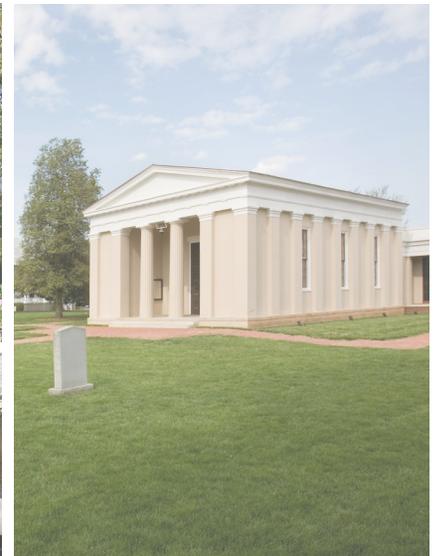




# POWHATAN COUNTY

## 2021 Long-Range Comprehensive Plan



Board of Supervisors DRAFT  
October 1, 2021

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Adopted by the Powhatan County Board of Supervisors on \_\_\_\_\_, 2021

(Ordinance O-2021-\_\_)

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## Chapter 1: Introduction

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Powhatan County is located in the Lower Piedmont area of Virginia. It is bordered by Chesterfield County to the east, Amelia County and the Appomattox River to the south, Goochland County and the James River to the north, and Cumberland County to the west. The eastern tip of the county is approximately fifteen miles directly west of the downtown area of the City of Richmond. The county encompasses 272 square miles.

Europeans first came to Powhatan County in 1608, in an expedition of 120 men led by Christopher Newport. The expedition traveled up the James River to a point as far west as what is now Maidens Bridge, but were forced back by the native population of Monacan Indians. The Monacan Indians were hunters and farmers, with settlements along the banks of the James River. Between 1699 and 1705, 500 to 700 Huguenot refugees fleeing persecution in France settled on the James River in abandoned Monacan villages. The Huguenots later settled throughout the area, building many substantial houses. Some of those houses remain among the county's many historic structures.

Powhatan County was created by the Virginia General Assembly in 1777 from land located in the eastern portion of Cumberland County. In 1850, a small portion of Chesterfield County was annexed, creating what today is the 272-square-mile County of Powhatan. The county seat was originally called Scottville, after General Charles Scott. Scott was a Revolutionary War hero and personal aide to General George Washington at Valley Forge. The name of the village was changed to Powhatan in 1836. The present courthouse building was erected in 1848.

Throughout its history, the county's economy has been based on farming, including the cultivation of crops, timbering, and livestock production. The economy was traditionally linked to river traffic, especially along the James River. Bateau boats were used on the river and the Kanawha Canal to transport goods to and from the area. During the nineteenth and twentieth centuries, highways and railroads became the primary means of transportation. The county's population grew along with the agricultural economy. Rural hamlets and villages served as focal points for community and commerce throughout Powhatan County. In 1852, the county's population was 8,171. The population remained relatively stable until the mid-twentieth century, when it declined significantly to only about 5,500 in 1950. The modern growth cycle began in the 1970s, as development spread westward from Chesterfield County.

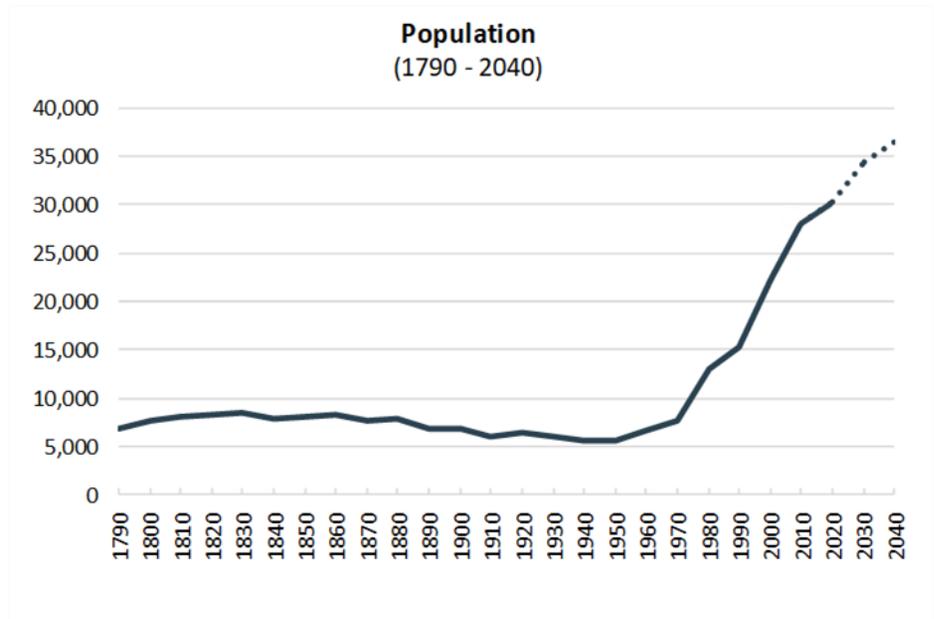
For several decades, the county grew steadily. By the 1990s, dramatic growth and development had occurred. The county's population grew from just over 15,000 in 1990 to over 28,000 in 2019. Since 2000, most new development has occurred in large-lot (5-acre) subdivisions throughout the county, particularly in areas near the Courthouse Village and the Route 711 Corridor. The majority of recent commercial growth has occurred along the Route 60 Corridor and east of the Route 711/Route 288 interchange. Additional growth has been accommodated through lot splits throughout the county. Agricultural activities have decreased and most agriculture is limited to smaller family farms, with some emerging niches like vineyards, greenhouses, or equestrian-related facilities. Silviculture is still practiced within the county.

## County Demographics

**Table 1: Population**  
(1990—2040)

| Year  | Population | % Change |
|-------|------------|----------|
| 1990  | 15,328     | +17%     |
| 2000  | 22,377     | +46%     |
| 2010  | 28,046     | +25%     |
| 2020  | 30,333     | +8%      |
| 2030* | 34,440     | +13%     |
| 2040* | 36,471     | +6       |

\*Population Projection by the Weldon Cooper Center (2019)  
Source: U.S. Census Bureau and Weldon Cooper Center

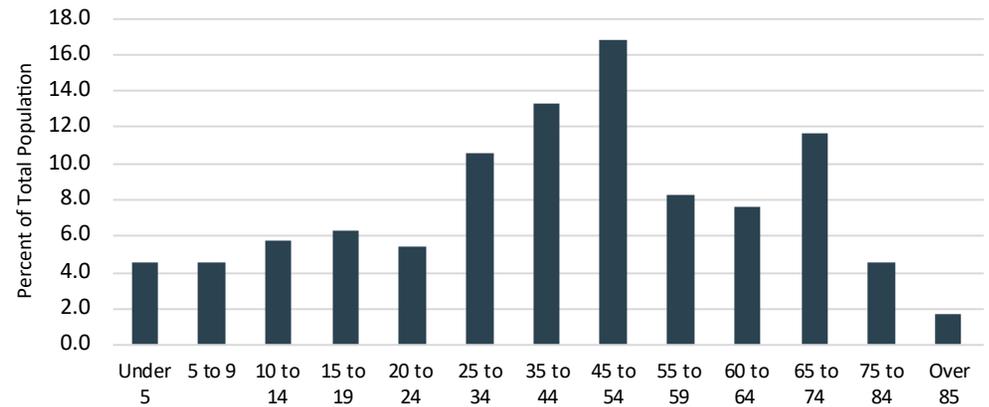


**Table 2: Population by Age**  
(2019 Estimates)

| Age               | % of Total Population<br>(Powhatan County) | % of Total Population<br>(Virginia) |
|-------------------|--|-------------------------------------|
| Under 18 Years    | 18.3%                                      | 21.8%                               |
| 18 to 64 Years    | 64.0%                                      | 62.3%                               |
| 65 Years and Over | 17.7%                                      | 15.9%                               |
| <b>Median Age</b> | <b>45.1 Years</b>                          | <b>38.5 Years</b>                   |

Source: U.S. Census Bureau (2015—2019 American Community Survey)

**Population by Age**  
(2019)



Source: U.S. Census Bureau (2013—2017 American Community Survey)

**Table 3: Population by Race**

| Race                   | % of Total Population<br>(Powhatan County) | % of Total Population<br>(Virginia) |
|------------------------|--|-------------------------------------|
| White                  | 87.2%                                      | 67.0%                               |
| Black/African American | 10.0%                                      | 19.4%                               |
| Asian                  | 0.3%                                       | 6.6%                                |
| American Indian        | 0.1%                                       | 0.3%                                |
| Hispanic or Latino     | 2.2%                                       | 9.7%                                |
| Two or More Races      | 0.2%                                       | 3.8%                                |

Source: U.S. Census Bureau (2015—2019 American Community Survey)

**Table 4: Household Type**

| Household Type                                | % of Total Population<br>(Powhatan County) | % of Total Population<br>(Virginia) |
|---|--|-------------------------------------|
| Married-Couple Family                         | 67.9%                                      | 49.8%                               |
| Cohabiting Couple Household                   | 4.8%                                       | 5.5%                                |
| Male Householder, no spouse/partner present   | 11.3%                                      | 16.9%                               |
| Female Householder, no spouse/partner present | 15.9%                                      | 27.8%                               |
| Householder Living Alone                      | 17.3%                                      | 27.7%                               |

Source: U.S. Census Bureau (2015—2019 American Community Survey)

**Table 5: Household Economic Characteristics**

| Characteristic   | Powhatan County | Virginia |
|------------------|-----------------|----------|
| Household Income | \$89,090        | \$76,456 |
| % of Population  | 5.3%            | 13.4%    |

Source: U.S. Census Bureau (2015—2019 American Community Survey)

## Overview of the Plan

This comprehensive plan is an update to the county's previously-adopted plan from 2019. A comprehensive plan provides a guide for how a community will grow in the future. A comprehensive plan is typically long-range (looking twenty to thirty years in the future) and addresses a wide range of issues and questions relating to land use and quality of life, including transportation, land use mix, parks and open space, community facilities, community character, housing, neighborhoods, and economic development.

Once adopted, elected and appointed officials of the county will use the plan as a guide for their land use and public investment decisions.

### Role and Purpose of the Plan

The plan is intended as a guide to assist elected and appointed officials in decisions related to development, growth, and provision of public services. The comprehensive plan, however, is not the only planning document that the county will maintain, and is not intended to be an exhaustive list of unattainable future needs; rather, the comprehensive plan should be a broad depiction of the best possible and realistic future. These recommendations should focus on issues that the county has the ability to control to attain that future vision.

The various agencies, authorities, and departments of the county's government will maintain planning documents that relate to the overall vision from the comprehensive plan, but provide more in-depth and strategic data and policy for a specific area of interest. The Ten-Year Capital improvement plans, annual budgets, facility operation and expansion plans, and special area land use plans are all examples of additional documents the county may employ to expand upon and implement the vision of the comprehensive plan.

Implementation is a key element in the success of a comprehensive plan. The plan is a non-regulatory tool. It provides recommendations, but in order to enact these recommendations, the county must utilize other tools consistent with the vision of the comprehensive plan. The recommendations contained herein are provided for consideration and will be developed further through regulatory tools like the

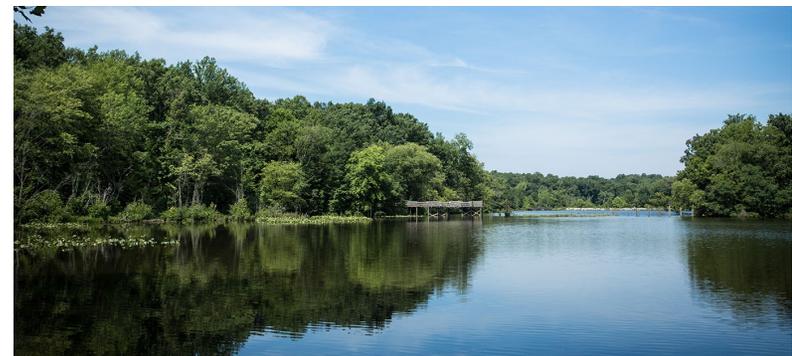
subdivision ordinance, zoning ordinance, proffer programs, economic development efforts, and management of public facilities. Other tools include fees and taxation in the county, which are also regulatory.

### Legal Basis for the Comprehensive Plan

The State of Virginia mandates that localities prepare and adopt a comprehensive plan for the physical development of land within its jurisdiction, in accordance with *Section 15.2-2223 of the Code of Virginia*. The plan must include assessments of existing conditions, trends of growth, and future needs for the order, convenience, prosperity, and general welfare of its residents. The State Code also requires the plan to include transportation and land use components. The land use component is encouraged to provide policies for:

- Locations of future public facilities (parks, schools, waterworks, sewage disposal, etc.);
- Historical areas;
- Areas for redevelopment; and
- Areas of environmental significance.

However, improvements not included in the plan must be found by the Planning Commission to be substantially in accord with the comprehensive plan prior to approval and construction, except as otherwise provided in the State Code.



Powhatan Wildlife Management Area

Source: Virginia Department of Game and Inland Fisheries

## How to Use the Plan

The plan is a guide for public decision-making. Specifically, the county's elected and appointed officials will use the plan to evaluate future proposals or policy changes to ensure consistent decisions are made. Furthermore, the plan provides guidance to landowners and developers on what is appropriate in the county.

This plan uses the following terms to describe the various policy recommendations:

### **Vision**

A *vision* is the comprehensive, overarching statement of the desired future of the county. The vision is the ultimate set of ideals to which the county should aspire.

### **Goal**

A *goal* is a statement of desired end-state or target. Goals relate to the vision statement and focus on a specific element of the plan. A goal provides particular guidance for where the county should be in the future, and sets the tone for individual objectives for each element.

### **Objective**

An *objective* is a recommended course of action or task the county or its designated agency could undertake in pursuit of a goal and the vision. An objective provides focused and achievable guidance on specific topics under the plan element headings. The objectives tie implementation of the plan to the goals and vision.

The comprehensive plan is non-regulatory in nature, but it does express the critical policies of the county. The plan does not stand alone and can only be effective when supported by the various implementation measures included in *Chapter 11: Implementation Tools*. The plan acts as a guide to modify regulations like the subdivision and zoning ordinances. Amendments to these ordinances should be consistent with the comprehensive plan.

Note that references to current development-related regulations (including appropriate zoning districts within each land use designation) may change as revisions are made to the subdivision and zoning ordinances to reflect recommendations made in this plan.

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## Chapter 2: Planning Background

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### Overview

As Powhatan County continues to grow and change, the comprehensive plan must be regularly reviewed to ensure it reflects the vision of the county's residents. *Section 15.2-2230 of the Code of Virginia* requires that localities review their comprehensive plan on a regular basis. In 2020, Powhatan County's Planning Commission began to review and update the 2019 Comprehensive Plan. To update the document, the Planning Commission considered:

- Changes in demographics, land use, infrastructure, and public facilities since 2019.
- Recently-completed planning documents.
- Input from residents, businesses, and property owners.

### Key Themes of the Plan

It is useful to keep the big picture in mind during review and implementation of this comprehensive plan. The following key themes summarize the intent of this plan:

#### Maintain Rural Character

Powhatan County is defined, to a large extent, by its distinctive and remarkable rural landscape with development located in several focused areas. This is the dominant land form, and maintaining the important character of the county is central to this plan. Maintaining rural character involves preservation of "signature" parts of the county, including the Courthouse Village area, rural segments of Huguenot Trail, riverfront areas, and broad expanses of wooded and rural landscapes. Protecting cultural and environmentally-sensitive resources is a fundamental goal.

Due to Powhatan County's attractive character, development pressures will likely continue. The county's intent is to manage development in a responsible and purposeful way that preserves the area's rural character.

#### Provide Services to Current and Future Residents

As Powhatan County moves into the future, it is paramount to plan for the provision of services that residents will need: public safety, education, recreation, sewer, water, and transportation. The comprehensive plan will project the services and facilities needed to assure adequate levels-of-service for these basic community necessities.

#### Maintain Fiscal Sustainability

Fiscal planning is critical to Powhatan County's future. This comprehensive plan provides essential information about demand for services and options for funding those services. This plan should be used to support and guide the 10-Year Capital Improvement Plan, so that decisions about growth, development, and the expansion of public services and facilities are aligned in a fiscally-responsible way.

#### Acknowledge and Accommodate Reasonable Pressures for Growth

This plan acknowledges that there is pressure for growth and supports reasonable levels of development, while maintaining the county's rural character, providing adequate services, and maintaining fiscal sustainability. This cannot be overstated. The overall goal of this plan is to position Powhatan County such that purposeful, planned growth can be accommodated without compromising other aspects of county life that are most valued. The plan describes areas in which growth can best be accommodated, and areas where growth should be minimized, taking into account a broad range of goals and objectives.

## Previous Comprehensive Plans

Since the first comprehensive plan was adopted in 1980, there have been multiple updates, including those adopted in 1980, 1988, 1994, 1998, 2010, and 2019. The concepts and strategies in each plan are influenced by the growth pressures and demands of the time. Some plans also reflect strategies and tools that were mandated by state law when the plans were adopted.

### *2010 Comprehensive Plan*

The 2010 Comprehensive Plan was developed with significant input from community members and advisory committees. With this input, several documents were prepared that detail trends and analyze major influences for the future. These documents include:

- Memorandum of Existing Conditions
- Population and Employment Forecasts Memorandum from URS
- Economic Development Citizens Working Group Summary Report
- Infrastructure Citizens Working Group Summary Report
- Land Use and Land Preservation Citizens Working Group Summary Report
- U.S. Route 60 Overlay Citizens Working Group Summary Report
- Transportation Study Group Final Report
- Huguenot Trail Advisory Group Final Report
- Powhatan Comprehensive Plan Update Diagnosis and Assessment

### *2019 Comprehensive Plan*

Work on the 2019 Comprehensive Plan began in Fall 2016, with the final document adopted in June 2019. The Planning Commission and Board of Supervisors held a series of workshops and open houses to develop the plan and solicit stakeholder input. Many of the concepts presented in the 2019 Comprehensive Plan reflect those found in the 2010 Comprehensive Plan.

## Influencing Trends

### Regional Growth Influences

Two primary regional influences will continue to have a major influence on Powhatan County. First, Route 288 provides regional access to Powhatan County. The highway serves as a route for commuters traveling to major employment centers in Chesterfield, Henrico, and Goochland counties, including West Creek and Innsbrook.

The second major regional influence is the potential growth pressure created because of levels of development in northwestern Chesterfield County. According to the Chesterfield County planning staff (as of 2017), there are approximately 8,000 existing housing units within three miles of the boundary between Chesterfield and Powhatan counties. That number is projected to grow to over 34,000 dwelling units in Chesterfield County, based upon a “build-out” analysis. This accounts for all vacant land zoned at the beginning of 2017 and any land that was not zoned, but designated in the comprehensive plan for residential use.

Current commercial and industrial projects in the same part of Chesterfield County account for almost 2.5 million square feet of space. At build-out, that amount is projected to be about 21 million square feet of commercial and industrial development. Much of that new development (3.6 million square feet) will be part of Watkins Centre, a mixed-use development near the Route 288/Route 60 interchange.

However planning in western Chesterfield County turns out, Powhatan County should assume that regional growth pressures will continue. The challenge, of course, is for Powhatan County to decide how it will respond to and manage growth pressures.

The plan addresses growth management by indicating targeted growth areas in the county, where utilities and services can be most efficiently provided, and identifying improvements to the transportation network to accommodate reasonable growth. The recommendations in Part III can be implemented to manage growth.

## Chapter 3: Vision and Goals

### Introduction

The vision and goals for the plan are presented here to show how they are interrelated and form the basic framework of the plan. The individual goals are reiterated in their respective elements of the plan and are supported by related objectives and recommended strategies.

### Vision Statement

The *vision statement* is a comprehensive, overarching statement of the desired future of the county, which was developed with input from residents, elected officials, and other stakeholders:

*We are a vibrant Community that loves its relaxed rural lifestyle and is proud of its excellent Public Services. We are located at the edge of the metropolitan area with urban amenities close at hand. We are a place where Business can prosper and the Stars are visible at night.*

### Goals

#### Goal 1: Rural Lifestyle

- Objectives
- 1.1 Maintain Rural Character
  - 1.2 Promote Rural Lifestyle

#### Goal 2: Excellent Public Services

- Objectives
- 2.1 Excellence in Education
  - 2.2 Efficient Waste Management
  - 2.3 Excellent Fire and Emergency Management

#### Services

- 2.4 Excellent Public Safety
- 2.5 Excellent Public Safety Communications
- 2.6 Be prepared for Disasters
- 2.7 Excellence in Parks and Rec
- 2.8 Ensure Health & Welfare
- 2.9 Maintain High Quality Infrastructure
- 2.10 Safe & Efficient Transportation
- 2.11 High Participation in Elections

#### Goal 3: Efficient and Effective Stewards of Finances

- Objectives
- 3.1 Sound Financial Policies and Efficient Allocation of Resources
  - 3.2 Financial Position and Efficiency

#### Goal 4: Economic Development

- Objective
- 4.1 Business Friendly Economic Development

#### Goal 5: Excellent County Workforce

- Objective
- 5.1 Attract and Retain an Excellent Workforce

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## Chapter 4: Economic Development

### Overview

The county's position as a rural county on the western edge of the Richmond Metro Region creates unique opportunities and challenges regarding economic development. However, the rural landscapes create opportunities for agri-business, outdoor recreation, and tourism that are not present in nearby urban counties.

Economic development is an important component of the comprehensive plan. A sustainable local economy is associated with other goals and objectives of this plan, and is a pivotal element of the county's vision for the future. The physical components of economic development, such as identifying appropriate locations for business development, are addressed in *Chapter 8: Land Use and Community Character*, while the infrastructure improvements needed for effective economic development are addressed in *Chapter 6: Infrastructure and Facilities*. Furthermore, recommendations regarding natural and cultural preservation must be balanced with the need to create a sustainable economy. The economic development priorities and other elements of the plan must be integrated to achieve the plan's vision. This chapter identifies key issues regarding economic development. Recommended strategies address the direction the county will take to achieve the economic development goals and objectives.

### Background

#### Employment Sectors

The top employment sectors are government, construction, and retail trade. The Virginia Employment Commission reports more than 7,000 jobs in the county (as of the second quarter of 2020). The Top Ten largest employers are:

- Powhatan County School Board;
- Deep Meadow Correctional Center;
- Wal-Mart;
- Powhatan County;
- Food Lion;
- Mid-Atlantic Steel Erectors;
- Eagle Tele Services;
- Colony Construction;
- Moslow Wood Products; and
- Independence Golf Club

The service industry has shown the largest increase of any employment sector, a trend consistent with the general U.S. economy. Construction jobs have also increased, reflective of the significant growth the county has experienced since the early 1990s. The county has also increased employment in the manufacturing sector.

#### Commuting

Many residents leave Powhatan County for work. Based on commuter data from 2018:

- 2,134 residents both live and work in the county.
- 11,359 residents leave Powhatan County each day for work, with most commuting to the City of Richmond, Henrico County, or Chesterfield County.
- 4,601 workers commute from other localities to Powhatan County, with most commuting from the City of Richmond, Chesterfield County, and Henrico County.

## Unemployment Rates

Employment trends in Powhatan County show unemployment rates that are typically lower than Virginia and the U.S. as a whole. In February 2020, Powhatan County had an unemployment rate of 2.4 percent, the lowest rate since 2007. This rate was below the state (2.8 percent) and national (3.7 percent) unemployment rates.

## Business Growth

In recent years, the county has experienced the growth of small commercial establishments along with residential growth. As of the second quarter of 2020, there are 819 employers in Powhatan County, 549 of which have four employees or less.

**Table 6: Non-Farm Employment**

| Sector   | 1993         | 2008         | 2018         | 2020         | Change<br>(1993 –<br>2020) | % Change<br>(1993 –<br>2020) |
|--|--------------|--------------|--------------|--------------|----------------------------|------------------------------|
| <b>Agricultural Services, Forestry and Fishing</b> | 174          | 32           | 29           | 37           | -137                       | -78.7%                       |
| <b>Mining</b>                                      | 16           | n/a*         | n/a*         | n/a*         | n/a                        | n/a                          |
| <b>Construction</b>                                | 886          | 1,222        | 1,315        | 1,548        | 662                        | 74.7%                        |
| <b>Manufacturing</b>                               | 132          | 200          | 268          | 221          | 89                         | 67.4%                        |
| <b>Transportation and Public Utilities</b>         | 143          | 97           | 46           | 47           | -96                        | -67.1%                       |
| <b>Wholesale Trade</b>                             | 108          | 156          | 185          | 140          | 32                         | 29.6%                        |
| <b>Retail Trade</b>                                | 517          | 429          | 764          | 806          | 289                        | 55.8%                        |
| <b>Finance, Insurance, Real Estate</b>             | 193          | 192          | 166          | 183          | -10                        | -5.1%                        |
| <b>Services**</b>                                  | 868          | 1,494        | 2,518        | 2,350        | 1,482                      | 170.7%                       |
| <b>Government</b>                                  | 1,760        | 2,320        | 1,701        | 1,677        | -83                        | -4.7%                        |
| <b>Total</b>                                       | <b>4,797</b> | <b>6,142</b> | <b>6,992</b> | <b>7,009</b> | <b>2,196</b>               | <b>45.7%</b>                 |

\*Nondisclosable data.

\*\*This category includes the following service-related industries, as defined by the Virginia Employment Commission: *Professional, Scientific, and Technical Services; Management of Companies and Enterprises; Administrative and Support and Waste Management; Educational Services; Health Care and Social Assistance; Arts, Entertainment, and Recreation; Accommodation and Food Services; Other Services (except Public Administration); Information and Unclassified.*

Sources:



Industrial Operation in Powhatan County



Quarry in Eastern Powhatan County



Business Opening in Powhatan County

## Regional Proximity

Powhatan County is located outside of the economic core of the Richmond Metropolitan Region, but Routes 60, 288, and 522 provide access to major employment and retail centers in surrounding counties. These regional connections, along with the county's proximity to fast-growing areas in western Chesterfield County, create economic development opportunities. Access to major highways attracts commercial and industrial development.

Powhatan County's proximity to the Richmond Metropolitan Region also provides businesses and residents with access to regional amenities. Richmond International Airport is less than a one-hour drive from most of Powhatan County. Virginia Commonwealth University, the University of Richmond, Reynolds Community College and John Tyler Community College, J. Sargeant Reynolds Community College and other colleges and universities are a short drive away.

## Infrastructure

While most of Powhatan County lacks access to public utilities, water and sewer are provided or planned for key areas along Route 60 and near the Route 711/Route 288 interchange. Water, sewer, and broadband are essential to economic development success. While broadband is available along the Rt. 60 corridor, there are portions of the County that don't have this service which affects homebased businesses that historically have turned into brick and mortar businesses in the County. Routes 60, 288, and 522 provide regional connections to neighboring localities, allowing goods and materials to be easily transported.

In 2021 the County entered into a partnership with FireFly Broadband and Dominion Energy to significantly expand broadband access in the County.

## Population and Growth

The county has experienced significant growth over the last twenty years. The population growth brought an older population and increased market demand for local businesses. A balance of employment opportunities will also be important to keep pace with the growing population and changing skill sets. The county should attract employment that is compatible with the population to decrease commuting to other counties.

**Goal: Economic Development**

Powhatan County will have a diverse and balanced economy that supports sustained business and employment opportunities for its citizens and attracts revenues from outside the county to generate further income to fund high-quality county government services.

**Objectives and Strategies: Economic Development**

|  |   |
|--|---|
| <p><b>Objective ED.1</b></p> <p>Encourage the development of quality “product” and associated infrastructure that is attractive to business and industry.</p>                        | <p><b>Strategy ED.1.a</b></p> <p>Development and promote programs and incentives to stimulate new development activities that strengthens the inventory of industrial and commercial sites.</p>                       |
|  | <p><b>Strategy ED.1.b</b></p> <p>Continue to monitor and/or modify design standards outlined in the County’s Zoning Ordinance to ensure clarity of requirements, cost-effective implementation and opportunities.</p> |
|  | <p><b>Strategy ED.1.c</b></p> <p>Maintain regular and open communication with members of the Development Community to gain input regarding policy changes, processes, fee adjustments, etc.</p>                       |
|  | <p><b>Strategy ED.1.d</b></p> <p>Explore partnerships and sharing of infrastructure costs with area developers that help meet the County’s long-term economic development goals.</p>                                  |
| <p><b>Objective ED.2</b></p> <p>Develop and support programs, processes and activities that encourage the expansion and location of sustainable businesses in and to the County.</p> | <p><b>Strategy ED.2.a</b></p> <p>Identify and implement ways to streamline and improve the County’s development review policies and procedures.</p>   |
|  | <p><b>Strategy ED.2.b</b></p> <p>Provide staff assistance to guide businesses through County development processes.</p>   |
|  | <p><b>Strategy ED.2.c</b></p> <p>Retain and expand the Business Retention and Expansion program.</p>  |
|  | <p><b>Strategy ED.2.d</b></p> <p>Develop and implement business measures (business zones and incentives) that would be attractive to prospective businesses.</p>  |

| <b>Objectives and Strategies: Economic Development</b>  |   |
|---|---|
| <b>Objective ED.3</b><br>Retaining existing businesses is of high priority, the present employers and job opportunities should be maintained and enhanced.  | <b>Strategy ED.3.a</b><br>Strive to retain existing businesses and industries in the county and encourage their viability and growth through systematic outreach and communication.   |
|   | <b>Strategy ED.3.b</b><br>Encourage continued participation by local business owners in communicating their needs and identifying public policies that sustain a business-friendly local government.  |
|   | <b>Strategy ED.3.c</b><br>Consider implications on existing businesses when considering the costs and benefits of providing incentives to new or competing business growth.   |
|   | <b>Strategy ED.3.d</b><br>Identify existing local businesses that can be used in marketing the county as a niche business market.   |
|   | <b>Strategy ED.3.e</b><br>Identify existing local businesses that could participate in a farm-to-table program with regional restaurants, groceries, and farmers' markets.  |
|   | <b>Strategy ED.3.f</b><br>Allow the continued operation of non-conforming industrial and commercial uses, but do not encourage expansion at these sites, unless adequate public facilities or mitigation efforts can be made to ensure minimal impacts on the surrounding streets, communities, and infrastructure. |
|   | <b>Strategy ED.3.g</b><br>Develop policies and programs that existing businesses could utilize to improve the exterior appearance of their buildings, especially if they are located along major entrance corridors.  |
| <b>Objective ED.4</b><br>Strive to move closer to a commercial/residential tax base valuation of at least 15% / 85% in order to be able to fund infrastructure and community facilities in a fiscally-sustainable manner. | <b>Strategy ED.4.a</b><br>Develop a forecast to plot progress and future projections to achieve the desired 85/15 tax split.  |
|   | <b>Strategy ED.4.b</b><br>Identify adequate land for which infrastructure can be provided, and determine the most appropriate method for marketing the properties for economic development.   |
|   | <b>Strategy ED.4.c</b><br>Manage residential growth through implementation of the land use plan and revision to land development regulations.   |

| <b>Objectives and Strategies: Economic Development</b>  |   |
|---|---|
| <p><b>Objective ED.5</b></p> <p>Increase the number and variety of jobs in the county through the retention and attraction of quality commercial enterprises.</p> | <p><b>Strategy ED.5.a</b></p> <p>Develop a consistent, focused, and visible communications campaign targeting quality commercial enterprises.</p>   |
|   | <p><b>Strategy ED.5.b</b></p> <p>Provide support services, utilities, and high-tech infrastructure to facilitate growth of businesses.</p>  |
|   | <p><b>Strategy ED.5.c</b></p> <p>Provide a fast-track program for the county economic development services addressing rezoning, utility connections, site review, and state and local government department reviews. If local government staff limitations prohibit fast-track action, private sector contract assistance should be used.</p> |
| <p><b>Objective ED.6</b></p> <p>Generate revenue from outdoor recreation, quality lodging and agribusinesses.</p>   | <p><b>Strategy ED.6.a</b></p> <p>Encourage and facilitate outdoor recreation opportunities that offer unique and quality opportunities for citizens and tourists.</p>   |
|   | <p><b>Strategy ED.6.b</b></p> <p>Provide support services, utilities, and high-tech infrastructure to facilitate growth of businesses.</p>  |
|   | <p><b>Strategy ED.6.c</b></p> <p>Provide a fast-track program for the county economic development services addressing rezoning, utility connections, site review, and state and local government department reviews. If local government staff limitations prohibit fast-track action, private sector contract assistance should be used.</p> |

## Objectives and Strategies: Economic Development

### Objective ED.7

Support agriculture, forestry, and agribusiness enterprises.

