

# Suffolk 2045

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## APPENDICES

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## Appendices

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## **Appendix A**

### **Public Engagement Summaries**

The following are summary memos of the four rounds of engagement that were completed as part of this process. Each round was multifaceted with numerous ways to participate. These memos outline the purpose of each round of public engagement, the approach that was taken to the events, and the results collected.

Appendix A contains the following items:

- Round 1: Ideas for the Future Summary Memo
- Round 2: Critical Questions Summary Memo
- Round 3: Testing Ideas Summary Memo
- Round 4: Sharing Ideas Summary Memo



# Summary Memo

## Preliminary Results, Round 1 Public Engagement

October 26, 2022

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This document summarizes the preliminary results of the first round of public engagement for Suffolk 2045, a comprehensive plan update for the City of Suffolk, Virginia. Engagement has been conducted between mid-May and late-October, 2022. Input has been gathered in the following ways:

- **Focus group meetings** – Ten focus groups with invited stakeholders were held to discuss key topics to address within the plan.
- **Online engagement events** – Questions about the future and mapping activities were broadly publicized and available online (and provided in paper form in locations around the City).
- **In-person engagement** – In-person opportunities to share thoughts were offered at several popular festivals and events around the City.

The memo includes the following components:

1. Purpose
2. Key Themes
3. Outreach and Publicity
4. Approach
5. Results
6. Participation
7. Next Steps

### 1. Purpose

The City of Suffolk launched the Suffolk 2045 process to update its comprehensive plan in March 2022. The City's last comprehensive plan, Suffolk 2035, was adopted in 2015. One of the key components of the comprehensive plan process is insight from the community. Through the first round of public engagement, multiple opportunities across in-person and online platforms have been provided for individuals interested about the future of the City to help inform the plan. This round of engagement has been designed to solicit big picture ideas from the public in an open-ended way to help shape updates to the plan's recommendations. A second round of engagement will be held to test preliminary ideas for plan updates.

## 2. Key Themes

Throughout the first round of engagement, every comment made at public engagement events was themed and put in a database. Some key themes that have emerged include the following:

- Suffolk's rural / small town feel was identified as one of the City's biggest strengths.
- People see great opportunity in Downtown investment / revitalization.
- Open space and parks are viewed as a significant asset.
- There is a desire for residential and commercial development in the north that is well planned and coordinated.
- The impacts of increased residential development need to be carefully managed.
- Traffic congestion is a challenge that should be proactively addressed through careful planning.
- There is a desire for more entertainment, restaurants, recreation and retail in the City.
- Making sure that growth and development benefits not just some parts of the City—but the City as a whole—is essential.

In addition to these general themes, several geographic areas were identified as important to focus on for the next phase of the work, including:

- Downtown Suffolk – Desire to see increased amenities and services (restaurants, retail, commercial development etc.) to attract people especially younger people and families.
- Southern Suffolk – Interest in retaining rural feel while improving infrastructure.
- Northern Suffolk – Potential to build off recent success through thoughtful approach to where and how new residential and commercial activity is located.
- Waterfront – Opportunity to attract visitors with enhanced recreation and entertainment.
- Villages – Chance to improve attractiveness by focusing on strategic investments and seeking opportunities to improve the quality of public spaces (streets, sidewalks, parks, etc.)
- Corridors – Need to coordinate new development with mobility planning and manage change while capitalizing on economic opportunity.

*"I appreciate the opportunity to express my thoughts on the future of this community!"*

-Engagement participant

### 3. Outreach and Publicity

Extensive outreach and publicity were conducted to spread the word about the opportunity to participate in the plan update. The Team has capitalized on existing networks through community groups, organizations, churches, educational institutions, and local governments for outreach. The Suffolk 2045 Steering Committee and City staff played a key role in spreading the word across the community of the importance of this opportunity. Outreach and publicity included the following:

- A press release was distributed to local media outlets and media stories were published.
- Emails and announcements were sent out to community members outlining ways to participate.
- 5,000 printed rack cards were distributed throughout the City.
- Over 100 groups, organizations or individuals that were invited to the focus group meetings were asked to help spread the word.
- Staff met with community members and promoted the events and online activities.
- Social media was utilized through Facebook posts that were shared by local libraries, community groups and others.
- Staff set up engagement opportunities at eight events throughout the City such as Stars and Stripes, Family Fridays, TGIF Concerts, and the Peanut Festival. Rack cards promoting the online survey, paper survey forms and comment cards were offered.
- Steering Committee members directly reached out to their neighbors and networks.
- Suffolk Public Schools posted flyers on PeachJar, a community electronic news source, to share online engagement activities and events with students and parents.

### 4. Approach

Suffolk 2045's first round of engagement has included multiple parts:

#### **Focus Group Meetings**

Ten in-person focus group meetings that engaged over 60 participants were held to collect targeted input on key topics including housing, transportation and mobility, land use planning, and more. Specific key questions were asked to gauge community input and desired outcomes about these areas.

#### **Online Engagement**

Online engagement included an Ideas for the Future activity with questions about the future of the City of Suffolk along with a mapping activity that asked community members to locate changes within the City in the past seven years and hopes for the future of development. These have been available throughout the duration of the first round of engagement at [www.Suffolk2045.com](http://www.Suffolk2045.com) in both English and Spanish, with hard copy versions

available at libraries and City Hall. Online activities will continue to be open into the early fall.

Ideas for the Future included five questions that got individuals thinking about the assets and opportunities in the City. These questions helped the Team identify areas to focus on that community members in Suffolk found to be most impactful and important to consider as part of the plan update.

The mapping exercise asked participants to identify: 1) changes they have noticed; and 2) what they hope to see in the future. Changes could focus on places where there has been development, where use or activities are different than they were before, or where the look and feel has changed. Hopes for the future highlight areas where individuals would like to see development, different land uses and activities, and improvements in character (quality of the built environment, urban design, public amenities, etc.).

### **In-Person Events**

In-person events allowed the team and staff to interact with over 500 community members. Booths were set up at different festivals and events, such as Stars and Stripes, Family Fridays, TGIF Concerts, and the Peanut Festival, to try and gauge public reception of Suffolk 2045 and its goals. The online activities were also promoted and activities and comment cards were available in paper form.

## **5. Results**

This section summarizes the input collected to date, including information from each in-person focus group and online/paper survey form engagement.

### **Part 1: Focus Group Key Takeaways**

The focus groups discussed major topics to address through the comprehensive plan. Notable comments from each meeting are included below:

#### Industrial and Logistics

- There is a demand for continued growth, but the City has to choose how they want to pursue it.
- Suffolk has an incredible story to share, both within the region and nationally.
- Infrastructure costs like water, sewer, and roads can become barriers for developing new industrial sites.

#### Diversity, Equity and Inclusion

- Suffolk has a diverse identity that should be celebrated by its residents.
- Investments should be balanced among several geographic areas, not just focused where new development is occurring (like Northern Suffolk).
- Supporting the community takes several forms (services, education, transportation,

and financial opportunities).

### Housing

- Growth of industrial areas is what drives many of the housing developments (US 58 and US 460).
- Investment in infrastructure is necessary prior to building new homes or housing developments.
- The types of housing that are needed and desired by residents are changing, and some types are in short supply in the City.
- Residents are looking for nearby amenities and attractions that may not be available in certain areas of the City.

### Commercial and Business Community

- The plan should recognize what residents want and support the anticipated growth from those projections.
- Transportation is a challenge for businesses and residents as roadways become more congested.
- Partnerships and training opportunities that connect the younger generations with local employment opportunities are needed.

### Transportation and Mobility

- Short-sighted developments can severely increase traffic and congestion, so emphasizing more long-term strategies are important to avoid creating more problems.
- Utilizing the rails would provide an opportunity to remove truck traffic but would require investments for improving crossings and other track connections so the road network is not made worse.
- Public transit and other modes like ridesharing can provide some relief from traffic congestion if the region is connected or expended.
- New railways are being developed within the region and Suffolk has an opportunity to be part of that regional network.

### Environmental Resources

- The wetlands and open space areas around Suffolk are an asset to the community and add to the diversity of the City and Hampton Roads.
- Water access, parks and other similar elements can become attractions for the community for both residents and visitors.
- The region needs to balance the agricultural community and environmental implications (mitigate potential harm to wetlands, native species, etc.).

### Community Services

- Investments that are equitable are essential to supporting the community through providing resources, accessibility, and collaboration overall.
- Many people would like to see health resources mapped throughout the City to increase accessibility.
- Local community centers can provide support systems (shelter, elderly, mental health) that are available to all neighborhoods.
- Business investment should also include community strengthening to help build programs that support the workforce and their families.
- Lack of transportation can limit access to community services and facilities if congestion increases the time it takes to get to them.
- There is a desire to change the perception of Suffolk and focus on the positive impact of community services rather than the City's problems.

### Land Use Planning for Growth

- Specific growth areas are defined: industrial along US-58 and US-460, residential along Route 10 and within proximity to new industrial.
- The comprehensive plan needs to be specific in where it is directing growth for the City.
- Renewable energy is emerging within the region but planning for this in rural areas is important to recognize and consider.

### Builders (Coastal Virginia Building Industry Association)

- There is a negative public perception in Suffolk about higher density housing and people don't understand how it can be improved through good design.
- There is opportunity for significant new residential development, but it's often hindered by restrictive regulations and/or lack of utilities.
- There is opportunity for development along key corridors and within the villages.

### Agriculture

- The City has seen significant loss of agricultural land since the last plan was adopted due to residential development and the erosion of rural character due to lot splits and seemingly haphazard development.
- Agricultural land should be considered a limited resource and tools and incentives for its preservation should be pursued.
- Development should be concentrated in the growth areas, and there is also opportunity in some of the villages, in an effort to preserve agricultural areas.
- Solar facilities are very undesirable because they negatively impact the rural character and aesthetics of the community and have adverse environmental impacts.

## Part 2: Online open-ended questions

The following section includes major themes and ideas provided in response to the following questions:

1. What has most changed about Suffolk over the past seven years?
2. Suffolk has seen significant new development since the last plan was adopted. How do you think this has impacted the City?
3. What are the greatest opportunities for Suffolk looking out over five, ten, or twenty years? What new municipal services, businesses, etc. would you like to see in Suffolk?
4. What are the greatest strengths in Suffolk? What do you like best about your City or your community?
5. Are there topics that are essential to address as part of this update?

Public input has been compiled through an online format and is organized by themes and sub-topics. Themes are the larger organizing structure and include a percentage from the total amount of responses collected. Sub-topics are identified under the themes. Note: Some comments were categorized as relating to more than one theme or sub-topic. Percentages are rounded to the nearest 1%.

### ***What has most changed about Suffolk over the past seven years?***

#### Growth of Residential & Commercial Development (40% of total comments)

- 29% of total comments mentioned the substantial growth of housing in Suffolk over the last seven years; 12% mentioned commercial and business development.
- Many noted that this influx of development has correlated to more traffic congestion and mobility issues throughout the City.
- Population growth coupled with a loss of farmland was also a common theme and correlation between the responses.

#### Increased Traffic Issues & Congestion (20% of total comments)

- Due to recent growth and development, participants pointed out that traffic has recently become worse and needs more adequate planning to reduce congestion pressures.

#### Population Growth (11% of total comments)

- Participants noted the influx of new residents to the City of Suffolk which has caused major changes for development, open spaces and traffic.
- Almost 5% of all comments specifically highlighted Northern Suffolk's growth that has spurred more development overall.

#### Loss of Agricultural/Farmland (8% of total comments)

- Respondents pointed out the large amount of farmland that has been converted and lost as more people have moved into the City.



- 29% of these comments recognized the correlation between the growth in residential development and loss of farmland.

***Suffolk has seen significant new development since the last plan was adopted. How do you think this has impacted the City?***

Enhanced Traffic Issues & Congestion (28% of total comments)

- As previously mentioned, respondents highlighted that some new development has led to severe traffic problems.
- 9% of those comments specifically included that Routes 58, 460, 10 and 17 have the worst congestion in the City and need attention.

Decrease in Quality of Infrastructure (Roadways, Utilities & Broadband, 16% of total comments)

- Participants pointed out the lack of quality infrastructure, stating that there needs to be more adequate infrastructure before new development is built.
  - “Development is fine, but I think it has run ahead of infrastructure, particularly road and school capacities.”
- 47% of infrastructure comments specifically mentioned issues of poor *road* infrastructure throughout the City.

Poor School Facilities & Overall Capacity (11% of total comments)

- With Suffolk’s continued growth has come overcrowding of schools, causing major concern for many respondents.
  - Construction of more school buildings is desired to solve this issue of overcrowding.
- Some participants noted that because of new population growth, traffic issues, and school overcrowding, infrastructure has become outdated and unable to keep pace with new developments and students. This correlation was noted throughout most of the engagement process.

***What are the greatest opportunities for Suffolk looking out over five, ten, or twenty years? What new municipal services, businesses, etc. would you like to see in Suffolk?***

Commercial/Retail Development (18% of total comments)

- More outlet shops, malls, boutiques, restaurants, and local business developments are highly desired by participants.
- Redevelopment of vacant spaces is an opportunity that many highlighted.

#### More Entertainment & Recreational Opportunities (17% of total comments)

- Many comments mentioned a need for more recreational events and venues throughout the City.
- Respondents would like to see activities such as bowling alleys, new restaurants, skating rinks, recreational centers, retail stores, and more.
- 18% of the comments that mentioned entertainment and recreation specifically highlighted the need for more family-oriented recreation options.
  - Similarly, over 30% of comments pertaining to entertainment and recreation specifically highlighted parks and natural space as a key opportunity for Suffolk.

#### Infrastructure Improvements (12% of total comments)

- Infrastructure concerns were a recurring theme throughout the engagement process.
- Of those comments pertaining to infrastructure improvements, over 25% specifically highlighted internet/broadband as a major issue.
  - Respondents would like to see an emphasis on citywide broadband connectivity, faster internet speeds, and access for *all* areas of Suffolk.
- The rising cost of water utilities pertained to about 13% of infrastructure comments.

#### ***What are the greatest strengths in Suffolk? What do you like best about the City or your community?***

#### Maintaining the Rural/Small Town Feel (30% of total comments)

- Respondents love the rural and small-town life that they have in Suffolk.
- Many are afraid that overdevelopment will make the City overpopulated, loud and undesirable.
- 17% of total responses mentioned that Suffolk's greatest strength is the community, family-like connection in the City due to its smaller-town feel.

#### Access to Open Space & Parks (16% of total comments)

- Suffolk's access to natural space, parks, and farmland is highly valued by participants.

#### Location & Connectivity (13% of total comments)

- Suffolk's proximity to urban centers including Chesapeake, Norfolk and Virginia Beach were mentioned to be a key asset.
  - "It provides a country life within a convenient distance of other major cities."
- About 24% of location comments highlighted the mix of urban, suburban, and rural characteristics present in Suffolk.

### ***Are there topics that are essential to address as part of this update?***

#### Infrastructure (17% of total comments)

- Many participants noted the declining quality of infrastructure from the increased use and demand for roads from recent population growth.
- Improving /enhancing infrastructure before approving or building new developments to decrease congestion and other issues was one of the most consistent themes throughout the process.
  - “The lack of infrastructure to keep up with the growing population. As more families have moved in, there should have been more funds put towards the drainage system and broadband internet.”

#### Traffic & Congestion (14% of total comments)

- Congestion, specifically on routes 10 and 58, was mentioned in about 20% of comments pertaining to traffic.

#### Overdevelopment (14% of total comments)

- General overdevelopment of housing and businesses such as car washes and warehouses were mentioned to be a major issue within the City that correlate to issues like traffic congestion and lack of recreational opportunities.
- Overdevelopment resulting in a loss of farmland was also noted to be a concern for many respondents.

#### School Facilities & Capacity (13% of total comments)

- Participants strongly agree that Suffolk’s schools and school facilities need funding, planning, and investment overall to ease issues of overcrowding caused by rapid development.

### **Part 3: Mapping Suffolk**

Below is a summary of key themes that have emerged from mapping activities online or via paper survey forms.

Participants were asked to map changes they have noticed, and what they would like to see in the future. Again, changes could focus on places where there has been development, where use or activities are different, or where places where the look and feel has changed. Hopes for the future highlight areas where individuals would like to see development, different land uses and activities, and improvements in character.

A map capturing this input can be found at [suffolk2045.org/roundonecompositemap/](https://suffolk2045.org/roundonecompositemap/).

### ***Changes you have noticed:***

#### 1. Downtown Suffolk

- Respondents noted that the downtown area has seen a lot of growth and development of new areas such as parks and commercial growth.
- Public safety is a concern for citizens, as many highlighted the increase in crime.

#### 2. Northern Suffolk

- More than 19% of total responses mentioned the recent growth of Northern Suffolk, including housing, retail, dining and more.
- Due to the high concentration of new businesses and housing in the Northern part of Suffolk, people would like to see more evenly dispersed development.

#### 3. Harbour View

- Many mentioned the abundant commercial and retail development that the Harbour View area has experienced in the past couple of years.

#### 4. Godwin Boulevard

- 9% of total mapping comments stated that this section of the City has seen a high percentage of new housing developments including many multifamily unit apartments.
- Increased traffic and congestion were largely noted because of the amount of new residential developments.

#### 5. Routes 10, 17 & 58

- Almost 20% of all comments pertained to changes and issues present within routes 10, 17 & 58.
- Respondents want to see traffic congestion relief along these roads, which would increase driving safety. The increase in high-density apartment developments along these roads were repeatedly noted as a cause for concern.

### ***What you hope to see in the future:***

#### 1. Downtown Suffolk

- Although Suffolk's downtown has seen recent growth and development, residents would like to expand more on this and make the area a more dynamic place (more amenities, retail, etc.).
- 22% of comments pertaining to downtown highlighted the need for this area to include more recreational opportunities for younger community members and families.

- Respondents would like to see more commercial and retail development that encourages small business expansion and growth.

## 2. Southern Suffolk

- Southern Suffolk is an area that many would like to see remain rural amidst development throughout the City.
- Some noted a need for infrastructure improvements in this area.

## 3. Waterfront

- Create a grand vision to boost tourism in Suffolk by utilizing the waterfront areas.
- Participants would like this area to be revitalized and used as a hub of recreation and entertainment opportunities for all.

## 4. Whaleyville

- Many respondents would like to sustain the agricultural farmland and feel of this area.

# 6. Participation

All participants' comments have been databased and those who filled out the online activities were asked to complete an exit questionnaire about their experience and themselves. The following insight is based on data collected and responses to the questionnaire as of the date of this summary report.

## **Key takeaways regarding participation and satisfaction**

- There have been over 10,400 webpage views from approximately 4,500 unique visitors during the engagement period.
- The in-person focus groups engaged over 60 people in ten sessions.
- Approximately 800 people have responded to the survey questions.
- Over 4,200 unique comments have been collected.
- More than 250 locations within the City have been identified through in-person workshops and the online mapping activity.
- Over 3,000 people have interacted with Staff at in-person events.
- 45% of individuals heard about Suffolk 2045 through social media platforms such as Facebook, Instagram, and Twitter; the second most common way people heard was word-of-mouth (18%).
- Females, individuals identifying as White/Caucasian, and higher educated people were over-represented relative to Suffolk's overall population. The team will work to address discrepancies in participation of demographic groups to the extent possible in the next round of engagement.

## 7. Next Steps

Following this public input opportunity, community insight will be analyzed to inform the plan's preliminary recommendations on a range of topics, including community character and land use, economic development, housing, transportation, environmental resources, and community facilities and services. These will then be tested and available for feedback within the second round of public engagement. Learnings from this first round of engagement regarding outreach, publicity and engagement formats will be considered in designing the second round.

| *"I'm proud to be part of the Suffolk community"*

-Engagement participant

# Summary Memo

## Preliminary Results, Winter 2023 Community Engagement

March 17, 2023

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This document summarizes the preliminary results from public engagement for Suffolk 2045, that was conducted between late January and early-March 2023. Online engagement will continue through the end of March. This report is intended to summarize input collected to date.

The memo includes the following components:

1. Purpose
2. Approach
3. Results

### 1. Purpose

A first round of engagement for Suffolk 2045 was held in Summer and Fall 2022 and designed to solicit big picture ideas from the public in an open-ended way. Based upon input gathered during that period, a number of topics emerged that the planning team believed warranted special attention in the plan. For this reason, the planning team felt it was important to take additional time and make the effort to learn more from the community with respect to these topics. A set of critical questions were asked to “dig deeper” in these areas. Drawing from the responses to these questions, and the technical analysis that is underway, the planning team will be developing preliminary ideas for the plan update that will be shared with the public for comment in Summer 2023.

### 2. Approach

Input has been gathered in the following ways:

- **Community Engagement Sessions** – Eight meetings were broadly promoted and held in all boroughs throughout the City. After a brief presentation, community members had the opportunity to share comments on the six critical questions about the future of the City.
- **Online survey** – The critical questions were made available online and community members were invited to provide responses.
- **Paper survey** – Paper surveys with critical questions were made available at the

community engagement sessions so that attendees could share their input in writing, if desired, after the meeting.

### 3. Results

Over 1,200 different comments at meetings and through the paper on online survey were collected in response to the critical questions. Responses are summarized below with key takeaways and a word cloud, which displays commonly used words in responses with larger words representing the most used words.

## 1. How can we create inviting places in Suffolk where people feel comfortable and want to spend time?

Respondents want places that:

- Are safe, especially through increased lighting and an effective police force;
- Include opportunities to shop;
- Have restaurants to choose from;
- Are walkable, with parks and trails;
- Are clean, with less trash;
- Utilize the riverfront to their advantage;
- Are family-friendly and accessible to all.



**2. What would you like to be able to do in Downtown or North Suffolk in the future that you are not able to do today?**

People would like to be able to:

- Easily walk to more places;
- Drive and find parking more easily;
- Have a wide variety of restaurants and shops to go to;
- Have options for entertainment, such as movies, museums, and other family-friendly options;
- Have good access to the beach and riverfront.





The City can:

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- A word cloud visualization representing various urban planning and development concepts. The most prominent words, shown in larger fonts, include "growth", "downtown", "residents", "schools", "roads", "community", "support", "tax", "work", "housing", "warehouses", "shops", "beach", "train", "fix", "congestion", "communities", "planning", "improve", "attract", "restaurants", "vacant", "alternative", "outdoor", "storefronts", "trains", "outside". Other visible words include "development", "urban", "city", "infrastructure", "transportation", "public", "space", "open", "cars", "neighborhoods", "invest", "transportation", "trade", "apartments", "tourism", "empty", "green", "shopping", "parks", "economic", "companies", "promote", "storefronts", "trains", "outside", "support", "community", "roads", "schools", "tax", "work", "housing", "warehouses", "shops", "beach", "train", "fix", "congestion", "communities", "planning", "improve", "attract", "restaurants", "vacant", "alternative", "outdoor", "storefronts", "trains", "outside".

New housing/development should:

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## 5. What do you want the look and feel of the City's corridors to be?

The corridors should:

- Have less traffic, especially from trucks;
- Increase tree cover, landscaping, and greenspaces
- Not add many new warehouses;
- Increase housing options;
- Encourage businesses;
- Be attractive and inviting to all.



## 6. What kind of housing (size, style, price points) is most needed?

The types of housing needed are:

- Affordable housing for all incomes;
- Apartments;
- Single-family housing;
- Housing in neighborhoods with good community characteristics and schools;
- Housing of a variety of lot sizes for different needs.



**7. Is there anything else you would like us to consider?**

- Better public safety (more presence of first responders, etc.);
- More local food production (farms, etc.);
- Concern about warehouses;
- More open/green spaces;
- Less noise/light pollution;
- Too much traffic (especially Route 58);
- Improve school system (capacity, infrastructure);
- Improve existing areas before identifying new growth areas;
- Put tax money back into the community for beautification and development;
- Don't overdevelop.

# Summary Memo

## Preliminary Results, June-July 2023 Community Engagement

July 31, 2023

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This document summarizes the results from the third round of public engagement for Suffolk 2045 that was conducted during June and July 2023.

The memo includes the following components:

1. Purpose
2. Approach
3. Results

### 1. Purpose

The first round of engagement for Suffolk 2045 was held in Summer and Fall 2022 and was designed to solicit big picture ideas from the public in an open-ended way. Based upon input gathered during that period, a number of topics emerged that the planning team believed warranted special attention in the plan. These ideas were explored further through a second round of engagement that was conducted in Winter 2023, which was based around set of critical questions to “dig deeper.” Drawing from the responses to these questions, and the technical analysis that has been conducted, the planning team developed preliminary ideas for the plan update. The third round of engagement was designed to test these ideas and potential direction for the plan. The results will help to inform the draft plan document.





## 2. Approach

Input was gathered in the following ways:

**In-person open houses** – Three broadly-promoted in-person open houses were held on three different dates and at different locations throughout the City.

- June 14, 3:00 P.M. – 7:00 P.M., Hilton Garden Inn
- June 15, 3:00 P.M. – 7:00 P.M., Hub 757
- June 24, 9:00 A.M. – 12:00 P.M., City Hall



Each open house was conducted over several hours and designed to maximize convenience as a “drop-in” event so that people could come and participate at their own pace, viewing display boards with key information and commenting using worksheets, voting “dots,” and comment cards. The open houses also provided an important opportunity for direct communication with the planning team and City staff. In addition to members of the planning staff and consultant team, staff from many City departments participated and engaged in conversation around the topics of transportation, economic development, broadband, public utilities, and parks and recreation.



Brief overview presentations were made two times at the afternoon/evening events and once at the Saturday event to help orient participants to the planning process and make them feel welcome and comfortable with sharing their ideas.

**Online survey** – The same materials presented at the open houses were made available online through an interactive online activity and community members were invited to provide responses through the end of July.

**Paper survey** – Paper surveys with the same information and questions were also made

available in the lobby of City Hall or upon request to anyone who could not attend an in-person open house or participate online. Surveys were also provided to several community groups for distribution to their members.

### 3. Results

Approximately 150 individuals attended the in-person open houses and over 900 individual comments were collected through the open houses or from online and paper surveys. Responses are summarized below.

#### A. Values and Land Use Considerations

Participants were asked to provide comments on the following draft values:

- Maintain an efficient transportation network with effective choices for mobility.
- Preserve the agricultural heritage and character of the City.
- Support economic development opportunities with benefits across the community.
- Protect the natural, cultural, and historical assets of the City.
- Support and enhance variety in character and types of places in the City.
- Promote a diverse housing stock, providing options in terms of type, location, and affordability.
- Maintain high-quality services and facilities as growth occurs.
- Support responsible regionalism.

Many participants expressed broad support for the values. Other key themes included:

- Preservation of agriculture
- Support development with transportation infrastructure and multimodal transportation options.
- Focus on improving what exists before encouraging new development.
- Pursue public/private partnerships and support economic development downtown.

Participants were asked to provide comments on the following land use considerations:

- Maintaining the focused growth approach and expanding growth opportunities
- Supporting fiscally sustainable land use choices
- Protecting natural resources and agricultural lands
- Ensuring a high quality and character of development
- Coordinating transportation and land use considerations
- Promoting synergy between economic development and land use

Key themes from participant responses included:

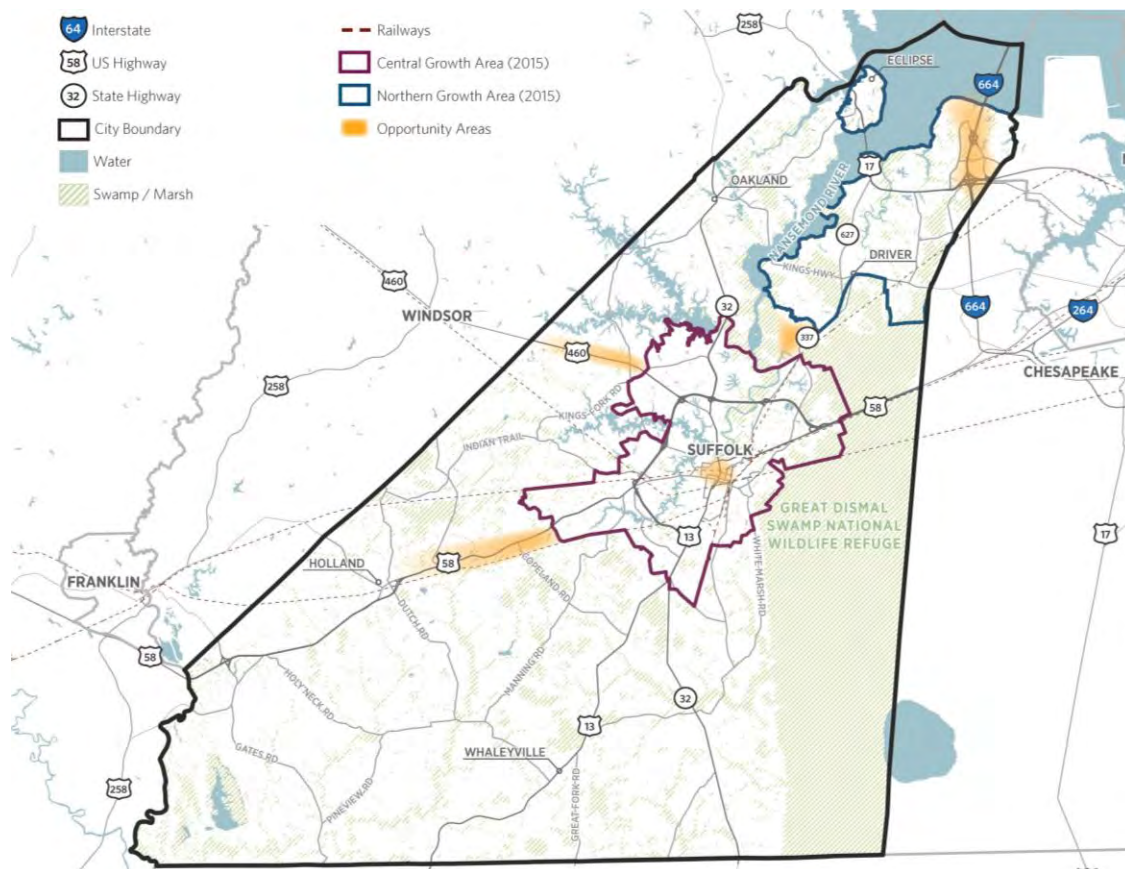
- Prioritize agricultural preservation.
- Coordinate transportation investment and land use decisions; consider phasing carefully.

- Conserve natural areas and open space.
- Take advantage of the opportunities provided by corridors as they develop.
- Encourage quality housing and variety in new housing types (e.g. workforce housing).
- Address potential negative impacts of growth.

## B. Growth Areas

Participants were asked to provide comments on five potential opportunity areas for the City as presented below. These are areas where new growth may provide opportunities to support important goals for the City. Some participants expressed that the growth area boundaries should not be changed, while others expressed support for new development along corridors 460 and 58, and aligning boundaries with compatible zoning. (Note: some of these comments were made as part of Activity C.)

### Opportunity Areas Map



Key themes from participant responses included:

Route 664 in North Suffolk

- There were a wide range of suggested appropriate land uses for this corridor.
- Suggestions for land uses including single-family housing, apartment living, entertainment and retail, walkable and mixed-use corridors, a truck stop, education/institutional, and continued infill development (undefined).

Area West of 337 between the Northern and Central Growth Areas (Nansemond Parkway)

- Desire for single family residential development with small-scale retail to support residents.
- Concern about the amount of traffic and wetland preservation.

Route 460 extending West from the Central Growth Area

- Maintenance of agricultural and single-family residential uses is important.
- Opportunity for additional industrial and manufacturing uses.

Downtown Suffolk

- More urban shops and restaurants that revitalize the area and promote small businesses should be encouraged.
- Desire to improve safety.
- Desire to preserve the downtown area.

Route 58 extending Southwest from the Central Growth Area

- Desire to keep the area mostly warehousing and increase jobs.
- Prioritize preservation of the remaining open space and agriculture.

Outside of the growth areas, people also expressed a desire to increase recreational opportunities like public pools, and improve multimodal connectivity.



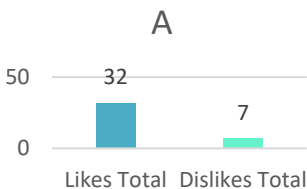


## C. Use Districts and Place Types

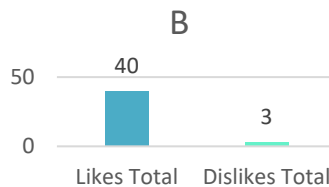
Participants were asked to comment on the overall approach of the Suffolk 2035 use districts and place types. In addition to comments on the growth area boundaries (incorporated into previous notes on Activity B) use district name suggestions include:

- Change suburban to “Outer Ring Suburban” to match inner ring Suburban
- Change mixed use core to “Urban”
- Change core support to “Urban Support”

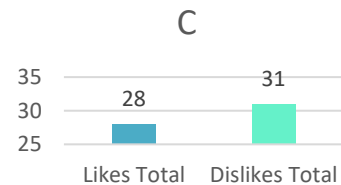
### Downtown/Town Center



- Has charm, bring small-town appeal to downtown



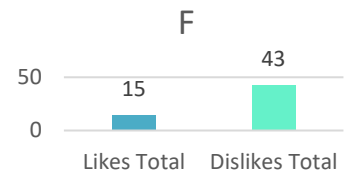
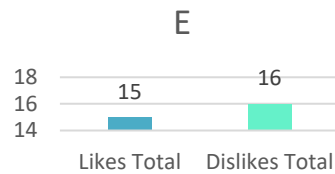
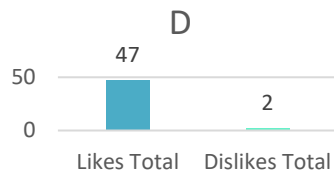
- Mix of residential and business provides more foot traffic
- Would fit in Holland or Downtown



- Appropriate use of mixed-use buildings
- Reduces car dependence
- Would fit in Holland or Downtown

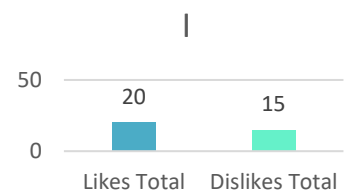
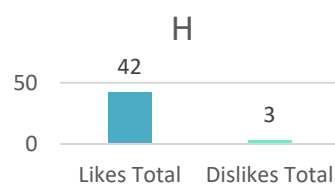
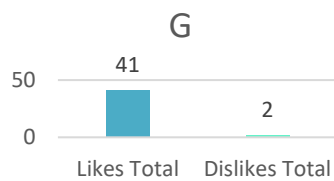


## Urban Neighborhood



- Too sterile and closed-off

## Traditional Neighborhood Center



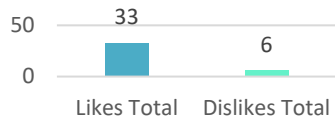
- Dining too close to vehicle traffic
- Would fit somewhere with a view of the harbor

- Would fit on East Washington St.

## Traditional Neighborhood



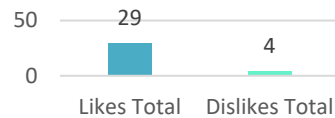
J



- Dislike lack of sidewalks
- Good variety of homes



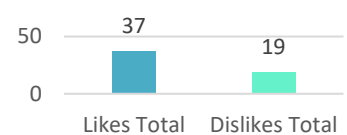
K



- Would fit in most neighborhoods



L

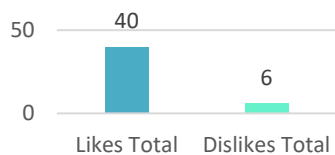


- Good gathering space in communities

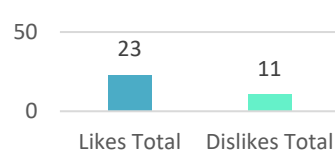
## Suburban Center



M



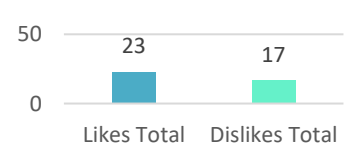
N



- Older character, and brings employment opportunities
- Would fit in West Washington

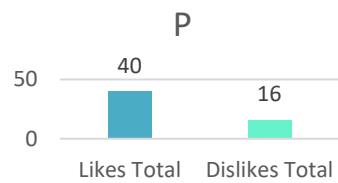


O

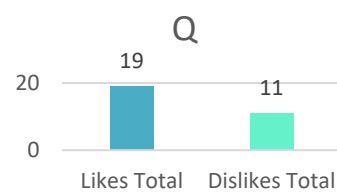


- Worry about malls/town centers remaining well occupied

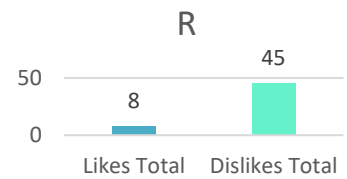
## Suburban Neighborhood



- Houses too similar
- Like the bigger lot size
- Would fit in suburbs

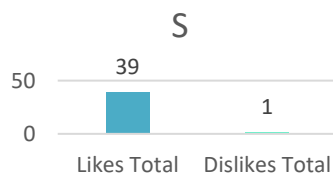


- Houses too close together and too similar

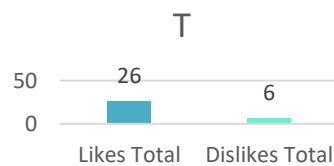
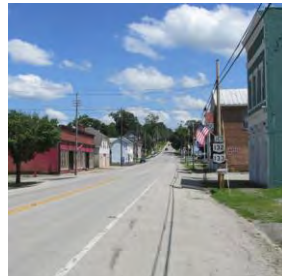


- Mundane

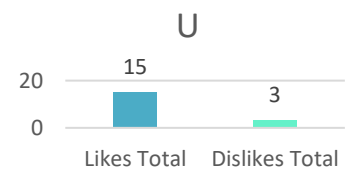
## Villages



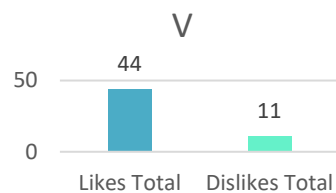
- Quaint and peaceful



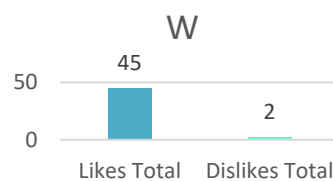
- Needs sidewalks and trees
- Improve building structure
- Would fit in Whaleyville



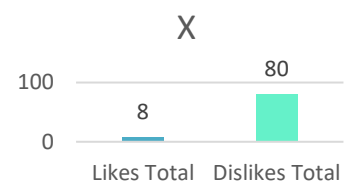
## Rural



- Prefer large, rural lots
- Must allow access to agricultural land

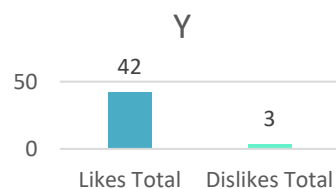


- This is liked – retain farmland

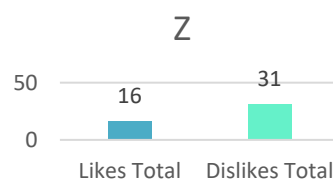


- Not appropriate for rural areas
- Would fit around other warehouses

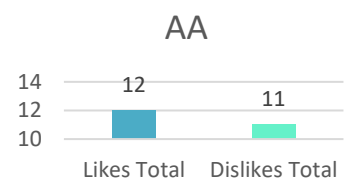
## Commercial Corridor



- Dislike street parking (safety)
- Would fit in downtown



- Strip malls have too many vacancies



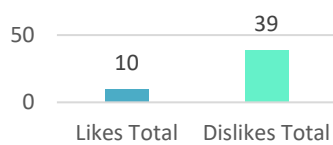
- Accommodates people hanging out
- Would fit in side-streets



## Special District



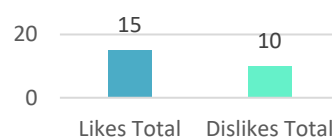
BB



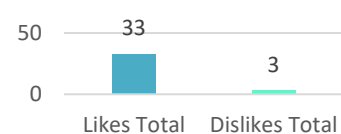
- Would fit in North Suffolk



CC



DD



- Not preferred, but the traditional landscaping is good for office

## D. Key Recommendations

Participants were asked to comment on draft key recommendations and to rate them on a scale of 1 (strongly disagree) to 5 (strongly agree). Following is a list of recommendations with their average rating and a summary of comments.

### Land Use and Development Character

1. Review current zoning districts to align with growth districts and pursue a City-initiated rezoning effort to improve compatibility with the comprehensive plan.
  - Ave. Rating: 3.46/5
  - Comment Summary:
    - Make sure development is distributed throughout the City
    - Rural and agricultural areas need to be preserved
2. Continue to develop new and expand existing incentives that encourage mixed-use development. Encourage affordable housing within these districts.
  - Ave. Rating: 3.50/5
  - Comments Summary:
    - Affordable housing options are a necessity
    - Accessibility to open and recreational space is important
    - Continue to invest in current areas that need revitalization
3. Adjust residential density range targets within Use Districts to better align with

recent trends and market demands.

- Ave. Rating: 3.11/5
  - Comments Summary:
    - Targets should be able to work in the long run, not just reactionary
    - Walkability and access to transportation are needed
    - Infrastructure must be in place to support any density changes
4. Revise the Unified Development Ordinance (which includes zoning and subdivision regulations) to promote additional affordable/work force housing in the City.
- Ave. Rating: 3.70/5
  - Comments Summary:
    - Workforce housing is necessary

#### Natural and Cultural Resources

5. Continue to promote use of cluster developments to protect environmentally sensitive areas.
- Ave. Rating: 3.72/5
  - Comments Summary:
    - It is important to preserve the environment, especially wetlands
    - Cluster developments should not disrupt habitats and landscape
    - Invest in existing infrastructure and vacant built land
6. Seek public outreach opportunities to educate citizens and stakeholders on new shoreline management strategies including Living Shorelines.
- Ave. Rating: 4.52/5
  - Comments Summary:
    - Agree that it is important that education is a focus
    - Look for partners (VIMS, VA Department of Agriculture, HOAs and local colleges, etc.)
7. Utilize VIMS' Comprehensive Coastal Resource Management Portal (CCRMP) Shoreline Best Management Practices for management recommendations for all tidal shorelines in the City.
- Ave. Rating: 3.81/5
  - Comments Summary:
    - Should be expanded to rivers/waterways
    - Waterfronts could be used to attract tourism

### Economic Development

8. Identify priority economic development sites and make strategic investments to advance site readiness.
  - Ave. Rating: 3.77/5
  - Comments Summary:
    - Residents looking for more modern, walkable spaces, not more warehouses
    - Current businesses should continue to be supported and invested in
9. Develop a policy in privately-owned master planned commerce/industrial parks to encourage a diverse industrial base for long-term economic sustainability.
  - Ave. Rating: 3.63/5
  - Comments Summary:
    - A balanced approach is necessary to keep industrial parks from taking over the City
    - Any new development should be environmentally conscious
10. Develop a publicly owned commerce/industrial park to promote diverse industry growth in support of higher-paying jobs.
  - Ave. Rating: 3.78/5
  - Comments Summary:
    - Public/private partnerships should be explored
    - Want to encourage higher-paying jobs
11. Prepare master plans and implement development strategies at a strategic area/district scale for Downtown Suffolk and the North Suffolk/Harbor View mixed use core districts.
  - Ave. Rating: 4.42/5
  - Comments Summary:
    - Public input is important and people want the opportunity to share thoughts on development strategies
    - A master plan could attract new small businesses and residents to the downtown area
12. Develop a cultural arts district for Downtown Suffolk to support existing and attract new cultural arts activities and related organizations and businesses.
  - Ave. Rating: 3.96/5
  - Comments Summary:
    - Want a “hip” downtown
    - Bring more tourists into the area and support local artists

- Looking for programs with strong resiliency

#### Rural Lands Conservation

13. Develop/amend ordinances to mitigate the impacts of utility scale solar installations on surrounding properties and agricultural and environmental resources in the City.

- Ave. Rating: 4.03/5
- Comments Summary:
  - Should promote positive growth
  - Be mindful of agricultural land/wildlife habitats and utilize rooftop solar where possible

14. Identify and implement strategies to protect and grow the City's agriculture and agriculture-related businesses.

- Ave. Rating: 4.38/5
- Comments Summary:
  - Talk with citizens about their needs

15. Continue to review the minor subdivision ordinance requirements to ensure compliance with adequate public facilities standards and other growth management objectives.

- Ave. Rating: 4.68/5
- Comments Summary:
  - Make sure infrastructure can support the developments
  - Enforce subdivision requirements consistently
  - Discourage splitting farms into small lots

#### Schools

16. Focus on rehabilitating, expanding or rebuilding schools, while conducting priority preventative maintenance needs of existing schools such as replacing HVAC, roofs and playgrounds in accordance with the joint facilities plan.

- Ave. Rating: 4.51/5
- Comments Summary:
  - Aim for LEED buildings
  - Recommendations should include time frames as well as prioritization

17. Implement a regular data collection and review of school capacity, attendance zones, and student population to accurately anticipate student generation as populations shift and family dynamics change generationally.

- Ave. Rating: 4.70/5



- Comments Summary:
  - Increase multimodal access to schools
  - Consider increase in private schools
  - People looking for more measurable elements and accountability

### Transportation

18. Prioritize transportation investments to address corridors that will be most affected by growth in local development and regional traffic, both within and outside of the Growth Areas.

- Ave. Rating: 4.63/5
- Comments Summary:
  - Roadway infrastructure needs to be updated to support the current traffic first
  - Transportation investments should be a high priority

19. Ensure that new growth will improve multimodal connectivity in the Growth Areas through complete streets and better pedestrian, bike and transit connections.

- Ave. Rating: 4.55/5
- Comments Summary:
  - Good connectivity should be required
  - Safety is very important

### City Services

20. Continue to support provision of high-speed, reliable, and affordable fiber internet service to City residents and businesses.

- Ave. Rating: 4.76/5
- Comments Summary:
  - Additional options should be offered

21. Continue to focus on the adequacy and funding of public facilities, including roads and public utilities in the review and approval of new development.

- Ave. Rating: 4.44/5
- Comments Summary:
  - This is very important
  - Infrastructure cannot support the current usage

22. Continue to develop and implement projects within the City's Capital Improvement Plan for the timely repair or replacement of system assets to ensure sufficient capacity to meet current and future demands, promote



economic development growth, and protect adjacent surface water bodies within the City.

- Ave. Rating: 4.61/5

23. Ensure that the planning for and availability of public infrastructure services and facilities is coordinated within the Growth Areas.

- Ave. Rating: 4.67/5
- Comments Summary:
  - Focus on water and waste management
  - Make sure there is adequate funding to keep things from stagnating

#### Plan Implementation

24. Develop and implement an ongoing process to engage the community in the implementation of the Suffolk 2045 comprehensive plan.

- 4.85/5
- Comments Summary:
  - Keep the community engaged and informed
  - Citizen boards could help educate the staff and areas they live in

# Summary Memo

## Results, February-March Community Engagement

Prepared April 11, 2024

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This document summarizes the preliminary results of the fourth round of public engagement for Suffolk 2045 that was conducted from late February through early April 2024.

The memo includes the following components:

1. Purpose
2. Approach
3. Results

### 1. Purpose

The first round of engagement for Suffolk 2045 was held in Summer and Fall 2022 and was designed to solicit big picture ideas from the public in an open-ended way. Based upon input gathered during that period, a number of topics emerged that the planning team believed warranted special attention in the plan. These ideas were explored further through a second round of engagement that was conducted in Winter 2023, which was based around set of critical questions to “dig deeper.” Drawing from the responses to these questions, and the technical analysis that has been conducted, the planning team developed preliminary ideas for the plan update.

The third round of engagement tested these ideas and the potential direction for the plan, which created the basis for the draft plan. The fourth round of engagement revealed the full draft plan to the public and was designed to gather feedback on the Future Land Use and Growth Areas map, as well as the plan’s draft objectives and actions. The results will inform updates that are made to the plan before it is finalized for adoption.



## 2. Approach

Input was gathered in the following ways:

### Online Engagement

Online engagement opened on February 22 when the full draft plan was posted online on the project website. A survey was also posted at this time that gave participants the opportunity to share their feedback on the Draft Future Land Use and Growth Areas Map, as well as the draft actions and objectives. The map allowed parcel-level review of the draft future land use designations, so that people could provide comments on very specific areas as they saw fit. The actions and objectives were listed with an opportunity to express support or concern, and to provide comments. Community members were invited to provide their responses through April 8.

### In-Person Events

Three broadly-promoted in-person open houses were held on three different dates at different locations throughout the City.

- March 13, 4:00 P.M. – 7:00 P.M., Hilton Garden Inn
- March 14, 4:00 P.M. – 7:00 P.M., Hub 757
- March 16, 9:00 A.M. – 12:00 P.M., City Hall

Each open house was conducted over several hours and designed to maximize convenience as a “drop-in” event so that people could come and participate at their own pace, viewing display boards and maps with key information and commenting using worksheets, post-its, and comment cards. The open houses also utilized computers to allow participants to view the online version of the map, zoom in on details, and get assistance and support from if needed. The open houses also provided an important opportunity for direct communication with the planning team and City staff.



### Paper Survey

Paper surveys with the same information and questions were also made available in the lobby of City Hall or upon request to anyone who could not attend an in-person open house or participate online. Surveys were also provided to several community groups for distribution to their members.

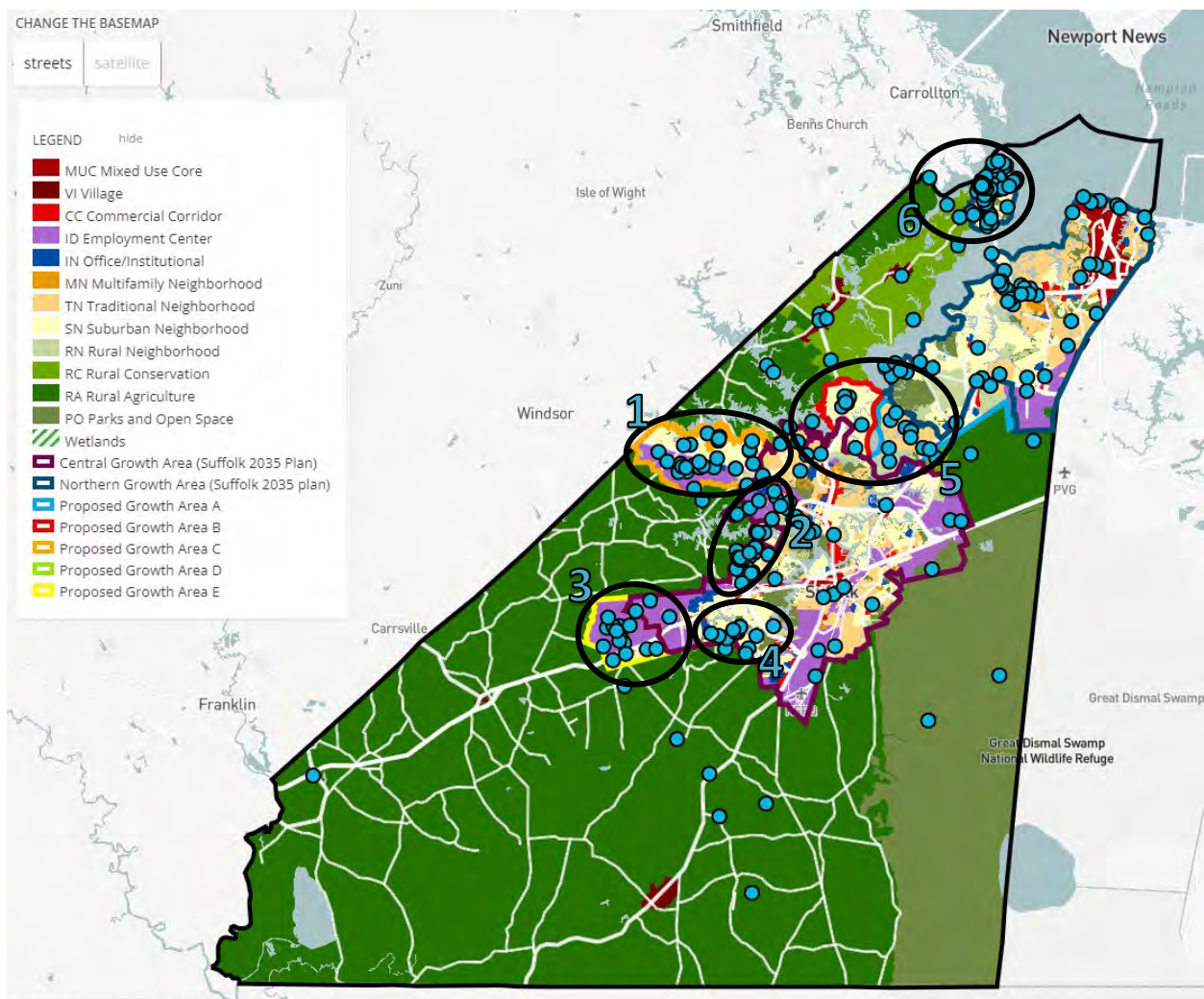
### 3. Results

Approximately 200 individuals attended the in-person open houses, and over 1,000 comments were collected during the course of the engagement. Responses are summarized below.

#### 1. Future Land Use and Growth Areas Map

Participants online and at the open houses were asked to place dots in locations of their choosing on the map showing proposed future land use as well as existing growth area boundaries from Suffolk 2035 and proposed new growth areas (labeled A-E). They were able to provide comments in association with their dots. Combined dots from the online engagement and open houses are shown below, followed by key takeaways from the comments.

***Draft Future Land Use and Growth Areas*** (blue dots represent a comment)





Comments were concentrated into five areas as presented above. Key themes from each area are shown below.

1. Proposed Growth Area C

- Support for economic expansion and investment, including concentrating industrial/manufacturing development along Route 460 as a major and convenient route for transportation/distribution with easy access to the Port of Virginia
- Concern about farmland preservation, especially the Lake Point Farm
- Concern about road safety and creating inviting gateways to the City

2. Existing Western Portion of the Central Growth Area (from Suffolk 2035) and proposed Growth Area D

- Support for higher densities close to the bypass to help prevent sprawl
- Concern about farmland preservation
- Concern about protecting waterways
- Concern about infrastructure (roadway) capacity for denser development, especially along Lake Cohoon Rd.

3. Proposed Growth Area E

- Support for the economic opportunity extending the industrial base would create
- Support for taking advantage of the Commonwealth's investment in dredging, port terminals, and transportation infrastructure
- Concern about farmland and rural preservation
- Concern about the amount of industrial land that is being recommended



4. Existing Southern Portion of the Central Growth Area (from Suffolk 2035)
  - Concern about road safety
  - Concern about farmland preservation
  - Concern about protection of waterways, especially given the area's proximity to the reservoir
5. Proposed Growth Areas A and B
  - Concern about agricultural preservation
  - Concern about park and open space conservation and wetlands not being about to support suburban character
  - Concern about suburban development along Goodwin Blvd., and its effect on traffic
6. Existing Northwestern Portion of the Northern Growth Area (from Suffolk 2035)
  - Support for TCC expansion
  - Support for concentrating resources in Hobson Village, especially focusing on its historic preservation
  - Concern about park access along waterfront
  - Concern about Eclipse not designated as a Village character type on map
  - Concern about incompatibility between residential and other uses in some locations

Additional comments included infrastructure capacity concerns as growth expands, a desire for more parks and green spaces, and a desire to maintain the identity of the City.





## **2. Actions**

Comments on the plan's 58 draft actions are summarized below.

### Land Use and Growth Management

- Creating stricter regulations on new developers/increase in landowner incentives
- Preserving farmland
- Maintaining cohesive, low density neighborhoods
- Limiting rapid overdevelopment in the City

### Economic Development

- Reinvesting in vacant lots, especially in East Suffolk
- Exploring agritourism as an economic opportunity
- Diversifying the economic engine and limiting the number of new warehouses developed

### Transportation

- Exploring active transportation options, including public transit, biking, walking, and rail
- Increasing accessibility services, especially for the older adults and peoples with disabilities
- Improving roadway infrastructure and capacity to mitigate traffic congestion

### Municipal Facilities and Services

- Conducting a study on sustainable water and wastewater management
- Increase in parks and recreation, especially around waterways
- Refurbishing the libraries

### Housing

- Increasing the amount of affordable housing
- Maintaining the character of the neighborhoods, especially by limiting cluster developments and apartment complexes

### Natural and Cultural Resources

- Protecting waterways and water-related resources
- Utilizing existing resources to create more recreation/entertainment opportunities

## **Appendix B**

### **Land Use Analysis Background**

This appendix includes information that informed the development of the comprehensive plan's land use work

Appendix B contains the following items:

- Suffolk 2035 Approach to Land Use
- Existing Land Use Memorandum
- Developable Land Memorandum

## Suffolk 2035 Approach to Land Use

Suffolk 2035 identified six Use Districts to guide the locations for different types of development patterns, land uses, densities, and areas for protection within the City's borders. The plan acknowledged that Suffolk is a predominantly rural area with two major centers of development: the historic downtown core located in central Suffolk and the more recently developed northern core radiating out from I-664.

