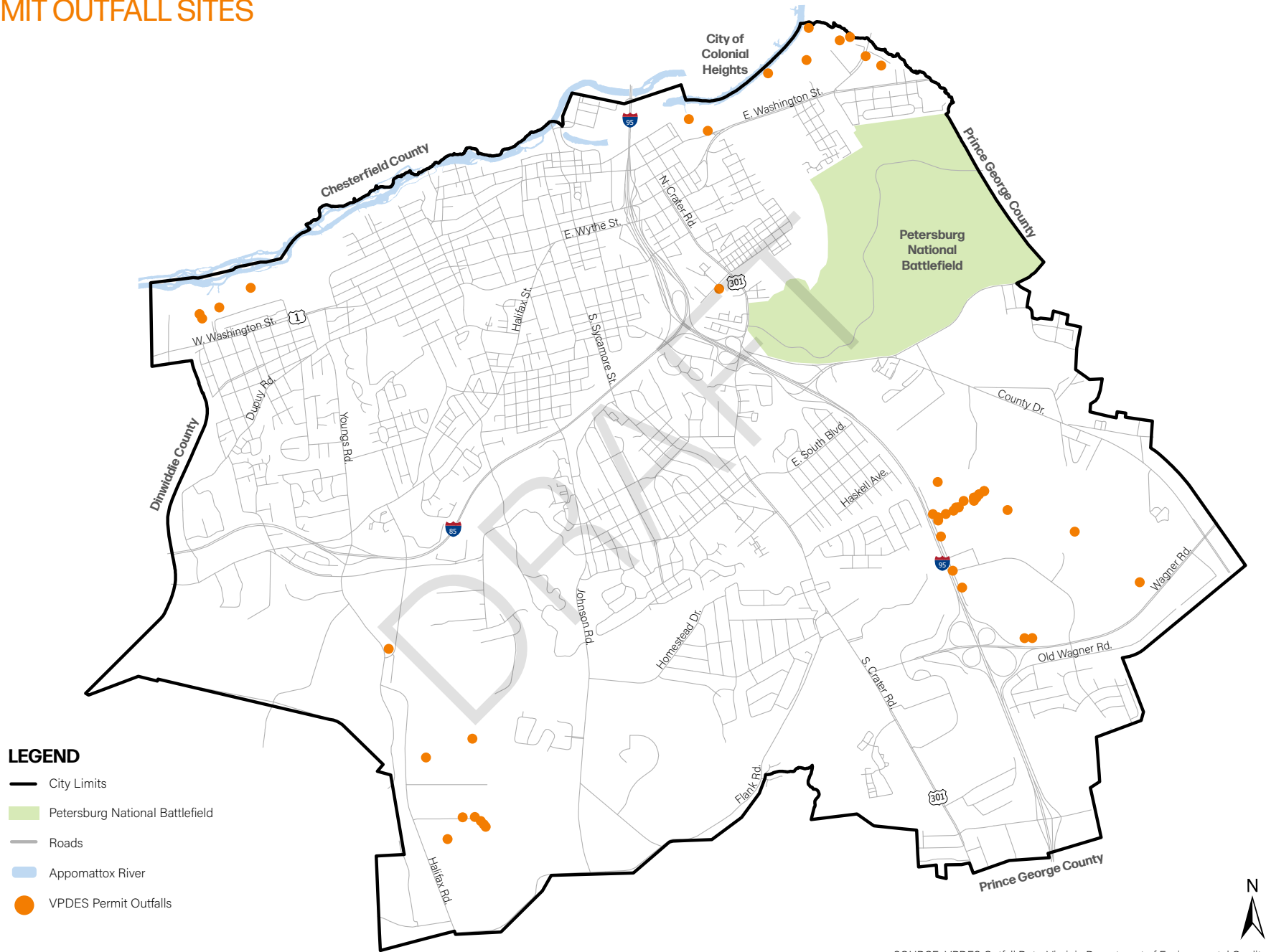
To better regulate potential point source pollution, DEQ issues individual permits to municipal and industrial facilities alike. These can be industrial sites, large gas stations, hospitals, water treatment facilities, large schools, or any number of other facilities that pose a documented or potential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

Table 8.4 | VPDES Permit Outfall Sites

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

SOURCE: VPDES Outfall Data, Virginia Department of Environmental Quality

MAP 8.6 | POTENTIAL POLLUTION SOURCES - VPDES PERMIT OUTFALL SITES



SOURCE: VPDES Outfall Data, Virginia Department of Environmental Quality



BROWNFIELDS AND SITE REMEDIATION

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

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

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



Brenco



Titmus Optical



Columbia Gas

Titmus Optical

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

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

from use as drinking water.

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

Brenco

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

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

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

Columbia Gas Company

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

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

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



Aerial view of Columbia Gas site



COASTAL ZONE MANAGEMENT

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

Petersburg is **an active participant** in the CZM Program through **collaboration with the Crater Planning District Commission and other Crater-region localities** in the Coastal Zone, along with numerous stakeholders including area nonprofits and state agencies. City staff and these stakeholders meet monthly to discuss progress towards CZM goals, local and regional resilience priorities, grant opportunities, policy options, and hazard mitigation, especially in regards to flooding.

COASTAL RESOURCE MANAGEMENT

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

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

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

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

Streambanks & Shoreline Erosion

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

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

SHORELINE MANAGEMENT

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

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

[Click here to learn more!](#)

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

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

STORMWATER MANAGEMENT

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

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

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

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

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

MAP 8.7 | SHORELINE EROSION



SOURCE: City of Petersburg

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

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

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

INFRASTRUCTURE AND THE ENVIRONMENT

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

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

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

FISHERIES, DOCKS, AND PIERS

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

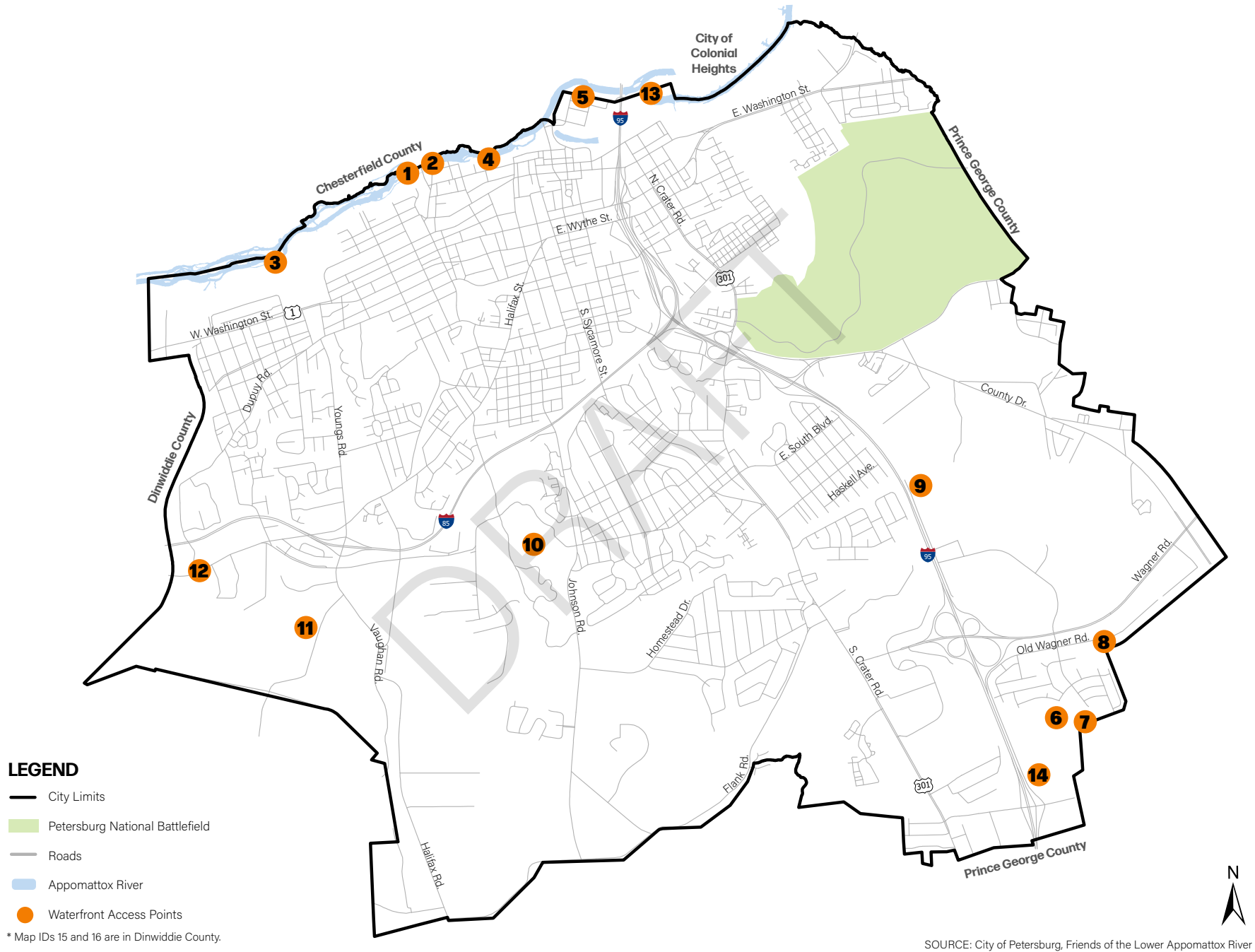
While the number of private docks and piers in Petersburg may be minimal, the cumulative impacts to the surrounding aquatic ecosystem may be significant, particularly in high densities. Virginia's Clean Marina Program can educate private owners on dock and pier dimensions, building materials, and other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

Table 8.5 | Waterfront Access Points

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

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

MAP 8.8 | WATERFRONT ACCESS POINTS



RESILIENCE AND SUSTAINABILITY

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

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

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


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

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

Figure 8.1 | The Resilience Cycle



SOURCE: Petersburg RAFT Scorecard 2022



FEMA'S COMMUNITY RATING SYSTEM

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

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

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

Flooding

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

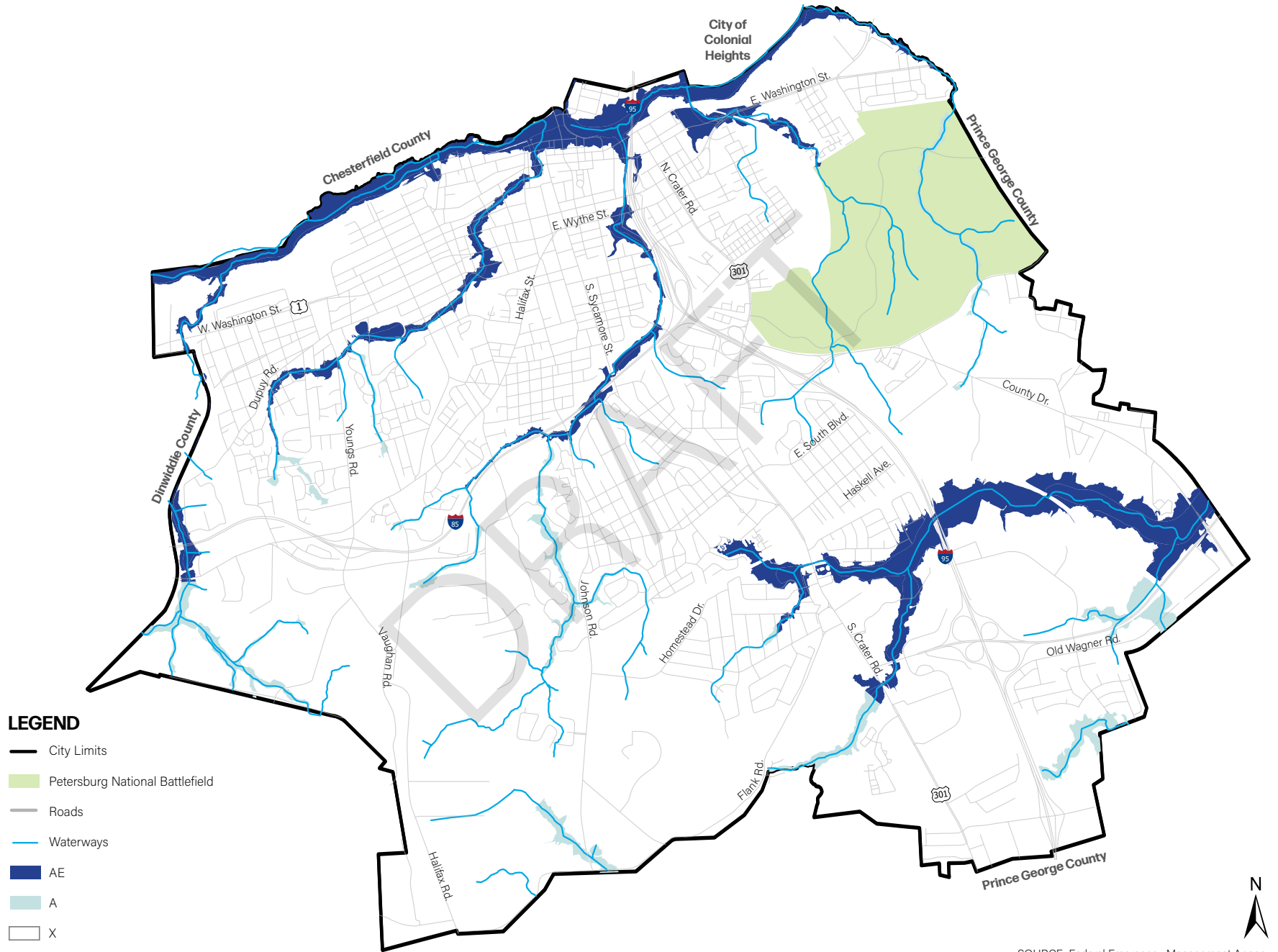
Local dams can also pose a flooding risk should there be a dam break. The Virginia Dam Safety Act and Virginia Impounding Structure Regulations require that precautionary measures are taken for new development proposed within mapped dam break inundation zones. If the state determines that a proposed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

outline requirements for new dam or water impoundment facility proposals.

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

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

MAP 8.9 | FLOOD HAZARD AREAS



SOURCE: Federal Emergency Management Agency



Sea Level Rise

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

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

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

Air Quality

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

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

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

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

Noise Pollution

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

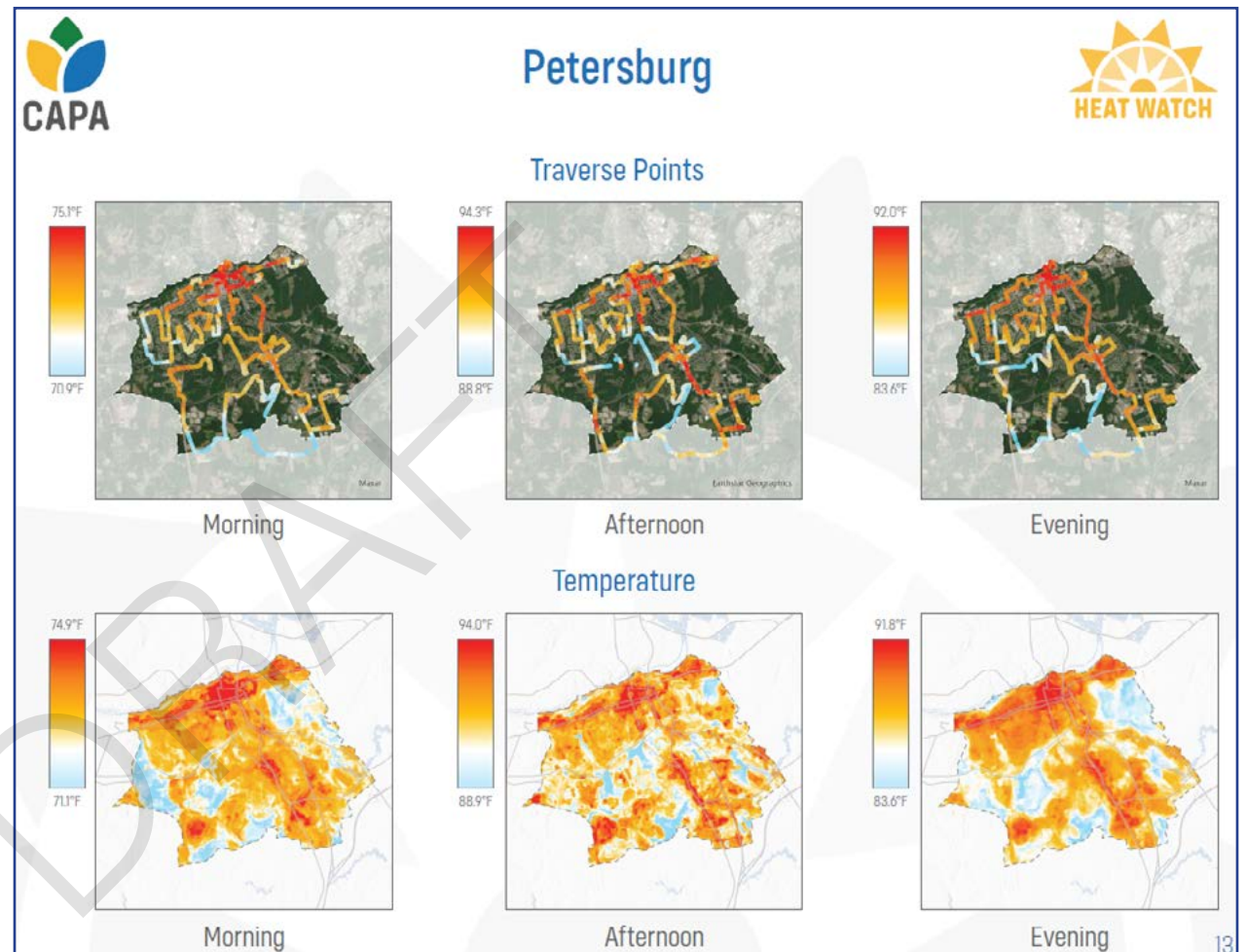
Urban Heat Islands

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

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

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

Figure 8.2 | Petersburg Urban Heat Data



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



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

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

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

Petersburg should also pursue Tree City USA recognition, which provides communities with a four-step framework to maintain and grow their tree cover:

- Maintain a tree board or department
- Adopt a community tree ordinance
- Spend at least \$2 per capita on urban forestry annually (approximately \$66,800 for Petersburg)
- Celebrate Arbor Day

[Click here to explore the Petersburg Heat Watch Interactive Map!](#)

What Is Environmental Justice?

Communities have the right to live and thrive in safe, healthy environments with equal environmental protections and meaningful citizen involvement in equitable development. Environmental justice (EJ) seeks to eliminate the negative impacts of environmental health hazards on low-income and Black, Indigenous, and people of color (BIPOC) communities. Residents of unrepresented neighborhoods have been systemically disregarded in land use planning processes, allowing them to live, work, and play in close proximity to major pollution sources such as waste treatment plants, landfills, industrial facilities, fuel pipelines, and road infrastructure. These communities have also historically received less investment in trees and urban green spaces, recreation areas with shade, stormwater infrastructure, and safe multimodal transportation options, which have all contributed to health outcomes of higher disease rates and lower life expectancy.

Addressing past injustices and deconstructing systems that continue to permit, or even encourage, environmental inequities start with land use decisions. Equitable development is a place-based approach for encouraging environmental justice, woven with goals of affordable housing, accessible transportation networks, and community revitalization. To help address environmental inequities in pursuit of equitable development, Petersburg will:

- Have regular, meaningful public engagement to stay in tune with the evolving needs of the community, including holding neighborhood meetings to get feedback on major development proposals.
- Review the Zoning Ordinance for opportunities to strengthen buffer, screening, and setback standards of industrial districts to protect surrounding residences and environmental features.
- Creatively repurpose unused buildings for affordable housing, community hubs, and community-based services.
- Incorporate considerations for resilience and hazard mitigation in infrastructure improvements and priorities, particularly in flood-prone areas.
- Proactively monitor the status of known and potentially hazardous sites, and pursue funding for site remediation when needed.

Reducing Energy Consumption and Promoting Renewable Energy

According to the EPA, nearly one-third of the energy used to run typical government buildings goes to waste. Incorporating energy management strategies to improve energy efficiency can lower energy costs and help reduce greenhouse gas emissions. The Energy Star program provides free tools to help local governments identify and assess existing buildings for efficient energy management, and to make goals to improve long-term energy use:

- **Environmental:** Increased efficiency can lower greenhouse gas emissions and other pollutants, as well as decrease water use.
- **Economic:** Improving energy efficiency can lower individual utility bills, create jobs, and help stabilize electricity prices and volatility.
- **Utility System Benefits:** Energy efficiency can provide long-term benefits by lowering overall electricity demand, thus reducing the need to invest in new electricity generation and transmission infrastructure.
- **Risk Management:** Energy efficiency also helps diversify utility resource portfolios and can be a hedge against

uncertainty associated with fluctuating fuel prices.

There may also be opportunities to install urban solar facilities throughout the city. These facilities can be incorporated onto buildings and rooftops, unused parking lots, or on brownfield sites, among others. By repurposing these spaces for solar panels, Petersburg can maximize its energy generation capacity without encroaching on valuable ecosystems. Urban solar facilities reduce the carbon emissions associated with traditional energy sources. According to a study conducted by the International Renewable Energy Agency (IREA), every megawatt-hour of solar energy generated avoids approximately 600 kilograms of CO₂ emissions. Implementing solar farms on a large scale can significantly contribute to achieving carbon neutrality targets set by cities globally.

The SolSmart program can help guide Petersburg's progress in urban solar energy leadership. SolSmart provides no-cost technical assistance to help local governments follow national best practices to expand solar energy use in their jurisdictions. These communities are recognized at Bronze, Silver, Gold, and Platinum designations after implementing requirements related to permitting and inspections, planning and zoning, government operations, community engagement, and market development. The

Zoning Ordinance, along with related permits and policies, should be reviewed and updated to maximize solar potential in Petersburg, at a scale that complements the established community character.

In 2019, Petersburg joined the Commercial Property Assessed Clean Energy (C-PACE) Program. C-PACE is an innovative clean energy financing tool that provides 100% upfront capital to property owners who want to upgrade their commercial and multi-family buildings with energy efficiency, renewable energy, and water management systems. The Virginia PACE Authority administers the program for Petersburg.

C-PACE uses unique financing methods to allow more projects to incorporate energy improvements and principles of green development. [Click here to learn more about the C-PACE program!](#)

Natural Hazards

Natural hazards such as severe storms, tornadoes, and flooding can occur with little warning. Climate change can exacerbate these issues with higher temperatures, stronger storms, and changing weather patterns. The impacts to resident safety, property, the economy, and quality of life can be substantial. Hazard mitigation planning is a process undertaken to reduce the loss of life and property by lessening the potential impact of future disasters.

Petersburg collaborates with the Crater Planning District Commission (CPDC) on the regional Richmond-Crater Multi-Region Hazard Mitigation Plan (HMP). The HMP helps ensure the region is poised to minimize the disruption which often accompanies disasters, thereby increasing resilience.

Hazard Mitigation Plan Strategies for Petersburg

Complete application for StormReady Program.

Continue participating in the National Flood Insurance Program, including enforcement of zoning and building codes.

Partner with parent-teacher associations and local schools to implement existing curriculum related to natural hazards.

Consider participating in FEMA's Community Rating System.

Inspect and clear debris from stormwater drainage system. Partner with VDOT to ensure non-City owned ROWs are also clear.

Finish implementation of Reverse 911 system.

Install high water mark signage along bridges and other structures to indicate dangerous water levels along creeks and rivers in flood-prone areas.

Investigate all public utility lines to evaluate their resistance to flood, wind, and winter storm hazards.

Work with VDOT, private utilities, and/or private homeowners to trim, remove, and/or add trees where appropriate.

Distribute brochures and use other means to educate the public regarding preparedness and mitigation.

Conduct regular review of repetitive loss and severe repetitive flood loss properties from FEMA.

Install quick connects for generators at critical facilities. Ensure existing generators are working at all times with regular maintenance & inspections.

Work with state partners and neighboring localities to monitor and implement Next Generation 911 GIS data standards.

Protect public and private structures from natural hazard damage, including acquiring, relocating, retrofitting or elevating floodprone property.

Use available statewide, regional, or county advanced warning systems and associated resources to prepare in case of a hazard event.



SOURCE: Crater Planning District Commission and PlanRVA

Resilience Plan

As part of requirements per the Grant Manual for the Virginia Community Flood Preparedness Fund, a resilience plan was developed for Petersburg and includes the following elements:

- Projects focused on flood control and resilience.
- Nature-based infrastructure to the maximum extent possible.
- Considerations of all parts of a locality regardless of socioeconomic or race.
- Coordination with other local and inter-jurisdictional projects, plans, and activities and a clearly articulated phasing for plan implementation.
- Data based on the best available science, incorporating climate change, sea level rise, storm surge (where appropriate), and current flood maps.

The Resilience Plan also incorporates several regional plans by reference, including the Richmond-Crater Multi-Regional Hazard Mitigation Plan. This plan, and other associated plans, should be considered when implementing priorities and strategies for water quality, flooding, resilience, and hazard mitigation planning.

Harbor Redevelopment

The Petersburg Harbor along the Appomattox River was a bustling center of trade for nearly 300 years, from the mid-1600s until the early 1900s. The Harbor boasted factories, wharves, barges, and leisure craft, and transported cargo (primarily tobacco products) throughout the region. While few remnants of the once-thriving harbor exist today, its strategic location linking Old Towne to the waterfront brings fresh opportunities for redevelopment and public-private partnerships, particularly as an outdoor venue and event space for festivals and community gatherings.

Progress on the Harbor redevelopment must be mindful of environmental impacts. Dredging of the riverbed in the past has uncovered hazardous materials, which need to be recovered and properly disposed of. Development plans should incorporate best practices for banks and shorelines to stabilize any sensitive areas, encourage native vegetation, and protect the riverbank from future degradation. As discussed in this Chapter and in Appendix D, implementing these measures to protect water quality and prevent shoreline erosion is vital to the health of the Appomattox River and surrounding ecosystems.

Celebrating and Protecting Our Natural Resources and Environment

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

Objectives	Strategies
<p>8.1 Protect local water quality and the Chesapeake Bay through enforcement of the Chesapeake Bay Preservation Area (CBPA) ordinance.</p>	8.1.1: Annually review the CBPA ordinance to incorporate new best practices and state code requirements.
	8.1.2: Review and implement Total Maximum Daily Load (TMDL) Action Plans to address water quality improvements for local impaired waterbodies. Update Action Plans as needed to meet ongoing TMDL requirements.
	8.1.3: Track progress and implementation of all projects described in the Water Quality Master Plan, and any revisions thereof.
	8.1.4 Address water quality concerns by continuing to require Water Quality Impact Assessments (WQIAs) for any proposed land disturbance, development, or redevelopment location within Resource Protection Areas (RPA), or within Resource Management Areas that will impact the RPA.
<p>8.2 Proactively protect waterways, groundwater, and sensitive environments through best practices and site design.</p>	8.2.1: Amend the Zoning Ordinance to bolster requirements and incentives to incorporate low impact development and environmental site design into development applications.
	8.2.2: Work with the Virginia Department of Environmental Quality (DEQ), Department of Conservation and Recreation (DCR), and Virginia Department of Health (VDH) to identify existing or potential sources of surface and groundwater pollution and take action to prevent or control the effect of the sources.
	8.2.3: Through coordination with the Virginia Department of Health (VDH), protect water resources from onsite sewage disposal system failure through permitting and regulatory tools, including requiring VDH approval for plats showing onsite systems and requiring septic tanks to be pumped every five years.
	8.2.4: Actively pursue removal or sealing of abandoned underground storage tanks.
	8.2.5: Require submission of environmental inventories in order to protect environmentally sensitive lands; to save or most efficiently use permeable soils; and to limit impervious cover.
	8.2.6: Ensure that water dependent facilities such as docks and piers are located and constructed in an environmentally sensitive manner and include adequate marine sanitation facilities in accordance with federal and state regulations, including but not limited to the Virginia Marine Resources Commission (MRC), the Army Corps of Engineers (USACE), and Virginia Department of Environmental Quality (DEQ).

Objectives	Strategies
<p>8.3 Refer to the guidance presented in Petersburg's Comprehensive Coastal Resource Management Portal (CCRMP) prepared by VIMS to guide regulation and policy decisions regarding coastal resource management and shoreline erosion control.</p>	8.3.1: Utilize VIMS Decision Trees for onsite review and subsequent selection of appropriate erosion control/shoreline best management practices: http://ccrm.vims.edu/decisiontree/index.html .
	8.3.2: Utilize VIMS' CCRMP Shoreline Best Management Practices for management recommendation for all tidal shorelines in the jurisdiction.
	8.3.3: Require biennial staff training on decision making tools developed by the Center for Coastal Resources Management at VIMS.
	8.3.4: Identify creative public outreach opportunities to educate citizens and stakeholders on new shoreline management strategies, including Living Shorelines.
	8.3.5: Follow the development of integrated shoreline guidance under development by VMRC, and implement any recommended strategies.
	8.3.6: Evaluate the use of a locality-wide regulatory structure to encourage a more integrated approach to shoreline management.
	8.3.7: Evaluate the feasibility of cost share opportunities for construction of living shorelines.
	8.3.8: Preserve available open spaces adjacent to marsh and wetlands to allow for natural protection of water quality, flood mitigation, and the protection of biodiversity and habitat.
	8.3.9: Implement a policy where VIMS' Shoreline Best Management Practices and living shorelines are the recommended adaptation strategies for erosion control in accordance with Code of Virginia § 28.2-104.1. Departures from these recommendations by an applicant wishing to alter the shoreline should use the best available science to show that a living shoreline approach is not suitable.
	8.3.10: In collaboration with the Virginia Department of Environmental Quality (DEQ), implement shoreline erosion mitigation measures at Petersburg's identified shoreline erosion sites.
<p>8.4 Proactively reduce flooding risks to residents and property owners.</p>	8.4.1: Formally participate in the Federal Emergency Management Agency's (FEMA) Community Rating System to implement flood protection policies beyond minimum requirements and earn community discounts on flood insurance premiums.
	8.4.2: Locate new development and critical facilities and infrastructure outside of current flood zones and areas projected to be impacted by sea level rise in the future.
	8.4.3: Annually review the Floodplain Management ordinance to incorporate new best practices and Code of Virginia requirements.
	8.4.4: Provide education and outreach materials on hazard preparedness, flood management, sea level rise, and recommended mitigation steps to homeowners and private businesses.
	8.4.5: Implement recommendations from the Wilcox Lake Dam study to protect the area within the dam break inundation zone.

Objectives	Strategies
<p>8.5 Improve environmental resilience and sustainability efforts to protect residents and property owners from the long-term effects of climate change.</p>	<p>8.5.1: Reduce the heat island effect by proactively installing new native trees throughout the city, with priority areas determined by heat island temperatures using heat mapping data from Virginia State University (VSU) and the Heat Watch project; consider pursuing Tree City USA designation to help implement this strategy.</p>
	<p>8.5.2: Require the use of native plantings in all public landscaping and amend the Zoning Ordinance to provide more specific requirements for landscaping, including prioritizing native species and prohibiting invasive species.</p>
	<p>8.5.3: Amend the Zoning Ordinance to require preservation of the existing mature tree canopy to the extent possible, especially in residential neighborhoods.</p>
	<p>8.5.4: Collaborate with regional partners to proactively implement strategies from Hazard Mitigation Plan, Petersburg Resilience Plan, and Richmond-Petersburg Ozone Advance Action Plan.</p>
	<p>8.5.5: In collaboration with the Crater Planning District Commission, implement regulations to help meet Coastal Zone Management resilience and water resource protection goals.</p>
	<p>8.5.6: Amend the Zoning Ordinance and related policies to encourage siting of solar facilities on rooftops, brownfields, and areas of existing unused impervious surface. Meet SolSmart Bronze goals through the Standard Criteria pathway to help implement this strategy.</p>
	<p>8.5.7: Demonstrate leadership in sustainability by proactively siting and installing solar panels on City-owned municipal buildings.</p>
<p>8.6 Promote public knowledge of and involvement in the City’s environmental programs and initiatives.</p>	<p>8.6.1: Create an easily accessible, user-friendly information clearinghouse in both physical and digital formats for environmental regulations and resources, including but not limited to permitting requirements, submittal checklists, frequently asked questions, and grant/program resources.</p>
	<p>8.6.2: Work with Appomattox River Soil and Water Conservation District to annually promote urban/suburban and agricultural cost-share programs available for funding best management practices (BMPs) to improve site-specific water quality/quantity issues.</p>
	<p>8.6.3: Conduct annual public outreach and provide resources for water quality and efficiency best practices, green infrastructure, the responsible use of fertilizer, proper disposal of animal waste, and other actions that conserve water and improve water quality.</p>

09

MOBILITY + TRANSPORTATION

Petersburg's community is equitably connected through a well-designed, well-maintained, and multi-modal regional transportation network.

An aerial photograph of a city skyline, likely Savannah, Georgia, under a cloudy sky. The city's buildings and structures are highlighted with a bright orange outline. A large, semi-transparent watermark reading "DRAFT" is oriented diagonally across the center of the image.

"DEVELOP INFRASTRUCTURE around
natural resources to make visitors come..."

- Community Survey Respondent

09

INTRODUCTION

Twenty years from today, Petersburg envisions a vibrant, equitably connected community, recognizing that transportation impacts quality of life, regional connectivity, economic development, and the environment. A well-designed and well-maintained transportation system that provides a variety of transportation modes – including walking, biking, public transportation, and driving – is vital to Petersburg's health. The City prioritizes increasing reliable access to destinations for employment, education, recreation, and socialization as part of providing a safe, equitable, and affordable transportation network.

This chapter focuses on Petersburg's existing transportation network, including an analysis

of the trends related to the safety and efficiency of the network. The data presented and analyzed here supports key issues and opportunities related to mobility and transportation and helps to guide objectives and strategies to fulfill Petersburg's existing and future transportation needs. The following principles are intended to guide transportation – and land use – decisions to benefit the residents and visitors of Petersburg:

- Prioritize the needs of the community in establishing and maintaining an interconnected, multi-modal transportation system.
- Preserve and support land use plans, including the Future Land Use Map and small area and neighborhood master plans.
- Improve community health, reduce traffic congestion, and reduce vehicle emissions through walking and biking infrastructure and transit improvements.



COMMUNITY FEEDBACK: MOBILITY + TRANSPORTATION

- Petersburg's location at the crossroads of Interstates 85, 95, and 295 was identified as one of the City's top strengths.
- Bike lanes and bike parking are both needed Citywide, but especially in Old Towne, at bus stations, and in parks.
- A high percentage of Petersburg residents don't own cars and are suffering from social determinants such as high crime and health challenges that make mobility difficult. Safe transportation alternatives are therefore important investments for this population.
- Survey respondents identified the three most desired transportation improvements in Petersburg as road maintenance, sidewalks and crosswalks, and pedestrian and bicyclist safety.

WHERE ARE WE NOW?

Functional Classification

Petersburg's streets are divided into five categories by the Virginia Department of Transportation (VDOT) based on both the type of service they are intended to provide and how they are currently designed (Map 9.1):

- **Local Street:** Provides direct access to adjacent land uses and does not carry through-movement traffic. High pedestrian and biking volumes are anticipated.
- **Collectors:** Collectors gather and funnel traffic from local roads to arterials. Collectors often serve large residential and shopping areas. Pedestrian, bicycle, transit, and vehicular activity are all anticipated.
- **Minor Arterials:** Interconnect larger arterials while carrying moderate trip travel at higher speeds than collectors. Pedestrian and bicycle activity may be expected and will necessitate intentional design to ensure safety and comfort.

- **Principal Arterials:** Provide a high degree of vehicular mobility for shorter distances of travel through urban centers and rural areas.
- **Interstate Highways:** Designed to be fully access controlled, while serving the highest vehicular traffic volumes traveling long distances. Freight activity expected. Pedestrian and bicycle access is prohibited.

The Department of Public Works is responsible for maintaining 395 lane miles of roadways within the City of Petersburg, while VDOT is responsible for maintaining interstate highways.

Traffic Volume

The Average Annual Daily Traffic (AADT) map (Map 9.2) highlights the nature of travel in Petersburg and is largely consistent with the functional classifications of Petersburg's roads. E. Washington Street (Rt. 36), S. Crater Road (U.S. Rt. 301), and portions of Wagner Road are the most heavily traveled routes in Petersburg, along with Interstates 85 and 95.

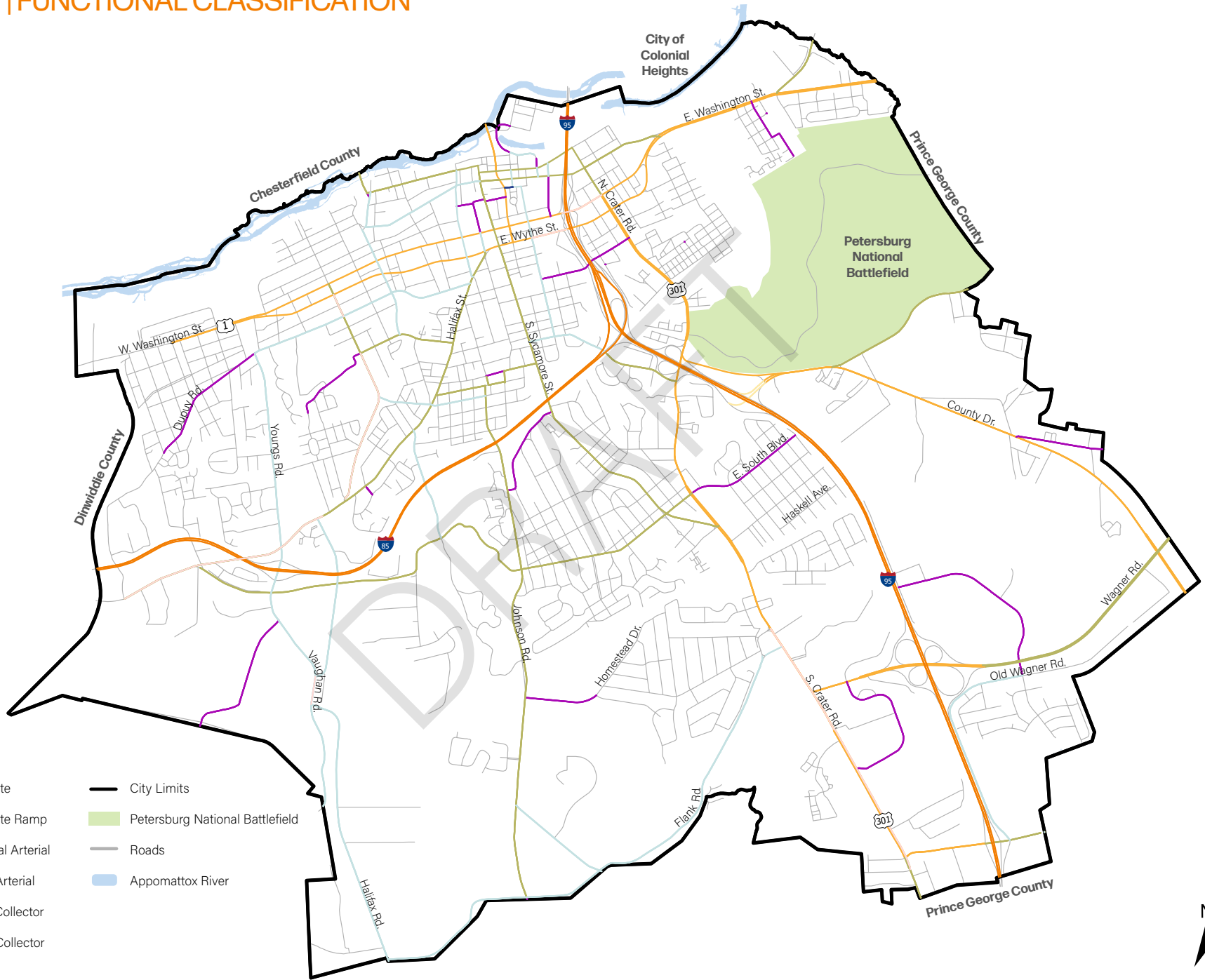


Directional sign at the intersection of N. Market Street and W. Old Street

MAP 9.1 | FUNCTIONAL CLASSIFICATION

LEGEND

- Interstate
- Interstate Ramp
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River



SOURCE: Virginia Department of Transportation

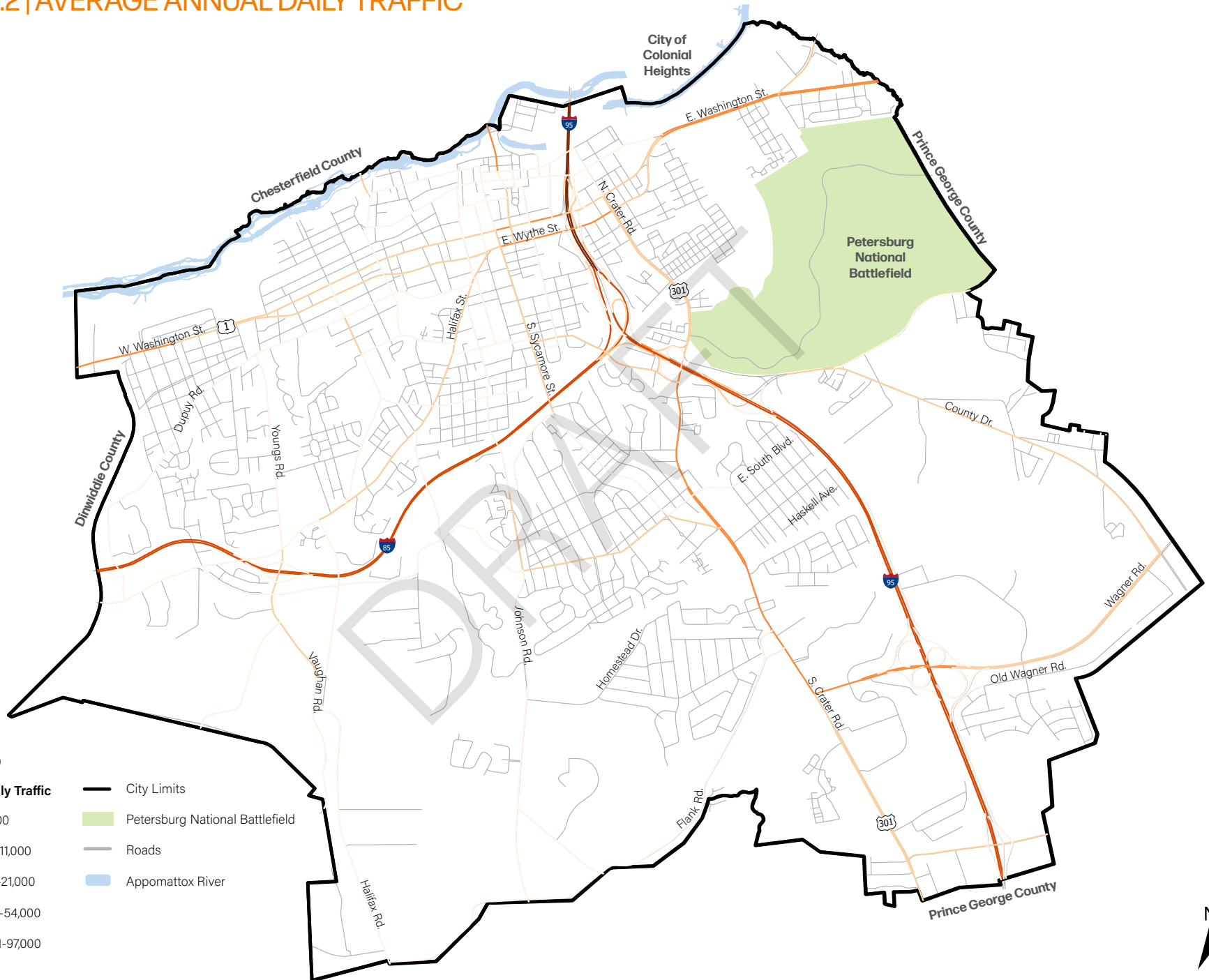
MAP 9.2 | AVERAGE ANNUAL DAILY TRAFFIC

LEGEND

Average Daily Traffic

- 0-4,900
- 4,901-11,000
- 11,001-21,000
- 21,001-54,000
- 54,001-97,000

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River



SOURCE: Virginia Department of Transportation



Road Safety

In 2022, there were a total of 896 crashes in Petersburg. Out of the total crashes, 57 (6.4%), resulted in at least one fatality or severe injury. Most severe crashes occurred along the City's minor and principal arterials, while fatal crashes occurred along a variety of roadways. High concentrations of crashes occurred at the following intersections:

- Wagner Road & S. Crater Road;
- Interstate 85/95 Exit 52 (Southbound; Ramp at E. Washington St.);
- Wagner Road & County Drive;
- S. Crater Road & E. Wythe Street; and
- Graham Road & S. Crater Road.

