

# FRANKLIN COUNTY UNION HALL VILLAGE UDA PLAN



# FRANKLIN COUNTY

## UNION HALL VILLAGE UDA PLAN

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### ABOUT GAP-TA

Visit [vtrans.org/about/GAP-TA](https://vtrans.org/about/GAP-TA) for information about the Growth and Accessibility Planning Technical Assistance program. OIPI will provide a blurb describing the GAP-TA program

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# I. INTRODUCTION

## GAP Technical Assistance

The following study was conducted under a Growth and Accessibility Planning (GAP) technical assistance grant. Administered by Virginia's Office of Intermodal Planning and Investment (OIPI), GAP technical assistance projects seek to align infrastructure development with designated and emerging growth areas to improve efficiency and effectiveness. Franklin County, Virginia applied for planning assistance to explore improvements the development of a small area plan for the village of Union Hall.

## Study Area and Background

The study area consists of the area around the current village of Union Hall. The study area as initially designed is a general buffer around the intersection of Old Franklin Turnpike (Rt. 40) and Kemp Ford Road. This was not intended as the boundary of the village or growth area but was simply a line of convenience for study purposes that was established in the prior Union Hall Village Plan (2014).

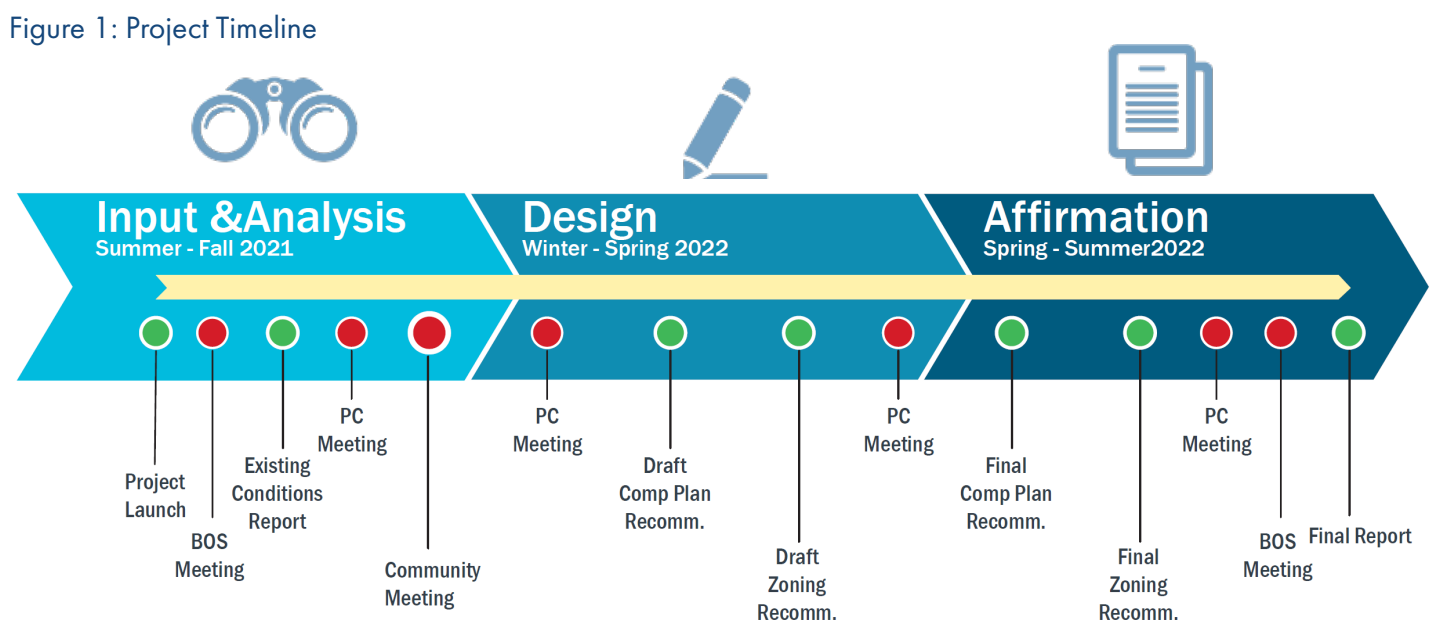
This area was chosen for planning purposes by Franklin County in order to revise/update the Union Hall Village plan and ultimately adopt the area as a Designated Growth Area (consistent with the State Urban Development Area designation) and to address the following issues:

- Pedestrian-friendly road design;
- Connectivity of road and pedestrian networks;

- Preservation of natural areas;
- Mixed-use neighborhoods, including mixed housing types, with affordable housing to meet the projected family income distributions of future residential growth;
- A major focus of the County in 2021 and 2022 is promoting housing development for all socio-economic classes that promotes the coordination between transportation and land use while also encouraging the use of innovative and best practices to improve efficiency of the state's transportation network
- Reduction of front and side yard building setbacks;
- Reduction of subdivision street widths and turning radii at subdivision street intersections; and,
- Planning for food access and addressing food deserts.

## Project Process and Activities

During the 12-month planning process, existing conditions have been mapped and analyzed, a public meeting has been conducted, a survey distributed, and comprehensive plan and zoning recommendations have been drafted. The overall planning process unfolded in three broad phases of Input & Analysis, Design and Affirmation, as shown in the timeline below.



## II. EXISTING CONDITIONS ANALYSIS

### Review of Relevant Plans and Studies

The analysis included a review of previous plans and studies that addressed the area. This review identified many policies and prior findings that are relevant to future planning for Union Hall. The relevant studies that were reviewed included:

- Franklin County Comprehensive Plan 2025: Future Land Use Chapter
- Franklin County Comprehensive Plan 2025: Goals, Objectives, and Strategies Chapter
- Village Plan for Union Hall, Virginia, 2014
- Union Hall Survey Results, 2014
- Smith Mountain Lake Corridor Study
- West Piedmont Planning District- Draft 2045 Rural Long Range Transportation Plan
- Countywide Housing Study- Franklin County, Virginia

As part of this review, relevant and consistent policy themes were identified from these prior studies that could serve to guide and inform the recommendations that were developed as part of this planning process. A full summary of these themes and policy directions is in the Appendix to this report.

