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MUNICIPAL CENTER BUILDING 1 2401 COURTHOUSE DRIVE VIRGINIA BEACH, VIRGINIA 23456-9000 (757) 427-4581 FAX (757) 426-5699 MOBERIDO@VBGOVCOM

August 3, 2005

Defense Base Closure & Realignment Commission (BRAC) 2521 S. Clark Street, Suite 600 Arlington, VA 22202

Subject: Progress made in our Commitment to Preserve Naval Air Station Oceana

Dear Commissioners:

I am very appreciative of the site visit made by Chairman Principi and Commissioners Hill, Skinner and Gehman on Monday, August 1, 2005. I hope the presentation by Admiral Turcotte and other Navy representatives, the information provided by the City of Virginia Beach, Senators John Warner and George Allen, Congresswoman Thelma Drake, and the discussions with Governor Warner, Senator Stolle, and Delegates Suite and Cosgrove were informative. I believe the briefing and responses to your questions demonstrated beyond any doubt the exceptional military value of Naval Air Station Oceana (NASO). In addition to it's overriding military value, NASO and its sailors and families are an essential part of the fabric that enriches Virginia Beach, and I am committed to doing everything possible to maintain the integrity of that fabric.

In response to some of the concerns expressed surrounding NASO, I would like to offer the following points:

What does the City of Virginia Beach intend to do to ensure the Joint Land Use Study (JLUS) is enforced?

Since the adoption of the JLUS in May, the City of Virginia Beach has aggressively moved to follow through on all of the commitments made as part of the Joint Land Use process and the Statement of Understanding between Virginia Beach and the Navy.

Specifically we have:

I. General

- Achieved General Assembly approval to require full disclosure on all sales or lease of residential property.
- Achieved General Assembly approval to permit cities to require sound attenuation for non-residential properties in AICUZ zones. We had previously amended State Law to require attenuation in residential structures. The Virginia Department of Housing and Community Development (DHCD) Codes and Standards Committee approved building code amendments on June 20, 2005 that require sound attenuation measures for non-residential uses and occupancy. The DHCD Board of Housing then ratified the code amendments on July 26, 2005. These provisions will become a part of the latest addition of the Uniform Statewide Building code, effective October 17, 2005. The City of Virginia Beach plans to have measures in place to implement these new code provisions once effective.
- The agreed-upon City-wide AICUZ Zoning Overlay Ordinance is nearly complete and will greatly increase City Council's ability to prevent development that is not compatible with the most recent OPNAV Instruction 11010.36B.
- We have put in place, at the Navy's request, procedures to facilitate the Navy's review and comment on all development and for all developers to meet with the Navy directly.

II. Interfacility Traffic Area

- We have applied for Federal assistance through the Regional Planning District Commission for \$5 million to begin jointly acquiring property in this key area between NASO and NALF Fentress.
- As called for in the JLUS, we are exploring options to acquire numerous properties for conservation purposed in the Interfacility Traffic Area.
- We have acquired more than 7,000 acres of development rights through our Agricultural Reverse Program in which 18 percent is located within the Interfacility Traffic Area. We are diligent in pursuing more acreage as the opportunity arises, especially within the Interfacility Traffic Area.

III. In the Resort Area

- As called for in the JLUS, a draft update to the 1994 Oceanfront Resort Area Concept Plan is nearly complete.
- Under the revised plan and zoning ordinance, the development potential for residential uses throughout much of the AICUZ areas will be substantially reduced.

In summary, we have either accomplished or are nearing completion of all major commitments agreed to in the JLUS document, approved only three months ago.

There has been much discussion regarding the Near Post development and I would like to review the facts with you now.

- The Near Post property previously held a fast-food restaurant and motel with 52 units. The property was well past its prime, and it was obvious that private initiative was planning to redevelop the property.
- The underlining zoning for the property that was declared decades ago was for up to 256 hotel/motel units or a combination of 82 hotel/motel units and 85 multi-family condominium units. These uses are established "by-right" under current Virginia law and the City of Virginia Beach has no authority to prohibit such development other than ensuring compliance with regulatory and building code provisions.
- On November 25, 2003, the City Council re-zoned the property to allow 90 multi-family condominium units with conditions requiring sound attenuation measures and complete noise disclosure requirements. The project has since been reduced in size to 78 condominium units. Through City Council's action, the density allowed on the Near Post property has been substantially reduced.
- The structures on the Near Post site will be approximately 85 feet high, 2.6 nautical miles from the end of runways 5 and 23 at NASO. The landing approach glideslope to runways 23L and 23R above this site is at an elevation of 700 feet.
- Although there has been some by-right development around NASO over the past several
 years, the City of Virginia Beach has reduced existing development through purchase for
 roadways and other projects of 205 buildable lots/dwelling units. This was for the
 construction of Birdneck Road, London Bridge Road, Lynnhaven Parkway, and more.

I'd also like to share just a few points on how Virginia Beach citizens really feel about the sounds generated by the jets as they make their NASO runs.

In mid-2004 the City of Virginia Beach commissioned a scientific, statistically valid survey to measure the impact of jet noise on the quality of life for citizens living in the three highest noise contour zones near NASO. Highlights of that independently conducted research included:

- Ninety percent of all respondents were satisfied with the overall quality of life in Virginia Beach. Those who were not satisfied were asked why. None of them mentioned jet noise as a reason for their dissatisfaction.
- When citizens in the three high noise zones were asked about the quality of life in their neighborhoods, 95 percent reported being satisfied and 93 percent were happy with their decision to live there. In fact, eight out of ten households in these high noise zones said they would make the same choice again.
- Less than 4 percent in these high noise zones said they would not choose to live in the same neighborhood again because of jet noise. In fact, no one in zone 65-70 dB mentioned jet noise as a reason for not choosing that neighborhood again.
- This household survey was conducted during a period of high activity in operations at NASO.

Attached is the resolution of support for NASO that was unanimously adopted by the Virginia Beach City Council on August 2, 2005. This re-affirms City Council's commitment to the JLUS and to working closely with the Navy. Also attached is the JLUS recommendations prepared by EDAW—many of which we have accomplished or are being pursued through actions with the General Assembly. I would like to call to your attention Appendix 5—A Statement of Understanding between the City of Virginia Beach and the U. S. Navy, specifically page 2, bullet-point 4 that states:

"The Navy acknowledges that under Virginia law, property owners may not be denied reasonable use of their property and may develop their land without approval by the City Council in accordance with established zoning regulations."

