Pembroke Strategic Growth Area 4 Implementation Plan

CITY OF VIRGINIA BEACH, VIRGINIA
CMSS ARCHITECTS PLANNING TEAM
ADOPTED BY REFERENCE AS PART OF
THE VIRGINIA BEACH COMPREHENSIVE PLAN
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City of Virginia Beach, Virginia
Pembroke Strategic Growth Area 4 Implementation Plan

Prepared for:
City of Virginia Beach

Prepared by:
CMSS Architects, PC
Kimley Horn & Associates, Inc.
The Miles Agency
City of Virginia Beach Department of Planning
Virginia Beach Economic Development
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Foreword

In its less than 50 years of existence, Virginia Beach has experienced remarkable growth. Its central location along the east coast and beautiful natural scenery have made Virginia Beach an attractive option for those looking to relocate. This growth has been one of the key factors to the City’s success. However, while growth continues to be a tremendous asset for the City, it is also a challenge. As the City’s population continues to climb, so does its consumption of land and resources.

Virginia Beach is now at a crossroads. With a current population of nearly half a million citizens, the City is already the largest in the state, yet its suburban history has left it lacking many of the urban amenities and facilities necessary to manage and channel its continued growth. Without an urban core, the City will not be able to attract the kind of employers needed to provide jobs to its ever-expanding citizenry. The time has come for the City of Virginia Beach to embrace its urban potential and take steps to create a sustainable city form that better serves its citizens now and long into the future.

Through numerous public conversations, it has become apparent that the citizens of Virginia Beach see and understand this need. They want to see a modern, 21st century city that stands as an example of success and prosperity to its competitors.

This document outlines the City’s plans to reshape Virginia Beach to create a modern city that will better serve its changing needs. The Pembroke Strategic Growth Area 4 (SGA 4) has been selected by the City as the starting point for the City’s urban redevelopment. Its location and existing infrastructure provide the necessary building blocks for a functional urban core. Through the introduction of a multi-generational urban development pattern that will create diverse urban amenities such as urban art districts, business and financial districts, true mixed-use environments, and a light rail, the Pembroke SGA 4 will become the living, thriving heart of the City.

However, it is important not to lose sight of some of the advantages that have made Virginia Beach unique. As a new city form rises from the landscape, it is key that it respects the natural beauty that has made the City so special. Natural waterways, bays, and rivers will be preserved and protected and, where appropriate, enhanced, providing citizens with new ways to enjoy Virginia Beach’s natural splendor. An enhanced transportation network is also included in the City’s plans for the Pembroke SGA 4.

A multimodal transportation network will be established across the east/west spine of the City, giving citizens true freedom from their cars for the first time in the City’s history and creating opportunities for transit oriented development along transportation corridors.

For a city of half a million people, an urban core is no longer an optional luxury. It is a necessary step to ensure the City’s future growth and prosperity. Through the redevelopment of the Pembroke SGA 4, Virginia Beach will lay the groundwork for a new kind of city that understands and embraces the future and its possibilities.
Chapter 1 // Public Planning Process
PUBLIC PARTICIPATION & COMMUNITY INPUT

The Planning Team organized a bus tour of the area, held three community input meetings and met with stakeholders. The community input meetings were held on January 29th and 30th from 9:00 AM till 3:00 PM at the Westin Hotel and an Open House on February 5th from 7:00 to 9:00 PM at Strayer University at Virginia Beach Town Center.

These meetings provided a wealth of information and feedback from residents and business owners on the future of the Pembroke SGA 4. The Public Participation & Community Input section summarizes those thoughts and opinions and will provide a valuable framework during the next phase of planning.

COMMUNITY INPUT CONCLUSIONS:

COMMUNITY AWARENESS

Through community awareness, we have achieved the ultimate affirmation – Pembroke SGA 4’s residents and work force are ready and willing to move in a direction that is in tune with the goals of the City and the region. The Pembroke community has been very involved in the process and they have displayed readiness to take integral steps to bring a mix of uses to the area – walkable, diverse neighborhoods, better housing opportunities, abundance of open spaces, bike trails and recreation opportunities along with a variety of transportation options.
The public planning process began in October 2008 when the CMSS Planning Team started site reconnaissance, collection of hard data—such as photos, base plans and city mapping—as well as a series of background documents. As an official kick off the project planning team had an initial stakeholder meeting presentation with Steering Committee members and City of Virginia Beach officials which took place in November and was followed by a bus tour of the area December 2008.

Throughout the project the Planning Team has also met with residents and land and business owners to find out their opinions, concerns, and visions of the area. The Team continued to gather information through the beginning of the public input meetings and the Public Participation and Community Input section of this document summarizes those findings. Input from participants provided valuable insights into the public perception of the area, as well as identifying the issues that need to be addressed. This input is combined with an analysis of the site configuration and existing conditions within the area.
At the community input meetings the audience participated in round table discussions on the future of the Pembroke SGA 4 and partook in various discussions with the help of planning team members. The first activity at the table discussion involved placing three dots on base maps. These dots identified strengths, opportunities and weaknesses in the area. The moderator at each table encouraged everyone to place dots where they thought it appropriate to highlight the spots or issues they considered important. These dot maps were collected and consolidated into three specific maps based on the criteria specified.

Public Input Maps

**STRENGTHS**
- Pembroke has a great geographical location, access and convenience to resources in the city and the region.
- Its demographics and the energy this area creates is an asset.
- There is a mix of lower, middle, and high income housing in the periphery of the area.
- There is redevelopment potential for large lots - commercial and vacant properties; they have potential to be converted to mixed-use development.
- Lynnhaven River, Thalia Creek, Town Center, Mt. Trashmore, Norfolk Southern ROW and the waterways are a strength for an open space network in the middle of Pembroke.
- Town Center is a gathering place, a more urban setting, near the interstate. A successful mix of uses have been established and should expand. All of Pembroke should follow its model.
- Sandler Center is an asset, there is much potential for other cultural and civic venues around Pembroke.
- “Pembroke is the Crossroads of Virginia Beach. It could be a place of enduring values, a highly desirable location to do business, reside and visit.” - Community Input Meeting Participant

**OPPORTUNITIES**
- Improved traffic flow patterns, traffic-calming measures and streetscape improvements are vital.
- An urban street network with pedestrian connectivity between different subareas creates a sense of place.
- Create a variety of diverse districts; art district, farmer’s market, mixed residential with culinary, retail and entertainment options.
- Foster a strong identity and create gateways so that people know they are in Pembroke.
- Relocating City’s government center here would strengthen identity of city.
- Establish Thalia Creek’s recreation activities, large network of open spaces, parks, boat ramp, walkways, kayaking and fishing along the waterway.
- Cleveland St. (Independence & Witchduck) and other industrial areas are blight; unattractive, in need of improvement and better use.
- “Pembroke is the Crossroads of Virginia Beach. It could be a place of enduring values, a highly desirable location to do business, reside and visit.” - Community Input Meeting Participant

**WEAKNESSES**
- Area is disconnected and fractured.
- Traffic congestion, multiple lanes, large street cross sections at intersections are dangerous and a challenge for pedestrians.
- Auto-oriented retail increases the sea of asphalt; no greenery. Large distances between destinations requires a car and is unsafe.
- Lack of public open space is a challenge.
- Diversifying areas are dangerous. Dark parts, auto repair shops, suburban-style sprawl unattractive and unsafe.
- The hodgepodge and suburban-style strip commercial development on Virginia Beach Boulevard is very unattractive.
- Cleveland St. (Independence & Witchduck) and other industrial areas are blight; unattractive, in need of improvement and better use.
- There is a lack of open space and gathering areas, civic public spaces and places.
- There is no sense of identity or gateways that announce that this is Pembroke.
- The lack of pedestrian connectivity makes it difficult to move around on foot or bike.
PROPERTY VALUE

The property assessment in the Pembroke SSA 4 as illustrated in this map indicates a specific pattern of how development has occurred over time. Horace Avenue – continuing south towards I-264 – divides the area with the eastern half valued between $1.65 to $3.2 million and western being less than $1.64 million. The majority of the eastern portion of the Pembroke SSA 4 consists of multiple small parcels with values between $0–$500,000 at the time of the analysis. The average Market Value for the area is reported at $503,593 per lot, based on the data provided by the City. This is due to the fact that several properties east of Horace Avenue are also being valued between $0–$1.64 million.

STREET GRID

The current street network consists of scattered very small grid areas, each connected by either a long collector or arterial. Town center in the east is comprised of an organized designed pattern of streets and land use, unlike the inconsistent grid pattern near Witchduck. Though both areas incorporate a web to local streets, they are connected by either an eight lane boulevard or a two lane street. Residential neighborhoods in and around the Pembroke SSA 4 have their own unique framework connecting them to the surrounding commercial areas.

PROPERTY VALUE KEY

| Pembroke SSA 4 Boundary | $0 – 545,916 |
| $545,917 – 1,651,996 |
| $1,651,997 – 3,741,000 |
| $3,741,001 – 7,755,300 |
| $7,755,301 – 14,706,858 |
| $14,706,859 – 32,036,379 |

STREET GRID KEY

- Interstate
- Local
- Not Classified
- Primary
- Private
- Ramp

Urban Design Analysis

THE URBAN DESIGN AND DEVELOPMENT STRATEGY planning for the future of the Pembroke SSA 4 consisted of the following:

UNDERSTANDING: DATA COLLECTION & ANALYSIS
1. Land analysis of existing conditions, opportunities and issues.
2. Urban design goals & principles: Emphasis on TOD / New Urbanism development patterns
3. Land evaluation: strengths and weaknesses
4. Urban framework: assess transportation-transit systems and environmental considerations
5. Urban development initiatives

OBTAINING PUBLIC INPUT, EXPLORING ALTERNATIVES
1. Obtain Public Input
   A. Public Participation / Input identifying Strengths, Weaknesses, Opportunities, and Threats for the study area
      i. The planning team organized a bus tour of the area, held two community input meetings and hosted an open house for residents, businesses and land owners.
      ii. The community input meetings for the Pembroke SSA 4 Implementation Plan provided a wealth of information and feedback from residents and business owners on the future of the Pembroke SSA 4.
   B. The results of the Public Input: Community Goals Setting and Vision Statement
2. Stakeholder Interviews
3. To determine public properties disposition
4. To determine private properties disposition

PREPARING A MASTER PLAN
1. A comprehensive assessment of alternative land uses, multimodal transportation systems and analyses of other planning issues guided the development of the Strategic Master Plan and emphasis was placed on defined focus areas.
2. Input and feedback from all city departments was vital to understand how the proposed master plan will succeed within the context and organization of the City of Virginia Beach and with interdepartmental support.

PRESENTING THE MASTER PLAN
1. Steering Committee
2. Planning Commission
3. City Council
Urban Design Analysis

The zoning map shows that land use regulations within the Pembroke SGA 4 has enforced a Euclidian segregation of Industrial (I1–I2) and Business (B2–B4C) zoning classifications. Cleveland Street has become the dividing line between these two zones, though the area around Witchduck Road has a generally industrial character as well. There are scattered parcels zoned Office (O2) throughout the project area.

There are also three Apartment District (A12) zoned areas, two of which are used as mobile home parks permitted through conditional use. One of the very few mixed-use zones currently permitted by the City zoning ordinance is the B-4C which was established for the Central Business District (CBD). The purpose of the B-4C Central Business Mixed Use District is to provide an area that complements the B-3A Pembroke Central Business Core District through quality mixed use development at intensities and patterns that support multiple modes of transportation, higher residential densities, and an integrated mix of residential and non-residential uses within the same building or on the same lot. Requests for rezoning to the B-4C District are currently limited to the area surrounding the B-3A Pembroke Central Business Core District and generally bounded by Thalia Creek on the east, I-264 on the south, Aragona Boulevard on the west, and Jeanne Street and Broad Street on the north. Development within the B-4C Central Business Mixed Use District should adhere to the Comprehensive Plan’s Mixed Use Development Guidelines.

Analysis of this map highlights the size of individual properties, challenges and potential opportunities for the planning of the Pembroke SGA 4. Properties east of Witchduck and portions north of Cleveland Street are in the magnitude of half acre lots, while the remaining areas include parcels over two acres in size. Prevalent in the area are large parcels ranging in size from an average of two to ten acres. This shows the same trend as in the Land Use, identifying Princess Anne High School, Pembroke Mall and the Renaissance Academy as some of the larger single-ownership properties.
Urban Design Analysis

This map shows that the major land owners in the Pembroke SGA 4 are from the private sector. However, there are several publicly owned properties in the area including a U.S. Post Office located on Cleveland Street, educational and cultural facilities as well as other government properties, all of which have the potential for continued civic uses in the area. The city is currently in negotiations for the purchase of a Norfolk-Southern inactive freight rail line right-of-way with the objective of implementing a rapid transit system along the I-264 corridor.

The analysis of the utilities map in the Pembroke SGA 4 illustrates location of water and sewer lines, as well as drainage, manholes and overhead utility lines identified throughout the immediate and surrounding neighborhood. The infrastructure analysis reveals that most water force mains parallel most gravity sewer lines, with various others branching out to along other streets. The map also indicates the location of existing water tanks along with sewer and water pumping stations located in and around the Pembroke SGA 4. Further investigations revealed a proposed water transmission line along the existing utility easement near Pocahontas Village, running southeast.
Chapter 2 // Context
IN THE 2003 COMPREHENSIVE PLAN THE CITY OF VIRGINIA BEACH identified 12 Strategic Growth Areas (SGAs) which have been designated to absorb most of the City’s future growth. The Pembroke SGA 4 enjoys an advantageous location within the City of Virginia Beach and the region. Significant investment and ongoing economic growth is occurring within many sectors of the Central Business District (CBD), and this metropolitan core is surrounded by stable single family neighborhoods that will support an urban core and a variety of incomes. The Pembroke SGA 4 comprises approximately 1,288 acres of land (not including 132 acres of stable, protected residential neighborhoods that fall within its boundaries). It extends a length of 2.3 miles east-west, and 1.2 miles from north to south. The Pembroke SGA 4 is located along I-264 and Virginia Beach Boulevard near key interchanges and unencumbered by AICUZ high noise or accident potential zones.