#### Strategy ED.7.a

Coordinate with Virginia Tech Extension and the Chamber of Commerce to enhance traditional and emerging sustainable agriculture-based enterprises.

#### Strategy ED.7.b

Allow more flexibility to start new agricultural activity within the community in various zoning districts.

#### Strategy ED.7.c

Recognize agriculture as a valuable part of the community's culture, landscape, history, and economy, and provide notice that while farming can cause noise, dust, odors, these are not nuisances if best management practices are being applied.

#### Strategy ED.7.d

Permit and encourage the continued use of land for agriculture, farming, dairying, pasturage, apiculture, horticulture, floriculture, and animal and poultry husbandry in areas currently under such use.

#### Strategy ED.7.e

Support existing and potential agricultural uses. Review current and forthcoming regulations and evaluate them to ensure they are not an obstacle to agricultural uses.

#### Strategy ED.7.f

In order to preserve the county's rural character and heritage, support agribusinesses, including farms, forestry operations, agritourism, and ecotourism. Evaluate obstacles to, and incentives for, the creation and/or expansion of these businesses.

#### Strategy ED.7.g

Support the creation of unique eco-tourism businesses.

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## Chapter 5: Housing

### Overview

Vibrant communities provide a range of safe, high-quality housing options that meet the needs and preferences of all residents. While some homebuyers prefer a single-family home in a rural setting, others want low-maintenance housing close to shopping and other amenities. As growth continues, the county can encourage development of different housing types in appropriate locations.

In Powhatan County, most of the housing stock consists of single-family detached units (Table 7). There are limited options available for low-maintenance housing on smaller lots. Lack of housing choice may make it difficult for existing residents to find suitable housing as their circumstances change, or for new homebuyers to secure housing that meets their needs. Providing a diverse stock of housing, consisting of a range of styles, sizes, prices, and locations, will allow the county to meet the needs and preferences of its residents, and to be more resilient to changes in the housing market.

Most of the county does not have infrastructure necessary to support single-family homes on smaller lots or multi-family development. Larger lots are necessary to accommodate an on-site septic system and well, making townhouses, duplexes, and other higher-density housing options infeasible without public utilities.

Not only can the county's housing needs be met by building new housing, but by encouraging reinvestment in existing homes. Rehabilitating aging housing stock will help stabilize older neighborhoods and could reduce demand for new housing in rural areas.

### Background

While much of the county's housing stock consists of single-family homes on larger lots, developers are beginning to provide greater housing options. Existing and planned developments in the Courthouse Village and near the Route 288/Route 711 interchange include townhouses, apartments, and low-maintenance single-family homes. These higher-density developments are within designated growth areas served by public/central water and sewer systems.

### Aging in Place

As the county's population ages, there may be more demand for low-maintenance, one-level living that allows residents to age in place. In 2019, 17.7 percent of the county's residents were age 65 years and over, an increase from 11.2 percent in 2010. By 2040, the Virginia Employment Commission estimates that 27.6 percent will be age 65 years or older. Encouraging the provision of greater housing options will allow older residents to stay within the county as they age.



Scottville at Powhatan Courthouse

Source: Powhatan County

### Affordability

Traditionally, the Commonwealth characterizes affordable housing as that which residents with incomes at or below the area median income can afford, provided they pay no more than 30 percent of their gross income for gross housing costs, including utilities.

**Table 7: Housing Units in Powhatan County**  
(2019)

| Type                               | Estimated Number | % of Total    |
|------------------------------------|------------------|---------------|
| Single-Family Dwellings (Detached) | 10,222           | 93.9%         |
| Single-Family Dwellings (Attached) | 217              | 2.0%          |
| Mobile Homes                       | 340              | 3.1%          |
| Multi-Family Dwellings             | 108              | 1.0%          |
| <b>Total Housing Units</b>         | <b>10,887</b>    | <b>100.0%</b> |

Source: U.S. Census Bureau (2015—2019 American Community Survey)

### Reinvestment in Existing Housing

According to estimates by the U.S. Census Bureau, 45 percent of the county’s housing stock was built before 1990, and 7.8 percent of the housing stock was built before 1960. Older homes are often less energy-efficient than new construction and may not have the amenities today’s homebuyers are looking for. Reinvestment in aging housing stock can help ensure that older subdivisions remain desirable places to live.

**Table 8: Housing Types by Tenure**  
(2019)

| Type                            | Estimated Number | % of Total    |
|---------------------------------|------------------|---------------|
| Owner-Occupied                  | 23,561           | 89.9%         |
| Renter-Occupied                 | 2,645            | 10.1%         |
| <b>Total (Occupied Housing)</b> | <b>26,206</b>    | <b>100.0%</b> |

Source: U.S. Census Bureau (2015—2019 American Community Survey)

**Table 9: Home Sales in Powhatan County**  
(January 1, 2019—December 31, 2020)

| Price Range                          | Number of Sales | % of Sales    | Average Square Footage | Average Bedroom Count |
|--------------------------------------|-----------------|---------------|------------------------|-----------------------|
| \$0—\$24,999                         | 0               | 0.0%          | N/A                    | N/A                   |
| \$25,000—\$49,999                    | 1               | 0.1%          | 888                    | 2.0                   |
| \$50,000—\$74,999                    | 2               | 0.2%          | 928                    | 2.5                   |
| \$75,000—\$99,999                    | 8               | 0.8%          | 921                    | 2.6                   |
| \$100,000—\$124,999                  | 6               | 0.6%          | 958                    | 2.0                   |
| \$125,000—\$149,999                  | 12              | 1.1%          | 1,071                  | 2.3                   |
| \$150,000—\$174,999                  | 33              | 3.1%          | 1,305                  | 2.8                   |
| \$175,000—\$199,999                  | 45              | 4.3%          | 1,308                  | 3.0                   |
| \$200,000—\$224,999                  | 54              | 5.1%          | 1,366                  | 3.1                   |
| \$225,000—\$249,999                  | 106             | 10.1%         | 1,508                  | 3.1                   |
| \$250,000—\$274,999                  | 93              | 8.8%          | 1,669                  | 3.2                   |
| \$275,000—\$299,999                  | 81              | 7.7%          | 1,890                  | 3.3                   |
| \$300,000—\$349,999                  | 165             | 15.7%         | 2,188                  | 3.5                   |
| \$350,000—\$399,999                  | 133             | 12.7%         | 2,468                  | 3.7                   |
| \$400,000—\$449,999                  | 64              | 6.1%          | 2,973                  | 3.9                   |
| \$450,000—\$499,999                  | 72              | 6.9%          | 3,103                  | 3.9                   |
| \$500,000—\$599,999                  | 96              | 9.1%          | 3,464                  | 4.1                   |
| \$600,000—\$699,999                  | 52              | 4.9%          | 3,986                  | 4.3                   |
| \$700,000—\$799,999                  | 13              | 1.2%          | 4,344                  | 4.2                   |
| \$800,000—\$899,999                  | 8               | 0.8%          | 5,128                  | 4.3                   |
| \$900,000—\$999,999                  | 2               | 0.2%          | 5,614                  | 4.0                   |
| \$1,000,000 or more                  | 5               | 0.5%          | 7,614                  | 4.8                   |
| <b>All Sales</b>                     | <b>1051</b>     | <b>100.0%</b> | <b>2,343</b>           | <b>3.5</b>            |
| Median Sales Price (2019): \$309,950 |                 |               |                        |                       |
| Median Sales Price (2020): \$339,925 |                 |               |                        |                       |

Source: Richmond Assoc. of Realtors (MLS Database Query: February 17, 2021). Includes data on all homes (new construction and resale) listed on the MLS sold in 2019 and 2020.

**Table 10: New Home Sales in Powhatan County**  
(January 1, 2019—December 31, 2020)

| Price Range                          | Number of New Home Sales | % of New Home Sales | Average Square Footage | Average Bedroom Count |
|--------------------------------------|--------------------------|---------------------|------------------------|-----------------------|
| \$0—\$24,999                         | 0                        | 0.0%                | N/A                    | N/A                   |
| \$25,000—\$49,999                    | 0                        | 0.0%                | N/A                    | N/A                   |
| \$50,000—\$74,999                    | 0                        | 0.0%                | N/A                    | N/A                   |
| \$75,000—\$99,999                    | 0                        | 0.0%                | N/A                    | N/A                   |
| \$100,000—\$124,999                  | 0                        | 0.0%                | N/A                    | N/A                   |
| \$125,000—\$149,999                  | 0                        | 0.0%                | N/A                    | N/A                   |
| \$150,000—\$174,999                  | 0                        | 0.0%                | N/A                    | N/A                   |
| \$175,000—\$199,999                  | 1                        | 0.5%                | 1,323                  | 3.0                   |
| \$200,000—\$224,999                  | 4                        | 2.2%                | 1,158                  | 3.0                   |
| \$225,000—\$249,999                  | 14                       | 7.5%                | 1,340                  | 2.9                   |
| \$250,000—\$274,999                  | 13                       | 7.0%                | 1,495                  | 3.0                   |
| \$275,000—\$299,999                  | 15                       | 8.1%                | 1,671                  | 3.1                   |
| \$300,000—\$349,999                  | 31                       | 16.7%               | 1,870                  | 3.2                   |
| \$350,000—\$399,999                  | 27                       | 14.5%               | 2,228                  | 3.4                   |
| \$400,000—\$449,999                  | 14                       | 7.5%                | 2,698                  | 3.9                   |
| \$450,000—\$499,999                  | 23                       | 12.4%               | 2,933                  | 3.9                   |
| \$500,000—\$599,999                  | 30                       | 16.1%               | 3,146                  | 4.1                   |
| \$600,000—\$699,999                  | 9                        | 4.8%                | 3,358                  | 3.7                   |
| \$700,000—\$799,999                  | 2                        | 1.1%                | 4,052                  | 4.0                   |
| \$800,000—\$899,999                  | 3                        | 1.6%                | 3,483                  | 4.0                   |
| \$900,000—\$999,999                  | 0                        | 0.0%                | N/A                    | N/A                   |
| \$1,000,000 or more                  | 0                        | 0.0%                | N/A                    | N/A                   |
| <b>All Sales</b>                     | <b>186</b>               | <b>100.0%</b>       | <b>2,343</b>           | <b>3.5</b>            |
| Median Sales Price (2019): \$343,950 |                          |                     |                        |                       |
| Median Sales Price (2020): \$394,511 |                          |                     |                        |                       |

Source: Richmond Assoc. of Realtors (MLS Database Query: February 17, 2021). Includes data on new (never occupied) homes listed on the MLS sold in 2019 and 2020.

## Recommendations

### Goal: Housing

Powhatan County will have housing that provides living opportunities for residents at all stages of their life.

### Objectives and Strategies: Housing

#### Objective HS.1

Foster the development of an adequate supply and variety of housing that will meet the needs of all of the county's population in a manner that is consistent with the land use vision, goals, and objectives.

#### Strategy HS.1.a

Work with non-profit organizations and developers to provide affordable housing in appropriate locations with convenient access to shopping, services, and employment opportunities.

#### Strategy HS.1.b

Encourage developers to incorporate principles into new construction that allows older residents to *age in place*.

#### Strategy HS.1.c

Encourage non-profit organizations to provide resources and assistance to homeowners rehabilitating existing housing.

#### Objective HS.2

Pursue diverse housing types in areas where public utilities exist or are planned, particularly along the Route 60 Corridor and along Route 711 near the Route 288 interchange.

#### Strategy HS.2.a

Services, including sewer and water, should be made available for residential development (for a fee) in the focused growth areas indicated in the special area plans.

#### Strategy HS.2.b

As part of major rezoning requests, encourage developers to provide a mixture of housing types. Work with developers to ensure different housing types are visually compatible with one another.

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## Chapter 6: Infrastructure and Facilities

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### Overview

As Powhatan County approaches growth management issues, public infrastructure and community facilities are tightly linked to every other consideration. It is incumbent upon the county to provide necessary public services to residents and property owners, and the county has a strong record of successful service delivery. This comprehensive plan focuses on the physical and geographic components of providing public services: the location and capacity of infrastructure and facilities. As the county continues to experience significant growth, purposeful attention to facilities' needs is critical to long-term sustainability.

The components of Powhatan County's array of public facilities fall into the following categories:

- Sewer and Water
- Broadband
- Schools
- County Facilities
- Parks
- Libraries
- Emergency Services
- Solid Waste Management

## Recommendations

These eleven objectives apply to the general topic of planning for facilities. Specific strategies and directions for action appear further below under each facility topic. A main mechanism to accomplish infrastructure and community facilities objectives is the county’s Capital Improvement Program (CIP). The county adopts a CIP annually

to manage and coordinate the planning, funding, and construction of new public facilities that will be needed to serve the expanding population. Another main mechanism for action on these objectives will be the adopted Countywide Land Use Plan.

| Goal: Infrastructure and Community Facilities  |  |
|--|--|
| Powhatan County will provide infrastructure and community facilities in a fiscally-responsible manner with adequate levels-of-service, consistent with the proposed future land use plan.  |  |
| Objectives: Infrastructure and Community Facilities  |  |
| <p><b>Objective IF.1</b><br/>Achieve a balance between the quality and cost of infrastructure and community facilities.</p>  | <p><b>Objective IF.6</b><br/>Plan for compatible higher-density mixes of uses in areas where infrastructure is planned.</p>  |
| <p><b>Objective IF.2</b><br/>Implement the 10-Year Capital Improvement Program annually to maintain a direct link between land use planning and infrastructure/ community facilities. Identify and plan capital improvement needs in relation to anticipated growth.</p> | <p><b>Objective IF.7</b><br/>Establish adequate level-of-service standards for infrastructure and community facilities and services, consistent with other county goals. Plan development to achieve the established level-of-service and maintain or increase level-of-service going forward.</p> |
| <p><b>Objective IF.3</b><br/>Concurrently link land use planning and development decisions so that infrastructure and community facilities have capacity for expected growth and are in place when needed.</p>   | <p><b>Objective IF.8</b><br/>Develop a system for benchmarking level-of-service of facilities to monitor substantial accord with the comprehensive plan and use this to assist in land use decisions.</p>  |
| <p><b>Objective IF.4</b><br/>Plan for rural densities in areas not intended to be provided with infrastructure.</p>  | <p><b>Objective IF.9</b><br/>Coordinate land use planning, and-growth forecasts, and funding with school facility planning that is conducted by the school district, recognizing that the school district is responsible for actual facility planning.</p>   |
| <p><b>Objective IF.5</b><br/>Promote the public expectation that rural areas will receive only rural levels of service.</p>  |  |

## Sewer and Water Utilities

Sewer and water is provided, or planned to be provided, in the water and wastewater service district as outlined in the 2015 Water and Wastewater Master Plan. There are three service areas, including the Courthouse Village Area, the Route 60 Corridor, and the Route 711 Village.

The primary planning issue associated with water is the need for additional long-term supply. The opinion of the Public Works Department is that with advance planning the problem can be solved and should not deter long-term economic development.

A related issue is the future mix of uses along the Route 60 Corridor. As discussed previously, there is considerable interest in promoting a mix of business uses along Route 60. There are currently limited residential water customers, as previous policy has been to reserve capacity for business uses. This policy will change as Powhatan County promotes limited housing opportunities along the corridor in the updated Countywide Land Use Plan. Provision of water and sewer are also related to the context of the economic development needs discussed in the previous section.

The county should continue to focus water and sewer services in these geographic areas, ~~both~~ to target economic development opportunities. Specifically, there is no recommendation to provide sewer and water in the rural areas.

Strategies listed on the following page will help achieve objectives of the 2015 Water and Wastewater Master Plan and the comprehensive plan.

### Existing Infrastructure: Water (2018)

| System                          | Area Served   | Capacity | Ownership |
|---------------------------------|---|----------|-----------|
| Flat Rock Area Water System     | Route 60 Corridor:<br>Chesterfield County Line<br>to Rocky Oak Road | 572,000  | Public    |
| Aqua Virginia                   | Courthouse Village Area   | 176,000  | Private   |
| Founders Bridge Utility Company | Huguenot Trail/<br>Winterfield Road Area                            | 180,000  | Private   |

### Existing Infrastructure: Sewer (2019)

| Wastewater Treatment Plant | Area Served            | Capacity (gallons per day) | Average Daily Flow in 2019 (gallons per day) |
|----------------------------|------------------------|----------------------------|--|
| Dutoy Creek                | Route 60 Corridor East | 250,000                    | 44,000                                       |
| Fighting Creek             | Courthouse Village     | 100,000                    | 51,000                                       |



Dutoy Creek Wastewater Treatment Plant

Source: Powhatan County

| <b>Strategies: Infrastructure and Community Facilities (Sewer and Water Utilities)</b>  |   |
|---|---|
| <p><b>Strategy IF.UT.1</b><br/>Continue to update the county’s Water and Wastewater Master Plan and implement as appropriate.</p>   | <p><b>Strategy IF.UT.9</b><br/>Conduct a rate study for sewer and water fees and update every five years as growth and development occur.</p>   |
| <p><b>Strategy IF.UT.2</b><br/>Secure a long-term source(s) of water with a decreased reliance on groundwater. Investigate the availability of off-stream storage, such as quarries. Investigate wholesale purchase of sewer and water service with surrounding counties.</p> | <p><b>Strategy IF.UT.10</b><br/>Investigate alternative funding sources, such as Water Quality Improvement Funds.</p>   |
| <p><b>Strategy IF.UT.3</b><br/>Continue pursuing cooperative efforts with surrounding counties to secure long-term water supplies.</p>  | <p><b>Strategy IF.UT.11</b><br/>Secure an additional source of potable water.</p>   |
| <p><b>Strategy IF.UT.4</b><br/>Investigate opportunities for a long-term surface water supply.</p>  | <p><b>Strategy IF.UT.12</b><br/>Investigate and secure alternate wastewater treatment options, such as combining treatment plants, collaboration with neighboring localities, and</p>   |
| <p><b>Strategy IF.UT.5</b><br/>Explore water reuse opportunities.</p>   | <p><b>Strategy IF.UT.13</b><br/>The following recommendations should be considered for the location of sewer and water facilities and infrastructure:</p> <ul style="list-style-type: none"> <li>• Gravity sewer lines are preferable, but pumping stations may be needed.</li> <li>• Sewer lines should correspond to the natural and altered slope of the land.</li> <li>• When possible, water and sewer lines should follow public rights-of-way.</li> </ul> <p>A water treatment plant should be located close to targeted development areas so that treated water is not running through rural areas to minimize pumping and transpiration costs.</p> |
| <p><b>Strategy IF.UT.6</b><br/>Coordinate efforts with private companies to ensure that water systems (new and existing) are of a size for adequate flow and pressure during fire events, including installation of any necessary above-ground storage towers.</p>            | <p><b>Strategy IF.UT.14</b><br/>Evaluate the adequacy of water supply for domestic use and fire protection during the rezoning process.</p>   |
| <p><b>Strategy IF.UT.7</b><br/>Develop utilities into a self-reliant enterprise fund. Move toward a “user fee” revenue-based utility.</p>   | <p><b>Strategy IF.UT.15</b><br/>Evaluate the adequacy of sewer capacity within the collection system and</p>  |
| <p><b>Strategy IF.UT.8</b><br/>Recognize the need for ongoing upgrades and expansion of water and sewer infrastructure over a twenty- to thirty-year timeframe, and budget accordingly.</p>   | <p><b>Strategy IF.UT.14</b><br/>Evaluate the adequacy of water supply for domestic use and fire protection during the rezoning process.</p>   |

## Developing Water and Sewer Infrastructure

The geographic service areas are currently operating on separate systems. The existing water and sewer service district extends along Route 60 from the Chesterfield County line westward past Route 522, terminating at the intersection of Bell Road. Portions of the service district are currently not served, such as the area between Academy Road and Rocky Oak Road along Route 60.

The intent is to direct growth to locations where the county has planned for utility services. Utility services are needed to support more intense development within the service area, aligning with recommendations made in the comprehensive plan. Recommendations and policies established in the comprehensive plan will guide projections of water and wastewater demands and infrastructure needs to allow future planning.

Water and Wastewater Service Districts should generally align with the boundaries of the three special area plans (Courthouse Village, Route 60 East, and Route 711 Village). Depending upon the area, public water and sewer may or may not be available for new development:

- New development within the Water and Wastewater Service District should be required to connect to public water and sewer. Developers may be responsible for extending existing water and sewer mains to their projects.
- New development within designated growth areas (Route 60 Corridor East, Courthouse Village, and Route 711 Village) but outside of the Water and Wastewater Service District must be evaluated on a case-by-case basis to determine if capacity is available to accommodate the development's needs. Developers may be responsible for extending water and sewer mains to their projects and securing approval from the Board of Supervisors to connect to public utilities.

Within each designated growth area, the following improvements may be necessary as growth occurs:

- *Route 60 Corridor East*

The comprehensive plan will help guide development along the Route 60 Corridor. As development occurs, increased demand will be placed on the water supply (572,000 gpd currently purchased from Chesterfield County) and the Dutoy Creek Treatment Plant. The county needs to continue to pursue additional water resources to avoid placing restrictions on development. The capital improvement program (CIP) addresses funding needed to make upgrades necessary to meet future demand for both water and sewer.
- *Courthouse Village*

Water service in the Courthouse Village is currently provided by well water and infrastructure owned by Aqua Virginia. Future water demands for the area are planned to be met with supply from the Route 60 Corridor East. The 500,000 gallon water tower, which was completed in 2018, will be converted to potable supply (in partnership with Aqua Virginia) when infrastructure is available.

The Fighting Creek Wastewater Treatment Plant serves this area. The 2015 Water and Wastewater Master Plan outlines capital projects that are needed to align with projected population growth anticipated through 2035.
- *Beaumont Area*

The county should only expand service to this area if land currently owned by the Commonwealth of Virginia is made available to the county. There is currently a 12" water main from the Goochland County Department of Corrections that goes under the James River and could service Powhatan County in the Beaumont area. Sewer service is currently provided via a small private packaged treatment facility.

- *Route 711 Village*

The Route 711 Village is currently provided water and sewer service through a private utility company. The private utility company obtains water and sewer service through a contract agreement with Chesterfield County. Future economic development in this area will require additional water sources and sewer service, such as purchasing from a neighboring jurisdiction, alternative treatment facilities, and additional groundwater sources.

To implement the 2015 Water and Wastewater Master Plan, the CIP should contain utility projects that plan for development within growth areas identified in the comprehensive plan. This will help create a more robust system that ultimately will connect to a long-term water source, such as a surface water source. These improvements will help provide an adequate water supply for growth, while providing this valuable resource for both domestic demand and fire protection.

### **Broadband and Telecommunications**

In today's economy, access to high-speed data connections is a necessity for most businesses. Communities lacking adequate broadband service are unable to take advantage of many economic development opportunities, including e-commerce, telecommuting, and distance learning. Currently, not all of parts of the county have access to broadband services. Improving broadband availability will not only benefit businesses, but provide residents with greater opportunities, improving quality of life. Strategies listed on this page offer specific direction on how to improve broadband access and telecommunications infrastructure.

In 2021 the County entered into a partnership with FireFly Broadband and Dominion Energy to significantly expand broadband access in the County.

### **Strategies: Infrastructure and Community Facilities (Broadband/Telecommunications)**

**Strategy IF.BT.1**

Develop specific areas in the county where new or current businesses can utilize high-speed internet broadband or wireless communications.

**Strategy IF.BT.2**

Continue to monitor the wireless broadband project in the county and work with the private partner that has been chosen to bring high-speed broadband to underserved areas and for businesses.

**Strategy IF.BT.3**

Explore any grant opportunities to accelerate the wireless broadband project deployment timeline and minimize the amount of county funding needed.

**Strategy IF.BT.4**

Work with the local representative on the Virginia Wireless Communications Infrastructure Group to further promote bringing broadband to underserved areas of the county.

**Strategy IF.BT.5**

Continue working with the radio project consultant to provide a telecommunications design plan for a new radio system. The design plan should include recommendations for new towers and explore all co-location opportunities on existing towers to remove "holes" in radio communication.

**Strategy IF.BT.6**

Centralize and maintain a countywide telecommunication tower inventory and users process, utilizing the GIS system.

**Strategy IF.BT.7**

Maintain a uniform and comprehensive set of standards for development and installation of telecommunications towers and related facilities.



## Schools

Schools represent the largest share of the county’s capital budget. While the county has no direct role in school planning, the way in which capital facilities are addressed is of direct interest to the county and relates to other components of this comprehensive plan.

The school system has a five-year capital improvement plan and conducts an annual review to revise the needs assessment, capacities, and new locations for additional school facilities. Major projects include a new elementary school, which opened in 2008, a new middle school that opened in Fall 2018, and a new joint transportation facility that opened in early 2018.

One planning issue associated with this comprehensive plan involves school forecasts, and specifically with the assumptions that are made in terms of student generation. Given recommendations for a more diverse housing mix (as discussed in the Chapter 8: Land Use and Community Character), there are implications for future school planning, highlighting the need for continued coordination between the School Board and the county.



Flat Rock Elementary School

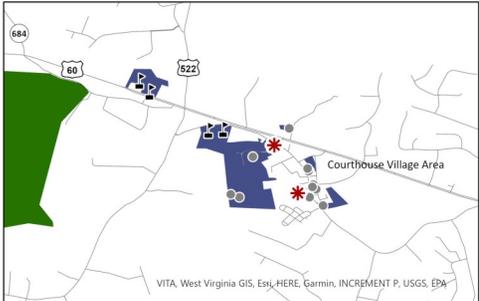
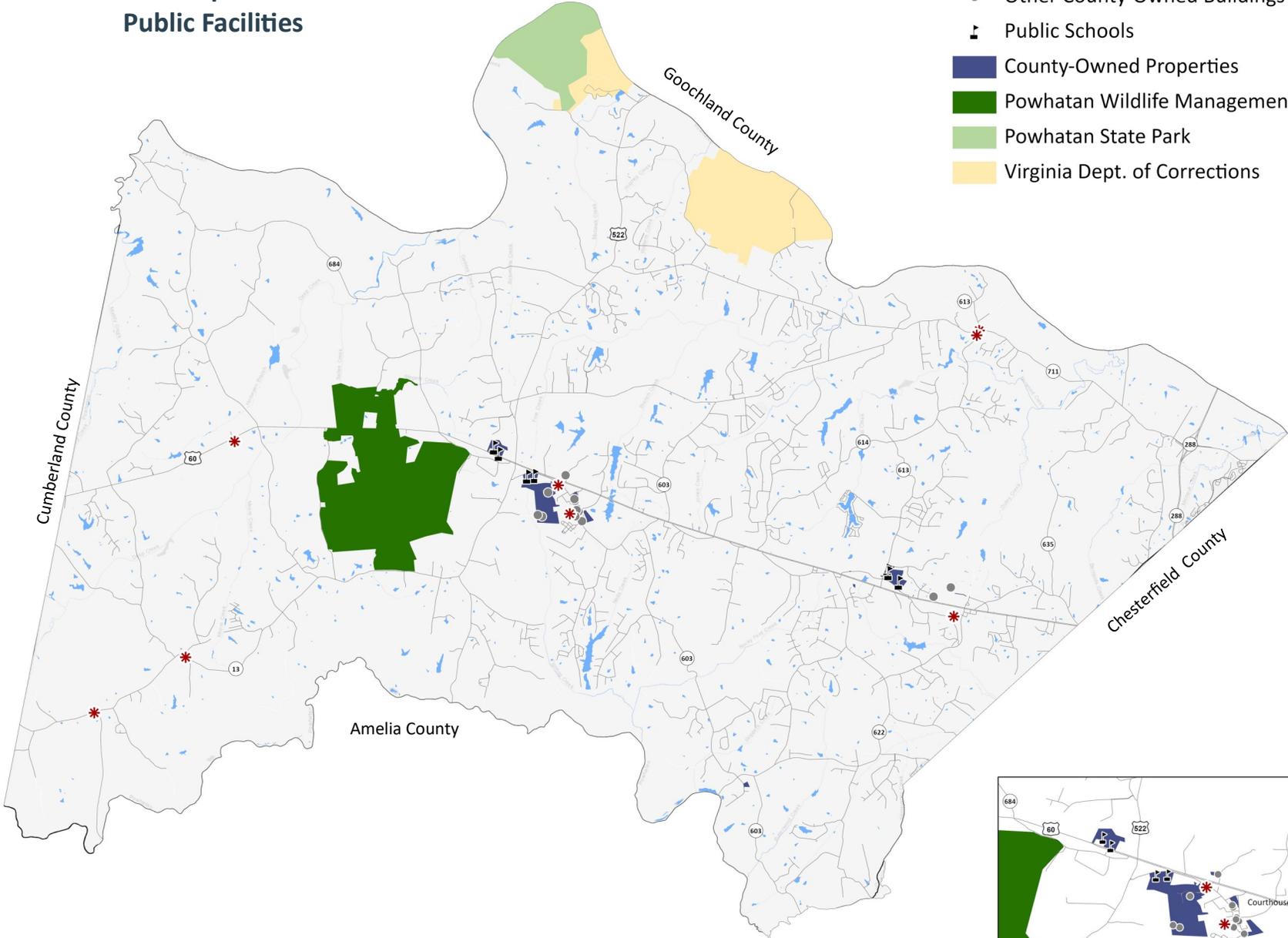
**4,323**

Students Enrolled in Powhatan County Public Schools  
(2018—2019)

| Strategies: Infrastructure and Community Facilities (Schools)  |   |
|--|---|
| <p><b>Strategy IF.ED.1</b><br/>Develop a needs assessment to identify needed capacity and new locations for additional school facilities based on projected population growth.</p>                             | <p><b>Strategy IF.ED.6</b><br/>Identify sites for schools based on the following locational standards:</p> <ul style="list-style-type: none"> <li>• School sites should have adequate acreage to accommodate the type of school and the programmed facility. Sites in rural areas may be on the larger end of the scale, while sites within designated growth areas should be smaller and more compact.                             <ul style="list-style-type: none"> <li>◊ Elementary School: 15 – 20 acres</li> <li>◊ Middle School: 20 – 40 acres</li> <li>◊ High Schools: 40 – 60 acres</li> </ul> </li> <li>• The acreage required for each school depends upon a number of variables, including program design, enrollment, and specific site issues.</li> <li>• Sites should be selected to provide recreational opportunities appropriate for school-aged children, including playgrounds, athletic fields, and open space.</li> <li>• Sites should be located within residential areas and away from major roadways to increase safety for students. High schools may be located on or closer to higher-volume roadways than elementary schools.</li> </ul> |
| <p><b>Strategy IF.ED.2</b><br/>Develop a school “level-of-service” analysis utilizing long-range impact analyses.</p>  |   |
| <p><b>Strategy IF.ED.3</b><br/>Plan for an addition to Powhatan High School.</p>   |   |
| <p><b>Strategy IF.ED.4</b><br/>Plan for maintenance and major capital improvements to existing school buildings and operating facilities, such as reroofing, expansions, or replacement of HVAC equipment.</p> |   |
| <p><b>Strategy IF.ED.5</b><br/>Evaluate and procure land for future schools in the near future, especially a fourth elementary school.</p>   |   |

# Map 1: Public Facilities

- \* Fire/Rescue Stations
- Other County-Owned Buildings
- 🏫 Public Schools
- County-Owned Properties
- Powhatan Wildlife Management Area
- Powhatan State Park
- Virginia Dept. of Corrections



## County Facilities

Most county facilities are centered within the main complex of buildings in the Courthouse Village area:

- The Sheriff’s Office is located within the County Courthouse.
- Many county departments are housed nearby at the Powhatan County Administration Building.
- The county library is located in Fighting Creek Park near the Courthouse Village.

Additional space and facilities will be needed as demand for services increases. Details about existing facilities and their use, and projected need for additional county facilities, are included in the *Facilities Space Needs Assessment: Phase II*, prepared by Wiley Wilson in February 2009.

Strategies listed on this page offer general direction to help achieve the stated objectives.

### Strategies: Infrastructure and Community Facilities (County Facilities)

**Strategy IF.CF.1**  
Plan for financing to maintain existing facilities and update the *Facilities Space Needs: Assessment Phase II* to plan for new facilities.

**Strategy IF.CF.2**  
Maintain and repair existing county facilities on an ongoing basis in order to provide a safe environment and an attractive appearance.

**Strategy IF.CF.3**  
Group county administrative functions near one another for maximum efficiency and locate in the Courthouse Village to support the commercial base in this growth area.

**Strategy IF.CF.4**  
With the rollout of the new Enterprise Resource Planning (ERP) system, develop a “technology master plan” integrating county agencies with appropriate access to information. The plan should recognize and incorporate all overlapping departmental tasks and interests.