The BRAC Commission and staff have repeatedly expressed concern regarding the possible degradation of the training experience that pilots utilizing NALF Fentress receive. Although Virginia Beach has no control over the actions of Chesapeake, the Navy adjusted the pattern to accommodate them more than 22 years ago. There are thousands of aviators who have successfully accomplished their first trap on an aircraft carrier based on the NALF Fentress experience. Chesapeake was an active participant in the JLUS and also adopted its recommendations. In fact, Chesapeake Councilmember Ritter chaired the JLUS Regional Policy Committee. I believe this shows the strong commitment of Chesapeake to working with the Navy as well.

During the Super Hornet EIS process, 1998 until the Final EIS (FEIS) was released in 2003, there were numerous maps produced that projected the future noise zones and APZ's around NASO. These maps and supporting data (Baseline 2000 and other NEPA planning information) resulted in considerable confusion for City Council and the Department of Planning. Most showed an actual decrease in the size/impact of the noise zones and APZ(s) for the residents living in close proximity to NASO. Further confusion ensued when the FEIS stated, on page 4-47:

"The Navy will work to release a new AICUZ map as soon as practicable following the Record of Decision (ROD). Communities should not adopt the results of the FEIS for a new AICUZ map even after a ROD is made. The Navy may choose to implement additional mitigation following the ROD that could change the noise contours or APZ's."

The City waited patiently for several months for the release of a new AICUZ map after the ROD. Navy officials notified the City several months later indicating that there would not be a new AICUZ map developed for NASO. During the JLUS process, at the request of the Navy, City Council willingly adopted the 1999 AICUZ base map as the baseline for their planning. There has been no greater action that shows the commitment of the City of Virginia Beach to the Navy than City Council's adoption of the 1999 AICUZ base map as part of the JLUS.

I hope the above information provides even more proof of the City's commitment to maintaining NASO as the premier East Coast Master Jet Base. I respectfully request that you vote to remove NASO from the list of bases to be closed or realigned.

Sincerely,

Meyera E. Oberndorf

Mayor

MEO/JKS/clb

Enclosures (2)

The Honorable John Warner
The Honorable George Allen
The Honorable Mark Warner

The Honorable Thelma Drake The Honorable Owen Pickett

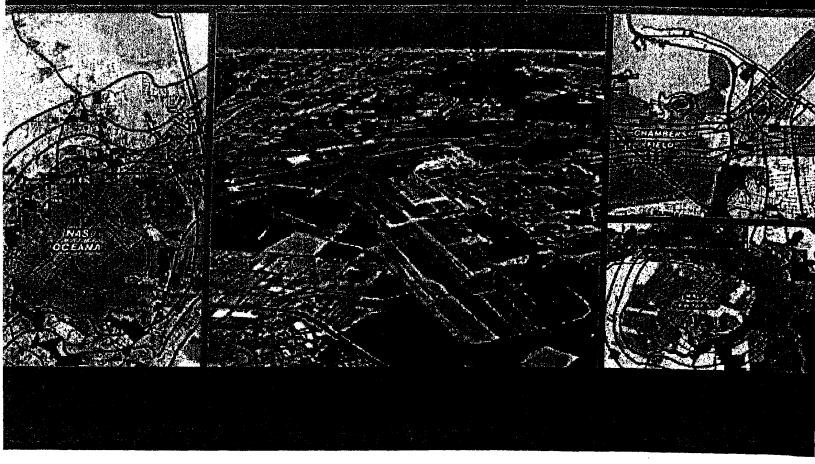
The Virginia Beach General Assembly Delegation

The Honorable Members of City Council

James K. Spore, City Manager

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Final Hampton Roads Joint Land Use Study



PREPARED FOR

Hampton Roads Planning District Commission

PREPARED BY

EDAW, Inc.

Kerr Environmental Services Corp.

Vanasse Hangen Brustlin, Inc.

The Miles Agency

APRIL 2005



Recommendations

5.0

5.1 Compatibility Tools

The Hampton Roads JLUS Working Group met on a regular basis throughout the JLUS planning process to evaluate a full range of possible compatibility tools. The JLUS team also conducted a series of Public Information sessions and small group meetings with community stakeholders to gather feedback on possible encroachment reduction strategies.

Representatives of local jurisdictions, the Navy, and the public voiced a wide variety of issues, concerns, and ideas during the study. The resulting set of tools seeks a balance among these diverse interests by stressing:

- the feasibility of implementation;
- the ability to sustain the economic health of the region and protect individual property rights;
- the protection of the critical military missions performed by NAS Oceana, NALF Fentress, Chambers Field and adjacent military facilities;
- the protection of the health, safety, welfare, and overall quality of life of those who live and work in the Hampton Roads region.

This section describes eight basic approaches to promoting compatibility between Navy airfield operations and surrounding land uses.

Coordination/Organization

One of the most critical outcomes of the JLUS study is the process itself. Stakeholders from the community and military have the opportunity to build collaborative relationships, identify mutual interests, and work toward reasonable solutions that protect both civilian and Navy goals. Coordination and organization tools create the institutional capacity to support on-going implementation.

Communications/Information

These tools establish clear mechanisms for information exchange among residents, local governments, and the military. Increased communication raises overall awareness of Navy activities and their associated impacts, as well as identifies possible approaches to reduce the effects on surrounding communities.

Sound Attenuation

One of the concerns expressed during public involvement activities is that noise generated by aircraft can diminish the quality of life for residents living around Oceana, Fentress, and Chambers Field. This strategy seeks to reduce the intrusiveness of aircraft noise by protecting vulnerable land uses, particularly houses and schools.

Sound attenuation refers to special construction practices designed to lower the amount of noise that penetrates the windows, doors, and walls of a building. Sound Transmission Class (STC) ratings measure the effectiveness of these building materials at blocking noise. Noise Level Reduction (NLR) represents the difference between outside and inside noise levels. Materials with higher STC ratings reduce more outdoor noise, making indoor areas quieter and increasing the amount of NLR.

Real Estate Disclosure

Prospective developers, buyers, and renters, particularly those new to an area, may be unaware of the special conditions that are part of living near active military airfields. A strong Real Estate Disclosure Ordinance educates individuals about the potential hazards and nuisances of aircraft operations and it allows them to make well-informed decisions about property investment around military installations.

Planning and Public Policy

Planning and public policy tools are intended to guide overall growth patterns within local jurisdictions in ways that support future military/civilian compatibility. In general, these strategies encourage new development in already developed areas away from military installations as a means of reducing future land use conflicts.