### Policy Themes

Based on the review of prior plans and their policy direction, a series of four potential goals for this project were identified. These potential goals were reviewed with the County Planning Commission and the citizens of Union Hall through outreach efforts to verify and validate them as the guideposts for future planning in this area. The four potential goals for this plan are summarized below:

- Promote a “village” style of development pattern in Union Hall.
- Establish transportation infrastructure to support future growth in and around Union Hall.
- Preserve the character of surrounding rural lands.
- Provide a greater variety of house types and costs.

As part of this review, relevant and applicable policies and strategies were identified from these prior studies that could serve to guide and direct the recommendations resulting from this planning process. A full summary of these themes and policy directions is in the Appendix to this report.

### Existing Land Use and Land Cover

The analysis examined the existing land cover and topography in the study area. In general terms, the wider study area is characterized by three types of land uses:

- Small area of commercial uses at the Union Hall crossroads of Rt. 40 and Kemp Ford road
- Rural agricultural uses surrounding the general area of Union Hall
- Lakeside residential areas at the northern end of the study area

The Land Cover map is taken from the National Land Cover Database (NLCD) and shows the general pattern of rural land cover and developed areas. The Topography map for the immediate study area shows that Union Hall and Rt. 40 sit on a ridge line with landforms showing gently rolling land draining away from the main high ground along Rt. 40.

### Environmental Conditions

The analysis also examined environmental conditions in the wider study area. The Wetlands and Floodplain maps show limited areas of wetlands or floodplain associated mainly with Smith Mountain Lake and with two small stream valleys that traverse the area.

### Zoning and Future Land Use

As shown on the existing zoning map, the village area is mainly zoned A-1, Agricultural District. However, along Rt. 40, there are several parcels zoned B2 – Limited Business District, one parcel zoned M1 – Light Industrial, and one parcel zoned PCD – Planned Commercial Development. The commercially zoned parcels include existing businesses in the area such as the Whistle Stop Convenience Store and Lakescapes Nursery.

Proposed future land uses in the area are defined by the Franklin County Comprehensive Plan’s Future Land Use Map. This shows two main future land use designations, with Low Density Residential being designated north of route 40 and Agricultural/Forestal/Rural Residential being designated south of Route 40.

### Prior Union Hall Village Plan

The prior Union Hall Village Plan was adopted by the County on March 18, 2014. Consistent with the County’s Comprehensive Plan, it defined a village area roughly described by a half mile radius around the crossroads of Kemp Ford Road and Rt. 40 – as outlined in the Comprehensive Plan:

*“Villages maintain a “pedestrian radius” of one quarter to one half mile from the village where commerce and community facilities are located.”*

The 2014 plan defined five basic land use policy concepts as follows:

**Concept 1:** The interconnectivity of future roadway networks in and around the village center.

**Concept 2:** Nodes as a focus of activity. Recommending that the village center be a major activity node but that there also be minor activity nodes at the intersections of future roadways in the area

**Concept 3:** A village boundary that should incorporate all key commercial intersections and nodes of activity, including those nodes that might be created by future expansion of the village street grid.

**Concept 4:** A suburban area of influence beyond the village boundaries, as an area of study for comprehensive rezoning. It was recommended that any undeveloped tract of land larger than five (5) acres within the identified suburban area of

influence be evaluated for potential comprehensive rezoning.

**Concept 5:** Opportunity for Right-of-Way improvements. The Plan envisioned a future in which Union Hall becomes a destination rather than a pass-through, and called for the slowing of traffic through Union Hall.

## Roadway Types

VDOT mapping of roadway functional classes showed that Rt. 40 is the only Minor Arterial Roadway in the study area. Part of Kemp Ford Road and Dillard Hill Road are classified as Minor Collectors. While there are a few Major Collector roadways in the wider study area, all other roadways in the immediate vicinity of Union Hall village are local roadways.

## Transportation Conditions

The analysis also considered safety data and existing roadway classifications. This information was provided by VDOT databases. The databases offer the location of all reported crashes and accidents in the period from 2014- 2021. During the reported period, a number of

auto crashes of various severities were reported in the study area. One Severe Injury accident occurred at the intersection of Kemp Ford Road and Rt. 40 and there were a number of Visible Injury accidents along Rt. 40 in the study area.

## Water Resources

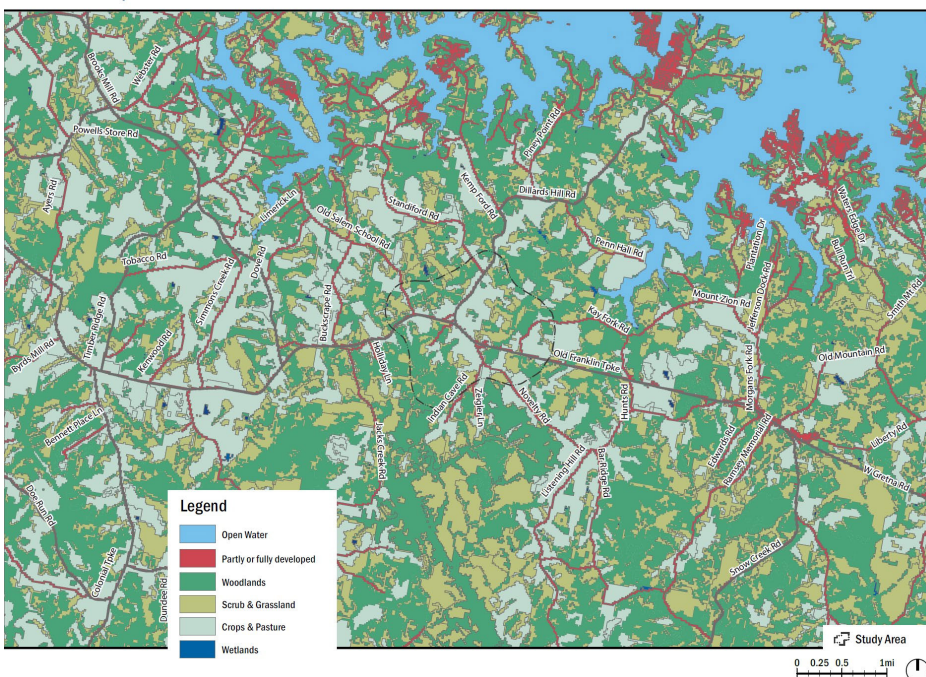
As part of this analysis, the potential future water system for the area was reviewed. This was based on a presentation that was given by the Western Virginia Water Authority in August at the Board of Supervisors work session in July of 2021. As part of that analysis, a map was prepared below showing potential water mains and a potential water tank that is being considered in Union Hall. At this point, these improvements are still in an alternatives assessment phase and have not been funded.