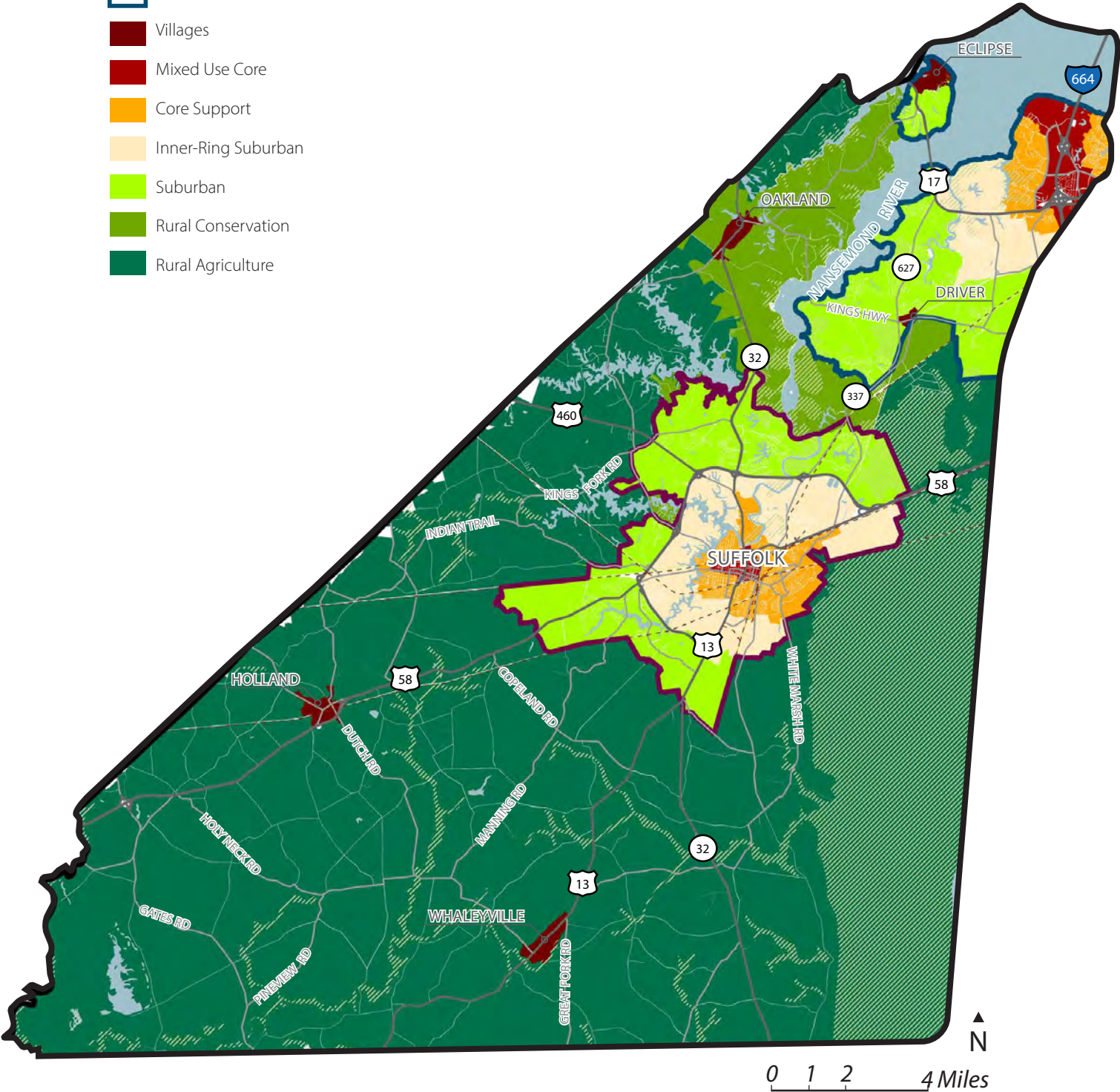
The Suffolk 2035 Place Types were a new element in the focused growth approach. They defined special "places" that exist or are envisioned and provide more fine-grained guidance as to the specific design elements that should guide the development of these areas. Multiple Places Types were allowed in each Use District.

While this approach provided important general guidance that has guided the City in making policy decisions, it has not provided the level of predictability and clarity that is desired by the city, the public, or the development community. For this reason, the approach was reconsidered, and ultimately adjusted, as part of the Suffolk 2045 planning process.

		Use Districts					
		MIXED USE CORE	CORE SUPPORT	INNER RING SUBURBAN	SUBURBAN	RURAL CONSERVATION	RURAL AGRICULTURE
Place Types	Downtown/Town Center	●					
	Urban Neighborhood	●	●				
	Traditional Neighborhood Center		●	○	●		
	Traditional Neighborhood		●	○	●		
	Village				●	●	●
	Suburban Center			○	●		
	Suburban Neighborhood			○	●		
	Corridor		●	○	●	●	●
	Special District		●	○	●		

SUFFOLK 2035 USE DISTRICTS AND GROWTH AREA BOUNDARIES

- Suffolk 2035 Central Growth Area
- Suffolk 2035 Northern Growth Area
- Villages
- Mixed Use Core
- Core Support
- Inner-Ring Suburban
- Suburban
- Rural Conservation
- Rural Agriculture



December 6, 2023

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## Existing Land Use Categories, Comprehensive Plan Update, City of Suffolk

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This document describes the types and organization of existing land use descriptions for the City of Suffolk Comprehensive Plan update. The categories leverage City tax assessor data to organize specific land uses into broad groups for the purposes of analysis for the comprehensive plan. This document defines the types of existing land use descriptions and an organization of tax assessor data based on the defined categories.

### Existing Land Use Descriptions

The existing land use descriptions establish a baseline for how the City's land is allocated. The categories identified represent a snapshot of the community at this moment in time and will change with development over time, including the timeframe for the planning process. These categories were determined using land use codes from the City's tax assessor information to define broad classifications for how land is currently allocated. The following descriptions will be applied to properties across the City for the purposes of the existing land use analysis:

- **Agriculture.** Land used for the production of animal or plant life, cultivation, livestock, and pastures that can range in lot size across the City.
- **Single-family.** Land used for an individual detached, residential dwelling unit on a single parcel that can range in lot size across the City.
- **Mobile Home.** Land used for mobile homes on individual parcels or clustered together in "mobile home parks" on a single parcel.
- **Multifamily.** Land used for residential areas with two or more dwelling units on a single parcel. This include everything from duplex and townhome dwelling units to multi-unit apartment buildings.
- **Institutional.** Land used for government buildings, schools, universities, churches, community organizations, non-government community uses, and other similar uses.
- **Commercial.** Land used for retail, restaurants, shopping centers, auto-oriented businesses, mixed-use developments, and other similar uses.
- **Industrial.** Land used for light to moderate manufacturing, warehousing, research and development, logistics uses, and other similar uses.
- **Right-of-way (ROW).** Land used for local, state, or federal roadways and transportation easements.
- **Forestry.** Land used for contiguous, forest use on single parcels that are greater than 20 acres in size as defined by City use codes and the 2019 National Land Cover Data (NLCD).

- **Parks, Recreation, and Open Space.** Land used for public parks, protected conservation areas, cemeteries, designated open spaces within neighborhoods, and private or semi-public recreational areas such as golf courses.
- **Vacant.** Land that is currently undeveloped, without a predominant use or primary building.

## Existing Land Use Code Organization

The City identifies standard land use codes for use by the tax assessor’s office. This list includes more than 875 unique land use codes with a corresponding description for the type of use within a jurisdiction. However, not all of these land use codes exist today. Using the definitions established previously, the following land use codes, which are in use as of December 2022, have been organized into one of the descriptions for the comprehensive plan update, as the primary method for determining land uses in the Existing Land Use map.

## Refinement

*Tax assessor information is a powerful starting point, but the classifications do not always reflect the use of land as defined in this process. Upon reviewing the initial existing land use map, Staff identified additional modifications they desired in the definitions used to create the April 2023 (Final) map. The following section outlines revisions to the existing land use approach following review of the December 2022 (Draft) map.*

- Code 205V Vacant Agricultural Land was moved from the “Vacant” land use category to “Agriculture.”
- The Great Dismal Swamp and Nansemond River National Wildlife Refuge were coded as “Parks, Recreation, and Open Space.”
- Single-family parcels larger than 4 acres in size were categorized as “Agriculture.”
- All golf courses were coded as “Parks, Recreation, and Open Space.”
- A limited number of parcel-by-parcel updates were required due to data inaccuracies.

Note: After the existing land use map was finalized in April 2023, it was determined that there were 402 properties that were incorrectly mapped as “Institutional”. Code 790V Other-Vac was therefore moved from the “Institutional” land use category to “Parks, Recreation, and Open Space”. This accounts for designated open spaces within neighborhoods.

The following tables outline the total number of properties that have the corresponding land use code in each category on the Existing Land Use map following refinement. *(Note – a separate Excel file has also been prepared organizing the land use codes.)*

## AGRICULTURE

State Code	State Description	Properties (as of April 2023)
Blank	N/A	5
205V	Vacant Agricultural Land	664
210C	Single Family	2
210R	Single Family	1503
210V	Single Family	658
212R	Misc Farm Buildings	2
212V	Misc Farm Buildings	112
275V	Residential Development Site	2
311C	Clubhouse	1
344C	Office Building	1
790C	Other - Comm	2
790V	Other - Vac	8

## SINGLE-FAMILY

State Code	State Description	Properties (as of April 2023)
Blank	N/A	5
210C	Single Family	13
210R	Single Family	27777
210U	Condo	2581
210V	Single Family	3755
225V	Leasehold - Commercial	1
275V	Residential Development Site	1
740V	Local Government	3
790V	Other - Vac	1
911V	Uncategorized	8

## MOBILE HOME

State Code	State Description	Properties (as of April 2023)
213R	Manufactured Home - Single	76
213V	Manufactured Home - Single	1
214R	Manufactured Home - Double	288
214V	Manufactured Home - Double	5
216C	Mobile Home Park	1
216R	Mobile Home Park	1
216V	Mobile Home Park	11



## MULTIFAMILY

State Code	State Description	Properties (as of April 2023)
211R	Multi-Family	22
218R	Duplex	2
300C	Apartments	61
300R	Apartments	3
300V	Apartments	4
301C	Apartments - Income	2
301V	Apartments - Income	29

## INSTITUTIONAL

State Code	State Description	Properties (as of April 2023)
225C	Leasehold - Commercial	2
308C	Church w/ Sunday School	1
309C	Church	8
309V	Church	1
330C	Home For The Elderly	7
331C	Hospital	1
336C	Laundromat	4
356C	Classroom (Elem/2nd Sch)	1
358C	Gymnasium (Elem/2nd Sch)	1
366C	Science Classroom Schools)	1
431C	Outpatient Surgical Center	3
582C	Post Office, Branch	3
710C	Federal Government	3
710V	Federal Government	5
720C	State Government	10
720R	State Government	2
720V	State Government	34
730C	Regional Government	10
730V	Regional Government	12
740C	Local Government	55
740R	Local Government	8
740V	Local Government	500
760C	Religious	158
760R	Religious	33
760V	Religious	203
770C	Charitable	32
770V	Charitable	17
780C	Educational	1
780R	Educational	1



<b>790C</b>	Other - Comm	6
<b>790U</b>	Other - Condo	1
<b>790V</b>	Other - Vac	388
<b>795C</b>	SCC Taxed	5
<b>795V</b>	SCC Taxed	20

## COMMERCIAL

State Code	State Description	Properties (as of April 2023)
<b>Blank</b>	N/A	296
<b>220C</b>	Misc. Bldg(s)	3
<b>220V</b>	Misc. Bldg(s)	263
<b>225C</b>	Leasehold - Commercial	1
<b>232R</b>	TV/Radio Antennae	2
<b>232V</b>	TV/Radio Antennae	9
<b>295C</b>	Uncharacterized Commercial	6
<b>295R</b>	Uncharacterized Commercial	163
<b>295U</b>	Uncharacterized Commercial	7
<b>295V</b>	Uncharacterized Commercial	61
<b>302C</b>	Auditorium	5
<b>303C</b>	Automobile Showroom	7
<b>304C</b>	Bank	20
<b>311C</b>	Clubhouse	10
<b>319C</b>	Discount Store	19
<b>325C</b>	Garden Center - Nursery	1
<b>326C</b>	Storage Garage	2
<b>328C</b>	Storage Hangar	2
<b>340C</b>	Market	4
<b>341C</b>	Medical Office	37
<b>342C</b>	Mortuary	9
<b>342R</b>	Mortuary	1
<b>343C</b>	Motel	6
<b>344C</b>	Office Building	197
<b>344R</b>	Office Building	1
<b>344V</b>	Office Building	4
<b>349C</b>	Fast Food Restaurant	34
<b>350C</b>	Restaurant	36
<b>350R</b>	Restaurant	1
<b>350V</b>	Restaurant	1
<b>353C</b>	Retail Store	136
<b>353R</b>	Retail Store	2
<b>353V</b>	Retail Store	4
<b>381C</b>	Veterinary Hospital	8
<b>384C</b>	Barber Shop	8

<b>384R</b>	Barber Shop	1
<b>386C</b>	Mini-warehouse	11
<b>406V</b>	Storage Warehouse	3
<b>408C</b>	Service Station	11
<b>410C</b>	Automotive Center	4
<b>412C</b>	Neighborhood Shopping Ctr.	20
<b>413C</b>	Comm. Shopping Ctr.	7
<b>413V</b>	Comm. Shopping Ctr.	1
<b>414C</b>	Regional Shopping Ctr.	1
<b>419C</b>	Convenience Market	9
<b>423C</b>	Mini-lube Garage	4
<b>424C</b>	Group Care Home	2
<b>426C</b>	Day Care Center	4
<b>435V</b>	Car Wash, Drive-Thru	1
<b>436C</b>	Car Wash, Automatic	4
<b>443C</b>	Central Bank	1
<b>444C</b>	Dental Ofc/clinic	14
<b>446C</b>	Supermarket	13
<b>450C</b>	Cotton Gin	1
<b>455C</b>	Auto Dealership, Complete	8
<b>459C</b>	Mixed Retail w/Res Units	5
<b>461V</b>	Community S.C. , Shell	3
<b>483C</b>	Fitness Center	1
<b>484C</b>	School (Entire)	1
<b>498C</b>	Broadcast Facilities	1
<b>499C</b>	Dry Cleaners/Laundry	3
<b>511C</b>	Drugstore	6
<b>528C</b>	Service Repair Garage	37
<b>528R</b>	Service Repair Garage	1
<b>531C</b>	Mini-Mart Convenience Store	35
<b>595C</b>	Hotel Limited Service	7
<b>604V</b>	Vacant Commercial	1
<b>770C</b>	Charitable	1
<b>770R</b>	Charitable	1
<b>911V</b>	Uncategorized	168

## INDUSTRIAL

State Code	State Description	Properties (as of April 2023)
<b>221C</b>	Industrial, Light Mfg.	2
<b>221R</b>	Industrial, Light Mfg.	18
<b>221V</b>	Industrial, Light Mfg.	30
<b>387C</b>	Transit Warehouse	1

<b>390C</b>	Lumber Storage Vertical	1
<b>391C</b>	Material Storage Building	1
<b>392C</b>	Industrial Engineering	2
<b>406C</b>	Storage Warehouse	130
<b>406R</b>	Storage Warehouse	2
<b>407C</b>	Dist. Warehouse	26
<b>447C</b>	Cold Storage Facilities	5
<b>453C</b>	Industrial Flex Buildings	1
<b>494C</b>	Industrial Light Manufacturing	21
<b>494V</b>	Industrial Light Manufacturing	5
<b>495C</b>	Industrial Heavy Manufacturing	1
<b>495R</b>	Industrial Heavy Manufacturing	58
<b>495V</b>	Industrial Heavy Manufacturing	277

## RIGHT-OF-WAY

State Code	State Description	Properties (as of April 2023)
<b>Blank</b>	N/A	5
<b>200V</b>	Vacant Residential Land	6
<b>205V</b>	Vacant Agricultural Land	1
<b>210V</b>	Single Family	2
<b>495V</b>	Industrial Heavy Manufacturing	3
<b>740V</b>	Local Government	4
<b>911V</b>	Uncategorized	1

## FORESTRY

State Code	State Description	Properties (as of April 2023)
<b>Blank</b>	N/A	7
<b>200V</b>	Vacant Residential Land	2
<b>205R</b>	Vacant Agricultural Land	2
<b>205V</b>	Vacant Agricultural Land	240
<b>210R</b>	Single Family	128
<b>210V</b>	Single Family	50
<b>212R</b>	Misc Farm Buildings	3
<b>212V</b>	Misc Farm Buildings	23
<b>213R</b>	Manufactured Home - Single	1
<b>214R</b>	Manufactured Home - Double	8
<b>214V</b>	Manufactured Home - Double	1
<b>220V</b>	Misc. Bldg(s)	2
<b>221R</b>	Industrial, Light Mfg.	6
<b>221V</b>	Industrial, Light Mfg.	17
<b>232V</b>	TV/Radio Antennae	1
<b>295R</b>	Uncharacterized Commercial	2
<b>295V</b>	Uncharacterized Commercial	1

<b>304C</b>	Bank	1
<b>311C</b>	Clubhouse	1
<b>344C</b>	Office Building	1
<b>406C</b>	Storage Warehouse	1
<b>495R</b>	Industrial Heavy Manufacturing	2
<b>495V</b>	Industrial Heavy Manufacturing	13
<b>531C</b>	Mini-Mart Convenience Store	1
<b>604V</b>	Vacant Commercial	3
<b>710V</b>	Federal Government	1
<b>720C</b>	State Government	1
<b>720V</b>	State Government	4
<b>740R</b>	Local Government	1
<b>740V</b>	Local Government	5
<b>770C</b>	Charitable	1
<b>770V</b>	Charitable	1
<b>911V</b>	Uncategorized	2

## **PARKS, RECREATION, AND OPEN SPACE**

<b>State Code</b>	<b>State Description</b>	<b>Properties (as of April 2023)</b>
<b>Blank</b>	N/A	14
<b>200V</b>	Vacant Residential Land	1
<b>210R</b>	Single Family	1
<b>210V</b>	Single Family	2
<b>220V</b>	Misc. Bldg(s)	4
<b>295V</b>	Uncharacterized Commercial	2
<b>311C</b>	Clubhouse	2
<b>314C</b>	Country Club	1
<b>344C</b>	Office Building	1
<b>403C</b>	Shower Building	1
<b>406C</b>	Storage Warehouse	1
<b>494C</b>	Industrial Light Manufacturing	1
<b>552C</b>	Recreational Enclosure	1
<b>604V</b>	Vacant Commercial	6
<b>710V</b>	Federal Government	16
<b>720V</b>	State Government	4
<b>740C</b>	Local Government	4
<b>740R</b>	Local Government	1
<b>740V</b>	Local Government	38
<b>760C</b>	Religious	1
<b>790V</b>	Other - Vac	2
<b>911V</b>	Uncategorized	14

## VACANT

State Code	State Description	Properties (as of April 2023)
200R	Vacant Residential Land	6
200V	Vacant Residential Land	383
205R	Vacant Agricultural Land	30
237R	Building Only	1
602R	Vacant Office	1
602V	Vacant Office	2
603V	Vacant Industrial	1
604C	Vacant Commercial	14
604V	Vacant Commercial	503
740V	Local Government	1

August 10, 2022

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## Developable Land Analysis Approach, Comprehensive Plan Update, City of Suffolk

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This document outlines the approach and assumptions used to determine developable land for the City of Suffolk Comprehensive Plan update.

### Approach

The approach for analyzing developable land will include several key steps:

- 1. Determine existing land use.** Staff evaluated the existing land use map from the previous comprehensive plan and made appropriate updates based on recent development. This data will serve as the basis for identifying available land intended for future development. Definitions of land use categories were established to guide updates to the existing land use map and are included in this memo.
- 2. Evaluate relationship with zoning districts.** Using the existing land use data, the consultant team will evaluate what land is currently developed and what areas are intended for future development. This will determine how remaining land within the growth boundaries is distributed among key development categories (industrial, residential, commercial, etc.). The result of this analysis will identify overall developable land in the growth boundaries and intended development types.
- 3. Relate developable land with place types / use districts.** Based on the developable land analysis, the consultant team will further explore how available land relates to the place types within the comprehensive plan use districts. This will allocate land to specific projected densities and development types to determine the anticipated development growth. These projections will be used as the baseline for the fiscal analysis conducted by TischlerBise.
- 4. Prepare recommendations for changes to growth areas and place types / use districts.** Based on analysis, and input from Staff, the Steering Committee, stakeholders and the public, the consultant team will prepare draft recommendations for changes to growth areas and/or use districts. This will form the recommended future land use plan and, as with the baseline, specific projected densities and development types will be allocated. These projections will be used as the recommendations for comparison to the baseline for the fiscal analysis conducted by TischlerBise.



## Existing Land Use Descriptions

The existing land use definitions establish a baseline for how the City's land is allocated. The categories identified represent a snapshot of the community at this moment in time and will change with development over time, including during the timeframe for the planning process. The results of this baseline will be used to determine developable land and future land projections detailed later in this memo. The following overarching approach was used in developing existing land use map:

1. Categories identified in the current comprehensive plan were carried forward to provide ease of comparison between plan iterations. This was expressed as important by client leadership and key stakeholders because it can help for gaining an understanding of change over time. The exception is to the "public" category in the previous plan, which was adjusted from the previous plan to reflect use (government and institutional) rather than ownership.
2. Tax assessor information was reviewed by Staff to determine and categorize land uses across the City. This data includes additional information that was used to determine category such as structure use, improvement value, vacancy, and other characteristics.
3. The land use definitions were evaluated by City Staff based on development occurring over the last several years to reflect current conditions.
4. The land use definitions were also informed by nationally available data sources, such as the National Land Cover Data, to determine and categorize uses.

The following descriptions were applied to properties across the City to determine how land is currently allocated:

- **Commercial.** These are properties that have developed with commercial, mixed use, or office uses based on the land assessment.
- **Government / Institutional.** These are properties that have developed with public and government organizations (Federal, Local, or State), public parks and open spaces, religious organizations, public schools, or colleges / university uses.
- **Right-of-Way (ROW).** These are properties that are designated for public roads (City, State, and Interstates), railroads, and above-ground utility easements.
- **Multifamily.** These are properties that have developed with condominium and apartment dwelling units, with four or more individual units, ranging from single buildings to organized complexes.
- **Mobile Home.** These are properties that have developed with manufactured home dwelling units, typically in organized complexes.
- **Industrial.** These are properties that have developed with industrial (heavy and light), warehousing, research and development, or logistics uses.
- **Single Family.** These are properties that have developed with single-family attached/detached homes, duplexes or triplexes, and townhome dwelling units.
- **Agriculture.** These are properties that 1) are designated for agricultural uses based on land assessment; 2) are over five acres in size (allowing for production); and 3) contain no structures.

- **Forestry.** These are properties that 1) were designated in the current comprehensive plan; 2) are over 20 acres in size; and 3) align with the 2019 National Land Cover Data (NLCD) designation for forested areas.
- **Vacant.** These are properties that 1) have no structures; 2) are not considered agricultural land, as defined above; and 3) have an improvement value of zero from the previous tax year. Private natural open spaces, not designated as public parkland, may be classified as vacant land through this definition.

## Zoning District Classifications

Evaluating growth potential involves defining the relationship between existing land uses and zoning districts. The City has 31 unique zoning districts, which includes a mix of overlay and standard districts, that will be organized based on the categories for existing land uses to determine available developable land. The following includes a list of how the zoning districts will be organized to identify potential developable land and acreage breakdown for future development projections:

- **Agriculture**
  - Agricultural District (A)
  - Rural Estate District (RE)
- **Single Family**
  - Rural Residential District (RR)
  - Residential Low Density (RL)
  - Residential Low-Medium Density (RLM)
  - Residential Medium Density (RM)
  - Residential Compact (RC)
  - Traditional Neighborhood Development (TND)
- **Multifamily**
  - Residential Urban (RU)
  - Residential Urban-12 (RU-12)
  - Residential Urban-18 (RU-18)
  - Residential Urban-24 (RU-24)
- **Commercial**
  - Mixed-Use Core-40 (MUC-40)
  - Neighborhood Commercial District (B-1)
  - General Commercial District (B-2)
  - Office-Institutional District (O-I)
  - Commerce Park (CP)
  - Central Business District (CBD)
  - Village Center District (VC)
- **Industrial**
  - Light Industrial District (M-1)
  - Heavy Industrial District (M-2)
- **Not Developable**
  - Flood Plain Overlay District

- Wetlands District
- Conservation District (C)

## Place Type Classifications

The Unified Development Ordinance (UDO) establishes the zoning districts that regulate development across the City. This ordinance describes the relationship between elements of the comprehensive plan, specifically the place types, and the zoning districts that guide development. The table below shows this relationship and will guide the locations and projected densities included in the fiscal analysis.

**Zoning District / Place Type Relationship Matrix**

*Note: An "X" identifies that the zoning district is appropriate for that place type in the comprehensive plan.*

	Downtown / Town Center	Urban Neighborhood	Traditional Neighborhood Center	Traditional Neighborhood	Village	Suburban Center	Suburban Neighborhood	Corridor	Special District
<b>Agricultural District (A)</b>	Supported within the Rural Agriculture Use District								
<b>Rural Residential District (RR)</b>							X	X	X
<b>Rural Estate District (RE)</b>							X	X	X
<b>Residential Low Density (RL)</b>			X	X			X	X	X
<b>Residential Low-Medium Density (RLM)</b>			X	X			X	X	X
<b>Residential Medium Density (RM)</b>			X	X			X	X	X
<b>Residential Compact (RC)</b>			X	X			X	X	X
<b>Residential Urban (RU)</b>			X	X			X	X	X
<b>Residential Urban-12 (RU-12)</b>			X	X			X	X	X
<b>Residential Urban-18 (RU-18)</b>		X	X	X				X	X
<b>Residential Urban-24 (RU-24)</b>		X	X	X				X	X
<b>Mixed Use Core-40 (MUC-40)</b>	X	X							
<b>Neighborhood Commercial (B-1)</b>	X		X			X		X	X
<b>General Commercial (B-2)</b>	X		X			X		X	X
<b>Office-Institutional (O-I)</b>						X		X	X
<b>Commerce Park (CP)</b>						X		X	X
<b>Light Industrial (M-1)</b>								X	X
<b>Heavy Industrial (M-2)</b>								X	X
<b>Central Business District (CBD)</b>	X	X	X						
<b>Village Center (VC)</b>					X				X

## Appendix C

### Topical Existing Conditions Reports

The following are Existing Conditions reports that were developed as part of the technical analysis phase of the Suffolk 2045 process. They built off of the conditions presented in Suffolk 2035 and served as important foundation for their corresponding actions and objectives in the plan.

Appendix C contains the following items:

- Draft Economic Existing Conditions Report
- Draft Transportation Existing Conditions Report
- Draft Municipal Facilities and Services Existing Conditions Report
- Draft Housing Existing Conditions Report
- Draft Natural and Cultural Resources Existing Conditions Report

*Note: The majority of the topical existing conditions reports were developed in Spring 2023-Winter 2024, with the exception of the Roadway Functional Classification map in the Draft Transportation Existing Conditions Report which was developed in May/June 2024, and are snapshots of the City of Suffolk at that time. Due to how the City has been changing, some of the information in these reports may require updating as the plan is reviewed and implemented over time.*

# DRAFT ECONOMIC EXISTING CONDITIONS

Prepared by Ninegret Partners and Planning NEXT - April 19, 2023

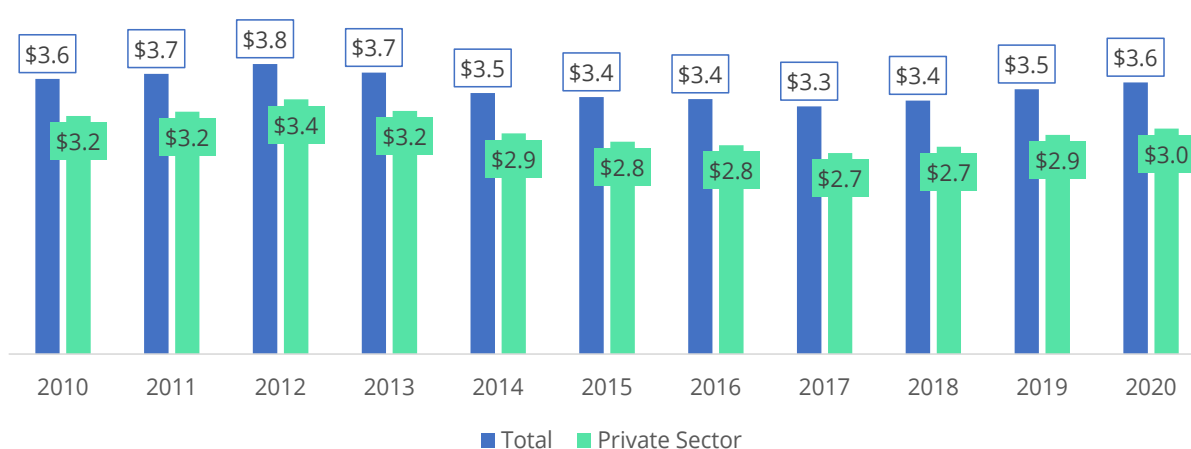
Suffolk is part of a large and dynamic region, the Hampton Roads Metropolitan Statistical Area (MSA), and benefits greatly from its position as part of a significant population and employment center. This also means that Suffolk's local economy must recognize the impact of regional dynamics on its economic position. By some measures (GDP and wages), the Hampton Roads MSA and the City of Suffolk have lagged behind other parts of the state in the past decade. However, Suffolk has experienced some positive trends and characteristics that it can capitalize on through careful planning, including an increase in jobs, growth in certain sectors, and a younger workforce (bea.org). The top four sectors of employment are government, healthcare / social service, retail, and professional technical. Professional technical employment more than doubled between 2010 and 2020 and transportation / warehousing increased by 80%. Economic and land use development opportunities are impacted by the fact that many people must commute in and out of Suffolk for work (OnTheMap), since, on average, the City's population is more educated than needed for the jobs that are available within City limits (LEHD Workforce Indicator). Considering these factors in combination lays a foundation for understanding how push and pull factors on who decides to live and/or work in Suffolk as well as future economic development opportunities, land use impacts, and infrastructure needs.

## ECONOMIC PERFORMANCE

### GROWTH

In 2020, which is the latest year from which data is available from bea.gov, Suffolk's economy was approximately \$3.6 billion. The private sector represents \$3.0 billion or 83% of the City's total GDP and the remainder is public sector. During the last ten years, the economy has fluctuated between \$3.4 to \$3.8 billion (see Fig. 1). It has steadily increased from its lowest point in the last decade (2017) but was still below its 2012 peak in 2019. The decline between 2012 and 2017 was largely due to a 64% decrease in manufacturing sector output. This signals that Suffolk may need to look beyond manufacturing as it seeks to bolster its GDP.

Figure 1: Inflation Adjusted City GDP (Rounded 2012 \$ billions)



Source: NP analysis of BEA Table CAGDP9

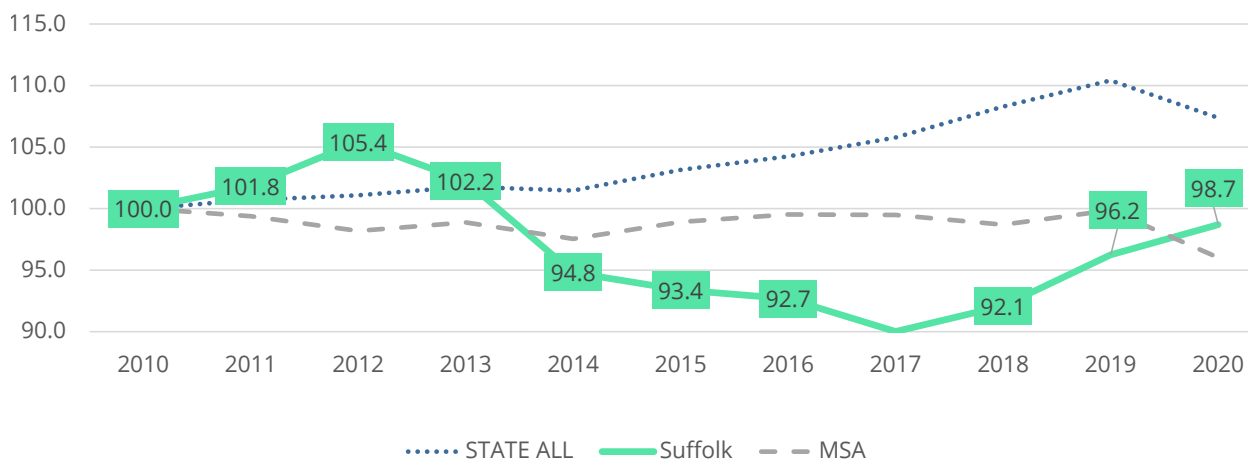
Most economic data presented in this summary is from federal sources (taxes, employment records, etc) and lags 2 to 3 years. Some of the data is estimated but demonstrates order of magnitude and direction / trend.

## GDP CHANGE

Overall, neither Suffolk nor the Hampton Roads region have kept pace with the State with respect to GDP. To measure change in GDP, 2010 was used as a base year for purposes of comparing the performance across years and geographies following years. To provide context, Suffolk was compared to the Hampton Roads MSA and the State of Virginia.

The State's economy during the last decade has shown a steady increase in GDP, growing by over 10% in real terms from 2010 until 2020 (see Fig. 2). In contrast, Hampton Roads has remained flat over the last decade and is still below 2010 in GDP. Suffolk has steadily rebounded from its 13 point decline from 2012, and has surpassed the MSA but remains below the State. Interestingly, the economy grew in 2020 despite COVID.

**Figure 2: GDP Performance Index (2010=100)**



Source: NP analysis of BEA Table CAGDP9

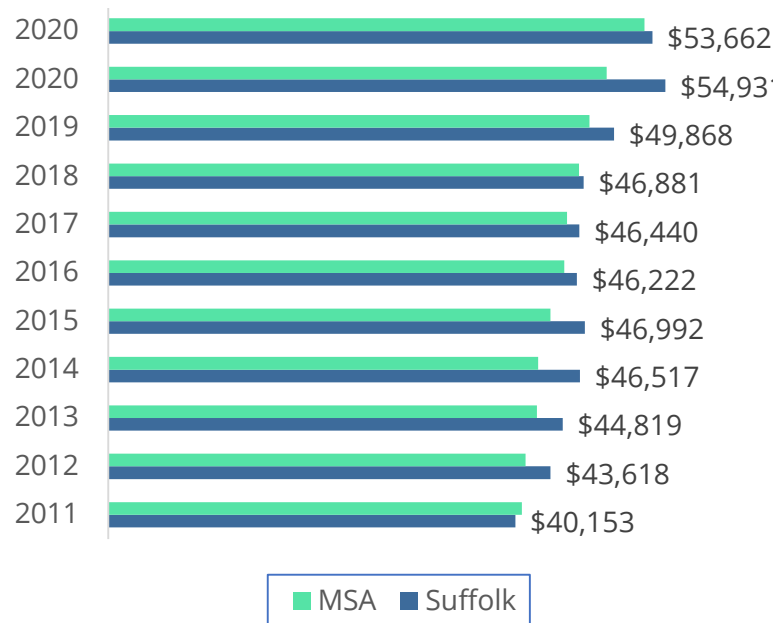
## ANNUAL WAGE AND EARNING

Over the last decade, Suffolk's wages have been historically higher than wages in the region (see Fig. 3). Annual wages and salaries are based on the Federal Bureau of Labor Statistics Quarterly Census of Employment and Wages data. QCEW data is based on unemployment insurance reports.

Suffolk's average annual wage was \$53,662 in 2020, slightly higher than the \$52,883 Hampton Roads Region average. In inflation-adjusted terms, Suffolk has seen real wage growth. 2011 average wages are equivalent to \$47,803 in 2020, an increase of slightly under \$6,000 over the decade.

Suffolk's wages, however, are more than \$11k lower than the State average, indicating another measure by which the City is not keeping pace with the State.

**Figure 3: Average Annual Wages Suffolk vs. Hampton Roads**



Source: NP analysis of BEA Table CAINC30

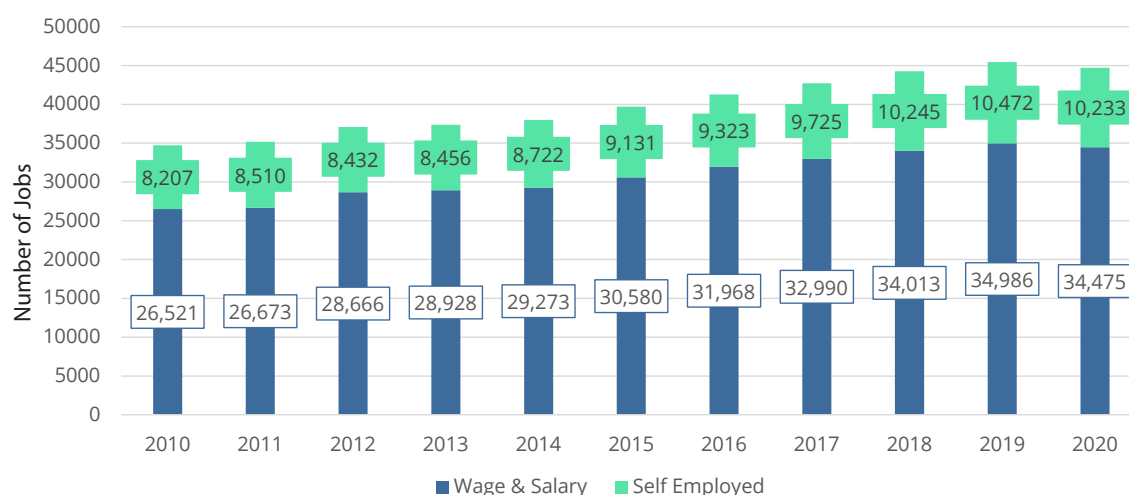


## EMPLOYMENT

While Suffolk has been declining from an economic value perspective since 2012, it has been adding jobs. There are two types of employment. Wage and salary employment data is for people who are identified through QCEW information. Self-employed data includes people who reported that they were self employed, such as by declaring 1099 income.

Prior to COVID, the City hosted over 45,000 jobs with more than 10,000 representing self employed people (see Fig. 4). The City has added nearly 12,000 jobs since 2010. Self-employment has grown substantially adding more than 2,000 jobs.

**Figure 4: Employment**



Source: NP analysis of BEA Table CAINC30

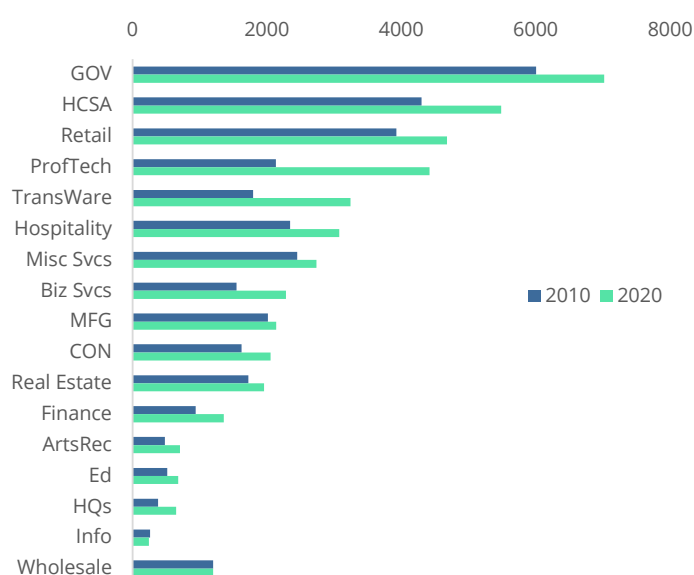
## Employment By Industry

Understanding employment by sector provides information that relates to what opportunities may be available to residents and insight into the drivers of land use. The North American Industry Classification System (NAICS) provides a framework to understand industry sectors. Each sector is assigned a two digit code which is the broadest measure of a sector.

The top four sectors of employment (government, healthcare / social service, retail, and professional technical) represent 50% of the jobs in Suffolk (see Fig. 5). Notably, professional technical employment (ProfTech) has more than doubled and transportation / warehousing (TransWare) increased by 80% over 2010.

Office-based industries increased by 3,985 jobs. Office-based employment typically includes government, professional technical employment, business services, real estate, finance, and HQ and information industries.

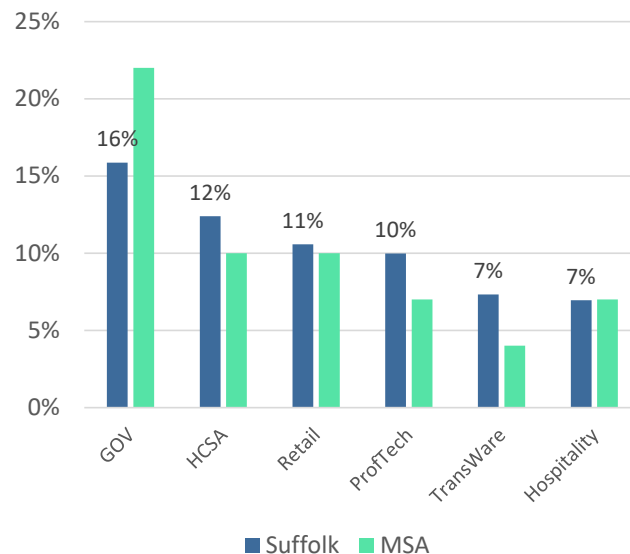
**Figure 5: Sector Employment**



Source: NP analysis of US Bureau of Economic Analysis Table CAEMP25N Full and Parttime Employment

For Suffolk, these growing industries (office-based employment and transportation/warehousing) create very different land use considerations and employment densities (jobs per square feet). Office-based employment impacts on the physical environment and existing infrastructure may be partially addressed through vertical construction. Transportation / warehousing creates horizontal land use demand. Both also have very different employment densities, which impacts the type of development and infrastructure needed. With the exception of government, Suffolk has higher concentrations of these jobs than the MSA (see Fig. 6).

**Figure 6: % Total Employment (2020)**

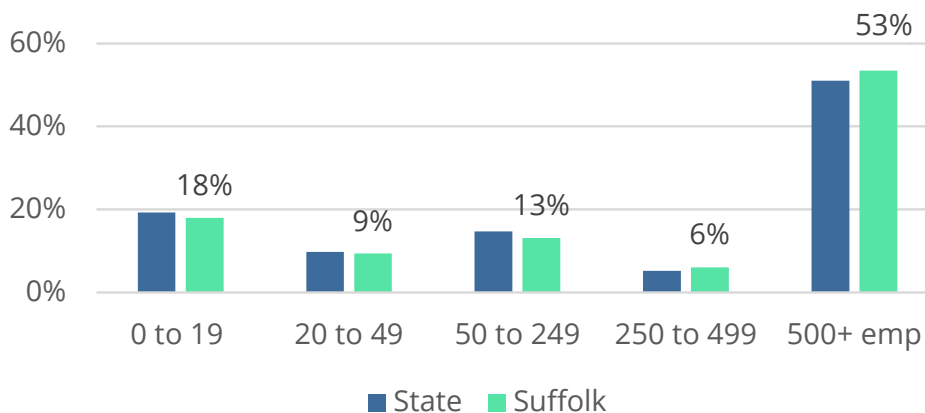


Source: NP analysis of US Bureau of Economic Analysis Table CAEMP25N Full and Partime Employment

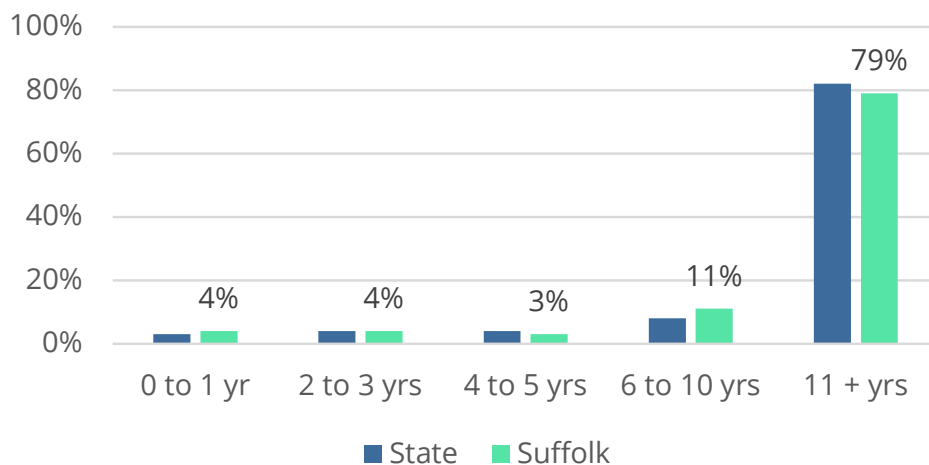
## Employment By Firm Characteristics

The vast majority of workers in Suffolk work for larger, older businesses. 59% work for companies with at least 250 employees, compared to 56% statewide (see Fig. 7). Less than 10% of the workers are employed by companies younger than three years old (see Fig. 8). This is roughly consistent with the statewide percentage and points to the importance of focusing on business retention in addition to business attraction.

**Figure 7: Employees by Firm Size (2019)**



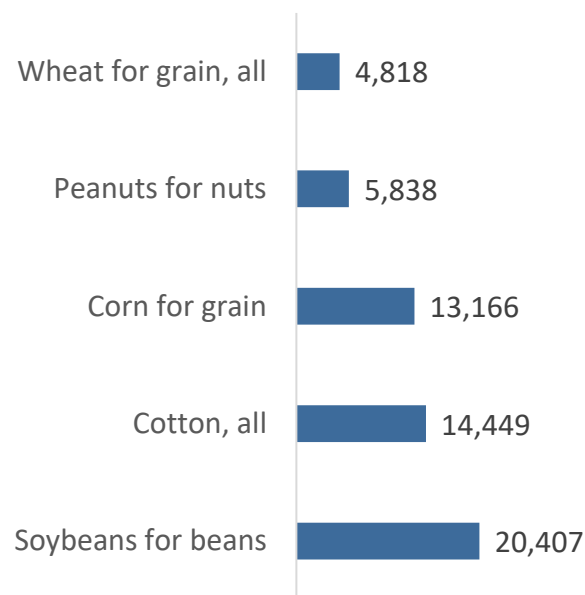
Source NP analysis of LEHD data workforce indicator data

**Figure 8: Firm Age % of Employees (2019)**

Source: NP analysis of LEHD data workforce indicator data

## IMPACT OF AGRICULTURE

The City has approximately 270 farms which employ an estimated 700 employees in agriculture. This is down from 825 in 2010 based on Bureau of Economic Analysis employment estimates. 30% of farm producers are over the age of 65 and the industry generates \$54 million in revenue annually. 84% of agricultural production is comprised of crops and 16% is livestock and poultry. Overall, Suffolk's agricultural production ranks 16th in Virginia but 6th in value of crops (versus 49th in livestock and poultry). Nationally, Suffolk's nursery greenhouse and floriculture activity is in the top 10% of the country and poultry and egg operations in the top 20%. The city's agricultural sector is therefore productive and competitive at the regional and national level but about one third of the sector is nearing retirement. The fact that farm workers are aging is important to consider relative to the future of the industry, including implications for disposition land. (Economic information is based on the 2017 Census of Agriculture, which is the most recent available.)

**Figure 9: Top Crops by Acreage (2017)**

Source: NP analysis of 2017 Census of Agriculture

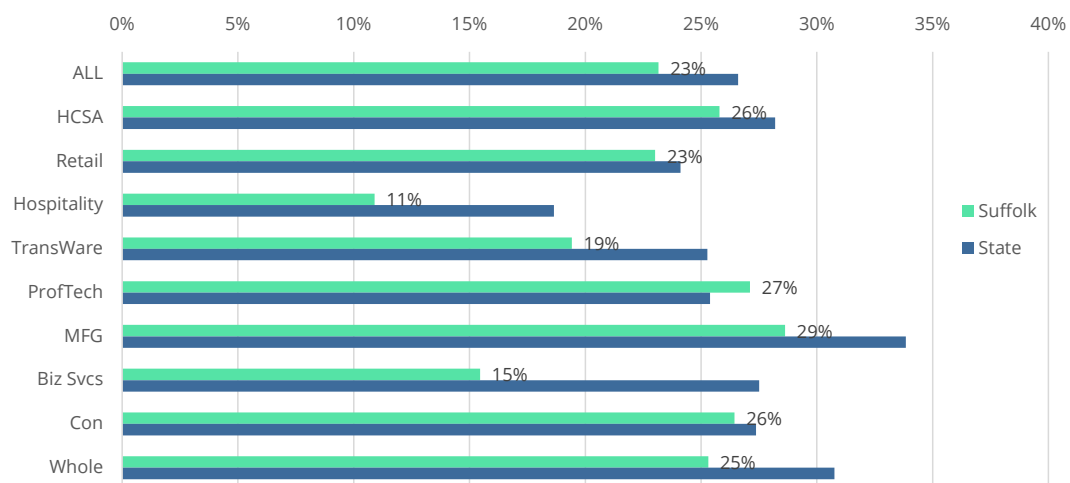
## WORKFORCE

### WORKFORCE DEMOGRAPHICS

#### Age

A positive attribute of Suffolk's workforce is that it is younger than the State's, across a range of industries (see Fig. 10). Only 23% of the City's workforce is older than 55. The notable exception is professional technical employment where the Suffolk workforce is older than the State's. However, the other fast growing sector, transportation/warehousing, is much younger than the State (19% vs 25%). This means that Suffolk should anticipate that it will continue to have a proportionally greater number of workers available than in many other parts of the State that may soon be dealing with a larger wave of retirees.

**Figure 10: Percent Workforce 55+ by Top 10 Sector In Order of Employment**



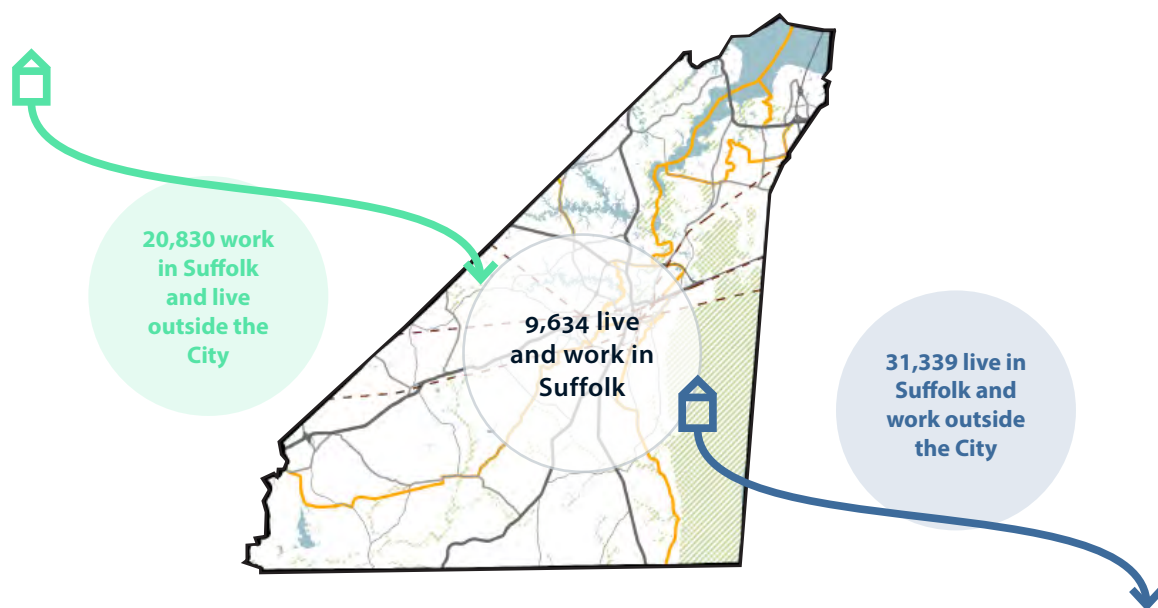
*Source: NP analysis of LEHD Workforce Indicator data*

## INFLOW/OUTFLOW

The relationship between the location of jobs, workers, and residents has a significant impact on a community. People traveling from a city to work elsewhere, or to a city from elsewhere to work, impacts infrastructure demands, traffic congestion, land use development patterns, economic development, and fiscal sustainability. It is unusual for 100% of residents to work in the community in which they reside. Suffolk is no different, but understanding commuting patterns helps shape housing policy, transportation decisions, and land use planning.

OntheMap is a federal data source that uses several different data elements to create a picture of workforce commuting and movement. According to OntheMap, less than 10,000 of residents (32%) live and work in Suffolk. Three times that number of residents leave Suffolk for employment. Nearly 21,000 jobs in the City are filled by nonresidents and only 23% of workers employed in trade, transportation and utilities work and live in Suffolk (see Fig. 11).

**Figure 11: Inflow/Outflow**

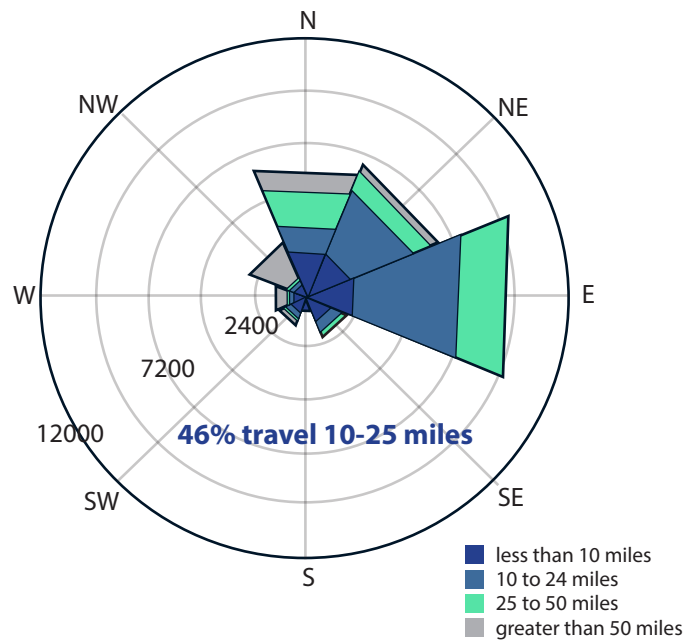


Source: NP analysis of the OntheMap.gov

## OUTGOING WORKFORCE DISTANCE AND DIRECTION

Approximately 12% of Suffolk residents work more than 50 miles away. 46% travel between 10-25 miles for work. Most residents travel east for north and east for employment. There is virtually no commuting to the south (see Fig. 12). This is important because it will impact where and what type of development takes place along certain corridors as well as traffic congestion impacts.

**Figure 12: Outgoing Workforce Distance and Direction**



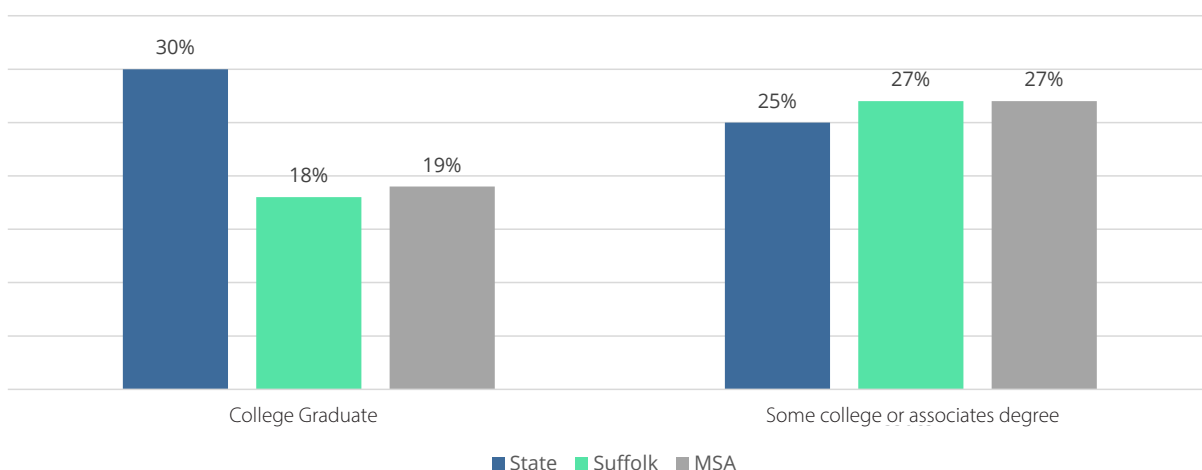
Source: NP analysis of the OntheMap.gov

## Educational Attainment

Part of the commuting dynamic in Suffolk may be explained by the nature of jobs in the City. Many jobs that are available in the City require less education than Suffolk residents have. This means that Suffolk's more educated population may be more likely to travel for work and less educated workers from elsewhere are more likely to commute in.

18% of jobs in Suffolk require or have college graduates holding them, versus 30% of Suffolk residents having college degrees (see Fig. 13).

**Figure 13: Workforce Educational Attainment (2019)**



Source: NP analysis of LEHD Workforce Indicator data

## FINANCIAL TOOLS AND INCENTIVES

The City of Suffolk can take advantage of certain financial tools and incentives to shape the future of development in parts of the City. The most important credits when considering potential land use/expanding the growth areas are Historic Rehabilitation Tax Credits (HTCs), Low-Income Housing Tax Credits (LIHTCs), Opportunity Zone (OZs), and New Market Tax Credits (NMTCs). HTCs are used primarily downtown, LIHTCs can be used anywhere for affordable multifamily projects, and NMTCs must be used in specific historic areas. However, LIHTC and NMTC awards are competitively awarded based on projects meeting a range of criteria. OZ incentives are not competitive because they are a mechanism for an investor to defer and discount their capital gains tax for three years, typically after a large property sale, by investing in a business/development within a designated opportunity zone area OZ census tract.

These tools can have a substantial impact on potential land development in parts of the City. (See map on page X.) For instance, in the NMTC census tracts, developing another industrial park could help attract manufacturers looking to access and utilize this credit to lessen their capital expenditure on buildings and equipment. To be competitive for LIHTC, local actions such as financial participation through a local housing authority or nonprofit, property tax abatements, designated revitalization areas or housing rehabilitation areas (Title 36-55 of the Code of Virginia) provide additional points in the Virginia Housing Qualified Allocation Plan (QAP) process. Being more open to zoning for multifamily could be beneficial, knowing that affordable housing is potentially a viable option there. Older buildings and neighborhoods are eligible for the HTC to support potential renovations and new investment. Buildings must be at least 40 years old and have eligibility as a certified historic structure to qualify for the maximum 25% credit. The state credit may be applicable in some locally designated historic villages in addition to downtown. These areas could be prime for potential mixed-use zoning.

Other local incentives include Economic Development Investment Program (EDIP); Façade Improvement, which allow for a \$10k match for facades in key areas, such as downtown and gateways; and Small Business Improvement, which are the same as Façade but for interior buildouts.