**Strategy IF.CF.5**  
Continue to work with county departments to promote information technology and research and implement the best and most cost-effective solutions to serve residents.

## Parks and Recreation

There are three major recreational facilities in Powhatan County:

- *Fighting Creek Park* is a 220-acre facility at 2200 Mann Road. The park currently includes a baseball/softball complex with four fields, concessions, and restrooms; three soccer fields with concessions and restrooms; playgrounds; picnic shelters; trails; and one of the largest disc golf courses on the East Coast. The Elizabeth Randolph Lewis YMCA, the National Guard Armory, and the Powhatan County Library are also located on this site. This park is maintained by Powhatan County. A third phase of this park will provide additional playing fields, another concession stand, and expanded trails.
- *Powhatan Wildlife Management Area* covers 4,462 acres three miles west of the Courthouse Village. The area is open to hunting and fishing activities and has an 8.8-mile loop trail that features a lake. The Powhatan Wildlife Management Area is maintained by the Virginia Department of Game and Inland Fisheries.
- *Powhatan State Park* is operated and maintained by the Virginia Department of Conservation and Recreation. It is located in the northwest corner of Powhatan County along the historic James River at 4616 Powhatan State Park Road. There are three car-top boat slides accessing the river; a full-service campground; a canoe-in campground; multi-use trails; picnic shelters; a playground; and diverse wildlife habitat with open fields and hardwood forests. This park fills a need in Central Virginia for access to the James River with day-use as well as overnight facilities.

Strategies listed on this page address ways Powhatan County can meet increased demand for recreational facilities, improving quality-of-life and creating economic development opportunities.

### Strategies: Infrastructure and Community Facilities (Parks and Recreation)

#### Strategy IF.PR.1

Utilize existing parkland by completing planned phases of existing master plans.

#### Strategy IF.PR.2

Fully utilize Fighting Creek Park by implementing Phase 3 of the master plan, including construction of additional ballfields and expansion of walking trails and other recreational amenities.

#### Strategy IF.PR.3

As locations and funding become available, acquire and develop additional property to expand trails; improve access to water and river activities; meet open space needs; and provide alternative recreational opportunities.

#### Strategy IF.PR.4

Create a masterplan that builds a network of trails and paths, which enables people to move about Powhatan County by means other than motorized transport. Encourage pathways for pedestrians and cyclists along major thoroughfares to connect parks and Civil War historic sites (in accordance with a master plan).

#### Strategy IF.PR.5

Adopt and implement the *Parks and Recreation Needs Assessment*.

#### Strategy IF.PR.6

Work with Powhatan County Public Schools to effectively coordinate the use of existing recreational resources and work together to address the future needs and reuse of spaces owned by Powhatan County and Powhatan County Public Schools.

#### Strategy IF.PR.7

Partner with the Virginia Department of Game and Inland Fisheries (DGIF) to expand, improve, and maintain access points to the James and Appomattox Rivers.

#### Strategy IF.PR.8

Establish funding mechanisms for parks and recreational opportunities, such as county general fund support, state matching funds, foundation grants, maintenance endowments, and user fees.

## Libraries

Powhatan County Public Library connects citizens with a vast offering of educational, cultural, historical, and entertainment resources, as well as the latest technology. The public library system’s role has expanded beyond its traditional function as a resource for information, particularly print materials. It now functions as a community gathering place and a meeting center for business entrepreneurs and workforce development opportunities.

Powhatan County Public Library currently has one facility, located within Fighting Creek Park at 2270 Mann Road. The 15,787-square-foot building opened in 2001.

Strategies listed on this page address ways Powhatan County may meet increased demand for library services as the population grows.

### Strategies: Infrastructure and Community Facilities (Libraries)

#### Strategy IF.LB.1

Continue to provide a clean, comfortable, secure, and inspiring facility for users.

#### Strategy IF.LB.2

Evaluate the need for satellite and/or branch locations for library services throughout the county. This would be based on quantified community needs, such as population growth trends, in coordination with county staff, primarily within the economic and community development departments.

#### Strategy IF.LB.3

Work with other departments and agencies (School Board, Parks and Recreation, and Fire/Rescue) to consider co-locating libraries with other county facilities.

#### Strategy IF.LB.4

Continue to improve the library’s technological resources and work with other departments to improve broadband access countywide.

### Powhatan County Library Usage (2018)



Powhatan County Public Library

Source: Powhatan County

## Emergency Services

### Fire/Rescue

Fire protection in Powhatan County is provided through five volunteer fire stations and Powhatan Volunteer Rescue Squad utilizing three locations. Two stations are owned by the county, while the remaining three fire stations and three rescue squad stations are owned by volunteer companies.

The county provides firefighting and emergency medical services (EMS) vehicles and most equipment. One station renovation and expansion is currently being developed (Powhatan Volunteer Fire) and locations for future stations are being considered.

These companies operate under the direction of a career Fire and Rescue Chief. Fire protection and EMS are provided on a volunteer basis, with volunteers supplemented by career staffing during weekday hours.

Fire protection and EMS have been challenged to keep up with growth. The Fire Department is working from a *Year 2015 Service Study* conducted by the Virginia Fire Service Board. With adoption of an updated land use plan, additional fire/EMS service facilities may be needed in areas of concentrated development.

Strategies listed on the following page relate to the services provided by Powhatan County’s law enforcement and emergency response personnel.

### Law Enforcement

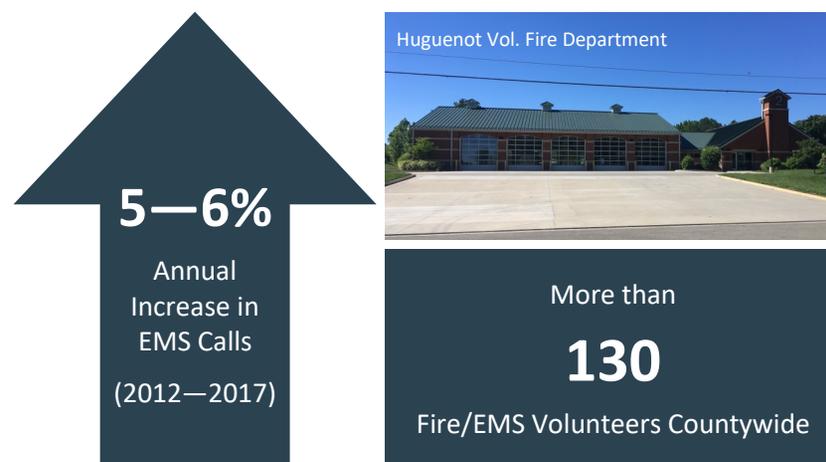
The Sheriff’s Office is currently based in the County Courthouse.

### 911 Dispatch Center

The 911 Dispatch Center recently expanded into a new addition to the County Courthouse. This new facility provides the space needed for upgraded technology. Work is underway to replace and upgrade the public safety radio system and Computer Aided Dispatch (CAD) system, since both of these systems are past their service life. The 911 Dispatch Center has been part of Powhatan County Sheriff’s Office, but it became an independent department in 2017. It continues to implement industry call-processing standards, which has already reduced the amount of time it takes to dispatch public safety responders. The new public safety radio system will improve performance of the 911 Dispatch Center and interoperability with surrounding counties.

### Emergency Management

Emergency Management, under the Fire and Rescue Department, provides planning and preparation for large-scale and/or long-term emergencies. The Emergency Operations Center (EOC) is located within the Fire and Rescue Department Administration Offices in the basement of the Village Building.



| <b>Strategies: Infrastructure and Community Facilities (Emergency Services)</b>   |   |
|---|---|
| <p><b>Strategy IF.ES.1</b><br/>Prepare an emergency services master plan that would address the following components:</p> <ul style="list-style-type: none"> <li>• Establish growth plans for police, fire, and EMS services that will provide a long-range level-of-service impact analysis on all emergency services throughout the county;</li> <li>• Include the phased introduction/expansion of career (paid) fire and rescue staff;</li> <li>• Incorporate strategies for maintaining a well-trained volunteer base for fire and rescue services;</li> <li>• Identify upgrade, replacement, and acquisition schedule for vehicles and equipment; and</li> <li>• Identify additional locations and/or co-locations for new communication towers.</li> </ul> | <p><b>Strategy IF.ES.4</b><br/>Identify sites for additional public safety facilities based on the following criteria:</p> <ul style="list-style-type: none"> <li>• Locate fire/EMS stations with good access to major arterial routes or at an intersection of two major routes to gain both east-west and north-south access.</li> <li>• Locate fire/EMS facilities on five-acre sites to allow for future expansion capacity. Sites may be smaller when included in a special area; however, sites must be large enough to accommodate the maneuvering of the fire apparatus.</li> <li>• Co-locate firefighting facilities and emergency medical services for maximum efficiency. Multi-use structures that can house satellite police facilities should be considered as the population of the county grows.</li> <li>• Select and design sites to minimize the adverse impact of sirens and other noise on residential areas.</li> </ul> |
| <p><b>Strategy IF.ES.2</b><br/>Identify where and when existing emergency response times are habitually the longest and evaluate ways to lower (a) response times; (b) number of calls responded by mutual-aid; and (c) number of unanswered calls resulting in 'self-response' (Related to <i>Chapter 8: Land Use and Community Character</i> with respect to locations and densities of future growth).</p>   | <p><b>Strategy IF.ES.5</b><br/>Build a public safety headquarters to house the Sheriff's Office, fire and rescue administration, centralized 911 Dispatch Center, and emergency operations center, as recommended by the <i>Facilities Space Needs Assessment: Phase II</i> (February 2009).</p>  |
| <p><b>Strategy IF.ES.3</b><br/>Investigate proffers for land acquisition for future police/fire/EMS stations against long-term growth trends, land use/development, and future estimated response times.</p>  | <p><b>Strategy IF.ES.6</b><br/>Secure a regional fire and EMS training facility to advance the training of all public safety personnel.</p>   |

## Solid Waste

Powhatan County currently operates a solid waste convenience center and recycling center north of Route 60 near the Courthouse Village. There is no landfill operation currently in Powhatan County. A contractor hauls household refuse collected at the convenience center to a landfill outside the county. Powhatan County is a participating member of the Central Virginia Waste Management Authority, which promotes the recycling of solid waste.

Strategies listed on this page address ways Powhatan County can manage solid waste generated by residents and businesses.

### Strategies: Infrastructure and Community Facilities (Solid Waste)

#### Strategy IF.SW.1

Provide facilities for citizens to dispose of household waste.

#### Strategy IF.SW.2

Determine the level-of-service of existing convenience center operated by the county as a member of the Central Virginia Waste Management Authority (CVWMA).

#### Strategy IF.SW.3

Monitor operations for vehicle counts, disposal volume, and recycle volumes to gauge performance against levels-of-service.

#### Strategy IF.SW.4

Establish additional convenience center locations and expand existing facilities as determined by current users and population growth patterns.

#### Strategy IF.SW.5

Monitor current recycling records provided by CVWMA and establish goals to increase levels.

#### Strategy IF.SW.6

Pursue alternative funding sources for abandoned garbage sites.

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## Chapter 7: Natural and Cultural Resources

### Overview

Powhatan County intends for growth and development to happen by choice, not by chance, as the result of intelligent planning and collaboration. A major component of that approach is the preservation of natural and cultural resources.

Powhatan County will experience significant residential and commercial growth over the next twenty years. As growth occurs, the county intends to retain its rural character and quality of life. Through effective growth management strategies and land use planning, Powhatan County anticipates and plans for the growth that will take place. By guiding growth and development for the next two decades, Powhatan County will establish itself as a model for other rural communities facing strong development pressure. Most new residential developments in suburban and rural areas should be clustered for maximum open space preservation and natural resource protection. The county's efforts will preserve valued wetland areas and broad forested buffers, which filter runoff and enhance biodiversity.

The focus on preserving natural areas includes both environmentally-sensitive land and wildlife habitats. Key natural resources to be protected include river corridors and riparian buffers; wetlands; large forested areas; major creeks; and corridors connecting habitats. Map 3 shows areas where Powhatan County will pay particular attention to environmental impacts when considering changes in land use.

Since the inception of the Agricultural and Forestal District Program in Powhatan County under the authority provided by the Agricultural and Forestal Districts Act of the Code of Virginia, the county has used the program to allow voluntary protection of agricultural and forestal land with particular emphasis on the role of these lands for the production of agricultural and forestal products. The Agricultural and Forestal Districts Act further states that an important use of agricultural and forestal districts is to protect the county's natural and ecological resources. In particular, the policy and purpose section

of the act reads as follows:

**§ 15.2-4301. Declaration of policy findings and purpose**

*It is the policy of the Commonwealth to conserve and protect and to encourage the development and improvement of the Commonwealth's agricultural and forestal lands for the production of food and other agricultural and forestal products. It is also the policy of the Commonwealth to conserve and protect agricultural and forestal lands as valued natural and ecological resources which provide essential open spaces for clean air sheds, watershed protection, wildlife habitat, as well as for aesthetic purposes. It is the purpose of this chapter to provide a means for a mutual undertaking by landowners and localities to protect and enhance agricultural and forestal land as a viable segment of the Commonwealth's economy and as an economic and environmental resource of major importance.*

In identifying ecologically sensitive lands for potential inclusion in Powhatan County's AFD program, it is recognized by the county that protection of connecting corridors between such lands is essential to their property functioning.

In its focus on preserving environmentally sensitive land and wildlife habitat, Powhatan County will use the Priority Conservation Areas from Map 3 as a principle means for identifying land whose desirability for addition into the AFD program has already been established.

The cultural history of Powhatan County is rich, and preservation of historical assets is another important goal. The locations of key historical assets have been documented, and an objective of this comprehensive plan is to pursue mechanisms that will help assure that land use in areas encompassing or adjacent to recognized historical assets is appropriate. Map 4 shows historic resources countywide. The impacts of nearby land use changes to these sites should be studied and closely scrutinized.

## Heritage

Powhatan County is rich in natural, historic, cultural, and rural heritage. These local resources, expanded upon in other chapters of the plan, are an asset to the community and provide opportunities for economic development, provided they are carefully managed and remain viable resources into the future.

*Rural heritage* is a combination of the following characteristics:

- Rural landscapes with fields, forests, and historic structures;
- Lifestyle associated with a rural community;
- Farm production; and
- Potential for agritourism and recreational activities related to rural operations, such as equestrian centers, boutique agriculture, country retreats or conference centers, and bed and breakfast inns.

Currently, the county's identity is largely associated with its rural heritage. Protecting the county's rural character and encouraging agritourism, farming, and other rural operations will create economic development opportunities.

Similar to rural heritage is the natural and historic heritage of the county. The natural landscape of hardwood and evergreen forests on rolling topography, interspersed with farms, fields, and historic landmarks, contributes to the community's quality of life. These assets make Powhatan County an attractive place to live and provide opportunities for outdoor recreation and tourism, which is important for economic development. For example, improving access to the James and Appomattox rivers relates to natural conservation and outdoor recreation opportunities for economic development. Likewise, historic preservation contributes to the identity of the county and creates a draw for tourism.

## Agriculture

Powhatan County has been (and is) transitioning from a rural/farming community to a more residential bedroom community. Although evolving, Powhatan County remains proud of its legacy of agriculture, which the community intends to respect and preserve as change continues. According to the most recent Census of Agriculture (2017), Powhatan County still has 263 farms (including 121 families for whom farming is the principal income which 45 are under 35 years old) and contributes \$11,249,000 to the economy (market value of agricultural products). The agriculture sector of Powhatan County adds to the niche culture of businesses that make it a unique location for business. Powhatan County is the perfect place for agriculture operations with open space, fields, forests, rural viewsheds, clean air and water, hunting and fishing, and dark night skies.

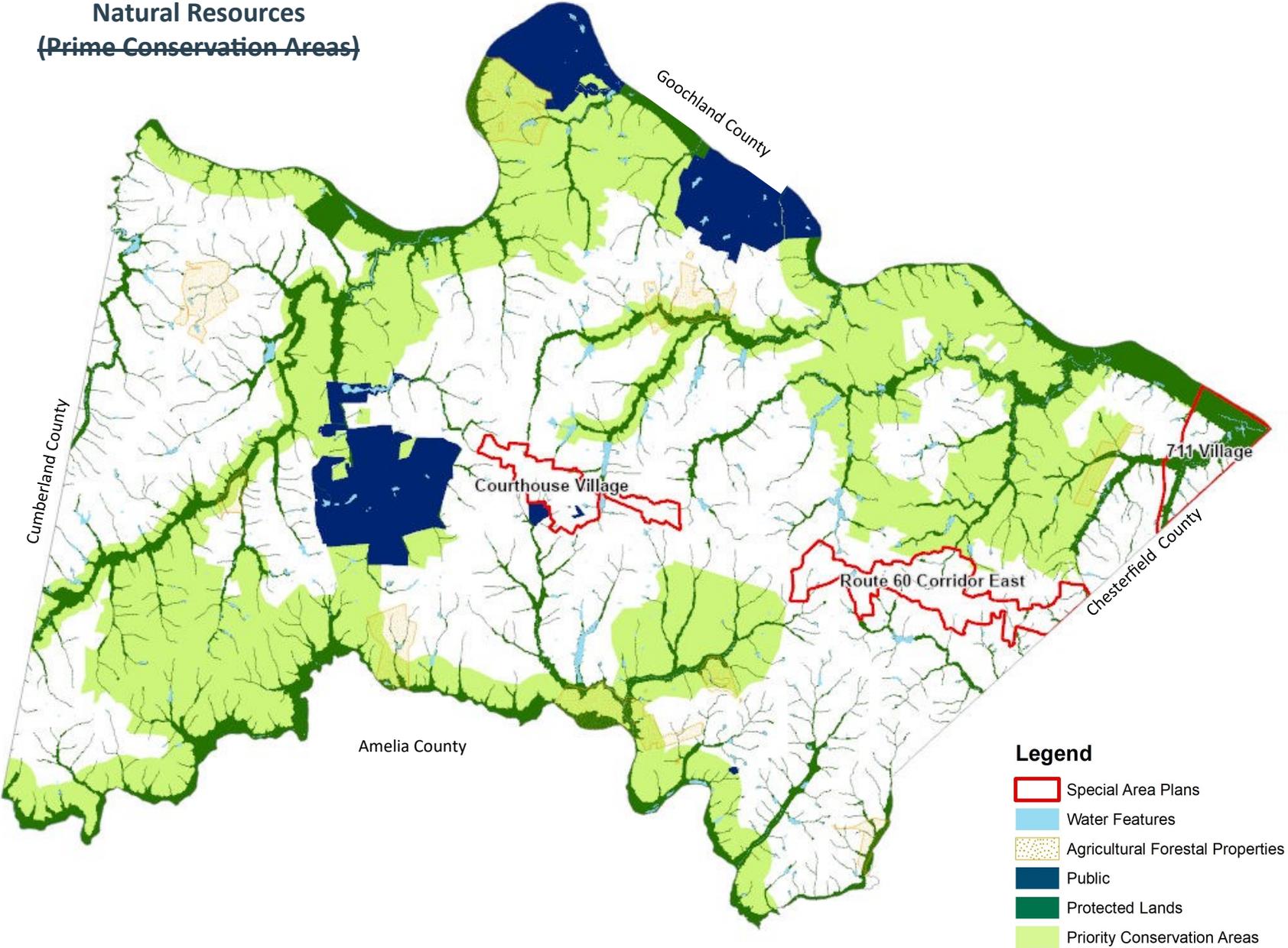
Powhatan County, through its comprehensive plan and zoning ordinance, will reasonably protect existing farms and promote new farms—niche farming, cattle farming, aquaculture, floriculture, viticulture/beer and wine, and silviculture.

## Key Issues

Following are key issues needing attention:

- Preservation of open land, green space, and rural character
- Efficient use of land
- Sustainable agriculture
- Outdoor recreation
- Environmental quality
- Wildlife habitats
- Historic resources

**Map 2:  
Natural Resources  
(Prime Conservation Areas)**



**Understanding Map 3: Natural Resources (Prime Conservation Areas)**

As the 2010 Comprehensive Plan was being developed, the *Land Use and Land Preservation Citizens Working Group* identified critical environmental resources that should be protected.

*Designations*

- *Protected lands* include FEMA flood zones and floodplains; properties protected by conservation easements; and areas located within buffers required by local ordinance for the protection of riparian corridors and wetlands.
- *Priority conservation areas* include critical wildlife habitat, old-growth woodlands, wetlands, sensitive soils, and other features which contribute to the ecological health and beauty of Powhatan County. Preservation and conservation efforts should maintain these features.
- *Agricultural and Forestal Districts* are aggregations of tax parcels that, at the request of the landowner(s), are designated as rural conservation zones (see p. 51 for more information).

*Interpretation and Use*

When reviewing proposed land use changes within *priority conservation areas*, Powhatan County should consider the following:

- Vegetated buffers at least 200 feet in width should be maintained along rivers, streams, and wetlands. Existing vegetation within these buffers should be maintained (and supplemented with native plantings, if necessary). The location of roads, utilities, and other infrastructure in these areas should be minimized.
- Properties zoned Agricultural-20 (A-20), Agricultural-10 (A-10), or Rural Residential (RR) that are located within these areas should not be rezoned to a higher-intensity zoning classification.
- Any residential development that occurs within these areas should be designed as conservation subdivisions, with lots clustered where land disturbance will have the least impact on environmental resources. Densities greater than one unit per ten acres should not be permitted (See *Chapter 8: Land Use and Community Character* for additional guidance regarding conservation subdivisions).

**Recommendations: Natural Resources**

**Goal: Natural Resources**

Powhatan County will preserve and protect natural resources and open spaces, including rivers, streams, creeks, forests, wildlife habitat, wetlands, floodplains, soil resources, and dark night skies.

**Objectives and Strategies: Natural Resources**

**Objective NR.1**

Provide incentives for landowners to voluntarily protect rural lands.

**Strategy NR.1.a**

Continue the Agricultural Forestal District (AFD) program to allow voluntary protection of agricultural and forestal land.

**Strategy NR.1b.**

AFDAC works to keep information in front of community, landowners and collaborating agencies as part of the county’s outreach process.

**Objective NR.2**

Protect the function, quality, and integrity of groundwater resources.

**Strategy NR.2.a**

Maintain the minimum lot size in “by-right” subdivisions of ten acres within the A-10 zoning district to minimize impacts to groundwater resources in rural areas.

## Objectives and Strategies: Natural Resources

### Objective NR.3

Preserve open land and green space with special emphasis on the protection of lands that are essential to the maintenance of the county's biodiversity and overall economic health, including the following: environmentally-sensitive lands; prime farmland; inland game and fishery lands; wildlife management land; natural corridors, such as rivers, streams, and creeks, that provide habitat linkages throughout the county; and timberland.

#### Strategy NR.3.a

Use the Agricultural Forestal District (AFD) program to allow voluntary protection of environmentally sensitive land, wildlife habitat and natural corridors.

#### Strategy NR.3.b

Require connectivity between open spaces of adjoining communities, when appropriate.

#### Strategy NR.3.c

Decrease fragmentation of green space and viewsheds.

#### Strategy NR.3.d

Encourage the creation of conservation easements.

#### Strategy NR.3.e

Encourage next-generation transfer of land strategies.

#### Strategy NR.3.f

Adopt zoning setback standards to require buffers and setbacks along roads between developed parcels.

#### Strategy NR.3.g

Continue to require minimum non-disturbance buffers from the edge of all wetlands and streams.

#### Strategy NR.3.h

Support the creation of wetland mitigation banks at appropriate locations.

#### Strategy NR.3.i

Encourage applicants to submit environmental impact studies for rezoning requests involving 100 or more acres. Explore updating the Powhatan County Zoning Ordinance to make this a requirement.

### Objective NR.4

Incorporate open space in individual developments through conservation subdivision design pursuant to quality design standards. Promote linkage of open space between developments in an effort to establish larger greenways.

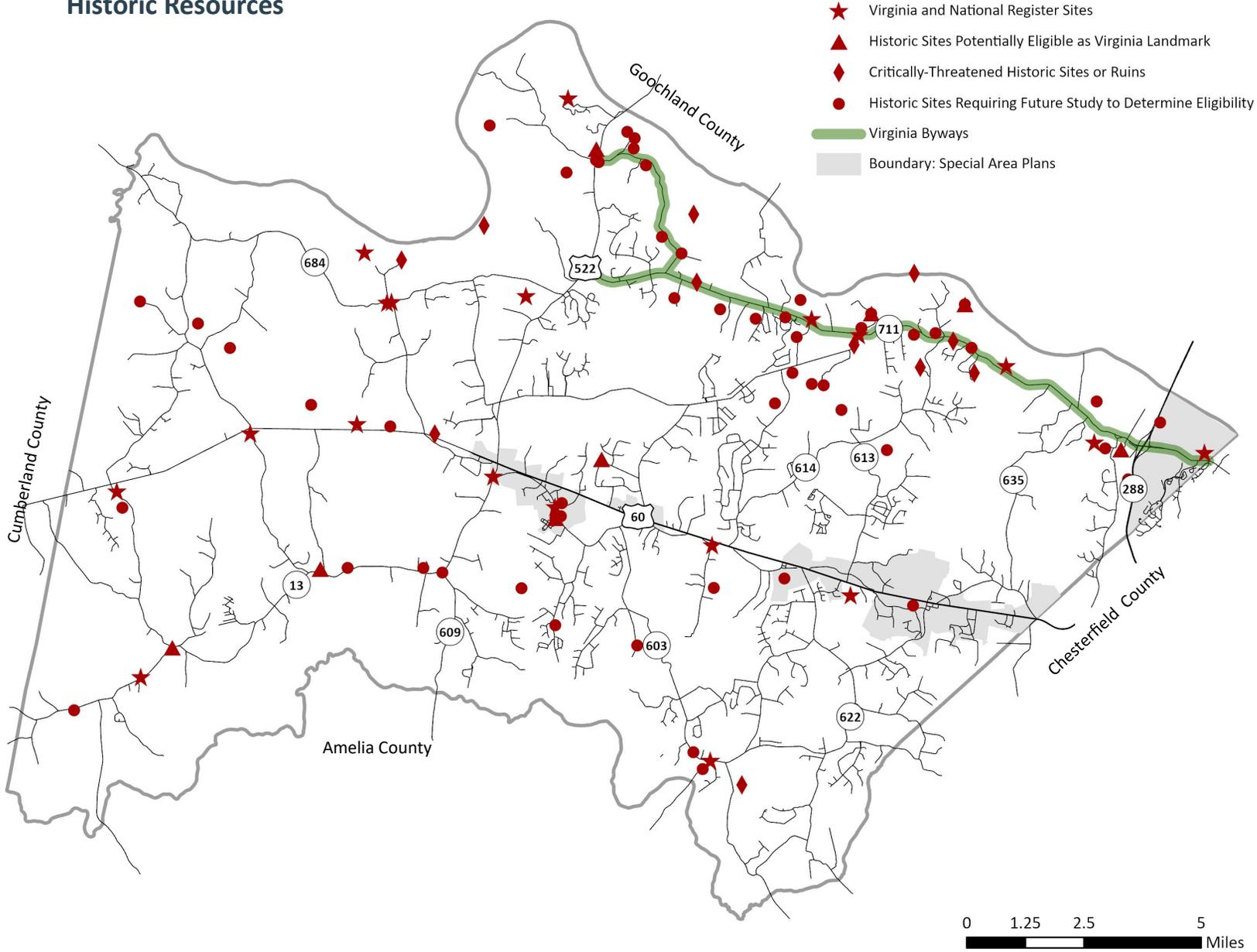
#### Strategy NR.4.a

Provide cluster development options for landowners and developers, allowing homes to be clustered together on smaller lots, leaving a percentage of the remaining land available for open space or other appropriate uses. Develop a density bonus program to reward developers for choosing a cluster option.

**Objectives and Strategies: Natural Resources**

|  |   |
|--|---|
| <p><b>Objective NR.5</b><br/>Monitor and track open space and greenways in order to promote systematic linkages and connections.</p> | <p><b>Strategy NR.5.a</b><br/>Expand the scenic byway system to include additional significant corridors.</p>   |
|  | <p><b>Strategy NR.5.b</b><br/>Maintain and enhance the existing tree-lined median within Route 60.</p>  |
|  | <p><b>Strategy NR.5.c</b><br/>Work with the PlanRVA and user groups to create a comprehensive walking/biking usability plan for the county (related to development of a greenspace master plan) and seek grants to aid in the creation and implementation of the plan.</p>  |
|  | <p><b>Strategy NR.5.d</b><br/>Require all new higher-density subdivisions (two dwelling units/acre or greater) to have pedestrian/bicycle facilities that connect to trails and sidewalks in neighboring subdivisions and thoroughfares.</p>  |
|  | <p><b>Strategy NR.5.e</b><br/>Develop a countywide bicycle and pedestrian plan .</p>  |
|  | <p><b>Strategy NR.5.f</b><br/>Encourage the construction of pedestrian and/or bicycle facilities whenever new thoroughfare roads are built or when existing thoroughfares are widened, in accordance with a master plan. Provide options for pedestrian and bicycle travel along scenic roads (See also Chapter 9: Transportation).</p> |
| <p><b>Objective NR.6</b><br/>Promote environmentally-friendly development practices.</p>   | <p><b>Strategy NR.6.a</b><br/>Encourage the use of Low Impact Development (LID) techniques to protect water quality.</p>  |
|  | <p><b>Strategy NR.6.b</b><br/>Support alternative water supply and conservation projects, such as the collection and use of stormwater, reuse of gray water, and reclamation of wastewater, where practical.</p>  |

### Map 3: Historic Resources



## Index of Historic Landmarks

### Virginia and National Register Sites

|                 |   |                           |
|-----------------|---|---------------------------|
| Beaumont        | Fighting Creek Plantation                       | Paxton                    |
| Belmead         | Fine Creek Mills Hist. Dist.                    | Powhatan Courthouse Dist. |
| Belnemus        | French’s Tavern                                 | Provost                   |
| Blenheim        | Huguenot Memorial Church (orig. Manakin Church) | Red Lane (Hill) Tavern    |
| Bolling Hall    | Keswick   | St. Luke’s Church         |
| Elmington       | Mosby’s Tavern                                  | Somerset                  |
| Emmanuel Church | Norwood   | Rosemont                  |

### Sites/Features Potentially Eligible as Virginia Landmarks

|            |              |                               |
|------------|--------------|-------------------------------|
| Ballsville | Calais       | Huguenot Springs (Hotel Site) |
| Bienvenue  | Center Hill  |                               |
| Birdland   | Goodwyn Farm | Hunter’s Fare                 |

### Sites/Features Critically Threatened or in Ruins

|                       |  |                |
|-----------------------|--|----------------|
| Cherry Row            | New Castle Farm                          | Sherwood       |
| Elioch                | Peterville Cemetery                      | Woodberry Mill |
| Jefferson Landing     | St. Francis de Sales High School —Chapel | Woodlawn       |
| Jude’s Ferry Crossing |  |                |



Erin Hill

Source: Powhatan County

### Sites Requiring Further Study

|                          |                             |
|--------------------------|-----------------------------|
| Courthope                | Millwood                    |
| Derwent                  | Millview                    |
| Dispatch                 | Monacan                     |
| Edgemont                 | Mulberry Hill               |
| Erin Hill                | Old Powhatan Baptist Church |
| Genito Ordinary          | Pleasant Creek              |
| Glebe                    | Poland                      |
| Grace Episcopal Church   | Red Hill                    |
| Hickory Hill             | Rosenheath                  |
| Hobson’s Memorial Chapel | Rudd House                  |
| Holly Hill               | Rural Shade                 |
| Homestead                | St. Helens                  |
| Hughes Creek             | St. James Chapel            |
| Kelona                   | Shady Oaks                  |
| Laurel Springs           | Shiloh Baptist Church       |
| Macon Tavern             | Spring Valley               |
| Malvern                  | Stratton                    |
| Massinacack              | Sublett’s Tavern            |
| Michaux Grant            | Terre Haute                 |
| Michaux Grant Cemetery   | Whitewood                   |
| Midway                   | Windsor                     |
| Mill Quarter             |                             |

Source: Virginia Landmarks, National Register of Historic Places, Land Use and Natural Resources Citizens Working Group

## Recommendations: Cultural Resources

### Goal: Cultural Resources

Powhatan County's cultural and historic resources will be preserved and protected.

### Objectives and Strategies: Cultural Resources

#### Objective CR.1

Conserve the county's historically-significant sites for the cultural and educational benefits they provide to county residents.

#### Strategy CR.1.a

Encourage property owners to preserve historic structures and landscapes. To encourage the voluntary preservation of historic properties, investigate state and federal tax credits for historic preservation and/or rehabilitation projects.