Bridges and Culverts

The maintenance, improvement, and replacement of bridges and culverts throughout Petersburg is a high priority to ensure vehicle safety and maintain reliable and efficient access for heavy emergency vehicles and industrial traffic. Bridges and culverts are both classified as good, fair, or poor, depending on their physical condition. Ongoing repairs of bridges and culverts should be considered routine maintenance in addition to other roadway improvement projects. Repairs to bridges and culverts identified as being in poor condition should be a top priority to prevent both further degradation and weight limit reductions. Funding through VDOT's State

of Good Repair program may be available to support such repairs.

Planning Assumptions

Anticipated transportation network improvements in Petersburg are based on the following planning factors and assumptions (see Chapter 2):

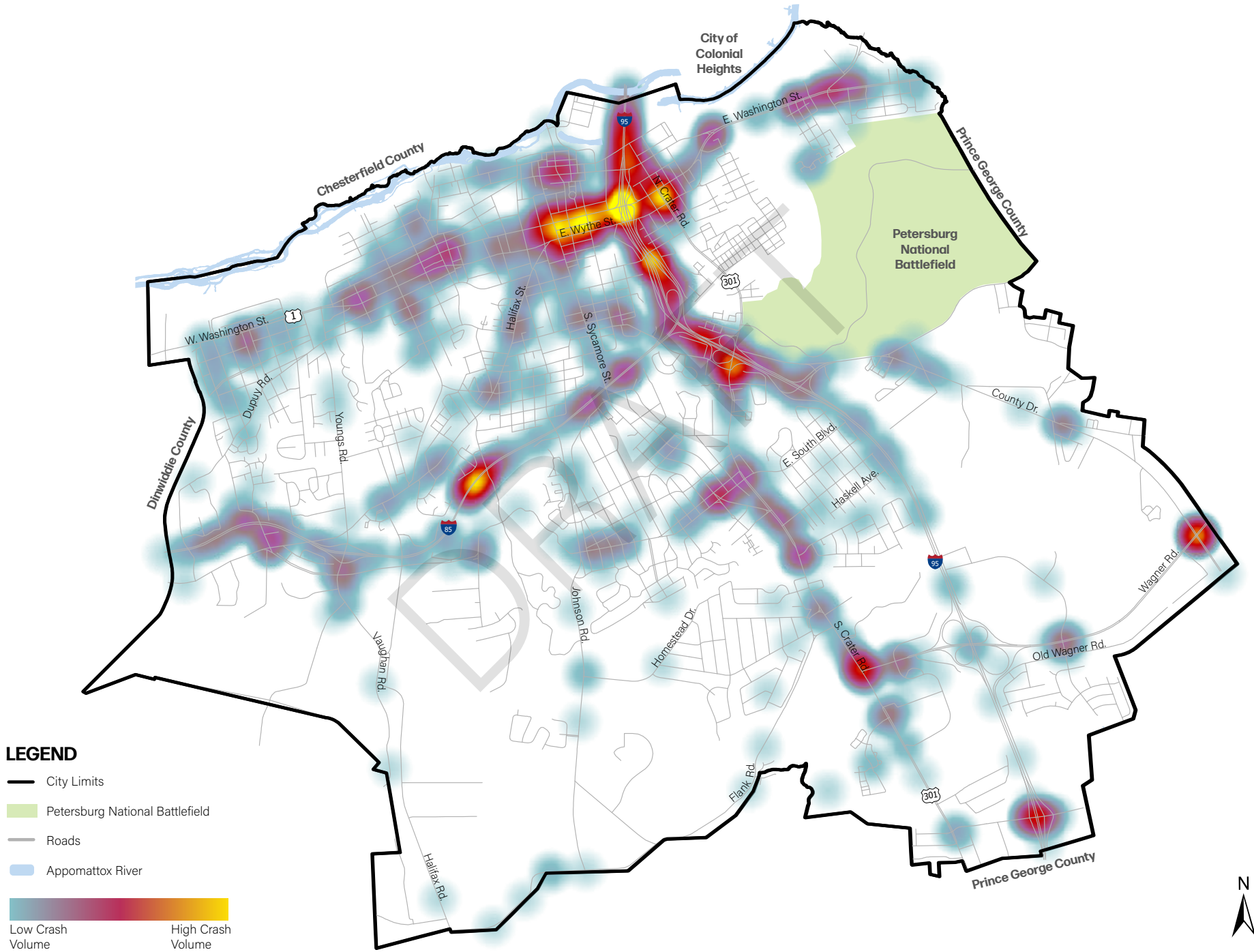
- Relatively stable population over the next 20 years;
- Employment growth in Petersburg and the Tri-Cities region, including the pharmaceutical campus, Fort Gregg-Adams, and the emerging warehousing and distribution industry;

- Investment along the lower Appomattox River, including extensions of the Appomattox River Trail, Fall Line Trail, and East Coast Greenway;
- Growth of historic tourism and eco-tourism;
- The need to build equity and community health by providing expanded access to alternative transportation; and
- Climate change and the need for transportation infrastructure that is both environmentally friendly and resilient in the face of natural disasters.



Participation in a road safety event
Photo Credit: Petersburg Healthy Options Partnerships (PHOPS)

MAP 9.3 | CRASH VOLUME



LEGEND







- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- Low Crash Volume
- High Crash Volume

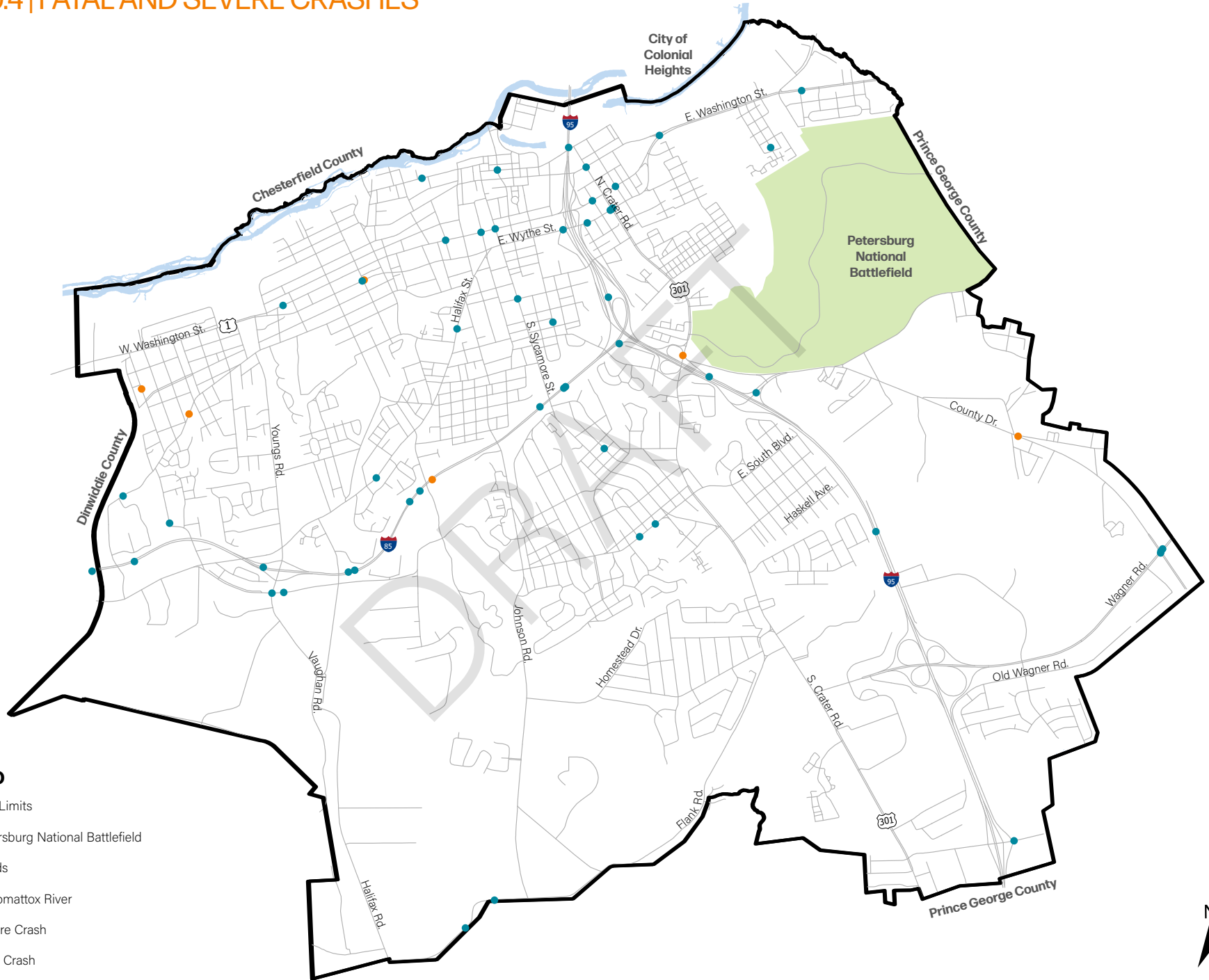
SOURCE: Virginia Department of Transportation



MAP 9.4 | FATAL AND SEVERE CRASHES

LEGEND

-  City Limits
-  Petersburg National Battlefield
-  Roads
-  Appomattox River
-  Severe Crash
-  Fatal Crash

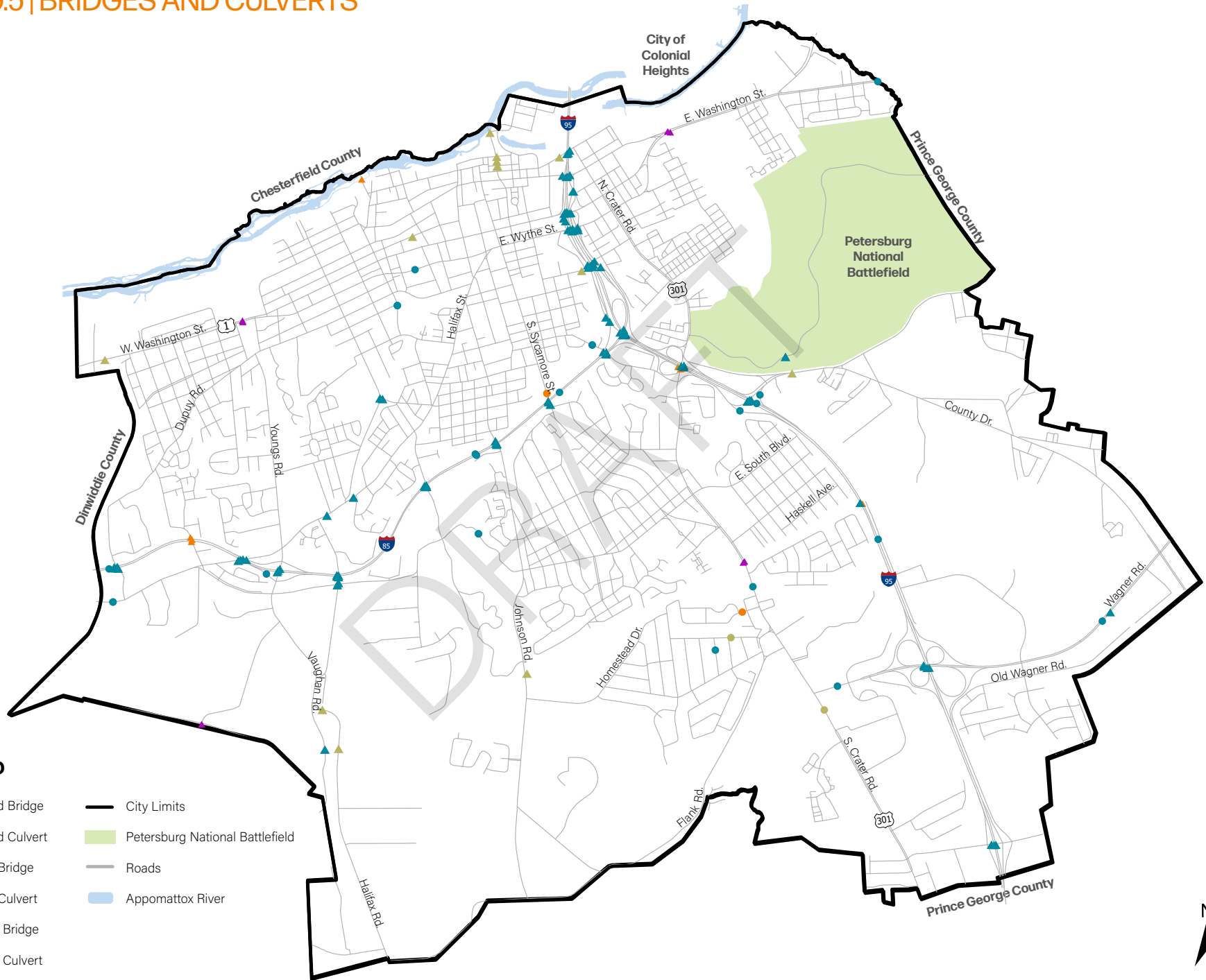


SOURCE: Virginia Department of Transportation

MAP 9.5 | BRIDGES AND CULVERTS

LEGEND

- ▲ Good Bridge
- Good Culvert
- ▲ Fair Bridge
- Fair Culvert
- ▲ Poor Bridge
- Poor Culvert
- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River



SOURCE: Virginia Department of Transportation





MOBILITY AND COMMUNITY HEALTH + WELLNESS

How community members move from one place to another has **major implications for public health and quality of life**. Transportation provides access not only to physical and mental healthcare, but also provides residents with access to social outlets, full-service grocery stores with fresh and healthy food, and employment and education. The **specific transportation mode** also is important, as it **directly impacts individual physical and mental health**.

Active transportation, such as walking and biking, has been found to have a direct and specific relationship to residents' health by providing an opportunity for regular physical activity. **Benefits** of regular physical activity include **decreased body fat levels, prevention or management of disease, and reduced levels of stress**.

Prolonged exposure to **high levels of automobile emissions** can lead to asthma and lung disease, **making the need for active transportation and greenways even more important** for a community like Petersburg where two interstates travel through City limits.

Studies have correlated **longer amounts of time spent commuting** to and from work in a personal automobile with **poor mental health**.

When considering future transportation investments, Petersburg should **carefully assess the potential impact on community health**, evaluating factors such as **level of pollution, ability to facilitate physical activity**, and ability to **connect residential neighborhoods with amenities** such as healthcare, grocery stores, and community gathering spaces.

SOURCES: CDC, American Health Association

A MULTI-MODAL NETWORK

What Is a Multi-Modal Transportation Network?

A multi-modal transportation network is a system where community members can readily access a variety of safe and efficient transportation options, including personal automobiles, public transportation, passenger rail, biking, walking, ridesharing, shared mobility, and aviation. The ability to choose a safe mode of transportation to access basic needs, education, employment, recreation, and socialization is an important factor in being able to build individual wealth and enhance quality of life for the community overall.

Streets

A safe, efficient, and reliable street network is an important piece of Petersburg's transportation system. While effective and seamless vehicular movement is the primary goal of the street network, consideration should also be given to how the network contributes to Petersburg's livability and overall quality of life.

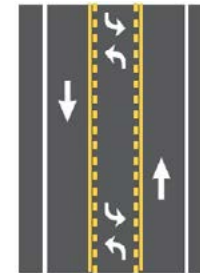
The Division of Street Operations within the Department of Public Works is responsible for maintaining Petersburg's 395 miles of streets, including asphalt repair, sidewalk repair, and drainage system management. The Department does not currently have a road maintenance plan that identifies road condition, a repaving schedule, or prioritizes

locations for maintenance or upgrades. It is highly recommended to create a plan with an emphasis on preventative maintenance to make efficient use of staff time and financial resources.

In addition to street maintenance and quality, there are several other challenges that should be addressed to create a safer, more efficient, and truly multi-modal street network. Personal automobiles create emissions and congestion, leading to negative impacts on both personal safety and the natural environment. Heavy truck traffic is a major component of Petersburg's transportation volume due to the presence of the freight trucking and warehousing industries, but can further increase congestion and impact safety and operations throughout the street network. Speeding is an additional concern in Petersburg as it endangers all users of the road, especially pedestrians and bicyclists. In 2022, 216 crashes, or 24.1% of all total crashes, involved speeding.

There are several design-oriented strategies that Petersburg can implement to create a safer and more efficient street network for all users of the road, including:

- **Road Diets:** Reducing the number of lanes in a road – for example, from four lanes to two lanes – and converting former lanes into protected bicycle/ pedestrian travelways or green space.
- **Curb Extensions:** Adding slight extensions of curbs at intersections to prevent right- and left-turns at high speeds.
- **Complete Streets:** Streets that integrate a variety of design elements, such as protected medians, frequent crosswalks, separated sidewalks and bike lanes, and frequent signal lighting to ensure safety for all users of the road
- **Roundabouts:** Circular intersections that allow continuous vehicular flow in one direction, eliminating the need for stoplights. Benefits include reducing congestion, slowing vehicle speeds, and reducing the likelihood of crashes.
- **Chicanes:** Offset curb extensions on low-volume streets that create gentle curves in the road, slowing traffic and providing opportunities for landscaping and green space.
- **Pedestrian Signal Timing:** Programming pedestrian signals at crosswalks to have a gap between a red light and a safe walking signal can reduce the likelihood of crashes caused by a vehicle running a red light.



Road Diet



Chicane



Curb Extension



Roundabout

Photo Credit: Virginia Department of Transportation

Additionally, Code of Virginia Section 46.2-882.1 allows speed cameras in highway work zones and school zones. While speed cameras have a high up-front cost, they limit racial profiling in traffic stops and free up law enforcement resources. Petersburg should place speed cameras in school zones – prioritizing zones around Walnut Hill Elementary School, Vernon Johns Middle School, and Petersburg High School – to protect children, pedestrians, and bicyclists in school zones during school zone hours. These can also be a temporary solution until protected pedestrian and bicycle infrastructure or road diets are installed.

Parking

Parking facilities are beneficial in providing opportunities for automobile users to travel from one destination to another. These facilities can be sited, designed, and used strategically to reduce their developed footprint and be aesthetically pleasing additions to the community. However, many parking facilities in Petersburg – especially in Old Towne and in commercial areas – are privately-owned vacant lots, leading to challenges with reuse and maintenance. Large, unmaintained parking areas contribute to the “heat island” effect (see Chapter 8), generate larger amounts of stormwater runoff, and contribute to issues with blight and trash.

There are several ways Petersburg can monitor its parking supply and encourage smart use of property for parking. A parking study or inventory in Old Towne can help the City be aware of surpluses and deficiencies. Amending the Zoning Ordinance to reduce parking minimums and require installation of bike racks at parking areas in multi-family residential, commercial, and mixed-use districts is another strategy. These parking standards encourage people to use an alternative method of commuting, generating positive benefits for both the individual and the overall environment.

Many of Petersburg’s residents commute outside the City for employment (see Chapter 2). Reducing single-occupancy vehicles on roadways is a goal to reduce traffic congestion, lower vehicle emissions, and promote safe and streamlined commute times. Park-and-ride lots are one valuable solution for promoting these outcomes. One park-and-ride lot is currently available on Union Street. VDOT has studied other locations for park-and-ride lots in the past; recommend establishing a secondary park and ride lot due to the large number of out-commuters in Petersburg.



Passenger and Freight Rail

Railroad owned and operated by both Norfolk Southern and CSX runs through Petersburg. Collier Yard, a CSX-owned railroad yard in the southwest area of the City near the Petersburg Interstate Industrial Park, is an important piece of regional freight rail infrastructure and provides an attractive economic incentive to industrial companies.

Amtrak provides passenger rail service to Petersburg residents through the Petersburg station in nearby Ettrick. The station is about a 5-minute drive, an 18-minute bus ride, and a 30-minute walk from Old Towne. Daily roundtrip trains on five Amtrak routes – the Northeast Regional, Carolinian, Palmetto, Silver Star, and Silver Meteor – service the station. The Petersburg Amtrak station had 33,311 boardings and alightings in Fiscal Year 2022. This number has grown since Fiscal Year 2010, indicating increased regional demand for passenger rail travel.

The U.S. Department of Transportation (DOT) recently awarded a \$6.4 million grant to update the Petersburg station with significant improvements to the train station, parking, and lighting. Other projects include improved ADA accessibility, a new and safe platform, and a covered walkway. These improvements will significantly enhance the quality of train travel for the community and provide much needed mobility accommodations for the physically

Table 9.1 | Amtrak Ridership at Comparable Stations

Comparable City	FY2022 Station Boardings & Alightings
Ashland	21,894
Lynchburg	48,326
Staunton	4,748
Williamsburg	48,803
Petersburg	33,311

SOURCE: U.S. Bureau of Transportation Statistics

disabled and older adults. Petersburg can continue its supportive partnerships with regional, state, and federal agencies to leverage grant funding for other station improvements that may become necessary during the timeframe of this Plan. Petersburg can also continue advertising Amtrak as a cost- and time-effective mode of regional and national travel.

A higher-speed rail line running from Washington, D.C. to Florida is proposed to run through the northern area of Petersburg along the CSX line. This higher-speed rail line, called the Southeast Corridor, will provide area residents with new connections to other cities in Virginia and along the East Coast, opening doors for lower-cost interstate travel. A stop is planned at the Petersburg Amtrak station; a third rail is also planned to accommodate potential additional frequencies between the



Richmond metropolitan region and Raleigh, North Carolina. Petersburg should partner with VDOT, the Virginia Department of Rail and Public Transportation (DRPT), the Southeast Corridor Commission, and its neighboring locations to support the development and implementation of this project through participation in planning committees and boards.

Public Transportation

Public transportation is a critical piece of a multi-modal transportation network, especially for children, older adults, veterans, and others who do not have a personal automobile. Petersburg Area Transit (PAT) provides daily bus service to the residents of the Cities of Petersburg, Hopewell, and Colonial Heights, the Village of Ettrick, and the Counties of Dinwiddie and Prince George. PAT's mission is to provide the Petersburg community with safe, reliable, and accessible transit service to expand access to opportunities and enhance quality of life.

PAT transports an average of 57,000 passengers monthly on 13 local routes and one express route. This includes its Richmond Express, which provides express routes to healthcare in Richmond for a target audience of veterans and is also available for clients of all ages. PAT also operates a paratransit program which provides door-to-door specialized transportation services for persons with special needs, veterans, seniors 65 years or older, and individuals with disabilities who are unable to use PAT's fixed route service.

PAT was recently awarded a grant to provide service connecting Petersburg with Emporia. An additional federal grant for \$450,000 awarded in 2023 will allow PAT to continue advancing service provision for residents with limited or no transportation options. DRPT will

be working with PAT to develop a strategic plan to identify opportunities to expand service to critical community facilities and amenities, such as Bon Secours Southside Medical Center and Virginia State University (VSU). In 2023, PAT announced plans to run new routes to Richard Bland College in Dinwiddie County, opening new opportunities for Petersburg residents to access higher education opportunities. Evaluation of more frequent service opportunities between Richmond and

Petersburg should also be pursued during the timeframe of this Plan.

PAT's strategic plan outlines the organization's structure and strategic vision, analyzes system performance and operations analysis, and provides an implementation plan to outline planned improvements and modifications. Missing from this strategic plan is an emergency evacuation plan; an update is needed to address emergency procedures.



PAT is a critical player in advancing transportation equity in the Tri-Cities region. According to data collected for PAT's 2019 Transit Strategic Plan, 63% of transit users were female, 53% did not have a personal automobile, and 46% had an annual income below \$15,000. PAT service undoubtedly meets a community need for low-cost, low-barrier transportation. However, there are several challenges that inhibit service provision in the most efficient and equitable manner possible. Many stops do not have shelter, lighting, seating, or trash cans, deterring potential riders due to conditions that are unsafe and unwelcoming to those with physical disabilities. Adding new bus stop amenities was identified by the Tri-Cities Area Metropolitan Planning Organization (TCAMPO) as a significant regional priority. Additionally, service after dark is limited, providing challenges for late-night shift workers who need transportation or those needing to access healthcare after normal business hours. DRPT is currently working with PAT to evaluate service expansion to allow for more non-emergency medical transportation to reduce strain on ambulances and Fire, Rescue, and Emergency Services personnel.



PROMOTING PETERSBURG AREA TRANSIT

PAT is currently offering fare-free transit until further notice on all routes, including para-transit services. This is **an important component of building equity in transportation**, as many of PAT's riders are financially constrained and do not own personal automobiles.

While many community members may be aware of fare-free transit, it is important to **ensure that both regular and potential riders are aware of other aspects of riding PAT**, such as routes and ADA accessibility information. The PAT website and social media pages are infrequently updated and should be regularly updated to help provide awareness about available services, important changes to service, and other policies and procedures. **A phone alert system that sends automated texts or calls to riders when service changes and a website that is independently monitored and maintained by PAT are both currently in progress.**

Click here to read the Petersburg Area Transit strategic plan and view route maps!



Bicyclists riding in front of South Side Depot

Biking and Walking

Developing a safe, well-maintained, and connected network for walking and biking is a vital part of moving Petersburg forward as a healthy and desirable place to live, work, and visit. Additionally, pedestrian and bicycle infrastructure can be leveraged as economic development tools that attract new business, provide tourism destinations for visitors and active transportation to Petersburg's many historical sites, and assist in the physical and mental well-being of residents. Research has found that direct access to a transportation network that includes biking and walking increases property values, in turn leading to increased economic performance. Petersburg's goal for its pedestrian and bike network is a combination of infrastructure on traditional roadways as well as protected infrastructure and trail systems linking people to a variety of destinations.

Community outreach regarding current resident walking and biking activity and challenges to increasing walking and biking was completed in 2019 in collaboration with the Crater Health District, CPDC, Bike Walk RVA, and Friends of the Lower Appomattox River (FOLAR).

- A majority (80%) of survey respondents said they would like to walk and bike more frequently than they currently do.
- When asked what makes walking and biking challenging in Petersburg, 57.8% said unsafe roads, 46.5% said lack of connected biking and walking routes, and 43% said lack of bike lanes, signage, bike racks.
- Most survey respondents (64.7%) indicated that they would be more likely to ride a bike if protected spaces to ride were available.
- A majority (87.7%) of survey respondents desired to see a network of safe biking and walking infrastructure that connects destinations in Petersburg and protects people biking and walking from vehicular traffic.

Bikeways

Bikeways in Petersburg are currently limited. Map 9.6 and Table 9.2 depict current bicycle facilities, as well as proposed locations for new bicycle facilities and bikeways, including shared use paths, protected bike lanes, bike/walk streets, and standard bike lanes. This proposed network was initially developed in 2020 based on the community engagement related to walking and biking and subsequent working group research and findings. Together, existing and proposed bikeways will provide a more interconnected Petersburg through safe and reliable infrastructure, with an emphasis on underserved neighborhoods and closing gaps between existing facilities.

Bikeways are improvements designed to provide for safe bicycle travel on a road, shared-use path, or trail.

SAFE ROUTES TO SCHOOL

VDOT's Safe Routes to School (SRTS) program provides communities with **grant funding and technical assistance** to develop **safe routes for biking and walking through neighborhoods to schools**. The program is federally designated and funded and has the following purposes:

Enable and encourage children, including those with disabilities, to walk and bicycle to school; make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle from an early age; and facilitate the planning, development, and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption, and air pollution in the vicinity of schools.

SRTS can also include an **educational component** through participation in state and national events such as Walk to School Day and Bike to School Day. This is important for minority neighborhoods, **as minorities tend to be victims of vehicle/pedestrian accidents at higher rates** due to walking more and lack of facilities.









Some SRTS projects **require little or no funds to implement** if some existing infrastructure is already in place. Others, such as constructing a new sidewalk, may require a substantial investment. The Petersburg Active Transportation Work Group, a coalition of local organizations, has been working to **establish a SRTS project near Walnut Hill Elementary School** and recently obtained some of the needed grant funding; the organization plans to apply for full grant funding in 2025. **Petersburg should plan to support SRTS projects through advertising and promotions and providing funding if necessary.**

Over the next 20 years, Petersburg and its partners should pursue funding for two other SRTS projects:

Pleasants Lane Elementary School: Additional sidewalks and crosswalks
Blandford Academy: Additional sidewalks and crosswalks between E. Bank St. and E. Washington St.

MAP 9.6 | PROPOSED BIKEWAYS NETWORK

LEGEND

-  City Limits
-  Roads
-  Existing Bikeway
-  Shared Use Path
-  Bike/Walk Street
-  Petersburg National Battlefield
-  Protected Bike Lane
-  Standard Bike Lane

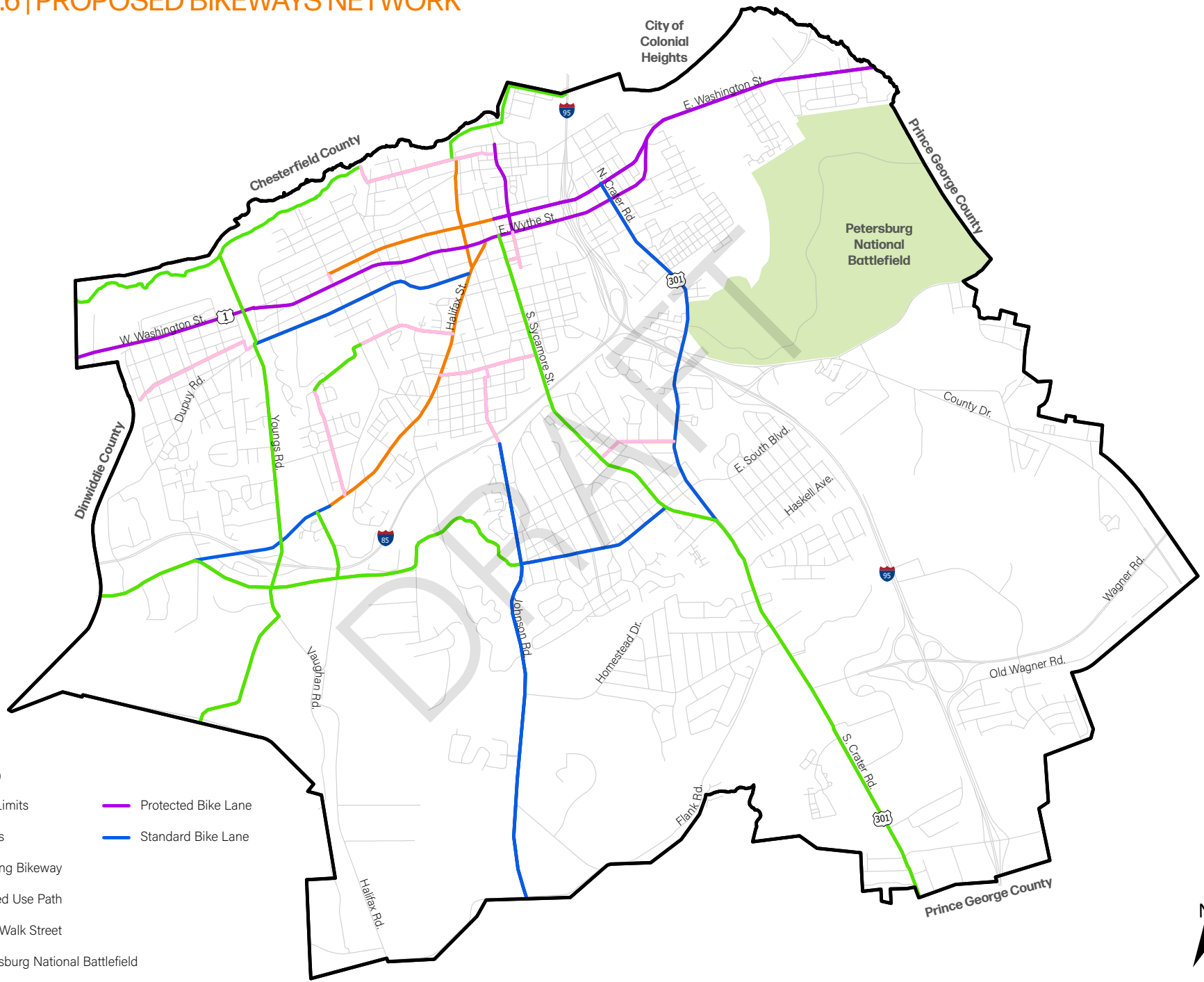


TABLE 9.2 | PROPOSED BIKEWAYS NETWORK

Facility Location	Recommended Facility Type	Endpoints	Approximate Mileage
Short-Term (0-5 Years)			
Adams St.	Bike/Walk Street	Wythe St., Tulip Alley	0.18
Claremont St.	Bike/Walk Street	S Crater Rd., Sycamore St.	0.44
Farmer St./ Dupuy Rd.	Standard Bike Lane	Halifax St., Youngs Rd.	1.34
Ferndale Ave./ McKenney St./ Dupuy Rd.	Bike/Walk Street	Youngs Rd., City limits (Seaboard St.)	0.83
Defense Rd.	Shared-Use Path	Boydton Plank Rd., Banister Rd./Legends Park Trailhead	1.34
High Pearl St./ St. Matthew St./Harding St.	Bike/Walk Street	Shore St., Johnson Rd.	0.44
Lee Ave.	Bike/Walk Street	Halifax St., S West St.	0.57
Legends Park	Shared-Use Path	Johnson Rd., Banister Rd.	0.89
Patterson St.	Bike/Walk Street	Carver St., Halifax St.	0.55
S. Crater Rd.	Standard Bike Lane	W. Washington St., S Sycamore St.	2.19
South Blvd.	Standard Bike Lane	Johnson Rd., S Sycamore St.	0.92
Tulip Alley	Bike/Walk Street	S Sycamore St., S Adams St.	0.06

Facility Location	Recommended Facility Type	Endpoints	Approximate Mileage
Medium-Term (6-10 Years)			
Appomattox River Trail	Shared Use Path	City limits, Interstate 95	3.25
Adams St.	Buffered Bike Lane	River St., Wythe St.	0.52
Augusta Ave.	Shared-Use Path	S. West St., Shields St.	0.31
Boydton Plank Rd.	Shared-Use Path	City limits, Defense Rd.	0.29
Boydton Plank Rd.	Standard Bike Lane	Defense Rd., Halifax Rd.	0.78
Grove Ave./Old St./Pelham St.	Bike Walk Street	Canal St., Adams St.	0.77
Halifax Rd.	Shared-Use Path	Boydton Plank Rd., Defense Rd.	0.4
Shore St.	Bike Walk Street	S Sycamore St., Halifax Rd.	0.56
Squirrel Level Rd.	Shared-Use Path	Defense Rd., Rail line	1.01
Long-Term (10+ Years)			
Defense Rd.	Shared-Use Path	Boydton Plank Rd., Banister Rd./ Legends Park	1.34
S. Crater Rd.	Shared-Use Path (on street)	S. Sycamore St., City limits	2.13
Sycamore St.	Shared-Use Path	Shore St., S Crater Rd.	1.46
Washington St.	Protected Bike Lane	Atlantic St., City limits	5
Wythe St.	Protected Bike Lane	City limits	5



Bike/Walk Street



Shared Use Path



Standard Bike Lane



Protected Bike Lane



Appomattox River Trail

Sidewalks

While sidewalks exist throughout Petersburg, many of them are in disrepair, overgrown, or not ADA accessible. Additionally, a lack of street lighting, crosswalks, and pedestrian signals throughout the City can further deter pedestrian activity due to safety concerns. Petersburg should undergo an initiative to map and record the quality of all sidewalks in the City to provide a foundation for data-driven, location-based investment moving forward. Other strategies for promoting a safe, accessible, and connected sidewalk network include amending the Zoning Ordinance to require pedestrian sidewalk connections at all new development or creating a replacement and improvement program as part of a public works road maintenance plan.

Trails and Greenways

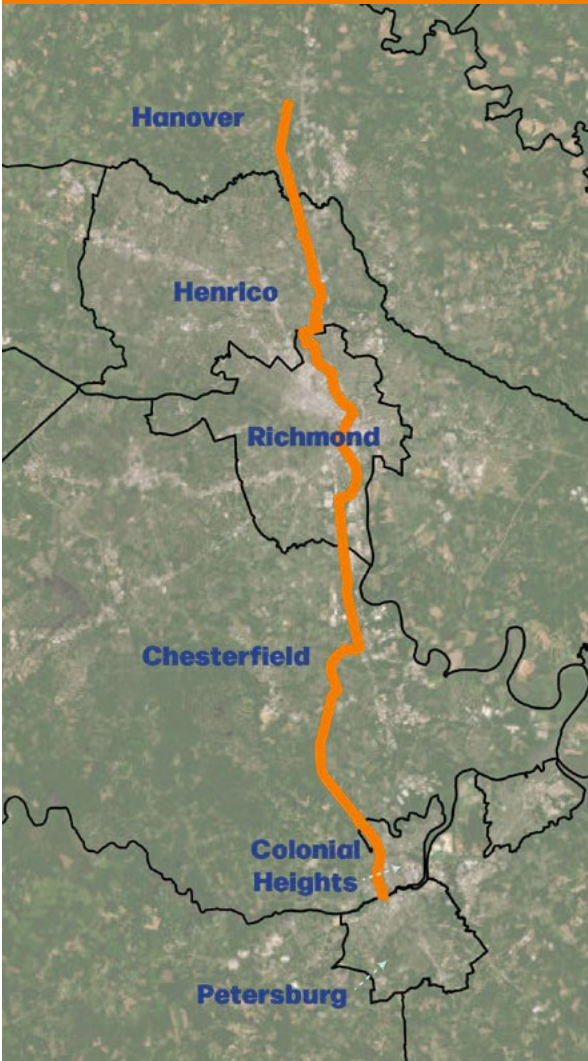
Trails are not only a place to recreate and enjoy natural beauty but are also a valuable opportunity for moving from place to place in a safe and enjoyable manner. When planned strategically, trails can provide safe options for making short-distance trips to and from daily needs by foot or long-distance trips for bike tourism.

Greenways are linear corridors providing a typically paved, eight- or ten-foot-wide pathway for walking and biking opportunities alongside natural environmental features such as creeks, groves, and gentle hills. In

Petersburg, a connected greenway network would not only provide ample opportunities for pedestrian and bicycle connectivity but would capitalize on the City's abundant historic and natural resources and provide new opportunities for eco-tourism. A greenways plan is recommended to determine potential locations for future greenways and identify steps for acquisition and development; this could be beneficial completed as a regional effort in partnership with the Crater Planning District Commission (CPDC) and the Tri-Cities Area Metropolitan Planning Organization TCAMPO.

Trails and greenway systems present a good opportunity to grow community engagement and build social cohesion, as volunteer groups such as churches and Scout troops can get involved by sponsoring cleanups and building amenities such as trailheads, benches, and kiosks. Tree planting and riparian restoration activities also often occur along trails and greenways, yielding long-term environmental benefits for the community.

Proposed Fall Line Trail Alignment



SOURCE: Virginia Department of Transportation

Appomattox River Trail

The Appomattox River Trail (also discussed in Chapter 5) is a planned 25-mile greenway and blueway trail connecting three cities and three counties in and around the Richmond metropolitan region. Significant efforts are already ongoing to protect the area around the trail, identify new greenways, and make new connections where needed. Future investment along and around the trail is guided by the Appomattox River Trail Master Plan, a guide to locating and prioritizing shared-use trails with coordinated signage systems through Petersburg and the five other localities bordering the lower Appomattox River.


In 2023, FOLAR purchased an 8-acre riverfront tract from CSX Railroad to “close the gap” between existing trail segments on the northeast and northwest sides of Petersburg. The land will be protected through a conservation easement as FOLAR begins the process of trail development at this location. As work continues to progress in developing the trail, Petersburg should make an annual funding commitment for implementation task force and trail maintenance. Petersburg should also work with FOLAR and VDOT to develop and locate appropriate safety and wayfinding signage along the trail and riverbank.

East Coast Greenway

The East Coast Greenway is a planned multi-use path traversing over 3,000 miles from Maine to Florida. Several designated trails for this greenway already exist throughout Virginia along the Interstate 95 corridor. In Petersburg, the greenway is proposed to utilize the Appomattox River Trail and several on-road routes. Petersburg can support efforts to continue development of the East Coast Greenway as another opportunity for passive recreation and regional transportation.