Land Use Regulations

These include provisions or regulations that control development densities and land use activities within established noise and safety zones around the airfields to protect the health, safety, and welfare of the public and maintain compatibility with military operations. These measures are intended to accommodate future growth, while minimizing the concentrations of people and activities that may trigger conflicts with noise and other operational impacts. Since local jurisdictions exercise land use control through tools such as zoning, any regulatory tool or revisions to current zoning would be implemented through the established local

government legislative process. Zoning revisions need to recognize legal property rights in accordance with existing Commonwealth of Virgina land use laws.

Acquisition

Acquisition refers to a series of tools designed to eliminate land use incompatibilities through voluntary transactions in the real estate market and local development process.

Acquisition strategies are particularly effective tools because they advance the complementary goals of shifting future growth away from the airfields, while protecting the environment, maintaining agriculture, and conserving open spaces and rural character. A critical first step in implementing acquisition tools is to identify areas of conservation interest. Laying out protection priorities around airfields is of value in exploring possible partnerships with non-profit conservation groups and in requesting future acquisition funds.

Military Operations

Just as the spread of growth from nearby jurisdictions can threaten the viability of Oceana, Fentress, and Chambers Field operations, change in planned military missions, aircraft, and land use activities at the bases can affect the livability of surrounding communities. The purpose of operational modifications is to minimize the noise and safety impacts experienced by communities around the Navy airfields, while protecting the viability of the military mission.

The sections that follow identify the specific compatibility tools that would be available to: the overall Hampton Roads region, including the Cities of Norfolk, Virginia Beach and Chesapeake; the Navy; and each individual local jurisdiction.

5.2 The Hampton Roads Region

The JLUS identifies the following communication, coordination, policy, disclosure, and sound attenuation tools for all of the jurisdictions within the Hampton Roads region (See Table 5.1).

1. Form a Hampton Roads Joint Land Use Regional Coordinating Committee to sustain implementation.

To continue the momentum created by this effort, the local jurisdictions, in collaboration with the Navy, would establish a Hampton Roads Joint Land Use Regional Coordinating Committee. The committee would consist of select members of the JLUS Committee, representing all participating local governments, the Navy, and community, environmental, and development interests. This Committee could also be expanded to include the Hampton Roads peninsular communities and military representatives in that part of the region. The Committee would have both Technical and Policy Committees similar to the JLUS Committee structure and would meet bi-annually (or as necessary) to review military-community affairs throughout the Hampton Roads area. HRPDC is suggested as the organization to provide staff support, meeting space and other logistical support in a similar manner as for other HRPDC-sponsored committees.

The committee would serve as a forum for public input, the review of major land use proposals both within the military and civilian sectors, and on-going consensus-building to support sound, regionally-based, and cooperative community planning decisions. Any military land use and operations-related issues affecting the local communities could be introduced and discussed using this forum for community input, dialogue and recommended implementing actions.

2. Provide on-going and updated information on JLUS implementation through local governments.

Under this communications strategy, each participating jurisdiction would maintain an on-going JLUS link from its web site that provides residents, developers, and businesses with information about Navy operations, the JLUS results and on-going implementation efforts, procedures to submit comments, and any additional local measures to promote land use compatibility around the military installations, including the recommendations contained in this report.

A particular emphasis of this tool is improved public awareness of height restrictions currently in effect around military and civilian airfields and the safety hazards associated with development that obstructs airspace.

3. Request additional information from the Federal Aviation Administration on development requirements and noise mitigation assistance.

With this tool, the region would supplement educational outreach by requesting a briefing from the Federal Aviation Administration (FAA) on development requirements around airfields. The City of Virginia Beach is willing to take the lead in coordinating this briefing for citizens throughout the area.

4. Adopt expanded sound attenuation requirements for new residential construction in noise affected areas.

Though some sound mitigation measures are part of current building codes, local governments pursuing this tool would work through the state building code review authorities to strengthen and expand existing attenuation practices within the region. Standard construction typically reduces outdoor to indoor noise by about 20 dB to a level of 40-45 DNL. Current Navy guidance, however, recommends a residential Noise Level Reduction (NLR) of at least 25 dB in 65-70 DNL; a NLR of 30 dB in 70-75 DNL; and NLR of at least 35 dB in 75+ DNL. The current state building code requires a reduction in average noise to these levels; however, further reduction should be investigated and implemented if deemed appropriate and/or feasible. In addition, noise zone reductions for residential structures in noise zones of 60-65 DNL (by approximately 20 dB) should be researched and considered by the regional jurisdictions. For reference purposes, sample noise reduction standards for residential construction (developed by the Eastern Carolina Council of Governments for the area around MCAS Cherry Point) are provided in Appendix 2.

Implementation would result in a tiered structure that requires sound protection beyond standard building methods based upon AICUZ noise contours. As part of this strategy, jurisdictions would set sound mitigation conditions for any new residential construction in a noise zone that meet the recommended indoor NLR standards based upon Navy guidance and noise attenuation codes in other communities. Changes in the Virginia State Building Code will likely be required in order to mandate and enforce expanded noise attenuation standards in new construction.

5. Enforce enhanced sound attenuation practices.

This tool emphasizes the active local enforcement of strengthened noise attenuation construction standards to ensure that homes without adequate structural protection are not built within noise affected areas.

6. Require sound attenuation for schools in the AICUZ.

Along with housing, schools are among the most noise sensitive of uses. In buildings without adequate sound attenuation, aircraft noise may affect the cognitive abilities of school-age children. This tool is geared toward protecting the learning environment of schools by requiring that all new educational facilities built in noise affected areas meet the NLR. Research is needed to confirm the appropriate and feasible NLR that should be required for high noise areas around Navy airfields in Hampton Roads.

Implement recently-enacted State legislation requiring noise attenuation for certain non-residential structures in the AICUZ.

Certain non-residential structures including hospitals, churches, office buildings and other people intensive uses should be considered for noise attenuation in addition to residential dwellings. The Virginia State legislature has recently passed legislation allowing jurisdictions the authority to adopt regulations requiring sound attenuation for certain non-residential buildings (see Appendix 3). Research needs to be conducted on appropriate noise levels and noise attenuation techniques for these types of structures. Changes in the State Building Code can then be pursued to enable the Hampton Roads jurisdictions the ability to require noise attenuation as appropriate for proposed new structures in the AICUZ.

8. Promote improved sound attenuation construction practices.

As part of this strategy, local governments would establish partnerships with local schools and the regional building industry to support and promote innovative research and development activities during the construction of buildings in high noise zones.

