



# City of Hampton

22 Lincoln Street  
Hampton, VA 23669  
[www.hampton.gov](http://www.hampton.gov)

## Council Approved Minutes - Final City Council Work Session

*Mayor Donnie R. Tuck*  
*Vice Mayor Jimmy Gray*  
*Councilmember Chris L. Bowman*  
*Councilmember Eleanor Weston Brown*  
*Councilmember Steven L. Brown*  
*Councilmember Michelle T. Ferebee*  
*Councilmember Billy Hobbs*

*STAFF: Mary Bunting, City Manager*  
*Cheran Cordell Ivery, City Attorney*  
*Katherine K. Glass, CMC, Clerk of Council*

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**Wednesday, January 26, 2022**

**1:00 PM**

**Veterans Conference  
Room, Ruppert L.  
Sargent Building,  
1 Franklin Street,  
Hampton, VA**

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### CALL TO ORDER

Mayor Tuck called the meeting to order at 1 p.m. All members of the City Council were present except for Vice Mayor Gray.

**Present** 6 - Councilmember Chris L. Bowman, Councilmember Eleanor Weston Brown, Councilmember Steven L. Brown, Councilmember Michelle T. Ferebee, Councilmember Billy Hobbs, and Mayor Donnie R. Tuck

**Excused** 1 - Vice Mayor Jimmy Gray

### DONNIE R. TUCK PRESIDED

### AGENDA

Vice Mayor Gray arrived at 1:03 p.m.

Mayor Tuck reminded those in attendance that the meeting was being audio taped so those present should avoid side conversations which would make transcription of the session difficult.

Staff present were: Terry O'Neill, Carolyn Heaps, Scott Smith, Steve Bond, Jennifer Green, Robin McCormick, Jason Mitchell,

Anna Hammond, Bruce Sturk, Mike Hayes, Bonnie Brown, Brian Lewis, Allison Jackura, Karl Daughtrey, and Josh Everard.

**Present** 7 - Councilmember Chris L. Bowman, Councilmember Eleanor Weston Brown, Councilmember Steven L. Brown, Councilmember Michelle T. Ferebee, Vice Mayor Jimmy Gray, Councilmember Billy Hobbs, and Mayor Donnie R. Tuck

1. [22-0038](#) Strategic Priority Deep Dive: Living with Water

Attachments: [Presentation](#)

For the benefit of the public, City Manager Mary Bunting shared that the second meeting of the month's work session is designed for staff and Council to participate in deep dive work regarding strategic plan issues. The topic for discussion at this meeting was the living with water strategic plan. Being that there was only one topic for discussion, Council and staff were able to spend the duration of the meeting holding discussion and asking questions about this topic.

Director of Community Development, Terry O'Neill, gave introductory remarks and shared the following information for the benefit of the newest member of Council, Michelle Ferebee: Within our organization, the Resilient Hampton Team is an interdepartmental group which coordinates the work of Council's strategic priorities as well as the Resilient Hampton Initiative which was adopted by Council. He noted that some of the members of this group were present to assist with answering questions.

Resilience Officer, Carolyn Heaps, greeted the members of Council and began the first portion of the presentation by describing the purpose of the Living with Water Strategic Priority. The purpose is to address coastal resiliency, reoccurring flooding, waterways and environmental sustainability while enhancing our tax base and quality of life. She also read a bit of information related to the term "resilience".

Ms. Heaps shared a chart which displayed the various City departments and community partners who play an important role in the initiative. She also noted that some of these partners will be acknowledged at this evening's Ceremonial Session in recognition of their efforts and support. Mayor Tuck indicated that the Ceremonial Session will begin at 6:00 PM.

The deep dive road map discussion was divided into three sections. The evolution of Living with Water in Hampton; where we are today (resiliency landscape projects and programs); and where we are headed (future directions/challenges). Ms. Heaps noted that staff will seek feedback from Council in each of these areas.