Fall Line Trail

The Fall Line Trail is a 43-mile multi-use trail connecting the Richmond region with start and end points in Ashland at the Trolley Line Trail and Petersburg at Patton Park and intersection with the Appomattox River Trail. Construction is ongoing, and the trail facility will align with existing roadways, abandoned railways, utility transmission corridors, and paths and trails. The trail facility will also be constructed at new locations as identified in the alignment study. Petersburg should inform the community of this upcoming opportunity for enhanced recreation through updating its website to include project information, as well as include progress updates in the City’s quarterly newsletter as construction progresses.



Code of Virginia Section 46.1-908.1 provides basic regulations for e-bikes and e-scooters, including **prohibiting operation at speeds in excess of 25 mph for bikes and 20 mph for scooters; prohibiting use on interstate highways and roads with maximum speed limits above 25 mph**, and **allowing the use of e-bikes and e-scooters on crosswalks.**

Localities also have an option to prohibit usage on sidewalks. While e-bike and e-scooter usage should be limited to bike lanes when possible to promote safety between different users of the road, **allowing on sidewalks is temporarily necessary.** In areas of Petersburg where protected bikeways are not provided and speed limits are too high to be comfortable for people biking to share a travel lane, **using the sidewalk can provide a safer option until dedicated facilities are provided.**

While on sidewalks and shared-use paths, bicyclists **must always yield the right of way to pedestrians and give an audible signal before passing a pedestrian.**

Shared Mobility

Shared mobility options provide community members with short-distance transportation options on an as-needed basis. In addition to public transportation, shared mobility also typically includes taxis, private ridesharing such as Uber and Lyft, e-bikes, and e-scooters. Shared mobility benefits a community through increasing transportation options for those without access to a personal automobile and reducing both carbon emissions and traffic congestion.

E-bikes and e-scooters may be of particular interest for future investment due to their widespread benefits. They are cheaper and easier to implement than infrastructure for ridesharing or electric vehicles, easy to ride due to electric motors – benefiting youth and those with physical disabilities – and providing large cost savings when compared to the expense of owning and maintaining a private vehicle. Additionally, pickup and drop-off points for e-bikes and e-scooters can fill gaps in public transit service provision by being strategically located in areas of Petersburg lacking sufficient bus stops.

Providers have also recently begun to address equity gaps in ridership, such as lack of smartphones or lack of a credit card or bank account. Some providers allow calling to pay, and also offer alternative payment programs where, upon qualification, a rider can use a prepaid card or pay with cash at a participating local payment location.

It is important to note that any support of shared e-bike and e-scooter programs must be coupled with Citywide investments in bike lanes, streetlights, and complete streets to ensure that these programs are truly successful in achieving the goal of widespread, equitable, and safe mobility.



Vehicle Electrification and Charging Infrastructure

According to the U.S. Bureau of Labor Statistics, electric vehicles (EVs) accounted for 4.6% of all new vehicle sales in the nation in 2021. This number is expected to increase to between 40% and 50% by 2030. As the transition from gasoline to electrification occurs, infrastructure will need to adapt to meet changing needs. Many gas stations are beginning to offer charging stations in addition to traditional gasoline pumps; Petersburg currently has four EV charging station locations. One of the benefits of adding charging infrastructure is that vehicle charging currently takes much longer than filling it up with gasoline, thus producing a larger set of potential customers for a business. This effect could also be further realized in strategic parts of the city such as Old Towne, near the entrance to Fort Gregg-Adams, and in the Crater Road commercial district to attract travelers generate additional revenue. The City should amend the Zoning Ordinance to require at least one EV charging station at all new commercial or industrial development with over 50 parking spaces.

EQUITY IN TRANSPORTATION

Economic stability and the ability to build wealth are closely linked to whether an individual can access a living wage job with a reliable method of transportation. However, inequities in transportation access for certain groups of people continue to persist in Petersburg. According to the Federal Highway Administration (FHWA), transportation equity is intended “to facilitate social and economic opportunities by providing equitable levels of access to affordable and reliable transportation options based on the needs of the populations being served, particularly populations that are traditionally underserved.” This goal is especially important in a city such as Petersburg where poverty and crime tend to be concentrated in certain neighborhoods. A Harvard University study found that communities with lower commute times have “less segregation by income and race, lower levels of income inequity, better schools, lower rates of violent crime, and larger share of two-parent households,” demonstrating that equitable and reliable transportation is a key aspect of eliminating generational poverty and promoting wealth through new opportunities to access living-wage jobs, healthcare, housing, and education.

Advancing equity in transportation in Petersburg can occur through implementing several strategies, including:

- Ensuring that routes provide efficient and reliable connections between residential neighborhoods, major employers, Bon Secours Southside Medical Center, and institutions of higher education (*to be further addressed in DRPT/PAT strategic study*);
- Continuing to provide free or reduced fares for riders who receive Medicaid or Medicare, are veterans, or who are younger than the age of 18 or older than the age of 60;
- Making bus stops easily identifiable with adequate lighting, signage, benches, and trash cans;
- Extending PAT hours of operation to provide transportation options for late-night shift workers and those needing to access urgent or emergency medical care; and
- Providing protected and accessible pedestrian and bicycle infrastructure that provides direct connections to opportunities for employment, schools, and recreation.

TRANSPORTATION AND LAND USE

Complete Streets

Petersburg is committed to improving transportation equity, enhancing the built environment, and supporting safe, affordable, and reliable transportation options, as defined by the National Complete Streets Coalition. Petersburg recognizes that four of its seven wards are home to its most vulnerable populations, including older adults, children, the unhoused, persons with health challenges, veterans, and persons formerly incarcerated, and therefore should focus its transportation efforts on completing its transportation network for all users using a “Complete Streets” concept.

Complete Streets are designed to enable safe and efficient access for pedestrians, bicyclists, transit users, and motorists at the same time and within the same right of way. A complete street may include sidewalks, bike facilities, transit lanes, frequent and safe crosswalks, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, and other design interventions to facilitate safe multi-modal travel. A complete street’s design is not prescriptive, but instead is determined within the context of a street’s function and location.

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

Petersburg recognizes the many benefits that can arise from having a more complete transportation network and from designing space to encourage pedestrian and bicycle travel. Active transportation modes like walking and biking can produce several positive effects for Petersburg, including:

- Reducing automobile traffic;
- Increasing visits to local businesses;
- Improving air quality;
- Conserving energy;
- Reducing chronic diseases; and
- Increasing social cohesion.



Complete streets are included in the CDC's recommendations for building healthy and active communities.

Priority locations for future, full complete streets are identified below; a comprehensive study is needed to not only discuss the scope of these projects in greater detail, but to also provide a foundation for applying for grant funding through VDOT's SMART Scale and Transportation Alternatives programs.

- Washington & Wythe Streets
- N. Adams Street
- N. Sycamore Street
- S. Crater Road
- Halifax Street
- Homestead Drive

Petersburg worked alongside the National Complete Streets Coalition and Smart Growth America in 2016 to develop a draft Petersburg Complete Streets Policy. The policy should be reviewed for any needed updates to match recent demographic trends and adopted within a year after PetersburgNEXT adoption.

Urban Development Areas (UDAs)

Urban Development Areas (UDAs) are defined by Code of Virginia Section 15.2-2231 as designated areas that may be sufficient to meet projected residential and commercial growth in the locality for a period of at least 10 but not more than 20 years. These areas are likely appropriate for development at densities of at least four single-family homes, six townhouses, or 12 apartments per acre, and must incorporate principles of Traditional Neighborhood Design (TND) into future development or redevelopment.

Designating UDAs can improve future efficiency of the transportation network through promoting compact development patterns, multi-modal transportation options, and reducing the amount of time required for trips to access daily needs. Additionally, designating areas as UDAs can facilitate the process of obtaining grant funding for infrastructure improvements, especially those related to pedestrian and bicycle safety and accessibility. The Virginia General Assembly has directed that transportation improvements that support UDAs be consistent with the needs assessment contained in VTrans 2040 and are required for consideration in the SMART SCALE statewide prioritization process for project funding.





Petersburg has designated a UDA along the S. Crater Road corridor, beginning at the S. Crater and S. Sycamore intersection and going south to the Prince George County line. The UDA is designated on the Future Land Use Map (FLUM) in Chapter 10, and has a set of planning and development principles to achieve the intent of the area as set forth by the Code of Virginia.

To learn more about what UDAs are and the process of designating them in Virginia, [click here!](#)

Transit-Oriented Development (TOD)

Transit-oriented development (TOD) is a land use pattern where the land around public transportation facilities is developed in a dense and walkable manner with a mix of residential, commercial, and civic uses. TOD is beneficial in reducing commuting times and vehicular congestion, facilitating biking and walking, and providing the community with enhanced access to goods, services, and employment opportunities.

The areas near the Petersburg Bus Terminal in Old Towne and the railroad crossing on S. Crater Road near Food Lion are a prime locations for future TOD. The Bus Terminal is an important as a local and regional hub for public transportation, and there is potential for the railroad crossing at S. Crater Road to be a future commuter rail station. The surrounding land uses at both locations should facilitate higher density residential development, sidewalks and bike lanes, commercial uses, and other uses that may provide greater densities of residential and/or employment development. Additional land use considerations and designations are addressed in Chapter 10 of this Plan.

LOOKING AHEAD

VTrans

VTrans is the state's multimodal surface transportation plan developed by the Commonwealth Transportation Board (CTB) in partnership with the Virginia Office of Intermodal Planning and Investment (OIPI). VTrans identifies mid-term needs, long-term risks and opportunities, and strategic actions to advance multimodal transportation in the state. VDOT allocates funds to projects based on their alignment with the goals of the VTrans Plan.

VTrans prioritizes:

- Optimized return on investments;
- Safe, secure, and resilient transportation systems;
- Efficiency in delivering programs;
- Considering operational improvements and demand management first;
- Promoting performance management, transparency, and accountability;
- Improved coordination between transportation and land use; and
- Efficient intermodal connections.

VTrans mid-term needs and priorities in Petersburg (Map 9.7) were last identified in 2021 and identify several different needs, the most common of which include public transit access, bicycle access, and transportation demand management.

Six-Year Improvement Plan (SYIP)

CTB allocates public funds to transportation projects over six fiscal years under the Six-Year Improvement Program (SYIP). There are 29 projects under the SYIP (FY 24) in Petersburg. The SYIP is updated annually by VDOT and therefore will include different projects over the 20-year life of PetersburgNEXT. Petersburg will continue annual evaluation of projects included in the SYIP and work with VDOT to ensure their successful completion.

Petersburg's current SYIP is included as Appendix B.

Click here to explore the VTrans interactive map and learn more about VTrans mid-term needs and priorities in Petersburg and around the Commonwealth.



Petersburg enjoys **strong partnerships with its regional and state partners**, including CPDC, TCAMPO, VDOT, and DRPT. These partners are instrumental in assisting Petersburg as it continues to build a **safe, sustainable, and equitable transportation network**.

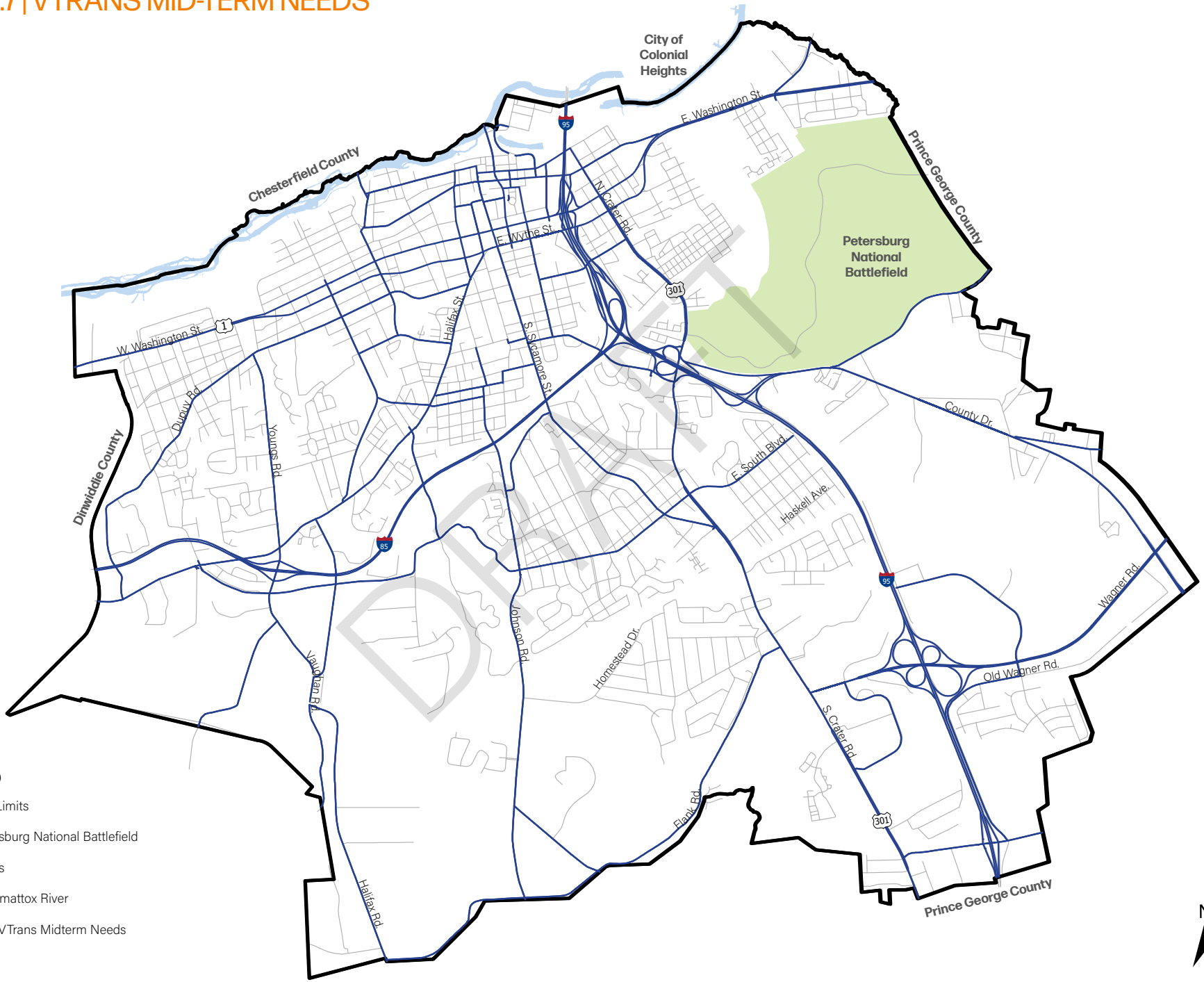
Additional studies provide resources and recommendations for the future of transportation in Petersburg. They should be **reviewed and followed where harmonious with the recommendations of PetersburgNEXT**:

- Appomattox River Trail Master Plan
- CPDC Comprehensive Economic Development Study (CEDs)
- CPDC 2019 Coordinated Human Services Mobility Plan
- Downtown Master Plan (in progress)
- DRPT Transit Equity and Modernization Study
- Interstate 85 Technical Memorandum
- PAT Transit Development Plan
- Washington Street Road Safety Audit
- TCAMPO Plan 2045
- VDOT Pedestrian Safety Action Plan

MAP 9.7 | VTRANS MID-TERM NEEDS

LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- 2021 VTrans Midterm Needs



Priority Transportation Projects

Based on existing conditions, analysis of opportunities, and recent planning factors and assumptions, Petersburg’s transportation needs and priorities are in the following focus areas:

- Safety;
- Operations; and
- Alternative Transportation (public transit, bicycle, pedestrian).

Priority transportation projects have been identified by examining Petersburg’s existing and future transportation needs while taking into consideration community input and existing information from the plans and programs included in this Chapter. These projects can be considered implementation priorities of their own in addition to the strategies included at the end of this chapter. The projects are intended to be consistent with the SYIP, CTB approved road alignments, and VTrans needs for Petersburg.

Table 9.3 provides a list of the transportation projects that Petersburg should prioritize and undertake to better connect the community to important destinations and services within and outside the City. Priority projects illustrated in Map 9.8; the project numbers listed in the table corresponds with the numbers on the map.

TABLE 9.3 | PRIORITY TRANSPORTATION PROJECTS

Project ID	Project Name	Project Description	Cost Estimate*	Improvement Type
Short-Term (0-5 Years)				
1	South Side Depot Restoration	Restore the South Side Depot as a historically significant piece of transportation infrastructure. Upon restoration, the South Side Depot will function as a tourism and visitor center for the City, with a potential partnership with the Petersburg National Battlefield.	\$713,000	Enhancement
2	S. Sycamore Street ADA Accessibility	Improve ADA accessibility along S. Sycamore Street through upgrading and installing sidewalks, crosswalks, and pedestrian signals.	\$500,000	Safety, Alternative Transportation
3	Halifax Road/ Collier Yard Access Improvement	Determine alternatives for improving access from Halifax Road to vacant property at the south end of Collier Yard, with the goal outcome of improving intermodal freight and economic development.	N/A	Operations
4	Puddledock Road/E. Washington Street Intersection Improvements	Synchronize traffic signals, adjust the stop bar location, and pursue further upgrades as needed to provide for better operations and enhance safety.	\$2,120,000	Safety, Operations, Congestion
5	Petersburg Area Transit (PAT) Bus Stop Amenities	Purchase and install benches, bus stop signs, trash cans, and passenger shelters at PAT bus stops.	\$159,000	Alternative Transportation
6	Short-Term Bikeways	Complete bikeways at all the locations identified in Table 9.1 as a short-term implementation priority.	\$10,000,000	Alternative Transportation
7	Washington and Wythe Streets - Two-Way Streets	In partnership with VDOT and TCAMPO, select and proceed with an alternative for converting Washington St and Wythe St between Atlantic Street and Amelia Street to two-way roads to improve safety and traffic flow for vehicles and pedestrians.	TBD by study (in progress)	Safety, Operations, Congestion
8	S. Crater Road/Wagner Road/Rives Road Corridor Improvements	Implement the findings of the VDOT Project Pipeline Study to improve safety, congestion, transportation demand management, and alternative transportation accessibility along the S. Crater Road, Wagner Road, and Rives Road corridor.	TBD by study (in progress)	Safety, Operations
9	Interstate 95/ Interstate 85 Interchange Study	Implement the findings of the ongoing Interstate 95/ Interstate 85 interchange STARS study.	TBD by study (in progress)	Operations, Congestion

* Cost estimates are planning-level estimates developed based on estimates from available plans/studies and analysis of comparable projects. They are intended to be high-level in nature; official costs will vary based on completion date and project scope.


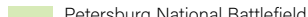
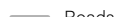







Project ID	Project Name	Project Description	Cost Estimate*	Improvement Type
Long-Term (6-15 Years)				
10	County Drive Improvements	Add a protected shared-use path on one side of County Drive in the vicinity of Fort Gregg-Adams and the Petersburg National Battlefield.	N/A	Operations, Alternative Transportation
11	S. Sycamore Street & S. Crater Road Intersection Realignment	Evaluate alternatives to realign the S. Sycamore Street & S. Crater Road intersection with the goal of alleviating congestion and reducing both pedestrian and vehicular crashes.	N/A	Safety, Operations
12	Interstate 85/ Interstate 95 Interchange Improvements	Evaluate alternatives to improve northbound travel on Interstate 85 to southbound travel on Interstate 95; goal is to reduce travel time and reduce the number of off-road crashes.	N/A	Safety, Congestion
13	N. Adams Street Complete Street	Convert N. Adams Street between Bollingbrook Street and E. Wythe Street to a complete street.	\$5-10,000,000	Safety, Alternative Transportation
14	N. Sycamore St. Complete Street	Convert N. Sycamore Street between Old Street and E. Washington Street to a complete street.	\$7-12,000,000	Safety, Alternative Transportation
15	Park and Ride Lot	Construct an additional park-and-ride lot at the Interstate 95/Wagner Road interchange.	\$7,000,000	Congestion, Alternative Transportation
16	Mid-Term and Long-Term Bikeways	Complete bikeways at all the locations identified in Table 9.1 as mid-term and long-term implementation priorities.	\$20,000,000	Alternative Transportation
17	Appomattox River Trail	Fund and complete the planned Appomattox River Trail from end-to-end in Petersburg.	\$37,000,000	Alternative Transportation
18	I-95 Northbound to I-85 Southbound Evaluation	Reevaluate Feasibility Study from 2014 to determine other cost effective alternatives for roadway improvements. Study should focus on improving operations on Interstate 85, Interstate 95, and the C-D lanes between I-85/I-95/US 301. Target outcomes are reducing travel time and frequency of rear-end crashes.	N/A	Safety, Congestion

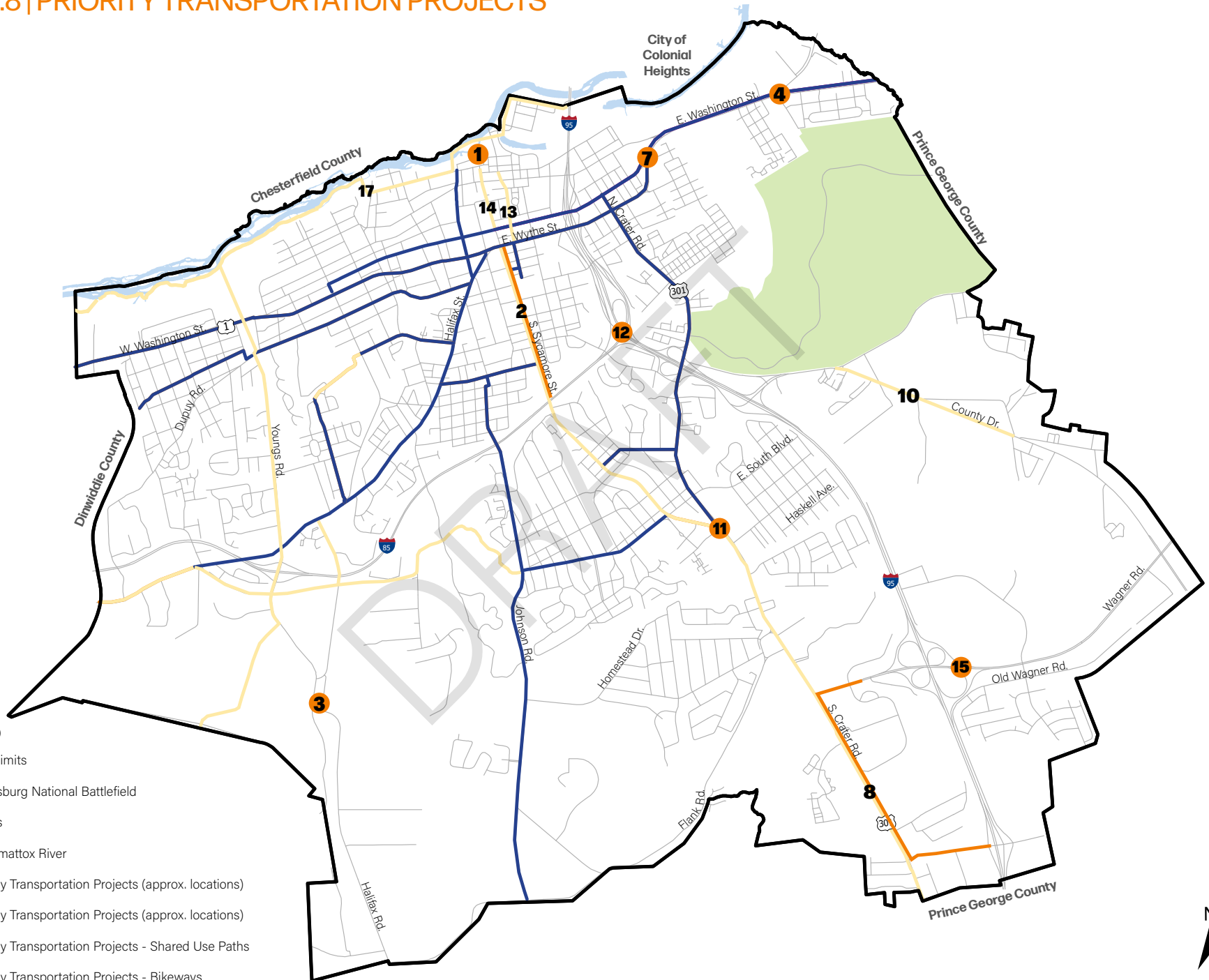
* Cost estimates are planning-level estimates developed based on estimates from available plans/studies and analysis of comparable projects. They are intended to be high-level in nature; official costs will vary based on completion date and project scope.

MAP 9.8 | PRIORITY TRANSPORTATION PROJECTS

LEGEND

-  City Limits
-  Petersburg National Battlefield
-  Roads
-  Appomattox River
-  Priority Transportation Projects (approx. locations)
-  Priority Transportation Projects (approx. locations)
-  Priority Transportation Projects - Shared Use Paths
-  Priority Transportation Projects - Bikeways

NOTE: Priority Project IDs 5 and 9 are not shown on the map as they are proposed to occur at numerous locations throughout the City.



Moving People and Goods Safely, Efficiently, and Equitably

Goal Statement: Petersburg’s community is equitably connected through a well-designed, well-maintained, and multi-modal regional transportation network.

Objectives	Strategies
<p>9.1 Ensure the existing transportation network remains safe, reliable, and efficient.</p>	<p>9.1.1: Include ongoing repairs of bridges and culverts as routine maintenance in addition to other roadway improvement projects. Prioritize repairs to bridges and culverts in poor condition to prevent further degradation and the need for weight limit reductions.</p>
	<p>9.1.2: Complete a repaving schedule for Public Works that establishes current road conditions and identifies priority locations for maintenance or upgrades, with an emphasis on preventative maintenance.</p>
	<p>9.1.3: Place speed cameras in school zones around all Petersburg Public Schools to facilitate safety for children, pedestrians, and bicyclists during school hours.</p>
	<p>9.1.4: Complete a parking study/inventory in Old Towne to provide further information about parking surpluses, deficiencies, and maintenance priorities.</p>
	<p>9.1.5: Complete additional road safety audits along Wythe Street, Halifax Street, and Sycamore Street.</p>
	<p>9.1.6: Work with the Virginia Department of Transportation (VDOT) to ensure successful completion of projects included in VTrans and the City's Six-Year Improvement Plan.</p>
	<p>9.1.7: Develop a maintenance plan for City-owned alleyways.</p>
<p>9.2 Continue to invest in and advertise public transportation as a valuable transportation mode.</p>	<p>9.2.1: Update Petersburg Area Transit's (PAT) Transit Strategic Plan to include an emergency evacuation plan.</p>
	<p>9.2.2: Reassess Petersburg Area Transit's (PAT) routes every three years.</p>
	<p>9.2.3: Create a Transit Advisory Board to help inform Petersburg Area Transit's (PAT) strategic planning.</p>
	<p>9.2.4: Develop and maintain a user-friendly Petersburg Area Transit's (PAT) website, independent of the City's official website, and keep PAT social media page updated with accurate information about PAT routes, fares, bus stop locations, and other important information.</p>
	<p>9.2.5: Prioritize safety and accessibility improvements such as lighting and ADA features at all Petersburg Area Transit's (PAT) bus stops.</p>

Objectives	Strategies
<p>9.3 Increase opportunities for active transportation that equitably serves residents in all neighborhoods of the City.</p>	9.3.1: Make an annual funding commitment to support implementation of the Appomattox River Trail and ongoing trail maintenance.
	9.3.2: Complete a study to assess the feasibility of developing complete streets at Washington & Wythe Streets, N. Adams Street, N. Sycamore Street, S. Crater Road, Halifax Street, and Homestead Drive; this study will also serve as a foundation for grant funding.
	9.3.3: Adopt ordinances requiring pedestrian walkways be maintained during any street closures related to construction and requiring new pedestrian connections at all new development.
	9.3.4: In partnership with the Crater Planning District Commission (CPDC) and the Tri-Cities Area Metropolitan Planning Organization (TCAMPO), complete a greenways plan to identify potential locations for future greenways and steps for acquisition and development.
	9.3.5: In partnership with Virginia Department of Transportation (VDOT) and the Petersburg Active Transportation Work Group, obtain funding for Safe Routes to School (SRTS) projects at Pleasants Lane Elementary and Blandford Academy.
	9.3.6: In partnership with local and regional organizations, educate the community on active transportation through holding quarterly community events such as Walk to School Day.
	9.3.7: Ensure that any support of shared e-bike and e-scooter programs is coupled with committed investments in bike lanes, streetlights, and complete streets.
<p>9.4 Coordinate with regional partners in significant transportation investments, especially those that enhance equity or are associated with employment centers.</p>	9.4.1: In collaboration with state and federal agencies, leverage grant funding for other Amtrak station improvements that may become necessary during the timeframe of this Plan.
	9.4.2: Work with Friends of the Lower Appomattox River (FOLAR) and the Virginia Department of Transportation (VDOT) to develop and locate appropriate safety and wayfinding signage along the Appomattox River Trail and banks of the Appomattox River.
	9.4.3: Coordinate with the Virginia Department of Transportation (VDOT) and the Tri-Cities Area Metropolitan Organization (TCAMPO) to evaluate regionally significant corridors, such as U.S. Rt. 460 and U.S. Rt. 1, to identify barriers to emergency evacuation in the event of a disaster and prioritize needed improvements.
	9.4.4: In partnership with state agencies and neighboring localities, support the development and implementation of the Southeast Corridor High Speed Rail project through funding and participation in planning committees and boards.
<p>9.5 Recognize the ways in which transportation infrastructure informs future growth and development patterns in Petersburg.</p>	9.5.1: Map and record the location and quality of all sidewalks in Petersburg to provide a foundation for data-driven, location-based investment over the next twenty years.
	9.5.2: Amend the Zoning Ordinance to reduce parking minimums and require installation of bike racks at parking areas in multi-family residential, commercial, and mixed-use districts.
	9.5.3: Amend the Zoning Ordinance to require EV charging stations at all new multi-family residential, mixed-use, commercial, and industrial development based on the number of parking spaces on site.
	9.5.4: Adopt the draft Petersburg Complete Streets Policy developed in partnership with the National Complete Streets Coalition.

DRAFT

10

LAND USE

Petersburg will support land use and development patterns that are high-quality, environmentally sustainable, and enhance economic opportunity and equity for the community.

"REMODEL THE OLD BUILDINGS, BUILD
NEW ONES. **MAINTAIN THE ROADS**
AND CREATE SAFE PLACES FOR
FAMILIES AND KIDS."

- Community Survey Respondent



10

INTRODUCTION

Petersburg is experiencing a rebirth. With renewed interest in advanced manufacturing, tourism, recreation, and residential development, the challenges currently facing Petersburg are how to direct new growth in a way that makes efficient use of land and infrastructure and how to prioritize development that grows the tax base, alleviates blight, preserves the environment, and enhances health and equity for all residents. Not all growth and development is beneficial, and Petersburg finds itself in the position to be selective about the types of development occurring within its borders. This is because the built environment and associated land use patterns serve as a reflection of Petersburg's vision, values, and priorities: by making smart and intentional land use decisions, the City's long-term vision can be physically manifested.

Land use is intertwined with all other elements of PetersburgNEXT, with land use strategies directly tied to other goals, objectives, and strategies. Policies for transportation, economic development, housing and neighborhoods, public safety, and community facilities must be compatible with the overarching land use plan to ensure Petersburg grows and develops as envisioned.

This chapter highlights existing land use patterns, analyzes regional land use considerations and the need for collaborative planning, and establishes a Future Land Use Map and Framework to guide Petersburg as it moves forward into its bright future.



COMMUNITY FEEDBACK: LAND USE

- The most desired future land uses in Petersburg are commercial redevelopment and infill; residential redevelopment and infill; and open and recreational space.
- The least desired future land uses in Petersburg are office parks and new residential development that is not redevelopment/infill.
- The most desirable types of new commercial and industrial development were identified to be local and small businesses, general retail, and entertainment venues.
- Petersburg's architecture and real estate inventory were identified as some of its greatest strengths.
- Assets that Petersburg can leverage to attract and retain future commercial and industrial growth include history, proximity to institutions of higher education, centralized location in Virginia, and general availability of both land and vacant buildings that can be repurposed.

EXISTING LAND USE

Existing land use patterns are not easily changed, and therefore have a large impact on the location and type of future development. Understanding existing land use patterns in Petersburg is essential to planning for and directing future growth.

- **Residential:** Most of Petersburg's land area is residential in nature. Low-density residential uses in the form of single-family detached housing are the most common. Townhomes, duplexes, and apartments are scattered across Petersburg. Petersburg currently has nine residential zoning districts, not including mixed-use or planned development districts.
- **Commercial:** S. Crater Road is Petersburg's primary commercial corridor, with other pockets of commercial uses found in Old Towne and along Wagner Road and Washington Street. Commercial uses in Petersburg are characterized mainly by strip development with a large anchor store and several outparcel stores, or standalone general retail uses such as car washes, restaurants, and gas stations with convenience stores.
- **Industrial:** Petersburg's industrial areas are located along W. Washington Street near Dinwiddie County, along Halifax and Boydton Plank Roads around the Petersburg Interstate Industrial Park and Collier Yard, along Puddledock Road, and on Normandy Drive around the pharmaceutical campus. Other historic industrial sites that may have been adaptively reused for residential or commercial uses are scattered around the city. Petersburg's industrial areas are largely sited along railroad corridors and major transportation routes, reflecting the historic need for proximity to access for freight trucking and rail. It is important to note that much of the land currently zoned for industrial is either undeveloped or has been abandoned. Additionally, much of the industrial zoned land is in or near Petersburg's low-income minority neighborhoods such as Lakemont and Pocahontas Island, creating environmental justice concerns that must be remedied (see Chapter 8). Future industrial properties and uses should therefore be carefully evaluated to minimize adverse impacts on surrounding residential areas.
- **Mixed-Use:** Mixed-use development is characterized by a variety of uses in a single development. It can be horizontal (e.g., a planned development with townhomes and a few small retail stores) or vertical (e.g., a building with office space on the first floor and residential apartments on all subsequent floors). Mixed-use development is uncommon in Petersburg outside of the downtown core, mainly due to historic land use patterns that focus on neighborhood streets in a grid system oriented around a commercial or civic node. Petersburg's zoning classifications have also served to reinforce traditionally single-use areas. However, mixed-use development is a valuable opportunity for Petersburg to meet its goals for high-quality, walkable, and diverse neighborhoods in proximity to employment and educational opportunities.



- **Civic:** Civic land uses are comprised of both public and private facilities that serve the community with essential services. These include but are not limited to government offices, schools, places of worship, post offices, and healthcare. Petersburg's civic land uses are scattered throughout the City but can primarily be found in Old Towne and along S. Crater Road, Johnson Road, and Medical Park Boulevard.
- **Agricultural and Conservation:** Conservation areas include land that is protected due to its status as a park, green space, sensitive environmental habitat, or conservation easement. These areas are primarily located along the Appomattox River, Flank Road, and Siege Road. Petersburg National Battlefield comprises a large area in the northwest corner of the City. Agricultural land uses in Petersburg are limited and non-intensive but can be found in the southwest areas of the City along Flank Road and Johnson Road.

Land use and development in Petersburg is regulated by the Zoning Ordinance and the Zoning Map. Zoning controls the types of uses that are permitted on the land, the density of development, and dimensional requirements such as minimum lot size and lot width. Zoning can also address community design standards such as lighting, landscaping, and open space, and can provide additional performance standards for unique uses or uses that may have potentially negative impacts – such as odor and noise – on neighboring properties.

The Zoning Ordinance includes districts designated for agricultural, residential, commercial, and industrial uses. Petersburg has 19 primary zoning districts, with residential districts covering most of the City.

It is important to note that the Zoning Map and the Future Land Use Map in this Plan are not interchangeable. Future land use designations and maps in this Plan have no immediate effect on an individual parcel of land, and are not regulatory in nature, but are used to guide future zoning changes. Future zoning changes should conform with established future land use designations and maps. That said, the two maps must work in tandem. The Zoning Ordinance and Zoning Map should be reviewed and updated as necessary to ensure compliance with the goals of PetersburgNEXT.

INTENTIONAL LAND PLANNING

Land Use and Equity

PolicyLink, a national leader in advancing socioeconomic equity, defines equity as “just and fair inclusion into a society in which all can participate, prosper, and reach their full potential...unlocking the promise of the nation by unleashing the promise in us all.” As Petersburg looks ahead to its bright future and plans for growth, it must ensure that all residents – including children, the elderly, renters, racial minorities, and single-parent households – can benefit from that growth.

The American Planning Association (APA) identifies nine best practices for ensuring that equity is provided for the housing, services, health, safety, and livelihood needs of all citizens and groups through a city’s land use decisions.

- **Provide a range of housing types:** In addition to the strategies identified in Chapter 4, the Future Land Use Map will facilitate a range of housing types and densities throughout Petersburg.

- **Plan for a jobs-housing balance:** The Future Land Use Map supports a wide range of housing types in proximity to employment opportunities. New development as well as adaptive reuse and infill are all encouraged to both respond to employment growth and grow the housing supply in a sustainable manner.
- **Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods:** PetersburgNEXT discusses actionable steps to remedy residential blight, address environmental justice considerations, and support a variety of attainable and stable job opportunities through partnerships and incentives.
- **Plan for improved health and safety for at-risk populations:** Chapter 6 of PetersburgNEXT addresses the need to provide equitable and creative health solutions to serve at-risk populations. Chapter 8 discusses the connection between public safety and community health and wellness and identifies strategies for strengthening this connection during the timeframe of the Plan.



- **Provide accessible, quality public services, facilities, and health care to minority and low-income populations:** Petersburg can work with its community partners and state and federal agencies to leverage innovative solutions and provide equitable healthcare to the community. This can be done through mobile clinics, telehealth, educational outreach programs, and school-based health centers.
- **Upgrade infrastructure and facilities in older and substandard areas:** Petersburg has made progress in recent years to upgrade outdated transportation and utility infrastructure, namely around the Poor Creek area. Capital improvements planning should occur annually to further guide infrastructure investments.
- **Plan for workforce diversity and development:** Encouraging entrepreneurship and workforce development programs will be critical to create new job pathways and build community wealth.
- **Protect vulnerable populations from natural hazards:** Development should not be permitted in floodplains to not only preserve Petersburg's natural resources, but to serve as a protective measure against the impacts of severe weather and climate change. This has widespread benefits for the entire community, including vulnerable populations.
- **Promote environmental justice:** Heavy industrial uses with significant external impacts should be sited away from residential areas to the extent possible, especially neighborhoods that are low-income and/or BIPOC (Black, Indigenous, and People of Color) communities. All industrial and commercial uses should seek to integrate principles of low-impact, environmentally friendly design into their structures to provide environmental benefits, in turn positively impacting air and water quality.

Land Use, Health, and Wellness

Intentional land use planning can have profound effects on enhancing community health and wellness. One of the ways in which land use and community health are related is through the concept of “food deserts,” which are low-income areas with limited or no access to options for fresh and healthy food. Attracting sustainable sources of healthy food throughout the City is important to help ensure equitable access to healthy food options for all Petersburg residents. This includes traditional grocers and general retail but can also be provided through food sources such as urban gardens, neighborhood markets, specialty food retailers, farm stands, or farmers’ markets. These food sources should be sited in traditional commercial areas, but also interspersed through neighborhoods and included in mixed-use development to facilitate equitable access and help create discernible neighborhood centers.

Active transportation opportunities can also promote healthy and active lifestyles. New development should seek to connect existing pedestrian and bike infrastructure, either through the installation of new sidewalks or bike lanes or through upgrading existing infrastructure that is outdated or poorly maintained. Green space should also be integrated into new development, especially higher-density residential and mixed-use development. Environmental justice

is discussed in Chapter 8 and is another important aspect of how land use decisions impact public health.

Land Use, Facilities, and Infrastructure

Planning for future land uses should help prioritize public utility and infrastructure expansions. Balanced growth strategies that encourage efficient service and facility delivery should guide new development to appropriate areas where utilities are either readily available or are able to be expanded to meet projected demand. Future land use should consider realistic and sustainable service goals, expectations, and economic feasibility. Balancing the cost of public services, along with ensuring related mechanisms such as connection fees and permit fees are appropriate, is the backbone of fiscally responsible and sustainable growth. Growth should support a balance of residential and employment uses that will simultaneously bring economic opportunity to Petersburg residents while protecting historic character and preventing displacement of long-term residents.

All new residential, commercial, and industrial development should be prioritized in areas with adequate water and sewer capacity or that are planned for expansion. In areas where water, sewer, or both are unavailable, the developer should be responsible for providing utility connections. Wells and septic systems

should be limited as much as possible to prevent adverse environmental impacts.

Land Use and Sustainability

Each land use in Petersburg has benefits and impacts that must be balanced to ensure a sustainable future. Sustainable land use and development practices help mitigate unintended environmental impacts and protect against habitat disruption, resource strain (including potable water and energy consumption), and greenhouse gas emissions. Also of critical importance is the need to locate new development, community facilities, and other key infrastructure resources away from

sensitive ecological areas, floodplains, and areas susceptible to sea level rise.

The Chesapeake Bay Preservation Area (CBPA) ordinance protects local water quality by reducing pollution and promoting water resource conservation. The CBPA has two components, Resource Protection Areas (RPAs) and Resource Management Areas (RMAs). The CBPA has enhanced provisions for erosion and sediment control requirements, best management practices, and other tools for reducing pollutants and protecting water quality. Land use considerations for new development and redevelopment should be



Pavilion in Rotary Park

mindful of water quality impacts and proximity to sensitive environmental resources in the RPA and RMA. Additional discussion of environmental stewardship is included in Chapter 8.

Land Use and Mobility

Transportation and land use are inextricably linked. As growth and development occur, investments in the City's transportation network – including repair and maintenance of existing infrastructure – will be necessary to support the rise in user demand. Additionally, a transportation network that provides accessible walking, biking, and public transportation options allows residents who do not have a personal vehicle, or who cannot operate one due to age or physical health considerations, to access job opportunities and services such as grocery stores and parks.

Regional Considerations

Coordination with neighboring communities, regional organizations, and state and federal agencies can facilitate land use policies that expand across borders to better achieve livable communities. Several of the challenges and opportunities discussed in PetersburgNEXT are best considered at a regional level to avoid planning within a vacuum of Petersburg's boundaries. In addition, large-scale planning projects, such as transportation or recreation

investments, can reduce cost and time burden when the efforts are shared amongst partners. This can help ensure smoother, more effective, and more comprehensive planning projects across locality borders.