**Historic Tax Credit (HTC):** *an indirect federal subsidy to finance the rehabilitation of historic buildings with a 20 percent tax credit for qualified expenditures.*

**Low-Income Housing Credit (LIHTC):** *a tax incentive program designed to increase the supply of quality, affordable rental housing by helping developers offset the costs of rental housing developments for individuals with low- to moderate-income.*

**Opportunity Zone (OZ):** *an economic development tool that allows people to invest in distressed areas by providing tax benefits to investors.*

**New Market Tax Credit (NMTC):** *a federal financial program that aims to stimulate business and real estate investment in low-income communities via a federal tax credit.*

**Economic Development Investment Program (EDIP):** *grants supplied from local funds based on capital investment and job creation available only for targeted industries.*

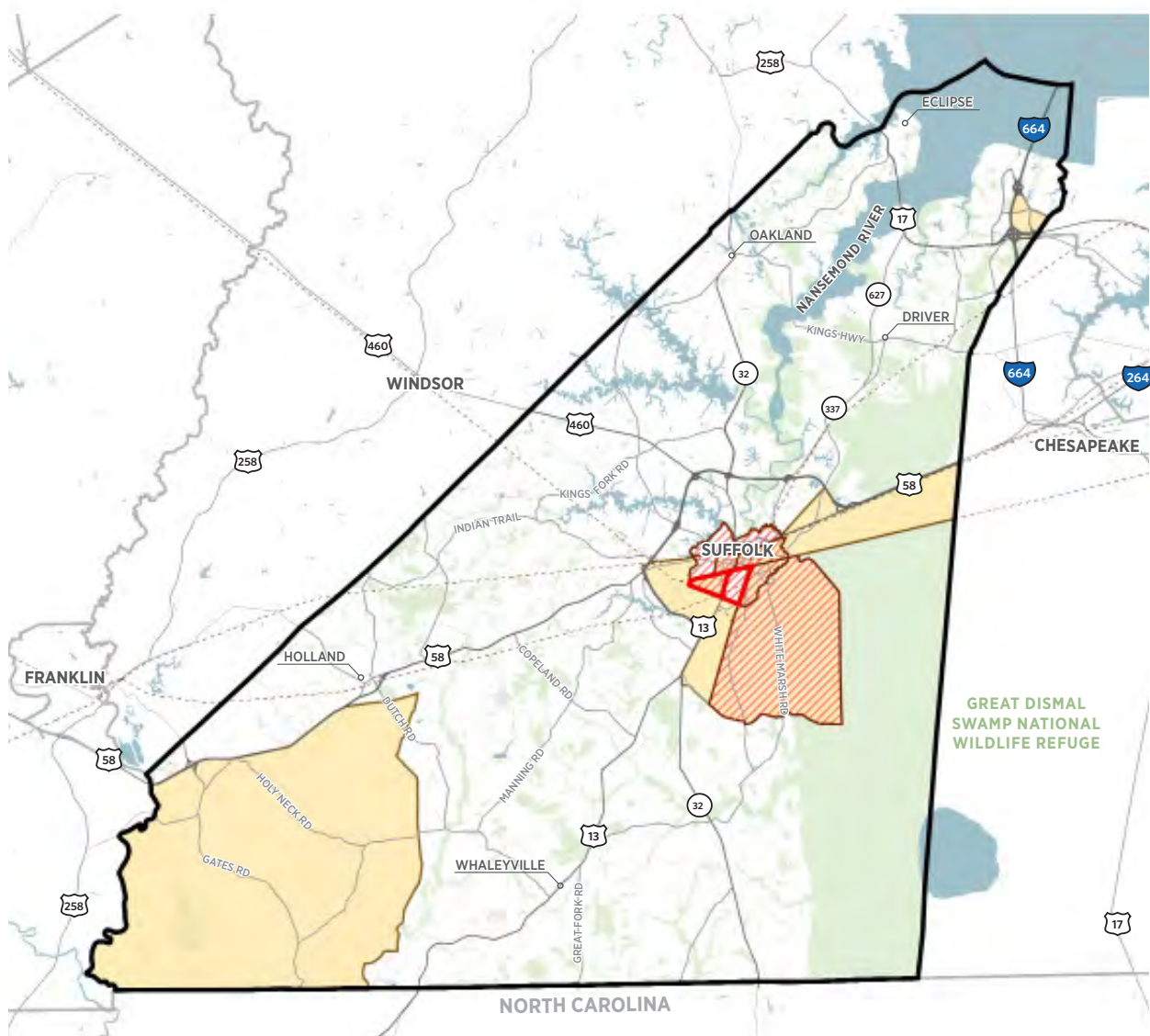




## TAX INCENTIVES (CENSUS TRACTS)

Suffolk, VA Comprehensive Plan Update **DRAFT 3/1/2023**

- |               |                                                 |               |
|---------------|-------------------------------------------------|---------------|
| Interstate    | Low Income Housing Tax Credits (LIHTC) Eligible | Water         |
| US Highway    | New Market Tax Credits (NMTC) Eligible          | Swamp / Marsh |
| State Highway | Opportunity Zone                                | Railways      |
| City Boundary |                                                 |               |



**Map 1: City of Suffolk Key Tax Incentives**

# DRAFT MUNICIPAL FACILITIES AND SERVICES

## EXISTING CONDITIONS

Prepared by Planning NEXT and EPR - September 26, 2023

The City of Suffolk manages many facilities and provides a wide variety of services to serve the public. These include parks, libraries, schools, police, fire, water, sewer, and stormwater services among others. In order to provide an adequate level of service, the delivery plans for these services must be closely coordinated and align with the City's land use and other policies.

## PARKS AND RECREATION

Parks and recreation amenities are essential to a quality lifestyle, to community health, and to economic prosperity. When properly planned, managed, and maintained, a park and open space system provides multiple benefits: to residents through improved health and stress reduction; to the natural environment through resource conservation, flood water storage, and water and air quality improvement; to the image and identity of the City through cultural resource protection and diversification, increased visitation and investment; and to the community through decreased infrastructure costs, enhanced property values, diversified economic base and revenues from use of special features.

In February 2016, City Council approved the Parks and Recreation Comprehensive Master Plan Update put together by the City Parks and Recreation Department. The plan is based on community values and aligned with the National Recreation and Park Association's three Pillars of Health and Wellness, Conservation, and Social Equity. After conducting community engagement to gauge human needs and facility assessments to gauge structural needs, the City put together a list of actions relating to funding and revenue, and other strategic actions, such as health and wellness, transportation, and public safety and education. They also created a Historical, Cultural & Natural Resource management plan that built upon the Suffolk 2035 Plan. This part of the plan included a list of updated recommendations specific to preservation of Suffolk's many historical, cultural, and natural resources.

## EXISTING CONDITIONS

The City currently manages 42 park and recreation facilities, which cover slightly over 2,019 acres. These facilities include specific characteristics that are described below.

### Parks

The Suffolk Parks and Recreation Department operates four regional parks and 14 neighborhood parks. These parks provide a range of amenities and opportunities for residents and visitors.

#### *Regional Parks*

Suffolk's regional parks are Bennett's Creek Park, Lake Meade Park, Lone Star Lakes Park, and Sleepy Hole Park. These parks provide unique and attractive outdoor activities.

#### *Neighborhood Parks*

There are 14 neighborhood parks within Suffolk, ranging in size from less than an acre up to 30 acres, totaling over 160 acres. These parks typically are designed to serve the neighborhood they are located in. Some of the parks include larger amenities such as swimming pools and tennis courts, while others may just have a small playground. The quality of these parks also varies across the City. The larger parks are generally in better physical condition, but there have been concerns that these parks are under-utilized and/or under-programmed. It is noted that programming has increased recently in response to public demand. The public has also expressed concerns about lack of public access to water.

### Recreation Facilities

#### *Special Use Facilities*

The City Parks Department operates five special use facilities described below. These facilities provide specialized programming and function as community gathering areas.

**East Suffolk Recreation Center:** The former East Suffolk High School was renovated and opened as a recreation center in 2009. It has 22,500 SF of area and hosts various programs including after school programs, fitness, basketball, and senior activities.

**Planters Club:** The Planters Club is a rental facility that was part of the former Obici Estate along the Nansemond River. Since purchasing the facility in 2005, significant renovations have continued to address maintenance and ADA issues, including major electrical improvements in 2017. A living shoreline was established in 2019.

**Suffolk Art Gallery:** In 2020, the entryway and reception area of this facility was updated, and the floor was replaced. In 2022, the ADA restroom was renovated.

**Curtis R. Milteer, Sr. Recreation Center:** Formerly known as the Whaleyville Recreation Center, this facility was renovated and reopened in 2016.

#### *Athletic Facilities/Recreation Centers*

The City's athletic facility is the John F. Kennedy Athletic Complex, located at John F. Kennedy Middle School on East Washington Street in the Central Growth Area. Other athletic facilities include Kings Fork Athletic Fields and Holland Athletic Fields. Additional facilities are located at Forest Glen Middle School, John Yeates Middle School, Monogram Field, Peanut Park, and Wellons Parks. Bennett's Creek Recreation Center will open Spring of 2023 (16,600sf).

There are seven recreation centers totaling 132,880 square feet as shown in Table 2, including six located at schools throughout the City. These provide gymnasiums and multi-purpose rooms for public use. A downtown recreation center is in the Capital Improvement Plan - feasibility study funding planned for FY 2027.

### Greenways, Blueways, and Trails

A need for additional water access and multi-use trails in the City was identified during the public input process for this plan. The Suffolk Seaboard Trails project involves the construction of a citywide system of multi-use trails linking parks, recreation, cultural, historic facilities, and neighborhoods. The 6.3 mile trail begins downtown and ends at the Chesapeake city line near Interstate 664. There are also plans to extend the trail west, towards Isle of Wight County. The trail will connect to the multi-use trail at Prentiss St and W Constance Rd and continue 3.3 miles west on a utility easement. To date, Suffolk has built 6.3 miles of the planned 17.2 mile Suffolk Seaboard Coastline Trail, with an additional 2.8 miles approved for funding. The remaining 10 miles are in the design stage, with plans to apply for matching grants in 2023.

There are also plans for construction of a pier for fishing and canoe/ kayak access on the Nansemond River in Driver.

**Table 1: Suffolk Parks and Recreation Department System Inventory**

Parks	Acres
Bennett's Creek Park and Boat Ramp	56.8
Boston Park	0.5
Constant's Wharf Park and Marina	9.0
Coulbourn Park	5.0
Crump's Mill Pond	70.0
Cypress Park and Pool	30.6
Holland Athletic Field and Park	8.0
Ida Easter Park	1.0
Lake Kennedy Park	19.9
Lake Meade Park/Howard Mast Tennis Courts/Kidzone	67.8
Lakeside Park Tot Lot	0.7
Lone Star Lakes	1,063.0
Magnolia Park	5.0
Mary Estes Park	1.7
Planters Park	5.0
Pughsville Park	5.0
Sleepy Hole Park	73.6
Turlington Park	1.0
Tynes Street Park	1.0
Wellons Park	1.0
Whaleyville Square	0.1
<b>Subtotal</b>	<b>1,425.5</b>

Under Development	Acres
Driver Park/Monogram Field	360.0

Recreation Facilities	Acres
Booker T. Washington Rec Center and Playground	0.5
Creekside Elementary School	NA
East Suffolk Recreation Center	8.1
Forest Glen Middle School	5.0
JFK Middle School Athletic Fields	10.2
John Yeates Middle School Athletic Fields	18.5
Kings Fork Middle School	NA
King's Fork Athletic Field	9.9
Mack Benn Jr. Recreation Center	NA
Monogram Field	8.8
Northern Shores Recreation Center	NA
Oakland Recreation Center	NA
Peanut Park	5.0
Planters Club	8.0
Suffolk Art Gallery	0.6
Curtis R. Milteer, Sr. Recreation Center	8.4
<b>Subtotal</b>	<b>83.0</b>

Other Facilities	Acres
Joint Ops Center	0.9
East Suffolk Administration Offices	NA
Seaboard Coastline Trail (17.2 miles)	66.7
<b>Subtotal</b>	<b>150.6</b>
<b>TOTAL</b>	<b>2,019.1</b>

Source: City of Suffolk, 2014 Parks and Recreation Facilities Inventory

A number of recreation trails planned or developed at the national, state, and regional levels include the City of Suffolk along their routes. Among these are the Captain John Smith National Historic Trail, the Birthplace of America Trail and the proposed Southside Hampton Roads Trail. As the first national water trail, the Captain John Smith Chesapeake National Historic Trail follows the historic routes of John Smith's travels, which includes the James and Nansemond River, and East Coast Greenway.

## Sleepy Hole Golf Course

The public golf course is an 18-hole facility purchased by the City of Suffolk in 2003. The golf course was renovated and reopened for use in 2004. The Obici House Mansion has also been renovated and has reopened as a club house and rental facility. The golf course is operated by a vendor.

## Other Public and Private Facilities

In addition to the facilities owned, operated and/or managed by the City, there are other facilities and recreation programs provided by other public and private entities. There are several private golf courses, marinas, stables and campgrounds in Suffolk that are open for public use. In addition to the facilities noted above, many other schools throughout the City have playgrounds and/or athletic fields that may be used by the general public. Local athletic organizations offer programs to area residents that utilize athletic fields throughout the City.

**Table 2: Suffolk Recreation Centers**

Name	Total Square Footage
Bennet's Creek Recreation Center	16,600
Booker T. Washington Recreation Center	10,459
Creekside Recreation Center	12,058
Curtis Milteer Recreation Center	23,634
Kings Fork Middle School Recreation Center	16,324
Mack Benn Jr. Recreation Center	10,283
Northern Shores Recreation Center	10,163
Oakland Recreation Center	10,859
East Suffolk Recreation Center	22,500
<b>TOTAL</b>	<b>132,880</b>

The Great Dismal Swamp Wildlife Refuge, under the jurisdiction of the U.S. Fish and Wildlife Service, is a nearly 113,000-acre wildlife preserve in parts of Virginia and North Carolina, including Suffolk. It is home to almost 150 different species of animals and plants, and contains over 40 miles of walkable trails, though it is said by many people in the community to be difficult to access by bike or foot. The swamp also is home to one of the three major watersheds in Suffolk. President Joe Biden recently signed the Great Dismal Swamp National Heritage Area Act, which made the Great Dismal Swamp a heritage area in recognition of its history and connections with local Indigenous tribes and African American history. It provides a unique natural resource that attracts over 25,000 local, regional, and national visitors each year. It is noted that the public wants more focus put on promoting the area as a natural and recreational resource.

## LEVEL OF SERVICE

The 2018 Virginia Outdoors Plan provides recommendations and guidelines for the state and for local governments regarding both outdoor recreation and natural resources that play an important role in residents' quality of life. A part of this Outdoors Plan is to provide recommendations on a regional level. The City of Suffolk is included in the Hampton Roads region, which covers approximately 2,500 square miles and 22 local governments. The Outdoors Plan does not include formal recommended level of service standards. Rather, the plan provides specific recommendations and priority considerations for each region. The priorities identified for the Hampton Roads region are: health, youth, trails, water access, and land conservation.

To determine the needs of the region, the Outdoors Plan includes the results from the 2021 Virginia Outdoors Demand Survey which ranks the most popular outdoor recreation activities per region (Table 3). The results for the Hampton Roads region show trails for hiking and walking being the most popular and trails for motorized off-road vehicles being the least popular. The City should use this, or similar updated information when planning future parks and recreation amenities.

**Table 3: 2021 Virginia Outdoors Demand Survey - Hampton Roads Region**

Activity	% of Households in Region
Natural Areas - passive recreation only ( e.g. hiking trails, soft launch sites, minimal parking)	57
Long-Distance Trails (for a range of uses including equestrians, electric bikes, jogging, etc.)	50
Parks - developed areas for active recreation (e.g. paved trails, larger accessible parking areas, hardened launch sites)	38
Overnight Facilities (campgrounds, cabins, yurts)	38
Water Access (for boating, wading, fishing)	36
Swimming Areas	24
Historic Areas	16
Playgrounds	14
Scenic Drives (driving for pleasure)	14
Playing Fields, Sports, and Golf Facilities	38
Other	15

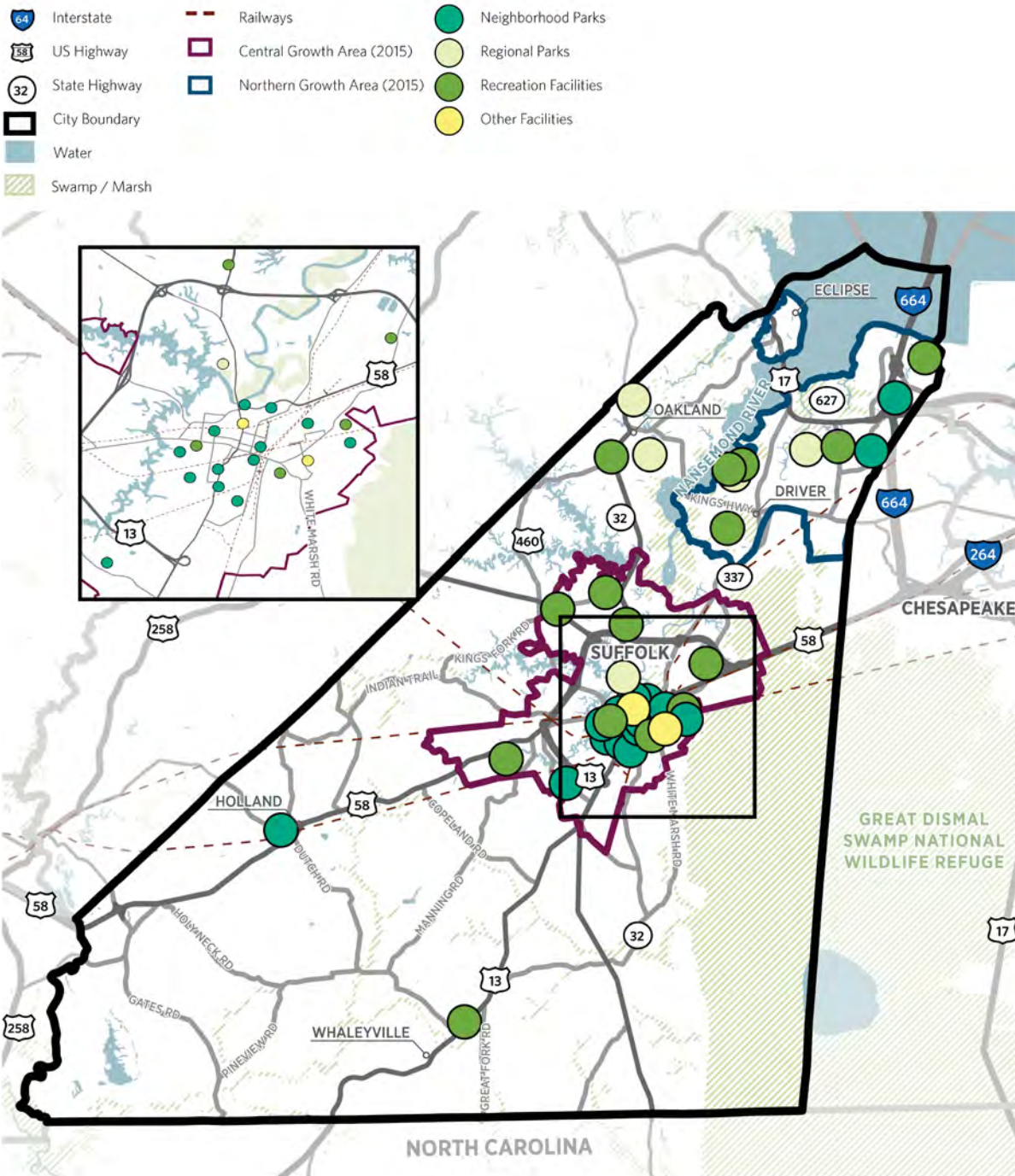
*Source: 2021 Virginia Outdoors Survey*

In comparison to the state overall and other communities in the region, Suffolk has a fairly low per-capita spending on parks and recreation. As of 2016, Suffolk spends \$80.88 per-capita and ranks 10 out of 14 compared to the region (top locality is the City of Hampton at \$129.01 per-capita and the lowest locality is the City of Franklin at \$42.39). They also spend more than the state, which spends \$71.09 per capita, and the average of the region, which is \$68.86. To maintain a competitive and quality parks and recreation program, the City should consider increasing their per-capita spending.





## PARKS AND RECREATION FACILITIES Suffolk, VA Comprehensive Plan Updates



**Map 1: City of Suffolk Parks and Recreation Facilities**



## **PUBLIC SAFETY**

Public safety in the City of Suffolk is provided 24-hours per day by the Police Department and the Department of Fire & Rescue. The Police Department is organized into two precincts and 18 patrol districts. Precinct 1 covers the southern part of the City including the downtown area. Precinct 2 encompasses the northern portion of the City. Police services are also provided out of Police Headquarters, which is located in downtown Suffolk. The Department of Fire & Rescue is organized into two battalions, with nine fire stations covering the city. Battalion 1 covers the southern part of the city including downtown, Whaleyville and Holland up to the Wilroy Road/Nansemond Parkway area. Battalion 2 covers the northern part of the city including Harbourview, Chuckatuck, and the Driver area.

### **POLICE**

The Suffolk Police Department strives to provide proactive and professional services to its citizens, in an effort to meet the City's goals of providing a safe, healthy and diverse community, and enhancing the quality of life of its citizens. It is able to accomplish this task by being organized and responsive along three main divisions: Operations, Investigations, and Administrative.

#### **Operations Division**

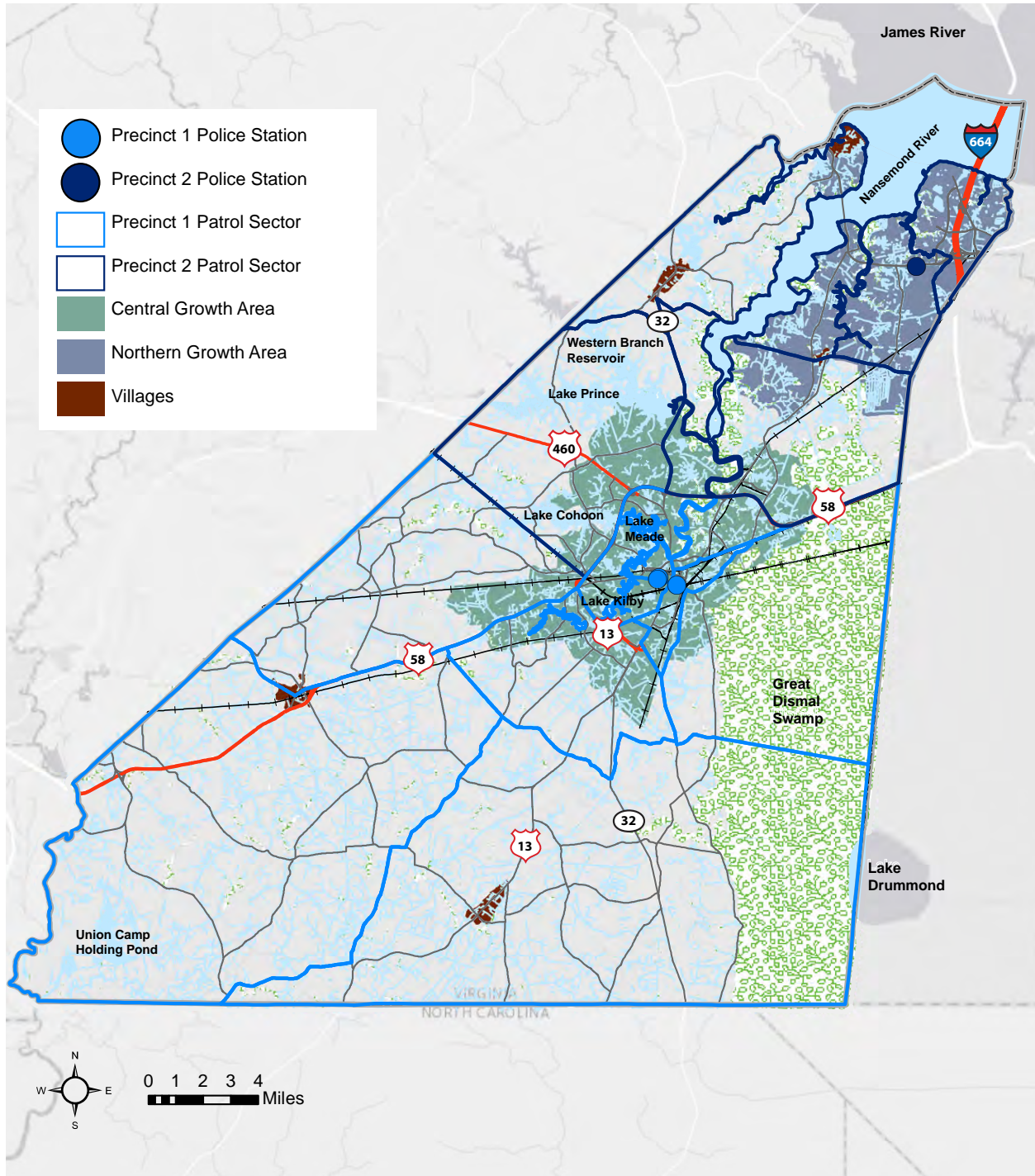
The Operations Division consists of Uniform Patrol services, the officers responsible for responding to 911 and non-emergency calls, as well as proactive patrol and enforcement; and Special Operations which incorporates the Motor Carrier Unit, SWAT, Marine Patrol, Traffic Unit, Honor Guard, and School Resource Officer Unit. Each of these units has a specialized enforcement mission or function, enhancing the Department's ability to provide targeted services to particular segments of the population.

#### **Investigation Division**

The Investigations Division, consisting of Criminal Investigations, Special Investigations, the Neighborhood Enforcement and Surveillance Teams, offers focused, skilled, investigative services to its citizens. Criminal Investigations is responsible for following up on most felony, and some misdemeanor, reports of crime, while Special Investigations and the Neighborhood Enforcement Teams provide proactive investigative efforts targeted at gangs, narcotics, and vice related crime. They are aided in this endeavor by the Surveillance Team and the Criminal Intelligence and Analysis unit.

#### **Administrative Division**

The Administrative Division consists of Records Management, Property and Evidence, the E-911 Public Safety Call Center, and the Office of Professional Standards. It is the mission of this division to provide quality internal and external customer service. This is accomplished by providing quality training, developing comprehensive policies, and holding officers accountable through internal investigations of policy infractions and misconduct.



**Map 2: City of Suffolk Police Stations and Patrol Zones**

## **Quality Service Delivery**

Quality service delivery is impacted by a number of factors including geography, population size, population age, calls for service, nationwide crime trends and special service areas such as walking and bike trails, or retail establishments. In early 2022, the Suffolk Police Department had 198 officers, but was down 29 and had faced challenges in recruiting people with necessary skills. Mental health is a major focus for the department, followed by traffic and gunfire. While department leadership has expressed confidence in the department's ability to service growth, recruiting was identified as a significant challenge and many of the same factors that have been identified as necessary to attract residents and workers more generally (amenities and services) have been cited as important to attracting the quality police force that is desired.

## **FIRE & RESCUE**

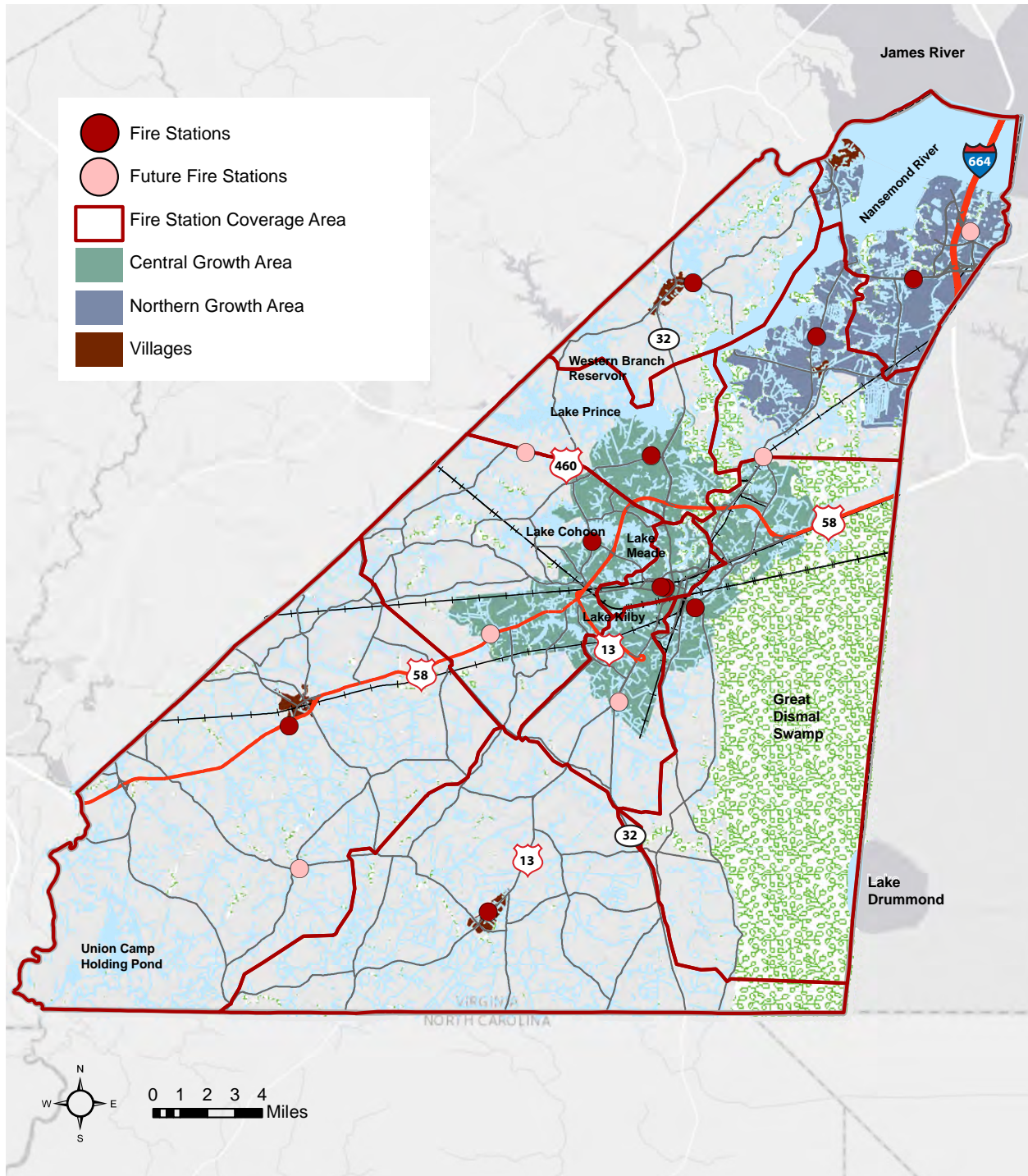
The Department of Fire & Rescue is committed to providing a superior level of emergency service that continually improves the quality of life, health, and safety of the citizens of Suffolk. To accomplish this, the Department operates four divisions. The following information was provided by the Suffolk Department of Fire & Rescue at the onset of the Suffolk2045 planning process (included largely verbatim).

Service delivery by emergency services is impacted due to a variety of issues including the number of personnel per 1,000 residents, the response times of emergency apparatus, the staffing of each unit, and the deployment of firefighting forces. The most widely recognized and accepted standard with respect to the staffing and deployment of emergency resources is the National Fire Protection Association's (NFPA) standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments. The standard is also known as NFPA 1710.

In 2021, Suffolk Fire & Rescue was budgeted for 297 full time career firefighter for a population of approximately 94,000 residents corresponding to approximately 3.2 firefighters per 1,000 people. It is important to note that this figure reflects a point of information and does not reflect the method of determining fire service staffing needs due to the presence of non-residential land uses as well as the vast geographical land mass of the City of Suffolk.

According to NFPA 1710, the fire department's fire suppression resources shall be deployed to provide for the arrival of an engine company within a 4-minute response time and the initial full alarm assignment within an 8-minute response time to 90 percent of the incidents that require a full assignment of apparatus. In the City of Suffolk, a residential structure fire assignment receives the effective response force (ERF) of 3 engine companies, 1 heavy rescue company, 1 ladder company, 1 ALS medic unit, 1 battalion chief, 1 safety officer, and 1 EMS supervisor. A commercial fire assignment receives the ERF of 4 engine companies, 1 heavy rescue company, 2 ladder companies, 1 medic unit, 2 battalion chiefs, 1 safety officer, and 1 EMS supervisor.





**Map 3: City of Suffolk Fire Stations and Coverage Zones**

## **Operations Division**

The Operations Division offers a variety of services including 24-hour per day response to requests for assistance from any member of the Suffolk community or any visitor to our City. Responding to commercial and residential structure fires, vehicle fires, hazardous materials incidents, technical rescues, Maritime response emergencies (M.I.R.T.) and administering emergency medical services (EMS) and transportation to the sick and injured are just a few of the calls for service that the Department responds to on a daily basis.

Suffolk Fire & Rescue's is staffed by 2 battalion chiefs, 11 engine companies, 3 ladder companies, 1 heavy rescue company, 8 advanced life support (ALS) ambulances, 1 safety officer, and 2 EMS supervisors that operate out of 9 fire stations 24-hours per day. In 2021, Suffolk Fire & Rescue responded to 18,000 calls for service. The locations of the City's fire stations are in Map 3.

## **Fire Prevention Bureau**

The Fire Prevention Bureau ensures that codes and ordinances affecting fire and life safety are conformed to by administering the permitting of various hazardous materials processes and storage, develops and presents fire safety programs to the general public, conducts periodic building inspections, investigates complaints of potential fire hazard, and provides training to update department personnel of current standards and practices. In addition, the Fire Prevention Bureau investigates fires of unknown, suspicious or incendiary origin, fires involving death or injury, explosions, false alarms, and hazardous materials incidents. The Bureau also maintains records and data pertaining to hazardous materials located in the City.

## **Training Bureau**

The Training Bureau is responsible for the training of new recruits as well as required continuing education credits for all employees' certification levels. The levels include Firefighter I & II, Emergency Medical Technician-Basic, and Emergency Medical Technician-Advanced.

In addition, the Training Bureau teaches and maintains the CPR certification for all personnel in the department. The Training Bureau offers a variety of activities for existing personnel that include:

- Assignment of regular continuing education and recertification classes for firefighting, basic life support, and advanced life support.
- Scheduling of officer and management programs and National Fire Academy courses.
- Maintenance of a library of training manuals, textbooks and audio/visual training equipment.

## **Office of Emergency Management**

The Office of Emergency Management is responsible for coordinating preparedness, response, recovery, and mitigation actions in the City. Daily activities include the maintenance of the City's emergency operation center and emergency operations plan, strategic planning for an all hazards approach to managing natural and man-made disasters, and various community outreach projects aimed at educating the public to be prepared for disaster. When a disaster or local emergency affects the City, the Office of Emergency Management is responsible for coordinating response, recovery, and mitigation with other local jurisdictions that are impacted by the same event, the Virginia Department of Emergency Management, and the Federal Emergency Management Agency.

With respect to EMS calls, NFPA 1710 calls for the arrival of a first responder with advanced life support capabilities to arrive on scene within 4-minute minutes, 90 percent of the times. Additionally, ALS units must arrive on scene for EMS calls within 8 minutes, 90 % of the time.

Response times are a critical component in determining the level of service that a fire and EMS agency provides to its residents.

In order to reduce both fire and EMS response times, additional fire and EMS stations will have to be constructed to reduce travel times. As stated earlier, the vast geographical land mass of the City of Suffolk is a major hurdle that must be addressed in order to meet the established professional standards as well as the benchmarks that have been established by other fire & rescue agencies.

Another factor that dramatically impacts a fire department's service delivery is staffing. Along with response times, there are several professional standards and benchmarks that have been established for the fire and EMS service staffing. The National Fire Protection Association's 1710 also addresses fire department staffing as a factor of service delivery. NFPA 1710 states that fire company staffing requirements shall be based on minimum levels for emergency operations safety, effectiveness, and efficiency. More specifically, NFPA 1710 states fire companies should be staffed with a minimum of 4 on-duty personnel. Suffolk Fire & Rescue apparatus are staffed with only 3 on-duty personnel.

The 2022-2031 Capital Improvements Plan allocates funding to a variety of Fire & Rescue related projects, which will presumably improve the service levels of the department. Projects include purchasing additional fire engines, aerial apparatus, and ambulances to serve new growth and replace aging or out of service equipment, repairing and adding to existing fire-rescue station, construction of new fire-rescue stations such as Fire Station 11 which was approved for construction in the Harbourview area, constructing a fire training center which was approved during the FY22 budget cycle, and replacement of critical equipment such as self-contained breathing apparatus utilized by Firefighters.

## **SCHOOLS**

The quality and capacity of Suffolk schools has been an important issue in the City. Not only are schools a priority that was expressed by residents engaged in the planning process, but school capacity is one of the levels of service standards used in the existing adequate public facilities review policy for re-zoning and conditional zoning cases. Overall quality of schools, and the specific strategies for addressing facility or capacity needs are addressed through facility planning that takes place outside of the comprehensive plan process. However, the comprehensive plan must consider the relationship between population growth and change, development, and the quality and capacity of schools.

Suffolk Public Schools (SPS) serves nearly 14,400 students and employs 2,325 employees. The District includes eleven elementary schools, five middle schools, three high schools, and four specialty centers. An April 2021 Facility Condition Assessment was performed by a consultant team in partnership with a steering committee. The work included comprehensive site inspections to document the condition of 18 of the 21 existing schools and the SPS maintenance building. (Based on the limited age of three schools, an assessment was not performed for Southwestern Elementary School, Florence Bowser Elementary School, and Colonel Fred Cherry Middle School.) The study's main findings included the following:

- While school-aged population (ages 5-18) was estimated to increase by 873 children, or 4.8%, from 2019 to 2024, only a few of Suffolk's schools will experience growth in the next 5 to 10 years. All other schools were projected to have either a moderate rate of growth/decline (+/- 25 students) or decline by greater than 25 students.
- Using a rating system ("facility condition index"), it was determined that four schools were clearly in a condition that could be considered "poor" and two schools were in borderline "poor" condition.
- Given the limited projected enrollment increases, the majority of the needs were identified as either renovations (to address condition issues) or additions (to manage limited growth) or complete facility replacement recommendations based on "poor" ratings and extensive repair costs.
- Options to address school facility needs were presented and broken down into high school, middle school and elementary school options, with variations to consider within each category.
- To address the needs of high schools, the committee recommended building an addition at Nansemond River High School.
- Middle school options were discussed at length without a final solution that was comfortable for all parties involved.
- Elementary school options both that would and would not involve rezoning were explored. While the School Division supported keeping current school zones, City representatives were focused on finding achievable funding demands. The Committee was unable to agree on the direction but found consensus on the need to make the Northern Shores Addition a priority.

The Suffolk School Board, City Council, consultants and others have continued to work through options, including consideration of detailed cost estimates for options, in 2022.

## **FACILITY NEEDS AND ATTENDANCE**

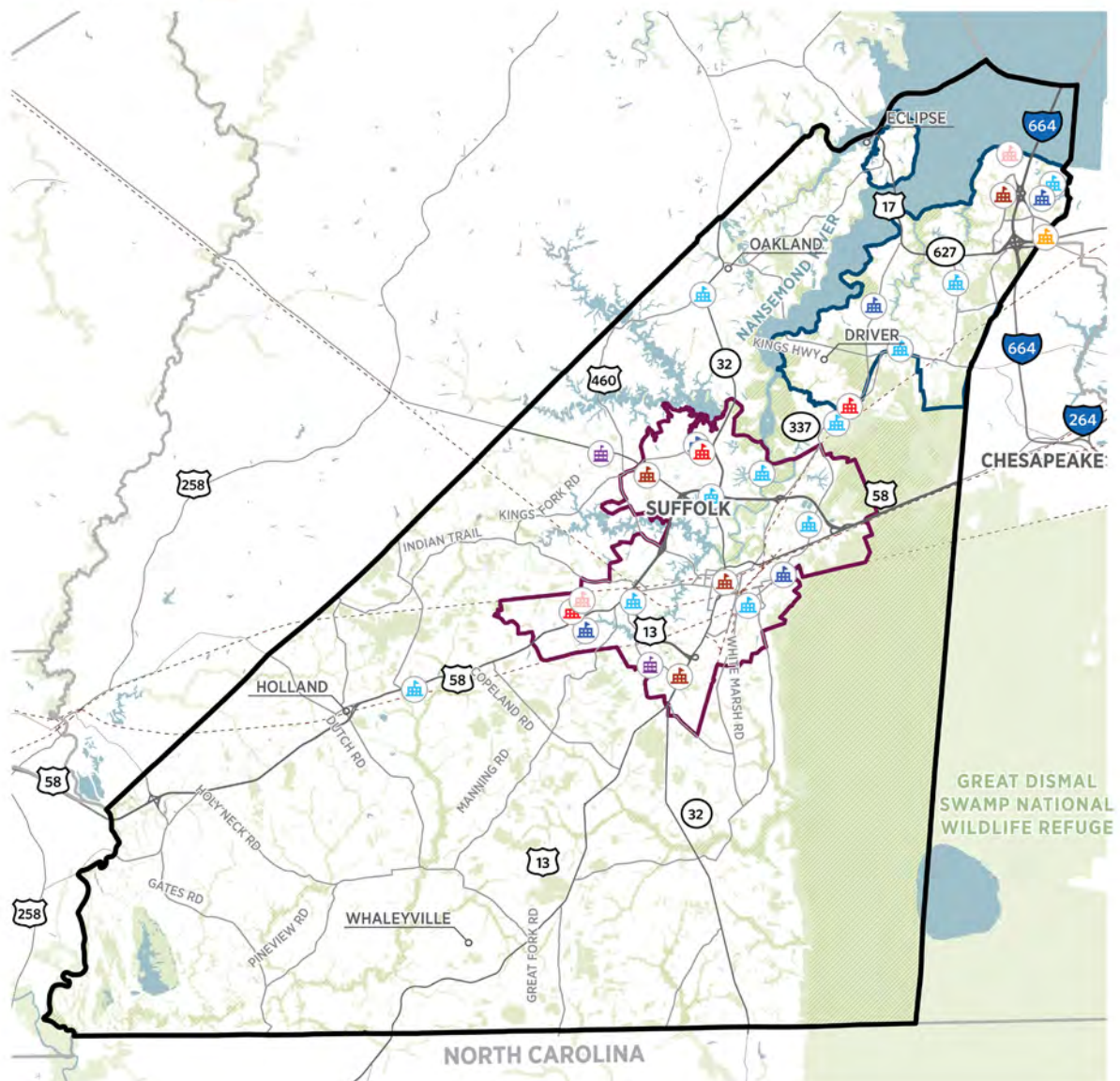
The following tables illustrate the square footage of each elementary, middle, and high school; the current enrollment numbers as of February 3, 2021.





## SCHOOLS Suffolk, VA Comprehensive Plan Updates

- |               |                             |                   |
|---------------|-----------------------------|-------------------|
| Interstate    | Railways                    | High School       |
| US Highway    | Central Growth Area (2015)  | Community College |
| State Highway | Northern Growth Area (2015) | Academy           |
| City Boundary | Pre-School                  | University        |
| Water         | Elementary School           |                   |
| Swamp / Marsh | Middle School               |                   |



**Map 4: City of Suffolk Schools**

**Table 4: Elementary Schools Inventory, Enrollment, and Utilization (continued on next page)**

Name	Year Built	Grades	Site Acreage	Total Schools sq. ft.	Enrollment	Effective Program Capacity	Current Utilization Building Capacity
Booker T. Washington Elementary	1999	PreK-5	15.8	93,000	343	581	58.3%
Creekside Elementary	2006	K-5	18.5	97,000	748	865	86.5%
Elephant's Fork Elementary	1979	PreK-5	14.3	58,800	599	520	115.2%
Florence Bowser Elementary	1962	PreK-1	13.0	26,600	821	1000	82.1%
Hillpoint Elementary	2008	PreK-5	15.9	97,000	786	869	90.4%
Kilby Shores Elementary	1979	PreK-5	15.3	58,800	511	497	102.8%
Mack Benn, Jr. Elementary	1998	PreK-5	26.6	86,100	606	699	86.7%
Nansemond Parkway Elementary	1979	PreK-5	14.6	58,800	482	479	100.6%
Northern Shores Elementary	1996	PreK-5	15.1	72,800	819	780	105.0%
Oakland Elementary	1997	K-5	8.5	62,000	454	520	90.2%
Pioneer Elementary	2014	PreK-5	47	85,000	630	688	103.4%

Source: School Facilities Needs Assessment and Attendance Policy

**Table 5: Middle Schools Inventory, Enrollment, and Utilization**

Name	Year Built	Grades	Site Acreage	Total Schools sq. ft.	Enrollment	Effective Program Capacity	Current Utilization Building Capacity
Col. Fred Cherry Middle School	2018	6-8	26	125,000	794	800	99.3%
Forest Glen Middle School	1965	6-8	61.7	77,000	454	410	110.7%
John F. Kennedy Middle School	1965	6-8	39.2	142,400	551	650	84.8%
John Yeates Middle School	1965	6-8	28.5	105,100	552	785	70.3%
King's Fork Middle School	2001	6-8	35.4	187,000	1,003	1,150	87.2%

Source: School Facilities Needs Assessment and Attendance Policy

**Table 6: High Schools Inventory, Enrollment, and Utilization**

Name	Year Built	Grades	Site Acreage	Total Schools sq. ft.	Enrollment	Effective Program Capacity	Current Utilization Building Capacity
King's Fork High School	2004	9-12	80.0	275,300	1,518	1,634	92.9%
Lakeland High School	1991	9-12	69.5	222,400	1,049	1,498	70.0%
Nansemond River High School	1991	9-12	50.0	222,400	1,602	1,496	107.1%

Source: School Facilities Needs Assessment and Attendance Policy

## LIBRARIES

In addition to the main library, the Morgan Memorial Library, the City also offers 2 branch libraries—North Suffolk Library and Chuckatuck Library—as well as a citywide bookmobile. A new, 37,800 square foot library located on three downtown properties just down West Washington Street from the current Morgan Memorial Library is under design and anticipated to open by summer 2024.

**Table 7: Library Facilities**

Name	Total Square Footage	Year Built
Morgan Memorial Library	15,476	1986
North Suffolk Library	19,000	2007
Chuckatuck Library (rented)	2,000	n/a
New Library (under design)	37,800	2024

Source: City of Suffolk

The library system offers over 160,000 books on CD, magazines, as well as digital books, movies, and music. It serves an estimated 186,000 visitors per year. In 2021, the library reported 614,936 wireless sessions from 10,832 users, 1,556 computer hours from 2,460 computer users, and 22,241 attendees at in-person events as well as 54,952 at virtual events (views). The library has a fleet of vehicles designed to bring resources and services out into the community and conducts outreach and supports activities through numerous community partnerships.

Customer service is a main focus of the library system. While COVID-19 created many challenges in keeping people connected, the library leadership has recognized the need for the libraries to continue to evolve to meet changing needs. This is demonstrated in the library's 2022-2027 strategic plan, which put forth the theme of working in a way they reflects the reality of peoples' lives. Under that theme the library reinforced its commitment to inclusive and accessible spaces, technology access that makes a difference, equity-base service deployment, and more.

The library staff includes 49 positions. All librarians require a masters in library science and recruitment is conducted on a national level.

## **PUBLIC POTABLE WATER**

### **WATER SUPPLY**

The City of Suffolk is the location of the majority of the surface water reservoirs serving the South Hampton Roads region. Within the City's boundaries, there are nine water bodies that are currently used as municipal surface drinking water supplies (See Map 5). The City's potable water supply is derived from a combination of surface and groundwater sources as indicated in Table 8. Surface water for the City is drawn from the Lone Star Lakes Reservoir system and Crumps Mill Pond Reservoir. Groundwater is withdrawn from four deep wells utilizing the Potomac Aquifer. These wells are located: at the G. Robert House, Jr. Water Treatment Facility; on Rt. 10 adjacent to Western Branch Reservoir; and on Crittenden Road.

The City of Suffolk and Isle of Wight County formed the Western Tidewater Water Authority (WTWA) in 1998 as a regional approach to meeting its member jurisdiction's long term water supply needs. This regional approach allows for the member jurisdictions to work jointly in the development of water sources and to minimize redundant facilities necessary to meet residents' water demands. This regional approach allows for the member jurisdictions to work jointly in the development of water sources and to minimize redundant facilities necessary to meet residents' water demands. The WTWA and its member jurisdictions executed the Western Tidewater Water Agreement in 2009, which sets forth the Authority's operating arrangements through 2048. The WTWA was initially issued a groundwater withdrawal permit for up to an annual average of 8.34 MGD (million gallons day) in 2005. The permit was reissued in 2017 with a base authorized groundwater withdrawal of up to an annual average of 6.74 MGD. The WTWA anticipates utilizing this permitted groundwater source to meet the member jurisdictions' demands prior to any expansion of surface water treatment facilities. In preparation of meeting the WTWA member jurisdictions' demands beyond their current water sources, inclusive of the WTWA permitted groundwater withdrawal, the WTWA, Suffolk and Isle of Wight executed an agreement with the City of Norfolk through 2048 for a raw water supply (3 MGD in 2014, increasing 1 MGD every two years, capping at 15 MGD in 2037). This unique ramp-up agreement allows for the WTWA members to develop additional treatment facilities on a timely schedule based on experienced demands.

In addition to the above water sources, the City of Suffolk executed a 40-year agreement with the City of Portsmouth in 1997 for treated, potable water supply from Portsmouth's Lake Kilby Water Treatment Facility (2.54 MGD).

The City of Suffolk also operates an active community well distribution system in the Whaleyville area of the City. This well currently meeting the primary maximum fluoride levels (less than 4 parts per million, ppm); however, if the Environmental Protection Agency (EPA) enforces the reduction rule requiring a maximum of less than 2 ppm for fluoride, future treatment or extension of City treated water may be required.

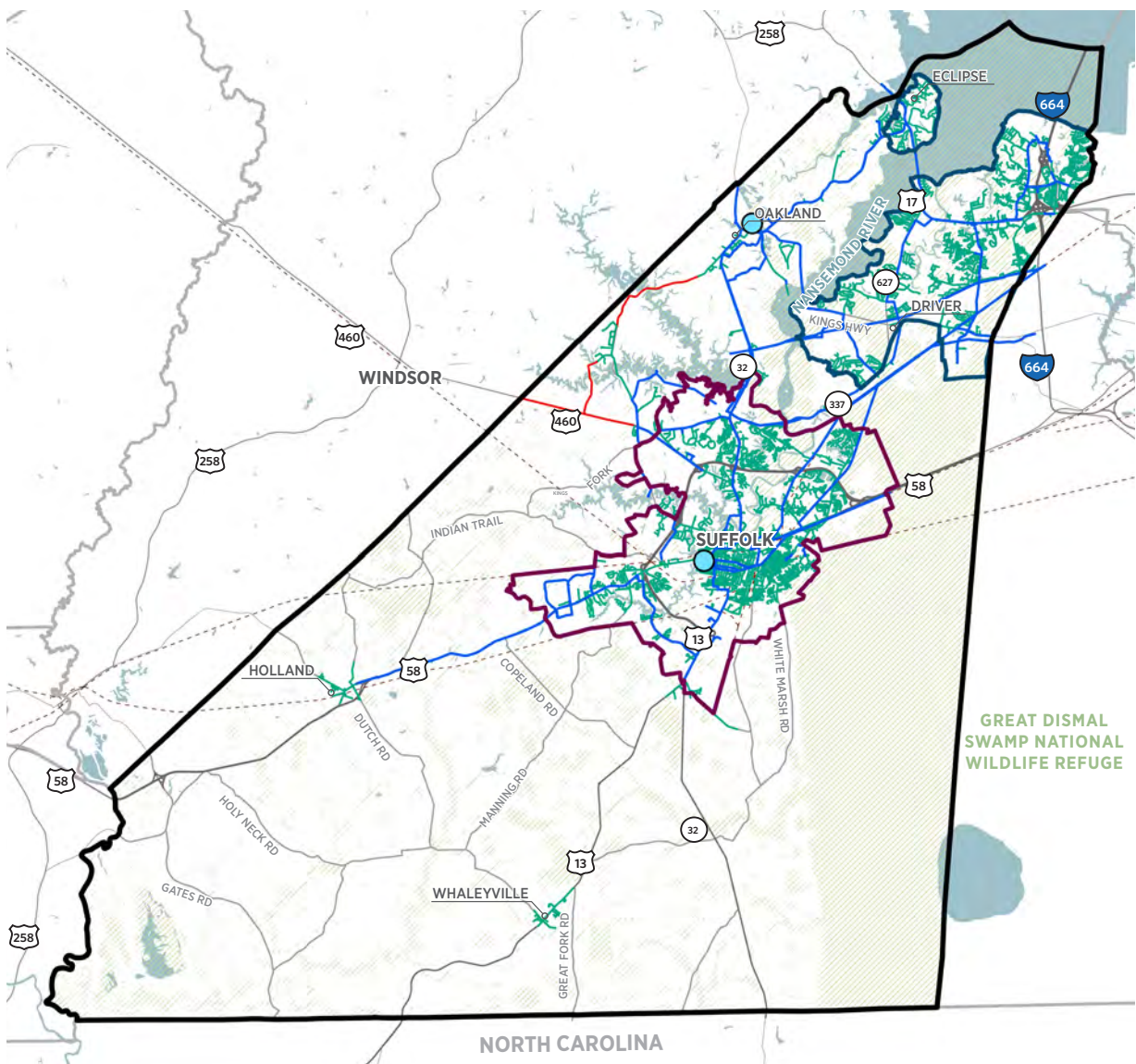




## WATER DISTRIBUTION

Suffolk, VA Comprehensive Plan Update

- |  |               |  |                       |  |                                    |
|--|---------------|--|-----------------------|--|------------------------------------|
|  | Interstate    |  | Railways              |  | Water Transmission Main $\geq 16"$ |
|  | US Highway    |  | Central Growth Area   |  | Waterdistribution Main $\leq 12"$  |
|  | State Highway |  | Northern Growth Area  |  | Proposed Water Trans- mission Main |
|  | City Boundary |  | Water Treatment Plant |  |                                    |
|  | Water         |  |                       |  |                                    |
|  | Swamp / Marsh |  |                       |  |                                    |



Map 5: Water Distribution

## WATER TREATMENT

**NORFOLK** Suffolk's downtown area have received treated water for more than 100 years. The system has grown along with the City since the first connections to the system were made in 1889. Initially, the distribution and transmission system in the downtown area was owned and operated by the City of Portsmouth. In 1982, the City acquired the distribution and portions of the transmission system from Portsmouth at the same time it was developing the initial phase of the G. Robert House, Jr. Water Treatment Plant.

Raw water drawn from the Suffolk-owned surface water reservoirs and groundwater wells is treated at the G. Robert House Jr. Water Treatment Facility in the Chuckatuck area of the City. The facility produces potable water by blending treated surface water with groundwater. There are two separate treatment processes at the G. Robert House Jr. Water Treatment Plant, a conventional sedimentation filtration process for surface water (3 MGD permitted) and an Electro Dialysis Reversal (EDR) treatment process for groundwater. Various expansions of plant capacity have resulted in a current total capacity of the plant to 17.45 MGD. As water demands increase beyond the existing plant's capacity, inclusive of the permitted WTTA groundwater source, the next phase will be constructed to expand capacity of the surface water by an additional 5 MGD. Though permitted at 3 MGD, the surface water plant is generally operated at 1 MGD with peak operation at 2 MGD to ensure the highest level of water quality delivered to City customers. This expansion will be scheduled based on need. This work consists of only the plant expansion and does not include expansion of the transmission system for treated water to various outlying areas identified in the City's growth corridor plans. See Table 8 for safe yield amounts of the City's water system.

**Table 8: Suffolk Safe Yield Amounts**

Name	Type	Yield (MGD)
Lone Star Lakes	Surface	1.20
Wells	Groundwater	18.50
City of Portsmouth Potable Water	Agreement	2.54
City of Norfolk Raw Water	Agreement	7*

*\*\*Per the Norfolk Raw Water Agreement, the initial 2013 amount was 3 MGD, increasing 1 MGD every two years starting in 2016, capping at 15 MGD.*

## WATER DISTRIBUTION

The City's water distribution system currently consists of approximately 501 miles of transmission and distribution lines, two booster pumping stations and 27,832 active water accounts. These include pipe diameters ranging from 2 to 36 inches. The City also has elevated and ground storage tanks for fire protection. The City has 14.75 MGD in above-ground storage (See Table 9) and anticipates increasing storage capacity as system demands increase. Overall average daily water production is 7.00 MGD (including volume sold to Isle of Wight County), with an average peak production reaching 9.5 MGD.

The existing Growth Areas are well-served with respect to water. The City's two water treatment plants and transmission and distribution mains provide water to most developed and developable areas within both the Central and Northern Growth Area boundaries. Service is also provided along the Route 58 Corridor extending west beyond the current Central Growth Area. Generally, villages are not served by water with some exceptions, including in Holland and Oakland. A planned new transmission main along Route 460 to the west from the Central Growth Area boundary and north through Chuckatuck Borough will bring new service to that part of the City.

**Table 9: Suffolk Water Distribution**

Tank Name	Capacity (Gallons)
North Suffolk Tank	1,500,000
Wilroy Tank	500,000
County Street Tank	500,000
City Farm Tank	760,000
Holland Tank	300,000
Whaleyville Tank	200,000
WTP Tank - 1mg Clearwell	1,000,000
WTP Tank - 3mg Clearwell	3,000,000
Westport Tank	2,000,000
Carolina Rd Tank	2,000,000

## WATER CHALLENGES

Protection of the City's water supply and that of surrounding communities is of vital importance to the region. The current zoning adjacent to the water supply reservoirs is primarily Rural Estate and will continue under the Focused Growth Approach. This zoning allows for minimal development while protecting the water quality of the reservoir supply systems. In suburban areas, the primary concerns for maintaining a healthy water supply revolve around minimizing water quality impacts due to construction activities, pollutant loading due to normal runoff from impervious surfaces and pollutants from accidental spills. The City has a neighborhood petition process for the extension of City sewer service to reduce the number of septic systems directly impacting watershed areas.

The biggest challenge facing the City related to water supply is the timing involved in deciding when to construct future water treatment capacity, as well as where and when to construct future water transmission lines. Since it takes many years to plan, design and construct water treatment facilities and large diameter water transmission pipeline projects, anticipating and predicting growth in areas where additional infrastructure is necessary based on demand is difficult. The greatest risk is underpredicting growth, which could leave the City unprepared to meet the water demands of its citizens and businesses. The City must be prepared to fully satisfy water demands if growth rates exceed current projections. For that reason, the City and WTW must base long-term water



infrastructure planning decisions on reasonable high-end growth projections that may exceed the projections in the growth plan.