9. Require early real estate disclosure in areas exposed to safety issues or average noise levels of 65 dB or higher.

As part of this tool, the region's three local governments would adopt enhanced disclosure provisions for real estate transactions in areas subject to safety issues or noise exposure of 65 dB or higher. This tool responds to recently-enacted State legislation requiring this disclosure for all residential property transactions in the AICUZ (see Appendix 3). The jurisdictions

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would also work with the real estate community to educate members on the importance of early disclosure and seek endorsement of the recommendation itself.

A typical weakness of many disclosure procedures is that notice comes late in the decision-making process when individuals may have less flexibility to withdraw offers and when extensive paperwork can obscure the importance of information on certain property conditions. To ensure full and effective disclosure, local jurisdictions would work with the real estate community to develop standard language on noise and other possible operational impacts. This would result in a requirement to release this information at the earliest possible point of interaction between the realtor/real estate agent and the interested buyer/renter, such as the initial advertisement or listing of the affected property (e.g., Multiple Listing Service database). As part of this strategy, local governments would also work with real estate representatives to ensure compliance with disclosure provisions.

10. Consult with the Navy on the siting of future schools around existing airfields.

To ensure coordination on the critical issue of school sitings, all jurisdictions within the Hampton Roads region would consult with Navy representatives on the proposed placement of new educational facilities in the vicinity of the NAS Oceana, NALF, and Chambers Field. While the Navy cannot supersede the land use planning authority of local government entities, early coordination on siting options allows decision-makers to understand the likely noise exposure and safety risks associated with placement of a school near an airfield.

11. Educate public on existing airfield noise and safety ordinances and restrictions in place to reduce air operations impacts.

Continued public education is necessary to educate and remind Hampton Roads citizens of noise and safety restrictions in place to reduce impacts from Navy air operations. The full range of tools included in existing ordinances would be part of this public education process, including early disclosures, required sound attenuation measures, and land use, height and other restrictions on development. In addition, jurisdictions would educate members of the public on other activities which impair pilot vision, including, but not limited to, lights, smoke, and uses attracting waterfowl. Planners would inform prospective developers/land owners of these restrictions and other activities on parcels in the AICUZ negatively affecting air operations to encourage more compatible land use proposals.

5.3 Navy

The JLUS identifies the following communication, policy, acquisition, and military operations tools for the Navy (See Table 5.2).

1. Continue to expand educational outreach efforts.

One of the most effective means for strengthening the relationship between the Navy and its civilian neighbors is to help people understand how the military operates and why it generates certain impacts on surrounding areas.

The Navy currently offers a comment form that can be submitted electronically from its web site and also clearly identifies contact information for the community planning liaison office. A Flight Operations Information page from the web site provides a schedule of Routine Flight Operations activities and links to a separate AICUZ web site covering topics, such as noise, land use, and safety.

To support communications and information approaches to encroachment reduction, the Navy would continue to improve public communication through its outreach program to include re-establishing the Community Leaders Forum; updated and expanded noise mitigation procedures which are currently in place; education on the role of NAS Oceana, NALF Fentress, and Chambers Field in the Navy; the role of the Navy in the regional economy; and an updated brochure/map with detailed information on AICUZ and operational impacts. Advertising and promotion of these comment opportunities should be increased.

2. Strictly enforce existing easement restrictions around NAS Oceana and NALF Fentress.

The Navy currently holds development easements on some parcels surrounding NAS Oceana and NALF Fentress. The easements restrict development on the encumbered property to ensure compatibility with naval air operations. In conjunction with the JLUS effort, the Navy has begun a process of notifying affected property owners and conducting a survey to determine compliance with easement conditions. As part of this tool, the Navy would actively enforce development restrictions on existing easements to maintain compatibility around the airfields. The Navy would also coordinate with surrounding governments to ensure that all restricted properties are clearly identified and that easement conditions are enforced throughout all local planning and development approval activities.

3. Pursue development of an additional Outlying Landing Field in North Carolina.

Though its development is contingent on authorization and funding from other Federal entities, the Navy would pursue an Outlying Landing Field in North Carolina as a strategic addition to current Navy facilities. The ability to accommodate additional flight training activities at a site outside of developed areas in the Hampton Roads region would alleviate impacts around NAS Oceana and NALF Fentress.

4. When feasible, modify flight operations to minimize impacts on Hampton Roads developed areas.

Under this tool, the Navy would explore technically feasible modifications to flight operations and reduce flight activities over developed areas of Hampton Roads to the minimum levels necessary to support a viable military mission. The Navy would also advance operational strategies by educating the public about previous changes in training activity that reduced noise and safety impacts on surrounding areas.

5. Pursue conservation opportunities in the DoD Easement Partnership Program.

In 2002, Congressional legislation (Agreements to Limit Encroachments and Other Constraints on Military Training, Testing, and Operations) granted authority to the Department of Defense to partner with local governments and conservation organizations. The DoD may use this authority to assist in acquiring land near military bases when the acquisition can protect both the environment and the military mission.

The Navy can capitalize on this additional acquisition strategy by pursuing available funding opportunities within the DoD Encroachment Partnership Program. Establishing partnerships among the military and local, state, and non-profit entities would enable a quick and effective response when priority real estate acquisition opportunities emerge and can leverage the Navy's existing encroachment prevention efforts.

4. Establish an avigation easement program.

An avigation easement is a land use tool that allows property owners to develop land in accordance with the applicable zoning district but provides the military a clear property right to maintain flight operations over the affected parcel. The easement runs in perpetuity with the deed to the property and protects against lawsuits for military-related operational impacts. This type of easement is being increasingly used to protect military air operations in airfields adjacent to developing areas.

In using this tool, the City of Chesapeake would establish an avigation easement program in noise and safety affected areas. The program would permit the City to make avigation easements available as a voluntary option to developers during proffer or other special permitting processes. The City would offer this easement as a positive element in considering the applicable permitting decision, where necessary. The City would also enforce the easement, ensuring that air rights above new developments with the easement are maintained. A sample easement that was developed for properties around NAS Pensacola in Florida is included in Appendix 4 for reference purposes.

5.6 The City of Virginia Beach

As part of this JLUS, the City of Virginia Beach has conducted a number of public meetings and worked extensively with the Navy to develop policies responding to Navy air operations at NAS Oceana and NALF Fentress. In February 2005, a Sub-Committee was established by the JLUS Policy Committee specifically to deal with AICUZ and noise issues in the City, primarily around Oceana. This section of the report documents recommendations put forward by this Sub-Committee in March 2005 along with planning policies and land use provisions developed by City planning officials. These recommendations, incorporated herein as JLUS recommendations for Virgina Beach, include the following::

- Statement of Understanding between the City of Virginia Beach and U.S. Navy
- Related City of Virginia Beach Planning Provisions
- Proposed Framework for an AICUZ Overlay Ordinance

Each of these is summarized below. The Statement of Understanding is provided in complete form in Appendix 5.