UNIQUE OPPORTUNITIES IN THE PEMBROKE SGA 4:
- No restrictions for noise
- Blend new residential and complementary non-residential uses creating attractive, even intense, mixed-use centers
- Well-positioned to take advantage of future transit systems along the Norfolk-Southern inactive freight rail line.

HISTORICAL TIMELINE
Early development in the Pembroke area started around 1967. By 1973, the Virginia Beach City Council recognized the Pembroke SGA 4's potential as a commercial center and rezoned a portion of the area as the Central Business District (CBD). This zoning classification earmarked the Central Business District for development as a metropolitan center for financial, commercial, professional, and cultural activities. The City of Virginia Beach had experienced unprecedented growth in the previous three decades. Recognized as the population center of the city, nearly 78% of the City’s residents live within a five-mile radius of the CBD. The CBD, which is located at the crossroads of one of the busiest intersections in Southeastern Virginia (Independence Boulevard and Virginia Beach Boulevard), is exactly halfway between downtown Norfolk and the Virginia Beach oceanfront.

In 1986 the Central Business District Association (CBD) of Virginia Beach was formed. The conversion of certain parts of the city, notably those in the Pembroke SGA 4, to urban character are now both necessary and desirable. Since the area is already highly developed, one of the necessary tools for this conversion is the City’s redevelopment strategy. The redevelopment strategy for the Pembroke SGA 4 makes possible the continued economic growth of this central area of the city that was started with the creation of the CBD and the private sector involvement. Some important landmark dates for the area’s development include:

- 1987: CBDA Commissions Concept Master Plan and Presents Findings to Council
- 1991: City Council Adopts Central Business District Master Plan and Establishes B3 Zoning
- 1992: City Council Approves Mixed-Use B3A Zoning for CBD Core Area
- 1995: City Staff and CBDA Planning Group Formed to Study Implementation of Master Plan
- 1999: City Council Forms T.I.F. District
- 2000: Public Privately Development Agreement with the City for 18-Acre Site in CBD Core Area Signed
- 2002: Phase One of Town Center Completed
- 2005: Phase Two of Town Center Completed
- 2006: Performing Arts Center Opening
- 2008: Phase 3 of Town Center Complete

The 21st Century finds Virginia Beach developing an approach to foster mixed use as a principal tool for redevelopment and as a preferred land use pattern in the Pembroke SGA 4.

This report summarizes the analyses of the area, its existing conditions and the results of the community input. It is based on a broad consensus view of the various development challenges, assets and potential opportunities. It establishes a future role for the area and, ultimately, will be the basis for a multigenerational vision of the Pembroke SGA 4 Implementation Plan.
The Pembroke SGA 4 enjoys a location advantage within the City of Virginia Beach and the region; it is strategically located between the government center, the oceanfront and the city of Norfolk to the west. In fact, the Pembroke SGA 4 is located almost evenly centered with City Hall, the oceanfront, the Chesapeake Bay, and downtown Norfolk. The expected extension of the light rail from Norfolk and connections west, places the Pembroke SGA 4 in a unique and advantageous position as the true downtown of metropolitan Virginia Beach.

Virginia Beach continues to lead most other communities within the Hampton Roads region in population and income levels; it has grown remarkably over the past several decades; it contains the largest number of active duty military personnel living in the area. Quality of life continues to increase through new job opportunities, creation of new amenities and urban centers. An important issue in people’s minds is the need for efforts to recruit the creative class and by the same token, retain the younger generation that generally migrates to larger urban centers. The City's high quality amenities, such as growing dining and entertainment options, emerging urban centers, plentiful recreation options, will place this Pembroke SGA 4 as an ideal location for younger professionals.

The Virginia Beach Master Transportation Plan establishes a policy and program framework that will support future implementation of a wide range of transportation solutions. Many of the goals, policies and programs identified in this plan apply generally throughout the City. These recommendations typically address systems improvements or general planning practices. However, the plan recognizes that some geographic areas are of particular strategic importance and require special planning attention to establish better linkage to the regional and national transportation networks.

The Pembroke SGA 4 will provide a regional downtown characterized by a dense mix of housing and employment types, retail and entertainment, education, and civic uses that cater to the regional market, with places that are not defined solely by their density or the intensity of activity, but also by the types of uses, how streets are arranged, how transit is accommodated, and city roles within the region.

key
- Pembroke SGA 4
- Pembroke SGA 4 Boundary
- City Borders
- Future Light Rail Line
- Norfolk Light Rail Line
- Pocahontas Village
- Columbus Station

Pocahontas Village and Columbus Station neighborhoods, located within the Pembroke SGA 4, are to be part of the planning process, but the character of these neighborhoods will be preserved and are not targeted to change.
The purpose of the Pembroke SGA 4 Implementation Plan – adopted by reference to the City of Virginia Beach Comprehensive Plan, 2003 – is to create an exciting, innovative and shared vision for the future growth and development of the Pembroke SGA 4 by refining and advancing related policies set forth in the adopted Virginia Beach Comprehensive Plan for the Pembroke SGA 4.

The Pembroke SGA 4 plan’s original study area reflected the adopted Pembroke SGA 4 boundaries. These boundaries generally included: Thalia Creek basin to the east, Joanne and Broad Streets to the north, Clearfield Avenue to the west and Bonney and Baxter Roads to the south. However, shortly after the start of the project and in discussions between the Planning Team and the Project Manager, it became apparent that the boundaries needed to be adjusted and redefined slightly to include land that made sense to include for long-term development. As in the case of the Columbus Station residential complex and Pocahontas Village, located within the Pembroke SGA 4, it was deemed vital to include these areas as part of the planning process, while they are not targeted to change, their inclusion ensures that their character will be preserved and that there is compatibility between future development and these adjoining neighborhoods.

With pervasive suburban land uses throughout the area that creates automobile dependency causing traffic congestion and minimal use of the land, the Pembroke SGA 4 of today consists of many tracts of land that differ widely with respect to type, intensity, character and value of land use; a growing, congested, yet largely disconnected area of the City lacks an urban grid and green open spaces that has much potential for future development; significant investments and ongoing economic growth is occurring within many sectors of the Central Business District and talk of a light rail arriving to Virginia Beach has many people in the community excited about the possibility and clamoring for a more energetic, pedestrian friendly, diverse, mixed-use environment. Indeed, some of the highest employment and residential areas in the region are found in the I-264 corridor, the anticipated span of the light rail extension. The amount of employment is shown to be supportive of a higher capacity transit system, and residential densities in the corridor have the potential to support rail in the future.
Pembroke Strategic Growth Area 4 Vision Statement

The vision for the Pembroke SGA 4 Implementation Plan embodies a central urban core with a vertical mix of urban uses, great streets, mobility and transit alternatives, urban gathering places, environmental and neighborhood protection, “green” buildings and infrastructure opportunities providing a variety of civic, commercial, artistic and ethnically diverse areas.

- Public Input Visioning Process, Virginia Beach, January 2009
Development Principles

1. EFFICIENT USE OF LAND RESOURCES
2. FULL USE OF URBAN SERVICES
3. COMPATIBLE MIX OF USES
4. TRANSPORTATION OPPORTUNITIES
5. DETAILED HUMAN SCALE DESIGN
6. ENVIRONMENTAL STEWARDSHIP
1. EFFICIENT USE OF LAND RESOURCES

Applying the land use techniques of compact development, infill development and shifting toward more structured parking are key components to successfully achieving a more efficient pattern of growth. The benefits include reduced sprawl, protection of existing stable neighborhoods, increased protection of farmland and open spaces, reduced dependency on the automobile and more cost-effective use of existing infrastructure.

COMMUNITY INPUT SUMMARY:
¬ Thalia Creek and its natural environment needs to be connected to a variety of functions
¬ Reconnect the area’s open space and the public realm into a creative urban setting manner
¬ Continue the Town Center model in other parts of the area to create activity centers
¬ Mitigate sprawl through effective planning practice for future development
¬ Compact development would maximize potential of urban space through diverse uses
¬ Transition from suburban to urban would allow land to be used more efficiently
¬ Public Workshop Input

2. FULL USE OF URBAN SERVICES

Compact development patterns mean more people will benefit from using existing public infrastructure and services such as roads, schools, water, sewer, police, fire, rescue and others. While expansion of some existing facilities and services will be necessary, the findings of many studies across the county show that, in the long run, low-density sprawl costs more tax dollars to serve than compact development.

COMMUNITY INPUT SUMMARY:
¬ Government facilities are essential to an urban environment and should be included in the Pembroke SGA 4
¬ Schools are vital to local population, significant to future residents, and the plan should keep and foster education facilities
¬ Presence of public services – police, fire, medical will enhance sense of community
¬ Urbanization will counter the detrimental influence of suburban sprawl
¬ Maximizing infrastructure and transportation will require public / private partnerships
¬ Opportunities to coordinate private land use with public spaces should be included
¬ Public Workshop Input

There are six common planning principles that apply to all strategic growth areas.
3. COMPATIBLE MIX OF USES

Providing a complementary and vertical blend of residential and non-residential uses within reasonable walking distances of one another is an important part of a successful compact development strategy. Effective mixed-use developments also have a ‘critical mass’ where the mixture of uses is such that the need for an automobile for routine trips for goods and services is significantly diminished. Architectural design considerations and controlling the hours of business operations must be factored into the land use strategy.

COMMUNITY INPUT SUMMARY:
- Redevelop under-utilized properties and eliminate inappropriate uses
- Bright, green properties, vacant land, brownfields, must be addressed
- Preserve existing internal and external residential neighborhoods
- Improve the quality of economic market by utilizing diverse population
- Enhance the compactness of the area within the city and region
- Want a lifestyle change from scattered suburban growth to regional urban development
- Public Workshop Input

4. TRANSPORTATION OPPORTUNITIES

Compact development patterns afford greater choice of transportation alternatives and less overall congestion than is otherwise experienced in communities that are almost exclusively suburban. This contributes to decreased dependence on the automobile, especially the single occupied vehicle, reduction in citywide vehicle miles traveled, increased opportunities for more efficient and cost-effective forms of shared and mass transportation and opportunities to commute by walking or biking. Other opportunities include local and metropolitan transit systems to link to regional and interstate transportation systems which leads to cleaner air and safer travel.

COMMUNITY INPUT SUMMARY:
- Transit Oriented Development with the potential for light rail would be a great improvement for Pembroke and the city
- A plan that addresses current complicated circulation patterns that result in congestion and unsafe travel
- Propose redevelopment of existing asphalt wasteland that encourages dependency on automobile
- Address the disconnection between people and place due to multiple vehicles and paths
- Add horizontal movement and vertical use through compact development
- Urgently need a network of pedestrian and bike and automobile friendly streets
- Public Workshop Input
5. DETAILED HUMAN-SCALE DESIGN

Urban areas that are safe, well-designed, and attractive are a key community goal. It is important for these areas to be built at a "human-scale," especially as people experience activity along the streets, sidewalks and public spaces. Urban streetscapes are designed with special paving, landscaping, lighting and other features that create an interesting and inviting environment. When designed and built with quality in mind, these physical elements galvanize to foster a positive sense of urban place, one that is enjoying a resurgence of public interest in many communities across the country.

As is the case in nature, cities evolve and gradually adapt to changes in their physical environment.

COMMUNITY INPUT SUMMARY:
- Improved walkability matters are essential in all aspects of our urban area
- Changes to current zoning needs to be addressed
- Economic and social environment are also elements of the human-scale
- Would very much like to see the scale of the area evolve from suburban sprawl to urban center
- Public Workshop Input

6. ENVIRONMENTAL STEWARDSHIP

Sustaining the urban setting requires public and private involvement in improving and maintaining the various components of the natural and built infrastructure. Private development practices utilizing Leadership in Energy and Environmental Design ™ (LEED) certification type construction have now been incorporated into public planning practice. Many rural, and suburban municipalities promote it through incentives, while major metropolitan areas incorporate it into their ordinances, regulations and planning documents. Current public and private partnerships are advancing the LEED for Neighborhood Development (LEED-ND) as the tool for environmental stewardship.

COMMUNITY INPUT SUMMARY:
- Improve integrity of existing natural environment and public spaces, and foster new ones
- Include green planning practices using various methodologies
- Want to see gateways that identify the urban core and downtown and influence positive behavior
- Would like to see a successful implementation plan for improving the environment for long-term planning
- Unified vision of consolidated planning principles dedicated to natural and built environment would be ideal
- Public Workshop Input
Chapter 3 // Urban Master Plan
Purpose: To fulfill the future needs of the City of Virginia Beach to emerge as a leading US Coastal city, as an innovative metropolitan center of the future.

The Urban Master Plan for the Pembroke SGA 4 provides a framework for new development; this design framework includes improvements across the study area that connects and extends existing street networks—for both vehicular and pedestrian traffic—and increases open and green space; thus, there is a street framework and an open space framework. This will allow us to build livable, sustainable communities and give people a good reason to remain in—or come back to—this central area of the City and provide development opportunities that reduce the need to spread out. The proposed housing in the Pembroke SGA 4 should advance the principles of Transit Oriented Development and include a wide range of dwelling units types and values to accommodate the needs of a diverse, urban community.

The Pembroke SGA 4 Urban Master Plan embodies a central urban core with a vertical mix of urban uses, great streets, mobility and transit alternatives, urban gathering places, environmental and neighborhood protection, green buildings and infrastructure opportunities providing a variety of civic, commercial, artistic and diverse areas. The identity of the Pembroke SGA 4 has been made clear by the public—to become a true metropolis of the future.

Street framework

Existing heavy traffic along the study area causes congestion. Additional street connections will open up and relieve the load by providing alternate routes and discouraging the use of small roads as bypasses. Connections intersect at multiple points with other thoroughfares, opening up and relieving congestion. Existing heavy traffic along the study area causes problems, and the plan will implement bike paths and pedestrian connectors along important routes and link into the Thalia Creek, Mount Trashmore and the Lynnhaven River.

