Department of Planning & Community Development

Franklin County
A Natural Setting for Opportunity

A work session of the Franklin County Planning Commission was held on Tuesday, May 24, 2016, in the Franklin County Board of Supervisors conference room located in the Franklin County Government Center.

THOSE PRESENT:
James Colby – Gills Creek District
C. W. Doss, Jr. – Blue Ridge District
Earl Webb – Blackwater District
Edmund "Doc" Law – Rocky Mount District
Wendy Ralph – Union Hall District
Sherrie Mitchell – Snow Creek District
THOSE ABSENT:
Angie McGhee – Boone District
B. James Jefferson, County Attorney
OTHERS PRESENT:
Steven Sandy, Director of Planning & Community Development
Lisa Cooper - Principal Planner
Terrance Harrington - Senior Planner
Lori Crouch - Clerk
Vlad Gavrilovic - Renaissance Planning Consultant
Jeremy Goldstein - Renaissance Planning Consultant
*****
The work session was called to order by Chairman Earl Webb at 6:18pm in Board of Supervisors conference room. The first order of business was roll call, six (6) members were present with one (1) absent.

Chairman Webb turned the work session over to Mr. Steven Sandy, Director of Planning & Community Development. Mr. Sandy thanked the commission members for their attendance at the work session. Mr. Sandy stated the Renaissance Planning Consultants were in attendance to give the commission members an update. Mr. Sandy turned the presentation over to Mr. Jeremy Goldstein and Mr. Vlad Gavrilovic of Renaissance Planning.

Mr. Goldstein thanked the commission members and Staff. Mr. Goldstein presented the following presentation.

With no further questions or discussion, the meeting was adjourned at 7:30pm.

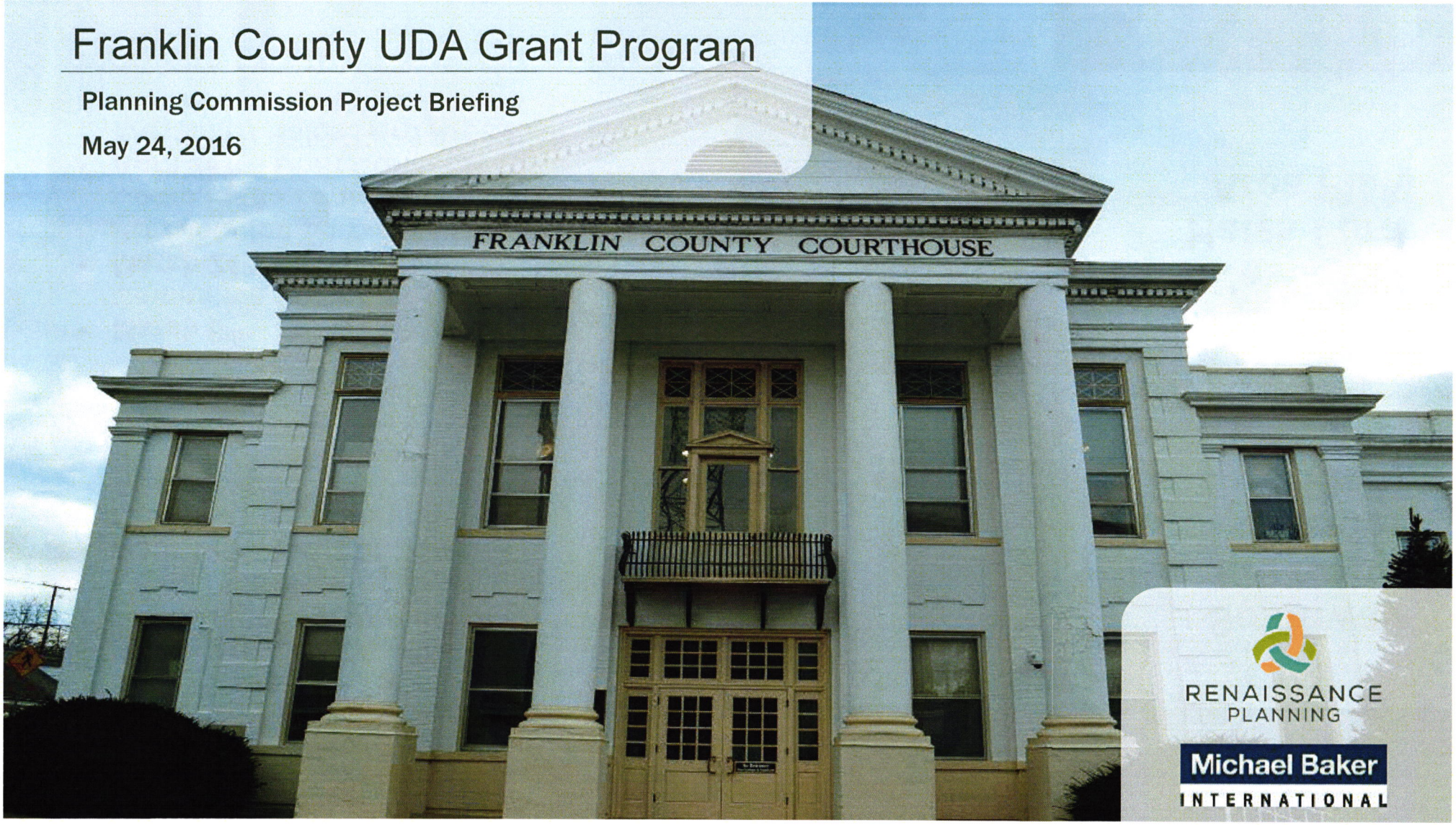
Lori A. Crouch — May 25, 2016

Clerk — Date

Franklin County UDA Grant Program

Planning Commission Project Briefing

May 24, 2016

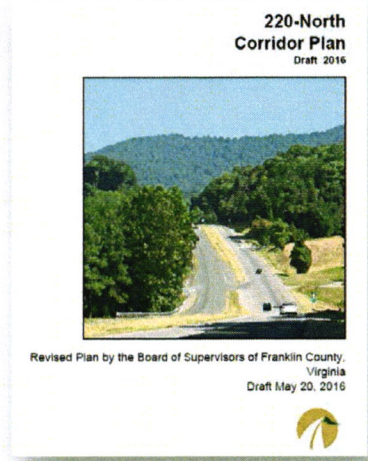


RENAISSANCE PLANNING

Michael Baker INTERNATIONAL

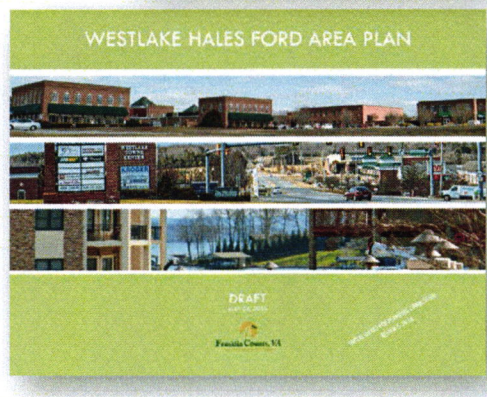
UPDATE – WHERE WE'VE BEEN

- **March 24th** – Consultant Presentation on Work Plan for Comp Plan / Zoning Amendments
- **April 12th** – Draft Rt. 220 North Corridor Plan & Zoning Amendments



Southway (Rt. 220 North Corridor Plan)

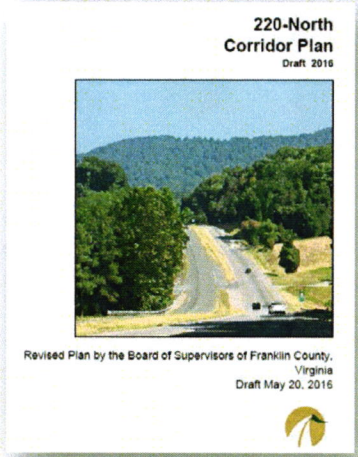
- **March 8th** – Westlake Advisory Committee Presentation
- **March 24th** – Consultant Presentation on Work Plan for Comp Plan / Zoning Amendments
- **April 28th** – Draft Concepts for Westlake / Hales Ford Area Plan



Westlake / Hales Ford Area Plan

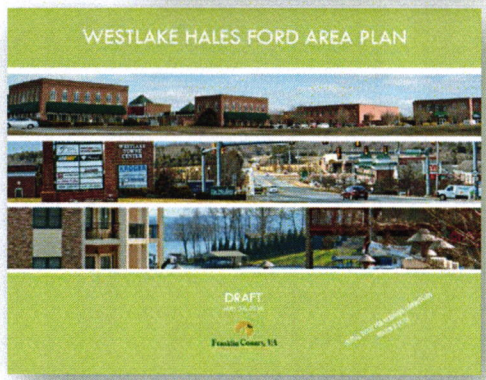
UPDATE – WHERE DO WE GO FROM HERE

Southway (Rt. 220 North Corridor Plan)



- **Today** – refinements / revisions to Rt. 220 North Corridor Plan & Zoning
- **June 7th** – Comm. Input Meeting
- **July 12th** – PC Public Hearing on 220 North Corridor Plan & Zoning for Southway

Westlake / Hales Ford Area Plan



- **Today** – review Draft Westlake / Hales Ford Area Plan
- **June/July** - Additional Work Sessions?
- **August/September** – PC Public Hearing on Westlake / Hales Ford Area Plan

220-North Corridor Plan

Draft 2016

Revised Plan by the Board of Supervisors of Franklin County, Virginia

Draft May 20, 2016

RENAISSANCE PLANNING

Franklin County Urban Development Area Project

DRAFT Zoning Ordinance Amendments to implement the:

Revised Route 220-North Corridor Plan

DRAFT – May 20, 2016

NOTE: All proposed amendments are written in underline and strikethrough language as follows:

Underline and Red – indicates added text

~~Strikethrough and Red~~ – indicates removed text

OVERVIEW

RECENT REFINEMENTS

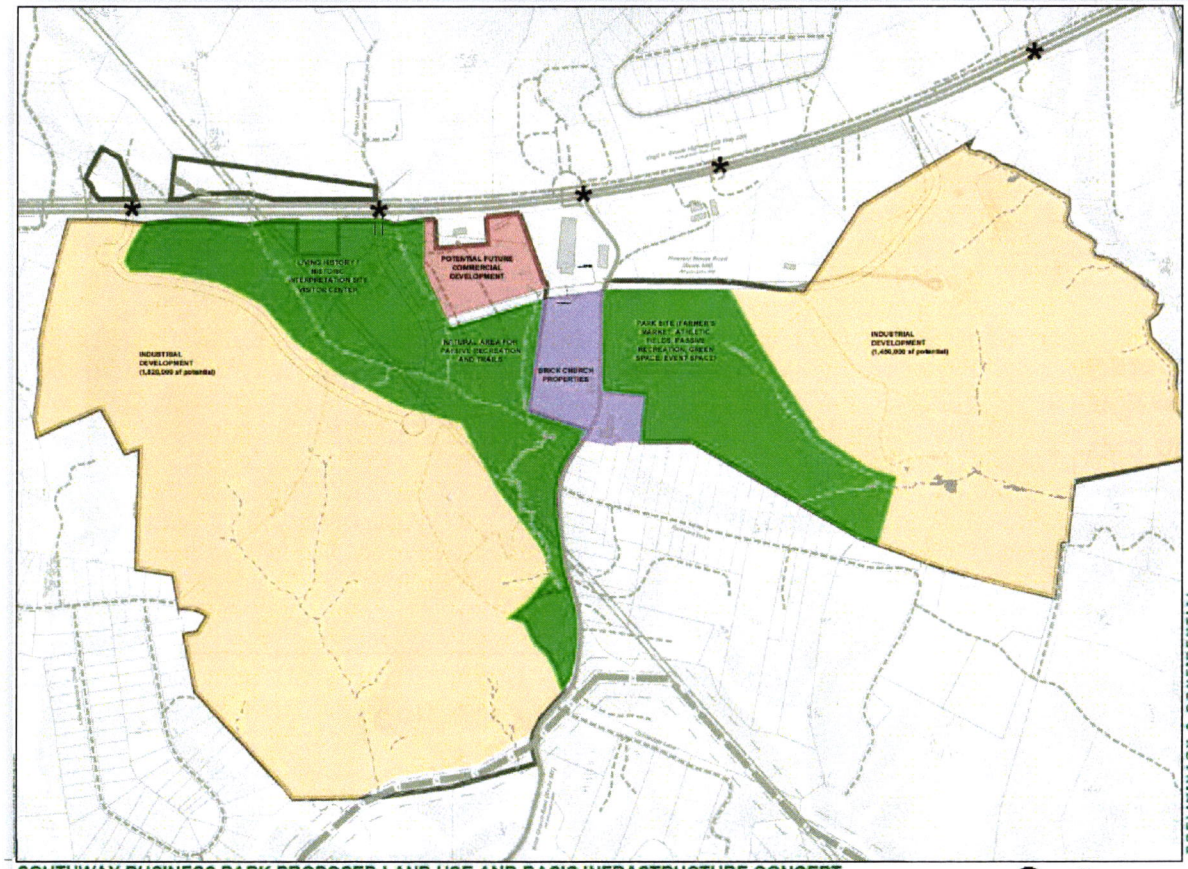
220-North Corridor Plan
Draft 2016

Revised Plan by the Board of Supervisors of Franklin County, Virginia
Draft May 20, 2016

- **Analysis refinements**
  - **Added text on issues related to north-south commuting on Rt. 220 (traffic volumes, lack of park and ride)**
  - **Will need to add text and maps on public water and sewer service areas and conditions**
  - **Will need to refine Designated Growth Area**
  - **Will need to review Future Land Use Category map/policies**
- **Editorial review**
  - **Limited grammar and spelling fixes**

NOTE: June 7th 6 PM Community Input Meeting at Faith Fellowship Church – additional input from citizens

MOST RECENT CONCEPT PLAN

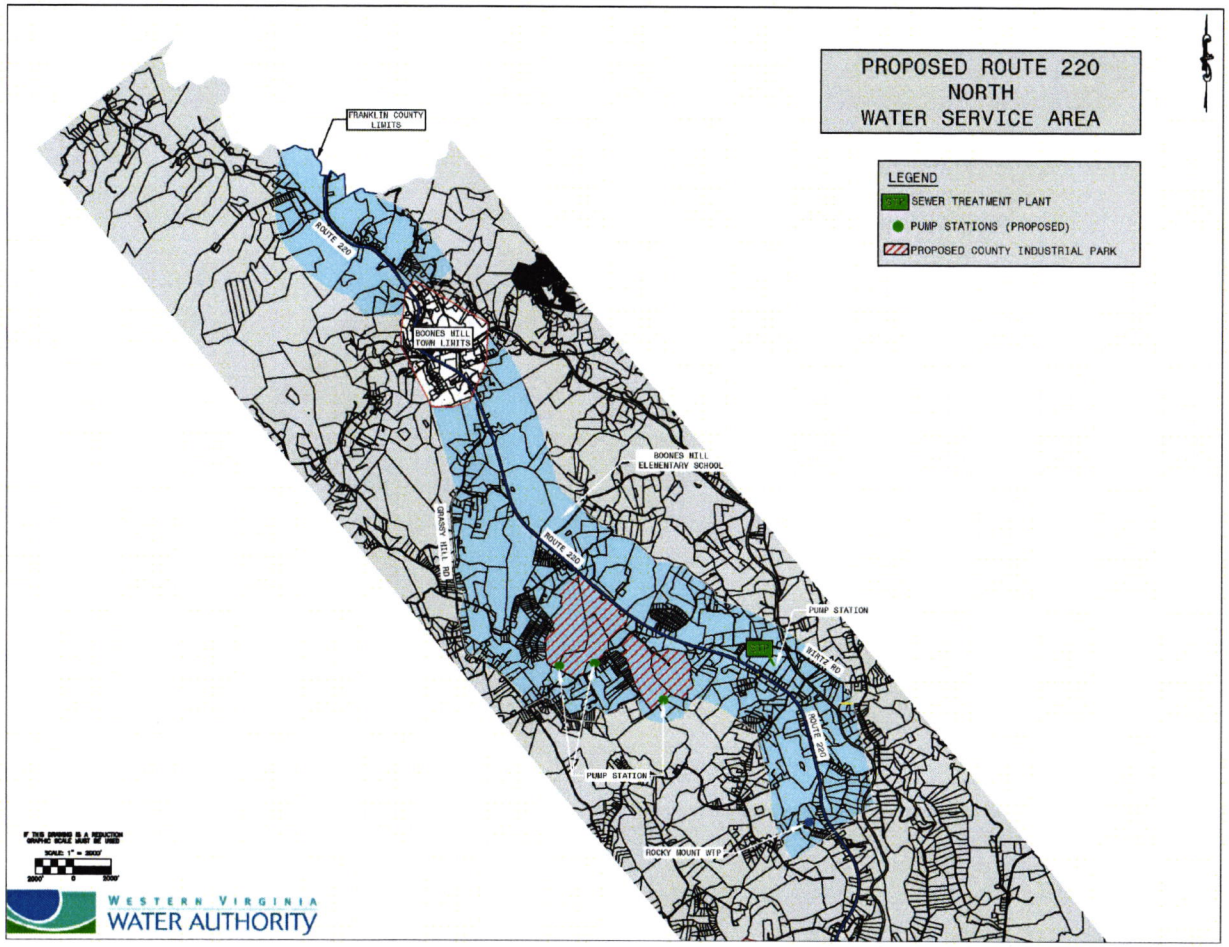


SOUTHWAY BUSINESS PARK PROPOSED LAND USE AND BASIC INFRASTRUCTURE CONCEPT

SITE DEVELOPMENT - MAY 2016

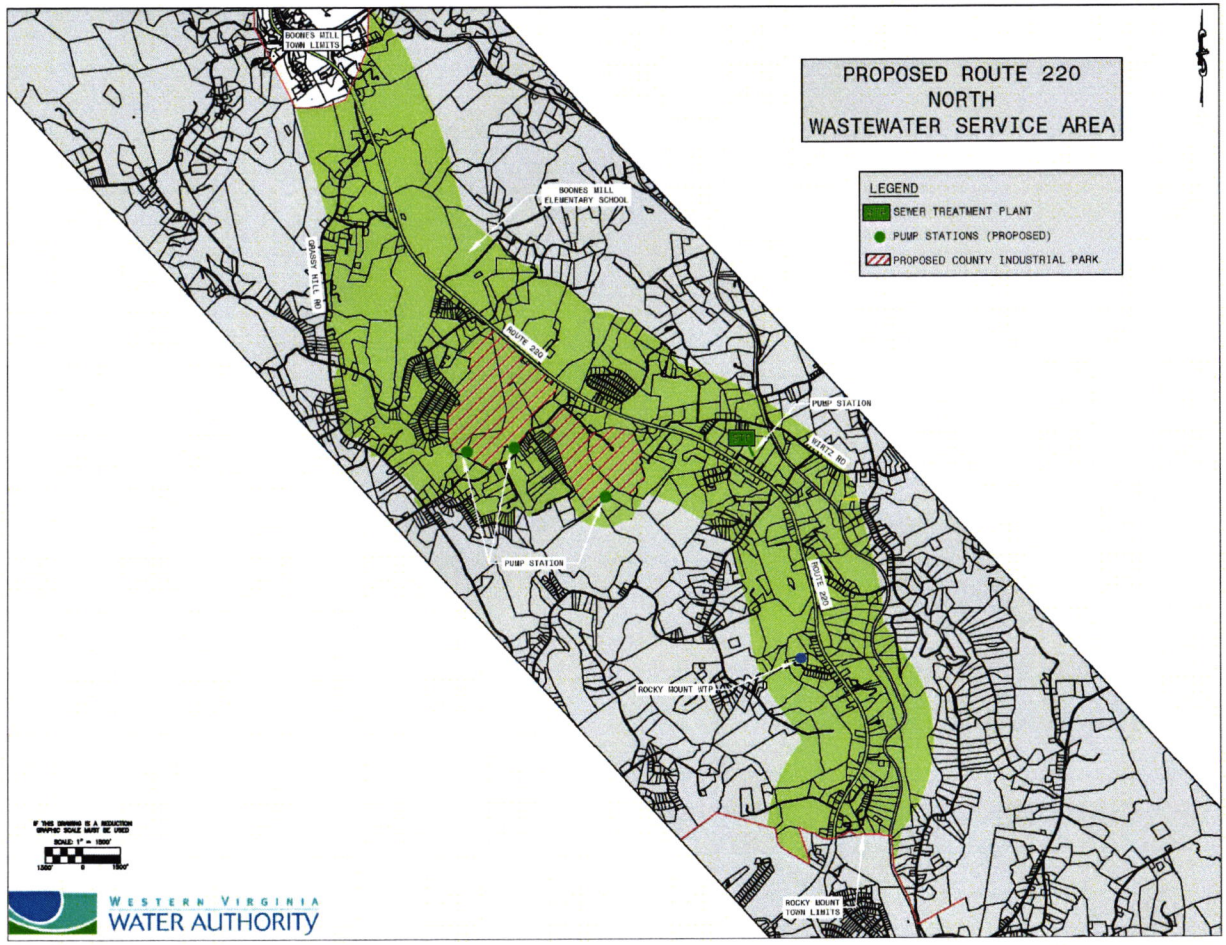
- **Preliminary Draft prepared by Economic Development Consultants**
- **Will be presented at Community Meeting on June 7th**

MOST RECENT WATER SERVICE AREA PROPOSAL



- **Preliminary Draft prepared by Western Virginia Water Authority**

MOST RECENT SEWER SERVICE AREA PROPOSAL



- **Preliminary Draft prepared by Western Virginia Water Authority**

RECENT REFINEMENTS to ZONING FRAMEWORK

RENAISSANCE PLANNING

Franklin County Urban Development Area Project

DRAFT Zoning Ordinance Amendments to implement the:

Revised Route 220-North Corridor Plan

DRAFT – May 20, 2016

NOTE: All proposed amendments are written in underline and strikethrough language as follows:

Underline and Red – indicates added text
~~Strikethrough and Red~~ – indicates removed text

Changes to Proposed Commerce Park District:

- **Permitted uses simplified**
  - **Organized by type – Industrial/Commerce, Retail/Office, Civic, Recreational**
- **Covenant requirement**
  - **Used successfully by similar commerce parks across the state**
  - **Adds a layer of regulatory oversight for the Planning Commission and planning staff**
- **Access management requirement**
  - **Will be making refinements based on consistency with the 220 Corridor Plan & best practices**
- **Note – may consider changing name of District?**

WESTLAKE HALES FORD AREA PLAN

DRAFT

MAY 24, 2016

Franklin County, VA

INITIAL DRAFT FOR PLANNING COMMISSION
REVIEW 5-24-16

OVERVIEW

TABLE OF CONTENTS

Background

- Prior Planning Context
- History of Westlake and Hales Ford*
- Demographics of the Area*
- Relationship to Countywide Comprehensive Plan update

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- Existing Land Use
- Existing Zoning
- Environmental Conditions
- Land Occupancy
- Transportation Conditions
- Summary of Key Issues

Planning Process

- Advisory Committee Report
- Public Involvement
- UDA Technical Assistance Grant

Vision Plan

- Future Land Use Concept
- Major Circulation Concept
- Minor Circulation Concept
- Neighborhood Center Concept
- Open Space and Trails Concept

Development Character

- Policies by Land Use Category
- Water and Sewer Service Areas*
- Additional Design Considerations

Implementation

- Funding Options for Infrastructure
- Recommended Zoning Revisions
- Potential Amendments to the Residential Planned Unit Development District (RPD).
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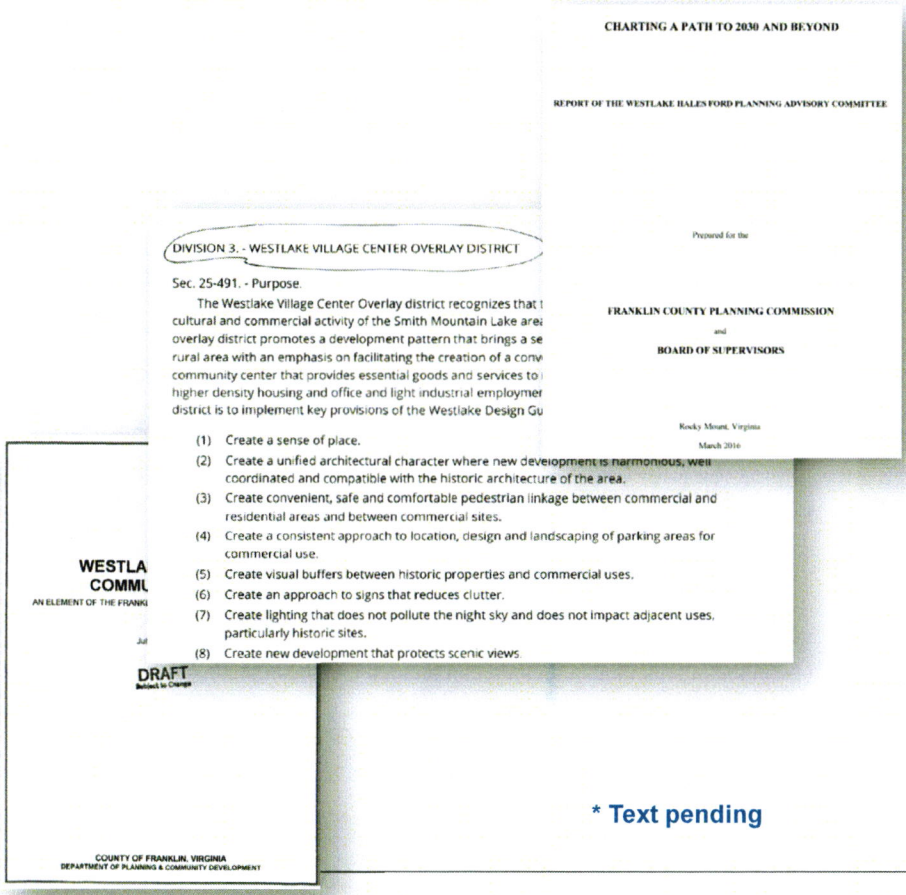
- Potential Amendments to the Westlake Village Center Overlay District.
- Designated Growth Area Boundary

* Text pending

BACKGROUND



CHARTING A PATH TO 2030 AND BEYOND

REPORT OF THE WESTLAKE HALES FORD PLANNING ADVISORY COMMITTEE

Prepared for the

FRANKLIN COUNTY PLANNING COMMISSION

and

BOARD OF SUPERVISORS

Rocky Mount, Virginia

March 2016

DIVISION 3. - WESTLAKE VILLAGE CENTER OVERLAY DISTRICT

Sec. 25-491. - Purpose.

