

***Powhatan  
Comprehensive Plan  
Update***

**January 2003**

Town of  
*Ashland*  
Counties of  
*Charles City*  
*Chesterfield*  
*Goochland*  
*Hanover*  
*Henrico*  
*New Kent*  
*Powhatan*  
City of  
*Richmond*



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# MEMORANDUM

**To:** Paul Grasewicz, Powhatan County Director of Planning

**From:** R. Todd Rigler, Associate Planner RRPDC

**Date:** January 21, 2003

**Subj:** Comprehensive Plan Updates

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Enclosed you will find two copies, one digital and one hardcopy, of the Powhatan County Comprehensive Plan containing the updates requested.

The text highlighted in blue is the updated material.

Enc. 2

pc: Paul Fisher, Executive Director, RRPDC

Jackie Stewart, Director of Planning and Information Systems, RRPDC

# Comprehensive Plan 1998-2018

Adopted By the Board of Supervisors  
January 12, 1998

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## EXECUTIVE SUMMARY

### **Process for Preparing this Plan**

This Plan was adopted by the County Board of Supervisors on January 12, 1998. It replaces the current Comprehensive Plan which was prepared in 1994 and adopted in 1995.

This new Plan was prepared by the consulting team in conjunction with a series of meetings with the Steering Committee (joint committee of the full Planning Commission and Board of Supervisors), and subsequent meetings and public hearings.

Information was gathered from the following sources and processes:

- Technical data and analysis gathered by the consultants from field surveys, review of County files and records, and materials collected from County and State agencies;
- Personal interviews with senior County staff, members of the Board of Supervisors, and citizen and landowner representatives;
- A countywide mail survey of all postal customers in the County, conducted in November and December, 1996;
- Input from citizens received at two public workshops on February 13 and March, 13, 1997;
- Formal public hearings held in May, 1997, November, 1997, and January, 1998.

### **Major Issues Identified**

- Land Use Pattern - Location, Density and Pace of Residential Growth

The pace and pattern of development raises several concerns that relate to various other issues listed below, including:

- impact on open land, privacy, and the rural character of the County
  - impact on traffic volumes on major corridors, particularly at peak hours
  - impact on long term groundwater supplies
  - fiscal pressures created by the predominance of residential growth
  - Public Sewer and Water  

Most new development in the County relies on private wells and on-site septic fields for water and wastewater. As densities of new housing increase and as the need for commercial and industrial uses increases, public utilities become a major policy issue. Public water and sewer present the County with both advantages and disadvantages that must be balanced.
  - Existing Zoning Pattern and Rezoning Policies
    - the "strip" commercial zoning along Route 60 which during the course of time could seriously degrade the safety and capacity of that critical road corridor
    - lack of clear policy for deciding when to approve residential rezonings
  - The Future of Major Highway Corridors and the Supporting Road Network
    - impact of commercial "strip" development along Route 60
-

- maintaining the safety and capacity Routes 60 and 522
- appropriate land uses along Routes 60 and 522
- protecting the qualities of the scenic roads, particularly Route 711, a Virginia Byway
- Fiscal Strength and the Provision of Public Facilities and Services
  - managing the location and type of new residential development to ensure that it will be efficient to provide with public services and facilities
  - managing the different regions of the County in terms of the demand for services in relation to revenue generated
  - determining what level and standards of public services to provide as population increases
- Natural Resource Protection

Stormwater management, ground and surface water quality, wildlife management and air quality are all concerns that are likely to increase along with the population.

### **Input from Citizen Survey**

The response of Powhatan citizens to the mail survey was truly extraordinary. Normally, mail surveys generate about a 15% response rate. A 20% response rate is considered excellent. Powhatan residents responded at a rate of nearly 28%.

Representation was very broad, with strong responses from each general area of the County, from a range of age groups, and from both long-time and new residents.

Below are some highlights of general responses to key questions.

- **Best Things.** Respondents felt that the best things about living in Powhatan County were the Rural Character and Open Land (71%), Low Crime Rate (40%), Low Tax Rate (39%), Large-Lot House Sites (36%) and Good Public Schools (30%)
- **Worst Problems.** Respondents felt the worst problems now or in the future were: Rapid Increase in New Housing (58%), Higher County Taxes (48%), Subdivisions Across the County (31%), Increasing Crime (30%), and Congestion on Route 60 (26%)
- **Growth.** 82% of respondents felt that future population growth should be either slower than the recent pace or not occur at all. Only 2% thought growth should be faster.
- **Preferred Residential Types.** When asked for preferred types and densities of residential development, respondents chose single family housing at lower densities: 63% selected house lots of 2 to 5 acres in size, 46% selected lots of 6 to 10 acres, 31% selected lots of more than 10 acres, and 11% selected lots of less than 2 acres.
- **Public Facility Priorities.** Priorities for future investments in public services centered clearly on Public Schools, Fire and Rescue Services, and Law Enforcement, with each receiving a top ranking from about 75% of respondents. Paving existing State roads and improving the public library ranked fourth and fifth, respectively, with 36% and 35% ranking those as high priorities.

### **Input from Public Workshops.**

*Greatest problems facing the County.* Citizens were asked to name the greatest problems facing the County now or on the horizon. Highlights include:

- Reduced lot sizes; small lot subdivisions
  - Strip development on Rt 60
  - Rapid growth
  - Uncontrolled growth
-



- Insufficient tax base and economic base
- Not enough good jobs in County
- Growth and lack of public facilities to meet the demand
- Lack of public water and sewage to encourage small industry and commercial
- Stop lights, traffic, water and sewer problems
- Need for public utilities
- Congested roadways - Rts 60, 711 and 522

*Greatest opportunities for the future of the County.* Citizens were asked to name the greatest opportunities available to the County now or on the horizon. Highlights include:

- Opportunity to control our future through a good comprehensive plan
- Managing growth - where and how fast
- To keep the rural feel and have slower growth - residential and commercial
- Maintain rural character
- Business growth; To attract quality industry
- Planned commercial development along Rt 60 to maintain rural character
- New road system
- Rt. 288
- People and community leaders working together

More than 100 citizens attended each of the two public workshops. During these sessions, they had the opportunity to identify issues and aspirations, as well as to provide their recommendations for future development patterns. A complete summary of all citizen input from the survey and the public workshops is contained in the Appendix of this Plan. The goals and policies of this plan are based upon all of the input and analysis from all of the sources noted above.

### **Summary of the Long Term Goals for the County**

#### Overall Growth Management Goals

- 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, uncrowded conditions and a low cost of living.
- Locate new public facilities and services so as to promote a compact development pattern that allows services to be provided in a cost-effective manner.

#### Residential Goals

- Achieve a residential development pattern that preserves the essential rural character of the County and the sense of uncrowded, open space.
- Foster the development of an adequate supply and variety of housing that will meet the needs of all of the County's population.

#### Business and Economic Goals

- Establish and maintain a compact pattern of business and industrial development that protects the County's rural character, residential areas, transportation corridors and natural resources.
- Increase the number and variety of jobs in the County through the attraction and incubation of clean, small and medium sized industrial, office and commercial enterprises.

#### Transportation Goals

- Maintain the long term safety and capacity of the County's major road corridors to preserve the quality of life and enhance the County's economic well-being.
  - Foster an efficient, interconnected and well-maintained road network that provides all citizens with safe and convenient access and mobility.
-

- Achieve a road network that reinforces the County's rural character and helps to preserve rather than destroy local natural and historic resources.

#### Community Facilities Goals

- Achieve a balance between the quality and cost of public facilities and services.
- Establish and maintain adequate standards for public facilities and services, consistent with the County's goals for economic development, quality of life and rural character.

#### Agricultural, Forest and Environmental Resources Goals

- Conserve agricultural and forest resources for the economic and environmental benefits they provide to County citizens.
- Protect the function, quality and integrity of ground and surface water resources for the natural resource and public water supply benefits they provide to County citizens.

#### Historic Resource Goals

- Conserve the County's historically significant sites and structures for the cultural, economic and educational benefits they provide to County citizens.

### **Summary of Growth Management Policies of this Plan**

#### Overall Growth Management Policies

The County's overall growth management strategy is to focus new development into those areas which have one or more of the following attributes:

- Areas which have a potential for future public utility service to safely support additional development in the long term
- Areas which offer greater than average opportunities for providing adequate road access to serve residential traffic, including commuter traffic to employment centers within and adjacent to the County

This strategy is supported by the Land Use Policy Map (Figure III-1) which designates geographical areas within which different policies for land use and development will apply.

#### Designation of Land Use Policy Areas

The Land Use Policy Map designates four fundamentally different areas of the County, called Land Use Policy Areas, defined as follows:

- *Rural Preservation Area.* This area generally encompasses most of the undeveloped, rural areas of the County, as well as those areas in which the County has experienced the bulk of residential development in recent years.
  - *Village Preservation Areas.* These are small, existing settlements, often with historic features, located within the larger policy area described above. This Plan identifies several Village Preservation Areas, although the County may wish to identify others and designate them in this Plan through the plan amendment process, in response to changes in County priorities, opportunities for public facilities and services, or other factors that may arise in the future. Some of these areas may have or be planned for small scale public utilities designed mainly to support existing residential uses.
  - *Village Service Areas.* These are small areas in which the County has, or will foster the construction of public water and/or sewer service in order to support economic development activities, or in which it plans to provide such service for that purpose. This Plan identifies two such
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areas, although the County may wish to identify others and designate them in this Plan through the Plan amendment process, in response to changes in County priorities and opportunities for providing public utilities that may arise in the future.

- *Business Service Area.* This is the area adjacent to Route 60 east of Flat Rock in which the County hopes to provide water service for business uses.

#### Key Policies for the Location and Density of New Residential Development

The County will approve residential rezonings (to lot sizes of less than 10 acres) only in accord with the following location and density policies:

a) Within the Rural Preservation Area

- Minimum average lot size for any residential rezoning will be five (5) acres per dwelling (refer to rezoning criteria)
- Minimum size of any lot in a residential rezoning will be two (2) acres

b) Within designated Village Preservation Areas

In Village Areas without public utility service (sewer and/or water):

- Minimum average lot size for any rezoning will be one dwelling per two (2) acres (refer to rezoning criteria)
- Minimum size of any lot within a residential rezoning will be two (2) acres

In Village Areas with one public utility service (sewer or water):

- Maximum average density for any rezoning will be one (1) dwelling per acre with either sewer or water (refer to rezoning criteria)

(Note that applicants must meet all local and state regulations for any on-site wells or septic drainfields if either public water or sewer is not available.)

- Minimum size of any lot in a residential rezoning will be one (1) acre

c) Within designated Village Service Areas

- Maximum average density for any residential rezoning will be two (2) dwellings per acre (refer to rezoning criteria below), except for projects which include townhouse (attached) or multi-family units in which case the overall maximum average density for the tract will be four (4) dwellings per acre
- Minimum size of any lot in a residential rezoning will be 1/2 acre; except for townhouse and multi-family units
- The above density allowances will be permitted only when public sewer and water have been approved by the County and scheduled for construction to the site at a certain time

d) Within designated Business Service Area

- The County's priorities for this area are business uses. Residential uses will be permitted at densities supportable by on-site water and wastewater and by public water if such service is permitted to the site by the County.
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## **INTRODUCTION TO THE COMPREHENSIVE PLAN**

### **The Purpose and Legal Basis of a Comprehensive Plan**

The reasons for the County to prepare and implement a Comprehensive Plan, include:

- To forecast and prepare for future changes in the community such as population size, employment base, environmental quality, and the demand for public services and facilities
- To set goals for the future based upon the needs and aspirations of local citizens
- To establish policies, or courses of action, needed to achieve those goals and to protect the public health, safety and welfare
- To conform with state requirements for adopting and maintaining a Comprehensive Plan

Section 15.2-2223 (formerly 15.1-446.1) of the Code of Virginia requires that every governing body in the Commonwealth adopt a Comprehensive Plan for the territory under its jurisdiction. Section 15.2-2230 (formerly 15.1-454) requires the local Planning Commission to review the plan at least every five years.

Section 15.2-2200 (formerly 15.1-427) of the Code of Virginia establishes the legislative intent of planning and zoning enabling authority. In summary, the State's intent is to encourage local governments to:

- improve the public health, safety, convenience and welfare of the citizens;
- plan for future development with adequate highway, health, recreational and other facilities;
- recognize the needs of agriculture, industry and business in future growth;
- preserve agricultural and forestal land;
- provide a healthy surrounding for family life in residential areas; and
- provide that community growth be consonant with the efficient use of public funds.

Section 15.2-2223 (formerly 15.1-446.1) states that "the comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants."

It further states that the comprehensive plan shall be general in nature in that it shall:

- designate the general or approximate location and character of features shown on the plan, including where existing lands or facilities are proposed to be extended, removed or changed;
- show the long-range recommendations for the general development of the territory and may include such items as the designation of areas for different kinds of public and private land use, a system of transportation facilities, a system of community service facilities, historical areas, and areas for the implementation of groundwater protection measures.

In Virginia, the local Comprehensive Plan is a guide for making community development decisions and thus the governing body can exercise some discretion in how strictly it interprets and adheres to the plan. However, the Comprehensive Plan provides the primary basis for decisions about land use and land regulation. Further, the Code provides that the construction of streets or other public facilities be subject to review and approval by

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the Planning Commission as to whether the general location and extent of the proposed facility is in substantial accord with the adopted Comprehensive Plan.

This Comprehensive Plan shall provide the policy guidance and criteria for the Powhatan County Planning Commission and Board of Supervisors in making recommendations and decisions about zoning and subdivision regulations and zoning map amendments (rezonings).

### **The Purpose and Function of this Comprehensive Plan Document**

This Plan, adopted by the Board of Supervisors January 12, 1998, represents the work done to date by County citizens at large through the survey, public workshops and a public hearing in May, by the planning consulting team through its research and analysis, by the Steering Committee in its deliberations at a series of work sessions during the spring, summer and autumn, and by the Planning Commission and Board of Supervisors in the autumn of 1997 and early 1998, including work sessions and formal public hearings.

This plan contains background information and key goals and policies for guiding land use decisions and managing future growth in the County.

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**fig I-1 location map**

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**BRIEF HISTORY OF POWHATAN COUNTY\***

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 a hostile 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, five to seven hundred 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 Scottsville, 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 to the James River. Bateau boats were used on the river and the Kanawha Canal to transport goods to and from the area. During the 19th and 20th centuries highways and railroads became the primary means of transportation. The County's population grew along with the agricultural economy. Small rural hamlets and villages served as focal points for community and commerce throughout Powhatan County. In 1852, the County's population was 8,171, and remained relatively stable until the 1970's when the current growth cycle began.

\*based upon a history written by Margaret Palmore, et al

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## SECTION I. CURRENT CONDITIONS

### A. POPULATION PROFILE

#### Overview

**National and Regional Context.** During the past 25 years, Powhatan County has experienced continual residential growth. This growth is a direct result of the County's position in the greater Richmond metropolitan area. The increased number of people and jobs have increased in the metro area, particularly in Chesterfield and Henrico Counties has resulted in this "spin-off" development.

Various economic, cultural and demographic forces appear to be driving this dispersion of residential growth. Powhatan and the Richmond metro area are experiencing some of the same growth factors common to many growing suburban areas throughout the country. National factors include low interest rates, low energy costs, corporate location decisions, and the desire of moderate and upper income citizens to live in newer, low-density, homogenous communities with less crime and less stress.

Powhatan is within commuting distance of many employment opportunities, yet offers various advantages to prospective residents over some of the closer suburbs. Lower housing development costs in the outlying areas, the desire of new house buyers to live in areas with lower density development, less congestion and a more rural visual character continues to encourage rapid residential growth.

**Past Growth and Recent Trends.** In 1950, 5,556 persons lived in the County. By 1970, the population had increased to 7,696. The next ten years brought unprecedented growth. Factors such as the widening of Route 60 and leap-frog development from the City of Richmond pushed the County's population to 13,062 by 1980(See Table I-1). The 1990 Census identified a population of 15,328 persons residing in the County. [The 2000 Census showed an increase of 7,099 persons giving the County a total population of 22,337.](#) All of these figures include the populations of correctional facilities located in the County.

In recent decades, the County's population has out paced neighboring counties (see Table I-2). This growth pattern does not place Powhatan County's growth on the same scale as other regional jurisdictions such as Chesterfield or Henrico counties. The County's population equals only [8.5%](#) of Chesterfield and Henrico Counties' respective populations. [In the 2000 Edition of the Virginia Statistical Abstract, the Weldon Cooper Center for Public Service projects Powhatan County as the fastest growing County in the Commonwealth, between the years 2000 – 2010.](#) As citizens of the metropolitan area find that the County is an attractive place to live and raise children, it is expected that they will continue to drive the market to provide additional housing.

In summary, for the past [three](#) decades Powhatan County has undergone population surges; one occurring during the 1970's and a second occurring in the 1980's, [the third during the 1990's.](#) [During the 1990's the population increased 45.7%.](#) [This trend is expected to continue into the 2000s.](#)

**Table I-1**

**Building Permits for Residential Units  
Powhatan County 1970 - 2001**

Year	Huguenot District	Spencer District	Macon District	County Total	Percent Increase in Total Units
<b>Total 1970-1979</b>	<b>939</b>	<b>504</b>	<b>333</b>	<b>1,776</b>	<b>82%</b>
1980	57	38	20	115	3.0%
1981	34	24	21	79	2.0
1982	30	16	8	54	1.3

1983	40	18	16	74	1.8
1984	74	33	14	121	2.9
1985	67	35	15	117	2.7
1986	78	65	17	160	3.6
1987	118	77	18	213	4.7
1988	85	97	45	227	4.8
1989	97	110	41	248	5.0
<b>Subtotals 1980-89</b>	<b>680</b>	<b>513</b>	<b>215</b>	<b>1,408</b>	<b>36%</b>
1990	67	101	56	224	4.3%
1991	116	60	39	215	3.9
1992	136	51	40	227	4.0
1993	150	71	39	260	4.4
1994	162	105	48	315	5.1
1995	164	94	45	303	4.7
1996	169*	97*	46*	312	4.6
1997	n/a	n/a	n/a	294	
1998	n/a	n/a	n/a	296	
1999	n/a	n/a	n/a	298	
<b>Subtotals 1990-99</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>2,744</b>	
2000	n/a	n/a	n/a	260	
2001	n/a	n/a	n/a	260	
<b>Totals 1970-2002</b>				<b>6,488</b>	

Sources: Powhatan County Department of Planning and Community Development; Herd Planning & Design

\* Pro-rated among the magisterial districts in accord with past distributions

### Current Population Estimate for Powhatan County

The County grew at a rate of approximately 17% between 1980 and 1990, based on census data. From 1990 through 2001, it has increased its pace. Although residential development activity is only an indicator of population growth, it is a good basis for estimating recent population changes.

Table I-2 shows the recent provisional population estimates for Powhatan and surrounding jurisdictions. These were prepared by the Virginia Employment Commission. The population estimate for Powhatan County in 2010 was 31,004. This includes those persons incarcerated in public correctional facilities.

**Table I-2**  
**Population Trends**  
**in Powhatan and Contiguous Counties 1980 - 2010**

Jurisdiction	1980	1990	2000	2010	% Change 1980-1990	% Change 1990-2000	% Change 2000-2010*
Powhatan	13,062	15,328	22,337	31,004	17.3%	45.7%	38.8%
Amelia	8,300	8,787	11,400	14,003	5.9%	29.7%	22.8%

Chesterfield	141,372	209,564	259,903	317,004	48.2%	24.0%	22.0%
Cumberland	7,900	7,825	9,017	8,602	-0.9%	15.2%	-4.6%
Goochland	11,761	14,163	16,863	22,003	20.4%	19.1%	30.5%
Henrico	180,735	217,849	262,300	277,003	20.5%	20.4%	5.6%

Sources: Powhatan County Department of Planning and Community Development; Virginia Employment Commission (3/99).

Estimates of the County's annual population growth between 1990 and 2000 are shown in the following table:

**Table I-3**  
**Recent Population Growth**  
**Powhatan County 1990 to 2000**

	1990	1995	2000
Non-incarcerated Population	13,288*	16,510*	19,841**
Total Population	15,328	19,050	22,337

Sources: \*Herd Planning & Design  
\*\* Virginia Department of Corrections

Assumptions for estimating current population are summarized as follows:

- average 6% vacancy rate
- average of 2.4 persons per new dwelling
- average annual natural increase of 85 (approx. 0.5%)
- total increase in incarcerated population of 495 during the period, shown as occurring in 1995

Note that for purposes of preparing population estimates and forecasts for the Comprehensive Plan, the County's non-incarcerated population base is used because it differs from the general population in two important ways:

- the size of the incarcerated population is not dependent on the growth factors that determine the size of the general population, such as the local real estate market, demographic characteristics of the local population, housing preferences and government policies; and
- the incarcerated population is physically and fiscally independent from the general population in terms of the impacts of local government policies, investments and regulations

### **Commuting Patterns**

In 2000, approximately 77% of the County work force commuted outside the County boundaries to work (see Table I-4). This is an increase of 2% from 1990. With increased growth in the eastern sector of the County (the area with the shortest travel time to the other Richmond localities), this percentage has increased. Powhatan County continues to function as a "bedroom community" for the greater Richmond area.

Table I-4 below compares the commuting patterns of Powhatan residents between 1980 and 2000.

**Table I-4**

## Commuting Patterns of Powhatan County Residents

### 1980 - 2000

	1980	1990	% change 1980 to 1990	2000	% change 1990 to 2000
Powhatan Labor Force*	5,268	7,040	+34%	10,423	+48%
<b>Place of Work:</b>					
Powhatan County	1,488 (28%)	1,775 (25%)	+19%	2,418 (23%)	+36%
Richmond City	2,223 (42%)	1,940 (28%)	-13%	n/a	n/a
Henrico County	183 (4%)	775 (11%)	+320%	n/a	n/a
Chesterfield County	885 (17%)	1,947 (28%)	+120%	n/a	n/a
Goochland County	67 (1%)	253 (4%)	+277%	n/a	n/a
Hanover County	0	55 (1%)	n/a	n/a	n/a
Other	422 (8%)	247 (3%)	- 41%	n/a	n/a

\*does not include those under 16 years of age or unemployed

Source: Census Transportation Planning Package 2000

The previous table shows an increase during the 1990s in the percentage of local workers that commute to jobs outside the County. It also reflects the significant growth of employment in the inner suburban jurisdictions of Chesterfield and Henrico Counties, during the 1980s. During this same timeframe, the percentage of Powhatan workers who work in Chesterfield and Henrico increased dramatically, while the percentage of those working in the City of Richmond significantly decreased. Due to the limited availability of data, only residents who live and work in the County can be shown for 2000.

### **Population Characteristics (Age, Race, Income and Education)**

Compared to regional and State data, the average resident of Powhatan County is more likely a commuter; is older; has a higher income; and better is educated than other areas in the region.

**Age.** In 2000 the median age for a County resident was 36.8 compared 35.8 for the Richmond-Petersburg MSA. (See TABLE I-5)

The percentage of residents in the 35 to 54 age bracket saw the largest increase during the 1990s. The percentage of residents in Powhatan under the age of 20 showed a slight increase during the same time period. Residents between the ages of 20 and 34 saw the largest decline.

These changes may indicate an influx of adult residents with relatively few children compared to the existing (pre-1990 population), as well as the continuing aging of the existing population. (See TABLE I-5)

**Table I-5  
Age of Population in Powhatan County**

### 1990 - 2000

Age	Total Population				
	1990		2000		% Change
	Persons	Percent	Persons	Percent	
Under 5	949	6.2%	1309	5.8%	(-0.4%)
5 – 9	936	6.1%	1537	6.9%	0.8%
10 – 14	953	6.2%	1506	6.7%	0.5%
15 – 19	1,079	7.0%	1584	7.1%	0.1%

20 – 24	1,045	6.8%	1063	4.8%	(-2.0%)
25 – 34	3,124	20.4%	3396	15.2%	(-5.2%)
35 – 44	2,817	18.4%	4370	19.5%	1.1%
45 – 54	1,885	12.3%	3525	15.8%	3.5%
55 – 64	1,190	7.7%	2204	9.8%	2.1%
65 – 74	875	5.7%	1155	5.2%	(-0.5%)
75 and over	475	3.1%	728	3.3%	0.2%
<b>Total</b>	<b>15,328</b>	<b>100.0 %*</b>	<b>22,377</b>	<b>100.0 %*</b>	<b>n/a</b>
<b>County Median</b>	<b>33.7</b>	<b>n/a</b>	<b>36.8</b>	<b>n/a</b>	<b>n/a</b>
<b>Richmond Region Median</b>	<b>32.2</b>	<b>n/a</b>	<b>35.8</b>	<b>n/a</b>	<b>n/a</b>

Sources: U.S. Bureau of the Census 2000; Herd Planning & Design

\*Percentages are rounded and thus do not appear to total 100%

**Race.** Between 1990 and 2000, the County's African-American population decreased in [percentage](#) of the County's overall population but not in absolute numbers.

The African-American population has decreased from more than [22%](#) of County residents in [1990](#) to just [fewer than 16%](#) of the population in [2000](#). Whites accounted for more than 99% of the increase in County's total population during the [1990s](#). This trend is similar to patterns in other metro areas in which predominately white commuter populations are settling in the outer suburbs and commuting to jobs in the inner suburbs or cities. (see Table I-6)

The minority population (including blacks and other minority races) decreased in Powhatan County to [18.5%](#) in [2000](#), and that percentage is [significantly lower](#) than the average for Virginia as a whole ([30.4%](#)).

The number and percentage of other minority racial and ethnic groups increased during the period. These groups continue to account for only a small percentage of the local population.