Additional challenges anticipated in relation to water supply and distribution include:

- Changing fluoride regulations that would affect the Whaleyville Well System requiring treatment to remove high fluoride levels or extension of the City's primary distribution system. This would eliminate the use of the existing community wells serving this area of the City.
- Removal of fluoride and disposal of waste concentrate are costly options for a small, rural area.
- Maintaining source water protection from urbanization and agricultural practices surrounding the City's many surface water reservoirs. Current zoning provides minimal protection, however, continued urbanization and growth in the rural areas of the City could present water quality runoff issues in the future.
- Balancing the implementation of new expanded facilities and their associated costs with minimizing any additional utility rate impacts to the City's customer base.
- Implementation of the 2022 enacted federal regulations pertaining to lead service lines.
- Potential need to implement upcoming 2024 federal regulations pertaining to perfluoroalkyl substances in drinking water.

## **PUBLIC SANITARY SEWER**

### **SYSTEM OVERVIEW**

Approximately two-thirds of the City's population is served by the public sewer system, with the remaining population using on-site sewer disposal (septic) systems which are individually permitted by the Virginia Department of Health and are considered privately owned systems. Over the past 25 years, the City has extended sanitary sewer service to unserved areas to reduce the number of septic systems directly impacting watershed areas.

The City's wastewater collection system currently consists of approximately 378 miles of sanitary sewer mains and 155 pumping stations (Map 6) and 24,601 active sewer accounts. The City's system discharges to the Hampton Roads Sanitation District (HRSD) transmission force main, which conveys wastewater to the Nansemond Treatment Plant located in northeast Suffolk, just east of I-664 at the Monitor-Merrimac Memorial Bridge Tunnel.

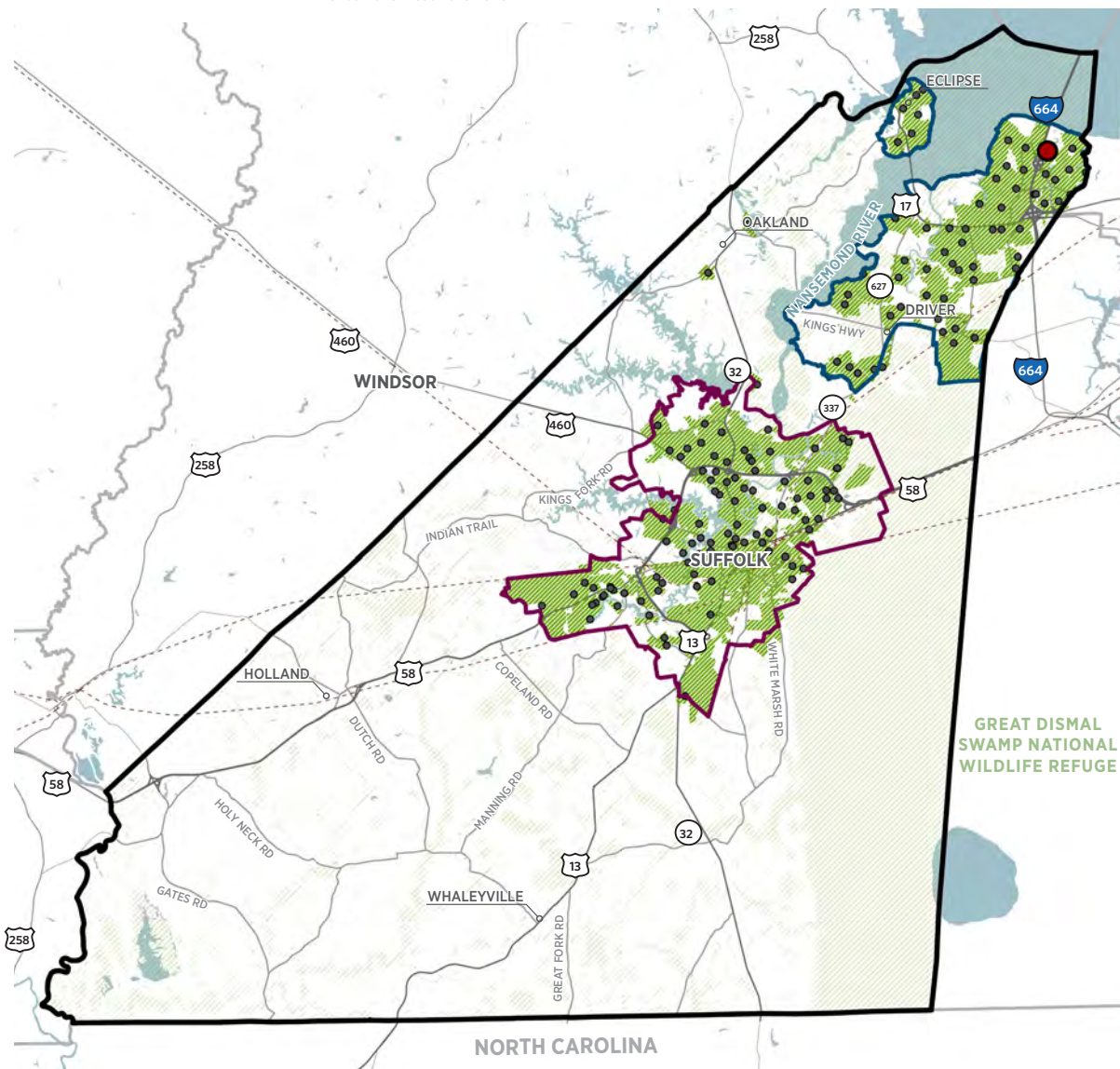
The existing Growth Areas are well-served with respect to sewer. Sewer pump stations provide coverage to most developed areas within the Growth Areas. Significant new development outside of the Growth Areas, such as along major corridors of 58 and 460 or within developable land between the Central and Northern Growth Areas would require an extension of service.



## SEWER SERVICE

Suffolk, VA Comprehensive Plan Update

- |  |               |  |                                                                |
|--|---------------|--|----------------------------------------------------------------|
|  | Interstate    |  | Railways                                                       |
|  | US Highway    |  | Central Growth Area                                            |
|  | State Highway |  | Northern Growth Area                                           |
|  | City Boundary |  | Sewer Service Areas                                            |
|  | Water         |  | Sewer Pump Stations                                            |
|  | Swamp / Marsh |  | Hampton Roads Sanitation District<br>Nansemond Treatment Plant |



Map 6: Sanitary Sewer Service

## **FEDERAL CONSENT DECREE**

In 2007, the City of Suffolk and the surrounding Hampton Roads communities, along with HRSD, were placed under a Department of Environmental Quality (DEQ) issued Regional Order by Consent (2007 Order). The 2007 Order was imposed for the purpose of reducing sanitary sewer overflows (SSOs) caused by inflow and infiltration (I/I) of stormwater and groundwater primarily during wet weather events. I/I reduces the capacity in the sewer systems which can increase the possibility of SSOs. HRSD also entered into a Federal Consent Decree with the Department of Justice (DOJ), DEQ and the EPA in 2010 to ensure sufficient capacity within the region's sanitary sewer system. To work on a more regional and cost effective approach, the Hampton Roads communities and HRSD entered into a Memorandum of Agreement in 2014. This MOA provides for HRSD to develop and implement a Regional Wet Weather Management Plan (RWWMP), along with performing rehabilitation work within the communities' sewer assets to provide the necessary wet weather capacity. The MOA also set forth a schedule for amending HRSD's Decree by August 31, 2014 and the execution of a new DEQ Order by Consent for the Hampton Roads communities. The new DEQ Order (2014 Order) was issued December 19, 2014. The 2014 Order requires the communities to maintain their systems, address significant deficiencies leading to infiltration/inflow within their systems and coordinate with HRSD on the development of the RWWMP. This new regional approach is anticipated to save the regional customers up to \$1 billion over the next 30 years.

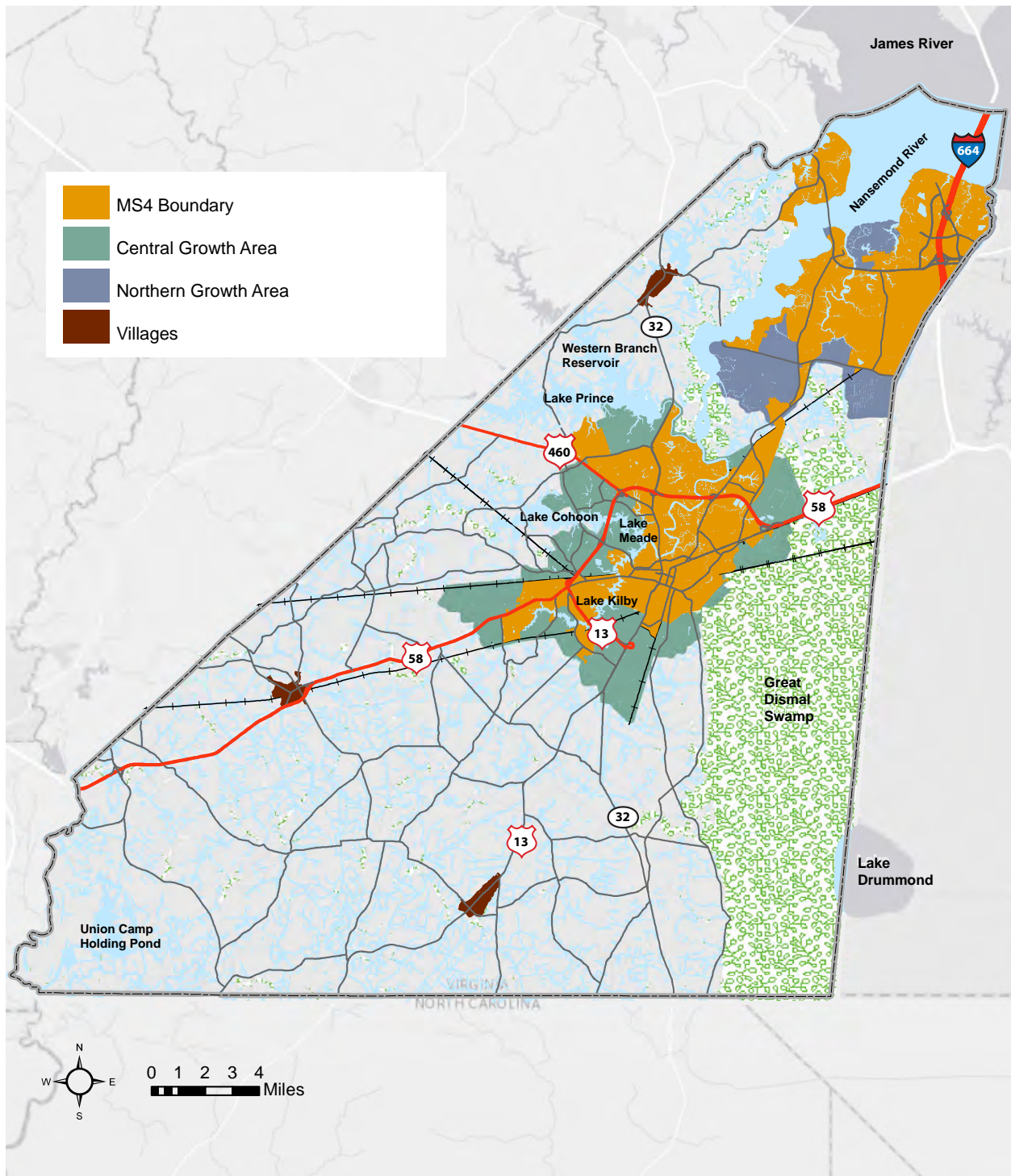
The City has been a regional leader in its efforts to comply with the 2007 Order and in the development of the 2014 Order. The City's Utility Fund Capital Improvement Plan has identified the necessary projects to ensure compliance with the 2014 Order, and is updated regularly.

## **CHALLENGES**

The biggest challenge facing the City related to its sanitary sewer system is the restricted capacity to meet growth projections because of the HRSD transmission force main and the lack of redundancy which limits system reliability. HRSD routinely considers additional transmission capacity, and the City works closely with the agency for growth projection planning.

Another challenge includes providing sewer service to areas outside the planned Growth Areas to the surrounding rural villages of Holland and Whaleyville. These areas are west and south of the primary service area and are currently served by private on-site sewer disposal or "septic" systems. As these systems age and become less reliable, growth within these rural villages may necessitate consideration of extension of public sewer. Because of their remote locations, this is a costly option and other alternatives may also need to be considered to serve these areas.





Map 7: Suffolk MS4 Boundary

## STORMWATER

### WATER QUANTITY AND QUALITY

The City's stormwater system is critical to protecting both the environment and property from flood damage. Stormwater is the result of rainfall in the community. Typically, some rainfall is absorbed back into underground aquifers through the soil. The remainder is known as runoff. This runoff moves over impervious surfaces such as streets, driveways, and roof tops into the City's streams and rivers through ditches and storm drains. Runoff can be a problem because as the water moves across the ground it can pick up contaminants and various pollutants. Some of these pollutants may include silt and soil, nutrients, trash, bacteria, oils, and heavy metals. The City of Suffolk has a distinct, separate stormwater system from the sanitary sewer system.

The City currently owns and maintains an extensive stormwater conveyance system that includes pipes, culverts, channels, ditches, storage and treatment facilities, and other structures. The goal of stormwater management facilities is to reduce pollutants entering the surface waters of the City to the greatest extent possible and to manage the quantity of stormwater discharge in order to reduce flooding risks throughout the City.

### STORMWATER GENERAL PERMIT PROGRAM

The discharge of stormwater into surface waters is regulated by various federal, state, and local laws and regulations. The City of Suffolk's stormwater system is regulated under the Virginia Pollution Discharge Elimination System for Small Municipal Separate Storm Sewer Systems (MS4) general permit program, as shown on Map 7: Suffolk MS4 Boundary.

Under this permit the City must adopt the following minimum control measures:

- 1. Stormwater Management Compliance Measure 1: Public Education and Outreach.** The City of Suffolk participates by voluntary contribution and membership in the Hampton Roads Planning District Commission (HRPDC) and the Hampton Roads Regional Stormwater Management Committee (RSMC). The City also utilizes the HRPDC's regional HR GREEN programs for public education and outreach.
- 2. Stormwater Management Compliance Measure 2: Public Participation and Involvement.** The City of Suffolk holds clean up events and other water quality improvement community projects and educational events. The City of Suffolk participates by voluntary contribution and membership in the Hampton Roads Planning District Commission (HRPDC) and the Hampton Roads Regional Stormwater Management Committee (RSMC). The City also utilizes the HRPDC's regional HR GREEN programs for public participation and involvement.
- 3. Stormwater Management Compliance Measure 3: Illicit Discharge Detection and Elimination.** The City of Suffolk monitors, detects, and eliminates illicit discharges into the stormwater system. The City continues to map, screen, and inspect municipal outfalls for illicit discharges. The Suffolk City Code provides monitoring and enforcement authority for the detection and elimination of illicit discharges into the stormwater system.
- 4. Stormwater Management Compliance Measure 4: Construction Site Stormwater Runoff Control.** The City of Suffolk continues to ensure that construction projects maintain compliance with the Virginia Erosion and Sediment Control (ESC) and Virginia Stormwater Management Program (VSMP) laws and regulations through permitting, plan review, and inspection. As part of the City of

Suffolk's ESC program, the City is responsible for the issuance and enforcement of Land Disturbance Permits. The City of Suffolk's ESC and Stormwater Programs allow the City to aid in the reduction of pollutant laden stormwater runoff from construction sites and better protect our citizens and the environment from the adverse effects of unmanaged runoff.

- 5. Stormwater Management Compliance Measure 5: Post-Construction Stormwater Management.** The City of Suffolk ensures that new development projects maintain compliance with the Virginia Stormwater Management Program (VSMP) laws and regulations through plan review, permitting, and inspection. The City conducts routine annual site inspections of Stormwater Best Management Practices (BMP) facilities to identify and correct BMP deficiencies. The inspections ensure that BMP facilities are maintained to design criteria and continue to properly function after construction. All BMPs within the City of Suffolk's MS4 permit area are tracked and identified for inspection.
- 6. Stormwater Management Compliance Measure 6: Pollution Prevention and Good Housekeeping for Municipal Operations.** The City of Suffolk continues to develop procedures to help minimize and prevent pollutant discharge from daily operations such as: road, street, and parking lot maintenance; equipment maintenance; and the application, storage, transport, and disposal of pesticides, herbicides, and fertilizers.

The City of Suffolk MS4 Program Plan will continue to be updated as required and based on a schedule which is approved by the Department of Environmental Quality (DEQ). The program plan is reviewed annually by DEQ as part of the City's annual report required to maintain the City's VSMP permit.

### **STORMWATER UTILITY**

The City maintains a stormwater utility, which charges a fee to property owners based on their impact to the stormwater system. Revenue collected from this fee is used for preventive and general maintenance of the stormwater system, including ditch cleaning, street sweeping, mosquito control, water quality monitoring, mapping and updating of computerized databases, capital improvements, and meeting various permit requirements including public outreach and educational programs.

# DRAFT TRANSPORTATION EXISTING CONDITIONS

Prepared by EPR - September 11, 2023, Amended May 16, 2024 and July 26, 2024  
Maps Updated by VHB - December 3, 2024

Transportation infrastructure plays a critical role in community planning and accounts for most public spaces, in the form of streets and trails. When done correctly, transportation planning should be holistic, considering all modes of travel and supporting land uses and economic development as a system of mobility options to meet the community's needs and vision.

This Existing Conditions Report is the first step in developing the City of Suffolk's Transportation Plan, under its comprehensive plan update, Suffolk 2045, which lays the groundwork for subsequent phases. Understanding the current transportation network will help identify travel needs, which will inform goals, policies, and recommendations to be included in the updated Comprehensive Plan.

This report summarizes all current travel characteristics in the City, along with the main travel modes for intra- and inter-city transportation. The Roadway section consists of a general overview of the City's roadways, including a general inventory of facilities, traffic volumes and congestion. Next, the Safety Summary section analyzes crash data to highlight areas of potential concern. This information will help to fine tune safety objectives and policies for future phases of the planning process. The safety summary will also help identify where capital improvements are needed. The Summary of Bike and Pedestrian Modes follows the Safety Summary and provides an overview of bike and pedestrian facilities in the City. The summary of Transit provides an overview of Suffolk Transit System's service in the City as well as the Strategic Plan. Finally, there is an overview of rail, freight and air travel in the region. The information in this document will be used to develop updated visioning statements and transportation recommendations.

## ROADWAYS

The City of Suffolk maintains its own roadways, except for interstates like I-64 and VA164, which Virginia Department of Transportation (VDOT) maintains. The City responsibility roadways are managed by the Department of Public Works, which oversees the design, construction, and maintenance of the system. This Department is responsible for developing, improving, and maintaining an efficient and safe transportation network. In addition, it ensures that all engineering, construction, and maintenance work for roads and transit amenities meet acceptable and achievable standards through the efficient use of capital expenditures.

## CORRIDORS OF STATEWIDE SIGNIFICANCE

As per State Code, the City must acknowledge and account for the facilities deemed Corridors of Statewide Significance (CoSS), as designated in the VTrans2040 Final Report - the current long-range, statewide multimodal plan - to the General Assembly. The purpose of the CoSS at the state level is to provide a multimodal network of corridors that helps guide localities in their land use and transportation plans. Multimodal transportation planning in Virginia has continued to gain in significance and application in recent years. The state defines multimodal transportation planning as:

"A coordinated system of roads, rails, ports, transit, bicycle, pedestrian and aviation resources that provides integrated and efficient options that meet citizen, visitor and business transportation needs."



As noted in the VTrans 2040 report, these are transportation corridors that “represent the multimodal connections to the Commonwealth’s major activity centers.” These corridors are recognized as vital to moving people and goods between regions and through the state. These are transportation facilities that “must be protected to ensure appropriate levels of mobility to allow for long distance travel.” Designated facilities in the City include U.S. Route 460 (Pruden Boulevard), U.S. Route 58 (Holland Road), U.S. Route 17 (Bridge Road), and U.S. Route 13 (Whaleyville Boulevard). Interstate 664 is also included as part of the larger I-64 corridor.

### **Heartland Corridor (U.S. Route 460):**

With U.S. Route 460 virtually bisecting Suffolk and the state, this corridor serves as a major link to points east and west as well as other corridors of statewide significance.

### **Southside Corridor (U.S. Route 58):**

The U.S. Route 58 corridor serves as a link for major economic development activities along the Southside of Virginia. This roadway provides local access to the Virginia Beach Oceanfront, a primary connection to I-95 and I-85 to the west and is a major artery for goods-to-market movement in the state.

### **Coastal Corridor (U.S. Route 17):**

The U.S. Route 17 corridor is a vital I-95 alternative to coastal destinations and through traffic, major connection for truck traffic between I-95 and Hampton Roads, and links tourism and cultural hotspots throughout the northern neck and middle peninsula.

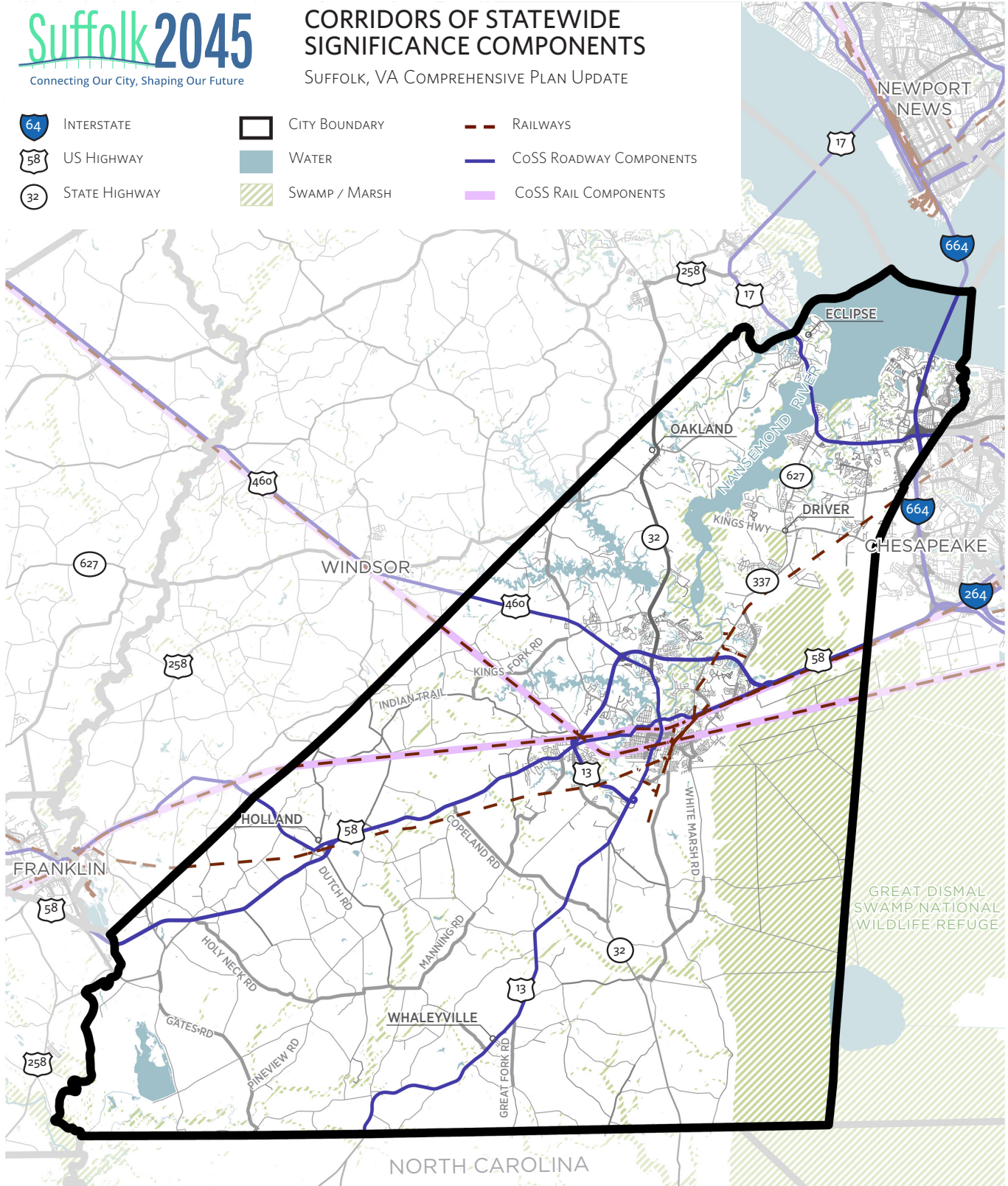
### **Eastern Shore Corridor (U.S. Route 13):**

U.S. Route 13 serves as a major passenger and freight link between Hampton Roads and the Eastern Shore. It is the main road through the Eastern Shore and provides access to recreational opportunities and military installations along the Chesapeake Bay and Atlantic Ocean.

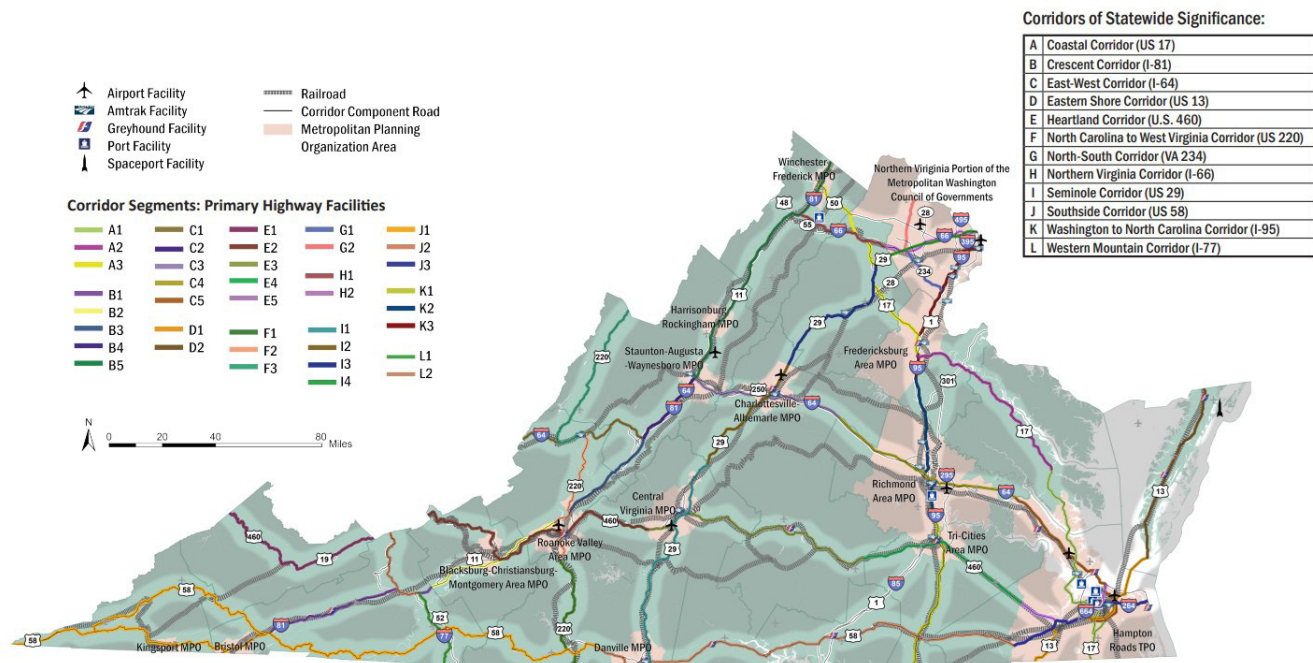
### **East-West Corridor (I-64):**

I-64 plus its components serve as a valuable link to larger urban areas to the east and west of Suffolk, as a major freight and evacuation corridor, and as a vital link to military, institutional and cultural facilities within the region and state.

Figure 1 and Map 1 show the Corridors of Statewide Significance in the City and the Commonwealth.



Map 1. Corridors of Statewide Significance (CoSS), VDOT



**Figure 1: Virginia's Corridors of Statewide Significance**

Source: VTrans 2040 Final Report to the General Assembly

## TYPES AND PURPOSES OF ROADWAYS

This section identifies the general location and classification of roadway facilities that serve existing development in the City as well as traffic moving through the City. Functional classification indicates the location and purpose of the principal roadway facilities needed to serve travel demand within and through the City. The functional classification system groups streets according to the land use served (or to be served in the future) and provides a general designation of the type of traffic each street is intended to serve. The street functional classification system primarily defines the street in terms of roadway design and character, as well as operational features for the movement of vehicles.

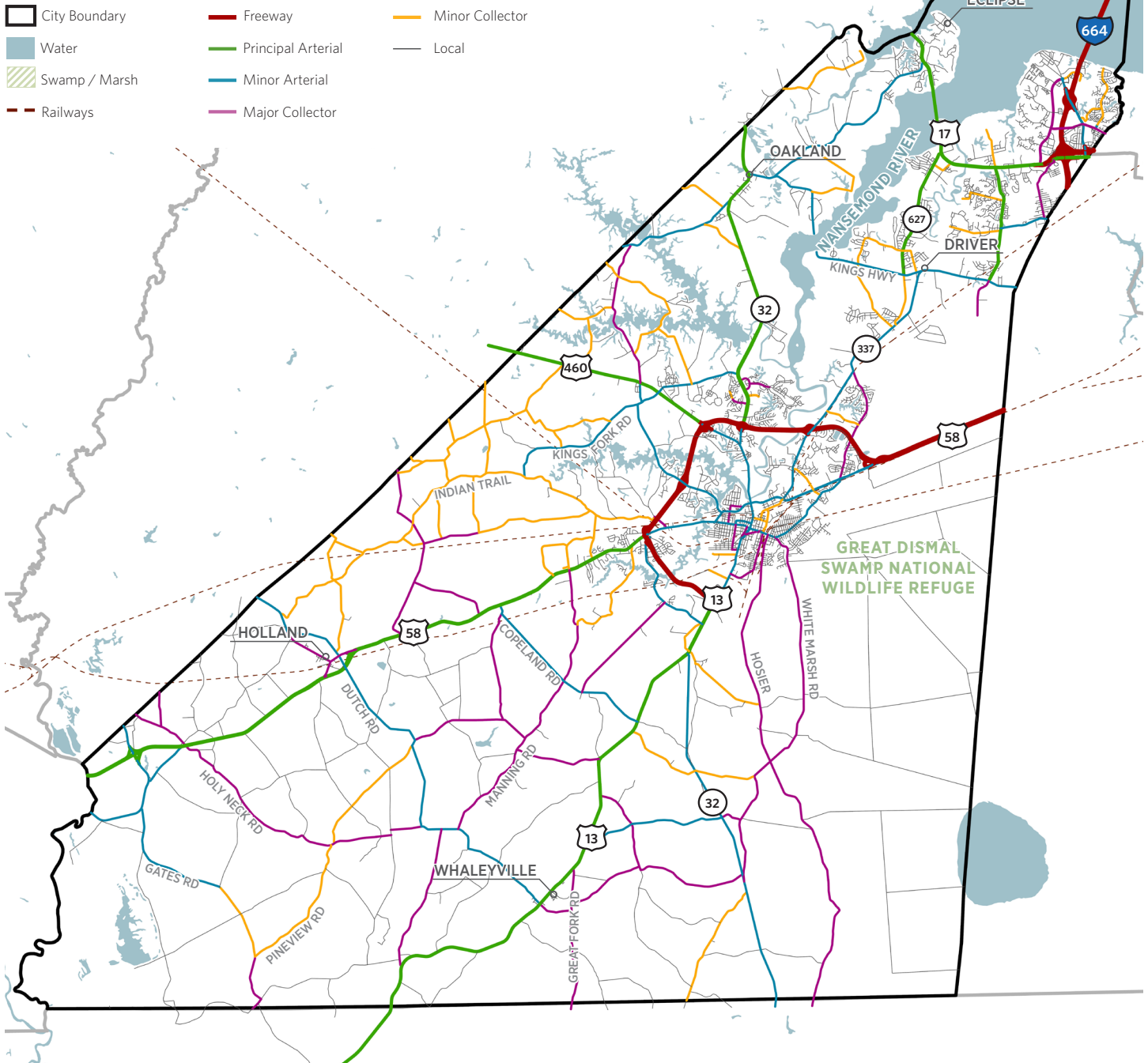
Classifying the street system within the City requires close examination of roles that each street performs in the overall transportation system. The highest priority is on vehicular mobility and throughput on interstate highways. The lowest priority is vehicular mobility on local streets. Major and minor arterials and major and minor collector streets fall in the middle of the hierarchy and have different functions and design characteristics based on the context in which they are located. For example, arterials in Downtown Suffolk serve a different function and are designed differently than in outlying areas. Map 2 shows the classification of roads in the City. The facilities are defined as follows:

**1. Interstate** - Vehicular movement is restricted to designated interchanges on controlled access roads. Trip lengths on such facilities are longer. With the exception of certain workday rush hour periods, these roads primarily are for inter-city travel. The function of controlled access roads is to move large volumes of traffic through the metropolitan area, and to serve major population centers and civil defense activities with full control of access. I-664 is the only interstate in the City of Suffolk.



# ROADWAY FUNCTIONAL CLASSIFICATION

Suffolk, VA Comprehensive Plan Update



Map 2. Roadway Functional Classifications (HRTPO, 2024)

**2. Principal Arterial** – Generally, these facilities are intended to carry substantial traffic volumes. They include primary highways. Access to adjoining parcels should be either prohibited or minimized. With a few exceptions located within the center core, principal arterials either are or are planned to be multi-lane facilities. Typical principal arterials include: Pruden Boulevard, Holland Road, Shoulders Hill Road, Godwin Boulevard, and Bridge Road.

**3. Minor Arterial** - In addition to serving through volumes, these facilities also provide access to adjoining parcels and to collector streets. When compared with principal arterials, they generally carry lower volumes at lower speeds. Furthermore, several Minor Arterial highways are likely to remain as two-lane facilities through the year 2035. Typical minor arterials within the City include; Nansemond Parkway, Copeland Road, Lake Prince Drive/Pitchkettle Road, Crittenden Road, and Mineral Spring Road.

**4. Collector** - Facilities with the purpose of providing access between arterial highways and local streets are classified as collectors. These roadways usually intersect with an arterial highway, but provide a step-down service to adjoining land uses and to local streets. Collectors generally serve low traffic volumes at relatively low speeds. Typical collectors within the City include: Manning Road, Respass Beach Road, Bennetts Creek Park Road, and White Marsh Road.

**5. Local Street** - Facilities that provide greater access and the least amount of mobility. These facilities typically connect to one another or to collector streets and provide a high level of access to adjacent land uses/development (i.e., frequent driveways). Local streets typically serve short distance travel and have low posted speed limits (25 mph to 35 mph). However, in the rural areas, local streets serve longer distances with have often have unposted speed limits or posted speed limits exceeding 35 MPH. Typical local roads/streets within the City include: Armstead Road, Blythewood Lane, or Kilby Avenue

## EXISTING ROADWAY CONDITIONS

### VEHICLE VOLUMES

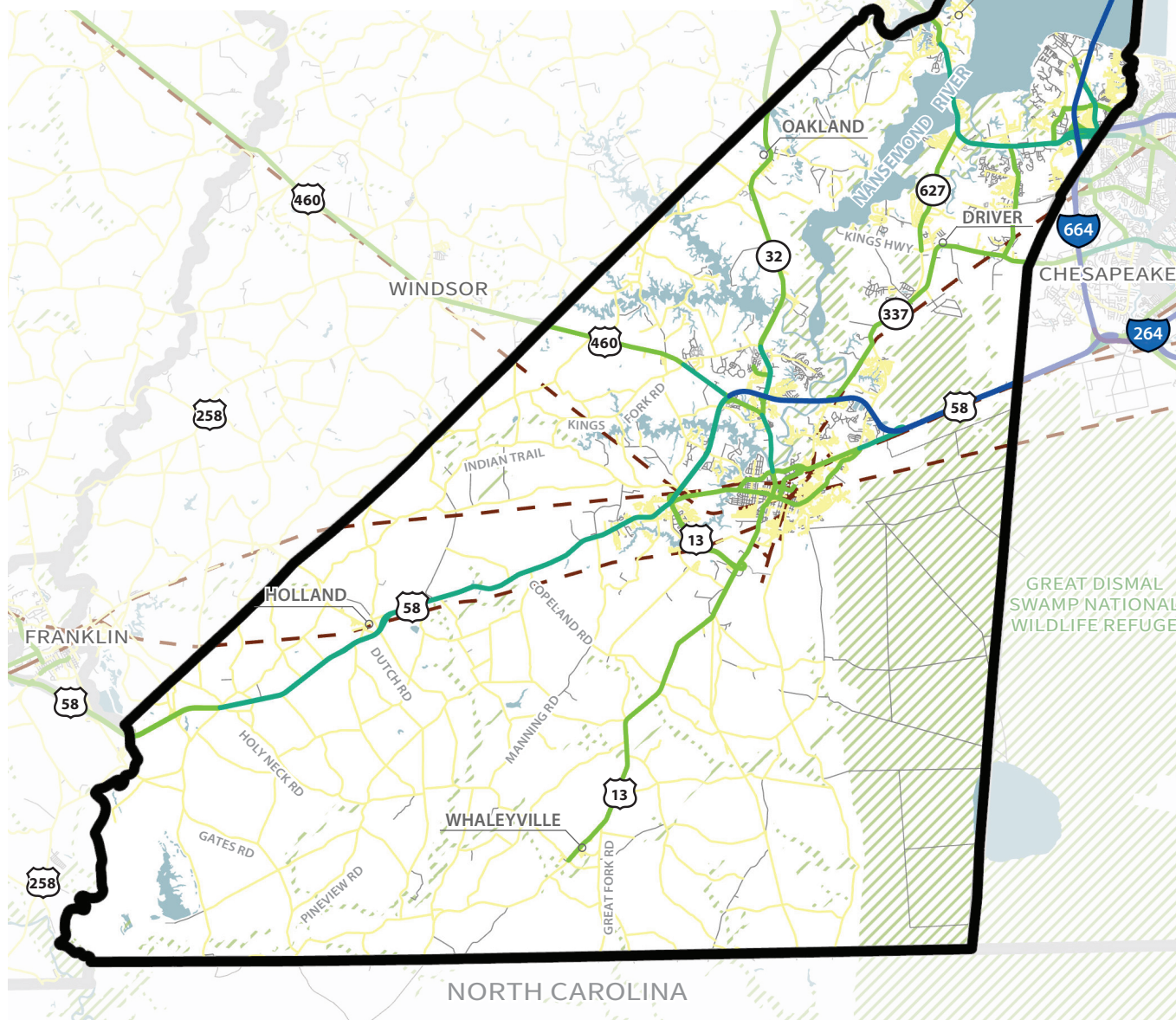
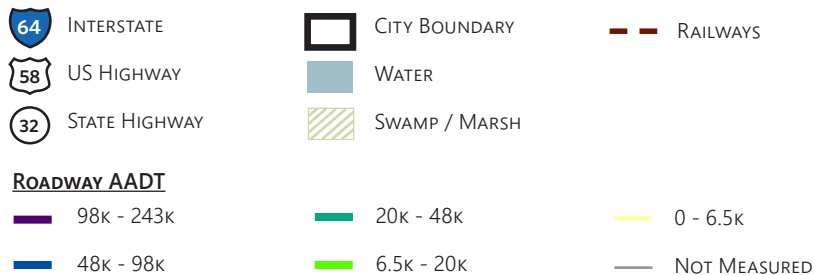
Data from The Office of Intermodal Planning and Investment (OIPI) Interact Vtrans dataset documents existing conditions of roadways in the City of Suffolk. Map 3 shows the annual average daily traffic (AADT) for major roads in the City. AADT is an estimate of the average number of vehicles driving on a given road segment per day. As shown in Table 1, I-664 and portions of Route 58 carry the most daily traffic volumes, followed by Routes 460, 32, 13, 17, 337 and 627.

**Table 1: Top Roadway Volumes**

Roadway Name	From	To	2023 AADT
I-664 (SB)	Chesapeake CI	Bridge Rd	43,865
I-664 (NB)	Bridge Rd	Chesapeake CI	43,762
Route 13/58/460 (EB)	Suffolk Bypass	Chesapeake CI	42,872
Route 13/58/460 (WB)	Chesapeake CI	Suffolk Bypass	42,813
Godwin Blvd	Suffolk Bypass	Kensington Blvd	41,000
I-664 (SB)	Western Fwy	College Dr	40,308
Bridge Rd	Shoulders Hill Rd	Harbour View Blvd	39,544
Bridge Rd	Harbour View Blvd	Western Fwy	39,000
I-664 (NB)	College Dr	Western Fwy	38,810
I-664/ MMBT (NB)	Newport News CI	College Dr	38,179
I-664/ MMBT (SB)	College Dr	Newport News CI	37,599



## ROADWAY AADT SUFFOLK, VA COMPREHENSIVE PLAN UPDATE



**Map 3. Existing Roadway AADT (Average Annual Daily Traffic) (VDOT, 2024)**



## LEVEL OF SERVICE AND CONGESTION

Level of service (LOS) describes traffic conditions by the amount of traffic congestion at an intersection or along a roadway. Level of service (LOS) places roadways into six letter grade levels of the quality of service to a typical traveler on a facility. LOS ranges from A to F, with LOS A representing the best range of operating conditions and LOS F the worst. The specific terms in which each level of service is defined varies with the type of facility involved. In general, LOS A indicates a condition of little or no congestion; LOS B represents reasonably free-flow speeds; LOS C represents flow near the free-flow speed but driver freedom to maneuver is becoming noticeably restricted with higher volumes; LOS D indicates reduced physical and psychological comfort levels with speeds beginning to decline; LOS E describes operation at capacity with limited usable gaps in the traffic stream; and LOS F indicates severe congestion, unstable traffic flow, and stop-and-go conditions. For intersections, LOS is based on the average delay experienced by all traffic using the intersection during the busiest (peak) 15-minute period. Figure 2 is a representation of traffic volumes under each level of service. In general, the greater the density of vehicles on a roadway facility, the greater the potential for conflicts and the lower the resulting operating speed. The Hampton Roads Transportation Planning Organization categorizes LOS based on a Low (LOS A-C) -Moderate (LOS D) - Severe (LOS E-F) congestion levels.

**Figure 2: Level of Service**



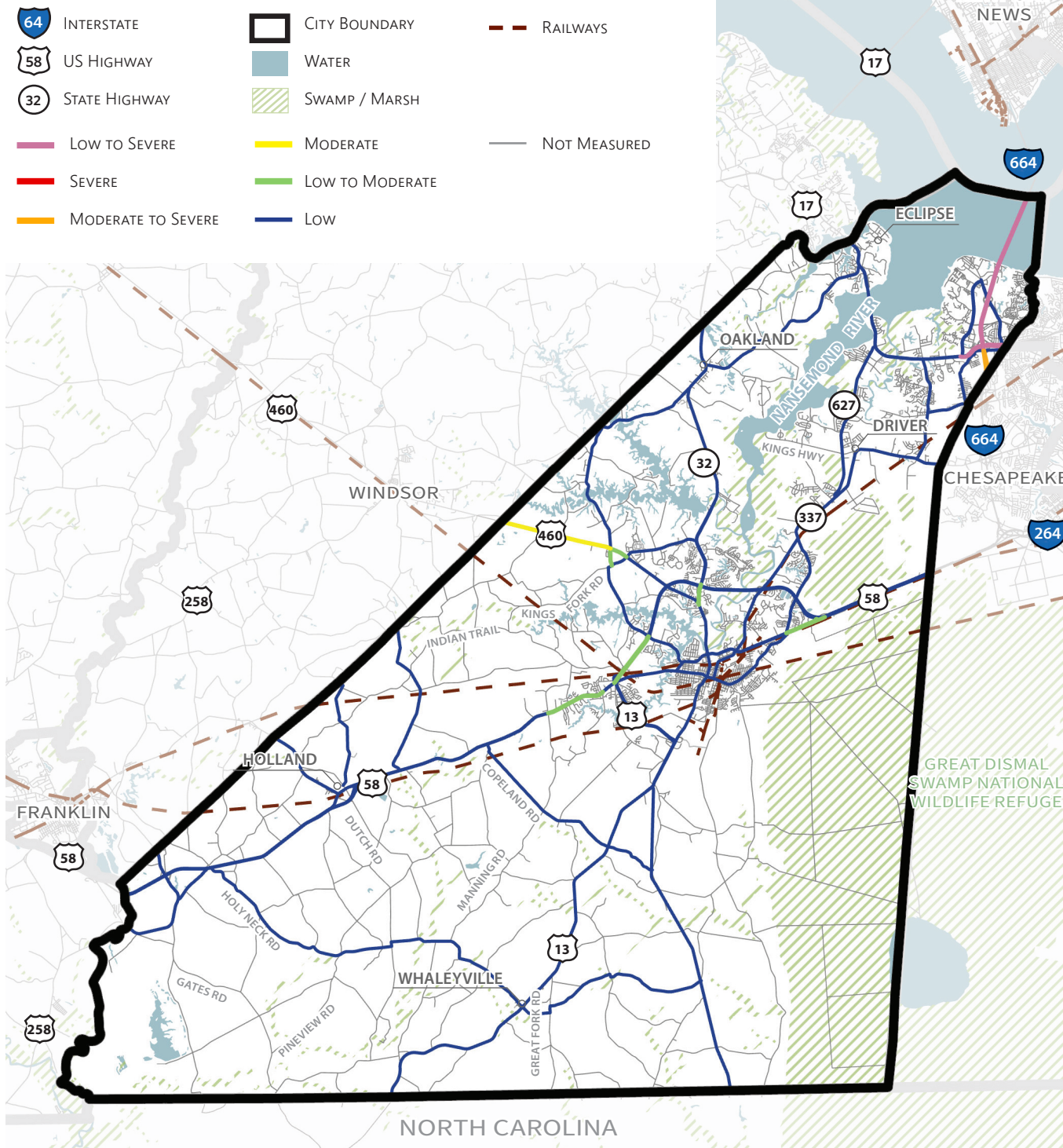
Based on LOS standards, Suffolk's critical roadways are generally functioning at or above adequate service levels. Maintaining adequate service standards is important to maintaining quality of life for the City's residents.

Current deficiencies – as evidenced by congestion (see Maps 4-5) – occur most frequently in the afternoon in the downtown and on I-664.



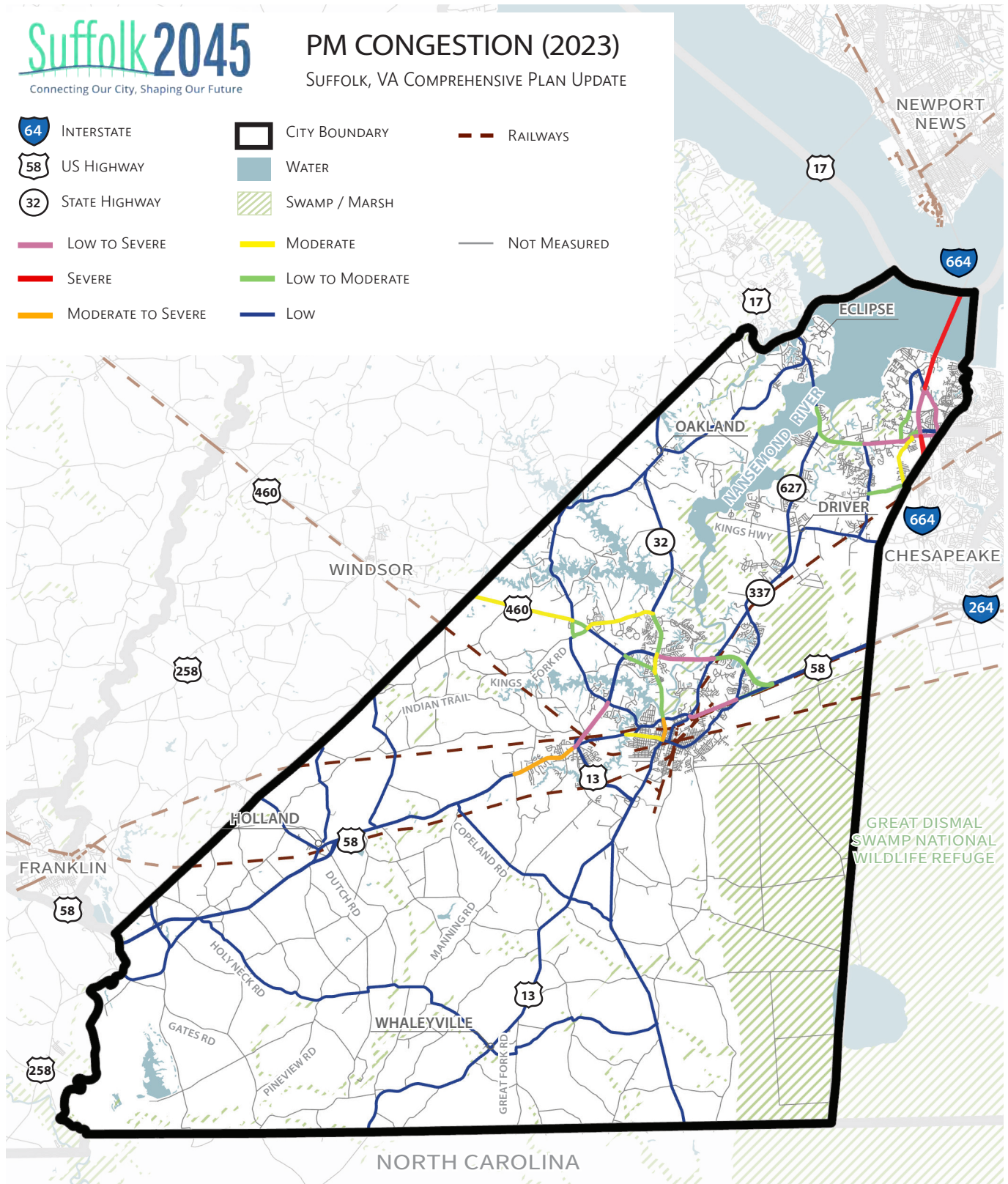
## AM CONGESTION (2023)

SUFFOLK, VA COMPREHENSIVE PLAN UPDATE



**Map 4. AM Congestion in 2023 (HRTPO, 2024)**





Map 5. PM Congestion in 2023 (HRTPO, 2024)

### FUTURE ROADWAY CONDITIONS

To evaluate the adequacy of the existing or planned roadway system, traffic volume projections were developed using the available 2045 by the Hampton Roads Transportation Planning Organization (HRTPO) using the 2045 Regional Travel Demand Model (TDM). Daily volumes from the 2017 base year and 2045 horizon year of the HRTPO TDM were compared in order to calculate anticipated annualized growth rates within the study area. The calculated annualized growth rates were applied to existing average daily traffic volumes to develop 2045 future traffic volume projections for the City roadway network shown on Table 2.

The resulting level of service (LOS) for the 2045 daily traffic volume projections on existing or improved roadways indicates that some roadways will be able to maintain adequate LOS despite anticipated increases in daily traffic volumes, while others will need improvements (i.e., roadway widening or additional lanes) to accommodate expected increases in traffic and maintain adequate operational conditions. Areas of potential future concern, drawing from the 2045 Daily Volumes and LOS from HRTPO, include:

- Bridge Road
- Godwin Blvd.
- I-664
- Nansemond Pkwy
- Pinner Street
- Pughsville Road
- Shoulders Hill Road
- Suffolk Bypass
- Whaleyville Blvd.

### SAFETY – CRASH LOCATIONS

Crashes on roadways in the City over a five-year period from January 1, 2019 to December 31, 2023 were documented using the VDOT Crash Analysis Tool. A total of 8,478 crashes occurred in the City during the five-year period. Of those, 48 resulted in a fatality, and 523 resulted in severe injuries. In the 5 year period, there have been three pedestrian/bicycle fatalities and 124 pedestrian/bicycle injuries.

Map 6 shows where crash clusters occurred between January 1, 2019 through December 31, 2023. The greatest number of crashes occurred on Route 58. Followed by Godwin Blvd, Route 13/Whaleyville Blvd, Route 17/Bridge Road and Nansemond Parkway. Pedestrian crashes are concentrated in the downtown area.

**Table 2: 2045 Daily Volumes and Level of Service (HRTPO, 2017 and 2045)**

Roadway	Segment From	Segment To	2017 Lanes/ Volume	2045 Lanes/ Volume	2045 PM Peak Period Congestion Level
BENNETTS PASTURE RD	NANSEMOND PKWY	KINGS HWY	2/5,800	2/8,200	Low to Mod.
	KINGS HWY	BRIDGE RD	2/10,400	2/14,500	Low to Mod.
BRIDGE RD	ISLE OF WIGHT CL	E. END CHUCKATUCK BRIDGE	2/16,600	2/23,700	Severe
	E. END CHUCKATUCK BRIDGE	CRITTENDEN RD	4/16,600	4/23,200	Low to Mod.
	CRITTENDEN RD	N. END NANSEMOND RIVER	4/22,700	4/29,000	Low to Mod.
	N. END NANSEMOND RIVER	S. END NANSEMOND RIVER	2/22,700	2/29,100	Severe
	S. END NANSEMOND RIVER	BENNETTS PASTURE RD	4/22,700	4/30,700	Low to Mod.
	BENNETTS PASTURE RD	SHOULDERS HILL RD	4/29,800	4/39,000	Low to Mod.
	SHOULDERS HILL RD	HARBOUR VIEW BLVD	4/41,700	4/51,600	Severe
	HARBOUR VIEW BLVD	WESTERN FWY	4/**	4/41,500	Severe
	WESTERN FWY	I-664	4/**	4/25,400	Low to Mod.
	I-664	COLLEGE DR	4/24,700	4/33,200	Low to Mod.
	COLLEGE DR	CHESAPEAKE CL	4/23,600	4/32,400	Low to Mod.
BUCKHORN DR	ROUTE 58	INDIAN TRAIL	2/430	2/2,200	Moderate
	INDIAN TRAIL	ISLE OF WIGHT CL	2/340	2/2,000	Moderate

# SUFFOLK 2045

Roadway	Segment From	Segment To	2017 Lanes/ Volume	2045 Lanes/ Volume	2045 PM Peak Period Congestion Level
CAROLINA RD	NC STATE LINE	ADAMS SWAMP RD (RTE 642)	2/4,100	2/5,800	Moderate
	ADAMS SWAMP RD (RTE 642)	CYPRESS CHAPEL RD (RTE 675)	2/4,500	2/6,800	Moderate
	CYPRESS CHAPEL RD (RTE 675)	BABBTOWN RD (RTE 759)	2/4,700	2/6,900	Moderate
	BABBTOWN RD (RTE 759)	WHALEYVILLE BLVD	2/5,000	2/7,400	Moderate
	WHALEYVILLE BLVD	TURLINGTON RD	4/15,300	4/22,100	Low to Mod.
	TURLINGTON RD	SW SUFFOLK BYPASS	4/15,300	4/22,800	Low to Mod.
	SW SUFFOLK BYPASS	FAYETTE ST	4/10,900	4/19,000	Low to Mod.
COLLEGE DR	BRIDGE RD	WESTERN FREEWAY	4/23,700	4/28,500	Low to Mod.
	WESTERN FREEWAY	HAMPTON ROADS PKWY	4/22,600	4/42,300	Moderate
	HAMPTON ROADS PKWY	I-664	4/24,100	4/31,300	Low to Mod.
	I-664	HARBOUR VIEW BLVD	2/**	2/12,200	Low to Mod.
CONSTANCE RD	HOLLAND RD	PITCHKETTLE RD	2/8,700	2/10,500	Low to Mod.
	PITCHKETTLE RD	MAIN ST	2/10,200	2/12,500	Low to Mod.
	MAIN ST	WILROY RD	4/16,200	4/18,500	Moderate
COPELAND RD	ROUTE 58	WHALEYVILLE BLVD	2/600	2/1,600	Low to Mod.
	WHALEYVILLE BLVD	CAROLINA RD	2/**	2/800	Low to Mod.
CRITTENDEN RD	KINGS HWY	BRIDGE RD (RTE 17)	2/2,800	2/6,500	Low to Mod.
EVERETTS RD	LAKE PRINCE DR (RTE 604)	MOORE FARM LN	2/2,000	2/3,700	Low to Mod.
	MOORE FARM LN	GODWIN BLVD	2/2,000	2/3,100	Low to Mod.
FINNEY AVE	N MAIN ST	PINNER ST	2/8,000	2/9,100	Low to Mod.



Roadway	Segment From	Segment To	2017 Lanes/ Volume	2045 Lanes/ Volume	2045 PM Peak Period Congestion Level
GODWIN BLVD	PRUDEN BLVD	SUFFOLK BYPASS	4/20,300	4/24,000	Low to Mod.
	SUFFOLK BYPASS	KENSINGTON BLVD	4/40,800	4/50,100	Severe
	KENSINGTON BLVD	KINGS FORK RD	4/23,000	4/29,800	Low to Mod.
	KINGS FORK ROAD	1.36 MI N OF KINGS FORK RD	4/12,000	4/17,600	Low to Mod.
	1.36 MILES N OF KINGS FORK RD	EVERETS RD	2/ 12,000	2/17,000	Severe
	EVERETS RD	KINGS HWY	2/13,500	2/19,200	Severe
	KINGS HWY	ISLE OF WIGHT CL	2/11,200	2/17,200	Severe
HAMPTON ROADS EXPRESS LANES NETWORK	CHESAPEAKE CL	BRIDGE RD	0	2/22,800	Low to Mod.
	BRIDGE RD	WESTERN FWY	0	2/16,500	Low to Mod.
	WESTERN FWY	COLLEGE DR	0	2/22,000	Low to Mod.
HAMPTON ROADS PKWY	HARBOUR VIEW BLVD	COLLEGE DR	4/13,250	4/15,500	Low to Mod.
	COLLEGE DR	PORTSMOUTH CL	4/10,500	4/11,000	Low to Mod.
HARBOUR VIEW BLVD	BRIDGE RD	HAMPTON ROADS PKWY	4/20,600	4/24,600	Low to Mod.
	HAMPTON ROADS PKWY	COLLEGE DR	4/5,600	4/5,800	Low to Mod.
HOLLAND RD (BUS RTE 58)	SUFFOLK BYPASS	CONSTANCE RD	2/9,200	2/12,800	Low to Mod.
	RURITAN BLVD	HOLLAND RD (RTE 58)	2/2,350	2/3,600	Low to Mod.
I-664	CHESAPEAKE CL	BRIDGE RD	3/90,000	3/94,800	Low to Mod.
	BRIDGE RD	WESTERN FWY	2/63,000	2/69,400	Moderate
	WESTERN FWY	COLLEGE DR	3/64,000	3/68,700	Low to Mod.
I-664/MMMBT	COLLEGE DR	NEWPORT NEWS CL	2/71,000	2/93,300	Severe
KINGS FORK RD	PITCHKETTLE RD	PRUDEN BLVD	2/2,650	2/3,200	Low to Mod.
	PRUDEN BLVD	GODWIN BLVD	2/5,500	2/9,200	Moderate
KINGS HWY	GODWIN BLVD	CRITTENDEN RD	2/3,000	2/7,000	Low to Mod.
	BENNETTS PASTURE RD	NANSEMOND PKWY	2/2,800	2/5,700	Low to Mod.