## Summary of Opportunities & Challenges

This analysis has revealed numerous challenges and opportunities as benchmarks for consideration in the planning process.

As part of this analysis, the potential future water system for the area was reviewed. This was based on a presentation that was given by the Western Virginia Water Authority in August at the Board of Supervisors work session in July of 2021. As part of that analysis, a map was prepared below showing potential water mains and a potential water tank that is being considered in Union Hall. The Board of Supervisors approved the special use permit for the water tank on April 17th. Funding for the land acquisition, design of the tank and construction is being funded by both the WVWA and the County. Water lines will be determined by the WVWA and County at a later date.

Land Cover Map



Map 1: Study Area Generalized Land Cover (from National Land Cover Database)



## Challenges

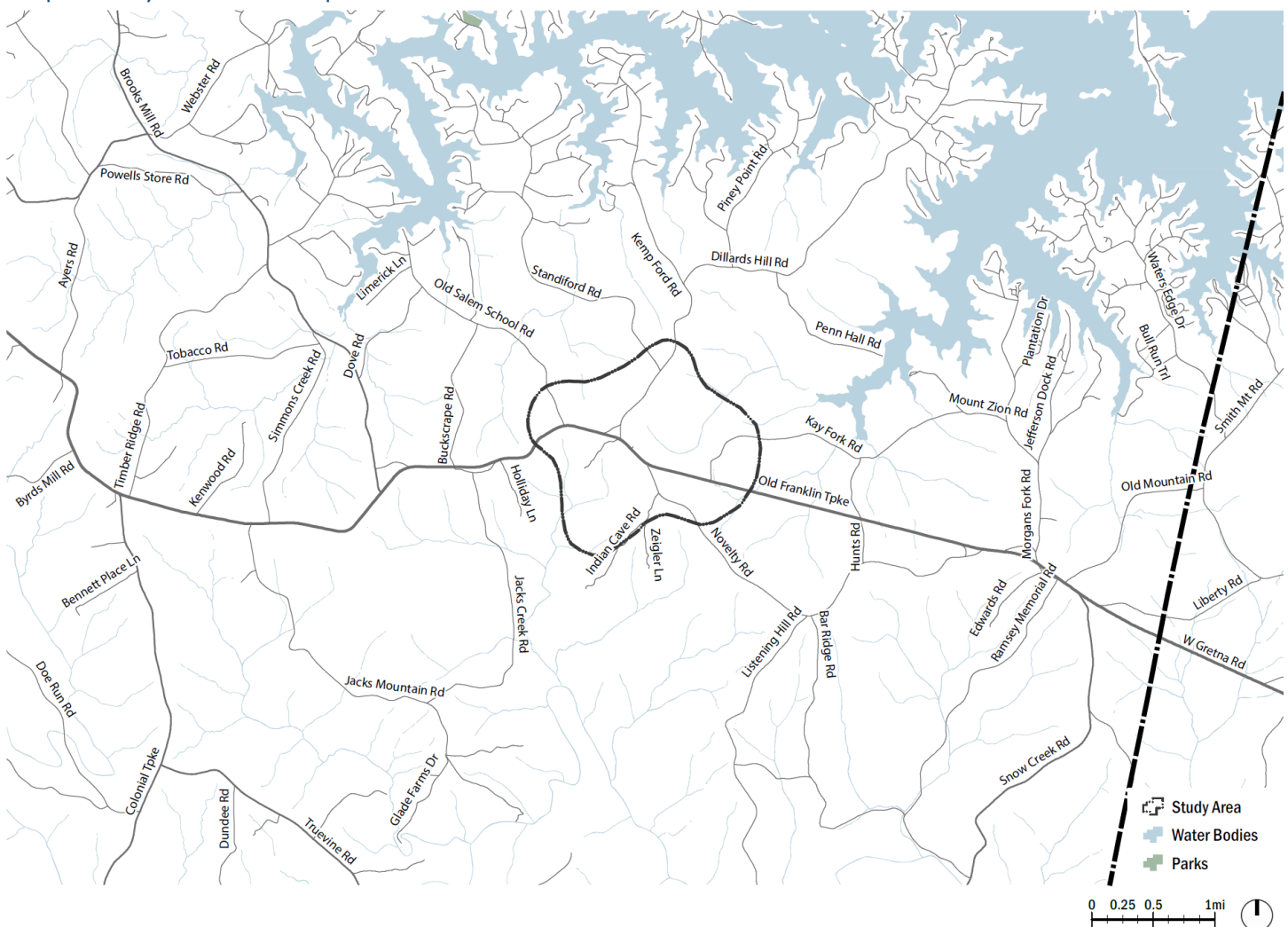
- Lack of existing infrastructure for growth, in particular water service. Sewer service would also be needed to consider any more significant commercial or higher density residential development.
- Limited capacity roadways; the rural two lane roads that serve the area lack capacity for handling increased traffic that could result from growth.
- Rt. 40 geometric deficiencies including vertical curves, insufficient turn lanes and sight distances have been responsible for a number of accidents in the study area and will need to be addressed, particularly with the growth of traffic from adjacent areas.
- Potential market perceptions that see this portion of the County as too rural or far removed from the Lake to be considered as a

viable second home and resort housing market, along with the need to develop a unique “sense of place” for Union Hall to stimulate the attractiveness of the residential market.