Petersburg values coordination with its neighboring localities, the Crater Planning District Commission (CPDC), and state agencies to ensure that large scale and regional planning efforts are successfully and intentionally executed. The following regional considerations are important to remain mindful of, as they will play a role in shaping future development proposals and patterns throughout the City and region:

- **Demographic:** Petersburg's neighbors to the north and east – Chesterfield and Prince George Counties – are experiencing rapid population growth. Petersburg's neighbors to the west and north – Dinwiddie County and Colonial Heights – are experiencing a stabilizing population. Petersburg's population is also projected to stabilize between 2030 and 2050 (see Chapter 2).
- **Economic:** The region's proximity to ports in Richmond and Norfolk, as well as connectivity to the East Coast through railroads and Interstates 85 and 95, have sparked the rapid expansion



of warehousing and distribution centers, particularly in Petersburg and in Dinwiddie and Chesterfield Counties. Remote work is also growing throughout the region; the completion of universal broadband in Virginia may further accelerate growth. Recent growth in advanced manufacturing throughout the region is also important for spurring increased investment in regional workforce development and talent pipeline programs.

- **Recreation:** The expansion of cross-jurisdictional recreational opportunities such as the Fall Line Trail, Appomattox Riverside Trail, and East Coast Greenway will provide not only expanded opportunities for active and passive recreation but will also be able to be leveraged for eco-tourism. Petersburg and its neighbors should be prepared for an influx of tourists and should support hospitality-oriented land uses around trail entry and exit points. These opportunities will likely have profound economic implications as well. For example, the 150-mile Great Allegheny Passage in Pennsylvania and Maryland generated more than \$74 million in direct spending, nearly \$22 million in indirect spending, and almost \$25 million in induced spending during 2019. The Virginia Capital Trail

generated \$6.1 million in 2019, with most spending within a 50-mile radius of the trail.

- **Transportation:** An increase in warehousing and distribution centers will lead to an increase in heavy truck traffic. Equity considerations and uneven access to alternative transportation such as public transportation, bicycle infrastructure, and pedestrian infrastructure persist throughout the region. Any investments in public transportation and bicycle and pedestrian infrastructure should ensure safe connection to employment centers and services such as grocery stores and hospitals.
- **Environmental:** All neighboring localities except for Dinwiddie County are subject to the regulations of the Chesapeake Bay Preservation Act (see Chapter 8). As the Chesapeake Bay and Appomattox River are not confined to one locality, so environmental protection and preservation efforts will not be successful without cross-jurisdictional coordination.



FORT GREGG-ADAMS JOINT LAND USE STUDY

The Fort Gregg-Adams (Lee) Joint Land Use Study (JLUS) was developed through coordination with Fort Gregg-Adams, the CPDC, Chesterfield and Prince George Counties, and the Cities of Colonial Heights and Hopewell. **The purpose** of this collaborative planning process was to **identify locations where land use conflicts between the civilian population and military installation are presently occurring or may occur in the future**. The JLUS identifies recommendations for zoning, land use tools, and other development regulations that are **intended to result in more compatible land uses, therefore ensuring the long-term viability of Fort Gregg-Adams**.

Petersburg should **integrate the recommendations of the current JLUS and continue to be an active partner** with its neighboring localities, Fort Gregg-Adams, the CPDC, and the U.S. Department of Defense (DOD) in future updates and planning efforts.

Click here to read a summary of the JLUS Findings and Recommendations!



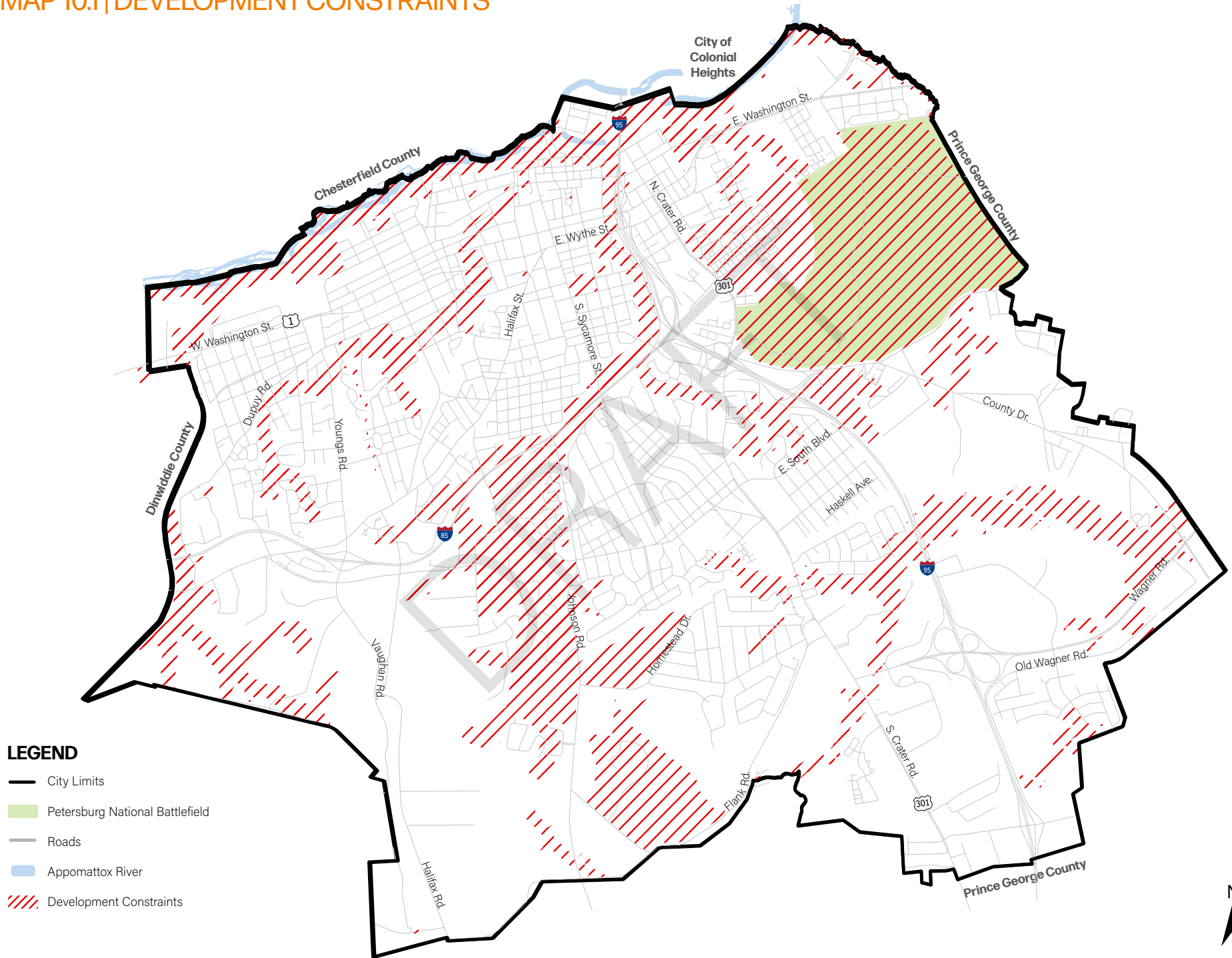
DEVELOPMENT CONSTRAINTS

Development constraints are natural and man-made factors that may either make future development difficult or prevent it entirely. Because much of Petersburg does have sensitive environmental habitats, historic lands, and other development constraints, it will be important to have clear guidelines to guide smart and sustainable growth to developable areas of the City.

- **Natural Features:** Floodplains, wetlands, steep slopes, Resource Management and Resource Protection Areas
- **Conservation Lands:** Parks, conservation easements, and cemeteries
- **Infrastructure:** Areas where water and sewer may not be available or currently lack the capacity to support high rates of future growth and development

Map 10.1 depicts natural development constraints and conservation lands. New development should be discouraged in these areas as much as possible to comply with state environmental regulations and to preserve Petersburg's natural and historic resources for the next generation and beyond.

MAP 10.1 | DEVELOPMENT CONSTRAINTS



LEGEND

- City Limits
- Petersburg National Battlefield
- Roads
- Appomattox River
- ▨ Development Constraints





WHAT IS TRADITIONAL NEIGHBORHOOD DEVELOPMENT?

All new development in Petersburg should incorporate principles of Traditional Neighborhood Development (TND). TND is a land use approach that provides compact, mixed-use, and pedestrian-oriented development. It can reduce urban sprawl, in turn creating environmental and transportation benefits, and can also promote enhanced equity.

Characteristics of TND include:

- A discernible neighborhood center, such as a park or community space
- Integration of bicycle and pedestrian infrastructure
- A variety of housing types, including accessory dwelling units and apartments
- Ability to walk to employment, education, amenities, services, and places of worship
- A well-connected street grid without cul-de-sacs or dead ends
- Integration of the natural environment and green development

FUTURE LAND USE FRAMEWORK

The Future Land Use Framework and associated Future Land Use Map (FLUM; Map 10.2) establish the recommended pattern and character for future development in Petersburg for the next twenty years. It does not regulate private property but rather is intended to provide guidance to City staff, the Planning Commission, City Council, and the community for evaluating proposed land use changes and development proposals. Together, the Framework and FLUM provide a depiction of how Petersburg should grow to achieve its vision of the future and help guide the direction, design, and outcome of new land uses throughout the City.

Petersburg's Zoning Ordinance, Zoning Map, and Subdivision Ordinance are the regulatory tools by which the FLUM and Framework are implemented. Petersburg should carefully evaluate its Zoning and Subdivision Ordinances and Zoning Map to identify districts and regulations that are inconsistent with the areas and principles established by the Framework and FLUM and update accordingly to create harmony and ensure successful implementation.

Land use changes will happen gradually over time as development adds residential density, generates employment and tax revenue, or converts one land use to another. In weighing development applications, Petersburg's staff, Planning Commission, and City Council should reference the Future Land Use Map and Framework as well as evaluate the needs of a changing community, the desire for high-quality development, the need to remedy blight, the need to increase multi-modal transportation opportunities, and the economic necessity of improving the City's tax base.



AREA DESIGNATIONS

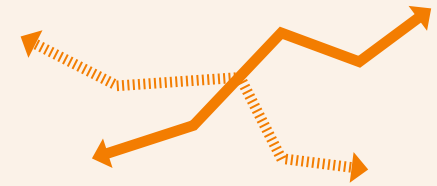
Area Designations represent areas of Petersburg that may share distinct characteristics by virtue of geographic location, built form, character, historic qualities, orientation of the street grid, and/or types of use. As a planning tool, these areas reflect the ideal form, character, and planning principles of future development and redevelopment.

As development applications are evaluated, these pattern areas will serve as a guide for City leaders and staff in evaluating the appropriateness of future developments.



GATEWAYS

Gateways are key places where the Appomattox River and the regional road, rail, and trail networks enter Petersburg. These gateways are bridges between the transportation network, surrounding development, and neighboring localities. They serve as the community's front door, establishing first impressions and reinforcing perceptions of the City. Planning strategies should prioritize improving the image and attractiveness of these gateways.



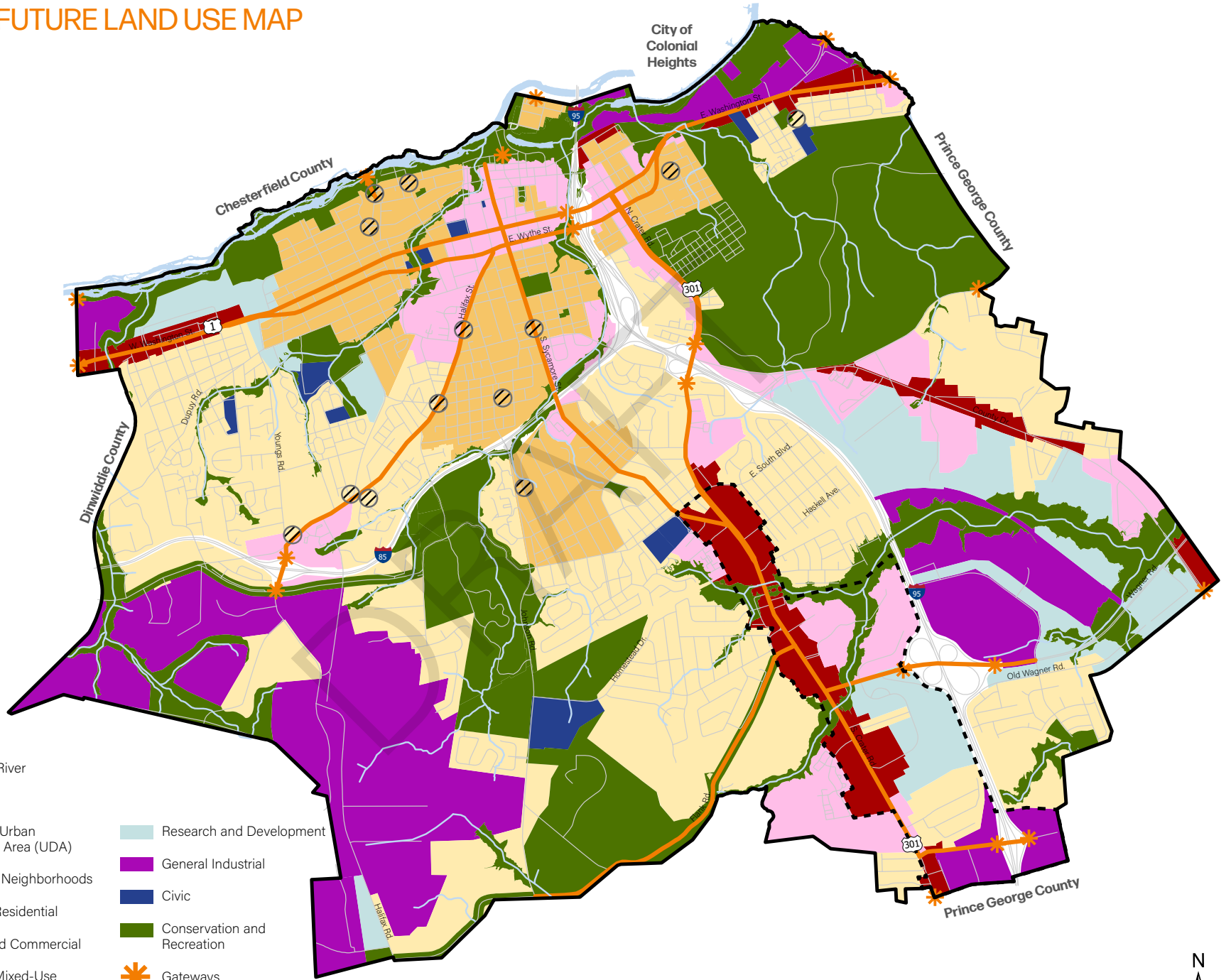
CORRIDORS

Corridors are important local and regional travel routes and commercial destinations. These routes strongly influence Petersburg's accessibility, attractiveness, and economic vitality. Corridors can connect local residential areas to centers and commercial areas or can connect Petersburg to the region. Improving the conditions, character, and quality of these corridors is a primary planning focus.

MAP 10.2 | FUTURE LAND USE MAP

LEGEND

-  City Limits
-  Roads
-  Appomattox River
-  Waterways
-  South Crater Urban Development Area (UDA)
-  Research and Development
-  Historic Core Neighborhoods
-  General Industrial
-  Community Residential
-  Civic
-  Neighborhood Commercial
-  Conservation and Recreation
-  Community Mixed-Use
-  Gateways
-  Corridor Commercial
-  Corridors



HISTORIC CORE NEIGHBORHOODS

Historic core neighborhoods directly reflect Petersburg's historic development pattern and are generally located in the heart of Petersburg north of Interstate 85 and west of Interstate 95. This development pattern consists of relatively short blocks in a grid orientation, small lots, and residential dwellings in a variety of architectural styles and developed at a moderate density. The overall age, development pattern, and scale make Petersburg's historic core neighborhoods special places worthy of preservation. Revitalization of historic core neighborhoods will serve as a catalyst for revitalization throughout the City.

Development in historic core neighborhoods should continue the existing historic street grid, be sited on compact lots, front on the public right-of-way, and use architecture that is complementary to the historic character of surrounding structures. Single-family attached and detached dwellings, accessory dwelling units, and the adaptive reuse of former single-family structures into triplexes or fourplexes are all appropriate to expand the variety of housing options. Triplexes and fourplexes are appropriate, even if not part of a retrofitted structure, provided they fit the architectural character of the surrounding area. Streetscapes should integrate streetlighting

and landscaping, with separated pedestrian and bicycle infrastructure on higher volume streets. Renovation of existing structures, adaptive reuse, and infill are the most appropriate methods of new construction in historic core neighborhoods due to a high number of blighted properties and few large, vacant lots. All renovations and infill within designated Local Historic Districts should conform to the Historic District Design Guidelines and decisions of the Architectural Review Board (ARB).

Primary Land Uses

- Accessory dwelling units
- Multi-family dwellings
- Parks, open space, trails, and recreational facilities
- Places of worship
- Residential adaptive reuse
- Residential infill development
- Schools and daycares
- Senior housing
- Single-family attached dwellings (e.g., rowhouses, duplexes)
- Single-family detached dwellings
- Triplexes and fourplexes



Planning + Development Principles

- Continue the existing street grid pattern, with new development providing interconnected streets and pedestrian infrastructure where appropriate.
- Direct the preservation, renovation, reuse, and adaptive use of existing structures.
- Protect and enhance historic structures.
- Ensure that both new and infill development fits the scale, size, proportion, and character of any existing development pattern.
- Include a variety of housing types, including accessory dwelling units, to accommodate varying income levels.
- Incorporate pedestrian and bicycle connections and safety enhancements where possible.
- Orient new buildings towards the street.
- Preserve the existing tree canopy and include native plantings when new landscaping is necessary.

COMMUNITY RESIDENTIAL

Petersburg's community residential neighborhoods were largely developed in the mid- to late- 20th century, tend to be more suburban than urban in character, and can be found on the west side of the City and south of Interstate 85. Lots tend to be larger and more irregular than those found in historic core neighborhoods. Single-family attached and detached dwellings are both present; however, a variety of residential types at a range of densities should be supported to achieve the goal of providing a variety of attainable rental and homeownership options to the community.

Individual infill lots exist throughout community residential areas, with some larger vacant lots available for new development. All new development should complement the scale, form, and existing architectural character of surrounding development. Streetscapes should integrate streetlighting and landscaping, especially street trees. Development on previously undeveloped parcels should seek to provide interconnectivity in the street network and be mindful of sensitive environmental features such as floodplains, the existing mature tree canopy, and steep slopes.

Despite the more suburban character of community residential neighborhoods,

providing multi-modal transportation access remains important for ensuring widespread equity and economic opportunity. Pedestrian and bike activity may be compatible with low-volume, slow-speed vehicular traffic on residential streets, but major streets should be redesigned with sidewalks and other pedestrian and bike amenities over the long-term. Connections among neighborhoods and schools, parks, employers, and civic places should be prioritized as conditions permit. Proximity to Neighborhood Commercial centers is also encouraged to build vibrant, walkable neighborhoods where basic needs are easily accessible.

Primary Land Uses

- Accessory dwelling units
- Adaptive reuse
- Infill development
- Manufactured housing
- Multi-family dwellings up to 20 units
- Parks, open space, and recreational facilities
- Planned unit development
- Places of worship
- Schools and daycares
- Senior housing
- Single-family detached dwellings
- Single-family attached dwellings (e.g., rowhouses, duplexes, triplexes)



Planning + Development Principles

- Compact development patterns, including cluster and traditional neighborhood development, are encouraged.
- Encourage preservation, renovation, reuse, and adaptive use of existing structures.
- Ensure that both new and infill development fits or enhances the scale, size, proportion, and character of any existing development pattern.
- Include a variety of single-family dwelling types, including accessory dwelling units, to accommodate varying income levels.
- Incorporate pedestrian and bicycle connections and safety enhancements.
- Provide access management through inter-parcel connections.

NEIGHBORHOOD COMMERCIAL

Neighborhood commercial areas serve as discernible neighborhood centers that provide for the daily needs of area residents through uses such as neighborhood grocers, community hubs, laundromats, clinics, neighborhood office uses, and daycares. Neighborhood commercial areas should be centered around an intersection in the heart of a neighborhood and should be directly accessible by car, foot, and bike, as well as by public transportation whenever possible. Development in neighborhood commercial areas should be high-quality, oriented towards the street, provide interconnectivity to existing roads and sidewalks, and integrate community design elements such as landscaping and lighting. Parking should be minimal to encourage the use of alternative transportation, with any parking areas sited to the rear or side of the principal structure. Adaptive reuse of existing vacant commercial or industrial structures is encouraged. While the footprint of neighborhood commercial areas should not expand in a manner that endangers historic core neighborhoods, their use and intensity may expand in ways that are compatible with Petersburg's historic and architectural character. Any investment, however, should ensure the preservation of historic structures and continue the architectural character of

the surrounding area. Vertical mixed-use development with residential on the upper floors is appropriate, provided the form and context of the surrounding area are respected through development. Large, auto-oriented commercial uses are not appropriate.

Primary Land Uses

- Adaptive reuse
- Community hubs
- Infill development
- Live-work units
- Medical clinics (e.g., dentists, doctors, therapists)
- Personal services (e.g., hair salons, laundromats, pharmacies)
- Places of worship
- Schools and daycares
- Neighborhood-serving commercial (e.g., specialty food stores, small restaurants)
- Vertical mixed-use with residential on upper floors



Planning + Development Principles

- Development should complement the scale, size, proportion, and character of the surrounding neighborhood.
- Implement traffic calming measures.
- Incorporate high quality materials for all buildings.
- Direct parking areas to be screened and located at the rear or side of the property.
- Orient new buildings towards the street.
- Preserve the existing tree canopy and include native plantings in new landscaping as necessary.
- Incorporate alternative transportation methods such as walking, biking, and public transportation.
- Provide access management through inter-parcel connections.

COMMUNITY MIXED-USE

Community mixed-use areas are centers of commerce and amenities for Petersburg residents and visitors alike. These areas are walkable, dense, and interconnected environments of entertainment, shopping, personal services, restaurants, hotels, offices, the arts, and residential uses. While the footprint of community mixed-use areas should not expand in a manner that overwhelms or endangers historic core neighborhoods or conservation areas, their use and intensity may expand in ways that are compatible with Petersburg's historic and architectural character and urban form. Community mixed-use areas are appropriate areas for commercial uses that are pedestrian-oriented, enhance a vibrant street life, and contribute to Petersburg's overall economy. These areas should also integrate pocket parks, street trees, and urban gardens to promote an aesthetically pleasing streetscape and promote air quality and temperature reductions within identified heat islands.

In some community-mixed use areas, such as Old Towne, there may be few opportunities for new development. Therefore, adaptive reuse and infill are most likely to occur and be most appropriate given the historic context of the area. Any investment, however, should ensure the preservation of historic structures

and continue the architectural character of the surrounding area. Renovations, infill, and new construction within designated Local Historic Districts should conform to the Historic District Design Guidelines and decisions of the ARB. Where development and redevelopment occur within a quarter of a mile of a designated historic district, but are not regulated under historic district overlays, adherence to the City's Historic District Design Guidelines should be considered.

Primary Land Uses

- Adaptive reuse
- Infill development
- Community hubs
- Hospitality-oriented uses (e.g., hotels, boutiques, galleries, restaurants)
- Live-work units
- Medical clinics (e.g., dentists, doctors, therapists)
- Multi-family residential dwellings
- Offices
- Parks and recreational spaces
- Personal services (e.g., hair salons, laundromats, pharmacies)
- Places of worship
- Small commercial (e.g., banks, specialty food stores)
- Small-scale manufacturing (e.g., makers' spaces, studios, microbreweries)
- Uses compatible with Fort Gregg-Adams



Planning + Development Principles

- Compact development patterns, including cluster and traditional neighborhood development, are encouraged.
- Connect existing and established new trails, bicycle routes, and other recreational amenities.
- Incorporate use of public art, amenities (i.e., benches, trash cans, street trees), and wayfinding signage to orient visitors and create a sense of place.
- Implement traffic calming measures.
- Incorporate high-quality materials for all buildings.
- Open space should be integrated and provide for community spaces well-defined by streets and adjacent buildings.
- Preservation, renovation, reuse, and adaptive use of existing structures is encouraged.
- Preserve the existing tree canopy wherever possible and include native plantings when new landscaping is necessary.

CORRIDOR COMMERCIAL

Corridor commercial areas provide goods and services for the community, allowing residents to access amenities without leaving and keeping tax dollars within Petersburg. Typical uses include restaurants, indoor entertainment and recreation, and general retail and services.

While corridor commercial uses are often automobile oriented, they should be sited so that the principal façade faces the street and should integrate pedestrian and bicycle infrastructure to create a more walkable, vibrant, and connected “Main Street” development pattern. Increased landscaping and adequate lighting should be encouraged, along with infill development within existing surface parking lots. Façade and signage improvements should be encouraged for existing uses, and the use of trees and native plantings should be incorporated for aesthetic and environmental benefits. New buildings should be oriented towards the street and seek to integrate a mix of uses wherever possible; any automobile parking areas should be minimal and sited to the rear or side of the principal structure. Design and construction should be consistent and use high-quality building materials. Multi-family residential included in vertical mixed-use structures or located behind commercial areas is also appropriate and should be

connected to other corridor commercial uses through sidewalks and bike lanes. However, appropriate transitions between corridor commercial and residential areas should be provided through the use of buffering, setbacks, lighting, and signage.

Primary Land Uses

- Adaptive reuse
- Hospitality-oriented uses (e.g., hotels, boutiques, galleries, restaurants)
- Infill development
- Large commercial (e.g., large stores, shopping centers, entertainment, event venues)
- Medical clinics (e.g., dentists, doctors, therapists)
- Multi-family dwellings
- Offices
- Personal services (e.g., hair salons, laundromats, pharmacies)
- Places of worship
- Small commercial (e.g., banks, specialty food stores)
- Small-scale manufacturing (e.g., makers' spaces, studios, microbreweries)
- Uses compatible with Fort Gregg-Adams



Planning + Development Principles

- Incorporate use of public art, amenities (i.e., benches, trash cans, street trees), and wayfinding signage to direct and orient visitors and create a sense of place.
- Implement traffic calming measures, especially along arterials.
- Incorporate high-quality materials for all buildings.
- Orient new buildings towards the street.
- Preserve the existing tree canopy wherever possible and include native plantings when new landscaping is necessary.
- Incorporate alternative transportation methods such as walking, biking, and public transportation.
- Provide access management through inter-parcel connections, especially between adjacent residential areas to reduce dependency on vehicle trips.

Research and development areas are Petersburg's major employment centers, supplying stable and well-paying jobs in many innovative industries. These areas have a variety of research and development, light industrial, office, medical uses, and supporting service uses that are important regional nodes for research, employment, and trade. Uses are less likely to have adverse impacts such as odor, noise, and waste disposal on surrounding properties than moderate to heavy industrial uses.

Research and development areas should be readily accessible from interstates and principal arterials; providing public transportation to these areas will also be critical for achieving the full extent of economic promise for the community. Institutional uses, such as trade schools and satellite campuses, are also appropriate as a physical means of building a strong talent pipeline.

Development should provide a campus-like setting with adequate landscaping, buffering or screening, lighting, and transportation access. Sustainable development practices, including but not limited to stormwater management and water conservation, should be integrated in facility and site design. Green spaces such

as urban gardens, walking paths, pavilions, and groves should be integrated to provide health and environmental benefits. Research and development areas should be cited in designated incentive zones to maximize economic benefit.

Primary Land Uses

- Business and employment uses
- Medical clinics (e.g., dentists, doctors, therapists)
- Hospitals
- Institutional uses
- Logistics and distribution uses (e.g., warehousing, distribution centers)
- Offices
- Research and development (e.g., laboratories, specialized manufacturing, supporting services)
- Small-scale manufacturing (e.g., makers' spaces, studios, microbreweries)



Virginia Tech Corporate Research Center
Montgomery County, VA

Planning + Development Principles

- Encourage infill development and adaptive reuse of existing buildings.
- Ensure consistency with economic incentive zones to provide maximum benefits for employers, the City, and the community.
- Incorporate high-quality materials for all buildings.
- Integrate environmentally friendly development practices whenever possible, including low-impact development and energy-efficient building design.
- Integrate green space and opportunities for passive and active recreation into new development.
- Parking lots should be well-landscaped and provide on-site stormwater management.
- Provide access management through inter-parcel connections.
- Provide appropriate setbacks and screening along property lines adjacent to residential development.
- Require dumpsters, loading areas, and other service areas to be screened and located at the rear or side of the property.
- Wherever possible, connect development to public transportation stops.

GENERAL INDUSTRIAL

General Industrial areas should be where all heavy industrial uses are sited. They are readily accessible by road and rail and provide opportunities for wholesale, manufacturing, distribution, and heavy commercial. Because many general industrial uses have significant external impacts, including transportation effects such as noise and traffic, general industrial areas should not be sited adjacent to residential areas unless ample setbacks and buffering are provided. Any development with large amounts of impervious area should plan to include adequate elements for stormwater control. Development should also consider proximity to public transportation routes and stops. Environmental justice considerations should be addressed in all development applications.

Primary Land Uses

- Business and employment uses
- Logistics and distribution uses (e.g., warehousing, distribution centers)
- Moderate and heavy industrial uses (e.g., factories, lumberyards)

Planning + Development Principles

- Incorporate high-quality materials for all buildings.
- Integrate environmentally friendly development practices whenever possible, including low-impact development and energy-efficient building design.
- Parking lots should be well landscaped and provide on-site stormwater management.
- Provide access management through inter-parcel connections.
- Provide appropriate setbacks and screening along property lines adjacent to any residential development.
- Require dumpsters, loading areas, and other service areas to be screened and located at the rear or side of the property.
- Wherever possible, connect development to public transportation stops.



SOUTH CRATER URBAN DEVELOPMENT AREA

Virginia localities are permitted to designate geographic areas to serve as Urban Development Areas (UDA), which are defined in the Code of Virginia § 15.2-2223.1 as areas that are "... (i) appropriate for higher density development due to its proximity to transportation facilities, the availability of a public or community water and sewer system, or a developed area and (ii) to the extent feasible, to be used for redevelopment or infill development."

The South Crater UDA, designated along portions of S. Crater, Wagner, and Rives Roads, is intended to be an area of Petersburg where land use and transportation efforts are closely coordinated through implementation of traditional neighborhood design and development. Designation of this area as an UDA also opens new opportunities for Petersburg to obtain additional grant funding to support transportation improvements in this area. All transportation improvements in the UDA are required to be consistent with the needs assessment contained in VTrans 2040 (see Chapter 9), and are required for consideration in the SMART SCALE statewide prioritization process for project funding.

Primary Land Uses

- Primary land uses will vary depending on the underlying Area Designations.

Planning + Development Principles

Planning and development principles for the UDA are in addition to those included for each of the Area Designations and are informed by the Code of Virginia.

- Commercial development should have a minimum floor area ratio of 0.4.
- Encourage infill development and adaptive reuse of existing buildings.
- Include a variety of housing types to accommodate varying income levels.
- Incorporate principles of traditional neighborhood design and development.
- Provide access management through inter-parcel connections.
- Residential development should occur at a density of at least four single-family residences, six townhouses, or 12 multi-family units per acre.
- Wherever possible, connect development to public transportation stops.



Civic areas are areas with a presence of public and private uses that provide direct and essential services to the community, such as daily government services, schools, higher education, and healthcare. Civic uses employ specialized structures to meet specific needs and may maintain master plans of their own to guide future growth and development.

Civic uses should be sited in proximity to existing road networks and public transportation infrastructure and distributed across Petersburg to ensure strengthened connections to existing neighborhoods, in turn growing equitable access to services. Additionally, civic areas should be thoughtfully designed and well-maintained with uniform architecture and the use of high-quality building materials to promote a strong and positive image of Petersburg.

Primary Land Uses

- Community hubs
- Government offices and facilities
- Hospitals
- Institutional uses
- Medical clinics (e.g., dentists, doctors, therapists)
- Parks, open space, trails, and recreational spaces
- Places of worship
- Schools and daycares
- Small civic uses (e.g., post offices, libraries)



Planning + Development Principles

- Incorporate use of public art, amenities (i.e., benches, trash cans, street trees), and wayfinding signage to orient visitors and create a sense of place.
- Incorporate high-quality building materials for all structures.
- Preserve the existing tree canopy wherever possible and include native plantings where new landscaping is necessary.
- Incorporate alternative transportation methods such as walking, biking, and public transportation.
- Provide access management through inter-parcel connections.

Conservation and recreation areas provide recreational, environmental, and educational benefits to the community. These areas consist of sensitive environmental habitats, floodplains and steep slopes, agricultural activities, parks and trails, and historic resources. Therefore, conservation and recreation areas are not appropriate locations for future growth and development, although low-density single-family residential is acceptable in agricultural areas to support ongoing operations. Outdoor event spaces, athletic fields, and sporting courts may also be appropriate, given they are sited and designed to be environmentally friendly and low-impact. Conservation and recreation areas should be preserved to provide opportunities for historic education, to facilitate exercise and healthy activity, to improve environmental benefits, and to enhance Petersburg's community character and quality of life.

Primary Land Uses

- Active and passive recreation facilities (e.g., athletic fields, sporting courts, pavilions)
- Agriculture
- Cemeteries
- Historic sites, markers, and monuments
- Parks and open space

Planning + Development Principles

- Enhance and protect historic resources.
- Ensure the continued viability of agricultural uses.
- Improve and mitigate negative environmental impacts through conservation design, alternative wastewater systems, and low-impact development for filtration or run-off protection.
- Preserve and restore the existing tree canopy and integrate native plantings.
- Provide connections to trails, bicycle routes, parks, and other recreational amenities.
- Use permeable surfaces and recycled materials whenever possible.



Gateways and Corridors serve to overlay the other Area Designations within this Framework. The appearance and functionality of Gateways and Corridors help integrate and define the distinct Area Designations and create a strong positive perception of Petersburg.

Gateways are locations where regional road, trail, and rail networks - as well as the Appomattox River - enter the Petersburg city limits. These locations should incorporate coordinated signage, public art, ambient lighting, and landscaping to create a strong sense of arrival and establish community character.

Corridors are longer stretches of the street and road network that serve as important local and regional travel routes, providing direct access to businesses, employment, amenities, and recreational opportunities. Identified corridors should be mapped and incorporate a coordinated and consistent streetscape, access management through interparcel connectivity, and multiple travel options. Corridors are not only passageways through Petersburg but are defined places that should be managed to maximize their potential to not only invite visitors in, but welcome them to stay.

Primary Land Uses

- Primary land uses will vary depending on the Area Designations of surrounding areas.

Planning + Development Principles

- Improve the pedestrian experience in corridors through strong urban design principles and provision of ample sidewalks and open space to walk and gather.
- Invest in safety, maintenance, and operational improvements along corridors, particularly near gateways.
- Incorporate signage, wayfinding, public art, landscaping, and lighting at gateways to elevate community appearance and create a sense of arrival.
- Discourage the removal of existing mature trees along corridors, and plant street trees where no landscaping is present.
- Be mindful of existing historic and archeological resources along corridors, taking care to ensure they are properly inventoried and preserved.



Gateway | Pittsylvania County, VA

Promoting Smart and Sustainable Growth and Development

Goal Statement: Petersburg will support land use and development patterns that are high-quality, environmentally sustainable, and enhance economic opportunity and equity for the community.

Objectives	Strategies
<p>10.1 Commit to development that builds equity and resiliency through an intentional and multi-faceted approach.</p>	10.1.1: Increase access to stable and well-paying employment opportunities by allowing a variety of job-producing uses along high-frequency Petersburg Area Transit (PAT) routes and along arterials.
	10.1.2: Prioritize capital improvements such as wayfinding, streetscaping, lighting, and pedestrian/bicycle infrastructure along designated Gateways and Corridors.
	10.1.3: Amend the Zoning Ordinance to allow for a greater variety of residential types in residential and mixed-use districts.
	10.1.4: Direct development away from conservation areas to protect and enhance Petersburg’s natural, historic, and recreational resources.
	10.1.5: Facilitate active and healthy lifestyles through integrating sidewalks, bike lanes, and green space into new development.
<p>10.2 Support innovative development that complements and enhances Petersburg’s historic character.</p>	10.2.1: Direct adaptive reuse or infill development on underdeveloped or vacant properties throughout the City when possible.
	10.2.2: Implement the recommendations of the Downtown Master Plan to create a more attractive, vibrant, and interconnected Old Towne area.
	10.2.3: Evaluate all land use applications and capital improvements against the applicable planning and development guidelines of the Future Land Use Map Area Designation.
	10.2.4: Amend the Zoning Ordinance to ensure compatible development in designated historic districts and throughout Historic Core Neighborhoods.
	10.2.5: Amend the Zoning Ordinance to create an overlay district that more specifically regulates development along designated Gateways and Corridors.

Objectives	Strategies
<p>10.3 Direct future growth and development to areas with adequate transportation and utility infrastructure.</p>	<p>10.3.1: Prioritize new development in areas with adequate water and sewer capacity or that are planned for expansion. Require developers to provide utility connections where utilities are not available.</p>
	<p>10.3.2: Ensure water, sewer, stormwater, public safety, and transportation infrastructure is available to support the required level of service for all new development.</p>
	<p>10.3.3: Evaluate City fees, including impact and connection fees, to ensure they can adequately generate funding for future infrastructure improvements.</p>
	<p>10.3.4: Market the economic potential of interchanges along Interstates 85 and 95 and recommend approval of appropriate development opportunities, such as hospitality-oriented uses and mixed-use development, in those areas.</p>
	<p>10.3.5: Complete a Build-Out Analysis in areas planned for future high-density residential growth to better inform capital improvements planning.</p>
	<p>10.3.6: In accordance with the Code of Virginia, evaluate the feasibility of offering financial incentives for development in the South Crater Urban Development Area.</p>
<p>10.4 Work regularly and openly with neighboring jurisdictions and the Crater Planning District Commission to pursue collaborative and innovative solutions to regional land use challenges.</p>	<p>10.4.1: In review of development applications, ensure alignment with the considerations of the Fort Gregg-Adams Joint Land Use Study.</p>
	<p>10.4.2: Communicate with adjacent jurisdictions regarding development plans that have potential impacts on regional localities and public facilities. Work with them to coordinate plans and to identify and mitigate areas where conflicts may be present.</p>
	<p>10.4.3: Participate actively in joint regional planning efforts and studies.</p>

DRAFT

11

IMPLEMENTATION

"LET'S **BEAUTIFY PETERSBURG,**
MAKE IT **SAFE,** AND
ENHANCE OPPORTUNITIES."

- *Community Survey Respondent*



11

WHAT IS AN IMPLEMENTATION PLAN?

PetersburgNEXT is a guide for growth and development. It is intended to be a dynamic document that will change and evolve over time to reflect the community's needs. The Implementation element prioritizes, and provides accountability for, each strategy identified in this Plan. It provides specific guidance for decision-making which will define our ongoing progress towards our vision for the future.

Accordingly, to ensure this Comprehensive Plan is properly implemented, Planning Commission and City Council should refer to this document and consider its vision and goals prior to making recommendations and decisions. Petersburg's success depends on

effective implementation of the Plan, along with consistent analysis of each land use application and budgetary decision to ensure compatibility with the Plan's long-range vision.



PETERSBURGNEXT VISION STATEMENT

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

IMPLEMENTATION TOOLS

There are a variety of tools that can and should be used to implement the long-range vision set forth in PetersburgNEXT. The following tools are important to ensure the successful implementation of this Plan.

Annual Budget

The annual budget is arguably the most important tool for implementation of the strategies contained in this Plan. City Council and staff should use the recommendations of the Comprehensive Plan to guide preparation of the annual budget. Allocating funding equalizes priorities, and the budget should work in tandem with PetersburgNEXT to achieve a thriving, stable, and more resilient future.

Petersburg should assess the Plan's effectiveness on a regular basis by annually reviewing and monitoring implementation of the goals and action strategies outlined within this document. When appropriate and necessary, the Plan should be amended, with careful consideration given to whether amendments align with the Plan's overarching vision. Any modifications should be considered with long-term policy implications.

Capital Improvements Plan

An extension of the annual budget, the Capital Improvements Plan (CIP) coordinates the location, timing, and financing of capital improvements over a multi-year period. Capital improvements are major, non-recurring physical expenditures such as land, buildings, public infrastructure, and equipment. The CIP includes a description of proposed capital improvement projects ranked by priority, a year-by-year schedule of expected project funding, and an estimate of project costs and financing sources. The CIP is a working document and should be reviewed and updated annually to reflect changing community needs, priorities, and funding opportunities. The long-range vision of PetersburgNEXT is achieved when funding and the priorities of the CIP, along with ordinance updates and annual budgeting, are all in alignment with the Plan.

Petersburg has adopted CIPs in the past but has not done so in recent years. However, it is imperative to reestablish an annual CIP process to ensure implementation of stated goals. An improved bond rating will allow the City to borrow funds to pay for priorities today, with financing of the future contained within the CIP.



IMPLEMENTATION + CODE OF VIRGINIA

Code of Virginia Section 15.2-2232 states that **the Planning Commission “shall control the general or approximate location, character and extent of each feature shown on the plan.”** Therefore, the Planning Commission may continue holding public hearings to address the location, character, and extent of any public utility or facility not already shown in the Comprehensive Plan. Staff should work with the Planning Commission to **develop a CIP in alignment with the priorities of this plan** and present this recommendation to Council **for funding.**

Land Use Regulations

The Zoning and Subdivision Ordinances are the primary implementation tools for PetersburgNEXT. While PetersburgNEXT is a long-term policy guide, Petersburg's Zoning and Subdivision Ordinances are legal documents that regulate the location, form, and character of development throughout the City. Aligning the Ordinances with the goals and strategies of the Comprehensive Plan is therefore critical to its implementation.

Several strategies in this Plan direct revisions to the Zoning Ordinance along with other related considerations for the City's land use regulations. These revisions will work to physically manifest the goals and vision of this Plan over time.

Land Use Actions

PetersburgNEXT should serve as a strong guide for decisions on all rezoning and Special Use Permit applications. Land use applications should be closely reviewed for alignment with the Comprehensive Plan, including related strategies and the Future Land Use Map (FLUM), to ensure consistency. In special circumstances where unforeseen uses or changes in market conditions may warrant deviation from the adopted Plan, Planning Commission and City Council should review and consider amendments to the Plan to address this, ensuring the document remains

current, relevant, and responsive to the community's needs.

Intergovernmental Cooperation

Regional cooperation is vital to the success of Virginia localities. Challenges related to the natural environment, transportation, equity, housing, tourism, community facilities, economic and workforce development, and other elements discussed throughout PetersburgNEXT go beyond jurisdictional boundaries and are best solved through cooperation at the regional and state levels. As such, successful implementation of the strategies in this Plan will require continued coordination with neighboring localities, the Crater Planning District Commission (CPDC),

and numerous state agencies responsible for various facilities, services, and programs implemented across Virginia.

