

Chapter XIII:

IMPLEMENTATION

**ADOPTED
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Planning/Implementation Linkages

The adoption of this Comprehensive Plan serves as only one element of a continuous growth management process for Smithfield. In pursuit of a "growth by design" policy, land use implementation responsibilities must be intelligently shouldered by both the public and private sectors alike. This process must be carefully orchestrated over an extended timeframe inasmuch as development occurs incrementally. The Plan serves as the urban design framework around which relevant future land use decisions are based. Its implementation must be directed by growth management tools -- zoning, subdivision and site plan ordinances, architectural and entrance corridor design guidelines, etc. -- which are fully integrated into the Plan's "vision" for the Town. The concept of "linkage" between the Plan and those tools has been a dominant planning theme in this Plan. The Comprehensive Plan is intended to capture a vision of the future of the Town of Smithfield. As such, it provides a basis for a wide variety of public and private actions and decisions which should be undertaken in the Town over time. The Plan shall serve as a dynamic document designed to provide flexibility and adaptability to change in the coming years as the community continually evolves. The Plan provides general guidelines and recommendations for Town leadership with regard to its implementation of long range planning goals and objectives in its day-to-day regulatory, management and service operations, as well as its capital improvement programming.

It is hoped that the Town Staff and the Town's elected and appointed decision-makers will refer to the Plan as part of their ongoing decision-making and planning processes so that issues will be evaluated with respect to their long-range impact upon Town residents and businesses, Isle of Wight County and its residents and existing land uses, public utilities, finances and transportation systems. The Future Land Use Plan element provides a specific conceptual future development pattern for the Town. This established pattern should not be viewed as being "etched in stone". Local market conditions and citizen values with respect to growth management, economic development and environmental conservation may change over time in response to evolving economic and political pressures. The Plan must subsequently be responsive to these changes. Hence, it should be updated every five years as required by State

Code in order to allow the Town Council and Planning Commission an opportunity to reassess its vision for the future and respond to these changes as they occur. Therefore, the Plan is not a document which encourages regimentation. Instead, it should serve merely as a guide designed to encourage future patterns of development which, in turn, provide for orderly and efficient levels of community growth within the social, political, economical and historical context that defines Smithfield and makes it so unique to Tidewater.

The real impact of the Comprehensive Plan will ultimately be measured by the degree to which the Plan's implementation recommendations are translated into reality. These recommendations, no matter how carefully crafted, can have little impact on guiding future growth and development in the Town in the absence of future implementation by Town leadership. The following is a summary of the major implementation recommendations outlined in the 2009 Smithfield Comprehensive Plan.

ZONING ORDINANCE RECOMMENDATIONS

Of the various legal devices available for implementation of the Plan, zoning will probably receive the most attention during the coming years and will reach most pervasively into the lives of Town residents. While the truth of this is more obvious with respect to the overall distribution of land uses and the protection of natural resources, zoning can also be useful in many small ways to improve the quality of development. The extent to which zoning can improve living conditions and guide the growth of the Town in accordance with the Comprehensive Plan will be largely dependent upon the attitudes and interests of the people of Smithfield as expressed by themselves and through their enforcement. The problems will be varied since Smithfield is an attractive community with the potential for different kinds of development. But if the people of Smithfield truly desire an orderly, efficient land use development pattern which channels development into designated areas and protects valuable water resources and sensitive environmental areas, then zoning is available to implement a program which will accomplish these objectives. In concert with the update of the Comprehensive Plan in 1999, the Town substantially revised its Zoning Ordinance. Drastic changes were made to the Ordinance in order to properly regulate land use in the three annexation areas brought into the Town earlier that year, as well as to aid in the implementation of the recommendations of this Plan. Several existing zoning districts were modified and three new districts were written to more efficiently guide new development in rural areas of the Town. Modern standards in lot configuration, design, site planning, stormwater management, net developable area calculation and slope regulations were also added to the Ordinance in an attempt to properly implement the land use recommendations incorporated into the Future Land Use Plan. Over time, it has become clear that additional modifications to the Zoning Ordinance are necessary.

As part of the current Comprehensive Plan Update, a key theme has been the encouragement of the construction of additional affordable housing opportunities within the Town. During this Comprehensive Planning process, the Town has made it clear that it is willing to consider applications incorporating affordable housing via conditional use permits. Advancing this implementation strategy, the Comprehensive Plan also includes recommendations for the modification of two existing zoning districts (the S-R, Suburban Residential and A-R, Attached Residential) in the Town Zoning Ordinance. These modifications are intended to incentivize the development of affordable housing via bonus provisions and other design-related incentives. They also serve to promote mixed residential uses of medium density, including single family detached homes and townhouses, within the same project. Further, provisions were added to this and another overlay district to be discussed in the following section to encourage new urbanism and neo-traditional forms of residential projects. As part of this strategy, certain site development standards and criteria for projects were relaxed for projects that include adequate levels of affordable housing.