Table I-6

**Changes in Racial and Ethnic Composition  
Powhatan County**

**1990 - 2000**

Race	Total Population			
	1990		2000	
	Persons	Percent	Persons	Percent
White	11,954	78.0%	18,237	81.5%
Black	3,290	21.5%	3,784	16.9%
Others	84	0.5%	356	1.6%
Spanish Origin*	(59)	(0.4%)	(184)	(0.8%)
<b>Total</b>	15,328	100.0 %	22,377	100.0 %

Sources: U.S. Bureau of the Census 2000; Herd Planning & Design

\*Persons of Spanish origin may be of any race and thus are not included in total number

**Income.** Income data such as personal and median household income depict the County as a comparatively higher income community (See TABLE I-7). Median family income for the County grew by more than 10% from 1997 - 1999. In that period, the State average grew by 16%. When compared by percent increase to the Richmond-Petersburg MSA, Powhatan kept pace with the other jurisdictions, but was lower than the regions median income increase of 15.7%. When comparing actual dollars, Powhatan has a higher median income than all but three jurisdictions of the Richmond-Petersburg MSAs 13 jurisdictions; Hanover, Chesterfield, and Goochland. (See Table I-8)

**Table I-7**

**Total Personal Income**  
**Comparison of Powhatan County to the Adjacent Counties and State**  
**1990 - 2000**  
(millions of dollars)

Location	1990	2000	Percent Change 1990-00
Chesterfield	4,661	8,700	86.7%
Goochland	331	660	99.4%
Amelia	134	233	73.9%
Henrico	5,280	8,762	65.9%
Cumberland	109	163	49.5%
<b>Powhatan</b>	<b>248</b>	<b>537</b>	<b>116.5%</b>
Virginia	127,614	221,078	73.2%
Virginia Non-Metro	20,868	32,923	57.8%

Source: Bureau of Economic Analysis

**Table I-8**

**Median Household Income**  
**Comparison of Powhatan County to the Region and State**  
**1997 – 1999**

Location	1997	1998	1999	% Change
Charles City	\$37,173	\$40,058	\$42,754	15.0
Chesterfield	55,324	58,423	58,537	5.8
Dinwiddie	34,830	37,244	41,582	19.4
Goochland	50,104	54,007	56,307	12.4
Hanover	53,618	57,367	59,223	10.5
Henrico	44,122	47,155	49,185	11.5
New Kent	49,908	52,470	53,595	7.4
Powhatan	49,009	52,656	53,992	10.2
Prince George	44,845	46,774	49,877	11.2
Colonial Heights	40,923	42,068	43,224	5.6
Hopewell	32,781	33,213	33,196	1.3
Petersburg	25,428	26,324	28,851	13.5
Richmond	29,234	31,081	31,121	6.5
Richmond-Petersburg MSA	40,454	41,797	46,800	15.7
Virginia	40,209	42,662	46,677	16.1

Source: "The Richmond-Petersburg Region at a Glance", Richmond Regional Planning District Commission, September, 2002

In concert with the median income data, the amount of family poverty in Powhatan is less than the regional average. Only 5.7% of families in the County are below the poverty level, compared to more than 9.3% in the Richmond region as a whole.

**Education.** Given Powhatan's relatively high income levels, it is not surprising that the percent of residents that achieved a high school diploma is higher than that of both the region and the state. (see Table I-9) This may be explained in part by the relatively older

population, with a greater number of people in their peak earning years. It may also be explained by a greater than average percentage of two-income households, as reflected in the County's high labor force participation rates.

**Table I-9**  
**Educational Attainment of Persons 25 years and Over**  
**Comparison of Powhatan County to Region and State**  
**2000**

Location	High School but no Bach.* (%)	Bachelors or Prof. Degree (%)	Graduate Doc. Degree (%)
Charles City	55.1	8.8	1.8
Chesterfield	55.5	24.1	8.5
Dinwiddie	58.9	8.5	2.5
Goochland	49.4	22.2	7.2
Hanover	57.9	21.5	7.1
Henrico	51.7	26.0	8.9
New Kent	64.3	12.0	4.3
<b>Powhatan</b>	<b>59.8</b>	<b>16.0</b>	<b>3.1</b>
Prince George	62.3	14.8	4.6
Colonial Heights	64.7	13.3	5.7
Hopewell	61.6	7.5	2.7
Petersburg	53.8	10.7	4.1
Richmond	45.7	21.4	8.1
Richmond-Petersburg MSA	53.4	21.6	7.6
Virginia	52.0	20.2	9.3

Source: U.S. Census Bureau, Census 2000

\* includes equivalency, persons attending college and did not complete a bachelor's degree

## B. ECONOMY

In 2000, Powhatan County's civilian labor force (work force excluding military employment) was 11,333 and the unemployment rate was comparatively low (1.3%). Table I-10 below compares changes in employment of the Powhatan labor force with the region and the state. It shows that the County's employment situation is consistently stronger than the regional and state averages. In recent years, the Richmond region has had lower unemployment than the state as a whole, and in turn, Powhatan County has had lower unemployment than the regional average. This too, is a condition common to communities that have developed the type of commuter-oriented employment structure.



**Table I-10****Civilian Labor Force and Unemployment  
Powhatan County****1990 - 2000**

Year	Civilian Labor Force	Number Employed	Number Unemployed	Unemployment Rates (%)		
				Powhatan	Richmond MSA*	Virginia
1990	7,528	7,297	231	3.1	3.9	4.3
2000	11,333	11,191	142	1.3	1.9	2.2

Sources: "An Economic Profile of the Richmond Regional Planning District", Center for Public Service, UVA, 1993; Virginia Employment Commission (VEC) Local Area Unemployment Statistics, 2000

\* Richmond-Petersburg Metropolitan Statistical Area

Powhatan also has a relatively high rate of labor force participation, consistent with the large percentage of commuters. With a labor force participation rate of 98.7% in Powhatan County, only Goochland (98.7%) and Hanover (98.8%) Counties had comparable labor force participation rates in the Richmond MSA in 2000.

Table I-11 shows the distribution of occupations among employed Powhatan residents. The top three employment occupations in 2000 were professional specialty occupations (1,847) construction, extraction, and maintenance occupations (1,774) and administrative support occupations, including clerical (1,744). The administrative support group is essentially office workers and when combined with the fourth largest employment occupation, executive administrators & managers (1,661), illustrates the commuter trend of the County.

Professional specialty occupations positions have seen the largest percentage increase, (59%) and the largest number increase (1,081) during the period from 1990 to 2000. Only one category had a decrease; farming, forestry, and fishing occupations (-85). The trend for County residents appears to be towards the technical or professional occupations. Overall, the total workforce in the County increased 3,529 (33%), consistent with the growth of the overall population.

**Table I-11****Major Occupations of Persons Living in Powhatan County  
1990 and 2000**

Occupation	1990	2000	Change
Executive, administrative, and managerial occupations	855	1,661	806(49%)
Professional specialty occupations	766	1,847	1,081(59%)
Technicians and related support occupations *	230	n/a	n/a
Sales occupations	770	1,071	301(28%)
Administrative support occupations, including clerical	1,231	1,744	513(29%)
Service occupations	844	1,351	507(38%)
Farming, forestry, and fishing occupations	171	86	-85(-99%)
Precision production, craft, and repair occupations**	1,298	n/a	n/a
Construction, extraction, and maintenance occupations	n/a	1,774	n/a
Production, transportation, and material moving occupations:	950	1,110	160(14%)
<b>Total for all Occupations</b>	<b>7,115</b>	<b>10,644</b>	<b>3,529(33%)</b>

Note: The above table is only a partial listing of occupations. While all major employment groups are listed above, other less significant groups have not been listed.

Source: U.S. Census Bureau, Census 2000

- \* Technicians and related support occupations were included in the administrative support occupations, including clerical, for the 2000 Census.
- \*\* The precision production, craft & repair were included in the construction, extraction, and maintenance occupations for the 2000 Census.

When looking at table I-12 it is apparent that the largest type of industrial employer of the County residents is management, professional, & related occupations (16.5%) followed by the sales & office occupations (16.5%).

Retail trade is important in the County as a source of revenue and employment. Approximately 671 County residents are employed in this category. There were 55 retail establishments in the County in 1997, employing a total of 391 persons with an annual payroll of \$7,290,000. Sales in these establishments totaled \$78,807,000.

As the County's population continues to grow, it is anticipated that retail sales will correspondingly grow. As more people move to the County, additional services will need to be provided.

The State of Virginia is by far the largest employer in the County. The Powhatan Correctional Center and the Beaumont Learning Center, both State funded facilities, are major employment centers for the County.

**Table I-12**  
**Industrial Distribution**  
**of Employed Workers Living in Powhatan County**  
**2000**

Industrial Sector	Number Employed	Percent of Total
Management, professional, & related occupations	1,754	16.5%
Service occupations	676	6.3%
Sales & office occupations	1,408	13.2%
Farming, fishing, & forestry occupations	43	0.4%
Construction, extraction, & maintenance occupations	887	8.3%
Production, transportation, & material moving occupations	555	5.2%
Agriculture, forestry, fishing & hunting, and mining	98	0.9%
Construction	671	6.3%
Manufacturing	539	5.1%
Wholesale trade	185	1.7%
Retail trade	671	6.3%
Transportation & warehousing, and utilities	285	2.7%
Information	123	1.2%
Finance, insurance, real estate, & rental and leasing	527	5.0%
Professional, scientific, management, administrative, & waste management services	497	4.7%
Educational, health & social services	856	8.0%
Arts, entertainment, recreation, accommodation & food services	189	1.8%
Other services (except public administration)	342	3.2%
Public administration	343	3.2%
<b>Total</b>	<b>10,644</b>	<b>100.0%</b>

Source: US Census Bureau; Census 2000

Although Powhatan is mainly a “bedroom” community in which most resident workers are employed elsewhere in the region, the “at-place” employment statistics are also an important indicator of local economic conditions. Table I-13 shows the distribution among industries of the jobs that are located within the County. With the major state institutions in the County, the state and local government sector is the major employment sector, followed by [services](#) and retail trade.

**Table I-13**  
**Employment by Industry in Powhatan County**  
**(At-Place Employment)**

1997- 2000

Industry	Number Employed 1997	Number Employed 2000
Farm	268	261
Non-Farm	8,980	10,123
Agricultural Services, Forestry and Fishing, etc.	258	n/a*
Mining	23	n/a*
Construction	1,366	1,378
Manufacturing	133	142
Transport and Public Utilities	269	299
Wholesale Trade	251	n/a*
Retail Trade	1,196	1,403
Finance, Insurance & Real Estate	1,145	1,315
Services	2,310	2,707
Government	2,029	2,338
Federal, civilian	39	57
Military	81	86
State and Local	1,909	2,195
<b>Total</b>	<b>9,248</b>	<b>10,384 (+12.3%)</b>

\*Not available or not reported by Census

Source: Bureau of Economic Analysis Regional Accounts Data

## C. HOUSING RESOURCES

Overall, the housing stock in Powhatan County is of good quality. It is not, however, very diverse in terms of the variety of housing types. Typically, urban and suburban areas have greater variety in housing than rural areas. This is in part due to market demand from a more diverse population, but also due significantly to the lack of public utilities which forces relatively low density development using individual wells and septic systems.

Over [94%](#) of the County’s housing units in [2000](#) were single family structures. The [median year built for a house in the County is 1985](#), is owned by its occupant ([84%](#)) and had a [2000](#) value of [\\$132,100](#), up from \$75,000 in 1990. [Approximately 95%](#) of the housing in the County is served by private, individual wells and septic systems.

Only [1.2%](#) of houses lack complete plumbing facilities and only [1.1%](#) lack complete kitchens. Only [3.3%](#) of houses were vacant, compared to a [5.5%](#) average for the region. These represents improvements from conditions in [1990](#) when [2.1%](#) of units lacked complete

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plumbing facilities and 4.8% of total units were vacant. These improvements are consistent with the improvements in income and poverty status cited previously in this section.

## **D. EXISTING LAND USE**

### **Overview**

The County's approximately 174,080 acres of land is dominated by farm and timber uses. Increasing residential population has altered the rural land use pattern. The character of this change between 1980 and 1996 is shown in Table I-14. In 1980, about 9% of the County was developed with relatively intensive uses such as residential, commercial, etc. By the end of 1996 the total amount of developed land had increased to about 18% of the County. The reasons for this change include all of the social and economic trends described in Sections A and B above.

These various forces combine to create a market demand for new rural housing in the County from consumers wanting to move to Powhatan, and developers and builders are providing the new housing. Land use conversions from farms and forest lands to residential uses are outpacing conversions to other uses such as commercial and industrial by nearly every measure, including number of permits, acreage converted value of structures built, etc.

It should be noted that even at current rates of development, the County has a great deal of land remaining for development. If land that is largely unsuitable for development (such as floodplain and poor soils, as well as land that will not come onto the market) is assumed to be up to 20% of the total area of undeveloped land, the County has over 100,000 acres of land remaining for potential future development. In addition, subdivision and building permit data for the past several years indicates that typically about 100 more lots are created annually than are absorbed by the development market. This would appear to have created an excess supply of approximately 500 potentially available lots. At current development rates those available lots would provide a one and a half to two year supply.

However, it is important to note that if large amounts of the undeveloped land were developed at current densities on wells and septic fields, other constraints might gradually arise. These could include traffic congestion, groundwater contamination, changes in market demand and/or greater pressure for urban utilities, economic incentives for redeveloping previously developed land, etc. Therefore, it is difficult to accurately predict how well the existing supply of land will support continued development trends. The base map (Figure I-2) shows the current pattern of property parcels and subdivisions.

**Table I-14**  
**Changes in Land Use Acreage in Powhatan County**  
**1980 through 1996**

<b>Land Use Category</b>	<b>1980</b>	<b>1986</b>	<b>1993</b>	<b>1996*</b>	<b>% Change 1980-96</b>
Agriculture, Forest, other	153,163	151,137	141,208	137,852	-10%
Residential	11,479	13,462	23,340	26,580	+132%
Commercial	67	98	110	115*	N/a
Industrial	10	15	49	65*	N/a
Public/Institutional	28	35	40	135	N/a
State Corrections Depart.	4,342	4,342	4,342	4,342	N/a
State Game Commission	4,991	4,991	4,991	4,991	N/a
<b>Total Land Developed</b>	<b>15,926</b>	<b>17,952</b>	<b>27,881</b>	<b>31,237*</b>	<b>+95%</b>
<b>Total Land In County</b>	<b>174,080</b>	<b>174,080</b>	<b>174,080</b>	<b>174,080</b>	<b>N/a</b>

Sources: Powhatan County Department of Planning and Community Development 1980-93; Herd Planning & Design 1996

\*Estimate based on available data; non-residential acreage based on trend increases

**fig I-2 property parcels**

## **Land Use Constraints**

**Overview.** The major land use constraints in the County are natural ones. They are soils that do not percolate well for using septic drainfields for sewage treatment, areas that are within the 100 year floodplain (those areas that have a one percent chance of flooding in any given year), and finite supplies of potable groundwater. Although these constraints are significant in some parts of the County, they are not so dominant in Powhatan County to have severely limited the pace of rural and suburban residential development to date. The poor soils are located mainly in the eastern part of the County and in conjunction with wet areas, and the floodplains are associated with the major water courses in the County. (see Figure I-3.) The Regional Water Resource Plan for Planning District 15 recognizes the limitations of groundwater supplies. It notes that while groundwater is a viable and cost-effective source of water for rural and low density areas for the foreseeable future, the uncertainty of long-term yields make it only a supplemental source for major demand areas.

Another related and important constraint to future development is the lack of public water and sewer systems which facilitate a greater variety of densities and types of development than is possible on well and septic systems. This constraint is "manmade" in the sense that it is dependent upon financial investments to build central treatment systems. The County has not aggressively pursued the provision of central utility service. There are, however, pros and cons to providing urban utilities. If the County decides to more aggressively pursue public utilities, it should take great care in establishing and implementing policies for the location, scale and financing of public utilities, as well as controlling the intensity of development that such systems could support. Further, availability of water from the James River for Powhatan County will likely be limited in the future, thereby putting further pressure on groundwater resources.

Given these constraints, it is important for the County to establish a land use pattern that disperses septic systems and wells so as to minimize the risks of depletion and contamination of the groundwater supply, while continuing its efforts to coordinate with Chesterfield County in providing public water in a careful and strategic manner.

Other natural and manmade constraints of generally lesser magnitude include lands with steep slopes in excess of 25% grade (although these are mostly found in conjunction with the 100 year flood plain); wetlands (these, too, are often associated with floodplains); and land with limited opportunity for public road access.

**Soils.** An abundance of less desirable soils in the eastern portion of the County has played a dominant role in restricting land development to a minimum of one lot per acre. These soils affect the potential for percolation and, consequently, the development density. Adjacent Goochland County has similar soil constraints running through its eastern section and, both counties have been advised by the State Health Department and the Monacan Soil and Water Conservation District as to its limitations. The dominant restrictive soil types are the "Creedmoor" and "Mayodan" classes. The U.S. Department of Agriculture's Soil for Powhatan County, indicates these soil types as restrictive for both septic tank and sanitary landfill purposes.

The remainder of the County has more desirable soil types and does include prime farmland soils such as the Abell, Cecil and Turbeville classes. These classes are fine sandy loam types and dominate the western and central portions of the County.

Individual septic fields in conjunction with individual wells are expected to be capable of providing water and sewerage services to the bulk of current and future Powhatan residents in the coming years. Individual septic systems must be designed, located, constructed and maintained in a manner, density and a pattern that will ensure proper long term functioning in order to protect the groundwater supply from contamination.

**Flood Plain.** Recent significant County flooding in 1985 and the highest recorded flood in 1972 provide an accurate picture of flood plain impact. Due to the presence of the Appomattox River as a southern border and the James River as a northern border, the County has a particular sensitivity to flood plain restrictions. The flood plain affects not only areas adjacent to the rivers, but also lowland areas. For example, during high flood periods, lowland areas on the James River such as Bernard's Creek, Norwood Creek, Fine Creek, Mohawk Creek and Deep Creek become flood plain

inundation areas. Similar areas on the Appomattox River are Butterwood Creek, Skippers Creek and Fighting Creek.

**Lake Genito.** The concept of a Lake Genito reservoir was a collective effort of Amelia County, Chesterfield County, Cumberland County and Powhatan County to meet future water demands by constructing a new water impoundment on the Appomattox River. It was studied in the late 1980's but the other counties withdrew their support for the project due in part to their success in finding alternative long term water supplies. It remains a potential regional water source in the long term if the neighboring jurisdictions collectively decide to pursue it.

### **Land Use Opportunities**

Land use opportunities fall into two major categories: those that represent opportunities for conserving valuable natural and cultural features, and those that represent opportunities to increase the value of real property through development of residential, commercial or public structures. Opportunities include:

**Existing Forests.** Forested land exists throughout the County and provides not only a valuable and important natural resource for habitat and timber harvesting, but also a "backdrop" for a scenic, rural environment for existing and new residential uses.

**Historic Community Settlements.** The County has several historic settlements that have traditionally served as market centers for the surrounding farms and forests. Some of these have historically significant architecture, the most prominent of which is the Courthouse village. These areas represent opportunities for enhancing community identity and relating new development to the County's historic development patterns.

**Rural Roadways.** The rural roads are popular locations for new residential development and can continue to offer opportunities for additional development if managed properly. The County has taken steps in recent years to encourage "reverse frontage" lots on existing state roads and has attempted to encourage interparcel connections between subdivisions that during the course of time will create an efficient and safe road network in the County.

Although the rural roads offer development opportunities, they are also an important public resource that must be conserved and managed in order to ensure that the public will continue to benefit from its investment of tax dollars into those roads.

**Route 60.** Like the rural roads, Route 60 represents both an opportunity and a risk for future development. It provides great opportunities for both commercial and residential development due to its visibility and the convenient access it provides to the rest of the region. However, Route 60 will be most valuable to Powhatan County if its capacity and safety is maintained. These qualities are threatened by uncoordinated access points to the road which will cause traffic conflicts and congestion unless such access is well planned.

**James and Appomattox Rivers.** While limited as public water sources as noted above, these major rivers may provide some opportunities for development, as well as the historic, scenic and environmental qualities associated with adjacent lands. As with the County's other prime resources, proper management and conservation is essential in order for the County to continue to enjoy the benefits of the rivers.



**fig I-3 land use constraints**

## **Land Use Patterns and Characteristics**

**Residential Development Activity.** With the total population growing from 13,020 in 1980 to 16,379 in 1993, and estimated to 19,820 in 1996 (17,280 non-incarcerated), the number of residential units has increased substantially. While some scattered multi-housing units and duplexes are located in the County, the character of development is dominated by single-family dwellings on large lots.

Most of the new residential units permitted during the 1990's have been located in the eastern third of the County. While this is where generally poorer soils are located, it is closer to the region's major employment centers. From 1990 through 1996, more than half of new residential permits were in the eastern most Huguenot District, while less than a third were in the Spencer District and less than a fifth in the westernmost Macon District.

The popularity of large lot development has likely been influenced by residential development in soil restrictive areas. Without public sewer lines, required acreage for septic fields has increased the average lot size. Unless public utilities are provided and/or cluster development provisions are implemented, this trend will likely continue. Furthermore, people are relocating from urbanized areas to larger lots in adjacent rural jurisdictions, since lower land values mean comparable lot prices.

Although the average lot size of new development in the County is relatively large, recent trends indicate a steady reduction in average lot sizes. Average lot size records for development in the County as a whole during selected years are shown in Table I-15 below.

**Table I-15**

### **Average Lot Size of New Development in Powhatan County**

**1985 - 1993**

<b>Year</b>	<b>Average Lot Size</b>
1985	6.48 acres
1986	9.10 acres
1987	7.50 acres
1993	5.35 acres

Sources: Powhatan County Department of Planning and Community Development

Records of subdivision activity also indicate a recent trend toward smaller lot sizes. Table I-16 below shows recent trends in average lot sizes of residential subdivision plats, based upon available County permit data.

**Table I-16**

### **Average Lot Size of New Residential Subdivisions in Powhatan County 1994 - 1996**

<b>Year</b>	<b>Average Lot Size</b>
1994	2.98 acres
1995	3.95 acres
1996	2.96 acres

Sources: Powhatan County Department of Planning and Community Development; Herd Planning & Design

The reason for the decrease in lot sizes is likely a combination of several interactive factors, including:

- the larger return on investment that can be gained by developing at densities higher than those allowed under the A-1 zoning,
- the solid regional market demand for rural houses and the relative affordability and larger size of lots in Powhatan compared to areas to the east, and
- the willingness of the County to readily approve rezoning applications from the underlying A-1 District to the higher density R-2 District

In conjunction with the above factors, residential rezoning activity has been very rapid in recent years. According to files of the County Department of Planning and Community Development, from 1992 to 1996 the County approved 46 rezoning applications from Agriculture to Residential districts, totaling more than 4,900 acres. This amount of acreage could account for a potential of approximately 1,960 additional residential units, assuming an average density of 2.5 acres per dwelling.

It is important to note, however, that although average lot sizes have been decreasing, a market for larger lots appears to remain strong, evidenced by the fact that approximately 12% of subdivided lots recorded in 1996 were 10 acres or more in size, and that several subdivisions during the previous year were for lots averaging between 4 and 9 acres each.

**Commercial.** Commercial activity is predominantly scattered along the four-lane corridor of Route 60. Central shopping points such as Flat Rock, Plain View and the intersection of Route 677 (Batterson Road) with Route 60 have provided most of the new commercial growth since 1980. The character of commercial development is a strip or corridor adjacent to the roadway. Approximately eight country stores at various intersections supply the local convenience demand.

Recent commercial activity has been especially prominent on Route 60 between Academy Road and Route 522. The County's extension of the water distribution line from the Courthouse area to Academy Road has facilitated such development, including a new shopping center of about 55,000 square feet at the intersection of Academy Road and Route 60.

**Industrial.** The majority of current industrial development is located outside the designated sites for industry. This distinction is due to the small-scale character of industrial development, such as: repair shops, warehousing, etc., and its ability to qualify as commercially zoned property. For example, Route 60 from the Chesterfield County line to Flat Rock has numerous industrial activities such as: commercial road contractors and heavy equipment, warehouses, fiberglass manufacturing, etc.

Timber, mining and general industry are the primary industrial activities in the County. With over 127,000 acres of commercial forests land, the timber industry has provided, and continues to provide, economic opportunities. In 1993, several lumber-yards were located in the County, as listed below:

<u>Name</u>	<u>Section of County</u>	<u>Road</u>
N.B. Goodwyn Lumber	Southeastern	Moseley Road
R.C. Goodwyn Lumber	Central	Goodwyn Road
D.W. Horner Woodyard	Southeastern	Stavemill Road
Ellis Palmore Lumber	Northwestern	Ballsville Road
Dorset Woodyard	Southeastern	Dorset Road

In 1984, Luck Stone, Inc., opened its Powhatan quarry along Route 60 near Route 676 (Urbine Road). The 431 acre quarry is estimated to have a lifetime supply of 80 to 90 years. Jefferson Industrial Park (a 20 acre park on Route 522 - Maidens Road established in 1984), Powhatan Commercial Center (an 80 acre mixed use park on Rt. 60) and the Moslow Brothers Building (a 10 acre site at the intersection of route 711 and Route 522) provide the present general industrial opportunities.

**Public/Institutional.** With few exceptions, County, state and federal land uses are centrally located around the Powhatan Village. In 1980, the new County Administration Building was opened just east of Powhatan Village. In the autumn of 1987, a new elementary school building was opened adjacent to the existing high school on Route 13

(Old Buckingham Road). Another new elementary school was opened in 1996 adjacent to the Pocahontas Middle School on Route 60, west of Route 522. Pocahontas Middle School was renovated in 1994. The County's Courthouse was renovated in 1992. In 1996, the County also completed renovation of the old Powhatan High School in the Courthouse village to create the Powhatan Village Building which contains office spaces and meetings rooms and is currently occupied by an engineering company and by the Goochland/Powhatan Social Services.

The Powhatan Corrections Facility and Beaumont Learning Center, located in the northern portion of the County, occupy 4,342 acres of land adjacent to the James River. The State Game Department owns the Powhatan Wildlife Management Area in the central part of the County. The area occupies 4,991 acres of land operated for hunting and outdoor recreational purposes.