The Westlake Village Center Overlay district recognizes that t
cultural and commercial activity of the Smith Mountain Lake area
overlay district promotes a development pattern that brings a se
rural area with an emphasis on facilitating the creation of a conv
community center that provides essential goods and services to
higher density housing and office and light industrial employmer
district is to implement key provisions of the Westlake Design Gu

(1) Create a sense of place.
(2) Create a unified architectural character where new development is harmonious, well coordinated and compatible with the historic architecture of the area.
(3) Create convenient, safe and comfortable pedestrian linkage between commercial and residential areas and between commercial sites.
(4) Create a consistent approach to location, design and landscaping of parking areas for commercial use.
(5) Create visual buffers between historic properties and commercial uses.
(6) Create an approach to signs that reduces clutter.
(7) Create lighting that does not pollute the night sky and does not impact adjacent uses, particularly historic sites.
(8) Create new development that protects scenic views.

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COUNTY OF FRANKLIN, VIRGINIA
DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT

Background

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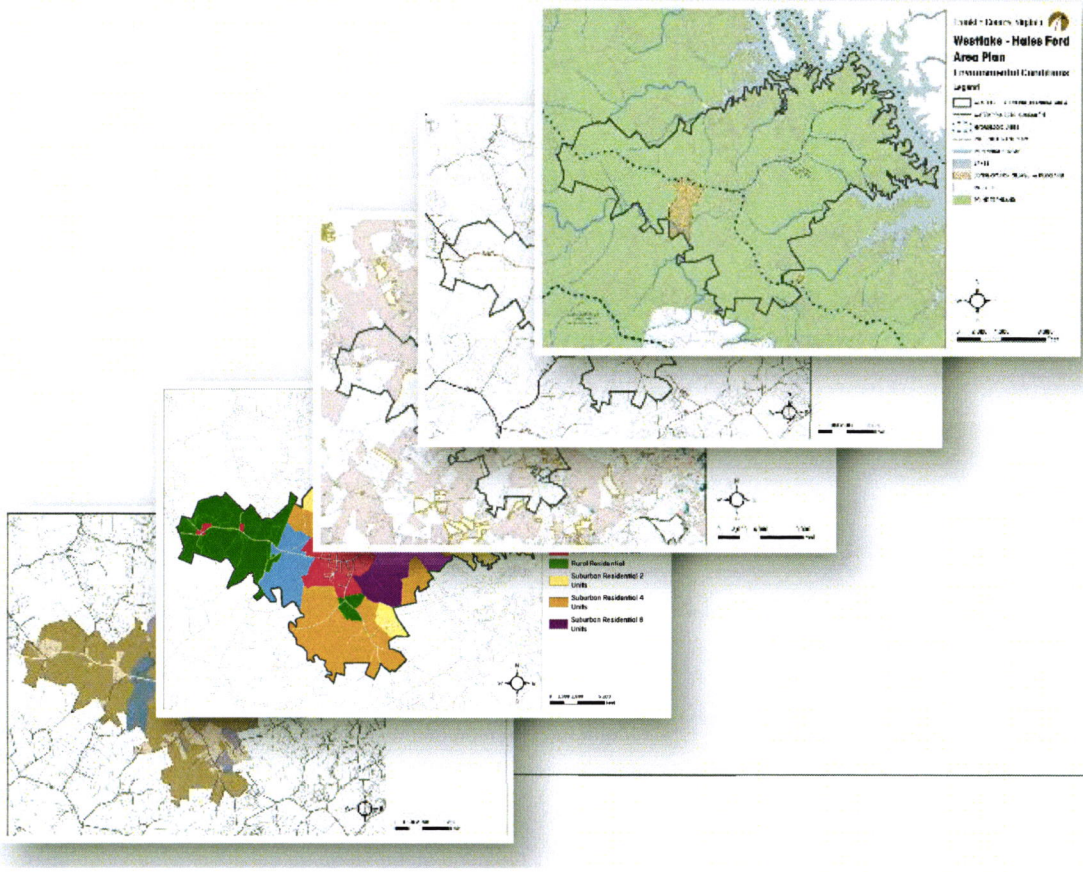
- Demographics of the Area*
- Relationship to Countywide Comprehensive Plan update

* Text pending

Area Context and Existing Conditions



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- Existing Land Use
- Existing Zoning
- Environmental Conditions
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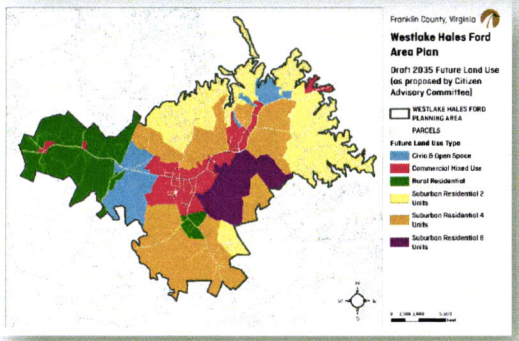
- Transportation Conditions
- Summary of Key Issues

Planning Process

CHARTING A PATH TO 2030 AND BEYOND

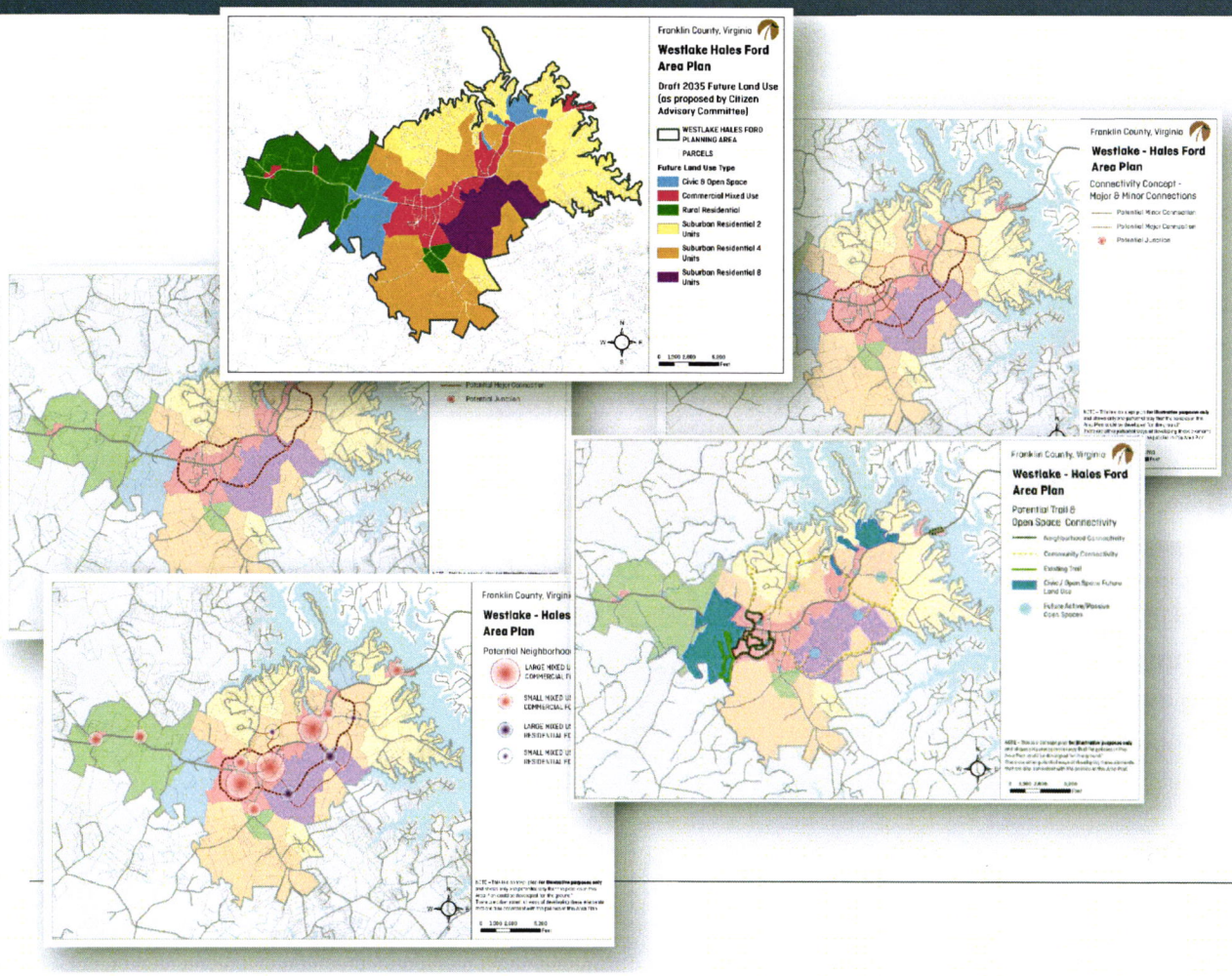
REPORT OF THE WESTLAKE HALES FORD PLANNING ADVISORY COMMITTEE



Planning Process

- Advisory Committee Report
- Public Involvement
- UDA Technical Assistance Grant

Vision Plan



Vision Plan

- Future Land Use Concept
- Major Circulation Concept
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- Neighborhood Center Concept
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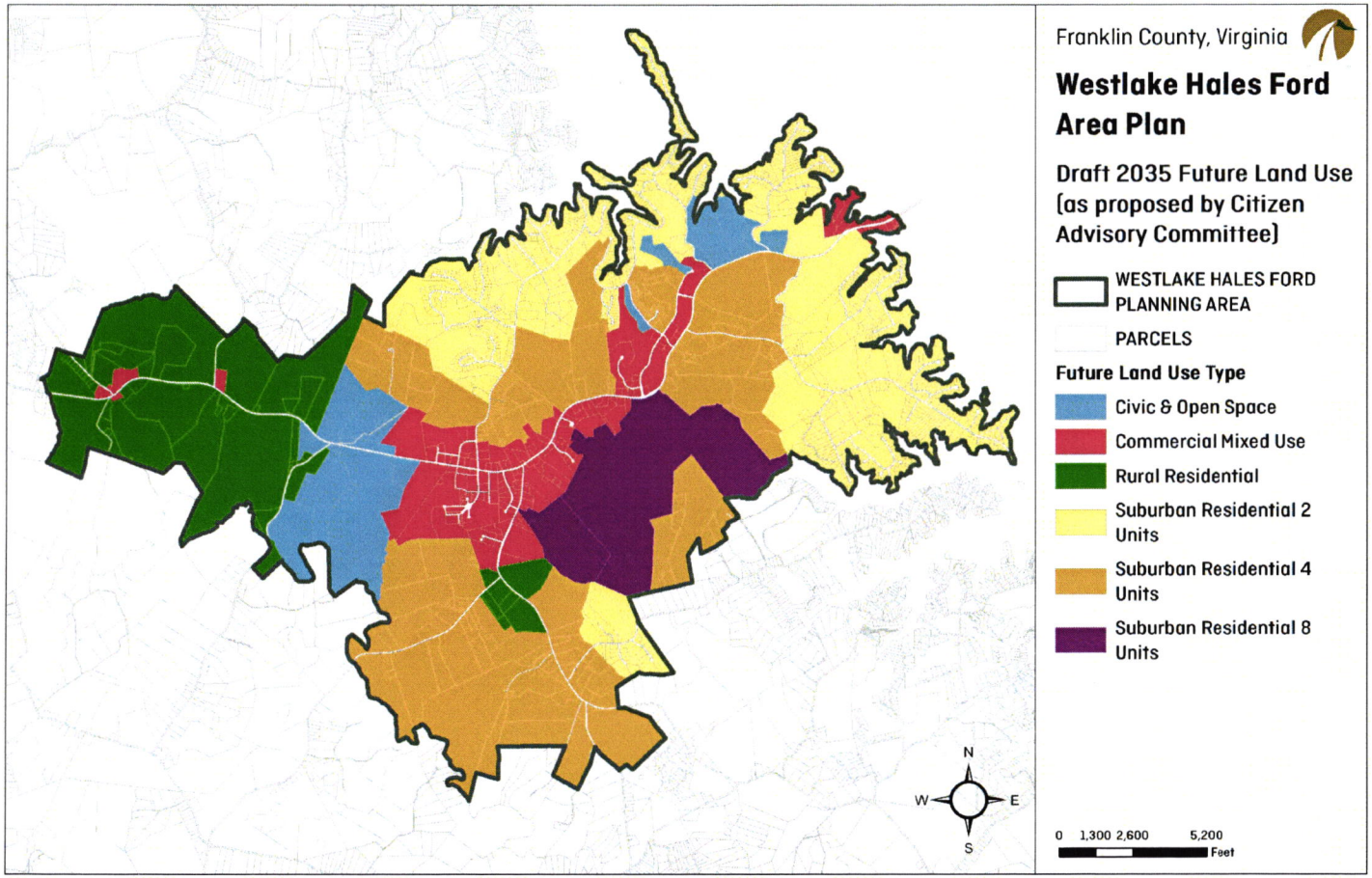
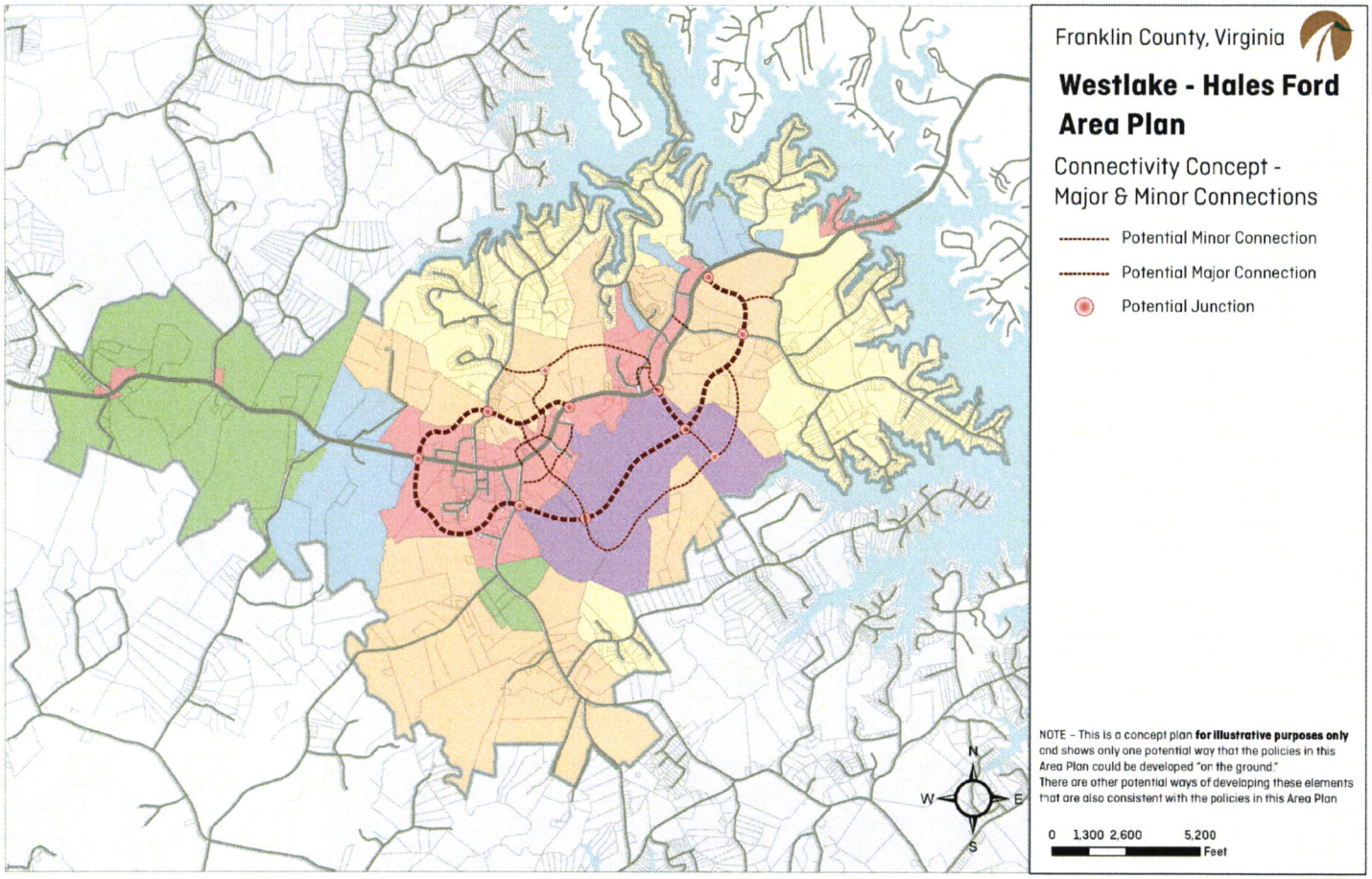
CITIZEN COMMITTEE FUTURE LAND USE

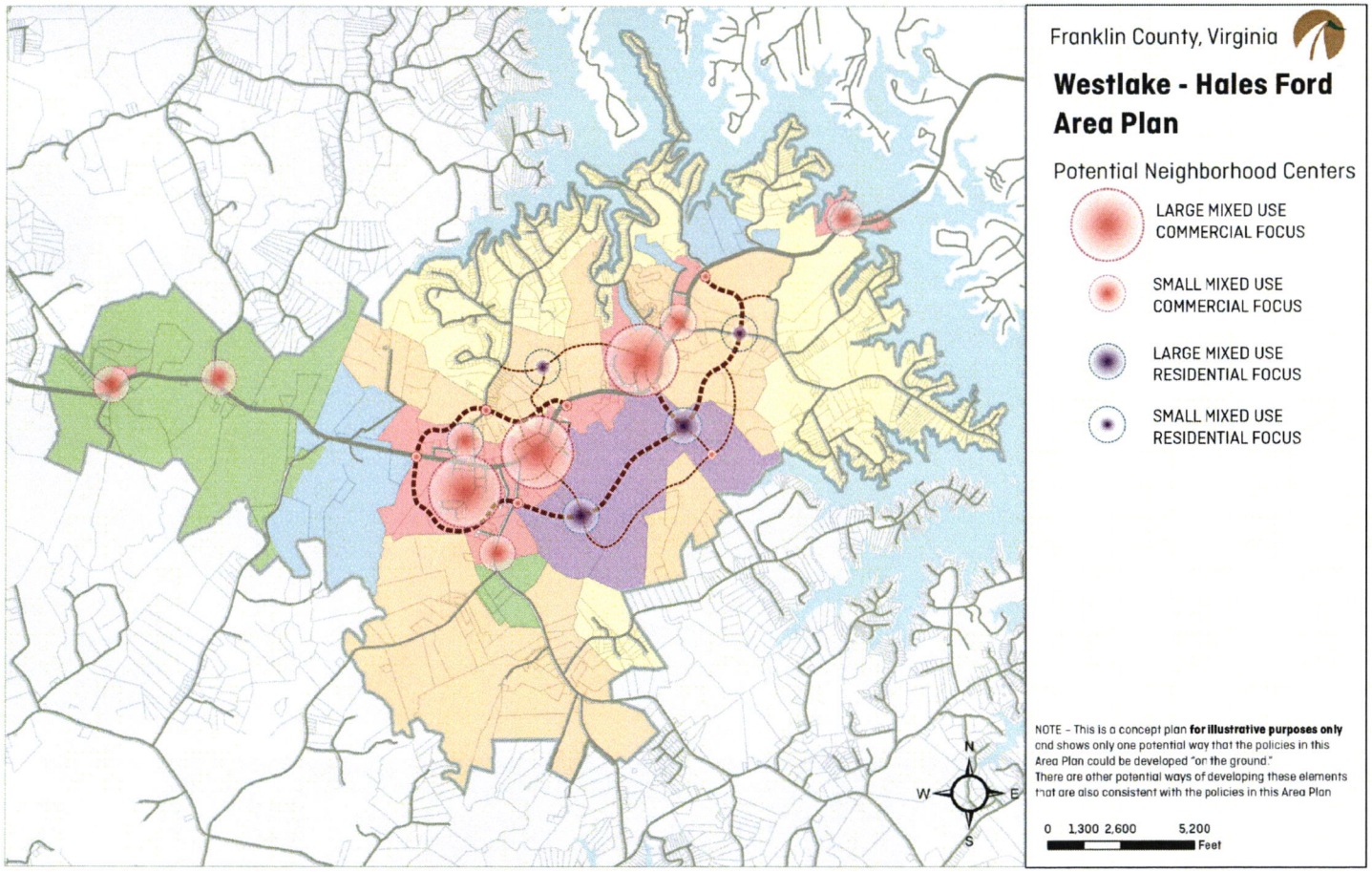


POTENTIAL FUTURE ROADS



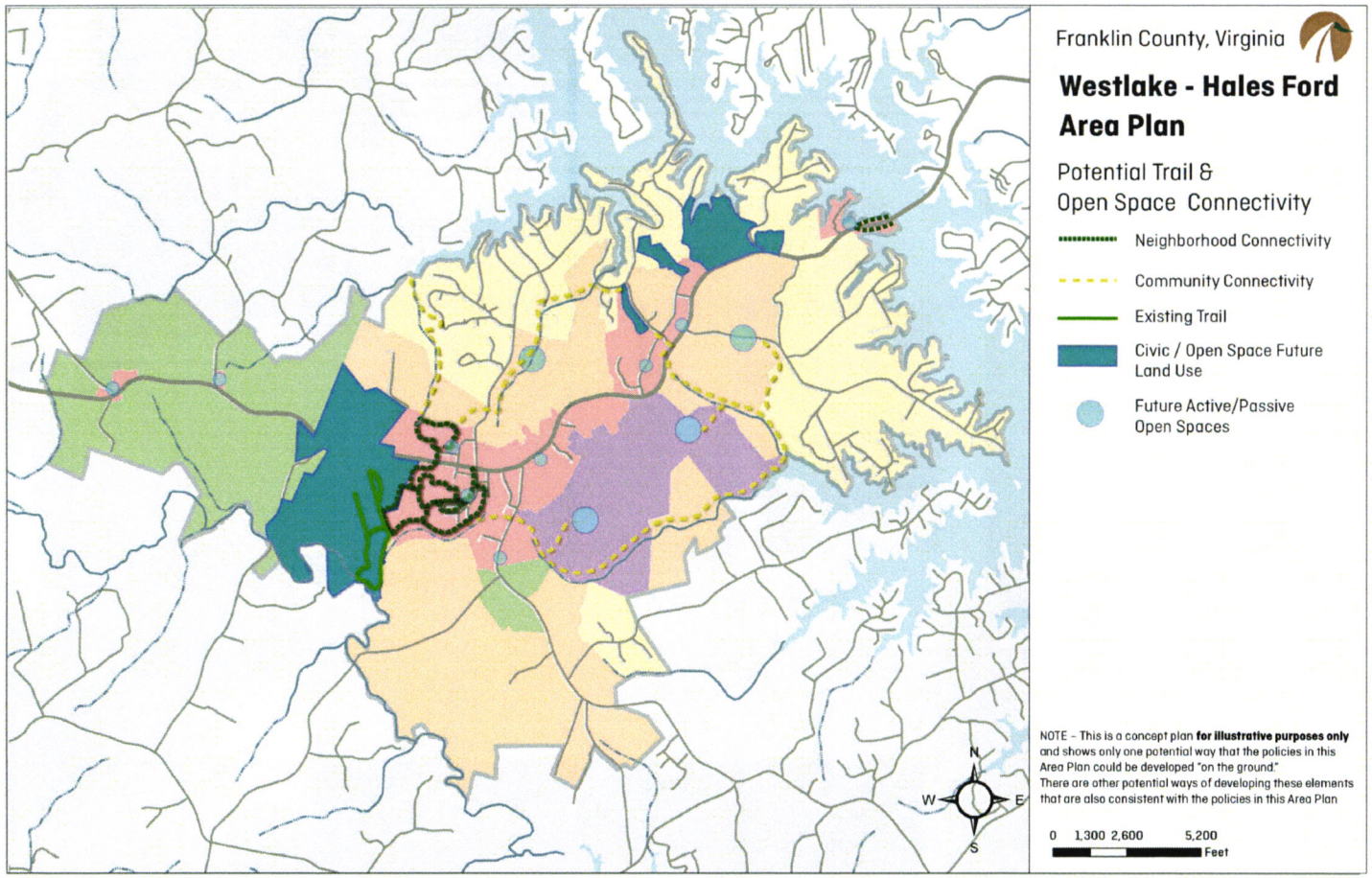
- Secondary roads provide increased connectivity around highest intensity commercial development, and help expand connectivity within major mixed use developments

POTENTIAL FUTURE NEIGHBORHOOD CENTERS



- **Potential future place types break development into four types**

POTENTIAL FUTURE TRAILS & OPEN SPACE



- Potential trails include those of the trail committee
- Community connectivity trails connects the lake via stream corridors and along parcel lines when possible
- Future open spaces add further connectivity

Development Character

Commercial Mixed Use

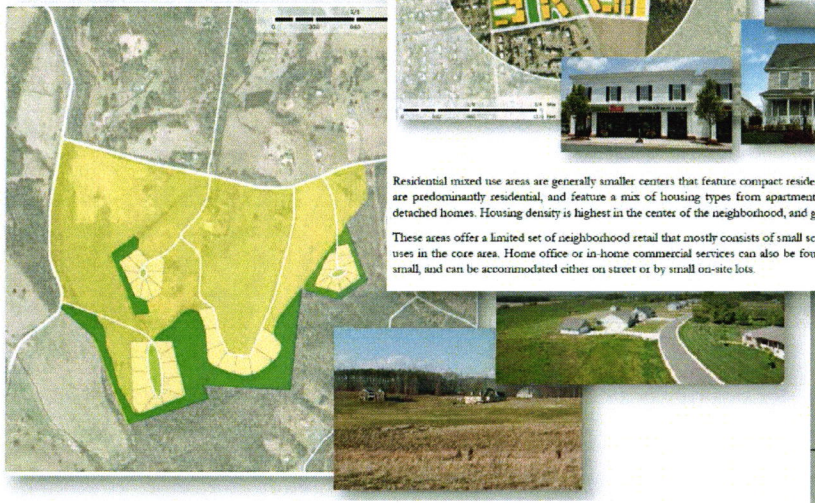
al mixed use areas center around a neighborhood main street that should operate at lower speeds and offer
lations for pedestrian movement. Storefronts line the main street, in buildings that range from one to four
ildings taller than one story have office and residential uses above.