The following provides a summary of the basic content of the revised districts and includes examples of how the bonus density provisions may be employed:

New Urbanism Residential (NU-R) District

The New Urbanism (NU-R) district would expand and/or replace the “vision” for medium density housing in the existing A-R, Attached Residential district. In concept, the NU-R zoning district would establish a mixed-use residential district to accommodate new dwellings within subdivisions that are organized around the principles of neo-traditional and “smart growth” forms of development. The new district would provide for single family as well as attached residential dwellings such as townhouses, row houses, multiplex dwellings, duplexes and other similar forms of residential units that are complementary to new urbanism forms of residential development. The district shall encourage mixed residential product choices, as well as appropriate levels of owner-occupied, affordable residences within this district. The major changes in the district relate to incentives for subdividers to build affordable dwelling units. This is done through a system of scaled-density bonuses. As an incentive to developers to seek density bonus provisions for affordable units, greater bonuses (i.e. higher density) can be granted in return for the development of greater levels of affordable housing. Also, as a disincentive for developers to default to the baseline density project, it is recommended that the current 8 du/nda by-right density be reduced to 6 du/nda.

This reduction in base density creates a still marketable, but relatively low density attached housing opportunity in Smithfield. It is anticipated that by lowering the base density and significantly increasing the bonus density, developers will be adequately incentivized towards the production of affordable housing. The following summarizes the density bonus recommendations:

1. By-Right Density:

Existing: Eight (8.0) dwelling units per net developable acre.

Recommended: Six (6.0) dwelling units per net developable acre.

2. Density Bonus for Affordable Housing: For qualifying affordable dwelling unit subdivisions and development two density bonus scales are recommended for residential projects:

Level 1 Density Bonus for NU-R District: Twelve (12.0) dwelling units per net developable acre for subdivisions and developments that incorporate a minimum of twenty percent (20%) affordable dwellings units.

Example: Applying the density bonus provision for 20% affordable units, a 50 acre (nda) project at 12.0 du/nda would yield 600 dwelling units. To qualify for this bonus, 120 affordable units would be required to be designated by lot location on the general development plan. This would yield the following mix of units:

Market rate housing: 480 dwellings

Affordable unit housing: 120 dwellings

Total residential units: 600 dwellings

The 20% bonus provision would allow the developer to build 180 additional market rate dwellings than what would be permitted under the by right subdivision density.

Level 2 Density Bonus for NU-R District: Ten (10.0) dwelling units per net developable acre for subdivisions and developments that incorporate between ten and nineteen percent (10%-19%) affordable dwellings units.

Example: Applying the density bonus provision for 10%-19% affordable units, a 50 acre (nda) project at 10.0 du/nda would yield 500 dwelling units. To qualify for this bonus, a minimum of 50 affordable units would be required to be designated by lot location on the General Development Plan.)

This would yield the following mix of units:

Market rate housing: 450 dwellings

Affordable unit housing: 50 dwellings

Total residential units: 500 dwellings

The 10% bonus provision would allow the developer to build 150 additional market rate dwellings than what would be permitted under the by right subdivision density. No density bonus would be allowed for subdivisions and developments with less than ten percent (10%) affordable dwelling units.

The NU-R District is intended for “mixed” residential products to be located within master planned cluster subdivisions. Unlike the revised S-R District that serves only detached housing, the NU-R District will serve a full range of attached and detached housing needs in Smithfield. However, apartment buildings and mid-rise housing products would not be permitted in the district, with those units being reserved for the MF-R District. In addition, provisions for waivers and modifications to certain site development standards, yard and setback requirements for Affordable Housing are introduced into the NU-R District. These would give developers the opportunity to reduce overall site development costs in projects meeting qualifying affordable unit counts.

Suburban Residential (S-R) District

The Suburban Residential (S-R) District, as originally drafted and adopted, established a zone for single family detached residences at subdivision densities which are compatible with the Comprehensive Plan's goals for low to medium density residential developments in Smithfield. The average density of three units per acre established the S-R District as the Town's low-to-medium density district for detached residences. In order to fulfill the Town's goals for the development of new affordable, workforce housing throughout Smithfield, subdivisions incorporating minimum levels of affordable residential units would be entitled to receive a density bonus. In addition, affordable housing would be strongly recommended for inclusion in any S-R district rezoning or special use permit application.

The outline on the following page summarizes the density bonus recommendations for the amended S-R district:

1. By-Right Density:

Conventional Subdivisions:

Existing: Three (3.0) units per net developable acre.

Recommended: No change proposed

Cluster Subdivisions: (Cluster subdivisions will be permitted as a by-right development.)

Existing: Four and One-half (4.5) units per net developable acre.

Recommended: Four (4.0) units per net developable acre.