Statement of Understanding between the City of Virginia Beach and the U.S. Navy

This statement provides a complete and detailed description of AICUZrelated understandings and actions by both parties (reference Appendix 5). A summary of proposed City actions included in this statement is provided as follows:

- The City would create a new process for Navy officials to review and comment earlier in the process on all proposed development that might encroach on NAS Oceana.
- The City would ask any person or organization proposing development that might be incompatible with the Navy's AICUZ guidelines to meet with Navy officials to discuss alternatives.
- The City would consider fundamental changes in the zoning ordinance to substantially reduce the number of residential units allowed by current zoning in the Resort Area.
- The City would adopt a Zoning Overlay District in all noise zones greater than 65 dB DNL to help prevent encroachment at NAS Oceana.
- The City would recognize the importance of NAS Oceana's Interfacility Traffic Area (i.e., the corridor of land underneath the flight path between NAS Oceana and NALF Fentress; see Figure 5.1) in the City's Transition Area by:
 - Retaining agricultural zoning of one residential lot per 15 acres in the highest noise zone, 75 dB DNL and above;
 - Amending the Comprehensive Plan to retain agricultural zoning with residential density not to exceed one dwelling per five acres in the 70-75 dB DNL noise zone, as allowed by a conditional use permit; and
 - Limiting density to one dwelling per acre in the 65-70 dB DNL noise zone.
- Based on legislation passed by the General Assembly at the request of the City, sound attenuation laws would be expanded to certain nonresidential uses and disclosures of noise and/or accident potential zones would be improved for the sale or lease of residential units.
- The City would initiate a working group with NAS Oceana to work with the Virginia Real Estate Board to review, and possibly revise, all disclosures currently in use for noise and/or accident potential zones and determine where disclosures might be needed where none are used now.

- The City would recognize the Navy's significant concern about the impact of future development on transportation needs by agreeing to keep the Navy effectively involved in such planning processes.
- The City would continue to include the Navy as a vital stakeholder in revising the Oceanfront Resort Area Concept Plan (see Figure 5.2).
- The City would strengthen its working relationship with the Navy and create an ongoing, open dialogue to address the Navy's concerns about potential encroachment at NAS Oceana.

Related City Planning Provisions

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In addition to the Statement of Understanding developed by the JLUS Sub-Committee and the proposed AlCUZ Overlay Ordinance proposed by the City, the JLUS identifies the following land use and policy tools for the City of Virginia Beach (see Table 5.5).

1. Establish a Virginia Beach Re-development Strategy as part of the Comprehensive Plan and other land use policies.

Local governments can reduce development pressure on undeveloped land around airfields by promoting growth in existing built-up areas of the community away from the airfield. As part of this strategy, the City of Virginia Beach has identified in its adopted Comprehensive Plan certain Strategic Growth Areas that may be revitalized using a series of voluntary, incentive-based tools to guide growth to these areas. Examples of measures to spark private investment in designated redevelopment areas could include:

- government investments in infrastructure and the public realm
- tax incentives
- low interest loans
- density bonuses
- fast-track permit approval

A policy emphasis that encourages the re-use of land and the filling in of spaces around built areas relieves some of the future development pressure on undeveloped land around NAS Oceana. Before initiating this strategy, the City would conduct a campaign of public involvement regarding the goals of redevelopment. One of the objectives would be to improve the compatibility of land uses within AICUZ areas.

It is also important to note that the policies of the City's adopted Comprehensive Plan recognize that established residential neighborhoods in the City will be protected against intrusive land uses that destabilize them.

2. Pursue purchase of impacted properties in the > 70 dB DNL area of the Transition Area for Open Space.

Under this strategy, the City would assemble available funding from Federal, State and local sources to purchase land from willing sellers in noise zones greater than 70 dB DNL in the Transition Area to designate as public open space. This strategy would reduce the potential for future incompatible uses in this area while compensating the property owners willing to participate in such a program.

Purchase arrangements could include fee simple sales at fair market value or the purchase of development rights from willing sellers. With the purchase of development rights, land ownership remains private and land owners may continue use of the land for those activities, such as agriculture or recreation, that require minimal development and maintain compatibility with airfield operations. The local government or a partnering non-profit agency then holds the conservation easement, which restricts development on the land in perpetuity.

3. Expand or modify land acquisition and protection programs in the Transition Area.

Using environmentally sensitive open land located within the AICUZ noise and safety zones as a guide, the City would investigate means of acquiring additional parcels for designation conservation areas and public open space. Previous studies identifying many of these lands would serve as guides in prioritizing acquisition of parcels (e.g., the SWAMP study described in Section 3.2). Lands identified for wetlands mitigation purposes related to the proposed Southeastern Parkway and Greenbelt would also be considered as potential AICUZ conservation areas. Targeting existing open space within the sensitive areas for protection would preclude future incompatible development within the AICUZ zones.

Because of increasing potential noise conflicts, lands with conservation potential within the flight corridors between Oceana and Fentress in the Transition Area (see Figure 5.1) would be a priority for future purchase and protection. Funds from existing Open Space, Agricultural Reserve or other programs could be targeted for these land and conservation purchases.

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4. Seek Federal funding to purchase conservation lands.

To further promote conservation options and reduce future incompatible land uses, the City of Virginia Beach would pursue Federal funding to purchase conservation lands in the AICUZ. With new funding available through the Encroachment Partnering Program (EPP), the Navy is a potential partner for funding sources that meet the dual purpose of environmental protection and buffering military operations. Other potential Federal funding sources for conservation purposes are identified in Appendix 6.

Establish an avigation easement program.

As described above for Chesapeake, the City of Virginia Beach would establish an avigation easement program in noise and safety affected areas. The program would protect air rights and be available as a voluntary option to developers during proffer or other special permitting processes for properties being considered for development in the AICUZ. A sample easement that was developed for properties around NAS Pensacola in Florida is included in Appendix 3 for reference purposes.

Proposed Framework for AICUZ Overlay Ordinance

City of Virginia Beach planning officials have developed an initial framework for additional land use regulations for properties in the AICUZ Noise Zones. This framework is proposed as an AICUZ Overlay District Ordinance that would only be established following a public review process and subject to Planning Commission review and City Council approval subsequent to this JLUS planning effort. This Overlay District proposal is summarized below and listed in Table 5.5.