## THE EVOLUTION OF LIVING WITH WATER IN HAMPTON

Ms. Heaps shared a graph related to extreme water level events over the years and then spoke about some of Hampton's key milestones and state level actions from 2011 to 2021. Hampton's key milestones include: Hampton Comprehensive Waterways Management Plan; Dutch Dialogues Virginia; Living with Water Hampton Resiliency Plan; Hampton-JBLE-JLUS Resilience Addendum; adoption of Hampton Roads Planning District Commission (HRPDC) Sea Level Rise Resolution and planning scenarios; issuance of the Environmental Impact Bond; issuance of the General Obligation Bond; and the Newmarket Creek Pilot Project Area Water Plan. State level milestones include: Virginia Institute of Marine Science (VIMS) Recurrent Flooding Study for Tidewater, VA; Joint subcommittee on Coastal Flooding was formed; Virginia named it's first Chief Resilience Officer; VA Code requires HRPDC localities to include sea level rise strategies in comprehensive plans; the Commonwealth Center for Recurrent Flooding Resiliency was established; and VA names a special Assistant to the Governor for Coastal Adaptation and Protection.

The next section of slides that Ms. Heaps shared provided maps and information about flooding impacts from the Living with Water report; 2017 relative sea level change scenarios for Sewell's Point in Norfolk, VA (over the next century); Hampton coastal flood conditions for 2020; the impacts of sea level rise expected in Hampton by 2080; and wetter/heavier storm events (20% increase in rainfall is expected over the next 50 years).

The next slide of the presentation demonstrated that it may be determined that some areas may not be ideal for building future houses and that the City should consider developing those areas that are less at risk based on that information.

The next group of slides provided the resiliency guiding principles which are to create value-driven solutions; reinforce assets; layer public benefits; strengthen partnerships; use good data; and share knowledge and resources. This group of slides also listed the following resiliency values which reflect how the work is being done: safe, equitable, natural, heritage, integrated, sufficient, nimble and innovative; and the resilient Hampton Initiative goals which align with the strategic priority plan and reflects the stated values and guiding principles. The complete list of goals can be found in the slide presentation.

The final slides of this portion of the presentation outlined the next steps identified in the Living with Water Plan which are to plan, operationalize, measure and engage; provided information about the Hampton-Langley JLUS Resilience Addendum; provided a map related to the Newmarket Creek Pilot Project; and provided information about the Environmental Impact Bond which financed the pilot projects.

Ms. Heap summarized the key takeaways from this portion of the presentation. They are: Climate change is creating extreme challenges for Hampton's future; through resilient

Hampton, the City has been a dedicated innovator in anticipating and planning to adapt to climate impacts over the past decade; and the state has increasingly stepped into a leadership role to address flooding challenges.

Mr. O'Neill led the discussion about this portion of the presentation and asked for feedback about whether staff has met Council's expectations and what could have been done differently that staff can learn from and incorporate moving forward. He noted that staff will take notes and provide information to Council at a later date about any topics staff is unable to provide answers for today.

Vice Mayor Gray spoke about the impact of water in neighborhoods with existing problems and developing in areas that will not be impacted in the future, particularly since water levels are expected to be much higher by 2080. Mr. O'Neill said that a resolution will take time and will involve physical changes, individual citizen and business behavior, and hard policy choices (keeping in mind that this also involves private property rights).

Councilman Brown asked about new construction requirements; innovative things that builders should do to accommodate the increase of water flow (such as building higher foundations); and incentives for builders who plan for resiliency. Mr. O'Neill spoke about Federal Emergency Management Agency (FEMA) requirements and other requirements such as the three-foot freeboard requirement and another requirement which involves capturing water onsite before it flows to the main system. He also briefly spoke about the potential for new development standards in a resilient world. With regard to incentives, Mr. O'Neill shared that Hampton is a community included in the Community Rating System, a system used by FEMA which impacts the flood insurance rates in a community. This system, which involves higher building standards, results in a financial benefit for homeowners through lower insurance rates overtime. In addition, there is cost savings to the community.

Councilwoman Brown noticed that some of the areas marked as future flood areas may be areas that were previously designated as marsh areas. Mr. O'Neill said that these study areas give consultants an idea of where the water wants to go naturally and then make plans based on that information. For example, Newmarket Creek recommendations involved understanding how it served the City from a water management perspective. He reiterated that this goes back to policy decisions, for example, whether the City should restore those areas back to what they were. Mr. O'Neill also shared another example of this related to Bright's Creek in downtown.