#### Strategy CR.1.b

Maintain a database identifying historic resources countywide.

#### Objective CR.2

Protect historic landscapes from development that may be out of character with their inherent rural attributes.

#### Strategy CR.2.a

Encourage new development along major thoroughfares to utilize design techniques that blend in with historic and natural landscapes. Examples of appropriate design techniques include:

- Landscaping (both new plantings and preservation of existing vegetation) that reduces the visual impacts of new development on adjacent roadways and properties;
- Building designs that appear as a collection of smaller buildings rather than a single large building;
- Building materials, colors, and siting that help large structures blend in with the natural landscape; and
- Placing parking behind buildings or in other low-visibility locations.

### **Agricultural/Forestal Districts**

Powhatan County has used the Agricultural/Forestal District (AFD) program to help protect its natural and rural character. The AFD designation is a temporary and voluntary restriction to development placed on properties by consent of the property owner and the county. This program temporarily reduces the tax valuation for the land in exchange for the temporary relinquishment of development rights. There is a ten-year time limit on this designation. The intent of this plan is that the AFD would revert to the underlying land use recommendations indicated on Map 6: Countywide Land Use Plan; however, continued use of the AFD as an implementation measure for the preservation of agricultural and forested land is encouraged.



**Millwood Farm**

(Protected by a Conservation Easement Held by the Virginia Outdoors Foundation  
and James River Association)

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## Chapter 8: Land Use and Community Character

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### Overview

This chapter includes recommendations regarding where growth should occur, how dense that growth should be, and where there are important natural resources that should be protected.

The chapter relates to other components of the plan, including infrastructure, economic development, and housing:

- *Infrastructure and Utilities (Chapter 6)*  
Adequate utilities, public services, and other infrastructure should be provided within designated growth areas.
- *Economic Development (Chapter 4)*  
The Countywide Future Land Use Plan shows where commercial, industrial, and other employment-related uses should be located.
- *Housing (Chapter 5)*  
The Countywide Future Land Use Map indicates where residential growth should occur and the types of housing appropriate for certain areas.

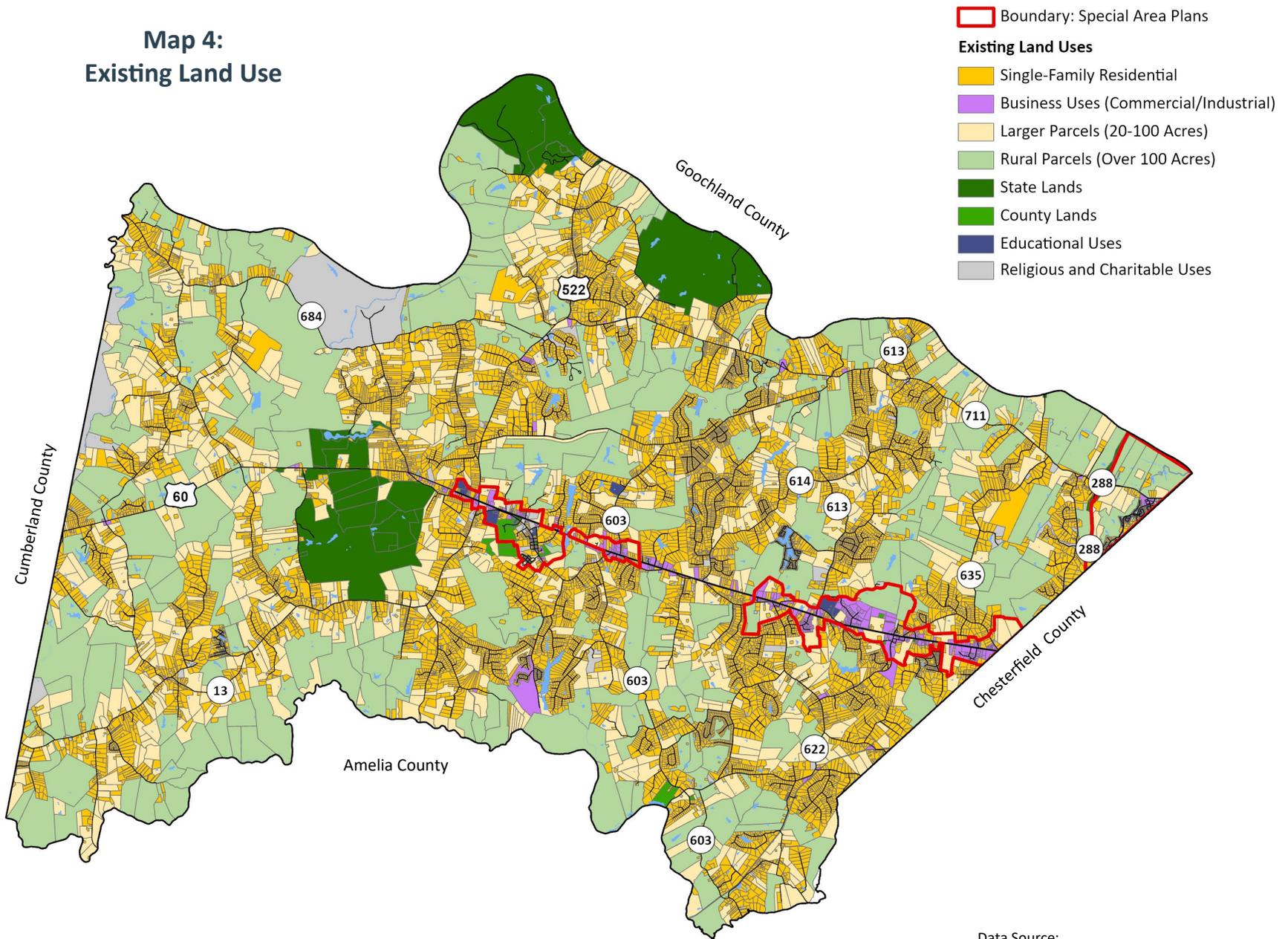
### Background

The existing character and land use pattern of Powhatan County is one of a semi-rural community that has developed over two centuries, with the majority of growth occurring in the last few decades. The county's rolling landscape is interspersed with small farms, forests, and residential development. Over the last few decades, the county has experienced mostly suburban-style growth, with large-lot, single-family residential communities located in the east-central portion of the county.

The majority of commercial development has taken place along the Route 60 Corridor. Remnants of the county's historic development pattern remain in places like the Courthouse Village and crossroads communities, such as Ballsville and Moseley. In western portions of the county, large family farms and estates have occasionally been subdivided into smaller lots to accommodate additional single-family development. Map 5: Existing Land Use on the following page illustrates the development and land use pattern as it was in 2020.

The rural character of the community has been protected through conservation efforts, with focus in areas identified as Priority Conservation Areas on Map 3: Natural Resources. These areas include the Powhatan Wildlife Management Area in the west-central part of the county and land along both the Appomattox and the James rivers. The Huguenot Trail/Route 711 Corridor is also one of the community's scenic byways and is recognized as such by both Powhatan County and the Commonwealth. Planning should be done to ensure that the character and land use patterns associated with these areas are protected in the future.

### Map 4: Existing Land Use

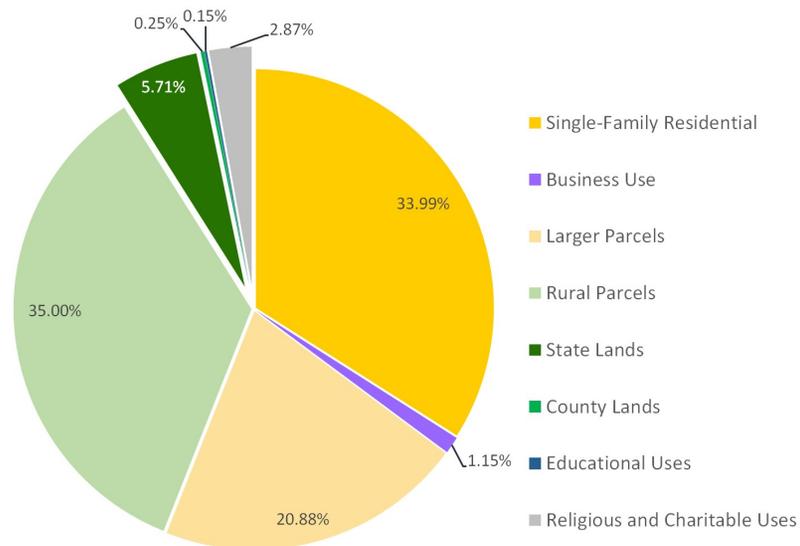


Data Source:  
Powhatan County Commissioner of the Revenue  
(2020 Property Records)

**Table 11: Existing Land Uses**

| Use                                      | Percent of County Land Area |
|--|-----------------------------|
| Single-Family Residential                | 33.99%                      |
| Business Uses<br>(Commercial/Industrial) | 1.15%                       |
| Larger Parcels<br>(20-100 Acres)         | 20.88%                      |
| Rural Parcels<br>(Over 100 Acres)        | 35.00%                      |
| State Lands                              | 5.71%                       |
| County Lands                             | 0.25%                       |
| Educational Uses                         | 0.15%                       |
| Religious and Charitable Uses            | 2.87%                       |

Source: Powhatan County Commissioner of the Revenue (2020 Property Records)



Existing Single-Family Residential Development in Scottville



Existing Commercial Development at Winterfield Place



Luck Stone Quarry

**Mixed-Use Development**

In some cases, a parcel of land may contain more than one specific type of use, creating a mixed-use development.

“Mixed-use development” refers to a building or complex of buildings with any combination of housing, office, retail, industrial or recreational components.

## Key Issues

The Countywide Future Land Use Plan is intended to reflect four key themes:

- **Protect Rural Character**

By designating areas appropriate for growth and other areas for rural preservation, the plan helps preserve the county's rural character. The plan identifies policies encouraging sensitive development and preservation within the rural areas.

- **Manage Growth**

The county has experienced unprecedented growth over the last several decades. The comprehensive plan recognizes that future growth is likely and identifies strategies to successfully manage that growth. Three designated growth areas are identified on the Countywide Future Land Use Map:

- Route 60 Corridor East
- Route 711 Village
- Courthouse Village

- **Maintain Fiscal Sustainability**

This chapter recommends growth in areas that can most responsibly be provided with infrastructure. While the Countywide Future Land Use Map cannot maintain fiscal sustainability on its own, the coordinated recommendations of a balance of residential and business uses, along with recommendations in other chapters of this plan, are intended to plan for fiscally-sustainable growth.

- **Provide Services to Current and Future Residents**

The focused nature of the recommended growth areas provides realistic service goals and expectations. The plan also strongly coordinates land use, transportation, and service demand during the planning process to provide benchmarks for service provision to current and future residents of the county.

## How to Use This Chapter

This chapter is divided into two sections that describe recommendations for the future land use pattern and character of the county. The first section addresses land use countywide, which includes Map 6: Countywide Future Land Use Plan. Descriptions of each land use category include a vision statement and policies intended to guide the quality, character, and quantity of development appropriate in different areas. The countywide land use categories include the following:

- Public
- Protected Lands
- Rural Areas
- Crossroads
- Neighborhood Residential
- Gateway Business
- Industrial
- Economic Opportunity
- Village

The second section provides more detail and specific recommendations for three designated growth areas indicated on Map 6: Countywide Future Land Use Plan. These growth areas include the Route 60 Corridor East, the Courthouse Village, and the Route 711 Village. A more detailed map and narrative are provided for each of these areas (p. 128, 132, and 135).

The recommendations in this chapter are intended to provide general direction regarding the quality, character, and appearance of land uses appropriate in different parts of the county. For instance, within any of the given villages, there are multiple appropriate locations for single-family homes, townhouses, apartments, commercial uses, and, in some cases, industrial uses.

Map 6: Countywide Future Land Use Plan cannot regulate the phasing of growth, only the quality and quantity. Phasing of growth should be coordinated with land use using the Water and Sewer Service Areas on page 33.

To the users of this plan, it is best to first identify your property on Map 6: Countywide Future Land Use Plan. In the narrative for that countywide land use category, there are general policies and a list of land uses appropriate in that location. These policies provide general densities of development and indicate what uses are appropriate in specific locations. If your property is in one of the designated growth areas (special area plans), you can refer to the detail map and narrative for that area for more specifics.

If the property is located in *Protected Lands* or *Rural Areas* designations, uses should be fairly agricultural or rural in character and are limited to single-family dwellings, agriculture, equestrian-related activities, and natural preservation. However, if the property is located within a crossroads or one of the designated growth areas (special area plans), other types of land uses are also appropriate. The special area plan associated with each growth area will identify whether the property is designated for residential, commercial, industrial, or preservation uses.

## Recommendations

| Goal: Land Use and Community Character  |  |
|---|--|
| <p>Powhatan County will have a land use pattern dominated by preserved rural character, with high-quality and economically-productive mixed-use development at clearly defined locations served (or planned to be served) by utilities and adjacent to transportation facilities.</p>   |  |
| Objectives: Land Use and Community Character  |  |
| <p><b>Objective LU.1</b><br/>                     Maintain the rural character of the county as defined by existing features, such as the feeling of personal safety and privacy, quiet, natural habitats, forested land, rivers, streams and creeks, dark skies, and un-crowded conditions.</p>  | <p><b>Objective LU.6</b><br/>                     Preserve and respect historic buildings and growth patterns within the Courthouse Village as new development occurs.</p>   |
| <p><b>Objective LU.2</b><br/>                     When development occurs in rural areas, the preferred form of development is conservation subdivisions, with smaller lots and preserved open space at an overall low density consistent with a rural character. Open spaces areas should protect environmental features and agricultural land and minimize visual impacts to adjacent roadways.</p> | <p><b>Objective LU.7</b><br/>                     Identify crossroads as areas that can accommodate small amounts of residential, commercial, and institutional uses in a manner compatible with the surrounding rural area.</p>   |
| <p><b>Objective LU.3</b><br/>                     Establish and maintain a compact pattern of mixed uses, including residential and business development, at specific focal points (designated growth areas) along the Route 60 Corridor and along Route 711 east of the Route 288 interchange.</p>   | <p><b>Objective LU.8</b><br/>                     Protect the rural character of the area around existing wildlife management areas and Powhatan State Park in order to discourage incompatible land uses that would conflict with recreational uses.</p>  |
| <p><b>Objective LU.4</b><br/>                     Accommodate new and diverse residential growth in a compact and mixed-use pattern within designated growth areas. In rural areas, single-family dwellings may be constructed on large parcels (ten acres per single-family dwelling) or in conservation subdivisions that preserve open space and rural character.</p>                              | <p><b>Objective LU.9</b><br/>                     Coordinate land use planning with the provision of transportation facilities, infrastructure and community facilities, and economic development goals.</p> <p><b>Objective LU.10</b><br/>                     Promote sustainable growth that promotes “green” practices and the conservation of energy.</p> |
| <p><b>Objective LU.5</b><br/>                     Implement improved rural and mixed-use design standards that further enhance the quality of development.</p>  | <p><b>Objective LU.11</b><br/>                     Work with various state agencies/facilities, especially correctional centers, to ensure cooperation and the compatibility of new development on adjacent properties.</p>  |

## Countywide Land Use

The following pages describe the desired future character of different parts of the county, designating areas to capture growth and areas that should retain their natural or agricultural character. The countywide land use categories describe the level of development that is appropriate, along with other natural and built features of the landscape. Each category includes a description of existing conditions, intent for the future, and a series of policies that should guide growth and development. Following these policies is a series of appropriate and specific land uses. The countywide land use categories are listed in Table 11.

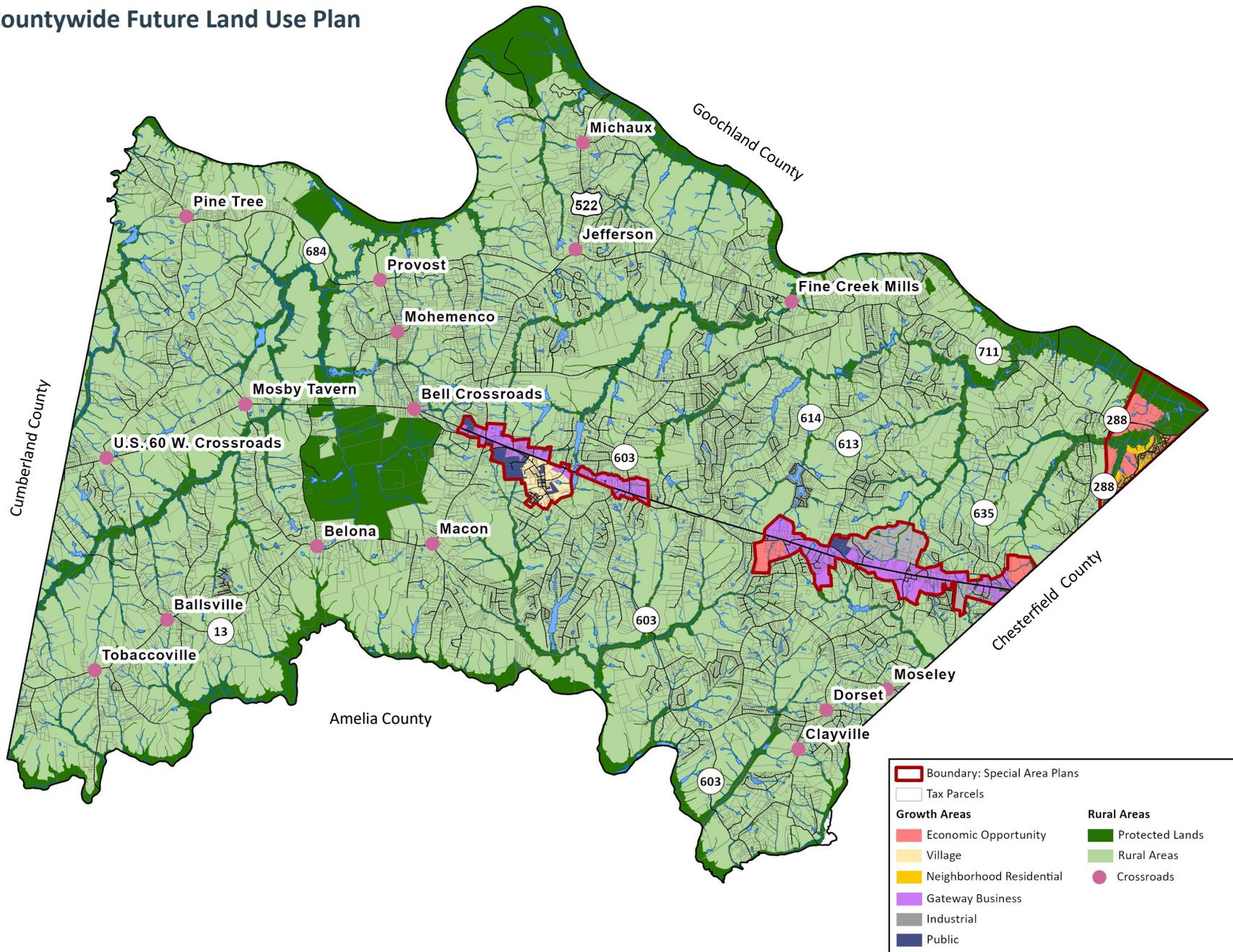
**Table 12: Countywide Land Use Reference Table**

| Countywide Land Use Category | Page | Recommended Residential Density Range |  |
|------------------------------|------|---------------------------------------|--|
|                              |      | Low                                   | High   |
| Public                       | 62   | Not Applicable                        | Not Applicable                                   |
| Protected Lands              | 66   | Not Applicable                        | Not Applicable                                   |
| Rural Areas                  | 70   | 0.10 units/acre<br>(1 unit/10 acres)  | 0.12 units/acre<br>(1 unit/8 acres) <sup>1</sup> |
| Crossroads                   | 78   | Varies                                | Varies   |
| Neighborhood Residential     | 82   | 0.5 units/acre<br>(1 unit/2 acres)    | 4 units/acre <sup>2</sup>                        |
| Gateway Business             | 90   | Not Applicable                        | Not Applicable                                   |
| Economic Opportunity         | 96   | None                                  | 4 units/acre <sup>3</sup>                        |
| Industrial                   | 102  | Not Applicable                        | Not Applicable                                   |
| Village                      | 106  | 1 unit/acre                           | 2 units/acre <sup>4</sup>                        |

### Notes

1. Highest density only recommended for use within conservation subdivisions.
2. Higher densities may be achieved within individual projects with special accommodations for amenities and open spaces, or if environmentally-friendly practices are incorporated into building and site design.
3. Projects with only residential uses are not appropriate, except within the Route 711 Village Special Area. Higher densities (up to 9 units per acre) may also be appropriate in the Route 711 Village special Area.
4. Within the historic core of the Courthouse Village, higher densities may be appropriate, subject to the adoption of a historic overlay district.

**Map 5:  
Countywide Future Land Use Plan**



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## Public

### Description

Public land is designated for institutional, governmental uses, and publicly-owned lands, including but not limited to schools, administrative offices, parks, prisons, and other quasi-governmental uses. The pattern or development design of a public area varies from one location to another, but they often have a “campus-like” feel with moderate- to large-scale buildings located on large pieces of land. Public areas like parks or cemeteries may have few or no buildings, but instead may be a large landscaped area with open spaces and trees.

### Intent

Public land should provide services and facilities for the operation of government and public operations in an efficient and sustainable manner.

### Appropriate Specific Uses

- Government Offices
- Public Utilities and Facilities
- Public Safety Facilities
- Governmental Institutions
- Public Parks and Open Spaces



The County Administration Building is located within the Courthouse Village Special Area Plan

Source: Powhatan County

**Development Design****Siting**

Public land for governmental services should be located in the county to provide equitable service to the community.

Observe locational standards for each facility type to determine substantial accordance with the recommendations of the land use plan (See Chapter 6: Infrastructure and Facilities).

Work with the various state agencies/facilities, especially correctional centers, to ensure cooperation and compatibility.

**Community Character**

When possible, open space, natural resources, landmarks, and historic resources should be protected and incorporated into site plans for public facilities.

**Master Plan**

New public facilities should be located, designed, and developed in accordance with an approved master plan.

## Example Layout

Below is an aerial photo of an existing development that demonstrates the design features encouraged within *Public* areas.



- 1 Public facilities (e.g. elementary school) are located within designated growth areas.
- 2 Sidewalks and/or shared-use paths provide access to adjacent residential neighborhoods and other uses.
- 3 Riparian buffers, wetlands, and other natural and cultural resources are preserved.
- 4 Public facilities are located in close proximity to major thoroughfares.

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## Protected Lands

### Description

*Protected Lands* means land with intrinsic natural features, such as perennial stream corridors, floodplains, floodways, wetlands, or steep slopes (over fifteen percent). As a secondary benefit, these same areas provide greenways for wildlife corridors. These areas are designated as “unbuildable” and should be maintained in a naturalized, undisturbed state. Local, state, and federal regulations apply to the conservation of these areas.

### Intent

Areas designated as *Protected Lands* should be left in an undisturbed state. These areas should be protected and managed to promote environmental stewardship in the county and provide a greenspace network as corridors for wildlife.

### Appropriate Specific Uses

- Woodlands, Forests
- Undisturbed Naturalized Meadows and Fields
- Wetlands
- Nature Trails
- Camps or Retreats



Powhatan Wildlife Management Area

Source: Virginia Department of Game and Inland Fisheries

## Development Design

|                                     |   |
|-------------------------------------|---|
| <b>Residential Densities</b>        | Not Applicable  |
| <b>Mix of Uses</b>                  | No disturbance or development should occur within areas designated <i>Protected Lands</i> except activities that mitigate or repair damage done by development activities in adjacent areas.  |
| <b>Minimum Open Space</b>           | Not Applicable  |
| <b>Open Space Features</b>          | <p>Areas designated as <i>Protected Lands</i> include natural water features (including lakes, ponds, rivers, streams, wetlands, and other riparian areas), riparian buffers, flood hazard areas, steep slopes (15% or greater slopes), wildlife habitat areas, and productive farmland should be preserved as open space.</p> <p>Land adjacent to <i>Protected Lands</i> should be targeted for open space preservation through conservation easements or donation as park land, independently or as part of subdivision and development approval.</p> |
| <b>Landscaping and Buffers</b>      | Riparian buffers along natural water features (including lakes, ponds, rivers, streams, wetlands, and other riparian areas) should be maintained and enhanced to help protect water quality.  |
| <b>Environmental Design</b>         | This land use designation is intended as a general guide, highlighting areas where environmentally-sensitive features may be located. Site-specific inventories of these resources should be conducted as part of the development review process for any activity near or adjacent to identified areas.   |
| <b>Transportation Network</b>       | New roads that cross <i>Protected Lands</i> should be designed to minimize disturbance of critical natural and cultural resources.  |
| <b>Utilities and Infrastructure</b> | New infrastructure that crosses <i>Protected Lands</i> should be designed to minimize disturbance of critical natural and cultural resources.   |
| <b>Community Character</b>          | <p>Areas should not be sprayed or treated with herbicides, pesticides, or other chemicals in amounts harmful to natural systems and wildlife as determined by the regulating federal agency guidelines or regulations.</p> <p>Agricultural and silvicultural land in or in close proximity to <i>Protected Lands</i> should be managed in accordance with the Department of Forestry and/or Department of Agriculture standards for croplands in close proximity to environmentally-sensitive features.</p>   |

## Example Layout

Below is an aerial photo of an existing development that demonstrates the design features encouraged within *Protected Lands*.



- 1 Riparian corridors and other natural features are preserved.
- 2 Trails and shared-use paths designed in an environmentally-sensitive manner may be located within *Protected Lands*.
- 3 New development is located outside of *Protected Lands* and more than 100 feet from streams and wetlands.

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## Rural Areas

### Description

*Rural Areas* indicates land areas where active agriculture, agribusiness, silviculture, or animal husbandry are the primary recommended uses. These areas strongly contribute to the appearance of the scenic Virginia countryside in Powhatan County. *Rural Areas* should be used primarily for agricultural, agribusiness, silviculture, or animal husbandry, with very low-density single-family homes on lots no more dense than one unit per ten acres.

*Rural Areas* have a substantial number of the county’s historic, cultural, and environmental resources. There are many historic homes and sites in these areas, as well as scenic road corridors. The scenic Huguenot Trail corridor offers views of hardwood forests and bucolic countryside. Numerous environmentally-sensitive resources, such as steep slopes, floodplains, wetlands, and forests, are located within or adjacent to *Rural Areas*.

*Rural Areas* are served primarily by rural-level infrastructure (meaning no sanitary sewer or public water service). All sewer and water needs must be met on-site. Public roads are designed to support very low-density residential development and agricultural activities and are typically paved without curbs, gutters, or sidewalks (although parallel walking trails are encouraged).

Conservation-style subdivisions are recommended as a by-right development option. This type of development encourages the clustering of residential lots to preserve open space, which helps maintain the rural character of the area. A base density of one unit per ten acres is recommended to preserve the rural character; however, with a conservation-style subdivision, a density bonus may be considered to provide incentives for open space preservation that exceeds minimum standards.

*Rural Areas* also include scattered existing subdivisions that may have lots smaller than the recommended minimum lot area. These subdivisions should not be expanded (unless future sections are designed as conservation or large-lot subdivisions), since there is generally not adequate infrastructure to accommodate higher-density residential development. However, investment in the existing housing stock within these subdivisions is encouraged.

### Intent

*Rural Areas* will be rural in character, with preserved natural, cultural, and historic resources, including thriving farms, agribusinesses and tourism, permanently-preserved open spaces, permanent easement properties, hillsides, hilltops, floodplains, wooded and forested areas, historic landscapes, landmarks, and corridors. These areas will include active agricultural, silviculture, agribusiness, equestrian operations, and tourism, with new residential development designed in such a way as to be balanced with the natural and existing manmade environment in order to minimize degradation of the rural, natural, cultural, and historic environment.

### Appropriate Specific Uses

- Agribusiness and Boutique Agriculture
- Agricultural/Rural Tourism-Related Businesses (Examples: Bed and Breakfasts, Camps, and Retreats)
- Agriculture, Silviculture, and Animal Husbandry
- Single-Family Residential Uses, primarily in the form of conservation subdivision design or large-lot (e.g. ten acre lot size or greater) subdivisions
- Institutional Uses (Examples: Schools, Churches, Public Safety Facilities, and Similar Uses)
- Parks and Recreational Uses

## Development Design

|                              |   |
|------------------------------|---|
| <b>Residential Densities</b> | <p>0.10 units/acre—0.12 units/acre<br/>(1 unit per 8—10 acres)</p> <p>Highest density only recommended for use within conservation subdivisions.</p>  |
| <b>Mix of Uses</b>           | <p>These areas should be used primarily for agricultural operations and supporting businesses, with limited low-density residential development that does not detract from the area’s rural character. Residential development within <i>Rural Areas</i> should occur as part of conservation subdivisions (see p. 73—74.)</p> <p>Existing agricultural uses are encouraged to remain, as agricultural operations and agribusinesses are recognized as economically-desirable businesses.</p> <p>Agribusiness and tourism uses that are compatible with the character of <i>Rural Areas</i> should be encouraged, upon demonstration that proposed uses will not negatively impact surrounding properties. Examples of such uses are equestrian centers and boarding facilities, nurseries, boutique or unique agribusinesses, conference centers, retreat and training facilities, camps, heritage and rural tourism destinations, farmers’ markets, and bed and breakfasts.</p> |
| <b>Minimum Open Space</b>    | <p>Not Applicable<br/>(Open space requirements for conservation subdivisions are described on p. 73—74.)</p>  |
| <b>Open Space Features</b>   | <p>Natural water features (including lakes, ponds, rivers, streams, wetlands, and other riparian areas), riparian buffers, flood hazard areas, steep slopes (15% or greater slopes), wildlife habitat areas, and productive farmland should be preserved as open space.</p> <p>Pedestrian/bicycle and equestrian trail systems are encouraged in <i>Rural Areas</i> to provide recreation and mobility options.</p>   |

## Development Design

### Landscaping and Buffers

New residential subdivisions should not be visible from rural roadways or scenic byways:

- Existing vegetation along rural roadways and scenic byways should be preserved and/or supplemented to create a wooded buffer that maintains the area's rural character. In open areas, native trees and shrubs should be planted in a naturalistic, informal pattern to screen new development. Decorative fencing and berms may supplement new and existing plantings.
- Buildings within new residential subdivisions should be located at least 200 feet from rural roadways and scenic byways to maintain a rural appearance. Setbacks may need to be greater to ensure proper screening.

Any businesses or institutional uses (except those located within historic structure) should be buffered from major thoroughfares and scenic roads. Existing plant material (especially mature trees) should be maintained and supplemented with evergreen and deciduous plantings (preferably native). Plantings should be installed in a naturalistic, informal pattern. Decorative fencing and berms may supplement new and existing plantings.

### Environmental Design

The environmental integrity of stream corridors should be preserved. On-site development and land management practices should have minimal impact on water quality and the environmental health of surrounding areas.

### Transportation Network

To maintain their capacity, access to major thoroughfares should be limited.

When possible, new roads should connect one existing public road to another to improve the frequency of connections and to provide multiple routes in and out of a subdivision. Adjacent subdivisions should have interconnected streets, and stub roads should be provided to allow future connections.

Pedestrian/bicycle trails may be appropriate along roadways, if designed to preserve the rural character of the area.

### Utilities and Infrastructure

Residents within *Rural Areas* should not expect urban services. Rural levels-of-service will not include public water, sanitary sewer, stormwater drainage facilities (other than ditches), or sidewalks.

## Development Design

### Community Character: Conservation Subdivisions

New residential development should occur within conservation subdivisions that protect at least 50% of the site as permanent open space. Conservation subdivisions should be at least 40 acres in size.

Flexible design that maximizes the protection of natural resources within open space should be promoted. While overall density is limited, there should be flexibility regarding dimensional standards (lot width, lot area, setbacks, etc.). Density bonuses may be awarded if the amount of open space preserved exceeds minimum standards.

The following guidelines should apply to all development within *Rural Areas*, but are particularly important in the design of conservation subdivisions:

- *Location of Open Space*: Stream corridors, woodlands, landmarks and other historic sites, notable viewsheds, and other valuable natural or cultural resources should be protected.  
  
Open space should be located to maintain the visual character of scenic roads (e.g. “foreground meadows” or preserved agricultural fields adjacent to roads).  
  