Purpose: To provide a framework for further discussion concerning the specific means to accomplish the overall objective of protecting the public health, safety and welfare and to prevent encroachment from degrading the operational capability of local military installations in meeting national security needs. This proposal contemplates the adoption of land use regulations that allow reasonable land use compatible with noise levels and accident potential associated with flight operations at NAS Oceana.

Summary: The City will establish an AICUZ Overlay District in all Noise Zones other than < 65 dB DNL (per 1999 AICUZ Map).

- The Overlay District regulations will apply in all underlying zoning districts within the Overlay. Where the Overlay District regulations conflict with the regulations of the underlying zoning district, the Overlay District regulations would control.
- Overlay to be comprised of same areas that are on the 1999 AICUZ Map, except Noise Zone < 65 dB DNL (i.e., in Noise Zones 65-70, 70-75, > 75 dB DNL and Clear Zone, Accident Potential Zone 1 and Accident Potential Zone 2). In addition, there would be special provisions applicable in the portions of the Interfacility Traffic Area that are in Noise Zones of greater than 70 dB DNL and in the Resort Area as areas presenting special considerations.

In general, the regulations of the Overlay District would be the least restrictive in the lowest Noise Zones and graduate to more restrictive levels in high noise zones, with greatest restrictions being in the Accident Potential Zones and Clear Zones. With certain exceptions, the restrictions would generally correspond with the guidelines set forth in Table 2, Suggested Land Use Compatibility in Noise Zones and Table 3, Suggested Land Use Compatibility in Accident Potential Zones of OPNAV Instruction 11010.36B.

The Navy and the City agree that, under the OPNAV instructions, residential development in areas of 65 dB DNL and greater is not compatible with airfield operations.

The Navy disagrees with allowing any further incompatible development. However, the Overlay Ordinance would neither restrict the uses of property that are allowed 'by-right' per the City Zoning Ordinance nor restrict the uses of property in the 65-70 dB DNL Noise Zone.

Sound attenuation would be required everywhere in the AICUZ Overlay District (i.e., in all Noise Zones >65 dB DNL) for all residential development and for certain non-residential uses within the following use groups:

- Assembly (churches, movie theaters, bars, restaurants, bowling alleys, etc.);
- Business (banks, barber shops, car showrooms, professional offices, etc.);
- Educational (schools through 12th grade);

· Institutional (hospitals, day care, nursing homes, etc.); and

Mercantile (department stores, drug stores, grocery stores, etc.)

The AICUZ Overlay Ordinance provisions would apply to development in the 70-75 and >75 dB DNL Noise Zones that requires approval by the City Council (i.e., rezonings & conditional use permits). Discretionary development (i.e., needing a rezoning or conditional use permit) would be allowed only if:

- it is compatible or conditionally compatible with the AICUZ recommendations in Table 2 (noise zones) and/or Table 3 (APZs) of OPNAV Instruction 11010.36B; or
- if not compatible or conditionally compatible, such development would be allowed only if the City Council makes a finding that no other reasonable development options that are compatible with the AICUZ recommendations in Table 2 and/or Table 3 exist.

In such cases, development must be at the lowest reasonable density or intensity, as determined by the City Council.

Special Areas:

Within the western portion of Transition Area also known as the Interfacility Traffic Area (see Figure 5.1), the following provisions would apply:

- 65-70 dB DNL Noise Zone: Current zoning and Comprehensive Plan provisions retained;
- 70-75 dB DNL Noise Zone: Residential development requiring City Council approval, (i.e., rezoning or by conditional use permit) allowed at a density no greater than one (1) dwelling unit per five (5) acres of developable land.
- >75 dB DNL Noise Zone: Residential development limited to one (1) dwelling unit per fifteen (15) acres of developable land unless the City Council determines that such density is unreasonable and that no other use (non-residential) is reasonable. In such a case, allowed density would be the minimum reasonable density.
- Where the subject property lies within more than one Noise Zone, dwelling units must be located in lower Noise Zones if practicable.

Within the Resort Area, the following provisions would apply:

 The total number of residential units will not exceed the aggregate number of units allowed under current zoning. The City will endeavor to work with all stakeholders to reduce the number of residential units E.(27)

significantly below that number through zoning ordinance amendments.

• The Navy shall be among the stakeholders involved in the revision of the Oceanfront Resort Area Concept Plan dated June 28, 1994.

The AICUZ Overlay regulations represent the City's best efforts to balance the needs of the Navy in fulfilling its mission with the rights of citizens to make reasonable use of their property. The City has given careful consideration to both points of view and, to the extent possible, has crafted the Overlay regulations to serve both the needs of the Navy and the rights of property owners. While the regulations do not - and legally may not - eliminate all further development that is incompatible with the AICUZ program, they represent a significant increase in the extent to which AICUZ - related considerations govern land use decisions in Virginia Beach. The regulations will also ensure that, in cases in which incompatible development is approved by the City Council,:

- it will be at the lowest reasonable density, and
- appropriate sound attenuation measures will be required.

The overall effect of the application of the Overlay regulations will be to bring the City's development policies into a much higher degree of conformity with the Navy's AICUZ program than they ever have been, even under the prior OPNAV Instruction.

Statement of Understanding City of Virginia Beach and United States Navy

March 15, 2005

PREAMBLE

Representatives of the U.S. Navy, Naval Air Station Oceana, and the City of Virginia Beach, together comprising the Joint Land Use Study sub-committee formed on February 10, 2005 have reached an UNDERSTANDING THAT:

- The meetings and discussions engaged in by the Joint Land Use Study subcommittee represent the most frank and in-depth dialogue concerning encroachment and incompatible development to have ever taken place between the Navy and the City. The Navy and the City will engage in a continuing dialogue with respect to encroachment upon military installations, and with respect to any new or evolving regulations and instructions concerning encroachment.
- As part of the process described below, from this point forward any person, persons
 or those persons representing any group or organization proposing development that is
 incompatible with Chief of Naval Operations Instruction 11010.36B of 19 December
 2002, Air Installations Compatible Use Zones (AICUZ) Program, or otherwise
 encroaches upon NAS Oceana and its environs, will be asked by the City of Virginia
 Beach to meet with Navy officials so that:
 - NAS Oceana's mission, and its importance to U.S. Navy mission readiness, national defense and homeland security requirements, can be explained.
 - A description or demonstration of the sounds created by military operations with respect to the type of structures proposed can be given.
 - If no other recourse is available, a request can be made for a voluntary reconsideration of the type of development proposed to one that offends the criteria of the AICUZ program to the least possible degree.
- The Navy and the City understand the value of developing a process whereby the Navy will be informed of, and afforded an opportunity to comment upon, all development that may be incompatible with military operations.