**Agricultural and Forest Uses.** Although agricultural and forestal uses continue to be the predominant land uses in the County, the amount of land in active agricultural use has declined steadily during the past decade in conjunction with the increase in rural residential land uses. Forested lands are also experiencing continued pressure from development.

**Summary of Trends.** Population and economic demands alter the need and desire for various land uses. For example, increased residential development provides a greater demand for commercial goods and the eventual expansion of existing businesses or the addition of new businesses. Since completion of the 1988 and 1994 updates to the Powhatan County Comprehensive Plan, residential and commercial demand have noticeably altered land use patterns in the eastern portion of the County while other portions of the County have experienced less impact. (refer to Figure I-4.)

### **Current Zoning Regulations**

The Powhatan County Zoning Ordinance was first adopted in 1965 and has been amended periodically since then, including a major revision and re-adoption in November, 1996. Further amendments were adopted in the spring of 1997 in conjunction with the formulation of the updated Comprehensive Plan. This Ordinance establishes 18 separate zoning districts. The following is a brief description of each district. (The general locational pattern of these districts is shown on Figure I-5.)

**Agricultural District (A-1 )** The Agricultural District pertains to the majority of land in the County. It was established to provide space for agricultural uses, which comprise an important part of the economy of the county. The intent was to permit lands best suited for agriculture to be used for agricultural purposes and to prevent encroachment of incompatible land uses on agricultural lands. The minimum lot size for dwellings in the A-1 District is 10.0 acres for subdivisions of three to ten lots, 2.0 acres for subdivisions on private roads serving no more than two lots or for a one-time, "single-cut" subdivision, and 1.0 acre for a lot created for gift to an immediate family member.

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**fig I-4 existing land use**

**Intensive Animal Confinement (A-2)** The intent of this district is to provide Powhatan County farmers with guidance and standards in locating and operating intensive livestock, dairy and poultry facilities.

**Rural Residential District (R-R)** The rural residential district is intended to meet the demand for large lot development while preserving the rural character and agricultural lifestyle in certain areas of the County. The minimum lot size for dwellings is 10.0 acres.

**Single Family Residential District (R-2)** Land use in this district is limited to single family dwellings and accessory or complementary uses. The minimum lot size is 2.0 acres.

**Single Family Residential District (R-5)** Land use in this district is limited to single family dwellings and certain permitted accessory or complementary uses. The average lot size must be 5.0 acres; minimum lot size is 2.0 acres.

**Single Family Residential District (R-7)** Land use in this district is limited to single family dwellings and certain permitted accessory or complementary uses. The average lot size must be 7.0 acres; minimum lot size is 2.0 acres.

**Residential Utility District (RU)** This district was designed to accommodate higher density residential development in relation to the availability of public utility systems. Density increases from one unit per two acres to two dwellings (up to four townhouses) per acre as public water and sewer is present to serve the development.

**Residential General District (RG)** The principal use of land in this district is one and two family dwelling units. The minimum lot size for single family use is 2.0 acres. The minimum lot size for duplex dwellings is 3.0 acres.

**Residential/Commercial District (RC).** This district was established to provide a multiple use district with optional methods of use and development and eliminate many traffic hazards. Multiple uses may occur on the same lot. Residential uses are restricted to a 2.0 acre lot minimum, commercial uses can occur on 1.0 acre lots, and mixed uses of residential and commercial are restricted to a 3.0 acre minimum.

**Office District (O)** The intent of this district is to provide professional and administrative offices and similar uses as a transition between other business uses and residential neighborhoods. Permitted uses include offices and limited related commercial uses such as studios, financial institutions, schools and day care centers. Minimum lot size is 1.0 acres.

**General Commercial District (C)** The commercial district provides designated areas for commercial development. The minimum lot size is 1.0 acre.

**Light Industrial District (I-1)** The light industrial district provides for a wide variety of light manufacturing, fabricating, assembling, processing, wholesale distributing and warehousing uses. Minimum lot size is 3.0 acres. When central water and sewer are available, the lot size can be reduced to 1.0 acre.

**Heavy Industrial District (I-2).** This district is intended to provide opportunities for a wide variety of industrial activities whose operations and characteristics may necessarily involve levels of odor, noise, vibration, traffic and other conditions having the potential, although with prescribed limits, to adversely impact surrounding land uses. The minimum lot size is 3.0 acres, which may be reduced to 1.0 acre if central water and sewer are provided.

**Mining and Mineral Extraction District (M)** This district is designed to govern areas where mining and mineral extraction are approved by the Board of Supervisors.

**Flood Plain District (FP)** The flood plain district is an overlay district. Its provisions are applied in addition to those of the underlying zoning district. It is comprised of those areas delineated by federal, state or local studies found to be subject to periodic flooding. The restrictions in this district are intended to reduce the potential for property damage or loss of life in case of flood.

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**Courthouse Square Center District (CHSC-1)** This district was established as a special higher density and mixed use district to strengthen the Court House Square area as the focal point of the County and to promote commercial concentrations. The minimum lot size, contingent upon the availability of utilities, is 4,000 square feet.

**Historic Districts (H)** Historic districts are designed to protect historic landmarks by adopting overlay zones around specified landmarks, buildings and structures.

**Mobile Home Park District.** The intent of this district is to permit the development of single family residential mobile home parks of 10 or more acres with a central water system and an approved sewage disposal plan. The overall density of development is limited to a maximum of 6 units per gross acre and 8 units per net acre.

**Conditional Zoning Provisions.** In addition to the above zoning districts, the County has also adopted provisions for the use of Conditional Zoning procedures. Under these provisions, applicants for rezoning may "proffer" various conditions, land or funds to the County in order to mitigate the impact of the proposed development. The purpose is to ensure compatibility with adjacent land uses more effectively than could be achieved using only the conventional zoning regulations.

#### **Agricultural/Forestal District (AFD)**

The Agricultural Forestal District is not an official Zoning classification. It is a classification of land use wherein the property owner agrees with the County to leave his/her property in agricultural, forestal, open space, or recreational use. In exchange, the property owner is granted "use value" taxation for a specified length of time, usually ten (10) years. The County has adopted 13 such districts totaling 9,954 acres. These are shown on the County's official zoning map, and on the map of existing generalized zoning in this plan. (Figure I-5)

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**fig I-5** existing zoning



## D. COMMUNITY FACILITIES

The County has adopted a Capital Improvements Program (CIP) in order to better manage and coordinate the planning, funding and construction of new public facilities that will be needed to serve the expanding population in the future. The CIP is updated annually to ensure that the County has the opportunity to respond to changing needs as they are identified. Below is an inventory of the major existing community facilities in the County.

### Education

The County currently has four public schools with 3,573 students enrolled. The Powhatan Elementary School, originally designed to serve 800 students, was built in 1987. It currently serves 827 students in grades K through 5. The Pocahontas Middle School, which houses 867 students in grades 6 through 8, was built in the late 1930s and renovated several times, the latest in 1994. The Powhatan High School, which was built in 1974, currently contains 933 students in grades 9-12 in a configuration designed for approximately 900 students. The newly constructed Pocahontas Elementary School serves 946 students in grades K through 5. It has a design capacity of 950 and an actual capacity of 855.

The Powhatan Elementary and High Schools are located on a 52 acre tract, one mile west of Powhatan Village on Route 13. The Middle School is located on a 20 acre tract directly west of the Route 60 and Route 522 intersection on Route 60. (see Figure I-6) The new Pocahontas Elementary was opened in 1996 and is located adjacent to the Middle School on Route 60. Major features of the four public schools are summarized in Table I-17.

**Table I-17**  
**Public Schools in Powhatan County**

**2000**

Feature	Powhatan High School	Pocahontas Middle School	Powhatan Elementary	Pocahontas Elementary
Year Constructed	1974	1930's *	1987	1995
Grade Levels	9-12	6-8	K-5	K-5
Design Capacity	900	900	750	950
Actual Capacity	810	810	675	855
Student Enrollment**	933	867	827	946
Available Capacity	0	0	0	0
Classroom Faculty***	97.5	78.5	99	111

Sources: [Virginia Department of Education](#)  
Powhatan County Department of Planning and Community Development ;  
Powhatan County School Superintendent

\*several renovations have occurred, the most recent in 1994.

\*\*September 30, 2000

\*\*\*January 2003, includes teachers and assistants

Powhatan County's new comprehensive high school will replace the existing high school and Vocational Center. It is designed for an initial 1500 student capacity with the ability to expand to 1750 students.

The new school is designed in the house-concept layout that provides flexibility for a ninth grade house, interdisciplinary houses, or departmentalized houses. Vocational, technical and arts education are integrated throughout the facility. The central student commons area provides for dramatic views to the tiered athletic fields and the natural forested area beyond. The new high school will have 250,000 square feet and is expected for occupancy in the Fall, 2003. (<http://www.powhatan.k12.va.us/constrtn/consthome.htm>)

In addition to the four public schools, there are two private schools, the Huguenot Academy (grades K-12) and Blessed Sacrament (grades 8-12).

### **Recreation**

A total of 50 public acres and 28 private acres are dedicated to recreational uses in the County, in addition to one public golf course and one private golf course (approximately 200 acres each) and a state-owned wildlife area used for passive outdoor recreational activities (over 4,900 acres). All public sites for active recreation are centrally located near the Powhatan Village. The High School complex provides one football field, two tennis courts, two softball fields and one track. The Middle School has two tennis courts, a softball field and a general recreation field. The old elementary school has two recreational fields. Two additional softball fields and a soccer field are located at the rear of the County Administration Building.

Private facilities include (1) the War Memorial Field and the National Guard Armory on Skaggs Road (2) Fuller Field at Route 60 a half mile east of Skaggs Road (3) the Fairground and Fairground building on Route 60 and (4) the 4H/Rescue Squad grounds and building on Route 13. With the exception of the High School, the National Guard Armory provides the only indoor recreation facility in the County and is heavily utilized for aerobics, basketball and as a general meeting place for the civic groups.

The Powhatan Youth Athletic Association (PYAA) is a 25-year old volunteer group that provides organization sports leagues for baseball, softball, football and cheerleading to County youth between 5 and 18 years of age.

The Powhatan Wildlife Management Area is a 4,900 acre outdoor facility for hunting, fishing and hiking. The State Game and Inland Fisheries Department, the owners of the management area, has over 15 other similar facilities throughout the Commonwealth. The purpose of the management area is to provide outdoor access to people in the Richmond Region. (see Figure I-6)

### **Emergency Services**

**Sheriff.** Offices for the County Sheriff and temporary holding cells are located in the County Courthouse. Permanent prisoner quarters, through a mutual agreement, are located at the State's Powhatan Correctional Center on Route 711. The Sheriff's Department has 13 personnel including senior officers and field deputies. The Department provides a variety of law enforcement services including 24 hour patrol, criminal investigations, court security and 24 hour dispatching services for all emergency services. The Department also sponsors the Crime Solvers program, oversees the Neighborhood Watch program and carries out the D.A.R.E. program (Drug Abuse Resistance Education) for fifth grade students.

**Fire-Rescue.** All five fire stations are volunteer and are located as follows:

1. Powhatan Company on Route 13 at Powhatan Village
2. Huguenot Company on Route 60 at Henry's Market
3. Macon Company on Route 13 at Tobaccoville
4. Fine Creek Company on Route 711 at Jude's Ferry Road
5. Deep Creek Company on Rt. 60, west of Trenholm Road.

The rescue squad services in Powhatan are also staffed by volunteers - One rescue squad substation is located toward the rear of the C & P equipment building on Route 13 in the Powhatan Village, and a supplementary building for sleeping facilities, an ambulance and rescue boat is located on Route 711 at Jude's Ferry Road. (see Figure I-6)

### **Utilities (Water and Sewer)**

**Public Wastewater Treatment Systems (Sewerage).** In 1994, the County assumed operation of three small package treatment plants serving the high school, middle school and Powhatan Elementary School. In 1995, a force main was constructed from the new

Pocahontas Elementary School to the high school plant. This line now serves a convenience store at the Route 60-522 intersection and other private users may connect as long as plant capacity and effluent limits are not exceeded.

By the year 2000, all three package plants will be decommissioned and a new plant capable of serving all four schools and the surrounding area will be constructed and operational.

The County's sewage treatment system in the Courthouse area has a permitted design capacity of 100,000 gallons per day (gpd) with an average daily use of 26,000 gpd.

In 1997 the County will enter into an agreement with Chesterfield County to reserve 72,000 gpd of wastewater treatment capacity in Chesterfield's system for use by Powhatan. This agreement also included provisions for purchasing potable water, as noted below.

A survey of County soils indicates that much of the County's land, with some exceptions in the eastern portion of the County, is suitable for septic tanks and drainfields for home sewage disposal. However, this does not eliminate the possibility of a future central sewerage system. Septic tanks are not normally appropriate as a means of sewage disposal in densely populated areas. Septic field failure has become a problem in some County subdivisions where residential development has occurred on lots with areas less than 1.0 acre.

**Public water supply.** Powhatan County's present water resources consist only of groundwater. All water is obtained from wells. Although ground water quality in the County is generally good, the quality of water in some wells is poor, tending to be hard and containing sulfur and iron. Hydrogen sulfide also is present in some wells while others are sometimes acidic.

While most residents and businesses in the County are served by on-site wells, there are three major communal water distribution systems, operated by Sydnor Hydrodynamics. They are located in the Courthouse area (62,550 gpd maximum daily use), Mill Quarter (28,000 gpd maximum daily use), and Lake Shawnee (54,000 gpd maximum daily use.) The Courthouse system is being extended to serve some areas on Route 60 adjacent to the Courthouse area.

The 1997 agreement with Chesterfield County will include a provision allowing Powhatan to purchase up to 500,000 gpd of water capacity from Chesterfield during the five following years.

**Private and State-Owned Wastewater Treatment Systems and Point Sources of Pollution.** The nine existing wastewater treatment plant point sources of pollution contribute relatively minor amounts of oxygen-demanding waste and other materials to streams in Powhatan. Five of the point sources are small domestic waste treatment plants. The four industrial sources are located at Luck Stone's quarry, the Colonial Pipeline pump station, a carwash and a drinking water treatment plant. The impact of point sources on surface water quality is related to a number of factors including the amount of waste water discharged, the ability of the stream to assimilate the wastes, and the operation and maintenance of the treatment plant. Point Source Discharges in Powhatan are listed as follows:

Permit Number	Name
VA0020699	Powhatan Correctional Center
VA0020656	Beaumont Learning Center
VA0023931	Powhatan High School
VA0061476	Powhatan Middle School
VA0084565	Powhatan Courthouse Water Plant
VA0063037	Huguenot Academy
VA0057088	Colonial Pipeline Pump-station
VA0059048	Luck Stone Corp.
VA0085189	Larry Adams Car Wash

### **Solid Waste Management**

Powhatan currently operates a solid waste transfer station and recycling center north of Route 60 in the vicinity of the Courthouse. There is no landfill operation currently in Powhatan. The household refuse collected at the transfer station is hauled by contractor to a landfill outside of the county. Between July 1993 and June 1994, 5,005 tons of refuse were hauled from the transfer station. Stumps and other construction debris are disposed of outside of the County.

Powhatan is a participating member of the Central Virginia Waste Management Authority. This regional organization promotes and facilitates the recycling of solid waste. From July 1, 1993 to June 30, 1994, approximately 200 tons of materials were recycled at the county recycling center.

During Fiscal Year 1996, the Transfer Station collected 91 tons (averaging 8 tons of material per month) in the Drop-Off Recycling Program, 17 tons (approximately 1,700 tires) in the Waste Tire Collection Program, and approximately 260 tons in the Newspaper Recycling Program. The recycling center accepts newspaper, used motor oil, glass, mixed paper, Christmas trees, metal cans, tires, household appliances and other large metal objects.

### **Library**

The County Library is housed in a renovated portion of the old elementary school in the Courthouse Village area. It contains less than 800 square feet of space. Currently the library contains approximately 20,000 volumes.

### **State Corrections Facilities**

The Virginia Department of Corrections owns and operates four corrections facilities on two major sites in northern Powhatan County. Together, these facilities provide critical services to the residents of the Commonwealth and provide a large number of jobs to the local labor force.

The Powhatan Correctional Center is located between Route 711 and the James River on property known as the "State Farm." The Correctional Center was established in 1894. It is designated as a maximum security complex and includes a main compound, a reception and classification center (described below), a medical health facility and the Powhatan County jail for male prisoners. The center has an operating capacity of 1,301 inmates and has 706 full-time employment positions.

The Reception and Classification Center was established in 1978. It serves as an entry point for inmates entering the state's correctional system from local jails.

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**fig I-6** Existing Comm Facil

Deep Meadow is located near the Correctional Center and serves as a reception and classification center for medium security inmates being received into the state correctional system from rural and metropolitan jails. Deep Meadow was initially established in 1976 and after closing for renovations and permanent construction of housing units, it was reopened in 1989. It employs 241 people and houses 830 inmates, most of whom are transferred to other medium and minimum security facilities throughout the state after reception at Deep Meadow.

The Beaumont Juvenile Correctional Center houses approximately 350 juvenile males between the ages of 15 and 21. It employs 199 people. It is located just west of Route 522 in the north part of the County also near the James River.

## E. AGRICULTURAL, FOREST AND MINERAL RESOURCES

### Agricultural Resources

Although the County's agricultural industry has generally declined in size during the past decade, it is still an important part of the local economy, culture and landscape. As shown in Table I-18, several key statistical categories have **stabilized** during the more recent census period (1992-97) than the **sharp declines** of the previous period (1987-92). A few categories experienced slight increases between 1992 and 1997, but a few categories have become generally smaller during the past decade.

**Table I-18**  
**Changes in Agricultural Activity in Powhatan County**  
**1987 - 1997**

Activity	1987	1992	1997	% Change 1987-97
Number of Farms	212	195	208	1.8%
Land in Farms (acres)	57,567	43,180	43,088	-25.2%
Total Cropland (acres)	26,864	19,337	19,493	-27.4%
Small Farms (1 to 49 acres)	62	66	70	+12.9%
Large Farms (50 to 499 acres)	120	107	120	0.0%
Market Value of Agricultural Products Sold (\$1,000's)	11,063	7,926	6,867	-37.9%

Source: 1997 Census of Agriculture.

The County has cooperated with major agricultural landowners in establishing Agricultural and Forestal Districts under the provisions granted by state enabling legislation adopted in 1978. Thirteen such districts have been established in Powhatan, located throughout the County, totaling approximately 12,000 acres. (see Figure I-5.)

Although it may be likely that the agricultural industry as a whole will continue to diminish in size overall, this trend is not occurring at a pace that would be expected to cause an immediate threat to most farming operations. Products with higher intensities or those aimed at special markets could be expected to increase as the regional population grows. The number of part-time farmers could also be expected to increase.

### Forest Resources

**Land Ownership.** Powhatan County contains a total land area of 174,081 acres. 127,162 are classified as commercial forest land or land capable of producing a timber crop and not developed into an alternate use. With approximately 20,000 in cropland, 107,000 acres would be in trees. Approximately 85% of this forest resource is owned by private non-industrial landowners. There are 37 parcels large than 400 acres equaling 34,000 acres in the County. There are also 265 parcels larger than 100 acres equaling 48,581 acres. Such parcels give the County a rural nature. The County's forest resource is experiencing pressure from

development. This is evident by the increase in the number of taxable land parcels. In 1985 there were 7,579 parcels compared to 10,076 in early 1994 and 11,042 in 1997.

**Forest Composition and Management.** Powhatan County's timber resources are typical of Piedmont Virginia. Approximately 5,000 acres of natural pine are found on abandoned agricultural land. This pine consists of Virginia pine and shortleaf pine and for forest management purposes should be clear-cut whenever it is merchantable. Following the harvest, the area can either be allowed to grow into natural hardwood or be replanted into loblolly pine. Loblolly pine plantations in the County consist of approximately 28,000 acres and much of this acreage has either been thinned or is approaching an age that would entail a removal of a portion of the trees on each acre. This partial harvest improves the wildlife habitat and increases the growth on the remaining trees. Upland hardwood and bottomland hardwood are the predominant timber types in the County and consist of northern red oak, southern red oak, white oak, hickory, sweet gum, yellow poplar, and many other associated species. The hardwood stands are emerging from decades of poorly planned partial harvests between 1940 and 1970. The hardwood harvests now are usually well planned partial cuts, recommend and conducted by professional foresters. Because of this attention by private landowners, the entire forest resource in Powhatan County is improving in health and productivity.

**Economic Value of the Forest.** In 1995 private landowners in Powhatan County received approximately \$2 million dollars for their harvested timber product. In 1985, landowners in the County received approximately \$5.4 million for their timber. The 1985 publication Virginia's Forest and Its Common Wealth describes how value is added to each dollar paid to a landowner through harvesting, processing, transportation, construction, and marketing. The publication illustrates how each dollar paid to a landowner for wood generates approximately \$27.65 in final value to the State's economy. Using this multiplier, the value of the 1985 Powhatan County timber to the State's economy is nearly \$60 million. It is relatively easy to see why timber, which is the largest cash crop in the State, is so important to the County and to the Commonwealth. There are presently two sawmills, two mill work plants, and two pulpwood yards in Powhatan that utilize harvested material. However, timber is also purchased by the forest products users that are not located in the County.

Land use taxation (Use-Value Assessment), an assessment practice which helps preserve farmland and timberland, has been in effect since January 1, 1976. Any parcel with (a) 20 acres (b) 400 woody merchantable stems to the acre and (c) access to logging will qualify for the land use tax. In 1997, a parcel under the land use tax is taxed at a value of \$400 per acre rather than at the assessed value, which is typically higher. Currently, land use taxation is applied to 85% of the County's commercial forest property.

**Natural Resource Forest Values.** Besides being a simple cash crop, the County's forest areas have many additional benefits. The thick foliage creates a sight and sound barrier which enhances many residential areas. The foliage reduces the torrential pounding of the soil by rain. Tree roots hold the soil and prevent eventual erosion. Powhatan County forests, as a watershed for the James River, Appomattox River, and numerous small ponds and lakes, provide clean water for fishing, canoeing, and residential use. Powhatan County forests are rich with wildlife and provide hunters, bird watchers, hikers, and photographers a wonderful outdoor experience.

**Fire.** Fire can be devastating to both rural and urban areas; displacing wildlife, causing mortality and damage to timber, and even consuming woodland homes. Powhatan experiences the threat of wildfires during the spring and fall. The Virginia Department of Forestry is charged with the responsibility of suppressing wildfires and enforcing the State's fire laws. The five volunteer fire departments and the Department of Forestry coordinate suppression activities.

Detection of fires is aided by concerned citizens, a fire tower, and daily detection flights during the fire season. The County averages about 15 fires per year, but the damaged areas remain small due to a continued prompt response by the volunteer fire departments.

Powhatan County has developed a system for water availability which involves the use of fifty dry hydrants. These hydrants are placed in creeks, streams and ponds

and allow hoses from truck to be quickly attached to provide most of the water used in suppression of fires.

### **Mineral Resources**

The County is underlain largely by igneous and metamorphic rocks. Sedimentary rocks occur in the eastern area. The Luck Stone Corporation operates a Quarry north of Route 60 east of Flat Rock which produced 760,000 tons of granite during 1995. This material was used for crushed stone for concrete and other construction purposes. Recently, Powhatan Crushed Stone and Ready Mix, Inc. operated a quarry in granitic rocks, just north of Flat Rock for the production of crushed stone.

In the past, gneiss and mica have both been mined in the County. Coal has also been mined from the Triassic strata in the northeastern part of the County near the James River. Gravel has been produced from several sites in eastern Powhatan. Clay has also been produced in the Clayville area for use in manufacturing fire brick. Many of these sites are shown on the Map of Mineral Resources (Figure I-6a). Existing and former mining sites represent potential sites for continued or future mineral extraction and should thus be taken into account in future land use decisions.



**fig I-6a Mineral**

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**F. HISTORIC RESOURCES**

The County has 12 properties listed on the Virginia Historic Landmarks Register and the National Register of Historic Places. In addition to the landmarks listed below, there are over 111 other landmarks not on the register but considered places of first historical importance by the Powhatan County Historical Society.

In 1991, the County contracted with Traceries, a consulting firm, to complete a survey of historic resources in the County. This survey identified 395 property records and 473 resource records.

Many of the County's historic buildings and features are being threatened by development or neglect. The Traceries study suggests that the county should undertake a further study to identify those features and propose ways to protect them.

Below is a list of key sites. (Figure I-7 shows the general location of all surveyed sites.)