## Opportunities

- Developable land. The project area represents a sizable area of undeveloped land with good roadway access and nearby recreation and services. Development of this land is generally supported by policies and plans of the County.
- Lake adjacency. Nearby Smith Mountain Lake provides an adjacent example of high quality resort residential development, and provides a hub of activity and services for future development that can inspire the planning of the project area.
- Wise Planning. The fact that the area is being carefully planned prior to large scale development creates an opportunity to “do it right” – to plan for adequate transportation and utility infrastructure and an attractive village atmosphere and design character that could serve as a model for other villages in the County.

Map 2: Study Area Base Map

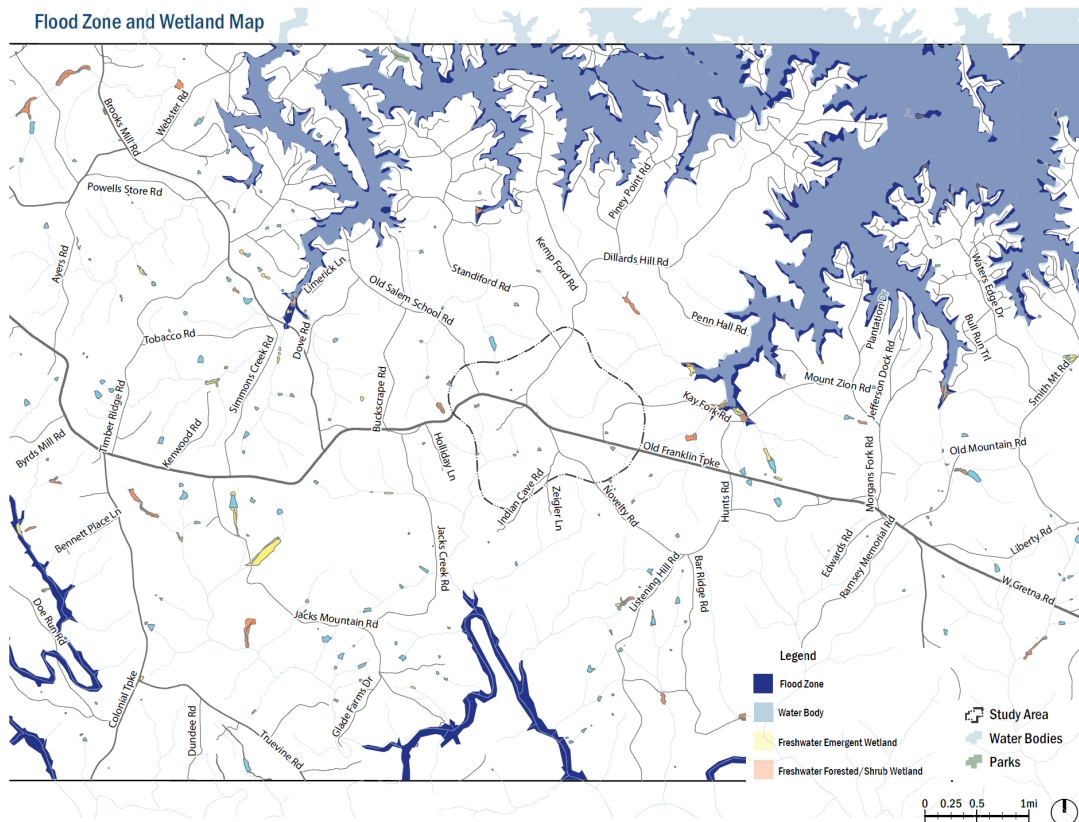




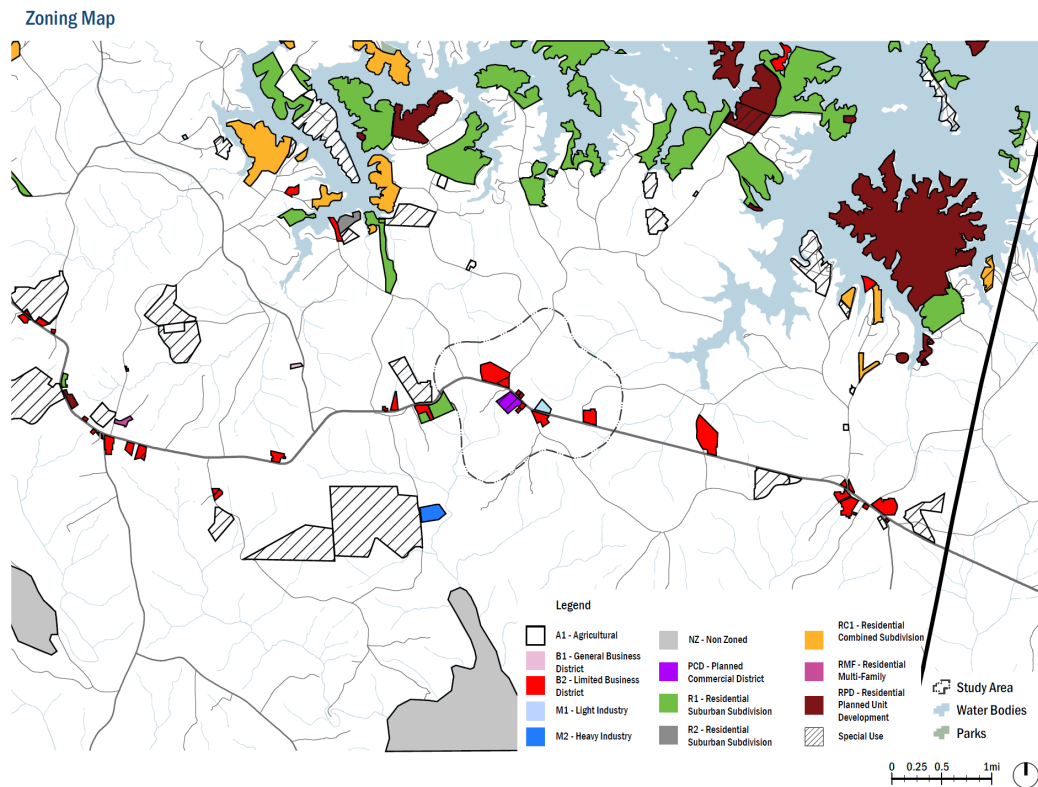
### Map 3: Village Area Topography (from County Records)