Residential Mixed Use

Residential mixed use areas are generally smaller centers that feature compact residentially focused living. These areas are predominantly residential, and feature a mix of housing types from apartments, townhomes, and attached and detached homes. Housing density is highest in the center of the neighborhood, and get less dense further out.

These areas offer a limited set of neighborhood retail that mostly consists of small scale ground floor retail and service uses in the core area. Home office or in-home commercial services can also be found here. Retail parking needs are small, and can be accommodated either on street or by small on-site lots.

Rural Residential



Development Character

- Policies by Land Use Category
- Additional Design Considerations
- Water & Sewer Service Areas*

NOTE: Next version will have text on the Suburban Residential Land Use Category

* Text pending

Implementation

- Grant Programs
- Revenue Leveraging
- Revenue Sharing
- General Obligation Bond Financing
- Service Districts
- Community Development Authorities
- Tax Increment Financing
- Conditional Zoning
- HB2/SYIP Funding*

Implementation

- **Funding Options for Infrastructure**
- **Recommended Zoning Revisions**
  - **Potential Amendments to the Residential Planned Unit Development District (RPD).**
  - **Potential Amendments to the Planned Commercial District (PCD).**
  - **Potential Amendments to the Westlake Village Center Overlay District.**
- **Designated Growth Area Boundary**

Text Pending*

Implementation

To better align County zoning ordinances with traditional neighborhood design (TND) principles:

- Mix of uses
- Diversity of housing type
- Well-connected streets
- Multiple means of travel
- Green space
- Conservation of land

Implementation

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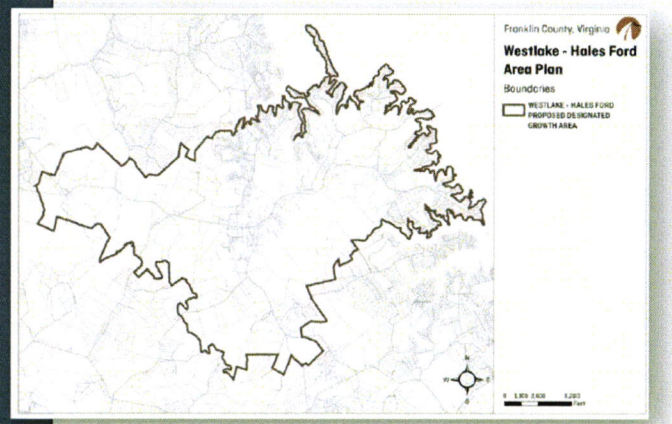
Implementation

The designation qualifies this area to potentially receive funding under State House Bill 2 legislation passed in 2014 as a qualified Urban Development Area.



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PUBLIC HEARINGS

July 12th :

Route 220 North Corridor (Southway):

- PC Public Hearing on:
  - Rt. 220 North Corridor Plan & Water/Sewer Service Areas & Designated Growth Area
  - Zoning Text Amendments for NEW Commerce Park District and for 220-North Rural Development Overlay District and the 220-North Mixed Use Overlay District
  - Zoning Map Amendment for Southway Commerce park

August/September:

Westlake / Hales Ford:

- PC Public Hearing on:
  - Westlake / Hales Ford Area Plan & Water/Sewer Service Areas & Designated Growth Area
  - Amendments to Westlake Overlay District
  - Amendments to RPD & PCD Districts

220-North
Corridor Plan
Draft 2016

Revised Plan by the Board of Supervisors of Franklin County, Virginia
Draft May 20, 2016

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220-North Corridor Plan

Draft Revised Plan May 20, 2016

Background

The 220-North Corridor Plan was originally adopted by the Franklin County Board of Supervisors on February 17, 2009. The original Area Plan was a requirement of a $1 million federal grant toward the construction of a 12-inch public water line along the northern segment of U.S. Route 220 in Franklin County and was developed with input from the Franklin County Planning Commission, County staff, and stakeholders along the Rt. 220 corridor. The plan identified the opportunity to plan for and preserve land for a regional commerce park, the exact location of which was at the time undetermined.

In 2016, the 220-North Corridor Plan was revised to address the potential development by the County of a new regional mixed use commerce park called Southway, on parcels along Rt. 220 surrounding Brick Church Road. In addition, as part of this revision, the County also designated a portion of this corridor, where the commerce park will be located, as a Designated Growth Area to meet the requirements of §15.2-2223.1 of the Code of Virginia, to accommodate higher density compact mixed use development as an urban/village development area. This designation, along with the designation of Route 220 as a Corridor of Statewide Significance, qualifies this area to potentially receive funding under State House Bill 2 legislation passed in 2014 as a qualified Urban Development Area.

The 220-North Corridor Plan seeks to guide development along this important transportation corridor with the development of the Southway Commerce Park as a key catalyst and anchor for the corridor and for this portion of the County in the future.

In general, this revised Corridor Plan preserves all of the policy direction and intent of the original Corridor Plan. The only revisions that were made to the original 2009 plan are those that were needed to accommodate the anticipated development of the Southway Commerce Park as a key economic catalyst and as one cornerstone of the county's economic development strategy for the long term. The original 220-North Corridor Plan called for a series of zoning overlay districts along the corridor to preserve the County's scenic beauty, concentrate commercial development into well- planned centers, and lay the groundwork for the future commerce park along Rt. 220. These zoning districts have been implemented as the following overlay districts in the Franklin County Zoning Ordinance:

- 220 North Scenic Gateway District
- 220 North Rural Development District
- 220 North Mixed-Use Commercial District

This revised Corridor Plan recommends the following changes to accommodate development of the Southway Commerce Park:

1) Modifying the boundaries of the Regional Business and the Mixed Use Commercial Future Land Use Categories in a manner such that the Commerce park is entirely contained within the Regional Business Category
2) Creating a new Commerce Park Zoning District
3) Adding language to the 220 North Rural Development and 220 North Mixed Use Commercial Overlay Districts that stipulates the zoning overlays do not affect parcels within the Commerce Park zoning district

Further discussion of these recommended changes and other policy revisions to accommodate the development of Southway are detailed in this plan.

Introduction

The Comprehensive Plan of Franklin County serves as a primary guide for decision makers on issues related to planning, development, and investment in the physical environment. Updated by the Franklin County Board of Supervisors in May, 2007, the Comprehensive Plan reflects the community's desires for the management of change over time. The Plan sets forth the rationale for zoning, though it is not in itself a zoning ordinance. The Plan is comprehensive in scope, in that it depicts a desired future for the entire geographic area of the county. Yet the Plan is flexible. It recognizes that many decisions can only be made after further study, detailed "on-the-ground" analysis, and specific policy recommendation.

To achieve this level of specificity, the Comprehensive Plan calls for the development and adoption of small area plans, including Village Plans and Corridor Plans. The 220-North Corridor Plan is an effort to refine, clarify, and build upon the values, goals and objectives of the Comprehensive Plan, and to address emerging needs and opportunities along Franklin County's most vital transportation corridor.

Corridor Plan Boundaries

The area for the 220 North Corridor Plan extends from the Roanoke County line to the northern limits of the Town of Rocky Mount. (See Figure 1). It is expanded from the original 2009 boundaries to include the parcels that will comprise the Southway Commerce Park. Figure 1 also shows the proposed future land use categories for the Corridor Plan which are as follows:

1. Scenic Gateway Future Land Use Category
2. Regional Business Future Land Use Category
3. Mixed Use Commercial Future Land Use Category

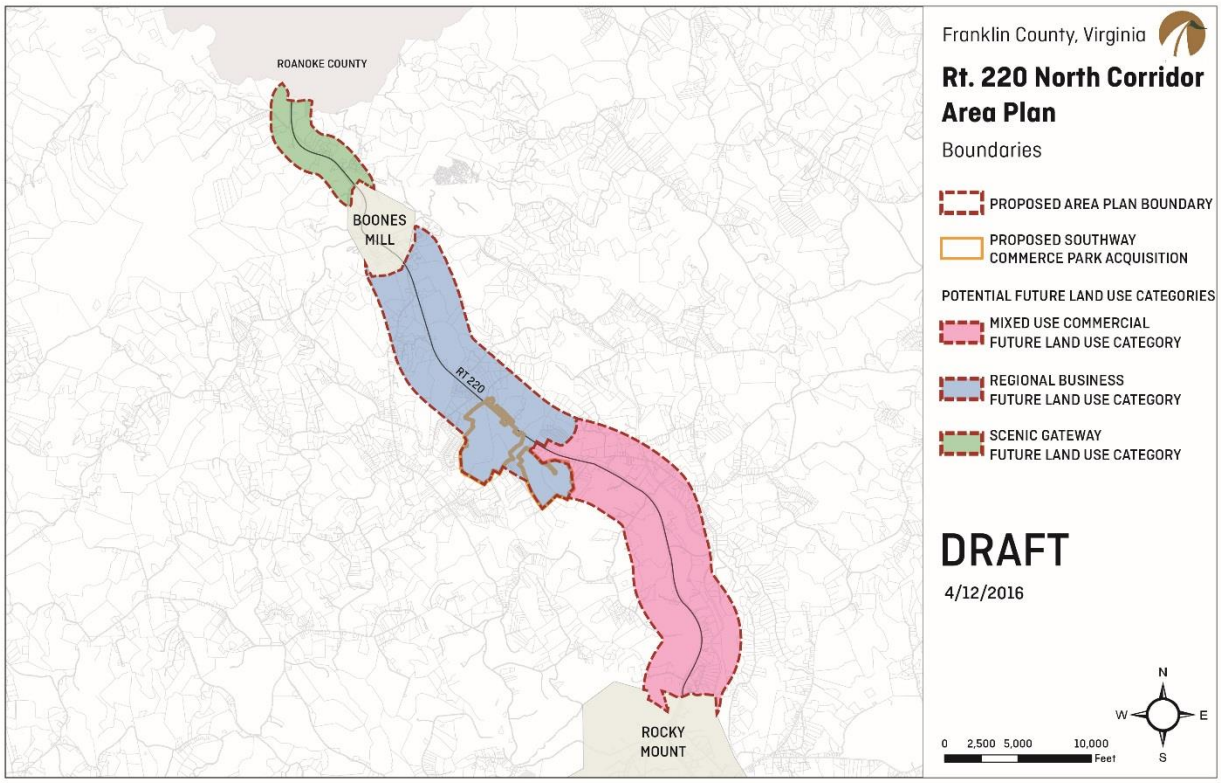

Figure 1 Rt. 220 North Corridor Plan Area and Proposed Future Land Use Categories

Process

The planning process for the 220-North Corridor Plan began in early 2008. Early scoping for the Plan included staff-level meetings with Roanoke County officials to coordinate plans, exchange information, and receive mutual feedback. Roanoke County conducted and completed a similar planning exercise for its southern length of Rt. 220 in late 2007/early 2008.

Franklin County planning staff conducted two neighborhood meetings at Boones Mill Elementary School on March 19th and 20th, 2008. At these meetings, staff displayed various maps and presented multiple planning scenarios in an effort to solicit input. Representatives from the Western Virginia Water Authority (WVWA), Virginia Department of Transportation (VDOT), Earth Environmental Consultants, Inc., and various County agencies were on hand to provide information and answer questions. Discussion at these neighborhood meetings focused heavily on the potential impact of the proposed water line. Citizens – many of whom are experiencing water quality or quantity problems with private water systems and individual wells – wanted to know how and when they might gain access to public water supplied by the proposed new water line along Rt. 220. Citizens also expressed concerns about how the water line might impact growth and development. Issues of concern included viewshed protection, increased residential development, additional highway commercial development, impacts on local and commuting traffic, and loss of rural character.

The Planning Commission held a number of work sessions throughout the spring and summer of 2008 to identify issues and consider various scenarios. The Planning Commission developed a draft Plan and held a public hearing on September 9, 2008. On November 10, 2008, the Planning Commission voted unanimously to recommend the draft Plan the Board of Supervisors for further consideration, and approved the plan on February 17, 2009.

In 2016, the Franklin County Planning Commission held a number of work sessions to develop a revised Route 220-North Corridor Plan to accommodate the development of the Southway Commerce Park. These work sessions were facilitated by county planning staff and a consultant team that was provided for by a technical assistance grant from the Virginia Office of Intermodal Planning and Investment under the Urban Development Area Grant Program. In addition, a meeting was held on June 7, 2016 for the County to hear concerns, ideas, and feedback for development of the Park.

Two public hearings were held on _____, 2016 and _____, 2016 and the revised Route 220-North Corridor Plan, as recommended by the Planning Commission, was adopted by the Franklin County Board of Supervisors on _____, 2016.

Approach

The 2009 adopted Plan established three distinct segments as future land use planning categories along the Rt. 220 corridor:

1. **Scenic Gateway**, extending from the Roanoke County line to the northern limits of the Town of Boones Mill. The purpose of this land use category is to preserve the existing natural vegetation and rural character of this area, to create an inviting sense of arrival and departure.

2. **Regional Business**, located between Grassy Hill Road and Brick Church Road, which was amended in 2016 to include the Southway project area. The purpose of this land use category is to preserve the existing natural vegetation and rural character of this area, to create an inviting sense of arrival and departure.

3. **Mixed Use Commercial**, extending from Brick Church Road to the northern limits of the Town of Rocky Mount, which was amended in 2016 to exclude the Southway project area. The purpose of this land use category is to encourage a mixture of commercial, office, and residential uses in integrated, well-planned developments.

A fourth segment, Medium Density Residential, intended to be located on both sides of Rt. 220 extending south of Boones Mill toward the Blackwater River, was not implemented.

Analysis of the Corridor Plan Area

As part of the 2016 Corridor Plan update, the consultant team prepared a series of analysis maps of the Rt. 220-North Corridor Plan area, using County GIS data that looked at:

Existing Land Uses
Existing Zoning
Land Occupancy
Transportation Conditions
Environmental Conditions

The maps were used to better understand the existing conditions in the area and see how the policies that have been developed for the Corridor Plan relate to existing 'on the ground' conditions along the corridor.

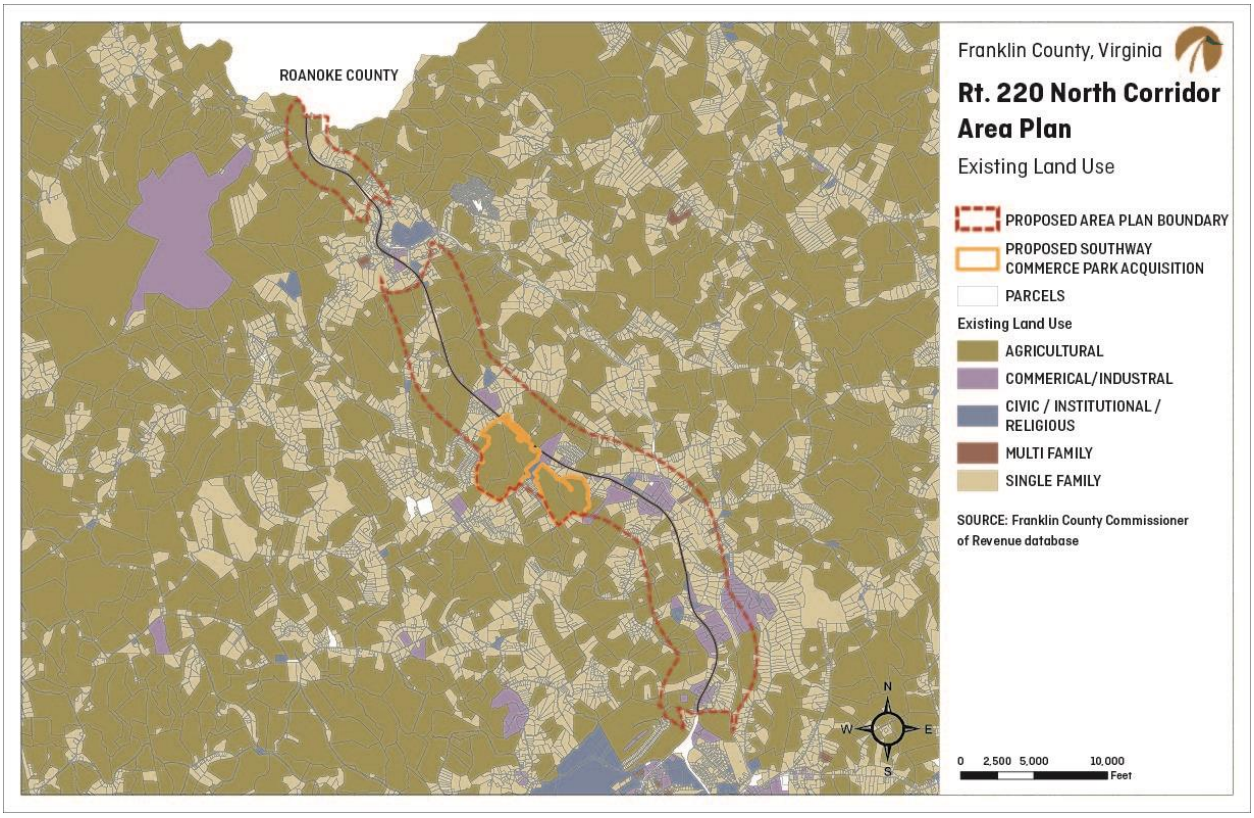

Figure 2 Existing Land Use

The area is composed almost entirely of agricultural, single family, and commercial/industrial uses. There is a noticeable land use dividing line just south of the Southway parcels. Agricultural uses are common from the County line to Southway, at which point the corridor becomes predominantly commercial and residential while smaller agricultural parcels are found on either side of the corridor. There are sporadic civic, institutional, and religious uses within the corridor as well, the closest of which

is Brick Church, whose properties on either side of Brick Church Road divide the Southway parcels into two distinct pieces.
While multi-family uses can be found in a few places throughout the map, only one multi-family parcel in the project area fronts Route 220, about one mile south of the Southway parcels.

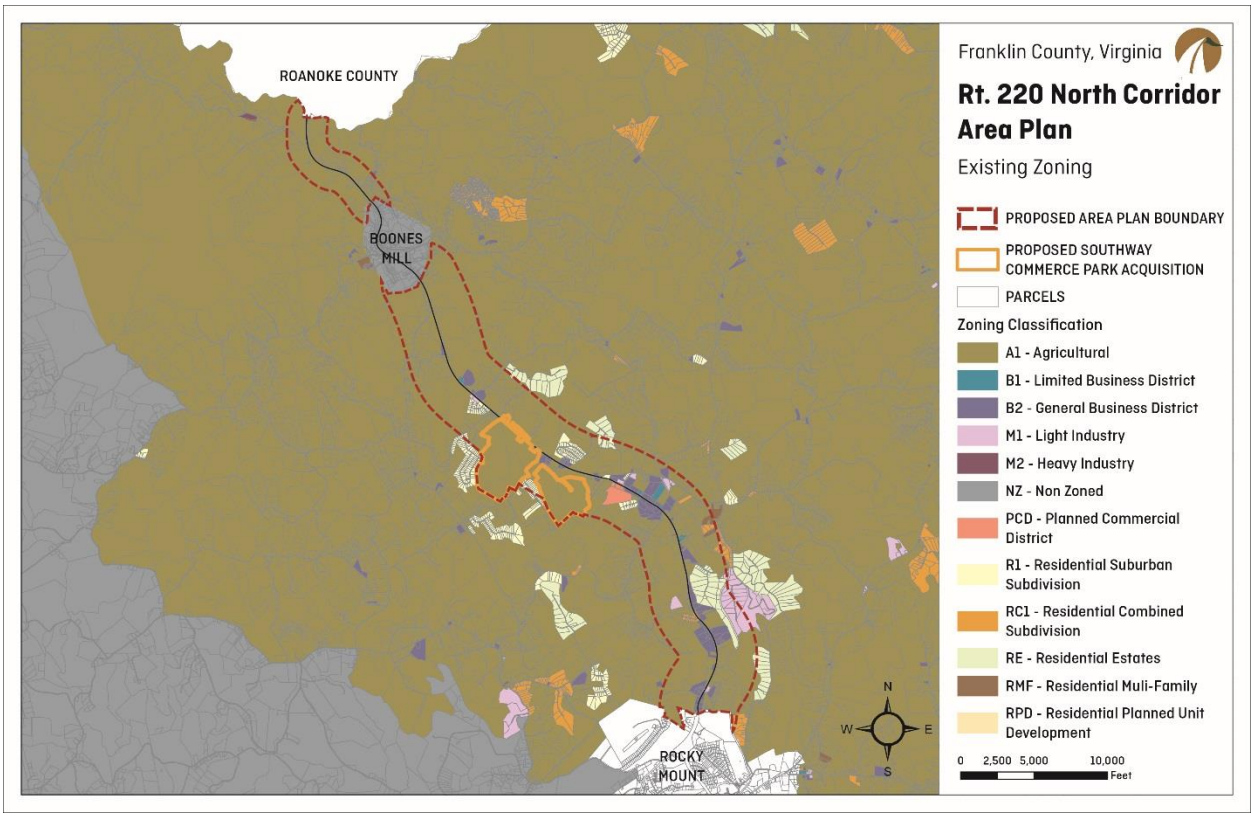

Figure 3 Existing Zoning

A-1 Agricultural is by far the dominant zoning classification on the corridor and in this part of Franklin County. All Southway Commerce park parcels are currently zoned A-1.

Despite the existence of single family residential uses along the whole corridor, there is only limited residential zoning. B-2 Business becomes a common classification just south of the Southway parcels, again showing a dividing line between the southern border of Southway and the more mixed use commercial corridor to the south.

In addition to B-2 Business uses, M-1 Light Industry and PCD Planned Commercial District zones are also present in the project area. The permitted uses in these two districts will likely have some similarities to any future Commerce Park district, and their presence in the corridor suggests that the inclusion of a new district would not be incompatible with existing zoning already on the books.

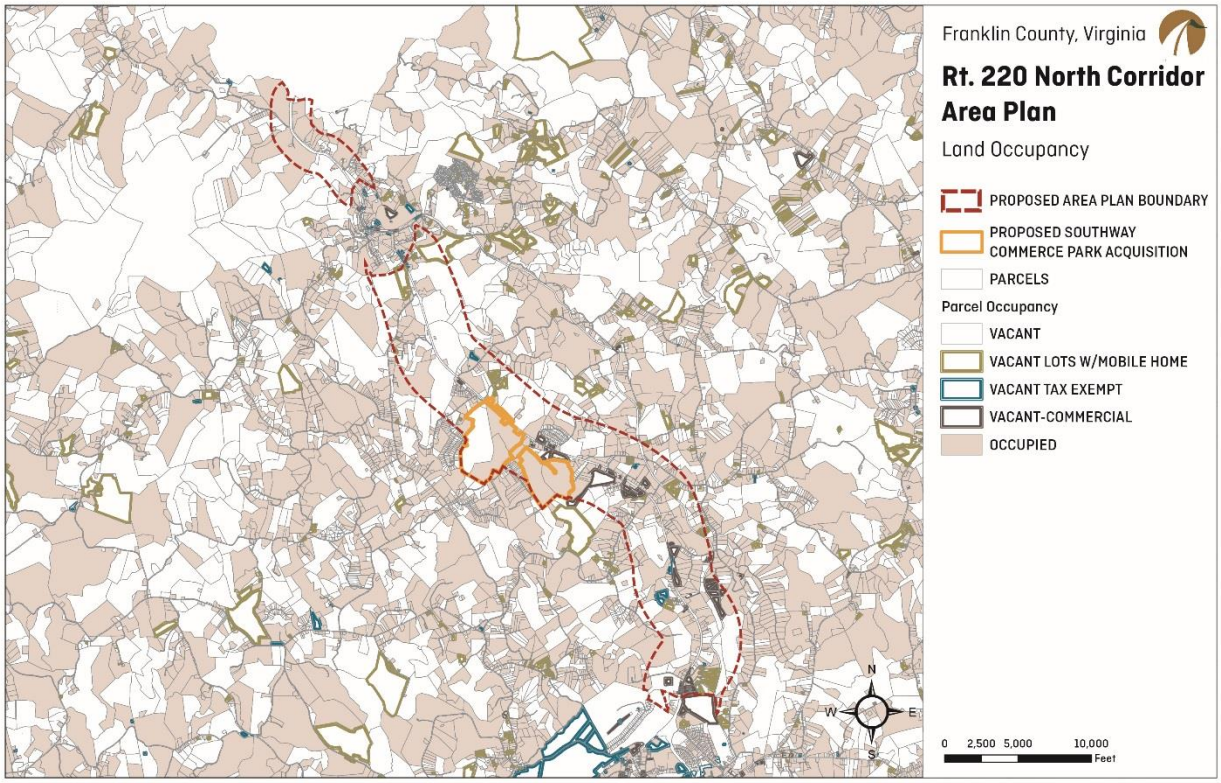

Figure 4 Land Occupancy

County GIS data provides information on the occupancy status of all parcels in the county. Parcels are generally listed as occupied or vacant, but some vacant parcels are listed with additional information about the nature of their previous use. As a result, parcels can be listed as vacant lots for mobile homes, vacant tax exempt lots (such as publicly owned land that has not been built upon), or vacant commercial lots.

Much of the land along the 220 North Corridor is already occupied, particularly in the Scenic Gateway and Mixed Use Corridor Future Land Use portions of the corridor. Four of the six parcels that constitute the potential Southway Commerce park are currently listed as occupied.

The majority of the vacant parcels – particularly the large ones – are between Boones Mill and Brick Church Road, though there are several larger vacant parcels adjacent to the Southway parcels on the east side of Rt. 220. Additionally, there are smaller vacant commercial parcels near Southway, and again as further south, closer to Rocky Mount.

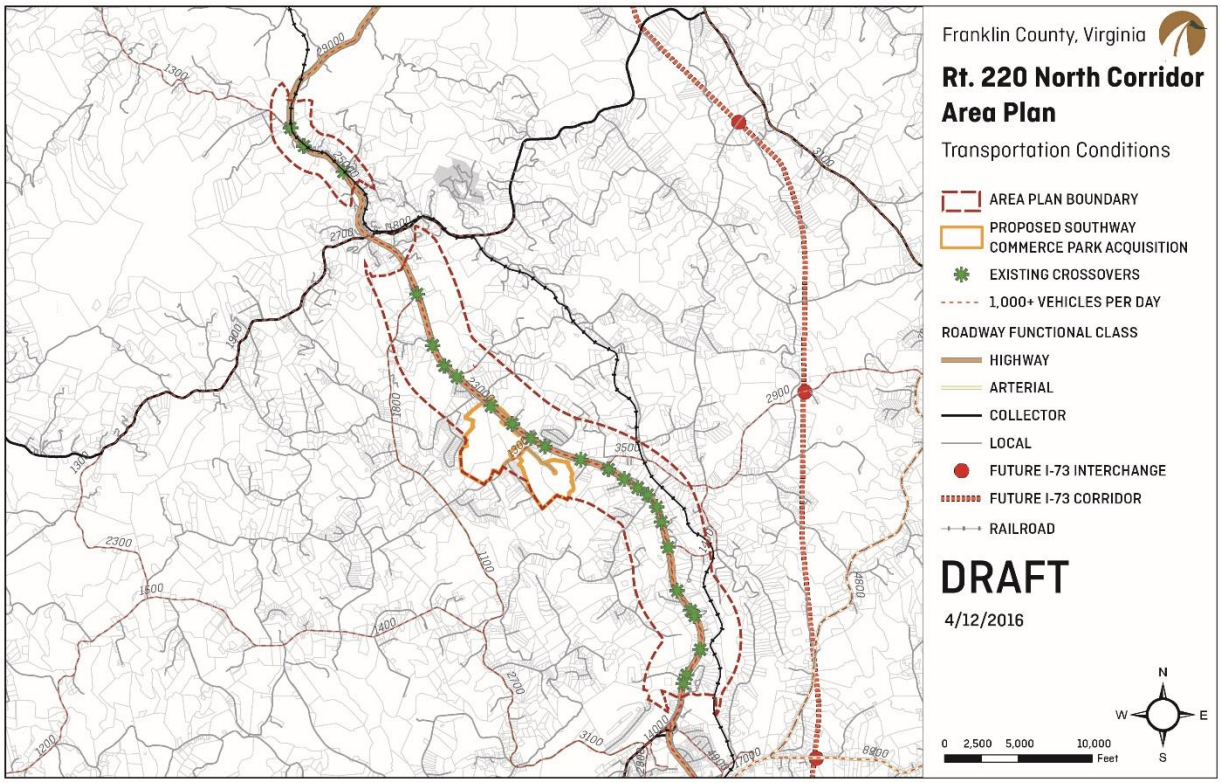

Figure 5 Transportation Conditions

Route 220 is the only highway in the corridor area, connecting Rocky Mount and Boones Mill with Roanoke and is the only Corridor of Statewide Significance in Franklin County as defined in the Commonwealth's long-range multi-modal transportation plan, VTrans 2040. Route 220 is a major north-south commuter route, with average daily traffic loads as high as 29,000. All other roads are local roads, though several serve more than 1,000 vehicle trips per day, including Brick Church Road, and Wirtz Road. No park-and-ride facility serves the corridor, limiting public or private ride sharing (like carpools or transit).

The existing crossovers on the road show how the corridor land uses affect transportation provision. Crossover frequency is much higher in the Mixed Use Category area than in areas farther north, reflecting the density and diversity of uses on the corridor in that district.

Future I-73 will run generally parallel to Rt. 220, with interchanges proposed at Old Franklin Turnpike, Wirtz Road, and Bonbrook Mill Road. The latter two interchanges will provide easy access from Southway to I-73.

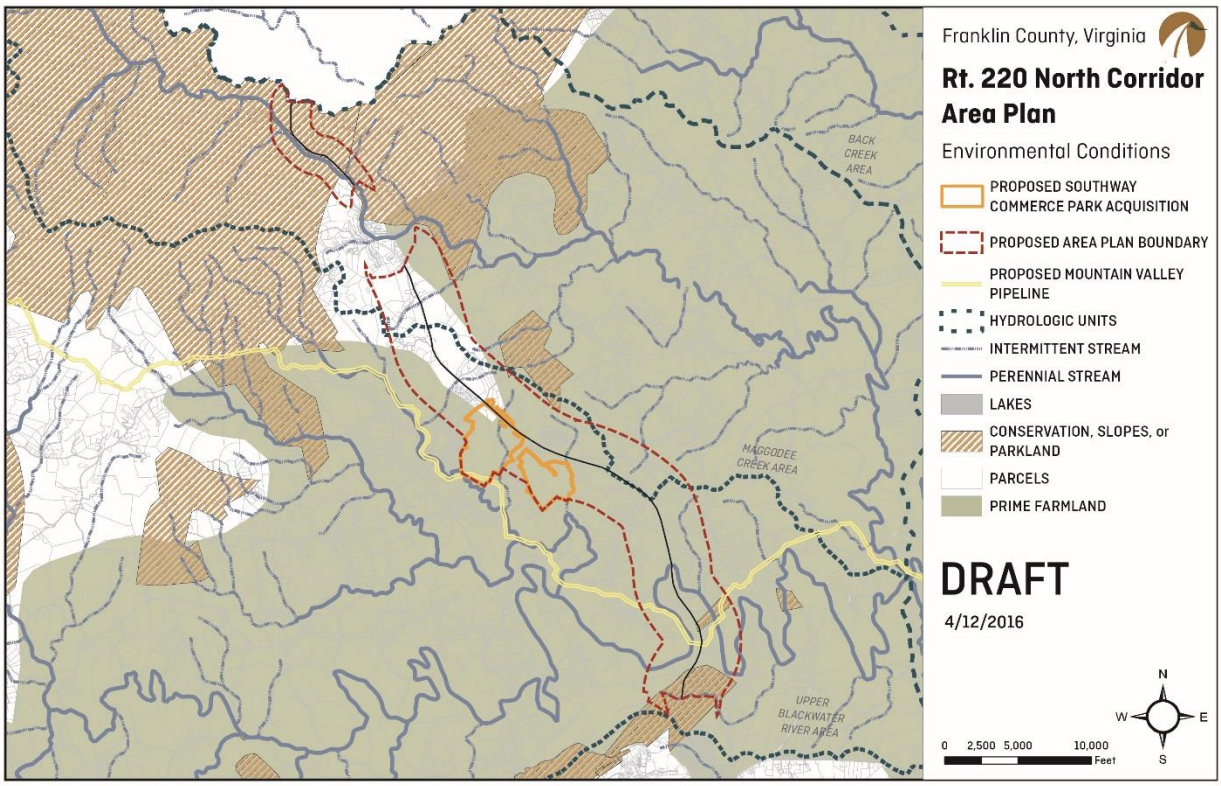

Figure 6 Environmental Conditions

The entire Scenic Gateway Category is composed of non-developable land, while the Regional Business and Mixed Use Corridor Categories are much more conducive to development. The area from Southway to Rocky Mount is all prime farmland, though so is much of the surrounding area. Just north of the Southway parcels is neither undevelopable nor prime farmland.

The proposed Mountain Valley Pipeline would intersect the Southway parcels at their western edge. The pipeline also crosses the corridor close to the northern border of Rocky Mount, but otherwise is outside of this area plan's boundary.

Scenic Gateway Future Land Use Category

Route 220 serves as Franklin County's most important transportation artery, linking Franklin County to the Roanoke Valley and south to the Greensboro/Triad region of North Carolina. Rt. 220 also plays an important role in shaping the visitor's impressions of Franklin County. Entering from the north, the traveler emerges through a dramatic mountain backdrop unto the rolling foothills beyond, characterized by fertile farmland and breathtaking natural beauty. Traveling northbound on Rt. 220, residents and visitors are rewarded with the iconic images of Murray Knob and Cahas Mountain, Franklin County's highest peak. The experience is enhanced by the village charm of Boones Mill's local shops and quaint mountain-town atmosphere.

Boundaries

While these images are comforting, they are by no means guaranteed or assured. Encroaching development, steep-slope deforestation, congestive traffic, and the visual clutter of signs, lights, and buildings all pose a threat to the gateway experience. If it can be said that Franklin County depends on this stretch of Rt. 220 for its economic future, it is also true that "you never get a second chance to make a first impression."

The Scenic Gateway Category runs from the Roanoke County/Franklin County line to the northern Boones Mill town limits. This area is characterized by dramatic mountain views, steep slopes, mature vegetation, and limited access to Rt. 220. For the purposes of this plan, the Scenic Gateway Category shall extend ¼ mile, measured perpendicular to the centerline of the Rt. 220 right-of-way. (See Fig. 3.)

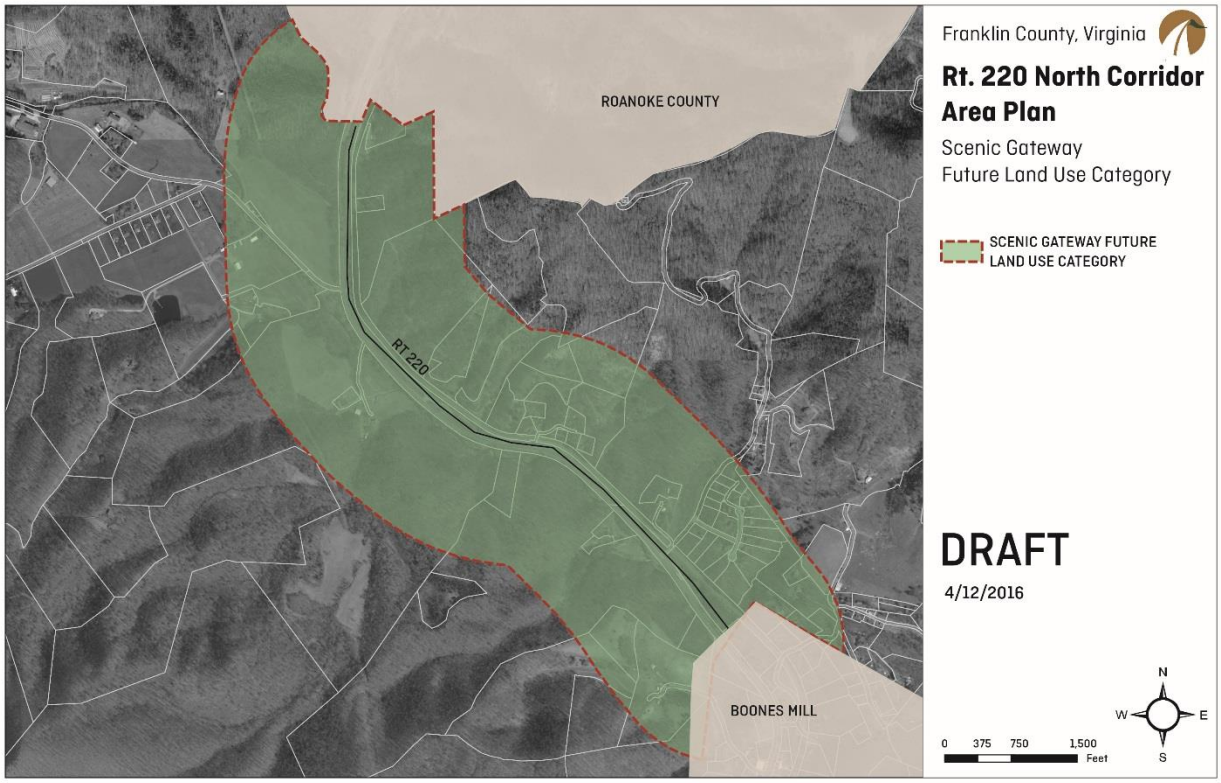

Figure 7 Scenic Gateway Future Land Use Category

Existing Conditions

The Scenic Gateway Category is largely undeveloped. Existing development consists of farmland (primarily in the Naff Road area), scattered single-family dwellings, and a line of the Norfolk Southern railroad running parallel to Rt. 220. Maggodee Creak runs along the west side of Rt. 220 at the Franklin County line before crossing Rt. 220 and running east of the highway into Boones Mill. The rail line, coupled with the creek's floodplain, significantly restricts access to the highway. Beyond the creek and

railroad, this area is characterized by steep slopes and limited access to secondary roads. Opportunities for new development throughout the Scenic Gateway are therefore extremely limited.

The Comprehensive Plan designates the majority of land in this district for "Conservation Areas/Steep Slopes >25%." A smaller portion of the district, located on the west side of Rt. 220 at the Boones Mill town limits, is designated for "Agriculture, Forestry, & Rural Residential." The Comprehensive Plan states that "special protection is appropriate to ensure both the community and the individual property interests are protected" in areas designated for Conservation.

The Comprehensive Plan calls for the development of additional "specific policies and standards to provide appropriate incentives and protections to ensure long-term conservation." This Corridor Plan has also recommended additional protections through a zoning overlay district that has since been adopted in the County Zoning Ordinance. This overlay district parallels Rt. 220 from the Roanoke County line to the Boones Mill town limits, and extends ¼ mile beyond Rt. 220, as measured perpendicular to the centerline of the right-of-way. (See Figure 7)

Scenic Gateway Zoning Overlay District:

The following text from the 2009 Rt. 220-North Corridor Plan establishes the intent and recommendations for the Scenic Gateway Overlay District. The 220-North Scenic Gateway Overlay District has since been adopted and most of the recommendations in this section have been implemented through the adoption of that District.

Existing zoning in the Scenic Gateway District consists primarily of A-1, Agricultural District. This zoning district emphasizes farming and forestry, but also allows for residential development. A-1 is considered the lowest density zoning district in Franklin County.

The type and arrangement of uses within the Scenic Gateway Overlay District should create a compatible visual relationship with the natural terrain, existing agricultural uses, and the established rural character of the area. Allowable uses should have minimal traffic impact on Rt. 220, and should not distract from existing scenic views. By establishing an overlay zoning district, the Scenic Gateway Overlay District seeks to limit certain uses otherwise permitted in the A-1 zoning district, which would have an adverse impact on the natural environment, scenic views, or the transportation capacity of Rt. 220.

The following are the key elements of the 220-North Scenic Gateway Overlay District with respect to allowable uses:

- Commercial, retail or other uses requiring highway visibility and frequent vehicle trips should be prohibited.

- Residential density should be limited to 1.2 units per acre – the maximum allowed under by-right A-1 zoning based on the minimum lot size of 35,000 square feet.

- Residential clustering should be required in order to preserve viewsheds, mature vegetation and open space. Clustering provisions should require a minimum of 50% open space, with density calculated based on the projected by-right yield for the underlying A-1 zoning.

- New curb cuts along Rt. 220 should be restricted; where necessary, entrances should be limited to right-in, right-out access.

Buffering:

The Scenic Gateway Zoning Overlay District was also intended to preserve viewsheds and mature vegetation along Rt. 220. To accomplish this, the overlay requirements include a required buffer along the perimeter of the Rt. 220 right-of-way to protect the tree-lined character of the corridor and to screen any new development from direct view. Buffering requirements were based on the following:

- Buffers should be established outside the Rt. 220 corridor for a distance of 250 feet, measured from the edge of the right-of-way.

- The buffer should prohibit buildings, parking areas, or other physical site improvements, except for right-in, right-out driveway access where necessary for existing lots used for single-family residential purposes. Harvesting of timber within the buffer should be allowed in accordance with best management practices for forestry.

- Single-family development on existing lots containing less than ½ acre, or measuring less than 500 feet in depth from the Rt. 220 right-of way, should be required to maintain a 100-foot minimum buffer.

Tree Preservation:

The character of the Scenic Gateway District is defined by the tree-lined and heavily forested appearance along Rt. 220. Mature trees serve to increase property values, stabilize soil, reduce stormwater runoff, provide wildlife habitat, and act as a buffer against noise and visual clutter. Significant development along the corridor would severely alter the serene character of the gateway, and should therefore be limited within the immediate Rt. 220 viewshed. The 220-North Scenic Gateway Overlay District requirements were developed that include the following principles:

- All trees located within the required buffer, and measuring 6-inches in diameter or greater, shall be preserved. Exceptions should be allowed for timber harvesting and tree farming, in accordance with best management practices for forestry.

- Site Development Plans required for new development should show the required 250’ buffer as a tree preservation area, and should include a tree preservation plan.

- Grubbing and the clearing of unhealthy vegetation and underbrush should be permitted in the required buffer.

Landscaping:

While tree preservation is limited to the required buffer (250-feet) as described above, additional landscaping standards were recommended for the entire ¼ mile Scenic Gateway area. Landscaping standards should seek to screen, shade, and otherwise reduce the visual impact of parking areas; minimize noise and glare; and provide safe, attractive entrances into new developments. The 220-North Scenic Gateway Overlay District standards for landscaped have been developed to include the following:

- Perimeter landscaping for parking lots should require trees to be planted at a ratio of one tree per 50 linear feet; shrubs, measuring three feet in height at maturity, should be required to be plated between trees to screen vehicle bumpers and headlights.

- Internal landscaping for parking lots should require one landscaped tree island for every 10 parking spaces, with at least one large deciduous tree required for each landscape island.

- Residential subdivisions should have a landscaped entrance, including ornamental street trees and shrubs arranged around subdivision entrance signs. Lighting of subdivision entrance signs should be prohibited.

Signs:

Unlike portions of the Rt. 220 corridor in Roanoke County, the entrance into Franklin County along Rt. 220 is largely free of sign clutter or off-premises advertising (billboards.) The experience upon entering Franklin County remains serene and natural. The Scenic Gateway Overlay District seeks to preserve this character with strict limitations on signage along the Rt. 220 corridor, north of Boones Mill, with the following provisions:

- Off-premises and billboard signs should be prohibited.

- Free-standing signs should be monument-style signs, with a solid base or pedestal, and should not be greater than 8 feet in height as measured from the base of the sign. Pole-mounted signs should be prohibited.

- Residential subdivision signs should be subtle and understated. Such signs should be attractively landscaped; lighting of such signs should be prohibited.

NEXT STEPS:

With the development and adoption of an amendment to the Zoning Ordinance to establish the 220-Scenic Gateway Overlay District, as described above, much of the policy intent for this area has been implemented in the zoning ordinance. The following are additional implementation recommendations that would build on the policy intent described above and help reinforce the scenic visual character of this portion of the Rt. 220 Corridor.

1. Explore alternatives to by-right A-1 residential subdivision development to preserve significant open space and important views.

2. Explore methods to restrict or limit development of steep slopes.

3. Explore incentives for land conservation, including purchase or transfer of development rights, and tax incentives for conservation easements.

4. Discourage rezoning within designated Conservation Areas which would result in a residential density greater than 1.2 units per acre.

Regional Business Future Land Use Category

More than 25,000 vehicles per day travel the Rt. 220 corridor between Rocky Mount and the Roanoke County line. Many of these vehicle trips are made by commuters, who leave their homes in Franklin County for jobs elsewhere in the Roanoke Valley. These commuters spend much of their incomes outside of Franklin County. The out-commute also drains valuable volunteer hours away from local schools, churches and other civic endeavors.

The 220-North Corridor Plan seeks to reverse this out-commuting trend by establishing an area for high-wage employment along Rt. 220. The Corridor Plan recognizes that, left to current market forces, the Rt. 220 corridor between Rocky Mount and Boones Mill would likely develop with a mixture of highway commercial uses and suburban-style residential subdivisions. Such uses, if located immediately along the corridor, would disrupt the natural scenic beauty of the area, consume prime real estate, and worsen Franklin County's out-commute situation. Instead, the Corridor Plan envisions a well-planned and attractive Regional Business District as a regional center of employment, bringing dollars into the community while preserving the scenic landscape along Rt. 220.

Boundaries:

The Regional Business Future Land Use Category area encompasses an area of immediate frontage along Rt. 220, from the southern Boones Mill town limits to Brick Church Road. For the purposes of this plan, the Regional Business Category shall extend ½ mile, measured perpendicular to the centerline of the Rt. 220 right-of-way, with the exception of extending further than this distance in the vicinity of the proposed Southway Commerce Park to include all of the proposed Southway parcels and those between Southway and the Rt.220. (See Figure 8)

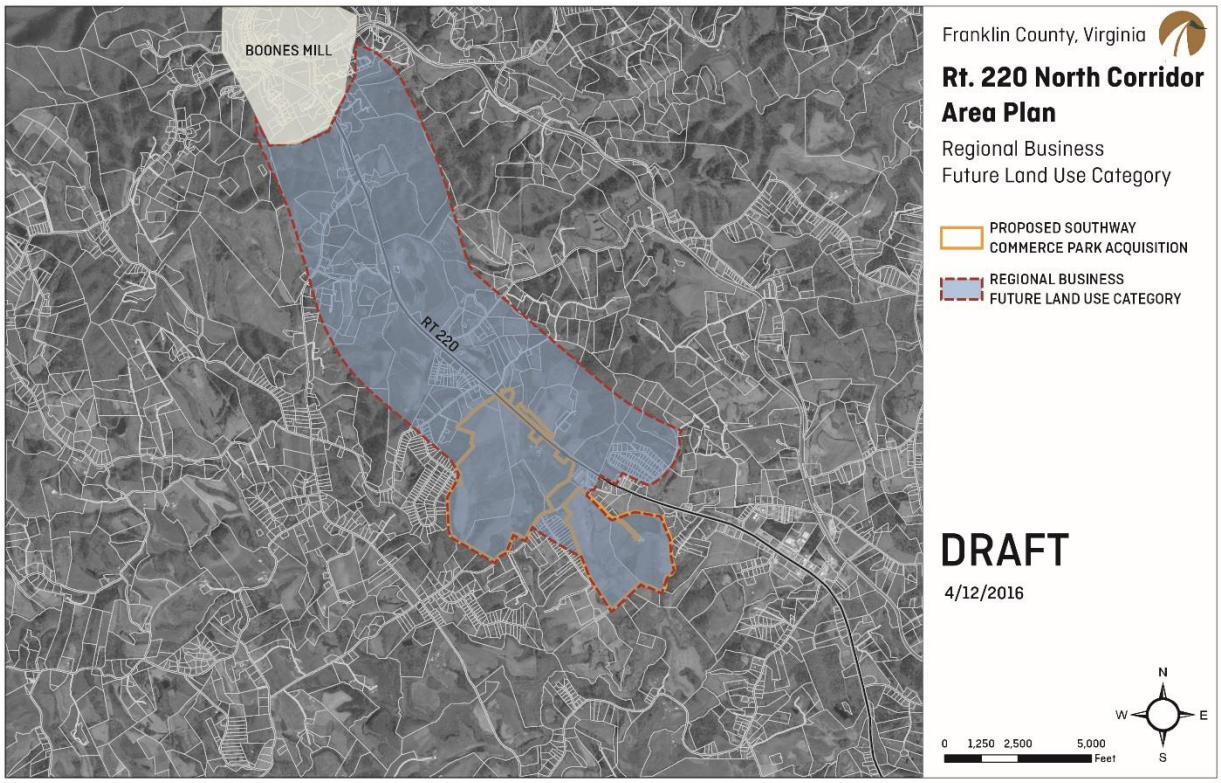

Figure 8 Regional Business Future Land Use Category

Existing Conditions:

The Regional Business Future Land Use Category is characterized by rolling fields and several large farms. The area is scattered with single-family home sites and a few residential subdivisions. Vehicular access to Rt. 220 is extremely limited in this area due to topographic constraints; the area features a series of "peaks" and "valleys" between Boones Mill and Brick Church Road, with limited sight distances and minimal turning lanes.

The Regional Business Future Land Use Category contains several uses of broad community interest, including Boones Mill Elementary School and a branch medical clinic associated with Carilion healthcare. Residents of this area have expressed a desire to see more local amenities, such as expanded medical offices, pharmacies, and other local services. Poor vehicular access and concerns for traffic safety, however, place significant limits on the development potential of this area immediately along Rt. 220.

Much of this area is currently zoned A-1, Agricultural District. With the availability of public water, it is likely that market forces will demand a combination of highway commercial and suburban residential development in this area.

The Comprehensive Plan for Franklin County specifically restricts highway commercial development along Rt. 220 to areas south of Brick Church Road. The Plan seeks to concentrate commercial

development into well-planned nodes, and to avoid “strip”-style commercial development along the entire length of the Rt. 220 corridor.

The Comprehensive Plan calls for this area to develop residentially at a low density of 1 to 2 units per acre. Without public water, residential density in this area was constrained and limited by the availability and arrangement of suitable well and septic drain field sites. With public water available, however, greater residential densities are possible – and likely – through the rezoning process.

As an alternative to highway commercial or suburban residential development in the immediate vicinity of the corridor, the 220-North Corridor Plan calls for the establishment of a Regional Business Future Land Use Category for the segment of Rt. 220 between Boones Mill and an area just south of Brick Church Road, taking in the proposed Southway Commerce Park area and other large undeveloped parcels with immediate frontage along Rt. 220. This Plan has called for the establishment of a zoning overlay district, which has since been adopted, to prevent visual clutter and preserve sufficient land for a potential regional commerce park.

Regional Business Future Land Use Category:

The Regional Business Category envisions a center for high-wage regional employment, with good access to Rt. 220 – and thus to the Roanoke Valley and the Greensboro/Triad area of North Carolina. This corridor is already served by significant broadband capabilities and by public water. A preliminary plan has been developed for the Southway Commerce Park that incorporates more than 500 acres of existing undeveloped land, of which a portion will be dedicated to civic and recreational uses and the remainder for building sites. Typical building sites are anticipated to range between 30 to 50 acres.

The area identified in this Corridor Plan for the Southway Commerce Park is subject to the finalization of contractual arrangements with property owners, as well as further site planning, transportation and engineering studies. Until final site plan is developed, the Rt. 220-North Corridor Plan seeks to preserve a general area along Rt. 220 where the Southway Commerce Park is intended to be developed.

Rural Development Overlay Zoning District:

Public sewer is proposed for the area. Western Virginia Water Authority is developing plans to provide public sewer service to the regional commerce park and surrounding areas. A map of the water and sewer service areas is provided in Figure 9.

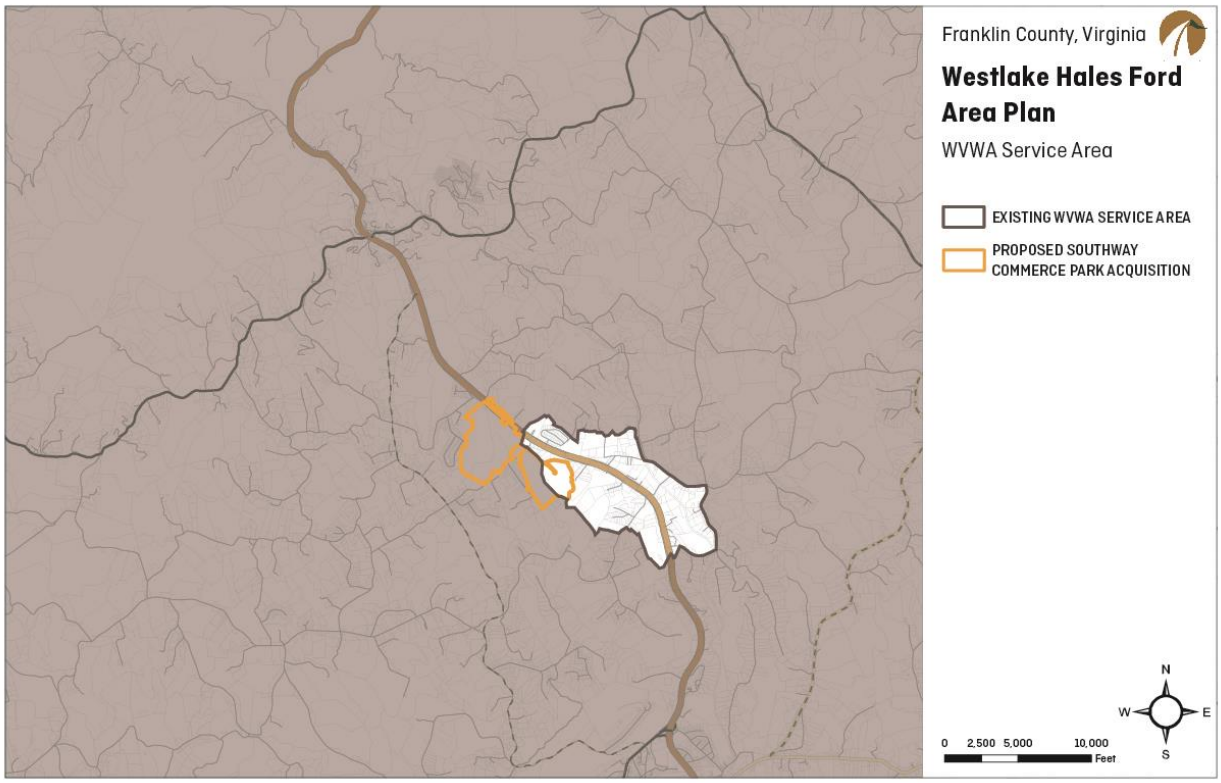

Figure 9 WVWA Service Area

The 220-North Corridor Plan seeks to preserve, to the extent possible, the open rural character and scenic views of the corridor. The Plan called for the establishment of an overlay zoning district, since adopted, ranging from Boones Mill to Brick Church road, and extending ½ mile as measured perpendicular from the centerline of Rt. 220. The purpose of this overlay is to prevent visual clutter and to preserve sufficient land for a potential regional commerce park.

This Plan update recommends the modification of the Rural Development Overlay Zoning District so that it excludes the parcels that will be developed as the proposed Southway Commerce Park. This will allow the development of a new Commerce Park base zoning district, also recommended by this Plan, that will incorporate all of the standards in the Rural Development Overlay Zoning District but as a new base zoning district, rather than an overlay zone.

The following are key elements of the Rural Development Overlay Zoning District:

- Off-premises advertising (billboards) should be prohibited.
- Residential density should be limited to 1.2 units per acre – the maximum allowed under by-right A-1 zoning based on the minimum lot size of 35,000 square feet.
- Residential clustering should be required in order to preserve viewsheds, mature vegetation and open space.
- Clustering provisions should require a minimum of 50% open space, with density calculated based on the projected by-right yield for the underlying A-1 zoning.

- New curb cuts along Rt. 220 should be restricted; where necessary, entrances should be limited to right-in, right-out access.

Transportation:

This section of Rt. 220 features generally poor vehicular access due to steep topographical constraints, limited sight distances, and minimal turning lanes. The Regional Business Future Land Use Category seeks significant investment in transportation infrastructure, including the following potential improvements:

- Explore the potential for a full-movement interchange along Rt. 220 between Grassy Hill Road and Brick Church Road.
- If an interchange is not feasible, explore the possibility of a bridge overpass between Grassy Hill Road and Brick Church Road. A grade-separated crossing would enable the local population to traverse Rt. 220 to access schools and other local uses, without adding to the traffic burden along Rt. 220.
- Explore the potential for a signalized intersection along Rt. 220 between Grassy Hill Road and Brick Church Road. Such an intersection would likely be necessary to support peak morning and afternoon traffic associated with an employment center.
- Consider restricting existing secondary road to right-in-right-out access, and the closing of existing median crossovers with poor sight distances or minimal turning lanes.

NEXT STEPS:

With the development and adoption of an amendment to the Zoning Ordinance to establish a Rural Development overlay zone, as described above, much of the policy intent for this area has been implemented in the zoning ordinance. The following are additional implementation recommendations that would build on the policy intent described above, provide a foundation for continued economic growth for the county and help reinforce the scenic character of this portion of the Rt. 220 Corridor.

- Complete the site planning and implementation for the Southway Commerce Park, including site-selection, land acquisition, development financing, transportation requirements, and other infrastructure needs.
- Expand the boundaries of the Regional Business Future Land Use category to just south of Brick Church Road, to include the Southway parcels and extending ½ mile as measured perpendicular to the centerline of Rt. 220
- Create a new zoning classification - Commerce Park – that allows for the orderly and appropriate development of any future regional commerce and business park.

Mixed Use Commercial Future Land Use Category

Given its status as Franklin County's primary transportation artery, it stands to reason that Rt. 220 is extremely attractive to commercial interests wishing to capitalize on the highway's high traffic volumes and high visibility. Too much highway commercial development, however, often leads to traffic congestion, unsafe traffic conditions, visual clutter, and the disruption of the natural scenic landscape.

The Comprehensive Plan of Franklin County seeks to limit highway commercial development along Rt. 220 by restricting commercial uses north of Brick Church Road, and by encouraging well-planned and attractive commercial nodes north and south of the Blackwater River.

The 220-North Corridor Plan builds on this concept by encouraging a mixture of office, commercial, retail, service and residential uses along Rt. 220, from the area around Brick Church Road, just south of the Southway project to the Rocky Mount town limits. The Corridor Plan seeks a mixture of uses that meets the needs of local residents, supports the Southway project, and produces an attractive gateway into the Town of Rocky Mount.

Boundaries:

The Mixed Use Commercial Future Land Use Category runs from the area around Brick Church Road, just south of the Southway project to the northern Rocky Mount town limits. This area is characterized by relatively flat terrain, with an established commercial character near the Wirtz Road "Plateau Plaza" area. For the purposes of this plan, the Mixed Use Commercial Future Land Use Category shall extend ½ mile, measured perpendicular to the centerline of the Rt. 220 right-of-way. (See Figure 10)

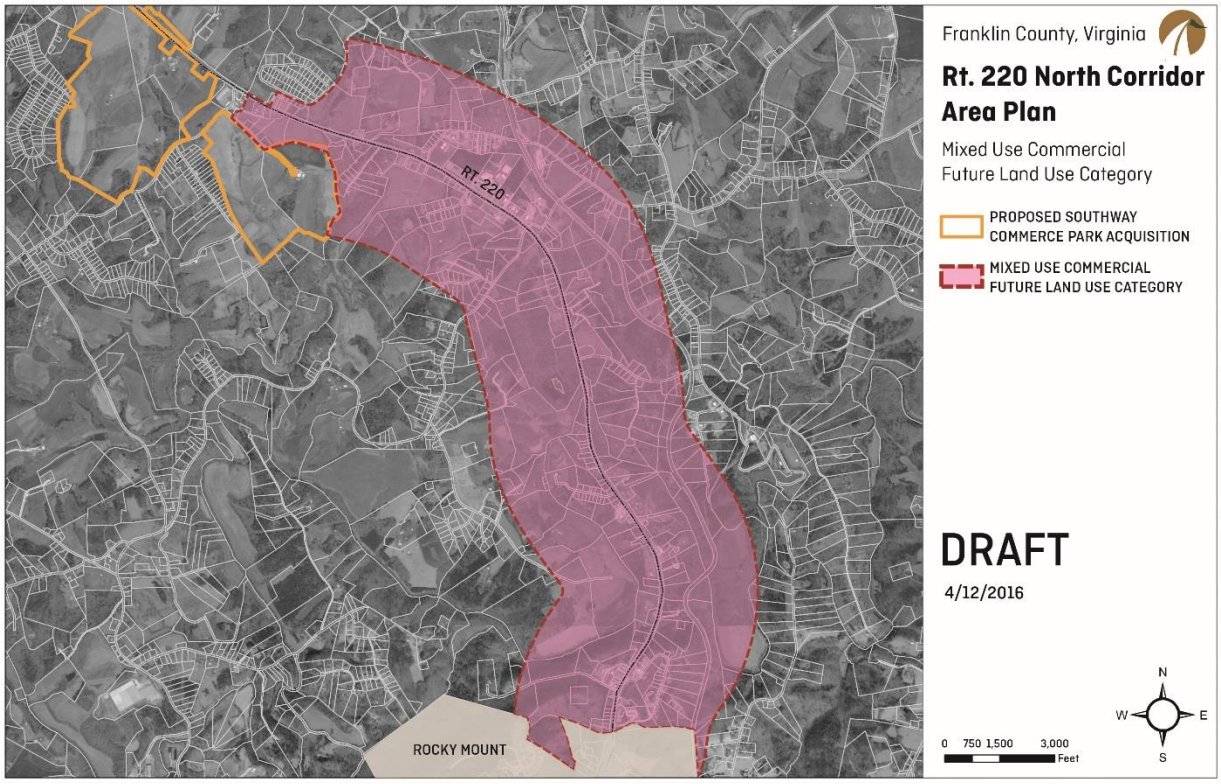

Figure 10 Mixed Use Commercial Future Land Use Category

Existing Conditions:

The Mixed Use Commercial Future Land Use Category area is characterized by relatively flat terrain on either side of Rt. 220. This segment of Rt. 220 features an established commercial character, with a concentration of highway commercial uses located near the Wirtz Road "Plateau Plaza" area. The Blackwater River runs west-to-east under Rt. 220, with steep slopes leading down to the river. South of the Blackwater River, commercial development is intermixed with scattered single family home sites with access directly onto Rt. 220.

Most commercial properties located along Rt. 220 are zoned B-2, General Business District. Significant areas of undeveloped land along the corridor are zoned A-1, Agricultural District. It is important to note that many of the existing commercial uses were developed prior to the adoption of zoning, and are therefore grandfathered if they do not meet current zoning regulations.

As public water becomes available along the corridor (public sewer is currently proposed in the area), it is likely that market forces will demand a combination of highway commercial and suburban residential development in this area. Redevelopment of existing commercial is more likely if served by public water. The Comprehensive Plan for Franklin County specifically restricts highway commercial development along Rt. 220 to areas south of Brick Church Road. The Plan seeks to concentrate commercial development into well-planned nodes, and to avoid "strip"-style commercial development along the entire length of the Rt. 220 corridor.

The Comprehensive Plan calls for the area ranging from Brick Church Road to Iron Ridge Road, as well as the area south of Shady Lane to the northern limits of Rocky Mount, to develop as "Highway Commercial Corridors." The Comprehensive Plan encourages access management to consolidate curb cuts and share parking areas.

The 220-North Corridor Plan called for the establishment of an overlay zoning district, ranging from Brick Church Road to the northern Rocky Mount town limits, and extending ½ mile as measured from the centerline of Rt. 220. This overlay zoning district was intended to control for signage, landscaping, setbacks, vehicular access, and site planning. It was envisioned that the overlay district would accommodate a mixture of uses to meet the needs of local residents, support the nearby Southway Commerce Park, and produce a well-planned, attractive, and heavily landscaped corridor. This update modifies the previously adopted overlay zoning district to exclude parcels zoned for the development of a regional commerce or business park.

Allowable Uses:

The Mixed Use Commercial Category was intended to promote a mixture of commercial, retail, office, service, and residential uses in planned developments. In addition to taking advantage of the corridor's

high visibility and heavy commuting patterns, this Category also seeks to provide goods and services to local residents, and to support the nearby Southway Commerce Park. High quality hotels, restaurants, business services, regional shopping, and local convenience uses are desired.

Areas of existing commercial development are generally zoned B-2, General Business District. The Corridor Plan seeks to redevelop existing commercial sites that do not meet modern zoning standards for setbacks, signage, landscaping, parking, or site development.

Undeveloped areas zoned A-1, Agricultural District, are encouraged to develop with a mixture of uses in well-planned commercial developments. Rezoning to PCD, Planned Commercial District, is strongly encouraged for new development. Areas containing less than five acres (the minimum required for PCD) may seek rezoning to B-2 only if developed to PCD standards.

Areas within 250 feet of the Blackwater River should be preserved and protected as open space. Such areas should be identified as open space on any concept plan brought forward through the rezoning process.

Landscape Yards:

The 220-North Corridor Plan seeks to push commercial development off of Rt. 220, and to provide adequate buffers along secondary and frontage roads. This is meant to promote traffic safety, avoid visual clutter, and accommodate future expansion of Rt. 220 and any associated secondary (approach) roads. The Corridor Plan calls for the establishment of a landscape yard along all public rights-of-way. Landscape yard requirements in the Mixed Use Commercial Overlay Zoning District are based on the following:

- A 50-foot landscape yard should be required adjacent to Rt. 220; a 25-foot landscape yard should be required adjacent to all other public roads.
- No buildings, parking lots, or other physical improvements should be located in the required landscape yard.
- Landscape yards should allow for the placement of signs, and perpendicular driveway access conforming to VDOT standards.
- Outdoor storage and display should be prohibited within the required landscape yard.

Landscaping:

Landscaping standards were incorporated in the Mixed Use Commercial District. Landscaping serves to screen parking areas, provide shade to reduce “heat island” effect from large impervious areas, and to promote a pleasant and attractive appearance for the corridor. Landscape standards in the Mixed Use Commercial District were based on the following:

- Perimeter landscaping for parking lots should require trees to be planted at a ratio of one tree per 50 linear feet; shrubs, measuring three feet in height at maturity, should be required to be plated between trees to screen vehicle bumpers and headlights.

- Internal landscaping for parking lots should require one landscaped tree island for every 10 parking spaces, with at least one large deciduous tree required for each landscape island.
- The required landscape yard shall be commensurate with the required buffer, measuring 50 feet from the edge of right-of-way.
- The required landscape yard should be planted with a combination of large deciduous trees, medium ornamental trees, and shrubs to screen bumpers and headlights in parking areas.

Signs:

In order to promote an attractive appearance and avoid visual clutter, the Mixed Use Commercial overlay zoning district was established with overlay zoning standards related to signage based on the following:

- Freestanding signs should be limited to 30 feet in height.
- Off-premises or billboard signs should be prohibited.
- Signs should be set back from the edge of the Rt. 220 right-of-way a distance of 25 feet, or half the required buffer depth. Signs should be set back a distance of 15 feet from all other public roads.
- Sign design should be reviewed through the rezoning process. A signage plan should be required in conjunction with the required concept plan, demonstrating an attractive sign theme that is cohesive with the development.

The County should also coordinate with VDOT and local businesses to establish an attractive public wayfinding sign program within the Rt. 220 right-of-way, similar to interstate signage programs for food, gas, lodging and points of interest.

Access Management:

The Mixed Use Commercial District seeks to implement best practices for access management in order to improve traffic safety and provide efficient access to businesses and secondary roads. Access management standards are intended to improve traffic flows along Rt. 220 by providing greater separation between curb cut entrances, and by reducing turning movement conflicts at critical intersections and median crossovers.

The Mixed Use Commercial District is based on the following standards:

- Develop a network of secondary streets parallel and perpendicular to Rt. 220. These streets should form a block / grid pattern off of Rt. 220.
- Establish a minimum corner clearance of 400 feet between driveways and intersecting streets.
- Establish spacing of at least 300 feet between commercial driveway entrances.
- Limit properties with less than 500 feet of frontage to only one access point.
- Require interconnectivity between parking lots on adjoining properties.

Designated Growth Area

As discussed in the Background Section of this revised Corridor Plan, one purpose for the revision of the 220 North Corridor Plan is to designate a portion of this corridor, where the Southway Commerce Park will be located, as a Designated Growth Area (DGA) to meet the requirements of §15.2-2223.1 of the Code of Virginia, to accommodate higher density compact mixed use development as an urban/village development area. This designation, along with the designation of Route 220 as a Corridor of Statewide Significance, qualifies this area to potentially receive funding under State House Bill 2 legislation passed in 2014 as a qualified Urban Development Area.

There are very few areas in the county that are suitable for mixed commercial development of a regional scale. Even along the Rt. 220 corridor, where developments of a regional scale should be located by virtue of access to a regional highway, impediments are routinely found due to environmental or access constraints and/or limited supply of appropriately sized vacant parcels. Within the Regional Business District the County has identified an area that is suitable for large-scale, higher density mixed use development that is also the area where the Southway Commerce Park is proposed to be developed. The potential development of the Southway project creates an area highly suitable for a DGA designation. In addition, it is anticipated that market pressures may occur along the adjacent residential and commercial parcels, which makes for a logical, but also limited, extension of the DGA designation. Incorporating these parcels into the DGA can provide a better basis for policy and regulatory guidance to help manage the growth pressures that are likely to occur once Southway has been constructed. As a result, the DGA as proposed, and shown in Figure 11 below incorporates the proposed Southway project parcels and a number of adjacent parcels.
Currently there is public water provision, but Western Virginia Water Authority (WVWA) will be providing public sewer service to this area starting in 2016. Additionally, the natural gas pipeline as planned would transect this growth area, and a decompression station is expected for the area, allowing for future natural gas provision in the DGA.

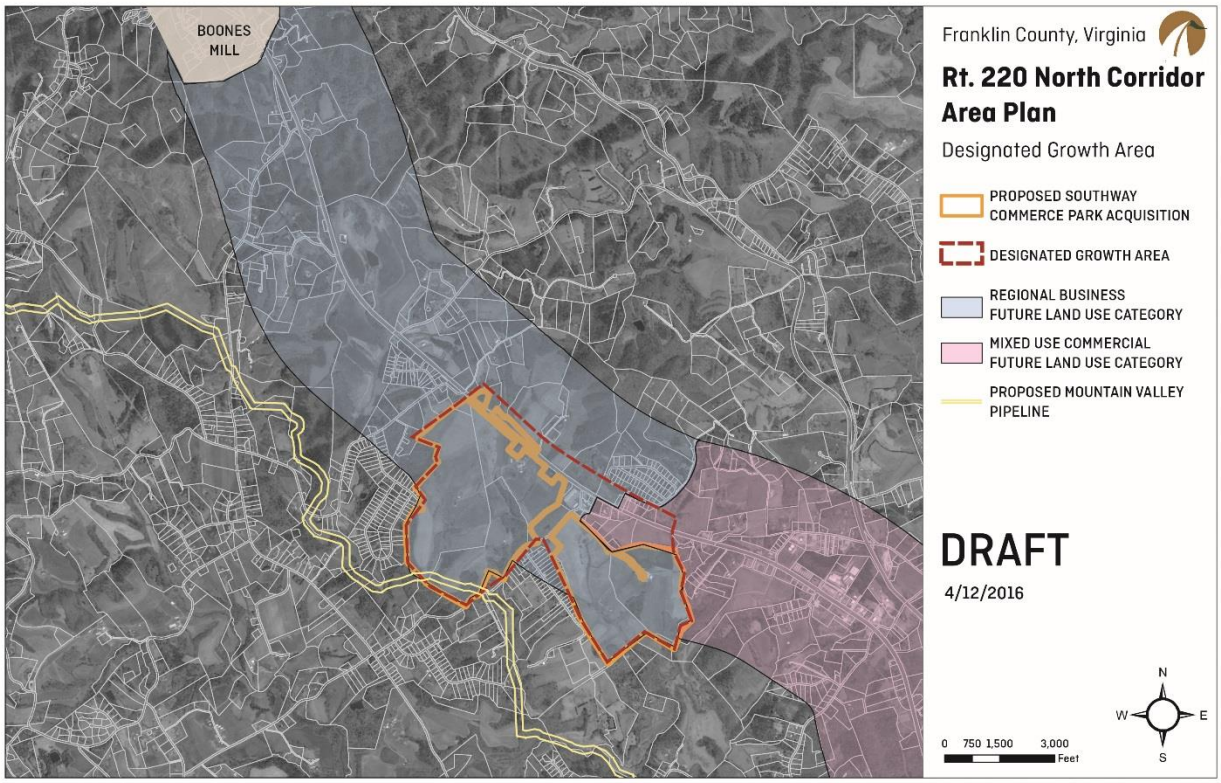

Figure 11 Designated Growth Area

NEXT STEPS:

This Plan also recommends the modification of the 220-North Rural Development Overlay District and the Mixed Use Commercial Overlay Zoning District so that they exclude the parcels that will be developed as the proposed Southway Commerce Park. This will allow the development of a new Commerce Park base zoning district, also recommended by this Plan that will incorporate all of the standards in the Rural Development Overlay Zoning District but as a new base zoning district, rather than an overlay zone.

In addition, with the development and adoption of an amendment to the Zoning Ordinance to establish the overlay district zones in the Zoning Ordinance, as described above, much of the policy intent for this portion of the Rt. 220 Corridor has been implemented in the zoning ordinance. The following are additional implementation recommendations that would build on the policy intent described above, provide a foundation for continued economic growth for the county and help reinforce the scenic character of this portion of the Rt. 220 Corridor.

- Explore alternatives to by-right A-1 residential subdivision development which would preserve significant open space and important views
- Coordinate with VDOT to identify potential road improvements, including:
    - Desired ROW for Rt. 220
    - Turn lane improvements
    - Closure of median crossings, where appropriate

Route 220 North Corridor Plan

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BACKGROUND

History of Westlake and Hales Ford

- The Westlake/Hales Ford Planning Area was very rural in character for a long time. Both areas had farms (tobacco) and mills along the Staunton River before becoming part of Smith Mountain Lake. The Burroughs Plantation, 207 acre tobacco farm, was the birth place of Booker T. Washington. The Booker T. Washington National Monument created by Congress in 1956.
- The creation of SML and celebrating the 50th anniversary of the lake (Type a small paragraph or two about the creation of the lake and the 50th anniversary celebration)
- Possibly something about growth in the area over the last two decades?)

Prior Planning Context

- Charting A Course For Smith Mountain Lake: The Vision. May, 1998-The document describes a Vision for the future of Smith Mountain Lake. The effort began in 1995 as a strategic planning effort for the Smith Mount Lake Policy Advisory Board and has grown to include three jurisdictions, two planning district commissions, American Electric Power, and numerous citizens. The Vision document had specific policies for land areas such as, the lake waters, village centers, shorelines of the lake gateways and highway corridors, rural, agricultural, forest lands and regional watershed. Furthermore, the Vision document had policies for infrastructure, cultural and social activities and how to finance these policies.
- Westlake Corner Community Plan "An element of the Franklin County Comprehensive Plan drafted in July 18, 2000. The Plan was prepared by staff with information from a survey and results from a community visioning workshop. This draft plan had elements of the 1995 Comprehensive Plan with background studies and goals and objectives. This Plan had implementation strategies for future road network for short-term and long-term, future land use pattern for short-term and long-term and community design.
- Westlake Design Guidelines drafted in June 2001. The Westlake Design Guidelines were prepared by Frazier Associates with the help of key stakeholders, planning commission and staff and built of the Westlake Corner Community Plan. The draft had designed goals for the Westlake area with specific guidelines for streetscapes, private site development, and buildings.
- Draft Report "Route 122 Corridor Study" from Burnt Chimney to Halesford Bridge in November 2001. The corridor study prepared for West Piedmont Planning District Commission by URS dealt with corridor issues along Route 122. The study analysis existing corridor conditions, forecasted corridor conditions, suggested improvement alternatives along the corridor and established conclusions and recommendations for the corridor.
- Smith Mountain Lake Corridors Study, March 2010. The corridor study was prepared by Michael Baker, Jr., Inc. with assistance from VDOT, HSMM/AECOM, Renaissance Planning Group, and Peggy Malone & Associates, Inc. This corridor study provided a comprehensive analysis primarily focusing on the primary and secondary public roadways that provide access to and circulation around Smith Mountain Lake. The key roadways were the primary routes of 122, 24, 116, 40, and secondary routes of 634, 626, 834, 608, and 616.

The study focused on community profile, existing conditions, public and stakeholder input, projected future conditions, recommendations, and context sensitive design solutions design guidelines.

Relationship to Countywide Comprehensive Plan update

The Franklin County Comprehensive Plan was adopted in May of 2007. The Plan designated Westlake as an unincorporated town and Hales Ford as a Village. The Plan stated each of the two unincorporated towns and seven villages should adopt detailed community plans to help guide growth and development for these important commercial/residential areas throughout the County. The Plan established policies for each of the towns and villages specifically to establish, identify, and plan the enhancement of key gateways and entry points to the towns and villages and to establish guidelines for landscaping, setback, and coordination of access to enhance the quality of these points.

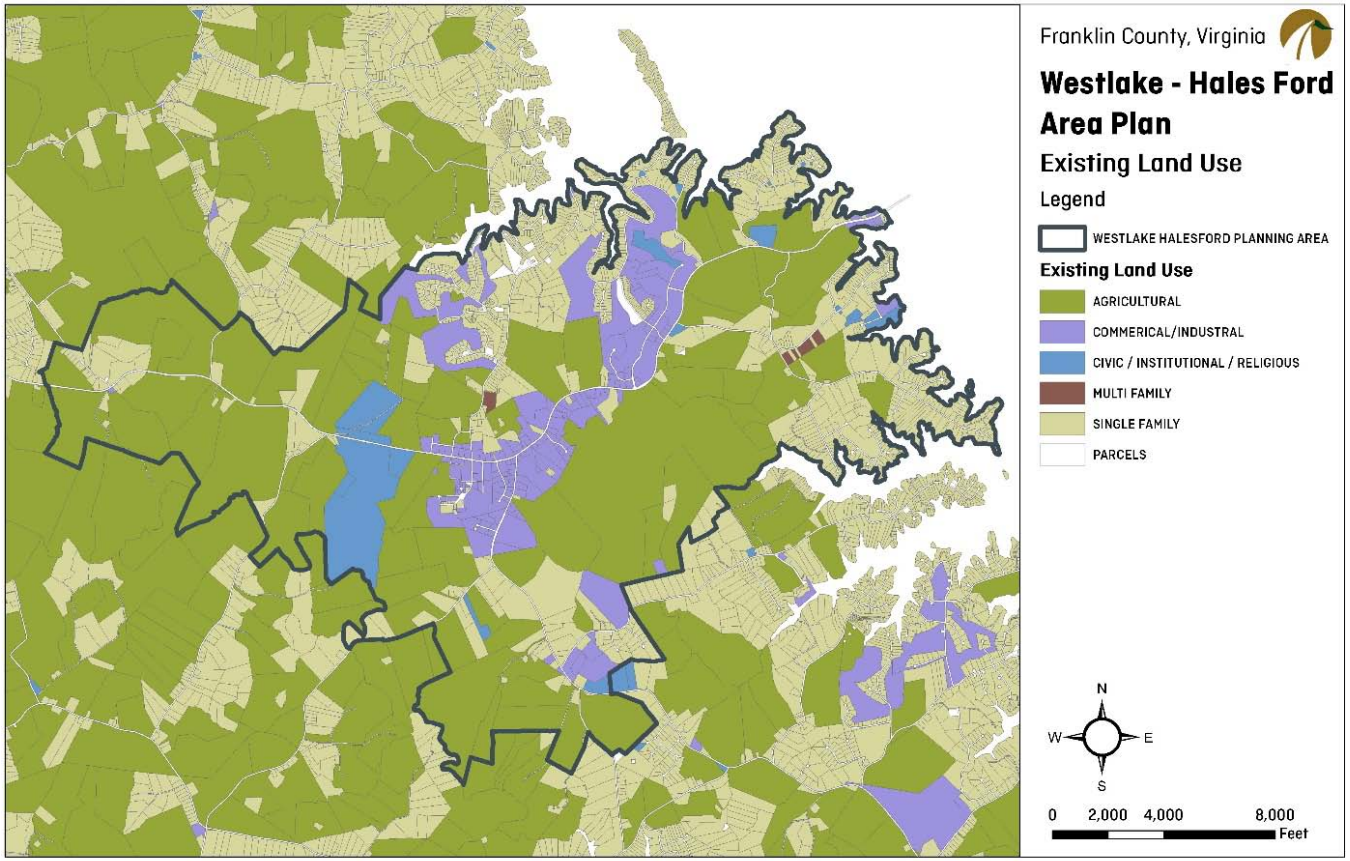
Demographics

- The use of tracts in the Gills Creek area along with data from Westlake Corner CDP to focus on the following data characteristics:
    - Population growth
    - Age
    - Race
    - Housing
    - Income

AREA CONTEXT AND EXISTING CONDITIONS

This section provides context for the planning area's future vision by outlining a series of current conditions, including information on land use, transportation, and environment. This information can guide the area vision and implementation strategy by identifying existing trends, issues, and opportunities.

Existing Land Use

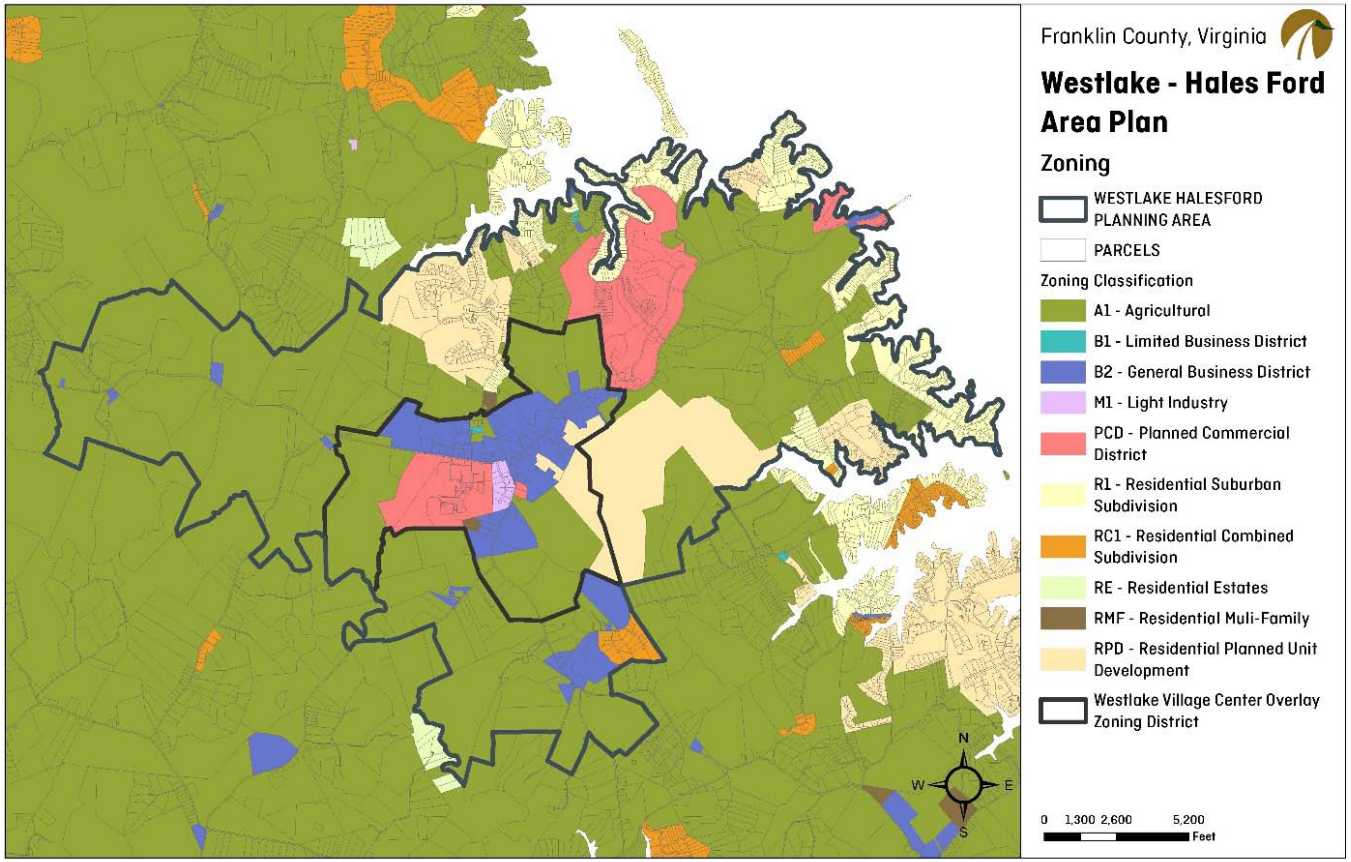


The mix of land uses in the Westlake Hales Ford Planning Area is as diverse as any unincorporated part of Franklin County, with agricultural, single family, and commercial/industrial parcels found in roughly equal measure. In general, single family and agricultural uses form an outer ring in the planning area, with single family uses along the lake shore

and agricultural uses inland. There are a few commercial uses in this outer ring, most notably at Hales Ford, as well as at crossroads or other high visibility locations. The planning area's inner core is heavily commercial, though interspersed with single-family, multi-family, and civic uses.

The mix and location of land uses is evidence of a high-functioning community that is a regional draw for commercial and civic activities. However, the lack of sidewalks, crosswalks, and multi-family housing along Rt. 122 all reflect and reinforce the auto-oriented nature of the area. Overall, a future development pattern that focuses on a mix of uses that could be accessed by a range of transportation modes would support the existing land use, though some changes would be needed to encourage alternative transportation modes.

Existing Zoning



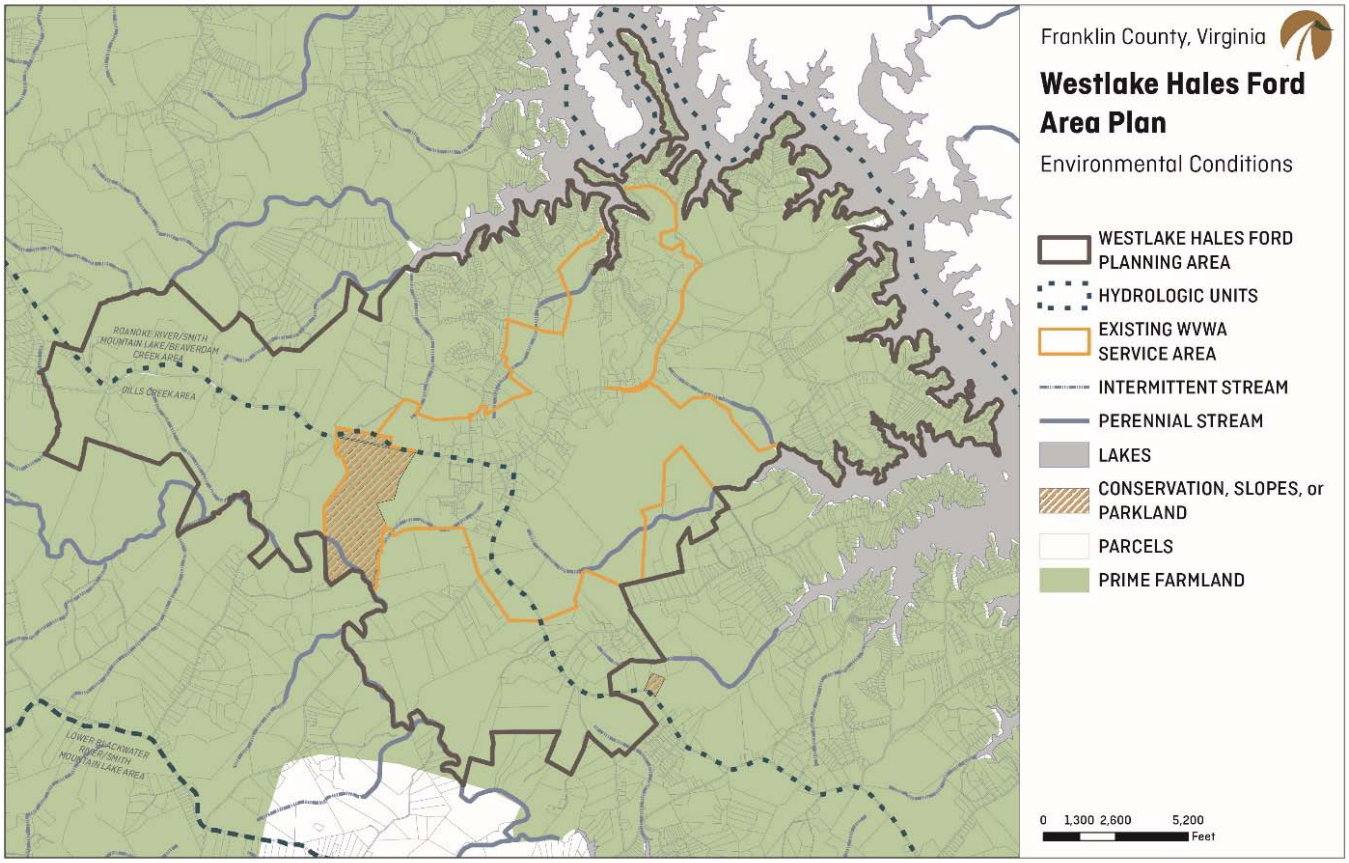
The pattern of zoning designation within the planning area resembles the existing land use pattern. A-1 Agricultural is the predominant zoning classification in the planning area, and is even more prevalent outside of it. R-1, RC-1, RPD and RMF residential districts are all found in the planning area, as well as within the Westlake Village Center Overlay Zoning District. B-1 and B-2 Business Districts, along with PCD Planned Commercial Districts comprise the remaining zoning districts in the planning area. The non-residential zoning districts are mostly concentrated in the center of the planning area, though there are non-residential districts at major crossroads and other high visibility areas.

The existing zoning pattern – a commercially-focused core immediately surrounded by higher density planned development, ringed by traditional rural and suburban development – reflects an intentional effort to create a cohesive

town. However, existing zoning requirements limit the potential for a nuanced transition from town center to low-density suburban or rural uses, as there is little opportunity for mixes of uses within the various zoning classifications.

Accommodating a compact, mixed use development pattern in the planning area would be fairly consistent with existing zoning patterns, but there is a need to insert additional development flexibility into the prominent zoning districts of which the Westlake – Hales Ford area is comprised.

Environmental Conditions

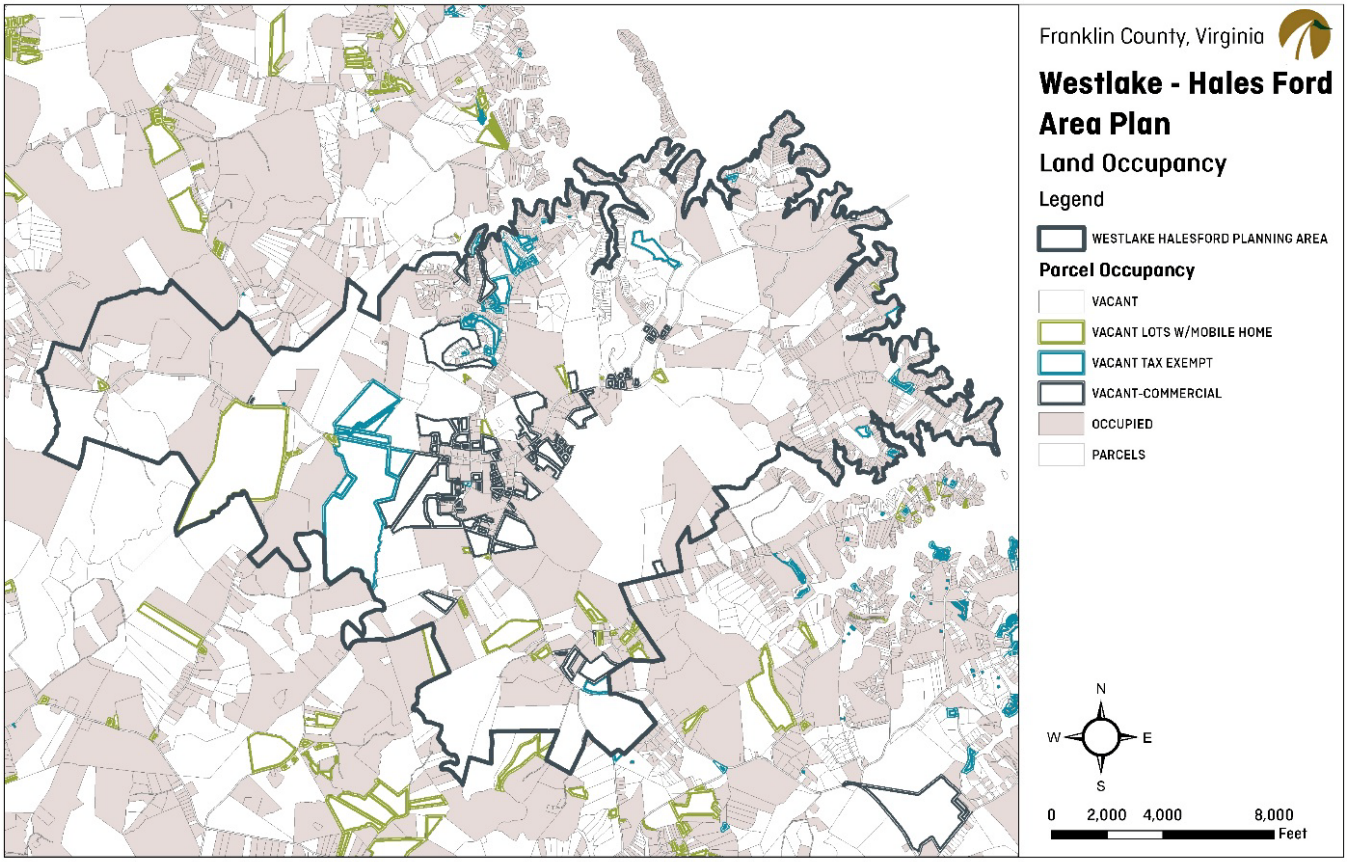


Environmental conditions in the planning area were evaluated to determine the extent to which there are

environmental constraints that would impact future development, either by prohibiting or limiting development, or otherwise through the need for mitigation in the event of future development. The entire Westlake Hales Ford Planning Area is designated as prime farmland, as is most of the land in the vicinity of the planning area. The central third of the planning area is within the existing Western Virginia Water Authority service area, which means that new development outside this area would be need on-site water and sewer service.

The only undevelopable land is the Booker T Washington National Monument. Additionally, there are a limited number of perennial and intermittent streams in the planning area, some of which serve as natural parcel boundaries. All told, the environmental conditions in the planning area do not look to impact future development potential.

Land Occupancy



Land occupancy data can be helpful in showing the extent to which land is available for new development, and the amount of untouched greenfield land as opposed to previously developed and occupied land that have become vacant over time.

County GIS data provides information on the occupancy status of all parcels in the county. Parcels are generally listed as occupied or vacant, but some vacant parcels are listed with additional information about the nature of their previous use. As a result, parcels can be listed as the following:

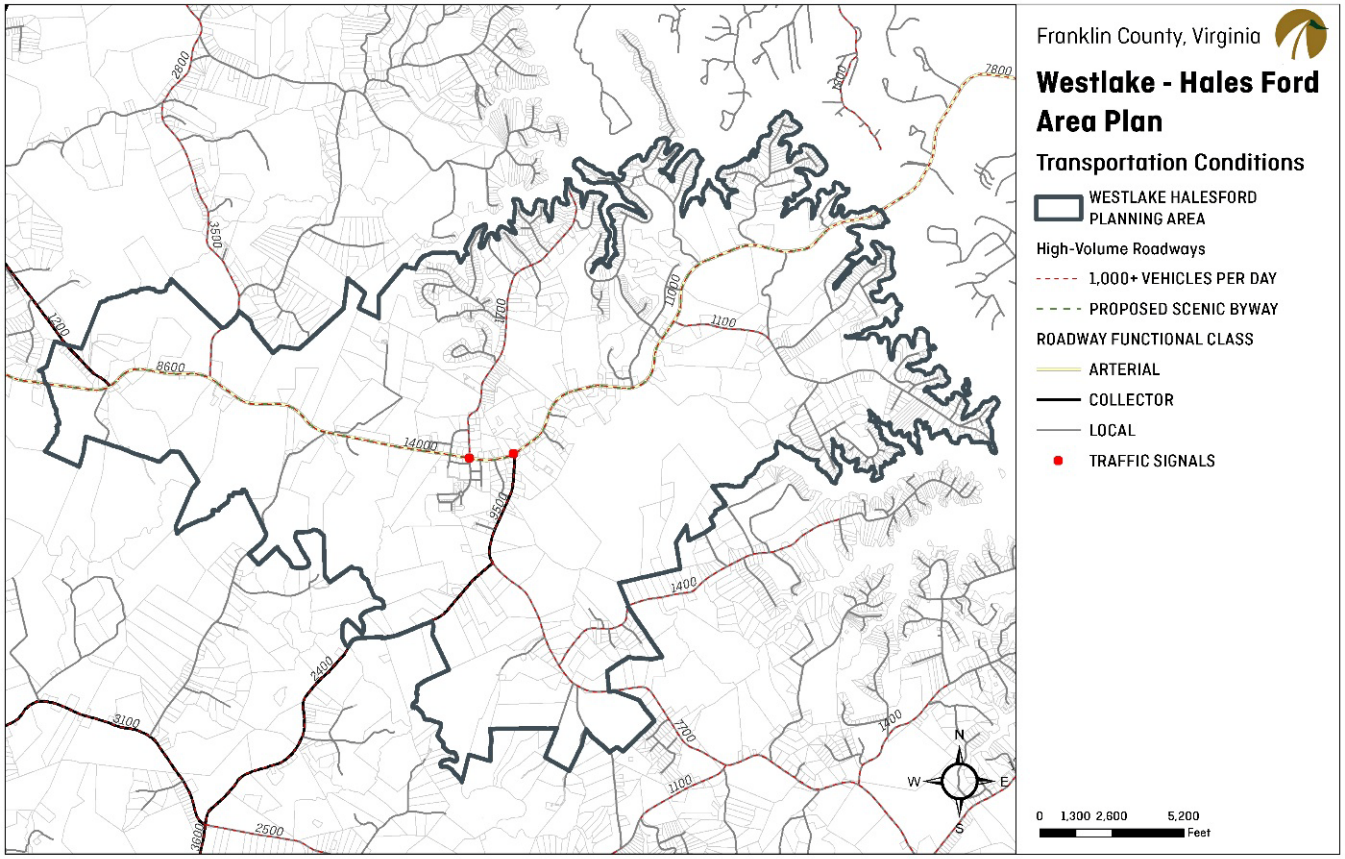
- Occupied

- Vacant
- Vacant – Commercial parcel
- Vacant – Tax Exempt parcel (such as publicly owned land that has not been built upon)
- Vacant – Mobile Home lot/parcel

There is an even mix of occupied and vacant land in the planning area, with higher occupancy along the lakeshore and in the Westlake core, as well as long much of Rt. 122 and Scruggs Road. However, no areas except perhaps the lakeshore are fully occupied. There are a large number of vacant commercial sites along Rt. 122, especially in and around the town's core. There are also several large undeveloped parcels throughout the planning area, along with many smaller commercial sites. Note that the parcels listed as vacant tax exempt include the Booker T. Washington National Monument, which is not subject to this area plan.

Overall, there appears to be ample room for accommodating a wide range of residential and non-residential growth in the Westlake – Hales Ford area.

Transportation Conditions



Transportation infrastructure and the current use of that infrastructure support the existing development in the area, and also point to potential transportation needs for accommodating future growth.

The planning area's transportation network is dominated by Rt. 122 and Scruggs Road, both of which carry much higher volumes of traffic than the remaining network. This is reflected in the location of traffic signals at the intersections of Rt. 122 and Scruggs Road and Rt. 122 and Morewood Road.

High volume throughput is not, however, the only purpose of Rt. 122. It is also the main connection to Smith Mountain Lake, and is part of a larger proposed scenic byway. As such, there are seemingly conflicting priorities for

this roadway, which can only be accommodated through thoughtful, coordinated land use and transportation planning decisions. It is possible that satisfying all priorities cannot be accomplished without additional infrastructure investments. Future growth management must be careful to consider and appropriately weigh traffic throughput and community needs.

Summary of Key Issues

The main issues identified in the context and existing conditions analysis are as follows:

- Existing zoning districts do not permit a mix of uses consistent with a town concept
- Existing sewer and water service is available to many – but not all – areas of potential higher intensity development
- Route 122 is a heavily used roadway that serves multiple and often conflicting uses
- Travel in the area is almost exclusively by automobile, and there is little in the way of infrastructure or policy to facilitate a more multi-modal travel environment

The goal of this area plan is to find ways to address these issues while remaining true to the Comprehensive Plan and the evolving vision for Westlake – Hales Ford.

PLANNING PROCESS

Advisory Committee Report

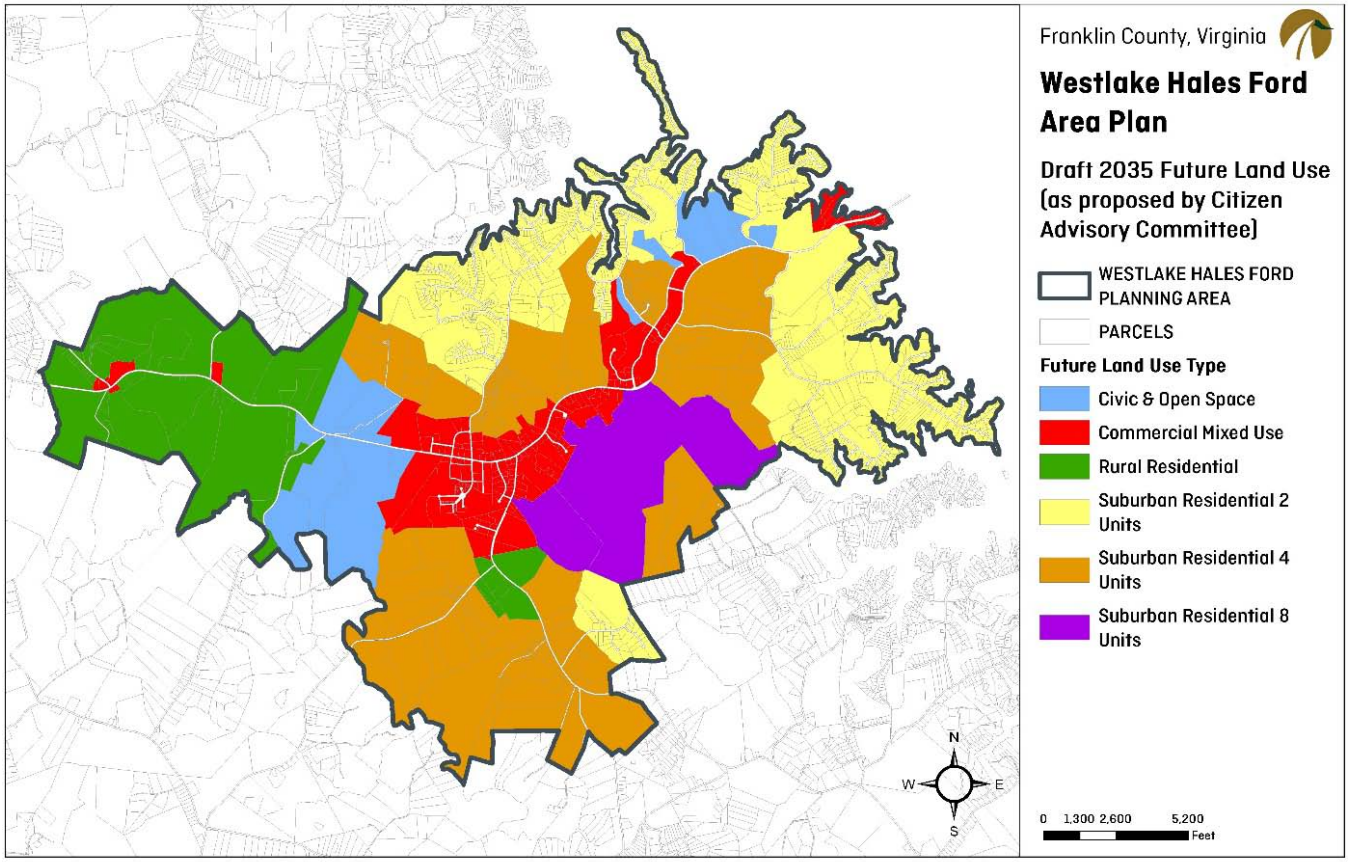
In January 2014, the Gills Creek Supervisor, Bob Camicia established a Westlake – Hales Ford Planning Advisory Committee to review the Westlake Hales Ford Area (WHFA) and to make recommendations for the future of this area. The advisory committee was comprised of real estate agents, chamber of commerce members, land owners, citizens, contractors, and developers.

The advisory report is the culmination of two years of monthly meeting and discussions with subject-matter professionals, close dialogue with the business community, numerous discussions with individuals and small group. Three public community meetings were held for public input on the process and direction of the advisory committee report. (Need to place the dates of the three meetings)

The advisory report identifies planning concerns and challenges such as, but not limited to, maintaining and growth of property values, promote the area's competiveness for business and employment, land use threats, need for safe movement for pedestrians and bicyclist, infrastructure improvements, to protect and preserve heritage resources, and foster diversity of housing types. Recommended strategies were developed by the advisory committee to guide future of WHFA such as, but not limited to, changing future land use map to be suburban like, (see map attached), finalize proposed zoning categories, expand recreational opportunities, develop and support a vibrant business and residential community.

The advisory report was presented to the Planning Commission on March 8, 2016, and to the Board of Supervisors on March 15, 2016. On March 15, 2016, the Board of Supervisors directed the Planning Commission and staff to write a community plan for the Westlake – Hales Ford Area.

Citizen Advisory Committee Draft Future Land Use



The Citizen Advisory Committee drafted a future land use plan that reflects the growing development pressure on the planning area. The committee envisioned a commercial mixed use core that provided better multi-modal connections and a greater diversity of uses, while higher density suburban residential uses surrounded it. The areas along the lakefront were envisioned to remain single family residential, while the western and inland portions of the planning area were to remain rural residential. Small pockets of commercial mixed use were envisioned at a few crossroads, as well as in Hales Ford.

Public Involvement

The Planning Commission held work sessions on March 24th, April 28th, May 10th, and _____ to develop the Westlake – Hales Ford Community Plan. The work sessions were facilitated by county planning staff and a consultant team that was provided by a technical assistance grant from the Virginia Office of Intermodal Planning and Investment (OIPI) under the Urban Development Area Grant Program.

The planning commission held a public hearing on _____, 2016 for the Westlake – Hales Ford Community Plan and recommended approval by a vote of _____ to forward to the Board of Supervisors for a public hearing.

The Board of Supervisor held a public hearing on _____, 2016 for the adoption of the Westlake – Hales Ford Community Plan. The plan was adopted as part of the Comprehensive Plan on _____, 2016.

UDA Technical Assistance Grant

As enabled by Virginia Code § 2.2-229, the Office of Intermodal Planning and Investment (OIPI) of the Secretary of Transportation is offering grants for professional planning consultant assistance to local governments and regional entities to establish and support Urban Development Areas. Urban Development Areas (UDAs) can cover a wide variety of community types, ranging from small town or village centers to suburban activity areas to urban downtowns. UDAs can help local governments and regional entities to focus investments and create great places that attract businesses and workers alike.

The Franklin County Planning Department applied for a technical assistance grant in XX/XX, and was awarded in XX/XX.
The technical assistance, in the form of direct on-call consultant support, assisted the County in the following:

- plan for and designate at least one urban/village development area in their comprehensive plan,
- revise as appropriate applicable land use ordinances (including appropriate zoning classifications and subdivision ordinances) to incorporate the principles of traditional neighborhood design (see §15.2-2223.1 of the Code of Virginia),
- assist with public participation processes, and other related tasks.

In response to emerging regional, state, and national demographic and real estate trends, the County has incorporated Designated Growth Areas (DGA) as the mechanism for future development that is consistent with traditional neighborhood design principles. Market pressure for new residential and non-residential development, along with

preferences among existing residents and businesses for opportunities to age in place is expected to increase demand for different types of development than traditional single-family detached homes and highway-oriented commercial development. In many counties across Virginia, these trends are leading to the development of walkable neighborhoods with a variety of housing types that have easy access to shops, jobs, and entertainment. Moreover, enabling this type of development in Franklin County supports the housing, transportation, economic development, and environmental goals and objectives of the Franklin County Comprehensive Plan.

The County's DGA designation is consistent with Section 15.2 – 2223.1 of the Virginia State Code for urban development areas. This designation does not restrict development outside of the DGA, it merely provides clarity of purpose in future development patterns within the DGA.

Policies for Designated Growth Areas

Designated Growth Areas are intended to encourage development that makes use of traditional neighborhood design principles. Encouraging these principles in new development within the DGAs will help position Franklin County for growth and economic development, while maintaining its rural look and feel. It is the County's policy to encourage within the DGAs the following traditional town design principles:

- Pedestrian-friendly road design
- Interconnection of new local streets with existing local streets and roads
- Connectivity of road and pedestrian networks
- Preservation of natural areas
- Mixed-use neighborhoods and a mixture of housing types
- Reduction of front and side yard building setbacks
- Reduction of subdivision street widths and turning radii at subdivision street intersections to calm traffic on local streets, as permissible by VDOT standards.

The County intends to review its zoning and subdivision ordinance to remove obstacles to development that embodies these traditional neighborhood design principles within the DGAs.

See the 'Designated Growth Area Boundary' section at the end of this plan for the determination of a DGA for the Westlake – Hales Ford area.

VISION PLAN

Future Land Use Concept

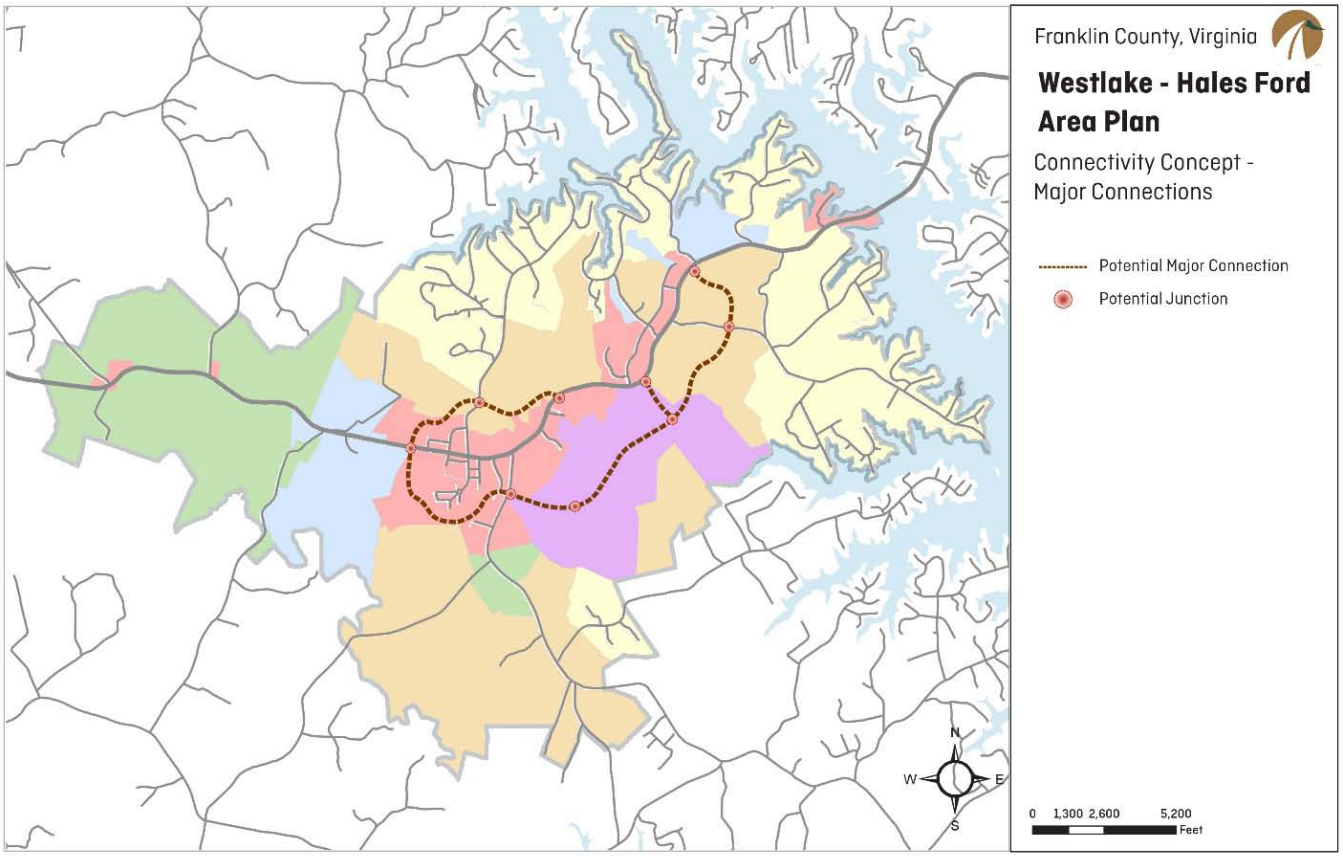
This area plan was undertaken as an independent project from the Citizens' Advisory Report, but did incorporate and build upon that work wherever possible. To that end, the vision plan was based in large part on the Report's Future Land Use Concept.

The Future Land Use Concept envisions a more intense, diverse set of land uses than are currently in place. The heart of the area would be commercial mixed use, within which a predominantly commercial area would also include residential and other non-commercial uses. Smaller pockets of this commercial mixed use are also envisioned at a few crossroads along Route 122, including Hales Ford.

Surrounding these central commercial mixed use areas are suburban and rural residential areas of varying density, ranging as high as eight dwelling units per acre. In general, residential densities are highest in the immediate vicinity of the core commercial mixed use area, and gradually diminish farther away from the core.

The future land use map also retains civic and open space uses, the largest of which is the Booker T Washington Memorial.

Major Circulation Concept



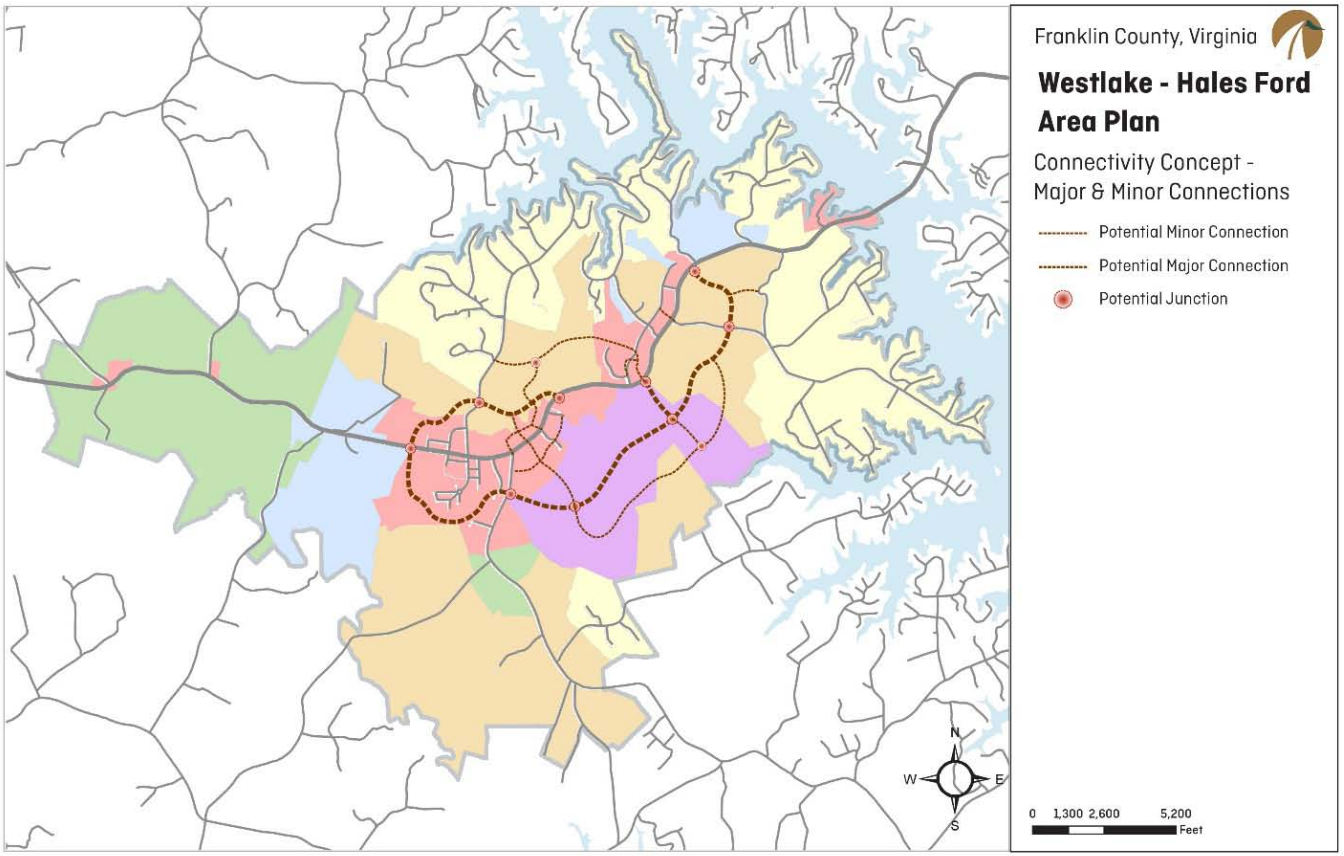
Circulation constraints were identified previously as a potential issue in the Westlake-Hales Ford planning area, especially as new development is attracted to the area. Route 122 is already the only east-west roadway in the planning area, and any new development will add increased traffic volumes of local residents, shoppers, visitors, and intercountry travelers. With this growth in destinations (both residential and non-residential) and traffic, increasing conflicts between local and through traffic are expected. With some travelers looking for a slower, scenic drive, and other travelers expecting a faster through trip, safety issues become a primary concern.

This concept attempts to address these issues by creating a series of parallel east-west connections both north and south of Route 122. These major connections would be of moderate speed (such as 35 or 45 MPH), and would be

designed to accommodate bicycle users and small-scale transit services throughout. Pedestrian infrastructure – either sidewalks or multi-use paths – are also recommended, but there may be instances where there would be limited or no development along stretches of these major connectors, thus limiting pedestrian use.

Overall, the creation of a new set of east-west connections that intersect Route 122 in a few places allows for an internal connectivity network between the higher intensity future land uses that fosters effective travel for local residents, while also easing some of the congestion on Route 122 related to new growth in the planning area.

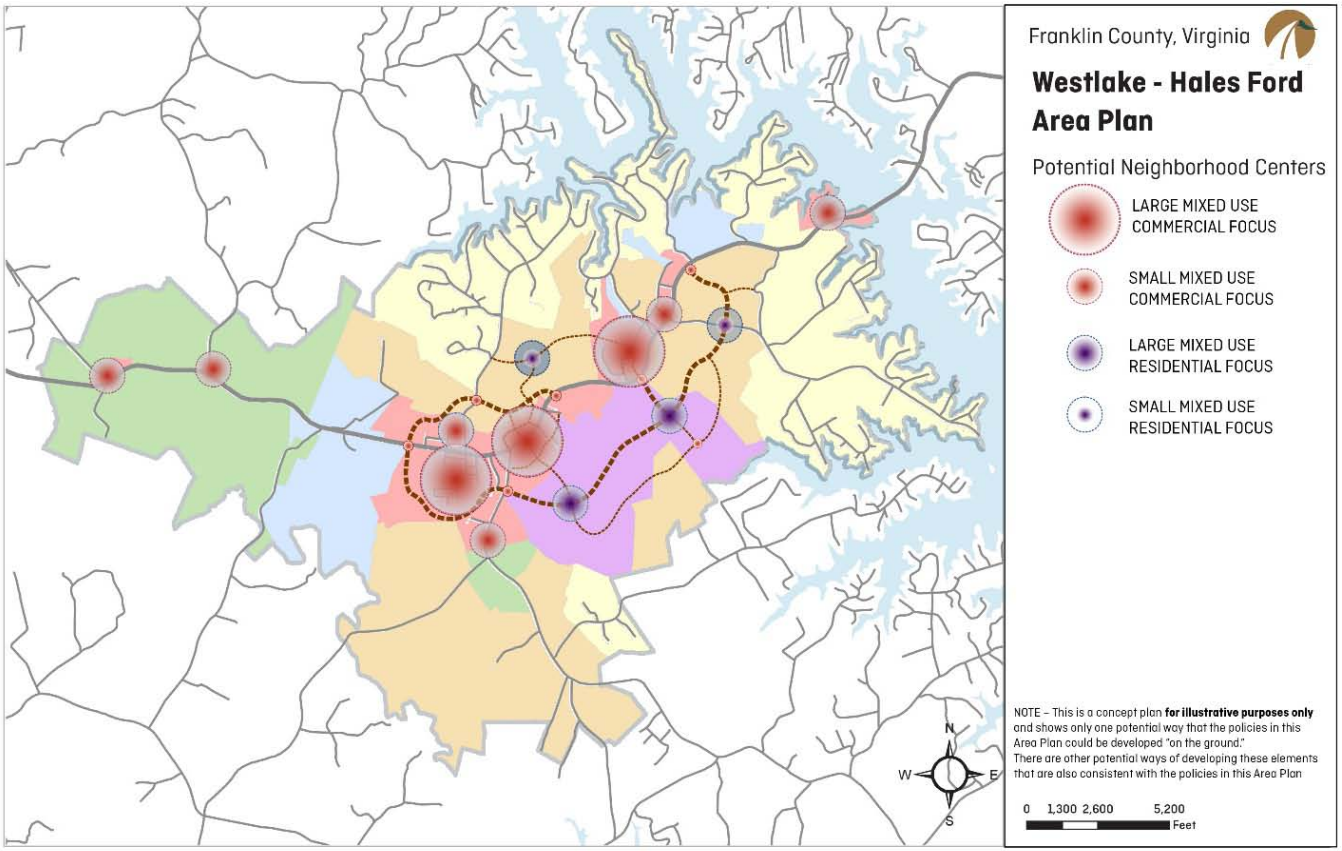
Minor Circulation Concept



As areas build out over time, secondary connections are needed to enhance local circulation patterns, such as those taken within or between adjacent neighborhoods. Areas like Westlake Town center have a good network of interconnected local roads that distribute local traffic, and this type of pattern should be generally continued for all new developments.

These minor connections should be designed for lower to moderate speeds (such as 25 to 35 MPH), and would accommodate bicycle and pedestrian use throughout. Unlike major connections, all minor connections would emphasize walking through the use of sidewalks on all streets and crosswalks at key junctions.

Neighborhood Center Concept

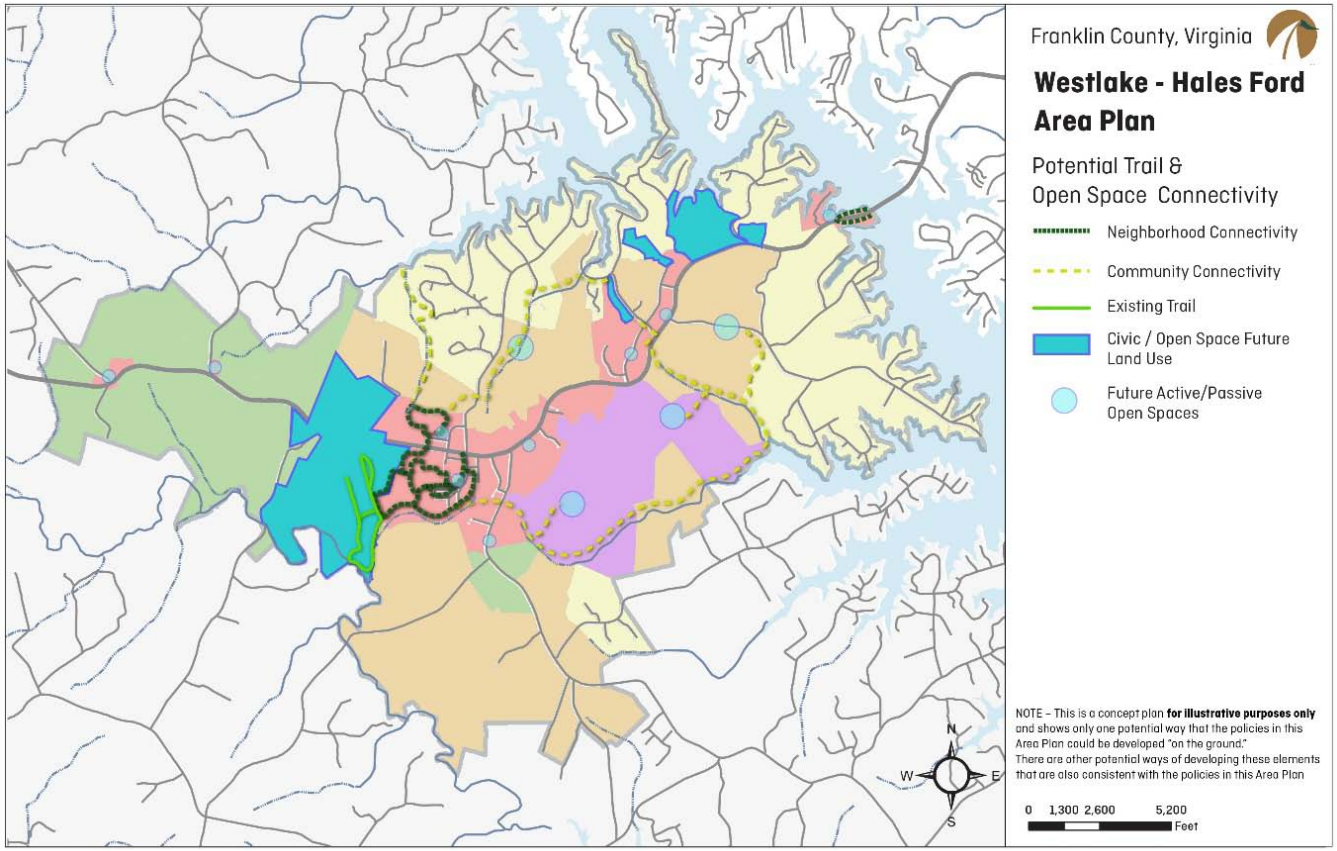


Neighborhood Centers develop most naturally at the crossroads of connectivity, and thus are influenced by any major and minor connections developed in the future. In general, larger neighborhood centers would be located at major crossroads, while smaller centers would be more likely located as minor crossroads. Neighborhood Centers should be mixed use, but each center should have a commercial or residential "focus" based on future land use policies. This means that within each center there would exist both residential and commercial uses, but one or the other would be the predominant use. In the conceptual plan above, a mix of commercially-focused and residentially-focused centers are envisioned for the Westlake – Hales Ford area. Centers on or adjacent to existing major roads (Route 122, Scruggs

Road) are generally best suited to be commercially focused. Centers on new major connectors or at otherwise more minor junctions are generally best suited to be residentially focused.

For each neighborhood center, regardless of type, a system of internal circulation would provide auto and non-auto connections within its borders. These secondary internal connections should be designed to provide low speed local traffic so as to enhance safety along with connectivity. Centers would also have multiple points of entry, with those entry points thoughtfully located so as to make for easy connections from one center to another.

Open Space and Trails Concept



Two hallmarks of successful towns is that they provide a range of open spaces and that residents, workers, or visitors can access the center using multiple modes of travel, not just automobiles. One way to provide benefits to both open space and multi-modal access is through an interconnected open space and trails system.

The concept plan above envisions a set of new open spaces and trails that connect to one another and provide access to active recreation, scenic vistas, and other outdoor amenities. Each neighborhood center would have its own open space: residentially focused centers would have larger spaces focused on active recreation (trails, playgrounds, ballfields, etc.) and land conservation; commercially focused centers would have smaller open spaces focused on

passive recreation (plazas, public gardens, etc.). In general, open spaces would have a connection to an areawide trail system. Larger residentially focused centers would include extensive neighborhood trails like the ones envisioned for Westlake and reproduced in the map above.

DEVELOPMENT CHARACTER

Policies by Land Use Category

Commercial Mixed Use

Commercial mixed use areas center around a neighborhood main street that should operate at lower speeds and offer accommodations for pedestrian movement. Storefronts line the main street, in buildings that range from one to four stories. Buildings taller than one story have office and residential uses above.

The mix of uses should be predominantly commercial, but also include residential and planned open space. These non-commercial uses should comprise around 10-20% of total development, though the exact amount is less critical than the regulatory allowance of a diversity of uses. This diversity of uses should extend to housing, where single-family and multi-family housing should both be offered, ideally with a range of housing stock that includes apartments, townhomes, and detached units.

Streetscapes along the commercial mixed use main street should be walkable, with wide sidewalks (8 feet minimum), landscaping, and internal plazas designed for easy public congregation. Land conservation is best reserved for areas on the periphery of the area.

Streets in commercial mixed use centers should be low speed, with on-street parking on the main street and off-street parking pushed behind buildings.

Land conservation is best reserved for areas on the periphery of the area.

Residential Mixed Use

Residential mixed use areas are generally smaller centers that feature compact residentially focused living. These areas are predominantly residential, and feature a mix of housing types from apartments, townhomes, and attached and detached homes. Housing density is highest in the center of the neighborhood, and get less dense further out.

These areas offer a limited set of neighborhood retail that mostly consists of small scale ground floor retail and service uses in the core area. Home office or in-home commercial services can also be found here. Retail parking needs are small, and can be accommodated either on street or by small on-site lots.

Non-commercial uses should comprise around 5-10% of total development, though the exact amount is less critical than the regulatory allowance of a diversity of uses. Of import, this percentage breakdown includes active recreational spaces, such as playgrounds, ballfields, courts, or similar uses. More passive recreation should also be included on the periphery, and can be as much as half of the total land area, but these spaces should be used less intensively than active recreation spaces and should primarily provide conservation and environmental quality benefits.

All streets in residential mixed use areas should be walkable, with narrow sidewalks (5 feet minimum) sufficing. There should be enough sidewalk coverage to connect all residential lots to all non-residential lots. Additionally, streets in residential mixed use centers should be low speed, with an emphasis on safety, while also providing efficient internal circulation.

Rural Residential

Rural Residential areas consist of agricultural, forestry and residential communities. Homes should be on large lots or clustered with extensive communal preserved open space. Utility extensions should be limited. These areas should preserve very low density rural landscape characteristics with preserved natural features, scenic viewsheds and homes that are visually separated and buffered from the roadways.

In general, development in rural residential areas is 90%-95% very low density and intensity residential uses of 1 unit per 5 acres on average, with sporadic rural service, rural industry or institutional uses mixed in. Residential development should occur as large lots or conservation cluster subdivisions that maximize open space protection. Remaining lands should be permanently protected through conservation easements.

Rural residential areas are served by existing rural roadways. Connectivity is limited to locations within conservation subdivisions and new homes should generally not have driveways entering onto existing rural highways but onto new local roads in conservation subdivisions. The homes themselves can be visually separated from existing collector roadways through screening or large setbacks.

Conservation subdivisions should be utilized as much as possible here, and be designed to fit in with natural features to reduce land disturbance, preserve vegetation, maximize protection of environmentally sensitive features and minimize impervious surface and utility extensions. Preserved open space should include natural areas and common areas for passive recreation. Trails should connect development to the larger greenway network. Limited public facility provision is expected, and would mostly involve parks and the types of recreation facilities that do not attract significant auto traffic, such as greenways, trails and bikeways.

Additional Design Considerations

The planning and development of the Westlake – Hales Ford area needs to place an emphasis on good design. This need stems from the area's multifaceted role in the county. In order to serve simultaneously as a scenic corridor, a growth center, a residential community, and a commercial hub, thoughtful design must be a part of all public and private development activities. This area plan has highlighted example projects that use good design to facilitate this multifaceted area.

Route 122 Gateway Concept

Hales Ford is a gateway into and out of Franklin County, and has a more intensive development character than a mile or more in either direction along Route 122. It also has the potential for providing pedestrian connectivity for recreational and retail purposes. Despite these characteristics, there is nothing to help visually signify the area as a gateway or a unique place. A gateway concept centered around pedestrian connectivity across Route 122, connected to

a multiuse trail ringing the roadway could provide a safe, visually appealing sense of place for Hales Ford. The concept plan below illustrates these ideas.

IMPLEMENTATION

Funding Options for Infrastructure

The following is a general list of opportunities for funding infrastructure and improvements in the Gateway area, with a description of the requirements and standards for each. Enabling legislation and grant programs are inherently fluid and each legislative session changes the range of opportunities available. Therefore, the county should monitor these opportunities over time and look for those that are most conducive at each phase of evolution of the Gateway area over time.

Grant Programs

Transportation Partnership Opportunity Fund (TPOF) is to be used by the Governor of Virginia through the Design-Build provisions of the Virginia Code (§33.1-12(2)(b)) pursuant to the Public Private Partnership Act of 1995 (Virginia Code § 56-556 et seq.). The Governor can also use TPOF monies for transportation aspects of economic development projects. Grants can be up to $5 million, while loans up to $30 million can be obtained interest free, but require repayment within 7 years. While flexible, TPOF funds are limited to use when the capacity of existing funding mechanisms has been exceeded.

Revenue Leveraging

The Transportation Funding and Reform Act of 2007 (HB 3202) allows counties to raise commercial property taxes as much as $0.25. Funds can be spent on roadway, pedestrian and transit projects.

Revenue Sharing

The Virginia Department of Transportation Revenue-Sharing Program is authorized under Virginia Code §33.1-2305. The program allows for Virginia Department of Transportation funds to match locality funds for improvement, construction or reconstruction on any functional class of roadway. A locality can request funds for projects in other localities. A locality may apply for up to a maximum of $10 million in matching allocations. Up to $5 million of these requested funds may be specified for maintenance projects

General Obligation Bond Financing

General obligation bonds provide up-front capital financed through a revenue stream backed by local government tax revenues (primarily property tax).However, there are nearly always competing priorities for the use of general obligation bonds, since they are commonly used for many local capital projects, including schools, parks, libraries, etc. Infrastructure improvements in the Westlake – Hales Ford area would need to be put in the County's Capital Improvements Program (CIP) in conjunction with local funding allocations and financing provisions.

Service Districts

Service districts may be created by any locality, by ordinance (Code of Virginia (§ 15.2-2400). The locality must hold a public hearing prior to the creation of any district. Two localities may jointly act to create such a district located in both localities.

Service districts are created to provide additional, more complete, or more timely services of government than are desired in the locality as a whole. Once an ordinance creating a service district is adopted, the governing body has additional powers pertaining to the district, including:

- to construct, maintain, and operate such facilities and equipment as may be necessary or desirable to provide additional, more complete, or more timely governmental services within a service district.
- to provide construction, maintenance, and general upkeep of streets and roads, public transportation systems serving the district, including the acquisition of real estate necessary to provide such services.
- to levy and collect an annual tax upon any property in the service district subject to local taxation to pay for providing the additional governmental services. Note, however, in contrast with the Community Development Authority provisions, such annual tax shall not be levied for or used to pay for schools, police, or general government services.

In addition to the taxes and assessments provide for by the enabling legislation, a locality may contribute money from its general fund as it deems appropriate to pay for the governmental services authorized within the service district. The proceeds from any annual tax or portion thereof collected for road construction may be accumulated and set aside for such period of time as is necessary to finance such construction.

Community Development Authorities (CDA)

Community Development Authorities may be established by the governing body upon petition from 51% of the land area or assessed value of land in any tract or tracts of land in a proposed district (Code of Virginia (§ 15.2-5152).

The locality may then adopt a resolution or ordinance creating the authority, after a public hearing. The resolution or ordinance is then recorded in the land records of the circuit court for each parcel included in the district. Two localities may jointly act to create such a district located in both localities.

The main powers of a CDA are to finance, fund, plan, construct, operate, and maintain the infrastructure improvements enumerated in the ordinance establishing the district. These can include acquisition of land; construction or improvement of roads, bridges, parking facilities, curbs, gutters, sidewalks, traffic signals, storm water management and retention systems, gas and electric lines and street lights, parks, cultural and educational uses; fencing and landscaping; fire stations, water mains and plugs, fire trucks, rescue vehicles and other vehicles and equipment; and school buildings and related structures.

A CDA may issue revenue bonds, subject to terms and conditions as may be established in the ordinance or resolution establishing the district, for all costs associated with the improvements. Revenue bonds must be payable solely from revenues received by the development authority. The revenue bonds issued by a CDA do not require the consent of the locality, except where consent is specifically required by the provisions of the authorizing resolution, and such bonds are not deemed to constitute a debt or obligation of the local governing body. The CDA may provide that the locality annually collect a special tax on taxable real property within the CDA's jurisdiction to finance the services and facilities provided by the authority.

The CDA may provide that the locality annually collect a special tax on real property within the CDA's jurisdiction to finance the services and facilities provided by the authority. Unless requested by every property owner within the proposed district, the rate of the special tax can not be more than $0.25 per $100 of the assessed fair market value of any taxable real estate.

Tax Increment Financing (TIF)

The governing body of any county, city or town may adopt tax increment financing by passing an ordinance designating a development project area and providing that real estate taxes in the development project area shall be assessed, collected and allocated such that the future gains in tax revenues created by the improvements are used to finance the improvements (Virginia Code §58.1-3245.2).

When a public project (e.g., sidewalk improvements) is constructed, surrounding property values generally increase and encourage surrounding development or redevelopment. The increased tax revenues are then dedicated to finance the debt created by the original public improvement project.

The local assessing officer records in the land book both the base assessed value and the current assessed value of the real estate in the development project area. Real estate taxes attributable to the increased value between the current assessed value of any parcel of real estate and the base assessed value of such real estate are allocated by the local treasurer and paid into a special fund entitled the "Tax Increment Financing Fund" to pay the principal and interest on obligations issued or development project cost commitments entered into to finance the development project costs.

Tax Increment Financing typically occurs within designated Urban Renewal Areas (URA) that meet certain economic criteria and approved by a local governing body. To be eligible for this financing, a project (or a portion of it) must be located within the URA.

Conditional Zoning

Conditional zoning was enabled by the Virginia General Assembly to address the shortcomings of traditional zoning methods when competing and incompatible land uses conflict (Virginia Code §15.2-2296-2203). While it is technically a zoning tool, it is also a tool for funding infrastructure and the financial impacts of growth.

Conditional zoning allows reasonable conditions, known as proffers, to be offered by the applicant during a rezoning process as a way of mitigating the impacts of the proposed rezoning. Proffers may include land, infrastructure, cash or other conditions or constraints on the use of the property. These proffers, if accepted by the governing body as part of the rezoning approval, become part of the zoning ordinance as it applies to that property. In theory, conditional zoning allows land to be rezoned that might not otherwise be rezoned because the proffers will protect the community or area affected by the rezoning.

All proffers must be made voluntarily. A governing body is not authorized to require a specific proffer as a condition to granting a rezoning. However, there may be times, in the near or longer-term future, where an owner may indeed wish to rezone their property in the Westlake – Hales Ford area, in which case proffers could come into play.

Recommended Zoning Revisions

An identified goal of the UDA program is to better align County zoning ordinances with traditional neighborhood design (TND)principles. This includes:

- Mix of uses
- Diversity of housing type
- Well-connected streets
- Multiple means of travel
- Green space
- Conservation of land

This area plan includes the review of three particularly important zoning dstricts for the Westlake – Hales Ford area, in an attempt to identify changes that would improve consistency with the TND principles that are at the heat of the vision plan and development character portions of this area plan. Two planned development districts and one overlay district were reviewed

- Residential Planned Unit Development District (RPD)
- Planned Commercial Development District (PCD)

- Westlake Village Center Overlay District

The findings of those review follow.

Potential Amendments to the Residential Planned Unit Development District (RPD).

Background and Introduction:

The following potential amendments are proposed for consideration to the existing Residential Planned Unit Development District (RPD). These recommendations are designed to better implement principles of Traditional Neighborhood Design and to foster an enhanced small town and traditional neighborhood character in developments using this zoning district.

Potential Amendments

Purpose

Add language relating to the district being "**consistent with the principles of traditional neighborhood design**"

Permitted Uses

Add the following **Permitted Uses**:

- Day care
- Elderly care
- Neighborhood commercial uses (see section 25-304(b) [formerly special use permit]

Area Regulations

Change the **minimum district area** to be considered as a residential planned unit development, from the current 5 acres to 20 acres or 10 acres if located within an approved Designated Growth Area

Off Street Parking

Add a **maximum parking requirement** in addition to the existing minimum parking requirements. For example, require that maximum parking be no more than 150% of the minimum requirements.

Open Space Requirements

Minimum contiguous open space - require that:

- Open spaces shall contain a minimum of 5,000 contiguous square feet

- Developed open spaces shall contain a minimum of 600 contiguous square feet

Define developed open space as areas that provide infrastructure to support active recreation of any sort. Leave flexibility in the type of active recreation that land developers employ, and encourage them to identify the needs of their consumer base and the larger community.

Consider reducing the miminum required developed open space to 5% of total gross area less all non-residential uses.

Special Regulations

Maximum and minimum percent of commercial use – increase the maximum percent of the gross area of the RPD project that may be occupied by buildings and structures devoted to commercial uses from the exiting three percent to a proposed level of at least ten percent. Also; increase the maximum total floor space devoted to such uses from the existing ten square feet per dwelling unit to a proposed thirty square feet per dwelling unit.

Include a minimum percent of gross area for commercial uses at three percent of gross area and ten square feet per dwelling unit.

Diversity of residential uses – Require a minimum range of residential dwelling types. For example, a minimum of 2 residential types would be required to be developed (dwelling types would need to be defined as single family, duplex, multifamily, etc.), and no one type of residential dwelling type may comprise more than 90% of all dwellings.

Permitted Neighborhood Commercial Uses – add the following to the list of Permitted Neighborhood Commercial Uses:

- Restaurants of no greater than 5,000 square feet per establishment and without drive-through service

Streets

Add the following provisions:

- Street layout shall be a modified grid street pattern adapted to the topography, unique natural features, environmental constraints of the tract, and peripheral open space areas.

- There shall be a minimum of two (2) interconnections with the existing public street system.

- There shall be, to the maximum extent possible, linkages to adjacent developments and neighborhoods consisting of pedestrian and bicycle paths.

- Street layout shall form an interconnected system of streets primarily in a rectilinear grid pattern, modified, however, to avoid a monotonous pattern.

- The street system shall be designed to create blocks that are generally rectilinear in shape; to the greatest extent possible. Blocks shall be designed to have a maximum length of four hundred eighty (480) feet.

- Allowable street types include alleys with paved widths of 18 feet

- A sidewalk network shall be provided on all streets throughout the development that connects all dwelling units with other dwelling units, non-residential uses, and common open spaces.

- Sidewalks shall be a minimum of 5 feet in width; sidewalks in commercial areas shall be no less than 8 feet in width.

Timing of Development

The timing of construction of the non-residential portions of the RPD should be left to the discretion of the applicant(s) as long as not more than seventy five (75) percent of the total approved residential units (for the entire PUD-TND) may be built prior to construction of at least fifty (50) percent of the approved non-residential floor area.

Potential Amendments to the Planned Commercial District (PCD).

Background and Introduction

The following potential amendments are proposed for consideration to the existing Planned Commercial District (PCD). *These recommendations are designed to better implement principles of Traditional Neighborhood Design and to foster an enhanced small town and traditional neighborhood character in developments using this zoning district.*

Potential Amendments

Purpose

Modify language relating to the district as follows (in red):

> The purpose of this district is to promote the efficient use of predominantly commercial land by allowing a wide range of complementary land uses of various densities and flexible application of development controls in a manner that

reflects traditional neighborhood development principles. The district encourages achievement of these goals while also protecting surrounding property, natural features and scenic beauty.

Permitted Uses

Add the following **Permitted Uses**:

- Residential uses up to a maximum of 30% of the total gross floor area

Area Regulations

Change the **minimum district area** to be considered as a residential planned unit development, from the current 5 acres to 20 acres or 10 acres if located within an approved Designated Growth Area

Off Street Parking

Add a **maximum parking requirement** in addition to the existing minimum parking requirements. For example, require that maximum parking be no more than 150% of the minimum requirements.

Open Space Requirements

Minimum contiguous open space - require that:

- Open spaces shall contain a minimum of 2,500 contiguous square feet.
- Developed open spaces shall contain a minimum of 600 contiguous square feet

Define developed open space as areas that provide infrastructure to support active recreation of any sort. Leave flexibility in the type of active recreation that land developers employ, and encourage them to identify the needs of their consumer base and the larger community.

Additional design guidelines for commercial development

- Ground floor residential is not permitted in Mixed Use Buildings.

- Outdoor seating areas must have a minimum sidewalk width of 5 ft. between the limits of the outdoor seating area and the roadway edge of the sidewalk.

Streets

Add the following provisions:

- Street layout shall be a modified grid street pattern adapted to the topography, unique natural features, environmental constraints of the tract, and peripheral open space areas.

- There shall be a minimum of two (2) interconnections with the existing public street system.

- There shall be, to the maximum extent possible, linkages to adjacent developments and neighborhoods consisting of pedestrian and bicycle paths.

- Street layout shall form an interconnected system of streets primarily in a rectilinear grid pattern, modified, however, to avoid a monotonous pattern.

- The street system shall be designed to create blocks that are generally rectilinear in shape; to the greatest extent possible. Blocks shall be designed to have a maximum length of six hundred (600) feet.

- A sidewalk network shall be provided on all streets throughout the development that connects all dwelling units with other dwelling units, non-residential uses, and common open spaces.

- Sidewalks shall be a minimum of 8 feet in width in commercial areas; sidewalks in residential areas shall be no less than 5 feet in width.

Special Regulations

Maximum percent of commercial use – include a minimum percent of the gross area of the PCD project to be occupied by residential uses to a proposed ten percent

Diversity of residential uses – Require a minimum range of residential dwelling types. For example, a minimum of 2 residential types would be required to be developed (dwelling types would need to be defined as single family, duplex, multifamily, etc.), and no one type of residential dwelling type may comprise more than 90% of all dwellings.

Potential Amendments to the Westlake Village Center Overlay District.

Background and Introduction:

The following potential amendments are proposed for consideration to the existing Westlake Village Center Overlay District. These recommendations are designed to better implement principles of Traditional Neighborhood Design and to foster an enhanced small town and traditional neighborhood character in developments using this zoning district.

Potential Amendments

Purpose

Modify language relating to the district as follows (in red):

> The Westlake Village Center Overlay district recognizes that the area will serve as a focal point for cultural and commercial activity of the Smith Mountain Lake area of the county. The village center overlay district promotes a development pattern that is consistent with traditional neighborhood design concepts which bring a sense of community to the surrounding rural area with an emphasis on facilitating the creation of a convenient, attractive and harmonious community center that provides essential goods and services to rural residents and may also include higher density housing and office and light industrial employment centers. The purpose of the overlay district is to implement key provisions of the Westlake – Hales Ford Area Plan and the Westlake Design Guidelines in order to…

Permitted & Prohibited Uses

Remove **Agriculture** as a permitted use
Add **Agriculture** as a prohibited use
Add **Mobile / Manufactured Homes** as a prohibited use

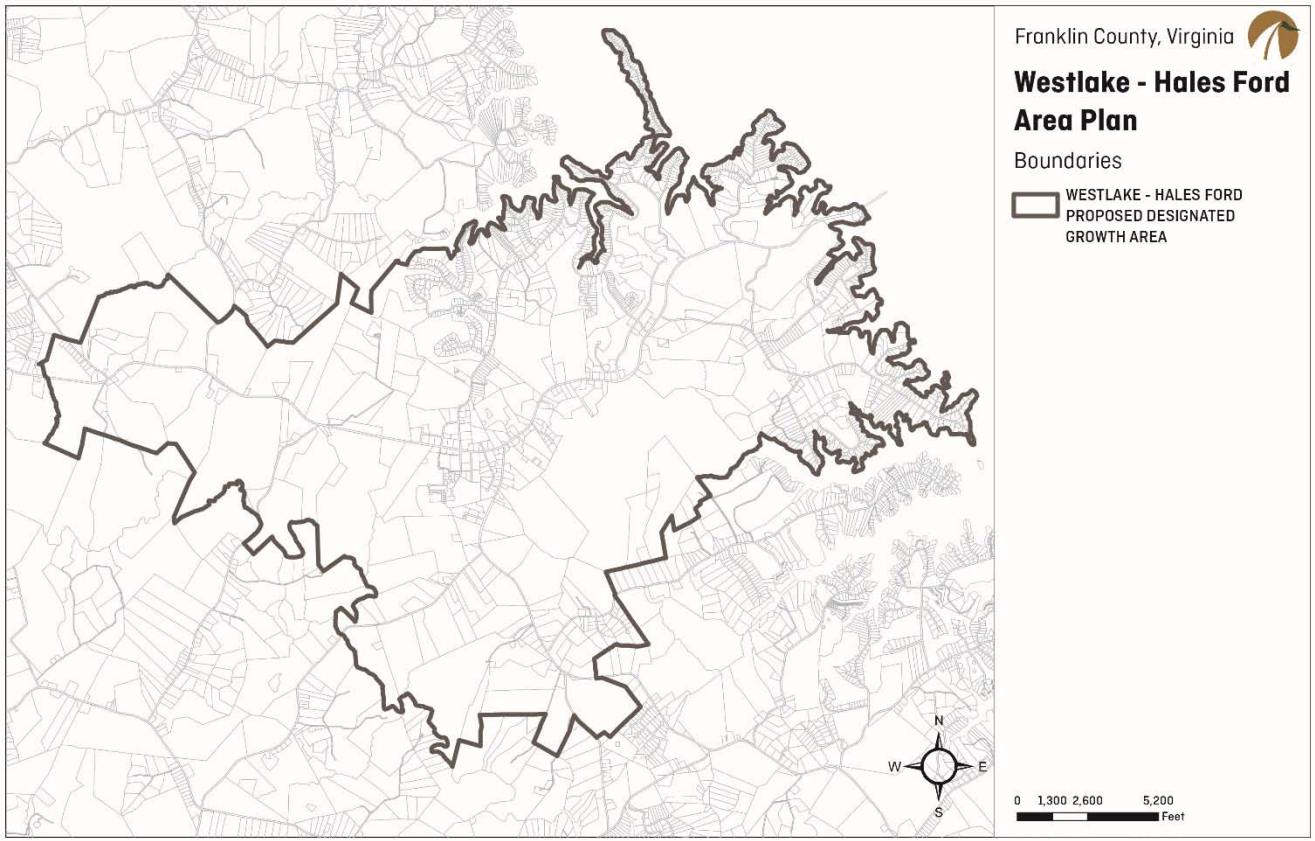
Site Development regulations

Required Landscape Area – reduce planting strip requirements from existing 20 feet to proposed 10 feet.
Minimum building setback - reduce minimum building setback from landscaped area requirements from existing 20 feet to proposed 10 feet; and change building setbacks from roadways to edge of Right of Way rather than from roadway centerline.

Off Street Parking

Add a **maximum parking requirement** in addition to the existing minimum parking requirements. For example, require that maximum parking be no more than 150% of the minimum requirements.

Designated Growth Area Boundary

One purpose of this area plan is to identify a Designated Growth Area (DGA) to meet the requirements of §15.2-2223.1 of the Code of Virginia. A DGA is designed to accommodate higher density compact mixed use development as an urban/village development area. The designation qualifies this area to potentially receive funding under State House Bill 2 legislation passed in 2014 as a qualified Urban Development Area.

The proposed DGA boundary is identical to the area plan boundary, as shown in the map below.