The Urban Master Plan showcases an open green network, from neighborhood parks to community, signature and metropolitan parks. Parks and open spaces will serve as amenities for residents and pedestrians, linking and preserving some of the existing natural vegetation. A system of pedestrian and bicycle trails access the neighborhoods, retail centers, and office developments, and link into the Thalia Creek, Mount Trashmore and the Lynnhaven River.

The Urban Master Plan seeks to reduce sprawl fostering a cohesive development pattern, one which will preserve open space and help create compact, compatible, mixed-use green communities and a variety of housing options.

Urban Master Plan

Sustainable locations that will feature these improvements in all districts:

- Streetscape: pedestrian-friendly with active public spaces
- Sense of Place: physically embracing its history and culture
- Urban design: a place that is successful uniting planning and landscape design
- Transit Options: encouraging & supporting multiple forms of transportation
- Mixed Use: places that include a variety of retail, housing, commercial uses, and civic uses
- Landscape: a place that is successful uniting planning and landscape design
- Environmental: a green community, open space, and buildings
- Diversity: economically and culturally diverse communities
- Commercial 6,304,000 SF
- Office 9,760,000 SF
- Residential 13,612 Units
- Civic (Includes Educational) 973,000 SF
- Hotel 2,850 Rooms

Potential Light Rail Stations

Potential Light Rail Tracks

Open Space Framework

This will allow us to build livable, sustainable communities and give people a good reason to remain in—or come back to—this central area of the City and provide development opportunities that reduce the need to spread out. The proposed housing in the Pembroke SGA 4 should advance the principles of Transit Oriented Development and include a wide range of dwelling units types and values to accommodate the needs of a diverse, urban community.

The Pembroke SGA 4 Urban Master Plan embodies a central urban core with a vertical mix of urban uses, great streets, mobility and transit alternatives, urban gathering places, environmental and neighborhood protection, green buildings and infrastructure opportunities providing a variety of civic, commercial, artistic and diverse areas. The identity of the Pembroke SGA 4 has been made clear by the public—to become a true metropolis of the future.

Ultimate Character

The ultimate character for the Pembroke SGA 4 features the community’s vision, concentrating on the future as a source of inspiration. The Urban Master Plan seeks to reduce sprawl fostering a cohesive development pattern, one which will preserve open space and help create compact, compatible, mixed-use green communities and a variety of housing options.

Sustainable locations that will feature these improvements in all districts:

- Streetscape: pedestrian-friendly with active public spaces
- Sense of Place: physically embracing its history and culture
- Urban design: a place that is successful uniting planning and landscape design
- Transit Options: encouraging & supporting multiple forms of transportation
- Mixed Use: places that include a variety of retail, housing, commercial uses, and civic uses
- Landscape: a place that is successful uniting planning and landscape design
- Environmental: a green community, open space, and buildings
- Diversity: economically and culturally diverse communities
- Commercial 6,304,000 SF
- Office 9,760,000 SF
- Residential 13,612 Units
- Civic (Includes Educational) 973,000 SF
- Hotel 2,850 Rooms

Potential Light Rail Stations

Potential Light Rail Tracks
Urban Districts Plan
Central Business District Looking North
A high-rise district, home to the financial and cultural arts of Virginia Beach, this area is the heart and center of the new emerging downtown for the City of Virginia Beach, and will have the highest density, with a vertically mixed-used epicenter of activity for Virginia Beach.
PURPOSE

The most densely developed and intensely occupied area of the Pembroke SGA 4, this district encompasses the existing Central Business District. The regulating plan for this area therefore allows for large footprint, zero lot line buildings, and the highest building heights allowable in the City of Virginia Beach.

PLANNING STRATEGIES

With Virginia Beach Boulevard a new grand boulevard in pair with those of great cities in the world as its main spine, and with traffic-calming streetscape improvements, landscaping, fountains and ample sidewalks for strolling and browsing the busy shops and cafes along its length, this district is primed to become a true gateway into a very unique area of the city. Located in the easternmost part of the Strategic Growth Area, just north of I-264, the proposed district is envisioned as the main business, cultural, arts and entertainment center of the Pembroke SGA 4.

The concept proposes a highly structured urban development framework that concentrates high density commercial development in the central area, creates a skyline for Virginia Beach and provides for decreasing land use densities as the distance from the core increases, thus creating a strong center to focus region-serving retail, hotel and office uses, including the redevelopment of the Pembroke Mall in a more traditional retail fashion. Continuing the conversion of the Pembroke SGA 4 to urban character is now both necessary and desirable. Since the area is already highly developed, one of the necessary tools for this conversion is the City’s redevelopment strategy for the Pembroke SGA 4, which will make possible the continued economic growth of this central area of the City.

CIVIC PLACES

This district’s civic places will include improved City facilities, gathering places, high school and higher education facilities, places of worship, library, and art centers, including the successful Sandler Center for the Performing Arts and new welcomed additions (See Central Business District: Core Area).

ACCESS

The original concept plan adopted a tight grid pattern for its streets, filling in the sidewalk blocks that existed before forging a compact and interrelated structure. That grid pattern, now extended, differs substantially from the typical suburban development pattern which tends to treat each building as an independent entity.

Two Transit Oriented Development (TOD) stations, one flanked by the new Independence Boulevard and the Southern Boulevard green corridor, and a second one near the intersection of Southern Boulevard and Constitution Drive, take advantage of a strategic location to Virginia Beach Boulevard and the Thalia Creek trail.

STREETS AND PEDESTRIAN CONNECTIONS

Growing out from the existing grid pattern towards the edges will be an organic process in which additional street connections will open up and provide alternate routes. Connections will intersect at multiple points with other thoroughfares, opening up the parcels they access for higher density development.

An important overall improvement for the Pembroke SGA 4 will be limited narrowing of Virginia Beach Boulevard to six lanes. This will allow the use of this existing corridor for traffic traveling through the strategic growth area and create space for “bulb-outs” along Virginia Beach Boulevard. Traffic-calming and other streetscape, crosswalks and enhanced pedestrian features will foster a pedestrian-friendly environment. Plans for a potential future grade separation of Independence Boulevard and Virginia Beach Boulevard would create a plaza that would allow easy and safe bicycle and pedestrian access across Independence Boulevard.

The TOD station at Independence Boulevard and the Southern Boulevard green corridor will let transit users walk a short distance to their places of work, study or pleasure. Green corridors along the transit route and a bike-pedestrian connector to Mt. Trashmore will offer pedestrian-friendly alternatives to circulate, exercise and enjoy with the advantage of a strategic location.

AMENITIES

The Central Business District concept plan recognizes the importance of its existing natural environment. Rather than a barrier to the core development, the surrounding natural environment, including the Thalia Creek, its tributaries and associated wetlands, provides the area with visual qualities and open spaces that establish its distinctive identity and theme.

The Plan suggests location and size of a marina with soft landing areas for canoes and kayaks in the area north of Princess Anne High School. And the implementation of the Thalia Creek Greenway Plan and a pedestrian connection to the proposed Southern Boulevard Greenway and existing Mt. Trashmore recreation facilities south of I-264 will be vital for this district. All parks, plazas and open spaces will be implemented using urban parkland demand standards.
Central Business District // Core Area

Home to the financial and cultural arts district, the Core Area thrives with a variety of offerings, attracting both local residents and visitors to the high-rise epicenter of activity in the new downtown.
PURPOSE

The most densely developed and intensely occupied area of the Pembroke SGA 4, this district encompasses the existing Central Business District. The core area of the Eastern District, home to the Town Center of Virginia Beach, has effectively solidified its place as the City’s downtown.

The regulating plan for this area allows for large footprint, zero lot line buildings, and the highest building heights allowable in the City of Virginia Beach. This business center will continue its growth and cement its reputation as the place to do business not only in finance, real estate and economic development, but also as the cultural and civic center of Virginia Beach, home to the City’s tallest buildings, quality hotels, business center and successful educational, arts and cultural venues such as the Sandler Center for the Arts and an Arts Education facility adjacent to Sandler Center.

PLANNING STRATEGIES

The proposed District is envisioned as the main business, cultural, and arts center of the Pembroke SGA 4. The concept proposes a highly structured urban development framework that concentrates high density, commercial development in the central area and provides for decreasing land use densities as development moves away from the core. This will create a strong urban nucleus, serving as a focal point for region-serving retail, hotel and office use while creating a skyline for Virginia Beach. Continuing the urban metamorphosis of the core is now both necessary and desirable. Since the area is already highly developed, one of the necessary tools for this conversion is the City’s redevelop-ment strategy for the Pembroke SGA 4, which will make possible the continued economic growth of this vital area of the City. Efforts shall be made to foster economically and culturally diverse communities to assure success of a comprehen-sive planning vision. As we increasingly seek a more modern retail experience, one that is more integrated to other aspects of our every-day life, redevelopment of the Pembroke Mall property should be oriented to gradually achieve an urban, pedestrian-friendly design that would effectively reconnect this site with the fabric of the Pembroke SGA 4.

CMC PLACES

Fostering relationship with its citizens, the City shall continue having a larger presence in the Pembroke SGA 4 at this location. The plaza in Town Center, already the place for people to gather and make their voices heard will continue to be the main civic space, especially as it becomes home to more higher education and cultural facilities.

ACCESS

The area will become part of an important Transit Oriented Development (TOD) that will create an enlivened confluence of people coming to do business, attend school, or cultural events, enjoy a tourist outing, to shop and to dine in this exciting district. Visitors and business people alike will arrive via a light rail rapid transit system that will put them right in the middle of everything. The transit station will be a true multimodal hub in which users will be arriving by train, bike or auto and dispersing through the district after picking-up a cup of coffee and their newspaper in the mornings, and shop for a treat on the way home in the evenings.

Two TOD stations are proposed, the first at Independence Boulevard and Southern Boulevard, and the second at Southern Boulevard and Constitution Drive. They will be located a short distance from Town Center Virginia Beach Boulevard, Thalia Creek, and Princess Anne High School, and will take advantage of a strategic business location and entertainment and cultural venues.

STREETS AND PEDESTRIAN CONNECTIONS

The original core plan adopted a tight grid pattern for its streets, filling in the superblocks that existed before forming a compact and interrelated structure. The expanded grid pattern differs substantially from the typical suburban development pattern and will establish a fully realized local street network with numerous grid-like connections that extend from this core area towards the rest of the Pembroke SGA 4.

The identification of, and proposed potential future grade separation of Independence and Virginia Beach Boulevards would create a plaza that would allow easy and safe bicycle and pedes-trian access across Independence Boulevard. Once transformed, traffic will efficiently move through the area without being a barrier to pedestrians. It will allow for connectivity and become part of the open space network with a grand promenade that connects to the green corridor along a new Southern Boulevard and the TOD station, a proud gateway to the district.

Improvements to Cleveland Street and Cool-lumns Street to serve as a connector between the Newtown Road area and the core area, as well as extensions of Constitution Drive and Market Street across Thalia Creek towards Bonny Road, will help to open up the area and energize it with more fluid traffic.

AMENITIES

Rather than a barrier to the core development, the surrounding natural environment, including the Thalia Creek, its tributaries and associated wetlands, provides the Core Area with visual qualities and open spaces that establish its distinctive identity and theme.

The area will continue its support of, and enhance the Pembroke SGA 4 with an Arts and Cultural District envisioned for the Town Center area, a visual arts center to foster a creative cul-ture that encourages people of all backgrounds, ages and skill levels to explore, participate and experiment in the visual arts. Thus, the plan showcases an Arts Education facility adjacent to Sandler Center along Independence Boulevard, art galleries, studios spaces for artist, art academies, music festivals and unique “wayfinding” signage.

PROPOSED CORE AREA DENSITY STUDY

| Commercial | 2,612,588 SF |
| Office     | 4,197,586 SF |
| Residential | 3,493 Units |
| Hotel      | 2,375 Rooms |
| Core       | 550,000 SF |
Central Business District // Bonney Area

The Bonney Area offers interstate exposure for businesses along I-264 and is supported with a variety of residential high-rise, mid-rise and hotels. This area is arranged around the natural setting of Thalia Creek as the greenway open space for the downtown of Virginia Beach.
PURPOSE

This area is home to newly refurbished, mid-size and extended-stay hotels, office buildings and the new City View residential development. The area will encounter new opportunities for office and commercial development, supported by a strong residential base along the Bonney Road corridor. Road improvements with a north-south orientation would allow for more efficient and smooth traffic pattern on and off the interstate, and in turn, would effectively make this a more conducive place to do business.

This district’s area allows higher, denser development in its center along Bonney Road, transitioning to smaller scale buildings at the edges adjacent to Thalia Creek and Columbus Station.

PLANNING STRATEGIES

Mixed-use office, commercial, residential, and hospitality elements will complement the adjacent Central Business District Core area while fostering businesses along its main artery, Bonney Road. Areas immediately south of the Independence Transit Oriented Development Center station will benefit from its central location and access to an improved road network. The Columbus Station and adjacent residential neighborhoods bounding the area south of the rail right-of-way will blossom from the influx of young professional residents, open space offerings and green corridors.

ACCESS

The extension of Constitution Drive to Bonney Road and a proposed “flyover” from Bonney Road to Market Street will link this area with Town Center and Virginia Beach Boulevard. These connectors will make the area more accessible and provide north-south alternate routes for local traffic. The proposed plan showcases natural vegetation for specific “green gateway” areas upon entering this district increasing visibility from interstate I-264.

AMENITIES

A new pedestrian connection south of the interstate and towards Mt. Trashmore Park and the YMCA recreational facilities will open the area to a full green ribbon connector accessing the Thalia Creek, and other recreational facilities while improving the overall quality of life and businesses in the district.

STREETS AND PEDESTRIAN CONNECTIONS

The proposed Transit Oriented Development (TOD) stations – the first at Independence Boulevard and Southern Boulevard and the second at Southern Boulevard and Constitution Drive – will be strategically located, both a short distance from within this district area. Pedestrian connections, sidewalks, crossways and streetscape features will be implemented.