Councilwoman Brown also asked about zoning and set back rules; whether we should concentrate on density in higher land masses; and if Hampton's current ordinances promote that. Mr. O'Neill replied yes, and said that policy choices will emanate out of the work that will be done in the Community Plan. Staff will also return to Council with choices of amendments to zoning ordinances. In addition, conversations have taken place with the City Attorney's Office regarding how power given by the state meshes with achieving

these goals. Mr. O'Neill briefly spoke about how the Newmarket Creek Water Plan can be seen as an example of this.

Councilman Bowman spoke about the great plans involving several areas of the City including projects in Phoebus and Buckroe and asked Mr. O'Neill to speak about the initial phase of these projects scheduled for July. Mr. O'Neill shared that staff is working on concluding the design of those projects and that additional information about those projects will be shared later in today's presentation.

Councilman Bowman also asked about maintenance and replacement of adult trees as a component of these projects. Mr. O'Neill reminded everyone that Hampton has, and continues to lobby for, more authority about retention of trees and tree canopies for many reasons including a benefit related to water management.

Mr. O'Neill opened the floor for additional feedback.

Councilwoman Brown thanked and commended staff for their efforts as Hampton has shown to be advanced in moving resiliency forward when compared to other localities and municipalities. She also thanked her fellow members of Council for their support and dedication in financing and advancing these projects which are so important to our citizens. Mr. O'Neill thanked Council and previous Councils for their support in moving this important work forward.

Councilman Hobbs applauded Mr. O'Neill and staff for their assistance in helping him understand the process and said that, in his opinion, this is a good plan for the future of Hampton.

Mr. O'Neill once again thanked the City Manager and Council for moving forward with this initiative at a time when other jurisdictions consider this a controversial issue.

Councilwoman Ferebee spoke highly of the methodology of the process which incorporates diverse partnerships including those with universities and the military. She emphasized that this is an important aspect of the Hampton brand and shows our initiative to move the entire community forward.

Mr. O'Neill publicly acknowledged the work of the partners involved in the process.

Councilwoman Brown asked if tax tools were considered as part of the process. Mr. O'Neill stated that tax tools have been considered, for example, one consideration was given regarding storm water fees and the potential for incentivizing lower storm water fee rates for those who do better at making their properties resilient. In addition, Mr. O'Neill spoke about the transfer of development rights as another potential tax tool for consideration.

## WHERE WE ARE TODAY WITH THE CURRENT RESILIENCY LANDSCAPE

Ms. Heaps reviewed the next portion of the presentation which provided information about what is taking place on a state and national level; the Virginia Coastal Resilience Master Plan; the Chesapeake Bay Program; and funding and funding sources for living with water projects.

Ms. Heaps turned the floor over to Public Works Senior Civil Engineer, Scott Smith, to speak about projects and programs. Mr. Smith indicated that the projects are broken down into three groups: City level (zoning, evaluation tool and engagement plans), neighborhood level (projects) and parcel level (projects). The list of projects is provided in the slide presentation.

The next group of slides that Mr. Smith reviewed provided information about and images related to the Big Bethel Blue Way Project, and the North Armistead Avenue and Lake Hampton Project. Mr. Smith noted that an “engineering with nature” concept has been weaved into all of these projects and involves the preservation of and planting of trees moving forward.

Mr. Smith spoke about the key impacts of these pilot projects. Approximately 20,000 people will benefit from them; there will be a reduction in the annual average flooding on North Armistead Avenue; and storm water runoff will be reduced by approximately 10.2%.

The next group of slides provided the timeline for each of the above projects and listed feedback points received from the community as a result of community outreach.

Mr. Smith continued reviewing the presentation which incorporated slides related to additional Living with Water Projects including Phoebus Waterfront Park; Mill Point Living Shoreline; Honor Park Resilience Park; Coliseum Lake Weir Replacement; and Neighborhood Drainage Improvement projects.

Mayor Tuck asked if the approximately \$124 million expenditures (through 2032) on storm water projects for the purpose of decreasing our Total Maximum Daily Load (TMDL) includes the cost of resilient projects such as the Big Bethel Blue Way Project and the North Armistead Avenue Project. Mr. Smith clarified that the \$124 million is to meet the water quality goals.