Active participation in regional boards and alliances is crucial, especially with regards to economic and workforce development. No locality is an island, and many modern problems – and their solutions – are regional in nature. Petersburg should strive to be a leader in identifying regional challenges and developing innovative and effective solutions. Doing so will ensure Petersburg's priorities do not get lost amongst those of neighboring localities and will bring awareness to the needs of the City which drive the region.



BENCHMARKING

Benchmarking is a critical component of successful Plan implementation and is a process that ensures Petersburg is on track to achieve its objectives and strategies within the assigned timeframes. Benchmarking is beneficial in both setting standards for how work is accomplished and for providing accountability and transparency to the community. It should be completed annually in conjunction with the budgeting process, with an analysis of the progress towards each strategy submitted by department heads whose departments are responsible for carrying them out.

To determine benchmarks, progress towards each strategy must be measured, with full completion within the allotted timeframe serving as the benchmark itself. If the strategy is not completed within the specified timeframe, then analysis should occur to determine why: were resources insufficient, did other priorities arise, or were there issues that were not previously known when the planning process initially occurred? Benchmarking also helps to identify “gaps” when evaluating why a benchmark may not have been met, helping provide information that can improve the process, identify additional resources, or serve to rethink the strategy and amend to best fit current community needs and priorities.

The typical steps in the benchmarking process are as follows:

- 1. Determine Strategies:** This step is complete and comprises the Implementation Matrix found in this Chapter.
- 2. Assign Strategies:** Strategies are assigned to the appropriate department heads to be completed within the timeframe specified in the Plan. This step is partially complete, as a suggested list of responsible parties is included in the matrix.
- 3. Initiate Progress:** Immediately upon adoption of PetersburgNEXT, department heads and their staff should begin work on the strategies that have been assigned to them, as guided by the timeframes set for each strategy in the matrix.
- 4. Annual Update:** As part of the annual budgeting process, the City Manager’s office should request the matrix to be updated by Department Heads with progress towards accomplishing the strategies. The yearly benchmarking report should then be presented to City Council, with changes made to resources, responsibility, or timelines as needed.



*Petersburg National Battlefield
Photo Credit: National Park Service*

IMPLEMENTATION MATRIX

The implementation matrix provides specific tools to meet the goals of PetersburgNEXT and serves as our roadmap forward into a bright future. The matrix builds on the strategies in each Plan element by identifying tools, resources, responsible parties, and anticipated timeframes for completion. The implementation matrix should be reviewed annually as part of the City's budgeting process to set priorities as well as measure progress toward PetersburgNEXT's vision.

The key to the Plan's success will be a proactive approach to implementation by City staff, the Planning Commission, City Council, City departments and boards, residents, businesses, and community institutions and organizations.

The matrix includes the following information:

Implementation Category

Categorizes each strategy into a general action type:

- Capital Projects
- Land Use Actions
- Ordinance Updates
- Partnerships
- Plans and Studies
- Programs and Services

Responsible Party

Identifies the department or departments who are primarily responsible for overseeing the implementation of the strategy.

Stakeholders, Partners, and/or Resources

This category identifies examples of community partners, state and federal agencies, and resources that will be necessary to support successful implementation. The identified stakeholders, partners, and resources are meant as a starting point for implementation; others can and should be identified over the timeframe of this Plan.

Some strategies also may reflect an internal policy or function, and therefore may not require external assistance.

Timeframe

Each strategy is assigned an ideal timeframe for completion.

- **Short-Term:** Actions that should be completed within 0-2 years of the Plan's adoption, which is by July 2026
- **Mid-Term:** Actions that should be completed within 3-5 years of the Plan's adoption, which is by July 2029
- **Long-Term:** Actions that should be completed within 10+ years of the Plan's adoption, which is by July 2034 and beyond.
- **Ongoing:** Actions that should continue for the life of the Plan. Ongoing actions are likely to be reviewed and implemented annually as part of budgeting or capital improvements planning processes. Some ongoing actions may occur at greater frequencies, such as quarterly or weekly, while others may be occurring as part of routine operations.

Cost

Identifies in general terms whether a strategy is likely to be low-cost, medium-cost, or high-cost to implement. Internal policies and land use reviews are examples of low-cost strategies; capital improvements and staffing expansions are examples of high-cost strategies. Further scoping and analysis will be required to determine specific expenses for implementing each strategy.

The following acronyms are used in the Implementation Matrix:

ARB City of Petersburg Architectural Review Board

ARSWCD Appomattox River Soil and Water Conservation District

ARWA Appomattox River Water Authority

CCWA Community College Workforce Alliance

CDAAA Crater District Area Agency on Aging

CDBG Community Development Block Grant Program

CHD Crater Health District

CPDC Crater Planning District Commission

CRWDB Capital Region Workforce Development Board

CVHS Central Virginia Health Services

DBHS Virginia Department of Behavioral Health and Developmental Services

DEQ Virginia Department of Environmental Quality

DCR Virginia Department of Conservation and Recreation

DHCD Virginia Department of Housing and Community Development

DHR Virginia Department of Historic Resources

DMAS Virginia Department of Medical Assistance Services

DOD U.S. Department of Defense

DOJ U.S. Department of Justice

DOT U.S. Department of Transportation

DRPT Virginia Department of Rail and Public Transportation

EDA City of Petersburg Economic Development Authority

FEMA Federal Emergency Management Agency

FOLAR Friends of the Lower Appomattox River

HUD U.S. Department of Housing and Urban Development

JRA James River Association

LECAP Line Extension Customer Assistance Program

LISC Local Initiatives Support Corporation

MBL Metropolitan Business League

NFWF National Fish and Wildlife Foundation

NPS National Park Service

NRPA National Recreation and Park Association

OIPI Virginia Office of Intermodal Planning and Investment

PAAL Petersburg Area Art League

PAT Petersburg Area Transit

PCPS Petersburg City Public Schools

PHARVA Partnership for Housing Affordability

PHOPs Petersburg Healthy Options Partnerships

PRHA Petersburg Redevelopment and Housing Authority

SCDHC Southside Community Development and Housing Corporation

SCWA South Central Wastewater Authority

SOVA Southern Virginia Regional Chamber

TCAMPO Tri-Cities Area Metropolitan Planning Organization

USACE U.S. Army Corps of Engineers

VAMSA Virginia Municipal Stormwater Association

VATI Virginia Telecommunication Initiative

VCU Virginia Commonwealth University

VDEM Virginia Department of Emergency Management

VDH Virginia Department of Health

VDOE Virginia Department of Education

VDOT Virginia Department of Transportation

VDSS Virginia Department of Social Services

VEC Virginia Employment Commission

VEDP Virginia Economic Development Partnership

VGR Virginia's Gateway Region

VHA Virginia Housing Alliance

VIMS Virginia Institute of Marine Science

VLGMA Virginia Local Government Management Association

VMRC Virginia Marine Resources Commission

VPRA Virginia Passenger Rail Authority

VSCLT Virginia Statewide Community Land Trust

VSU Virginia State University

VATC Virginia Tourism Corporation

YMCA Petersburg Family YMCA

CATALYST STRATEGIES

The below strategies are considered "catalyst strategies". These strategies were identified to be catalysts as they will pave the way for other related progress, ultimately proving transformational for the City of Petersburg.

3.2.2 Develop a comprehensive Economic Development Strategic Plan to build on existing initiatives and direct future investment.

3.4.4 Develop a strategic plan for the Poor Creek area to identify the highest and best use of land as it related to potential economic drivers and future employers.

4.1.9 Develop a robust code enforcement strategy to allow the City to be more proactive in preventing properties from reaching Red Tag status.

4.2.1 Amend the Zoning Ordinance to support "missing middle" housing. Create incentives within the Zoning Ordinance for these types of structures to promote their development.

5.1.2 Ensure that the City's major anchor parks, such as Patton Park, Legends Park, and the Petersburg Sports Complex, have routine grounds and trail maintenance to provide a safe and inviting recreational atmosphere. Install or repair safety fencing, emergency lighting, street lighting, and security cameras in parking areas and along trails where needed for increased nighttime safety.

6.1.3 Enhance interdepartmental communication across City government as well as between the various public boards and City Council.

6.2.1 Develop a Capital Improvements Plan (CIP) as recommended by Code of Virginia Section 15.2-2239; review annually to monitor progress and update with emerging needs.

7.1.6 Implement the findings of the City-wide salary study upon its completion to improve attraction and retention of additional first responders and law enforcement personnel.

7.2.2 Through partnerships with Bon Secours Southside Medical Center, Central Virginia Health Services (CVHS), and others, develop a Community Paramedicine program to specifically address drug abuse and mental health crises.

8.4.1 Formally participate in the Federal Emergency Management Agency's (FEMA) Community Rating System to implement flood protection policies beyond minimum requirements and earn community discounts on flood insurance premiums.

8.5.1 Reduce the heat island effect by proactively installing new native trees throughout the city, with priority areas determined by heat island temperatures using heat mapping data from Virginia State University (VSU) and the Heat Watch project; consider pursuing Tree City USA designation to help implement this strategy.

9.1.1 Include ongoing repairs of bridges and culverts as routine maintenance in addition to other roadway improvement projects. Prioritize repairs to bridges and culverts in poor condition to prevent further degradation and the need for weight limit reductions.

9.1.2 Complete a repaving schedule for Public Works that establishes current road conditions and identifies priority locations for maintenance or upgrades, with an emphasis on preventative maintenance.

10.1.3 Amend the Zoning Ordinance to allow for a greater variety of residential types in residential and mixed-use districts.

10.3.3 Evaluate City fees, including impact and connection fees, to ensure they can adequately generate funding for future infrastructure improvements.

CHAPTER 3 | STRATEGIES FOR A HEALTHY + ROBUST ECONOMIC CLIMATE

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 3.1 Expand Petersburg’s existing clusters in Health Care and Manufacturing.					
3.1.1: Identify and target associated businesses, such as suppliers, to support the pharmaceutical campus.	Partnerships, Programs and Services	Communications, Marketing, Tourism & Government Relations; Economic Development	2026	EDA, GO Virginia, VEDP	\$
3.1.2: Work with state economic development agencies, local economic development organizations, and local business partners to market Petersburg to Health Care businesses and manufacturers that would complement the existing businesses in these clusters.	Partnerships, Programs and Services	Communications, Marketing, Tourism & Government Relations; Economic Development	Ongoing (Routine Operations)	Bon Secours, EDA, GO Virginia, VEDP	\$
3.1.3: Hold a biannual “roundtable” meeting of regional Health Care and Pharmaceutical executives, institutions of higher education, and City Economic Development professionals to serve as a catalyst for ongoing collaboration and strategic investment.	Partnerships, Programs and Services	Economic Development	Ongoing (Biannually)	Aetna, Anthem, Bon Secours, Brightpoint Community College, CCWA, CRWDB, LISC, MBL, Molina Healthcare, Optima Health, CPDC, Richard Bland College, United Healthcare, VCU, VEC, Virginia Premier, VSU	\$
3.1.4: Develop Collier Yard and continued expansion in the Petersburg Interstate Industrial Park for advanced manufacturing and energy production.	Capital Projects, Partnerships	Economic Development	2034	Capital Improvements Plan, CPDC, EDA, VEDP, VDOT	\$\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 3.2 Diversify Petersburg's economy.					
3.2.1: Expand the existing clusters in the Manufacturing, Retail, and Accommodation sectors by identifying potential locations for new development and ensuring the proper entitlements and infrastructure are in place to support easy startup.	Programs and Services	Economic Development	Ongoing (Routine Operations)	EDA, VEDP	\$
3.2.2: Develop a comprehensive Economic Development Strategic Plan to build on existing initiatives and direct future investment.	Plans and Studies	Economic Development	2026	EDA, MBL, SOVA, VEDP, VCU, VSU	\$
3.2.3: Focus recruitment efforts on gaps identified in the Economic Development Strategic Plan by identifying and targeting prospective businesses to fill them.	Partnerships, Plans and Studies	Economic Development	Ongoing (Routine Operations)	EDA, VEDP, VCU, VSU	\$
3.2.4: Site new warehousing and distribution centers; promote new associated job opportunities to Petersburg residents through social media, the quarterly newsletter, and other local job boards.	Land Use Actions	Communications, Marketing, Tourism & Government Relations; Economic Development; Planning & Community Development	2029	EDA, GO Virginia, VEDP	\$\$
3.2.5: Direct community-oriented, environmentally sustainable, and well-designed development at the historic Petersburg Harbor.	Land Use Actions, Partnerships	Economic Development; Planning & Community Development	2034	DEQ, EDA, FOLAR, VEDP	\$\$
Objective 3.3 Build entrepreneurship and workforce development programs to create new job pathways and build community wealth.					
3.3.1: Hold quarterly meetings with educational partners to remain updated on vocational and technical training programs, especially for expanding industries such as hospitality, technology, and manufacturing. Collaborate on opportunities to expand existing programs or create new ones.	Partnerships, Programs and Services	Economic Development	Ongoing (Quarterly)	Activation Capital, Brightpoint Community College, CRWDB, PCPS, Richard Bland College, VEC, VSU	\$
3.3.2: Provide annual funding for the existing training options for residents in the Pharmaceutical and Health Care related sectors.	Partnerships, Programs and Services	Economic Development	Ongoing (Annually)	Brightpoint Community College, CCWA, CRWDB, PCPS, Richard Bland College, VEC, VSU	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
3.3.3: In partnership with local economic development organizations, offer two small business forums a year that provide educational opportunities on city processes, support opportunities, and new development in Petersburg.	Partnerships, Programs and Services	Economic Development	Ongoing (Biannually)	Brightpoint Community College, CRWDB, EDA, LISC, PCPS, Richard Bland College, SOVA,VEC, VGR,VCU, VSU	\$
3.3.4: Maintain a viable Revolving Loan Fund to assist in microlending to entrepreneurs.	Partnerships, Programs and Services	Economic Development	Ongoing (Routine Operations)	Activation Capital, CPDC, DHCD, EDA, LISC, Local Banks, MBL	\$\$
3.3.5: Hold discussions with Brightpoint Community College about creating a local branch within City limits, and identify at least two potential locations.	Partnerships	Economic Development	2026	Brightpoint Community College, Richard Bland College, VEC, VSU	\$\$
3.3.6: Facilitate the development of a coworking space in Old Towne as a pilot program for entrepreneurs and remote workers.	Programs and Services	Economic Development	2029	DHCD, GO Virginia, Virginia Housing	\$\$
Objective 3.4 Create additional opportunities for redevelopment of vacant commercial land and structures.					
3.4.1: Use the land bank program for commercial and industrial property in Petersburg.	Capital Projects, Programs	Economic Development; Planning & Community Development	Ongoing (Routine Operations)	EDA	\$\$
3.4.2: Certify all Economic Development Authority (EDA) owned sites through the Virginia Economic Development Partnership (VEDP).	Partnerships, Programs and Services	Economic Development	2026	EDA, VEDP	\$
3.4.3: Direct franchise development in vacant commercial properties, using incentives as necessary.	Programs and Services	Economic Development	Ongoing (Routine Operations)	DHCD, EDA, MBL, SOVA, VEDP	\$\$
3.4.4: Develop a strategic plan for the Poor Creek area to identify the highest and best use of land as it related to potential economic drivers and future employers.	Plans and Studies	Economic Development; Planning & Community Development; Public Works	2029	Internal Function	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 3.5 Promote tourism and strengthen economic development marketing and branding efforts.					
3.5.1: Direct the development of new lodging and dining options around Old Towne and near the Interstate 85 and 95 entrance corridors through incentives and Tourism Zone financing opportunities.	Ordinance Updates, Land Use Actions	Economic Development	Ongoing (Routine Operations)	MBL, PARTC, SOVA, VGR, VATC	\$\$
3.5.2: Require short term rentals to pay lodging taxes to generate additional revenue.	Ordinance Updates	Commissioner of the Revenue; Finance	2029	Internal Function	\$
3.5.3: Update City websites and other real estate websites on a quarterly basis to include accurate information about available properties for economic development.	Programs and Services	Economic Development; Communications, Marketing, Tourism & Government Relations	Ongoing (Quarterly)	PARTC, VDEP	\$
3.5.4: Update the City's social media and tourism website weekly to include information about upcoming events, things to do, and options for lodging, dining, and retail.	Programs and Services	Communications, Marketing, Tourism & Government Relations	Ongoing (Weekly)	PARTC	\$
3.5.5: Evaluate locations for additional Tourism Zones with different strategic goals to support widespread, tourism-focused uses.	Capital Projects	Economic Development; Planning Commission	2026	VATC	\$
3.5.6: In partnership with the Virginia Department of Transportation (VDOT), install branded wayfinding signage to Old Towne Petersburg, Petersburg National Battlefield, the Appomattox River Trail and waterfront, and historic sites from the American Civil Rights Movement.	Capital Projects	Planning & Community Development; Public Works	2029	DEQ, DHR, FOLAR, NPS, TCAMPO, VDOT	\$\$
3.5.7: Create a visitor center in the old South Side Depot to serve as a centralized hub for tourism and information.	Capital Projects	Economic Development; Communications, Marketing, Tourism & Government Relations; Public Works	2029	CPDC, DCR, DHCD, NPS, PARTC, TCAMPO	\$\$\$
Objective 3.6 Streamline business licensing and permitting requirements.					
3.6.1: Automate all permitting and licensing processes through an online platform, and create a one-stop webpage for permitting and licensing information.	Programs and Services	Commissioner of the Revenue; Information Technology; Treasurer	2026	Internal Function	\$\$

CHAPTER 4 | STRATEGIES FOR VIBRANT NEIGHBORHOODS + HOUSING FOR ALL

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 4.1 Systematically identify and eradicate residential blight across Petersburg.					
4.1.1: Create a stand-alone, comprehensive residential blight abatement strategy.	Plans and Studies, Programs and Services	Code Enforcement; Planning & Community Development	2026	CPCD, DHCD, DHR	\$
4.1.2: Adopt a drug blight ordinance in accordance with the Code of Virginia as an additional mechanism to eliminate blight associated with confirmed criminal activity.	Ordinance Updates	Code Enforcement; Bureau of Police	2026	Code of Virginia	\$
4.1.3: Ensure that penalties for blight violations are clearly stated in the City's Ordinances and set to the maximum allowable by state code.	Ordinance Updates	Code Enforcement; Planning & Community Development	2026	Code of Virginia	\$
4.1.4: Avoid demolition of properties in identified historic districts, pursuing rehabilitation, adaptive reuse, or creative reuse.	Land Use Actions	Planning & Community Development	Ongoing (Routine Operations)	ARB, DHR, Historic Petersburg Foundation	\$
4.1.5: Allow demolition as needed in non-historic districts to allow infill with compatible residential development.	Land Use Actions, Programs and Services	Planning & Community Development	Ongoing (Routine Operations)	Internal Function	\$
4.1.6: Create an online code enforcement database to allocate City resources more efficiently, track progress, and guide Ordinance updates and capital improvements planning.	Programs and Services	Code Enforcement; Information Technology; Planning & Community Development	2026	Internal Function	\$\$
4.1.7: Partner with the Virginia National Guard to eradicate blighted structures.	Partnerships	Bureau of Police; Code Enforcement	Ongoing (Annually)	Virginia National Guard	\$
4.1.8: Prioritize the expansion of the Department of Neighborhood Services, aiming to double the number of staff responsible for code enforcement within the next five years.	Programs and Services	Code Enforcement	2029	Annual Budget, Capital Improvements Plan	\$\$
4.1.9: Develop a robust code enforcement strategy to allow the City to be more proactive in preventing properties from reaching Red Tag status.	Land Use Actions	Code Enforcement; Planning & Community Development	2026	Internal Function	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 4.2 Facilitate the provision of a diverse, safe, attainable, and high-quality housing stock in all neighborhoods.					
4.2.1: Amend the Zoning Ordinance to support “missing middle” housing. Create incentives within the Zoning Ordinance for these types of structures to promote their development.	Ordinance Updates	Planning & Community Development	2026	Code of Virginia	\$
4.2.2: Amend the Zoning Ordinance to facilitate the provision of safe and attractive manufactured housing development in appropriate areas.	Land Use Actions, Ordinance Updates	Planning & Community Development	2026	Code of Virginia	\$
4.2.3: Provide financial support to the Petersburg Redevelopment and Housing Authority (PRHA) in their work to maintain housing developments, ensuring that they are attractive and safe communities.	Partnerships	Planning & Community Development	Ongoing (Annually)	Annual Budget, Cameron Foundation, CPCD, DHCD, PRHA	\$\$
4.2.4: Recommend approval of mixed-income, market-rate, and workforce housing developments, especially when located in areas of opportunity.	Partnerships, Programs and Services, Land Use Actions	Planning & Community Development	Ongoing (Routine Operations)	Internal Policy	\$
4.2.5: Amend the Zoning Ordinance to allow for adaptive reuse, creative reuse, and opportunities for new housing in non-traditional areas (e.g., former shopping centers, former churches and schools, etc.).	Land Use Actions, Ordinance Updates	Planning & Community Development	2026	Internal Policy	\$
Objective 4.3 Expand pathways to homeownership through partnerships, education, and eliminating regulatory barriers.					
4.3.1: Prioritize annual Community Development Block Grant (CDBG) funding for job training, skills development, and economic development to better position residents for homeownership.	Partnerships, Programs and Services	Planning & Community Development	Ongoing (Annually)	DHCD, HUD, VEC	\$\$
4.3.2: Develop a formal Fair Housing Q&A flyer for frontline City staff to ensure a consistent and high-quality process of referring residents to HOME and Legal Aid. Include this in a Fair Housing clearinghouse on a highly visible section of the City’s website.	Programs and Services	Planning & Community Development; Communications, Marketing, Tourism & Government Relations	2026	CDAAA, Habitat for Humanity, project:HOMES, Pathways, PHARVA, PRHA, SCDHC, United Way, Cameron Foundation, VHA	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
4.3.3: Establish defined boundaries for two rental inspection districts.	Ordinance Updates, Programs and Services	Code Enforcement; Planning & Community Development	2026	Code of Virginia	\$
4.3.4: Evaluate the feasibility of creating a Housing department to streamline the provision of housing services such as education, assistance, and benefits to the community.	Programs and Services	City Manager's Office	2029	Internal Function	\$
4.3.5: Create and promote a Community Land Trust program in collaboration with local non-profits and lenders.	Partnerships, Programs and Services	Planning & Community Development	2034	VHA, PHARVA, Cameron Foundation, Habitat for Humanity, project:HOMES, Pathways, SCDHC, VSCLT	\$
Objective 4.4 Support neighborhood vitality through community partnerships, regulatory action, and strategic investments.					
4.4.1: Update small area plans for Pocahontas Island, Halifax Triangle, and University Boulevard to further detail broad-based, inclusive visioning and planning for revitalization in these neighborhoods.	Plans and Studies	Planning & Community Development	2029	CPDC	\$
4.4.2: Collaborate with community groups and partner organizations in tactical urbanism efforts to beautify neighborhoods in the short-term. Evaluate the creation of a Private Property Mural Program as a first step.	Land Use Actions, Partnerships, Programs and Services	Planning & Community Development; Public Works	2026	Better Housing Coalition, PHOPs, VDOT	\$
4.4.3: Apply for grant funding related to infrastructure improvements as a means of supporting quality neighborhoods and economic development.	Capital Projects, Programs and Services	Economic Development; Planning & Community Development; Public Works	Ongoing (Routine Operations)	Better Housing Coalition, Cameron Foundation, DHCD, HUD, Pathways, project:HOMES, Virginia Housing	\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
4.4.4: Amend the City Code of Ordinances to designate two housing rehabilitation zones in accordance with the Code of Virginia.	Ordinance Updates	Code Enforcement; Planning & Community Development	2026	Code of Virginia, DHCD	\$
4.4.5: Establish a Dollar Lot Program through collaboration with regional partner organizations.	Capital Projects, Partnerships, Programs and Services	Code Enforcement; Planning & Community Development	2034	Cameron Foundation, Pathways, DHCD, Habitat for Humanity, HUD, project:HOMES, SCDHC, United Way, Virginia Housing	\$\$
Objective 4.5 Be mindful of community character when evaluating new residential development to ensure that investment is complementary to existing character and history and does not displace long-term residents.					
4.5.1: Direct mixed-income residential development in appropriate areas throughout the City, as guided by the Future Land Use Framework and Map.	Land Use Actions	Planning & Community Development	Ongoing (Routine Operations)	Internal Policy	-
4.5.2: Ensure that adaptive reuse and infill development in designated historic districts and Old Towne is complementary to the scale and architectural character of the surrounding area.	Land Use Actions, Ordinance Updates	Planning & Community Development	Ongoing (Routine Operations)	DHR, Historic Petersburg Foundation	\$

CHAPTER 5 | STRATEGIES FOR GROWING + PROMOTING OUR QUALITY OF LIFE

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 5.1 Provide parks and recreational spaces that are safe and accessible to all.					
5.1.1: Annually assess the current conditions of park facilities to identify and prioritize safety improvements, ADA accessibility, and repair/replacement of broken or aging equipment.	Capital Projects, Plans and Studies	Public Works; Recreation, Special Events & Volunteerism	Ongoing (Annually)	Capital Improvements Plan, CPDC, FOLAR	\$\$
5.1.2: Ensure that the City's major anchor parks, such as Patton Park, Legends Park, and the Petersburg Sports Complex, have routine grounds and trail maintenance to provide a safe and inviting recreational atmosphere. Install or repair safety fencing, emergency lighting, street lighting, and security cameras in parking areas and along trails where needed for increased nighttime safety.	Capital Projects, Programs and Services	Public Works; Recreation, Special Events & Volunteerism	2029	Annual Budget, Capital Improvements Plan, DCR, NRPA, FOLAR	\$\$
5.1.3: Coordinate with local non-profit organizations and volunteer groups to assist with grounds maintenance and cleanup programs, particularly in neighborhood parks.	Partnerships	Recreation, Special Events & Volunteerism	Ongoing (Routine Operations)	CDAAA, Petersburg Boys & Girls Club, Petersburg Wellness Consortium, PHOPS, Progressive Outreach, YMCA, FOLAR	\$
5.1.4: Apply for grants and other creative funding sources to install new playground equipment in parks that currently lack facilities.	Capital Projects	Recreation, Special Events & Volunteerism	Ongoing (Routine Operations)	KABOOM!, NRPA	\$
5.1.5: Renovate A.P. Hill Community Center, Harding Street Community Center, and Peabody Middle School for use as community centers.	Capital Projects	Public Works; Recreation, Special Events & Volunteerism	2034	Capital Improvements Plan	\$\$\$
5.1.6: Utilize available resources from the National Recreation and Park Association (NRPA) to evaluate and enhance existing park assets, safety considerations, and public wellness opportunities.	Partnerships, Programs and Services	Recreation, Special Events & Volunteerism	Ongoing (Routine Operations)	NRPA	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
5.1.7: Integrate community hubs with community centers and design them to advance wellness across the seven interconnected dimensions of well-being.	Programs and Services	Recreation, Special Events & Volunteerism	2034	CDAAA, Capital Improvements Plan, Cameron Foundation, FOLAR, PHOPs, NRPA	\$\$\$
5.1.8: Develop new parks throughout Petersburg so 70% of all residents are within a 10-minute walk of a park.	Capital Projects, Plans and Studies	Recreation, Special Events & Volunteerism	2034	Capital Improvements Plan, Cameron Foundation, FOLAR, PHOPs, NRPA	\$\$\$
Objective 5.2 Capitalize on existing assets to increase revenue streams and invest in staffing resources.					
5.2.1: Identify underutilized City-owned properties for reinvestment as multifunctional facility spaces for rentals and events.	Capital Projects, Programs and Services	Recreation, Special Events & Volunteerism; Public Works	2034	Internal Function	\$
5.2.2: Invest in dedicated staff resources to provide quality recreational programming more efficiently.	Programs and Services	Recreation, Special Events & Volunteerism	2029	Annual Budget	\$\$
5.2.3: Identify and evaluate opportunities for increased sponsorship opportunities at major events and parks.	Partnerships, Programs and Services	Recreation, Special Events & Volunteerism	2029	Internal Function	\$
5.2.4: Leverage creative marketing and branding to generate interest in recreational programming, assets, and events and drive participation rates.	Programs and Services	Communications, Marketing, Tourism & Government Relations; Recreation, Special Events & Volunteerism	2026	VATC, PARTC	\$
Objective 5.3 Create a parks and recreation master plan to best utilize existing parks and recreational assets for the community and generate revenue for facility and program improvements.					
5.3.1: Incorporate facility space needs assessments and fiscal analyses to balance improvement costs with new revenue streams.	Capital Projects, Programs and Services	Public Works; Recreation, Special Events & Volunteerism	2034	Internal Function	\$
5.3.2: Coordinate new investment with regional plans for the Appomattox River Trail, Fall Line Trail, Petersburg National Battlefield, and other regional amenities to ensure cohesive visioning and efficient use of resources.	Capital Projects, Partnerships, Programs and Services	Recreation, Special Events & Volunteerism	Ongoing (Routine Operations)	CPDC, DHR, NPS, FOLAR, TCAMPO, VDOT	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
5.3.3: Establish landscape design standards and maintenance plans for sites within City-maintained right of way to formally create additional opportunities for neighborhood park access.	Capital Projects, Ordinance Updates	Planning & Community Development; Public Works; Recreation, Special Events, & Volunteerism	2026	Internal Function	\$
Objective 5.4 Continue to develop and enhance recreational opportunities along the Appomattox River.					
5.4.1: In collaboration with regional stakeholders, invest in park upgrades and facilities at Patton Park, Rotary Park at Pocahontas Island, and Appomattox Riverside/Ferndale Park.	Capital Projects, Partnerships	Recreation, Special Events, & Volunteerism	2029	Annual Budget, Capital Improvements Plan, Cameron Foundation, FOLAR, Rotary Club, VDOT, DCR	\$\$
5.4.2: Identify opportunities to create additional riverfront park space with piers and docks for water access.	Capital Projects, Plans and Studies	Recreation, Special Events, & Volunteerism	2034	DCR, DEQ, FOLAR	\$\$
5.4.3: As river access increases, install additional wayfinding and safety signage along the riverbank for both land navigation and water access.	Capital Projects	Public Works; Recreation, Special Events, & Volunteerism	2034	Annual Budget, Capital Improvements Plan, CPDC, FOLAR, TCAMPO, VDOT	\$\$
5.4.4: Require that all recreational enhancements along the Appomattox River waterfront incorporate shoreline and water quality protection measures in accordance with the latest state guidelines and regulations.	Ordinance Updates	Planning & Community Development; Public Works	2029	DCR, DEQ, USACE	\$
Objective 5.5 Support a strong local arts and culture economy.					
5.5.1: Develop a public art master plan and/or incorporate public art considerations into related City strategic and master plans to help revitalize, define, and enhance the character of Petersburg and its neighborhoods.	Plans and Studies	Communications, Marketing, Tourism & Government Relations; Public Works; Recreation, Special Events & Volunteerism	2034	CultureWorks, PAAL	\$
5.5.2: Actively market Arts and Culture District incentives to entrepreneurs and arts organizations; evaluate the feasibility of new incentives to direct investment in vacant, underutilized spaces.	Partnerships, Programs and ServicesC95	Economic Development	2026	EDA, VEDP	\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
5.5.3: In collaboration with local stakeholders, organize festivals and events to increase tourism and establish Petersburg as a regional event center.	Partnerships, Programs and Services	Economic Development	Ongoing (Routine Operations)	PAAL, PARTC, VATC	\$\$
5.5.4: Identify and pursue creative marketing strategies to promote arts and cultural opportunities in Petersburg.	Programs and Services	Economic Development; Communications, Marketing, Tourism & Government Relations	2026	CultureWorks, PAAL, PARTC	\$
Objective 5.6 Leverage historic preservation as a means of enhancing quality of life for Petersburg's residents.					
5.6.1: In collaboration with local partners and the Virginia Department of Historic Resources (DHR), identify creative ways to further educate the community on Petersburg's diverse history.	Partnerships	Planning & Community Development	Ongoing (Routine Operations)	DHR, Historic Petersburg Foundation, NPS, FOLAR	\$
5.6.2: Build inclusive preservation efforts by identifying and preserving sites/districts associated with historically Black and disinvested neighborhoods.	Partnerships, Programs and Services	Planning & Community Development	2034	DHR, Historic Petersburg Foundation, NPS	\$
5.6.3: Direct the rehabilitation and adaptive reuse of historic Old Towne properties as a means of increasing downtown population and economic vibrancy.	Land Use Actions, Ordinance Updates	Planning & Community Development	Ongoing (Routine Operations)	DHR, Historic Petersburg Foundation, NPS	\$
5.6.4: Utilize key design elements from the City's historic districts to inform new development, especially along major commercial corridors and within transition areas between historic districts and non-historic peripheral areas.	Land Use Actions, Plans and Studies	Planning & Community Development	Ongoing (Routine Operations)	DHR	\$\$
5.6.5: Provide support, including technical assistance and documentation, for owners of newly eligible properties for potential inclusion on the Virginia Landmarks Register and National Register of Historic Places. Collaborate with partners as needed.	Partnerships, Programs and Services	Planning & Community Development	Ongoing (Routine Operations)	DHR, Historic Petersburg Foundation, NPS	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
5.6.6: Leverage historic preservation and heritage tourism as key elements for a strong and resilient local economy.	Programs and Services	Communications, Marketing, Tourism & Government Relations; Economic Development; Planning & Community Development	Ongoing (Routine Operations)	FOLAR, Historic Petersburg Foundation, NPS, PARTC	\$
5.6.7: Maintain Certified Local Government status and enforce local historic preservation ordinances as tools in promoting community-wide preservation.	Land Use Actions, Programs and Services	Planning & Community Development	Ongoing (Routine Operations)	DHR	\$\$
5.6.8: Provide support, including funding as needed, to ensure the continued operations of Petersburg's museums, such as Blandford Church, Siege Museum, and Center Hill Museum, as tourism drivers and sources of City history and identity.	Capital Projects, Partnerships, Programs and Services	Economic Development; Recreation, Special Events & Volunteerism	Ongoing (Annually)	Annual Budget, Battersea Foundation, Historic Petersburg Foundation, NPS, PARTC	\$\$
5.6.9: In partnership with Crater Planning District Commission (CPDC) and other regional partners, develop a comprehensive Geographic Information System (GIS) database and map for historic resources and green space in Petersburg, including but not limited to earthworks, markers, parks, and monuments.	Partnerships, Programs and Services	Planning & Community Development; Public Works	2026	CPDC, DHR, FOLAR, NPS	\$
5.6.10: Collaborate with private individuals, businesses, and non-profit groups to identify, preserve, and maintain Petersburg's historic and archaeological resources and to identify historic landmarks for visitors.	Partnerships, Programs and Services	Planning & Community Development	Ongoing (Routine Operations)	Battersea Foundation, DHR, Historic Petersburg Foundation, NPS	\$

CHAPTER 6 | STRATEGIES FOR STRENGTHENING INFRASTRUCTURE + SERVICES

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 6.1: Demonstrate commitment to transparency, efficiency, and accountability in governance.					
6.1.1: Expand and improve external government communications through maintaining a robust social media presence and revamping the City website to maintain regular updates on important announcements.	Programs and Services	Communications, Marketing, Tourism & Government Relations	Ongoing (Routine Operations)	Internal Function	\$
6.1.2: Create a phone-based civic alert system or a reverse 911 notification system to provide important updates and emergency alerts to residents without internet access.	Programs and Services	Emergency Communications; Communications, Marketing, Tourism & Government Relations; Information Technology	2029	Internal Function	\$\$
6.1.3: Enhance interdepartmental communication across City government as well as between the various public boards and City Council.	Programs and Services	City Manager's Office	2026	VLGMA	\$
6.1.4: Explore the feasibility of creating a centralized government complex.	Capital Projects, Plans and Studies	City Manager's Office	2034	Internal Function	\$\$\$
6.1.5: Seek community input on service needs and priorities to ensure equitable investment in infrastructure and facilities.	Plans and Studies	Communications, Marketing, Tourism & Government Relations; Planning & Community Development; Public Works	Ongoing (Annually)	Internal Function	\$
Objective 6.2 Offer City facilities that are efficient, effective, and meet the needs of residents and businesses.					
6.2.1: Develop a Capital Improvements Plan (CIP) as recommended by Code of Virginia Section 15.2-2239; review annually to monitor progress and update with emerging needs.	Capital Projects, Plans and Studies	All Departments	2026	Code of Virginia, Annual Budget	\$
6.2.2: Perform a Space Needs Assessment to determine and prioritize the needs of City departments and facilities.	Capital Projects, Plans and Studies	City Manager's Office; Public Works	2029	Internal Function	\$\$
6.2.3: Inventory and assess unused City-owned land and parcels to determine optimal uses for City services and/or redevelopment opportunities.	Plans and Studies	City Manager's Office; Public Works	Ongoing (Routine Operations)	Internal Function	\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 6.3 Maintain functional water, sewer, and stormwater infrastructure to support residential and business development.					
6.3.1: Develop comprehensive water, sewer, and stormwater improvement strategic plans to determine the highest priority needs for investment.	Capital Projects, Plans and Studies	City Manager; Public Works	2029	ARWA, DEQ, JRA, SCWA	\$\$
6.3.2: In partnership with Crater Planning District Commission (CPDC), develop a comprehensive Geographic Information System (GIS) database and map for water, sewer, and stormwater systems.	Partnerships, Programs and Services	Public Works; Planning & Community Development	2026	CPDC, JRA	\$\$
6.3.3: Upgrade stormwater infrastructure in dense residential neighborhoods with histories of spot flooding and ponding issues.	Capital Projects	Public Works	Ongoing (Routine Operations)	Annual Budget, Capital Improvements Plan, DEQ, FEMA, JRA, VAMSA	\$\$\$
6.3.4: Assess utility needs in areas targeted for future commercial and industrial development, such as industrial parks.	Plans and Studies	Economic Development; Planning & Community Development; Public Works	2029	Dominion Energy	\$\$
6.3.5: Apply for state and federal grant programs to help address vital water, sewer, and stormwater improvements.	Partnerships, Programs and Services	Public Works	Ongoing (Routine Operations)	DEQ, FEMA, JRA, VAMSA	\$
Objective 6.4 Expand educational opportunities for residents through support of modern technology, Petersburg City Public School facilities, and community spaces.					
6.4.1: Provide financial support to the Petersburg Public Library to maintain and grow the space as a valued center of community and learning.	Capital Projects, Programs and Services	Petersburg Public Library	Ongoing (Annually)	Annual Budget	\$\$
6.4.2: Pursue grant funding to support upgrades to existing broadband and cell service and expansion of broadband in unserved areas to ensure universal access.	Partnerships, Programs and Services	City Manager's Office; Economic Development; Public Works	Ongoing (Routine Operations)	Commonwealth Connect, DHCD, LECAP, VATI	\$
6.4.3: Provide financial support to Petersburg City Public Schools (PCPS) as they work to maintain accreditation for all schools, and complete capital improvements which assist in developing high-quality learning environments.	Capital Projects	City Manager's Office; PCPS	Ongoing (Annually)	Annual Budget, VDOE, Urban League	\$\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
6.4.4: Permit the use of Petersburg City Public Schools (PCPS) facilities after-hours to provide safe, neighborhood-oriented space for education, recreation, and socialization.	Partnerships, Programs and Services	PCPS; Recreation, Special Events & Volunteerism Staff	2026	Boys & Girls Clubs, CIS, YMCA, Rotary Club, Urban League	\$
6.4.5: Monitor Petersburg City Public Schools (PCPS) student enrollment as a means of determining the short-term and long-term needs of school facilities.	Plans and Studies	Public Works; PCPS	Ongoing (Annually)	VDOE	\$
Objective 6.5 Recognize the relationship between high-quality community facilities and infrastructure and overall health, wellness, and quality of life.					
6.5.1: Improve collaboration between the Department of Social Services (DSS) and regional organizations to alleviate caseload and provide more specialized assistance for residents.	Partnerships	Community Corrections; Social Services	2026	Aetna, Anthem, Bon Secours, CDAAA, CVHS, DMAS, VDSS	\$\$
6.5.2: Create a comprehensive informational clearinghouse available both online and as a paper copy that provides a comprehensive list of available health and human services resources in the Tri-Cities region; review and update annually.	Programs and Services	Communications, Marketing, Tourism & Government Relations; Social Services	Ongoing (Annually)	Internal Function	\$
6.5.3: Advertise, and encourage community involvement in, the Adopt-a-Spot, Adopt-a-Street, and Don't Trash Petersburg programs.	Partnerships, Programs and Services	Communications, Marketing, Tourism & Government Relations; Public Works; Recreation, Special Events & Volunteerism	Ongoing (Routine Operations)	Internal Function	\$
6.5.4: In partnership with regional stakeholders, initiate educational campaigns and marketing efforts to reduce solid waste flow and encourage household recycling and sustainability.	Programs and Services	Communications, Marketing, Tourism & Government Relations; Public Works	2029	DEQ	\$
6.5.5: Allocate funding for the placement of additional waste receptacles around Old Towne.	Capital Projects	Public Works	2026	Annual Budget, Capital Improvements Plan, DHCD, Virginia Main Street	\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
6.5.6: Promote urban gardens and small-scale agriculture by allowing unused City-owned property to be used for community gardens.	Land Use Actions, Programs and Services	Public Works	2026	Boy/Girl Scouts of America, Cameron Foundation, Civic Clubs, PHOPs, Local Religious Institutions	\$
6.5.7: In partnership with regional stakeholders, identify potential locations throughout Petersburg that could support new pop-up Farmers' Markets.	Partnerships	Public Works; Recreation, Special Events & Volunteerism	2026	Main Street Petersburg, PHOPs, River Street Market	\$
6.5.8: Recommend approval of rezoning and development proposals for primary, urgent, and emergency medical care land uses in and around the Old Towne, South Crater Road, and Blandford areas.	Land Use Actions	Planning & Community Development	Ongoing (Routine Operations)	Internal Policy	\$
6.5.9: Strengthen existing partnerships with Virginia Department of Health (VDH), Central Virginia Health Services (CVHS), and other regional organizations to identify community health needs and provide equitable and reliable medical care.	Partnerships	Social Services	Ongoing (Routine Operations)	Aetna, Anthem, Bon Secours, Cameron Foundation, CDAAA, CPCD, CVHS, Molina, Optima, PCPS, PHOPS, United Healthcare, VDH	\$
6.5.10: Evaluate the potential for additional mobile markets during the summer months in partnership with PCPS, local non-profits, and regional organizations.	Partnerships	PCPS; Recreation, Special Events & Volunteerism	2026	CVHS, Main Street Petersburg, PCPS, River Street Market	\$