Open space should be carefully located to provide a buffer between homesites and sensitive uses, such as working farms.
- *Protection of Open Spaces*: Open spaces should be preserved through conservation easements or donations of land to qualified public agencies or non-profits. To create a contiguous network of open spaces, land adjacent to *Protected Lands* and other protected areas should be prioritized.
- *Use of Open Space*: Open space can be owned by a homeowners association or privately held. It may be used for compatible agricultural and horticultural operations, such as horse pastures, greenhouses, pick-your own operations, and community-supported agriculture (ex. agrihood).

## Development Design

### Community Character: Conservation Subdivisions (Continued)

The following guidelines should apply to all development within *Rural Areas*, but are particularly important in the design of conservation subdivisions (continued from the previous page):

- *Open Space Management*: Open space management should promote the rehabilitation of degraded habitats.
- *Lot Placement*: Roadways and homesites should be located to reflect natural features. Homesites should be located near open space, with preserved areas directly abutting or across the street from each lot. Single-loaded streets (with lots only on one side) can be used to maximize the visibility of open space, increasing real estate values at minimal cost (since lots within conservation subdivisions can be narrower than those within conventional subdivisions). Homesites should be screened from view from adjacent roadways.
- *Stormwater Management*: Open space should be used as part of an integrated stormwater management approach to maintain natural drainage patterns, attenuate water quality impacts, replenish groundwater (through the use of bioretention facilities, such as infiltration trenches and rain gardens), and incorporate detention facilities (such as ponds) as visual and environmental amenities.
- *Septic Systems*: Common drainfields for on-site sanitary waste can be accommodated within dedicated open space to allow for the creation of smaller lots.
- *Roadways*: Roads within conservation subdivisions should be designed to standards that reflect the area's rural character. Narrower roadway widths are appropriate, along with gravel footpaths, drainage swales, and shade trees.
- *Signage*: Signage and other entrances features should incorporate native plantings in an informal pattern, decorative walls and/or fencing, and other features with an appropriate scale and design to reflect the rural character of the area.



Open Fields and Agricultural Buildings

Source: Powhatan County



Country Inn with  
Traditional Architectural Features

Source: Mill at Fine Creek

## Example Layout

Below is an aerial photo of an existing development that demonstrates the design features encouraged within *Rural Areas*.



- 1 Residential development is clustered within a conservation subdivision, with more than 50% of the site preserved as permanent open space.
- 2 Significant wooded buffers (200—300 ft. wide) are preserved along major thoroughfares.
- 3 Access along major thoroughfares is limited.
- 4 Lots abut open space, and open space is visible from adjacent roadways and internal streets.
- 5 Riparian corridors are preserved as open space.

## Example Layout

Below is an aerial photo of an existing development that demonstrates the design features encouraged within *Rural Areas*.



- 1 Residential development is clustered within a conservation subdivision, with more than 50% of the site preserved as permanent open space.
- 2 Historic homes and farm structures are maintained.
- 3 Native plantings and split-rail fencing screen the development from view.
- 4 Since the site is open, homes are set back 500 feet from the adjacent road. Existing trees and hedgerows are preserved.
- 5 Lots abut open space, and open space is visible from adjacent roadways and internal streets.
- 6 Homes utilize traditional materials and details that blend with rural areas.

## **Solar Energy Farms**

As demand for renewable energy increases, there will likely be greater interest in locating *solar energy farms* in Powhatan County. Since these facilities require large, open areas to operate, they will likely locate outside of designated growth areas. With certain conditions, *solar energy farms* may be appropriate within *Rural Areas*. To help ensure their compatibility with surrounding rural landscapes and uses, the following features should be considered when siting and designing *solar energy farms*:

### *Proximity to Major Thoroughfares*

While solar energy farms do not generate significant traffic once complete, large trucks and equipment will need to access the site during construction. Solar energy farms should be located in close proximity to major thoroughfares, which are best able to accommodate large volumes of truck traffic. Access points to adjacent roadways should be limited, and developers should coordinate with VDOT to help ensure that heavy truck traffic during construction does not damage road surfaces or create unsafe traffic conditions.

### *Screening and Buffering*

To protect viewsheds from adjacent roadways and properties, solar energy farms should have significant perimeter buffers. Adjacent to roadways and residential properties, perimeter buffers at least 200 feet wide should be provided. Wider perimeter buffers may be appropriate in certain areas, depending on the characteristics of a specific site. Existing mature vegetation should be maintained and supplemented with native evergreen trees and shrubs planted in a naturalistic pattern.

### *Protection of Natural Resources*

To help protect water quality, riparian buffers at least 200 feet wide should be provided adjacent to any wetlands and streams. All natural resources should be protected during construction. An environmental impact evaluation should be prepared (by a third party) to identify additional measures that should be implemented to protect critical environmental resources. Native plantings and “pollinators” should be incorporated into the site’s design to provide wildlife habitat, mimicking habitat required by species native to the area.

### *Protection of Cultural Resources*

Appropriate buffers should be provided adjacent to any on-site cultural resources. Solar energy farms should be sited to minimize impacts on the views to and from historic sites.

### *Prohibition of Toxic Materials*

Solar panels should not contain toxic materials, such as cadmium and GenX.

### *Project Size*

To help these projects blend into the rural landscape, each solar energy farm should be less than 500 acres in area. The project area includes the fenced compound and service roads, but does not include riparian or perimeter buffers.

## Crossroads

### Description

Small concentrations of rural businesses located at key intersections or crossroads have historically served as the primary service areas for rural residents and farmers. *Crossroads* serve an important role in the community and are compatible with the general rural character. *Crossroads* are typically collections of service, institutional, or commercial uses with a small (if any) residential population and housing stock that was typically built in the early 20<sup>th</sup> century. *Crossroads* usually evolved at the intersection of two roads or along important transportation corridors. Sixteen crossroad communities are interspersed throughout Powhatan County and are shown on Map 6: Countywide Future Land Use Plan:

|                  |              |                         |
|------------------|--------------|-------------------------|
| Ballsville       | Jefferson    | Pine Tree               |
| Bell Crossroads  | Macon        | Provost                 |
| Belona           | Michaux      | Tobaccoville            |
| Clayville        | Mohemenco    | U.S. 60 West Crossroads |
| Dorset           | Mosby Tavern |                         |
| Fine Creek Mills | Moseley      |                         |

These locations typically have a historic place name and often include small businesses, such as small grocery stores, feed stores, and institutions (churches, post offices, lodges, schools, community centers, etc.). *Crossroads* in Powhatan County are often home to a small grouping of residences, one or two small businesses, and one or two institutional uses.

*Crossroads* provide small but historic focal points within a rural landscape. For this reason, preserving the historic character and function of *crossroads* is an important goal of this plan. Further, *crossroads* can accommodate some (but not a great deal) of new growth in the county. The scale and magnitude of new development at these locations should be consistent with the scale and magnitude of existing structures, so it does overwhelm their historic character.

*Crossroads* can support heritage tourism by providing small-scale restaurants, bed and breakfasts, shops, and gas stations for visitors.

### Intent

*Crossroads* should be semi-rural in nature and include uses that serve the local and tourist community. Development intensity at a *Crossroads* should maintain a modest scale, with five (5) to ten (10) buildings that are loosely clustered at the intersection of major roadways. Each *crossroads* should have a clear edge and transition into the surrounding rural landscape. Any new development should also be architecturally compatible with existing buildings.

### Appropriate Specific Uses

- Detached Single-Family Residential
- Institutional Uses  
(Examples: Post Offices, Schools, and Fire Stations)
- Small-Scale Services  
(Examples: Gas Stations, Restaurants, Bed and Breakfasts, and Inns)
- Small-Scale, Rural-Oriented Commercial Businesses  
(Examples: Markets, Convenience Stores, Feed and Seed, and Agricultural Supply Stores)

## Development Design

|                                |  |
|--------------------------------|--|
| <b>Residential Densities</b>   | Varies<br>(Appropriate density depends upon the historic character of a particular <i>Crossroads</i> ).  |
| <b>Mix of Uses</b>             | <p>Small-scale, rural-oriented businesses and services may be appropriate at each designated crossroads, along with limited residential development. A collection of five (5) to ten (10) buildings or uses will maintain an appropriate scale at each location.</p> <p>The following mix of uses is preferred:</p> <ul style="list-style-type: none"> <li>• Small-Scale, Rural-Oriented Commercial Businesses: 1—3 Buildings per Crossroads</li> <li>• Institutional Uses: 1—2 Buildings per Crossroads</li> <li>• Single-Family Dwellings: 5 – 8 Dwellings per Crossroads</li> </ul> |
| <b>Minimum Open Space</b>      | None   |
| <b>Open Space Features</b>     | Natural water features (including lakes, ponds, rivers, streams, wetlands, and other riparian areas), riparian buffers, flood hazard areas, steep slopes (15% or greater slopes), and wildlife habitat areas should be preserved as open space.  |
| <b>Landscaping and Buffers</b> | <p>Existing trees should be preserved and maintained.</p> <p>Landscaping should incorporate native species and have an informal, natural appearance that reflects the area’s rural character.</p>  |
| <b>Environmental Design</b>    | Environmentally-friendly features should be incorporated into the design of new buildings and surrounding sites. Examples of such features include rain gardens, permeable pavement, green roofs, and native landscaping.  |

## Development Design

|                                     |  |
|-------------------------------------|--|
| <b>Transportation Network</b>       | No local streets should be provided within a <i>Crossroads</i> . All lots should have frontage along an existing major thoroughfare; however, good access management practices should be implemented.  |
| <b>Utilities and Infrastructure</b> | Most <i>Crossroads</i> will not be close enough to service areas for public water and sewer services. Sewer treatment will need to be provided on-site, and wells will be necessary for water. Lot sizes should be adequate to provide both for any proposed uses.   |
| <b>Community Character</b>          | <p><i>Crossroads</i> are a desirable development pattern that complements rural preservation and rural residential areas. They can be expected to accommodate a minor share of commercial and service demand in rural areas. Rural-oriented commercial uses, services, and institutions are encouraged to be located at <i>Crossroads</i>.</p> <p>Development intensity at a <i>Crossroads</i> should maintain a modest scale, with five (5) to ten (10) buildings that are loosely clustered at the intersection of major roadways.</p> <p>The historic character of <i>Crossroads</i> should be respected and preserved in new development. New development can be designed with modern amenities and features; however, it should respect the scale, configuration, building orientation, density, pattern, materials, building relationship to street, and general character of existing development.</p> <p>New development in a <i>Crossroads</i> should be compatible with existing agricultural operations.</p> <p>Boundaries between <i>Crossroads</i> and surrounding rural areas should be clear and distinct. <i>Crossroads</i> should continue to be a definable focal point of minor activity, without dominating the rural landscape.</p> <p>Provost (one of the designated <i>Crossroads</i>) serves as a gateway to the historically-significant Belmead property. Any development activity in this area should respect this connection through design and mix of uses.</p> |

## Example Layout

Below is an aerial photo of an existing development that demonstrates the design features encouraged within *Crossroads*.



- 1 There is a clear boundary between the *crossroads* and surrounding rural properties.
- 2 Buildings are loosely clustered around the focal intersection.
- 3 Small-scale new buildings incorporate traditional styles and materials.
- 4 Existing buildings should be reused and repurposed to accommodate commercial uses.

## Neighborhood Residential

### Description

*Neighborhood Residential* generally applies to areas that could accommodate a mix of residential uses within a pedestrian-friendly environment. *Neighborhood Residential* recommends thoughtful design to provide a variety of housing options in a layout that respects the low-intensity, single-family character of adjacent rural areas, while providing slightly more intense development. The gross density in these areas may vary within each growth area (special area plan) between one-half and four units per acre and could include single-family detached, single-family attached, and three- to four-unit multi-family buildings. The average lot size would range between one-fourth acre and two acres. Parks and open space should be integrated into these areas, creating opportunities for active and passive recreation within walking distance of residences. Building and neighborhood design should help create communities of lasting value.

The primary location for *Neighborhood Residential* areas is within the Route 711 Village. Not only does this designation include areas for new development, but established residential neighborhoods.

### Intent

Areas designated *Neighborhood Residential* should include walkable neighborhoods with diverse housing options and integrated parks and public uses, which are compatible with the residential qualities of the neighborhoods.

### Appropriate Specific Uses

- Single-Family Detached Residential with Accessory Residential Structures
- Two- to Four-Family Residential Structures  
(Examples: Apartments, Condominiums, Townhouses)
- Public and Institutional Uses  
(Examples: Schools, Churches, and Community Centers)
- Parks, Open Space, and Recreational Areas

## Development Design

|                              |  |
|------------------------------|--|
| <b>Residential Densities</b> | 0.5 units/acre—4 units/acre<br>(See Special Area Plans for density recommendations within specific areas.)   |
| <b>Mix of Uses</b>           | Residential Uses: 100% of Project Area<br><br><i>Neighborhood Residential</i> areas should consist primarily of detached single-family dwellings. Up to 30% of residential units within a <i>Neighborhood Residential</i> project may consist of two- to four-family residential structures, such as apartments, condominiums, and townhouses.   |
| <b>Minimum Open Space</b>    | 30% or More of Project Area  |
| <b>Open Space Features</b>   | <p>At least 40% of the open space set-aside should be dedicated to active recreational areas, such as pools, playgrounds, tennis courts, jogging trails, ballfields, and/or clubhouses.</p> <p>Natural water features (including lakes, ponds, rivers, streams, wetlands, and other riparian areas), riparian buffers, flood hazard areas, steep slopes (15% or greater slopes), and wildlife habitat areas should be preserved as open space.</p> <p>Sidewalks and trails should be provided within each phase of a development to create a pedestrian network that connects neighborhoods with commercial areas, public facilities (including schools, libraries, and parks), and other destinations.</p> <p>Vegetable farms, orchards, community gardens, and other agricultural uses are encouraged within the open space set-aside, provided such uses do not generate excessive noise and odors that would negatively impact adjacent residential properties (For more information regarding <i>agrihoods</i>, see p. 88).</p> |



Traditional-Style Single-Family Homes

Source: Wikipedia



Homes with Front Porches and Rear-Loading Garages

Source: Powhatan County



Community Garden

Source: DPZ & Co.

## Development Design

### Landscaping and Buffers

Transitions from *Neighborhood Residential* to low-density residential and rural areas should be accomplished through heavily-landscaped buffers or the location of similarly-sized lots of single-family homes at the perimeter of the site.

Landscaped areas should buffer residences from major thoroughfares and scenic roads. Existing plant material (especially mature trees) should be maintained and supplemented with evergreen and deciduous plantings (preferably native). Planting should occur in a staggered pattern, with smaller understory plants defining the edges of existing wooded areas. Decorative fencing and berms may supplement new and existing plantings.

Existing mature trees should be preserved to maintain the character of the development's natural setting.

### Environmental Design

Environmentally-friendly features should be incorporated into the design of new buildings and surrounding sites. Examples of such features include rain gardens, permeable pavement, green roofs, and native landscaping.

Neighborhoods should have coordinated stormwater management plans. This includes ensuring stormwater impacts of individual developments are properly mitigated, while coordinating local stormwater management efforts with countywide projects.

### Transportation Network

The street system should provide multiple routes for people to walk to local destinations.

Streets should be designed for lower speeds to allow for mixing of vehicular and pedestrian traffic.

Streets should create semi-regular blocks based on a grid or modified street grid network. Cul-de-sacs are generally discouraged, except where required due to environmental constraints (steep slopes, streams, wetlands, etc.).

The street pattern should be consistent and coordinated between phases of projects.

New streets in *Neighborhood Residential* areas should include sidewalks or paths and moderately-narrow street widths that allow parking on at least one side.

Streets and pedestrian paths should connect with other *Neighborhood Residential* areas, commercial areas, public facilities (including schools, libraries, and parks), and other destinations.

## Development Design

### Utilities and Infrastructure

Central water and sewer (either publicly or privately owned) should be available to support the increased density of development within *Neighborhood Residential* areas.

New infrastructure should be planned to be adequate for both the proposed development and any additional planned growth in the surrounding area. Level-of-service standards should be developed to ensure that adequate public facilities are provided in both the short- and long-term.

New development should pay for itself regarding necessary improvements to public infrastructure, including (but not limited to) new roads, water and sewer services, and schools.

New development should be coordinated and timed relative to public infrastructure. Infrastructure, particularly water and sewer service, and road improvements should be available concurrently with new development.

### Community Character

Houses should be designed to relate to the street. The fronts of buildings should be oriented to the street, and the transition from public to private spaces should be characteristic of traditional neighborhoods (street—sidewalk—front yard—front porch).

Front porches are encouraged.

Traditional-style homes with detached, side-loading, or rear-loading garages are preferred. If the garage is detached, it should be located in the side or rear yard only. If the garage faces the street, it should be set back from the primary façade of the home.

High-quality building materials should be used, helping create communities of lasting value.

Small-scale multi-family buildings should resemble large single-family homes. Where provided, affordable and workforce housing should be blended with other units of varying styles, sizes, and prices throughout a given development. Affordable units should be indistinguishable on the exterior from other units.

### Other Components

A master plan should be prepared for each project.

*Neighborhood Residential* areas should be located within short distances to amenities, with parks, schools, churches, and other public gathering places within a five- to ten-minute walk of residences (approximately ¼ mile).

## Example Layout

Below is an aerial image of an existing development that demonstrates the design features encouraged within *Neighborhood Residential* areas.



- 1 Homes relate to the street and incorporate traditional architectural features.
- 2 Sidewalks and trails create a walkable environment.
- 3 Wooded buffers (approx. 250 ft. wide) shield the development from major roads.
- 4 Interconnected streets create a pattern of blocks.
- 5 Many homes have rear-loading garages accessed by alleys.
- 6 While the neighborhood consists primarily of single-family homes, townhouses are integrated into the development.
- 7 Parks are incorporated throughout the site and preserve existing mature trees.

## Innovative Neighborhood Design

Below are examples of different neighborhood types that incorporate innovative design concepts encouraged within areas designated *Neighborhood Residential*.

### Agrihoods

*Agrihoods* are residential developments oriented around a working farm (or other agricultural use). Open space areas feature vegetable farms, orchards, community gardens, and/or other agricultural uses compatible with surrounding residential uses. These agricultural operations serve as an amenity for the community and reflect the rural character of surrounding areas. Residents of *agrihoods* are often offered opportunities to visit the on-site farm and/or directly participate in agricultural operations. Example of *agrihoods* include:

- Chickahominy Falls (Glen Allen, Virginia)
- Willowsford (Ashburn, Virginia)
- Olivette (Asheville, North Carolina)
- Serenbe (Chattahoochee Hills, Georgia)



Farm and Townhouses in The Grange at Serenbe

Source: dezeen

### Cottage Courts

*Cottage courts* (also known as *bungalow courts*) includes a small group of smaller-scale, single-family homes oriented around a shared common space that is visible from an adjacent street. Instead of each home having a large individual yard, residents share the central common space. This central common space may include different amenities, such as a community garden, playground, or sitting area, with the landscaping having a formal or more naturalistic appearance. In most instances, homes include covered front porches facing the common space. Sidewalks and paths within the common space provide pedestrian connections to the adjacent street, with driveways and parking areas accessible from rear alleys.



Cottage Court with Semi-Circular Park

Source: Kersey Homes

## Gateway Business

### Description

Areas designated *Gateway Business* are appropriate for offices and light industrial development (clean manufacturing, research and development, and similar light industrial uses) along or near major thoroughfares. Complementary commercial uses (retail stores, restaurants, lodging, etc.) may be appropriate near major intersections or incorporated into master-planned developments.

While large-scale development is preferred, consolidating existing small parcels along major thoroughfares may be difficult. Smaller-scale development may be appropriate, if designed with architectural features and landscaping that coordinates with surrounding properties (see *GB.a: Small-Scale Development within Areas Designated Gateway Business* on page 94).

Due to their location along major thoroughfares, developments within areas designated *Gateway Business* should be carefully designed to create an attractive gateway to Powhatan County and minimize negative impacts to the local transportation network. High-quality architectural features and landscaping that reflect the area's rural character help create a positive image for those visiting and traveling through Powhatan County.

Where appropriate, sidewalks and trails should connect businesses with nearby destinations, allowing employees and customers to walk for short trips and/or exercise. Parks and open space should be integrated into these developments, creating attractive places to work and visit.

### Intent

Areas designated *Gateway Business* are intended to accommodate employment-generating commercial and light industrial uses that support local economic development goals.

### Appropriate Specific Uses

- Offices
- Clean Manufacturing
- Research and Development
- Retail
- Restaurants
- Services
- Hotels and Lodging
- Institutional Uses  
(Examples: Schools, Churches, Public Safety Facilities, and Similar Uses)

## Development Design

|                                |  |
|--------------------------------|--|
| <b>Residential Densities</b>   | Not Applicable<br>(No Residential Uses Permitted)  |
| <b>Mix of Uses</b>             | Commercial and/or Light Industrial Uses: 100% of Project Area  |
| <b>Minimum Open Space</b>      | Not Applicable   |
| <b>Open Space Features</b>     | <p>Open space, such as plazas, small parks, squares, and greens, is encourage and should be dispersed throughout the project. These public spaces should be usable areas that include trees, landscaping, water features, and/or outdoor activities. These spaces may be naturalized or more formal in design.</p> <p>Walking trails are encouraged. Trails should connect to regional trail networks (if nearby).</p> <p>Natural water features (including lakes, ponds, rivers, streams, wetlands, and other riparian areas), riparian buffers, flood hazard areas, steep slopes (15% or greater slopes), and wildlife habitat areas should be preserved as open space.</p>  |
| <b>Landscaping and Buffers</b> | <p>Site configuration, landscaping, and maintenance of existing tree cover and topography should be used to screen buildings and parking areas from adjacent development and major thoroughfares.</p> <p>Existing vegetation along Route 60 and other major thoroughfares should be preserved and supplemented to create a wooded buffer that maintains the area’s natural character.</p> <p>Outside of <b>commercial nodes</b>, buffer areas should be wider and/or more densely planted. Inside <b>commercial nodes</b>, buffer areas may be less densely planted and/or have a more manicured design.</p> <p>To help create a cohesive streetscape, plant species and landscape design within buffer areas should coordinate with buffers on adjacent properties.</p> |
| <b>Environmental Design</b>    | <p>Environmentally-friendly features should be incorporated into the design of new buildings and surrounding sites. Examples of such features include rain gardens, permeable pavement, green roofs, and native landscaping.</p> <p>Projects should have coordinated stormwater management plans. This includes ensuring stormwater impacts of individual developments are properly mitigated, while coordinating local stormwater management efforts with countywide projects.</p>  |

## Development Design

### Transportation Network

Vehicular access should be designed to maximize efficiency and minimize negative impacts on levels-of-service of adjacent roads. Impacts to major thoroughfares can be reduced by minimizing access points, providing a network of on-site internal streets, providing shared entrances, and/or providing entrances from side streets with a lower functional classification.

Local roadways should be designed to separate retail/commercial passenger traffic flows with delivery and distribution truck traffic generated in mixed retail/industrial areas.

Local roadways should be designed and built to standards to accommodate heavy truck traffic, including load bearing and turning radius dimensions.

Vehicular and pedestrian connections should be provided between various uses to provide allow travel between adjacent development, helping reduce impacts on nearby major thoroughfares.

The street pattern should be consistent and coordinated between phases of projects.

### Utilities and Infrastructure

Central water and sewer (either publicly or privately owned) should be available to support commercial and light industrial development, along with appropriate communication technology and utility services.

Development proposals should be subject to land use impact review and mitigation through the proffer system to address issues such as traffic, stormwater, lighting, fiscal impact, noise, and odors. Rezoning requests, conditional use permit (CUP) requests, and other discretionary zoning proposals should be approved only upon a demonstration that adequate public facilities exist or will be established by the time of opening.

### Community Character

Projects should have a coordinated architectural form and spatial feel, which should relate to surrounding developments. There should be cohesive signage, lighting, and landscaping.

Expect new developments to employ site and building design techniques that reduce their visual presence and scale. Design techniques include:

- High-quality landscaping (including wooded buffers and/or berms);
- Building designs that appear as collections of smaller buildings rather than a single large building;
- Building colors and siting that help large structures blend in with its surroundings; and
- Low-visibility parking locations.

The reuse of existing commercial and industrial buildings is encouraged.

## Example Layout

Below is an aerial photo of an existing development that demonstrates the design features encouraged within areas designated *Gateway Business*.



- 1 Existing mature trees provide a buffer between commercial and residential development.
- 2 Connections to adjacent residential neighborhoods provide routes for vehicular and pedestrian movement.
- 3 Buildings are oriented to the street, with most parking to the side or rear of the buildings.
- 4 Sidewalks and shared-use paths provide pedestrian connectivity.
- 5 Access to existing major thoroughfares is limited, with an interconnected internal street network providing circulation.
- 6 Plazas, parks and open spaces are scattered throughout the development.
- 7 Buildings utilize traditional materials.



### Notes

#### *GB.a: Small-Scale Development within Areas Designated Gateway Business*

While large-scale, campus-style development is preferred within areas designated *Gateway Business*, consolidating existing small parcels along the U.S. Route 60 corridor may be difficult. Smaller-scale development may be appropriate, if projects:

- Provide multiple vehicular connections to adjacent properties (preferably though an internal street network), while limiting access to adjacent major thoroughfares;
- Incorporate high-quality architectural features that are compatible with nearby buildings, with designs and materials that reflect those traditionally found in Powhatan County;
- Include landscaping, wooded buffers, and other site elements that limit the appearance of *strip development* along major thoroughfares and retains (or enhances) the natural, wooded character of Powhatan County;
- Limit signage to monument signs with materials similar to those used on the primary building;
- Parking should be located to the sides or rear of new buildings, so there is not a continuous strip of parking lots along major thoroughfares;
- Minimize the visibility of outdoor storage areas from major thoroughfares;
- Provide pedestrian linkages to adjacent properties; and
- Incorporate other design elements recommended for areas designated *Gateway Business*.

With interparcel connectivity and coordinated architecture, small-scale developments adjacent to one another can be cohesive and functional.



Retail/Pharmacy Use with Traditional Architecture



Office Building with Traditional Architecture and Relegated Parking



Office Building with Traditional Materials, Relegated Parking, and Outdoor Seating Areas

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## Economic Opportunity

### Description

Powhatan County's proximity to the Richmond Metropolitan Area creates economic development opportunities. Different types of businesses may be interested in relocating to areas with adequate infrastructure and highway access, while new residents are looking for housing options convenient to jobs, services, and amenities.

*Economic Opportunity* highlights areas where there are opportunities to create large, cohesive master-planned developments that incorporate commercial and light industrial uses, with complementary residential uses. These areas include large, contiguous parcels close to major highways, utilities, and other infrastructure, making them suitable for projects that could support regional employers and major businesses.

This land use designation is intended to be flexible, encouraging innovative design that:

- Utilizes high-quality architectural features (building design, landscaping, lighting, etc.) as part of a cohesive, master-planned community;
- Incorporates environmentally-friendly design techniques;
- Provides parks and open space accessible to residents, workers, and visitors;
- Accommodates motorists, pedestrians, and cyclists as part of an interconnected transportation network; and
- Can adapt to changing market demand.

High-quality design should minimize negative impacts on surrounding uses and create communities with lasting value.

Development should occur as part of a unified master plan that covers approximately 75 to 100 acres or more (in one or more parcels). Since these areas are located near major gateways and projects are intended to be large, they will have a significant impact on the identity and regional perception of Powhatan County and surrounding special areas (Route 60 Corridor East, Route 711 Village, etc.).

Because of this, it is important to ensure new developments are well-designed, creating functional communities that are economically sustainable and provide residents with a high quality of life.

A variety of commercial and light industrial uses should be permitted, including (but not limited to) retail stores, restaurants, hotels, offices, warehouses, distribution centers, research and development facilities, data centers, and light manufacturing. In addition to these businesses, mixed-use projects may also include higher-density residential uses, including townhouses and single-family homes on smaller lots (¼-acre or less). Apartments and condominium residential developments may be appropriate in the Route 711 Village Special Area. Projects with only residential uses are not appropriate.

Large-scale development may generate a significant number of vehicles trips, particularly in the morning and evening peak hours. There may be a mixture of passenger vehicle and heavy truck traffic. The number of access points to major thoroughfares should be limited to maintain adequate capacity and level-of-service. There should be vehicular connections between adjacent parcels, allowing movement between different destinations without having to drive on major thoroughfares. Sidewalks, shared-use paths, and/or other types of infrastructure for pedestrians and cyclists should connect different uses, providing workers, residents, and visitors with transportation options and recreational opportunities. Those developing projects within this land use designation should fund and/or construct transportation improvements necessary to offset potential negative impacts proposed uses may have on the local road network (as recommended by a professional traffic study).

## Intent

Areas identified as *Economic Opportunity* are intended to accommodate commercial and/or light industrial uses, along with limited residential uses, within master-planned developments located at targeted locations near major highways. New developments will utilize innovative design techniques, including high-quality architectural features and environmentally-friendly practices, which minimize negative impacts on surrounding uses and create communities with lasting value.