Employing a “carrot and stick” approach, as an added incentive to developers to seek density bonus provisions outlined below for affordable units, a disincentive for subdividers to default to the baseline density project could be introduced into the S-R district by reducing the current cluster density of 4.5 du/nda density to 4 du/nda. This reduction in base density would create a still marketable, but relatively low density attached housing opportunity. By lowering the base density and significantly increasing the bonus density, developers will be incentivized towards the production of affordable single family, detached housing.

2. Density Bonus for Affordable Housing:

Level 1 Density Bonus for S-R District: Five (5.0) dwelling units per net developable acre for subdivisions and developments that incorporate a minimum of fifteen percent (15%) affordable dwellings units.

Example: Applying the density bonus provision for 20% affordable units, a 50 acre (nda) project at 5.0 du/nda would yield 250 dwelling units. To qualify for this bonus, 38 affordable units would be required to be designated by lot location on the General Development Plan. This would yield the following mix of units:

Market rate housing: 212 dwellings

Affordable unit housing: 38 dwellings

Total residential units: 250 dwellings

The 15% bonus provision would allow the developer to build 12 additional market rate dwellings that what would be permitted under the cluster subdivision density and 62 additional market rate dwellings that what would be permitted under the conventional subdivision density. This provides a very attractive increase in market rate units to offset any reduction in profit margins that might accompany the affordable housing units.

Level 2 Density Bonus for S-R District: Four and one-half (4.5) dwelling units per net developable acre for subdivisions and developments that incorporate between ten and fifteen percent (10%-15%) affordable dwelling units.

Example: Applying the density bonus provision for a subdivision with 10%-15% affordable units, a 50 acre (nda) project at 4.5 du/nda would yield 225 dwelling units. To qualify for this bonus, a minimum of 23 affordable units would be required to be designated by lot location on the General Development Plan. This would yield the following mix of units:

Market rate housing: 202 dwellings
Affordable unit housing: 23 dwellings
Total residential units: 225 dwellings

The 10% bonus provision would allow the developer to build 2 additional market rate dwellings than what would be permitted under the cluster subdivision density and 52 additional market rate dwellings than what would be permitted under the conventional subdivision density. No density bonus would be allowed for subdivisions and developments with less than ten percent (10%) affordable dwelling units. The S-R district is targeted for detached housing and is not intended for “mixed” residential products.

Traditional Neighborhood Overlay Option

Within this Comprehensive Plan Update, the Town seeks to emphasize the need for and indeed, encourage new development of traditional neighborhood development and “smart growth” in Smithfield. This approach to land development represents a departure from the traditional suburban interpretation of zoning practices in that it promotes compact, mixed-use development with an urban scale, massing, density and infrastructure configuration. Such

projects should integrate diversified uses within close proximity to one another as well as within the same buildings, where appropriate. The dominant goal for this new initiative is to provide the urban infrastructure and amenities which are essential to establishing a community which provides economic opportunity within the context of social, physical and environmental sustainability. Key to the successful implementation of these types of neighborhoods are the encouragement of pedestrian movement and inviting public open spaces which so often enable the civic interaction deemed critical to vibrant neighborhoods.

The Town should seek to introduce and adopt a new "Traditional Neighborhood Overlay Option" zoning district to implement this significant urban design objective. This overlay district would enable applicable projects to be submitted and considered for approval as a land use option within any of the Town zoning districts pursuant to the additional regulations and enhanced design criteria established in the proposed Ordinance. Each proposed "Traditional Neighborhood Overlay Option" project shall be guided by the appropriate land use planning designation included in this Comprehensive Plan, and shall be governed by the overlay requirements included in the proposed overlay district, the underlying zoning districts, a submitted Master or General Development Plan, a submitted Code of Development, and the applicant's proffers which may be attached thereto.

Projects to be considered as a "Traditional Neighborhood Overlay Option" shall promote compact, mixed-use development with an efficient town or village scale, massing, density and infrastructure configuration which integrates diversified uses both within close proximity to each other and within individual buildings, where appropriate. The dominant goal for the "Traditional Neighborhood Overlay Option" is to clearly define and establish the foundational infrastructure and urban design elements within the context of social, civic, economic, and environmental sustainability. The *Urban Design* chapter contains additional detail on this recommendation, including further defining the recommended guiding principles and components of a suitable code of development, which will be central to the implementation of future Traditional Neighborhood Development-style communities in Smithfield.

The Town wishes to promote this type of development, and has identified strategic locations within the Town where this type of development would be most appropriate. The Land Use chapter provides more detail on the locations of these proposed undeveloped properties. The approach to "Traditional Neighborhood Overlay Option" development represents a departure from the traditional interpretation of zoning practices in that it promotes compact, mixed-use development with an urban scale, massing, density and infrastructure configuration. Each project should integrate diversified uses within close proximity to one another as well as within the same buildings, where appropriate. The dominant goal for the "Traditional Neighborhood

Overlay Option” is to provide the urban infrastructure and amenities which are essential to establishing a community which provides economic opportunity within the context of social, physical and environmental sustainability.