CHAPTER 7 | STRATEGIES FOR A SAFE PETERSBURG

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 7.1 Identify and meet the personnel, equipment, and facility needs of the City's public safety departments.					
71.1: Map crime data through Geographic Information Systems (GIS) and make available to the public, both to increase transparency and to oversee data-driven, location-based solutions for future crime prevention.	Plans and Studies, Programs and Partnerships	Bureau of Police; Sheriff's Office	Ongoing (Routine Operations)	CPDC	\$
71.2: Annually monitor personnel and equipment needs of the City's public safety departments to ensure that an optimum level of public safety and protection is maintained for Petersburg's residents, homes, properties, and businesses.	Plans and Studies	City Manager's Office; Community Corrections; Bureau of Police; Emergency Communications; Fire-Rescue; Sheriff's Office	Ongoing (Annually)	Annual Budget, Capital Improvements Plan	\$\$
71.3: Provide regular and visible patrols throughout Petersburg through joint efforts with Virginia State Police.	Partnerships	Bureau of Police	Ongoing (Routine Operations)	Virginia State Police	\$\$
71.4: Implement the recommendations of the Department of Fire, Rescue, and Emergency Services Strategic Plan upon its completion. Review and update the Strategic Plan every five years to monitor progress and update target goals as needed.	Plans and Studies	Fire-Rescue	Ongoing (5-Year Cycle)	Annual Budget, Capital Improvements Plan	\$\$\$
71.5: Complete a Strategic Plan for the Bureau of Police. Review and update the Strategic Plan every five years to monitor progress and update target goals as needed.	Plans and Studies	Bureau of Police	2029	Annual Budget, Capital Improvements Plan	\$\$\$
71.6: Implement the findings of the City-wide salary study upon its completion to improve attraction and retention of additional first responders and law enforcement personnel.	Plans and Studies	City Manager's Office; Human Resources	2026	Internal Function	\$\$\$
71.7: Develop an intensive recruiting and retention program for the Bureau of Police that focuses on equity and recruiting underrepresented demographics.	Programs and Services	Bureau of Police; Human Resources	2029	Internal Function	\$\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 7.2 Facilitate the provision of rapid, effective, and equitable service delivery.					
7.2.1: Develop an opioid abatement strategy as a critical first step in helping combat high drug overdose rates.	Plans and Studies	Bureau of Police; Community Corrections; Fire-Rescue; Social Services	2026	Opioid Abatement Authority	\$
7.2.2: Through partnerships with Bon Secours Southside Medical Center, Central Virginia Health Services (CVHS), and others, develop a Community Paramedicine program to specifically address drug abuse and mental health crises.	Partnerships, Programs and Services	Bureau of Police; Community Corrections; Fire-Rescue; Social Services; Sheriff's Office	2029	Bon Secours, CVHS, DOJ, VDH, VSU	\$\$
7.2.3: Maintain the Petersburg Bureau of Police's accreditation status.	Programs and Services	Bureau of Police	Ongoing (Annually)	Virginia Law Enforcement Professional Standards Commission	\$
7.2.4: Bring all areas of Petersburg within a four-minute response time for Fire-Rescue responses through construction of an additional facility in the southeast area of the City.	Capital Projects	Fire-Rescue	2034	Annual Budget, Capital Improvements Plan	\$\$\$
7.2.5: Conduct regular training exercises, including scenario training, for law enforcement and first responders to ensure Petersburg is prepared for increased frequencies of climate disasters that could significantly impact the community.	Programs and Services	Bureau of Police; Fire-Rescue	Ongoing (Routine Operations)	FEMA, VDEM	\$\$
7.2.6: Include mental health and social assistance professionals in post-disaster recovery and collaboration efforts.	Partnerships, Programs and Services	Bureau of Police; Community Corrections; Fire-Rescue; Social Services	2029	Aetna, Anthem, Bon Secours, CVHS, Optima Health, Pathways, United Healthcare, Unite Virginia, Virginia Premier, VSU	\$
7.2.7: Review and update the City's Emergency Preparedness and Response Procedure.	Plans and Studies	Fire-Rescue; Public Works	2026	FEMA, VDEM	\$
7.2.8: Maintain a permanent location to serve as an Emergency Operations Center during Citywide disasters and designate two potential back-up facilities.	Capital Projects	Bureau of Police; Fire-Rescue	2029	FEMA, VDEM	\$\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
7.2.9: In response to changing demographics, integrate multilingual public safety staff and services into daily operations.	Programs and Services	Bureau of Police; Fire-Rescue; Social Services	2034	Internal Function	\$\$
Objective 7.3 Regularly engage the community in public safety efforts to grow a culture of mutual respect and responsibility.					
7.3.1: Develop a widespread volunteer "Neighborhood Watch" program for neighborhoods, parks, trails, public areas, and along the pedestrian network leading to and from destinations, and engage existing "Neighborhood Watch" programs to coordinate efforts.	Partnerships, Programs and Services	Bureau of Police	Ongoing (Routine Operations)	Civic Organizations, Existing Neighborhood Watches, Neighborhood Associations, Religious Institutions	\$
7.3.2: In partnership with local non-profits and community groups, expand efforts to provide the community with trauma-informed care.	Partnerships, Programs and Services	Bureau of Police; Community Corrections; Fire-Rescue; Social Services	Ongoing (Routine Operations)	Aetna, Anthem, Bon Secours, CVHS, Optima Health, Pathways, United Healthcare, Unite Virginia, Virginia Premier, VSU	\$
7.3.3: Staff one full-time School Resource Officer (SRO) in every Petersburg City Public School. Apply for grant funding to help fund positions and consider joint funding between PCPS and the City.	Programs and Services	Bureau of Police	2026	DOJ COPS Program, PCPS	\$\$
7.3.4: Install metal detectors at all entrances to Petersburg High School and Vernon Johns Middle School.	Capital Projects	PCPS	2026	Annual Budget	\$\$
7.3.5: In partnership with local and regional organizations, provide quarterly community training on identifying and responding to drug overdoses.	Partnerships, Programs and Services	Bureau of Police; Fire-Rescue; Social Services	2026	DBHS REVIVE, VDH	\$
7.3.6: Expand social programming between law enforcement and the community through participation in regular programs such as Coffee with a Cop and Gun Buy-Back Days.	Programs and Services	Bureau of Police	Ongoing (Weekly)	Internal Function	\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 7.4 Recognize the impact of land planning on public safety and community wellness.					
7.4.1: Amend the Zoning Ordinance to adopt community design standards that incorporate principles of Crime Prevention through Environmental Design (CPTED) – including but not limited to requirements for lighting and landscaping maintenance – in both residential and commercial areas.	Ordinance Updates	Planning & Community Development	2026	Internal Function	\$
7.4.2: Prioritize violent crime reduction efforts around schools and in neighborhoods with large populations of children.	Programs and Services	Bureau of Police	Ongoing (Routine Operations)	Internal Policy	\$
7.4.3: Require public safety officials to provide comment on all site plan and subdivision submittals as one means of ensuring that future growth aligns with the location of facilities and target response time areas.	Land Use Actions	Bureau of Police; Fire-Rescue; Planning & Community Development	2026	Internal Function	\$
7.4.4: Include neighborhood-specific strategies for crime prevention and eradication as a component of future Small Area Plans.	Land Use Actions, Plans and Studies	Bureau of Police; Planning & Community Development	2034	Internal Function	\$

CHAPTER 8 | STRATEGIES FOR CELEBRATING + PROTECTING OUR NATURAL RESOURCES + ENVIRONMENT

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 8.1 Protect local water quality and the Chesapeake Bay through enforcement of the Chesapeake Bay Preservation Area (CBPA) ordinance.					
8.1.1 Annually review the CBPA ordinance to incorporate new best practices and state code requirements.	Ordinance Update	Planning & Community Development	Ongoing (Annually)	Code of Virginia, DEQ	\$
8.1.2 Review and implement Total Maximum Daily Load (TMDL) Action Plans to address water quality improvements for local impaired waterbodies. Update Action Plans as needed to meet ongoing TMDL requirements.	Plans and Studies	Public Works	Ongoing (Annually)	Code of Virginia, DEQ	\$
8.1.3 Track progress and implementation of all projects described in the Water Quality Master Plan, and any revisions thereof.	Plans and Studies	Public Works	Ongoing (Routine Operations)	DEQ, NFWF	\$
8.1.4 Address water quality concerns by continuing to require Water Quality Impact Assessments (WQIAs) for any proposed land disturbance, development, or redevelopment location within Resource Protection Areas (RPA), or within Resource Management Areas that will impact the RPA.	Ordinance Update	Public Works	Ongoing (Routine Operations)	DEQ, NFWF, Code of Virginia	\$
Objective 8.2 Proactively protect waterways, groundwater, and sensitive environments through best practices and site design.					
8.2.1 Amend the Zoning Ordinance to bolster requirements and incentives to incorporate low impact development and environmental site design into development applications.	Ordinance Updates	Planning & Community Development; Public Works	2026	Internal Function	\$
8.2.2 Work with the Virginia Department of Environmental Quality (DEQ), Department of Conservation and Recreation (DCR), and Virginia Department of Health (VDH) to identify existing or potential sources of surface and groundwater pollution and take action to prevent or control the effect of the sources.	Partnerships, Plans and Studies, Programs and Services	Public Works	2029	DCR, DEQ, NFWF,VDH	\$\$
8.2.3 Through coordination with the Virginia Department of Health (VDH), protect water resources from onsite sewage disposal system failure through permitting and regulatory tools, including requiring VDH approval for plats showing onsite systems and requiring septic tanks to be pumped every five years.	Programs and Services	Public Works	Ongoing (Routine Operations)	DEQ, VDH	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
8.2.4 Actively pursue removal or sealing of abandoned underground storage tanks.	Programs and Services	Planning & Community Development; Public Works	Ongoing (Routine Operations)	DEQ, VDH	\$
8.2.5 Require submission of environmental inventories in order to protect environmentally sensitive lands; to save or most efficiently use permeable soils; and to limit impervious cover.	Plans and Studies	Planning & Community Development; Public Works	Ongoing (Routine Operations)	DCR, DEQ, VDH	\$
8.2.6 Ensure that water dependent facilities such as docks and piers are located and constructed in an environmentally sensitive manner and include adequate marine sanitation facilities in accordance with federal and state regulations, including but not limited to the Virginia Marine Resources Commission (MRC), the Army Corps of Engineers (USACE), and Virginia Department of Environmental Quality (DEQ).	Land Use Actions	Planning & Community Development; Public Works	Ongoing (Routine Operations)	DEQ, MRC, USACE	\$
Objective 8.3 Refer to the guidance presented in Petersburg's Comprehensive Coastal Resource Management Portal (CCRMP) prepared by VIMS to guide regulation and policy decisions regarding coastal resource management and shoreline erosion control.					
8.3.1 Utilize VIMS Decision Trees for onsite review and subsequent selection of appropriate erosion control/shoreline best management practices: http://ccrm.vims.edu/decisiontree/index.html .	Programs and Services	Planning & Community Development; Public Works	Ongoing (Routine Operations)	VIMS	\$
8.3.2 Utilize VIMS' CCRMP Shoreline Best Management Practices for management recommendation for all tidal shorelines in the jurisdiction.	Programs and Services	Planning & Community Development; Public Works	Ongoing (Routine Operations)	VIMS	\$
8.3.3 Require biennial staff training on decision making tools developed by the Center for Coastal Resources Management at VIMS.	Partnerships	Planning & Community Development; Public Works	Ongoing (Biennial)	VIMS	\$
8.3.4 Identify creative public outreach opportunities to educate citizens and stakeholders on new shoreline management strategies, including Living Shorelines.	Partnerships, Programs and Services	Planning & Community Development; Public Works	Ongoing (Routine Operations)	FOLAR, JRA, VIMS	\$
8.3.5 Follow the development of integrated shoreline guidance under development by VMRC, and implement any recommended strategies.	Programs and Services	Planning & Community Development; Public Works	Ongoing (Routine Operations)	FOLAR, JRA, VMRC	\$
8.3.6 Evaluate the use of a locality-wide regulatory structure to encourage a more integrated approach to shoreline management.	Plans and Studies, Programs and Services	Planning & Community Development; Public Works	2034	DCR, DEQ, VMRC	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
8.3.7 Evaluate the feasibility of cost share opportunities for construction of living shorelines.	Programs and Services	Planning & Community Development; Public Works	2026	DCR, DEQ, VMRC	\$\$
8.3.8 Preserve available open spaces adjacent to marsh and wetlands to allow for natural protection of water quality, flood mitigation, and the protection of biodiversity and habitat.	Programs and Services	Planning & Community Development; Public Works	Ongoing (Routine Operations)	DCR, DEQ, FOLAR, VMRC	\$\$
8.3.9 Implement a policy where VIMS' Shoreline Best Management Practices and living shorelines are the recommended adaptation strategies for erosion control in accordance with Code of Virginia § 28.2-104.1. Departures from these recommendations by an applicant wishing to alter the shoreline should use the best available science to show that a living shoreline approach is not suitable.	Land Use Actions	Planning & Community Development; Public Works	2026	DEQ, VIMS	\$
8.3.10: In collaboration with the Virginia Department of Environmental Quality (DEQ), implement shoreline erosion mitigation measures at Petersburg's identified shoreline erosion sites.	Land Use Actions, Programs and Services	Planning & Community Development; Public Works	2029	DEQ, FOLAR, VIMS	\$\$
Objective 8.4 Proactively reduce flooding risks to residents and property owners.					
8.4.1 Formally participate in the Federal Emergency Management Agency's (FEMA) Community Rating System to implement flood protection policies beyond minimum requirements and earn community discounts on flood insurance premiums.	Plans and Studies	Planning & Community Development; Public Works	2026	FEMA	\$\$\$
8.4.2 Locate new development and critical facilities and infrastructure outside of current flood zones and areas projected to be impacted by sea level rise in the future.	Capital Projects, Land Use Actions, Ordinance Updates, Programs and Services	Planning & Community Development; Public Works	Ongoing (Routine Operations)	DEQ, FEMA, VMRC	\$\$
8.4.3 Annually review the Floodplain Management ordinance to incorporate new best practices and Code of Virginia requirements.	Ordinance Updates	Planning & Community Development; Public Works	Ongoing (Annually)	FEMA, Code of Virginia	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
8.4.4 Provide education and outreach materials on hazard preparedness, flood management, sea level rise, and recommended mitigation steps to homeowners and private businesses.	Programs and Services	Planning & Community Development; Communications, Marketing, Tourism & Government Relations; Public Works	2026	DEQ, FEMA, VMRC	\$
8.4.5 Implement recommendations from the Wilcox Lake Dam study to protect the area within the dam break inundation zone.	Capital Projects	Planning & Community Development; Public Works	2034	FEMA, DEQ	\$\$\$
Objective 8.5 Improve environmental resilience and sustainability efforts to protect residents and property owners from the long-term effects of climate change.					
8.5.1 Reduce the heat island effect by proactively installing new native trees throughout the city, with priority areas determined by heat island temperatures using heat mapping data from Virginia State University (VSU) and the Heat Watch project; consider pursuing Tree City USA designation to help implement this strategy.	Programs and Services	Public Works	2029	FOLAR, Forestry Service, Tree City USA, VCU, VSU	\$\$
8.5.2 Require the use of native plantings in all public landscaping and amend the Zoning Ordinance to provide more specific requirements for landscaping, including prioritizing native species and prohibiting invasive species.	Ordinance Updates	Planning & Community Development; Public Works	2026	Code of Virginia	\$
8.5.3 Amend the Zoning Ordinance to require preservation of the existing mature tree canopy to the extent possible, especially in residential neighborhoods.	Ordinance Updates	Planning & Community Development	2026	Code of Virginia	\$
8.5.4 Collaborate with regional partners to proactively implement strategies from Hazard Mitigation Plan, Petersburg Resilience Plan, and Richmond-Petersburg Ozone Advance Action Plan.	Partnerships, Programs and Services	Planning & Community Development; Communications, Marketing, Tourism & Government Relations; Public Works	Ongoing (Routine Operations)	CPDC, DEQ	\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
8.5.5 In collaboration with the Crater Planning District Commission, implement regulations to help meet Coastal Zone Management resilience and water resource protection goals.	Ordinance Updates, Partnerships, Programs and Services	Planning & Community Development; Communications, Marketing, Tourism & Government Relations; Public Works	Ongoing (Routine Operations)	CPDC, FEMA, VMRC	\$
8.5.6 Amend the Zoning Ordinance and related policies to encourage siting of solar facilities on rooftops, brownfields, and areas of existing unused impervious surface. Meet SolSmart Bronze goals through the Standard Criteria pathway to help implement this strategy.	Ordinance Updates	Planning & Community Development	2029	SolSmart	\$
8.5.8 Implement recommendations from the Resilience Adaptation Feasibility Tool (RAFT) Scorecard to improve local resiliency and increase RAFT score.	Capital Projects	City Manager's Office; Planning & Community Development	Ongoing (Routine Operations)	Internal Function	\$\$\$
Objective 8.6 Promote public knowledge of and involvement in the City's environmental programs and initiatives.					
8.6.1 Create an easily accessible, user-friendly information clearinghouse in both physical and digital formats for environmental regulations and resources, including but not limited to permitting requirements, submittal checklists, frequently asked questions, and grant/program resources.	Programs and Services	Planning & Community Development; Communications, Marketing, Tourism & Government Relations; Public Works	2026	FEMA, FOLAR, DEQ, JRA, VCU, VSU, Extension Office	\$
8.6.2 Work with Appomattox River Soil and Water Conservation District to annually promote urban/suburban and agricultural cost-share programs available for funding best management practices (BMPs) to improve site-specific water quality/quantity issues.	Partnerships, Programs and Services	Planning & Community Development; Communications, Marketing, Tourism & Government Relations; Public Works	Ongoing (Annually)	ARSWCD, Extension Office	\$
8.6.3 Conduct annual public outreach and provide resources for water quality and efficiency best practices, green infrastructure, the responsible use of fertilizer, proper disposal of animal waste, and other actions that conserve water and improve water quality.	Programs and Services	Planning & Community Development; Public Works	Ongoing (Annually)	ARSWCD, DEQ, Extension Office, FOLAR	\$

CHAPTER 9 | STRATEGIES FOR MOVING PEOPLE + GOODS SAFELY, EFFICIENTLY, + EQUITABLY

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 9.1: Ensure the existing transportation network remains safe, reliable, and efficient.					
9.1.1: Include ongoing repairs of bridges and culverts as routine maintenance in addition to other roadway improvement projects. Prioritize repairs to bridges and culverts in poor condition to prevent further degradation and the need for weight limit reductions.	Capital Projects	Public Works	Ongoing (Routine Operations)	VDOT	\$\$\$
9.1.2: Complete a repaving schedule for Public Works that establishes current road conditions and identifies priority locations for maintenance or upgrades, with an emphasis on preventative maintenance.	Capital Projects, Programs and Services	Public Works	2026	VDOT	\$
9.1.3: Place speed cameras in school zones around all Petersburg Public Schools to facilitate safety for children, pedestrians, and bicyclists during school hours.	Capital Projects, Programs and Services	Bureau of Police; Public Works	2026	Code of Virginia, VDOT	\$\$
9.1.4: Complete a parking study/inventory in Old Towne to provide further information about parking surpluses, deficiencies, and maintenance priorities.	Plans and Studies	Planning & Community Development; Public Works	2029	CPDC, PHOPs	\$\$
9.1.5: Complete additional road safety audits along Wythe Street, Halifax Street, and Sycamore Street.	Plans and Studies	PAT; Planning & Community Development; Public Works	2034	Cameron Foundation, CHD, FOLAR, PHOPs, VDOT	\$\$
9.1.6: Work with the Virginia Department of Transportation (VDOT) to ensure successful completion of projects included in VTrans and the City's Six-Year Improvement Plan.	Capital Projects, Partnerships	Planning & Community Development; Public Works	Ongoing (Annually)	OIPI, TCAMPO, VDOT	\$
9.1.7: Develop a maintenance plan for City-owned alleyways.	Plans and Studies	Public Works	2034	TCAMPO	\$\$
Objective 9.2 Continue to invest in and advertise public transportation as a valuable transportation mode.					
9.2.1: Update Petersburg Area Transit's (PAT) Transit Strategic Plan to include an emergency evacuation plan.	Plans and Studies	PAT	2026	DRPT, VDEM	\$
9.2.2: Reassess Petersburg Area Transit's (PAT) routes every three years.	Programs and Services	PAT	Ongoing (Triennially)	DRPT, TCAMPO	\$
9.2.3: Create a Transit Advisory Board to help inform Petersburg Area Transit's (PAT) strategic planning.	Partnerships	PAT	2026	PAT, TCAMPO	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
9.2.4: Develop and maintain a user-friendly Petersburg Area Transit's (PAT) website, independent of the City's official website, and keep PAT social media page updated with accurate information about PAT routes, fares, bus stop locations, and other important information.	Programs and Services	Information Technology; PAT; Communications, Marketing, Tourism & Government Relations	2026	PAT	\$\$
9.2.5: Prioritize safety and accessibility improvements such as lighting and ADA features at all Petersburg Area Transit's (PAT) bus stops.	Capital Projects	PAT; Public Works	2026	PAT, TCAMPO, VDOT	\$\$
Objective 9.3: Increase opportunities for active transportation that equitably serves residents in all neighborhoods of the City.					
9.3.1: Make an annual funding commitment to support implementation of the Appomattox River Trail and ongoing trail maintenance.	Capital Projects	Recreation, Special Events & Volunteerism; Planning & Community Development	Ongoing (Annually)	FOLAR, VDOT	\$\$\$
9.3.2: Complete a study to assess the feasibility of developing complete streets at Washington & Wythe Streets, N. Adams Street, N. Sycamore Street, S. Crater Road, Halifax Street, and Homestead Drive; this study will also serve as a foundation for grant funding.	Plans and Studies	Planning & Community Development; Public Works	2034	CHD, PHOPs, TCAMPO, VDOT	\$\$
9.3.3: Adopt ordinances requiring pedestrian walkways be maintained during any street closures related to construction and requiring new pedestrian connections at all new development.	Ordinance Updates	Planning & Community Development; Public Works	2026	Internal Function	\$
9.3.4: In partnership with the Crater Planning District Commission (CPDC) and the Tri-Cities Area Metropolitan Planning Organization (TCAMPO), complete a greenways plan to identify potential locations for future greenways and steps for acquisition and development.	Partnerships, Plans and Studies	Planning & Community Development	2034	CPDC, DCR, FOLAR, TCAMPO	\$\$
9.3.5: In partnership with Virginia Department of Transportation (VDOT) and the Petersburg Active Transportation Work Group, obtain funding for Safe Routes to School (SRTS) projects at Pleasants Lane Elementary and Blandford Academy.	Programs and Services	Planning & Community Development; Public Works	2034	PCPS, PHOPs, TCAMPO, VDOT	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
9.3.6: In partnership with local and regional organizations, educate the community on active transportation through holding quarterly community events such as Walk to School Day.	Programs and Services	Planning & Community Development	Ongoing (Quarterly)	Aetna, Anthem, Bon Secours, Crater Health District, FOLAR, PHOPs, VDOT, Rotary, Urban League	\$
9.3.7: Ensure that any support of shared e-bike and e-scooter programs is coupled with committed investments in bike lanes, streetlights, and complete streets.	Capital Projects	Planning & Community Development; Public Works	2034	Capital Improvements Plan, PHOPs, TCAMPO, VDOT	\$\$\$
Objective 9.4 Coordinate with regional partners in significant transportation investments, especially those that enhance equity or are associated with employment centers.					
9.4.1: In collaboration with state and federal agencies, leverage grant funding for other Amtrak station improvements that may become necessary during the timeframe of this Plan.	Partnerships	Planning & Community Development	2034	Amtrak, Chesterfield County, DRPT, OIPI, DOT, VDOT, VPRA	\$
9.4.2: Work with Friends of the Lower Appomattox River (FOLAR) and the Virginia Department of Transportation (VDOT) to develop and locate appropriate safety and wayfinding signage along the Appomattox River Trail and banks of the Appomattox River.	Capital Projects, Partnerships	Public Works Staff; Recreation, Special Events & Volunteerism	2029	FOLAR, VDOT	\$
9.4.3: Coordinate with the Virginia Department of Transportation (VDOT) and the Tri-Cities Area Metropolitan Organization (TCAMPO) to evaluate regionally significant corridors, such as U.S. Rt. 460 and U.S. Rt. 1, to identify barriers to emergency evacuation in the event of a disaster and prioritize needed improvements.	Plans and Studies, Partnerships	Bureau of Police; Fire-Rescue; Planning & Community Development; Public Works	2034	FEMA, TCAMPO, VDEM, VDOT	\$\$
9.4.4: In partnership with state agencies and neighboring localities, support the development and implementation of the Southeast Corridor High Speed Rail project through funding and participation in planning committees and boards.	Plans and Studies, Partnerships	Planning & Community Development	2034	CPDC, DRPT, OIPI, Southeast Corridor Commission, TCAMPO, VDOT	\$\$\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 9.5 Recognize the ways in which transportation infrastructure informs future growth and development patterns in Petersburg.					
9.5.1: Map and record the location and quality of all sidewalks in Petersburg to provide a foundation for data-driven, location-based investment over the next twenty years.	Plans and Studies	Planning & Community Development; Public Works	2026	CPDC, FOLAR, PHOPs, TCAMPO, VDOT	\$
9.5.2: Amend the Zoning Ordinance to reduce parking minimums and require installation of bike racks at parking areas in multi-family residential, commercial, and mixed-use districts.	Ordinance Updates	Planning & Community Development	2026	Internal Function	\$
9.5.3: Amend the Zoning Ordinance to require EV charging stations at all new multi-family residential, mixed-use, commercial, and industrial development based on the number of parking spaces on site.	Ordinance Updates	Planning & Community Development	2026	Internal Function	\$
9.5.4: Adopt the draft Petersburg Complete Streets Policy developed in partnership with the National Complete Streets Coalition.	Ordinance Updates	Planning & Community Development; Public Works	2026	CPDC, FOLAR, National Complete Streets Coalition, PHOPs, TCAMPO, VDOT	\$

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CHAPTER 10 | STRATEGIES FOR PROMOTING SMART + SUSTAINABLE GROWTH + DEVELOPMENT

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 10.1: Commit to development that builds equity and resiliency through an intentional and multi-faceted approach.					
10.1.1: Increase access to stable and well-paying employment opportunities by allowing a variety of job-producing uses along high-frequency Petersburg Area Transit (PAT) routes and along arterials.	Land Use Actions	PAT; Planning & Community Development	Ongoing (Routine Operations)	Internal Policy	-
10.1.2: Prioritize capital improvements such as wayfinding, streetscaping, lighting, and pedestrian/bicycle infrastructure along designated Gateways and Corridors.	Capital Projects	Planning & Community Development; Public Works	Ongoing (Routine Operations)	Capital Improvements Plan, VDOT	\$
10.1.3: Amend the Zoning Ordinance to allow for a greater variety of residential types in residential and mixed-use districts.	Ordinance Updates	Planning & Community Development	2026	Internal Function	\$
10.1.4: Direct development away from conservation areas to protect and enhance Petersburg's natural, historic, and recreational resources.	Land Use Actions	Planning & Community Development	Ongoing (Routine Operations)	Internal Policy	-
10.1.5: Facilitate active and healthy lifestyles through integrating sidewalks, bike lanes, and green space into new development.	Land Use Actions, Ordinance Updates	Planning & Community Development	2034	Internal Policy	\$
Objective 10.2: Support innovative development that complements and enhances Petersburg's historic character.					
10.2.1: Direct adaptive reuse or infill development on underdeveloped or vacant properties throughout the City when possible.	Land Use Actions	Planning & Community Development	Ongoing (Routine Operations)	Internal Policy	-
10.2.2: Implement the recommendations of the Downtown Master Plan to create a more attractive, vibrant, and interconnected Old Towne area.	Capital Projects, Land Use Actions, Plans and Studies	Planning & Community Development	2029	Internal Function	\$\$\$
10.2.3: Evaluate all land use applications and capital improvements against the applicable planning and development guidelines of the Future Land Use Map Area Designation.	Land Use Actions	Planning & Community Development	Ongoing (Routine Operations)	Internal Policy	-
10.2.4: Amend the Zoning Ordinance to ensure compatible development in designated historic districts and throughout Historic Core Neighborhoods.	Ordinance Updates	Planning & Community Development	2026	Internal Function	\$

Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
10.2.5: Amend the Zoning Ordinance to create an overlay district that more specifically regulates development along designated Gateways and Corridors.	Ordinance Updates	Planning & Community Development	2026	Internal Function	\$
Objective 10.3: Direct future growth and development to areas with adequate transportation and utility infrastructure.					
10.3.1: Prioritize new development in areas with adequate water and sewer capacity or that are planned for expansion. Require developers to provide utility connections where utilities are not available.	Land Use Actions, Ordinance Updates	Planning & Community Development; Public Works	Ongoing (Routine Operations)	Internal Policy	-
10.3.2: Ensure water, sewer, stormwater, public safety, and transportation infrastructure is available to support the required level of service for all new development.	Land Use Actions, Programs and Services	Planning & Community Development; Public Works	Ongoing (Routine Operations)	Internal Policy	\$
10.3.3: Evaluate City fees, including impact and connection fees, to ensure they can adequately generate funding for future infrastructure improvements.	Plans and Studies	City Manager's Office; Economic Development	2026	Internal Function	\$
10.3.4: Market the economic potential of interchanges along Interstates 85 and 95 and recommend approval of appropriate development opportunities, such as hospitality-oriented uses and mixed-use development, in those areas.	Land Use Actions, Ordinance Updates	Economic Development; Planning & Community Development; Public Works	Ongoing (Routine Operations)	EDA, GO Virginia, VEDP	\$\$
10.3.5: Complete a Build-Out Analysis in areas planned for future high-density residential growth to better inform capital improvements planning.	Plans and Studies	Planning & Community Development; Public Works	2029	Internal Function	\$\$
10.3.6: In accordance with the Code of Virginia, evaluate the feasibility of offering financial incentives for development in the South Crater Urban Development Area.	Land Use Actions, Ordinance Updates	Economic Development; Planning & Community Development; Public Works	2026	Code of Virginia, TCAMPO, VTrans	\$

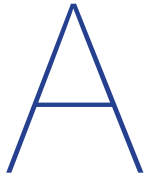
Strategy	Implementation Type	Responsible Department	Timeframe	Stakeholders, Partners, and/or Resources	Cost
Objective 10.4: Work regularly and openly with neighboring jurisdictions and the Crater Planning District Commission to pursue collaborative and innovative solutions to regional land use challenges.					
10.4.1: In review of development applications, ensure alignment with the considerations of the Fort Gregg-Adams Joint Land Use Study.	Land Use Actions	Planning & Community Development	Ongoing (Routine Operations)	CPDC, Fort Gregg-Adams, DOD	-
10.4.2: Communicate with adjacent jurisdictions regarding development plans that have potential impacts on regional localities and public facilities. Work with them to coordinate plans and to identify and mitigate areas where conflicts may be present.	Partnerships	Planning & Community Development	Ongoing (Routine Operations)	CPDC	\$
10.4.3: Participate actively in joint regional planning efforts and studies.	Partnerships, Plans and Studies	Planning & Community Development	Ongoing (Routine Operations)	CPDC, FOLAR, VDOT, Fort Gregg-Adams, TCAMPO	\$

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GLOSSARY

Access Management: Systematic control of the location, spacing, design, and operation of driveways, median openings, interchanges, and street connections to a roadway.

Accessory Dwelling Unit (ADU): Additional living quarters located on single-family lots that are independent of the primary building; can be either detached or attached structures.

Active Recreation: Refers to a structured individual or team activity that requires the use of special facilities, courses, fields, or equipment. Examples include swimming pools, tennis courts, and football fields.

Adaptive Reuse: A new use for a structure or landscape other than the historic use, normally

entailing some modification of the structure or landscape.

Affordable Housing: According to the U.S. Department of Housing and Urban Development (HUD), affordable housing is any housing in which the occupant is paying no more than 30% of their gross household income on housing costs, including utilities.

Aging in Place: The ability to live in one's own home and community safely, independently, and comfortably, regardless of age, income, or ability level.

American Community Survey (ACS): An ongoing survey, conducted by the U.S. Census Bureau, that provides demographic information on a yearly basis.

Americans with Disabilities Act (ADA): A civil rights law that prohibits discrimination based on disability.

Area Median Income (AMI): The household income for the median household in a defined geographical area. The AMI is determined and published annually by the Department of Housing and Urban Development (HUD). The local AMI is used to determine individuals' and families' qualifications for various federal and state assistance programs, including affordable housing programs.

Average Annual Daily Traffic (AADT): The total volume of traffic on a highway segment for one year, divided by the number of days in the year.

Best Management Practices (BMP): Structural, vegetative, or managerial practices (e.g., schedules of activities, prohibitions of practices, maintenance procedures, and other management practices) to prevent or reduce the pollution of surface waters and groundwater systems from the impacts of land-disturbing activities.

Blight: A state of structural deterioration which poses a threat to the community's general health, safety, and welfare due to dilapidation or a violation of minimum health and safety standards.

Blight Abatement: The removal of property blight through revitalization or removal of the structures.

Blueway: A route on a waterway designated for recreational use especially by nonmotorized watercraft (e.g., canoes and kayaks) and often used for environmental protection.

Buffer: A natural area of land established to separate land uses or designed to intercept pollutants and manage other environmental concerns or provide for open space.

Capital Improvements Plan (CIP): A community planning and fiscal management tool used to coordinate the location, timing, and financing of capital improvements over a multi-year period.

Certified Local Government (CLG): A program administered by the National Park Service (NPS) and the State Historic Preservation Offices (SHPOs) to link federal, state, and local government in the identification, evaluation, and protection of historic properties.

City Code of Ordinances: The collection of laws passed by a local governing body.

City Budget: Establishes the plan of revenue and expense activities for the fiscal year and provides a coordinated financial program to attain the City's goals and objectives, including those identified in the Comprehensive Plan.

Community Advisory Committee: A structured community organization group through which individual citizens share their opinions and perspectives, study issues, and develop recommendations in a focused, small-group structure.

Community Development Block Grant (CDBG): A program which provides annual grants on a formula basis to invest in housing and expand economic opportunities primarily for low- and moderate-income persons.

Community Land Trust: A community-based organization that acquires land to provide affordable owner-occupied housing on behalf of a specific community.

Cost-Burdened: Paying more than 30% of the gross household income on a rent or mortgage and utilities, according to the U.S. Department of Housing and Urban Development (HUD).

Cultural Resources: Physical evidence or place of past human activity: site, object, landscape, structure or a site, structure, landscape, object or natural feature of significance to a group of people traditionally associated with it.

Density: The average number of dwelling units per gross acre of land on a development site, including all land within the boundaries of the site for which the density is calculated.

Development: Any man-made changes to existing or proposed land use. Development activities can include land divisions, lot line adjustments, construction or alteration of structures, construction of roads and any other accessway, establishing utilities or other associated facilities, etc.

Displacement: The involuntary relocation of current residents or businesses resulting from gentrification.

Dollar Lot Program: A program through which local governments sell vacant parcels for \$1 – or a similarly low rate – to community members who live on the same block or other individuals or institutions with a vested interest in the neighborhood.

Easement: A preservation tool which allows property owners to voluntarily protect the historical, architectural, and archaeological integrity of their property by donating the easement to the Virginia Department of Historic Resources (DHR), other government agency, or nonprofit organization. Its intention is to prevent demolition or other adverse changes, generally in perpetuity.

Ecosystem: A biological community of interacting organisms and their physical environment.

Enterprise Zone: A partnership between state and local government that encourages job creation and private investment by way of two grant-based incentives — the Job Creation Grant (JCG) and the Real Property Investment Grant — to qualified investors and job creators within certified Virginia Enterprise Zones.

Floodplain: A relatively flat or low land area adjoining a river, stream, or watercourse which is subject to partial or complete inundation.

Flood Zones: Flood Zone designations are determined by the Federal Emergency Management Agency (FEMA), and designated on a Flood Insurance Rate Map (FIRM). Flood Zone designations and their descriptions are as follows:

Zone X: Area of minimal flood hazard, usually depicted on a FIRM as above the 500-year floodplain. Zone X is the area determined to be outside the 500-year floodplain or protected by levee.

500-Year Floodplain: Areas where there is a 0.2% annual chance of flooding.

Zone A: Areas with a 1% annual chance of flooding and a 26% chance of flooding over the life of a 30-year mortgage. Because detailed analyses are not performed for such areas, no depths or base flood elevations are shown within these zones.

Zone AE: The base floodplain where base flood elevations are provided.

Garden-Style Apartments: Apartments typically no more than four stories high, with multiple apartments per story, and landscaped grounds surrounding them.

Gentrification: A process by which wealthy, often college-educated individuals begin to move into lower-income communities.

Geographic Information Systems (GIS): A means of producing, analyzing, and storing map data.

Gig Economy: Refers to a labor market that is administered through digital platforms and typically filled by part-time and independent contractors.

Green Infrastructure: Natural and nature-based assets including sites (parks, sports fields, playgrounds, nature reserves, forests, community gardens, cemeteries), linkages between sites (sidewalks, bike lanes, and trails), and waterways (streams, rivers, and wetlands). Constructed green infrastructure features blend in with natural assets in a synergistic manner to survive and rebound from the impacts of natural and human-induced hazards.

Guerilla Landscaping: An informal gardening movement that empowers communities to use unauthorized interventions to improve public spaces. Examples of this include vacant lot gardening and planting in medians.

Hazard Mitigation: Action and plans taken to reduce or eliminate long-term risk to people and property from hazards and their effects.

Heat Island: Urbanized areas that experience higher temperatures than outlying areas.

Historic Resources: A district, site, building, structure or object that is significant in the history, architecture, engineering, archaeology or culture of a locality, state, or nation.

Housing Choice Voucher (HCV): The federal government's major program for assisting very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market. A housing subsidy is paid to the landlord directly by the local public housing authority on behalf of the participating family.

Housing Diversity: Refers to diversity in the types of housing units available in a geographic area, in terms of size, cost, and unit type.

Housing Rehabilitation Zone: Local housing rehabilitation zones permitted by the Code of Virginia that provide incentives and regulatory flexibility for housing revitalization financing for a variety of incomes to be eligible for housing revitalization financing.

HUD Section 202: A federal program which finances the construction, rehabilitation or acquisition of structures to serve as supportive housing for very low-income elderly persons, including the frail elderly, and provides rent subsidies for the projects to help make them affordable.

Impervious Surface: Any hard-surfaced, man-made area that does not readily absorb or retain water, including but not limited to building roofs, parking and driveway areas, graveled areas, sidewalks, and paved recreation areas.

Infrastructure: The basic physical and organizational structures and facilities that are needed for the operation of a community, such as roads, powerlines, wastewater treatment plants, etc.

Infill: The development of housing or other uses on vacant parcels or sites within already built-up areas.

Labor Force Participation (LFP) Rate: The percentage of the population that is either working or actively looking for work.

Land Use: The occupation or use of land or water area for any human activity or any purpose defined in a Comprehensive Plan.

Level of Service (LOS): LOS is a quality measure used to analyze roadways and intersections by categorizing traffic flow and assigning quality levels of traffic based on performance measure like vehicle speed, travel time, freedom to maneuver, traffic interruptions, comfort and convenience, etc.

Livable Communities: A community that has affordable and appropriate housing, supportive community features and services, and adequate mobility options, which together facilitate personal independence and the engagement of residents in civic and social life.

Low Impact Development (LID): Systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration, or use of stormwater to protect water quality and associated aquatic habitat. Often utilizes green infrastructure to preserve, restore, and create green space using soils, vegetation, and rainwater harvest techniques that work with nature to manage stormwater as close to its source as possible.

Low-Income Housing Tax Credit (LIHTC): A state administered tax credit which subsidizes the acquisition, construction, and rehabilitation of affordable rental housing for low-and moderate-income tenants.

Manufactured Home: A structure subject to federal regulatory standards which is transportable in one or more sections; is built on a permanent chassis; is designed to be used as a single-family dwelling, with or without a permanent foundation, when connected to the required utilities; and includes the plumbing, heating, air conditioning and electrical systems contained in the structure.

Median Gross Rent: Refers to the total monthly home payment, including monthly rent and any payments made for electricity, gas, water, and sewer.

Microlending: Small-dollar loans for business owners which mainstream banks do not always offer.

Missing Middle Housing: A term typically used to refer to multi-family structures containing between 2 and 5 units, including townhomes and duplexes.

Mixed-Use: A building, development, or area that incorporates two or more uses such as, but not limited to, residential, retail, public, or entertainment. Vertical mixed-use developments incorporate a mix of uses within the same building, typically with uses on different floors. Horizontal mixed-use developments incorporate a mix of uses within adjacent buildings.

National Register of Historic Places: An official, federally administered list of America's historic and archeological resources which have been identified and documented for their historic significance.

Non-Tidal Wetlands: Freshwater wetlands that are found in inland areas and are not affected by tidal influences. They are fed by rain, snow, or groundwater and experience changing water levels throughout the year.

Open Space: An area or portion of land, either landscaped or essentially unimproved, used to

provide opportunities for human recreation or protect sensitive environmental areas.

Opportunity Zone: A federal economic development tax benefit available to investors with capital gains designed to encourage long-term private investment in low-income, suburban, and rural census tracts.

Parklet: A sidewalk extension that provides additional seating areas for pedestrians through the transfiguration of curbside parking spaces.

Passive Recreation: Refers to non-consumptive recreation uses such as wildlife observation, walking, biking, and canoeing.

Placemaking: A community-driven, hands-on approach for improving a neighborhood by reimagining and reinventing community public spaces.

Predatory Lending: Any lending practice that uses misleading or unethical tactics to persuade borrowers to take out loans that aren't in their best interest, often with extraordinarily high fees and ambiguous terms.

Recreation: Participating in physical, social, intellectual, and/or creative pursuits that enhance individual and community wellbeing.

Redevelopment: The process of reconstruction in an area that is not making effective and efficient use of the land or is in substandard condition.

Redlining: A discriminatory practice in which lenders would systematically deny loans, mortgages, and other financial services to residents of certain areas based on the prevailing race or ethnic group in the area.

Resource Management Area (RMA): Lands contiguous to the inland boundary of the RPA which have a potential for degrading water quality or diminishing the functional value of the RPA, if not properly managed.

Resource Protection Area (RPA): All tidal wetlands; tidal waters; non-tidal wetlands connected by surface flow and contiguous to tidal wetlands or water bodies with perennial flow; shorelines; and a one hundred (100) foot vegetated buffer around each such feature and around all water bodies with perennial flow. In their natural condition, these lands provide for the removal, reduction or assimilation of sediments, nutrients and potentially harmful or toxic substances in runoff entering the bay and its tributaries and minimize the adverse effects of human activities on state waters and aquatic resources.