As the grid pattern opens up towards this area additional street connections will provide alternate routes, including extensions of Constitution Drive and Market Street across Thalia Creek towards Bonney Road. This will help to open-up the area and energize it with more fluid traffic.
Central Business District // Waterfront Area

Combining the surrounding natural environment with recreational and cultural amenities, the Waterfront Area will serve as the unique eastern gateway to new downtown of the Pembroke SGA 4.
PURPOSE
The core area of the district concept plan recognizes the importance of its existing natural environment. Rather than a barrier to the core development, the surrounding natural environment, including the Thalia Creek, its tributaries and associated wetlands, provides the area with visual qualities and open spaces that establish its distinctive identity and theme.

High-rise and mid-rise development occurs in the Core area, transitioning to smaller scale mid to low-rise buildings at the edges, around the waterfront. This district also includes a multi-story urban Princess Anne High School and associated open space.

PLANNING STRATEGIES
This is an area primed for regeneration. Flanked by green boulevards, the Thalia Creek trail, and an extended urban street grid, the Waterfront Area stands to take advantage of a strategic location that offers public art performances, cafes, and access to the waterfront. Through the creation of a “Creek Walk” development, the Waterfront Area will offer casual places to eat, art galleries, and performances and will foster economic activities. The Waterfront Area will also act as a gateway location, a visually impactful site that announces one’s arrival.

The core area tight grid pattern for its streets will forge a compact and interrelated structure extending to the north and east towards the Thalia Creek, effectively integrating this area into the whole of the Central Business District.

The proposed TOD stations, one at Independence Boulevard and Southern Boulevard and the other at the intersection of Southern Boulevard and Constitution Drive, will provide an advantageous location for providing transit and waterfront access. Both are a short distance from Virginia Beach Boulevard, the Thalia Creek and Princess Anne High School.

AMENITIES
The Plan suggests location and size of a proposed Creek Marina north of Princess Anne High School to minimize shoreline impact and “Creek Walk” facilities. It is strongly recommended that the implementation makes the necessary adjustments to keep shoreline disturbances to a minimum to protect and restore the wetland areas in both the Creek as well as the Lynnhaven River areas. A soft landing area is strongly recommended for non-motorized craft like canoes and kayaks. Coordination will be vital between Parks & Recreation, Planning and pertinent city departments involved in carrying out the Master Urban Plan.

The proposed waterfront development is implemented, careful consideration should be given to determine the benefits of its final location. It will include Lynnhaven River restoration efforts near Princess Anne High School conducted by the Corps of Engineers. It is a project that will provide both ecological and educational opportunities, ecosystem restoration on the Creek and a green linkage connection from Mount Trashmore to the Pembroke SGA 4 onto Thalia Creek and the green space network.

Active natural amenity, the protection and enhancement of Thalia Creek provides an important structuring element in the plan, and as a new gateway element, provides identity. Brining the natural environment into the built environment creates a distinctive sense of being, further enhanced by the establishment of strong design through landscape improvements along major streets and in public and private outdoor spaces. It will become a true water gateway into a very unique district.

STREETS AND PEDESTRIAN CONNECTIONS
Growing out from the existing grid pattern towards the edges will be an organic process in which additional street connections will open up and provide alternate routes. Connections will intersect at multiple points with other thoroughfares, opening up the parcels they access for higher density development.

An important overall improvement for the Pembroke SGA 4 will be limited narrowing of Virginia Beach Boulevard to six lanes. This will allow the use of this existing corridor for traffic traveling through the strategic growth area and create “bulb-outs” along Virginia Beach Boulevard. Traffic calming and other streetscape, crosswalks and enhanced pedestrian features will foster a pedestrian-friendly environment.

Plans for a potential future grade separation of Independence Boulevard under Virginia Beach Boulevard would create a plaza that would allow easy and safe bicycle and pedestrian access across Independence Boulevard.

The TOD station at Independence Boulevard and the Southern Boulevard green corridor will let transit users walk a short distance to their places of work, study or pleasure. Green corridors along the transit route and a bike-pedestrian connector to Mount Trashmore will offer pedestrian-friendly alternatives to circulate, exercise and enjoy with the advantage of a strategic location.
Central Village District Looking East
Central Village District

The Central Village District draws from a plethora of activities, interests, and a variety of housing options, all woven into an eclectic bohemian neighborhood supporting small business and entertainment venues. With streets lined with small shops and galleries, this district would be anchored by a major iconic arena facility offering a central park for the western edge of the new downtown Virginia Beach.
**PURPOSE**

Located west of Independence Boulevard, this district is envisioned as an eclectic, mid to low-rise commercial and urban-residential area. This district will include live-work, loft, and row-house residential buildings as well as smaller scale mixed-use commercial buildings and a sports arena. Due to the high density of residential uses in this district, a great deal of gathering places and open space will be required.

**PLANNING STRATEGIES**

Development to take place in this district is envisioned as having a stronger residential mixed-income, mixed-use emphasis. Small businesses, both existing and new, will continue to be a vital element that will be fostered and encouraged, and with a showcase sports arena and Transit Oriented Development complex as major features, this district will create a focus of social and economic activity. The area will emerge as a diverse, multi-cultural neighborhood with a network of mixed-use, independent businesses.

**CIVIC PLACES**

Given the high density and mix of residential uses in this district, a great deal of open and civic space will be required which will be provided in the way of urban plazas and pocket parks. Moreover, a sports arena is featured in this district that will create a focus of activity and social engagement.

**ACCESS**

A sports arena as a major new venue will be featured in this district just east of Witchduck Road, along with a new hotel. Thus, an important Transit Oriented Development would be generated at this location, possibly the first one in the Pembroke SGA 4 transit corridor, with the opportunity for mix of uses and rapid transit access. Improvements are planned to Witchduck Road and Virginia Beach Boulevard as well as the extension of Cleveland Street towards Greenwich Road as a “flyover.” A new defined urban street grid will make access to this district very fluid and allow its residents alternative means of circulation, especially when large attendance events are scheduled at the sports arena.

**AMENITIES**

The proposed Southern Boulevard green corridor will connect to new Metro Neighborhood Park along the eastern edge of the district and serving as an effective transitional landscape buffer along Aragona Boulevard and the Southern Boulevard green corridor. It will create a seamless transition from the business center to new residential development and to the established neighborhoods of Pocahontas Village—a residential neighborhood that is not part of the study area but will play an important role in this district— as will Aragona Village to the north. The green corridor will connect to the city bike trail system, allowing residential neighborhoods to safely access the recreational facilities of Mount Trashmore Park and of the YMCA south of I-264.

Several urban plazas and urban pocket parks will be strategically located throughout the district to provide respite from the high residential density of the district. With great attention to streetscape improvements, landscaping and crosswalks West of the metro park, the new sports arena will be a destination for both locals and people from other parts of the City and will be connected to pedestrian and bike paths that will lead to a truly immediately north and the academic district to the west.

With the addition of a sports arena, a transit station and a new hotel, this district will foster creative use of open spaces and will include squares and a network of trails and pocket parks. The unique mix of residents and businesses will give the district the ideal balance of uses, building a true urban fabric that will give rise to a more eclectic, bohemian art district. Potential amenities include ethnic restaurants, lounge bars, and a live jazz venue.

**STREETS AND PEDESTRIAN CONNECTIONS**

The limited narrowing of Virginia Beach Boulevard to six lanes to allow the use of this existing corridor for traffic traveling through the strategic growth area and creation of “bulb-outs” as traffic-calming and other streetscape, crosswalks and enhanced pedestrian features will foster a pedestrian-friendly environment.

Unique opportunities of which streetscape improvements and traffic calming elements on Virginia Beach Boulevard and Witchduck Road will be a very important element. Moreover, the opening of new corridors at Cleveland Street and Southern Boulevard will aid in circulation and mobility in this district. The development to take place in this district will transform the area with a variety of mixed-use and residential development, new sidewalks, landscape, and streetscape improvements.
Western Campus District

At the Pembroke SGA 4’s western edge, this park-like academic and recreational setting will showcase a pedestrian-friendly district that will draw School-to-Job training as well as a mix of uses to complement and support the economic development activity of the new downtown.
PURPOSE

This area is intended to be a mid to low-rise academic village and service district. Given its location, educational and service infrastructure, it lays the groundwork for a campus environment that will provide educational-related activities, service-oriented businesses and a creative and arts incubator. This district will feed from the neighboring Central Village District’s urban fabric and bohemian art district, and ethnic restaurants.

Accordingly, the buildings are smaller in scale and height. The existing Renaissance Academy is paired with a new elementary/middle school which may be necessary to serve the increased population in this and other districts.

PLANNING STRATEGIES

This district location already has in-place an educational and service infrastructure, which lays the groundwork for a future academic village-like recreation center. It will provide and foster creative educational-related activities linked to businesses with School-to-Job training and Continuing Education for the workforce. Furthermore, pointing west as the gateway to the Pembroke SGA 4 from Norfolk, the creation of landscape features along Virginia Beach Boulevard as traffic-calming and other streetscape, crosswalks and enhanced pedestrian features will foster a pedestrian-friendly environment that will attract more businesses and foster economic development activity.

CIVIC PLACES

The brand new, existing Renaissance Academy is paired with a new elementary or middle school that would share a campus and sports facilities. This pairing will create a synergy for the neighborhood, within walking distance to the proposed Central Village TOD stations, allowing easy access via light rail to other higher education facilities in Hampton Roads and outside the region.

ACCESS

The limited narrowing of Virginia Beach Boulevard to six lanes allows the use of this existing corridor for traffic traveling through the strategic growth area. The creation of “bulb-outs” and improvements to Witchduck Road will also greatly benefit this district. Additionally, the main arteries within this district will be Cleveland Street, an east-west connector that will be extended as a “flyover” connecting to Greenwich Road, the extension of Southern Boulevard, and immediate improved access to I-264.

AMENITIES

Being an academic destination and strategically located near a TOD center will provide a great synergy and exchange with the neighboring Central Village District, a short walking distance away. Immediacy to the Southern Boulevard green corridor will allow for connections to bike path and pedestrian trail networks, and will allow for easy access to other areas of the Pembroke SGA 4, the City and the region.

Among proposed amenities, this district’s plans shall consider allowing the natural vegetation to grow over in specific “green gateway” areas upon entering the district, especially from I-264, in an effort to beautify this entryway.

STREETS AND PEDESTRIAN CONNECTIONS

Improvements along Virginia Beach Boulevard will foster a pedestrian-friendly environment in this district, aid in the academic campus feel, and become a proper western gateway to the district and the Pembroke SGA 4 as a whole.

Other than Witchduck Road and Virginia Beach Boulevard, another main artery in this district will be Cleveland Street, an east-west connector that will be extended as a “flyover” connecting to Greenwich Road, making it a much more important and attractive alternative for local traffic. Southern Boulevard will also be extended and become another important east-west connector along with being the transit corridor and providing a green corridor alongside.

PROPOSED WESTERN DENSITY STUDY

Commercial: 400,000 SF
Office: 400,000 SF
Residential: 500 Units
Educational Facilities: 100,000 SF

KEY

- Pembroke SGA 4 Boundary
- Proposed Buildings
- Existing Buildings
- Green & Open Space
- Roads
- Potential Light Rail Stations
- Potential Light Rail Tracks

Educational Campus

Recreational Park

- Mid Rise
- Low Rise
- Single Family Homes
Southern Corporate District

With planned greenways throughout an urban corporate village, the Southern Corporate District will be defined by its unique, eye-catching office buildings, its accessibility to the I-264 corridor, and the economic activity supporting the new downtown.
PURPOSE

The Southern Corporate District includes iconic corporate office and commercial properties along I-264, the existing Corporate Woods and the southern portion of the Independence Boulevard corridors. In order to promote the high visibility, we envision a showcase of signature medium-rise office buildings transitioning to smaller scale, reduced-height office/retail buildings and residential dwellings as one moves south toward Bonney Road. These areas are envisioned more as urban villages, which in this context is defined as a series of residential areas surrounded by open space. Green pedestrian and bike trails will connect them to the rest of the Pembroke SGA and the City. The area will be improved greatly with the addition of green trails and neighborhood linkages, opening up the district to more recreational options: the proximity to Mt. Trashmore will be tremendously improved, made safer and more accessible by bicycle and on foot.

PLANNING STRATEGIES

With its close proximity to the proposed Sports Arena/TOD Complex and I-264, the westernmost part of this district near Witchduck Road is an ideal candidate for an iconic business center. Currently, south of I-264, we encounter a diverse arrangement of uses offering potential for redevelopment. While development in this district is envisioned with a stronger residential emphasis toward the south, it will still foster small and medium-size office and businesses of eye-catching architecture that will be a vital element of this district, and that will take advantage of prime interstate visibility.

ACCESS

Main north-south access points to this district will be via greatly improved Independence Boulevard on the east and Witchduck Road on the west. Both will feature landscape and streetscape features that will make them safer and easier to access by pedestrians, joggers and cyclists, while providing easy access to I-264.

A new and improved Aragona Boulevard will provide a third north-south access point that will include a multi-use path that connects to the Southern Boulevard green corridor and points east-west.

AMENITIES

While maintaining its commercial and office uses close to I-264, a series of residential areas surrounded by open spaces, and green pedestrian and bike trails will connect the Southern Corporate District via the improved Aragona Boulevard to the Southern Boulevard green corridor. This connection will allow pedestrians to cross Independence Boulevard, whether they are walking to Town Center to do business, going out to eat dinner, or traveling to the recreational facilities of Mount Trashmore and the YMCA.

The Central Village District immediately north will provide access to events at the sports arena and a taste of its arts and bohemian art district, ethnic restaurants, bars and other venues. A series of district neighborhood parks and urban pocket parks will provide substantial green open spaces.

STREET AND PEDESTRIAN CONNECTIONS

Improvements along Independence Boulevard to include traffic-calming streetscapes, crosswalks and enhanced pedestrian features will help foster a pedestrian-friendly environment in this district and aid in the coexistence of the commercial and residential elements. Witchduck Road and Aragona Boulevard will provide also important access and connecting elements, providing pedestrians with multi-use and bike path options.
Chapter 4 // Urban Systems
Placemaking is the act of developing a Public Space as a Living Space. It is not simply the act of building or fixing up a space, but an integrated process that fosters the creation of vital public destinations, places where people feel a strong stake in their communities and a commitment to making things better. It capitalizes on a local community’s assets, inspiration, and potential, ultimately creating good public spaces that promote health, happiness, and well-being.