- 1. With regard to the responsibilities of, and the actions by, the Navy and the City regarding the effort to restrain encroachment and incompatible development:
- The Navy and the City both understand that any opinion expressed by the Navy concerning proposed development must be wholly in accordance with Chief of Naval Operations Instruction 11010.36B of 19 December 2002, Air Installations Compatible Use Zones (AICUZ) Program.
- The City understands the Navy position is now, and has been, that residential development in areas of 65 dB DNL and greater is discouraged and that this position is in accord with the AICUZ program.
- The Navy acknowledges that the responsibility for enacting, amending, repealing and otherwise developing and promulgating zoning ordinances, codes and laws lies solely with the City of Virginia Beach, subject to statutory and constitutional requirements.
- The Navy acknowledges that under Virginia law, property owners may not be denied reasonable use of their property and may develop their land without approval by the City Council in accordance with established zoning regulations.
 - The Navy and the City acknowledge that they differ in their application of "residential density" when it is used in the context of encroachment and incompatible development. Specifically:
 - The Navy uses "residential density" to refer to the number of dwelling units in a defined area actually in existence at the time that area is discussed.
 - The City uses the term "residential density" to refer to the number of dwelling units in a defined area that would exist if that area were developed to the extent allowed by existing zoning.
 - The General Assembly has enacted legislation requiring disclosure in any sale or lease of residential real estate. All disclosures pertaining to Navy aircraft operations contained in any type of real estate or business transaction or agreement must be written in a straightforward, clear and otherwise unambiguous manner. In this regard, the Navy and the City agree to immediately initiate a working group to work in conjunction with the Virginia Real Estate Board to review and, if necessary, re-draft all disclosures currently in use, and to determine whether there exist any instances where disclosures are needed where none now are employed.
- The City has instituted an effective residential sound attenuation program and legislation allowing it to expand this program to certain non-residential uses has been enacted by the General Assembly. Personnel associated with the program must be

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fully aware of the varying efficacy of sound attenuation practices, as measured by sound transmission class indicators, when confronted with different sound frequencies generated by Navy aircraft. Greater effort will be made to educate the public, in general, and property owners, in particular, regarding the difference between average noise designations shown on the AICUZ map and event noise experienced in real life. The Navy and the City agree to work collaboratively to assist each other in matters of technical information and instruction in this regard.

2. With regard to the U.S. Navy and NAS Oceana:

- NAS Oceana is the most encroached-upon military airfield in the United States.
 Encroachment has occurred since the installation's inception, and includes the type of high-density, residential and commercial development that now threatens the viability of the station's mission.
- NAS Oceana officials have discouraged incompatible development around the station since at least the 1960s. Navy policy, as published in pertinent instructions, has also consistently discouraged incompatible development around air installations since before the Noise Control Act of 1972.
- During the late 1970s and early 1980s, the Navy and the federal government undertook a program to buffer the installation from encroachment by purchasing property outright and by purchasing and acquiring easements on surrounding properties in the form of development rights. The Navy acquired these property interests publicly, sometimes in coordination with initiatives of the City of Virginia Beach Development Authority.
- With respect to accommodating the sensibilities of the surrounding communities, NAS Oceana officials have voluntarily modified flight arrival and departure procedures. These modifications have resulted in flight procedures/training that do not replicate actual aircraft carrier operating procedures.
- NAS Oceana is a pre-eminent Navy installation. It is also now, however, a vital
 component in the architecture of the Defense Department's joint service method of
 operational planning and execution and in the newly-emerging inter-agency approach
 to meeting homeland defense requirements.

3. With regard to the City of Virginia Beach and AICUZ-related initiatives:

- The City, since adopting its first Comprehensive Plan in 1979, has worked with the Navy to ensure that the initiatives of the AICUZ program have been included in each subsequent plan amendment.
- Before the revision of the OPNAV Instruction in December 2002, the City made adjustments to the City Zoning Ordinance to bring land use regulations more in line with the requirements of the AICUZ program.

- The City relocated two schools to conform to the Draft F/A –18 C/D Environmental Impact Statement.
- The City secured state enabling legislation requiring sound attenuation in residential structures and has implemented an effective residential sound attenuation program.
- In 2005, proposed legislation requiring Noise Zone/APZ disclosures in all residential real estate transactions and requiring sound attenuation in certain non-residential structures was enacted by the General Assembly.

4. With regard to the City of Virginia Beach and the oceanfront area:

- The establishment of a first class resort at the oceanfront is a strategic priority for the City of Virginia Beach. The principal initiative in this regard has been the investment in the new 19th Street Convention Center. This project is expected to be followed by the adoption of an Old Beach District Plan, as well as a revised the Oceanfront Resort Area Concept Plan, updating that adopted in 1994.
 - Over the past fifteen years, the City of Virginia Beach has invested in other major public projects at the oceanfront resort area including:
 - upgrades to Atlantic Avenue-area streets, sidewalks, utilities and park blocks;
 - the widening of more than three miles of boardwalk and the expansion of the beach for hurricane protection;
 - the expansion of the Virginia Aquarium and Marine Science Center;
 - Old Beach-area neighborhood improvements including major street and utility upgrades; and
 - the construction of a new police precinct, fire and rescue station and public library.
- As a result of these initiatives, the City of Virginia Beach is a major competitor in the tourist and convention industry and strives to maintain its standing. While significant advancements have been made, land use planning and economic goals have only been partially realized, however. The overall aspiration is the rejuvenation of the oceanfront into an area containing neighborhoods and businesses more compatible with a first-class resort and convention destination, consistent with the principles of the Comprehensive Plan. To this end, public and private investment both in the hundreds of millions of dollars in the oceanfront area are intended to catalyze further community revitalization and economic growth.
- The retail presence in the oceanfront area consists of many more seasonal than year-round businesses. The City of Virginia Beach believes that seasonal businesses alone do not support the vision of a first-class resort and convention destination.

Accordingly, when the Oceanfront Resort Area Concept Plan is revised, city officials intend to include a reasonable increase in the number of residential units in the oceanfront area, a number sufficient to support quality year-round retail development. This number is anticipated to be less than the aggregate additional number of units allowed by current oceanfront area zoning.