Mayor Tuck asked if any additional costs need to be considered in the grand scheme of what is being proposed. Ms. Bunting explained that TMDL estimates were done prior to staff working on these initiatives and there is not a perfect dollar for dollar substitution because some of the amenity features will not help with TMDL, while some amenities such as storage and filtering would help. The goal is to ensure that every dollar spent on TMDL simultaneously helps with resilience. Mr. Smith concurred and reiterated that part of the goal is to leverage resources wherever possible.

Mr. Smith returned to reviewing the slides related to the additional Living with Water Projects.

For the benefit of all, Ms. Bunting explained that additional projects in other neighborhoods will follow and that the drainage improvement projects listed in the presentation are the ones which are currently underway. She noted that she did not want anyone under the impression that projects in other neighborhoods had been forgotten.

Ms. Heaps summarized the key takeaways from this portion of the presentation. There is more attention and funding available from state and federal sources for cities for climate change adaptation and resilience than ever before; there is increasing urgency around aligning water quality and quantity efforts; and Hampton's investment in resiliency has established the City as a leader and innovator in the resilience field. Key challenges to be faced to maintain that role will be driven by funding and staff capacity.

Mr. O'Neill made a few remarks and then opened the floor for additional feedback from Council regarding the challenges associated with funding and staffing.

Mayor Tuck assured everyone that Council recognizes the need for additional staff, not only in the Community Development Department, but throughout the entire City. He also suggested that a report be provided to Council about the number of individuals needed to perform the additional work in the Community Development Department.

Councilman Brown suggested that we extend our partnership to local universities and perhaps encourage interns to do some of the work as part of their class project.

In response to Councilman Brown, Mr. O'Neill said that the Big Bethel Blue Way project will eliminate the frequent nuisance flooding on that roadway and allow free-flowing traffic on that stretch of road; however, there may be some flooding as a result of a hurricane or large storm.

Mr. O'Neill also shared that interns are welcome and have been utilized in the past from a number of universities on collaborative projects and were very helpful; however, it is important to remember the challenge associated with using interns related to the extra time and effort required to manage and guide them.

Councilman Bowman asked if a combination of in-house staff, temporary staff and local firms and interns could be used to reach a staffing level to accomplish what needs to be accomplished. Mr. O'Neill said that the department is open to any combination of things and currently uses consultants to help with the design phase of projects. He added that future resiliency projects will extend beyond flood projects and be integrated into other things such as buildings, parks, and roads, creating an even larger need for additional assistance.

Councilwoman Ferebee asked if these efforts assist with driving curriculum for local universities and community colleges.

Mr. O'Neill spoke about partnerships with Hampton University, Virginia Tech and Old Dominion University (ODU). A portion of Hampton University's School of Architecture is centered on resiliency and how it affects architecture; they sometimes use our projects and we welcome their ideas. ODU has a center for coastal resiliency, has provided technical assistance in terms of data, methodology and best practices and has been instrumental in regional knowledge sharing opportunities, such as one with Charleston, South Carolina. In addition, Virginia Tech's students have visited to review our projects and have opened a research facility on the waterfront. We are hopeful that their coastal resiliency and adaptation resources will be housed there.

Councilwoman Brown asked if this work drives economic development activity as that may be a way to expand our reach and our tax base. Mr. O'Neill stated that more could be done in that area and that the Community Development Department will strive to work with the Economic Development Authority (EDA) and the Economic Development Director to determine a strategy to push that agenda along.

Councilwoman Ferebee suggested that more thought be given to how interns can be integrated on the correct level and incorporate community colleges as this route may save more money versus hiring fulltime employees to do the work. Mr. O'Neill concurred with Councilwoman Ferebee's suggestion.

Vice Mayor Gray spoke about a workforce initiative on the southside related to talent retention in the Hampton Roads Region. The idea is businesses provide internships for students who remain in the area to work in those fields following graduation. There may be an opportunity for Hampton to do something similar.

Mayor Tuck spoke about attrition and once students see the potential for employment, the chance will be greater that they will choose to stay to work in the area.

Ms. Bunting spoke about opportunities for college students from several schools in our area, keeping in mind the challenges associated with that include supervising them and ensuring that they are provided with meaningful work. She also spoke about ways in which capital projects could be accomplished including a balance of adding staff and outsourced project managers. She was pleased to hear Council embrace the notion of the use of interns because it is important for building our workforce for the future.