The City specifically intends and designates this Strategic Growth Area to qualify as a special redevelopment district in order to promote public infrastructure, new construction, development and redevelopment.

THE 12 PRINCIPLES OF PLACEMAKING ARE:

1. Identify a Need
2. Create a Vision and Establish an Implementation Plan
3. Build Community Support
4. Establish Public/Private Partnership
5. Create Special Zoning & Special Standards
6. Establish Urban Street Grid
7. Build on Flexibility
8. Focus on Creation of Public Realm
9. Create Mixed-Use Environment
10. Establish Transportation & Parking Strategy
11. Elevate & Celebrate Community Identity
12. Create Human-Scale, Pedestrian-Friendly Area

Throughout the planning process, the public has expressed their needs and desires concerning spaces in the Pembroke SGA. “It would be a better place if it felt safer and more pleasant for pedestrians.” “There should be a place close to home where my kids can play…” “We would very much like to see the scale of the area evolve from suburban sprawl to urban center.”

The Urban Master Plan will provide different centers of activity. In addition, rather than Isolating neighboring residential areas, the Plan defines transitional zones, characterized by gradual decreases in density and building heights. In these areas development will gradually step down from taller, denser, mixed-use, activity center to lower, less dense areas around the edges of the surrounding neighborhoods. The goals are to encourage the community to reclaim their streets as gathering spaces and to help transform the policies and practices of the transportation industry that currently favor and prioritize movement of vehicles over people.

New downtown streets will become destinations worth visiting, not just thruways to and from the workplace. Neighborhood streets will be places where parents feel safe letting their children play, and commercial strips such as Virginia Beach Boulevard will be converted into grand avenues, safe for walking and cycling and allowing for both through and local traffic. Transit stops and stations can improve communities and make commuting by rail or bus a pleasure.

When we focus on making a place, instead of a specific set of rigid criteria, we tend to do things differently. When we realize that our environment is designed for the human scale and everything we need for our everyday life is within easy reach, we are happier, more relaxed and more fulfilled.

Public Workshop Input, January 2009.
There is an opportunity to reset the way things are done, to replace the old paradigm with one that is more about individuals, places, and community identity. For the past half a century, development has been largely focused on shopping destinations like malls, strip centers and lifestyle centers. As a result, we failed to create the major public destinations that define cities and communities.

Seen from a historical perspective, city space has always served three vital functions – meeting place, marketplace and social place. As a meeting place, the city provided opportunities for social exchange of information. As a marketplace, the city facilitated commercial exchange of goods and services. And finally as a social space, the city enabled access to and interaction between all the functions of urban life.

With this in mind, an effective land use plan should provide a compact urban development pattern designed to establish and/or restore these functions, complete with growth boundaries, a street network, adequate connectivity, density, land use mix, and pedestrian walkability, as well as connections to regional light rail.

The Urban Master Plan for the Pembroke SGA 4 provides a framework for new development. One of the most important elements of the Plan is the improvement of connections to isolated suburban-style areas with compact patterns of development. Building livable, sustainable communities upon this existing framework, we can give people ample reason to stay in or come back frequently to the Pembroke SGA 4.

The Plan will also act as a guide for creating and fostering special places that bring people together and energize community life. These places – plazas, central squares, waterways, transit stations, and main streets – will support and spur the creation of compact communities that will provide the comfort, convenience and connection citizens crave. These compact communities will allow people to mingle in a network of parks and other public spaces, walk shops, schools, and other daily destinations via attractive, lively streets, and use public transit. Furthermore, it will open up Thalia Creek frontage, creating a recreational amenity and waterway link to the Lynnhaven River, as well as a wetlands mitigation feature and educational tool.
The City of Norfolk and surr broke ground on the first phase of this corridor in December 2007. The starter line, designated for light rail transit service, will run from the Eastern Virginia Medical Center (EVMC) on Brambleton Avenue to a terminus at Newtown Road. For the majority of this starter line, the service will operate on acquired Norfolk Southern railroad right-of-way. In downtown Norfolk, the service will depart the right-of-way and travel along streets to its interim terminus at EVMC.

Through the acquisition of Norfolk Southern’s unused railroad corridor, Virginia Beach has a tremendous opportunity to reserve a high value future transit corridor connecting Norfolk with the Oceanfront through the Pembroke SGA 4. An extension of transit service in the Norfolk Southern corridor to Town Center is a logical second phase of the overall system and a relatively straightforward first phase for Virginia Beach to pursue. In Norfolk, the right-of-way for the service only partially exists. To Town Center the right-of-way is fully intact, enabling a system to be easily implemented. As an important first step toward multimodal transit within the Pembroke SGA 4, an interim bus service to Town Center from the Newtown Road station should be implemented in the corridor or on parallel streets. The following briefly describes short-term transit recommendations:

- **Option A:** Operate an express (or limited stop) service using Virginia Beach Boulevard and Witchduck Road to connect to Town Center.
- **Option B:** Operate an express (or limited stop) service using Cleveland Street/Columbus Street to connect to Town Center.
- **Option C:** Use the railroad right-of-way as a boulevard between Newtown Road and Town Center.

- Operate connecting service on headways and service hours equivalent to (or compatible with) LRT service and coordinates transfers between services.
- Construct a dedicated transit stop/station in Town Center to facilitate the connecting bus service.
- Consider making revisions to zoning and overlays along the future transit corridor to promote/encourage/require higher densities and/or compatible uses in future station areas.
- Study potential express service options between Town Center and the Oceanfront.

**PRIMARY LOCAL TRANSIT CORRIDORS**

Local fixed route services are an essential part of any transit system. These services provide short to medium distance mobility and access to key destinations within a city and region. Often acting as feeders to transitways, these systems are essential elements of a complete transit system. While some elements may not be appropriate in the short- or mid-term due to right-of-way costs, the following should be considered for primary local transit corridors to improve efficiency and passenger accommodation:

- Signal priority
- Transit bypass lanes at signaled intersections
- Dedicated lanes
- Off-board fare collection
- Sidewalks
- Passenger amenities
- Service information

### Transportation Considerations for Future Development

**SECOND TRANSITWAY: TOWN CENTER TO THE OCEANFRONT**

Upon the previously completed Pembroke Area Comprehensive Transportation Plan, future planning efforts will need to consider the proposed street grid on a site-specific level to ensure that the larger goals of the plan, such as transit oriented development (TOD) are accomplished.

In order to encourage TOD, the City will likely need to take a new approach to evaluating development proposals. New design criteria may be needed for the Pembroke SGA 4 to encourage a more urban environment.

Following further traffic analyses and as part of transportation improvement programming, appropriate roadway segments should be identified to reduce traffic speed, consistent with the planning principles of this plan.

A number of different types of services and technologies are recommended to comprehensively serve the Pembroke SGA 4, Virginia Beach, and the region in the future. Similar to the way the vehicular transportation system includes freeways, major highways, collectors, and local streets, the recommended transit services includes an array of short-, medium-, and long-distance components. These components may include:

- **Transitways**
- Local primary transit corridors
- Local circulator areas
- Park and ride facilities
- Transportation demand management

The following are draft priorities for future transit in the Pembroke SGA 4:

- Make the Norfolk Southern rail corridor the “front door” for transit oriented development
- First Transitway: Newtown Road to Town Center
  - Establish strategic park and ride locations to support this corridor
- Second Transitway: Town Center to the Oceanfront
  - Expand park-and-ride locations to support the extension of service

**LOCAL FLOW routes**

- Service information
- Passenger amenities
- Signal priority
- Transit bypass lanes at signaled intersections
- Dedicated lanes
- Off-board fare collection
- Sidewalks
- Service information

**SGA 4 targets**

- The following are draft priorities for future transit in the Pembroke SGA 4:
  - First Transitway: Newtown Road to Town Center
  - Second Transitway: Town Center to the Oceanfront

**Short-term transit recommendations**

- **Option A:** Operate an express (or limited stop) service using Virginia Beach Boulevard and Witchduck Road to connect to Town Center.
- **Option B:** Operate an express (or limited stop) service using Cleveland Street/Columbus Street to connect to Town Center.
- **Option C:** Use the railroad right-of-way as a boulevard between Newtown Road and Town Center.

- Operate connecting service on headways and service hours equivalent to (or compatible with) LRT service and coordinates transfers between services.
- Construct a dedicated transit stop/station in Town Center to facilitate the connecting bus service.
- Consider making revisions to zoning and overlays along the future transit corridor to promote/encourage/require higher densities and/or compatible uses in future station areas.
- Study potential express service options between Town Center and the Oceanfront.
Transportation Considerations for Future Development

In the long-term, the corridors described below are recommended for transit services for the Pembroke SGA 4:

- Virginia Beach Boulevard: Prior to completion of a dedicated transitway between the Pembroke area and the Oceanfront, transit services would be operated on Virginia Beach Boulevard (and/or an Express service on I-664).
- Independence Boulevard: As one of the key north/south corridors in Virginia Beach, service in this corridor would connect northern and southern areas of the city as well as key areas such as the Pembroke SGA 4.

LOCAL CIRCULATOR AREAS

The primary purpose of local circulators, often referred to as shuttles, is to provide localized mobility within a defined area – commonly a neighborhood, business district, shopping district, or tourist area – as well as local mobility for regional trips via transfers to/from the regional transit network. In developing circulator services, the following should be considered:

- Population and density: Services should be operated in areas of sufficient density and activity.
- Mixed use or special destination areas: Circulators are most successful in areas with multiple destinations and a transit-friendly commuter group.
- Service frequency: To attract choice riders, headways need to be sufficiently short, making it quicker and easier for people to take the bus rather than walking or driving to their destination. Headways between 5 and 15 minutes are typically suitable for shuttle services (NET currently operates on 15 minute headways intended to attract choice riders).
- Operating costs: Services must be financially feasible and sustainable, but must also reach desired destinations within the area they serve. Often, operating costs of shuttles are shared between the transit agency, local government, and local business association (or through funds allocated from area taxes or other fees).
- Fares/pricing: To attract choice riders, fares should be nominal, discounted, or free and less than connecting local or regional transit services.
- Convenience: Circulators should connect to all obvious points and be coordinated with local and regional transit systems.

As development continues in Town Center and its vicinity, the City should identify a potential route and funding source, and work with area businesses to promote and support the service. The City should also investigate the potential for the service to extend to the Silverleaf Park and Ride facility.

A potential local circulator route for the Pembroke SGA 4 will need to be implemented. The circulator route would follow the loop created by the improved Cleveland Street/Columbus Street and Broad Street corridors, Opal Avenue, and Constitution Drive. Service would potentially extend to the Silverleaf Park and Ride facility via Constitution Drive and the proposed eastern crossing of I-264. Another service route would potentially extend to the Kempsville area via Euclid Road, the proposed western crossing of I-264, Bonney Road, and Witchduck Road.

PARK-AND-RIDE FACILITIES

In large, mostly lower density communities, it is rarely possible to reach the entire community with transit services. To broaden the reach of Virginia Beach’s future transit services, it is recommended to identify and develop locations for park and ride facilities. Preliminary consideration should be given to locations along the proposed primary local routes.

- Park-and-ride facilities should provide the following:
  - Vehicle parking: Structure or surface (depends on location).
  - Bicycle parking: Short-term (lockers) and long-term (bicycles).
  - Passenger amenities: Shelters, benches, service information (real-time and static), and secure/freight purchase equipment.
  - Sidewalk and bicycle connections: Facilities connecting to nearby neighborhoods, developments and other nonvehicular systems.
  - Security: Facilities should be highly visible and well lit. They should be monitored locally or remotely.
  - Good transit access: Efficient inbound and outbound (preferential, if possible) access for transit vehicles that minimize delay.

The full development of a comprehensive transit system for Virginia Beach will take time and substantial funds to fully implement. In support of the long-term plan, there are a number of efforts that can be undertaken in the short-term within the Pembroke SGA 4:

- Purchase the Norfolk Southern right-of-way.
- Operate express/corridor-focused services to and from the Pembroke area. Establish bus service on future transitway to build ridership.
- Develop a transitway in the Norfolk Southern corridor between Newtown Road and Town Center connecting to the currently planned light rail transit system to Norfolk.
- Identify locations for two future transitway stations along the Norfolk Southern corridor within the Pembroke area.
- Specifically identify major transit connector corridors/routes within the Pembroke area and operate services in support of the transitway.
- Develop new circulator route and operate services.

In sup...
Alternative Modes of Transportation: Transit Oriented Development // TOD

Transit Oriented Development (TOD) is typically defined as a more compact development pattern within easy walking distance of transit stations (typically a half mile) that contains a mix of uses such as housing, jobs, shops, restaurants, entertainment, civic, and education.

For the Pembroke SGA 4, TOD can be applied with an increase of residential densities in targeted areas along the proposed HRT light rail corridor to support desired transit and create markets for additional neighborhood-oriented, walkable retail. Showcasing a variety of housing types and open space amenities, the Pembroke SGA 4 TOD corridor will be a model for other cities to follow.

Districts will not be defined solely by their density or the intensity of activity, but also by their use types, street arrangements, transit accommodations, and role within the development area. Mixed-use TOD corridors will focus primarily on economic development and community activity centers. These corridors will be characterized by mixed-use buildings that house services, retail, employment, and civic or cultural uses. TOD corridors are especially suitable for streetcars, bus rapid transit, or other high-quality bus service with closely spaced stops. Residential development will be characterized by newer, denser development along the corridor, with older, lower-density homes towards the edges. Mixed-use TOD corridors will be serviced by transit stations that create nodes of activity, as well as networks of secondary transit services such as local bus lines. TOD corridors will also offer excellent opportunities for infill and mixed-use development.

The streets surrounding transit stations need to support multiple transportation modes – automobiles, buses, pedestrians and cyclists – and provide for the safety of all users. The design of intersections and crossings, sidewalks and transit stops should consider the safety of the young, the elderly, and the mobility impaired. This approach to designing streets may necessitate trade-offs with the needs of motorists due to space constraints, but the needs of pedestrians, bicyclists and transit users should be prioritized over the convenience of automobile drivers.

The proposed TOD station area plans should incorporate mixed-income housing wherever possible. The public space around stations should be pedestrian-friendly and welcoming to transit riders, TOD residents, and other visitors. All public spaces surrounding TOD stations will be easy to navigate, will provide comfortable places to rest, and will incorporate shade and landscaping, attractive lighting, water fountains, and public art. The addition of some retail can make transit more convenient and comfortable by allowing users to purchase convenience items such as coffee, magazines, newspapers, and snacks. It’s important to make these spaces feel welcoming and safe both for the people who live and/or work at the station, as well as transit riders who enter off the street.
The public input received during the Pembroke SGA 4 Implementation Plan process showed a growing concern that current development patterns, dominated by sprawl, are no longer in the long-term interest of Virginia Beach residents. Furthermore, the public stressed a desire to improve the integrity of the existing natural environment and public spaces, while also developing new ones including more parks and recreational options, walkable neighborhoods and access to waterways, bicycle and pedestrian systems.

The backbone of the current transportation planning portion of the Pembroke SGA 4 Implementation Plan is the Pembroke Area Comprehensive Transportation Plan prepared by Kimley-Horn and Associates, Inc. in July 2008. The overall objective of the comprehensive transportation plan is to provide a blueprint for a multimodal transportation network that addresses not only existing transportation needs in the Pembroke area, but also accommodates growth in the area as it develops into an urban environment and central business district. The multimodal network is envisioned to accommodate pedestrians, bicycles, motor vehicles, and transit users as they travel through, around, to, from, and within the Pembroke SGA 4.

The current planning for the Pembroke SGA 4 was undertaken after the completion of the Pembroke Area Comprehensive Transportation Plan. The intent of the implementation plan is to examine more closely the redevelopment and development opportunities that exist within the Pembroke SGA 4. This implementation plan uses the Pembroke Area Comprehensive Transportation Plan as the foundation for the next logical step in progressing to a more in-depth and detailed review of the opportunities in this specific Strategic Growth Area. While considering the recommendations of the comprehensive transportation plan as a starting point, this plan features a transportation network that has evolved from an arterial-based system to a grid-like, urban collector system that supports the proposed changes in land use. This grid creates an organizational structure that will lay the foundation for future development that is more dense and urban and will create the opportunity for transit-oriented development.

As the Pembroke SGA 4 continues to experience growth and densification both inside and outside of the Town Center area, it becomes even more imperative to have a well-planned, interconnected street system that can accommodate automobiles, transit, bicycles, and pedestrians. This plan provides for an urban street network that exists not only to move people, but also to define the pattern of the place.
The hierarchy of street types typically includes arterial, collector, and local streets. This hierarchy of streets helps to describe the way differing classes of streets relate to one another in terms of function, access, and mobility. While the intent of the Plan is to provide an interconnected grid-like network of streets that improves local connectivity and route choices, it is likely that some streets will still carry more automobile traffic than others.

Arterials are the highest street classification. They include facilities with full access control (freeways and expressways) as well as thoroughfares. Typically, these facilities provide high mobility; operate at higher speeds (45 mph and above), provide significant roadway capacity, and serve longer distance travel. It is anticipated that Interstate 264 (I-264), Independence Boulevard, Virginia Beach Boulevard, and Witchduck Road will continue to serve as major arterials in the Pembroke SGA. Other streets such as Cleveland Street, Columbus Street, Constitution Drive, Bonney Road, Baxter Road, and the proposed East and West Crossings of I-264 will serve as minor arterials.

Collector streets typically provide less overall mobility; have more frequent and greater access flexibility (with adjacent land uses), have lower posted speed limits (15 to 35 mph), and serve shorter distance travel than arterials. The majority of collector streets connect with one another, with local streets, and with non-freeway/expressway arterials. It is anticipated that Aragona Boulevard, Market Street, Kelham Road, Grayson Road, Bonney Road, south of I-264, South Boulevard, and several proposed new streets will function as collectors in the future.

Local streets provide high levels of access to adjacent land uses/development (frequent driveways), serve short distance travel, have low posted speed limits (15 to 35 mph), and have a lesser role in overall mobility. Local streets typically connect to one another, to collector streets, and less frequently to arterials.

The Pembroke Area Comprehensive Transportation Plan previously completed by Kimley-Horn and Associates, Inc. used long-range travel demand modeling to determine future capacity needs for major and minor arterials.

Key elements of the Transportation Plan include the following:

- Creation of "bulb-outs" along Virginia Beach Boulevard
- Future grade separation of Independence Boulevard and Virginia Beach Boulevard
- Limited narrowing of Independence Boulevard to six lanes between Columbus Street and Broad Street
- Limited narrowing of Virginia Beach Boulevard to six lanes to allow the use of this existing corridor for traffic traveling through the strategic growth area
- Conceptual cross sections have been developed for major roadways. Other elements of the plan addressed general guidelines and best practices for local and collector streets, pedestrian and bicycle facilities, transit, and redevelopment along arterials.

Conceptual cross sections have been developed for major roadways. Other elements of the plan addressed general guidelines and best practices for local and collector streets, pedestrian and bicycle facilities, transit, and redevelopment along arterials.
Street Hierarchy

Refer to Street Hierarchy Plan on pg. 48 for corresponding sections within the Pembroke SSA 4.
Street Hierarchy

Refer to Street Hierarchy Plan on pg. 46 for corresponding sections within the Pembroke SGA 4

SECTION D KEY

• Sidewalk
• 5' Bike Lane
• Travel Lane
• Median (Width Varies)

SECTION E KEY

• Sidewalk
• 5' Bike Lane
• Travel Lane
• Median (Width Varies)

SECTION E1 KEY

• Sidewalk
• 5' Bike Lane
• Travel Lane
• Median & Overpass

SECTION E

Proposed Street Section: Virginia Beach Blvd west of Witchduck Rd, looking west

a ac c d c c c

E Proposed Street Section: Independence Blvd between Broad St and Columbus St looking south*

a c c c c c c

SECTION E1

Proposed Street Section: Independence Blvd at Southern Blvd Light Rail Overpass intersection looking north

a b c c c d c c c

Current Conditions: Virginia Beach Blvd west of Witchduck Rd, looking west

• Proposed Street Section: Virginia Beach Blvd west of Witchduck Rd, looking west

• Current Conditions: Virginia Beach Blvd west of Witchduck Rd, looking west

• Proposed Street Section: Independence Blvd between Broad St and Columbus St looking south*

• Current Conditions: Independence Blvd between Broad St and Columbus St looking south

• Proposed Street Section: Independence Blvd at Southern Blvd Light Rail Overpass intersection looking north

• Current Conditions: Independence Blvd at Southern Blvd Light Rail Overpass intersection looking north

*NOTE: This section to be re-designed prior to construction of underpass.
Street Hierarchy

Refer to Street Hierarchy Plan on pg. 46 for corresponding sections within the Pembroke SGA 4

SECTION F KEY
- a: Sidewalk
- b: Landscaping
- c: Travel Lane
- d: Median

SECTION G KEY
- a: Planting Area
- b: Multi-Use Path
- c: Travel Lane
- d: Median
- e: Sidewalk

Proposed Street Sections:
- Witchduck Rd looking north
- Eastern and Western Crossing over I-264 looking south

Current Conditions:
- Witchduck Rd looking north
- Eastern and Western Crossing over I-264 looking south
Urban Parking Considerations

In an urban area, the parking system consists of a combination of public parking that is available to anyone and private parking for an individual building, owner, or land use. Typically in urban areas, fees are charged for usage of all parking based on some measure of time of stay. The overall parking system includes municipal on-street parking, whether metered or free of charge, off-street parking lots, and off-street parking garages, in the form of either multi-level above-ground structures or below ground structures. Parking structures can be freestanding, or they can be incorporated into the lower levels of buildings or developments, similar to those in Town Center.

Short-term parking is provided for businesses with rates and time limits to encourage high turnover and availability of spaces and to provide ease of enforcement. Long-term parking is provided mostly for employees and others needing to park for longer time periods. Off-street customer parking for two hours or less is needed to support businesses located along the street. Off-street customer parking is also usually needed and primarily serves larger businesses or higher volume enterprises such as medical offices and primary shopping areas. Revenue control, in the form of parking meters, pay-and-display stations, pay-on-foot, or other similar devices, is beneficial because such control discourages use of the most convenient spaces by long-term parkers such as employees. A single short-term parking space will usually turn over many times during course of the day; however, if an employee is parked all day, the space will not be available for customers.

PARKING RECOMMENDATIONS

Adequate parking is currently provided in the Pembroke SGA 4 and is expected to continue to be provided through the short-term. As the Pembroke SGA 4 continues to experience growth and development, the use of the parking supply will need to be monitored and as surplus capacity is diminished, more parking may need to be provided to accommodate the increase in parking demand. In the early stages of the Town Center’s growth, providing ample parking was essential to the area’s success as a destination; however, parking in the future may need to be considered differently than today. While it is important to plan for, require, construct, and operate a comprehensive parking system, it is equally important to consider the value of implementing policies and programs to provide incentives for travel by modes other than single-occupant vehicles.

Transportation demand management (TDM) can be used to help balance the need for increased parking with the need to make other travel modes more viable. TDM policies and ideas do not seek to eliminate parking, to make parking unavailable for those who choose to drive, or to constrain development. They instead offer a system of support to those who choose not to travel in a single-occupant vehicle. TDM includes the promotion of mass transit, walking, bicycling, carpooling, car-sharing, and telecommuting to reduce demand for vehicular travel, lessen congestion and air pollution, and improve travel choice and accessibility. Ultimately, the successful implementation of TDM can enhance quality of life, improve the business climate, and contribute to an area’s economic prosperity as congestion increases.

In the future, good and frequent transit service can exist in the Pembroke SGA 4. Furthermore, with continued development and change, a substantial population could be within easy walking distance of the core of the Pembroke SGA 4. The comprehensive recommendation is to support the development of an appropriate parking system while also encouraging the implementation of measures and programs to reduce parking demand, and vehicular travel in general, to create a better balance in the way people travel over the long-term.
An interconnected street network benefits more than vehicles alone. It offers pedestrians and cyclists a variety of routes and shorter travel distances. In addition, because interconnected systems have a greater number of streets carrying traffic, the streets themselves are typically narrower (fewer lanes), resulting in more easily crossable streets and a larger network of pedestrian friendly places.

The street network is where most transportation modes interface. It is also where the transportation network interfaces with the private realm – buildings, parking lots, and other development-related elements. Within the finite right-of-way of the street system, all modes of transportation must be considered and space allocated appropriately. More space for one element – travel lanes, sidewalks, parking lanes, bicycle facilities, landscaping, transit, etc. – means less space for another element. The City of Virginia Beach should adopt a “Complete Streets” policy such that pedestrians, cyclists, mass transit, passenger vehicles, trucks, and parking all have a place within the street network of the Pembroke SGA 4.

Key elements of the current Plan include the following:

- Creation of specific bike paths around various subsections of the Pembroke SGA 4 and identification of access routes to/from adjacent neighborhoods and the Thalia Creek Primary Corridor
- Provision of striped bike lanes along major corridors such as Virginia Beach Boulevard and Independence Boulevard
- Provision of striped bike lanes along numerous collector and local streets
- Provision of multi-use path along Southern Boulevard alignment adjacent to the transitway

In addition, the following best practices for pedestrians and cyclists should be considered as the collector and local street system expands:

- **Bicycle facilities:** 5-foot wide lanes where the bike lane is adjacent to parking and 3-foot wide lanes where the bike lane is adjacent to a 2-foot wide gutter pan. A 5-foot wide lane should be provided where the bike lane abuts the curb (if vertical curb). However, a 4-foot wide lane may be used in cases where the existing street width is not sufficient to provide adequate width travel, turn, and parking lanes and a 5-foot bike lane. The 4-foot wide lane should not be used in locations where there are storm grates or other drainage features.
- **Bulb-outs:** provide at intersections where there is adjacent, on-street parking to maximize pedestrian visibility
- **Crosswalks:** high visibility ladder style or stamped and stained asphalt
- **Enhanced pedestrian features** such as countdown signals, high visibility crosswalks, and raised crosswalks
- **Curb ramps:** provide at all crosswalk locations and driveways
- **Sidewalks:** provide on both sides of all major and minor streets (minimum of six feet in clear width with a minimum five-foot verge separation from the street)
Building site placement is essential in framing the space of a street and providing a sense of enclosure. But the siting of buildings also determines how accessible private spaces are from the public realm, encouraging frequent exchange between inside and outside and enhancing pedestrian activity. Building site placement is also one of the initiating factors of the character of a place. A consistent placement of adjoining buildings at the edge of the right-of-way gives the public realm a pedestrian sensibility, creating street-walls (the vertical plane resulting from a contiguous line of buildings) that result in a more intimate urban form.

At the same time, buildings and landscape features can become iconic gateways and help to define the space. This approach to landscaping creates places that are more easily identifiable, accessible to pedestrians. Often stressful tasks, such as crossing the street, feel safer because vehicles move more slowly in an environment that brings pedestrians and vehicles closer together. The details of everyday objects take on greater significance in this environment, as they are more readily observed. In other words, pedestrian-oriented environments establish public space as the backdrop of daily human activity and experience.
The Pembroke SGA 4 Urban Master Plan showcases Virginia Beach’s abundance of creeks, lakes, rivers and waterways through a robust network of parks that emphasize the beauty that has become the City’s trademark. One of these great resources is the Thalia Creek corridor. With approximately 40 acres of wetlands, wildlife and vegetation, this area presents great opportunities for natural trails (land/water), view corridors, landscape improvements, park opportunities, urban components, and linkages to the proposed districts and neighborhoods, as well as to the larger city open space network.

In accordance with its 2002 Conceptual Greenway Plan developed by the Parks & Recreation Department, the City took an active role to improve the quality of the open spaces and recreational opportunities in Virginia Beach. In 2007, with the Thalia Creek Greenway Master Plan, it achieved its main goals to open dialogue, build consensus and provide for a guide for a network of trails and open spaces.

The Pembroke SGA 4 Implementation Plan takes into consideration the groundwork from the Thalia Creek Greenway and includes at its center the two main green corridors, the primary Thalia Creek corridor and the Southern Boulevard green transit corridor, as well as transitional green areas to the existing neighborhoods. Elements of the Thalia Creek Greenway have been implemented in the plan, including the planned canoe and kayak launch areas north and south of Virginia Beach Boulevard. Providing a linkage across I-264 connecting Mount Trashmore District Park and the Town Center area, two major destinations that are less than a mile apart, will be a critical and a much-needed open space connection between the Creek, the proposed Southern Boulevard green transit corridor, and Mt. Trashmore park.

In a concrete urban environment one has to think outside the box to incorporate open space in downtown areas and more compact residential environments. Extra pavement in plazas or streets could be translated to open space and water features and landscaping take a larger role. This plan aims to offer a diversity of open spaces to appeal to many different people. The public’s overwhelming support of the greenway plan and the Pembroke SGA 4 Implementation Plan is an encouraging sign that the community wants and needs more open green and recreational areas. Citizens wish those areas to have connectivity, envisioning spaces where they can bike ride, jog or walk to/from a park or recreation facility, or go out for a stroll and dinner via trails that are pleasant, safe and sustainable. The Urban Master Plan showcases a network of open spaces, from neighborhood parks to community, signature, and metropolitan parks. Efforts will be made to implement bike paths and pedestrian connectors along important routes such as Witchduck Road, Aragona Boulevard and Bonney Road in coordination with the current City of Virginia Beach Bikeways and Trails Plan.

The Pembroke SGA 4 Implementation Plan makes recommendations and suggests location and size of a marina and “Creek Walk” facilities. It is strongly recommended that the implementation of these recommendations includes necessary efforts to keep shoreline disturbances to a minimum and to protect and restore the wetland areas in both Thalia Creek as well as the Lynnhaven River areas. Coordination will be vital between the Parks & Recreation, Planning and pertinent city departments involved in carrying out the Urban Master Plan.
Parks & Open Space

1. **METRO PARK**
   This park, with its diversity of adjacent land uses, allows for a variety of activities. Both active and passive recreation is provided, creating a diverse array of socially and interactive possibilities.

2. **SOUTHERN BOULEVARD / RAIL RIGHT OF WAY (ROW) / THALIA CREEK GREENWAY**
   This passive community park will provide multiple connection points to passive recreation, bike and walking trails and future mass transit stations. The linkage park will connect the Renaissance Academy site to the Thalia Creek Greenway.

3. **NATURAL RESOURCE AREA**
   The primary purpose of this existing natural resource will be to preserve the existing indigenous vegetation and wildlife near the Thalia Creek, while at the same time providing a green infrastructure and natural environment for the surrounding development. Recreational activities are a secondary objective in these types of landscapes. However, environmental education programs and recreational activities including hiking and biking trails, waterway access, and public fishing opportunities are possibilities.

4. **TOWN GREEN**
   These open spaces will serve as a gathering location at several points of the development area. Complete with open lawns, extensive landscaping and natural water features, the Green will accommodate informal active recreation as well as potential large scale gatherings and functions.

5. **URBAN PLAZA**
   This urban mixed use space surrounded by multiple commercial uses will become a gathering anchor for the surrounding blocks. Passive recreation such as festivals and similar gatherings are common at these locations.

6. **URBAN POCKET PARK**
   These small public spaces are often located adjacent to buildings, on single vacant lots or on irregular shaped parcels of land. Limited by their size, passive recreation is typical in the form of seating areas and small, planted areas.

7. **DISTRICT NEIGHBORHOOD PARKS**
   These small public spaces are designed as landscaped recreational opportunities intended for use by the occupants in adjacent buildings. Passive and limited active recreation can be facilitated at these locations.

8. **RECREATIONAL FACILITY**
   These semi-public spaces are designed with specific recreational activities in mind and are intended for use by the local school system and the general public on a limited basis. Sport specific, active recreation will be facilitated at these locations.
ENVIRONMENTAL SPECIFIC STRATEGIES

The City needs to promote the implementation and integration of Leadership in Energy and Environmental Design (LEED®) certification both for buildings and the overall development plan, using LEED® for Neighborhood Development (or LEED-ND) as a benchmark. The LEED® for Neighborhood Development Rating System integrates the principles of smart growth, urbanism and green building into the first nationally recognized system for sustainable neighborhood design. In the Pembroke SGA 4, sustainable design should strive to connect people with each other, with their communities, and with nature through the provision of public spaces for increased infrastructural efficiencies; vertical integration of buildings; shared open spaces, and public open spaces. The Pembroke SGA 4 Plan vision seeks to reduce sprawl, preserve open space and help create compact, compatible, walkable, green community. Sustainable planning and “Green” building practices recommended for the Pembroke SGA 4 will not discourage new development, rather, these practices will tend to support a more sustainable, and ultimately more viable development model for the City of Virginia Beach that will foster healthy growth patterns in this area for years to come. It should be noted that detailed studies and scientific and economic analysis will be required prior to the implementation of any of these strategies.

To design the right connections between earth and man, balancing energy, resources, people and places and achieve these goals, the following actions are recommended:

- Preserves or creates a variety of green and open spaces;
- Increase densities through compact, vertically integrated development;
- Provide urban riparian and green infrastructure;
- Create housing alternatives to encourage residential growth in core areas — allowing for increased infrastructural efficiencies;
- Facilitates and promotes transportation options beyond the automobile;
- Enact stormwater management practices to recharge water runoff;
- Incorporate green building techniques and materials; and
- Create public policies to support these strategies.

PUBLIC INVOLVEMENT WITH INNOVATIVE ENGINEERING PRACTICE, EDUCATING THE PUBLIC AND PROMOTING NEW WAYS

The need for public involvement in information dissemination, consultation, and stakeholder participation is vital - in consultation with the implementing agencies - to ensure the implementation of sustainable operational policies. Public involvement improves the performance and impact of projects by:

- Enhancing stewardship of, and accountability for project outcomes
- Addressing the social and economic needs of affected communities
- Building partnerships among project executing agencies and stakeholders
- Making use of skills, experiences, and knowledge, in particular, of community and local groups, and the private sector in the design, implementation, and evaluation of project activities
- Secondary Streets Acceptance Requirements will need to be employed, implementing VDOT’s SSAR requirements for the development of new residential and mixed-use streets. All other streets must be developed in coordination with appropriate provisions of the Road Design Manual for the appropriate functional classification but shall include updating the parallel parking regulations currently used to guide the traffic engineering department.
- In time, policies will have to be drafted that determine the green space requirements for large and small developments.

These efforts need to be coordinated with the following programs:

- Chesapeake Bay Program – Chesapeake 2000
- The Lynnhaven Ecosystem Restoration Project, led by US Army Corps of Engineers
- Virginia Beach Sustainability Committee
- Green Ribbon Committee

The Pembroke SGA 4 Plan will also create fewer parking lots. The stormwater management systems for the Pembroke SGA 4 Plan should combine the use of

- Regional BMPs and bioretention basins
- Under pavement swales and rain gardens
- Interconnected Greenways
- Other innovative stormwater management systems
- Two areas demanding high priority and primary focus are the Municipal outfall located north of City Center, just off Independence Boulevard, and at the waterfront/wetlands region located northeast of Princess Anne High School.
Form Based Code

WHAT ARE FORM BASED DEVELOPMENT CODES?
Form Based Codes involve a completely different means of regulating building use and form than traditional Euclidean zoning. In contrast to traditional zoning, which regulates development primarily by use (housing, industrial, commercial) and therefore tends to segregate land uses, Form Based Codes are capable of encouraging the development of vibrant, pedestrian-friendly, mixed-use environments that are typical of historic urban centers. Whereas traditional zoning utilizes parametric devices such as setbacks, FAR’s and dwellings per acre, to regulate development, form based codes emphasize building form and typology through the use of graphic guidelines, and provide incentives for development to adhere to a predictable and desirable urban form.

Form Based Codes may also include Architectural Design Guidelines, Landscaping Standards, Signage Standards, and Environmental Impact Standards. A regulating plan is also usually incorporated into the form based code, as a graphic statement of the physical form of the area being regulated. It depicts the areas of the plan where different building form and streetscape standards will apply.

Because they can regulate development at the scale of an individual building or lot, Form Based Codes allow a desired developmental pattern to occur in a more organic fashion, gradually allowing the area which it regulates to assume a preferred urban form through the independent development of many small sites within the plan by multiple property owners. Because of this, it is less likely that large land areas will need to be acquired in order to achieve the overall goal. Rather, the Form Based Code provides incentives for property owners to develop their sites in a way that supports the vision of the plan. As a result, areas regulated by Form Based Codes often contain a diversity of architecture, materials, uses, and ownership.

ALTERNATIVE APPROACHES TO FORM BASED CODES
While the use of form based codes is an effective tool in creating a desirable urban form, the inclusion of a form based code in this Plan is not intended to imply that there are no other types of zoning regulation that foster, as stated in the Plan’s Vision Statement: a central urban core with a vertical mix of urban uses, great streets, mobility and transit alternatives, urban gathering places, environmental and neighborhood protection, “green” buildings and infrastructure opportunities providing a variety of civic, commercial, artistic and ethnically diverse areas.

Most importantly, the regulations governing development in the Pembroke SGA should be flexible in nature, so as to ensure that this form based code meets the City’s vision for the area while at the same time encouraging creativity in design. As an alternative to a form based approach, an effective way of accomplishing this objective could be through the use of performance-based zoning, in which a proposed development would be allowed to deviate from the specific development standards prescribed in the ordinance by providing a different form of development or an amenity that serves the same or a closely-related purpose or purposes as the prescribed development standard. For example, rather than strictly conforming to ordinance provisions requiring building facades to be located close to the street so as to activate the street frontage by providing a walkable, pedestrian-oriented streetscape, a development could include features such as open-air cafes, plazas, or public art that similarly activate the street frontage and provide an interesting, pedestrian-oriented streetscape.

In light of the foregoing considerations, it should be understood that the form based code appearing below is not intended to be the exclusive means of regulating the form of development in the Pembroke SGA, nor is form-based zoning necessarily the most effective approach to coding the various districts within the SGA in every case. The form based code shown on the following pages does, however, illustrate what such a code might look like if chosen as the zoning ordinance for the Pembroke SGA.

HOW WILL A FORM BASED CODE APPLY TO SUCH A LARGE AREA OF THE CITY
The Pembroke SGA encompasses such a vast area of land that it will be necessary to regulate the desired intent through several smaller districts, already outlined previously in this document. Each district will have its own character and development guidelines, so it will be beneficial to have a set of form based rules that apply individually to each district. Within each district, the Form Based Code will assign a number of zones, called “transcet” that will further regulate the density of building forms within each district. These will range from a Core zone, where the highest densities and building heights are permitted, to a Preserve zone, where no building forms will be permitted other than incidental landscaping structures.

The Form Based Code also includes a list of lot types. These lot types are used to graphically depict the building forms that are permitted within a particular district/transcet. Character examples of building typologies for each lot type are also included. These examples assist the user of the Form Based Code in understanding the building typologies that are desired in a particular area of the plan.

WHAT ARE THE COMPONENTS OF A FORM BASED CODE?
REGULATING PLAN The regulating plan is a map of the area being regulated by the form based code. It graphically depicts the districts, and the transect zones within each district that are used to guide development.

DISTRICTS Districts break up the regulating plan into smaller manageable areas. Since each district will have its own character, challenges, and opportunities, different approaches in the regulation of lot types, street types, and design guidelines may be required in a particular district.

TRANSECT ZONES Transect zones establish the density of development that is permitted within a particular district. It is also a mechanism to regulate which lot types and street types, and therefore, to some degree, what uses will be permitted in particular areas of the plan.

STREET TYPES Street Types are graphic cross-sectional depictions of the street designs that will be permitted within the boundaries of the regulating plan. They indicate the relationships between and the dimensions of drive aisles, parking lanes, medians, planting strips and sidewalks, etc. and may also indicate how building stoops or signage may relate to the public right of way (Refer to pages 47-49 for detailed street section types.)

DESIGN STANDARDS Design Standards are used to verbally and graphically regulate the quality of the building form and the permissible materials of the individual buildings and associated site work. Design Standards may include Architectural Design Guidelines, Landscaping Design Guidelines (including streetscape and exterior lighting standards), Signage Standards, and Environmental Standards (such as stormwater control).

HIGH RISE COMMERCIAL/RESIDENTIAL LOT (HR)
High-Rise Commercial/Residential Lots are designed to accommodate high rise buildings in excess of 10 stories in height.

CHARACTERISTICS
- Ground Floor commercial uses
- Large building footprint related to lot size
- Zono setbacks have limit
- No building height limitations
- Structured parking incorporated within building footprint

LINKED BUILDING LOT (LB)
A lot located and designed to accommodate a large-footprint building, such as a parking garage, cinema, supermarket, etc. which is surrounded by a linear building with business uses, hospitality, or multiple dwellings on the upper floors.

CHARACTERISTICS
- Ground Floor commercial uses
- Large building footprint related to lot size
- Linear building wraps around portions of an interior parking deck
- Abundant wayfinding signage for public parking access

MIXED-USE BUILDING LOT (MU)
A lot located and designed to accommodate commercial and service uses on the ground floor occupying most of the lot, and business uses on the upper floors.

CHARACTERISTICS
- Ground Floor commercial uses
- 4 story building / height maximum
In a Form-Based Code, building form is regulated by the transect zones indicated on the regulating plan within each individual district, by lot types which establish the building typologies that are acceptable, and by regulatory tables that can be used to set limits for lot coverage, setbacks, building height, etc., and which dictate which lot types are permitted within each transect zone.

It is important to note that these tables regulate each lot type individually, and that this may be controlled within each transect zone, and with differing criteria. A regulatory table (see example below) can be applied either to the entire Pembroke SGA 4, or to each individual district—giving the regulatory authority the ability to flexibly and meticulously sculpt the desired building form across vast areas of the City.