**Sites on Virginia Landmarks Register and National Register of Historic Places**

<b>Map No.</b>	<b>Name and File Number</b>
1	Belnemus (72-002) <i>Palladian style house with full two-story center with side wings. The original part was constructed in the early 1700's.</i>
2	Blenheim (72-003) <i>Simple frame house located on part of a land grant made in 1730.</i>
3	Emmanuel Church (72-013) <i>Designed by New York Architect A. L. Davis. Constructed in 1843, an excellent example of the Gothic Revival style.</i>
4	Paxton (72-034) <i>Partially built in 1776 by Josiah Skelton, the house was completed by his son in 1823.</i>
5	St. Luke's (72-038) <i>Originally constructed in 1843, a one-story brick church with detail associated with the Classical Revival style.</i>

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**State and National Register Sites (cont'd)**

<b>Map No.</b>	<b>Name and File Number</b>
6	<p>Keswick (72-045)</p> <p><i>Original manor house dates to the early 1700's and was built by Charles Clarke on a 1,500 acre grant from King James.</i></p>
7	<p>Norwood (72-048)</p> <p><i>Antebellum mansion originally known as "Greenwood", the site has been a working farm for nearly 200 years , with nine generations of the Kennon family having lived there.</i></p>
8	<p>Belmead (72-049)</p> <p><i>Designed by New York Architect A. L. Davis, the house was built in 1854 and includes components of various architectural styles.. It is the last large plantation on the James River between Richmond and Lynchburg, and is currently used as a school known as the Blessed Sacrament School at Belmead.</i></p>
9	<p>Powhatan Court House Historic District (72-079)</p> <p><i>Originally called Scottsville, the County seat was conceived in the late eighteenth century in accord with the 1777 act that divided Cumberland County into two counties to form Powhatan. The town was designed to measure 1,300 feet by 900 feet with streets 100 feet wide and six squares for county buildings. The courthouse was designed by A. L. Davis.</i></p>
10	<p>Beaumont (72-095)</p> <p><i>A two-story frame and brick house located on the site of the Beaumont Learning Center. The original central part was built by William Walthall in 1811, with a rear brick wing added in 1839. It is a rare example in Virginia of a two-story, central-passage plan house.</i></p>
11	<p>French's Tavern (72-105)</p> <p><i>On Old Buckingham Road between Ballsville and Tobaccoville, served as an important stage stop on the road from Richmond to Farmville.</i></p>
12	<p>Huguenot Memorial Chapel (72-093)</p> <p><i>Constructed in 1895, originally known as Manakin Church, it is a simple frame building located on the Manakin Church grounds. The original building on the site was constructed in the 1700's, but was destroyed by fire.</i></p>

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**Sites Potentially Eligible for the National Register (Category 1\*)**

<b>Map No.</b>	<b>Name and File Number</b>
13	Elmington (72-12) <i>Gothic Revival farmhouse with the general massing and symmetry of the Federal style, designed by New York Architect A. L. Davis.</i>
14	Hunters Fare (72-57) <i>The house illustrates the influence of Huguenot immigrants with the use of two front entrances.</i>
15	Huguenot Springs (72-92 and 72-324) <i>A large hotel and several cottages to house guests visiting the natural springs located on the site.</i>
16	Goodwyn Farm (72-106) <i>Gothic Revival style farmhouse with projecting entrance bay.</i>
17	Birdland Farm (72-255) <i>Once the residence of Miss Birdie May Baugh who was instrumental in having the cardinal designated as the state bird of Virginia.</i>
18	Ballsville Historic District (n/a) <i>Located on Old Buckingham Road (Rt. 13) just east of Tobaccoville, Ballsville contained some of the most important businesses of the county during the nineteenth and early twentieth centuries.</i>
19	Fine Creek Mills Historic District (n/a) <i>The mill building was originally three stories tall; originally constructed shortly after 1735. Later construction dates from the mid-nineteenth century. Site of Robert E. Lee's last bivouac.</i>

\*Category 1 sites are those that have a strong potential for eligibility, as referenced in the 1991 survey by Tracerics.

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**FIG I-7 HISTORIC**

## G. TRANSPORTATION

The following issues were identified through field reconnaissance, preliminary meetings with VDOT representatives, PDC staff, and review of available information and public comment.

### Increasing 1975 to 1995 Daily Traffic Volumes on Primary Roadway System

Figure I-11 shows the 1975 and 1995 VDOT average daily traffic volumes for key primary routes. Note the following 20-year ADT annual growth rates for key corridors.

**Route 60 Between Cumberland County and Chesterfield County.** Since comparable ADT count data were not available in 1975, east and west of Route 522, only "external" ADT volumes near adjacent counties are compared for this 20-year period.

- West toward Cumberland County ADTs increased from 3005 to 4500 -- a 1,495 increase. This increase reflects a 49.8% growth in 20 years with an annual growth rate of only +2.5% per year.
- East toward Chesterfield County, ADTs increased from 6,155 to 19,000 -- a 12,845 increase. This increase reflects a 208.7% increase in 20 years with an annual growth rate of +10.4% per year. This high rate of sustained growth is to be expected as Chesterfield County suburbanization moves west to Powhatan making travel between new jobs and place of residence more convenient.
- West of Route 522, the 1995 ADTs indicate higher (5,600) daily volumes near Route 522 than west toward Cumberland County (4,500).
- East of Route 522, the 1995 ADTs increase progressively from 11,000/12,000 to 18,000 near the Chesterfield County line. Were these 1995 ADTs to continue to increase at a +5% annual growth rate for the next 20 years, the 12,000 to 18,000 ADTs would be 100% higher or 24,000 to 36,000. A 10% annual growth rate as experienced to the east in Chesterfield County would increase these volumes to 36,000 and 54,000 vehicles per day.

**Route 522 Between Route 60 And Goochland County.** Annual growth rates north and south of Route 711 are summarized below:

<u>South of Route 711</u>	<u>North of Route 711</u>
6,400 in 1995 less 1,375 in 1975 equals a 5,025 increase in 20 years.	8,100 in 1995 less 1,750 in 1975 equals a 6,350 increase in 20 years.
This is a 20-year growth rate of 365.4% or 18.3% per year.	This is a 20-year growth rate of 362.9% or 18.1% per year..

This 20-year annual rate of growth has been nearly twice as high as the Route 60 (east) corridor traffic. This high rate of growth probably reflects not only Powhatan County growth but Amelia County traffic too. Were the 1995 ADT north of Route 711 to continue to slow to an increase of a 10% annual rate of growth for the next 20 years, the 8,100 ADT would increase 200% (16,200) to an ADT of 24,300.

**Route 13 South of Route 60.** Only near Route 60 have significant ADT volumes been achieved in the past 20 years where the ADT increased from 985 to 4,000. This is a 3,015 increase in 20 years or a 20-year growth rate of 306% or +15.3% per year. This high rate of growth probably reflects not only Powhatan County growth but Amelia County traffic via Route 609.

In summary, the primary roadway ADT traffic has been increasing at a very significant rate on Route 60 east of Route 522; Route 522 north of Route 60 and Route 13 between Route 609 and Route 60. If sustained, these growth rates will warrant future widening of two lane Route 522/Route 13, and a more heavily traveled four lane Route 60 corridor. Higher volumes on Route 60 will make it more difficult to enter Route 60 from side roads which will lead to more traffic signals.

### **1995 Secondary Road VDOT Traffic Volumes**

Figure I-12 shows the most recent 1995 daily traffic volumes. These are actual "counted" volumes not counted traffic adjusted to an "average day; i.e., ADT for the year" as with the primary road traffic data discussed previously. The Figure I-12 volumes include all secondary routes with 24-hour values greater than 1,000, and a few which are less but close to 1,000.

The highest daily volumes occur on Route 711 near the Chesterfield County line at 4,702, and the next highest volume is on Route 628 north of Route 60 at 4,253. Amelia County bridge crossing volumes are 1,001 on Route 609 at the Giles Bridge and 2,258 on Route 604 at Genito.

By combining the secondary roads with daily volumes in excess of 900+ to 1,000 a pattern of emerging growth corridors emerges as shown in Figure I-12 by the highlighted dark lines. Since there is only the Route 522 James River Bridge crossing, the entire Route 711 corridor exceeds 1,000 vehicles per day. Since Route 677/613/614 and 628 link Route 711 to the Route 60 corridor, both connecting links exceed or approach 1,000. South of Route 60 several corridor combinations emerge:

- Route 604-610
- Route 604 to Chesterfield County
- Route 604-605-634-676

Other secondary road connecting links are also emerging such as Route 684 to Route 60 (west of Route 522) and Route 675 to Route 60 at the Chesterfield County line. As explained later, with a new Route 288/60 interchange in Chesterfield County - but with no Route 711 interchange with Route 288 the entire Route 675 and Route 635 corridor to Route 711 would become the most convenient western access route to the entire Route 288 corridor from the eastern portions of Route 711.

### **Current 1994 Comprehensive Plan Thoroughfare Plan**

Figure I-9 shows the 1994 thoroughfare plan for Powhatan County. Two items are important: (1) the functional classification and (2) the designation of new roadways.

**Functional Classification and Right of Way.** Note that the Route 60 corridor has been designated a limited access roadway which implies access management to improve safety and operational efficiency - but no grade-separated interchanges are indicated to replace signalized at-grade intersections. The corridor, as shown, is actually a controlled access roadway with at-grade signals.

This "future" roadway designation does not directly reflect the 1979-1995 traffic growth trend on secondary routes as discussed above. For example, Figure I-13 shows the future designation for principal secondary routes. Some arterial routes like 621 and 615 do not account for volumes of 1,000 vehicles per day yet in order to create a viable east-west alternative to Route 60, are upgraded to arterials. This is logical yet the Route 621-615 alignments are to be disconnected, and new Route 615 to the east will not have interchange access with Route 288. To date Route 288 access would be via a Route 711 interchange - if constructed.

As far as the future major collector designations are concerned, most of the routes have 1995 daily volumes in excess of 1,000 and therefore are beginning to play an important role in county-wide access. While future east-west corridors, in lieu of Route 60, may reduce traffic on roads like Routes 613/614, 605, and 622, new development along Route 60 will mean that County generated traffic will replace traffic diverted to the new east-west corridor making these secondary routes important for access within the County. The functional classifications have been re-assessed and adjusted as shown in Section III of this new plan.

**New Roadways.** Figure I-9 shows two new east-west corridors proposed in the 1994 plan; i.e. (1) Route 615 extending east "under or over" Route 288 and into Chesterfield County and (2) Route 13 extended east to Route 610. The new Route 615 section would provide an alternative to Route 711, but access to Route 288 would need to be resolved. The new Route 13 corridor would provide both a Route 60 and Route 13 business alternative which would reduce traffic past the Powhatan Court House community area.

### **Projected 2020 Average Daily Traffic (ADT) on Route 288 with and without Route 711 Interchange**

Continuing with traffic growth issues, VDOT has indicated that previous 2020 traffic projections did not account for a comparison between conditions with and without a Route 711 interchange - with no consideration to date for possible Route 288 tolls. VDOT recently completed such projections as shown in Figure I-14 which depicts a recent VDOT 2020 average daily traffic (ADT) projection for two Route 288 alternatives: with and without a Route 711 interchange but both with no Route 288 tolls.

Without a Route 288 interchange, Route 711 daily traffic volumes remain at 6160 which does not require a four-lane/divided roadway in 2020. Route 288 daily volumes are 81,000. With a Route 288 interchange at Route 711, daily traffic volumes more than double east and west on Route 711. The modeling process assumed only two lanes on Route 711 west, but four lanes on Route 711 east. With a daily volume of 15,420 on a two-lane 711 west in 2020, a four-lane (divided) road would soon be warranted; i.e., post-2020, immediately west of the interchange at least. Note that in this case the 2020 ADT north of Route 711 increases from 81,000 to 86,570 whereas the ADT south of Route 711 decreases from 81,000 to 66,080. This redirection of traffic is caused by local area traffic finding it more convenient to use the Route 711 interchange to go north across the river into Goochland County. Figure I-15 explains these two 2020 daily traffic assignments on a conceptual basis insofar as local land access to areas near Route 711 are concerned.

Without a Route 288 interchange (Alternative 1), Powhatan and Chesterfield County traffic generated from the area between Route 711 and Route 60 must use "local" secondary roads like Route 635-675 to gain access to the only area Route 288 interchange at Route 60. This means that new development in Powhatan County may still occur on Route 711, but most likely also on secondary routes south of Route 711 closer to the Route 60 interchange; i.e., the Route 635-675 corridor.

With a Route 288 interchange, as shown in Alternative 2, Powhatan and Chesterfield County traffic generated between Route 711 and Route 60 would find it more convenient to use the new interchange. This could stimulate more growth on the Route 711 corridor and less on "local" roads between Route 711 and Route 60. The fact that the Route 288 volumes decrease south of Route 711 seem to reflect a propensity for traffic to move north into Goochland County rather than south toward Route 60.

### **Secondary Road Improvements**

Figure I-16 shows fiscal year 1996/97 - 1998/99 secondary road improvements and 2015 financially constrained PDC improvements.

### **Transportation Issues Throughout the County**

Figure I-8 indicates a summary of relevant short- and long-range transportation issues identified through field reconnaissance, VDOT, and PDC conversations and review of available data and public input.

### **Other Key Issues**

**Route 60 Corridor Study by MPO/VDOT Staff.** This study extends from Route 522 east along Route 60 into Chesterfield County recognizing that Route 60 corridor issues extend past the adopted MPO study area boundary at Routes 603/620. The current status of the Route 60 corridor study is that VDOT will soon have aerial photos available and a field inspection of median openings will be made soon to identify potential closures for safety reasons primarily. Between 1993 and 1995 there have been approximately 60 accidents per year on Route 60 within Powhatan County.

The MPO staff has developed potential modifications to the County's Zoning Ordinance to achieve more meaningful access management controls along the Route 60 corridor, in addition to conventional efforts such as the new traffic signal at Route 628 and Route 60 at Red Lane. This study is not oriented to resolution of the land use versus roadway access



conflicts which exist along this strip commercially zoned corridor. Neither will the study develop long-term traffic projections or a conceptual access/land use corridor plan for the future.

**MPO Study Area Boundary Modification and 2015 Traffic Projections.** In July, 1996, the MPO study area western boundary was extended to include the area south of Route 60, west of Chesterfield County, and east of Route 620 to account for new growth areas. This study area boundary is important because it reflects the portion of the county considered "internal" for the 2015 land use projection process - and that portion "external" to the more detailed study area. For each "internal" traffic analysis zone in Powhatan County, 1990/2015 population/housing/employment data (1990) and projections (2015) are assumed in projecting 2015 daily traffic on County roads.

**Emerging Route 522 Corridor Problems.** Since Route 522 is the only James River crossing to the north, it will experience typical two-lane roadway corridor problems. Besides the very important Route 60 signalized intersection, other key intersections with secondary Routes - 615, 621, 711 and 617 - will become more critical as corridor volumes increase. While this corridor serves less daily traffic than Route 60, over time it will experience congestion problems, although strip commercial development will be significantly less intense. The planned construction of the Motorola commuter chip manufacturing plant in eastern Goochland County is expected to be a major contributor to increased commuter traffic along this portion of the corridor in Powhatan.

**Future Traffic Impact on Scenic Roads.** According to the published map of Scenic Roads in Virginia, sections of Route 522 between the James River and Route 617; and Route 617 from Route 522 to 711 ; and all of Route 711 in Powhatan County are scenic roads. As traffic volumes increase over time, widening such roads - especially Route 522 for safety and capacity reasons will become necessary and this could impact scenic elements of these corridors.

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**fig I-8**

**fig I-9**

**fig I-10**

**fig I-11**

**fig I-12**

**fig I-13**

**fig I-14**



**fig I-15**

**fig I-16**

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**RRPDC Bikeway Route on Railroad Right of Way.** The regional plan shows a bike route extending west from Chesterfield County via the Norfolk-southern Railroad right of way to Route 605 in Powhatan County.

**Impact of Future Route 288 Limited Access Corridor on Land Use and Roads in Powhatan County.**

This planned limited access regional highway corridor will intersect with Route 711 in the County and Route 60 in Chesterfield County. A Route 711 interchange would probably create requests for land use changes and could accelerate traffic on Route 711 and other nearby roads. However, even if the 711 interchange were not built, the Route 60 interchange would equally accelerate growth in the eastern portion of the County along Route 60 and along the local roads connecting Route 711 to Route 60. Complicating the Route 288 corridor impact is the issue of whether this corridor will be a "free" or "toll" road. Presumably VDOT will have traffic projections for both options.

**Emerging Commercial Activity Areas on the Route 60 Corridor.** Route 522 and Flat Rock already have sufficient development and corridor traffic to warrant traffic signals. Two other areas will probably be the locations of the next traffic signals, especially at Route 603 and 620 where Powhatan Plaza is being developed. Without alternative secondary parallel access routes, as these areas get progressively larger they can create significant corridor traffic problems.

**Future Powhatan Village Circulation.** While current village densities are no problem, the dependency on only Route 13 - Business and Route 300 for future circulation should be considered in long-term planning efforts. This is particularly true where Route 13 Business is so close to Route 60.

**Future Widening of Two-lane Route 60 West of Route 522.** Long term, widening of this western section of Route 60 should be carefully planned to avoid long-term problems like those occurring on Route 60 east of Route 522

**Upgrading of Two Lane Roads to Serve Increasing Volumes.** Routes 13, 609, 615, 603 and 711 are all two-lane roads which will experience long-term pressure to upgrade or widen to safely and efficiently serve increasing traffic.

**River Crossings to the South (Amelia County).** Two secondary routes provide access between Amelia County, Powhatan and other growth areas to the north and east, making these crossings important in the long term for Powhatan and the entire region.

**Potential of Alternative Development Patterns.** Various alternative development patterns and road network concepts may help mitigate some of the long term congestion problems in the County. Included among these are parallel road systems to the major corridors, new long term major corridors, interconnected subdivisions, clustered development in the existing settlements, and clustered rural residential development on farm and forest lands.

**Upgrading Existing State Roads.** In addition to the major roads noted above, other less traveled existing roadways are in need of a range of improvements, including widening, paving and maintenance.

In summary, while Powhatan County roads do not currently serve such high traffic volumes that there is significant peak-period congestion, changes are steadily occurring - not only Routes 60 and 522 - but also on key secondary roads. New regional access via Route 288 will stimulate County growth, so access management and more detailed sub-area (villages and growth areas) circulation planning would be appropriate.

Finally, there are significant differences between the 2015 plan of the RRPDC and the County's current plan. Although they need not be identical, major conflicts should be resolved. For example, Figure I-9 shows some new roads that are very important and likely appropriate, yet the County plan indicates Route 60 as a limited access (freeway) whereas the RRPDC plan indicates that this corridor is only a "minor" arterial.

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## SECTION II. FORECASTS OF FUTURE CONDITIONS

### A. POPULATION FORECASTS

#### Overview

For planning purposes, it is necessary to forecast future population levels and the amount of land needed to support that population. However, there is always great uncertainty in doing such forecasts because of the unknown variables that may affect population growth in future years. All forecasts are dependent upon the underlying assumptions about those future variables.

During the past 25 years, Powhatan County has experienced a steady growth in population, caused mostly by in-migration of new residents seeking a variety of perceived benefits, including a rural lifestyle, less congestion, less crime, lower taxes, and better values in land and housing. Although growth rates have varied, the overall trend of consistent growth from in-migration has been strong throughout this time period.

An inventory of current trends and future prospects provides persuasive indications that this strong growth pressure will continue, although various factors may occur that could reduce the current growth rate.

Factors that support the belief that future growth will continue at rates similar to the recent trends include:

- The high quality of life available in Powhatan County in terms of low crime, low congestion, etc.
- The relatively low cost of living in terms of housing and taxes
- The rural, scenic, open space character of the County
- Continued job growth and industrial attraction in the Richmond region, i.e., Motorola, etc.
- Stable national economic factors such as low inflation, steady job growth, rapid technological advances and low interest rates
- A strong history of growth in the County throughout the past 25 years
- Strong pro-growth factors in the region and state, including an aggressive, pro-business philosophy in state government and national trends in which jobs and population are moving to the southern and western states

Factors that could cause the current growth rate to slow include the following:

- Slower job growth in the Richmond region
  - Increases in interest rates or fuel prices that would discourage new construction and long-distance commuting
  - Increases in the number or amount of attractive and competitive residential development projects in neighboring rural counties such as Goochland and Amelia
  - Reductions in the quality of life in Powhatan compared to neighboring counties
  - Increases in congestion and travel time and/or highway safety on Routes 60, 522 and 711
-

- Increases in problems with existing wells and/or septic fields in the County
- More stringent environmental or land use regulation at federal, state or local levels

In order to account for such uncertainties, it is useful to prepare ranges of alternative forecasts using different assumptions. Several such alternative forecasts of future population in Powhatan County are presented here in order to provide a logical framework for policy-making.

Table II-1 presents alternative forecasts of population at key points in time to the year 2020. Note that all of the forecasts in the table include the population of incarcerated persons residing in the state correctional facilities, although it is assumed that this population is essentially stable during the planning period and does not grow in proportion to the rest of the population.

**Table II-1**  
**Population Estimates and Forecasts**  
**for Powhatan County**

**1980 - 2020**

Source / Description	1980*	1990	1996	2000	2010	2020
<b>Powhatan County</b>						
Trend Forecast**	13,062	15,328*	19,816**	22,800	32,700	46,200
High Forecast**	13,062	15,328*	19,816**	23,100	36,400	56,100
Low Forecast**	13,062	15,328*	19,816**	22,530	27,600	33,200
<b>State Agencies</b>	13,062	15,328*	20,000***	21,418****	n/a	n/a

\*US Bureau of the Census, 1980 and 1990.

\*\*Herd Planning & Design - see text below for explanation of assumptions

\*\*\*Weldon Cooper Center for Public Service, University of Virginia, 1996.

\*\*\*\*Virginia Employment Commission, State Data Center, July, 1996.

### **Comparison of Alternative Forecasts**

Following is a brief description of the three alternative forecasts prepared for the County shown in the preceding table. All three forecasts are fundamentally based upon the expected increase in the construction of new housing units in the County, and that the related influx of new residents will continue to be the driving force behind future population growth.

Key assumptions for all three forecasts (High, Trend and Low) include the following:

- a vacancy rate of 6% is applied to new units each year to account for vacancies, aborted and delayed projects, and demolitions of existing housing stock
- an annual natural increase in population of 1/2% is added each year
- the incarcerated population remains constant after 1996

**Trend Forecast.** The Trend Forecast is based on the long term growth history of the County in terms of the percentage of new housing units added each year. The

annual rate of building permits for new houses during the past twenty-five years has fluctuated, but it has averaged about 4.0% during that period (the trend during the past few years has been higher, about 4.5%.)

The Trend Forecast therefore assumes that the long term average rate will resume and continue into the future, and essentially portrays a future that would result if such current growth continues.

Other assumptions for the Trend Forecast include:

- public sewer and water service will remain limited
- the number of people per new unit will average 2.4 through the year 2000, then will drop to 2.2 per unit to yield an overall County average of 2.6 people per household by 2020 (in 1990 average people per household was about 2.8)

**High Forecast.** The High Forecast is based on the assumption that national, regional and local growth factors strengthen and further increase the pace of growth above the trend of the past 25 years. This includes the assumption that macro-economic factors such as low fuel prices and interest rates continue to favor continued population and job growth in the region, bringing Powhatan residents within commuting distance of more job opportunities.

Also of critical importance is the assumption that the County makes an immediate commitment to a level of central utility service that meets whatever market demand for housing and urban uses may exist or evolve during the next two decades. This High Forecast portrays a future growth pattern similar to that of Virginia's most rapidly growing suburban jurisdictions.

Other assumptions for the High Forecast include:

- there is an immediate and substantial increase in the capacity of public utilities
- the number of people per new unit averages 2.4 to yield an overall County average of 2.6 per household by the year 2020
- the average annual rate of building permits for new houses rises to 4.8% of total units after maintaining the recent trend increase of 4.5% from 1997 to 2000

**Low Forecast.** The low forecast is based upon the assumption that a combination of local, regional and national factors cause a modest reduction in the recent rapid rate of new housing development and household formation in the County.

These factors could include macro-economic items such as fuel prices or interest rates, as well as increased competition for housing and job growth from neighboring jurisdictions. They could also include other factors such as decreases in water quality; reductions in the competitive posture of Powhatan County in attracting new residents based upon the level and type of public facilities and services offered; increases in the value/cost of land and housing due to the absorption of the better land or greater market demand; and/or regulatory measures at any or all levels of government.

The Low Forecast portrays a future in which various forces within and/or outside the County combine to create a strong but more typical rate of growth. This may actually be the most likely scenario, given the number of variables that can affect the County's future growth.

Other assumptions for the Low Forecast include:

- public sewer and water service remains limited
-

- the number of people per new unit averages 2.3 through the year 2000, then drops to 2.2 per unit to yield an average of 2.8 per household by the year 2020
- the average annual rate of building permits for new houses drops to 2.0% of total residential units after maintaining the recent annual trend rate of 4.5% from 1997 to 2000

**Other Forecasts.** Other estimates and short-term forecasts of population have been prepared by state agencies. Two of these are shown in Table II-1. The VEC forecast is limited to the year 2000 and thus the difference between the County's forecast and the VEC is not dramatic within that early time frame. Greater differences would likely appear in later years, with the other forecasts being closer to the County's Low Forecast than to the Trend or High Forecasts.

**Guidance for Policy-Making.** Given the uncertainties about future events, the wide range of possible futures reflected in the various forecasts, and historical trends observed in other jurisdictions, it would probably be most realistic for the County to consider the Trend Forecast as mainly a maximum, upper-end forecast. Thus, it would be reasonable to use a combination of the Trend and Low Forecasts for planning purposes. Combining these two forecasts would produce an expected total population of approximately 30,000 in the year 2010 and 40,000 in the year 2020.

## B. FUTURE LAND USE DEMAND FORECASTS

Residential uses will be the major component of future land demand caused by population growth. Currently, the majority of land that is not used for agriculture and forestry is used for residential purposes and this pattern is expected to continue.

The following analysis estimates future land requirements for alternative levels of residential development, as well as the demand for other key uses such as commercial and public facility sites that stem directly or indirectly from population growth.

Each alternative forecast of land demand is based upon the three alternative population forecasts (trend, high and low) contained in Table II-1.

(It is important to note that for the purposes of forecasting land demand, the incarcerated population has been subtracted from the total population since it does not contribute directly to additional land requirements.)

With each of the three alternatives, land demands are calculated for the years 2000, 2010 and 2020 as shown in Table II-2. The discussion below focuses on the year 2020.

**Trend Forecast of Land Demand.** The Trend Population Forecast produces a total population of 46,200 people by the year 2020, of which 43,620 are non-incarcerated. At trend lot sizes, this amount of growth will absorb a great deal of the land available for residential development. However, assuming that no severe environmental or regulatory problems arise that would limit the use of on-site wells and septic systems, this amount of growth could theoretically be accommodated on existing undeveloped land. This forecast includes two alternatives for average density (effective lot size) of new housing:

- One dwelling per three acres which reflects recent trends, and
- One dwelling per five acres which reflects a blend of historical trends with potential market, environmental and regulatory factors

An increase in total population (non-incarcerated) from the estimated 17,280 in 1996 (shown in Table II-1) to 43,620 in the year 2020 would require land for an

additional 10,955 housing units in addition to the approximately 6,470 currently existing units, using the assumptions for household size of the Trend Population Forecast.

At an average of 3.0 acres per unit this would produce a need for 32,865 additional acres for residential uses by the year 2020 for a total land area for residential uses of 59,445 acres. At an average of 5.0 acres per unit this would produce a land demand of 54,775 additional acres by the year 2020 for a total of 81,355 residential acres.

All estimates of future land demand for employment uses are based upon the projected number of jobs in each major employment sector. Commercial uses are assumed to include the retail, wholesale, offices and service sectors. Industrial uses are assumed to include manufacturing, mining, construction and transportation and non-farm agricultural and forestry.

The trend forecast reflects a continuation of the current trend of limited retail services in relation to the total population and per capita incomes. Industrial uses are assumed to reflect a mix of light industry, warehouse and wholesale jobs. Public and institutional uses are also expected to reflect recent trends.

**High Forecast of Land Demand.** The High Forecast predicts a non-incarcerated population of 53,520 by the year 2020. That amount of growth will only occur if substantial increases are made in public water and sewer facilities. Such facilities would require a reduction in the average lot size for new residential development. Thus, the average size of new lots is assumed to decrease over the course of time as residential development shifts from large lots on well and septic. The assumption is that the average new lot size will fall from three acres per unit to 1.3 acres per unit. This assumes that about two thirds of new units will be built on half-acre lots on central utilities and one third on three acre or larger lots using wells and septic fields. Thus, the average lot size for all of the new units during the full 24 year planning period is roughly two acres per unit.

To support an increase in non-incarcerated population from 17,280 in 1996 to 53,520 in the year 2020 would require land for at least an additional 14,350 housing units in addition to the roughly 6,470 existing units, given the assumptions underlying the High Population Forecast. At an average of 2.0 acres per unit, the land demand would be for 28,700 additional acres by the year 2020 for a total of 55,280 residential acres.

Commercial uses are assumed to be more diverse and thus capture a higher percentage of local per capita income. Industrial uses are assumed to be based upon a mix of light industry, construction and warehouse jobs. Public and institutional uses are expected to reflect increases in accord with efforts to achieve state standards for recreational land.

**Low Forecast of Land Demand.** The Low Forecast predicts a population of 30,670 non-incarcerated people by the year 2020. This is below trend and would rely mostly on wells and septic fields and possibly larger average lot sizes, similar to the pattern of the 1980's. Thus, an average of five acres per new lot is assumed for this forecast.

To support an increase in total population from the estimated 17,280 in 1996 to 30,670 in the year 2020 would require land for at least an additional 5,005 housing units in addition to the 6,470 currently existing units, given the assumptions underlying the Low Forecast. At an average of 5.0 acres per unit this would produce a land demand of an additional 25,025 acres by the year 2020, for total residential area of 51,605 acres.

The demand for commercial, industrial and institutional uses is assumed to be similar to, but slightly less robust than the trend forecast.

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The results of the preceding analysis are summarized in Table II-2, following.

**Table II-2**

**Estimated Future Land Demand for Powhatan County  
from the Year 2000 to 2020**

(total acres needed)

Land Use/Forecast	1996	2000	2010	2020
<b>Trend Forecast</b>				
<i>Total Population Estimate*</i>	17,280	20,270	30,140	43,620
Residential Land (acres) (@ three acres per unit avg)	26,580	30,120	38,940	43,545
Residential Land (acres) (@ five acres per unit avg)	26,580	32,480	47,180	54,855
Commercial Land (acres)**	115	129	173	231
Industrial Land (acres)**	65	69	80	93
Public/Institutional (ac.)***	135	194	197	200
<b>Total Acres - Trend @ 3 ac. per dwelling</b>	26,895	30,512	39,390	44,069
<b>Total Acres - Trend @ 5 ac. per dwelling</b>	26,895	32,872	47,630	55,379
<b>High Forecast</b>				
<i>Total Population Estimate*</i>	17,280	20,570	33,840	53,520
Residential Land (acres) (@ two acres per unit avg)	26,580	29,200	37,080	42,160
Commercial Land (acres)**	115	135	195	295
Industrial Land (acres)**	65	117	143	174
Public/Institutional (ac.)****	135	276	378	517
<b>Total Acres - High</b>	26,895	29,728	37,796	43,146
<b>Low Forecast</b>				
<i>Total Population Estimate*</i>	17,280	20,000	25,030	30,670
Residential Land (acres) (@ five acres per unit avg)	26,580	32,080	35,800	36,880
Commercial Land (acres)**	115	127	163	208
Industrial Land (acres)**	65	68	78	88
Public/Institutional (ac.)***	135	194	197	200
<b>Total Acres - Low</b>	26,895	32,469	36,238	37,376

Source: Herd Planning & Design

\*Does not include incarcerated populations

\*\*Assumes Floor Area Ratio of .22 for commercial and .30 for industrial

\*\*\*Does not include State Corrections or State Game Commission properties

\*\*\*\*Does not include State Corrections or Game Comm. properties; assumes state standards for recreation uses are met

**C. FUTURE COMMUNITY FACILITIES NEEDS**

*Following is an analysis of potential scenarios given the alternative population forecasts and assumptions about facilities standards.*

### **Education**

Table II-3 below shows potential enrollment requirements for public schools, based upon the Low Forecast of population. The long term estimates for 2010 and 2020 are very general and are based on the assumption that the general relationship between student enrollment and overall population remains constant.

If the proportion of students in the three grade level groups remains roughly constant over the long term, the long term enrollment forecasts would indicate that the County will need **approximately XX acres** of additional land for school sites during the planning period.

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**Table II-3**  
**Total Public School Enrollment Forecasts**  
**for Powhatan County**  
**2000 - 2020**

Grade Level	2000-01	2005-06*	2010**	2020**
K-5	1,773	1,804	1,925	2,360
6-8	867	964	1,030	1,270
9-12	933	1,058	1,040	1,280
<b>Total</b>	<b>3,573***</b>	<b>3,826</b>	<b>3,995</b>	<b>4,910</b>

\*Source: Superintendent of Schools, Powhatan County, 1996. Note: pre-school enrollment not estimated past 2000-01

\*\*Herd Planning & Design, 1996 (assumes population / student ratios remain constant; uses Low Forecast of population)

\*\*\*Actual total enrollment on [September 30 2000](#).

At the current average design capacity of 875 students per school and an average of 20 acres per school, the above enrollments would indicate a need for a total of five to six schools on 100 to 120 acres, including the existing facilities.

### **Recreation**

The Virginia Department of Conservation and Historic Resources (Division of Parks and Recreation) recommends that a standard of 10 acres of recreational land be established for every 1000 persons of population. By adopting this standard for Powhatan County, a total of 211 acres of recreational land would be required to meet the needs of the County's existing population. As growth continues, further land would be needed, as shown in Table II-4.

Table II-4 shows estimated additional land requirements for public recreation uses based upon alternative long term population forecasts.

**Table II-4**  
**Potential Recreational Land Needs**  
**for Powhatan County**  
**2000 - 2020**

Time Period	Estimated Population Increase*		Additional Recreation Land Required for New Population**	
	Low Forecast	Trend Forecast	Low Forecast	Trend Forecast
1996-2000	2,720	2,990	27 acres	30 acres
2001-2005	2,515	4,935	25 acres	49 acres
2006-2010	2,515	4,935	25 acres	49 acres
2011-2020	5,640	13,480	57 acres	135 acres
<b>Total Increase</b>	<b>13,390</b>	<b>26,340</b>	<b>134 acres</b>	<b>263 acres</b>

\*non-incarcerated persons

\*\*@ 10 acres per 1,000 persons

Note: all figures are rounded

## **Emergency Services**

In consideration of response time and driving distances, the County Fire Chief indicates the need for an additional station within the next ten year planning period. The County Rescue Squad, the local emergency service unit, indicates similar location needs to those of the Fire Department. While the County has four fire fighting mutual aid agreements (Cumberland, Goochland, Amelia and Chesterfield), some portions of the County require special attention. The north central portion of the County should have priority for future site consideration.

## **Utilities**

**Public Water Supply.** The consensus of previous water supply studies is that ground water in Powhatan County is not present in sufficient quantities to economically supply expected future water demands for the County. These findings point to the importance of developing surface water supplies or other sources of central, public supplies, as the primary water source for future water demand. Potential future demand figures are shown in Table II-5. *Note that these estimates are not policy recommendations, but are shown here simply to identify potential levels of demand associated with alternative levels of utility service.*

It is important to note that actual demand is substantially dependent upon the supply made available through policy and financing commitments made by the County. Therefore, these demand forecasts can not have full meaning with consideration of the policy recommendations of the County's ongoing Comprehensive Planning process. Thus, these demand forecasts will be continually refined during the planning process as County policies evolve and become more clearly defined. In terms of its planning policy, the County should follow the Regional Water Resources Plan which calls for planned extensions of water service from Chesterfield into Powhatan while relying on groundwater supplies to serve low density rural development, although the County should continue to explore the potential feasibility of a Lake Genito reservoir if neighboring jurisdictions choose to cooperate in such efforts.

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**Table II-5****Potential Water Demand  
for Powhatan County****2000 - 2020**

<i>Year</i>	<i>Total Population*</i>	<i>Low Demand Estimate</i>		<i>High Demand Estimate</i>	
		<i>Population Served</i>	<i>Water Demand (gpd)</i>	<i>Population Served</i>	<i>Water Demand (gpd)**</i>
<b>2000</b>	20,300	2,030	223,000	2,030	223,000
<b>2010</b>	30,100	4,515	497,000	6,020	662,000
<b>2020</b>	43,600	8,720	959,000	13,080	1,439,000

\* population forecast uses Trend rates but does not include incarcerated persons; total population forecasts rounded to nearest 100 people

\*\* rounded to nearest 1,000 gpd

Note assumptions:

- consumption rate is 110 gpd per capita
- Low Demand forecast assumes 10% per cent of households served in 2000; 15% by 2010 and 20% by 2020
- High Demand forecast assumes 10% per cent of households served in 2000; 20% by 2010 and 30% by 2020

**Public Wastewater Treatment (Sewerage.)** Public sewer service is often provided in conjunction with public water service in order to support and guide the location of urban development as well as to provide a safe and dependable supply of potable water to the public. Both are often critical components of attracting larger, more intensive business and industrial activities as well. The various policy "trade-offs" are discussed in previous sections of this plan.

The above demand forecasts for water service assume a cautious, gradual and strategic approach to providing utilities on the part of the County. The same approach could be made regarding sewer service. If such an approach is taken, public sewer capacity would in the long term approach the level of public water supply, although it would tend to lag behind somewhat due to the "headstart" that water service has, and because water service lines can be provided at lower cost and with fewer engineering constraints than sewer lines.

### **Library**

The goal of the Powhatan County Public Library was to bring the County library up to state standards by the year 1991. To reach this goal in the coming years, five state building requirements must be achieved. The most demanding standard is "aggregate size of all buildings ... should equal 0.6 square feet per person living in the jurisdiction served. (Virginia State Library. Recommended Minimum Standards for Virginia Public Libraries, 1987). Applying this standard, minimum space requirements within the 20 year planning period are shown in Table II-6. The existing library, located in the Courthouse village, has approximately 750 square feet of space. This amount is far below the state standard. The citizen survey conducted as part of the Comprehensive Planning process indicated that many citizens put a high priority on improving the County's library facilities.

The Library Services and Construction Act, Title II, Public Construction funds could help the County's effort. However, the funds are limited (i.e., in 1987 only \$493,068 were available throughout the Commonwealth) and the funding priority is

more regional than local (Example: The fund's top priority is to "regional libraries of four or more political subdivisions.")

**Table II-6**

**Potential Library Space Needs  
for Powhatan County to Achieve State Standards**

**1996 - 2020**

<b>Year</b>	<b>Total Space Required (Sq. Ft.) (low forecast)**</b>	<b>Total Space Required (Sq. Ft.) (trend forecast)**</b>
<b>1996*</b>	10,400	10,400
<b>2000</b>	12,000	12,200
<b>2010</b>	15,000	18,100
<b>2020</b>	18,400	26,200

\*Note: The present library has approximately 750 square feet; all figures are rounded

\*\*does not include incarcerated population

Other building requirements are:

- No main library should be less than 10,000 square feet.
- There should be three seats for public use in a reading area for each 1,000 persons in the jurisdiction served.
- At branches and main libraries there should be 1.5 square feet of parking space designated exclusively for library use for each square foot of floor space.
- Public restrooms and copying machines should be provided in the main library and all branches.

**SECTION III. GOALS, POLICIES AND ACTIONS:  
WORK PLAN FOR THE FUTURE**

**A. SUMMARY OF MAJOR ISSUES**

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Following is an overview of the major planning issues facing the County, based upon the technical analysis presented in this plan; the survey of County citizens conducted in November and December, 1996; and the citizen input received at the public workshops in February and March, 1997.

## 1. Results of Planning Analysis

A brief summary of the major issues identified by the planning analysis conducted in Phase One include the following:

**Land Use Pattern: Location, Density and Pace of Residential Growth.** The County is growing at a relatively rapid pace and in a somewhat haphazard pattern. To date the County has done an excellent job in meeting the needs of this growing population, but this success will be more difficult to maintain as rapid, scattered growth continues. The pace and pattern of development raises several concerns that relate to various other issues listed below, including:

- impact on open land, privacy, and the perceived rural character of the County
- impact on traffic volumes on major corridors, particularly for commuters at peak hours
- impact on long term groundwater supplies
- fiscal pressures created by the dominance of residential versus employment growth

**Public Sewer and Water.** Most new development in the County relies on private wells and on-site septic fields for water and wastewater. Again, as long as densities remain very low, this is not a serious issue. However, as densities increase to greater than one unit per three acres as they have in recent years and as the need for more commercial and industrial uses increases, public utilities become a major policy issue. Public water and sewer present the County with serious “trade-offs”.

On the one hand, utilities will allow a more compact development pattern that would permit a greater variety of housing types and costs, as well as be more efficient for providing public services, i.e., fire-rescue, law enforcement, school bus service, etc. However, utilities also could increase the opportunities and expectations for further residential development.

The environmental aspect of central sewerage also presents “trade-offs.” It avoids the potential groundwater contamination that can result from failed septic systems, but it can decrease the quality of surface water bodies through effluent discharge, even with the higher rates of treatment used in tertiary treatment systems.

**Existing Zoning Pattern and Rezoning Policies.** Among the major concerns about zoning practices in the County are:

- the “strip” commercial zoning along Route 60 which during the course of time could seriously degrade the safety and capacity of that critical road corridor
- the lack of clear policy guidance for deciding when to approve residential rezonings

**The Future of Major Highway Corridors and the Supporting Road Network.** In addition to the issue of commercial zoning along Route 60 are the following concerns:

- how will the future road network support the function of Routes 60 and 522?
-

- what uses are appropriate for the land adjacent to Routes 60 and 522?
- how can the County best coordinate access to major corridors such as Routes 60 and 522 to maintain their capacities?
- how can the County protect the qualities of the scenic roads (portions of 522, 617 and all of 711)?
- how can the County manage the impact of the proposed Route 288 corridor?
- what should the priorities and strategy be for upgrading major two land corridors and other roads in need of widening, paving, etc.?

**Fiscal Strength and the Provision of Public Facilities and Services.** If the County continues to experience rapid, scattered residential development, it risks a fiscal crisis due to the need to continue to expand its public facilities and services, particularly schools. In addition to schools, there will likely be increasing pressures to upgrade emergency services and law enforcement, and possibly parks and recreation as well. To date, the County has been fortunate to attract housing of generally moderate to higher values with apparently relatively low student generation rates. This has served to mitigate somewhat the fiscal pressures. Yet the pressure continues to build. These pressures raise several issues, including:

- should the County be more aggressive about managing the location and type of new residential development to better ensure that it will be efficient to serve and will generate the highest possible revenues and lowest costs?
- how should the County manage the differences between regions of the County in terms of the demand for services in relation to revenue generated?
- how should the County determine what level of services to provide as demands increase? what service standards should be used?

**Natural Resource Protection.** As development continues, the stresses on the County's natural systems are bound to increase. Managing these pressures will become increasingly difficult. Stormwater management, ground and surface water quality, wildlife management and air quality are all concerns that are likely to increase along with the population. Most of these issues have implications for land use decisions and growth management policies.

## 2. Results of Citizen Survey

A mail survey of Powhatan County residents was conducted by the County's consulting team in November and December, 1996 in order to seek early citizen input into the planning process.

**Purpose of the Survey.** The survey had several overall purposes:

- to provide County officials with a general sense of what local residents think are the best things about the County, as well as what the most important problems are
  - to provide County officials with a general sense of what local residents think is most important in terms of public facilities, and about the type, pace and location of land development
-



- to provide local citizens with a chance to submit their opinions to the County and make them aware of the Comprehensive Plan process that is currently underway

**Design and Distribution of the Survey.** The survey was designed to get opinions about development trends in the County, about priorities for public investments, and to identify some basic characteristics of the respondents such as place and length of residence in the County. It was designed to be simple and convenient for residents to fill out and return. Surveys were mailed to every postal customer in the County on November 22, 1996. A total of 6,850 surveys were mailed.

**Citizen Response.** The response of Powhatan citizens was truly extraordinary. Normally, countywide mail surveys generate about a 15% response rate from the general public. A 20% response rate is considered excellent. Powhatan residents responded at a rate of nearly 28%. Of the 6,850 surveys distributed, 1,892 were received in time for tabulation.

Representation was also very broad, with strong responses from each general area of the County, from a range of age groups, and from long-time residents as well as newcomers to the County.

**Summary of Overall Results.** Below are some highlights of general responses to key questions. (A complete summary of survey results, including selected cross-tabulations is included in the Appendix to this Plan.)

*(note that for some questions, respondents were invited to offer multiple answers, therefore total percentages of some responses may exceed 100%)*

- *Best Things.* Respondents felt that the *best things* about living in Powhatan County were the Rural Character and Open Land (71%), Low Crime Rate (40%), Low Tax Rate (39%), Large-Lot House Sites (36%) and Good Public Schools (30%)
- *Worst Problems.* Respondents felt the *worst problems now or in the future* were: Rapid Increase in New Housing (58%), Higher County Taxes (48%), Subdivisions Across the County (31%), Increasing Crime (30%), and Congestion on Route 60 (26%)
- *Growth.* 82% of respondents felt that future population growth should be either slower than the recent pace or not occur at all. Only 2% thought growth should be faster.
- *Preferred Residential Types.* When asked for preferred types and densities of residential development, respondents chose single family housing at lower densities: 63% selected house lots of 2 to 5 acres in size, 46% selected lots of 6 to 10 acres, 31% selected lots of more than 10 acres, and 11% selected lots of less than 2 acres.
- *Public Facility Priorities.* Priorities for future investments in public services centered clearly on Public Schools, Fire and Rescue Services, and Law Enforcement, with each receiving a top ranking from about 75% of respondents. Paving existing State roads and improving the public library ranked fourth and fifth, respectively, with 36% and 35% ranking those as high priorities.

**Summary of Cross-Tabulations.** The survey responses were tabulated in a spreadsheet program so that cross-tabulations could be analyzed. A "cross-tab" compares a specific response to a question with a certain response to another question.

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Cross-tabs were done to select for two key characteristics of respondents: Length of Residency in Powhatan County and Location of Residency in Powhatan.

The results of both cross-tabs showed a remarkable amount of agreement among these different citizen groups. The opinions of these different geographic or residency groups did not differ significantly from the whole population. Regardless of where people lived or how long they had lived in the County, they shared these views:

- At least 68% of each group ranked “rural character and open land” as the best thing about living in the County
- At least 49% of each group and as much as 60% ranked “rapid increase in new housing” as the worst problem facing the County now or in the future
- At least 65% of each group desired a slower rate of population growth during the next five years

Other indications of cross-tabs:

- Those living in the County twenty or more years ranked “higher County taxes” as a greater problem than those with a shorter residency in the County
- Those living in the County between 2 and 10 years were most concerned about the rate of growth, with 88% wanting slower or no growth. Those who have lived in the County from 10 to 20 years, and 20 or more years also supported slower growth or no growth, at 83% and 85% respectively.
- Newer residents had stronger support for very large lot sizes of 10 or more acres, although strong support for large lots was seen among all resident groups
- Those living in the County twenty years or more had stronger support for the development of townhouses in the County.
- Those living in the western two-thirds of the County expressed slightly greater concern about the rapid increase in housing and subdivisions in the County
- Those living in the western two-thirds of the County expressed slightly greater support for larger lot sizes for new development

Conclusions from cross-tabs:

While the above cross-tabulations indicate some variation of opinion about growth among the different population groups, in general the level of agreement on priorities for the future of the County are remarkably consistent among all groups.

### 3. Results of Public Workshops

Public workshops were held on February 13 and March 13, 1997. Each of these workshops attracted more than 100 citizens. Citizens provided input on an individual basis through question sheets and dot-voting exercises, and also worked together in small groups to identify preferred land use patterns for the County.

Following is a summary of the results of these workshops.

**Definition of Rural Character.** Citizens were asked to identify the elements that are most important in defining the rural character of the County. Following are the items which received the highest ranking from citizens, in order of overall preference.

- 2 Quiet
- 3 Wildlife and natural habitats
- 4 Forested land
- 5 Few neighbors; sense of privacy
- 6 Uncrowded conditions - roads, stores, etc.
- 7 Houses located far apart
- 8 Friendly people
- 9 Low cost of living; low taxes
- 10 Rivers, streams and creeks
- 11 Seeing stars in the night sky
- 12 Historic buildings and settlements
- 13 Uncluttered views from public roadways
- 14 Few traffic signals; minimal highway traffic
- 15 Knowing your neighbors
- 16 Pasture land and livestock

**Features of the County that should be preserved.** Citizens were asked to name the things that are most important to be preserved. Following is a summary of the most often mentioned items (priorities were not indicated).

- Rural character, rural atmosphere, country setting
- Farms
- Agriculture
- Wildlife
- Open, natural land
- Wildlife management area
- Good Schools
- Friendliness, Community pride
- Property rights
- Keep schools centralized
- Character of the Village; Village areas
- Large Lots
- Downtown feeling of Courthouse area
- Major historic places, features

**Features of that should be added to the County.** Citizens were asked to name the things that the County needs. Following is a summary of the most often mentioned items (priorities were not indicated).

- Commercial growth control
  - More restrictive zoning along the commercial corridor
  - Planning policies/guidelines
  - More attractive design of buildings especially facing highways
  - Balanced, controlled increase in business and roadways
  - More central housing, retirement homes, for elderly
  - Office Park
  - ABC store
  - Shopping - additional - more variety (limited amount)
  - Expand water and sewage facilities
  - Parks
  - Larger, better library
  - Medical facility
  - Paid fire and rescue
-

**Greatest problems facing the County.** Citizens were asked to name the greatest problems facing the County now or on the horizon. Following is a summary of the most often mentioned items (priorities were not indicated).

- Reduced lot sizes; small lot subdivisions
- Small lot sizes; decrease in lot sizes
- Strip development on Rt 60
- Uncontrolled, increased growth rate
- Rapid growth
- Growth (too much too fast)
- Uncontrolled growth
- Moving forward in a proper manner
- Insufficient tax base and economic base
- Not enough good jobs in County
- Growth and lack of public facilities to meet the demand
- Lack of public water and sewage to encourage small industry and commercial
- Stop lights, traffic, water and sewer problems
- Need for public utilities
- Congested roadways - Rts 60, 711 and 522
- Traffic - Rt 60 and 522
- Main road congestion - not limiting access
- Traffic
- Rising crime

**Greatest opportunities for the future of the County.** Citizens were asked to name the greatest opportunities available to the County now or on the horizon. Following is a summary of the most often mentioned items (priorities were not indicated).

- Opportunity to not follow in footsteps of Chesterfield in terms of uncontrolled growth
- Opportunity to control our future through a good comp plan
- Managing growth - where and how fast
- To keep the rural feel and have slower growth - residential and commercial
- Maintain rural character
- Develop a great plan and adhere to it
- To make new businesses meet our standards instead of pandering to them
- Business growth; To attract quality industry
- Planned commercial development along Rt 60 to maintain rural character
- Education of youth
- New road system
- Rt. 288
- People and community leaders working together

**Potential Conflicts Among the Responses.** Several potential conflicts appeared among the various response to the above questions. These will need to be addressed during the County's ongoing efforts to refine and implement the Comprehensive Plan. They include:

- property rights vs. controlling growth
  - slow population growth vs. more job growth
  - low taxes vs. growth in business (and thus population)
  - wanting to remain a "bedroom" community vs. adding jobs and keeping low taxes
  - maintain rural character vs. increase in business and industry
  - centralized vs. dispersed schools
  - demand for good public services vs. low taxes and rural character
  - large lots vs. public utilities
  - large lots vs. affordable housing
-



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**B. CITIZEN'S VISION OF THE COUNTY'S FUTURE**

*The following vision statements describe the County's ideal long term future. These statements were written by citizens at the Public Workshop held February 13, 1997 and were ranked by citizens at the second workshop on March 13. The Steering Committee combined the top-ranked statements at its meeting on March 20.*

**Vision of Rural Character**

*In the year 2020, Powhatan County is a rural community that continues to offer a quiet, peaceful atmosphere with plenty of green open spaces. The County is a friendly, safe, fiscally healthy place for people to live, having made a successful transition from Rural County to Rural Community. Although Powhatan remains primarily a "bedroom" community to the core city, it also has good schools and educational opportunities and fire and rescue protection, with little growth in residences. The County also has small clean businesses and that are located in pods in targeted areas and not a "strip" pattern.*

**Vision of the Quality of Community Development**

*In the year 2020, Powhatan County is a model community for all of Virginia which demonstrates a proper balance between growth and preservation. It is a place where people envision going when they want to get away from it all. It is a well-managed, prosperous community in which citizens have the ability to live and work in the same area, but remains a clean, safe and affordable place to live and raise children. It has avoided traffic congestion and higher taxes. The County is a well-balanced, well-planned community with distinct areas of commercial, industry and residential developments of various densities connected by tree-lined roads and multi-use trails for families to use, and a beautiful Powhatan Village. The County has open, conserved land and river access, as well as agricultural and forestry uses and park areas.*

**Vision of Business and Employment**

*In the year 2020, Powhatan County has small, light industries with good jobs for youth located in park-like areas, separated from houses. Businesses wanting to come to the County are evaluated on their benefit to the County before the zoning is changed. Historic themes are reflected in commercial retail business appearance. The County has fostered the development of office and light industrial parks and community shopping centers located at hub locations throughout the County, interspersed with parks and residential subdivisions.*

**Vision of Public Facilities**

*In the year 2020, Powhatan County has the most advanced library, schools and other places of learning for all ages, with parents involved in their children's lives. The County has good roads, with less than five lights total on Route 60 from Route 522 to the Chesterfield line. Route 522 is a well-designed, safe, high capacity road with four lanes. The County has services to meet the needs of all its citizens, with the best schools in the state; excellent safety service with full-time fire and rescue, improved medical services, and facilities such as public sewer and water, parks, libraries, restaurants, in appropriate locations.*

**Vision of Community Attributes**

*In the year 2020, Powhatan County is a place where people feel safe and see the stars at night and are still in touch with the land. The County is a place where people work, live, play in their community; with an engaged, friendly, caring community directing its destiny, where citizens work together. The County is able to educate its people, control crime, and use resources wisely, ensuring that development occurs in an orderly manner. Powhatan County is a well-planned area which people are proud of and look back with pride on what they did 20 years ago.*

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## **C. GOALS FOR THE COUNTY'S FUTURE**

*The following long term goals were derived from all of the input into the Plan, including the existing Comprehensive Plan goals, citizen input from the survey and workshops, technical analysis by the planning team and input from the Steering Committee.*

### **Overall Growth Management Goals**

- 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, uncrowded conditions and a low cost of living.
- Locate new public facilities and services so as to promote a compact development pattern that allows services to be provided in a cost-effective manner.