- The current number of units in this area of the City is approximately 7,000. Under current zoning, the maximum number of units allowed is more than double this figure, approximately 16,000.
- The City understands that the Navy is deeply concerned about the impact of aircraft operations on the proposed development of the resort area. The City of Virginia Beach will address these concerns to the greatest extent possible by inviting the Navy, as well as other stakeholders, to participate in the process of drafting the Oceanfront Resort Area Concept Plan. The City recognizes that, in order to meet the objectives of both the City and the Navy, the applicable zoning regulations must be totally restructured. Among the City's objectives is an increase in the number of residential units currently existing, but substantially less than currently allowed.
- 5. With regard to the City of Virginia Beach and the western portion of the Transition Area, e.g., that portion of the Transition Area west of West Neck Creek, also known as the Interfacility Traffic Area:
- Both the Navy and the City understand the importance of this portion of the Transition Area in any discussion of encroachment in two key regards:
 - this area is largely undeveloped and thus presents the best opportunity to prevent, to the greatest degree possible, further incompatible development; and
 - this area lies beneath the airspace most commonly used by Navy aircraft not only arriving and departing from NAS Oceana, but also transiting between NAS Oceana and NALF Fentress at lower altitudes.
- With regard to particular means to restrain encroachment and incompatible development inside the Transition Area:
 - The Navy acknowledges that the Virginia Beach Comprehensive Plan now contemplates development with residential density not to exceed one residential dwelling unit per developable acre, but that with few exceptions current zoning does not allow this density.
- The Navy and the City further acknowledge that, according to AICUZ restrictions, residential development in areas of 65dB DNL and greater is not compatible with airfield operations. The City proposes the following:

- For those portions of the Interfacility Traffic Area that lie within the greater than 75 dB DNL Noise Zone, the City reaffirms existing planning policy that no additional residential units above those allowed by right should be permitted. In Agricultural Zoning Districts, the maximum by-right density is one residential lot per 15 acres of land.
- For those portions of the Interfacility Traffic Area that lie within the 70-75 dB DNL Noise Zone, the City will amend its Comprehensive Plan to reflect the need to retain predominantly agricultural zoning, in which residential density not exceeding one dwelling unit per five acres is allowed by conditional use permit.
- For those portions of the Interfacility Traffic Area that lie within the 65-70 dB DNL Noise Zone, the Comprehensive Plan will continue to contemplate residential density not exceeding one unit per developable acre.
- The Navy and the City acknowledge that preserving undeveloped property in the Transition Area is a major priority. Any initiatives of other agencies that advance mutually beneficial outcomes, including environmental protection and wetland mitigation, should be vigorously explored.

6. With regard to other AICUZ-related issues:

- The Navy and the City recognize that "by-right" development, e.g., development allowed without the approval by the City Council, sometimes results in development that is incompatible with military operations.
- The Navy acknowledges that the City has certain legal responsibilities regarding "by-right" development (i.e., development that is allowed without *specific* approval of the City Council) and that, in such cases, review and approval is ministerial, not discretionary. In those cases in which development is not "by-right," thus requiring approval City Council, the Navy also acknowledges that the City must permit a reasonable use of the property.
- The Navy and the City recognize that transportation is an issue of significant concern. Future development contemplated in the Comprehensive Plan will require a range of alternative transportation improvements, which are recommended as part of the Master Transportation Plan. The Navy and the City believe that strategic growth management plans should focus on three approaches concerning transportation:
 - Public facility improvements are prioritized and implemented as quickly as
 possible per available federal, state and local funds so that that adequate
 public facilities and services are available before, during and immediately
 after development to accommodate inter-installation movement by large
 vehicles.
 - Growth and development are oriented to appropriately designated areas; and

• The public and the Navy are effectively involved in any planning process, as described herein.

A RESOLUTION AFFIRMING SUPPORT FOR THE CONTINUATION OF NAVAL AIR STATION OCEANA IN VIRGINIA BEACH AS THE NAVY'S EAST COAST MASTER JET BASE

WHEREAS, the federal government is continuing the process of evaluating all active military installations with a view toward eliminating those which are deemed unnecessary or redundant in view of current budget restraints and national defense requirements; and

WHEREAS, Naval Air Station (NAS) Oceana was recently added to the list of military installations being considered for closure; and

WHEREAS, Hampton Roads is the situs of the largest and most varied assemblage of naval activities in the World, including a massive assemblage of aircraft carriers and other surface ships of all types, as well as major supporting activities; and

WHEREAS, NAS Oceana is a master jet base, uniquely and strategically located on the East Coast, capable, with minimal capital expenditure, of receiving and supporting present and future generations of fighter and attack aircraft comprising the vital naval air warfare component of our national defense; and

WHEREAS, there exists in the City of Virginia Beach the infrastructure, including quality housing, spousal employment, a superb school system and the community recreational and service facilities essential to support a major military installation; and

WHEREAS, the overwhelming majority of the residents of the City of Virginia Beach take great pride in, and fully support, the continued location of NAS Oceana in Virginia Beach; and

City Council undertaken significant WHEREAS, the has measures to enhance the viability of NAS Oceana as an active military installation in the City of Virginia Beach, including, limited to, the expenditure of \$202 Million improvements to roadways accessing NAS Oceana; the relocation of two elementary schools out of Accident Potential Zones; the adoption of amendments to the City Code requiring attenuation in residential properties; securing the cooperation of the real estate industry in Virginia in providing prospective purchasers of residential properties disclosures concerning Accident Potential Zones and Noise Zones; seeking the

enactment of legislation requiring, as a matter of Virginia law, such disclosures and providing civil remedies for the violation thereof; seeking the enactment of legislation requiring sound attenuation in nonresidential properties in Noise Zones; and directed the City Attorney's Office and Planning Department to prepare and submit to the City Council an Air Installations Compatible Use Zones (AICUZ) Overlay ordinance restricting the development of property in Accident Potential Zones and certain Noise Zones; and initiating, participating in and adopting a Joint Land Use Study in cooperation with the United States Navy and the Cities of Norfolk and Chesapeake; and

WHEREAS, the Department of Defense has gone on record as strongly favoring the retention of NAS Oceana in the current Base Realignment and Closure (BRAC) process;

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF VIRGINIA BEACH, VIRGINIA:

That the City Council hereby affirms its strongest support for the continuing operation of Naval Air Station Oceana within the City of Virginia Beach.

Adopted by the City Council of the City of Virginia Beach on the 2^{nd} day of August, 2005.

CERTIFIED TO BE A TRUE COPY OF A RESOLUTION ADOPTED BY THE COUNCIL OF THE CITY OF VIRGINIA BEACH, VIRGINIA, ON AUGUST 2, 2005.

Ruth Hodges Smith, MMC

City Clerk