## Appropriate Specific Uses

- Offices
- Retail
- Services
- Restaurants
- Hotels and Lodging
- Light Industrial
- Clean Manufacturing
- Distribution Centers
- Warehousing
- Research and Development
- Single-Family Detached Residential on Smaller Lots (¼-acre or less)
- Townhouses (Attached Single-Family Residential)
- Multi-Family Residential (Apartments and/or Condominiums)\*

\* *Multifamily residential, such as apartments or condominiums are only appropriate in the Route 711 Village Special Area.*

## Development Design

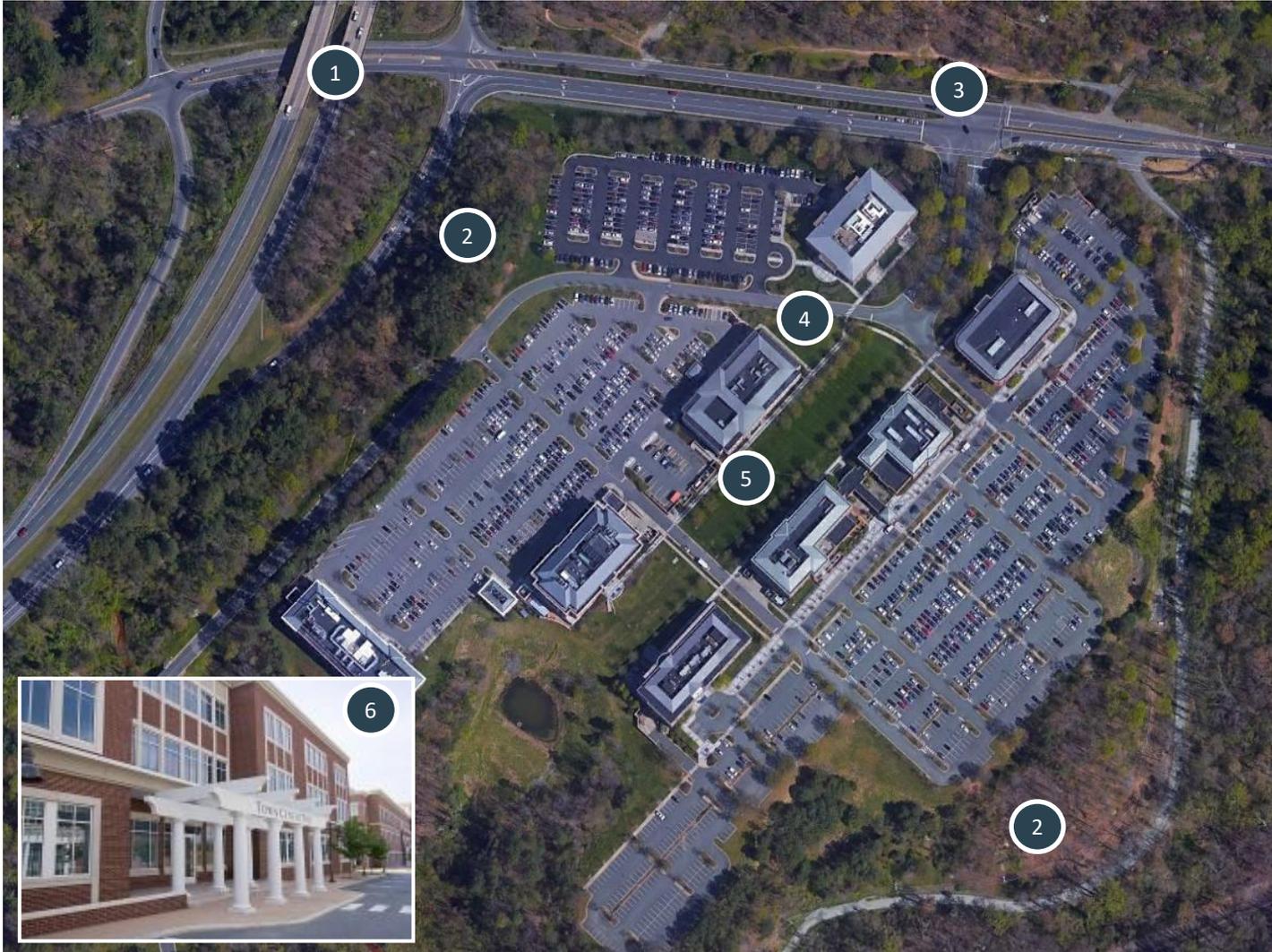
|                                |   |
|--------------------------------|---|
| <b>Residential Densities</b>   | <p>0 units/acre—4 units/acre<br/>(Higher densities (up to 9 units per acre) may be appropriate in the Route 711 Village Special Area)</p>   |
| <b>Mix of Uses</b>             | <p>A variety of commercial and light industrial uses should be accommodated in <i>Economic Opportunity</i> areas. Limited higher-density residential uses may be integrated into these projects, but projects with only residential uses are not appropriate.</p> <p>The following mix of uses is preferred:</p> <ul style="list-style-type: none"><li>• Commercial, Office, and Light Industrial Uses: 70—100% of Project Area</li><li>• Residential Uses: Up to 30% of Project Area</li></ul> <p>(Note: This does not apply to the Route 711 Village Special Area)</p> <p>Industrial uses should be permitted, provided operations are conducted within a building and generate little or no off-site nuisances (noise, dust, light pollution, etc.). Outdoor storage areas should be screened from adjacent roadways and properties.</p> <p>The construction of any residential units shall be phased and coordinated with the completion of commercial/light industrial buildings, so that residential and non-residential uses are developed concurrently.</p> |
| <b>Minimum Open Space</b>      | <p>15% or More of Project Area</p>  |
| <b>Open Space Features</b>     | <p>Open space, such as plazas, small parks, and other amenities, should be dispersed throughout the project. These public spaces should be usable areas that include trees, landscaping, water features, and/or outdoor activities. These spaces may be naturalized or more formal in design.</p> <p>Walking trails are encouraged. Trails should connect to regional trail networks (if nearby).</p> <p>Natural water features (including lakes, ponds, rivers, streams, wetlands, and other riparian areas), riparian buffers, flood hazard areas, steep slopes (15% or greater slopes), and wildlife habitat areas should be preserved as open space.</p>  |
| <b>Landscaping and Buffers</b> | <p>Projects located along Route 60 or Route 711 should maintain a wooded buffer at least 50 feet wide along these roadways, where existing vegetation is preserved and supplemented with additional plantings to lessen the visual impact of large-scale development.</p> <p>Site configuration, landscaping, and maintenance of existing tree cover and topography should be used to buffer projects from adjacent development.</p>  |

## Development Design

|                                     |  |
|-------------------------------------|--|
| <b>Environmental Design</b>         | <p>Environmentally-friendly features should be incorporated into the design of new buildings and surrounding sites. Examples of such features include rain gardens, permeable pavement, green roofs, and native landscaping.</p> <p>Projects should have coordinated stormwater management plans. This includes ensuring stormwater impacts of individual developments are properly mitigated, while coordinating local stormwater management efforts with countywide projects.</p>  |
| <b>Transportation Network</b>       | <p>Vehicular access should be designed to maximize efficiency and minimize negative impacts on levels-of-service of adjacent roads. Impacts to major thoroughfares can be reduced by minimizing access points, providing a network of on-site internal streets, providing shared entrances, and/or providing entrances from side streets with a lower functional classification. Those developing projects within this land use designation should fund and/or construct transportation improvements necessary to offset potential negative impacts proposed uses may have on the local road network (as recommended by a professional traffic study).</p> <p>Local roadways should be designed to separate retail/commercial passenger traffic flows with delivery and distribution truck traffic generated in mixed retail/industrial areas.</p> <p>Vehicular and pedestrian connections should be provided between various uses to allow travel between adjacent development and to create a multi-modal transportation network, helping reduce impacts on nearby major thoroughfares.</p> <p>The street pattern should be consistent and coordinated between phases of projects.</p> |
| <b>Utilities and Infrastructure</b> | <p>Central water and sewer (either publicly or privately owned) should be provided to support the increased intensity of development within <i>Economic Opportunity areas</i>, along with appropriate communication technology and utility services.</p> <p>New development should be subject to land use impact review and mitigation through the proffer system for topics such as traffic, stormwater, lighting, fiscal impact, noise, and odors. Rezoning requests should be approved only upon a demonstration that adequate public facilities exist or will be established by the time of opening.</p>   |
| <b>Community Character</b>          | <p>Architecture, building materials, landscaping, and signage should be cohesive throughout master-planned projects, creating a campus-like environment.</p>   |

### Example Layout

Below is an aerial photo of an existing development that demonstrates the design features encouraged within *Economic Opportunity* areas.



- 1 Projects are located near major highways.
- 2 Wooded and landscaped buffers are maintained along adjacent roadways.
- 3 Access to adjacent roadways is limited.
- 4 Sidewalks and shared-use paths provide pedestrian connectivity.
- 5 Plazas, parks and open spaces are scattered throughout the development, creating a campus-like environment.
- 6 Buildings incorporate high-quality architectural designs and materials.

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## Industrial

### Description

Manufacturing, warehousing, mining, and other industrial operations provide jobs and other economic benefits to Powhatan County. While these businesses are an important part of the economy, some industrial operations create noise, dust, and/or odors that may negatively impact nearby residential and commercial uses. Areas designated *Industrial* include existing industrial operations and are intended to exclude non-compatible uses.

A variety of industrial uses, including warehousing, manufacturing, research and development, and mining may be permitted, either by-right or with a conditional use permit. Residential uses are inappropriate within industrial areas.

Industrial operations may generate a significant number of vehicle trips, particularly in the morning and evening peak hours. There may be a mixture of passenger vehicle and heavy truck traffic. The number of access points on Route 60 and other major thoroughfares should be limited to maintain adequate capacity and level-of-service. There should be vehicular connections between adjacent parcels (especially industrial uses), allowing movement between different destinations without having to drive on major thoroughfares; however, heavy truck traffic should be routed away from residential neighborhoods and public facilities (schools, libraries, parks, etc.). Sidewalks, shared-use paths, and/or bicycle lanes should connect different areas, providing workers with transportation options and recreational opportunities.

Large-scale development should occur as part of a unified master plan. If small-scale development occurs, sites should be at least twenty (20) acres in size and designed to be harmonious with surrounding properties. If feasible, there should be vehicular connections between adjacent parcels, especially if they have industrial uses. All development, including outdoor storage areas, should be designed with appropriate setbacks, providing adequate area for buffering and/or screening from abutting properties and roadways. Buildings, parking lots, and storage areas should be designed to minimize the amount of noise, dust, odors, and light that reaches adjacent properties.

### Intent

Areas designated as *Industrial* should be established at targeted locations near major highways to accommodate a variety of industrial uses, including warehousing, manufacturing, research and development, and mining, which may not be compatible with residential or some commercial development due to noise, dust, and/or odors. New development should be well designed to limit impacts on surrounding development, including but not limited to sustainable stormwater management practices, local roads, and open spaces.

### Appropriate Specific Uses

- Manufacturing
- Distribution Centers
- Warehousing
- Research and Development
- Mining Facilities

## Development Design

|                                |   |
|--------------------------------|---|
| <b>Residential Densities</b>   | Not Applicable<br>(No Residential Uses Permitted)   |
| <b>Mix of Uses</b>             | Industrial Uses: 100% of Project Area<br><br>Residential and commercial uses are not appropriate, since they may be negatively impacted by adjacent industrial operations.  |
| <b>Minimum Open Space</b>      | Not Applicable  |
| <b>Open Space Features</b>     | <p>Open space, such as plazas, small parks, and other amenities, may be incorporated into the project, provided that they are located away from areas with excessive noise, dust, odor, and heavy truck traffic. These public spaces should be usable areas that include trees, landscaping, water features, and/or outdoor activities. These spaces may be naturalized or more formal in design.</p> <p>Walking trails are encouraged. Trails should connect to regional trail networks (if nearby) and be located away from areas with excessive noise, dust, odor, and heavy truck traffic.</p> <p>Natural water features (including lakes, ponds, rivers, streams, wetlands, and other riparian areas), riparian buffers, flood hazard areas, steep slopes (15% or greater slopes), and wildlife habitat areas should be preserved as open space.</p> |
| <b>Landscaping and Buffers</b> | <p>Site configuration, landscaping, and maintenance of existing tree cover and topography should be used to buffer projects from adjacent development, especially residential neighborhoods and commercial areas.</p> <p>Wooded buffers at least 100 feet wide should be maintained along adjacent roadways to screen industrial uses from view. If there is not sufficient existing vegetation, new plantings, berms, decorative fencing, and/or other features should be installed to create a landscape buffer with a naturalistic appearance.</p> <p>Outdoor storage areas should be screened from view with evergreen trees and shrubs, berms, and/or decorative fencing.</p>  |

## Development Design

### Environmental Design

Environmentally-friendly features should be incorporated into the design of new buildings and surrounding sites. Examples of such features include rain gardens, permeable pavement, green roofs, and native landscaping.

Projects should have coordinated stormwater management plans. This includes ensuring stormwater impacts of individual developments are properly mitigated, while coordinating local stormwater management efforts with countywide projects.

### Transportation Network

Vehicular access should be designed to maximize efficiency and minimize negative impacts on levels-of-service of adjacent roads. Impacts to major thoroughfares can be reduced by minimizing access points, providing a network of on-site internal streets, providing shared entrances, and/or providing entrances from side streets with a lower functional classification.

Local roadways should be designed to accommodate heavy truck traffic, including load bearing and turning radius dimensions.

Vehicular and pedestrian connections with different uses may be appropriate, provided that heavy truck traffic is not directed into residential areas or near public facilities (schools, libraries, parks, etc.).

The street pattern should be consistent and coordinated between phases of projects.

### Utilities and Infrastructure

Central water and sewer (either publicly or privately owned) should be available to support the needs of industrial users, along with appropriate communication technology and utility services.

Industrial uses should be subject to land use impact review and mitigation through the proffer system for topics such as traffic, stormwater, lighting, fiscal impact, noise, and odors. Industrial uses should be approved only upon a demonstration that adequate public facilities exist or will be established by the time of opening.

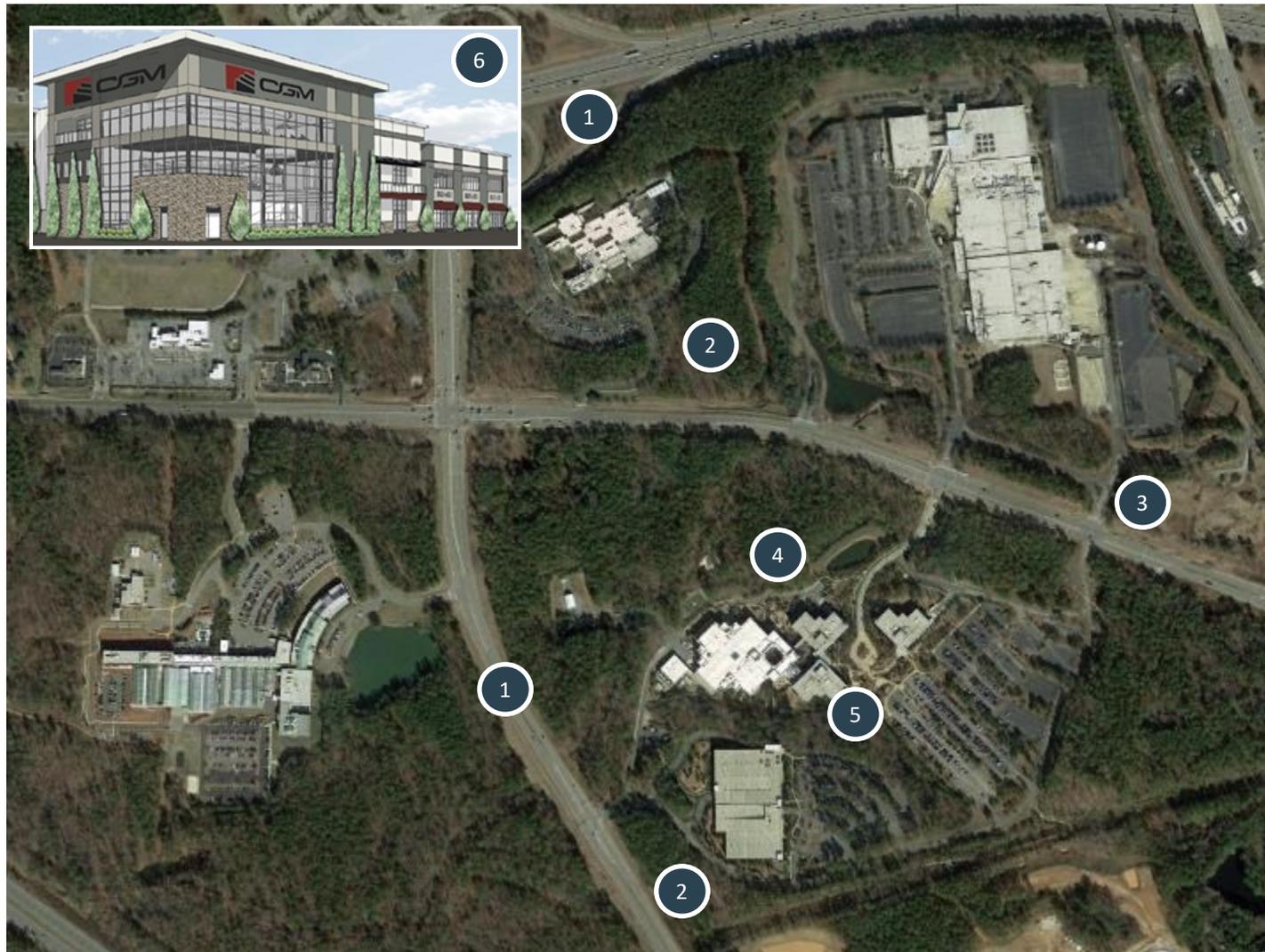
### Community Character

Architecture, building materials, landscaping, and signage should be cohesive throughout master-planned projects, creating a campus-like environment.

The reuse of existing industrial properties is encouraged. Redevelopment may integrate and/or be compatible with existing industrial and mining operations.

## Example Layout

Below is an aerial photo of an existing development that demonstrates the design features encouraged within *Industrial* areas.



- 1 Projects are located near major highways.
- 2 Wooded and landscaped buffers are maintained along adjacent roadways.
- 3 Access to adjacent roadways is limited.
- 4 Sidewalks and shared-use paths provide pedestrian connectivity and serve as an amenity for workers.
- 5 Plazas, parks and open spaces are scattered throughout the development, creating a campus-like environment.
- 6 Buildings incorporate high-quality architectural designs, materials, and landscaping.

## Village

### Description

*Village* generally applies to areas surrounding the historic Powhatan County Courthouse. This area can accommodate small-scale, pedestrian-friendly mixed-use development that complements existing development within the Courthouse Village. A mix of small-scale businesses and residential uses within a walkable environment will help create a vibrant mixed-use community where people can live, work, and shop.

Commercial buildings should be located along or in close proximity to Route 13 (Old Buckingham Road), Skaggs Road, Mann Road, and Scottville Road, surrounded by residential neighborhoods containing a mix of housing types. Different uses may be located within the same building, such as upper-story apartments above retail space.

Smaller-scale buildings should be designed to reflect the historic character of the area, with materials, colors, and design features that reflect architectural styles commonly found in Powhatan County prior to 1940. The maximum recommended building footprint is 5,000 square feet, with the maximum total building size of 10,000 square feet.

Properties should be developed in a coordinated manner, with consistent architecture, landscaping, signage, setbacks, and design features. There should be an interconnected network of streets and sidewalks, similar to what currently exists in the core Courthouse Village (immediately surrounding the Powhatan County Courthouse).

### Intent

Areas designated *Village* should accommodate a mix of residential, commercial, and institutional uses within a pedestrian-friendly environment within close proximity to the Powhatan County Courthouse.

### Appropriate Specific Uses

- Single-Family Detached Residential with Accessory Residential Structures
- Two-Family Residential Structures )
- Small- to Medium Scale Commercial Uses
  - Offices
  - Retail
  - Restaurants
  - Services
  - Hotels and Lodging
- Public and Institutional Uses (Examples: Schools, Churches, and Community Centers)
- Parks, Open Space, and Recreational Areas

## Development Design

### Residential Densities

1 unit/acre—2 units/acre

In the future, Powhatan County may choose to adopt an overlay district to allow higher densities in the Historic Core.

### Mix of Uses

A mix of commercial, residential, and institutional uses should be accommodated. Vertically mixed-use buildings may be appropriate, especially along or near Route 13 (Old Buckingham Road).

The following mix of uses is preferred:

- Residential Uses: 0—80% of Project Area
- Commercial Uses: 20—100% of Project Area

Smaller sites (5 acres or less) may only have a single use, whereas larger developments should have multiple uses and/or multiple housing types (as described above). Commercial uses should be designed in a way that is compatible with any neighboring residential uses.

### Minimum Open Space

15% or More of Project Area

(Note: Smaller sites within the core Courthouse Village may not have dedicated open space.)

### Open Space Features

Open space, such as plazas, small parks, squares, and greens, should be dispersed throughout the project. These public spaces should be usable areas that include trees, landscaping, water features, and/or outdoor activities. These spaces may be naturalized or more formal in design.

Natural water features (including lakes, ponds, rivers, streams, wetlands, and other riparian areas), riparian buffers, flood hazard areas, steep slopes (15% or greater slopes), and wildlife habitat areas should be preserved as open space.

Sidewalks and trails should be provided to create a pedestrian network that connects neighborhoods with commercial uses, public facilities (including schools, libraries, and parks), and other destinations.

## Development Design

### Landscaping and Buffers

Street trees should be planted to provide shade and visual interest, creating a pedestrian-friendly streetscape.

Existing mature trees should be preserved to maintain the character of the development's natural setting.

Foundation plantings (within landscaped beds or planters) can soften the appearance of buildings.

### Transportation Network

Streets should create semi-regular blocks based on a grid or modified street grid network, allowing people to walk to local destinations using a variety of routes. The use of cul-de-sacs is discouraged.

*Complete streets*, including on-street parking, street trees, and sidewalks, should be provided. Sidewalks should be provided on at least one side of each street and connect to existing sidewalks and trails. Streets should be designed for lower speeds to allow for mixing of vehicular and pedestrian traffic.

Curbs should be provided where on-street parking is permitted; however, open-channel drainage may be appropriate in some areas, especially where bioswales and other low-impact development (LID) practices are used to manage stormwater.

The use of rear alleys is encouraged.

On longer blocks or at cul-de-sacs, pedestrian cut-through walkways should be provided to allow convenient pedestrian access within the development and/or to adjacent schools, recreational facilities, community facilities, or commercial uses.

### Utilities and Infrastructure

Central water and sewer (either publicly or privately owned) should be available to support development.

New infrastructure should be planned to be adequate for both the proposed development and any additional planned growth in the surrounding area. Level-of-service standards should be developed to ensure that adequate public facilities are provided in both the short- and long-term.

New development should pay for itself regarding necessary improvements to public infrastructure, including (but not limited to) new roads, water and sewer services, and schools.

New development should be coordinated and timed relative to public infrastructure, so that essential infrastructure is available concurrently with new development.

## Development Design

### Community Character (Non-Residential Uses)

The scale and massing of buildings should maintain a “small town” feel. The maximum recommended building footprint is 5,000 square feet, with the maximum total building size of 10,000 square feet. Windows, wall offsets (projections and/or recesses), and other architectural features should be used to visually break long facades. Building should be no taller than 2½ stories.

To help new development blend with existing structures, new buildings should reflect architectural features and styles commonly found in Powhatan County prior to 1940, including pitched roofs; covered porches and/or stoops; and brick and/or wood siding (or similar materials) on the exterior.

High-quality building materials should be used, helping create communities of lasting value.

Buildings should address the street:

- The fronts of buildings should be oriented to the street.
- The progression of public to private spaces should be created based on traditional neighborhood models.
- Non-residential and mixed-use buildings should be built to the sidewalk, and awnings and covered sidewalks are encouraged.

Parking should be located to the side or rear of primary buildings. To minimize the size of parking areas, shared parking and on-street parking is encouraged. Parking lots should be divided into several smaller areas separated by landscaped areas, pedestrian pathways, buildings, or other design features.

Street trees should be planted to provide shade and visual interest. Where possible, existing healthy trees should be preserved. Foundation plantings (either within landscaped beds or planters) can soften the appearance of buildings.

Smaller-scale, pedestrian-oriented signage (either freestanding or building-mounted signage) is appropriate. Freestanding and building-mounted signage should be externally illuminated, with internal illumination discouraged.

Street lights, street signs, and street furniture should be coordinated with existing development to create a cohesive streetscape.

The use of patios and wider sidewalks is encouraged to accommodate outdoor seating.

## Development Design

### Community Character (Residential Uses)

High-quality building materials should be used, helping create communities of lasting value.

Houses should be designed to relate to the street. The fronts of buildings should be oriented to the street, and the transition from public to private spaces should be characteristic of traditional neighborhoods (street—sidewalk—front yard—front porch).

Front porches are encouraged.

Where provided, affordable and workforce housing should be blended with other units of varying styles, sizes, and prices throughout a given development. Affordable units should be indistinguishable on the exterior from other units.

Street trees should be planted to provide shade and visual interest. Where possible, existing healthy trees should be preserved. Foundation plantings (either within landscaped beds or planters) can soften the appearance of buildings.

To help new development blend with existing structures, new buildings should reflect architectural features and styles commonly found in Powhatan County prior to 1940, including pitched roofs; covered porches and/or stoops; and brick and/or wood siding (or similar materials) on the exterior.

Street lights and street signs should be coordinated with existing development to create a cohesive streetscape.



Homes Oriented around a Pocket Park

Source: East Beach Norfolk

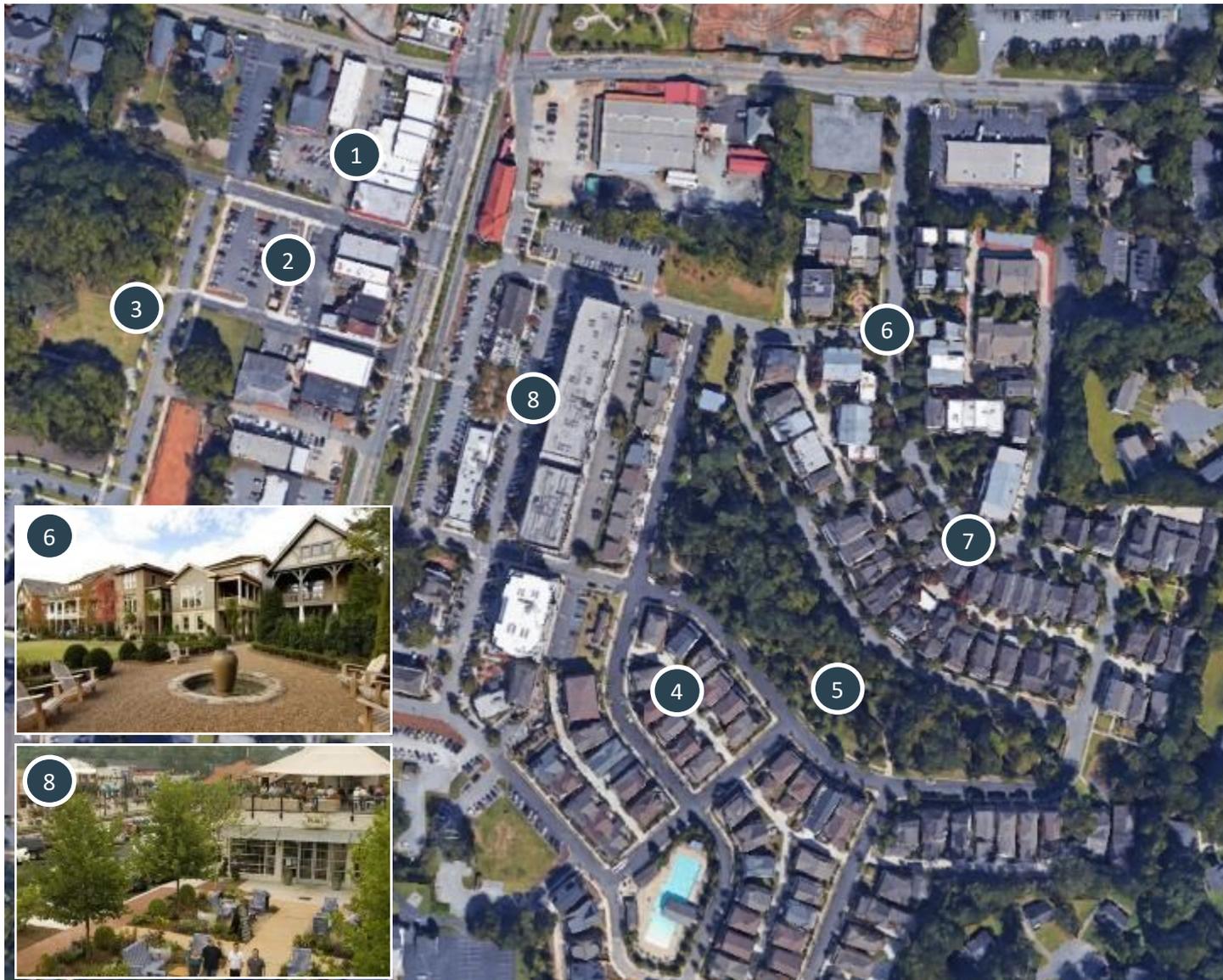


Homes with Traditional Architecture, Front Porches, and Rear-Loading Garages

Source: Southern Living

## Example Layout

Below is an aerial image of an existing development that demonstrates the design features encouraged within areas designated *Village*.



- 1 Walkable mixed-use core with historic buildings and appropriately-scaled infill buildings.
- 2 Parking to the rear of buildings.
- 3 Interconnected street network with sidewalks and street trees.
- 4 Homes have rear-loading garages accessed by alleys.
- 5 Houses overlook centrally-located park with pathways/trails.
- 6 Pocket parks distributed throughout residential neighborhoods.
- 7 Mix of housing types integrated into residential neighborhood.
- 8 Plaza surrounded by commercial uses.

## Examples of Appropriate Development by Land Use Category

The following pages show images of different buildings and development types that reflect elements recommended by Land Use Policies within this chapter. As developers and landowners consider improvements to their properties, these images are intended to provide examples of building forms and designs appropriate in each Countywide Land Use Category. Notes under each image identify a Land Use Policy that relates to elements shown. Additional images are included within descriptions on the previous pages.

### Protected Lands



Meadow in Powhatan Wildlife Management Area



Canoe/Kayak Launch on the James River

### Rural Areas



Historic Farm under Conservation Easement



Small-Scale Country Inn with Traditional Architecture

**Crossroads**



Medical Office in Small-Scale Building

**Neighborhood Residential**



Traditional-Style Single-Family Homes Relate to the Street

**Gateway Business**



Commercial Building with Traditional Architecture and Parking to the Rear



Micro-Brewery with Traditional Architecture



Four-Unit Residential Buildings Resemble Large Single-Family Homes



Commercial Development Oriented around Landscaped Pedestrian Promenade

**Economic Opportunity**



Commercial Building Adjacent to Sidewalk with Parking to the Rear

**Industrial**



Industrial Building with Architectural Detailing to Break Up Building Massing

**Village**



Homes Oriented around a Pocket Park



Office Building with Parking to the Rear



Landscaped Pedestrian/Bicycle Trail Connecting Different Uses



Residential Neighborhood with Traditional Architecture, Sidewalks, Street Trees, and Rear-Loading Garages

## Special Area Plans

On Map 6: Countywide Land Use Plan, three areas are identified for special area plans as locations to capture the majority of residential and commercial growth in Powhatan County. These designated growth areas are close to services and offer the greatest opportunities for development. Locations within special area plans are expected to accommodate higher-density development than rural areas and offer support services and economic development opportunities.

Because of the level of detail regarding land use for these areas, larger-scale “special area plan maps” are provided to illustrate the micro details of the recommendations. These are the same recommendations illustrated on Map 6: Countywide Land Use Plan, but at a different scale for readability.

The following descriptions and maps illustrate a concept for each of the three designated growth areas:

- Route 60 Corridor East
- Courthouse Village
- Route 711 Village

More detailed land use and transportation plans should be prepared for these areas to help guide investment and land use decisions.

## Route 60 Corridor East Special Area

### Overview

The Route 60 Corridor East Special Area is located in the eastern portion of the county, stretching along Route 60 from Chesterfield County west to the Flat Rock area. This area provides opportunities for commercial, industrial, and limited residential growth.

### Primary Goals for Growth and Development

- *Facilitate Economic Development*  
Accommodate employment-generating commercial and light industrial uses that support local economic development goals.
- *Create an Attractive Gateway*  
Create an attractive gateway to Powhatan County by ensuring new development incorporates high-quality architectural features, minimizes the visual impact of parking areas, and provides landscaped buffers (by preserving existing plant materials and/or installing a mix of trees and shrubs).
- *Improve Mobility*  
Work with public and private partners to invest in the local transportation system to maintain the capacity of existing roadways, create an interconnected street network, and provide safe and convenient options for walking and biking.

### Community Character

New developments should be designed to create an attractive gateway to Powhatan County, with architecture, landscaping, and other site features that reflect the natural, wooded character of the area.

- *Parking*  
Parking should be located to the sides or rear of new buildings, so that there is not a continuous strip of parking lots along major thoroughfares. When parking is located in front of the building, it should be screened with landscaping, berms, and/or decorative fencing. Projects requiring a large number of parking spaces

should break the lot into several smaller areas separated by landscaped areas, pedestrian pathways, buildings, or other design features.

- *Landscaping and Buffers*  
Existing vegetation along Route 60 and other major thoroughfares should be preserved and supplemented, creating landscaped buffers that maintain the area's natural character and limit the appearance of *strip development*. To create the most effective buffers, existing plant material should be maintained and supplemented with newly-planted trees and shrubs (including a mix of deciduous and evergreen plants native to the area). To help create a cohesive streetscape, plant species and landscape design features should be similar within a development and/or between adjoining properties.  
Outside of the **commercial nodes**, buffer areas should be wider and/or more densely planted, with buildings and parking set back farther from Route 60. Within **commercial nodes**, buildings may be more visible, provided that street-facing facades utilize high-quality materials and architectural design.  
Powhatan County should work with VDOT to maintain and enhance landscaping within the median of Route 60, as wooded medians are a distinctive feature of the corridor. New landscaping at key intersections (such Route 60/Page Road/County Line Road, Route 60/Stavemill Road/Luck Stone Road, and Route 60/Judes Ferry Road/New Dorset Road) can help create an attractive and unique gateway. To limit the need for irrigation, median landscaping projects should utilize native plantings that are drought resistant.
- *Building Architecture*  
Buildings visible from external roadways should incorporate high-quality architectural features that are compatible with nearby buildings. Architectural designs and materials should reflect those traditionally found in Powhatan County, helping create a *sense of place*. Buildings visible from major thoroughfares should incorporate pitched roofs into their designs,

so that an individual building is not designed solely with a flat roof.

- *Signage*  
Monument signs (with a brick or stone base) are preferred, with each development having coordinated signage.

### **Community Character: Commercial Nodes**

With the Route 60 Corridor East Special Area, there are **commercial nodes** surrounding signalized intersections, where existing retail stores, restaurants, and other highway-oriented businesses are located. Businesses that have a greater reliance on visibility and drive-by traffic should locate to these areas. Landscaped buffers in these areas may allow greater visibility of businesses, provided that buildings clearly visible from public roadways incorporate high-quality materials and architectural design. Reference the *Countywide Development Guidebook* for more detail regarding different architectural styles.

### **Land Use**

This growth area can accommodate a variety of development types:

- *Gateway Business*  
Areas designated *Gateway Business* are appropriate for offices and light industrial development (clean manufacturing, research and development, and similar light industrial uses). Complementary commercial uses (retail stores, restaurants, lodging, etc.) may be appropriate within **commercial nodes** or incorporated into master-planned developments. These areas are located near Route 60 and along other major thoroughfares.
- *Economic Opportunity*  
Areas designated *Economic Opportunity* can accommodate large, cohesive master-planned developments that incorporate commercial and light industrial uses. These developments should incorporate innovative designs that utilize high-quality architectural features. Complementary residential uses may be integrated into a portion of these developments (up to 30% of the

project area), providing opportunities for workers to live near employment centers.