### **Residential Goals**

- Achieve a residential development pattern that preserves the essential rural character of the County and the sense of uncrowded, open space.
- Foster the development of an adequate supply and variety of housing that will meet the needs of all of the County's population.

### **Business and Economic Goals**

- Establish and maintain a compact pattern of business and industrial development that protects the County's rural character, residential areas, transportation corridors and natural resources.
- Increase the number and variety of jobs in the County through the attraction and incubation of clean, small and medium sized industrial, office and commercial enterprises.

### **Transportation Goals**

- Maintain the long term safety and capacity of the County's major road corridors to preserve the quality of life and enhance the County's economic well-being.
- Foster an efficient, interconnected and well-maintained road network that provides all citizens with safe and convenient access and mobility.
- Achieve a road network that reinforces the County's rural character and helps to preserve rather than destroy local natural and historic resources.

### **Community Facilities Goals**

- Achieve a balance between the quality and cost of public facilities and services.
- Establish and maintain adequate standards for public facilities and services, consistent with the County's goals for economic development, quality of life and rural character.

### **Agricultural, Forest and Environmental Resources Goals**

- Conserve agricultural and forest resources for the economic and environmental benefits they provide to County citizens.
- Protect the function, quality and integrity of ground and surface water resources for the natural resource and public water supply benefits they provide to County citizens.

### **Historic Resource Goals**

- Conserve the County's historically significant sites and structures for the cultural, economic and educational benefits they provide to County citizens.
-

## D. POLICIES AND ACTIONS TO ACHIEVE THE GOALS

### Overall Growth Management Strategy

The County's overall growth management strategy is to focus new development into those areas which have one or more of the following attributes:

- Areas which have a potential for future public utility service to safely support additional development in the long term
- Areas which offer greater than average opportunities for providing adequate road access to serve residential traffic, including commuter traffic to employment centers within and adjacent to the County

This strategy will be supported by specific written policies for each major resource topic. These detailed policies are contained in the following parts of this Section of the Plan. The strategy will also be supported by the Land Use Policy Map (Figure III-1) which designates geographical areas within which different policies for land use and development will apply.

### Designation of Land Use Policy Areas

For purposes of managing future land use and development, the Land Use Policy Map designates four fundamentally different areas of the County, called *Land Use Policy Areas*. The boundaries of these areas are defined mainly by watershed divides, but also in some cases by edges of existing development, location of existing or planned utilities and road networks. They are further defined as follows:

**Rural Preservation Area.** This area generally encompasses most of the County, including:

- the rural areas in which the County has experienced the bulk of residential development in recent years and which has the best proximity to job centers in neighboring jurisdictions to the east,
- the rural areas to west of the Courthouse, and
- most of the areas throughout the County where agricultural and forest uses still predominate

**Village Preservation Areas.** These are small, existing settlements, often with historic features, located within the larger policy area described above. This Plan identifies several Village Preservation Areas, although the County may wish to identify others and designate them in this Plan through the plan amendment process, in response to changes in County priorities, opportunities for public facilities and services, or other factors that may arise in the future. Some of these areas may have or are planned for small scale public utilities designed mainly to support existing residential uses.

**Village Service Areas.** These are small areas in which the County has, or will foster the construction of public water and/or sewer service in order to support economic development activities, or in which it plans to provide such service for that purpose. This Plan identifies two such areas (Powhatan Village and the Michaux Creek area), although the County may wish to identify others and designate them in this Plan through the Plan amendment process, in response to changes in County priorities and opportunities for providing public utilities that may arise in the future.

**Business Service Area.** This is the area adjacent to Route 60, east of Flat Rock, where the County intends to provide public water and sewer service for business uses developed in a compact, coordinated pattern.



## **Key Policies for Development in Each Land Use Policy Area**

The major policies that underpin this Plan's overall growth management strategy are summarized below. (Note that the policy areas described here are shown on the Land Use Policy Map - Figure III-1):

### **1. Summary of Location and Density Policies for Residential Development**

The County will approve residential rezonings (to lot sizes of less than 10 acres) only in accord with the following location and density policies:

#### **Within the Rural Preservation Area**

- Minimum average lot size for any residential rezoning will be five (5) acres per dwelling (refer to rezoning criteria below)
- Minimum size of any lot in a residential rezoning will be two (2) acres

#### **Within designated Village Preservation Areas**

In Village Areas without public utility service (sewer and/or water):

- Minimum average lot size for any rezoning will be one dwelling per two (2) acres (refer to rezoning criteria below)
- Minimum size of any lot within a residential rezoning will be two (2) acres

In Village Areas with one public utility service (public sewer or water):

- Maximum average density for any rezoning will be one (1) dwelling per acre with either sewer or water (refer to rezoning criteria below)

(Note that applicants must meet all local and state regulations for any on-site wells or septic drainfields if either public water or sewer is not available.)

- Minimum size of any lot in a residential rezoning will be one (1) acre

#### **Within designated Village Service Areas**

- Maximum average density for any residential rezoning will be two (2) dwellings per acre (refer to rezoning criteria below), except for projects which include townhouse (attached) or multi-family units in which case the overall maximum average density for the tract will be four (4) dwellings per acre
- Minimum size of any lot in a residential rezoning will be 1/2 acre; except for townhouse units
- The above density allowances will be permitted only when public sewer and water have been approved by the County and scheduled for construction to the site at a certain time

#### **Within the Business Service Area**

- Business uses are the preferred uses for this area, particularly for sites served by public water and sewer. Residential development will be permitted at densities that can be supported by on-site septic systems and individual wells, and/or by public water and sewer service if it is made available to the site by the County.
-

## 2. Summary of Criteria for Approving Residential Rezoning Applications

The current “base” zoning in most of the County’s rural areas is the A-1 district. It allows a density of residential development sufficient to provide landowners and residents with a reasonable use of their property for agricultural, forest and/or rural residential purposes.

The A-1 district permits landowners to create one lot of two acres in size through a simple subdivision waiver process called a “single cut” process which is allowed one time per tract based upon 1988 land holdings. Landowners may also subdivide the entire tract into lots of no less than 10 acres in size each. The reasonableness of this zoning district for most of the County’s rural areas is shown by the fact that many landowners have used these options, creating hundreds of rural lots during the past several years without needing any rezoning approvals by the County.

Such a low-density subdivision process permitted by the current A-1 zoning regulations helps to preserve the County’s agricultural and forest economy and resources, the quality of the groundwater supply, and the open space that supports the rural character desired by citizens. Thus, the current zoning helps the County to meet these important planning goals.

However, this Plan also identifies the competing goal of achieving a more compact pattern of development in order to provide a cost-efficiency in providing public services and to provide an environmentally sound development pattern.

The policies of this Plan also address the following dilemma. On a Countywide basis, a compact development pattern is more economical to provide with services due to the close proximity of population. However, on an individual site basis, higher densities tend to be more costly to provide with services due to the higher population levels and typically lower average tax revenues generated. The policies of this Plan seek to achieve a balance between these two factors in order to accomplish the purposes of planning and zoning as defined in the Code of Virginia.

Therefore, the County will approve residential rezonings to higher densities only if such proposed rezonings are consistent with the goals and policies of this plan. The following criteria (in conjunction with the other policies and the Land Use Policy Map - Figure III-1), will be the basis for such decisions.

Residential rezonings to higher densities will be approved only in relation to the extent that these criteria are met by the applicant. The greater a rezoning proposal conforms to these criteria, the greater the proposal will meet County goals and thus the greater the development density that may be permitted by the County.

These criteria are intended to provide incentives for applicants (landowners) to choose their own preferred combination of development density and impact mitigation, so that their own interests are fairly and effectively balanced with the broader interests of the public and neighboring landowners. These criteria aim to ensure that:

- every landowner in the County is permitted a reasonable use of his property, and
- the public health and safety are protected, and the policies of this Comprehensive Plan are implemented, and
- the purposes of planning and zoning are met, as set forth in the Code of Virginia

These criteria are summarized in the following table and are listed in detail in the following sections of the text under the land use policies for each policy area.

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## Summary of Criteria for Residential Rezoning

(refer to plan text for complete criteria)

Density (avg. for tract)	Rural Preservation Area	Village Preservation Areas	Village Service Areas
<b>Up to 1 unit per 5 acres</b>	<ul style="list-style-type: none"> <li>• Reverse frontage lots</li> <li>• At least one entrance onto paved state road</li> <li>• Right of way dedication for widening existing state road frontage</li> <li>• Provide r-o-w for interparcel access</li> <li>• Demonstrate adequate septic sites</li> <li>• Provide conservation easement prohibiting further subdivision</li> <li>• Provide 150' buffer at edges of site</li> <li>• Meet all other Plan policies</li> <li>• Option to average lot sizes</li> <li>▪ Provide proffers to offset average capital facilities costs.</li> </ul>	<ul style="list-style-type: none"> <li>• Meet same criteria as in Rural Preservation Area</li> </ul>	<ul style="list-style-type: none"> <li>• Meet same criteria in Rural Preservation Area</li> </ul>
<b>Up to 1 unit per 2 acres</b>	<ul style="list-style-type: none"> <li>• Not applicable</li> </ul>	<ul style="list-style-type: none"> <li>• Meet same criteria as for lower densities in Rural Preservation Area,</li> </ul>	<ul style="list-style-type: none"> <li>• Meet same criteria as for lower densities in Rural Preservation A</li> </ul>
<b>Up to 1 unit per acre</b>	<ul style="list-style-type: none"> <li>• Not applicable</li> </ul>	<ul style="list-style-type: none"> <li>• Meet same criteria as for one unit per acre density in the Village Service Areas</li> </ul>	<ul style="list-style-type: none"> <li>• Provide public sewer or water to</li> <li>• Provide reverse frontage lots</li> <li>• Provide adequate r-o-w dedication</li> <li>• Provide for interparcel access</li> <li>• Provide pedestrian access</li> <li>• Provide landscaped buffers at ed</li> <li>• Provide proffers to offset average capital facilities costs</li> </ul>
<b>Up to 2 units per acre</b>	<ul style="list-style-type: none"> <li>• Not applicable</li> </ul>	<ul style="list-style-type: none"> <li>• Not applicable</li> </ul>	<ul style="list-style-type: none"> <li>• Provide public sewer &amp; water to s</li> <li>• Meet all other criteria above for o unit per acre</li> <li>• Up to four units per acre only with Townhouses and multi-family uni</li> </ul>

### 3. Land Use Policies for The Rural Preservation Policy Area

The Rural Preservation Area is expected to remain rural in character, but is also expected to be the location for most of the County's residential development during the next 20 years. Therefore, the County seeks a balance between maintaining the rural character of the area and accommodating residential development. Thus, the County expects some continuation of the gradual, ongoing transition from agricultural and forestal uses to rural residential uses during this time period, but at lower average densities that will produce less overall impact on all environmental and land resources.

#### a Residential Land Use Policies

##### 1) Rezoning Criteria

#### ***For All Residential Rezonings from A-1 to Higher Densities up to an average of One Dwelling per Five Acres.***

To obtain approval of any rezoning to an average density greater than one dwelling per 10 acres and up to a density of one dwelling per five (5) acres, a proposed development must provide the following features:

- a) *Conceptual Development Plan.* All rezoning proposals must include a conceptual development plan that shows the general layout of features, including lots, roads, buffers, etc.
- b) *Adequate Road Access.* The rezoning proposal must include a conceptual development plan that provides for "reverse frontage" of all new lots that abut existing public roadways, and at least one road entrance onto an existing, paved state road. If only one road entrance is shown, it must be median-divided for the first 100 feet into the site.
- c) *Adequate Road Right-of-Way Dedication.* The rezoning proposal must include a conceptual development plan that provides for additional right-of-way for future widening of adjacent public roads, as needed to accommodate the marginal increase in traffic generated by the proposed development, to be dedicated at the time of subdivision.
- d) *Interparcel Access.* Interparcel road access must be provided where feasible, through right-of-way dedication and/or construction, regardless of how many road entrances are provided onto existing public roadways.
- e) *Adequate Soils for Septic Systems.* The rezoning proposal must include soil studies that provide evidence that there is adequate soil percolation to support an on-site septic drainfield and reserve area sufficient to meet local and state standards for the total number of proposed new lots.
- f) *Open Space Conservation.* In conjunction with any rezoning approval to a higher density:
  - a conservation easement must be placed upon those lots of greater than 20 acres to prohibit any further subdivision after the approved conceptual development plan is implemented
  - an open space buffer equivalent to at least 150 feet between the existing public road right-of-way and the nearest proposed residential structure on the site must be provided and maintained along all edges of the site

- g) *Other Policies of this Plan.* All other relevant policies of this Plan must be met to the satisfaction of the County
- h) *Option to Use Lot Averaging.* The minimum lot size in the Rural Preservation Area is five (5) acres. However, to encourage the protection of natural areas and open space through innovative subdivision design, lots may be laid out in a range of sizes, with a minimum lot size of two acres, but with some larger lots so that the average lot size for the entire tract is not less than five (5) acres. The Board of Supervisors will allow a rezoning applicant to use the lot averaging option as part of a conditional rezoning application based on compliance of the applicant's proffered conceptual development plan with the following factors:
- Sensitivity of the lot layout to the natural features present on the tract such as existing woodlands, topography, stream corridors, wetlands, or historic sites.
  - Location of open spaces, large lots (10 acres or greater), or farms in a manner that allows public view of them from existing public roads and adjacent land uses.
  - Ponds, pedestrian or horse trails, or recreational amenities (swimming pool, tennis courts, or clubhouse) owned and managed by the subdivision residents or offered to the County for public use for subdivisions with more than seventy-five (75) lots.
- i) *Public Facilities.* In order to mitigate the direct impacts of the proposed development on the demand for public facilities, the County will accept cash proffers from the applicant sufficient to off set the average cost of all local capital facilities (schools, parks, government administration, etc.) attributable to a typical dwelling unit in the County, as determined by the County's estimates of such capital costs. Any such proffered payments for each dwelling unit shall be submitted to the County at the time of application for building permit.

## **2. Lot Size Averaging (*Rural Preservation Area*)**

The County will encourage developers to make careful use of lot-size averaging, as provided for in technique allows a limited number of lots that are smaller than the average permitted in the district, if they are off-set by enough larger lots to produce an average lot size for the whole tract that meets the standard minimum for the district. (This technique is illustrated in Pages 106, 106a).

## **3) Conservation Easements**

For all major subdivisions in this area, the County will require that conservation easements be established on residual parcels greater than 20 acres at the time of subdivision in order to stabilize the character and intensity of the property and to protect neighboring properties and public infrastructure. Such conservation easements:

- will establish limitations that run with the land that prohibit further subdivision or substantial non-farm development on the tract;
- may be held by the County or by a Homeowners Association, or by another entity acceptable to the County
- shall be established for a minimum of 40 years duration, and may be in perpetuity

## **4) Setbacks**

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The County will encourage setbacks of new structures from the public right-of-way, from natural drainage ways (especially perennial creeks and streams) and from adjacent property boundaries. Such setbacks are aimed at protecting the rural character of the area and minimizing conflicts between neighboring land uses and activities. Such setbacks must meet the minimum provisions of the zoning ordinance, but are also encouraged to meet the policy guidelines and criteria as set forth in this Plan. Typically, such setbacks may be located within permitted lot and yard areas as defined in the Zoning Ordinance.

#### **5) Buffers**

The County will encourage the establishment of buffered areas to enhance the effectiveness of setbacks. Such buffers should be used as needed to screen the development from the public right-of-way and adjacent properties, and to protect natural drainage ways. In most rural areas, buffers may consist of vegetation, topographic relief or a combination of those.

#### **6) Interparcel Access**

The County will encourage the provision of interparcel access between residential developments where feasible, in order to protect the long term capacity of the existing public road network, to protect public safety by permitting convenient access of rescue vehicles and to provide convenience and efficiency of movement for citizens in all vehicular and pedestrian travel modes.

#### **7) Home Occupation Uses** (refer to business development policies below)

#### **8) Compatibility of New Residential Development**

The County will encourage new residential development to be compatible with nearby existing and planned land uses in terms of character, scale and intensity.

### **b. Agricultural, Forest and Natural Resource Policies (*Rural Preservation Area*)**

#### **1) Continuation of Agricultural and Forestry Uses**

The County will encourage the continuation of compatible agricultural and forestry uses in this policy area. However, the policies of this Plan provide for a steady increase in planned residential development in this area. This future development is expected to gradually limit the viability of many large scale agricultural and forestry uses over the long term. However, smaller scale uses are expected to continue and will be encouraged to do so even as residential development proceeds.

The County will encourage the use of Best Management Practices for all agricultural and forestry activities.

#### **2) Intensive Agricultural Activities**

The County will not encourage intensive agricultural activities such as poultry houses and livestock feedlots in this area due to the risk of significant conflicts between intensive agriculture uses and rural residential uses in these areas.

#### **3) Natural Resource Protection**

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The County will encourage the protection and conservation of critical natural resources, as provided specifically by the policies contained in this Plan for those resources.

**c. Public Utilities and Facilities Policies (*Rural Preservation Area*)**

**1) Utilities (Water and Sewer Service)**

The County will not plan to establish, approve or extend central or public utilities into the Rural Preservation Area during the time period of this Plan.

Instead, provision of utilities will be focused in those areas designated in this Plan, including the Village Service Areas, the Business Service Area along Route 60 east, and those Village Preservation Areas that currently have some form of central utility service.

**2) Community Facilities**

The County's general priority location for the establishment and expansion of public facilities will be the Courthouse village area. Other priority areas in the longer future may include the Village Service Area at the future intersection of Route 711 and Route 288, and the Business Service Area along Route 60 east.

The County will manage the provision of public facilities and services in accord with the policies contained in this Plan for each type of facility.

**d. Transportation Policies (*Rural Preservation Area*)**

**1) Road Access**

The County will encourage consolidation of access points (public/private roads, private driveways and commercial entrances) along designated existing and future state collector and arterial roads, as shown in the Thoroughfare Plan (Figure III-3). The County will encourage reverse frontage lots along all collector and arterial roadways.

The County will encourage interparcel access between developments (new and existing) whenever feasible in order to provide emergency access, convenience for residents and safe and efficient use of the Countywide road network.

**2) Road Standards**

The County will encourage all new roads to be designed to state standards for acceptance into the State system. The County will permit private roads and access easements only as an incentive for landowners to carry out developments that have minimal traffic and financial impacts, with features such as low densities, large lots, permanent open space easements, etc.

The County will encourage VDOT (Virginia Department of Transportation) to permit flexibility in road design standards for curvature, grade and right-of-way to ensure that all new roads and roads to be upgraded, have the minimum possible impact on existing natural and historic resources.

**3) Future Rights-of-Way**

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The County will encourage developers to dedicate right-of-way for planned future roadways, as part of the land development review process, to construct or financially contribute to such roadways.

**e. Business and Economic Policies (*Rural Preservation Area*)**

**1) Neighborhood Commercial Services**

The County will allow the provision of a very limited amount of small scale, compatible neighborhood commercial uses as a necessary convenience service for residents in these areas. However, approval of such uses will be contingent upon the County determining that the proposed use will serve mainly local residential needs based upon the size, design, location and relationship to neighboring properties.

**2) Home Occupation Uses**

The County will encourage home occupation uses that are compatible with the existing and planned character of the neighborhood, particularly with regard to noise, traffic, odor and visual impacts.

**3) Compatible Industrial Activities**

The County may permit Industrial activities in these areas if the proposed uses conform with the Future Land Use Map (Figure III-2) and all relevant policies of this Comprehensive Plan. All industrial activity in these areas must be carefully located, designed, sited and operated so as to ensure compatibility with neighboring residential uses. The County will expect appropriate proffers from the applicant to ensure such compatibility.

**f. Zoning Districts (*Rural Preservation Area*)**

The function of the Rural Preservation Area is to accommodate most of the County's future residential development in a pattern of low density, single family dwellings and accessory units that helps to preserve the County's rural character.

Appropriate Zoning Districts for use in the Rural Preservation Area will depend upon specific site circumstances, the design of the concept development plan for the site and the level of proffers offered by the applicant in accord with the above rezoning criteria and the purposes of zoning. Generally, however, potentially appropriate zoning districts for this area may include the following:

- Agricultural District (A-1)
  - Rural Residential District (R-R)
  - Single Family Residential District (R-5)
  - Single Family Residential District (R-7)
  - Residential/Commercial District (RC)  
(only in very limited locations as shown on Future Land Use Plan Map, Figure III-2)
  - Light Industrial District (I-1)  
(only in very limited locations as shown on Future Land Use Plan Map, Figure III-2)
  - Heavy Industrial District (I-2)
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(only in very limited locations as shown on Future Land Use Plan Map, Figure III-2)

- Mining and Mineral Extraction District (M)  
(only in very limited locations as shown on Future Land Use Plan Map, Figure III-2)
- Flood Plain District (FP)
- Historic Districts (H)

#### 4. Land Use Policies for the Village Preservation Areas

##### a. Residential Land Use Policies

###### 1) Rezoning Criteria

***Village Preservation Areas without public utility service (no sewer or water):***

In any rezoning proceeding upon request for higher average densities up to a maximum of one unit per two acres, a proposed development will be requested to provide the same features required for the highest density rezonings permitted in the Rural Preservation Area (one unit per five acres average). In addition, in conjunction with approvals for such higher densities, the County will expect to receive cash proffers to offset the costs of public facilities, as it will for the Village Service Areas described below.

In addition, the conceptual development plan for such rezonings must provide the rights-of-way for multi-use trail connections to the adjacent public road system and any abutting tracts that have future development potential. Such rights-of-way should be sufficient to provide for a trail width of at least eight feet in width and should be aligned with existing or likely trail rights-of-way on abutting tracts.

***Village Preservation Areas with public utility service (either sewer or water):***

In any rezoning proceeding upon request for higher average densities of up to two units per acre with both public sewer and water and up to one unit per acre with either sewer or water, a proposed development will be requested to provide the same features as required for such rezonings in the Village Service Areas.

(Note that applicants must meet all local and state regulations for any on-site wells or septic drainfields if either public water or sewer is not available.)

###### 2) Pedestrian Access (*Village Preservation Areas*)

The County will encourage all new development in these areas to provide safe, convenient and comfortable means of pedestrian access within the site and from the site to the center of the Village and/or to important public facilities and commercial sites.

***(The general policies for setback, buffers, interparcel access, etc. for the Rural Preservation Area also apply in the Village Preservation Areas)***

##### b. Agricultural, Forest and Natural Resource Policies (*Village Preservation Areas*)

**1) Continuation of Agricultural and Forestry Uses**

Although the County will encourage the continuation of compatible agricultural and forestry uses in these areas, the major purpose of these areas is to serve as centers and focal points for rural development. Therefore, many agricultural uses will not be compatible with adjacent uses as development continues to occur.

**2) Intensive Agricultural Activities**

The County will not encourage intensive agricultural activities such as poultry houses and livestock feedlots in these areas.

**3) Natural Resource Protection**

The County will encourage the protection and conservation of critical natural resources, as provided specifically by the policies contained in this Plan for those resources.

**c. Public Utilities and Facilities Policies (*Village Preservation Areas*)****1) Utilities (Water and Sewer Service)**

The County will consider approving the establishment and/or extension of central or public utilities into designated Village Preservation Areas during the time period of this Plan. Economic development activities will be the priority uses to be served by such facilities.

Such utilities must be designed by the developer and fully funded by the developer and/or users. The design and financial structure of all such systems is subject to the review and approval of the County. The County retains the option of requiring the dedication of such systems to the County for long term ownership and operation, or to remain in private ownership at the County's discretion. Any ownership dedication to the County may be phased-in over a specific time period.

To obtain approval from the County, any proposal for establishing, expanding or extending water or sewer services must include plans which designate a defined service area, funding sources, maintenance and operational policies and provide evidence of approval from the appropriate state permitting agencies. Any such proposed facilities must be compatible in scale and service area with the general size of the village service areas as shown in the Land Use Policy Area Map (Figure III-1).