Septic System: Underground wastewater treatment structures, commonly used in rural areas without centralized sewer systems. They use a combination of nature and technology to treat wastewater from household plumbing produced by bathrooms, kitchen drains, and laundry.

Six-Year Improvement Program (SYIP): A state document that outlines planned spending for transportation projects proposed for development or study over the next six years.

Short-Term Rental: A living space, typically furnished, that is available for short periods of time, from a few days to weeks.

Small Area Planning: A planning process which is focused on a particular area of the City and results in a specific set of planning strategies for that area.

SMART SCALE: The method used by the Virginia Department of Transportation (VDOT) to score planned projects included in VTrans that are funded by House Bill 1887. Transportation projects are scored based on an objective, outcome-based process that is transparent to the public and strives for the best use of limited tax dollars.

Special Use Permits (SUP): A permit that allows a use not allowed by-right in a particular zone on a parcel of land or property.

Streetscape: Elements of a corridor or street including the road, sidewalk conditions and materials, landscaping, street furniture (utility poles, benches, garbage cans, etc.), and signage.

Subdivision: The division of a parcel of land into three or more lots or parcels for the purpose of transfer of ownership or building development, or, if a new street is involved in such a division, any division of a parcel of land.

Sustainable: Community use of resources in a way that does not jeopardize the ability of future generations to live and prosper.

Tactical Urbanism: A term referring to rapid, low-cost, short-term, and scalable interventions intended to create long-term change in neighborhoods.

Talent Pipeline: A process for a company or organization to identify and develop relationships with individuals and institutions which have the potential to work for or otherwise benefit the organization in the future.

Technology Zone: Local established zones encouraging the development of commercial

and industrial businesses engaged in technological research, design, and manufacturing.

Tidal Wetlands: Commonly referred to as marshes, they occur along the shoreline where oceans, bays, rivers, and streams meet the land. They can range from freshwater to saltwater and have water pushed in and out daily by tidal cycles.

Total Maximum Daily Load (TMDL): A regulatory term that identifies the maximum amount of a pollutant that a body of water can receive while still meeting water quality standards for that particular pollutant.

Tourism Zone: A program which allows businesses to take advantage of local tax incentives and deductions not available to businesses outside localities with Tourism Zones. Tourism Zones are passed by local ordinance and may contain both requirements and benefits for existing and new or expanded tourism businesses, including lodging, dining, retail, meeting and sports facilities, outdoor recreation areas, theme parks and event venues.

Traditional Neighborhood Development: Also known as 'new urbanism,' 'neo-traditional,' or 'village-style' development, this type of development typically includes principles such as pedestrian-friendly road design,

interconnection of new local streets with existing local streets and roads, connectivity of road and pedestrian networks, preservation of natural areas, satisfaction of requirements for stormwater management, mixed-use neighborhoods, including mixed housing types, reduction of front and side yard building setbacks.

Transitional Housing: Housing units which serve the purpose of temporary residence, typically for up to 24 months.

Urban Core: An area in a metropolitan area with high population density and high transit, walking, and cycling work trip shares.

Vacant: Land or buildings that are not currently used for any purpose.

Virginia Landmarks Register: The Commonwealth of Virginia's official list of places of historic, architectural, archaeological and/or cultural significance. The Virginia Landmarks Register has the same criteria and nomination process as the National Register of Historic Places.

VTrans: A long-range, statewide multimodal plan that lays out overarching vision and goals for transportation in Virginia. It identifies transportation investment priorities and provides direction to transportation agencies on strategies and programs to be incorporated into their plans and programs.

Watershed: An area of land from which all water drains, running downhill, to a shared destination, such as a river, pond, stream, lake, or estuary.

Wayfinding: A system of gateway signs, vehicular and/or pedestrian sign systems, or area-specific identification signs that help orient residents and visitors while promoting civic pride and enhancing community character.

Wetlands: Areas that are flooded by water either permanently or seasonally, and that under normal circumstances can support a prevalence of vegetation typically adapted for life in saturated soil conditions.

Workforce: Total number of people in an area age 16 and older who are physically able and available to work.

Zoning Ordinance/Zoning Map: A Zoning Ordinance, along with a Zoning Map, controls land use by providing regulations and standards relating to the nature and extent of uses of land and structures. The Zoning Ordinances should be consistent with the Comprehensive Plan. The City's Zoning Ordinance divides Petersburg into districts and specifies allowed uses and dimensional requirements for each district.



B

CITY OF PETERSBURG SIX-YEAR IMPROVEMENT PLAN (SYIP)

UPC	Description	Route	Road System	Estimate	Previous	FY24	FY25-29	Balance
				<i>Values in Thousands of Dollars</i>				
104036	CITY OF PETERSBURG, SOUTHSIDE DEPOT RESTORATION	EN12	Enhancement	\$713	\$919	\$0	\$0	(\$206)
120439	#OTHERINT - I-85 - SIGNS AND MARKINGS US 1	85	Interstate	\$250	\$83	\$42	\$125	\$0
113386	#SGR19VB - BR DECK REPLACEMENT SB I-95 OVER RT 301 & EB 460	95	Interstate	\$5,077	\$5,246	\$0	\$0	(\$170)
T28390	RIDEFINDERS - CARPOOL AND VANPOOL ENCOURAGEMENT PROGRAM	-	Miscellaneous	\$250	\$250	\$0	\$0	\$0
109308	#HB2.FY17 PETERSBURG STATION - PARK AND RIDE PARKING DECK	9002	Miscellaneous	\$8,000	\$8,000	\$0	\$0	\$0
120666	#FLT - RIGHT OF WAY PETERSBURG	U000	Miscellaneous	\$200	\$200	\$0	\$0	\$0
T204	TRI-CITIES MPO RIDEFINDERS PROGRAM	MRAQ	Public Transportation	\$505	\$575	\$35	\$175	(\$280)
113390	#SGR19VB - REPLACE SUPERSTRUCTURE FORT LEE ROAD OVER I-85	0	Urban	\$6,952	\$2,108	\$1,892	\$2,952	\$0
111735	#SGR19LBÂ - UNIVERSITY BLVD/APPOMATTOX RIVER CANAL	36	Urban	\$2,283	\$2,387	\$0	\$0	(\$104)
113442	ROUTE 36 RESURFACING, CITY OF PETERSBURG	36	Urban	\$175	\$175	\$0	\$0	\$0
113443	ROUTE 36 RESURFACING, CITY OF PETERSBURG	36	Urban	\$115	\$115	\$0	\$0	\$0

118478	#SGR21LP - CITY OF PETERSBURG EAST WASHINGTON STREET	36	Urban	\$404	\$404	\$0	\$0	\$0
118886	#SGR22LP - 1114 E WASHINGTON STREET	36	Urban	\$97	\$97	\$0	\$0	\$0
118949	APPOMATTOX RIVER TRAIL (ART) - WESTERN EXTENSION	36	Urban	\$682	\$0	\$141	\$649	(\$107)
117838	US ARMY PROJ FT PICKETT/DSCR/FT LEE -- RICHMOND	109	Urban	\$127	\$127	\$0	\$0	\$0
T27925	#SGR24LP - SOUTH SYCAMORE STREET	301	Urban	\$175	\$0	\$172	\$0	\$3
101039	SOUTH CRATER ROAD AREA - SIGNAL COORDINATION	301	Urban	\$2,029	\$2,029	\$0	\$0	\$0
113481	#SGR19LBÂ - SYCAMORE ST OVER LIEUTENANT RUN - RE-HAB CULVERT	301	Urban	\$728	\$611	\$117	\$0	\$0
118479	#SGR21LP - CITY OF PETERSBURG S CRATER RD	301	Urban	\$439	\$439	\$0	\$0	\$0
118480	#SGR21LP - CITY OF PETERSBURG S CRATER RD	301	Urban	\$423	\$423	\$0	\$0	\$0
121279	#SGR23LP - S CRATER RD	301	Urban	\$434	\$434	\$0	\$0	\$0
121280	#SGR23LP - S SYCAMORE ST	301	Urban	\$105	\$105	\$0	\$0	\$0
123271	#PIPELINE23 RTE301 (06)	301	Urban	\$100	\$100	\$0	\$0	\$0
118888	#SGR22LP - 1153 E. WYTHE ST	460	Urban	\$439	\$439	\$0	\$0	\$0
121278	#SGR23LP - US ROUTE 460 BUSINESS (WINFIELD ROAD)	460	Urban	\$276	\$276	\$0	\$0	\$0
121281	#SGR23LP - W WASHINGTON STREET	460	Urban	\$508	\$508	\$0	\$0	\$0
T27845	#SMART24 - ART RT1 TO COLONIAL HEIGHTS AND I-95	U000	Urban	\$3,923	\$0	\$0	\$3,923	\$0
123580	#SMART24 - ART OLD TOWNE PETERSBURG (GROVE AVE TO RIVER RD)	U000	Urban	\$1,701	\$0	\$0	\$1,701	\$0
123581	#SMART24 - FLT/ART TRAILHEAD/PARKING LOT	U000	Urban	\$3,964	\$0	\$423	\$3,541	\$0
Total Line Item Estimate: \$41,072 (K)								

C

IDENTIFIED PRIORITY INFRASTRUCTURE NEEDS

Poor Creek Water / Wastewater Area / Southeastern Area Infrastructure Upgrades

Major economic development projects in the Poor Creek service area, Phlow Corp., AMPAC Fine Chemicals, and Civica are dependent on the upgrades, and future success of the Petersburg Pharmaceutical Campus and related supply chain companies. The Poor Creek Service area (Southeastern area of Petersburg) includes 31% of Petersburg's land mass. Nearly 2,000 acres of undeveloped land are in this area of the city.

With the support of a \$29.5M budget amendment from the General Assembly in 2022 and other grants, Petersburg has

secured approximately \$38M for the Poor Creek upgrades. This does not include funding for inflation, additional repairs, and upgrades required for water and wastewater feeder pump stations and piping connected to Poor Creek and the needs of neighboring localities.

The need exists to upgrade from a 24-inch force main to a 30-inch force main. A recent Poor Creek Pump Station Capacity Study indicated that a 24-inch diameter force main would allow for pumping a 2-year, 24-hour storm only. A 30-inch diameter force main will allow for pumping a 10-year, 24-hour storm. The 30-inch force main allows for more flow growth with a 56.4% higher max pumping rate and the capability to pump during a significant storm. This upsizing will also provide needed services to neighboring localities.

Additional water/wastewater upgrades in the vicinity of Poor Creek include:

- Replace Distribution Mains
- Wagner Road Water Line
- Walnut Hill Water Tank Rehabilitation
- Abandoning Wastewater Line in Petersburg National Battlefield
- S. Crater Road Interceptor Upgrade
- Blackwater Swamp/Creek Wastewater Main

Mount Vernon Project Description

The Mount Vernon water pumping station, an integral part of Petersburg's water infrastructure, is in immediate need of significant upgrades. These improvements include the replacement of pumps and pipes, electrical controls, and carrying out essential maintenance tasks.

Over the past 15 years, there have been consistent pump, motor, and equipment failures that limit the pumping capacity to one pump with no backup. This facility is not meeting Class 1 reliability requirements as required by the Virginia Department of Health (VDH) per the existing waterworks operating permit.

The pump station is part of a complex containing a 5,900,000-gallon water storage tank, which is continually replenished by the Appomattox River Water Authority. This water supply serves several core areas of the city. It supplies the downtown area situated north of the station that includes the new Sycamore Grove site and planned Old Towne developments. Mount Vernon also replenishes the Jamestown and Walnut Hill elevated water storage tanks located east of the station that provide water to the Poor Creek service area.

Downtown / Old Towne / Adams North / Sycamore Grove Infrastructure Upgrades

The Main Pump Station, constructed in the 1950s, is a comprehensive undertaking that involves the replacement of several key components as many repair parts are no longer available. These include pumps, motors, motor control centers, variable-speed drives, pipes, and valves. As part of the project, the wet well will be drained and cleaned, after which it will be lined with a protective coating to prevent the concrete from deteriorating.

The installation of a diesel generator is needed to ensure the facility has a backup power source during any power outages, securing uninterrupted service. The upgrade of this Pump Station is a critical need for Petersburg's development and future growth.

Flooding is a recurring issue at the Bank Street Wastewater Pumping Station, creating a pressing need for significant upgrades to prevent complete failure. The flooding is primarily caused by Poor Creek, which poses a threat to the station's operation. Water/wastewater from over 200 acres of the city drains into pipes on Bank Street.

To address this issue, the station must be rebuilt with new infrastructure that includes three new pumps, electrical systems, ventilation, a generator, and associated equipment. These

components will be placed on a higher platform to prevent water damage.

Rebuilding the Bank Street Wastewater Pumping Station with new, elevated infrastructure is critical to prevent future flooding and ensure the station's efficient operation.

Lock's Booster Station & Water Main

The Lock's Booster Station and Water Main, Petersburg's sole source of treated drinking water, draws its supply from the Lake Chesdin reservoir. This water supply is managed by the Appomattox River Regional Water Authority, of which the City of Petersburg is a member.

Constructed in 1960, the Lock's Booster Station was designed to house three pumps for sufficient water supply. However, only two pumps were installed, and these are now operating beyond their capacity due to the age and supply required.

The station's generator is currently non-functional and too outdated to be repaired. Moreover, the electrical system is antiquated and poses safety risks.

Lock's Water Main is composed of asbestos piping that has been in place for over 70 years. In 2022, Petersburg received a \$3,581,531 HUD grant through Community Project Congressional funding. This grant is intended

for Phase 1 of the replacement of half the asbestos piping, extending from the Booster Station to Commerce Street. All city residents and businesses receive their water supply from Lock's Water Main.

Additional Critical Water/Wastewater Upgrades

- **Large Water/Wastewater Meter Replacement:** The need to replace larger meters, many of which are over 40 years old, is pressing due to a substantial decrease in their accuracy. This decrease in efficiency has led to the loss of revenue, making meter replacement a critical task for operation.
- **Infiltration & Reduction Projects:** The reduction of infiltration and inflow remains a significant concern throughout Petersburg, particularly in the Downtown/Old Towne/Sycamore Grove area. Infiltration and inflow refer to extraneous water from stormwater and groundwater that enters the sanitary sewer system, often exacerbated during heavy rain events. Each year, Petersburg faces considerable expenses treating millions of gallons of ground and rainwater that infiltrate the sewer system. This infiltration not only strains the city's resources but also contributes to sewer overflows and flooding, posing environmental and health risks. Addressing infiltration and

inflow is critical for efficient wastewater management and sustainable infrastructure development in Petersburg. It will not only lead to cost savings, but also contribute to a healthier and safer environment for City residents.

- **Water Tank Rehabilitation:** All ground storage and elevated water storage tanks in Petersburg are currently in immediate need of both repairs and repainting. These steel water storage tanks necessitate a protective coating system to ward off rust, prevent deterioration, and avoid loss of steel thickness caused by excessive rusting. Typically, the cycle for painting such tanks ranges from 10 to 15 years, contingent upon service conditions. However, most of the tanks in Petersburg have not undergone repairs for over 15 years. Neglecting to adequately maintain and repair the protective coating on these tanks can lead to leaks, and, ultimately, failure of the steel structure.
- **Manhole Inserts:** Water and wastewater manhole inserts, often made of high-density polyethylene, are devices installed under manhole covers to reduce or prevent surface water inflow into the collection system. These inserts play a critical role in managing inflow, particularly during rainfall events, where clean water can enter the sanitary sewer collection system. Petersburg has not had

the funding for an insert program that is much needed. Manhole inserts help maintain the efficiency and longevity of the wastewater infrastructure.

- **Generators:** There is only one generator that is operational at any of Petersburg's water/wastewater pump stations. Generators are critical to prevent loss of service during power outages.
- **Rohoic Creek Pump Station:** This station serves western Petersburg. New pumps and electrical upgrades are required.

Appomattox River Trail

The completion of the Appomattox River Trail in Petersburg plays a crucial role in promoting community health, tourism, and economic development. Petersburg has partnered with The Friends of the Lower Appomattox River (FOLAR) in envisioning a pristine river and a world-class trail that enhances river access and conservation. The new Fall Line Trail will begin/end on the Appomattox River Trail in Petersburg, bringing thousands of new visitors into the city each year and offering citizens a connection to outdoor activities in the region. This vision aligns with the objective of fostering a culture of active outdoor recreation, which is instrumental in improving the overall health of the community.

The trail provides ample space for outdoor activities such as hiking, biking, jogging,

and birdwatching. These activities promote physical well-being and contribute to mental health benefits associated with spending time in nature.

The Appomattox River Trail is more than just a recreational path; it's a journey through history in Petersburg. The trail will wind along the banks of the Appomattox River, a designated Virginia State Scenic River, and pass through historical Old Towne and Pocahontas Island. This area also offers an inviting backdrop for shopping and dining experiences.

Economically, the Appomattox River Trail will stimulate growth and job creation. As more tourists visit the trail, local businesses, including restaurants, hotels, B&B's and shops, will grow and more people will be employed.

In conclusion, the Appomattox River Trail is a vital asset for Petersburg, contributing significantly to community health, tourism, and economic development.

Appomattox River Harbor Dredging Study

Since the 1970s, the Appomattox River Dredging Project has remained a top priority for Petersburg. The aim is to make the river navigable for various types of water transport, including recreational purposes. This

ambitious endeavor holds immense potential for Petersburg's growth and local businesses.

Over the decades, the Army Corps of Engineers has sought funding for the project. However, unforeseen circumstances such as hurricanes and natural disasters have redirected funding away from the Petersburg project. Despite these challenges, dredging efforts commenced two decades ago in the former Petersburg Harbor area near Pocahontas Island. The discovery of contaminants halted progress.

With the introduction of new floodplain maps in 2023, and discussions with the Virginia Department of Conservation and Recreation, it is believed that dredging the former Petersburg Harbor could help mitigate flooding on historic Pocahontas Island, the oldest free Black community in the United States, as well as in Old Towne Petersburg. To assess the potential mitigation of flooding, a comprehensive study is required. If it is determined that dredging will alleviate flooding, Petersburg could apply for grants from FEMA to support the project.

The Appomattox River Dredging Project signifies not only an opportunity for economic growth but also a means to protect historically significant areas from potential flood damage.

Sycamore Grove Roadway Upgrades

The proposed Sycamore Grove development on the former hospital site located on Sycamore Street in Petersburg is a major project spearheaded by the Virginia Development Consortium (VDC) in collaboration with the City of Petersburg and the Commonwealth of Virginia. With an estimated budget of over \$200 million, this comprehensive development aims to create a vibrant city within a city.

The Sycamore Grove development will offer a range of amenities and facilities, including a national grocery store, retail shops, restaurants, a travel service station, upscale housing comprising approximately 150 units, recreational spaces, and office buildings. This ambitious project seeks to revitalize the area, boost the local economy, and provide residents with a diverse range of services and opportunities.

To accommodate the increased traffic and ensure smooth accessibility to the development, both short-term and long-term roadway improvements are necessary. Immediate upgrades will need to be made to Sycamore Street and Graham Road, including the installation of traffic signals, turn lanes, and additional travel lanes. Furthermore, enhancements to the I-95 Crater Road exit should be implemented, allowing for improved traffic flow in multiple directions. Additional

turn lanes may also be required on Washington and Wythe Streets to facilitate access to and from Sycamore Street.

Long-term roadway plans include the construction of new exits and the reconfiguration of existing ones on I-85 and I-95. These infrastructure enhancements will ensure efficient transportation and contribute to the overall success of the Sycamore Grove development and Petersburg.

Rives Road Improvements

Rives Road is an existing two-lane, undivided, west/east roadway with narrow roadside shoulders between the intersection with South Crater Road (US 301) and the I-95 interchange. The road is an extremely important transportation corridor, serving as a connection between I-95 and South Crater Road and between South Crater Road and US Route 460. This project will widen Rives Road from the intersection with South Crater Road (US 301) to the southbound I-95 off-ramp. This connection will serve to increase capacity along Rives Road from the interchange to both existing and emerging developments along South Crater Road (US 301). RIGHT-OF-WAY Improvements will require the acquisition of land for right-of-way and easement purposes. As a result of this project, some property relocations will be required.

Stormwater management to minimize potential impacts on water quality and comply with current regulations is required. Upgraded water/wastewater lines will be needed for upcoming development on Rives Road and the Industrial Park located off Rives Road.

Normandy Drive / Wagner Road Improvements

The Pharmaceutical Cluster and other manufacturing businesses are situated on Normandy Drive, relying on Wagner Road as a crucial access point to I-95 and Crater Road (Rt. 301). Due to the growing volume of truck and vehicular traffic in the area, there is a pressing need to upgrade the intersection at Normandy and Wagner.

Street Paving

Petersburg has 396.2 lane miles of roadway and 62% of those need restoration. These roadways have not been completely repaved or reconstructed in over 25 years. An increase in VDOT funding for street paving for Petersburg is needed. Petersburg receives \$5.9 million dollars each year for all street operations and maintenance. One million dollars is dedicated each year to paving, which covers only one mile of roadway. The remaining funding is used for street repairs, pavement markings, road signs, sidewalks, and other repairs.

Oakhill Bridge Replacement

The closure of the bridge has caused safety issues and inconvenience for residents and commuters in Petersburg. This vital transportation route connects Rt. 301 (Crater Road) to the Battlefield Park neighborhood, as well as providing access to Vernon Johns Middle School and Petersburg High School. The failure of the corrugated metal pipe culverts, which serve as support and drainage components for the bridge, has necessitated its closure for more than two years. This has disrupted daily routines, increased travel times, and impacted the overall accessibility of the area.

Lafayette Street Bridge Repair

The closure of this historic masonry arch-style bridge has been in effect for over a year. The bridge's deteriorated condition, including issues such as age, scouring of abutments, loss of stone and brick structural components, and increased flash flooding, has rendered it unsafe for use. This closure has significantly impacted the route between High Street and Washington Street/Route 1, which is heavily traveled.

Public Safety - Police and Fire/Rescue

Petersburg is continually at the top of the rankings for the most homicides per capita and over 1,000 calls for service regarding shots fired and over 100 shootings. Petersburg has consistently ranked above the state average

for homicide per 100,000 with the lowest in the 21st century occurring in 2004 when the rate was only twice that of the Virginia state average; it was 12 times the Virginia state average in 2021 and there has been a consistent increase in homicides per 100,000 since 2012 except outliers in 2015 and 2020. Gun violence impacts the entire city and traumatizes children and adults.

Petersburg has one of the highest poverty rates and one of the highest single-parent household rates (60%) in the Commonwealth. These are contributors to high crime.

Although the Code of Virginia sets out a distribution formula for calculating the amounts for eligible localities, in recent years the General Assembly has instead specified in the Appropriations Act that localities' allocations in a given fiscal year are to be based on a standard, across-the-board percentage increase or decrease from the previous fiscal year's allocations. The distribution formula has, in effect, been superseded during those years by the instructions in the Appropriations Act.

There is a need for a revised formula for the distribution of 599 funding. Until the General Assembly adopts a new formula, Petersburg has an immediate need for additional funding to offset the high rate of crime.



WELCOME TO
PETERSBURG
HIGH SCHOOL

22



ENVIRONMENTAL STEWARDSHIP SUPPLEMENT

The information included in this Appendix is intended to supplement Chapter 8, Environmental Stewardship.

PROTECTING THE POTABLE WATER SUPPLY

As the principal water supplier of the region, the Appomattox River Water Authority (ARWA) issues recommendations regarding how localities can protect and preserve the potable water supply. In the Regional Water Supply Plan, ARWA recommends that the City avoid development of conservation lands such as the Petersburg National Battlefield Park as well as designated wetlands in order to avoid environmental harm and damage to cultural and

historic resources. The plan also recommends avoiding development in flood hazard areas, as doing so could lead to increased erosion and the scouring of embankments located in vulnerable floodplains, increasing the susceptibility of the region to elevated water levels during flooding. The Regional Water Supply Plan also lists over-irrigation of lawns or crops and withdrawal of water by other users without proper permits as additional threats to Petersburg's water supply.

While there are no public groundwater wells supplementing the potable water supply, there are approximately 50 known private wells accessing local groundwater. Protection of the groundwater supply is vital for all those who use local aquifers for their drinking water, both in the City of Petersburg and regional neighbors who are tapping into the same groundwater sources. Pollutants to groundwater come in a variety of forms, but the predominate sources of pollution include septic system failure; boating pollution, including fuel leaks and sewage spills; industrial and sewage treatment plant pollution; and agricultural pollution from animal waste, sediment, nutrients, pathogens, pesticides, metals, and salts. The groundwater supply is also susceptible to threats from leaking underground storage tanks (USTs), septic tanks, and abandoned wells; abandoned wells can provide a direct channel for pollutants and salt water to enter the groundwater. Proper closure or removal

of unused USTs and remediation of impacted soils is crucial to protecting the water supply.

What Is A Water Supply Plan?

The Local and Regional Water Supply Planning regulation (9VAC25-780) requires all localities in Virginia to submit a Water Supply Plan, either individually or as part of a regional planning unit. This regulation was enacted following widespread drought in 2001-2002, during which some water utilities and localities were unable to meeting water supply demands.

Water Supply Plans include key information on the water sources a locality uses and how much water they currently use. Petersburg is covered under the Appomattox River Water Authority's Regional Water Supply Plan. Plans include projections for when future water will be needed and how much will be needed for a variety of categories of water uses. Localities must also evaluate the adequacy of their current water supplies and identify where they can find more water where current supplies may be inadequate in the future. Drought Response and Contingency Plans with ways to reduce overall water use during drought must also be included. DEQ compiles the information included in each plan, as well as the reported water withdrawals collected through the Annual Withdrawal Reporting and the Water Withdrawal Permitting Programs, to create a model that is used to evaluate the sustainability of Virginia's water resources. The

[Click here to learn more about the State Water Resources Plan!](#)

results of this collective analysis are published in the State Water Resources Plan.

What is the State Water Resources Plan?

The State Water Resources Plan (State Plan) is published at five-year intervals and compiles information provided to DEQ by localities through Local and Regional Water Supply Plans, Annual Water Withdrawal Reporting, and Surface and Groundwater permitting into a central document. DEQ analyzes this information by completing Cumulative Impact Analysis (CIA) modeling of surface water and groundwater resources.

The first State Plan was published in 2015. The 2020 State Plan, published in 2022, includes current water demands and projections of future use through 2040. Advances in CIA modeling include new flow metrics and the addition of several new modeling scenarios that evaluate the potential impacts of climate change. The 2020 State Plan also includes 20 distinct regional analyses conducted at river

basin scale which allow the evaluation of results beyond the statewide trends.

EXISTING SHORELINE CONDITIONS

The 2017 Shoreline Inventory Report by VIMS states that two miles of surveyed shoreline along the Appomattox River is primarily natural with no defensive structures such as bulkheads or riprap. Land uses and cover near the shorelines include commercial, paved, industrial, forested, and residential areas. There are approximately 0.5 miles of tidal marsh shoreline and 5 acres of tidal marsh area located east of Pocahontas Island. Future inventories of Petersburg's shorelines should more thoroughly assess all four miles of shoreline within the City's boundaries to better understand the existing conditions and identify additional areas that could benefit from remediation.

The map on the following page depicts land use cover and tidal marsh locations based on the 2017 Shoreline Inventory Report.

SHORELINE AND STREAMBANK EROSION

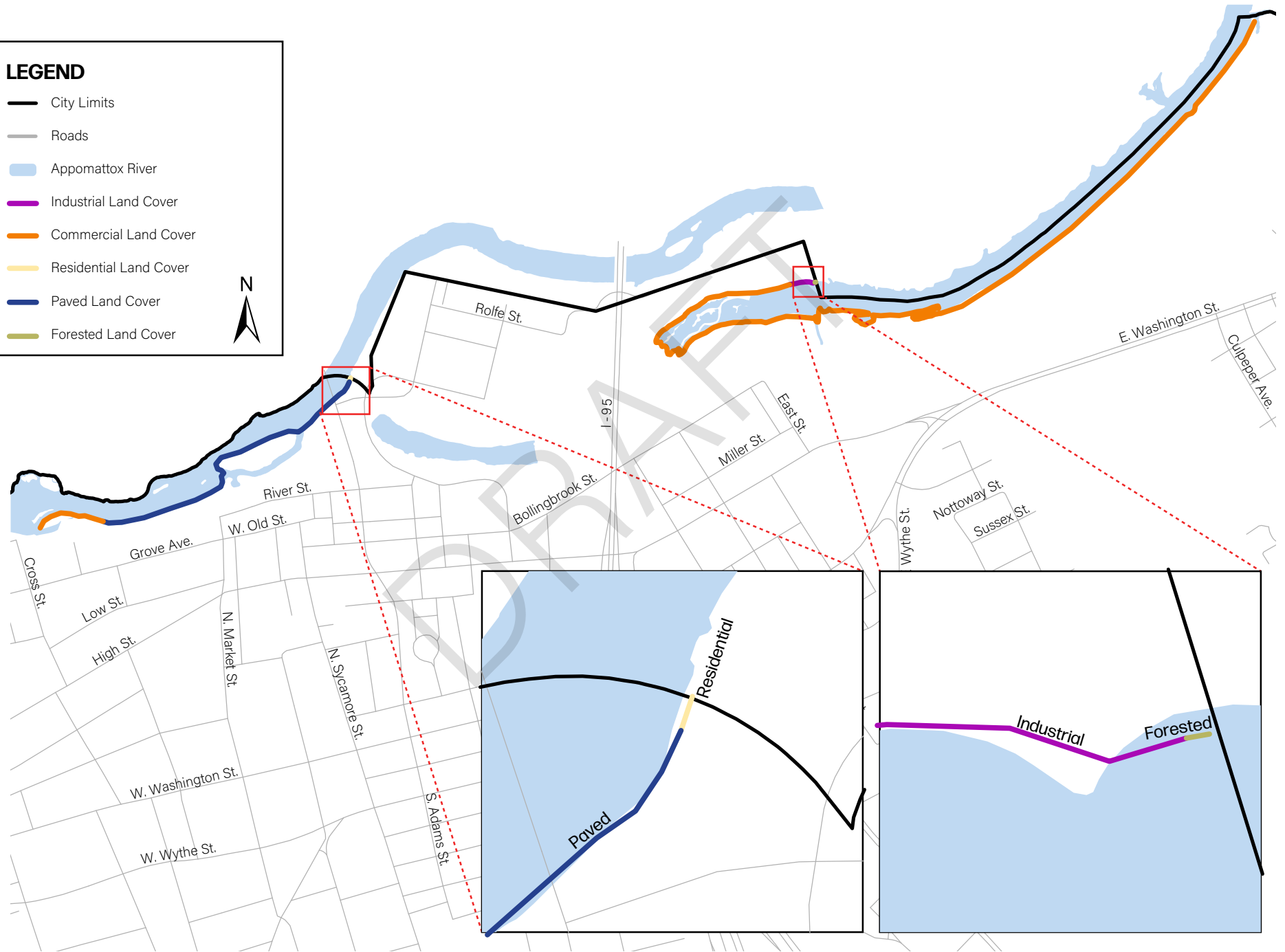
Natural shorelines and streambanks perform a vast array of functions by way of shoreline and streambank stabilization, improved water quality, and provision of habitat. Tidal

wetland areas and marshes absorb wave energy and buffer erosion of upland areas. Nontidal wetland areas are important for flood control purposes. In addition, many of these features have aesthetic and recreational value. Knowing where natural shoreline features exist and their relative size, health, and role in water quality protection is important to development effective management strategies to protect them as part of the planning process.

The health of the City's shorelines and streambanks can be gauged by examining their specific conditions, including vegetative conditions and areas of erosion. Shoreline and streambank erosion can be exacerbated by the destruction of vegetation on riverbanks and the removal of sand and gravel from the stream bed, which generally occurs by clearing, overgrazing, cultivation, vehicular traffic near banks, or fire events. Erosion can be further accelerated by lowering the stream bed or increasing the level of its bottom (often through increased runoff of soil), the redirection and acceleration of flow around infrastructure, obstructions or debris, and soil characteristics such as poor drainage or seams or readily erodible material within the bank profile.

Two of the most reliable ways to mitigate water erosion is to maximize the amount of vegetative cover along shorelines and streambanks and increase the amount of permeable cover throughout the City. Cover

SHORELINE LAND COVER



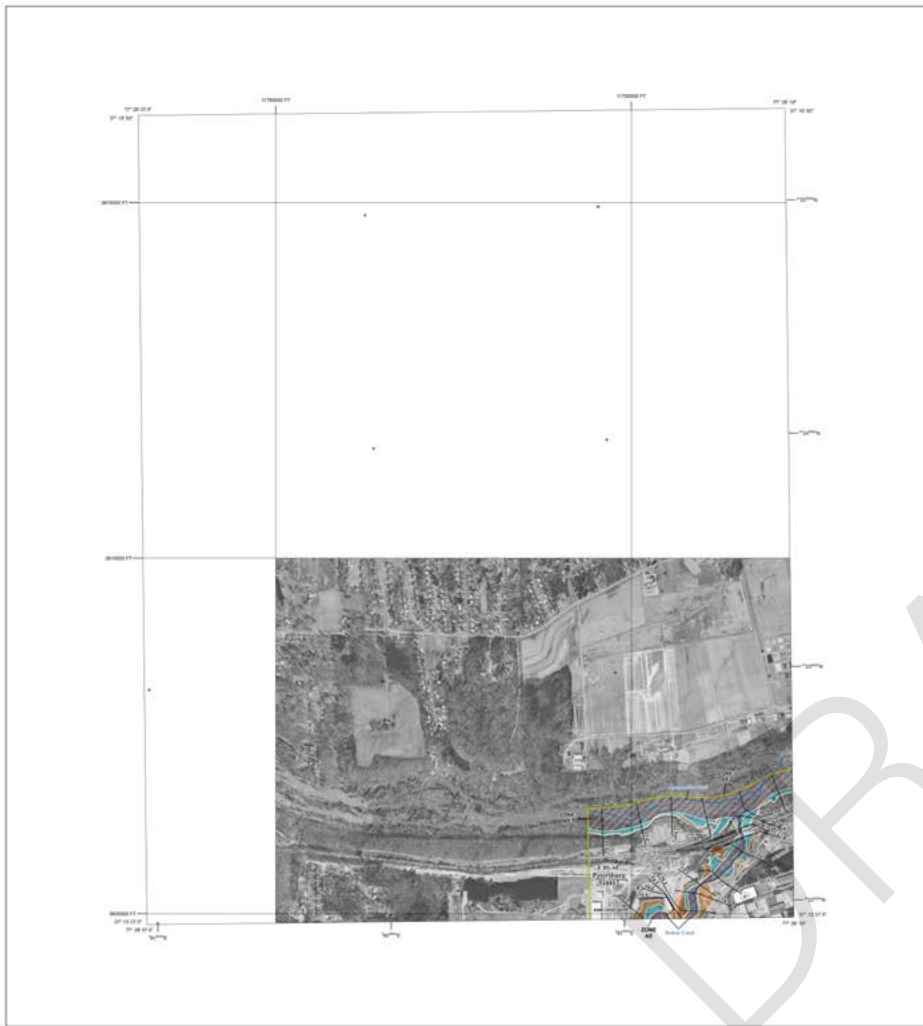
which is permeable can absorb excess water runoff and therefore helps reduce erosion, while impermeable cover such as parking lots or concrete infrastructure can increase runoff since excess rainfall can't be absorbed into the ground. Trees are very helpful in preventing erosion, particularly on-stream banks, though if the soil is bare under a tree's canopy then erosion will still occur.

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

FLOODING

Flood Insurance Rate Map (FIRM) panels for the City of Petersburg are shown on the following pages. These maps are an important tool for the City to understand which areas are susceptible to flooding. FIRM maps are updated around every five years to ensure that the latest topographic information, improved hydrological modeling, and changes to the resultant floodplains and hazard areas are incorporated.





FLOOD HAZARD INFORMATION

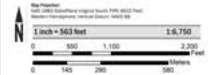
FOR THE REPORT USE EITHER USGS AND NHD OR NHD FOR THE PANEL LOCATOR. THE INFORMATION DEPICTED ON THIS MAP AND SUPPORTING DOCUMENTATION ARE ALSO AVAILABLE IN DIGITAL FORMAT AT [HTTPS://NSC.FEMA.GOV](https://nsc.fema.gov)

- SPECIAL FLOOD HAZARD AREAS**
 - Without Base Flood Elevation (BFE)
 - Regulatory Floodway
 - 0.2% Annual Chance Flood Hazard, Areas of 1% Annual Chance Flood with average depth less than one foot or with discharge areas of less than one square mile
 - Flood Conditions: 1% Annual Chance Flood Hazard
 - Area with Reduced Flood Risk due to Levee
 - Sea Level
 - Area with Flood Risk due to Levee
 - Areas of Minimal Flood Hazard
 - Areas of Unflooded Flood Hazard
 - Channel, Culvert, or Storm Sewer
 - Levee, Dike, or Floodwall
- OTHER AREAS OF FLOOD HAZARD**
- OTHER AREAS**
- GENERAL STRUCTURES**
- OTHER FEATURES**

NOTES TO USERS

The information was prepared under the Flood Insurance Rate Map (FIRM) project, a public-private partnership with the U.S. Army Corps of Engineers (USACE). The USACE provides technical support and data for the FIRM project. The USACE is responsible for the accuracy of the data provided to FEMA. FEMA is responsible for the accuracy of the information depicted on this map and supporting documentation. The information is provided for informational purposes only and does not constitute a warranty of any kind. The information is provided as a service to the public and is not intended to be used for any other purpose. The information is provided as a service to the public and is not intended to be used for any other purpose.