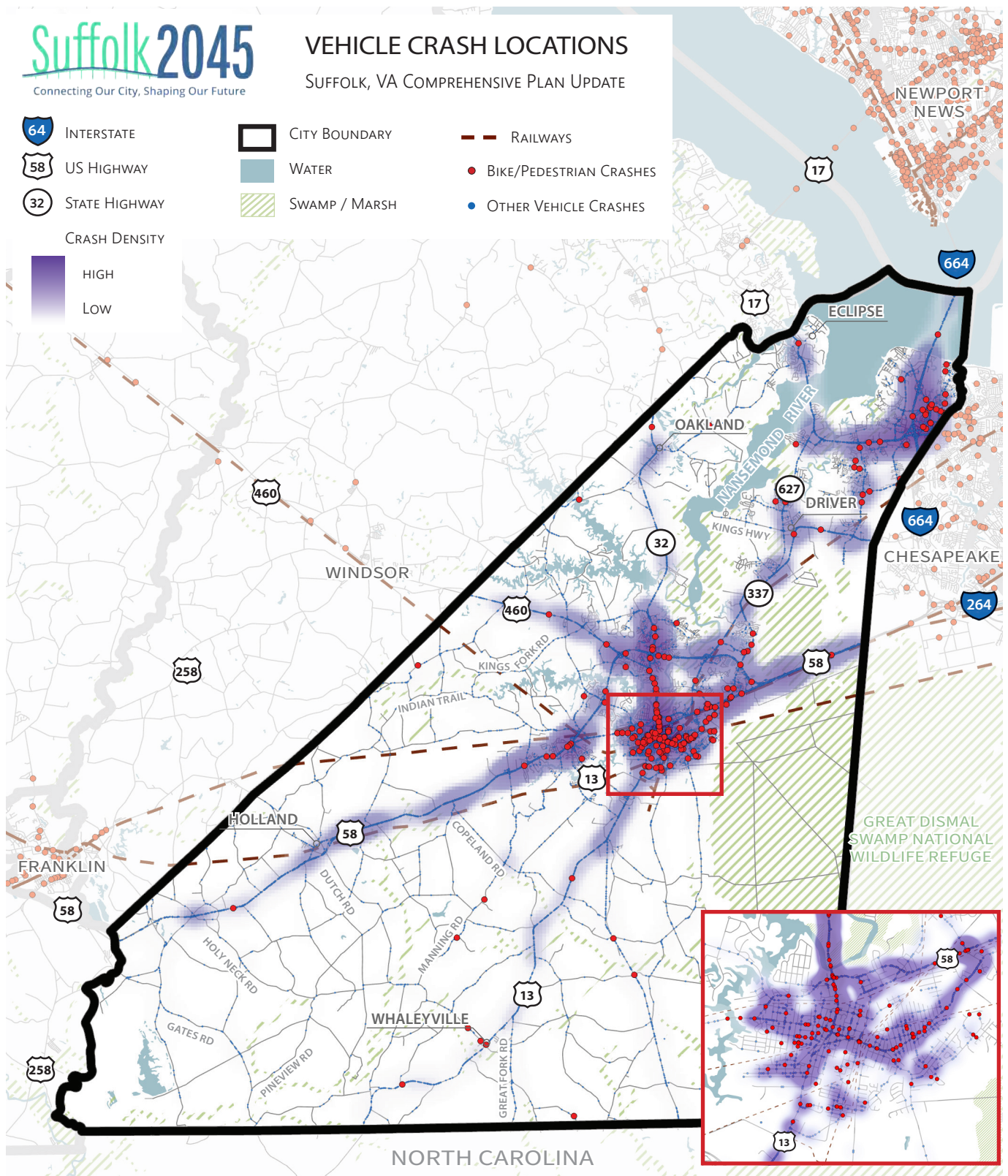
# SUFFOLK 2045

Roadway	Segment From	Segment To	2017 Lanes/ Volume	2045 Lanes/ Volume	2045 PM Peak Period Congestion Level
LAKE PRINCE DR (RTE 604)	ROUTE 460 (PRUDEN BLVD)	ROUTE 603 (EVERETTS RD)	2/2,650	2/5,300	Moderate
MAIN ST	FAYETTE ST	WASHINGTON ST	4/11,100	4/17,200	Moderate
	WASHINGTON ST	MARKET ST	2/19,100	2/19,100	Severe
	MARKET ST	CONSTANCE RD	4/19,100	4/24,400	Moderate
	CONSTANCE RD	PRUDEN BLVD/GODWIN BLVD	4/26,500	4/32,300	Moderate
MARKET ST	WASHINGTON ST	MAIN ST	4/3,300	4/4,000	Low to Mod.
NANSEMOND PKWY	WILROY RD	BENNETTS PASTURE RD	2/13,300	2/17,400	Severe
	BENNETTS PASTURE RD	KINGS HWY	2/9,100	2/12,800	Moderate
	KINGS HWY	SHOULDERS HILL RD	2/14,400	2/21,200	Severe
	SHOULDERS HILL RD	CHESAPEAKE CL	4/**	4/22,600	Low to Mod.
PINNER ST	WASHINGTON ST	BANK ST	2/7,500	2/15,900	Severe
	BANK ST	FINNEY AVE	2/7,500	2/20,700	Severe
	FINNEY AVE	CONSTANCE RD	2/10,800	2/15,300	Severe
PITCHKETTLE RD	CONSTANCE RD	SUFFOLK BYPASS	2/4,600	2/8,700	Moderate
PITCHKETTLE RD	SUFFOLK BYPASS	KINGS FORK RD	2/2,800	2/6,300	Moderate
PORTSMOUTH BLVD	WILROY RD	WASHINGTON ST	4/17,800	4/23,500	Low to Mod.
	WASHINGTON ST	SUFFOLK BYPASS	4/24,600	4/34,100	Low to Mod.
PROVIDENCE RD (RTE 604)	KINGS FORK RD	ROUTE 460 (PRUDEN BLVD)	2/1,600	2/3,800	Low to Mod.
PRUDEN BLVD	ISLE OF WIGHT CL	LAKE PRINCE DR	4/16,400	4/20,400	Low to Mod.
	LAKE PRINCE DR	KINGS FORK RD	4/18,800	4/22,000	Low to Mod.
	KINGS FORK RD	SUFFOLK BYPASS	4/24,200	4/29,100	Low to Mod.
	SUFFOLK BYPASS	GODWIN BLVD	4/11,200	4/14,000	Low to Mod.
PUGHSVILLE RD	SHOULDERS HILL RD	TOWN POINT RD	2/7,000	2/11,300	Low to Mod.
	TOWN POINT RD	CHESAPEAKE CL	2/12,000	2/18,800	Severe
ROUTE 13/58/460	SUFFOLK BYPASS	CHESAPEAKE CL	3/80,000	3/93,900	Moderate

Roadway	Segment From	Segment To	2017 Lanes/ Volume	2045 Lanes/ Volume	2045 PM Peak Period Congestion Level
ROUTE 189	SOUTHAMPTON CL	RTE 272	2/1,800	2/3,000	Low to Mod.
	RTE 272	RTE 58	2/1,700	2/1,800	Low to Mod.
ROUTE 189 (IN HOLLAND)	RTE 58 (SOUTH OF HOLLAND)	BUS RTE 58 (RURITAN BLVD)	2/700	2/900	Low to Mod.
ROUTE 258	RTE 58	ISLE OF WIGHT CL	2/2,400	2/2,400	Low to Mod.
ROUTE 272	ROUTE 189	ROUTE 58	2/1,500	2/2,300	Low to Mod.
ROUTE 58	SOUTHAMPTON CL	RTE 189/258	4/19,000	4/19,500	Low to Mod.
	RTE 189/258	RTE 272 (S. QUAY RD)	4/19,500	4/19,900	Low to Mod.
	RTE 272	S. QUAY RD (ROUTE 189)	4/21,000	4/25,000	Low to Mod.
ROUTE 58 (HOLLAND BYPASS)	S. QUAY RD (ROUTE 189)	BUS RTE 58 (HOLLAND RD)	4/21,500	4/26,300	Low to Mod.
ROUTE 58 (HOLLAND RD)	BUS RTE 58 (HOLLAND RD)	RTE 649 (LUMMIS RD)	4/24,800	4/26,500	Low to Mod.
	RTE 649 (LUMMIS RD)	RTE 643 (MANNING BRIDGE RD)	4/25,700	4/30,500	Low to Mod.
	RTE. 643 (MANNING BRIDGE RD)	COVE POINT DR	4/33,800	6/37,900	Low to Mod.
	COVE POINT DR	SUFFOLK BYPASS	4/33,700	6/38,000	Moderate
ROUTE 616	ROUTE 58	WHALEYVILLE BLVD	2/250	2/700	Low to Mod.
	WHALEYVILLE BLVD	CAROLINA RD	2/125	2/500	Low to Mod.
RURITAN BLVD (BUS RTE 58)	ISLE OF WIGHT CL	RTE 189 (HOLLAND RD BUS)	2/1,900	2/3,500	Low to Mod.
SHOULDERS HILL RD	NANSEMOND PKWY	PUGHSVILLE RD	2/9,000	2/11,900	Moderate
	PUGHSVILLE RD	BRIDGE RD	2/13,500	2/17,500	Severe
SOUTHWEST SUFFOLK BYPASS	HOLLAND RD	CAROLINA RD	2/5,900	2/15,900	Low to Mod.
			2/5,800		Low to Mod.

# SUFFOLK 2045

Roadway	Segment From	Segment To	2017 Lanes/ Volume	2045 Lanes/ Volume	2045 PM Peak Period Congestion Level
SUFFOLK BYPASS	HOLLAND RD	PITCHKETTLE RD	2/20,500	2/48,900	Low to Mod.
			2/20,400		Low to Mod.
	PITCHKETTLE RD	PRUDEN BLVD	2/21,600	2/51,000	Low to Mod.
			2/21,500		Low to Mod.
	PRUDEN BLVD	GODWIN BLVD	2/26,400	2/60,400	Low to Mod.
			2/26,600		Moderate
	GODWIN BLVD	WILROY RD	2/32,700	2/73,000	Low to Mod.
			2/32,200		Severe
	WILROY RD	ROUTES 13/58/460	2/28,000	2/60,300	Low to Mod.
			2/27,100		Moderate
TOWN POINT RD	PUGHSVILLE RD	BRIDGE RD	2/1,300	2/2,700	Low to Mod.
WASHINGTON ST	W CONSTANCE RD	SARATOGA ST	2/7,800	2/10,500	Moderate
	SARATOGA ST	MAIN ST	3/7,800	2/9,400	Moderate
	MAIN ST	PINNER ST	2/7,500	2/13,100	Moderate
	PINNER ST	PORTSMOUTH BLVD	2/12,300	2/16,100	Moderate
WESTERN FWY	BRIDGE RD	I-664	2/25,200	2/38,000	Low to Mod.
			2/25,000		Low to Mod.
	I-664	COLLEGE DR	2/25,000	3/58,100	Low to Mod.
			2/25,000		Low to Mod.
	COLLEGE DR	PORTSMOUTH CL	2/27,900	3/74,400	Low to Mod.
			2/30,100		Low to Mod.
WHALEYVILLE BLVD	NC STATE LINE	RTE 616 (MINERAL SPRING RD)	2/5,300	2/7,900	Moderate
	RTE 616 (MINERAL SPRING RD)	RTE 677 (GREAT FORK RD)	2/8,100	2/9,000	Low to Mod.
	RTE 677 (GREAT FORK RD)	RTE 675 (CYPRESS CHAPEL RD)	2/8,100	2/10,200	Moderate
	RTE 675 (CYPRESS CHAPEL RD)	RTE 759 (BABBTOWN RD)	2/9,100	2/11,300	Moderate
	RTE 759 (BABBTOWN RD)	RTE 32 (CAROLINA RD)	2/9,500	2/13,300	Severe
WILROY RD	CONSTANCE RD	SUFFOLK BYPASS	2/6,300	2/7,600	Low to Mod.
	SUFFOLK BYPASS	NANSEMOND PKWY	2/9,900	2/12,000	Low to Mod.



Map6. Vehicle Crash Locations (VDOT, 2024)



## POTENTIAL FOR SAFETY IMPROVEMENT

VDOT has created a statewide network screening process to determine locations for priority consideration for safety improvement projects. Currently, the network screening is performed annually based on total and fatal and injury Potential Safety Improvement (PSI) values, producing the top 100 intersections and 100 miles of roadway segments in the state. Maps 7 and 8 show the locations in Suffolk that are included in this network screening tool from 2016-2020. Tables 3 and 4 show the highest ranked segments and intersections within the City.

**Table 3: Highest Ranked Potential Safety Improvement (PSI) Segments (VDOT, 2022)**

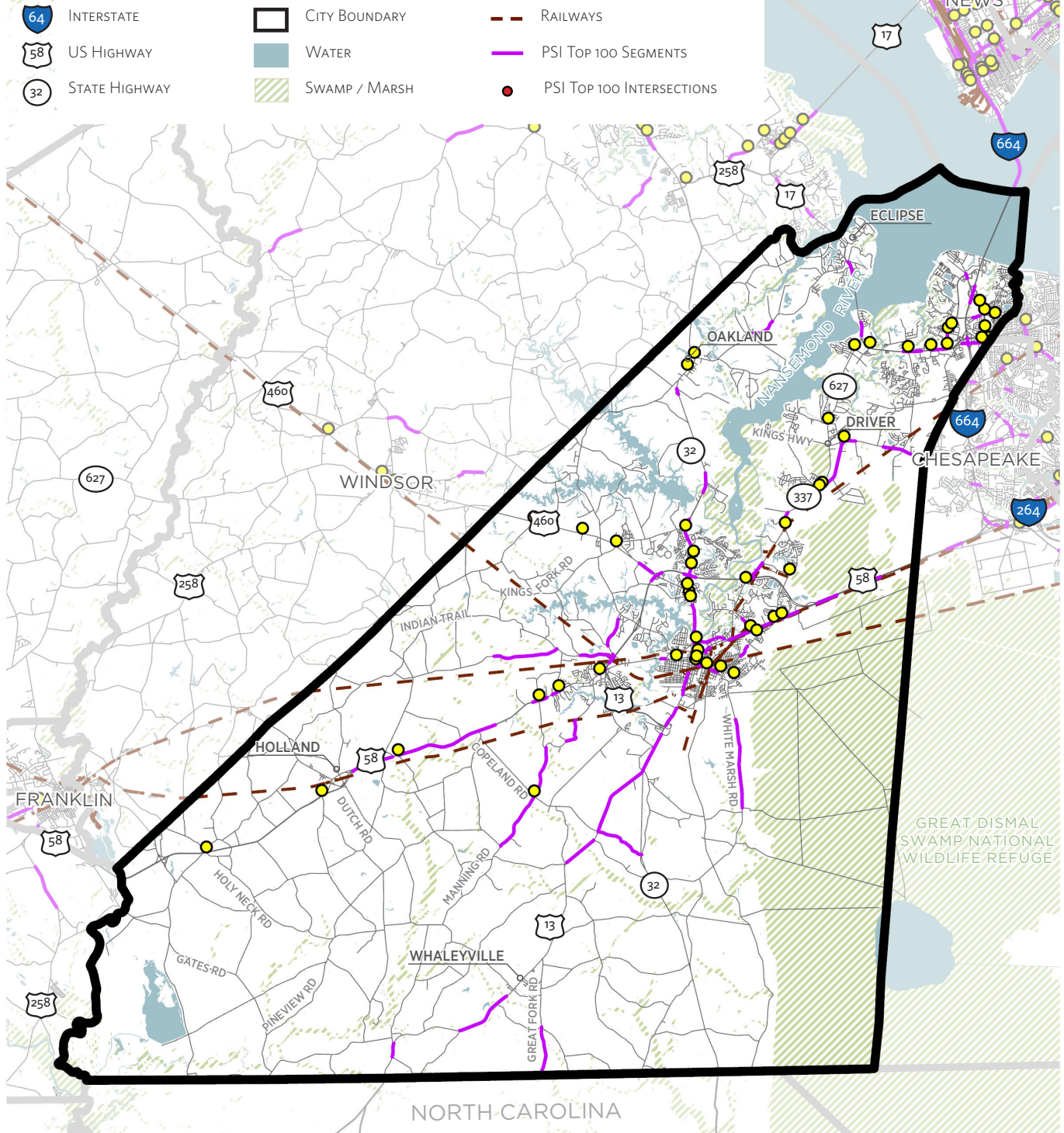
Roadway Name	From	To	District Rank	Maintenance
BUS US-460	Approx. 0.08 mi. South of Holly Lawn Pkwy	Approx. 0.4 mi. South of Holly Lawn Pkwy	11	City of Suffolk
BUS US-460	Approx. 0.4 mi. South of Holly Lawn Pkwy	Approx. 0.08 mi. North of BUS US-58	15	City of Suffolk
SR-10	Centerbrooke Ln	US-460	19	City of Suffolk
US-17	Town Point Rd	I-664	36	City of Suffolk
US-58	Welsh Pkwy	Approx. 0.17 mi. Northeast of Welch Pkwy	40	City of Suffolk
SR-10	Centerbrooke Ln	Approx. 0.13 mi. South of Kensington Blvd	40	City of Suffolk

**Table 4: Highest Ranked Potential for Safety Improvement (PSI) Intersections (VDOT, 2022)**

Roadway 1	Roadway 2	District Rank	Maintenance
College Dr	US-17	23	City of Suffolk
US-17	Bernhowe Manor Ln	46	City of Suffolk
BUS US-13	Suburban Dr	57	City of Suffolk
BUS US-58	BUS US-13	62	City of Suffolk
BUS US-460	BUS US-58	63	City of Suffolk
SR-10	Burnetts Way	75	City of Suffolk
US-17	Harbour View Blvd	87	City of Suffolk
ST-135	Hampton Roads Pkwy	109	City of Suffolk
Hampton Roads Pkwy	Respass Beach Rd	130	City of Suffolk
ST-135	University Blvd	137	City of Suffolk

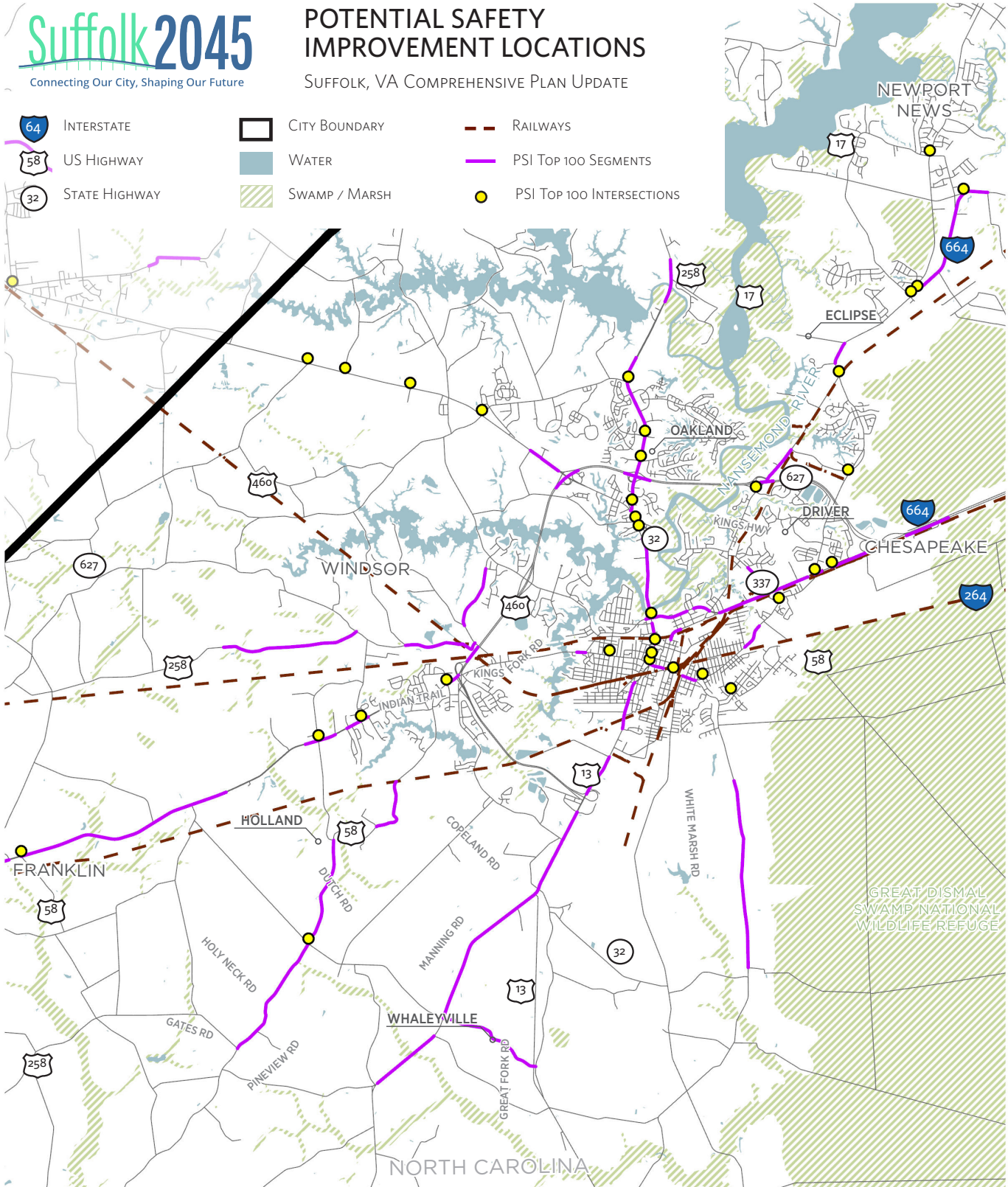
## POTENTIAL SAFETY IMPROVEMENT LOCATIONS

SUFFOLK, VA COMPREHENSIVE PLAN UPDATE



**Map 7. Potential Safety Improvement (PSI) Locations, VDOT (2022)**





**Map 8. Potential Safety Improvement (PSI) Locations for Central Growth Area, VDOT (2022)**

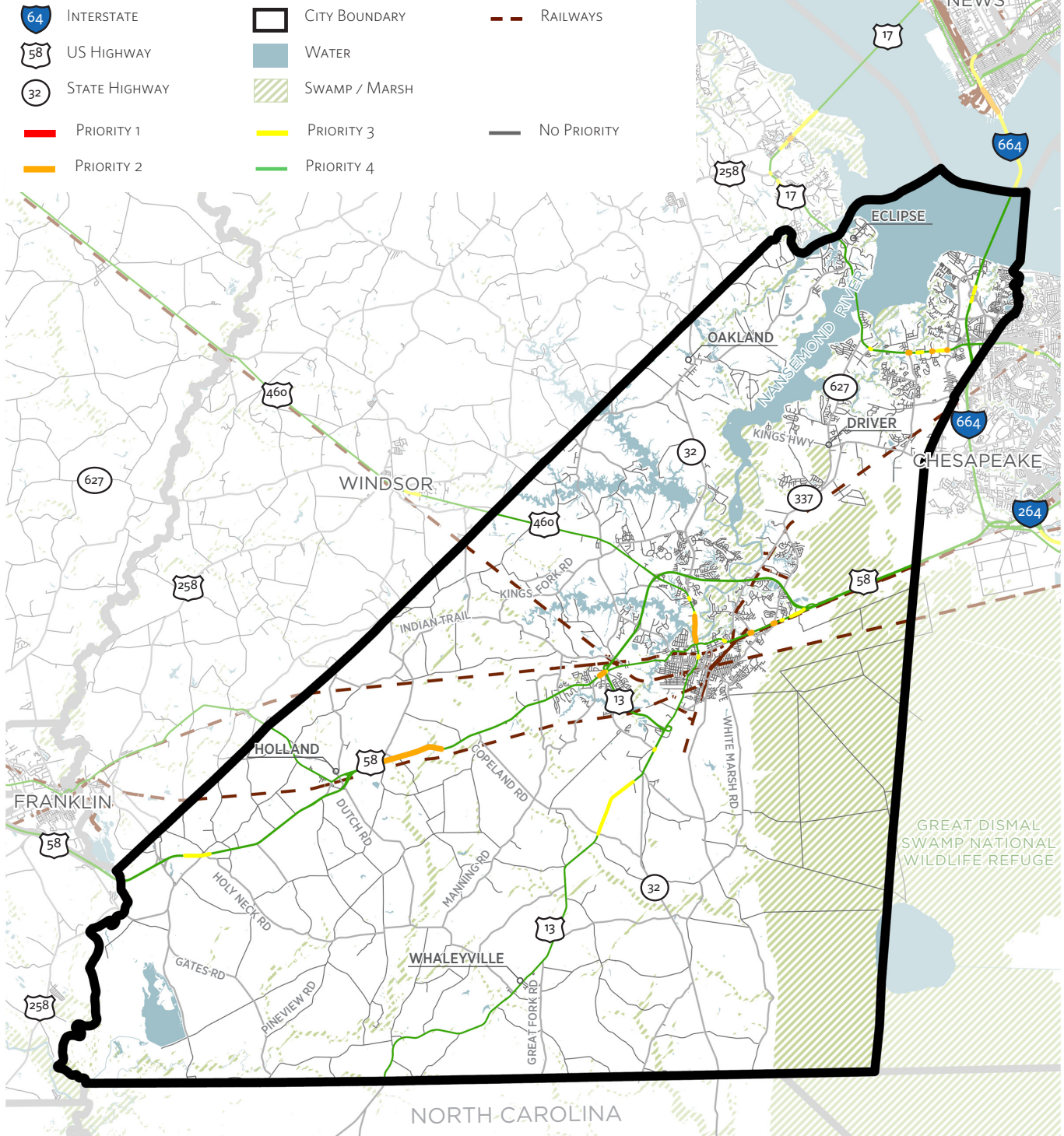
## **VTRANS MID-TERM NEEDS AND PRIORITIES**

The Commonwealth Transportation Board (CTB) has established policies to identify and prioritize capacity and safety-related transportation needs using performance-based planning to provide transparency and clarity to local and regional partners.

Projects that address needs may become eligible for state funding under the SMART SCALE program and receive priority consideration in VDOT's Revenue Sharing program. Similarly, Priority 1 locations established in VTrans become eligible for study funding under the Project Pipeline program. VTrans priorities can be found on Maps 9 and 10.

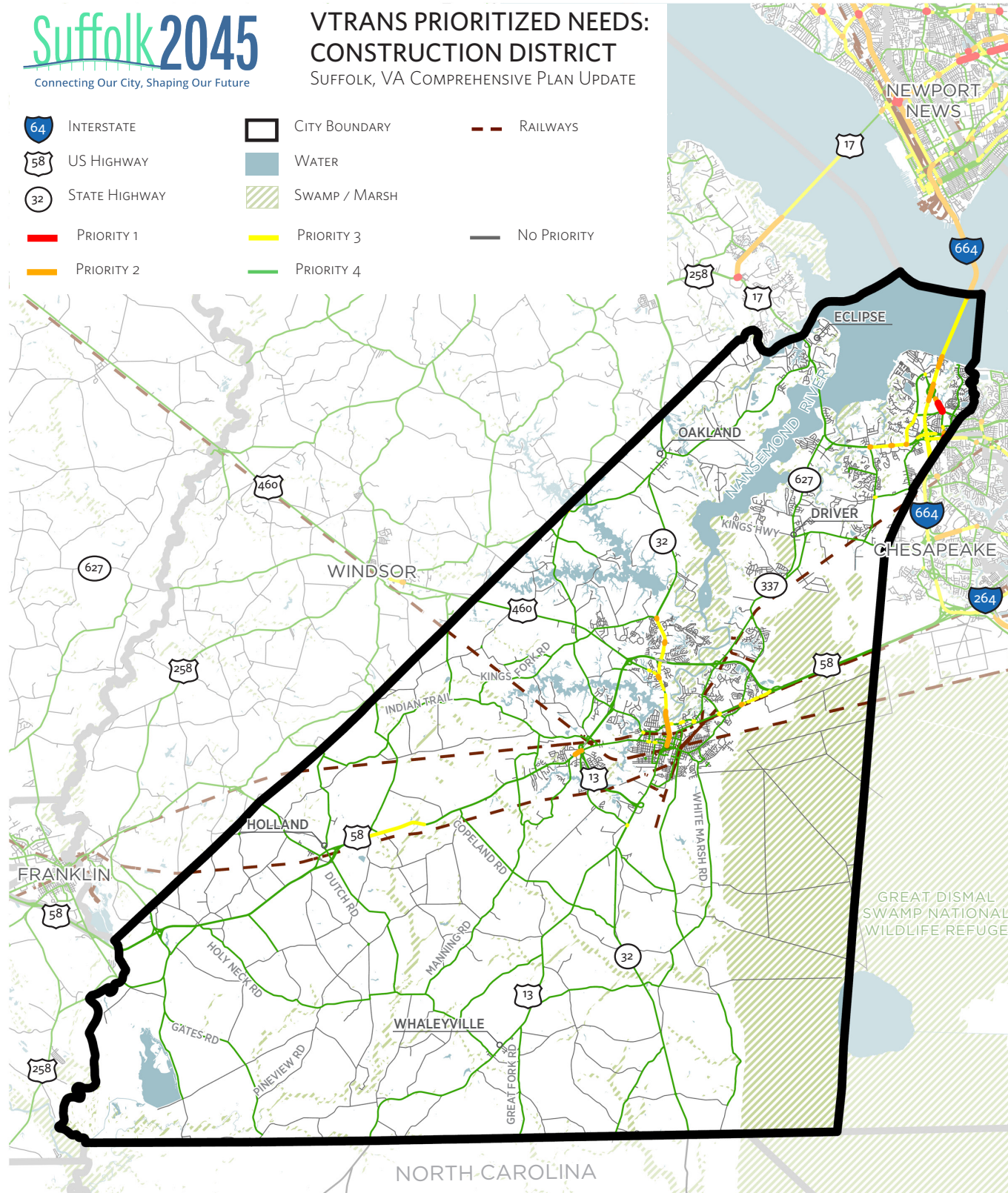


## VTRANS PRIORITIZED NEEDS: STATEWIDE SUFFOLK, VA COMPREHENSIVE PLAN UPDATE



**Map9. VTRANS Prioritized Needs - Statewide (VRANS, 2019)**





### Map 10. VTRANS Prioritized Needs - Construction District (VRANS, 2019)

## EQUITY EMPHASIS AREAS

An Equity Emphasis Area is defined as a Census Block Group that has a higher concentration of residents who are considered low-income, minority, low English proficiency, disabled, or over age 75, or Hispanic/Latino than the regional average concentration. These are areas that are considered transit-viable but are underserved by public transit. Suffolk's Equity Emphasis Areas can be found on Map 11.

## ALTERNATIVE TRANSPORTATION MODES

### TRANSIT

Suffolk Transit has operated since January 2012. It consists of both fixed-route and paratransit service and has grown from two to seven fixed-routes since its inception. As a division of the Department of Public Works, Suffolk Transit provides safe, cost-efficient transit services to Suffolk's core Downtown service area, Northern Suffolk area as well as providing a connection from Downtown to Hampton Roads Transit (HRT) in the Chesapeake Square area before continuing on to the North Suffolk Library.

Funding for the current service is maintained through the collection of fares, local assistance and state grants for both operational and capital assistance. Current route information can be found in Table 5: Suffolk Transit Routes, Service Areas, Operating Hours, and Ridership Comparison (2013-current).

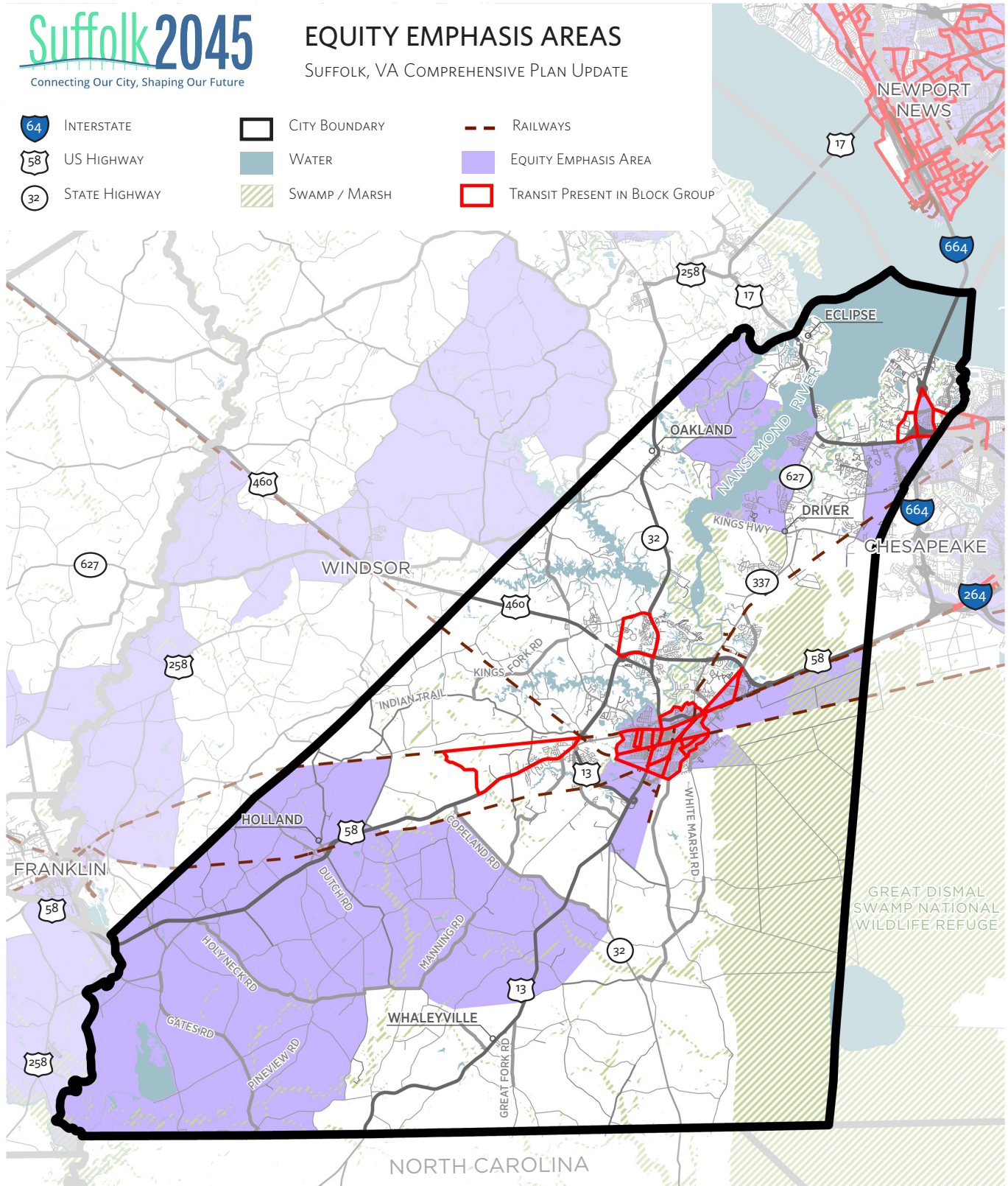
**Table 5: Suffolk Transit Routes, Service Areas, Operating Hours, and 2013 Ridership**

Route	Service Area	Operating Hours	FY2013 Ridership	FY2022 Ridership
Green	Downtown/Saratoga/Main St/Godwin Blvd	Mon - Fri 6:30 AM – 6:30 PM Saturday 7:30 AM – 4:30 PM	28,485	22,220
Orange	East Washington/White Marsh/Dill Rd/Carolina Rd	Mon – Fri 6:00 AM – 6:30 PM Saturday 7:30 AM – 4:30 PM	24,874	22,303
Red	Portsmouth Blvd/East Constance/Main St/Godwin Blvd	Mon – Fri 6:30 AM – 6:30 PM	4,455*	5,804
Yellow	Main St/West Constance/Holland Rd/Paul D Camp	Mon – Fri 6:30 AM – 6:30 PM Saturday 7:30 AM – 4:30 PM	**	7,432
Pink	Downtown – Northern Suffolk Connector	Mon – Fri 6:30 AM – 5:50 PM Saturday 7:30 AM – 3:30 PM		8,267
Purple	North Suffolk/Bridge Rd/College Dr.	Mon – Fri 6:30 AM – 6:30 PM Saturday – 7:30 AM – 4:30 PM		7,018

\* - Service on the Red route began August 13, 2012

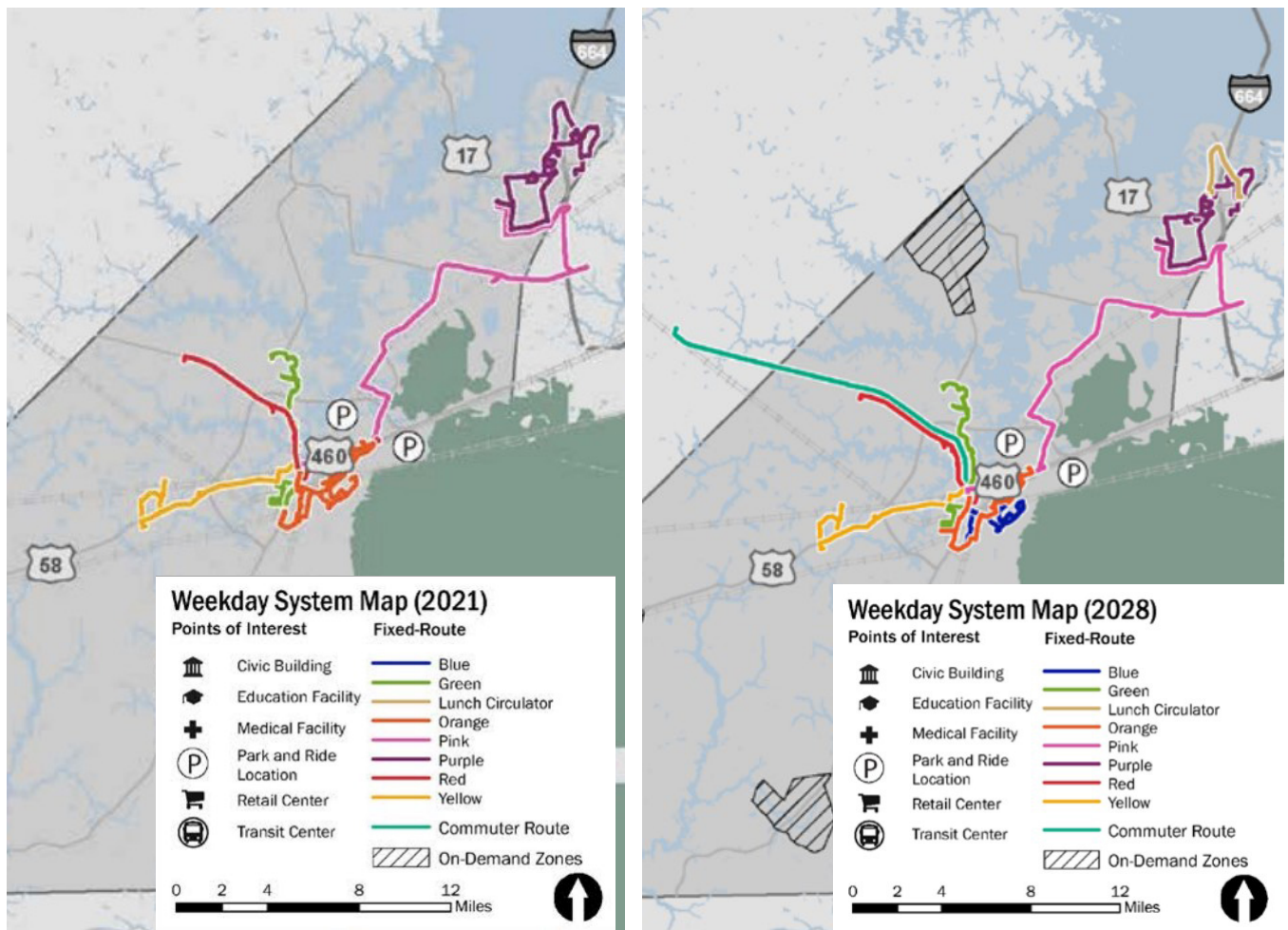
\*\* - Service on the Yellow route began August 1, 2013





In 2019, the City of Suffolk adopted the Transit Strategic Plan, which will serve as a roadmap for public transportation improvements over the FY2020-2029 ten-year period. A number of future service improvements were developed as part of this plan. Suffolk Transit proposes changes to all existing fixed routes, the implementation of two new fixed routes (i.e., the Blue route and the Lunch Circulator), and the introduction of commuter and on-demand service (see Figure 3). The proposed service changes are expected to result in a 77 percent increase in ridership on fixed-route service during weekdays and a 74 percent increase in ridership on Saturday.

**Figure 3. Existing and Proposed Suffolk Transit Routes (Transit Strategic Plan)**

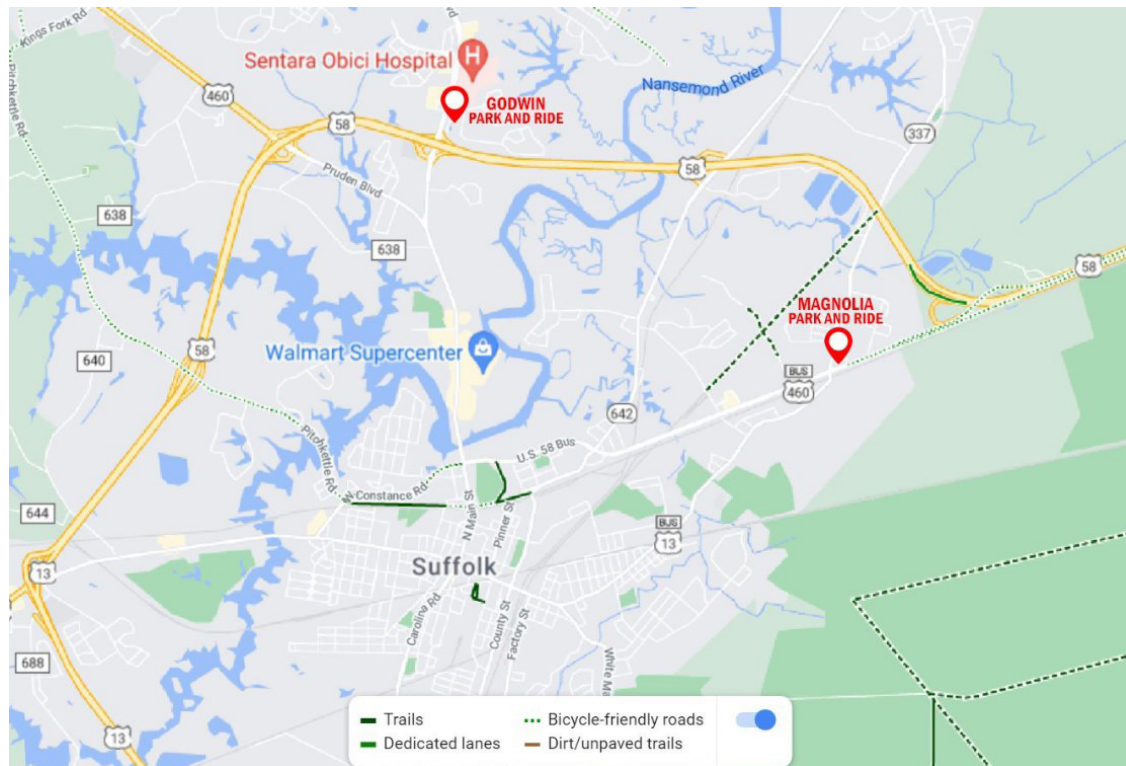




## PARK AND RIDE

The City of Suffolk offers two free Park and Ride locations (see Figure 4) to benefit citizens that wish to take advantage of carpooling or ride share programs to locations such as the Norfolk Naval Shipyard, Newport News Shipbuilding, Smithfield Foods, and other employers across Hampton Roads.

**Figure 4. Existing Park and Ride Locations**



## BICYCLE AND PEDESTRIAN INFRASTRUCTURE

There are a number of existing and planned statewide and regional bicycle facilities trails, in and adjacent to the city; however, most of the existing pedestrian facilities are currently disconnected as shown in Map 12. The City of Suffolk has an opportunity to both connect its residents to these trails, and draw in visitors from other areas, by providing extensions or connections to these trails.

The Suffolk Seaboard Coastline Trails project involves the construction of a citywide system of multi-use trails linking parks, recreation, cultural, historic facilities, and neighborhoods. The 11.5 mile trail will be completed in four phases beginning in downtown and ending at the Chesapeake city line near Interstate 664. There are also plans to extend the trail west, towards Isle of Wight County. The trail will connect to the multi-use trail at Prentiss St and W Constance Rd and continue 3.3 miles west on a utility easement. To date, Suffolk has built 6.3 miles of the planned 19-mile Suffolk Seaboard Coastline Trail, with an additional 2.8 miles approved for funding. The remaining 10 miles are in the design stage, with plans to apply for matching grants in 2023.

The South Hampton Roads Trail is a 41-mile proposed multi-use/bicycle route between Suffolk and Virginia Beach. The existing portion of the Suffolk Seaboard Coastline Trail in the Northern Growth Area is a part of this trail. The national bike route known as the TransAmerican Bicycle Trail from Oregon currently terminates in Williamsburg. It may be extended to Virginia Beach via this trail.

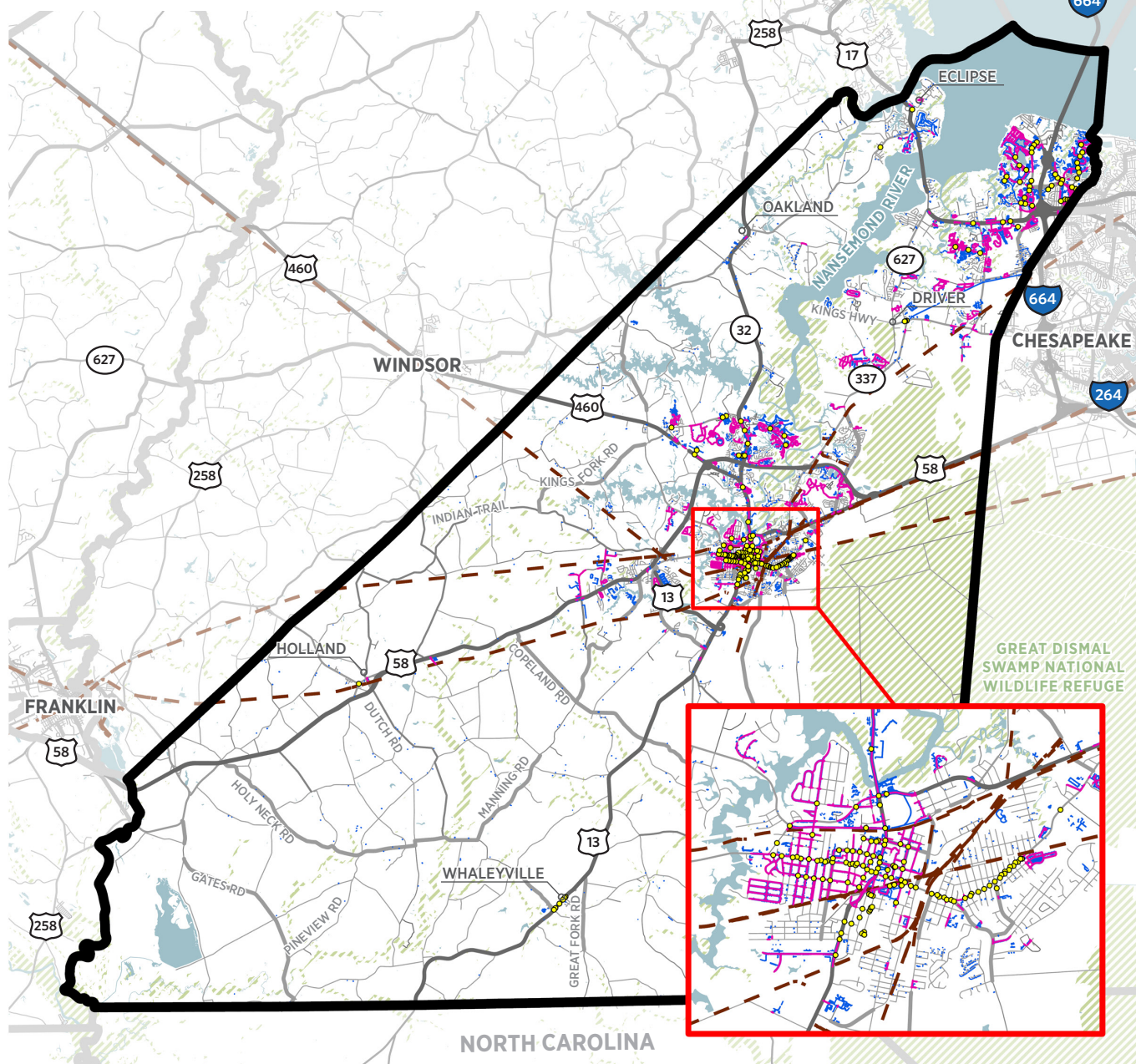




## PEDESTRIAN NETWORK

Suffolk, VA Comprehensive Plan Update

- |               |               |                             |
|---------------|---------------|-----------------------------|
| Interstate    | Water         | Crosswalks                  |
| US Highway    | Swamp / Marsh | Pedestrian-Accessible Roads |
| State Highway | Railways      | All Pedestrian Facilities   |
| City Boundary |               |                             |



Map 12. Pedestrian Network

The Beaches to Bluegrass Trail is a statewide trail being planned by the Virginia Department of Conservation and Recreation. It crosses the entire state, from the Cumberland Gap to the Virginia Beach oceanfront and Eastern Shore, passing through Downtown Suffolk.

The East Coast Greenway is envisioned as a nearly 3,000 mile route from Maine to Florida. Pieces of the Greenway are already completed. The existing portions of the Seaboard Coastline trail are considered part of the “Historic Coastal Route,” an alternate route for the Greenway, which is planned to run into and between both Growth Areas.

In 2017, the City adopted a Bicycle and Pedestrian Master Plan to create a framework for the future of non-motorized travel in Suffolk. It guides the City toward a multimodal future and begins the process of creating a network of paths that provide community members and visitors with options for traveling and recreating within and between the City’s two Growth Areas (see Figure 5).

Some areas of the City have a concentration of sidewalks, and there are several sections of multi-use paths. However, many facilities are disconnected, and several neighborhoods have few or no sidewalks. Existing facilities (e.g., Seaboard Coastline Trail) are well-used.

## **PEDESTRIAN SAFETY ACTION PLAN**

The Virginia Department of Transportation (VDOT) developed a statewide Pedestrian Safety Action Plan (PSAP) to identify pedestrian safety concerns, address next steps for improvements, and provide guidance on how to align this plan with additional ongoing pedestrian safety initiatives. Map 13 shows the locations of these priority safety corridors.

## **AIR TRAVEL**

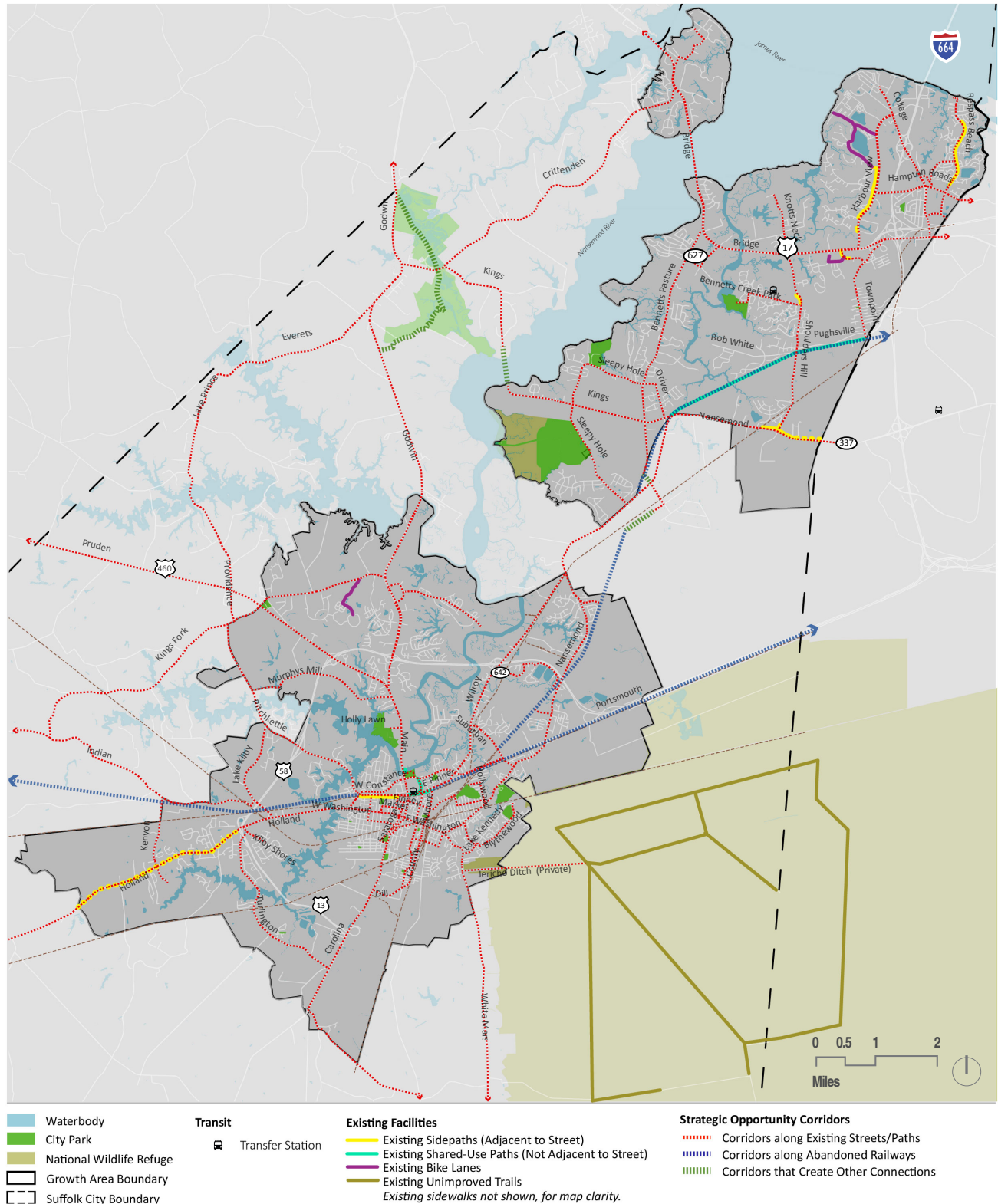
The City of Suffolk is served by two major commercial airports within one hour’s driving distance: Newport News-Williamsburg International Airport in Newport News and Norfolk International Airport. These two airports offer daily commercial passenger flights serving both domestic and international travel. The Suffolk Executive Airport is a small general aviation facility located in the south/central area of the City. It is a base for several small private planes, several aviation maintenance businesses, and a recreational skydiving center. Services include:

- Aviation fuel
- Aircraft parking (ramp or tie-down)
- Maintenance
- Computerized weather and flight planning
- Hangar leasing

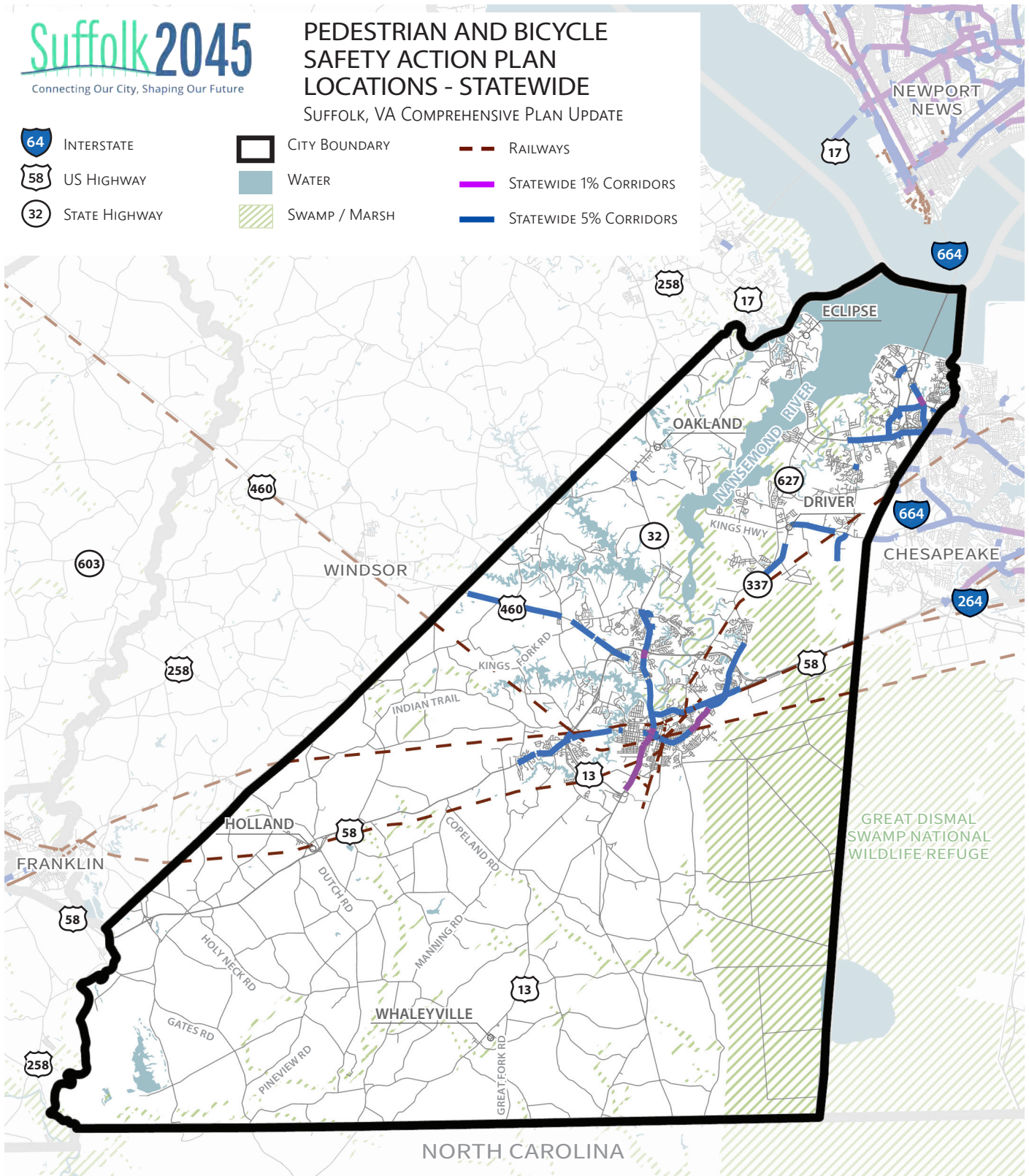
There is no scheduled commercial passenger service at this airport, and the population served is confined to tourists and business clientele who travel by private plane. The airport has two runways, the main at 5,060 feet and the secondary at 3,750. Both runways can handle most turbo-prop aircraft as well as light corporate jets.