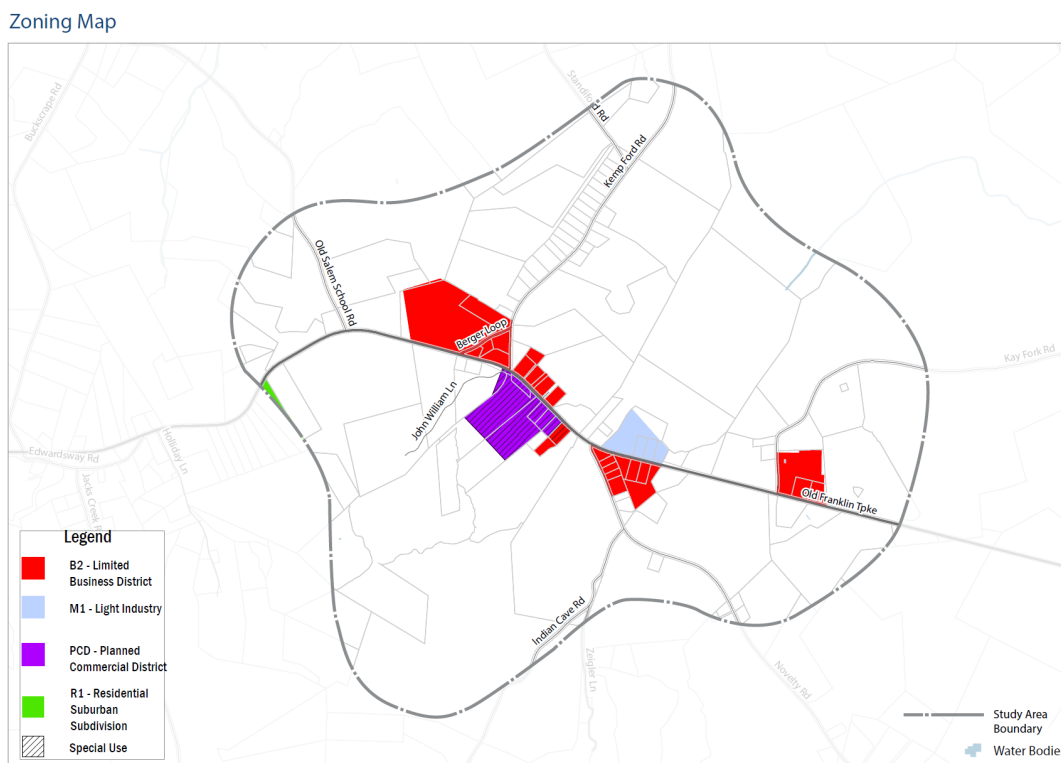
Map 4: Study Area Floodplain and Wetlands (from FEMA and National Wetlands Inventory mapping)



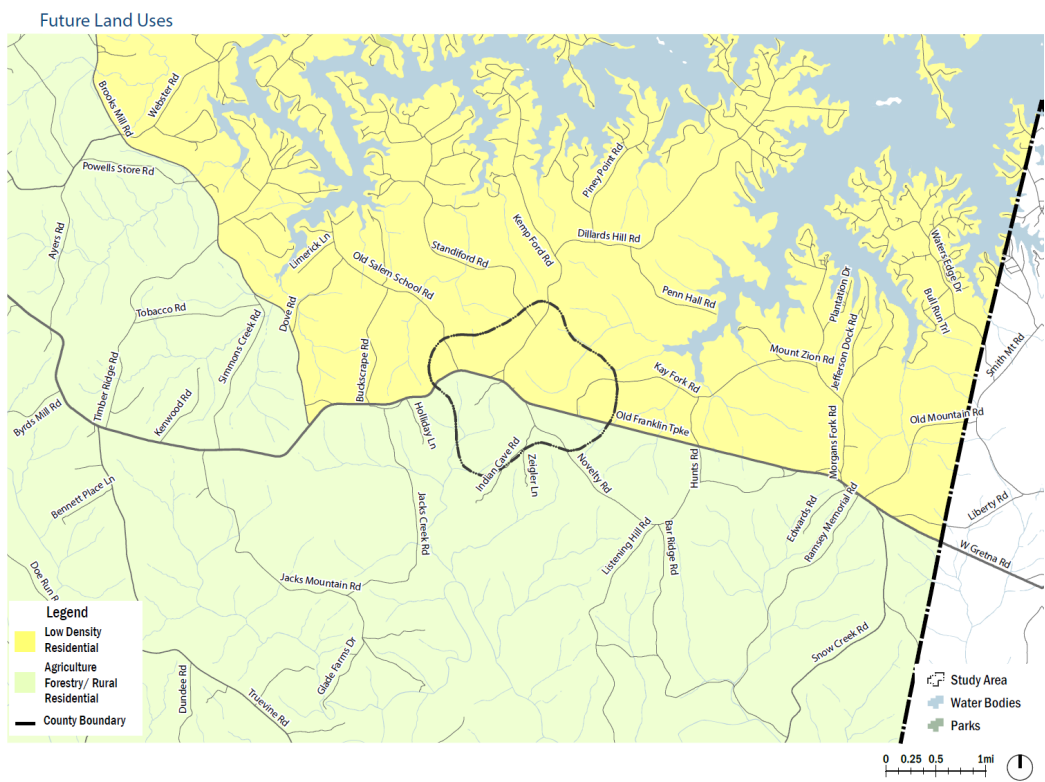
Map 5: Study Area Zoning (from County Records)