SCALE



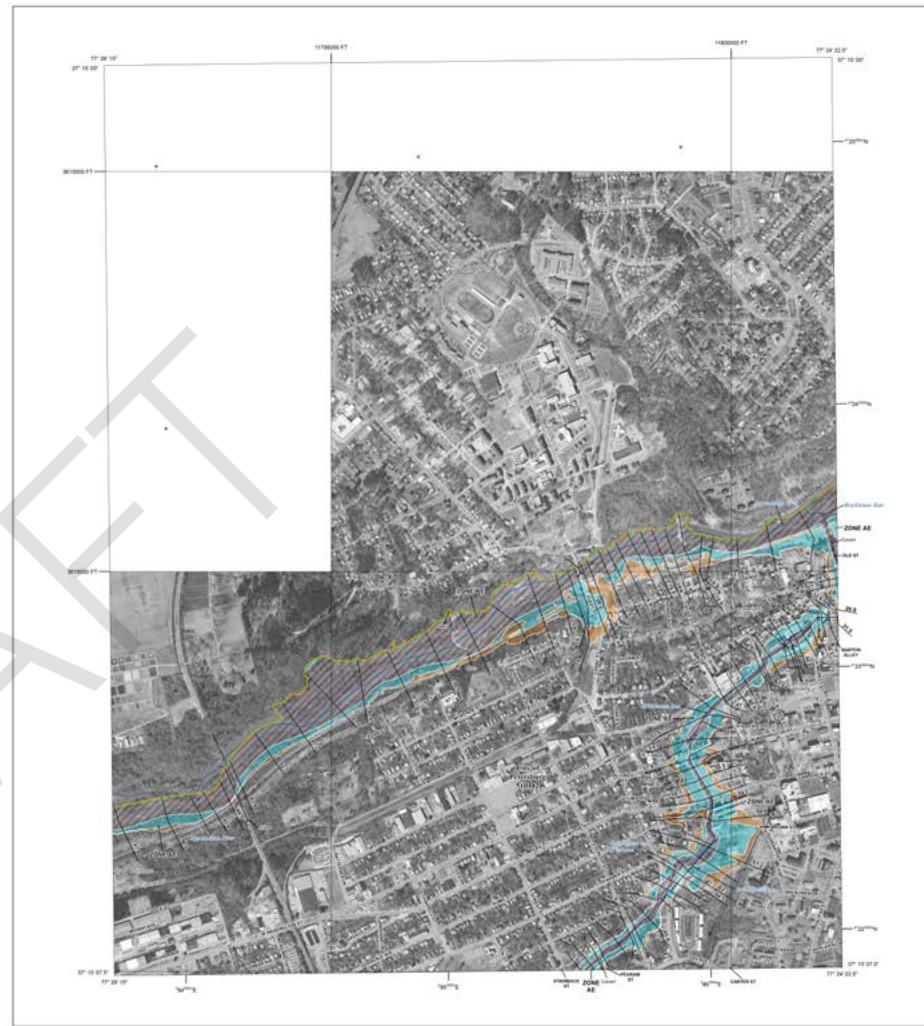
PANEL LOCATOR



FEMA
National Flood Insurance Program

NATIONAL FLOOD INSURANCE PROGRAM
FLOOD INSURANCE RATE MAP
CITY OF PETERSBURG, VIRGINIA
Panel: 2 of 45

CONTRACT NUMBER: 25S44
MAP NUMBER: 51013D0000
MAP PERIOD: DECEMBER 15, 2022



FLOOD HAZARD INFORMATION

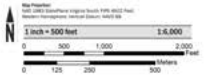
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 - Flood Conditions: 1% Annual Chance Flood Hazard
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 - Sea Level
 - Area with Flood Risk due to Levee
 - Areas of Minimal Flood Hazard
 - Areas of Unflooded Flood Hazard
 - Channel, Culvert, or Storm Sewer
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- OTHER AREAS OF FLOOD HAZARD**
- OTHER AREAS**
- GENERAL STRUCTURES**
- OTHER FEATURES**

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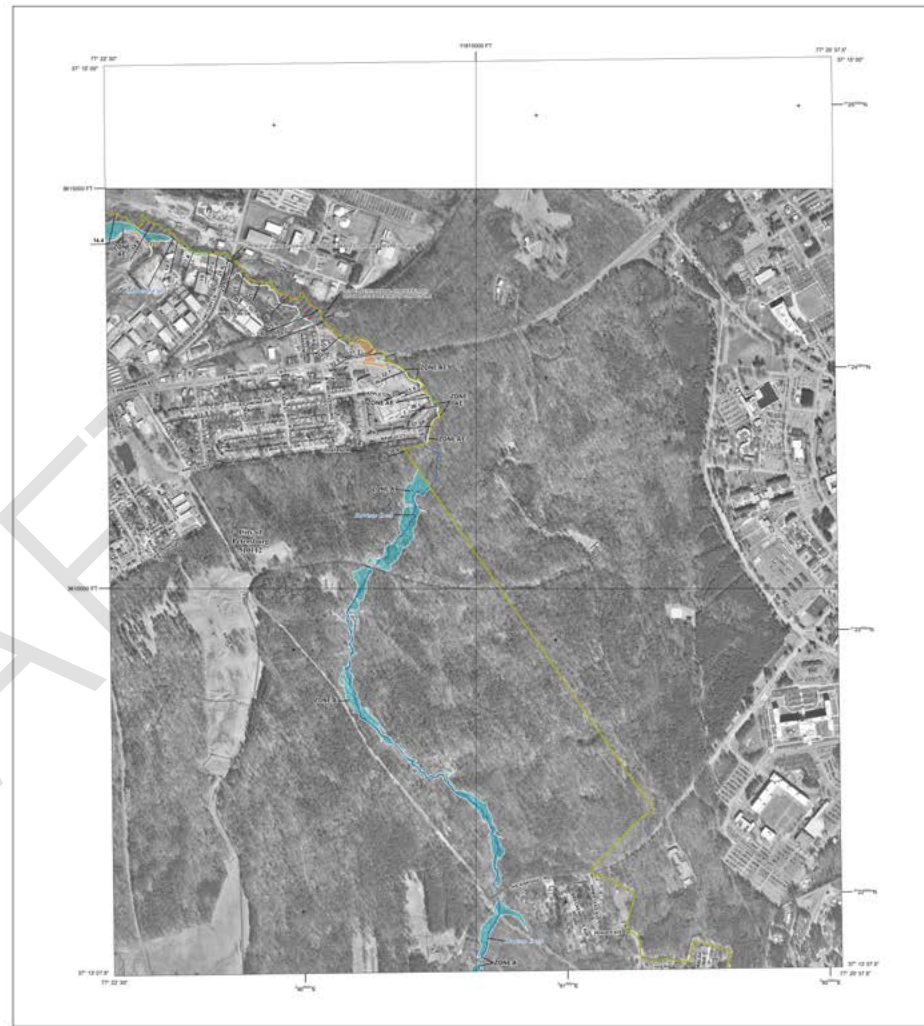
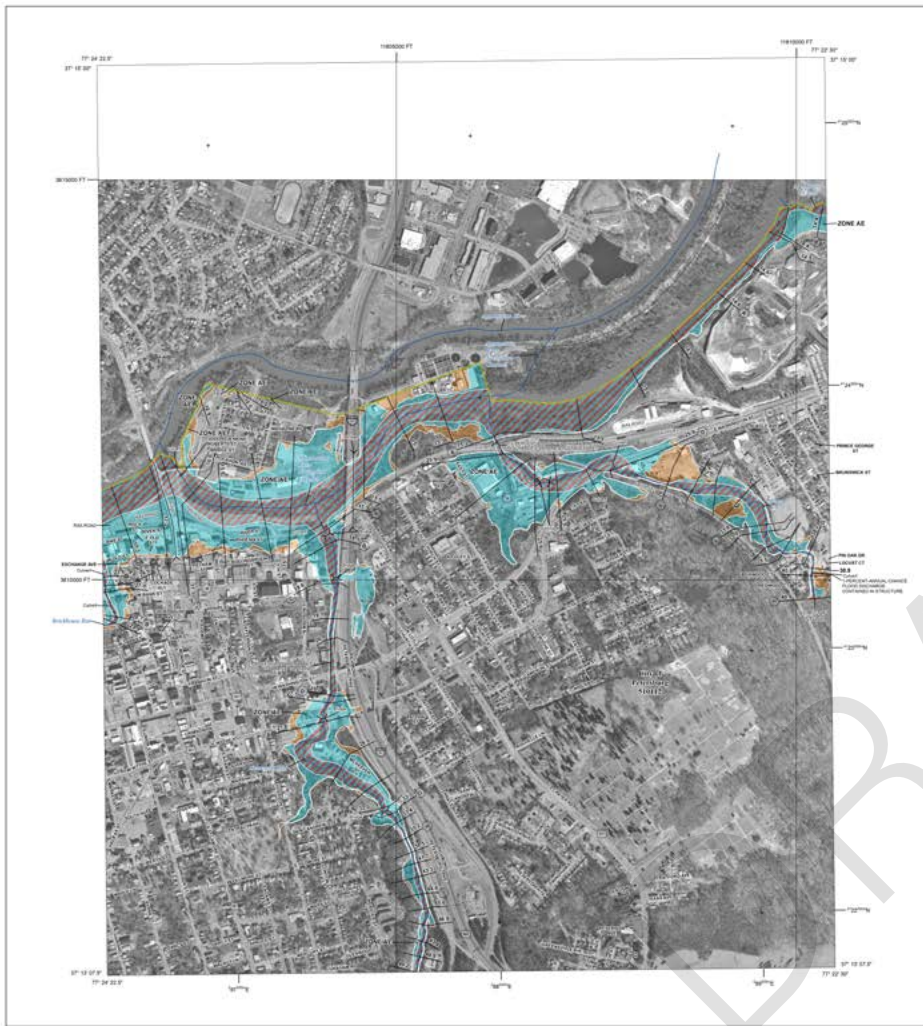
PANEL LOCATOR



FEMA
National Flood Insurance Program

NATIONAL FLOOD INSURANCE PROGRAM
FLOOD INSURANCE RATE MAP
CITY OF PETERSBURG, VIRGINIA
Panel: 6 of 45

CONTRACT NUMBER: 25S44
MAP NUMBER: 51013D0000
MAP PERIOD: DECEMBER 15, 2022



FLOOD HAZARD INFORMATION

FOR THE REPORT USE THE FOLLOWING SCHEMATIC AND KEY MAP FOR THE PANEL LOCATOR. THE INFORMATION DEPICTED ON THIS MAP AND SUPPORTING DOCUMENTATION ARE ALSO AVAILABLE IN DIGITAL FORMAT AT [HTTPS://NSC.FEMA.GOV](https://nsc.fema.gov)

- SPECIAL FLOOD HAZARD AREAS**
 - Without Base Flood Elevation (BFE) With BFE or Depth (100, 500, 100, 500, 100, 500)
 - Regulatory Floodway
 - 0.2% Annual Chance Flood Hazard, Areas of 1% Annual Chance Flood with average depth less than one foot or with drainage areas of less than one square mile (100)
 - Flood Conditions: 1% Annual Chance Flood Hazard (100)
 - Areas with Reduced Flood Risk due to Levees (See Notes)
 - Areas with Flood Risk due to Levees (100)
- OTHER AREAS OF FLOOD HAZARD**
 - Areas of Potential Flood Hazard (100)
 - Areas of Unsubstantiated Flood Hazard (100)
 - Channel, Culvert, or Storm Sewer
 - Levee, Dike, or Floodwall
- OTHER AREAS**
 - Cross Sections with 1% Annual Chance Water Surface Elevation
 - Coastal Traverses
 - Coastal Traverses Baseline
 - Profile Baseline
 - Hydrographic Features
 - Base Flood Elevation Line (BFE)
 - Limit of Study
 - Jurisdiction Boundary
- OTHER FEATURES**
 - Jurisdiction Boundary

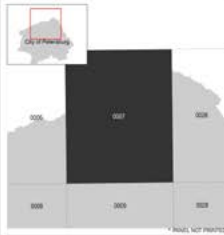
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SCALE



PANEL LOCATOR



FEMA
National Flood Insurance Program

NATIONAL FLOOD INSURANCE PROGRAM
FLOOD INSURANCE STATE MAP
CITY OF PETERSBURG, VIRGINIA
Panel: 7 of 45

CONTRACT NUMBER: 25S-4-6
MAP NUMBER: 53011200070
MAP REVISION: 0
DATE: DECEMBER 15, 2022

FLOOD HAZARD INFORMATION

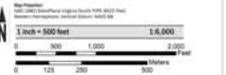
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- SPECIAL FLOOD HAZARD AREAS**
 - Without Base Flood Elevation (BFE) With BFE or Depth (100, 500, 100, 500, 100, 500)
 - Regulatory Floodway
 - 0.2% Annual Chance Flood Hazard, Areas of 1% Annual Chance Flood with average depth less than one foot or with drainage areas of less than one square mile (100)
 - Flood Conditions: 1% Annual Chance Flood Hazard (100)
 - Areas with Reduced Flood Risk due to Levees (See Notes)
 - Areas with Flood Risk due to Levees (100)
- OTHER AREAS OF FLOOD HAZARD**
 - Areas of Potential Flood Hazard (100)
 - Areas of Unsubstantiated Flood Hazard (100)
 - Channel, Culvert, or Storm Sewer
 - Levee, Dike, or Floodwall
- OTHER AREAS**
 - Cross Sections with 1% Annual Chance Water Surface Elevation
 - Coastal Traverses
 - Coastal Traverses Baseline
 - Profile Baseline
 - Hydrographic Features
 - Base Flood Elevation Line (BFE)
 - Limit of Study
 - Jurisdiction Boundary
- OTHER FEATURES**
 - Jurisdiction Boundary

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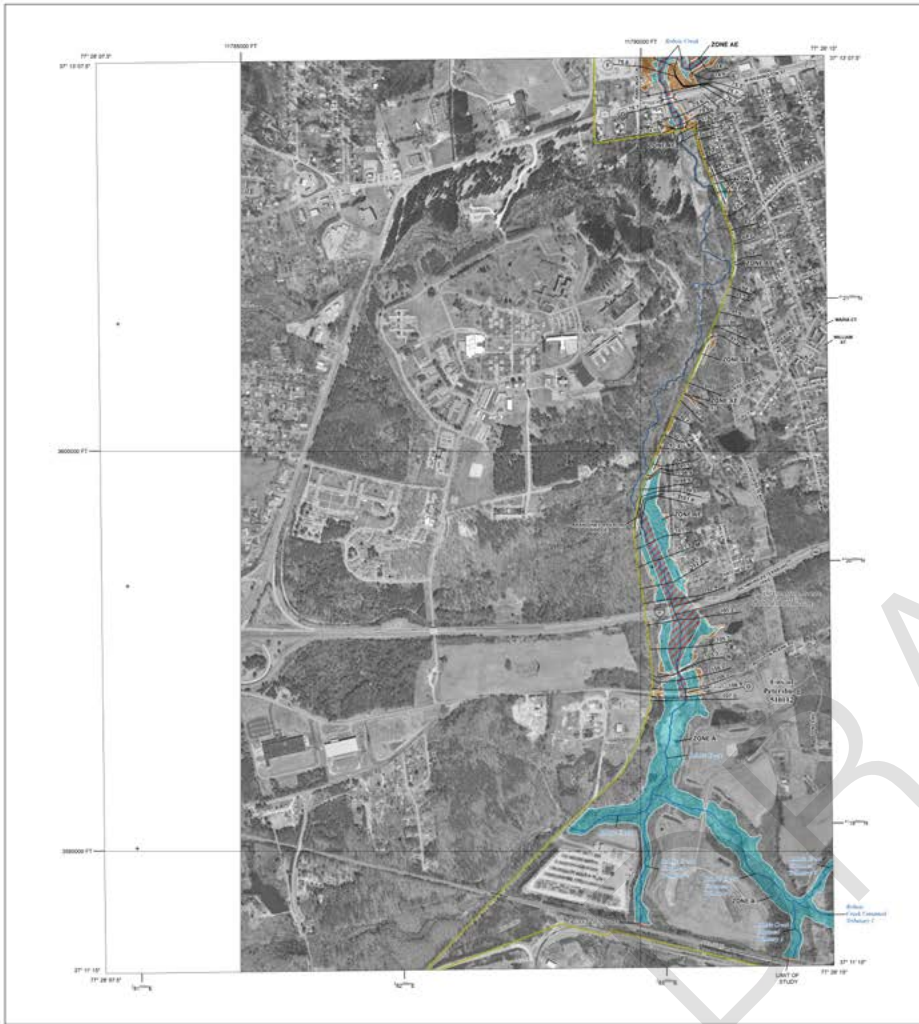
PANEL LOCATOR



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National Flood Insurance Program

NATIONAL FLOOD INSURANCE PROGRAM
FLOOD INSURANCE STATE MAP
CITY OF PETERSBURG, VIRGINIA
Panel: 26 of 45

CONTRACT NUMBER: 25S-4-6
MAP NUMBER: 53011200070
MAP REVISION: 0
DATE: DECEMBER 15, 2022



FLOOD HAZARD INFORMATION

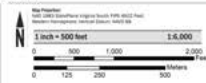
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- SPECIAL FLOOD HAZARD AREAS**
 - Without Base Flood Elevation (BFE) Areas (1.5, 2.0)
 - With BFE or Depth (1.5, 2.0, 4.0, 4.0, 10, 10, 40)
 - Regulatory Floodway
 - 0.2% Annual Chance Flood Hazard, Areas of 1% Annual Chance Flood with average depth less than one foot or with drainage areas of less than one square mile (Zone 1)
 - Federal Conditions 1% Annual Chance Flood Hazard (Zone 1)
 - Area with Reduced Flood Risk due to Levee (Zone 1)
 - Area with Flood Risk due to Levee (Zone 1)
- OTHER AREAS OF FLOOD HAZARD**
 - Areas of Minimal Flood Hazard (Zone 2)
 - Area of Unimproved Flood Hazard (Zone 3)
 - Channel, Culvert, or Stream Sewer
 - Levee, Dike, or Floodwall
 - Cross Sections with 1% Annual Chance Water Surface Elevation
 - Capital Transit
 - Capital Transit Baseline
 - Profile Baseline
 - Hydrographic Feature
 - Base Flood Elevation Line (BFE)
 - Limit of Study
 - Jurisdiction Boundary

NOTES TO USERS

This information and data were used to produce this map. The information was obtained from various sources, including aerial photography, ground surveys, and other data. The information was processed and analyzed to produce this map. The information was processed and analyzed to produce this map. The information was processed and analyzed to produce this map.

SCALE



PANEL LOCATOR



FEDERAL EMERGENCY MANAGEMENT AGENCY

NATIONAL FLOOD INSURANCE PROGRAM

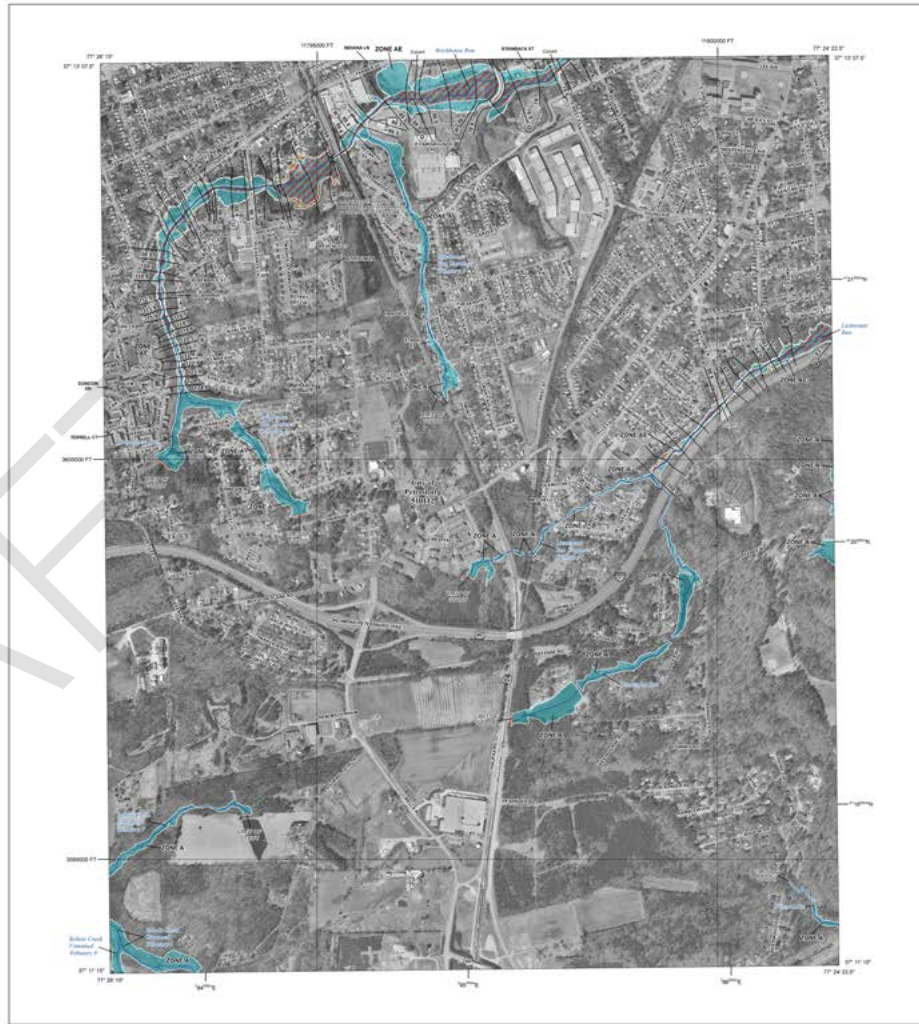
FLOOD INSURANCE RATE MAP

CITY OF PETERSBURG, VIRGINIA

Panel 4 of 45

Project/Community: PETERSBURG, VA
 NUMBER: 23-04-0000
 PANEL: 0004
 SHEET: 8 of 45

VERSION NUMBER: 2.0.4.0
 MAP NUMBER: 5301200040
 MAP DATE: DECEMBER 15, 2022



FLOOD HAZARD INFORMATION

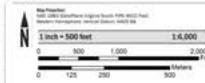
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 - Federal Conditions 1% Annual Chance Flood Hazard (Zone 1)
 - Area with Reduced Flood Risk due to Levee (Zone 1)
 - Area with Flood Risk due to Levee (Zone 1)
- OTHER AREAS OF FLOOD HAZARD**
 - Areas of Minimal Flood Hazard (Zone 2)
 - Area of Unimproved Flood Hazard (Zone 3)
 - Channel, Culvert, or Stream Sewer
 - Levee, Dike, or Floodwall
 - Cross Sections with 1% Annual Chance Water Surface Elevation
 - Capital Transit
 - Capital Transit Baseline
 - Profile Baseline
 - Hydrographic Feature
 - Base Flood Elevation Line (BFE)
 - Limit of Study
 - Jurisdiction Boundary

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SCALE



PANEL LOCATOR



FEDERAL EMERGENCY MANAGEMENT AGENCY

NATIONAL FLOOD INSURANCE PROGRAM

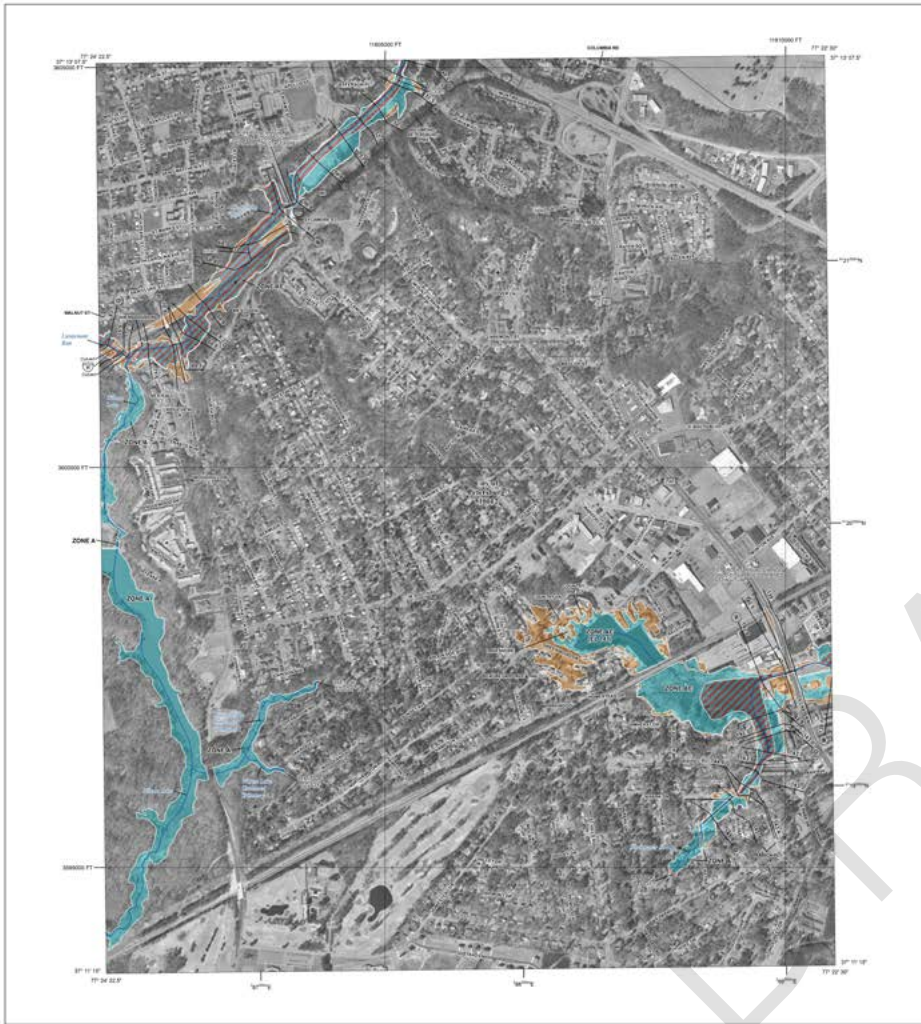
FLOOD INSURANCE RATE MAP

CITY OF PETERSBURG, VIRGINIA

Panel 8 of 45

Project/Community: PETERSBURG, VA
 NUMBER: 23-04-0000
 PANEL: 0008
 SHEET: 8 of 45

VERSION NUMBER: 2.0.4.0
 MAP NUMBER: 5301200080
 MAP DATE: DECEMBER 15, 2022



FLOOD HAZARD INFORMATION

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- SPECIAL FLOOD HAZARD AREAS**
 - Without Base Flood Elevation (BFE)
 - W05 BFE or Depth
 - Regulatory Floodway
 - 0.2% Annual Chance Flood Hazard, Areas of 1% Annual Chance Flood with average depth less than one foot or with drainage areas of less than one square mile
 - Flood Conditions 1% Annual Chance Flood Hazard
 - Areas with Reduced Flood Risk due to Levee
 - Areas with Flood Risk due to Levee
- OTHER AREAS OF FLOOD HAZARD**
 - Areas of Intermittent Flood Hazard
 - Areas of Uncommon Flood Hazard
 - Channel, Culvert, or Storm Sewer
 - Levee, Dam, or Floodwall
- OTHER AREAS**
 - Cross Sections with 1% Annual Chance Water Surface Elevation
 - Coastal Truncant
 - Coastal Truncant Baseline
 - Profile Baseline
 - Hydrographic Features
 - Base Flood Elevation Line (BFE)
 - Limit of Study
 - Jurisdiction Boundary

NOTES TO USERS

This information was prepared under the Flood Insurance Rate Map (FIRM) production process authorized by the Federal Emergency Management Agency (FEMA) under the National Flood Insurance Program (NFIP). The information on this map was derived from the Flood Insurance Rate Map (FIRM) data for the City of Petersburg, Virginia. The information on this map was derived from the Flood Insurance Rate Map (FIRM) data for the City of Petersburg, Virginia. The information on this map was derived from the Flood Insurance Rate Map (FIRM) data for the City of Petersburg, Virginia.

SCALE



PANEL LOCATOR

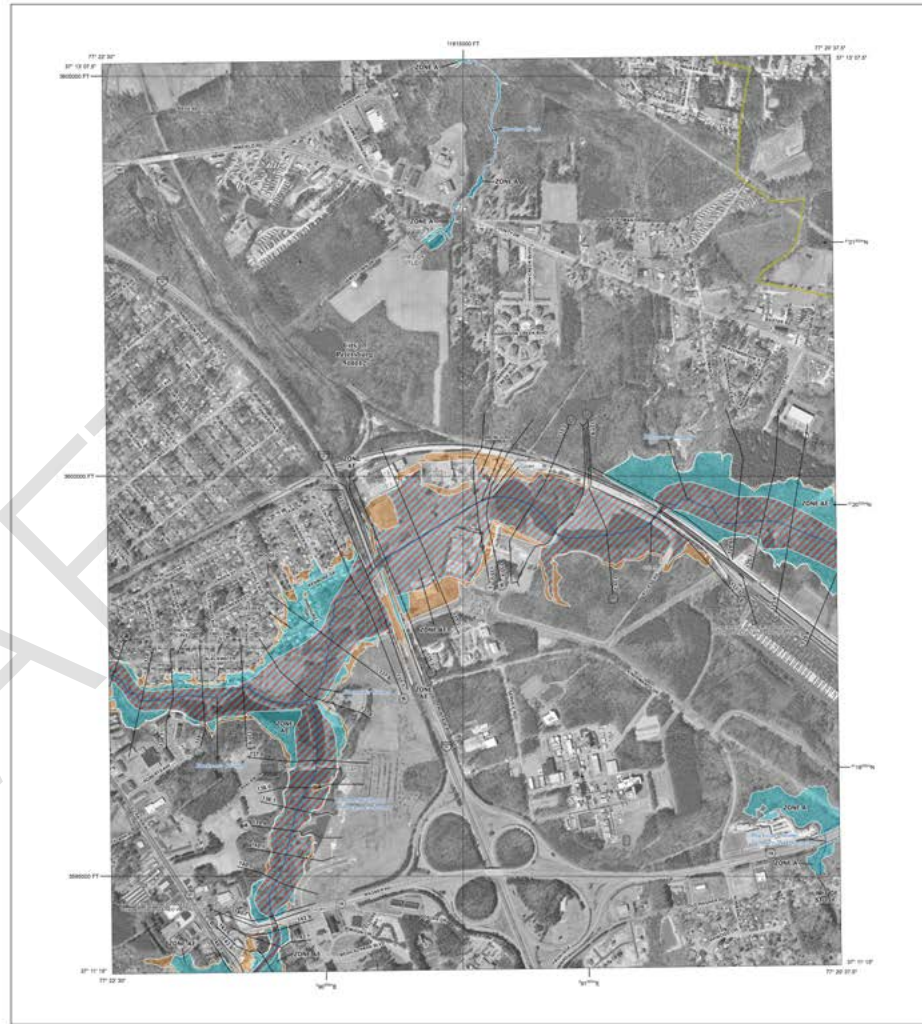


FEMA
National Flood Insurance Program

NATIONAL FLOOD INSURANCE PROGRAM
FLOOD INSURANCE RATE MAP
CITY OF PETERSBURG, VIRGINIA
Panel 09-45

CONTRACT NUMBER	DATE	SCALE	STATUS
VEH000012119	08/20/15	1:25,000	0

VERSION NUMBER: 2.0.4.6
MAP NUMBER: 5301320090
MAP REVISED: DECEMBER 15, 2022



FLOOD HAZARD INFORMATION

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SCALE



PANEL LOCATOR

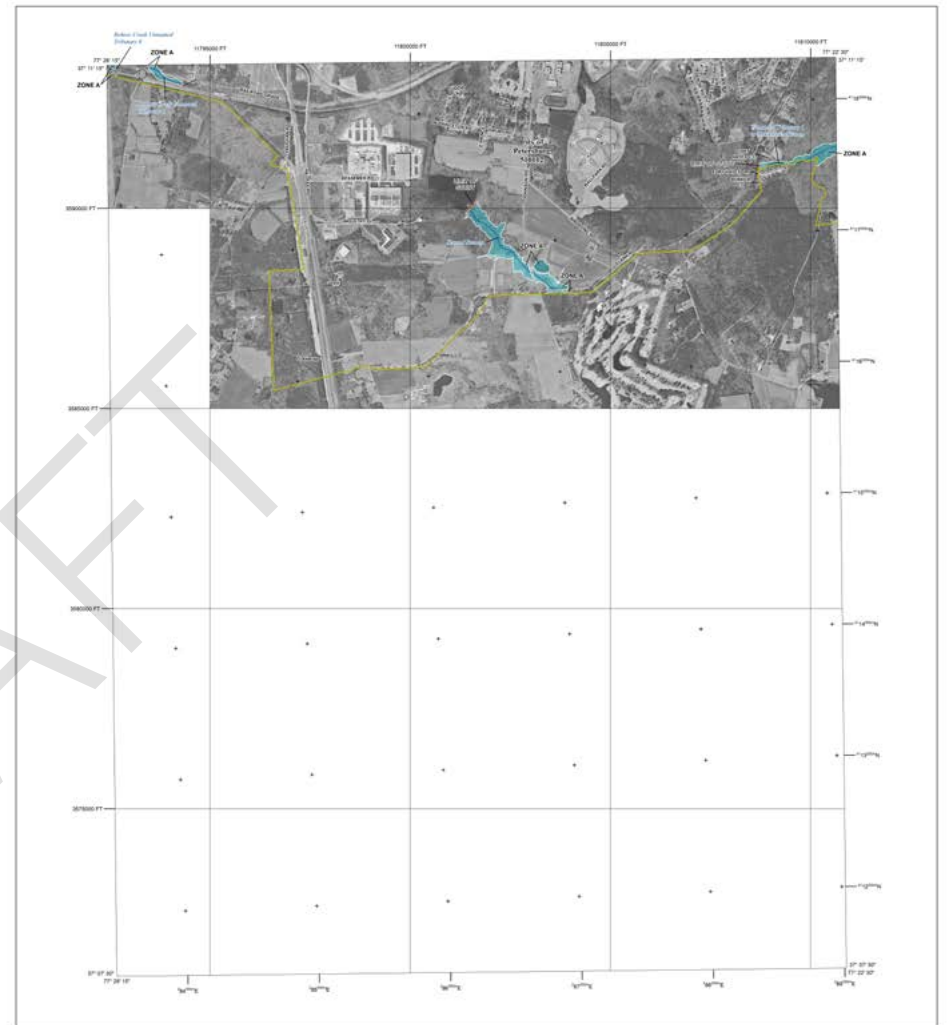
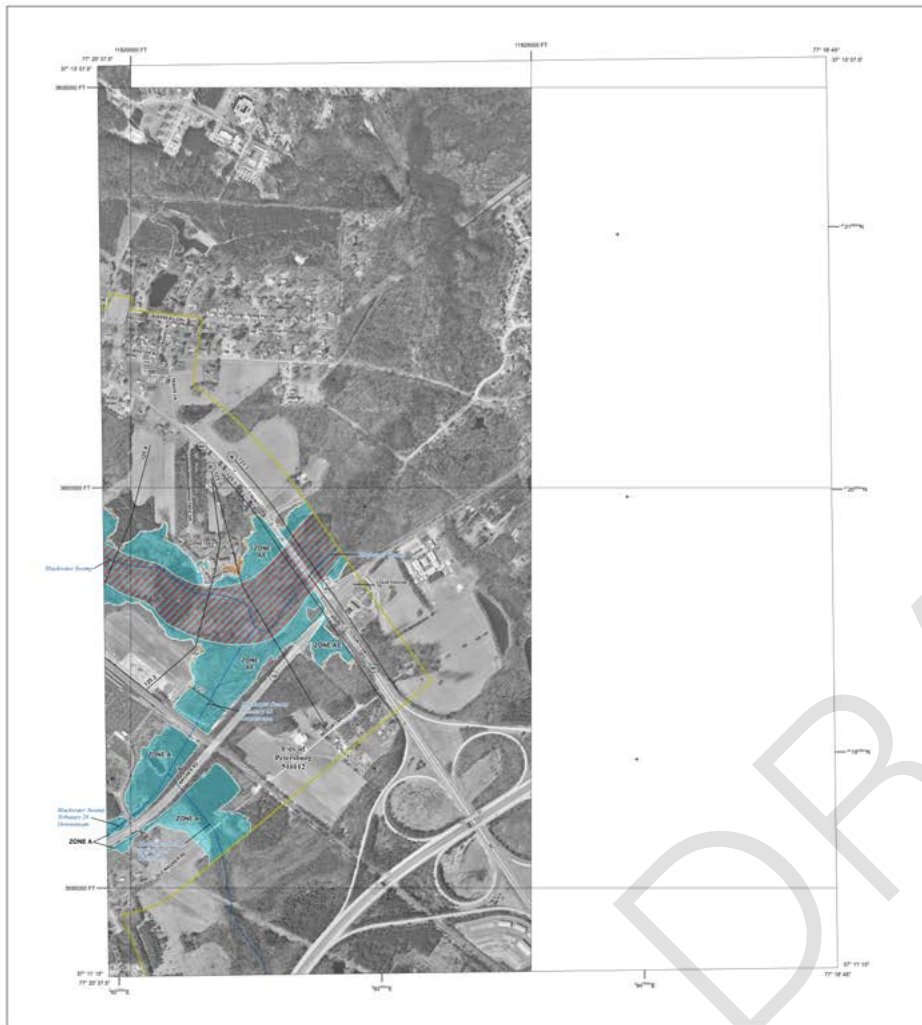


FEMA
National Flood Insurance Program

NATIONAL FLOOD INSURANCE PROGRAM
FLOOD INSURANCE RATE MAP
CITY OF PETERSBURG, VIRGINIA
Panel 28-45

CONTRACT NUMBER	DATE	SCALE	STATUS
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VERSION NUMBER: 2.0.4.6
MAP NUMBER: 5301320090
MAP REVISED: DECEMBER 15, 2022



FLOOD HAZARD INFORMATION

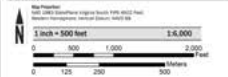
WE RECOMMEND THAT PRINTED LEGEND AND HOOD MAP FOR THIS PANEL, LARGER THAN INFORMATION DERIVED FROM THIS MAP AND SUPPORTING DOCUMENTATION ARE ALSO AVAILABLE IN DIGITAL FORMAT AT [HTTPS://WWW.FEMA.GOV](https://www.fema.gov)

- SPECIAL FLOOD HAZARD AREAS**
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 - Regulatory Floodway
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 - Future Conditions 1% Annual Chance Flood Hazard (Zone 1)
 - Area with Reduced Flood Risk due to Levee Sea Walls (Zone 2)
 - Area with Flood Risk due to Levee (Zone 3)
- OTHER AREAS OF FLOOD HAZARD**
 - Areas of Minimal Flood Hazard (Zone 4)
 - Area of Undetermined Flood Hazard (Zone 5)
- OTHER AREAS**
 - Channel, Culvert, or Storm Sewer
 - Levee, Dike, or Floodwall
- GENERAL STRUCTURES**
 - Cross Sections with 1% Annual Chance Water Surface Elevation
 - Centerline
 - Centerline Baseline
 - Profile Baseline
 - Hydrographic Feature
 - Base Flood Elevation Line (BFE)
 - Limit of Study
 - Jurisdiction Boundary

NOTES TO USERS

This information was prepared under the Flood Insurance Rate Map (FIRM) process, which involves a detailed analysis of the flood hazard areas in the community. The information was prepared in accordance with the National Flood Insurance Program (NFIP) regulations and the Flood Insurance Rate Map (FIRM) process. The information was prepared in accordance with the National Flood Insurance Program (NFIP) regulations and the Flood Insurance Rate Map (FIRM) process. The information was prepared in accordance with the National Flood Insurance Program (NFIP) regulations and the Flood Insurance Rate Map (FIRM) process.

SCALE



PANEL LOCATOR



FEMA
National Flood Insurance Program

NATIONAL FLOOD INSURANCE PROGRAM FLOOD INSURANCE RATE MAP
CITY OF PETERSBURG, VIRGINIA
Version 2.6
Dec 29, 2022

Panel Locator: COMMUNITY NUMBER PANEL SUPP
PETERSBURG, VA 23103 2000 2

VERSION NUMBER 2.6.4.6
MAP NUMBER 51011200290
MAP TITLE 0
DATE 15, 2022

FLOOD HAZARD INFORMATION

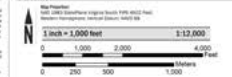
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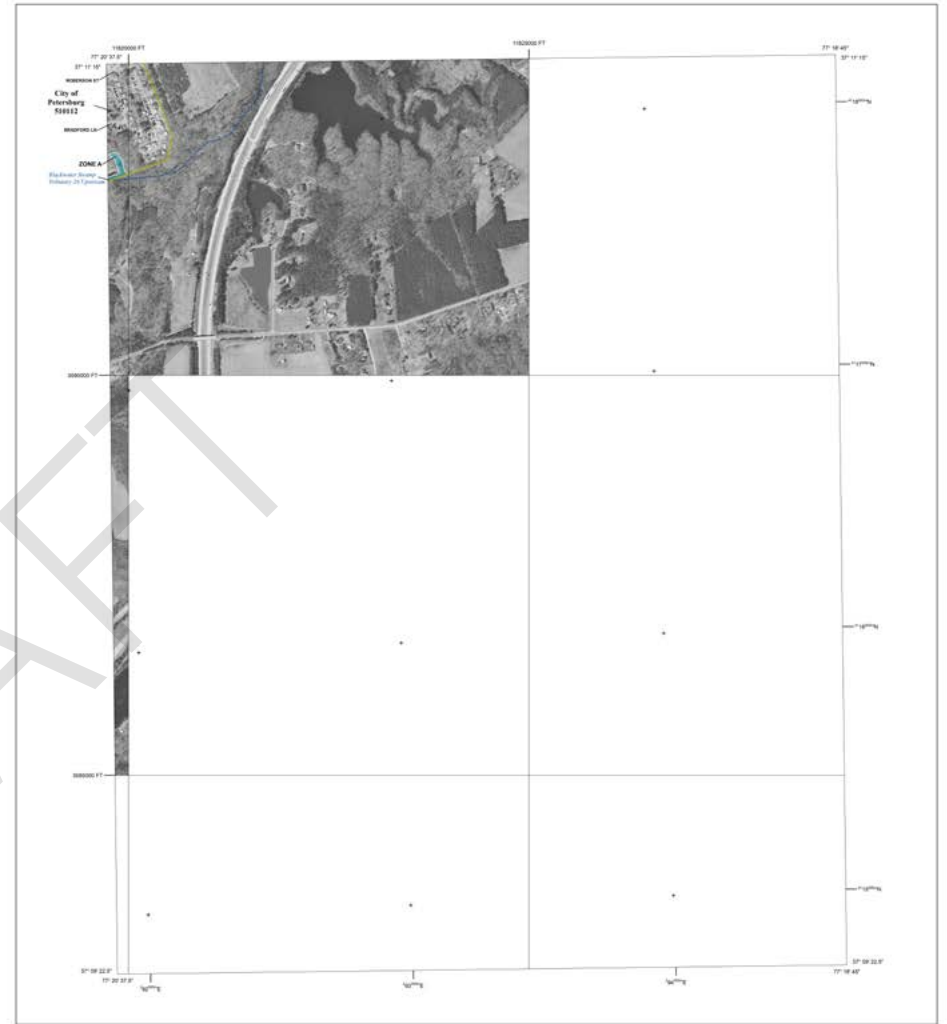
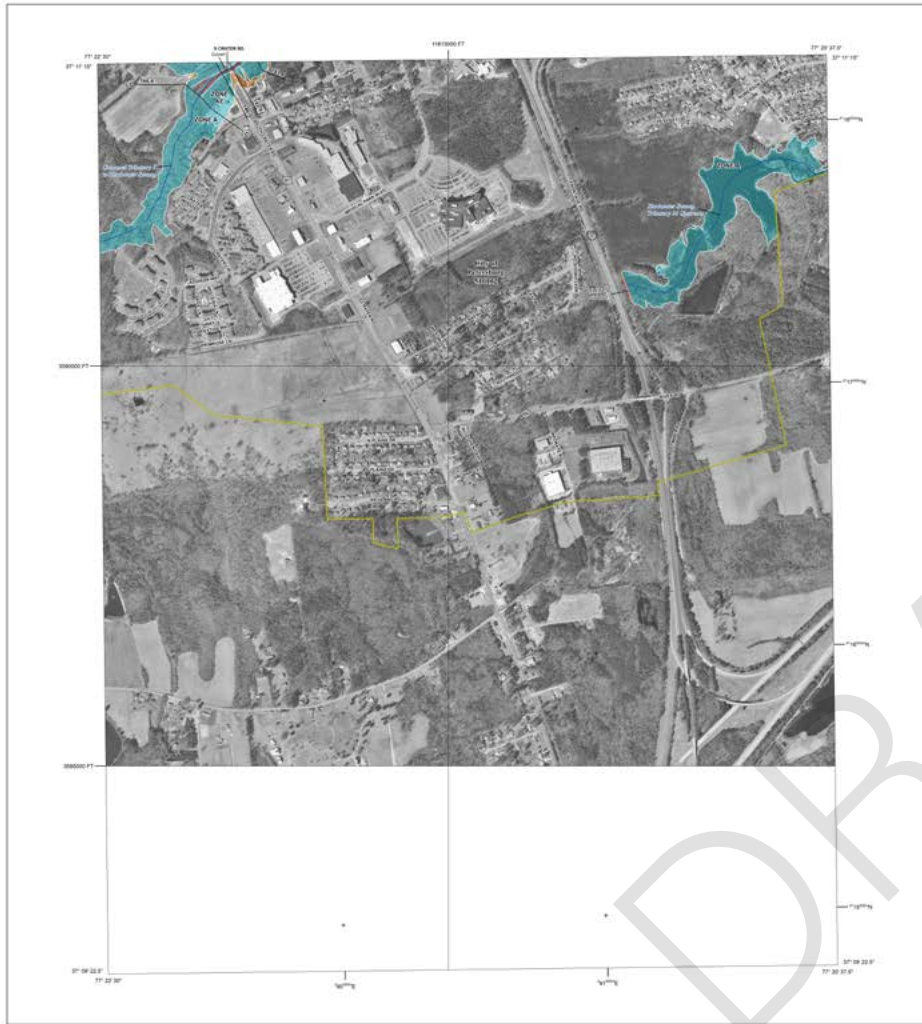


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 - Coastal Trussport
 - Coastal Trussport Baseline
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SCALE



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FEMA
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NATIONAL FLOOD INSURANCE PROGRAM
FLOOD INSURANCE RATE MAP
CITY OF PETERSBURG, VIRGINIA
Panel 37 of 45

Project Details:
COMMENTS: NUMBER PANEL SUPERVISORAL DTYP: SCALE: DATE: 0

VIRGIN NUMBER: 2.6.4.6
MAP NUMBER: 5301200360
MAP VERSION:
DECEMBER 15, 2022

FLOOD HAZARD INFORMATION

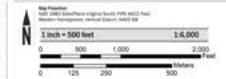
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NATIONAL FLOOD INSURANCE PROGRAM
FLOOD INSURANCE RATE MAP
CITY OF PETERSBURG, VIRGINIA
Panel 37 of 45

Project Details:
COMMENTS: NUMBER PANEL SUPERVISORAL DTYP: SCALE: DATE: 0

VIRGIN NUMBER: 2.6.4.6
MAP NUMBER: 5301200370
MAP VERSION:
DECEMBER 15, 2022

DRAFT

Prepared By:

