

Chapter II:

GOALS AND OBJECTIVES

**ADOPTED
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Goals and Objectives for the Development of Smithfield

In updating the 1999 Plan, the new Comprehensive Plan has been designed to be a guide for the physical development of Smithfield as the Town advances through the first quarter of the new century. The Plan addresses the entire Town, and is intended to positively influence all of the physical elements which make up its urban form. Towards this end, the purpose of the plan is to encourage the continued development of a safe and healthy community by offering a distinctive “vision” for the continued growth of Smithfield. Many factors will affect the new ideas and decisions which will mold the course of action for the Town. The Plan focuses on those particular areas which the Town, through its leadership in urban planning and growth management, can and should have a progressive impact towards defining what is in the best public interest.

By preparing a future land use plan which is integrally tied to its precedent goals, objectives and planning policies, the old adage that *“a locality can be no better than its aspires to be”* is underscored. An intelligent and comprehensible plan cannot be structured without energetically seeking and taking the necessary steps to define the common components of the locality’s vision for its future. The first steps taken towards establishing the fruits of the planning process were (1) to define future goals, (2) to translate those goals into objectives by which they would be realized, and (3) to establish policies and strategies to implement the goals for the betterment of the community. This effort is a progression which bases future planning actions on policies and strategies that are founded in thoughtfully integrated goals and objectives.

Before arriving at this set of draft goals and objectives, three distinct efforts have been undertaken in order to ensure that the planning process proceeds on a rational path with the assurance that adopted future land use recommendations will be founded on firm social, economic, and legal underpinnings. The first step in the consultant’s efforts was to review past goals, objectives and policies associated with Town Comprehensive Plans and to incorporate them into a first draft for consideration by the Planning Commission. This initial effort was a thorough review and analysis of all previous Town plans, ordinances and growth management documents. Based on this examination, in most instances the goals, objectives and policy initiatives are still valid, and as such have been carried forward into the current plan.

The following set of goals, objectives and policies reflect the refinement of the goals and objectives from the prior Comprehensive Plan in light of the following activities: (1) the consultant's initial review and update; (2) preliminary input from the Commission and Staff, dating back to the beginning of the Plan Update in 2004; (3) more recent input based on the Planning Commission "hot spots" exercise begun on March 2, 2005; (4) a first draft of the goals and objectives reviewed with the Planning Commission on May 18, 2005; (5) a second draft of the goals and objectives reviewed with the Planning Commission on August 31, 2005; (6) incorporation of public input obtained from the survey of Town residents and business people; (7) final recommendations by The Cox Company through October 5, 2005; (8) approved draft planning commission goals, dated November 9, 2005; and (9) subsequent revisions and refinements based on consultant input and Town Council actions, through June, 2008.

Town planners believe that the development of an effective Comprehensive Plan must have the full participation, support and understanding of its constituencies. Without the public's active involvement in arriving at the community "vision," the acceptance of individual elements of the Comprehensive Plan, ultimately, could potentially be blind-sided by the very same public. Thus, the final step needed to complete this process was to formally solicit public input regarding the development of the goals, objectives and policies for the Plan. From the outset of this study, the process taken in updating the goals and objectives was to incorporate a broad range of citizen input and public participation opportunities. In doing so, the Town was able to best enable all interested parties to express their individual vision and expectations for the future of the community. The citizens' survey is deemed crucial to the adoption of the final goals, objectives, policies and strategies upon which the Plan will be based.

In late May, 2005, the Town distributed a "citizens' survey" which was designed by the Commission, Staff and consultants over a six month period. The survey was designed to allow Town residents to respond to specific questions relating to "hot button" land use issues, as well as to provide their "vision" for the future of Smithfield. Three thousand survey forms were distributed by the Town. Once the surveys were placed in the hands of the citizens and subsequently returned to the Town, the Cox Company compiled, reviewed and tabulated the survey instruments. In total, 722 survey responses were returned and tabulated, representing a 24% response rate. This response is considered extraordinary and without question represents a statistically valid sampling (and then some). The consolidated findings of the survey responses and the public comments received during public work sessions have been fully absorbed by the Planning Commission in revising the latest draft goals and objectives for this Plan.

The following goals and objectives are provided to the Planning Commission as a means of encouraging the Commission to finalize its thinking about linking their "vision" for Smithfield with specific objectives and land use policy initiatives. This far-reaching endeavor represents the last step in the planning process associated with recommending the adoption of the final goals and objectives to the Town Council.

From a topical standpoint, the Town's goals-setting influence can be grouped into eight general categories as outlined below. Within each of these areas, we believe the following "citizen inspired" goals and objectives, if systematically following by Town leadership, will serve to have a direct and beneficial effect on the quality of future development and the sustainability of the ambiance, culture and social fabric of Smithfield.

- (1) *Community Development*
- (2) *Economic Development*
- (3) *Housing*
- (4) *Historic Preservation, Parks and Recreation*
- (5) *Land Use*
- (6) *Public Services*
- (7) *Transportation, Traffic and Parking*
- (8) *Environment*

I. Community Development

Major Goal Statement:

Protect and enhance both existing and future development in Smithfield through pro-active growth management programs and progressive community design guidelines.

Planning Objectives and Policies:

- A. Protect and enhance the unique qualities of Smithfield's small town charm, as well as its sense of history and place.
- B. Promote development opportunities which respect, preserve and protect the Town's ambiance, historic properties, waterfront areas and sensitive environmental areas.
- C. Reduce structural decay of buildings throughout the Town by strengthening planning, zoning and building code enforcement.
- D. Support the continued use of Community Development Block Grant (CDBG) programs and funding sources as a means of revitalizing threatened neighborhoods and commercial areas.
- E. Support the continued use of ISTEA-21 programs and other funding sources for transportation-related improvements within the Town.

- F. Emphasize adherence to thoughtful and coordinated urban design programs as well as the coordinated phasing of adequate public infrastructure to support the Town's remaining undeveloped and underdeveloped parcels. Explore opportunities to work with service providers to employ state-of-the-art technologies where feasible.
- G. Encourage continued streetscape, landscaping and pedestrian improvements throughout the Town.
- H. Ensure the high quality of future development in the Town by enacting creative urban design standards and implementation procedures. Emphasize, encourage and employ cluster development where feasible.
- I. Implement gateway and corridor improvements recommended by the Entrance Corridor Master Plan to enhance the visibility and attractiveness of Smithfield.
- J. Provide stronger and better coordinated planning and project review of development proposals in Isle of Wight County that could potentially impact the Town.
- K. Recognize and plan for the potential of Smithfield to become a major parks and recreational destination for tourists, as well as citizens of the Town and County.

II. Economic Development

Major Goal Statement:

Expand the Town's existing economic base by exploring opportunities for economic development diversification in the areas of tourism and active recreation, as well as retail commerce and industry in order to strengthen the existing economy and generate additional revenue and employment opportunities.

Planning Objectives and Policies:

- A. Encourage new commercial retail and service development in appropriate areas in order to promote and expand the diversification of the Town's consumer-oriented economic base.
- B. Identify areas suitable for new economic development or the expansion of existing local operations, with an emphasis on long-term planning opportunities for light industrial facilities.
- C. Work with existing businesses and property owners to ensure the continued viability of the Town's existing commercial areas.

- D. Identify areas suitable for redevelopment, particularly along South Church Street and develop specific strategies on a site-by-site basis to encourage such redevelopment.
- E. Identify business linkage opportunities within the existing marketplace, and actively promote Smithfield as an ideal location for the future location of firms and industries that could properly take advantage of these opportunities.
- F. Encourage adaptive re-use within the Town's downtown areas, emphasizing architectural quality and compatibility.
- G. Identify sectors within the local retail marketplace in which local spending is "leaking" to surrounding localities, and actively promote the development of new and specialty retailers to take advantage of market niche opportunities.
- H. Conduct feasibility studies to determine the appropriateness of future annexation as a means of increasing the Town's tax base and limited geographical area remaining for economic development.
- I. Create and budget for a position on the Town Staff devoted entirely to leading economic development, including the active promotion of tourism, recruitment of industry, management of events and volunteerism, strengthening the downtown merchant organization, pursuing grants, and carrying out the initiatives of the Town Manager and Town Council.

III. Housing

Major Goal Statement:

Provide for a wide variety of housing options for all Smithfield residents with an emphasis on quality site planning in future residential development areas.

Planning Objectives and Policies:

- A. Adopt a pro-active housing program which targets and promotes opportunities for the improvement of substandard dwellings. Identify housing funding sources and grant opportunities that may be available to Smithfield residents.
- B. Identify threatened neighborhoods and work to reverse their decline by proactive enforcement of building codes and focusing rehabilitation efforts in these areas.
- C. Encourage the continued development of nursing homes, adult care centers, assisted living facilities, and other housing types which provide a range of amenities that are attractive to retirees.
- D. Identify and promote new development opportunities for single family detached residential units including creative use of cluster development, new urbanism design concepts, and “smart growth” practices which enable the most efficient use of undeveloped land, while also enabling the preservation of open space.
- E. Recognize the disproportionate allocation of multifamily housing within the Town and limit future development within this sector of the housing market. Insure that any and all future development of multifamily housing adheres to strict design standards established in the Town Zoning Ordinance and serves to provide affordable workforce housing opportunities. Make necessary adjustments to existing zoning districts if and where appropriate.
- F. Promote the implementation of new or updated zoning districts that provide incentives which encourage the development of affordable housing opportunities in the Town.
- G. Play an expanded role in the coordination and facilitation of low and moderate income housing development and redevelopment by private sector and institutional sector participants (such as Habitat for Humanity) within the Town.
- H. Coordinate with Isle of Wight County in the ongoing effort to develop an affordable workforce housing initiative.

IV. Historic Preservation, Parks and Recreation

Major Goal Statement:

Preserve and protect the Town's rich architectural and cultural heritage which positively impacts tourism and contributes to the overall well-being of the community. Integrate opportunities for pro-active expansion of the Town's public parks and recreational amenities within the context of Smithfield's historic and cultural traditions.

Planning Objectives and Policies:

- A. Preserve the integrity of the architectural and historic character of Smithfield by protecting historic buildings and neighborhoods from inappropriate uses and design practices and materials.
- B. Encourage the appropriate adaptive reuse of both publicly and privately owned, historically significant structures in the Town.
- C. Guide contemporary development in a way which compliments the historic fabric of the Town and works to strengthen the overall character of the community.
- D. Update and expand the inventory of privately held historic properties of significance, and develop strategies for their protection.
- E. Encourage the continuation of the ongoing revitalization activities along the South Church Street corridor.
- F. Evaluate the feasibility of the Town maintaining the Windsor Castle property for long-term historic preservation, incorporating appropriate and compatible public and quasi-public parks and recreational uses by the Town.

V. Land Use

Major Goal Statement:

Plan for a balanced mix of residential, commercial and economic development uses which will accommodate the projected demands for housing, shopping and tourism, as well as promote new employment opportunities, for present and future residents.

Planning Objectives and Policies:

- A. Identify and promote new development and infill opportunities on vacant or underutilized properties which are compatible with existing neighborhoods.
- B. Develop and implement initiatives and procedures to encourage development in target areas identified as having the strongest urban development potentials.
- C. Develop and implement procedures which will result in the conservation and preservation of environmentally and historically sensitive properties and land areas that could be adversely impacted by new development and redevelopment activities.
- D. Designate suitable areas for commercial, office, economic development and public recreation use to provide sufficient tax revenues, and usage fees to balance the cost of future residential growth.
- E. Cooperate with Isle of Wight County to integrate their land use planning and economic development efforts with the Town's Comprehensive Plan.
- F. Focus particular land use planning attention upon the undeveloped "edge" properties along the existing Town boundary for the purpose of determining: (1) the vision for the future development of these areas; (2) their relationship to adjoining neighborhoods and land uses; and (3) the efficient future allocation of public utilities.
- G. Ensure that new development will be adequately supported by existing or planned public services and associated infrastructure.
- H. Promote the ongoing effort by private, nonprofit housing groups to redevelop and improve deteriorating housing stock, and encourage more groups to participate in this initiative.
- I. Implement creative growth management techniques and design guidelines which foster suitable new and redevelopment activities.

- J. Examine opportunities to expand Town boundaries via future annexation or boundary line adjustments.

VI. Public Services

Major Goal Statement:

Provide adequate levels of public services to all the people in the Town, recognizing that the regional implications of certain facilities and services necessitate regional planning and inter-jurisdictional cooperation.

Planning Objectives and Policies:

- A. Continue long range master planning for the determination of the most effective timing and routing of public utility system extensions.
- B. Ensure compliance with public utility consent orders.
- C. Coordinate future water and sewer requirements with regional service authorities.
- D. Continue to participate in Hampton Roads Regional Water Supply Plan in order to serve the long-range municipal water supply requirements for the Town of Smithfield.
- E. Develop and implement a comprehensive Stormwater Management Plan and Best Management Practices (BMPs) design manual which addresses local stormwater management and stormwater drainage issues and ensures that all future development includes adequate and sufficient stormwater management controls.
- F. Plan for and maintain public buildings to serve the future needs of the community.
- G. Explore options for the consolidation of Town administration offices and other facilities with the realization of the importance that such facilities have for the future management of and quality of life within Smithfield.
- H. Enhance and expand facilities and systems for police, fire and judicial operations which protect and serve Town residents and visitors.
- I. Identify areas of Town with insufficient street lighting which may contribute to an unsafe environment, and develop specific recommendations to enhance lighting in these areas.