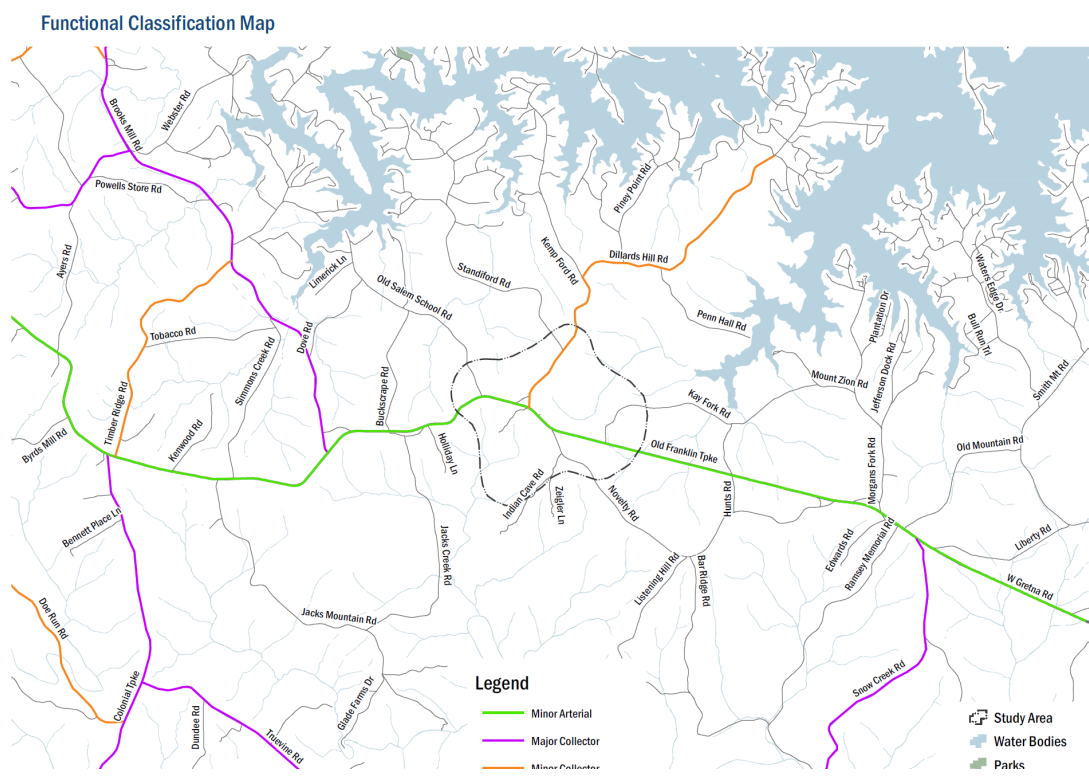
Map 6: Village Area Zoning (from County Records)



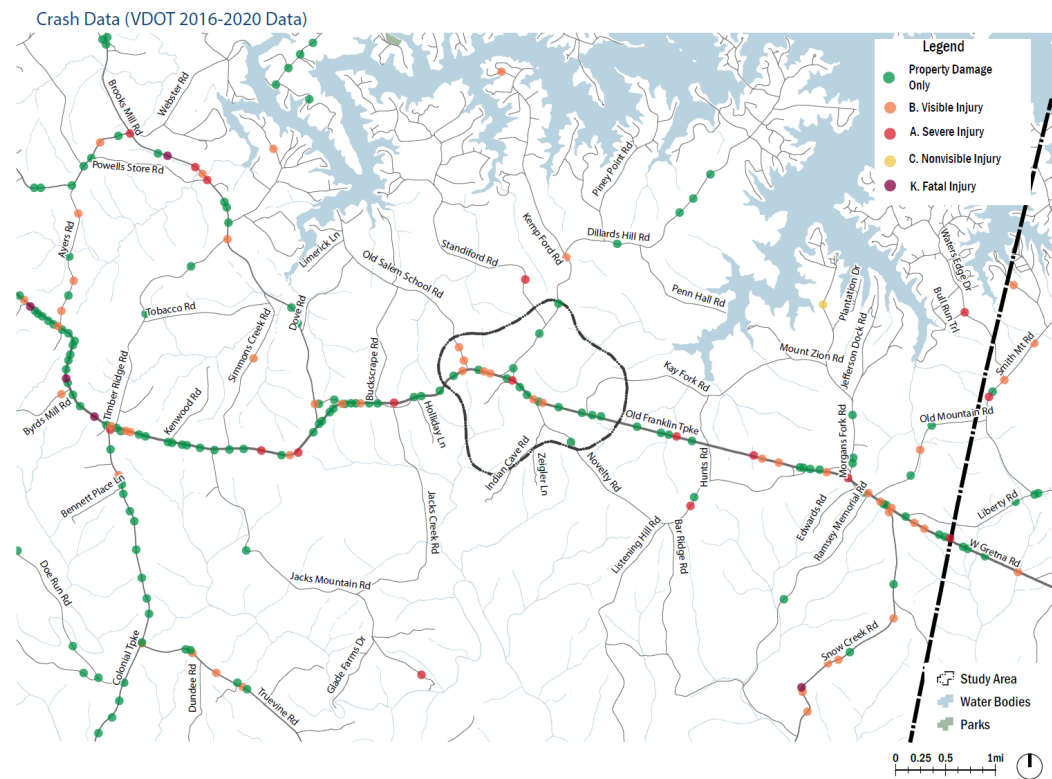
Map 7: Study Area Future Land Use (from County Comprehensive Plan)