Vice Mayor Gray commented that this provides an opportunity for Hampton to be a leader for youth to learn via our projects leaving with them the opportunity to remain



here or work in other parts of the country where their talent is needed.

Councilwoman Brown commented that it would be great if there was a resiliency track in Hampton City Schools/academies.

Ms. Bunting noted that a project was done with the Kecoughtan Environmental Engineering students.

#### WHERE WE ARE HEADED (FUTURE DIRECTIONS/CHALLENGES)

Ms. Heaps reviewed the remaining portion of the slide presentation which provided information about the water planning process including work in Newmarket Creek, Downtown, Phoebus and Buckroe. Additional areas that will need to be covered include low-lying and harbor facing areas and the Southwest branch back river.

Ms. Heaps shared a few maps from the analysis of the water plan and said that these projects will bring some new challenges. Preliminary key findings include: impacts of flooding are already significant; sea level rise will expand flood hazard areas; impervious surfaces create challenges for stormwater management and heat in Downtown and Phoebus; older structures are prevalent and more at-risk; and at-risk roadways create challenges for transportation.

The next portion of the presentation recapped the City, neighborhood and parcel projects mentioned earlier in the presentation; provided information about the LaSalle Avenue Corridor Resiliency Plan; and provided three key components for where staff is headed with this work. Components include pacing work to match external factors; expanding the reach of the decentralized team; and sharing responsibility for resiliency with the community.

Ms. Heap summarized the key takeaways from this portion of the presentation. Watershed level resilience planning efforts are continuing throughout the City and those plans will identify additional projects; staff sees opportunity at the City-wide scale to institutionalize and disseminate the resiliency work more broadly; and successful resiliency work will require collaboration with multiple partners including increasing regional, state and federal cooperation.

Mr. O'Neill gave closing remarks about Hampton being viewed as a progressive leader in this field; the excellent regional partners Hampton has; and the need to determine ways to expand our reach and influence on a regional and statewide level. He also called for feedback from Council regarding course corrections moving forward.

Suggestions from Council were as follows: delve further into the economic development piece; utilize other hiring authorities; plan ahead to achieve better return on investment; consider other funding from a regional approach; build a coalition of regional supporters to present our case for a regional approach to flood mitigation; build a better relationship with legislators to push the agenda; consider legislation proposed by Senator Lynwood Lewis from the Eastern Shore to establish a Virginia Flood Board (as an example of a regional cooperative group); continue to work to get legislation passed regarding this statewide concern (Hampton is an economic driver for the state, but it needs to be made clear that other areas of the state also experience the problem of flooding); and extend community engagement with the potential for a “resiliency awareness day” or “love your City day”.

Ms. Bunting reminded Council that some of the funding that the state has put forward is at risk with the General Assembly session.

On behalf of staff, Mr. O'Neill thanked Council for the opportunity to receive their feedback which is helpful in moving forward with implementation of Council's strategic objectives.

## REGIONAL ISSUES

There were no regional issues to be discussed.

## NEW BUSINESS

There were no items of new business.

## CLOSED SESSION

2. [22-0041](#) Closed session pursuant to Virginia Code Sections 2.2-3711.A (.1) and (.8) to discuss appointments to the Virginia Air & Space Center Board and to consult with legal counsel employed by the City pertaining to city code(s) and zoning ordinances governing food trucks, and Governor's Executive Order 2 (2022) and Order of Public Health Emergency One, requiring the provision of legal advice by such counsel.

At 3:05 p.m., a motion was made by Councilmember Steven Brown and seconded by Councilmember Billy Hobbs, that this Closed Session - Motion be approved. The motion carried by the following vote:

**Aye:** 7 - Councilmember Bowman, Councilmember Weston Brown, Councilmember Brown, Councilmember Ferebee, Vice Mayor Gray, Councilmember Hobbs and Mayor Tuck

**CERTIFICATION**

3. [22-0042](#) Resolution Certifying Closed Session

**ADJOURNMENT**

The meeting was adjourned at 4:45 p.m.

**Contact Info:**

Clerk of Council, 757-727-6315, [council@hampton.gov](mailto:council@hampton.gov)

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Donnie R. Tuck  
Mayor

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Katherine K. Glass, CMC  
Clerk of Council

Date approved by Council \_\_\_\_\_