- J. Maintain the cooperative public education system with Isle of Wight County with a shared goal of providing superior educational opportunities for all children.
- K. Assess the long-term economic impact on the Town of providing extra-territorial services and infrastructure, including potential opportunities for annexation.
- L. Increase utilization of the Paul D. Camp Community College and promote other local continuing education and vocational opportunities.
- M. Expand and enhance the Town's system of parks and open space to provide recreation, while preserving scenic vistas, natural areas and historic sites.
- N. Identify and secure waterfront property to provide public access to the Pagan River for recreational opportunities.
- O. Encourage new residential developments to provide sufficient open space and neighborhood parks.
- P. Establish a cash proffer policy to enable the Town to provide a framework by which applicants seeking to re-zone properties for a higher residential density are encouraged to proffer cash to offset Town capital expenditures and other local impacts associated with the proposed development.
- Q. Encourage the acquisition, planning and development of appropriately-sized properties for the establishment of new parks and recreational areas within the Town to serve both local and regional recreational demands.
- R. Encourage the preservation of Windsor Castle and plan for its long-term use as a recreation and tourism destination within the Town.

VII. Transportation, Traffic and Parking

Major Goal Statement:

The location, character and capacity of Smithfield's transportation facilities (including thoroughfares, local streets and parking) should be compatible with the Future Land Use Plan. Planning for future road and street improvements and alignments should be compatible with emerging land uses, and should provide adequate capacities to serve future growth.

Planning Objectives and Policies:

- A. Implement street improvements which are of the appropriate scale and capacity to serve long-range traffic demands, while respecting the environment and scale of surrounding neighborhoods.
- B. Maintain the integrity of Downtown Smithfield by implementing four-way stops, traffic calming strategies, and other traffic safety measures to minimize the impact of traffic in the historic area.
- C. Increase parking capacity in the downtown area by providing for new and/or expanded public parking facilities. As part of this effort, the Town shall initiate a study that yields a consolidated downtown parking plan.
- D. Discourage the development of private roads within single-family residential subdivisions.
- E. Establish and reserve new public street alignments and adequate rights of way in future development areas.
- F. Establish strategies for transportation implementation and phasing in conjunction with the development of properties.
- G. Promote the use of alternative modes of transportation by encouraging the incorporation of pedestrian and bicycle paths within new developments.
- H. Examine the existing sidewalk system in established neighborhoods and study the feasibility of extending or providing "infill" sidewalks within these areas and adjacent neighborhoods.
- I. Study the possibility of linking a bike trail in Smithfield to the regional bicycle trail system.

- J. Incorporate expanded standards into the Design Standards for the Town of Smithfield for road and drainage improvements.

VIII. Environment

Major Goal Statement:

Enhance and protect the ambiance and natural setting of Smithfield while promoting a greater awareness of the natural beauty and positive attributes of the Town.

Planning Objectives and Policies:

- A. Promote the conservation of open space within the Town and actively promote the long-term preservation and maintenance of valuable natural resource areas through public acquisition, private dedication of easements and other cooperative efforts.
- B. Identify environmentally sensitive areas within the Town and implement innovative growth management procedures which promote design sensitivity to the environment at a site-specific level.
- C. Coordinate with the Chesapeake Bay Local Assistance Department (CBLAD) to ensure that future development meets the standards of the Chesapeake Bay Preservation Act and respects the designated Chesapeake Bay preservation areas.
- D. Coordinate environmental preservation efforts with neighboring jurisdictions, and establish an action plan targeting environmental concerns that require a regional approach.
- E. Promote environmental design standards for new and redevelopment projects that incorporate creative approaches to implement Low Impact Development, bio-engineering measures, and Best Management Practices.
- F. Recognize the importance of the Jericho Planning Area for its environmental, cultural, and historic significance within the Town and region.
- G. Initiate specific planning activities to ensure that future land uses that are contemplated for this area are consistent with State and Federal environmental regulatory processes.