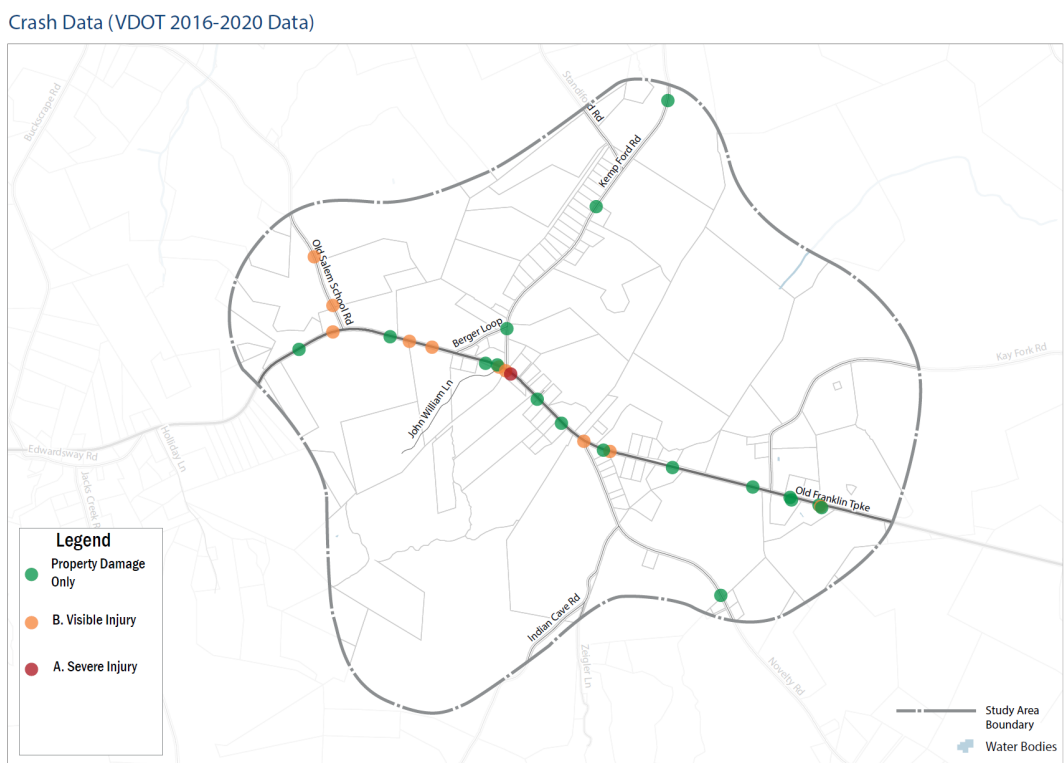
Map 8: Study Area Roadway Classifications (from VDOT Records)



Map 9. Study Area Roadway Crash Data (from VDOT Records)

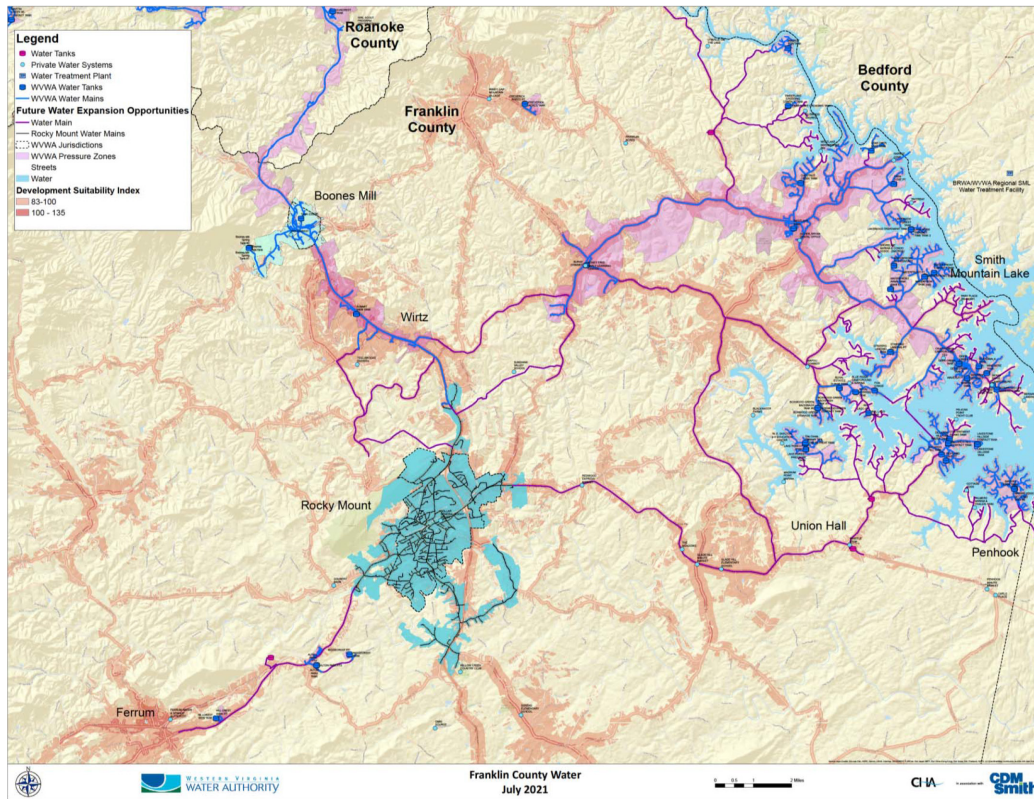


Map 10: Village Area Roadway Crash Data (from VDOT Records)