**2) Community Facilities (*Village Preservation Areas*)**

Although the County's general priority locations for the establishment and expansion of public facilities will be the Village Service Areas and the Business Service Area along Route 60 east, certain locally needed public facilities may be appropriate for Village Preservation Areas.

These should be sited in order to provide the most efficient service to the largest number of people in a defined service area, and should be designed to have the least possible impact on the surrounding properties.

The County will manage the provision of public facilities and services in accord with the policies contained in this Plan for such facilities.

**d. Transportation Policies (*Village Preservation Areas*)**

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## 1) Road Network

The road network in and around Village Preservation Areas should be designed to function as an interconnected, small scale system that helps define and protect the identify and character of the community. Extensions of existing roads, interparcel connections of new and existing roads and street sections that comfortably accommodate pedestrians and bicycles will be encouraged in these areas.

## 2) Road Access

The County will encourage consolidation of access points (public/private roads, private driveways and commercial entrances) along existing state collector and arterial roads, as identified in Figure III-3..

The County will encourage interparcel access between developments (new and existing) whenever feasible in order to provide emergency access, convenience for residents and safe and efficient use of the Countywide road network serving the Village Preservation Areas.

The County will encourage reverse frontage lots along all collector and arterial roadways.

## 3) Road Standards

The County will encourage all new roads to be designed to state standards for acceptance into the State system.

The County will permit private roads and access easements only as an incentive for landowners to carry out developments that have minimal traffic and financial impacts, and or developments which have effective and functional provisions for pedestrian and bicycle use.

The County will encourage VDOT to permit flexibility in road design standards for curvature, grade and right-of-way to ensure that all new roads - and roads to be upgraded - have the minimum possible impact on existing natural and historic resources, and that all roadways in the Village Preservation Areas are designed and constructed to be comfortable for pedestrians and bicycles.

## 4) Future Rights-of-Way

The County will encourage developers to dedicate right-of-way for planned future roadways, as part of the land development review process and to construct or financially contribute to such roads.

### e. Business and Economic Policies (*Village Preservation Areas*)

#### 1) Neighborhood Commercial Services

The County will allow the provision of a very limited amount of small scale, compatible neighborhood commercial uses as a necessary convenience service for residents in these areas. However, approval of such uses will be contingent upon the County determining that the proposed use will serve

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mainly local residential needs based upon the size, design, location and relationship to neighboring properties.

## **2) Home Occupation Uses**

The County will encourage home occupation uses that are compatible with the existing and planned character of the neighborhood, particularly with regard to noise, traffic, odor and visual impacts.

## **3) Other Compatible Business Activities**

The County may permit other commercial activities in these areas if the proposed uses conform with the Future Land Use Plan Map (Figure III-2) and all relevant policies of this Comprehensive Plan.

In general, industrial uses are not appropriate for these areas, unless special conditions exist or can be provided by the user that will ensure that the impact on existing and planned residential areas will be negligible. Appropriate proffers from the applicant will be necessary to ensure such compatibility.

### **f. Zoning Districts (*Village Preservation Areas*)**

The function of the Village Preservation Areas is to reinforce the long term viability of these areas as community focal points for rural residences and services. They are expected to accommodate only a small percentage of the County's future residential development but will provide places for small scale public service uses and small amounts of moderate density residential development with a variety of housing types in a rural setting.

Appropriate Zoning Districts for use in the Village Preservation Areas will depend upon specific site circumstances, the design of the concept development plan for the site and the level of proffers offered by the applicant in accord with the above rezoning criteria and the purposes of zoning. Generally, however, potentially appropriate zoning districts for these areas may include the following:

- Agricultural District (A-1)
  - Rural Residential District (R-R)
  - Single Family Residential District (R-2)
  - Single Family Residential District (R-5)
  - Single Family Residential District (R-7)
  - Residential Utility District (RU)
  - Residential/Commercial District (RC)  
(only in very limited locations as shown on Future Land Use Plan Map, Figure III-2)
  - Flood Plain District (FP)
  - Historic Districts (H)
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- Mobile (Manufactured) Home Park District/Subdivision (only in compatible locations) with adequate utilities

## 5. Land Use Policies for the Village Service Areas

### a. Residential Land Use Policies

#### 1) Rezoning Criteria

***In any residential rezoning proceeding upon request for higher average densities up to one unit per acre the applicant will be requested to meet the following criteria:***

- Sewer and Water Service.* The applicant must demonstrate that the development will be served by either public water or public sewer, and that such utility is either currently available or is planned and approved by the County and scheduled for construction to the site within a defined time period.  
  
(Note that applicants must meet all local and state regulations for any on-site wells or septic drainfields if either public water or sewer is not available.)
  - Adequate Road Access.* The rezoning proposal must include a conceptual development plan that provides for safe vehicular access to the existing public road network. Lots that front on collector roads must use “reverse frontage” so they front on internal streets.
  - Adequate Road Right-of-Way Dedication.* The rezoning proposal must include a conceptual development plan that provides for additional right-of-way for future widening of adjacent public roads, as needed to accommodate the marginal increase in traffic generated by the proposed development, to be dedicated at the time of subdivision.
  - Interparcel Access.* Interparcel road access must be provided where feasible through right-of-way dedication and/or construction, regardless of how many road entrances are provided onto existing public roadways.
  - Pedestrian Access.* The rezoning proposal must include provisions for pedestrian mobility within the site and safe and convenient connections for pedestrian traffic to adjacent sites and adjacent public roadways and trails.
  - Buffers.* Landscaped buffers must be provided at all edges of the site that abut existing or planned uses of lower intensities.
  - Other Policies of this Plan.* All other relevant policies of this Plan must be met to the satisfaction of the County
  - Public Facilities.* In order to mitigate the direct impacts of the proposed development on the demand for public facilities, the applicant will be requested to provide mitigation for each proposed dwelling, in the form of land, structures, cash, or some combination thereof, sufficient to off set the average cost of all local capital facilities (schools, parks, government administration, etc.) for a typical dwelling unit in the County, as determined by the County’s estimates of its capital costs. Such proffered payments for each dwelling unit shall be submitted to the County at the time of application for building permit.
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***In any residential rezoning proceeding upon request for higher average densities up to two units per acre the applicant will be requested to meet the following criteria:***

- a) *Sewer and Water Service.* The applicant must demonstrate that the development will be served by both public water and public sewer, and that such utilities are either currently available or are planned and approved by the County and scheduled for construction to the site within a defined time period.
- b) *Other criteria.* The applicant must meet all the other criteria defined above for rezonings to one unit per acre.

***In any residential rezoning proceeding upon request for higher average densities up to four units per acre the applicant will be requested to meet the following criteria:***

- a) *Mix of unit types.* The development plan may contain a mix of at least two different dwelling types such as single family detached, townhouse (attached) units and/or multi-family units.
- b) *Additional buffers.* The applicant must provide additional buffers between the site and existing adjacent development as may be needed to protect all existing and future residents from any conflicts between on-site activities.
- c) *Other criteria.* The applicant must meet all the other criteria defined above for rezonings to two units per acre.

***Court House Square Center District:***

In the designated Court House Square Center District, a mix of land uses and lot sizes will be encouraged. All new development must be compatible with the historic fabric of the area in terms of scale, materials and massing of structures, and must meet all applicable County and State requirements for water and wastewater treatment. Minimum lot sizes may be as small as 4,500 square feet (the size of lots in the original 1777 plat) within the original boundaries of the 1777 village plan.

*(The general policies for setback, buffers, interparcel access, home occupation and residential compatibility for the Rural Preservation Policy Area also apply in the Village Service Areas)*

**b. Agricultural, Forest and Natural Resource Policies (*Village Service Areas*)**

**1) Continuation of Agricultural and Forestry Uses**

Although the County will encourage the continuation of compatible agricultural and forestry uses in these areas, the major purpose of these areas is to serve as centers and focal points for future urban development. Therefore, many agricultural uses will not be compatible with adjacent uses as development continues to occur.

**2) Intensive Agricultural Activities**

The County will not encourage intensive agricultural activities such as poultry houses and livestock feedlots in these areas.

**3) Natural Resource Protection**

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The County will encourage the protection and conservation of critical natural resources, as provided specifically by the policies contained in this Plan for those resources.

**c. Public Utilities and Facilities Policies (*Village Service Areas*)**

**1) Utilities (Water and Sewer Service)**

The County will consider approving the establishment and/or extension of central or public utilities into designated Village Service Areas during the time period of this Plan.

Such utilities must be designed by the developer and fully funded by the developer and/or users. The design and financial structure of all such systems is subject to the review and approval of the County. The County retains the option of requiring the dedication of such systems to the County for long term ownership and operation, or to remain in private ownership at the County's discretion. Any ownership dedication to the County may be phased-in over a specific time period.

General service areas for such utilities coincide with the Village Service Areas shown in this Plan. Specific service areas for utility extensions are or will be detailed in conjunction with the County approved construction plans for such facilities and will generally correspond to the areas shown in this Comprehensive Plan.

**2) Community Facilities**

The County's immediate general priority location for the establishment and expansion of public facilities will be the Powhatan Courthouse Village Service Area. (A secondary priority for potential public facilities in the future will be the Business Service Area along Route 60 east).

The Village Service Area along Route 711 is also expected to become an additional priority location for such facilities in the future.

All new facilities and expansions of existing facilities should be sited in order to provide the most efficient service to the largest number of people in a defined service area, and should be designed to have the least possible impact on the surrounding properties.

The County will manage the provision of public facilities and services in accord with the policies contained in this Plan for such facilities.

**d. Transportation Policies (*Village Service Areas*)**

**1) Road Network**

The road network in and around Village Service Areas should be designed to serve both through-traffic and local traffic within the village areas. It should be an interconnected system with a clear hierarchy of roads that serve residential as well as business traffic related to the village areas.

Extensions of existing roads, interparcel connections of new and existing roads and street sections that are comfortable for pedestrians and bicycles will be encouraged in these areas.

**2) Road Access**

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The County will encourage consolidation of access points (public/private roads, private driveways and commercial entrances) along existing state collector and arterial roads, as identified in Figure III-3. The County will encourage reverse frontage lots for residential uses along all collector and arterial roadways within these areas.

The County will encourage interparcel access between developments (new and existing) whenever feasible in order to provide emergency access, convenience for residents and safe and efficient use of the Countywide road network.

Access to major collector and arterial roads to serve high-volume uses will be carefully controlled and closely coordinated through the development review process.

### **3) Road Standards**

The County will encourage all new roads to be designed to state standards for acceptance into the State system.

The County will permit private roads and access easements only as an incentive for landowners to carry out developments which have minimal traffic and financial impacts, and which have effective and functional provisions for pedestrian and bicycle use.

The County will encourage VDOT to permit flexibility in road design standards for curvature, grade and right-of-way to ensure that all new roads - and roads to be upgraded - have the minimum possible impact on existing natural and historic resources, and that all roadways in the Village Preservation Areas are designed and constructed to comfortably accommodate pedestrians and bicycles.

### **4) Future Rights-of-Way**

The County will encourage developers to dedicate right-of-way for planned future roadways, as part of the land development review process and to construct or financially contribute to such roads.

### **5) Major Highway Corridors**

The County will encourage the protection of the high-capacity corridors (major collectors and all arterial roads) that serve these areas, with special emphasis on Routes 60, 522 and 711. The County will coordinate closely with VDOT, local landowners and other County citizens to achieve such protection over the long term, so as to avoid excessive traffic congestion and unsafe conditions in the future.

Through its corridor planning process, the County will encourage the establishment of landscaping, building setbacks and buffers, consolidated access and parallel road systems to serve these major corridors.

### **e. Business and Economic Policies (*Village Service Areas*)**

The Village Service Areas are expected to be important locations for future local commercial uses mainly to serve County residents. All such development will be encouraged to be designed with consolidated access onto major roadways and with effective pedestrian connections within and between sites.

These areas are generally appropriate for moderate size commercial enterprises, including offices and business services. However, any development within the Courthouse Village Service Area south of Route 60

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must be sited and designed to be compatible with the historic fabric of that area.

Limited, compatible industrial uses may also be appropriate in designated locations within these areas, in accord with the Future Land Use Plan Map (Figure III-2) and all relevant policies of this Comprehensive Plan. Appropriate proffers from the applicant will be expected to ensure compatibility with existing and planned residential areas in the vicinity.

**f. Zoning Districts (*Village Service Areas*)**

The function of the Village Service Areas is to provide places for those uses which have a more intensive, urban character, including higher density residential development, a mix of housing types, retail and general business uses, compatible light industrial uses and a range of public facilities.

These areas are expected to accommodate a significant amount of the County's future residential development and the vast majority of its business and light industrial development, as well as most public facilities.

Appropriate Zoning Districts for use in the Village Service Areas will depend upon specific site circumstances, the design of the concept development plan for the site and the level of proffers offered by the applicant in accord with the above rezoning criteria and the purposes of zoning. Generally, however, potentially appropriate zoning districts for these areas may include the following:

- Agricultural District (A-1 ) (short term only)
- Rural Residential District (R-R) (short term only)
- Single Family Residential District (R-2)
- Residential Utility District (RU)
- Residential/Commercial District (RC)
- Office District (O)
- General Commercial District (C)
- Light Industrial District (I-1)
- Flood Plain District (FP)
- Courthouse Square Center District (CHSC-1) (only in Courthouse village)
- Historic Districts (H)
- Mobile (Manufactured) Home Park District/Subdivision (only in compatible locations)

**6. Land Use Policies for the Business Service Area**

**a. Residential Land Use Policies**

**1) Rezoning Criteria**

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Any residential rezonings in this area will be subject to the same criteria as those in the Village Service Areas, with the additional policy consideration that business uses are the preferred uses for this area, particularly for sites served by public water and sewer. Residential development will be permitted at densities that can be supported by on-site septic systems and individual wells, and/or by public water and sewer service if it is made available to the site by the County.

## **2) Other Residential Policies**

*(The general policies for setback, buffers, interparcel access, home occupation and compatibility of residential development, for the Rural Preservation Policy Area also apply in the Business Service Area)*

### **b. Agricultural, Forest and Natural Resource Policies (*Business Service Area*)**

#### **1) Continuation of Agricultural and Forestry Uses**

Although the County will encourage the continuation of compatible agricultural and forestry uses in this area, the major purpose of the area is to provide sites for more intense employment development of a commercial and industrial nature. Therefore, many agricultural uses will not be compatible with adjacent uses as development continues to occur.

#### **2) Intensive Agricultural Activities**

The County will not encourage intensive agricultural activities such as poultry houses and livestock feedlots in this area.

#### **3) Natural Resource Protection**

The County will encourage the protection and conservation of critical natural resources, as provided specifically by the policies contained in this Plan for those resources.

### **c. Public Utilities and Facilities Policies (*Business Service Area*)**

#### **1) Utilities (Water and Sewer Service)**

The County will pursue the provision of public sewer to this area as well as public water using capacity purchased from Chesterfield County and drilled wells.

The service area for this public water and sewer service will generally coincide with the policy area shown in this Plan, but may be refined in conjunction with the County approved construction plans for such water and sewer lines.

The purpose of the County providing water and sewer service to this area is to serve existing and future employment uses. Such land uses will be the top priority for receiving service capacity.

#### **2) Community Facilities**

The County's immediate general priority location for the establishment and expansion of public facilities will be the Powhatan Courthouse Village Service Area.

The Business Service Area along Route 60 east is a secondary priority for potential public facilities in the future, as population levels increase around it and as public water and sewer becomes available.

Any siting and construction of public facilities in this area should provide the most efficient service to the largest number of people in a defined service area, and should be designed to have the least possible impact on the surrounding properties.

The County will manage the provision of public facilities and services in accord with the policies contained in this Plan for such facilities.

**d. Transportation Policies (*Business Service Area*)**

**1) Road Network**

The road network within and around Business Service Area must serve both through-traffic and local trips. It should be an interconnected system with a clear hierarchy of roads that serve residential as well as business traffic related to this area.

Extensions of existing roads, interparcel connections of new and existing roads and street sections that accommodate pedestrians and bicycles will be encouraged in this area.

**2) Road Access**

The County will strongly encourage consolidation of access points (public/private roads, private driveways and commercial entrances) along Route 60 in this area.

The County will encourage interparcel access between developments (new and existing) whenever feasible in order to provide emergency access, convenience for residents and safe and efficient use of the Countywide road network.

The County will encourage reverse frontage lots for residential uses along all collector and arterial roadways.

Access along Route 60 and critical connecting roads will be carefully managed and closely coordinated through the development review process.

**3) Road Standards**

The County will encourage all new roads to be designed to state standards for acceptance into the State system.

The County will permit private roads and access easements only as an incentive for landowners to carry out developments that have minimal traffic and financial impacts and developments which have effective and functional provisions for pedestrian and bicycle use.

**4) Future Rights-of-Way**

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The County will encourage developers to dedicate right-of-way for planned future roadways, as part of the land development review process and to construct or contribute financially to such roads.

The County will encourage developers to commit to providing future rights-of-way and construction of off-site connections to provide interparcel access as development occurs on adjacent tracts.

## **5) Major Highway Corridor**

The County will encourage the protection of the capacity and safety of Route 60 through this policy area. The County will coordinate closely with VDOT, local landowners and other County citizens to achieve such protection over the long term.

Through its corridor planning process, the County will encourage the establishment of landscaping, building setbacks and buffers, consolidated access and parallel road systems in key areas to serve this major corridor.

The County will encourage the consolidation of small parcels into larger, unified tracts that can provide more efficient access and interparcel connections.

### **e. Business and Economic Policies (*Business Service Area*)**

#### **1) Compact Commercial Services**

The Business Service Area is expected to be the main location for large, regional-scale commercial enterprises. All such development will be encouraged to locate in compact clusters with consolidated access onto major roadways, adequate buffers between existing uses of lower intensities, and effective pedestrian connections within and between sites.

#### **2) Other Compatible Business Activities**

Certain compatible industrial uses may also be appropriate in designated locations within these areas, in accord with the Future Land Use Map (Figure III-2) and all relevant policies of this Comprehensive Plan. Appropriate proffers from the applicant will be expected to ensure compatibility with existing and planned residential areas in the vicinity.

### **f. Zoning Districts (*Business Service Area*)**

The major function of the Business Service Area is to provide locations for compatible commercial and industrial development in the County. This area is expected to become increasingly urban in character as such development occurs within it.

Appropriate Zoning Districts for the Business Service Area will depend upon specific site circumstances, the availability of utilities, the design of the concept development plan for the site and the level of proffers offered by the applicant in accord with the above rezoning criteria and the purposes of zoning. Generally, however, potentially appropriate zoning districts for these areas may include the following:

- Agricultural District (A-1 )
  - Rural Residential District (R-R)
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- Single Family Residential District (R-2)
- Single Family Residential District (R-5)
- Single Family Residential District (R-7)
- Residential Utility District (RU)
- Residential/Commercial District (RC)
- Office District (O)
- General Commercial District (C)
- Light Industrial District (I-1)
- Heavy Industrial District (I-2) (only in compatible locations)
- Mining and Mineral Extraction District (M) (only in compatible locations)
- Flood Plain District (FP)
- Historic Districts (H)
- Mobile (Manufactured) Home Park District/Subdivision (only in compatible locations)

## **7. Future Land Use Designations**

Following are general descriptions of the various land use groups that represent the preferred land uses for specific areas of the County, as shown on the Future Land Use Plan Map (Figure III-2)

### **a. Low Density Residential**

These uses will include agricultural and forest uses, the rural residential uses permitted in the Rural Preservation Policy Area, as well as existing non-conforming uses and home-based businesses in accord with applicable regulations. Limited public facility or institutional uses that require a rural setting and which are compatible with adjacent uses may also fit this land use category.

### **b. Community Residential**

These uses include the full range of residential types and densities as provided for in the Village Service and Business Service Policy Areas, including public and institutional facilities, contingent upon adequate utility service and compatibility with adjacent planned and existing uses.

### **c. Community Commercial**

These uses include the full range of commercial uses as provided for in the Village Service and Business Service Policy Areas, including retail, wholesale, shopping centers, general commercial, and office activities, as well as compatible public and institutional facilities.

### **d. Village Mixed-Use**

These uses include small scale, low-intensity commercial and office uses which serve the immediate vicinity or neighborhood, as well as low to medium density residential uses in accord with the provisions of the applicable policy area, including compatible public and institutional facilities. All uses are contingent

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upon adequate utility service and compatibility with adjacent planned and existing uses.

**e. Light Industrial**

These uses include warehousing, storage, assembly, light manufacturing, regional offices and similar uses, contingent upon adequate utilities, road access and compatibility with adjacent planned and existing uses.

**f. Heavy Industrial**

These uses include higher intensity industrial uses such as heavy manufacturing, mineral extraction, sawmills and similar uses, contingent upon adequate utilities, road access and compatibility with adjacent planned and existing uses.

**g. Public/Institutional**

The areas designated as Public/Institutional on the Future Land Use Plan Map show the major existing state and county facilities for education, detention and recreation.

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fig III-2b momenco

fig III-2c macon



fig III-2d Mill quarter

fig III-2e Red lane

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fig III-2f Michaux

fig III-2g Court House

fig III-2h Rt 60

fig III-2i lot size avg

## **Countywide Planning Policies and Actions**

### **1. Agricultural, Forest and Natural Resources (*Countywide*)**

The County's major objectives for agricultural, forest and natural resources are:

**Protect the Public Health and Safety.** Clean air and water are important contributors to the public health.

**Protect and Improve Economic Strength.** The County's agricultural, forest and natural resources are a fundamental element of its economic base. In order to continue, the economic strength of the farming and forestry industries must be maintained and enhanced, and the natural ecosystem must be protected to support those economic resources.

**Protect the Integrity and Character of Rural Land Resources.** The County's agricultural, forest and natural resources are a key component of the County's "rural character" that is so highly valued by citizens.

**Protect the Function of Valuable Natural Systems.** Citizens rely on groundwater supplies for drinking water. Other components of the ecosystem are also critical to County's quality of life and economic system, including clean air, sound surface water systems, and healthy wildlife habitats.

**Manage Transitions in Land Use to Ensure Compatibility.** As rural residential development continues, agricultural and forestal lands will be converted to more intense uses. These changes will put pressure on agricultural and forest activities, as well as cause negative impacts on natural systems. These pressures must be effectively mitigated if the resources are to remain functional for local citizens and the region.

#### **Agricultural and Forest Resources**

##### **a. Policies for Agricultural and Forest Resources**

###### ***The County will:***

- 1) Encourage the voluntary formation of new Agricultural and Forestal Districts, and additions to existing Districts
  - 2) Encourage landowners to refrain from clear-cutting timber within 100 feet of the James and Appomattox Rivers and within 50 feet of any actively flowing creek or stream.
  - 3) Encourage landowners to maintain buffered areas of existing tree cover between areas that have been clear-cut and public rights-of-way.
  - 4) Encourage the use of Best Management Practices (BMPs) for agricultural and forestal activities.
  - 5) Ensure that agricultural activities, particularly intensive agricultural activities, do not cause undue degradation of groundwater or surface water resources
  - 6) Provide Use-Value Assessment to qualifying agricultural and forestal lands
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- 7) Encourage the donation or private purchase of permanent conservation easements on significant agricultural and forestal tracts
- 8) Encourage landowners who wish to harvest their timber to develop a Forest Management Plan in cooperation with the Virginia Department of Forestry
- 9) Encourage the replanting of cleared land with indigenous species as recommended by the Virginia Department of Forestry
- 10) Encourage the designation of Virginia Byways and Virginia Scenic Rivers for roads and streams that merit such designation

**b. Implementation Actions for Agricultural and Forest Resources**

***The County will:***

- 1) Require and enforce effective nutrient management plans for intensive agricultural activities
- 2) Provide "lot-size averaging" options in the zoning ordinance for rural residential development
- 3) Continue to review and refine the County's land development regulations to ensure that they are consistent with the goals and policies of the Comprehensive Plan
- 4) Continue to study the feasibility of permitting rural cluster development techniques for residential development

**Floodplains, Wetlands and Surface Water Resources**

**a. Policies for Floodplains, Wetlands and Surface Water Resources**

***The County will:***

- 1) Encourage establishment of vegetative buffers along all active creeks and streams
- 2) Maintain natural drainage courses wherever possible during the design and construction process for land development
- 3) Maintain existing topography and vegetation wherever possible during the design and construction process for land development
- 4) Encourage the establishment and preservation of 100 foot stream buffers along streams which drain areas of one square mile or greater
- 5) Encourage the use of Best Management Practices (BMPs) for all construction and agricultural activities

**b. Implementation Actions for Floodplains, Wetlands and Surface Water Resources**

***The County will:***

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- 1) Review the County's land development regulations to ensure that the policies of this plan for floodplains, wetlands and surface waters are adequately supported and implemented through those ordinances

### **Groundwater Resources**

#### **a. Policies for Groundwater Resources**

##### ***The County will:***

- 1) Intend to rely on its groundwater resources for the majority of its water supply needs during the next two decades
- 2) Provide public water service to specific planned areas as designated in this plan, for the purpose of focusing future growth into these areas over the long term

#### **b. Implementation Actions for Groundwater Resources**

##### ***The County will:***

- 1) Undertake a study of the quality and quantity of the groundwater supply in the Rural Preservation Policy Area in order to confirm that the plan provides an adequate supply of land for expected residential development during the next two decades; the study should identify critical recharge areas that should be designated for long term protection
- 2) Coordinate with the Health Department to evaluate all state and local land development regulations to ensure that sufficient separation and dispersion of wells and septic fields is achieved in rural residential developments
- 3) Review current well-head protection provisions and coordinate with State agencies to implement measures to ensure their adequacy, which may include regulatory changes and/or educational and promotional efforts
- 4) Continue to communicate with neighboring jurisdictions in considering the potential of establishing a Lake Genito surface water reservoir as a long-term alternative to groundwater sources for the public water supply

### **Mineral Resources**

#### **a. Policies Mineral Resources**

##### ***The County will:***

- 1) Encourage well-managed mineral extraction activities in compatible locations that do not conflict with existing adjacent land uses
- 2) Ensure that adequate buffers, management procedures and access roads are provided and maintained for any extractive industrial operation in order to protect adjacent property owners

#### **b. Implementation Actions for Mineral Resources**

##### ***The County will:***

- 1) Review and evaluate existing land development regulations to ensure that provisions are sufficient to protect existing and planned future adjacent land uses
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- 2) Require closure or reclamation plans prior to approval of any extractive industrial use proposal

## 2. Transportation (*Countywide*)

The County's major objectives for its long term transportation system are:

**Regional Coordination.** Coordinate effectively with neighboring jurisdictions and state and regional agencies in planning and implementing a safe, efficient and cost-effective transportation system for the residents of Powhatan.

**Access Management.** Manage vehicular access and land use changes along all major public roadways, particularly collectors and arterial roads, with special emphasis on Routes 60, 522, 711, and new corridors, in order to maintain a suitable level of peak-period traffic capacity and safety on those roads and the roads that depend on them for access.

**Future Right-of-Way.** Identify and preserve in the Comprehensive Plan the general corridor rights-of-way for key future roadways so that when the need arises in the future, the right-of-way will have been reserved or will be feasible to acquire.

**Functional Network and Hierarchy of Roads.** Maintain the overall efficiency and viability of the County's road network by creating and maintaining an interconnected system made up of a hierarchy of local, collector, arterial and limited access roads.

**Alternative Travel Modes.** To the maximum possible extent, provide safe and convenient opportunities for citizens to walk or bicycle rather than drive, by encouraging new development to be located and designed in a compact, pedestrian and bicycle "friendly" manner, and for new developments to provide multi-use trails connecting to public rights-of-way and adjacent properties.

### a. Policies

***The County will:***

- 1) Request VDOT to proceed with right-of-way acquisition for an interchange at Route 711 and the proposed Route 288 corridor in conjunction with a strong commitment of the County and State to manage land use and access to protect the long-term traffic capacity of that interchange
  - 2) Implement access management policies and regulations along Route 60 to limit the number and spacing of traffic signals, curb cuts and median breaks and to protect long term peak period capacity and safety.
  - 3) Plan for a four lane-divided Route 522 in the long term
  - 4) Use the Thoroughfare Plan (Figure III-3) as the primary guide for future road improvements, road extensions, new corridors and right-of-way reservation.
  - 5) Encourage the consolidation and assemblage of existing small parcels along all major arterial and collector roadways, in order to achieve coordinated development with fewer entrances and greater setbacks.
  - 6) Encourage sensitive roadway alignment and design that balances the needs of vehicular traffic with the needs of the citizens for environmental protection, comfortable pedestrian and bicycle access, protection of historic resources and other important community values.
  - 7) Plan and manage the transportation system in accord with the transportation policies contained in this Plan.
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- 8) Discourage direct access to Routes 612 or 613 from the industrial property and/or Quarry site on Route 60, unless road access is improved so as to protect neighboring residential properties.
- 9) Encourage additions to the Virginia Byway system in the County
- 10) Encourage property owners to maintain existing vegetative buffers on Routes 60 and 522, during the site planning and development process.
- 11) Encourage all developments to plan for connections to a Countywide system of bikeways along major road corridors.
- 12) Continue funding for improving and paving unpaved rural roads.

**b. Implementation Actions (Countywide)**

***The County will:***

- 1) Require site plan review for all non-residential development proposals and for high density residential proposals
- 2) Incorporate the VDOT standards for engineering and site plan review into local land development regulations, including:
  - require traffic impact studies for all major rezoning and site plan applications
  - require provision of rights-of-way dedications for each type of road in accord with VDOT standards
- 3) Continue to review VDOT's standards for engineering and site plan review to identify other requirements that can be incorporated into the County's land development regulations
- 4) Encourage proffers for right-of-way dedication and road construction
- 5) Require landscaping and set-backs
- 6) Prepare and adopt detailed corridor plans for key roadways with the involvement of local landowners and other County citizens
- 7) Manage access on rural collector roads through the development review process and through refined site development standards for rural development in the Zoning Ordinance
- 8) Coordinate with VDOT in the development review process and in all road planning activities
- 9) Request the assistance of VDOT and the Richmond Regional PDC-MPO in conducting alignment studies for the new road corridors identified in this plan, including more detailed studies of the Court House village, Flat Rock, and major road entrances to the County.
- 10) Focus on long term acquisition of right-of-way for the key road improvements identified in this plan, including:

**Major Arterials**

Route 60 (Anderson Highway):

at least 120 feet

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Route 522 (Maidens Rd.)	at least 120 feet
Route 609 (Giles Bridge Road) and portion of Route 13 (Old Buckingham Rd.)	at least 120 feet
Route 288 (Limited Access)	(established by VDOT)
<u>Minor Arterials:</u>	at least 70 feet

- 7) Plan and manage the transportation system in accord with the transportation policies contained in this Plan.
- 8) Discourage direct access to Routes 612 or 613 from the industrial property and/or Quarry site on Route 60, unless road access is improved so as to protect neighboring residential properties.
- 9) Encourage additions to the Virginia Byway system in the County
- 10) Encourage property owners to maintain existing vegetative buffers on Routes 60 and 522, during the site planning and development process.
- 11) Encourage all developments to plan for connections to a Countywide system of bikeways along major road corridors.
- 12) Continue funding for improving and paving unpaved rural roads.

**b. Implementation Actions (Countywide)**

***The County will:***

- 1) Require site plan review for all non-residential development proposals and for high density residential proposals
  - 2) Incorporate the VDOT standards for engineering and site plan review into local land development regulations, including:
    - require traffic impact studies for all major rezoning and site plan applications
    - require provision of rights-of-way dedications for each type of road in accord with VDOT standards
  - 3) Continue to review VDOT's standards for engineering and site plan review to identify other requirements that can be incorporated into the County's land development regulations
  - 4) Encourage proffers for right-of-way dedication and road construction
  - 5) Require landscaping and set-backs
  - 6) Prepare and adopt detailed corridor plans for key roadways with the involvement of local landowners and other County citizens
  - 7) Manage access on rural collector roads through the development review process and through refined site development standards for rural development in the Zoning Ordinance
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- 8) Coordinate with VDOT in the development review process and in all road planning activities
- 9) Request the assistance of VDOT and the Richmond Regional PDC-MPO in conducting alignment studies for the new road corridors identified in this plan, including more detailed studies of the Court House village, Flat Rock, and major road entrances to the County.
- 10) Focus on long term reservation of right-of-way for the key road improvements identified in this plan, including:

Major Arterials:

Route 60 (Anderson Highway):	at least 120 feet
Route 522 (Maidens Rd.)	at least 120 feet
Route 609 (Giles Bridge Rd.) and portion of Route 13 (Old Buckingham Rd.)	at least 120 feet
Route 288 (Limited Access)	(established by VDOT)

Minor Arterials:

at least 70 feet

- Route 615 (Three Bridge Rd.) (portion)
  - Route 13 (Old Buckingham Rd.) (portion)
  - Route 604 (Genito Rd.)
  - Route 603 (Academy Rd.)
  - Route 622 (Dorset Rd.)
-

Rural Collectors:

at least 50 feet

Route 603 (Rocky Ford/Petersburg Rd.)  
Route 605 (Moseley Rd.)  
Route 607 (Huguenot Springs Rd.)  
Route 610 (Schroeder Rd.)  
Route 613 (Mill Rd.)  
Route 614 (Judes Ferry Rd.)  
Route 615 (Three Bridge Rd.) (portion)  
Route 621 (Cosby Rd.)  
Route 628 (Red Lane Rd.)  
Route 629 (Trenholm Rd./Old Tavern Rd.)  
Route 630 (Ballsville Rd.)  
Route 635 (Manakin Town Ferry Rd.)  
Route 675 (Page Rd.)  
Route 676 (Urbine Rd.)  
Route 677 (Batterson Rd.)  
Route 678 (Rocky Oak Rd.)  
Route 684 (Bell Rd.)  
Route 684 (Cartersville Rd.)  
Route 711 (Huguenot Trail)  
Route 714 (Winterfield Rd.)

- 11) Pursue funding for new roads through a combination of VDOT assistance through the Six Year Secondary Road Plan and through proffer contributions and other dedications from landowners who will benefit from road access to and through their properties.
- 12) Implement corridor management policies for the Route 60 corridor, including, but not be limited to:
  - Limit median breaks and traffic signals to not more than one per 1,000 feet
  - Encourage consolidation of entrances and the dedication and construction of parallel connecting roads as identified in this plan, through the corridor planning process, the site plan review process and the rezoning review process
  - Require property owners to fund the corridor improvements that will increase the value of their adjacent properties, including new signals, new or improved crossovers, acceleration lanes, etc.
  - Encourage landowners to preserve existing mature trees adjacent to the right of way through a combination of incentives and regulations
- 13) For roads with Virginia Byway designation such as Route 711, and for any major roadway extensions, work closely with VDOT and landowners to implement policies for maintaining buffers of existing forested areas along the right-of-way, and for establishing a multi-use trail adjacent to or within the right-of-way

14) Place a priority on the improvement of major existing roads that form the major future road network identified in the Thoroughfare Plan, including:

- Route 603\*
- Route 614\*
- Route 613\*
- Route 635\*
- Route 607
- Route 615\*
- Route 622
- Route 678
- Route 677
- Route 676
- Route 675\*
- Route 611
- Route 634

The above priorities should be pursued in conjunction with the VDOT six-year plan. The County should consider the above list of priorities when working with VDOT in updating the six year plan, recognizing that the above list of priorities is focused on those areas of the County that are experiencing the greatest amount of development.

\*some improvements on these roads are included in current VDOT six-year plan

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### 3. Utilities (Water and Sewer)

The County's major objectives for its utilities systems are:

**Protect Public Health and Safety.** Safe drinking water and wastewater treatment are essential to the public health and safety. Central public utilities can help ensure that such standards are maintained over the long term.

**Manage the Location and Density of Land Development.** Provision of central public utilities supports more intensive land development and can serve as an incentive for locating development in appropriate locations near other community facilities.

**Encourage Compatible Economic Development.** Many businesses and industries require or are enhanced by central water and wastewater services and thus these facilities can be important components of the County's overall economic development strategy.

#### a. Policies

***The County will:***

- 1) Focus public utility investments into the Courthouse area
  - 2) Seek to expand public sewer and water service in the Courthouse village area as designated on the Land Use Policy Map (Figure III-1)
  - 3) Pursue extending public water and sewer service to the designated Business Service Area along Route 60 east for purposes of commercial and light industrial development, in conjunction with implementation of access management policies for the corridor
  - 4) Pursue extending public sewer and water service to the Michaux Creek watershed in conjunction with financial assistance from private landowners
  - 5) Require that new or expanded central public water or sewer systems either be owned and operated by the County, or that the design of the facility and the ownership and operating agreements ensure the long term environmental and financial viability of the system to the satisfaction of the County
  - 6) Do not extend or establish utilities without a formal determination by the Planning Commission and Board of Supervisors that such utility proposals are in conformance with the Comprehensive Plan, in conjunction with the procedures set forth in the Code of Virginia, Section 15.2-2232 (formerly 15.1-456)
  - 7) Do not extend or plan extensions of utilities into areas not designated in this Comprehensive Plan without making formal amendment to the Plan based upon an assessment of the need, location and potential impacts of such utilities
  - 8) Consider the construction of a reservoir on the Appomattox River (Lake Genito) as a long term option for regional water supply
-



**b. Implementation Actions*****The County will:***

- 1) Continue to pursue expanded sewer treatment capacity for the Courthouse Village area
- 2) Continue to work with Chesterfield County and pursue deep wells in conjunction with water storage tower(s) to ensure availability of water supplies and pursue wastewater treatment capacity for the designated Business Service Area along Route 60 east.
- 3) Continue to work with Chesterfield County to ensure availability of wastewater capacity for the Michaux Creek subwatershed
- 4) Establish specific service areas for all areas planned for public water or sewer service, based upon the policy areas defined in this Plan
- 5) Continue to explore, in conjunction with neighboring jurisdictions, the potential for Lake Genito as a long term option

**4. Community Facilities (*Countywide*)****Major objectives for community facilities**

**Protect and Enhance the Citizens' Quality of Life.** A variety of Community facilities and services are an important element of the overall quality of life for local citizens.

**Manage the Location of Land Development.** Community facilities can attract new development to locate nearby, and this pattern is typically more convenient and economical for both the County and citizens, and helps to reinforce the compact growth pattern the County desires. To that end, the County's objective is to locate new facilities (and retain existing facilities) within or very near existing village settlements.

**Protect Public Health and Safety.** Law enforcement and emergency services provide a key element in the overall level of public health and safety.

**Encourage Compatible Economic Development.** High quality community facilities and services are an important element for attracting and retaining businesses in today's economy.

**Establish Service Plans.** As the County's population continues to grow in number and diversity, the County will prepare and use service plans for each major service (fire and rescue, parks and recreation, etc.) to ensure appropriate levels of service and cost-efficiencies for each type of service.

**Use Volunteer Support.** To the greatest extent feasible, the County will encourage and rely on the help of volunteers in assisting with the delivery of a variety of local public services

**Education Policies**

- 1) The County will continue to concentrate school facilities in the Courthouse Village area in order to provide an efficient, centralized location for schools and to reinforce the identity of the Courthouse as the County's community focal point
-

However, if the population continues to grow more rapidly in the eastern part of the County than in the west, as expected, it may become most efficient to locate a new elementary school in the east in the future

The County will continue to assess the trade-offs in efficiency and quality of service between maintaining totally centralized schools and some increased dispersion of schools

- 2) The County will encourage cooperation between the school system and other County agencies and departments in seeking economies of scale through sharing facilities and services whenever practical, particularly recreational facilities and coordinated purchasing procedures
- 3) The County will seek to minimize the cost of school infrastructure by encouraging school-related proffers from residential rezoning applications, with special focus on receiving contributions of land for school facility sites that the County deems appropriate and suitable for such purposes

### **Parks and Recreation Policies**

- 1) The County will continue to concentrate its recreational facilities in the Courthouse Village area in order to provide an efficient, centralized location and to reinforce the identity of the Courthouse as the County's community focal point
- 2) The County will encourage coordination and sharing of County and school system recreation facilities in order to achieve maximum cost-efficiency
- 3) The County will seek to achieve defined state standards for level of service of park and recreation facilities including number acres for active and passive facilities, and will use those as a target in planning the size, character and location of such facilities
- 4) The County will seek to minimize the cost of parks and recreation infrastructure by encouraging proffers from residential rezoning applications for land for recreation facility sites that the County deems appropriate and suitable for such purposes

### **Library Service Policies**

- 1) The County will continue to concentrate library facilities in the Courthouse Village area in order to provide an efficient, centralized location and to reinforce the identity of the Courthouse as the County's community focal point
- 2) The County will seek to achieve defined state standards for level of service of library facilities, including quantity of space, number of volumes and personnel, and will use those as a target in planning the size, character and location of such facilities

### **Public Safety Policies**

- 1) The County will continue to locate fire and rescue facilities in locations throughout the County so as to provide the most efficient level of service for the existing and planned population
  - 2) The County will continue to promote the use of volunteer personnel as the primary source of emergency service delivery
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- 3) The County will continue to encourage regional cooperation among companies and among jurisdictions in the provision of emergency service protection
- 4) The County will seek to minimize the cost of public safety infrastructure by encouraging proffers from residential rezoning applications for land for fire and rescue facility sites that the County deems appropriate and suitable for such purposes

#### **United States Post Office**

- 1) The County will strongly encourage the U. S. Postal Service to maintain a major post office within the Court House Village Service Area, with effective, safe and convenient pedestrian access to the historic district.

#### **Telecommunications Facilities**

- 1) The County will seek to minimize the need for new towers and monopoles by encouraging new telecommunications antennas to be located on existing buildings, towers, poles, water tanks, overhead transmission line structures and other tall structures wherever possible ("co-location"). In order to obtain approval for a new location, applicants must demonstrate to the County that other existing sites are not feasible.
  - 2) In cases where such co-location on existing structures is not feasible, the County will encourage that new towers or monopoles be located:
    - in planned and zoned industrial and employment areas
    - within overhead utility transmission line rights-of-way where structures greater than eighty feet in height already exist
    - on public sites such as fire and rescue facilities, provided that the towers and antennas are located and designed to mitigate visual and any other adverse impacts on the public facility or adjacent properties.
  - 3) The County will review and amend its land use regulations as necessary to allow telecommunications towers and antennas in those districts and on such industrial and public utility sites that are in accord with these plan policies. Such facilities will be permitted in agricultural and industrial areas only by conditional use permit.
  - 4) The County will review and amend its land use regulations as necessary to prohibit telecommunications towers and antennas in County-designated historic areas.
  - 5) The County will review and amend its land use regulations as necessary to provide location and design standards to mitigate visual and other impacts. Such standards will include but not be limited to:
    - Tower and monopole sites should be designed and constructed to the minimum height necessary to accommodate at least four users on the tower or pole and sufficient land area for additional equipment buildings
    - Tower and monopole facility and site design elements that should be fully considered in mitigation efforts include siting such that topography and existing vegetative can provide visual mitigation, location on the site in relation to adjacent land uses, color, lighting, materials, additional vegetative screening and architecture. Facilities should be a neutral color to blend with background vegetation and/or sky.
-

- Towers and monopoles should be set back from all property lines a distance not less than the height of the tower or pole, and at least 120% of its height from any existing residential dwelling located off premises.
- Other standards as may be adopted as part of the County's Zoning Ordinance or contained in separate conditional use permit guidelines, and amended from time to time.

## 5. Business and Economic Development (*Countywide*)

### **Major objectives for long term business and economic development**

**Retain Existing Businesses.** The County's first priority is to maintain its present employers and job opportunities.

**Attract Compatible New Businesses.** The County must also attract businesses that are compatible with the rural character and overall quality of life, especially businesses and industries that are of a small to medium size, have a moderate land use intensity, have minimal environmental impacts and can use the existing labor force within the County.

**Maintain the County's Quality of Life.** New economic development must be of a type and character that helps maintain the high quality of life that has attracted residents and businesses to the County in the first place, in order to also serve as the basis for attracting and retaining businesses in the future.

**Increase the Rate of Local Job Growth.** As the County continues to attract commuters who work in jobs located elsewhere, it will benefit from adding new jobs for those residents in order to off-set the costs of providing public services and to reduce traffic congestion on major roadways.

**Locate New Business in Suitable and Compatible Locations.** In addition to attracting new businesses that are compatible in terms of their environmental and traffic impacts, it is also important for businesses to be located in suitable locations with adequate road capacity and separation or buffers from surrounding properties

### **Policies and Implementation Actions**

#### ***The County will:***

- 1) Encourage a compact pattern of commercial uses located at key points along Route 60, east of Route 522, in general conformance with the Land Use Policy Areas Map (Figure III-1) and Future Land Use Plan Map (Figure III-2) of this Plan
  - 2) Encourage other compatible employment uses on Rt. 60 and in designated areas, in general conformance with the policies of this Plan and the Future Land Use Plan Map (Figure III-2)
  - 3) Strive to retain existing businesses and industries in the County and to encourage their viability and growth
  - 4) Promote the attraction of compatible new businesses and industries to the County, especially tourist and recreation-based businesses, local and regional office uses, professional services, light manufacturing facilities and a range of local and regional commercial service businesses
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- 5) Continue to identify and promote suitable sites for a range of potential businesses that would benefit the County's economic base while keeping impacts to a minimum, consistent with the above policy
- 6) Encourage the establishment of compatible home-based businesses that can take advantage of continuing advances in telecommunications and computer technology
- 7) Encourage the continuation and enhancement of well-managed, compatible agricultural and forest activities and their support businesses
- 8) Permit the existing, non-conforming industrial uses shown on the Future Land Use Plan Map (Figure III-2) to continue, but do not encourage expansion at these sites
- 9) Encourage new structures located along major corridors to be architecturally and visually compatible with existing and planned structures along such corridors, through a variety of means, including zoning regulations, proffers, site plan review and conditional use permit processes

## 6. Historic Resources (*Countywide*)

### Major objectives for historic resources

**Preserve Significant Historic Sites and Structures.** The County has hundreds of significant historic and archaeological resources worthy of preservation.

**Preserve the Historic Character of the County.** The County's historic resources contribute to understanding, appreciation and enjoyment of the community's heritage.

**Protect Resources that Support Compatible Economic Development.** Many of the County's historic resources provide the basis for supporting compatible business enterprises. Direct economic benefits include the tourism and construction industries. Indirect economic benefits include businesses and residents that enjoy the quality of life afforded by a community rich in history.

### Policies and Implementation Actions

#### ***The County will:***

- 1) Encourage the establishment of historic district overlay zones as provided for in the County's zoning ordinance
  - 2) Promote the use of the provision in the Code of Virginia which provides for tax credits for rehabilitation of qualifying historic properties
  - 3) Promote the sensitive and well-designed adaptive reuse of historic structures, and encourage developers to preserve existing historic structures and integrate them into concept plans for any new development that may occur
  - 4) Coordinate with VDOT and private developers to achieve sensitive alignment, design and construction of new roadways and improvements to existing roadways so as to protect historic and environmental resources
  - 5) Promote the use of open space conservation easements and building facade easements to preserve historic sites and structures
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- 6) Encourage and promote the passage of state legislation that will promote and provide financial assistance for localities to implement conservation easements on open space and historic properties
- 7) Work with local community groups, state agencies and other entities to increase the understanding and awareness of the County's historic resources as a critical community asset
- 8) Coordinate with neighboring jurisdictions to preserve and promote historic resources on a regional basis

## 7. Housing Resources (*Countywide*)

### Major objectives for housing resources:

**Provide a range of housing types for residents of all ages and income levels.** As the County's population continues to grow, there will be an increasing need for the market to provide a broad range of housing types to accommodate the various needs of new residents.

**Ensure that new housing is built in a pattern and in locations that are compatible with the County's long term goals.** This Comprehensive Plan defines the general locations for various types and densities of housing that are appropriate for meeting the County's goals.

**Encourage the construction of sound quality housing that provides a good long term investment for residents.** Through all of its policies and regulations, the County will seek to encourage the market to provide high quality housing, regardless of the type or cost.

**Encourage the rehabilitation and restoration of the existing housing stock.** When existing housing resources are preserved and "recycled", direct and indirect benefits are realized by the owners as well as by County residents at large.

**Encourage substandard housing resources to be upgraded or replaced.** As substandard housing is upgraded, the quality of life for residents is improved, and the County's real property tax base is enlarged and broadened.

### Policies and Implementation Actions

#### *The County will:*

- 1) Encourage a range of housing unit types and densities, with the higher density unit types located in the village areas near services, and the lower densities located in the rural areas
  - 2) Explore the feasibility of implementing an Affordable Dwelling Unit program in the zoning ordinance
  - 3) Explore community-based housing efforts such as Habitat for Humanity
  - 4) Promote the use of Virginia's program of Tax Credits for rehabilitating historic properties
  - 5) Recognize mobile (manufactured) homes as a market driven housing option that current state law provides for in an adequate manner.
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- 6) Encourage all dwellings in the County to meet the standards of the Virginia Uniform Statewide Building Code in order to promote public safety and sound, long term household investment
- 7) Explore the feasibility of adopting Volume Two of the Uniform Statewide Building Code to ensure the upgrading of existing substandard housing units
- 8) Encourage the development of a full range of housing options for senior citizens, including independent living, assisted living, and congregate care facilities
- 9) Encourage the use of available state and federal housing programs such as vouchers, grants and mortgage assistance programs for qualified residents

## 8. Citizen Involvement in the Planning Process (*Countywide*)

The citizens of Powhatan County have demonstrated a very high level of interest and concern about planning, land use and the future of their County.

The response of local citizens to the mail survey, and their large and broad-based attendance at the public workshops on this Comprehensive Plan were exceptionally good. This enthusiasm provides a valuable resource for the policy makers of the County government.

### **Major objectives for citizen involvement**

**Achieve Sound Long Term Decision-Making.** Broad-based and active citizen involvement can help achieve effective government decisions by bringing into consideration all of the relevant technical and political concern for a particular issue.

**Achieve Broad-Based Consensus for Effective Action.** When broad consensus for action is achieved, local leaders can more effectively implement chosen policies and programs.

**Increase Citizen Activity and Sense of Responsibility.** Active citizen involvement can enhance the quality of life, level of volunteerism and the overall sense of community among residents.

**Continue to Refine, Update and Expand the Comprehensive Plan.** In order to respond to constant change, the County must continue to refine and update its planning policies on a regular basis, and will formally review the Comprehensive Plan at least every five years in accord with the Code of Virginia.

**Pursue Regional Cooperation.** Continue and expand the cooperative planning efforts with neighboring jurisdictions to ensure the most efficient and fairest allocation of costs and benefits of growth in the region.

### **Policies and Implementation Actions**

#### ***The County will:***

- 1) Encourage and foster broad public involvement in all aspects of the local planning process.
-

- 2) Foster and support opportunities for all citizens to become more knowledgeable about land use, environmental, transportation and land development issues, techniques and legal aspects.
  - 3) Prepare detailed plans for specific areas or major road corridors on an as-needed basis. Such plans may be prepared “in-house” by County staff, or with consulting assistance, or with the assistance of the Richmond Regional PDC. Priority areas for detailed plans to be pursued during the next one to three years include (not listed in any priority):
    - Route 60 Corridor from Route 522 to the Chesterfield County Line
    - Powhatan Court House Village Service Area
    - Alignment Studies for new road corridors identified in this plan
    - Other Designated Village Preservation and Village Service Areas, including:
      - Macon
      - Red Lane
      - Mohemenco
      - Mill Quarter
      - Michaux Creek
    - Swift’s Creek watershed (potential utility service and detailed land use)
  - 4) Encourage increased citizen involvement in identifying planning problems and potential solutions, and in providing informed public comment on proposed policies and actions that relate to such planning matters.
-