**Figure 5: Bicycle and Pedestrian Master Plan Strategic Opportunity Corridors (2017)**

## STRATEGIC OPPORTUNITY CORRIDORS







**Map 13. VDOT Pedestrian and Bicycle Safety Action Plan (PBSAP) Locations - Statewide (2024)**

### PASSENGER RAIL

Currently there are no passenger rail stations located in Suffolk, although Amtrak service passes through Suffolk. The closest stations are in Norfolk and Newport News, served by the Northeast Regional route. This route connects the Hampton Roads region to Boston, Mass. via Richmond, Va., Washington, D.C., Baltimore, Md., Philadelphia, Pa., New York, N.Y., and New Haven, Conn. The City of Suffolk supports the establishment of a Western Tidewater Amtrak station. Through the City's participation in the HRTPO Passenger Rail Task Force, the City of Suffolk will continue its efforts to secure and construct a passenger rail station in proximity to the current route.

The City of Norfolk is continuing to seek the opportunity of being added to the Southeast High Speed Rail (SEHSR) Corridor, hoping to upgrade existing service and initiate "high-speed" (110mph) passenger rail service in southeastern Virginia. For now, passenger service to Norfolk and the Southside of Hampton Roads will be at conventional speed over existing Norfolk Southern freight tracks between Petersburg and Norfolk. Unless a separate passenger-trains-only track with advanced signals can be financed and constructed parallel to the current freight rail line, trains on the straight stretch of rail from Petersburg to Suffolk will be limited to 79 mph. The high speed rail alternative from Norfolk to Petersburg should be supported as an alternative to air or automobile travel from Hampton Roads to locations north and south along the I-95/85 corridors.

### FREIGHT RAIL

The City of Suffolk is well served by freight rail service, and rail lines extend across its boundaries connecting the ports of Hampton Roads with inland markets and inland freight terminals. Continued growth of port activity in Norfolk has the potential to provide benefits through investment and job creation, but trains also interrupt the flow of traffic on Suffolk's streets. These impacts will become more frequent and prolonged as freight rail traffic increases.

Three railroad companies (Commonwealth Railway, Norfolk Southern, and CSX) currently operate within the City limits. Two Class I railroads, Norfolk Southern and CSX, serve the port via on-dock intermodal container transfer facilities at Virginia International Gateway and Norfolk International Terminals. The railroad service is augmented by vital short line rail partners including the Norfolk & Portsmouth Belt Line and the Commonwealth Railway. These trains traverse 51 public at-grade highway-rail crossings and areas that range from open rural to densely-populated residential, commercial, and industrial areas. All three lines travel through the downtown area.

#### Norfolk Southern (NS)

NS is a Class I railroad that operates two rail lines within the study area. The first is a 15.4 mile double track main line that predominately carries coal trains through the City. The section of the main line from downtown Suffolk to the northwestern City limits is part of the Heartland Corridor and provides an important link for intermodal trains. The Heartland Corridor has regional and national significance and the state and federal governments have made significant investments for improvements along this corridor. There are 11 public crossings along the mainline within the study area and all of them are gated. There is a small NS interchange yard along the mainline in the western part of downtown. NS also has an abandoned 16.6 mile single track that splits apart from the main line in downtown Suffolk and heads southwest towards Danville, Virginia. Three of the 17 public crossings along the single track to Danville (Longstreet Lane, Barnes Road, and Harvest Drive) are all currently not gated.



## CSX

CSX is a Class I railroad that operates two rail lines within the study area. The first is a 19.4 mile single track main line that runs through the City and contains 10 public crossings. The Kingsdale Road crossing does not have gates. CSX has a small siding along this route just west of the downtown area in Kilby. CSX also has a 2.3 mile single track spur that travels south from downtown to a row of industrial facilities. All the crossings on the CSX south line are gated.

## Commonwealth Railway (CWRV)

CWRV is a Class III short line railroad that operates 11.5 miles of track in Suffolk. It provides a link for intermodal trains between the West Norfolk section of Portsmouth to an interchange in downtown Suffolk where the rail cars are transferred to NS and CSX lines. This rail line passes near suburban and urban residential neighborhoods and contains nine public at-grade highway railroad crossings within the study area. All of these crossings are gated. There is a marshaling yard along the line near Sportsman Boulevard.

The share of containerized cargo handled by the Port of Virginia has shifted towards rail. In 2006, 24% of all containers handled by the Port of Virginia were transported by rail. By 2016 the percentage had increased to 37% (over 551,000 rail containers). Port officials expect the amount of freight handled by rail to continue to increase. The Virginia Statewide Rail Plan (2017) estimates that freight tonnage is expected to grow by 50% in Virginia with movement by rail increasing by 14%. According to the Master Rail Plan, the Port of Virginia projects that it will transport nearly 1,000,000 containers by rail by the year 2040, more than double what was handled by the Port in 2015.

## FREIGHT RAIL - TRAFFIC IMPACTS

With increased container activity at the ports, particularly containers intended for shipment via rail, it is expected that rail activity through the City of Suffolk will steadily increase over the next 20 years. As average daily train activity through the City increases, there are anticipated impacts to safety and mobility. At grade highway-rail crossings can cause extensive delays for roadway travelers and can also result in fatalities and serious injuries when trains collide with roadway users.

Increasing freight rail traffic has the potential to further impact several key at-grade crossings throughout the City, including:

- Shoulders Hill Road
- Nansemond Parkway
- Sportsman Boulevard
- Progress Road
- Olde Mill Creek Drive
- Suburban Drive
- Moore Avenue
- Constance Road
- Main Street

In addition, rail service to the containerized terminal passes through Downtown Suffolk, affecting vehicle operations at the following at-grade crossings:

- Wellons Street
- S. Saratoga Street
- S. Main Street
- Liberty Street
- E. Washington Street

While relatively infrequent, the delays from train movement will create extensive periods of congestion, and as both trains and traffic volumes increase, the time required to disperse congestion will increase.

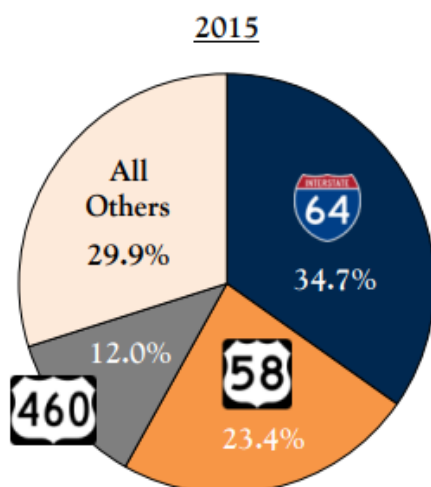
## TRUCK FREIGHT

While there is a desire to shift freight movement to rail, trucks are still the primary method of transporting domestic freight into, out of, within, and through Hampton Roads. The efficient movement of trucks is important to the region since roadway congestion can saddle trucking companies and shippers with additional operating costs, delays, and uncertainty. The economic competitiveness of the Port of Virginia, Hampton Roads, and the state is greatly impacted by the efficient movement of freight. Suffolk's roadways play a critical role in this system.

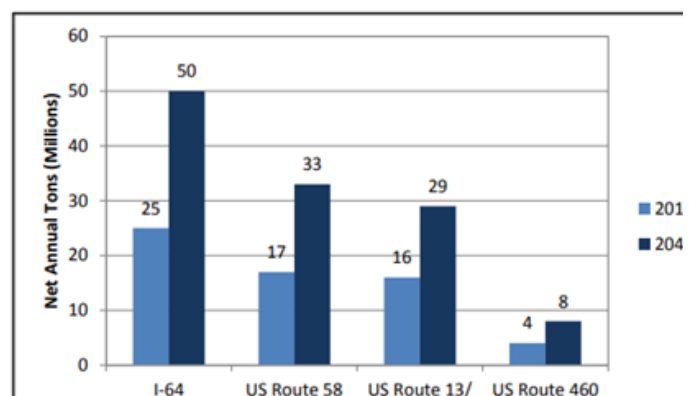
As noted in the HRTPO's Regional Freight Study (2017), I-64, Route 58, and Route 460 accounted for 70% of all trucks passing through the region's major gateways in 2015; however, the share of trucks using these three gateways has been shifting over the last decade from I-64 towards Routes 58 and 460 (see Figures 6 and 7).

By 2040, the top corridors for moving freight tonnage are expected to be I-64, Route 58, Route 13/CBBT, and I-264 in Norfolk and Portsmouth. By 2040, the top two primary gateways for freight by annual tonnage are expected to be I-64 and Route 58.

**Figure 6: Share of Trucks Passing through Regional Gateways Each Weekday (Hampton Roads Regional Freight Study, 2017)**



**Figure 7: Net Annual Tonnage Carried by Truck at Regional Gateways (Hampton Roads Regional Freight Study (2017)**



## **FUTURE FREIGHT FLOW ANALYSIS**

Commodity Flows are presented on the Interact Vtrans Map explorer using data originating from the Transearch planning tool, a data product of IHS Markit, and the Carload Waybill Sample, a data product provided by the Surface Transportation Board. Both sources use proprietary, confidential data that can be aggregated at various levels to understand the flow of commodities for planning purposes. Map 14 shows the projected growth of freight travel primarily along 58 around the City of Suffolk, with some growth anticipated through the City and along 17, 13 and 460.

## **URBAN DEVELOPMENT AREAS**

Urban Development Areas (UDAs), or other similarly defined growth areas, are a voluntary designation made by Virginia localities with comprehensive plan and zoning authority per the Code of Virginia § 15.2-2223.1. The local designation of a UDA is intended to promote transportation efficient land use and land development patterns to help reduce the impact of growth on the transportation network and encourage walkable, bikable and mixed use places as a means of attracting development and spurring local economic growth. Designating an area as a UDA opens up opportunities for state planning assistance and project funds, such as SMART SCALE. Suffolk's UDAs can be found on Map 15. The City is not currently pursuing state planning or funding assistance under the UDA program. The City will continue to evaluate UDA program incentives and consider participating in the future where appropriate to support implementation of the comprehensive plan.

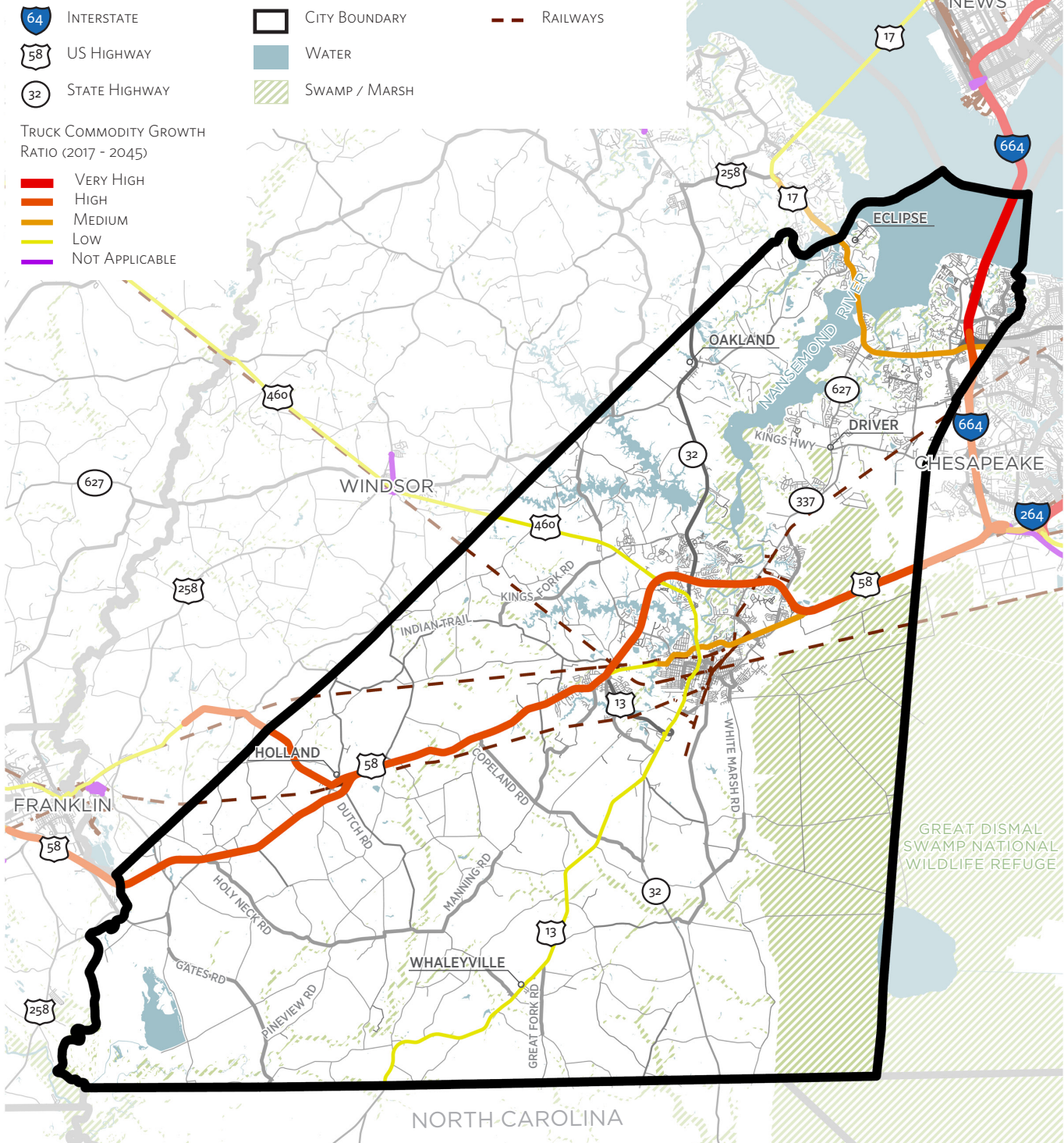
## **COMMITTED PROJECTS**

As required by law, the Commonwealth Transportation Board (CTB) allocates public funds to transportation projects over six-fiscal years, comprising the Six-Year Improvement Program (SYIP). The SYIP is an annual comprehensive program that outlines the agency's transportation priorities, projects, and funding allocation for the next six years, covering various areas such as highway construction, public transportation, bicycle and pedestrian facilities, ITS, operations, and safety programs. Projects include improvements to the interstate, primary, secondary and urban highway systems, public transit, ports and airports and other programs. There are a number of projects in Suffolk that are committed through the Six-Year Improvement Program (SYIP), as well as VDOT's, Arterial Management Program (AMP) and STARS (Strategically Targeted Affordable Roadway Solutions) Programs. Map 16 shows these committed projects.

As shown on Table 6, a number of transportation improvements have been called for through the various village and neighborhood initiatives and revitalization plans. These improvements typically are needed to improve connectivity; provide for redevelopment, revitalization and infill development; and to provide safety improvements.

## FREIGHT FLOW ANALYSIS

SUFFOLK, VA COMPREHENSIVE PLAN UPDATE



**Map 14. Freight Flow Analysis**



**Table 6: Village and Neighborhood Transportation Improvement Initiatives**

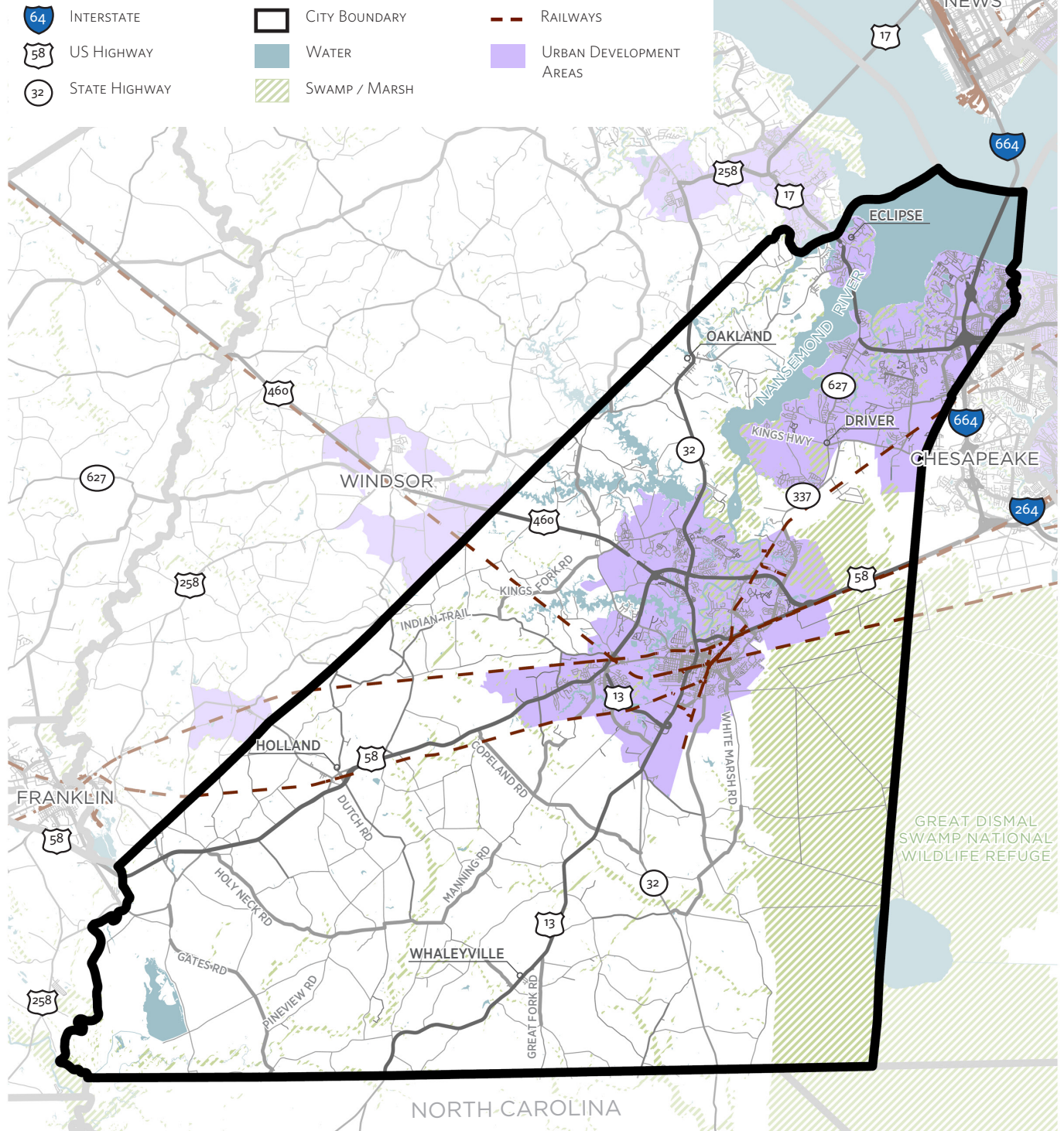
Project Name	Associated Plan
Godwin Boulevard (Route 10) Bypass	Chuckatuck/Oakland
Kings Highway/Godwin Boulevard Intersection Improvements	Chuckatuck/Oakland
Eclipse Drive/White Dogwood Trail Intersection Improvements	Crittenden/Eclipse
East-West Connectors	Carolina Road
Driver Lane/Nansemond Parkway Intersection Improvements	Driver
Driver Lane/Kings Highway Intersection Improvements	Driver
Kings Highway/Nansemond Parkway Intersection Improvements	Driver
Kings Highway/Bennetts Pasture Road Intersection Improvements	Driver
Carolina Road/Main Street Traffic Square	Hall Place/Downtown
Carolina Road/Saratoga Street	Hall Place/Downtown
Hollywood Connector	East Washington Street
Cypress Connector Road	East Washington Street
6th Street Spine	East Washington Street
Rosemont Avenue Extension	East Washington Street
Liberty/County/Moore Intersection Improvements	East Washington Street
Whaleyville Boulevard Bypass	Whaleyville
Robertson Elementary School Access Road Connections	Whaleyville
Crepe Myrtle Drive Connection	Holland
Freeman Avenue Entrance Realignment	Huntersville
Hunter Court Extension	Huntersville
Skeet Road Extension	Huntersville
Newport Street Extension	Olde Towne
Finney Avenue Extension (West)	Downtown
Pine Street Extension	Downtown
Smith Street Extension	Downtown
Wellons Street Extension	Downtown
County Street/Liberty St/East Washington St Intersection	Fairgrounds





## URBAN DEVELOPMENT AREAS

SUFFOLK, VA COMPREHENSIVE PLAN UPDATE

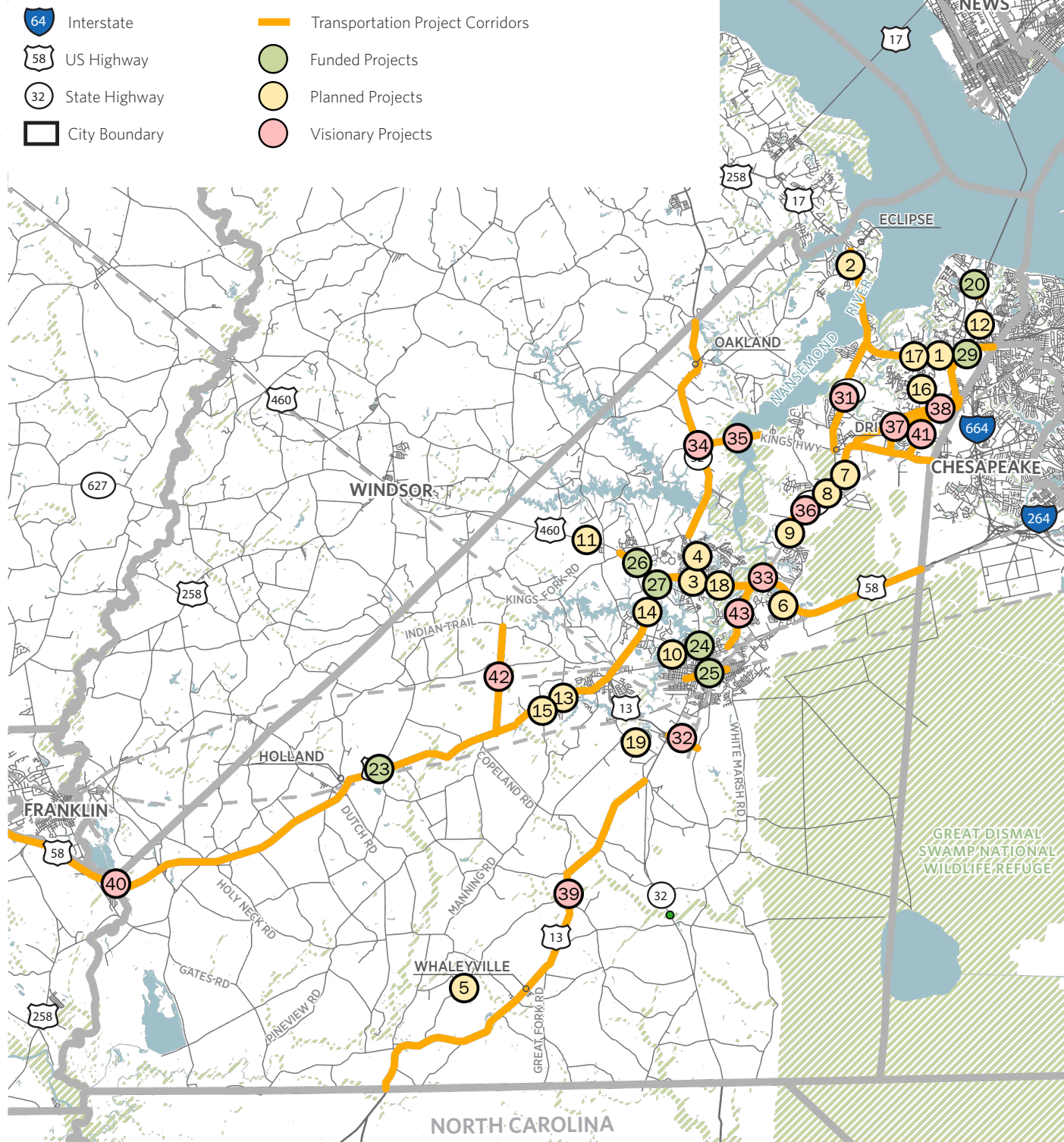


**Map 15. Urban Development Areas**



## TRANSPORTATION PROJECTS

Suffolk, VA Comprehensive Plan Update



## Map 16. Transportation Projects



**Table 7: Transportation Projects (refer to Map 16)**

*\*Project is not mapped*

Label	Title	Description	Cost Estimate	Phase
1	Bridge Rd Traffic Signal Upgrades	Install fiber optic cable, traffic sensors, dynamic message systems, and upgrade signal equipment to create a coordinated signal corridor along College Dr, Eclipse Dr, and Bridge Rd.	\$2,308,868	Funded
2	Crittendon Rd and Route 17 Intersection Realignment	Relocate the intersection of Crittenden Rd and Bridge Rd to Clubhouse Road, creating a four-way intersection with a signal and turn lanes.	\$8,855,232	Funded
3	Godwin Boulevard Interchange Improvements at Route 58 Bypass	Convert the Godwin Blvd interchange with the Suffolk Bypass (US 460/58/13) from a partial cloverleaf design to a diverging diamond interchange (DDI).	\$16,401,000	Funded
4	Godwin Boulevard Widening	Provide for improvements along the Godwin Boulevard corridor. The improvements include the widening of the roadway from a typical 4-lane section to a 6-lane section. The widening involves adding an interior lane in each direction.	\$11,060,753	Funded
5	Longstreet Lane over Somerton Creek	Existing bridge and adjacent roadway approach will be dismantled and removed for the construction of the new bridge and roadway approach.	\$2,589,652	Funded
6	Nansemond Parkway over Beamons Mill Pond	Replacement of the superstructure with a single prestressed concrete voided slab supported on new concrete abutments.	\$4,314,533	Funded
7	Nansemond Parkway Traffic Signal Upgrades	Upgrade signal equipment to create coordinated signal corridor on Shoulders Hill Road, Nansemond Parkway and Wilroy Road	\$1,696,132	Funded
8	Nansemond Pkwy/ Bennetts Pasture Rd Intersection Improvements	Improvements at the intersection of Nansemond Parkway and Sleepy Hole Road adjacent to Nansemond River High School.	\$11,075,000	Funded
9	Nansemond Pkwy/Wilroy Rd Overpass over Commonwealth Railway	Eliminate at-grade crossing and provide a grade-separated overpass over the Commonwealth Railway tracks.	\$27,478,741	Funded

Label	Title	Description	Cost Estimate	Phase
10	Pitchkettle Rd Realignment	Realign Pitchkettle Rd to include turn lane, signal upgrades, curb & gutter, drainage/stormwater management, sidewalk, and street lighting.	\$9,970,681	Funded
11	Pruden Blvd/ Prudence Rd Intersection Improvements	Reconstruction of the intersection on Pruden Blvd. to include turn lanes and traffic signal.	\$4,380,890	Funded
12	Pughsville Area Drainage Improvements	Installing a drainage trunk line down John Street from Townpoint Road to the Outfall at the end of John Street in Chesapeake. A stormwater pond will also be included South of Queen Street.	\$7,700,906	Funded
13	Route 58 Corridor Improvement	Construct additional travel lanes, upgrade traffic signals, and include a bikeway or shared-use path along Holland Rd.	\$77,183,424	Funded
14	Route 58 IAR Study	This is a study to look at the three interchanges (Godwin Blvd-Wilroy Rd-Pruden Blvd) to improve safety and operational issues.	\$2,000,000	Funded
15	Route 58/ Manning Bridge Rd Intersection Improvements	Adding additional through lanes and turn lanes on Manning Bridge Rd.	\$6,835,527	Funded
16	Shoulders Hill Rd Multi Use Path	Construct a multi-use path on the southbound side of Shoulders Hill Road and a sidewalk on the northbound side.	\$780,000	Funded
17	Shoulders Hill Rd/Route 17 Intersection Improvements	Adding through lanes, turn lanes, and improving traffic signals at the intersection of Shoulders Hills Rd and Route 17.	\$29,141,569	Funded
18	Suffolk Bypass ITS Improvements	Extend City fiber optic network for connection to existing and future ITS devices.	\$1,892,274	Funded
19	Turlington Rd over Kilby Creek	Replace structurally-deficient bridge, with wider bridge to possibly accommodate other travel modes on Turlington Rd.	\$745,000	Funded

Label	Title	Description	Cost Estimate	Phase
20	College Dr Median Improvements	Design and construction of a raised median on College Drive from the end of the raised median at the I-664 overpass on the south to the roundabout at Harbour View Pkwy on the north.	\$50,000	Planned
21	Downtown Railroad Warning System	Install an advance warning system in downtown Suffolk to warn of approaching crossing trains on CSX mainline. This will provide an opportunity for vehicular traffic to use alternate routes around the crossing to include nearby bridges.	\$650,000	Planned
22	Electric Car Charging Stations	This project provides five (5) initial commercial electric vehicle charging stations at multiple locations.	\$50,000	Planned
23	Rte 58 Improvements - RCUT @ Holland Bypass	This project provides for improvements along Rte 58 Corridor in the City of Suffolk between the Holland By-Pass W. of of Longstreet Lane. Improvements include installation of R-CUT Intersections at the Duck Thru service station and realignment of mainline.	\$1,500,000	Planned
24	Kimberly Bridge	This project will raise the elevation of North Main St on both approaches of the bridge to reduce flooding along the roadway.	\$14,680,811	Planned
25	Railroad Crossing Improvements	This project will include a Feasibility Study, National Environmental Protection Act (NEPA)/environmental clearance, and preliminary engineering (PE) analyzing potential solutions for grade separating, improving, and/or closing a series of rail crossings in downtown Suffolk, Virginia along Norfolk Southern's (NS) Norfolk Division. The locations of interest are the crossings at Wellons, Saratoga, Commerce, Washington, Liberty, and Capitol Streets.	\$2,000,000	Planned
26	Route 460 Improvements	Road widening, median construction, sidewalks, and a closed drainage system from Kings Fork Rd to the Bypass.	\$15,900,000	Planned



Label	Title	Description	Cost Estimate	Phase
27	Safety Improvements - Route 58, six lane section	This project will provide guardrail, advanced signing improvements, and lane marking & delineation along Rte 58 six-lane corridor (Rte.58/13/460).	\$215,000	Planned
28	Signal System Upgrades	Equipment upgrades at existing signalized intersections.	\$2,700,000	Planned
29	Townpoint Rd Sidewalk	Design and construction of sidewalks along some portion of Townpoint Rd.	\$1,300,000	Planned
30	Amtrak Station Stop	Re-establish an Amtrak Station (no location determined yet).	N/A	Visionary
31	Bennetts Pasture Rd	Widen Bennetts Pasture Rd from Nansemond Parkway to Bridge Road.	\$75,000,000	Visionary
32	Carolina Rd Connector	Build a connector road across Carolina Rd from Route 13 to Hosier Rd.	\$300,000	Visionary
33	Commonwealth Railway Realignment	Proposal to relocate rail line at Wilroy Road and place in the median of Rte 58.	N/A	Visionary
34	Godwin Blvd, Isle of Wight County Line to Kings Fork Rd	Widen Godwin Blvd from 2 to 4 lanes from Isle of Wight County Line to Kings Fork Rd.	\$146,000,000	Visionary
35	Kings Highway Bridge Study	This study will provide preliminary engineering for 30% of the design associated with the replacement of the King's Highway Bridge. This will include funding to enable completion of the NEPA phase of the project, development of the bridge Type/Size/ Location (TSL) Report, and completion of the geotechnical work.	\$3,800,000	Visionary
36	Nansemond Pkwy from Wilroy Rd to Northgate Blvd	Widen Nansemond Pkwy from 2 to 4 lanes from Wilroy Rd to Northgate Blvd and install 3 additional traffic signals.	27,478,741	Visionary
37	North Suffolk Connector	This new connection will provide an unimpeded route between Shoulders Hill Road and Nansemond Parkway to maintain adequate traffic flow between northern Suffolk and the Downtown Suffolk urban core.	\$750,000	Visionary
38	Realigned Pughsville Rd	Proposed realignment/widening of Pughsville Road creating an intersection with Bob White Lane/ proposed North Suffolk Connector and extending East between the existing alignments of Pughsville Road and the Suffolk Seaboard Trail.	\$14,000,000	Visionary

Label	Title	Description	Cost Estimate	Phase
39	Route 13, Whaleyville Blvd from Airport Rd to NC State Line	Widen Whaleyville Blvd from 2 to 4 lanes from Airport Rd to NC State Line.	\$189,000,000	Visionary
40	Route 58 - Hampton Roads Gateway Connector	Upgrade Route 58 from Suffolk to Emporia to either a fully-controlled interstate or upgrade parts of Route 58 to a “mostly limited access” highway.	\$3,000,000,000	Visionary
41	Shoulders Hill Rd, Phase 4	The widening of the roadway from a typical 2-lane to a 4-lane section. Improvements include a 10' multiuse path on the east side of the roadway. The widening will run from Pughsville Rd to Nansemond Parkway. This project potentially could be divided up into two or more phases to complete.	\$35,000,000	Visionary
42	Western Connector	A proposed connection between Rte 634 Kings Fork Road to Rte 58 @ Copeland Road.	\$30,000,000	Visionary
43	Wilroy Rd from Suffolk Bypass to Nansemond Pkwy	Widen Wilroy Rd from 2 to 4 lanes from Suffolk Bypass to Nansemond Pkwy.	\$29,000,000	Visionary

# DRAFT HOUSING EXISTING CONDITIONS

Prepared by Clarion Associates - April 19 2023

Housing is an essential element of planning and is directly tied to how residents experience their daily lives, how businesses and services plan for expansion and growth, and how everyone in the City perceives neighborhoods and districts. There has long been a wide variety of housing options in the City of Suffolk, and the physical characteristics of the city-wide pool of housing have remained remarkably stable even as the City grows. That stability is being confronted by changes to demand in the regional and national housing markets. The socioeconomic and demographic composition of renters and owners in Suffolk, and how much each option costs them, is shifting as well.

The City has experienced significant housing development around two designated Growth Areas. The comprehensive plan helps identify where those areas remain appropriate locations for growth in the future. It is a continual challenge to keep pace with the demand for additional housing in the wide range of affordability needed for Suffolk residents. It is important to provide housing choices for residents across incomes and family sizes. This includes maintaining a focus on the needs of the Suffolk workforce identified in the 2035 Plan.

## DIFFERENT HOUSING NEEDS IN A COMMUNITY

Housing needs apply to the full range of market and subsidized housing stock. Examples of housing needs in the City include:

- Fair and accessible housing for disadvantaged populations
- Homeownership and rental housing
- Housing for all incomes
  - Very low-income housing\*
  - Low-income housing\*
  - Moderate-income housing\*
  - High-income housing\*
- Housing for retirees and those in need of additional care
  - Assisted living facilities and long-term care facilities
  - Active senior housing
  - Housing for those on fixed or retirement incomes
- Subsidized Housing
  - Housing for the homeless
  - Publicly-assisted housing

\* Though these four bullets can be understood as a need for housing affordable to a wide range of incomes, the Department of Housing and Urban Development (HUD) also defines these categories in terms of household income compared to the Area Median Income (AMI). Very low income households earn no more than 50% AMI, Low income from 50% to 80% AMI, Moderate from 80% to 120% AMI, and High income above 120% AMI.

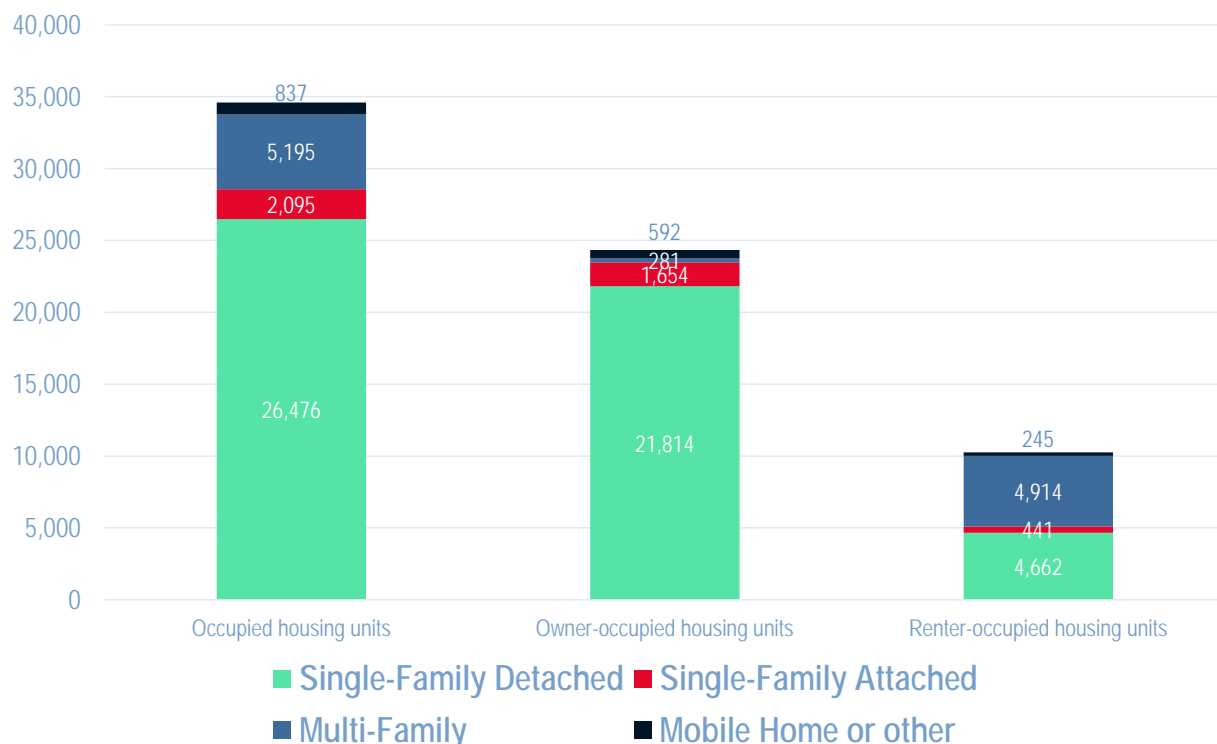
## EXISTING HOUSING CHARACTERISTICS

The range of housing options in Suffolk includes urban lofts, traditional suburban homes on large landscaped lots, farmhouses in the country and densities and types in between. Many charming older houses and traditional neighborhoods can be found downtown and in the rural villages. Downtown is one location where multifamily apartments are found. Farmsteads and estates are scattered throughout the more rural areas of Suffolk, particularly south of downtown. A substantial amount of newer housing has been built in recent years in the central and northern parts of the City, particularly along major roads. Mobile home units, though not a growing segment, make up a small portion of the housing stock as well. Housing style and type can contribute to neighborhood character, which is addressed in the Land Use & Growth Management chapter of this plan.

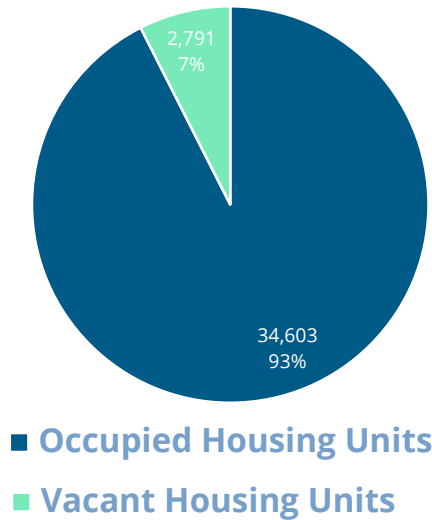
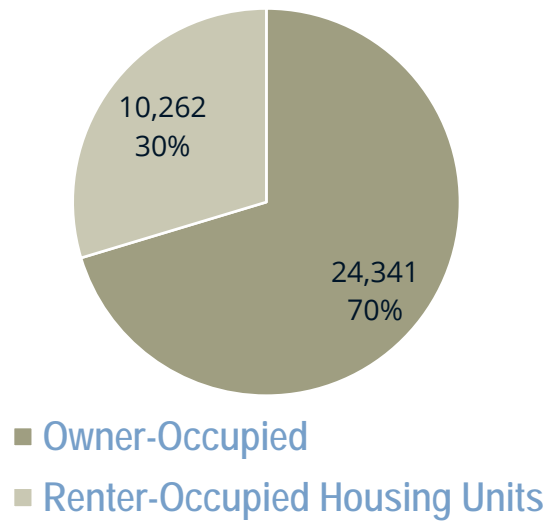
### HOUSING INVENTORY, OCCUPANCY, AGE, AND CONDITIONS

**OCCUPANCY AND OWNERSHIP:** Since 2012, the profile of Suffolk's housing stock has remained similar. Over 4,000 housing units were constructed, while the proportion of single- and multi-family homes, and the proportion of vacancies has remained stable. Single-family detached homes are still the majority of owner occupied housing units, while rental units are still split nearly evenly between single-family detached and multi-family. The number of renter-occupied units has grown faster than owner-occupied units, and renters now make up 30% of units (up from 25% in 2012). Seven percent vacancy (down from 8% in 2013) is less than the rate for Virginia (10%), Norfolk (9%), or Portsmouth (10%); and slightly more than for Chesapeake (6%).

**Figure 1: 2020 Housing Inventory by Units in Structure**

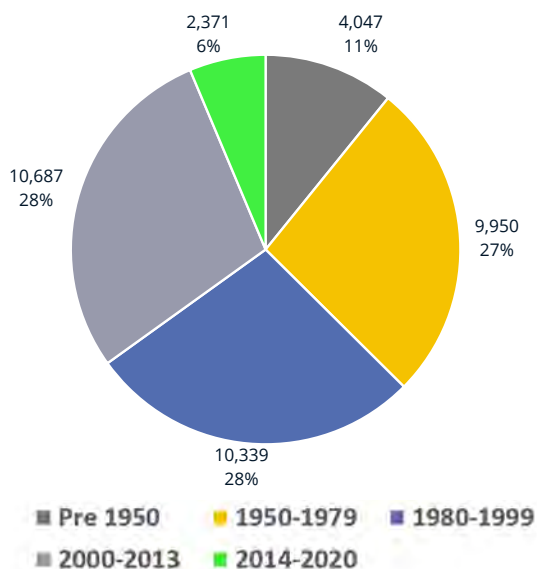
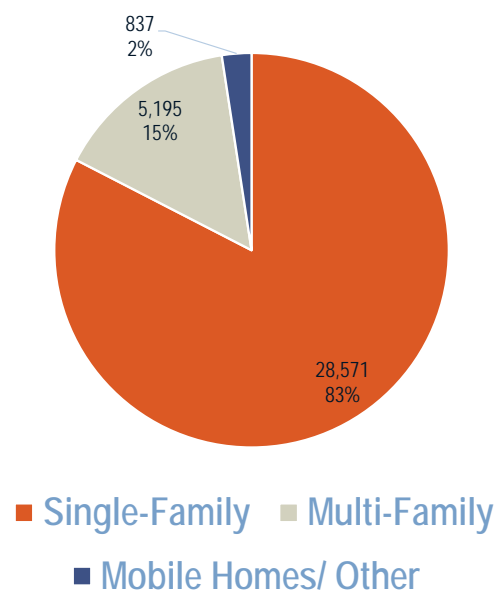


Source: 2020 American Community Survey

**Figure 2: Housing Occupancy**

**Figure 3: Housing Ownership**


**HOUSING STOCK AGE AND COMPOSITION:** Only a small percentage of Suffolk's housing stock was built before 1950 (11%). Generally speaking, homes built before 1950 that still remain will continue to be a part of the housing stock if retrofitted with modern utilities as needed. Twenty-seven-percent of the City's housing was built between 1950 and 1979. Depending on the construction quality, these homes have variable durability and remodeling potential. Older homes in this category are now also eligible for historic designations if applicable. A majority of Suffolk's homes were built between 1980 and 2013 (56%), with an additional 6% built since 2014. It appears that since the 2012 plan there has been construction of new homes and little loss of older housing stock. The housing stock is predominantly single-family.

Some of the older housing units may be maintained with the assistance of historic building tax credits. The Virginia Department of Historic Resources administers both the State Historic Rehabilitation Tax Credit (HRTC) and federal programs.

**Figure 4: Age of Housing Stock**

**Figure 5: Housing Composition**


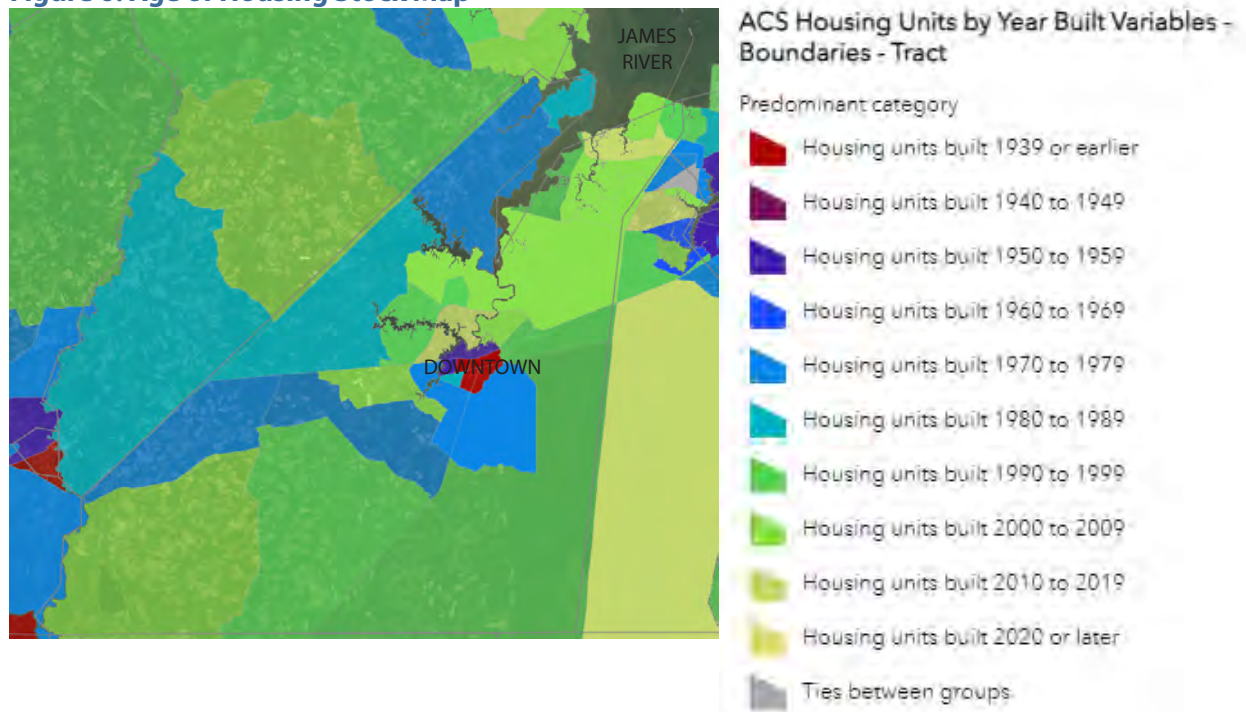
Source: 2020 American Community Survey



Additional detail can be gleaned by looking to the spatial distribution of these conditions.

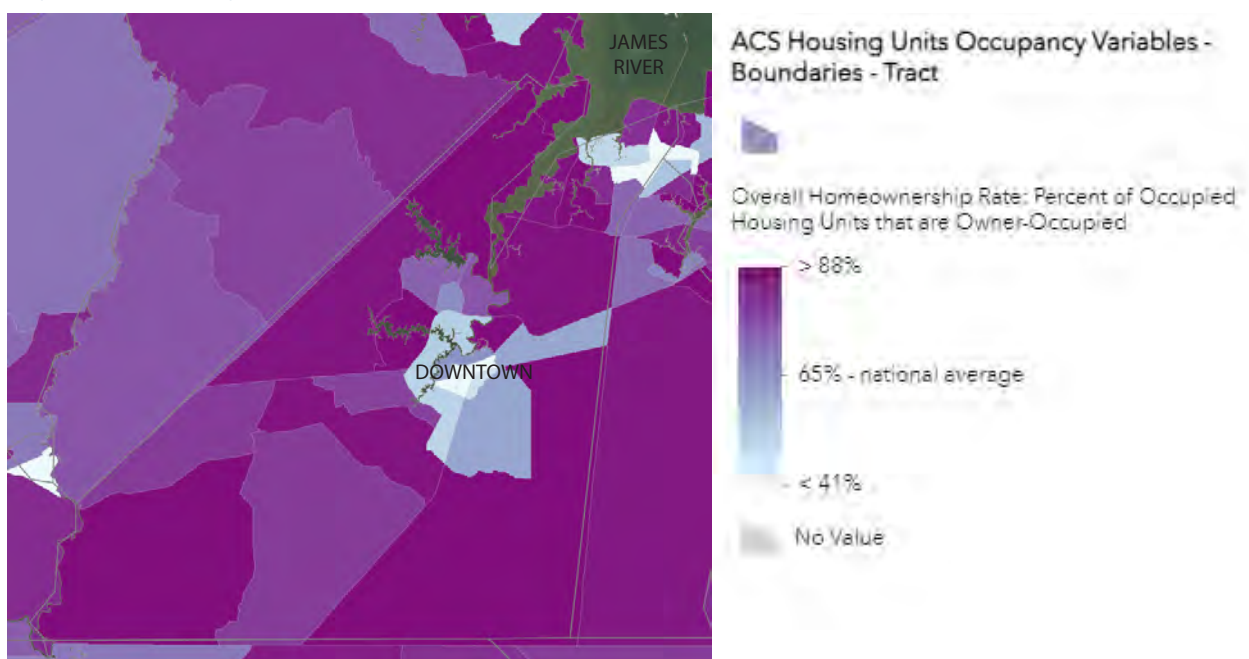
The predominant age of the housing stock varies by location. The oldest predominant housing is in downtown Suffolk, and then, in general, the area immediately south of downtown and along the northwest edge of the City.

**Figure 6: Age of Housing Stock Map**



Housing tenure (owner versus renter residents) shows concentration of renters around downtown and in the northeast. The rest of the City is largely homeowners.

**Figure 7: Housing Ownership Map**



### FACTORS THAT IMPACT HOUSING VALUES IN SUFFOLK

- Design and construction standards
- Financial lending rates
- Land costs
- Land availability
- Local development costs
- Regional cost of living
- Types of housing allowed by ordinance
- Zoning and allowed density



*Balmoral Residential*

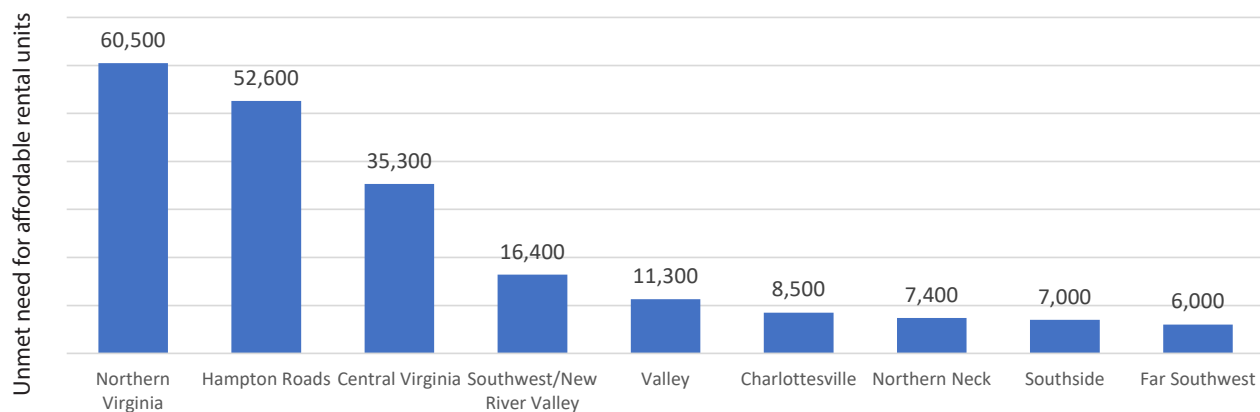
### HOUSING VALUES AND AFFORDABILITY

Growth of the housing market affects home value and affordability, and Suffolk growth has been steady. Between 2014 and 2020, the City's housing stock increased by 2,371 units, which averages out to 339 units per year. This is half the growth rate in the years leading up to the 2035 plan, though real estate and development sector professionals point to key indicators that Suffolk is becoming a viable development target for broader sectors of the housing market, which could accelerate growth in the future. Key indicators include the rising cost of renting and the rising income of renters.

Since 2012, the median household income for renters grew by nearly 40%, over twice the rate for owner occupied households (18.7%) as measured in the American Community Survey. Along with the increase in both income and housing costs, housing affordability remains a challenge. The 2035 plan (adopted in 2012) reported on households paying more than 25% of income in rent or mortgages. A more common measure traditionally used is 30% of income. Both thresholds are reported in this section to maintain continuity of data and to provide the more common comparison to other communities. Looking at the 30% threshold, households that are cost burdened and renting or with a mortgage both decreased since 2012, and those without a mortgage stayed constant, while all values were above the overall percentage for Virginia (Renter occupied decreasing from 54.4 to 51.3, compared to 47% statewide, owner occupied with mortgage decreasing from 39.3% to 28.9%, compared to 25.4% statewide, and owner occupied without mortgage holding steady at 13.6%, compared to 10% statewide.)

This continuing burden tracks the regional and national trends. There are more renters and they on average have higher incomes than renters have in the past. There is need for more rental units overall and affordable rental units to meet that demand. The Virginia Joint Legislative Audit and Review Commission examined the need for affordable units in the State and found the Hampton Roads region to have some of the highest need: 52,600 units. Within Virginia's Urban Crescent, only Northern Virginia needed more at 60,500 units. (See Figure 8.)

**Figure 8: Majority of Affordable Rental Units Needed in Urban Crescent**



Source: Joint Legislative Audit & Review Commission

## HOUSING VALUES AND AFFORDABILITY FACTS

### Median Household Income

- All Households: \$79,899
- Owner Occupied: \$97,129
- Renter Occupied: \$45,381

### Median Monthly Housing Costs:

- All: \$1,438
- Owner Occupied: \$1,594
- Renter Occupied: \$1,231

### Median Housing Value

- Owner Occupied: \$265,600

### Households Paying more than **25%** of income in rent or mortgage:

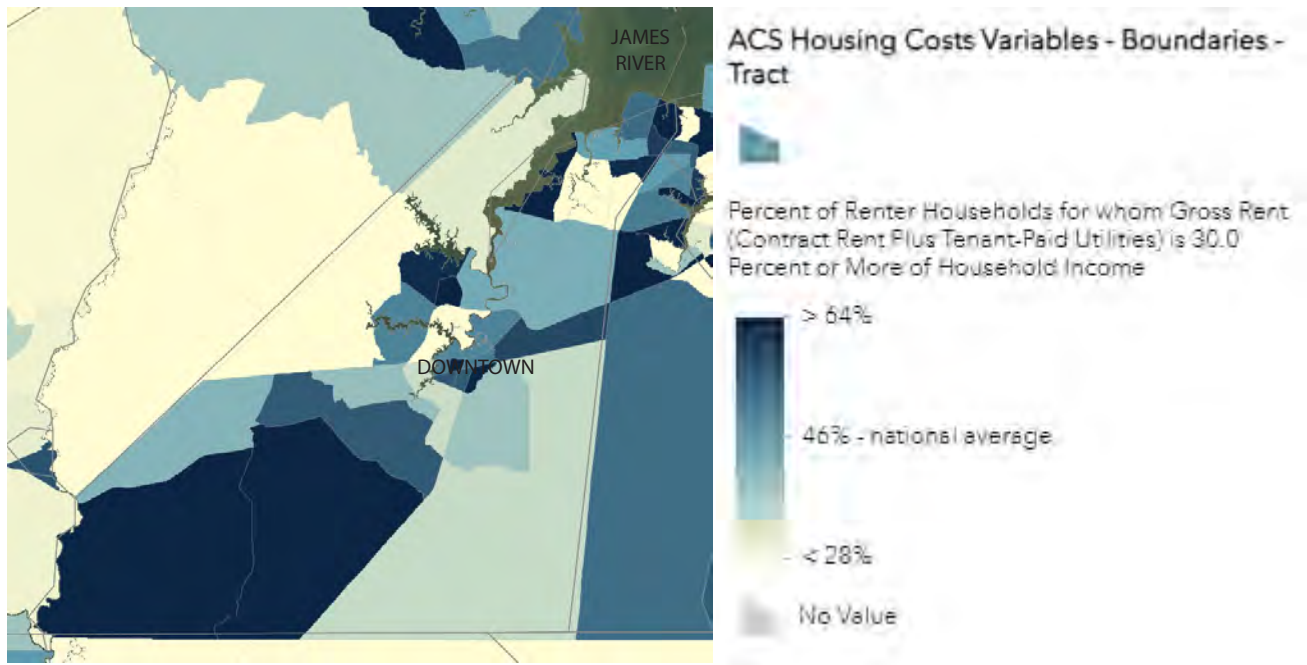
- Owner Occupied with Mortgage: 7,202 - 34% of households with mortgages
- Owner Occupied without Mortgages: 1,004 - 16.8% of households without mortgages
- Renter Occupied: 6,061 - 63.4% renter households

### Households Paying more than **30%** of income in rent or mortgage:

- Owner Occupied with Mortgage: 5,104 - 27.9% of households with mortgages
- Owner Occupied without Mortgages: 817 - 13.6% of households without mortgages
- Renter Occupied: 4,900 - 51.3% renter households

Source: 2020 American Community Survey

**Figure 9: Renter Occupied Paying More than 20% of Income on Rent or Mortgage**



## HOUSING CONNECTION TO COMMUNITY PLANNING

Housing needs to be considered alongside other aspects of community planning. Since the 2035 plan (adopted in 2012), this basic statement has blossomed into improvements in best practices and the way communities plan for the future.

### Housing is connected to land use and character.

The size, orientation, and spacing of housing units, and how they connect to other types of services or development are all intrinsic parts of land use and character.

### Housing is connected to transportation.

Much of housing demand is regional and additional trips will be made as the region grows. When housing demand is accommodated outside of the city, the city may still feel the impacts of traffic as drivers pass through without any benefits of residency or influence over location. Access to quality reliable public transportation can be a key part of ensuring housing meets the needs of its occupants, especially in denser areas like the downtown.

### Housing is connected to economic development.

The requirements that modern entrepreneurs seek when either starting or relocating a business include whether there is sufficient housing nearby to generate enough demand for their product and a local workforce for new employees.

## HOUSING, COMMUNITY PLANNING, AND COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)

One particular tool where the City has been successful in connecting housing and community planning is in the administration of Community Development Block Grant funds.

There has already been a designation of \$800,000 for affordable housing on Portsmouth Blvd. and in downtown Suffolk. These projects are projected to bring in over 200 rental units to the area.

The 2025 Consolidated Plan, a planning document required for pursuing CDBG projects, includes references to affordable rental units, and assistance for first time homebuyers.



# DRAFT NATURAL AND CULTURAL RESOURCES EXISTING CONDITIONS

Prepared by EPR and Planning NEXT - February 19, 2024

Understanding the interaction of the man-made and the natural environment is crucial to being good stewards of the City's limited resources. The City of Suffolk is the largest municipality in the state in terms of land area, encompassing 430 square miles. Suffolk benefits from an abundance of natural areas including the wetlands of the Great Dismal Swamp and the tidal wetlands along the banks of the City's rivers and creeks. Suffolk's stewardship of its natural assets contributes to the health of the Chesapeake Bay and the City is host to most of South Hampton Roads' water supply. Suffolk also both contains important historic resources and is part of, and contributes to, an historic region. It is the responsibility of the City to develop policies to protect and preserve natural and cultural resources, while balancing economic development and other needs and priorities.

## TOPOGRAPHY AND CLIMATE

The City of Suffolk is the largest municipality in the state in terms of land area, encompassing 430 square miles.

The City is level with gentle slopes downward west to east with the higher ground closest to the Isle of Wight County border. The City has elevations ranging from approximately 85 feet to 25 feet and lower near key rivers.

Suffolk has a temperate climate consistent with its location close to the Atlantic Ocean in the southeastern United States. The City has a mean high temperature of approximately 69.4 degrees, and a mean low temperature of 49.3 degrees. Average precipitation is 49 inches.



*Cypress Trails*



### LAND COVER

Map 1: Land Cover, shows the approximate uses of land throughout Suffolk. The Virginia Geographic Information Network (VGIN) and its partners coordinated the development of this statewide Land Cover Dataset, improving land coverage data to assist localities in planning and implementing storm water management programs. The Land Cover dataset is a consistent, statewide 1 meter digital land classification of 12 different land cover types. VGIN leveraged geospatial data from localities, such as parcels, building footprints, and hydrography, as well as state and federal data for wetlands, roads, and more.

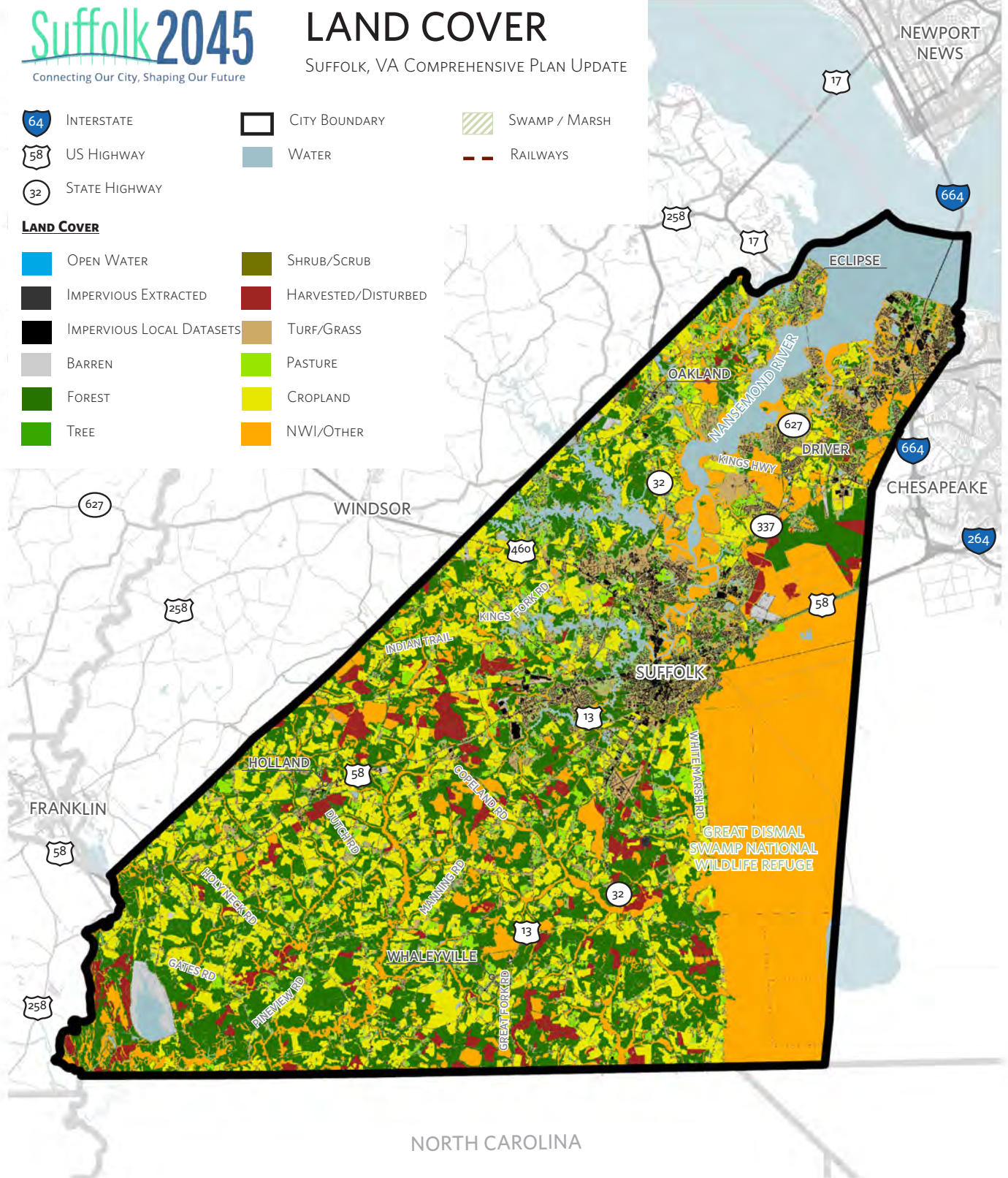
### PRIME FARMLAND

Map 2: Prime Farmland, illustrates the extent and approximate locations of prime farmland soils in relation to the existing zoning classifications. Prime farmland is one of several kinds of important farmlands meeting certain criteria making it well suited to the production of food, feed, forage, fiber and oilseed crops, as defined by the U.S. Department of Agriculture (USDA). The designation as Prime Farmland is based on soil type and does not reflect the current land use.

### STATE OF AGRICULTURAL ECONOMY IN SUFFOLK

Historically, agriculture has played a major role in the City's economy. The most recent Census of Agriculture found that between 2012 and 2017, there has been a 12% decrease in the number of farms in the City, but the total land in farms has increased by 14% to 79,035 acres. The majority of farms are less than 50 acres. While the number of small farms has increased overall from 75 in 1997 to 155 in 2017, since 2012, the number of small farms have decreased from 169. There has also been an overall decrease in the number of large farms (180+ acres), from 96 in 1997 to 75 in 2017. However, the recent five years indicates the number of large farms are increasing from 69 in 2012 to 75 in 2017. Tables 1 and 2 show the Census of Agriculture data about the size of farms in Suffolk, along with other metrics about the changes in farms from 2012 to 2017.

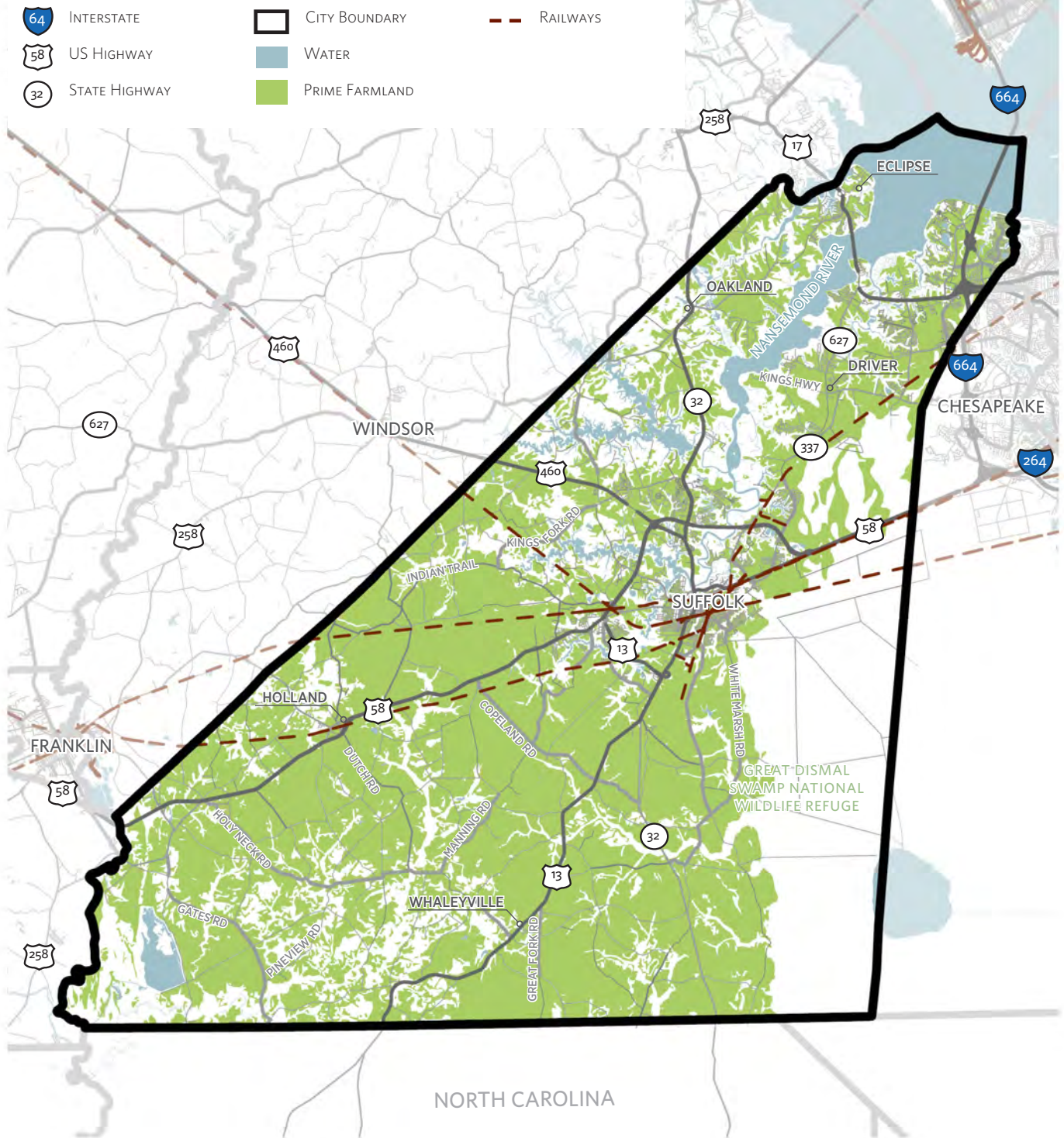
For many years, Suffolk was known for its peanut crop. Changes in federal farm policy have caused a decrease in the economic value of the crop. Federal price supports no longer support direct quota plantings as was previously federal policy. Since 1997, there has been a drastic drop in both the number of peanut farms and the production of those farms. Soybeans have replaced peanuts as the top crop with 20,407 acres devoted to production for beans, followed by cotton (14,449 acres) and corn for grains (13,166 acres).





## PRIME FARMLAND

SUFFOLK, VA COMPREHENSIVE PLAN UPDATE



**Map 2. Prime Farmland (USDA-NRCS, 2021)**

**Table 1. Farms by Size (Agricultural Census)**

Size of Farm	Total Number	Percent of Total
1 - 9 acres	37	14
10 - 49 acres	118	44
50 - 179 acres	39	14
180 - 499 acres	34	13
500 - 999 acres	12	4
1,000+ acres	30	11


*Corn crop*
**Table 2. Total and Per Farm Overview, 2017 and change since 2012 (Agricultural Census)**

Metric	2017	% change since 2012
Number of farms	270	-12
Land in farms (acres)	79,035	+14
Average size of farms (acres)	293	+30
<b>Total</b>	<b>(\$)</b>	
Market value of products sold	53,741,000	-14
Government payments	3,185,000	+29
Farm-related income	2,851,000	-23
Total farm production expenses	43,198,000	-21
Net cash farm income	16,579,000	+17
<b>Per farm average</b>	<b>(\$)</b>	
Market value of products sold	199,040	-2
Government payments (average per farm receiving)	20,952	+24
Farm-related income	24,796	-25
Total farm production expenses	159,994	-9
Net cash farm income	61,402	+33

## AGRICULTURAL IMPACTS ON THE ENVIRONMENT

Agriculture can have significant environmental impacts if not properly managed. Grazing lands are considered a major source of non-point water quality problems in some areas depending upon management. Most often, problems relate to confinement of livestock or livestock's access to streams.

Croplands, too, can have a significant impact on local and regional surface water quality. According to a United States Department of Agriculture publication, the following are a list of some of the management practices that can be used to reduce agricultural impacts to water quality:

### 1. Prescribed and rotational grazing

Good grassland serves as an effective cover to control erosion and filter sediment. A healthy well managed stand of grass effectively utilizes the available nutrients and prevents nutrient transport to the streams. A grazing management plan can be designed to rotate pastures or to limit the intensity and duration of grazing and animal access to the streams.



### 2. Nutrient and pesticide management

The application of fertilizers is done when optimum utilization of the grass is realized. Pesticides, when appropriate for pest control, are applied for the target species at the prescribed rates and timing to reduce potential off-site damage.



### 3. Livestock watering facilities

This provides livestock water from ponds, pipelines, or controlled access to streams. It also improves grazing distribution. This aids in reducing the impact and erosion potential on concentration areas. It also prevents longterm uncontrolled access to streams.



### 4. Livestock exclusion

This practice protects the streamside vegetation from overgrazing, trampling, or other impacts that degrade riparian vegetation or the stability of the stream. Due to water quality concerns, access by livestock to streams could negatively impact the stream or filtering function of the streamside vegetation. As such, restricted access to streams should be considered.



### 5. Riparian forest buffer

Riparian forest buffers are areas of forested land adjacent to streams, rivers, marshes or shoreline that form the transition between land and water environments. This practice often becomes the last means of intercepting pollutants in the form of sediment or chemicals in runoff or shallow groundwater before it enters the streams.



### 6. Land use changes

Conversion from cropland to a less intensive land use, such as hayland or forest on areas adjacent to stream systems, generally reduces the risk of pollutants entering the stream system.



Farmers should work with their extension agent, the Soil and Water Conservation service, and other agencies to determine best management practices to limit agricultural impacts to water quality.



## WATER RESOURCES AND CHESAPEAKE BAY PRESERVATION

Water resources are an integral part of the quality of life for residents of the City of Suffolk. The management of development and land disturbing activities directly affects the quality of surface water, drinking water, fisheries and wetland habitat.

### CHESAPEAKE BAY PRESERVATION AREA

In the Commonwealth of Virginia, the Chesapeake Bay Preservation Act (CBPA), and the associated Chesapeake Bay Preservation Area Designation and Management Regulations, adopted by the Virginia Department of Environmental Quality (DEQ), address non-point source pollution in the Chesapeake Bay watershed. Non-point source pollution is caused by rainfall moving over and through the ground. As the runoff moves, it picks up and carries away natural and human made pollutants, depositing them into lakes, rivers, wetlands, and coastal waters.

The Regulations identify and provide management strategies for portions of the basin, the CBPA—lands where development has the potential to impact water quality most directly. Land within a CBPA is categorized as either a Resource Protection Area (RPA), a Resource Management Area (RMA), or an Intensely Developed Area (IDA). RPAs are sensitive lands as defined in the Chesapeake Bay Preservation Overlay District (section 31-415) of the Zoning ordinance and include tidal wetlands; non-tidal wetlands connected by surface flow and contiguous to tidal wetlands or water bodies with perennial flow; tidal shores; drinking water reservoirs from the water's edge; and a vegetated buffer area not less than 100 feet in width located adjacent to and landward of these components and along both sides of any water body with perennial flow. Development within RPAs is limited and may include water dependent uses or redevelopment. RMAs are lands within the designated CBPA but outside of the RPA that, without proper management, have the potential to significantly degrade water quality or to damage the protective features of the RPA. RMAs may include flood plains, highly erodible soils associated with steep slopes, highly permeable soils, nontidal wetlands outside of the RPA and other lands necessary to protect water quality. RPAs can assist, for example, in preservation of natural vegetation, which filters potential runoff from development. An IDA is a designated redevelopment area which incorporates portions of the RPA and RMA. See map 5 on page 8.

RPAs are sensitive lands within 100 feet of the shoreline or along the banks of streams and wetlands. Development within RPAs is restricted to water dependent uses or redevelopment. RMAs are lands outside of the RPA that, without proper management, have the potential to significantly degrade water quality or to damage the protective features of the RPA.









An Intensely Developed Area (IDA) is a designated redevelopment area which incorporates portions of the RPA and RMA. The IDA includes areas in which development was concentrated as of January 21, 1992, so that little of the natural environment remains. Development within IDAs is much less constrained than in RPAs and RMAs.

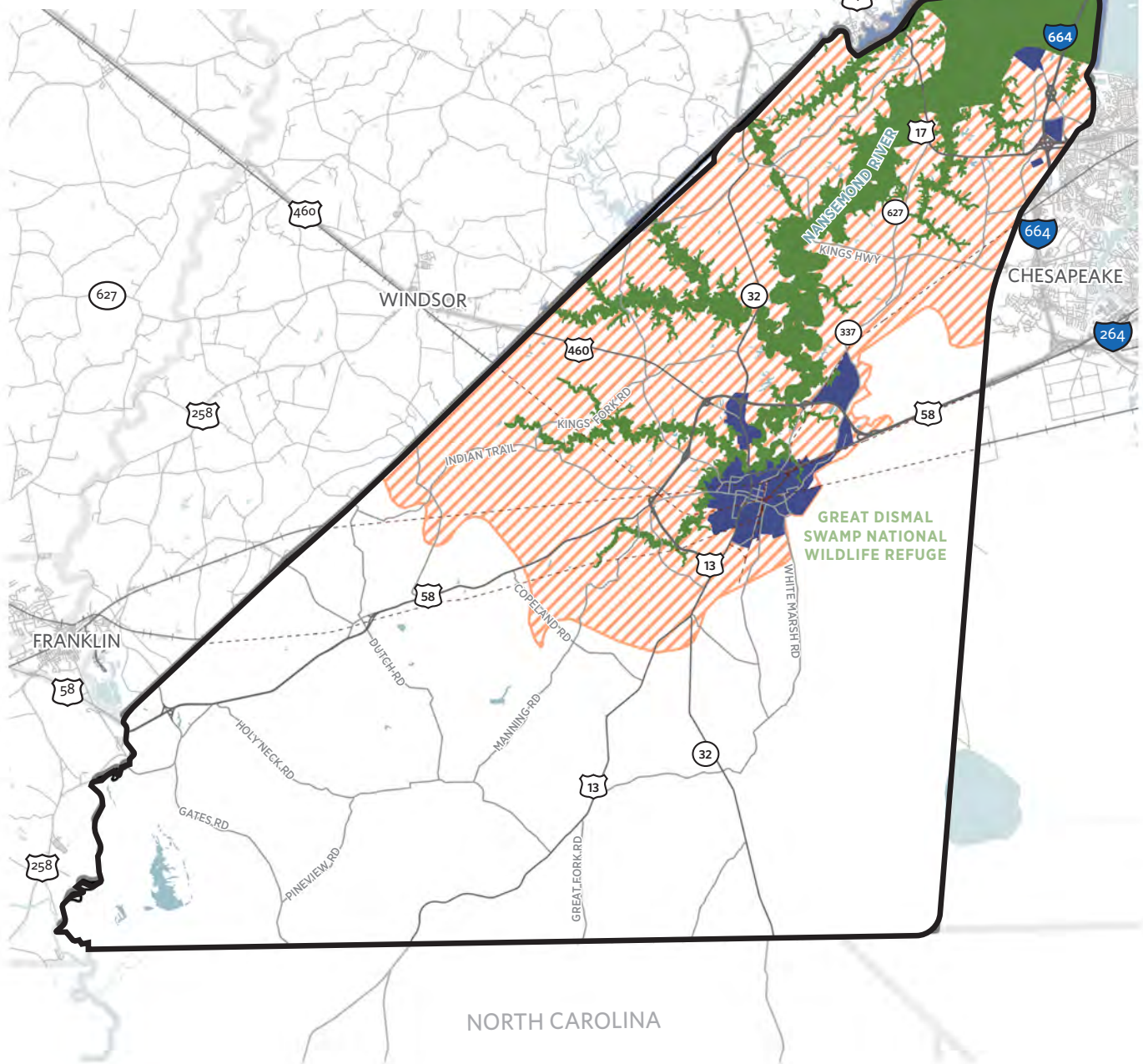
Within the CBPA, Intensely Developed Areas (IDAs) have been designated by the City to serve as areas in which development is concentrated and where little natural environment remains intact. Further, one of the following conditions must exist:

- development has severely altered the actual state of the area such that it has more than 50% impervious cover;
- public sewer and water is constructed and currently serves the area; or
- housing density is equal to or greater than 4 dwellings per acre.



## CHESAPEAKE BAY PRESERVATION AREAS SUFFOLK, VA COMPREHENSIVE PLAN UPDATE

-  INTERSTATE
-  US HIGHWAY
-  STATE HIGHWAY
-  CITY BOUNDARY
-  WATER
-  INTENSELY DEVELOPED AREA (IDA)
-  RESOURCE PROTECTION AREA (RPA)
-  RESOURCE MANAGEMENT AREA (RMA)



**Map 3. Chesapeake Bay Preservation Areas (DEQ, City of Suffolk, 2015)**

The state legislature passed new stormwater regulations in 2011 that were enacted by the City of Suffolk on July 1, 2014. The new stormwater requirements are based, in part, on the Virginia Runoff Reduction Method. The runoff reduction method incorporates pollutant removal as well as runoff volume reduction as provided by stormwater Best Management Practices (BMPs).

## **HYDROLOGY**

There are five primary watersheds within the City and 28 rivers and streams, including the Nansemond and James Rivers, Chuckatuck and Bennett's Creeks, and their tributaries. See Map 4 on page 10.

For the purpose of developing the City's Stormwater Master Plan, the city is divided into three major watersheds: the James River, the Great Dismal Swamp, and the Chowan River. The Stormwater Master Plan defines the ultimate drainage outfall or receiving water body and identifies Stormwater Capital Improvement Projects necessary for ultimate development in accordance with the adopted Comprehensive Plan or current zoning approved by City Council.

The Chowan River Watershed, consisting of approximately 148 square miles, is located in the southwestern portion of the City. The primary outfalls for this watershed are the Blackwater River to the west and the Chowan River which flows southward into Gates and Hertford counties in North Carolina.

The James River Watershed comprises of approximately 96 square miles, which make up most of northern and downtown Suffolk. It contains the northwestern and central portions of Suffolk and extends up to Isle of Wight. The primary outfalls for this watershed are Chuckatuck Creek and the Nansemond River. Although a large portion of its land mass is zoned mostly for agricultural use, it currently contains the most densely populated regions of the City.

The Great Dismal Swamp consists of approximately 72 square miles and is located in the southeastern portion of the City. The primary outfall for this watershed is the Great Dismal Swamp to the east.

## **FLOODPLAINS**

Floodplains play a vital part of the City's ecosystem. Floodplains include all areas subject to inundation by waters of the 100-year flood. A 100-year flood has a 1% chance of occurring in any given year. These areas include the designated floodway and flood-fringe. The Federal Emergency Management Agency (FEMA) also designates areas as being in the 500-year flood plain, where there is a 0.2% chance of a flood occurring. See Map 5 on page 11.

The City's Floodplain District limits development within floodplain areas and/or provides design requirements in keeping with floodplain regulations. Additionally, the City has an emergency plan to evacuate residents during hurricane emergencies. The City manages development within the Coastal High Hazard Area to minimize flood and tidal impacts. FEMA and the National Flood Insurance Program have defined the Coastal High Hazard Area as areas within the 100-year coastal floodplain and additional hazardous areas associated with storm waves.

## **TIDAL AND NON-TIDAL WETLANDS**

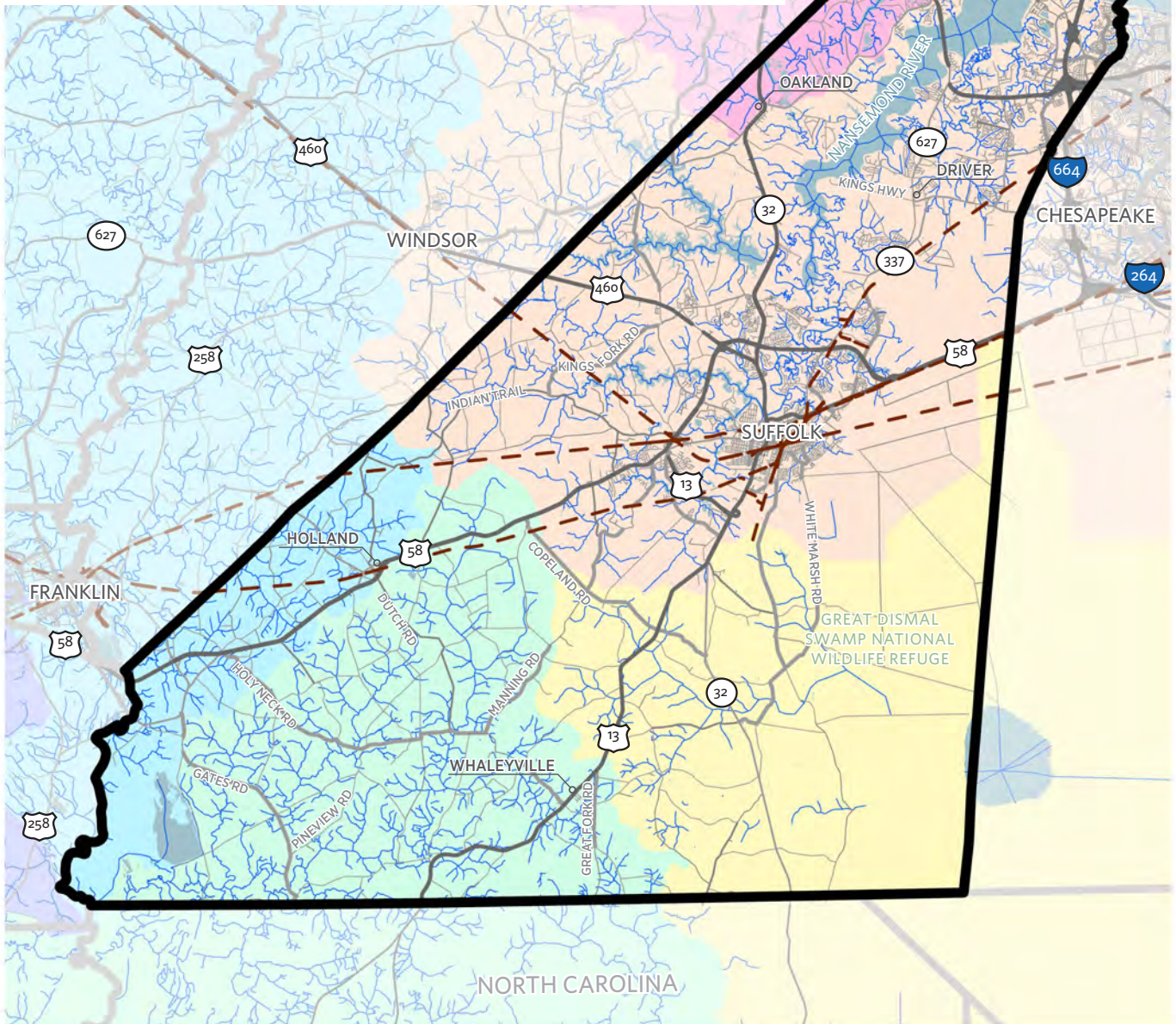
The protection of wetlands within the City of Suffolk is vital to the City's ability to regulate water levels within watersheds; improve water quality; reduce flood and storm damages; provide important fish and wildlife habitat; and support hunting, fishing, and other recreational activities.

As illustrated in Figure 1 and Map 6, the City includes approximately 95,000 acres of wetland. Wetlands occupy tidal areas, stream corridors and broad flat swamps such as the Great Dismal Swamp. Figure 3 presents a relative breakdown of the various wetland types found in the City based on National Wetland Inventory data.



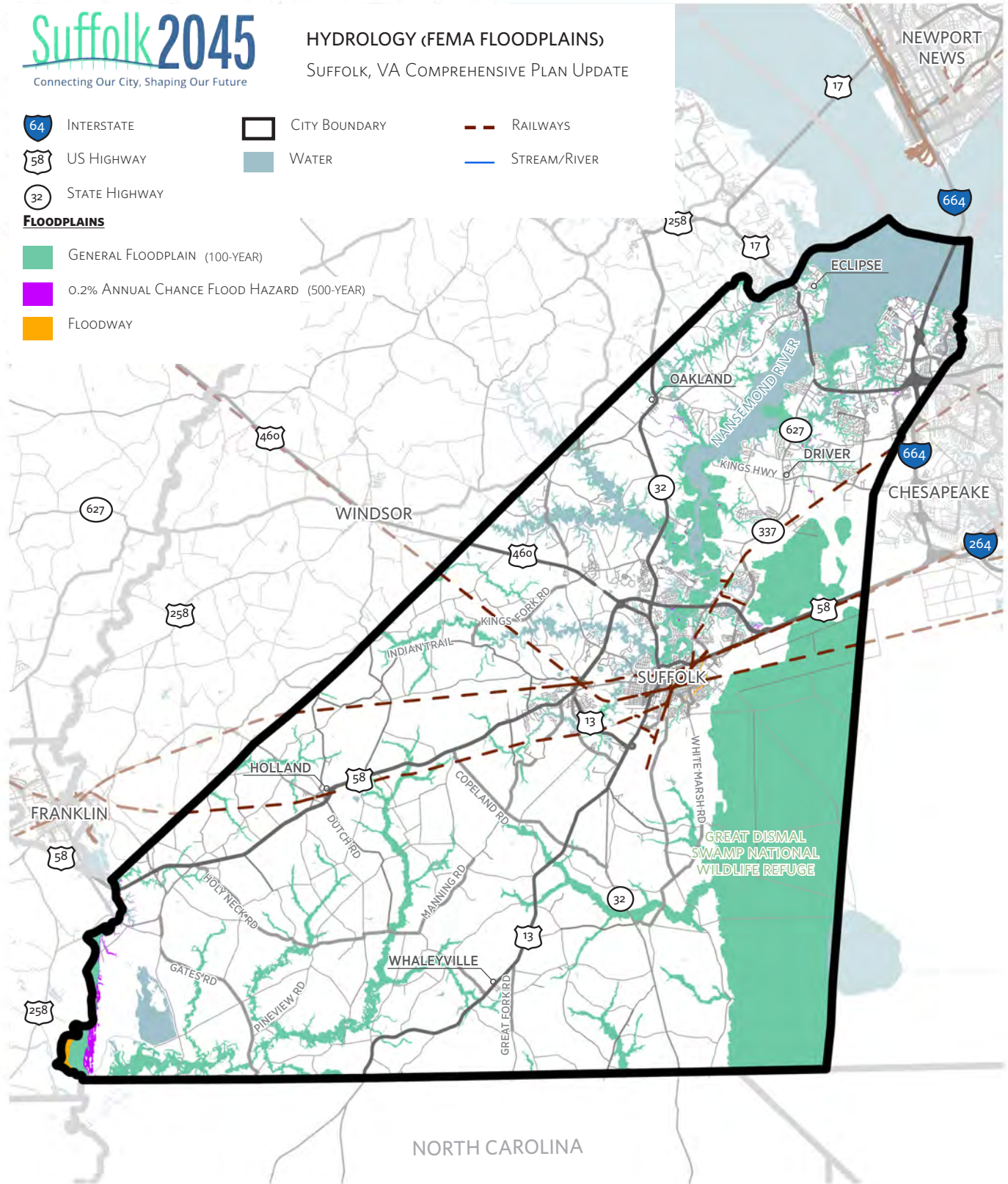


## HYDROLOGY (STREAMS/WATERSHEDS) SUFFOLK, VA COMPREHENSIVE PLAN UPDATE



**Map 4. Hydrology (Streams/Watersheds) (USGS-NHD, 2022)**



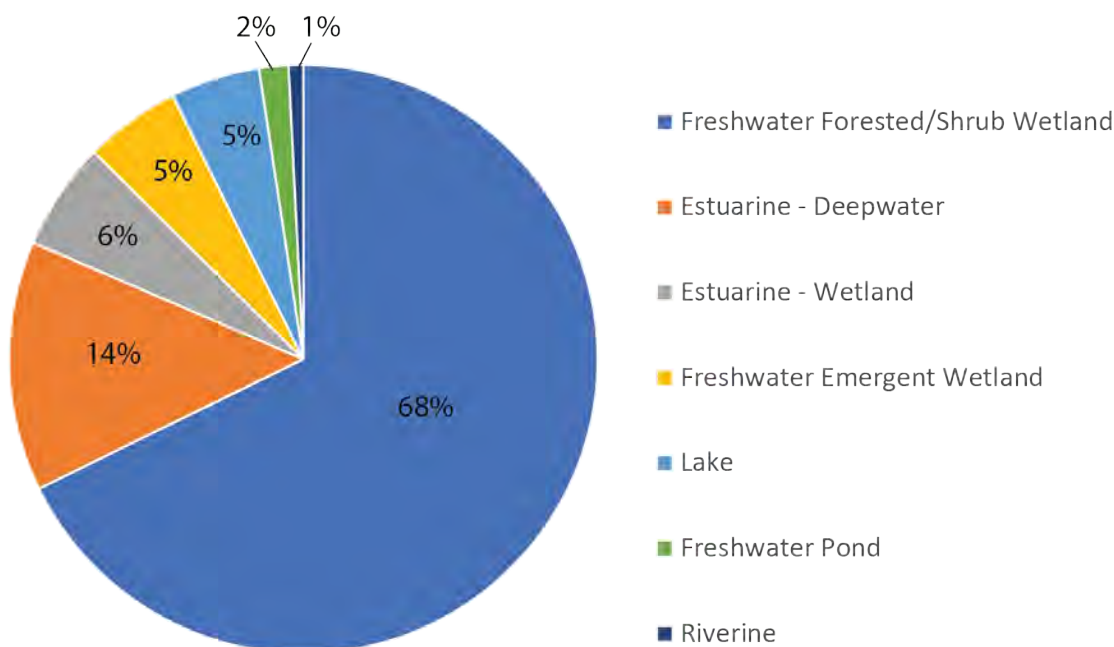




Wetlands are either tidal or non-tidal. Tidal wetlands can be found along protected coastlines and are influenced by the motion of ocean tides. Tidal marshes include freshwater marshes that may be brackish (somewhat salty) or may have a higher salinity (salty). While tidal wetlands are areas of land that are flooded by tidal action and have salinity levels that fluctuate with the tides, non-tidal wetlands are areas of land covered by water that are not directly influenced by tidal action and have stable water levels and salinity.

Wetlands are protected by federal, state and local regulations. The Army Corps of Engineers regulates all wetlands that are adjacent to or connected to navigable waters. Generally, this includes all wetlands associated with watercourses, both intermittent and perennial, as well as tidal wetlands. The Department of Environmental Quality and Marine Resources Commission regulate freshwater and tidal wetlands. The City's local Wetlands Board reviews request for impacts to tidal wetlands located within the mean low water to 1.5 times mean high water. All agencies require mitigation for proposed impacts in accordance with the federal policy of "no net loss".

**Figure 1. Wetlands Inventory**

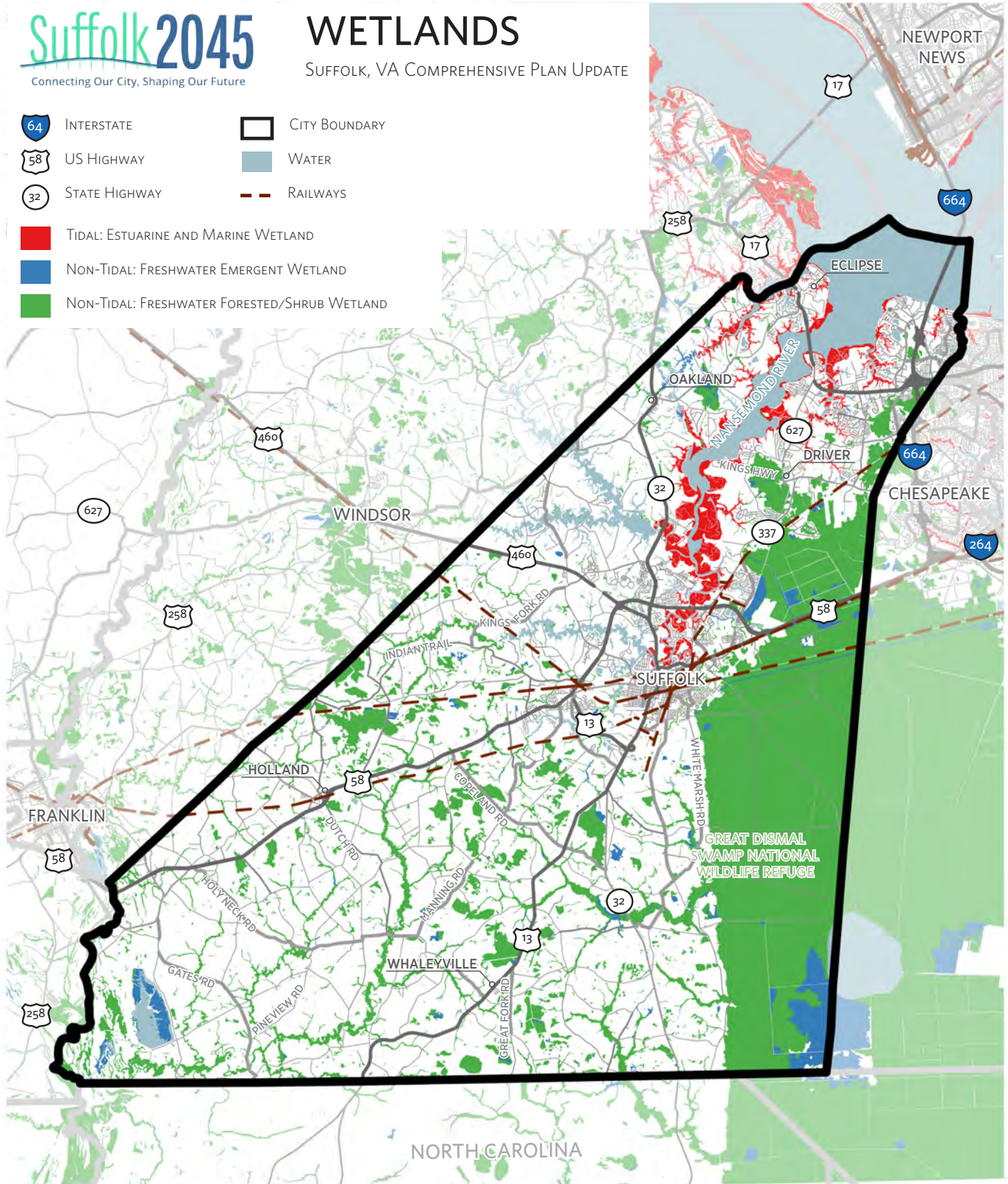


Source: *National Wetlands Inventory (2019)*

Human and natural actions have the potential to negatively affect the quality of wetlands. The City regularly receives and reviews permits for projects with tidal and non-tidal wetland impacts.

A number of non-tidal wetland restoration projects have been completed in the City, according to the Army Corps of Engineers, providing over 190 acres of restored or preserved wetlands designated as wetland banks. Through the wetland permitting process, wetland bank acreage can be used as mitigation for project impacts. Wetland banks are man-made or restored wetlands that are created to compensate for the destruction of natural wetlands and provide mitigation for adverse impacts from development projects.

Wetlands banks can be established in various areas of the City. The permitting agencies will give careful consideration to the ecological suitability of a site (i.e., that it possess the physical, chemical and biological characteristics to support establishment of the desired aquatic resources and functions). Size and location of the site relative to other ecological features, hydrologic sources (including the availability





of water rights), and compatibility with adjacent land uses and watershed management plans are important factors for consideration. It also is important that ecologically significant aquatic or upland resources (e.g., shallow sub-tidal habitat, mature forests), cultural sites, or habitat for federally or state-listed threatened and endangered species are not compromised in the process of establishing a bank. Other significant factors for consideration include, but are not limited to, development trends (i.e., anticipated land use changes), habitat status and trends, local or regional goals for the restoration or protection of particular habitat types or functions (e.g., re-establishment of habitat corridors or habitat for species of concern), water quality and floodplain management goals, and the relative potential for chemical contamination of the wetlands and/or other aquatic resources.

## SHORELINE FEATURES AND EROSION CONTROL

The City waterfront contains approximately 150 miles of shoreline bordering the Nansemond and James Rivers, Chuckatuck and Bennett's Creeks, and their tributaries. Shoreline elevations in Suffolk average from three to eight feet, with some locations having higher elevations. Flooding is generally not considered to be a significant issue in most areas of the City as the Nansemond River is a low energy waterbody. Typically, storm surges are two feet or less above normal high tide, leaving only marshlands proximate to the river as flooded. The downtown area around North Main Street experiences flooding when strong northeast winds and tidal surges occur.

Shoreline areas often provide access to the local river systems and to the Chesapeake Bay through public and private piers. Shoreline areas along the lower Nansemond River, Chuckatuck Creek, Bennett's Creek, Knotts Creek and Hoffer Creek have extensive marshes. These marshes provide medium to high quality habitat for wildlife and fisheries, as well as buffering the shore from erosive forces.

Based on the most recent Shoreline Inventory (2013), shoreline areas in the City remain in a natural condition, with short areas of artificial stabilization (approximately 3.75% of the City's Chesapeake Bay area shoreline is artificially stabilized). In the northern portion of the City, shoreline areas along rivers and bays are prime sites for high-end development, particularly for residential properties. In this area, especially near the mouth of Chuckatuck Creek and the James River shoreline, up to 29% (4,075 feet) of the shoreline has been stabilized. Another 2,200 feet of James River shoreline is stabilized near Pig Point (Bridgeway Commerce Center) and 200 feet of shoreline is stabilized at the Tidewater Community College Campus.

The condition of existing shorelines with respect to erosion problems is not expected to have changed substantially in recent years. According to the previous plan, shoreline erosion was not a significant problem in the City. The bluffs at Eclipse (Barrel Point) and on the peninsula between Chuckatuck Creek and the Nansemond River were identified as having the greatest amount of erosion problems, accounting for approximately 2.3 feet/year. Existing shoreline erosion problems are most notable at the mouth of Bennett's Creek. Continued development along shorelines has the potential to increase erosion problems, as natural vegetation is removed and replaced by manicured landscapes. Enforcement of the Chesapeake Bay Preservation Area (CBPA) regulations, particularly grading and vegetative restrictions for the RPA, continue to minimize development impacts to shorelines. There are many small projects being implemented by land owners to improve shoreline stabilization. The City conducts appropriate compliance review to ensure that these projects are consistent with wetland and CBPA regulations. Further, the CBPA provides the following information on appropriate shoreline erosion mitigation measures, based on the extent of the problem.

**Areas with a Low Erosion Rate (< 1 ft./year) 1 = most preferable**

1. Vegetative stabilization with or without bank regrading (if applicable)
2. Revetment
3. Bulkhead

**Areas with a Moderate Erosion Rate (1– 3 ft./year) 1 = most preferable**

1. Vegetative stabilization (depending on site-specific conditions)
2. Beach nourishment
3. Revetment
4. Breakwaters
5. Groins
6. Bulkheads (depending on site-specific conditions)

**Areas with a Severe Erosion Rate (> 3 ft./year) 1 = most preferable**

1. Relocation
2. Beach nourishment
3. Revetments
4. Breakwaters
5. Groins
6. Seawall

The City of Suffolk Wetlands Board reviews and permits structures to ensure that shoreline projects are justified. Currently, the approval process is based on the environmental merits of each project individually, and does not take into consideration the cumulative effects of other shoreline control structures. The overall impacts from erosion control structures along a river or creek is critical to making individual permit decisions. However, the Board does receive critical information and assistance from the Virginia Institute of Marine Science (VIMS) to assist in determining the cumulative impacts.

Boating activities and development of associated water access and use areas can also degrade water quality, exacerbate natural shoreline erosion rates, and potentially harm sensitive land and aquatic living resources found in those areas if not properly developed. Within the CBPA, Intensely Developed Areas (IDAs) have been designated by the City to serve as areas in which development is concentrated and where little natural environment remains intact. Further, one of the following conditions must exist: (i) development has severely altered the actual state of the area such that it has more than 50% impervious cover; (ii) public sewer and water is constructed and currently serves the area; or (iii) housing density is equal to or greater than 4 dwellings per acre. Development and redevelopment within the IDAs can be permitted provided that water quality impact assessments are conducted and Best Management



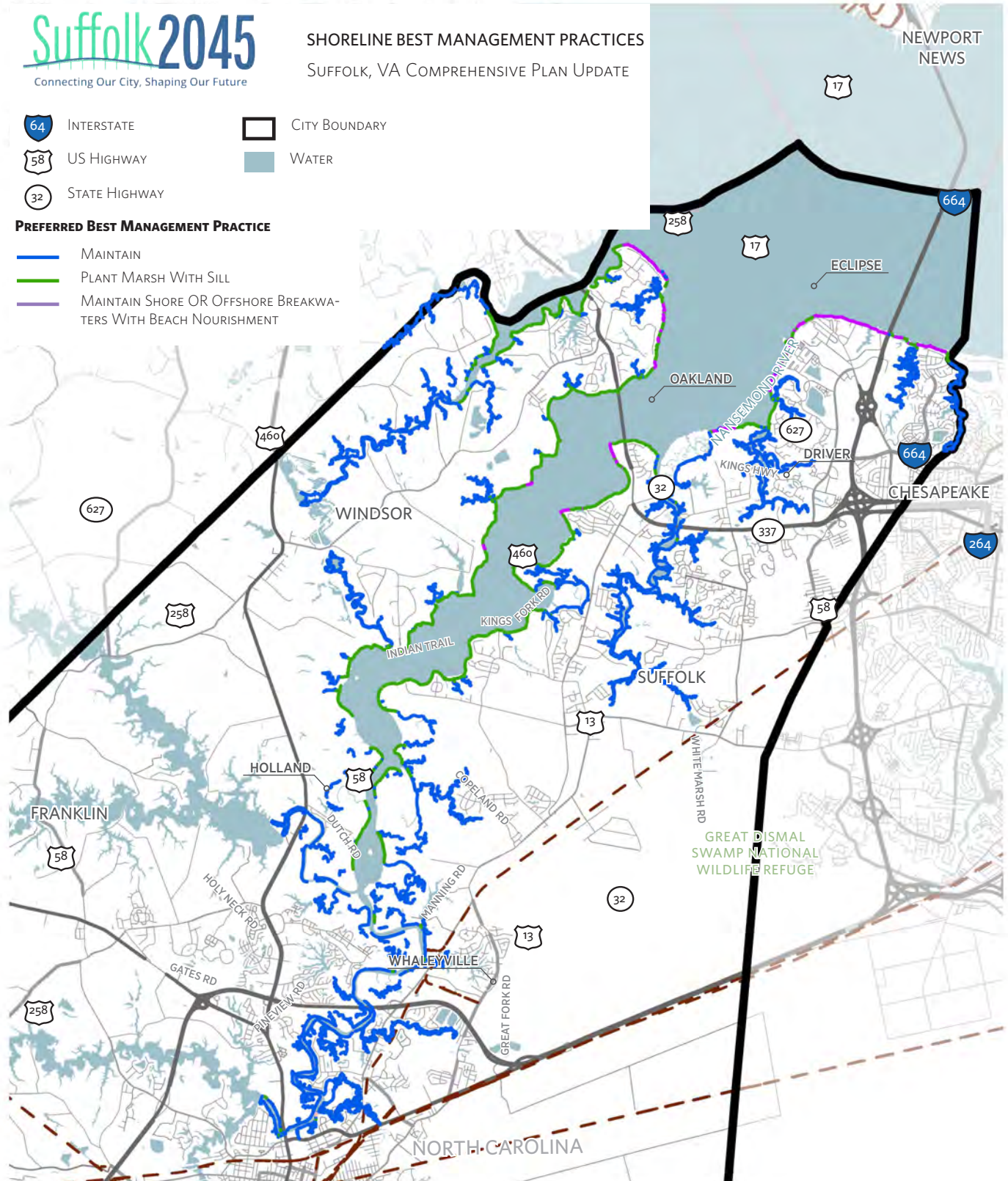


## SHORELINE BEST MANAGEMENT PRACTICES SUFFOLK, VA COMPREHENSIVE PLAN UPDATE

- INTERSTATE
- US HIGHWAY
- STATE HIGHWAY
- CITY BOUNDARY
- WATER

### PREFERRED BEST MANAGEMENT PRACTICE

- MAINTAIN
- PLANT MARSH WITH SILL
- MAINTAIN SHORE OR OFFSHORE BREAKWATERS WITH BEACH NOURISHMENT



**Map 7. Shoreline Best Management Practices in Northern Growth Area (VIMS, 2013)**

Practices are established to achieve a 10% reduction in non-point source pollution. The City also requires water quality improvements through the use of BMPs and buffer restoration where possible.

Through comprehensive shoreline planning, inventories of unaltered and altered shoreline features, sensitive living resources, and oceanographic characteristics, adjacent land use designations can be created and their interrelationships examined in both a pre- and post-erosion control structure placement context. In doing so, it can be determined whether or not an erosion problem truly exists and, if so, what factors are responsible for the problem and what measures are most appropriate to relieve the problem. In addition, any potential upstream or downstream impacts can be analyzed. In any case, it should be noted that erosion control structures are ultimately susceptible to extreme weather events. If such structures are not the most appropriate for a given situation, they can be extremely expensive in the long-term to the property owner and, sometimes, even the community at large. Any shoreline activity should be done in a manner consistent with recommendations from the Virginia Institute of Marine Science (VIMS) and the Shoreline Advisory Service.

While existing land uses along the shoreline should work to control erosion, future development goals should be to direct development or redevelopment away from shoreline areas which are identified as critically-eroding, and to areas where suitable access can be developed without degradation of water quality or sensitive living resources through related construction, operation, or maintenance activities.

## **WATERFRONT ACCESS**

Access to the waterfront is important to the people of Suffolk due to the aesthetic, recreational, commercial and economic benefits that it provides. According to the Center for Coastal Resources Management's Shoreline Inventory Report (2013), there are 360 docks in the City. This calculates to a density of 0.26 docks per 1,000 feet of shoreline. Nansemond River has the highest density in the City with more than 4 docks per 1,000 feet of shoreline. Further, there are seven marinas – two at Bennett's Creek, two at Chuckatuck Creek, and three at Nansemond River.

While the people of Suffolk desire additional waterfront access, the development of additional facilities may potentially impact water quality. The magnitude of the impact will depend on the type of access. The types of shoreline access generally include marinas, motorized and non-motorized boat access ramps, and piers and docks for fishing and pedestrian access. The type that presents the greatest impact to water quality is marinas. Marinas can impact water quality in the following ways:

- Re-suspension of bottom sediments by associated dredging and boating activities, increasing turbidity levels, and releasing pollutants.
- Stormwater runoff from impervious surfaces associated with marina development capable of transporting non-point source pollutants directly into receiving waters.
- Oil and fuel discharges associated with boat engines.
- Pollutants associated with boat maintenance activities such as paint, oil, and boat washing activities.
- Associated piers, docks, and bulkheads may decrease water circulation and decrease aquatic habitat by blocking available light.

The construction and operation of boat ramps will have many of the same impacts on water quality as marinas, but usually to a much lesser degree. Compared to marinas and boat ramps, non-motorized boating access, such as canoe/kayak access, presents few adverse impacts to water quality. Potential impacts from pier and bank fishing access are minimal, except perhaps for the installation and use of docks and piers and fish cleaning activities. Similarly, pedestrian shoreline access presents minimal impacts to water quality, except potential stormwater runoff associated with access facilities and the construction of piers and docks.

Access to open waterways and rivers provides increased recreational activities that support the quality of life of Suffolk's residents. While fixed bridges currently block full access to many rivers and waterways in and around the City, the potential impacts of increased boat activities on the potentially delicate environments needs to be assessed. One option for the City is to encourage all marina operators to secure the "Clean Marina" designation awarded through the Virginia Department of Environmental Quality. Participation in this program requires marina operators to implement a variety of water quality protection techniques.

### Coastal Resource Management Policy Statement and Recommendations

In 2011, the Virginia Assembly passed legislation to amend §28.2-1100 and §28.2-104.1 of the Code of Virginia and added §15.2-2223.2, to codify a new directive for shoreline management in Tidewater Virginia. In accordance with §15.2-2223.2, all local governments shall include in the next revision of their comprehensive plan beginning in 2013, 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.

Comprehensive Coastal Resource Management Portal, prepared by VIMS for localities within the Tidewater region of Virginia, explicitly outlines where and what new shoreline best management practices should be considered where coastal modifications are necessary to reduce shoreline erosion and protect our fragile coastal ecosystems.

VIMS has developed the Comprehensive Coastal Inventory Program (CCI) in order to provide a standardized set of protocols for data collection, processing, and analysis, thereby creating baseline geospatial data about the location and condition of shorelines. This data improves the decision-making capacity for local and state entities when it comes to best management practices (BMPs) of shorelines. The geospatial data includes land use & bank conditions as well as shoreline structures. Some potential uses for this data include the following: determining the best strategies to counter erosion based on existing conditions; assessing potential non-point source pollution problem areas in a waterway; and discerning where spending programs for BMPs are most needed and should be prioritized.

Map 7: Shoreline Best Management Practices includes preferred BMPs to reflect the preferred approach for erosion control based on observed shoreline conditions at the time of the analysis. The delineation was developed from a geospatial model that accounts for site characteristics such as presence of marsh, beach, and submerged aquatic vegetation, nearshore depth, exposure to waves, and location of primary structures (e.g. homes). The recommendations reflect the Commonwealth's preferred approach for shoreline stabilization; using living shoreline treatments wherever adequate erosion control can be achieved. The BMPs in the map are defined below, from VIMS' BMP Glossary:

### **Maintain Beach or Offshore Breakwater with Beach Nourishment**

If shoreline exceeds 200 feet in length, remove existing shoreline structure, add beach nourishment sand, consider offshore breakwaters or another type of wave attenuation device with beach nourishment; consider adding plantings to the nourished areas. When the shoreline length is less than 200 feet an offshore breakwater may not be practical. In this case, remove failed shoreline structures and repair or construct a revetment as far landward as possible. Consider shoreline enhancement such as creation of vegetated wetlands and/or riparian buffer and/or sandy beach/dune above and immediately channelward of the structure.

### **Plant Marsh With Sill**

In moderate energy environments a sill may be required to establish a living shoreline. Remove any existing shoreline structure if present and grade the bank if possible. Stabilize bank with riparian vegetation and plant a marsh with a sill. If the bank cannot be graded, repair existing shoreline structure with a minimal footprint and consider incorporating a marsh with a sill or some other shoreline enhancement (e.g. oyster castles).

## **SEA LEVEL RISE PROJECTIONS**

Sea level rise driven by global climate change is a risk for coastal communities for coming decades and centuries. Rising sea levels and land subsidence are combining, and will continue to combine, with other coastal flood factors, such as storm surge, wave effects, rising coastal water tables, river flows, and rain fall. The result will be a dramatic increase in the exposure and vulnerability of coastal populations, as well as the critical infrastructure related to transportation, water, energy, trade, and coastal ecosystems and the supporting services they provide.

Map 8 on page 20 shows Sea Level Rise shows projections for different sea level rise scenarios from the National Oceanic and Atmospheric Administration (NOAA)'s most recent 2022 data. The map shows two different sea-level rise scenarios: 1 foot sea level rise and 3 foot sea level rise. According to the "intermediate-high" scenario, Suffolk's sea level rise could reach 1 foot before 2040, and 3 feet before 2080.