Example of Regulatory Table for a District
**CENTRAL BUSINESS DISTRICT // CORE AREA**

**PURPOSE**
The most densely developed and intensely occupied area of the regulating plan, this district encompasses the existing Central Business District. The regulating plan for this area therefore allows for large footprint, zero lot line, buildings and the highest building heights allowable in the City of Virginia Beach.

**ALLOWABLE LOT TYPES**
- High-Rise Commercial/Residential
- TOD Centers
- Pedestal Buildings
- Linen Buildings
- Mixed-Use Buildings
- Retail/Residential Buildings
- Apartment Buildings
- Civic Buildings

**OPEN SPACE**
Large picturesque, greenbelt spaces connected by trails, highlighting the natural beauty of Thalia Creek.

**OPEN SPACE**
Large expanses of green space along the waterfront.

**EXCLUDED USES:**
- Industrial, Single Family, Heavy Retail and Service

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**CENTRAL BUSINESS DISTRICT // BONNEY AREA**

**PURPOSE**
Mixed-use office, commercial, residential, and hospitality district complementing the adjacent CBD, this district allows higher, denser development in the core area, transitioning to smaller scale mid/high-rise buildings at the edges, adjacent to Thalia Creek and Columbus Station.

**ALLOWABLE LOT TYPES**
- High-Rise Commercial/Residential
- TOD Centers
- Pedestal Buildings
- Linen Buildings
- Mixed-Use Buildings
- Retail/Residential Buildings
- Apartment Buildings
- Civic Buildings

**OPEN SPACE**
Procession of connected, formal urban parks, pocket parks and public plazas in the core area, processional greenway along the interstate, and behind the large, civic building.

**EXCLUDED USES:**
- Industrial, Single Family, Heavy Retail and Service

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**CENTRAL BUSINESS DISTRICT // WATERFRONT AREA**

**PURPOSE**
High and mid-rise development occurs in the core area of this district, transitioning to smaller scale mid/low-rise buildings at the edges, adjacent to the waterfront. This district also includes a multi-story urban high school and associated open space.

**ALLOWABLE LOT TYPES**
- High-Rise Commercial/Residential
- TOD Centers
- Pedestal Buildings
- Linen Buildings
- Mixed-Use Buildings
- Retail/Residential Buildings
- Apartment Buildings
- Civic Buildings

**OPEN SPACE**
Large expanses of green space along the waterfront.

**EXCLUDED USES:**
- Industrial, Single Family, Heavy Retail and Service

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**CENTRAL VILLAGE DISTRICT**

**PURPOSE**
Envisioned as an eclectic, mid to low rise commercial and urban-residential area, this district will include live-work, loft, and rowhouse residential buildings as well as smaller scale mixed-use commercial buildings. Due to the high density of residential uses in this district, a great deal of open and civic space will be required.

**ALLOWABLE LOT TYPES**
- High-Rise Commercial/Residential
- TOD Centers
- Pedestal Buildings
- Linen Buildings
- Mixed-Use Buildings
- Retail/Residential Buildings
- Apartment Buildings
- Civic Buildings

**OPEN SPACE**
Large recreational green spaces at the school buildings. Suburban landscaping at the service areas.

**EXCLUDED USES:**
- Industrial, Single Family, Heavy Retail and Service

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**WESTERN CAMPUS DISTRICT**

**PURPOSE**
This area of the plan is intended to be a mid to low-rise academic village and service district. Accordingly, the buildings are smaller in scale and height. The existing Renaissance Academy is paired with a new elementary/middle school, which may be necessary to serve the increased population in other districts.

**ALLOWABLE LOT TYPES**
- High-Rise Commercial/Residential
- Civic Buildings
- Mixed-Use Buildings
- Civic Buildings
- Civic Buildings

**OPEN SPACE**
Large open parks serving the residential uses, suburban landscaping at office uses.

**EXCLUDED USES:**
- High Rise Commercial/Residential, Heavy Retail, Apartments

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**SOUTHERN CORPORATE DISTRICT**

**PURPOSE**
This district includes high visibility commercial property along the interstate, Corporate Woods corridor, and Independence Boulevard, but transitions to smaller scale residential uses to the south.

**ALLOWABLE LOT TYPES**
- High-Rise Commercial/Residential
- Civic Buildings
- Mixed-Use Buildings
- Civic Buildings

**OPEN SPACE**
Large-open parks serving the residential uses, suburban landscaping at office uses.

**EXCLUDED USES:**
- High Rise Commercial/Residential, Single Family

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**Examples of Regulating Plans that could be established for each District.**

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Chapter 5 // Implementation Recommendations
Implementation Recommendations

As the City of Virginia Beach has evolved from a rural county and oceanfront resort into a major metropolitan area, the need has emerged for a social, economic, cultural, and civic epicenter to support the community. The Pembroke Strategic Growth Area (SGA) 4 located at the major intersection of the primary transportation corridors (i.e. roads and rail) into a central position of the City’s developed area presents a unique opportunity for the creation of a world class regional downtown. As the City moves forward and the Pembroke SGA 4’s 1,200 acres continue to redevelop, future planning efforts will need to consider the proposed urban systems on a site-specific level to ensure that the larger goals of the plan will produce a modern metropolitan center.
Implementation Recommendations

**INFRASTRUCTURE RECOMMENDATIONS**
- Develop parking strategy/structured parking
- Develop utility framework and urban policies for development of the utilities
- Develop wayfinding system throughout the Pembroke SGA 4

**URBAN SERVICES**
- Implement EMS, fire and police urban policies and strategies
- Develop public facilities analysis (i.e. libraries, schools, recreation centers, governmental facilities, judicial facilities)

**PLANNING LAND-USE POLICIES**
- Develop a form based code or other code establishing a regulatory framework for each district that is consistent with the goals and objectives of this Plan.
- Implement policies to foster alternative housing/workforce housing
- Explore the use of incentives for vertical mixed-use development throughout the Pembroke Area
- Develop transit-oriented development (TOD) station policies and study
- Establish cultural arts district in designated core area and provide for revised zoning in cultural arts district
- Expand the Pembroke SGA 4 plan to include additional area that would encompass Mount Trashmore Park and the South Independence commercial corridor. This would complete the Southern Village of the Pembroke SGA 4.
- Businesses that are compatible with AICUZ provisions may wish to participate in the City’s Oceana Land Use Conformity program and voluntarily relocate from the Pembroke Area. In such instances, the City should seek to acquire such property for the purpose of advancing the goals of this Plan.
Implementation Recommendations

**TRANSPORTATION POLICIES**
- Update the Pembroke Comprehensive Transportation Plan
- Develop action plan to revise within the City streets plans to accommodate the new, urban street grid systems suggested
- Develop urban street standard policies (i.e. civilization, speed limits, on-street parking, bike lanes, lane widths)
- Develop light rail recommendations for the Pembroke SGA 4

**DETAIL HUMAN SCALE**
- Extend urban design standards throughout the Pembroke SGA 4
- Create architectural review process
- Develop landscape standards for the Pembroke SGA 4
- Develop public art incentive programs
Implementation Recommendations

**ENVIRONMENTAL STEWARDSHIP**
- Create a Leadership in Energy and Environmental Design for Neighborhood Development (LEED-ND) Policy
- Create a LEED building policy
- Create a storm water policy, which recognizes the Chesapeake Bay, Lynnhaven River ecosystem restoration
- Develop open space/parks policy
- Create Thalia Creek, Lynnhaven River waterfront public development project

**ECONOMIC DEVELOPMENT**
- Focus on key project areas as start-up for transition of the suburban land-use to urban development.
- Suggested areas for this to occur:
  - Areas adjacent to Town Center - development to the East of Constitution, North of Virginia Beach Boulevard and to the West of Independence-as a single focus area for economic development.
  - Bonney Road corridor as an infill to existing activities that are occurring
  - Established ¼ mile radius adjacent to Witchduck Road encompassing large lot areas between the Interstate and Cleveland Street.
  - City land around the Academic Village and adjacent underutilized properties.
  - Vacant land adjacent to I-264 and the South Village.
- Propose housing in the Pembroke SGA 4 to advance the principles of Transit Oriented Development (TOD) and include a wide range of dwelling unit types and values to accommodate the needs of a diverse, urban community.
 Implementation Recommendations

SHORT-TERM RECOMMENDATIONS FOR THE PEMBROKE SGA 4:

— Connect Constitution Drive from Columbus Street to Bonney Road with four lane connector and bike path
— Implement Thalia Creek open space plan, including bike paths, walking paths and parks
— Develop urban plan for Princess Anne High School property in conjunction with Virginia Beach Schools
— Advance Performing Arts Academy expansion to Sandler Center
— Develop designs for Cleveland Street improvements and connections to Greenwich Road
— Start land acquisitions for public properties at transit stations
— Start land acquisitions for City properties that would be used for parks and open space
— Pursue the creation of Lynnhaven Landing in coordination with the Lynnhaven Ecosystem Restoration Project on the anticipated work near and around the Thalia Creek.1

— Establish the Town Center of Virginia Beach as an Arts and Entertainment District

— Encourage incorporation of public art in public and private open spaces including light rail stations
— Incorporate funding of public art in future capital budgets
— Incorporate an arts education facility adjacent to Sandler Center
— Expand activities of various visual arts into Town Center to create a new center for visual art in the region
— Develop public facilities strategy within City-owned lands, recreations, libraries, museums, theatres, etc.

1 The Lynnhaven Ecosystem Restoration Project, led by U.S Army Corps of Engineers, is an effort to collaborate with State and federal partners to identify and implement the most effective strategies for improving water quality, restoring systems and sea grasses, and managing siltation.

Proposed Conditions: Central Business District (CBD) Core looking east

Current Conditions: Central Business District (CBD) Core looking east
Future & Present

Current Conditions: Independence Boulevard at Bonney Road looking north

Current Conditions: Virginia Beach Boulevard at Kellam Road looking east

Proposed Conditions: Light Rail Station – Independence Boulevard at Bonney Road looking north

Proposed Conditions: Streetscape – Virginia Beach Boulevard at Kellam Road looking east

Current Conditions: Independence Boulevard at Bonney Road looking north

Current Conditions: Virginia Beach Boulevard at Kellam Road looking east
Acknowledgements

STEERING COMMITTEE
City Council .................................................................................................................. Louis R. Jones, Vice Mayor
Planning Commission .................................................................................................. David S. Redmond
City Executive ............................................................................................................. Steve Herbert, Deputy City Manager
City Attorney ............................................................................................................... Bill MacAlly
Economic Development .............................................................................................. Warren D. Randolph
Development Authority .............................................................................................. Bob Tedby
PRSA .............................................................................................................................. Prescott Sherrod
GRB Association ......................................................................................................... Ramsay Smith
Transportation ............................................................................................................. Phil Shuey
Virginia Beach Vision .................................................................................................. Steve Dewin
Urban Residential Development .................................................................................. Ron Bigley
Pembroke Manor Civic League ..................................................................................... Gene Moore
Armada House ............................................................................................................. Kim Martini
Sandler Center / Office of Cultural Affairs ................................................................. Linwood Branch
Emily Spruill

CITY TEAM
Economic Development ............................................................................................ Cynthia Whitleer-Spanoulis
Bob Hudson
Steve Harrison
Emergency Medical Service ....................................................................................... John Bianco
Fire Department .......................................................................................................... Bill Dores
Housing ......................................................................................................................... Bill Dores
Libraries ....................................................................................................................... Patricia Cook
Management Services .............................................................................................. Kevin C. Chaliel
Media Communications............................................................................................. Lisa Chandler-White
Parks & Recreation ..................................................................................................... Barbara Duke, AICP, LEED® AP
Planning ....................................................................................................................... William J. Whitney, Jr, AICP, Director
Thomas Falls, AICP, Comprehensive Planning
Cynthia Whitleer-Spanoulis, City Planner
Karen Lasley, GZA, Current Planning / Zoning Admin
Mark Schnaper, AICP, Transportation Planning
Clay Bernard, Environmental Management
Jonathan Sanders, Comprehensive Planner

Police gym Precinct ...................................................................................................... Dr. Joel Cox, Lieutenant
Public Utilities / Engineering ..................................................................................... Robert Clark, PE
Public Works / Engineering ....................................................................................... Heather Ham, PE
Public Works / Traffic Engineering ............................................................................. Heather Harlin, EIT
Real Estate Assessors Office ....................................................................................... Chailea Phillips
School Administration ............................................................................................... Melissa Ingram
Manager SGA Office ..................................................................................................... J. Barry Frankenstein, FAIA, AICP, LEED® AP

IET ................................................................................................................................. Jayme Whitmer, Sr Vice President for Development
Karen Waterman, AICP, Transit Development Manager

City of Norfolk ............................................................................................................. Jeryl Phillips, AICP, Manager, Long-Range Planning

CONSULTANT TEAM
Urban Master Planner: CMS Architects, PC .................................................................... honor F. Saunders, AIA, LEED® AP
Project Manager: CMS Architects, PC ........................................................................ Lenno Araujo, International Associate AIA
Landscape Architect ..................................................................................................... David Johnson, AIA
Architect ...................................................................................................................... Dave Ershin, AIA
Architect / LEED® Specialist ..................................................................................... W. Greg Simon, AIA, LEED® AP
Planner / AAS ................................................................................................................ Kathy Trivedi
Architectural Illustrator ............................................................................................... Thomas Dimmey
Architectural Illustrator ............................................................................................... Dave Warwick
Traffic / Transportation: Kimley Horn ........................................................................ Carl E. Teckshury, PE
Project Manager .......................................................................................................... William A. Nash, PE
Project Engineer .......................................................................................................... Karen C. McPherson, PE

Public Relations: The Miles Agency ................................................................................ Delano Miles

Marketing: CMS Architects, PC .................................................................................. Rachel M. Caesar
Communications Manager .......................................................................................... Ben Saunders
Senior Graphic Designer ............................................................................................. TJ Blanchflower
Graphic Designer ........................................................................................................ Elizabeth Stalics

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