“Traditional Neighborhood Overlay Option” projects may be submitted as a land use option within any of the Town zoning districts pursuant to the additional regulations and enhanced design criteria established in the proposed overlay district. The overlay shall augment the regulations contained in the land area governed by underlying conventional zoning districts per the current Town Zoning Ordinance. Each proposed “Traditional Neighborhood Overlay Option” project shall be guided by the Town’s Comprehensive Plan and shall be governed by the overlay requirements described in the *Urban Design* chapter, the underlying zoning districts, a Master Plan, a Code of Development, and the applicant’s proffers which may be attached thereto. Prior to zoning amendment approval, a “Traditional Neighborhood Overlay Option” project must be recognized by the Planning Commission and Town Council as compatible and consistent with the Comprehensive Plan’s designations for neighborhoods and other development areas. The Town Council, upon recommendation by the Staff and Planning Commission, may consider and approve any applicant’s request to employ the “Traditional Neighborhood Overlay Option” for application to a specific property or properties.

Projects to be considered as a “Traditional Neighborhood Overlay Option” shall promote compact, mixed-use development with an efficient town or village scale, massing, density, and infrastructure configuration which integrates diversified uses both within close proximity to each other and within individual buildings, where appropriate. The dominant goal for the “Traditional Neighborhood Overlay Option” is to clearly define and establish the foundational infrastructure and urban design elements within the context of social, civic, economic, and environmental sustainability. Applications to be considered under the “Traditional Neighborhood Overlay Option” shall integrate into its Code of Development and General Development Plan the following principles:

- *Thematic, Axial, and Socially Functional Centers;*
- *Open Space and Recreation;*
- *Interconnected Streets, Sidewalks, and Pedestrian Network;*
- *Mixed Uses;*
- *Building Placement and Scale that is Sensitive to and Appropriate to Smithfield Architecture;*
- *Incorporation of Alleys and Minor Streets;*
- *Relegated Parking;*
- *Variety of Housing Types;*

- *Appealing Streetscapes;*
- *Transportation and Pedestrian Options;*
- *Architectural and Landscape Designs that are Responsive to the Unique Character and Tradition of the “Smithfield Style”;*
- *Market Feasibility*

Mixed Use (MU) District

This Comprehensive Plan expands upon the promotion of mixed use development within the Town beyond the Downtown waterfront area to suitable locations elsewhere in Smithfield. The redevelopment and infill development of the Downtown Waterfront Area over the course of the past decade has witnessed the successful integration of a mix of diverse uses in the area. The Town seeks to encourage the integration of appropriate uses in other locations in the Town. As part of this philosophical change, the Town has modified the mixed use land use designation in the Plan to expand the types of allowable mixed uses and areas where it shall be encouraged beyond that which has been successfully implemented in the Downtown Waterfront Area. Another way the Town should formally seek to encourage mixed-use development would be to develop a formal Mixed Use (MU) Zoning District. Such a new district would expand upon the NU-R mixed use concept to encourage the incorporation of more commercial uses and greater residential densities within the new developments. This new district should outline the allowable uses, the appropriate settings, the design guidelines, planning “geometries” and other form-based code guidelines which should govern all future mixed use developments in the Town. The Ordinance should include clear and well-defined guidelines which establish the Town’s expectations for mixed use development, while also enabling design flexibility so that the new developments may best respond to the site conditions and marketplace to create meaningful and dynamic new communities.

Each of these recommended Ordinance revisions specifically address objectives pertaining to the provision of additional affordable and workforce housing opportunities in the Town per the Housing Policy chapter of this Comprehensive Plan. It is hoped that these changes will initiate the implementation phase of this important new addition to the Comprehensive Plan. Further, over the course of the past nine years since the new Zoning Ordinance was adopted, the Town Staff has identified several specific areas within the Zoning Ordinance which need some tweaking in order to allow the Town to better respond to everyday land use, zoning, site plan and subdivision-related issues. Recommendations for modifications to several districts will be made on the heels of the Comprehensive Plan Update, and the Town will proceed with a public review of these recommended changes.

Zoning Map

Changes to the Town's Zoning District Map should be generally consistent with the Future Land Use Plan. Within the overall pattern of land use established by the Plan, there is nonetheless, considerable room for variation between the Plan and the Zoning Map. The land use categories need not be identical and the one need not be amended every time the other is changed. Nevertheless, given the fact that the Zoning Map was revised during the 1999 Comprehensive Planning Process, great care was taken by the Planning Commission to ensure that the map followed the land use allocations recommended at that time in the Future Land Use Plan.

The timing of a rezoning change to best implement a land use change will require repeated judgments by the Smithfield Planning Commission and the Town Council. In addition, the system of review of individual projects by special use permit process or by means of special exceptions will require separate decisions based on the guidelines of the Plan and the Zoning Ordinance and existing conditions of the location where the change is proposed. An important part of Smithfield's continuing planning effort will be the recommendations of the Planning Commission regarding proposed changes, the continuing effort to keep these changes within the overall perspective of the Comprehensive Plan and the continuing effort to study and adjust implementation devices and programs which can assist with accomplishment of the goals and objectives of the Comprehensive Plan.

Several changes have been made to the Future Land Use Map as part of this Comprehensive Plan Update process. However, the Town does not believe it is necessary to update the Town Zoning Map at this time as part of the Comprehensive Planning process out of acknowledgement of the Town-wide zoning changes made during the 1999 Comprehensive Plan Update.

OFFICIAL MAP

If the Town is to strengthen its posture in planning for (and reserving) rights-of-way for future public roads, infrastructure and facilities, as well as improving the existing street network and community facilities, an Official Map should be prepared. The Official Map is a means by which proposed roads and infrastructure may be mapped and the rights-of-way and easements reserved for future acquisition. In satisfying the requirements of the Virginia enabling law, an Official Map must be based on an aerial and/or field-survey which establish the metes and bounds of the proposed improvement. To establish such areas for reservation and acquisition, any given public improvement which qualifies for official mapping would have to be planned

to a "preliminary plan and plat" level of detail. For transportation projects, any Official Map effort should be accompanied by a detailed traffic improvement plan for the Town and should address those specific high-priority projects which are most strongly held to be in the public interest but where right-of-way reservation could otherwise be problematic.

SUBDIVISION ORDINANCE

The regulations of the Town's Subdivision Ordinance are primarily concerned with the platting of lots; the layout of streets; the location of public spaces and construction of public improvements associated with the process of subdividing land. In addition, the Ordinance contributes to the maintenance of clear and accurate land records. Subdivision Ordinances also typically respond to the need to protect the floodplains, wetlands and other sensitive environmental areas. These environmental issues and conservation matters are intricately associated with the Comprehensive Plan and its policies on the overall pattern of growth and the prospects of expenditures for public facilities. The Town's Subdivision Ordinance was also significantly revised in concert with the development of the Comprehensive Plan. Modern provisions for required subdivision improvements, subdivision design standards and plat and plan requirements were incorporated into the Town's Ordinance, as were new checklists which will help streamline the subdivision application and review processes. The Town's Ordinance also incorporates greater detail on design standards for both public and private streets, as well as conditions relating to when other public improvements (such as sidewalks and curb gutter) would be required.

INTER-JURISDICTIONAL COOPERATION

The concept of "regionalism" in planning is widely promoted within the Town and surrounding jurisdictions. Regional approaches to schools, libraries, parks and recreation programs have been successfully orchestrated and implemented by and between the Town and Isle of Wight County. In the coming years inter-jurisdictional cooperation will need to focus more intensively on planning with respect to environmental and transportation issues.

Regional Plans and Activities

Current and future planning efforts for the Town of Smithfield will be largely influenced by the planning activities of neighboring jurisdictions. Isle of Wight County, of which Smithfield is an integral part, has its own planning agenda and Comprehensive Plan. Since development-related issues often impact Town and County residents alike, it is in the best interest of both jurisdictions to coordinate their planning efforts whenever possible, and to seek common ground and solutions to development-related problems as they arise.

In addition to Isle of Wight County, the policies and plans of other regional jurisdictions and agencies will influence Smithfield's future growth. These range from the broad, physical planning efforts undertaken by the Hampton Roads Planning District Commission to the more specific site plans of local industries and regional utility districts (HRSD). A brief review of the most significant planning efforts and activities which may affect recommendations contained in this Comprehensive Plan for Smithfield is outlined below.

Isle of Wight Comprehensive Plan

Isle of Wight County has recently updated its Comprehensive Plan, adopting the current version in October 2008. The County Comprehensive Plan sets forth a site-specific growth management strategy for the urbanizing, rural and environmentally sensitive areas of the County. Its land use prescription for the urbanizing portion of the county adjacent to Smithfield should be of the greatest interest to Town leaders, businessmen and citizens. The County is currently in the process of completing a master plan for the Route 58 corridor.

Development Service Districts

The Isle of Wight Land Use Plan Map indicates designation of three strategically located Development Service Districts which generally coincide with portions of the major transportation corridors and potential future Hampton Roads Sanitation District (HRSD) sewer service areas. Areas designated as Development Service Districts generally have served and are expected to continue to serve as the principal residential, commercial and employment centers of the County. These areas comprise the most suitable locations for future growth and development. Growth in and around these areas will prevent the outward sprawl of development into other County areas, and concentrate future residential growth in areas where residents can be economically provided with utilities, services and employment. In addition, the impact upon the County road system will be minimized since families will have the opportunity to be located physically close to the jobs and services which they require. These considerations, plus the need to preserve the open character of the County's outlying rural areas, indicate that the areas designated as Development Service Districts should accommodate most of the County's residential, commercial and industrial growth through the year 2030.

Most of the land directly east of Smithfield, from the town limits to the Suffolk city line (Rescue and Battery Park excluded), has been designated as part of the "Northeast Development Service District". One of three such growth districts in the county, the Northeast Development District is further recognized as having the strongest potential for extensive urban development. In support of this growth, the Land Use Plan calls upon the county to be "proactive with respect to infrastructure" by encouraging the provision of central water and sewer facilities, either through

public initiative or through private development interests. The balance of the land surrounding Smithfield in the County has been planned for Rural/Agricultural Conservation use, which is consistent with the Town Plan's Community Conservation land use classification.

For many years, the lack of centralized sewage facilities has hindered the county's growth plans. It now appears, however, that with construction of the HRSD pipeline (1995), public sewer can feasibly be provided to much of the Northeast Development District over the next five to fifteen years. Such a scenario of course, is contingent on the timely completion of the regional interceptor and agreeable arrangements between HRSD, the County and private development interests in regard to construction of pump stations, trunk lines and laterals. Beyond the specifics of Isle of Wight's Land Use Plan, other goals and objectives are stated that pertain directly to the future Smithfield. These include the following:

- Coordinate County growth management plans with the plans and policies adopted for the Town of Smithfield.
- Extend Hampton Roads Sanitation District (HRSD) sewer line within the designated Development Service Districts to accommodate economic development.

As a priority, HRSD sewer service should first be extended into the Northeast Development Service District. Smithfield and Isle of Wight share a great number of common goals with respect to environmental quality, housing and community development. In the years ahead, many planning-related decisions will impact residents of both the County and the Town. It is therefore of utmost importance that the two entities cooperate on inter-jurisdictional issues and work together. Specific opportunity areas where Smithfield and Isle of Wight County can effectively plan together are outlined throughout this document and should serve as a basis for closer ties with Isle of Wight County.

Septic Tank Pump-Out Program

Under mandate of the Virginia Chesapeake Bay Preservation Area Program, the Town of Smithfield is implementing a Septic Tank Pump-Out Program. The program is authorized by the Commonwealth of Virginia, under Code Section 9VAC 10-20-120.7, and the Town of Smithfield, under Section G:2.d. of the local Chesapeake Bay Preservation Overlay District Ordinance. The program aims to preserve and enhance the quality of Chesapeake Bay waters by requiring routine pump-outs of on-site septic systems. Septic systems that are overloaded with solids, leaking, flooding or otherwise impaired are known to contribute pollutants to the

ground and surface waters that discharge into the Bay. The new Septic Tank Pump-Out Program is intended to promote routine maintenance to extend the life of on-site septic systems, which is of benefit to the Bay, as well as the homeowner. All on-site sewage disposal systems not requiring a Virginia Pollution Discharge Elimination System (VPDES) permit shall be pumped out at least once every five years. In 2008, the estimated cost of a Septic Tank Pump-Out ranged from between \$250 and \$350.

Key points of the Septic Tank Pump-Out Program are as follows:

- *It applies only to those properties that contain on-site septic systems and are located within the Town of Smithfield;*
- *Septic systems will be tracked via a database set up by the Town in cooperation with property owners;*
- *The program will be implemented in September 2008; and*
- *Once notified by the Town to register affected septic systems, property owners will have two years to have the initial Septic Pump-Outs performed, and then all following pump-outs will be required to be performed every five years.*

Annexation Analysis

Based upon the physical planning and market analysis completed as part of the Comprehensive Plan Update, it has become apparent that the Town's available land area to meet future demands is severely limited. There will be deficits over the next 20-30 years in both residential and nonresidential categories. The draft Projections (Chapter V) and the Economic Development (Chapter IX) of the updated 2009 Plan reveal that Smithfield will have a significant short fall in land availability which could limit the Town's ability to compete for its "fair share" of economic development opportunities over the next 20-30 years. In turn, the recommended Goals and Objectives (Chapter 3) incorporates language that supports beginning the time-consuming study process leading to a future annexation. If annexation is to be pursued on a sound foundation, it should originate in the body of the Town's comprehensive planning efforts.

During the course of the Comprehensive Plan Update, the Town has indicated that the comprehensive planning process should logically dovetail into a companion analysis of land use assessments and feasibility analysis outside the current Town boundaries. The proper approach to this would be to initiate a preliminary study that would be a "companion study" carried out following the Comprehensive Plan process, with the key findings and recommendations to be incorporated into a formal Town strategy document which could ultimately serve as an addendum to the Comprehensive Plan.

In the outline that follows, the range of recommended major study tasks that should be incorporated into any "kick off" investigations of potential future annexation territory are outlined. The resulting analysis would aid the Town in its long term decision as to whether and/or when to begin discussions with the County about future annexation. Should the Town determine that such a course of action would be worthwhile and in the best interest of Town residents, this study would serve as a logical basis for information required by the Commonwealth's three judge Annexation panel. Given the limited real estate locational opportunities within the Town when compared to the projected long-term demands for enterprise within the overall regional employment market, the Town would benefit by formally addressing each of the following study tasks:

Task 1: Assessment of Peripheral Land Areas: Topography, Natural Features and Environmental Analysis.

Task 2: Assessment Update of “Target Study Area’s” Physical Conditions, Existing Land Use, Transportation Infrastructure, Community Facilities, and Public Infrastructure.

Task 3: Assessment of “Targeted Study Area’s” Economic, Population, Housing, and Demographic Characteristics.

Task 4: Conceptual Land Use Opportunities and the Future Land Use Options for the “Targeted Study Area”.

Task 5: Strategic Planning Analysis for Annexation.

Highway Corridor Overlay Districts

In order for the Town to continue its ongoing success in protecting local historic resources and indeed, the heritage of Smithfield, it must respond to the new challenges confronting design issues in and around the Historic District. One of the most pressing of these new challenges focuses upon the impact of new development on the major transportation arteries leading into and out of the Downtown Area. As development pressures continue to increase in the region, additional urban design measures are needed to protect the Town’s major entrance corridors. A major emphasis of the development of the 1999 Plan was the recognition of the unique character of the Town’s entry corridors and arterial roads which serve as the gateways to Smithfield’s historic district, points of tourism or cultural destinations. The Town identified five such major entrance corridors:

- 1. U.S. Route 258 from the west;*
- 2. State Route 10 Bypass from the north;*
- 3. State Route 10 Business from the north;*
- 4. State Route 10/U.S. Route 258 from the southeast; and*
- 5. Battery Park Road (Route 669) from the east.*

As a means of effectively protecting its valuable entrance corridors, the Town introduced design control measures for these corridors and gateways in order to stimulate complementary new development which will be compatible with Smithfield’s historic character and which will enhance the Town’s attractiveness to tourists, visitors and its residents. The recommended Entrance Corridors Overlay (ECO) District was established in accord with Section 15.1-503.2 of the Code of Virginia, as amended, to maintain, preserve, protect and enhance the historic character, cultural significance, economic vitality, visual quality and architectural excellence of

the Town. The application of this district was intended to insure that the major existing and planned routes of tourist access as well as other public access to the Town's local historic area are developed and maintained in a harmonious and compatible manner. The EC-O District regulations are designed to promote an atmosphere for compatible growth for future generations, to prevent the intrusion of land use and environmental influences adverse to such purposes, and to insure that new structures and uses will retain the character of both the proposed EC-O District and the HP-O District. Furthermore, the establishment of this new district would fulfill the Plan's goal of recognizing the unique character of the Town's entrance corridors and arterial roads which serve as the gateways to Smithfield's historic districts, points of tourism or cultural destinations.

As development patterns have evolved since the last Plan was adopted, new corridors have emerged as potentially warranting similar entrance corridor regulatory control. Two of these are deemed worthy of Town consideration for inclusion as additional corridors to be added to the overlay district. These are:

1. *Great Springs Road from the south; and*
2. *Cary Street from the north.*

Both of these streets link outlying Town areas directly to the Historic District and its entrance corridors. Further, they both provide direct access to strategically located properties boasting significant developable potential lying either in the Town or just outside the Town boundary. Market demand has yet to direct significant new development to these strategic parcels as of the adoption of this Plan; however, it would be wise for the Town to plan for future growth along these corridors and apply its corridor design guideline tools to any future development requests potentially impacting these corridors.

CAPITAL IMPROVEMENT RECOMMENDATIONS

Capital Improvements are new or expanded physical facilities for the community that are of relatively large size, are relatively expensive and are permanent in nature. Examples relating to the Comprehensive Plan recommendations are street improvements, public buildings and park improvements. The Town's Five Year Capital Improvement Program is reviewed by Town Council annually, and is adopted by Council as a part of the Town's annual budget. The Comprehensive Plan should be consulted annually by the Town Council and the Town Manager in the development of the Capital Improvements Program.

The following list of capital improvement projects are supported by the recommendations developed within the Comprehensive Plan:

- *Continue to revise zoning, subdivision and site plan controls as needed to achieve compatibility with the recommendations contained in the Comprehensive Plan.*
- *Develop a comprehensive parking study for the downtown business district and the Historic Area.*
- *Acquire the Windsor Castle farm property and construct a public park on that property.*
- *Pro-actively enforce property maintenance and zoning regulations to protect the viability and value of all property within the Town.*
- *Develop inter-jurisdictional growth management efforts with Isle of Wight County emphasizing the creation of a unified procedure for design review for all properties within a mile radius from the new Town boundary.*
- *Effectively utilize existing regional and State agencies and boards focused on economic development and tourism attraction to better market Smithfield for these opportunities.*
- *Initiate a future annexation area assessment and feasibility analysis.*
- *Continue the implementation of the Septic Tank Pump-Out program.*

COMMUNITY DEVELOPMENT PRIORITIES

As a necessary step towards implementing this effort, a capital improvements program has been included on the following page. The current CIP was adopted by the Town in October, 2007. The worksheet represents a summary of the projects recommended for inclusion in the CIP by the Comprehensive Plan. Budgeted amounts, total project cost estimates and an expected allocation schedule is included for each year within the five year planning period. As each year of the program is completed, an additional year of improvements should be recommended by the Planning Commission for inclusion in the CIP. The Town should formalize the CIP process, as outlined in the following chart, so that the relation of capital improvement expenditures to the long-range Plan will become a routine process.

Additional improvement projects recommended by the Plan, but not as yet included in the formal CIP are summarized below:

1. Entrance Corridors Improvements and “Gateway” Project

Undertake design and improvements of the Town’s entrance gateways, with a focus on the Route 10 Bypass/Route 258 intersection.

Action: Staff/consultant to prepare gateway-specific guidelines study
Timeframe: 4-6 months (design study); 6-8 months (construction)
Approvals: Town Council to adopt budget;
Estimated Cost: \$50,000 (gateway design study)
Start-up Date: FY 2011

2. Zoning Ordinance Update

Update the Town’s Zoning Ordinance to reflect necessary changes and recommendations included in the Comprehensive Plan Update.

Action: Staff/consultant to update Ordinance
Timeframe: 4-6 months (Ordinance Update);
Approvals: Town Council to adopt revised Ordinance
Estimated Cost: \$30,000 (Ordinance update and public hearing support)
Start-up Date: FY 2009

3. Town Boat Landing and Dock

Establish a location and design for a public, Town boat landing; pursue land acquisition required for this improvement.

Action: Staff and Council to evaluate site; retain engineer for design
Timeframe: 2-3 months (location); 4-6 month (engineering)
4-6 months (construction)
Approvals: Town Council to approve budget
Estimated Cost: \$8000-\$12,000 (survey and engineering)
\$150,000 (10-15 slips)
Start-up Date: FY 2010

4. Code Enforcement

Establish a comprehensive zoning, land use and building code enforcement program and hire a full-time code enforcement official.

Action: Manager to recommend program and job description
Timeframe: 2-4 months (establish and hire for position)
Approvals: Council to approve position and adopt budget
Estimated Cost: \$32,000-\$35,000 (starting staff salary and office startup)
Start-up Date: FY 2010

5. Downtown Parking Improvements

Prepare a parking study for the Historic Downtown Area and undertake physical improvements to create convenient parking locations within the business district.

Action: Staff to prepare study of options and parking needs
Timeframe: 2-3 months (study & engineering design);
3-5 months (construction)
Approvals: Town Council to approve plan and adopt budget
Estimated Cost: 30-50 spaces @ \$1000-\$1200 per parking space
\$60,000 (exclusive of land costs)
Start-up Date: FY 2009 (location and design), FY 2010 (construction)

6. Public Restrooms in Downtown

Prepare a location and design study for public restrooms in the Historic Downtown Area; undertake construction improvements.

Action: Staff to prepare location study and design.
Timeframe: 2-3 months (study & design); 3-5 months (construction)
Approvals: Council to approve plan and adopt budget
Estimated Cost: \$25,000/bathroom facility (exclusive of land costs)
Start-up Date: FY 2009 (design and construction)

7. Pagan River Shoreline and Environmental Protection

Pursue program to manage, protect and acquire (where necessary) the Town's Pagan River frontage; coordinate with private property owners to obtain conservation, construction and/or maintenance easements. Ensure that all shoreline activities by the Town are protective of the water quality in the Pagan River and the tidal wetlands.

Action: Staff to prepare recommendation to Council
Timeframe: 4-6 months (initial staff recommendations)
8-12 months (design); 36-60 months (construction)
Approvals: Council to approve plan and adopt budget
Estimated Cost: (estimate to be provided by Staff)
Start-up Date: FY 2011

8. Sidewalk and Bicycle Path Improvements

Implement a comprehensive system of sidewalk improvements and bike trails throughout the Town.

Action: Staff/consultant to prepare study of options
Timeframe: 3-4 months (comprehensive plan recommendations);
4-6 months (engineering and easement acquisition);
12-24 months (construction)
Approvals: Town Council to approve plan and adopt budget
Estimated Cost: (consultant currently under contract for Comprehensive Plan)
\$200,000 (\$20-\$30 per lineal foot)
Start-up Date: FY 2011 (planning and design); FY 2012 (construction)

9. Underground Utility Projects

Implement construction of underground electric and telephone utilities in the downtown historic areas.

Action: Staff to prepare study of options and priorities
Timeframe: 4-6 months (design); 12-24 months (construction)
Approvals: Town/Council to approve plan and adopt budget
Estimated Cost: (estimate to be provided by Staff)
Start-up Date: FY 2011 (planning and design)