- *Industrial*  
A variety of industrial uses, including warehousing, manufacturing, research and development, machining, and mining may be permitted, either by-right or with a conditional use permit. Residential uses are not appropriate in industrial areas, but complimentary commercial uses may be permitted. Areas designated as *Industrial* include the existing Luck Stone mining operation and existing industrial development along Carter Gallier Boulevard.
- *Public*  
Powhatan High School and Flat Rock Elementary School are located northeast of the Route 613 (Judes Ferry Road)/Route 677 (Batterson Road) intersection.

## **Mobility**

Roadways will need to be improved to accommodate increased densities. An interconnected network of local streets should be constructed as development occurs, allowing people to access different destinations without having to travel on Route 60.

Access management, particularly along Route 60, is essential to avoid traffic congestion and delays caused by turning movements for vehicles entering and existing driveways. To maintain the capacity of Route 60, the number of access points from adjacent properties should be minimized. Shared driveways and access points are generally required. The development of *backside access roads* (also referred to as *reverse frontage roads*) can provide access to multiple businesses, minimizing the number of entrances to/from major thoroughfares and accommodating connections between adjacent businesses and developments. All access points along Route 60 must have deceleration (turn) lanes.

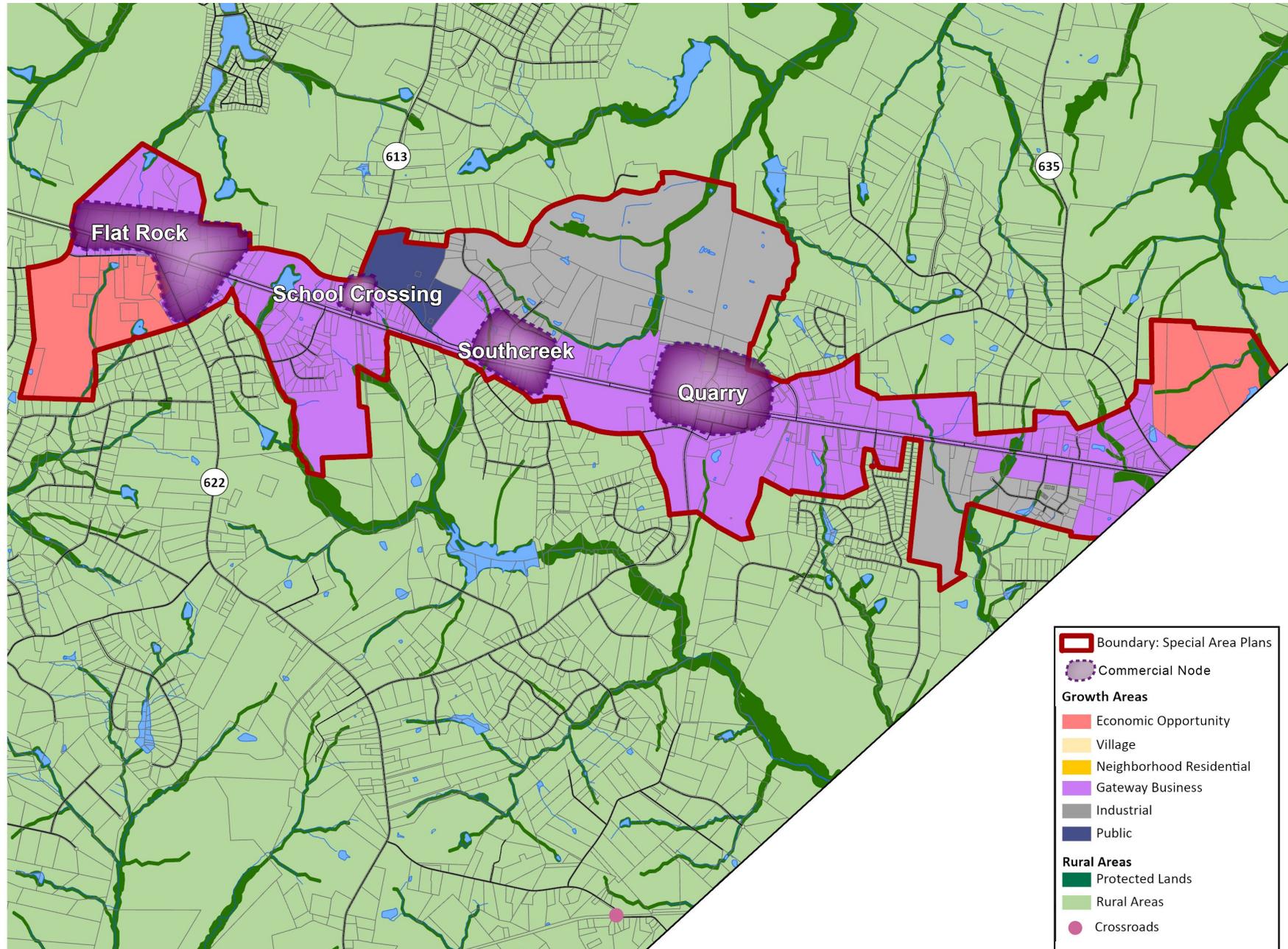
Where appropriate, new development should include sidewalks, shared-use paths, and/or other accommodations for pedestrians and cyclists, providing different travel options and recreational opportunities.

As part of rezoning requests, the applicant should evaluate potential impacts the proposed project may have on the local transportation network and identify improvements that will be constructed as part of the proposed project to minimize negative impacts to Route 60 and other roadways.

## **Utilities**

New development should connect to public water and sewer (where available).

Map 6: Route 60 Corridor East Special Area Plan



## Courthouse Village Special Area

### Overview

The Courthouse Village Special Area is located in central Powhatan County, stretching along Route 60 and Route 13 from near Route 522 east to Plain View. The Courthouse Village is both the historic and government center for Powhatan County. This growth area accommodates a mix of uses, creating a walkable community in close proximity to public facilities (schools, parks, government services, etc.).

### Primary Goals for Growth and Development

- *Create a Vibrant Mixed-Use Village Core*  
Ensure new development is compatible with the scale and character of the Powhatan Courthouse Historic District, creating a walkable, mixed-use area within (and surrounding) the core Courthouse Village where people can live, work, and shop.
- *Create an Attractive Gateway to the Courthouse Village*  
Development along Route 60 should be designed to create an attractive gateway to the Courthouse Village by incorporating high-quality architectural features, minimizing the visual impact of parking areas, and providing landscaping and buffers (by preserving existing plant materials and/or installing a mix of trees and shrubs).
- *Facilitate Economic Development*  
Accommodate commercial and light industrial uses along Route 60 near Route 522 and at Plain View that support local economic development goals. Encourage small-scale businesses to locate within the core Courthouse Village, particularly those that support tourism and help establish the area as a vibrant cultural center for the region.

### Community Character

The character of development varies among different portions of the Courthouse Village Special Area Plan. Development within and surrounding the core Courthouse Village has a different form, scale, and character than development along Route 60 near Route 522 and at Plain View.

#### *Core Courthouse Village*

The core Courthouse Village includes areas designated *Village* on the Countywide Future Land Use Plan. This area maintains a “small town” feel, with a mix of historic and modern buildings oriented around the Courthouse Square.

- *Parking*  
To help create a pedestrian-friendly environment, parking should be located to the side or rear of primary buildings. To minimize the size of parking areas, shared parking and on-street parking is encouraged. Parking lots should be divided into several smaller areas separated by landscaped areas, pedestrian pathways, buildings, or other design features.  
For residential developments, the use of alleys is encouraged to accommodate rear parking and rear-loading garages.
- *Landscaping*  
Street trees should be planted to provide shade and visual interest, making walking a pleasant experience within the Courthouse Village. Where possible, existing healthy trees should be preserved. Foundation plantings (either within landscaped beds or planters) can soften the appearance of buildings.
- *Building Architecture*  
To help new development blend with existing structures, new buildings should reflect architectural features and styles commonly found in Powhatan County prior to 1940, including pitched roofs; covered porches and/or stoops; and brick and/or wood siding (or similar materials) on the exterior. Building entrances should be oriented toward the street, and commercial buildings should have large first-floor windows that allow clear

views into and out of the building. The maximum recommended building footprint is 5,000 square feet, with the maximum total building size being 10,000 square feet. Variation in materials and colors can help reduce the scale of larger buildings.

- *Signage*

Smaller-scale, pedestrian-oriented signage (either freestanding or building-mounted signage) is appropriate. Freestanding and building-mounted signage should be externally illuminated, with internal illumination discouraged.

In 2019, decorative street signs were installed within the core Courthouse Village (as recommended in the *Powhatan Courthouse Village Plan* commissioned by the Powhatan County Economic Development Authority in March 2011). New development should use coordinated street signs to create a cohesive streetscape. Coordinated gateway signage should be placed at major intersections identifying the Courthouse Village and marking its primary entrances.

- *Lighting*

Street lights should be provided along Route 13 and adjacent sidewalks, creating a pedestrian-friendly environment. New street lighting and lighting within parking lots should have a design similar to existing lighting along Route 13.

#### *Development along Route 60*

Areas along Route 60 within the Courthouse Village Special Area Plan are generally designated *Gateway Business* and *Corridor Mixed Use* on the Countywide Future Land Use Plan. These areas include major gateways into the Courthouse Village.

- *Parking*

Parking should be distributed throughout the site, so that there is not a continuous strip of parking lots along major thoroughfares. When parking is located in front of the building, it should be screened with landscaping, berms, and/or decorative fencing. Projects requiring a large number of parking spaces should break the lot into several smaller areas separated by landscaped areas,

pedestrian pathways, buildings, or other design features.

- *Landscaping and Buffers*

Existing vegetation along Route 60 should be preserved and supplemented, creating landscaped buffers that maintain the area's natural character and limit the appearance of *strip development*. To create the most effective buffers, existing plant material should be maintained and supplemented with newly-planted trees and shrubs (including a mix of deciduous and evergreen plants native to area). To help create a cohesive streetscape, plant species and landscape design features should be similar within a development and/or between adjoining properties.

- *Building Architecture*

Buildings visible from external roadways should incorporate high-quality architectural features that are compatible with nearby buildings. Architectural designs and materials should reflect those traditionally found in Powhatan County, helping create a *sense of place*. Buildings visible from major thoroughfares should incorporate pitched roofs into their designs, so that an individual building is not designed solely with a flat roof.

Large commercial and light industrial buildings may be appropriate within areas designated *Gateway Business*.

- *Signage*

Monument signs (with a brick or stone base) are preferred along major thoroughfares, with each development having coordinated signage.

## Land Use

This growth area can accommodate a variety of development types:

- *Village*

Areas designated *Village* accommodate small-scale, pedestrian-friendly mixed-use development surrounding the Historic Courthouse. Commercial and mixed-use buildings should be located along or in close proximity to Route 13, Skaggs Road, Mann Road, and Scottville Road, surrounded by residential neighborhoods containing a mix of housing types.

- *Gateway Business*

Areas designated *Gateway Business* are appropriate for offices and light industrial development (clean manufacturing, research and development, and similar light industrial uses). Complementary commercial uses may be appropriate near major intersections. These areas are located along Route 60 near its intersection with Route 522 and at Plain View.

## Mobility

Vehicular and pedestrian connectivity between different uses is important in creating a walkable community. An interconnected network of local roads should be established for the entire growth area to create an integrated village.

Sidewalks, shared-use paths, and other accommodations for pedestrian and cyclists provide residents, workers, and visitors with different travel options. Existing sidewalks along Route 13 from Mann Road to the County Administration Building and Scottville can serve as the spine for an expanded pedestrian network within the Courthouse Village. New development should provide sidewalks along at least one side of adjacent streets. Powhatan County should consider pursuing opportunities in the near-term to provide sidewalks along Route 13 from General Scott Boulevard to Little Fighting Creek Road and from Mann Road to Powhatan Middle School.

Route 60 provides access to destinations throughout the region. To maintain the capacity of Route 60, the number of access points from adjacent properties should be minimized. Shared driveways and

access points are generally required. The development of *backside access roads* (also referred to as *reverse frontage roads*) can provide access to multiple businesses, minimizing the number of entrances to/from major thoroughfares and accommodating connections between adjacent businesses and developments. All access points along Route 60 must have deceleration (turn) lanes.

## Utilities

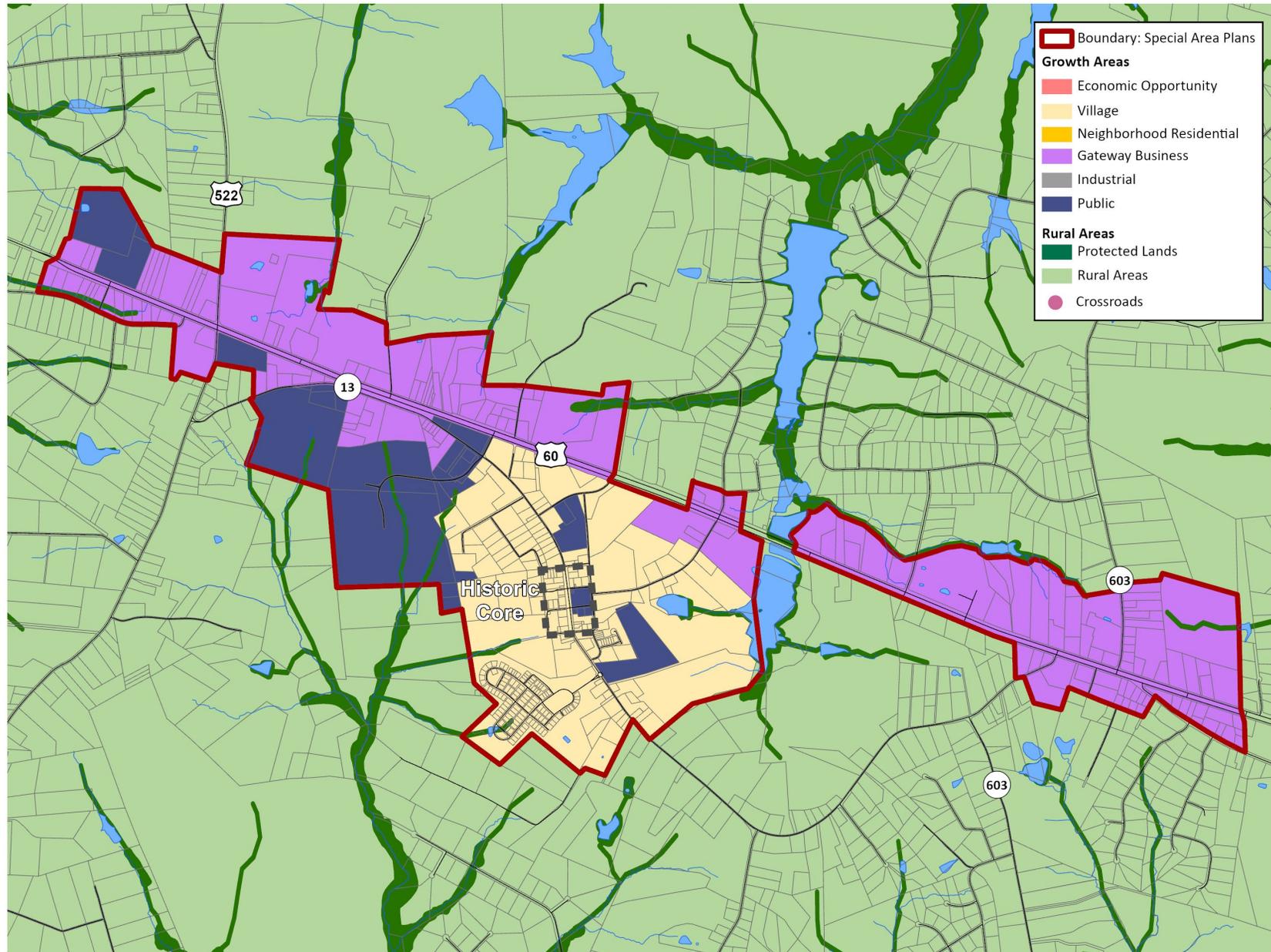
New development should connect to public/central water and sewer (where available).



Historic Buildings in the Courthouse Village Special Area

Source: Powhatan County

Map 7: Courthouse Village Special Area Plan



## Route 711 Village Special Area

### Overview

The Route 711 Village is located in the northeastern part of the county, surrounding the Route 288/Route 711 (Huguenot Trail) interchange. It stretches from Founders Bridge (a planned development anchored by a golf course) northward to the James River.

### Primary Goals for Growth and Development

- *Create an Attractive Gateway to the Route 711 Corridor*  
Encourage development to incorporate high-quality architecture, landscaping, signage, and other features to create an attractive gateway to the Route 711 corridor, which is designated a *Virginia Byway*.
- *Facilitate Economic Development*  
Accommodate commercial and light industrial uses near the Route 288/Route 711 interchange, capitalizing upon regional connections to spur economic development and create employment opportunities.

### Community Character

Route 711 (Huguenot Trail) has been designated a *Virginia Byway* by the Commonwealth Transportation Board (CTB), due to its scenic character. New development should include landscaping and architectural features that blend with the rural landscapes and historic properties found along the Route 711 corridor. High-quality building materials (brick, stone, etc.), architectural treatments, and landscaping have been incorporated into the design of existing developments; new projects should include similar features.

### Land Use

Within the Route 711 Village, different future land use designations can accommodate a variety of development types:

- *Gateway Business*  
Areas surrounding the intersection of Route 711 (Huguenot Trail) and Route 714 (Winterfield Road) are designated *Gateway*

*Business* to accommodate a mix of businesses that can serve the surrounding community. This area includes existing and planned development within Winterfield Place. New buildings should reflect the character, scale, and architectural features of existing development within Winterfield Place, such as brick and stone facades; pitched roofs; standing-seam metal roofing; and windows with muntins/dividers.

- *Economic Opportunity*  
Areas designated as *Economic Opportunity* can accommodate large, cohesive master-planned developments that incorporate commercial, light industrial, and/or residential uses. These developments should incorporate innovative designs that utilize high-quality architectural features, and may include higher density residential development, such as apartment and condominiums. Projects with only residential uses are not appropriate.
- *Neighborhood Residential*  
Areas designated *Neighborhood Residential* are located along the Route 714 (Winterfield Road) corridor and include existing residential development within Founders Bridge, Bel Bridge, and Bel Crest.
- *Protected Lands*  
Parts of the Route 711 Village have limited development potential, since they are located within the floodplain adjacent to the James River and Bernards Creek.

### Mobility

Vehicular and pedestrian connectivity between different uses is important in creating a walkable community. Sidewalks, shared-use paths, and other accommodations for pedestrians and cyclists provide residents, workers, and visitors with different travel options.

Route 711 (Huguenot Trail) was recently widened to four lanes within this growth area. To maintain the roadway's capacity and scenic character, the number of access points from adjacent properties should be minimized. Shared driveways and access points are encouraged.

### Utilities

New development should connect to public or central water and sewer (where available).



Existing Buildings in Winterfield Place

Source: Powhatan County



Townhouses with Rear-Loading Garages and Traditional Architecture

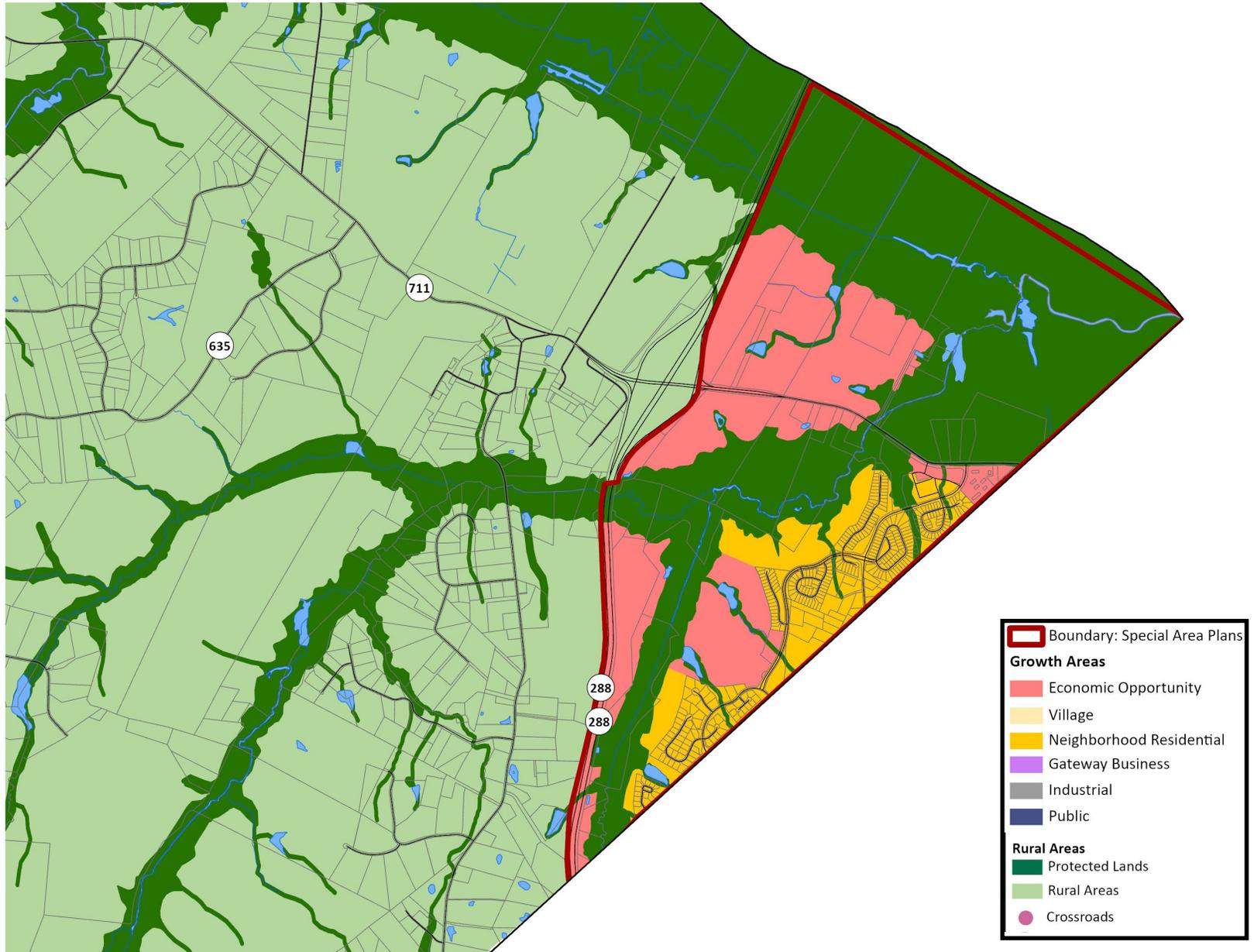
Source: Powhatan County



Commercial Building with Traditional Architecture and Parking in Rear

Source: Long and Foster Realtors

### Map 8: Route 711 Village Special Area Plan



## Chapter 9: Transportation

### Overview

Everyone living and working in Powhatan County uses the local transportation network to reach their destinations. Roadways in Powhatan County are either:

- Public roads maintained by the Virginia Department of Transportation (VDOT); or
- Private roads maintained by adjacent landowners; or
- Civilian Conservation Corps (CCC) roads.

Powhatan County does not maintain any roadways, but partners with VDOT to help ensure that the local transportation network is safe and remains in a state of good repair.

Land use and transportation are closely linked. Development has occurred where there is access to local roads and regional highways. As the county continues to grow, stakeholders will have to work together to address the safety, capacity, and efficiency of the transportation network. Since funding is limited, the county must set clear investment priorities.

Powhatan County's rural heritage has influenced development of its transportation system. The county's roadway system is dominated by two-lane rural roads that were not designed or intended to carry high volumes of traffic. As the Richmond Metropolitan Area has grown, Powhatan County (especially the eastern portion of the county) has felt the pressures of growth on its roadway network. The primary challenge for the future will be finding the appropriate balance between preserving the county's rich rural heritage and quality of life and meeting the mobility needs of a growing population.

One of the most effective ways of finding this balance is by recognizing the connections between land use and transportation policies. An important component of this comprehensive plan is development of an updated *Countywide Future Land Use Plan*, which identifies future growth areas. Realization of the *Countywide Land Use Plan* will have significant impacts on transportation infrastructure

and will necessitate roadway improvements.

A *Major Thoroughfare Plan* has been prepared to accompany and coordinate with the *Countywide Land Use Plan* in *Chapter 8: Land Use and Community Character*. The *Countywide Future Land Use Plan* (Map 6) envisions how land will be developed over the next twenty to thirty years, while the *Major Thoroughfare Plan* identifies roadway improvements that are needed to support projected growth. The *Major Thoroughfare Plan* and recommended transportation strategies are consistent with the updated land use plan and other policies identified in the comprehensive plan.

### Key Issues

Following are key transportation issues needing attention:

#### Maintaining Capacity of Route 60

Route 60 (Anderson Highway) is the main transportation corridor in Powhatan County. It carries high volumes of traffic, with motorists traveling to local and regional destinations. Approximately 35,000 vehicles per day use Route 60 at the Chesterfield County line (Virginia Department of Transportation: 2019 Traffic Counts). Wide tree-lined medians contribute to the county's rural identity and character.

As growth continues, new development will likely request access to Route 60. Providing access to adjacent properties while maintaining capacity and adequate levels-of-service will require management by the county and the Virginia Department of Transportation (VDOT). To minimize curb cuts along Route 60, streets in and around growth areas should be designed as loop roads that are integrated into developments (rather than parallel frontage roads). Possible roadway configurations will need to be explored as part of future planning efforts.

Since 2016, Powhatan County has worked with VDOT and other agencies to complete a series of studies that looked at mobility and future land uses along the Route 60 corridor:

- Route 60 Corridor Study: Maidens Road to Cumberland County Line (August 2016);
- Route 60 East Corridor Advance Planning Study (October 2016);
- Route 60 Corridor: East Special Area Plan (March 2017);
- Alternative Intersection Analysis: Route 60 at Route 13 (September 2019); and
- Route 60 Corridor Study (2021).

These studies identified ways Powhatan County can increase roadway capacity and safety, while maintaining the roadway's character.

### **Maintaining Capacity and Improving Safety along Route 711**

Route 711 (Huguenot Trail) is a historic and highly-attractive corridor, which has been designated a *Virginia Byway* by the Commonwealth Transportation Board (CTB). Safety improvements are needed along the corridor.

In 2021, VDOT completed a study that identified lower-cost improvements that could improve safety along the roadway.

### **Securing Transportation Funding**

There are major concerns about funding for roadway improvements. Prioritization of projects is important and necessary, as funding is limited.

### **Maintaining Regional Partnerships**

Regional cooperation and coordination are essential when planning strategies and projects to improve the county's transportation network. Local roadways are part of a regional network that provides access to jobs and services. Elected officials and staff members actively participate in multiple boards and committees aimed at improving the region's transportation network, including the Richmond Region Transportation Planning Organization (RRTPO) and Central Virginia Transportation Authority (CVTA).

### **Key Stakeholders**

Different groups are involved in maintaining and improving Powhatan County's transportation network.

#### *Virginia Department of Transportation (VDOT)*

VDOT maintains public roads and monitors activities that occur within the public right-of-way (which is land under and adjacent to the road that is owned by VDOT). For example, VDOT:

- Repaves and repairs existing state-maintained roadways;
- Picks up litter along major state-maintained roadways;
- Installs traffic-related signage along state-maintained roadways; and
- Approves driveways and other entrances that provide access to properties along state-maintained roadways.

Statewide, VDOT is divided into different districts and residencies, which provide services to a specific area. Powhatan County is within the Richmond District and is served by the Chesterfield Residency.

#### *Powhatan County*

**Powhatan County does not maintain any roadways.** With support from VDOT, Powhatan County reviews plans for new roadways constructed as part of new development.

Powhatan County submits applications to VDOT, the Central Virginia Transportation Authority (CVTA), the Commonwealth Transportation Board (CTB), and the Richmond Regional Transportation Planning Organization (RRPTO) seeking funding for transportation improvements. It also adopts the Secondary Six-Year Plan (SSYP) each year, which is a list of prioritized transportation projects that will be constructed over the following six (6) fiscal years.

#### *Landowners*

Some properties in Powhatan County are accessed by *private roads*. Private roads are not maintained by VDOT or Powhatan County, but solely by the adjoining property owners. In many instances, a *road maintenance agreement* identifies which property owners are responsible for maintaining and repairing the roadway. These agreements are recorded at the Clerk of the Court and are privately enforced by the associated property owners.

## Recommendations

Seven transportation objectives have been developed to guide action and decisions related to transportation, mobility, and access in Powhatan County. The objectives include a focus on existing regional and local transportation partnerships and maximizing limited funding resources for major transportation improvements. The objectives also

recognize the importance of developing viable alternatives to driving, to both relieve congestion and provide valuable recreation and health benefits to the community. Specific strategies appear under each objective. The *Major Thoroughfare Plan* identifies projects that can help implement these objectives. Another key component of implementation is pursuit of land use recommendations that are highlighted in *Chapter 8: Land Use and Community Character*.

### Goal: Transportation

Powhatan County will have a transportation system that is coordinated with land use patterns and community character, with an acceptable level-of-service that supports economic development and maintains a high-quality of life.

### Objectives and Strategies: Transportation

#### Objective TR.1

Maintain the long-term safety and capacity of the county's major road corridors to preserve residents' quality of life and enhance economic well-being.

#### Strategy TR.1.a

Implement the county's *Major Thoroughfare Plan* according to the recommended project prioritization, as funds are available.

#### Strategy TR.1.b

Pursue small area and corridor studies that may overlap jurisdictional boundaries to promote orderly growth, provision of infrastructure and services, and coordinated planning.

#### Objective TR.2

Foster development of an interconnected road network that provides all residents with safe and convenient access and mobility.

#### Strategy TR.2.a

Identify opportunities for future regional transit service into the county.

#### Strategy TR.2.b

Work with regional partners to enhance Travel Demand Management (TDM) programs targeted at commuters to reduce single-occupant vehicle trips during peak travel times.

#### Strategy TR.2.c

Promote connectivity of secondary roadways as shown on the *Major Thoroughfare Plan* to reduce the traffic load on major arterials throughout the county and provide multiple routes to destinations.

#### Strategy TR.2.d

Evaluate whether or not new development should be designed with an interconnected street network, with new streets providing direct connections to existing development and/or providing stub roads to adjacent parcels.

| <b>Objectives and Strategies: Transportation</b>   |   |
|--|---|
| <b>Objective TR.4</b><br>Promote improved safety and capacity along travel corridors.  | <b>Strategy TR.4.a</b><br>Consider local financing of lower-cost transportation improvements (e.g. access management, intersection improvements, targeted safety improvements, and similar projects) through the county’s Capital Improvement Program (CIP) or other local initiatives. |
| <b>Objective TR.5</b><br>Promote “complete street” designs that incorporate pedestrian- and bicycle-friendly facilities and are compatible with land use objectives, including distinctions between rural character and strategically-located mixed-use districts. | <b>Strategy TR.5.a</b><br>Encourage pedestrian and bicycle improvements, especially in new developments, to accommodate different modes of travel and provide opportunities for recreation.   |
|  | <b>Strategy TR.5.b</b><br>Where appropriate, “complete street” designs should be implemented on new roads and improvements to existing roads.   |
|  | <b>Strategy TR.5.c</b><br>Work with VDOT to include pedestrian and bicycle facilities on major roadway improvement projects.  |
|  | <b>Strategy TR.5.d</b><br>Create multi-modal connections (transit/bicycle/pedestrians) at strategic transportation hubs throughout the county.  |
| <b>Objective TR.6</b><br>Continue to pursue alternative funding sources for transportation projects of countywide significance.  | <b>Strategy TR.6.a</b><br>Require developers to fund transportation improvements and mitigations related to development of their projects.  |
| <b>Objective TR.7</b><br>Preserve Route 711 as a scenic corridor.  | <b>Strategy TR.7.a</b><br>Ensure that any future improvements to Route 711 are sensitive to its rural and historic character.   |
|  | <b>Strategy TR.7.b</b><br>Where appropriate, consider alternative methods of intersection control (e.g., roundabouts) that can mitigate congestion and potentially serve as community gateways.   |
| <b>Objective TR.8</b><br>Continue to develop Route 60 as the county’s primary commercial and economic development corridor, and provide transportation improvements to meet future travel demands for various types of trips and users.                            | <b>Strategy TR.8.a</b><br>Require comprehensive traffic impact analyses for new development.  |
|  | <b>Strategy TR.8.b</b><br>Continue to implement the county’s access management standards.   |

## Major Thoroughfare Plan

The *Major Thoroughfare Plan* for Powhatan County is shown in Map 10 (p. 145) and recommended projects are detailed in Tables 16 through 19. The *Major Thoroughfare Plan* is a system plan intended to improve roadway conditions countywide and along different types of roads.

### Purpose

The purpose of the county's *Major Thoroughfare Plan* is to promote development of the most appropriate roadway system to meet existing and future travel needs. A thoroughfare plan is a long-range vision that describes a functional hierarchy of major roads that provides direct and safe travel between origins and destinations. Although all of the recommended improvements are anticipated to be needed in the future, it is recognized that not all of these projects can be built in the short-term due to fiscal constraints. Many of the recommended projects will need to be better defined prior to implementation. The *Major Thoroughfare Plan* identifies needs and lays the groundwork for future, more detailed, studies that more precisely delineate corridor alignments, evaluate environmental and other impacts, and identify appropriate funding sources.

The *Major Thoroughfare Plan* has several objectives, including:

- Ensuring consistency with the *Countywide Future Land Use Plan*;
- Providing for the orderly development of an adequate roadway network as land development occurs or as traffic increases;
- Preserving the county's quality of life and rural heritage while reducing impacts on the environment, historic sites, parks, neighborhoods, and other valuable assets; and
- Creating common expectations among county officials, the development community, residents, and property owners.

## Key Elements of the Major Thoroughfare Plan

### Focus on Major Routes

The county's major transportation corridors (Route 60, Route 522, Route 711, and other major and minor arterials) will absorb much of the new traffic growth, including new through traffic and local traffic generated by new development. The prioritization plan provides a reasonable implementation strategy to address these major concerns.

- *Route 60*

As the county's major east-west route, Route 60 will continue to handle the majority of through traffic going in and out of Chesterfield County, as well as a significant number of local trips. The *Major Thoroughfare Plan* recommends improvements to Route 60 that are consistent with ongoing regional planning efforts. Future roadway improvements in the proposed growth areas will feed into the Route 60 system and other adjacent roadway networks.

Portions of Route 60 east of Route 522 are part of VDOT's *Arterial Preservation Network* (as is Route 288). As part of the program, VDOT will implement different strategies to improve safety and preserve the capacity of major highways (as an alternative to major widening projects). These strategies aim to minimize delays for through traffic and improve safety. Improvements proposed along the corridor will be evaluated by VDOT to ensure that they align with the goals of the *Arterial Preservation Program*.

- *Route 711*

The *Major Thoroughfare Plan* recommends that Route 711 remain two lanes west of Route 635 (Manakintown Ferry Road), with improvements focusing on safety and spot intersection capacity improvements. Implementing access management measures will be important to minimize additional degradation of capacity and roadway character. Keeping Route 711 as a two-lane road west of Route 635 (Manakintown Ferry Road) will require improvements to secondary roads, and potentially construction of a limited number of key new connectors, between Route 711 and Route 60.

Route 711 has already been widened to four lanes from State Route 624 (Venita Road) to the Chesterfield County line.

*Funding for New Projects*

The plan assumes that most proposed new roadways (shown with dashed lines on the *Major Thoroughfare Plan*) by and large will be developer-driven, particularly in the targeted growth areas.

*Safety and Capacity Improvements*

The majority of proposed improvements are projects such as pavement widening, roadway straightening, turn lane additions, and intersection improvements that are aimed at improving safety and enhancing capacity. Many of these are “spot” improvements – a corridor may be defined for improvement but actual improvements would be made at key and targeted locations. Some corridors may require safety improvements along the entire corridor.

*Intersection Improvements*

Some intersection improvements are proposed to enhance safety and increase capacity. Given limited transportation funding, intersection improvements can be an effective way of addressing immediate needs without the major costs of roadway widening and new construction.

**Measuring Capacity and Impacts to Local Roadways**

*Level of service (LOS)* is a term used to qualitatively describe the operating conditions of a roadway, based upon speed, travel time, maneuverability, delay, and safety (Table 13). There are six LOS categories (A through F) used to evaluate roads. LOS A through D are generally considered acceptable, while LOS E and F are considered congested and undesirable.

As land use proposals are reviewed, the applicant should provide a traffic study that estimates potential impacts to LOS on nearby roadways. Transportation improvements should be identified and constructed by the developer to help minimize negative impacts on local roads.

New development should set aside adequate right-of-way to accommodate future roadway improvements, as recommended in Table 14: Minimum Recommended Right-of-Way Width.

**Table 13: Roadway Level of Service (LOS)**

| LOS | General Operating Condition                             |
|-----|---|
| A   | Best operating condition                                |
| B   | Reasonably free-flowing conditions                      |
| C   | Stable (through constrained) constant flow of traffic   |
| D   | Traffic conditions approaching unstable flow and little |
| E   | Unstable traffic conditions with no available capacity  |
| F   | Worst traffic conditions                                |

**Table 14: Minimum Recommended Right-of-Way Width**

| Road Type       | Minimum Right-of-Way Width (Feet) |
|-----------------|-----------------------------------|
| Major Arterial  | 100                               |
| Minor Arterial  | 100                               |
| Rural Collector | 70                                |

## Multi-Modal Connections

There is growing interest in accommodating different transportation options, particularly within designated growth areas. In the 2018 Citizen Survey, about half of respondents indicated that it is essential or very important to invest in sidewalks, trails, bicycle lanes, and other infrastructure to provide greater transportation options and recreational opportunities. Improving the local pedestrian and bicycle network can provide a variety of benefits:

- Provide more transportation options;
- Create recreational opportunities;
- Improve public health; and
- Support economic development

Table 19 includes a list of potential pedestrian and bicycle projects, along with other potential investments that could support different modes of transportation.

### *Bicycling*

Bicycling, for both commuting and recreational purposes, is a component of the county's transportation system. Because most of the county's roadways were developed as rural roads, they typically are not well suited for safe and convenient bicycle travel. Currently, U.S. Bike Route 1 runs through the southeastern portion of the county along Genito Road, and three other roads have "Share the Road" signs. Portions of Route 711 east of Route 288 have marked bicycle lanes.

The county has been an active participant in regional bicycle and pedestrian planning efforts. The *2004 Richmond Regional Bicycle and Pedestrian Plan* includes an assessment of existing bicycle and pedestrian conditions in the county and plans for potential improvements. The county is also participating in the planning of the James River Heritage Trail, a statewide trail network running through the state along the James River. It is anticipated that the James River Heritage Trail will traverse the northern portion of Powhatan County.

Powhatan County should continue to participate in regional bicycle and pedestrian planning efforts. The needs of bicyclists and

pedestrians should also be accounted for in new development and in the development of roadway improvements.

### *Walking*

Within designated growth areas, there are opportunities to connect different destinations with sidewalks, shared-use paths, and other pedestrian-oriented infrastructure. These facilities provide residents, workers, and visitors with different transportation and recreation options. There are existing sidewalks within the Courthouse Village and along Route 711 east of Bernards Creek. Sidewalks should be incorporated into new developments located within growth areas, as recommended in *Chapter 8: Land Use and Community Character*.

### *Park and Ride*

Carpooling and ridesharing may be an attractive option for some residents, particularly those commuting to jobs outside of Powhatan County. As part of the *Richmond Regional Park and Ride Investment Strategy (2019)*, the RRTPO recommends that park and ride locations be provided near the intersections of Route 60/Route 522 and Route 288/Route 711. Additional locations along Route 60 east of Flat Rock may also serve commuters. Powhatan County may consider partnering with businesses to allow commuters to use portions of existing, underused parking lots for ridesharing.

## Community Character

Powhatan County should coordinate with VDOT to employ context-sensitive roadway design solutions for all Major Thoroughfare Plan projects, helping preserve the area's rural character and protect valuable environmental, historic, and cultural resources. For example, improvements along Route 60 should be designed to preserve existing vegetation within the median. As part of widening and improvement projects, native landscaping can be added within medians (in accordance with VDOT guidelines). Roundabouts can improve the safety and functionality of intersections and can be designed to create attractive gateways to different parts of the county.

**Project Listing**

Tables 16 through 19 list projects identified in the *Major Thoroughfare Plan*. Projects are grouped by type into four categories:

- Intersection Improvements
- Thoroughfare Improvements
- New Connections
- Multimodal Improvements

Projects within each category address a different component of the local transportation network.

**Project Prioritization**

Projects listed in Tables 16 through 19 are classified as either short-term priorities, long-term projects, or visionary projects. It is important for future planning purposes to prioritize projects to maximize limited funding opportunities and ensure that the highest-impact projects receive first focus. Priorities are determined by anticipated need, projected impact of the project on the overall county roadway network, and potential funding sources, with projects grouped by priority level:

- *Short-Term Priorities*

These are projects expected to be completed within ten years. Proposed improvements are included within the Six-Year Improvement Program or could be funded with local or state funds (as they become available). Some are developer-driven projects that are anticipated to be completed within this timeframe. These projects tend to be smaller-scale safety and capacity improvements along the county’s most traveled corridors.

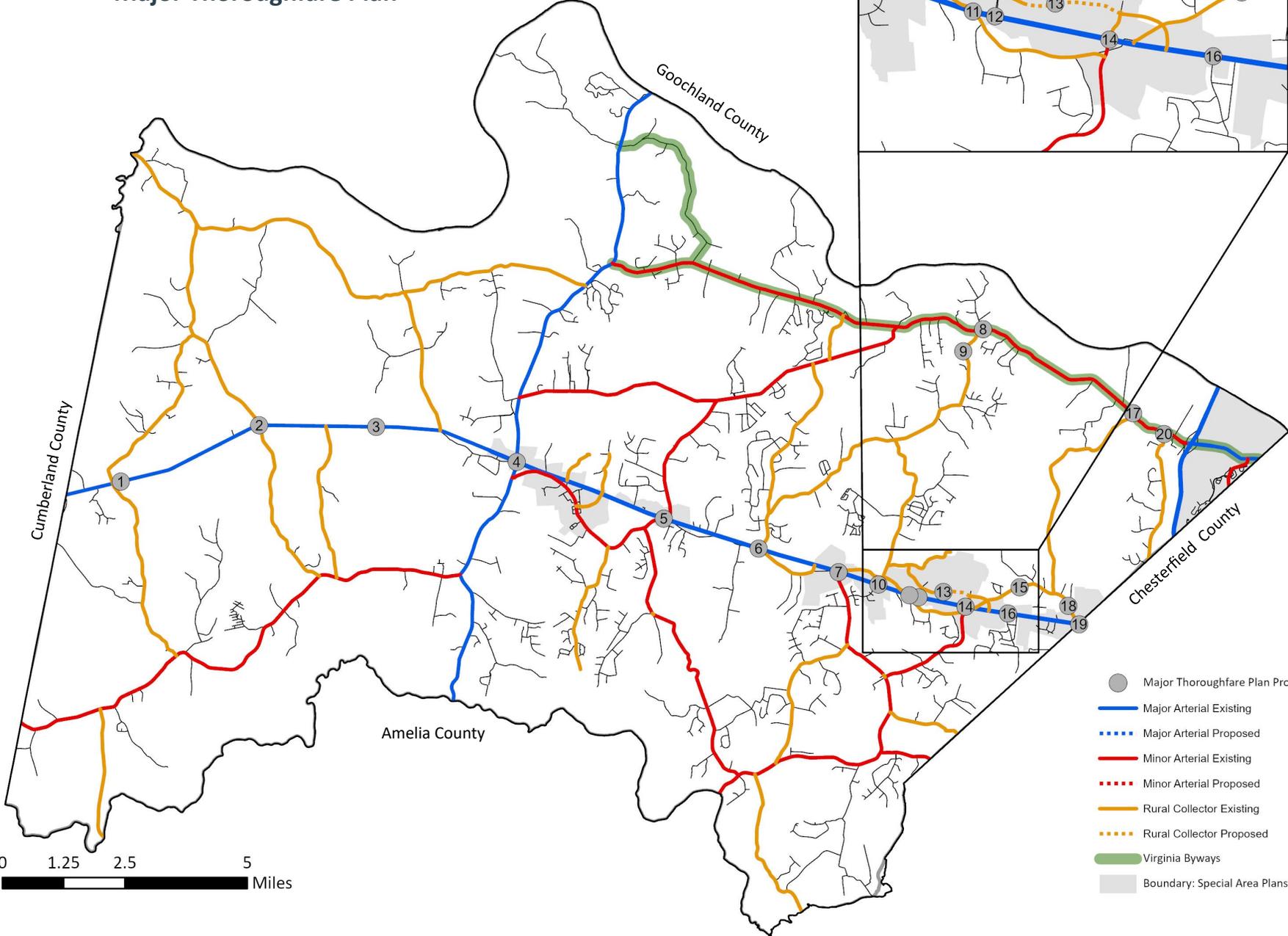
- *Long-Term Projects*

These are projects anticipated to be completed within the ten– to twenty-year time horizon. These projects vary in cost and scale and tend to be located along arterial roadways.

**Table 15: Estimated Costs of Recommended Improvements**

| Improvement Type          | Short-Term Priorities | Long-Term Projects  | Total               |
|---------------------------|-----------------------|---------------------|---------------------|
| Intersection Improvements | \$14,000,000          | \$25,403,000        | \$39,403,000        |
| Thoroughfare Improvements | \$4,000,000           | \$17,905,000        | \$21,905,000        |
| New Connections           | \$11,400,000          | —                   | \$11,400,000        |
| Multimodal Connections    | \$3,500,000           | \$3,100,000         | \$6,600,000         |
| <b>All Projects</b>       | <b>\$41,500,000</b>   | <b>\$88,600,000</b> | <b>\$79,308,000</b> |

### Map 9: Major Thoroughfare Plan



- Major Thoroughfare Plan Projects
- Major Arterial Existing
- - - Major Arterial Proposed
- Minor Arterial Existing
- - - Minor Arterial Proposed
- Rural Collector Existing
- - - Rural Collector Proposed
- Virginia Byways
- Boundary: Special Area Plans

0 1.25 2.5 5 Miles

**Table 16: Recommended Intersection Improvements**

| Short-Term Priorities (0—10 Years)                      |   |  |             |        |
|---|---|--|-------------|--------|
| Intersection  | Description   | Plan Reference   | Cost        | Map ID |
| Anderson Highway/Academy Road/<br>Old Buckingham Road   | Reconfigure the intersections into a Restricted Crossing U-Turn (RCUT), including an acceleration lane from Old Buckingham Road.        | Alternative Intersection Analysis (VDOT: 2019)             | \$2,900,000 | 5      |
| Anderson Highway/Red Lane Road                          | Reconfigure intersection into a Continuous Green-T (CGT).   | U.S. Route 60 Corridor Study (VDOT: 2021)                  | \$2,200,000 | 6      |
| Anderson Highway/Stavemill Road                         | Construct a second left-turn lane along westbound U.S. Route 60 (Anderson Highway) with associated modifications to the traffic signal. | U.S. Route 60 Corridor East Special Area Plan (VDOT: 2017) | \$1,700,000 | 14     |
| Anderson Highway/Holly Hills Road                       | Construct a right-turn lane along U.S. Route 60 (Anderson Highway) eastbound.   | -  | \$900,000   | 16     |
| Anderson Highway/Page Road                              | Reconfigure the intersection into a Restricted Crossing U-Turn (RCUT) (in coordination with Chesterfield County).                       | -  | \$2,700,000 | 19     |
| Huguenot Trail/Woolridge Road/<br>Huguenot Springs Road | Realign intersection/roadway and install turn lanes.  | Funded Smart Scale Project                                 | \$3,600,000 | 20     |

**Table 16: Recommended Intersection Improvements (Continued)**

| <b>Long-Term Projects (10—20 Years)</b>                |   |   |              |               |
|--|---|---|--------------|---------------|
| <b>Intersection</b>                                    | <b>Description</b>  | <b>Plan Reference</b>                     | <b>Cost</b>  | <b>Map ID</b> |
| Anderson Highway/Old Tavern Road                       | Construct a right-turn lane along U.S. Route 60 (Anderson Highway) westbound and redesign access to adjacent commercial | U.S. Route 60 Corridor Study (VDOT: 2021) | \$1,000,000  | 2             |
| Anderson Highway/Batterson Road/                       | Reconfigure the intersections into a  | U.S. Route 60 Corridor Study              | \$6,100,000  | 7             |
| Huguenot Trail/Judes Ferry Road                        | Reconfigure intersection, widen pavement, straighten road, and add turn lanes.  | Route 711 Corridor Study (VDOT: 2006)*    | \$11,603,000 | 8             |
| Anderson Highway/Judes Ferry Road/                     | Reconfigure the intersections into a  | U.S. Route 60 Corridor Study              | \$4,600,000  | 10            |
| Anderson Highway/Batterson Road/                       | Reconfigure intersection.   | U.S. Route 60 Corridor Study              | \$750,000    | 11            |
| Anderson Highway/South Creek One                       | Reconfigure intersection.   | U.S. Route 60 Corridor Study              | \$750,000    | 12            |
| Huguenot Trail/Manakintown Ferry                       | Construct a roundabout.   | Route 711 Corridor Study                  | \$3,100,000  | 17            |
| <b>Visionary Projects (20+ Years)</b>                  |   |   |              |               |
| <b>Intersection</b>                                    | <b>Description</b>  | <b>Plan Reference</b>                     | <b>Cost</b>  | <b>Map ID</b> |
| Anderson Highway/Maidens Road/<br>Emmanuel Church Road | Reconfigure intersection  | —   | —            | 4             |

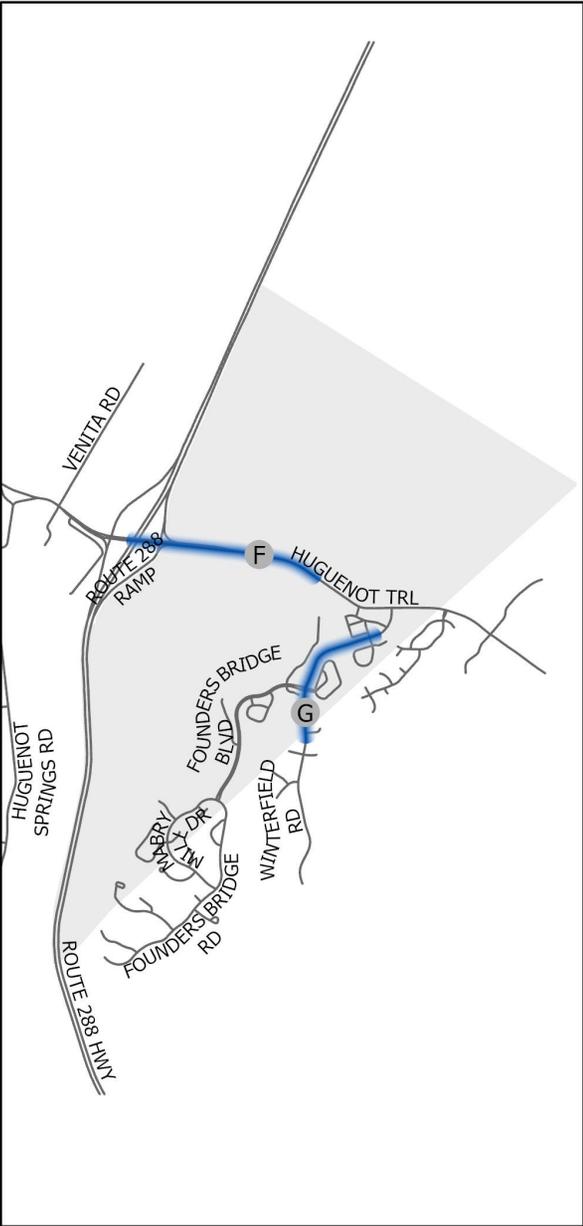
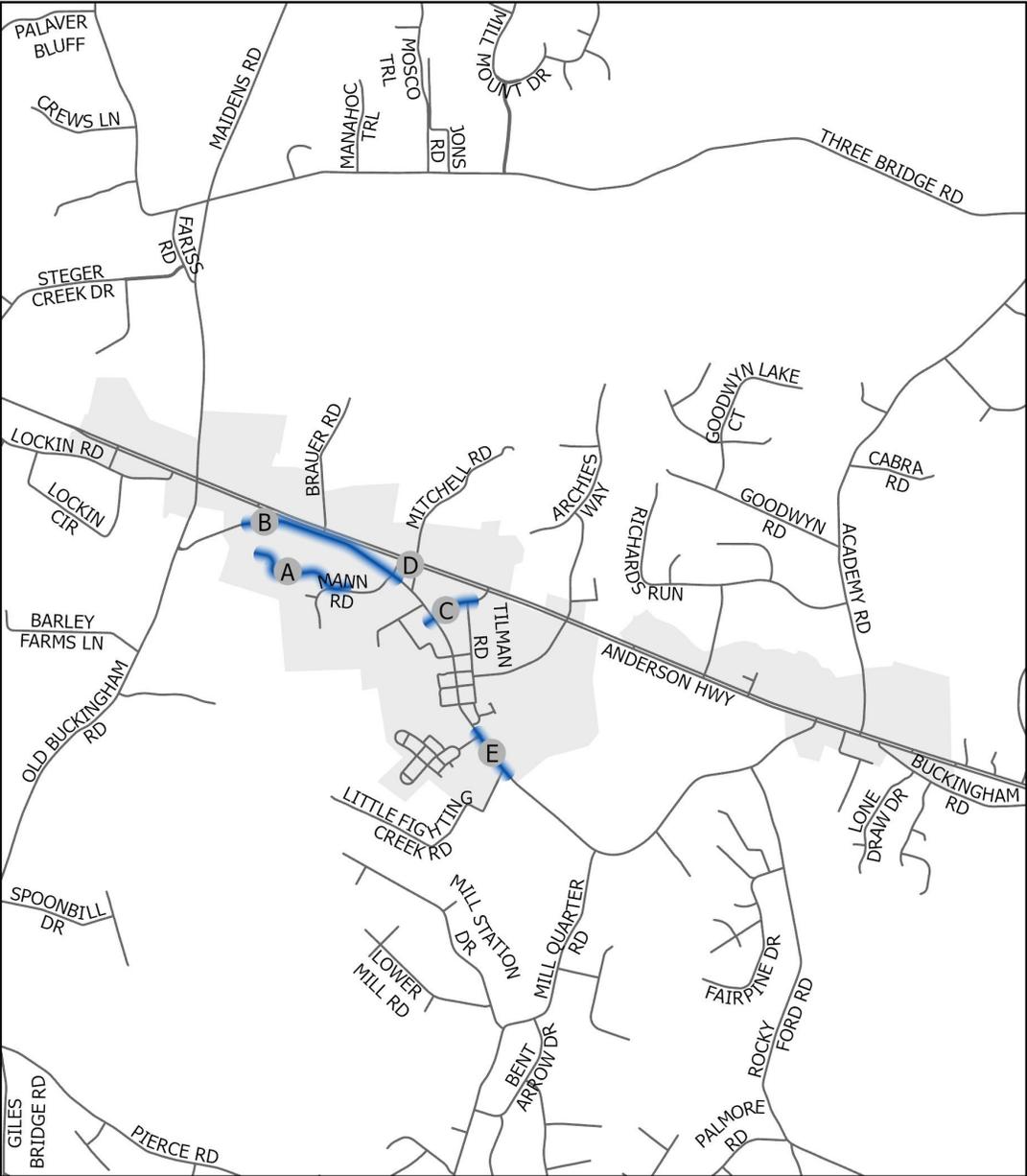
**Table 17: Recommended Thoroughfare Improvements**

| Short-Term Priorities (0—10 Years) |                              |                                      |              |  |   |              |        |
|------------------------------------|------------------------------|--------------------------------------|--------------|--|---|--------------|--------|
| Road Name                          | From                         | To                                   | Length       | Description  | Plan Reference                            | Cost         | Map ID |
| Anderson Highway                   | Walnut Tree Boulevard        | 0.25 miles east of Delmar Ridge Road | 1.5          | Construct full-paved shoulders with rumble strips and safety edge                          | U.S. Route 60 Corridor Study (VDOT: 2021) | \$4,000,000  | 1      |
| Long-Term Projects (10—20 Years)   |                              |                                      |              |  |   |              |        |
| Road Name                          | From                         | To                                   | Length (mi.) | Description  | Plan Reference                            | Cost         | Map ID |
| Anderson Highway                   | 0.75 miles west of Bell Road | 0.2 miles east of Bell Road          | 1            | Widen to a three-lane cross-section with wider shoulders and center two-way left-turn lane | U.S. Route 60 Corridor Study (VDOT: 2021) | \$17,100,000 | 3      |
| Page Road                          | Carter Gallier Boulevard     | Manakintown Ferry Road               | 1.5          | Widen pavement and <del>straighten</del>   | -   | \$525,000    | 15     |
| Page Road                          | Manakintown Ferry Road       | Anderson Highway                     | 0.8          | Widen pavement and <del>straighten</del>   | -   | \$280,000    | 18     |

**Table 18: Recommended New Connections**

| Short-Term Priorities (0—10 Years) |                 |                                       |        |  |                         |              |        |
|------------------------------------|-----------------|---------------------------------------|--------|--|-------------------------|--------------|--------|
| Road Name                          | From            | To                                    | Length | Description  | Plan Reference          | Cost         | Map ID |
| Carter Gallier Boulevard Extension | Luck Stone Road | Carter Gallier Boulevard (Southcreek) | 0.8    | Construct new two-lane collector parallel to U.S. Route 60 from existing Carter Gallier Boulevard (Southcreek) to Luck Stone | SMART SCALE application | \$11,400,000 | 13     |

**Map 10:  
Multimodal Connections**



**Table 19: Multimodal Connections**

| Short-Term Priorities (0—10 Years)   |                         |                            |        |  |   |             |        |
|--------------------------------------|-------------------------|----------------------------|--------|--|---|-------------|--------|
| Road Name                            | From                    | To                         | Length | Description  | Plan Reference  | Cost        | Map ID |
| Off-Road Trail                       | Powhatan Middle School  | Fighting Creek Park        | 0.5    | Construct a gravel trail from Powhatan Middle School to Fighting Creek Park near Powhatan YMCA.  | Courthouse Village Pedestrian/ Bicycle Analysis (PlanRVA: 2020)     | \$150,000   | A      |
| Old Buckingham Road                  | Mann Road               | Powhatan Middle School     | 0.8    | Construct a sidewalk on one side of Old Buckingham Road to connect to existing sidewalk.   | Courthouse Village Pedestrian/ Bicycle Analysis (PlanRVA: 2020)     | \$1,900,000 | B      |
| Skaggs Road                          | Old Buckingham Road     | Tilman Road                | 0.2    | Construct a sidewalk on one side of Skaggs Road to connect to existing sidewalk.   | Courthouse Village Pedestrian/ Bicycle Analysis                     | \$475,000   | C      |
| Courthouse Village Park and Ride Lot | N/A                     | N/A                        | N/A    | Construct a park and ride lot (approximately 25 spaces) adjacent to the VDOT Maintenance Facility on Old Buckingham Road adjacent to Anderson Highway. | Richmond Regional Park and Ride Investment Strategy (PlanRVA: 2019) | \$500,000   | D      |
| Old Buckingham Road                  | General Scott Boulevard | Little Fighting Creek Road | 0.2    | Construct new sidewalk on one side of Old Buckingham Road to connect to existing sidewalk.   | Courthouse Village Pedestrian/ Bicycle Analysis (PlanRVA: 2020)     | \$475,000   | E      |

**Table 19: Multimodal Connections (Continued)**

| Long-Term Projects (10—20 Years) |                   |                          |              |   |                |             |        |
|----------------------------------|-------------------|--------------------------|--------------|---|----------------|-------------|--------|
| Road Name                        | From              | To                       | Length (mi.) | Description   | Plan Reference | Cost        | Map ID |
| Huguenot Trail                   | Bernards Creek    | Route 288                | 0.7          | Construct a new sidewalk on the south side of Huguenot Trail to connect to existing sidewalk. | -              | \$1,700,000 | F      |
| Winterfield Road                 | Bel Bridge Circle | Chesterfield County Line | 0.6          | Construct a new sidewalk on one side of Winterfield Road to connect to existing sidewalk.     | -              | \$1,400,000 | G      |

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**Part III**  
Implementation and  
Prioritization

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## Chapter 10: Action Prioritization

The updated comprehensive plan builds upon the county's successes and provides guidance for creating a sustainable and unique community. The plan recommends that the county revise and update zoning and subdivision regulations to achieve the vision expressed in the plan. It is inevitable in the face of change that there will be a

period of transition from the established regulations to the completion of a full update. The following action prioritization indicates which efforts the county should undertake first and which efforts may be addressed over a longer timeframe.

| Action                                      | Department/Agency*  | Short-Term (Year 1)   | Mid-Term (Years 2-5)   | Long-Term (Years 6-10)  |
|---|---|---|--|---|
| Fiscal Impact Analysis                      | Finance<br>Economic Development<br>Planning   | Begin Assessment<br>Identify Feasibility of Impact Fees   | Implement Impact Fees or Other Requirements<br>Monitor and Update Analysis   | Monitor and Update  |
| Zoning and Subdivision Ordinance Amendments | Planning<br>Planning Commission<br>Board of Supervisors   | Begin Zoning Diagnosis<br>Begin Ordinance Updates<br>Adopt Revised Regulations                      | Implement New Regulations  | Monitor and Update  |
| Capital Improvement Plan                    | Planning<br>Finance<br>County Administrator<br>Board of Supervisors                               | Review CIP and Update in Accordance with Recommendations from Other Efforts<br>Adopt Proffer Policy | Carry Out Improvements<br>Monitor and Update<br>Adopt a Utilities Plan<br>Adopt a Trails/Pedestrian Connections Plan | Monitor and Update  |
| Topical and Strategic Plans                 | Planning<br>Economic Development<br>Other Agencies<br>Planning Commission<br>Board of Supervisors | Create Village Overlay District   | Courthouse Village Master Plan (Coordinate with Zoning)<br>Route 60 East Master Plan (Coordinate with Zoning)        | Route 711 Village Master Plan (Coordinate with Zoning)<br>Other Strategic Plans |
| Monitor and Update Plan Amendments          | Planning<br>Planning Commission   | Ongoing   | Ongoing  | Ongoing   |

\*The first agency listed is the lead agency for this item.

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## Chapter 11: Implementation Tools

### Overview

This comprehensive plan contains the goals for the future of the county and an extensive set of recommendations to reach those goals. The recommendations range in their specificity and the level of effort required in achieving them. There are many tools localities can use to realize the plan's goals. The Virginia Chapter of the American Planning Association (APA) maintains a comprehensive guide to the tools available entitled *Managing Growth and Development in Virginia: A Review of the Tools Available to Localities*, which is kept up to date with changes in State Code and laws.

### Implementation Tools

One or more of these tools may assist in the implementation of recommendations made in this plan:

- Development Regulations
  - ◊ Zoning Ordinance
  - ◊ Subdivision Ordinance
  - ◊ Environmental Regulations
  - ◊ Utilities
  - ◊ Overlay Districts
  - ◊ Design Guidelines
- Proffers
- Incentives
- Development and Facility Provision Coordination
- Capital Improvement Plan (CIP)
- Strategic Plans
- Conservation Easements
- Agricultural/Forestral Districts (AFDs)
- Land Use Taxation
- Regional Cooperation and Collaboration

### Using the Subdivision and Zoning Ordinances as Implementation Tools

Localities throughout Virginia utilize their subdivision and zoning ordinances (which are regulatory tools) to help realize the vision set forth in their comprehensive plans. In recent years, Powhatan County has adopted significant revisions to its subdivision and zoning ordinances to realize recommendations made in the 2010 Long-Range Comprehensive Plan:

- A complete rewrite of the zoning ordinance was completed in 2014. New zoning districts were created that align with land use designations shown in the 2010 Long-Range Comprehensive Plan (Countywide Future Land Use Plan), and new development standards were created to reflect concepts presented in recommended land use policies.
- A complete rewrite of the subdivision ordinance was completed in 2017, incorporating design standards recommended in the 2010 Long-Range Comprehensive Plan.
- In 2019, the Board of Supervisors eliminated the R-C zoning district, which (contrary to recommendations made in the 2010 Long-Range Comprehensive Plan and this document) enabled strip-style commercial development to occur along Route 60, one of the community's major transportation corridors. This change helped the zoning map better align with Countywide Future Land Use Plan and recommendations within the document that call for more clustered commercial and mixed-use development at strategic locations.
- Following the adoption of this plan, the Board of Supervisors intends to pursue a comprehensive rewrite of the county's zoning and subdivision ordinances. The Board of Supervisors will also be updating the water/waste water master plan, and pursue seeking funding for improvements listed on the Thoroughfare Plan.

# POWHATAN COUNTY

2021 Long-Range Comprehensive Plan

Adopted \_\_\_\_\_