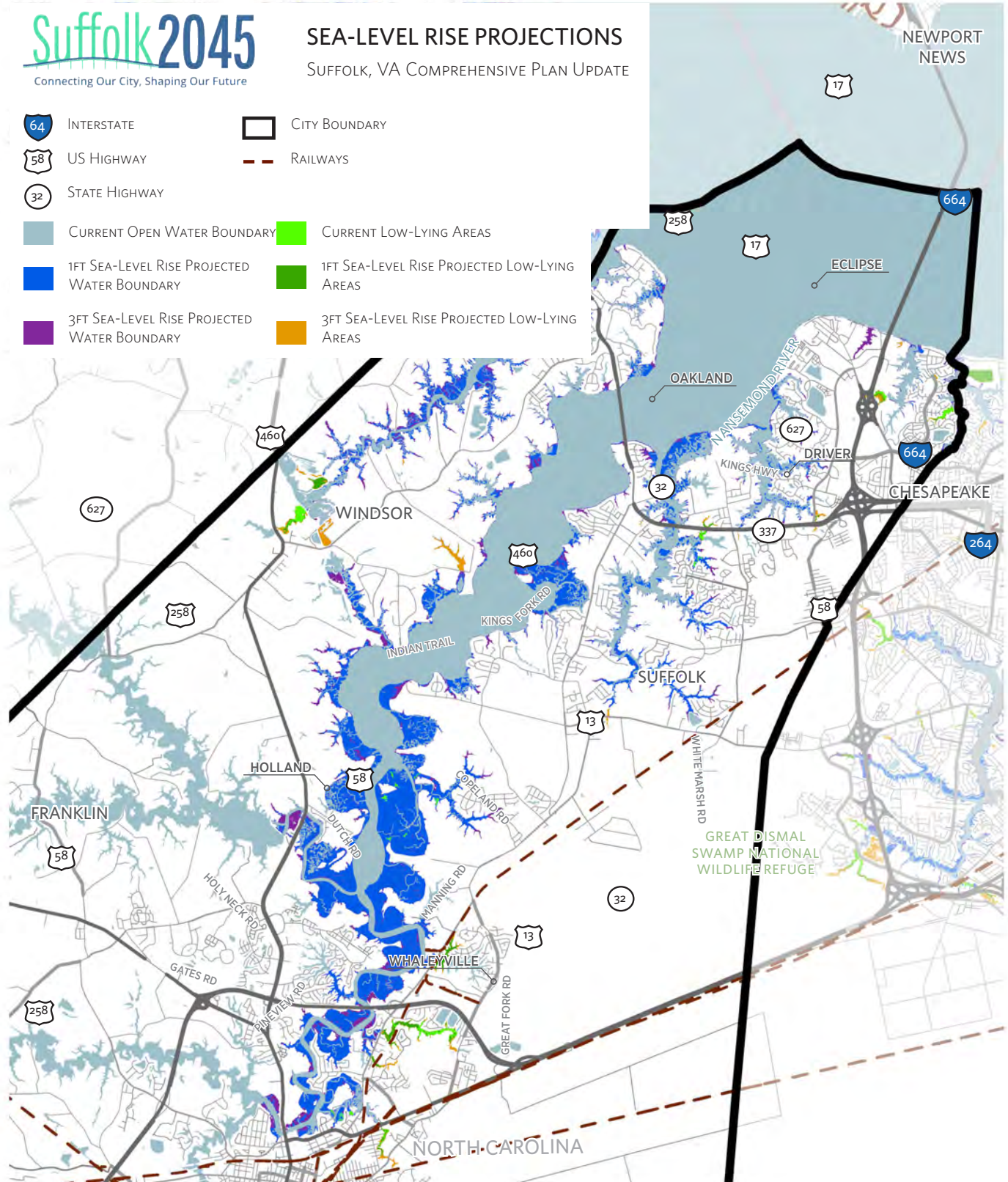
## **FISHERIES**

Fish spawning areas for migrant fish species (anadromous) are located in the James River near the Suffolk shoreline from Pig Point east to Hoffer Creek. The marsh system along the Chesapeake Bay watershed shoreline in Suffolk, particularly along the Nansemond River, and the West, Streeter, and Hoffer Creek marsh complex are noted for being of a high resource value for marine life. As such they can be expected to be nursery areas for many of the species of finfish and shellfish in the Hampton Roads Region.

Many of the lakes and streams of the City have been stocked with a variety of finfish to support species restoration and recreational fishing. For example, the regional reservoir system has been stocked with striped bass, walleye, and other popular species. Area lakes support more than 20 different types of finfish and numerous species of reptiles and amphibians.

Shellfish restoration has been a significant issue in the Chesapeake Bay over the past several years. Shellfish are extremely susceptible to contamination from human activity especially from sewer and storm water outfalls and failing septic systems. The Nansemond River has historically been a highly productive area for growing oysters. There are numerous private leases for shellfish beds along the bottom of the river. There are several large public oyster beds (Baylor Survey) off the shoreline of the City, and near the confluence of the Nansemond and the James River.





**Map 8. Sea-Level Rise Projections in Northern Growth Area (NOAA, 2022)**

Table 3 lists the waters that are condemned for the taking of shellfish from the Virginia Department of Health. Condemnation of an area makes it illegal, except by permit, to take shellfish from these areas. It should be noted, however, that these condemnation notices can change from day to day depending on conditions.

**Table 3. Waters in the City of Suffolk That Are Condemned for the Taking of Shellfish**

Waterbody Name	Effective Date
Streeter and Hoffler Creeks	5/30/2008
Lower Nansemond River and Tributaries	8/26/2014
Chuckatuck Creek and Tributaries	10/6/2010
Upper Nansemond River and Tributaries	8/26/2014
Hampton Roads	1/8/2014

## WATER QUALITY

As part of on-going evaluation and regulation of water quality, the Virginia Department of Environmental Quality (DEQ) has developed a list of impaired water bodies in Virginia. To be listed as impaired, a water body has to have documented pollutants that exceed normal tolerances for the designated use of the waterway.

Pollution sources include stormwater, leaking underground storage tanks, failing septic systems, hazardous waste clean up sites, improperly dug or abandoned wells, landfills, use of pesticides and fertilizers (agriculture).

The 2020 Virginia Water Quality Assessment provides an overall assessment of quality conditions and trends in the navigable waters of the state between January 2013 and December 2018. Waters that have been determined to be impaired require a plan to restore water quality and associated designated use(s). The Virginia DEQ schedules each of these waters for development of a Total Maximum Daily Load (TMDL), which is a reduction plan that defines the limit of a pollutant(s) that waters can receive and still meet water quality standards. A TMDL Implementation Plan is developed after a TMDL is approved by the United States Environmental Protection Agency (EPA). Once fully completed, a TMDL Implementation Plan is intended to restore the designated uses of an impaired water body and maintain its water quality into the future.

The following activities by the City contribute to the improvement of stormwater quality:

- Chesapeake Bay Preservation Area (CBPA) regulatory compliance and enforcement
- Stream buffer requirements
- Provision of City sewer to residents with failing septic systems
- Grading and erosion control compliance and enforcement
- Stormwater management activities, including illicit Discharge Detection and Elimination, addressing SSOs, and adoption of VSMP minimum control measures
- Implementation of the Virginia Runoff Reduction Method (VRRM) for quantifying water quality and water quantity compliance

It is expected that meeting the TMDL goals will require a wide scale effort that includes installation of extensive best management practices, environmental cleanup to reduce the impairments from the listed water resource areas, and education of the public.

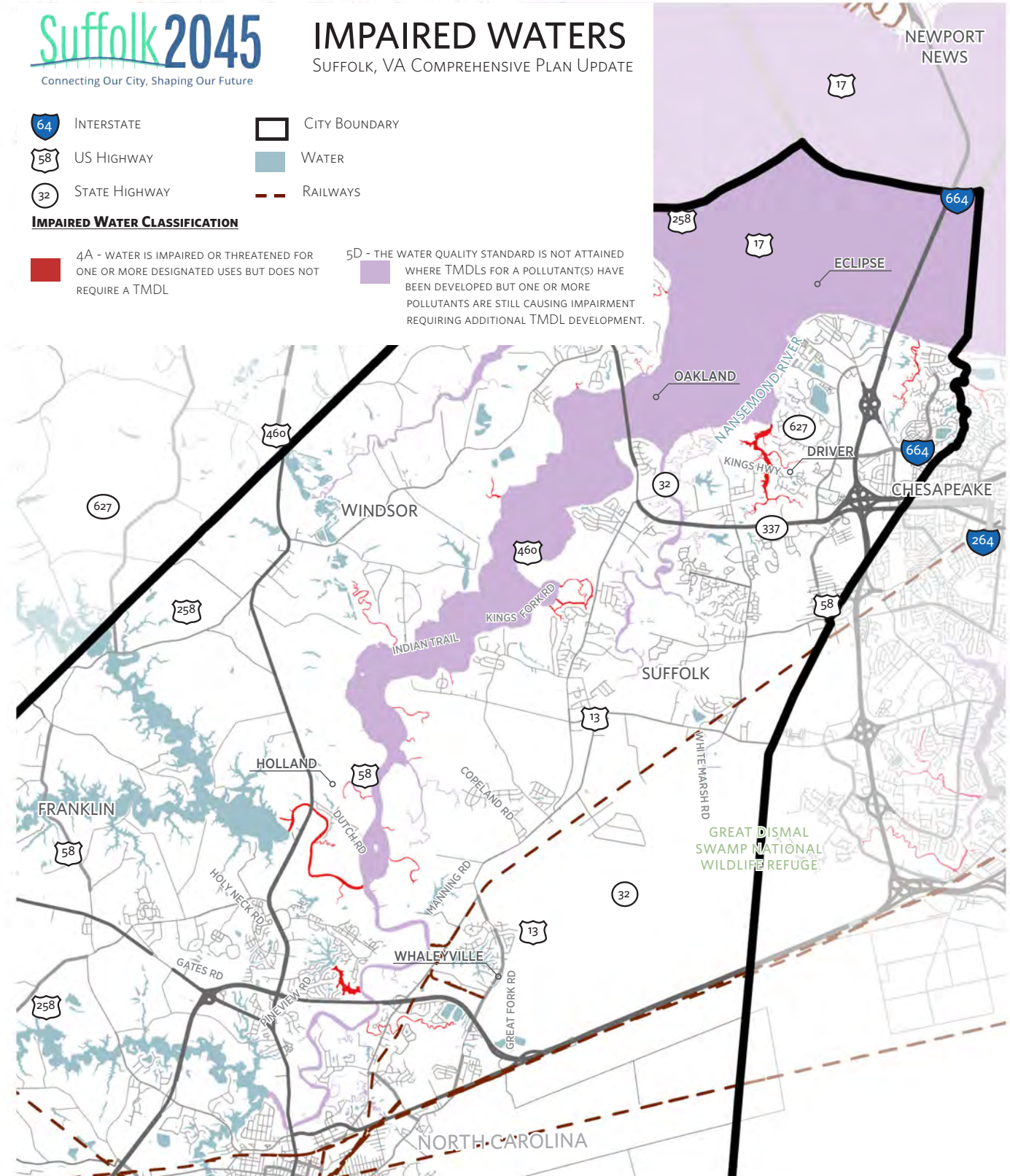
**Table 4. City of Suffolk Impaired Waters**

Water Name	Cause Name	Cycle First Listed	TMDL Schedule
Chuckatuck and Brewers Creek	Fecal Coliform	1998	2010
	Oxygen, Dissolved	1998	2010
	PCB in Fish Tissue	2006	2018
Chuckatuck Creek and Mouth in James	Oxygen, Dissolved PCB in Fish Tissue	1998 2006	2010 2018
James River - Hilton Village to Craney Island	Chlorophyll-a	2008	2010
	Oxygen, Dissolved	1998	2010
	PCB in Fish Tissue	2006	2018
James River - Outside Chuckatuck Creek	Chlorophyll-a	2010	2010
	Oxygen, Dissolved	1998	2010
	PCB in Fish Tissue	2006	2018
James River - Outside Mouth Steeter and Hoffler Creeks	Chlorophyll-a	2010	2010
	Oxygen, Dissolved	1998	2010
	PCB in Fish Tissue	2006	2018
Jones Creek - Tributary to Pagan River	Oxygen, Dissolved	2006	2010
	PCB in Fish Tissue	2006	2018
Jones Creek - Tributary to Pagan River	Oxygen, Dissolved PCB in Fish Tissue	2006 2006	2010 2018
Lone Star Lake F (PWS)	Oxygen, Dissolved	2006	2018
Lone Star Lake G (PWS)	Oxygen, Dissolved	2006	2018
Lone Star Lake I (PWS)	Oxygen, Dissolved	2006	2018
	Phosphorus (Total)	2010	2022
Chuckatuck Creek	Benthic-Macroinvertebrate Bioassessments	2004	2016
Lake Cohoon (PWS)	Oxygen, Dissolved	2006	2018
Lake Kilby (PWS)	Oxygen, Dissolved	2006	2018
Lake Meade (PWS)	Oxygen, Dissolved	2006	2018
	Phosphorus (Total)	2012	2024

Water Name	Cause Name	Cycle First Listed	TMDL Schedule
Speights Run - Lake (PWS)	Chlorophyll-a Oxygen, Dissolved	2010 2006	2022 2018
Eley Swamp tributary to Lake Cohoon (PWS)	pH		
Bennetts Creek - Tributary to Nansemond River [No TMDL]	Enterococcus Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	2004 1998 2006 2004	2016 2010 2010 2016
Bleakhorn Creek - Tributary to Nansemond River Mouth	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1998 2006 2006	2010 2010 2018
Burnetts Mill Creek - Tributary to Upper Nansemond River	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1998 2006 2006	2010 2010 2018
Knotts Creek - Tributary to East Shore Nansemond River	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1998 2006 2006	2010 2010 2018
Nansemond River - Upper	Enterococcus Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1994 1994 2006 2006	2010 2010 2010 2018
Nansemond River - Upper Middle	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1994 2006 2006	2010 2010 2018
Nansemond River - Lower Middle	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1994 2006 2006	2010 2010 2018
Nansemond River - Lower [No TMDL]	Oxygen, Dissolved PCB in Fish Tissue	2006 2006	2010 2018
Nansemond River - Upper Lower [No TMDL]	Oxygen, Dissolved PCB in Fish Tissue	2006 2006	2010 2018
Nansemond River - Lower DSS Condemned at Knotts Creek	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	2010 2006 2006	2022 2010 2018



Water Name	Cause Name	Cycle First Listed	TMDL Schedule
Willis Cover, Nansemond River - Lower Middle	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1994 2006 2006	2010 2010 2018
Shingle Creek - Tributary to Nansemond River	Enterococcus Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue pH	1994 1994 2006 2006 2002	2010 2010 2010 2018 2014
Star and Oyster House Creeks - Tributary to Nansemond River	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1998 2006 2006	2010 2010 2018
Western Branch - Tributary to Nansemond River	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1998 2006 2006	2010 2010 2018
Unsegmented Estuaries - Upper Nansemond River	Fecal Coliform Oxygen, Dissolved PCB in Fish Tissue	1998 2006 2006	2010 2010 2018
Unsegmented Estuaries - Lower Nansemond River	Oxygen, Dissolved PCB in Fish Tissue	2006 2006	2010 2018
Lake Prince - Reservoir (PWS)	Oxygen, Dissolved	2006	2018
Hoffler Creek	Enterococcus Oxygen, Dissolved PCB in Fish Tissue	2008 2006 2006	2020 2010 2018
Streeter Creek	Oxygen, Dissolved PCB in Fish Tissue	2006 2006	2010 2018
Cypress Swamp	Escherichia coli Mercury in Fish Tissue	2012 2008	2024 2020
Unsegmented Tributary to Blackwater River	Benthic-Macroinvertebrate Bioassessments Mercury in Fish Tissues	2008 2008	2020 2020



Map 9: Impaired Waters in Northern Growth Area (DEQ, 2020)

Water Name	Cause Name	Cycle First Listed	TMDL Schedule
Unsegmented rivers in K36R (not PWS area)	Mercury in Fish Tissue	2008	2020
Chapel Swamp	Oxygen, Dissolved pH	2004 2004	2016 2016
March Swamp	Escherichia coli Oxygen, Dissolved pH	2008 2004 2004	2020 2016 2016
Somerton Creek	Benthic-Macroinvertebrate Bioassessments Oxygen, Dissolved	2006	2018
Lake Drummond	Mercury in Fish Tissue pH	2006 2008	2018 2020
Unsegmented rivers in K39R	Mercury in Fish Tissue	2010	2022

Source: Virginia Department of Environmental Quality: 2020 Water Quality Assessment 305(b)/303(d) Integrated Report. \*TMDL = Total Maximum Daily Load

## HABITAT

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

Certain vegetative types, such as forestland and farmland, also contribute to the economic vitality of the community. Figure 2, Land Cover by Percent of Area, illustrates the amount of natural and developed land in Suffolk as determined by the National Land Cover Dataset (NLCD).

The NLCD utilizes remote sensing and remote imagery to classify the entire United States into 30 x 30 meter pixels based on standardized land use classes. Comparing the data for Suffolk between the 2001 and 2019 datasets, developed land has increased by 22%, while forests have decreased by 4% and wetlands have decreased by 1%.

**Forests** - Forestry remains a vital part of the economy for southern Suffolk. Large acreage of forestlands, primarily pine plantations, are actively managed and harvested for wood products. These monotypic stands often include more diverse plant communities along stream corridors, drainageways and within hardwood swamps. The most sizeable natural forest community is located within the Great Dismal Swamp, which covers approximately 38,000 acres within the City.

**Farmlands** - Farmlands, including cultivated crops and hay/pasture, are used to produce commodities such as peanuts, cotton, corn, soybeans and wheat. As with managed forestlands, farmlands tend to include more diverse plant communities along stream corridors, field borders and within wetlands. The overall acreage of land in farm production is slowly declining due to the struggling farm economy. However, farming is still a vital part of the economy of southern Suffolk and remains an extensive cover type.

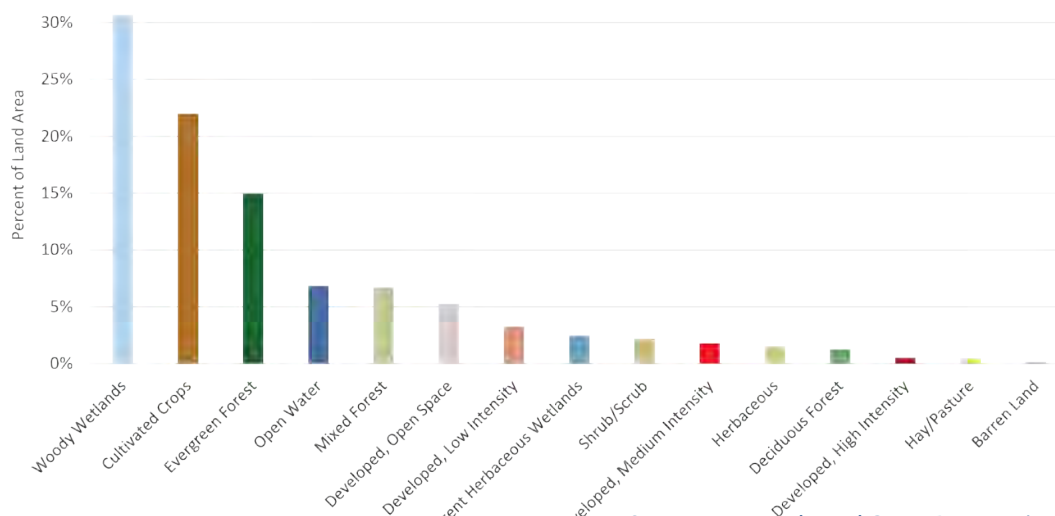
**Wetlands** - Federal and state regulations (including CBPA regulations) minimize impacts and degradation to wetland habitats, though development pressures along these sensitive resources remain. Logging of forested wetlands, particularly hardwood swamps, is not specifically regulated by the City and is on-going in the southern portion of the City. This activity is regulated by the State Department of Forestry.

**Open Water** - The City includes a great diversity of waterbodies, ranging from the tidal estuaries on the James and Nansemond Rivers, to drinking water reservoirs, to freshwater creeks. Of particular importance are the estuaries where spawning habitat is available for marine fisheries and shellfish. The quality of these waterbodies is directly impacted by nutrients and bacteria from surface water runoff.

**Developed Land** - Developed land, broken down by intensity, includes areas developed for office, commercial, industrial and dense residential. These areas tend to have high coverage of impervious surface and increased surface water runoff. The vegetative component of the urban landscape is limited to manicured lawns and landscaping with invasive or weedy species present within unmaintained drainageways and idle lands. This cover type is steadily increasing as the City develops.

As the City continues to develop, the relatively large tracts of farmlands, and woodlands are converted to smaller parcels of residential property or urban lands. This development has resulted in “fragmented” habitat that supports a lower diversity of wildlife species. Wetlands and waterways tend to be preserved under existing regulations, providing essential corridors for wildlife. However, wetlands and waterways tend to have a lower overall quality because of disturbance, surface water impacts and fragmentation of the adjacent cover types. Development also results in an increase in wildlife nuisance problems, such as the current and increasing nuisance problem with the black bear population in the City when development infringes into habitat areas.

**Figure 2. Land Cover by Percent of Area**



Source: National Land Cover Dataset (2019)



## ECOLOGICAL CORES

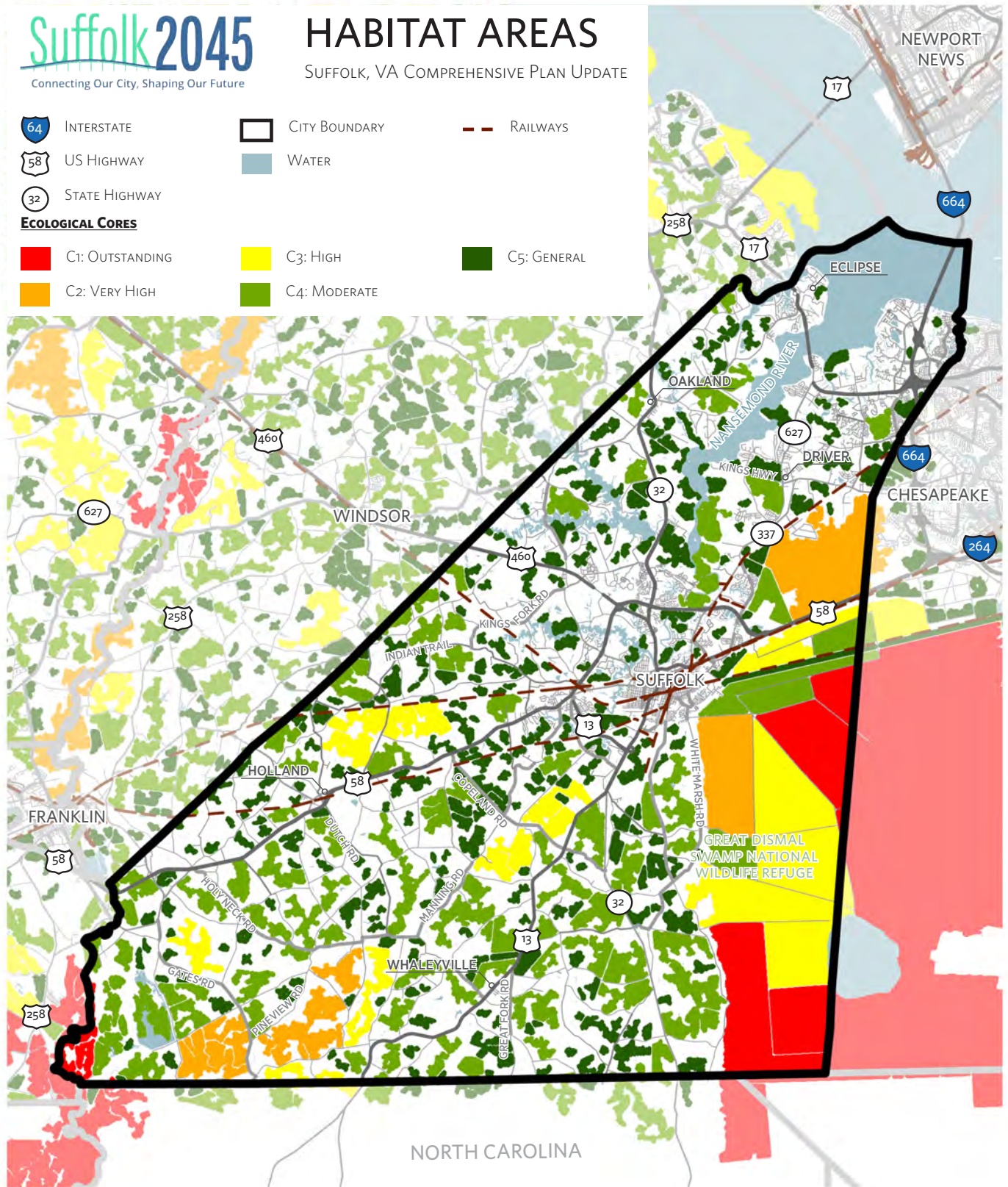
Map 10 shows different ecological cores through Suffolk, which are identified by the Virginia Natural Landscape Assessment (VaNLA). Ecological cores are unfragmented natural habitats or large patches of natural land cover with at least 100 acres of unfragmented, interior conditions. Cores consist mainly of upland forests, forested wetlands, marshes, beaches, and dunes. Ecological Cores provide habitat for a wide range of species, from those dependent upon interior forests to habitat generalists, as well as species that utilize marsh, dune, and beach habitats. An ecological integrity score was calculated for all cores based on various metrics of biodiversity, ecological function and landscape condition. Ecological Integrity of all cores range from 1-Outstanding to 5-General.

## NATURAL HERITAGE RESOURCES

Natural heritage resources as defined by the Virginia Department of Conservation and Recreation – Division of Natural Heritage (DCR) are the habitat of rare, threatened, or endangered plant and animal species, unique or exemplary natural communities, and significant geologic formations such as caves and karst features. The City of Suffolk is currently home to 100 distinct types of natural heritage resources with 216 total occurrences throughout the City (see Appendix I). In addition, DCR has identified 17 terrestrial and three aquatic conservation sites as areas necessary for their survival.

Table 5 and Map 11 show Natural Heritage Conservation Sites shows the areas identified by DCR that contain known populations of natural heritage resources and include adjacent or surrounding habitat vital for their protection. DCR identifies and protects natural heritage resources statewide and maintains a comprehensive database of all documented occurrences of natural heritage resources in Virginia. Conservation sites do not represent protected lands. They are recommended for protection and stewardship because of the natural heritage resources and habitat they support, but are not currently under any official protection designation. Conservation sites are polygons built around one or more rare plant, animal, or natural community designed to include the element and, where possible, its associated habitat and adjacent land thought necessary for the element's conservation. Conservation sites can be used to screen development projects for potential impacts to natural heritage resources, aid local and regional planning, identify targets for acquisitions and easements, and guide priorities for restoration activities.

An example of a conservation site in the City of Suffolk is the Great Dismal Swamp Conservation Site. In addition to multiple rare species and habitat types found here, the site/ecosystem is critically important because of the geographic location. Conservation sites are given a biodiversity significance ranking, based on the rarity, quality, and number of element occurrences they contain, on a scale of 1-5, 1 being most significant. Great Dismal Swamp Conservation Site has been given a biodiversity significance ranking of B2, which represents a site of very high significance. There are 19 natural heritage resources associated with this conservation site. A few of the rarer natural heritage resources at this conservation site are:

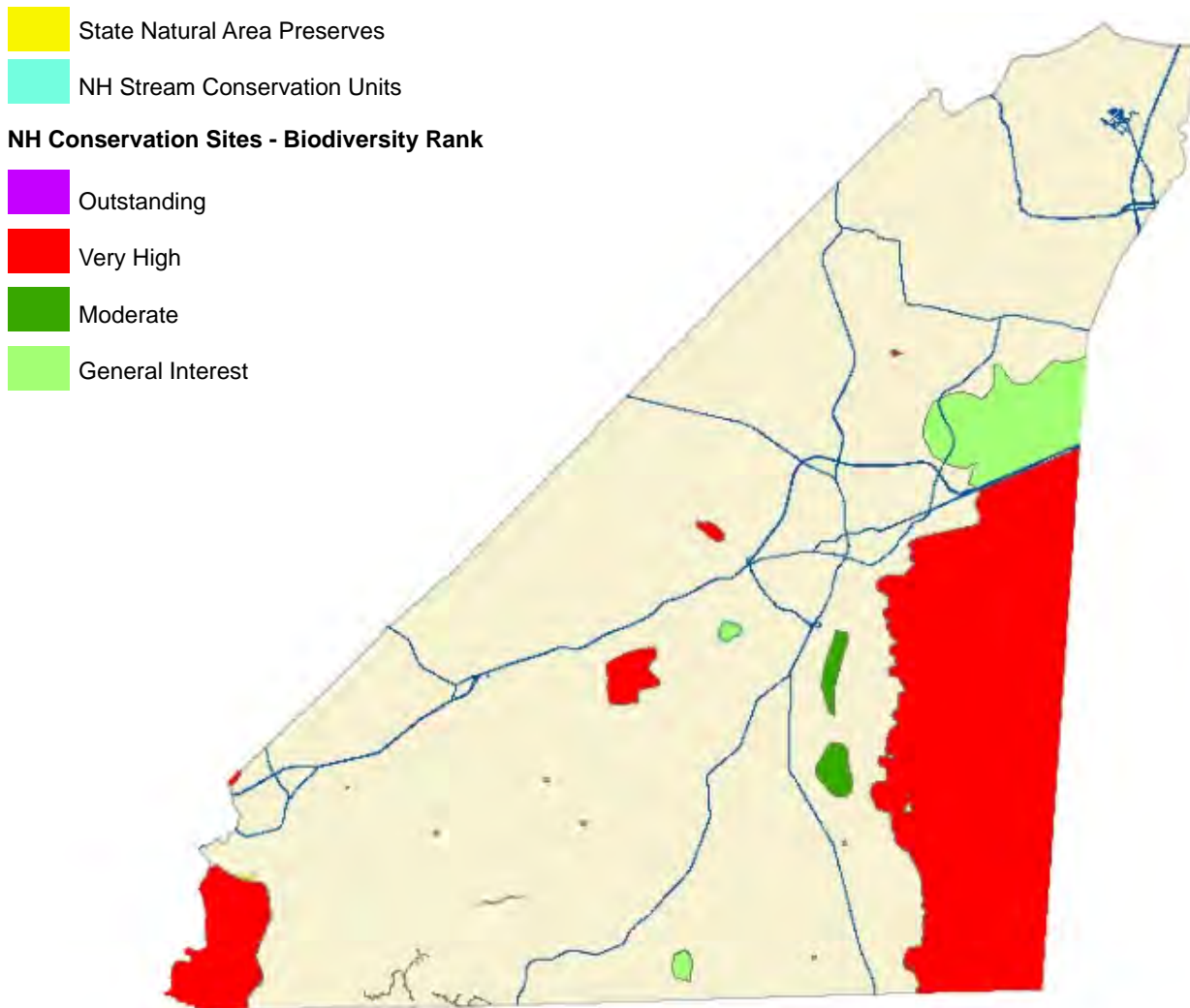


Map 10. Habitat Areas (DCR, 2018)

**Table 5. City of Suffolk  
Conservation Sites**

Site Name	Biodiversity Rank	Legal Status	Type of Site
Dumpling Island	B3	NL	Conservation Site
Great Dismal Swamp: Northwest Section	B5	SL	Conservation Site
Route 618 Pine Barrens	B2	NL	Conservation Site
Manning Powerline	B5	NL	Conservation Site
Kilby Northwest Powerline	B2	NL	Conservation Site
Moss Swamp Powerline North Habitat Zone	B5	NL	Conservation Site
St. Mary's Church Powerline	B5	NL	Conservation Site
Mt. Sinai House Habitat Zone	B5	SL	Conservation Site
Holy Neck House Habitat Zone	B5	SL	Conservation Site
Jones Swamp House Habitat Zone	B5	SL	Conservation Site
Piney Grove School Habitat Zone	B5	SL	Conservation Site
Adams Swamp House Habitat Zone	B5	SL	Conservation Site
Suffolk Airport Powerline Habitat Zone	B4	NL	Conservation Site
South Quay	B2	NL	Conservation Site
Somerton Creek SCU	B5	BL	Stream Conservation Unit
Great Dismal Swamp	B2	SL	Conservation Site
Balm of Gilead Flatwoods	B4	SL	Conservation Site
Lummis Flatwoods	B2	NL	Conservation Site
Jones Swamp Tributary SCU	B2	NL	Stream Conservation Unit
Mill Swamp SCU	B2	NL	Stream Conservation Unit





Map 11: Natural Heritage Conservation Sites (DCR, 2014)



### Big-Eared Bat

The Eastern Big-eared bat (*Corynorhinus rafinesquii macrotis*, G3G4/S2/NL/LE), named for its enormous ears twice the length of its head, is extremely rare in Virginia and is currently known only in the southeastern portion of the state. Although widespread throughout the southeast, they are never found in large numbers. These bats roost singly or in small groups in hollow trees or abandoned buildings. They forage only after dark primarily in mature forests of both upland and lowland areas along permanent bodies of water (NatureServe, 2009). The details of this bat's feeding behavior and much of its natural history remain a mystery. Lack of information regarding the ecology of the eastern big-eared bat, and their sensitivity to disturbance, make them particularly vulnerable to destruction of roost sites and feeding areas where their presence goes undetected (Handley and Schwab 1991, Harvey 1992).

Threats to this species include forest destruction, particularly hollow tree removal, decreasing availability of abandoned buildings, and possibly, insecticides. Please note that this species is currently classified as endangered by the Virginia Department of Game and Inland Fisheries (VDGIF).

Due to the legal status of the Eastern Big-eared bat, DCR recommends coordination with Virginia's regulatory authority for the management and protection of this species, the VDGIF, to ensure compliance with the Virginia Endangered Species Act (VA ST §§ 29.1-563 – 570).

### Virginia Least Trillium

Virginia least trillium (*Trillium pusillum* var. *virginianum*, G3T2/S2/SOC/NL), a state rare perennial herb, primarily inhabits somewhat acidic, moist to saturated soils, although it does not grow in standing water. The plant is most often found on the margins of swamps, on high spots within swamps or in ground-water seepage areas. Direct destruction of individuals, loss of habitat, and alterations of water quality are the primary threats to this species (Clark and Potter, 1995). This herb species blooms from late March to May (Radford et al., 1968). Surveys should be conducted during the earlier stages of the flowering period from late March to late April. Please note that this species is currently tracked as a species of concern by the United States Fish and Wildlife Service (USFWS), however this designation has no official legal status.



*Corynorhinus rafinesquii macrotis*  
Big-eared bat



*Trillium pusillum* var. *virginianum*  
Virginia Least Trillium



Non-riverine Wet Hardwood Forest

### Non-Riverine Wet Hardwood Forest

The Non-riverine Wet Hardwood Forest (Embayed Region Type) occurs on extensive interstream flats with fine-textured mineral soils. Hydrology is seasonally to nearly permanently saturated, with occasional ponding, and is maintained by a high water table rather than riverine or estuarine flooding. This community generally occurs around the edges of large peatlands such as the Great Dismal Swamp, as well as on low, poorly drained terraces of the outer Coastal Plain in southeastern Virginia. The canopy is dominated by swamp chestnut oak (*Quercus michauxii*), cherrybark oak (*Quercus pagoda*), laurel oak (*Quercus laurifolia*), sweetgum (*Liquidambar styraciflua* especially in logged examples), water oak (*Quercus nigra*), and American beech (*Fagus grandifolia* on mesic microsites). Typical understory species are swamp bay (*Persea palustris*), American hornbeam (*Carpinus caroliniana*), pawpaw (*Asimina triloba*), American holly (*Ilex opaca* var. *opaca*), and red maple (*Acer rubrum*). The shrub layer is often dense and typically has species such as giant cane (*Arundinaria gigantea* ssp. *tecta*), sweet-pepperbush (*Clethra alnifolia*) and coastal doghobble (*Leucothoe axillaris*) as dominants. Southern blueberry (*Vaccinium formosum*), Virginia sweetspire (*Itea virginica*), and swamp doghobble (*Leucothoe racemosa*), are minor shrub associates. Virginia least trillium (*Trillium pusillum* var. *virginianum*) sometimes occurs in this community.

This community and its composition and structure are dependent on local groundwater or sheet flow due to the saturated hydrology. This community was once extensive in southeastern Virginia but most stands were destroyed by extensive clearing, draining, and ditching for agricultural conversion. Few good examples remain, and only a small percentage of these are protected in managed areas. Unprotected examples are subject to ongoing threats by logging and changes to the hydrology which could disrupt groundwater volume and seasonality. The high value of the dominant trees, the typical failure of regeneration of the dominant trees after logging, the ease of drainage of the sites, and the relative fertility of the soil makes these communities among the most subject to loss of any wetland community type in the region. *Source: NatureServe 2012*

### Natural Area Preserves

The City of Suffolk has one Natural Area Preserve protecting significant habitats. The Virginia Natural Area Preserves System was established in the late 1980s to protect some of the most significant natural areas in the Commonwealth. A site becomes a component of the preserve system once it is dedicated as a natural area preserve by the Director of the Department of Conservation & Recreation (DCR). Natural area dedication works in much the same way as a conservation easement by placing legally binding restrictions on future activities on a property. The Natural Area Preserve System includes examples of some of the rarest natural communities and rare species habitats in Virginia.

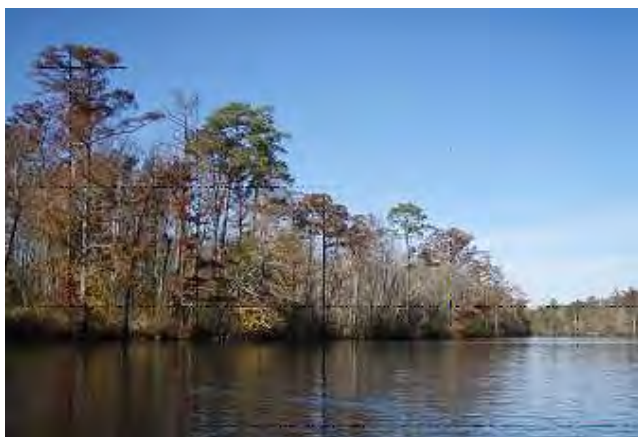
### South Quay Sandhills

Most of South Quay (pronounced “key”) Sandhills Natural Area Preserve is located in the southwest corner of Suffolk bordering the Blackwater River and the North Carolina state line. A small portion of the preserve is situated across the Blackwater River in Southampton County. The preserve consists of 3,143 acres of bottomland forests and sandy uplands along the Blackwater River plus includes Virginia’s last remaining natural stand of longleaf pine. Seeds collected from this remnant forest at the northern range limit of longleaf pine present a unique opportunity for longleaf pine restoration efforts in the Commonwealth. Restoring longleaf pine to over 1,500 acres of sandy uplands at the preserve will be a primary management focus for DCR.

Habitat for rare species of plants and animals associated with frequently-burned longleaf forests will be enhanced, and rare wetland community types will be protected and restored. Prescribed burning will promote and maintain the development of diverse groundcover vegetation on the sandy pine uplands and wetland transition zones. In addition to prescribed burning, management activities will include conversion of upland loblolly pine/hardwood stands to longleaf pine, on-going biological inventory and monitoring, invasive species control, whitetail deer population management, boundary marking and maintenance, and developing public access opportunities. Successful long-term management will involve cooperation among the DCR's partners, including International Paper, Virginia Department of Forestry, U.S. Fish and Wildlife Service, and The Nature Conservancy.

### Potential Threats to Natural Heritage Resources

A threat to this area and its bird species is the conversion of habitat to residential and commercial development or incompatible agricultural and forestry practices. Alteration of the local hydrology by land disturbance can change or eliminate habitat. Fragmentation of forests and the introduction of invasives, both flora and fauna, can have a direct effect on the survival of many native plants.



*South Quay Sandhills*



*Egret*



*Bennett's Creek*



## HISTORIC RESOURCES

Suffolk's extensive cultural and historical resources are recognized at the state and national level. As shown in Tables 6 and 7 and Map 12, there are 16 individual historic buildings or building complexes, two archeological sites, and 12 historic districts that are listed on the National Register of Historic Places in Suffolk.

**Table 6. City of Suffolk Historic Districts**

Natural Register Historic Districts			
#	Resource Name	Address	Listed
A	Cedar Hill Cemetery	South of E. Constance Road	2/1/2006
B	Chuckatuck Historic District	Jct. of VA 10/32 and VA 125	4/7/1995
C	Driver Historic District	Jct. of VA 125 and VA 629	4/7/1995
D	Holland Historic District	Jct. of U.S. 58 and VA 189 and VA 653	5/15/1995
E	Somerton Historic District	Arthur Drive, Pittmantown Road, Boonetown Road	12/31/2008
F	Suffolk Historic District	Roughly bounded by RR tracks, Hill Street, Central Ave, Holladay, Washington, N. Saratoga, and Pine Streets	6/22/1987
G	Suffolk Historic District (Boundary Increase I)	Roughly along N. Main Street, from Constance Road to Norfolk and Western railroad tracks	6/10/1999
H	Suffolk Historic District (Boundary Increase II)	Roughly bounded by N and W railroad tracks, County Street, and Liberty Street, Bank Street, Market Street, Clay Street, and Poplar Streets	9/14/2002
I	Suffolk Historic District (Boundary Increase III)	Pinner and Central Ave and W. Washington Street	12/3/2004
J	West End Historic District	Roughly bounded by Causey Ave, Seaboard Coast Lines railroad tracks, Pende Street, Wellons Street, Linden Ave, and railroad tracks	1/16/2001
K	West End Historic District (Boundary Increase)	Roughly bounded by Wellons, Washington, and Smith Streets	11/27/2004
L	Whaleyville Historic District	Jct. of U.S. 13 and VA 616	4/7/1995





**Table 7. City of Suffolk Historic Sites & Buildings**

DHR Historic Sites and Buildings			
Property Name(s)	Addresses	Primary Resource Type	Construction Year
Dumpling Island Archaeological Site (Historic)		Archaeological Site	900
Knotts Creek/Belleville Archaeological Site (Current)	Route 658	Archaeological Site	1635
Bank, 101 Washington Street, East (Function/Location), James River Bank (Current)	101 East Washington Street	Bank	1985
Bank, 120 Saratoga Street, North (Function/Location), Suntrust (Current)	120 North Saratoga Street	Bank	1980
Bank, Market Street (Function/Location), Wachovia Drive-Through Bank (Current)	Market Street	Bank	1985
China Village (Historic), Phoenix Bank of Nansemond (Current Name), Suffolk African-American History Museum (Historic)	339 Washington Street East	Bank	1921
Cedar Hill Cemetery (Historic/Current), Green Hill Cemetery (Historic)	East Constance Road (South of)	Cemetery	1802
Bennett's Creek Church (Historic), Glebe Church (NRHP Listing)	4400 Nansemond Parkway - Alt Route 337	Church/Chapel	1737
Chuckatuck Church (Historic), St. John's Church (Historic)	Route 125	Church/Chapel	1755
Mt. Sinai Baptist Church and Cemetery (Historic/Current)	6100 Holy Neck Road	Church/Chapel	1921
American Bank and Trust Company (Historic), Professional Building (Historic)	100 Main Street	Commercial Building	1916
B.D. Ladderberg & Son (Current), Commercial Building, 179 Washington Street, East (Function/Location)	179 East Washington Street	Commercial Building	1920
Bank, 210 Washington Street, West (Function/Location), The Bank of America (Current)	210 West Washington Street	Commercial Building	1970
Benny's Pawn Shop, Odds & Ends, Vogue Beauty Salon (Current), Commercial Building, 111-117 Washington Street, West (Function/Location)	111 West Washington Street	Commercial Building	1900

Bren's Herb Shop (Current), Commercial Building, 178 Washington Street, East (Function/Location)	178 East Washington Street	Commercial Building	1926
Brewer Jewelry (Historic/Current), Commercial Building, 154 Washington Street, West (Function/Location)	154 West Washington Street	Commercial Building	1900
Brewer Jewelry Co. (Current), Commercial Building, 156 Washington Street, West (Function/Location)	156 West Washington Street	Commercial Building	1900
Byrum Hardware Company (Current), Commercial Building, 127-131 Washington Street, East (Function/Location)	127 East Washington Street	Commercial Building	1905
Byrum Hardware Company (Current), Commercial Building, 153 Washington Street, East (Function/Location)	153 East Washington Street	Commercial Building	1950
Carter Commercial Building, 200 Washington Street, East (Function/Location)	200 East Washington Street	Commercial Building	1920
Carters Furniture (Current), Commercial Building, 186 Washington Street, East (Function/Location)	186 East Washington Street	Commercial Building	1920
Carters Quality Furniture Warehouse (Current), Commercial Building, 193-195 Washington Street, East (Function/Location)	193 East Washington Street	Commercial Building	1920
Central Furniture Co. (Current), Commercial Building, 207 Washington Street, East (Function/Location)	207 East Washington Street	Commercial Building	1914
Changin Faces Hair Salon (Current), Commercial Building, 108 Saratoga Street, North (Function/Location)	108 North Saratoga Street	Commercial Building	1926
Checkers (Current), Commercial Building, 129 Washington Street, West (Function/Location)	129 West Washington Street	Commercial Building	1900
Commercial Building, 100 Commerce Street (Function/Location), Holland's Produce (Current)	100 Commerce Street	Commercial Building	1926
Commercial Building, 104 Saratoga Street, North (Function/Location), Viola's Place (Current)	104 North Saratoga Street	Commercial Building	1926
Commercial Building, 106 Piner Street (Function/Location)	106 Pinner Street	Commercial Building	1975
Commercial Building, 106 Saratoga Street, North (Function/Location), Viola's Place (Current)	106 North Saratoga Street	Commercial Building	1926

Commercial Building, 108 Main Street, North (Function/Location), Super Drug (Current)	108 North Main Street	Commercial Building	1900
Commercial Building, 109 Saratoga Street, South (Function/Location)	109 South Saratoga Street	Commercial Building	1895
Commercial Building, 109-109.5 Clay Street (Function/Location)	109 Clay Street	Commercial Building	1975
Commercial Building, 110 Saratoga Street, North (Function/Location)	110 North Saratoga Street	Commercial Building	1926
Commercial Building, 112-114 Main Street, North (Function/Location), Lawyers Office (Current)	112 North Main Street	Commercial Building	1900
Commercial Building, 113 Saratoga Street, South (Function/Location)	113 South Saratoga Street	Commercial Building	1895
Commercial Building, 114-116 Saratoga Street, North (Function/Location)	114 North Saratoga Street	Commercial Building	1950
Commercial Building, 116 Pinner Street (Function/Location), Heilig-Meyers Furniture (Current)	116 Pinner Street	Commercial Building	1970
Commercial Building, 116 Washington Street, West (Function/Location)	116 West Washington Street	Commercial Building	1900
Commercial Building, 118 Main Street, North (Function/Location), Shooting Star Gallery (Current)	118 North Main Street	Commercial Building	1900
Commercial Building, 119-121 Washington Street, East (Function/Location), Weinberg Building (Historic)	119 East Washington Street	Commercial Building	1900
Commercial Building, 120 Main Street, North (Function/Location), Power of Flowers (Current)	120 North Main Street	Commercial Building	1900
Commercial Building, 120 Washington Street, West (Function/Location), Karishma's Broadway Fashions (Current)	120 West Washington Street	Commercial Building	1900
Commercial Building, 121-127 Washington Street, West (Function/Location), Joseph P. Hall Drug Company & BJ Bridal Showcase (Current)	121 West Washington Street	Commercial Building	1900
Commercial Building, 122 Main Street, North (Function/Location), Downtown Pawn (Current)	122 North Main Street	Commercial Building	1900
Commercial Building, 122-124 Washington Street, East (Function/Location), Greater Suffolk Medical Center (Current)	122 East Washington Street	Commercial Building	1900



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Commercial Building, 124 Clay Street (Function/Location)	124 Clay Street	Commercial Building	1960
Commercial Building, 124 Main Street, North (Function/Location), Richardson and Nash Clothiers (Current)	124 North Main Street	Commercial Building	1900
Commercial Building, 124 Washington Street, West (Function/Location), New York New York (Current)	124 West Washington Street	Commercial Building	1900
Commercial Building, 125 Washington Street, East (Function/Location), Weinberg Building, N. (Historic)	125 East Washington Street	Commercial Building	1923
Commercial Building, 125-129 Saratoga Street, South (Function/Location)	125 South Saratoga Street	Commercial Building	1895
Commercial Building, 126 Washington Street, West (Function/Location)	126 West Washington Street	Commercial Building	1900
Commercial Building, 129 Saratoga Street, North (Function/Location), The Barnett Building (Current)	129 North Saratoga Street	Commercial Building	1960
Commercial Building, 131 Saratoga Street, North (Function/Location)	131 North Saratoga Street	Commercial Building	1970
Commercial Building, 133-145 Washington Street, West (Function/Location)	133 West Washington Street	Commercial Building	1900
Commercial Building, 134-136 Main Street, South (Function/Location)	134 South Main Street	Commercial Building	1900
Commercial Building, 135 Saratoga Street, South (Function/Location)	135 South Saratoga Street	Commercial Building	1955
Commercial Building, 139 Saratoga Street, South (Function/Location), Diasabled American Vets Chapter 5 (Current)	139 South Saratoga Street	Commercial Building	1935
Commercial Building, 140 Washington Street, West (Function/Location), Washington Square Mall (Historic)	140 West Washington Street	Commercial Building	1900
Commercial Building, 141 Saratoga Street, South (Function/Location), Mid-City Launderette (Current)	141 South Saratoga Street	Commercial Building	1975
Commercial Building, 147-149 Washington Street, West (Function/Location)	147 West Washington Street	Commercial Building	1900

Commercial Building, 148-150 Main Street, South (Function/Location), Morris and Piland Printing (Current)	148 South Main Street	Commercial Building	1914
Commercial Building, 153-155 Washington Street, West (Function/Location), The Bookman (Current)	153 West Washington Street	Commercial Building	1900
Commercial Building, 155 Washington Street, East (Function/Location)	155 East Washington Street	Commercial Building	1950
Commercial Building, 157 Washington Street, East (Function/Location), Progressive Cleaners (Current)	157 East Washington Street	Commercial Building	1950
Commercial Building, 157-159 Washington Street, West (Function/Location), The Salvation Army Thrift Store (Current)	157 West Washington Street	Commercial Building	1935
Commercial Building, 158-160 Washington Street, West (Function/Location), Gurley Press (Historic/ Current), Suffolk Office Supply (Current)	158 West Washington Street	Commercial Building	1900
Commercial Building, 162 Main Street, South (Function/Location)	162 South Main Street	Commercial Building	1932
Commercial Building, 167 Main Street, South (Function/Location), Southern Gun Works (Current)	167 South Main Street	Commercial Building	1945
Commercial Building, 169 Main Street, South (Function/Location), Dutch Pond Farms (Current)	169 South Main Street	Commercial Building	1910
Commercial Building, 171 Main Street, South (Function/Location), Farmers Feed & Seed Company (Current)	171 South Main Street	Commercial Building	1914
Commercial Building, 173 Main Street, South (Function/Location)	173 South Main Street	Commercial Building	1900
Commercial Building, 173-177 Washington Street, East (Function/Location), Sonny's Guys & Dolls Hair Fashions (Current)	173 East Washington Street	Commercial Building	1920
Commercial Building, 174 Washington Street, East (Function/Location)	174 East Washington Street	Commercial Building	1926
Commercial Building, 180 Washington Street, East (Function/Location), Tashmars Hair Salon (Current)	180 East Washington Street	Commercial Building	1920
Commercial Building, 201 Washington Street, East (Function/Location)	201 East Washington Street	Commercial Building	1920

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Commercial Building, 201-211 Market Street (Function/Location), Market Court (Historic/Current)	201 Market Street	Commercial Building	1970
Commercial Building, 209 Washington Street, West (Function/Location)	209 West Washington Street	Commercial Building	1920
Commercial Building, 212 Washington Street, East (Function/Location)	212 East Washington Street	Commercial Building	1920
Commercial Building, 214 Washington Street, East (Function/Location), J.P. Boone's TV Inc. (Current)	214 East Washington Street	Commercial Building	1900
Commercial Building, 215-217 Washington Street, East (Function/Location)	215 East Washington Street	Commercial Building	1914
Commercial Building, 219-225 Washington Street, West (Function/Location), Helig Meyers (Current)	219 West Washington Street	Commercial Building	1960
Commercial Building, 221 Washington Street, East (Function/Location)	221 East Washington Street	Commercial Building	1914
Commercial Building, 239 Washington Street, West (Function/Location)	239 West Washington Street	Commercial Building	1910
Commercial Building, 307-309 East Washington Street (Function/Location)	307 East Washington Street	Commercial Building	1920
Commercial Building, 321-323 Washington Street, East (Function/Location)	321 East Washington Street	Commercial Building	1895
Commercial Building, 325 Washington Street, East (Function/Location)	325 East Washington Street	Commercial Building	1900
Commercial Building, 326 Washington Street, East (Function/Location), Nansemond Grocery Company, Inc. (Historic)	326 East Washington Street	Commercial Building	1895
Commercial Building, 328 Washington Street, East (Function/Location)	328 East Washington Street	Commercial Building	1895
Commercial Building, 331-333 Washington Street, East (Function/Location), SRB Club of Suffolk (Current)	331 East Washington Street	Commercial Building	1900

Commercial Building, 335 Washington Street, East (Function/Location), Lee Building, D.W. (Historic)	335 East Washington Street	Commercial Building	1922
Commercial Building, 338-340 Washington Street, East (Function/Location)	338 East Washington Street	Commercial Building	1900
Commercial Building, 358-360 Washington Street, East (Function/Location), Marshall Building (Historic)	358 East Washington Street	Commercial Building	1914
Commercial Building, 362-366 Washington Street, East (Function/Location), H.M. Higgs Building (Historic/Current), Suffolk Professional Pharmacy, Inc. (Historic)	362 East Washington Street	Commercial Building	1930
Commercial Building, 370-374 Washington Street, East (Function/Location), Horse Shoe Cafe (Current)	370 East Washington Street	Commercial Building	1895
Commercial Building, 378-380 Washington Street, East (Function/Location), Roper Building (Historic)	378 East Washington Street	Commercial Building	1922
Commercial Building, 382-388 Washington Street, East (Function/Location)	382 East Washington Street	Commercial Building	1920
Crystal Commercial Building, 118 Washington Street, West (Function/Location)	118 West Washington Street	Commercial Building	1900
Depot, 114-116 Poplar Street (Function/Location)	114 Poplar Street	Depot	1875
Brandon, The (Historic/Current), Multiple Dwelling, 114 Clay Street (Function/Location)	114 Clay Street	Multiple Dwelling	1925
Multiple Dwelling, 311 Bank Street (Function/Location)	311 Bank Street	Multiple Dwelling	1895
Suffolk City Assessor's Office (Function/Location)	108 Commerce Street	Office/Office Building	1999
Suffolk News Herald (Historic/Current)	130 South Saratoga Street	Office/Office Building	1935
110 Virginia Ham Drive (Descriptive), Joel E. Harrell and Sons (Historic), Smithfield Packing Company Plant No. 5 (Historic)	110 Virginia Ham Drive	Processing Plant	1941



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East Suffolk School Complex (NRHP Listing), Rosenwald School, 231 South 7th Street (Function/Location)	231 7th Street South	School	1926
Nansemond County Training School (Historic), Rosenwald School (Descriptive), School, 9307 Southwest Boulevard (Route 661) (Function/Location), Southwestern High School (Historic)	9307 Southwestern Boulevard - Alt Route 661	School	1924
ACDelco, Chilton Auto Service (Current), Service Station, 114 Pinner Street (Function/Location)	114 Pinner Street	Service Station	1980
Buy Rite Furniture (Current), Service Station, 139 Washington Street, East (Function/Location)	139 East Washington Street	Service Station	1950
Commercial Building, 150 Saratoga Street, South (Function/Location)	150 South Saratoga Street	Service Station	1940
Service Station, 166 Main Street, South (Function/Location), United Taxi Service (Current)	166 South Main Street	Service Station	1926
Bay Point Farm (Historic/Current), Obici House (Current), Sleepy Hole Golf Course (Current)	1400 Sleepy Hole Road	Single Dwelling	1870
Bickham Farm (Historic), Brown Farm (Historic), Letlone (Historic), Percy-Pitt Farm (Historic), Phillips Farm (Historic/Current)	6353 Godwin Boulevard, Route 10	Single Dwelling	1820
Farm, 4801 Pruden Blvd (Function/Location), Hobbs Farm (Historic), Rountree Farm (Current), Samuel Eley House (NRHP Listing)	4801 Pruden Boulevard - Alt Route 460	Single Dwelling	1826
Godwin-Knight House (NRHP Listing), Governor Mills E. Godwin, Jr., House (Historic), House, 140 King's Highway (Function/Location)	140 King's Highway - Alt Route 125	Single Dwelling	1856
Holland House (Historic), Holland House Apartments (Current)	216 Bank Street	Single Dwelling	1885
House, 115-115.5 Clay Street (Function/Location)	115 Clay Street	Single Dwelling	1895
House, 116 Clay Street (Function/Location)	116 Clay Street	Single Dwelling	1895
House, 117 Clay Street (Function/Location)	117 Clay Street	Single Dwelling	1895
House, 118 Pinner Street (Function/Location)	118 Pinner Street	Single Dwelling	1870
House, 119-119.5 Clay Street (Function/Location)	119 Clay Street	Single Dwelling	1895
House, 120 Clay Street (Function/Location)	120 Clay Street	Single Dwelling	1895

House, 127-127.5 Clay Street (Function/Location)	127 Clay Street	Single Dwelling	1895
House, 129-129.5 Clay Street (Function/Location)	129 Clay Street	Single Dwelling	1895
House, 131-131.5 Clay Street (Function/Location)	131 Clay Street	Single Dwelling	1895
House, 133 Clay Street (Function/Location)	133 Clay Street	Single Dwelling	1895
House, 215 Market Street (Function/Location)	215 Market Street	Single Dwelling	1926
House, 309-309-1/2 Bank Street (Function/Location)	309 Bank Street	Single Dwelling	1895
Riddick House (Historic), Riddick's Folly (Historic/Current)	510 N. Main Street	Single Dwelling	1837
Warehouse, 136 Commerce Street (Function/Location)	136 Commerce Street	Warehouse	1900
Warehouse, 158 Main Street, South (Function/Location)	158 South Main Street	Warehouse	1900