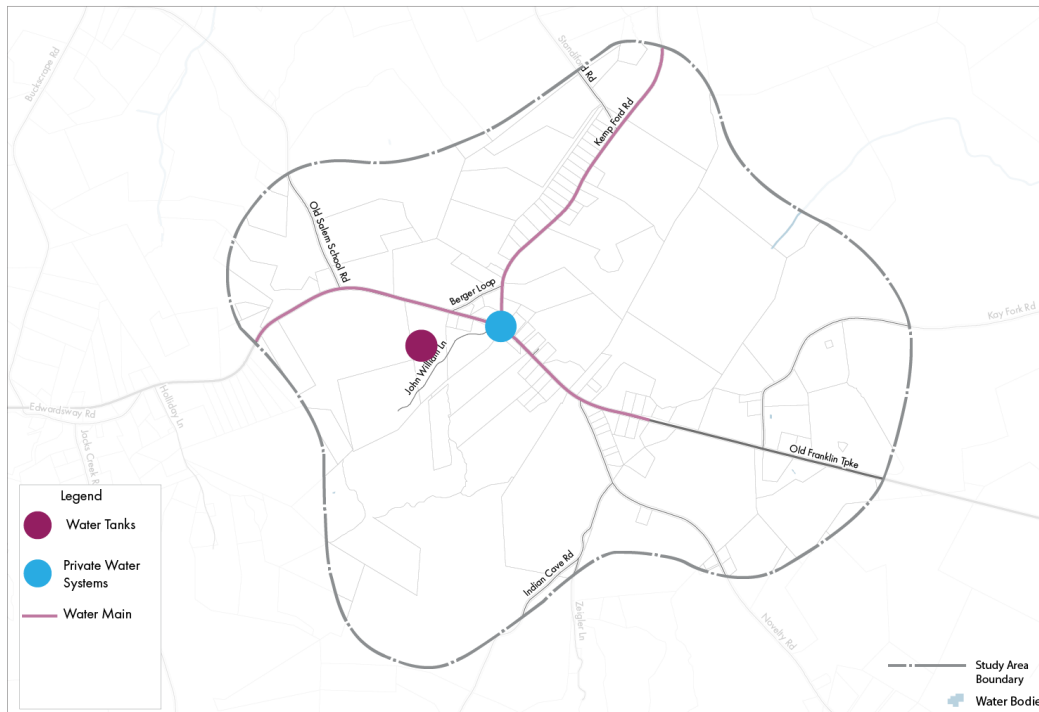


Map 11: Study Area Potential Future Water Service (from Western Virginia Water Authority)



Map 12: Village Area Potential Future Water Service (from Western Virginia Water Authority)

Existing Conditions    Utility Map - Water Systems

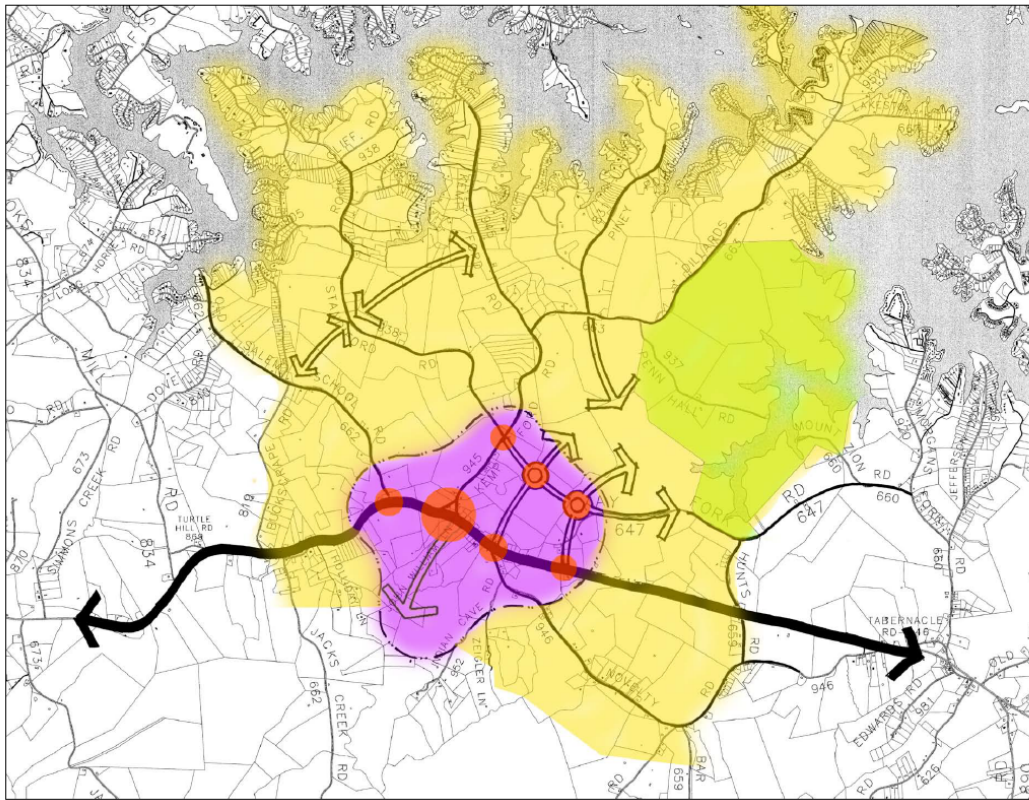




## Map 13: Concept Map from 2014 Union Hall Village Plan

### Village Plan for Union Hall, Virginia

Adopted March 18, 2014



### Concept 4: Suburban area of influence

- Proposed Union Hall village boundary, incorporating key intersections and nodes of activity
- AEP-owned Penn Hall property. Approximately 1,500 acres. Potential for future residential, civic and mixed-use development
- Area of suburban influence around the Village of Union Hall. To be considered a study area for comprehensive rezoning.

The combined traffic shed of Standford, Kemp Ford, Piney Point and Dillard's Hill roads already contributes more than 8,700 daily vehicular trips through the village of Union Hall. Additional development of currently-vacant land in this traffic shed will increase traffic, potentially leading to congestion and a loss of rural character.

Beyond this combined traffic shed, it must be recognized that AEP's Penn Hall property, at more than 1,500 acres, represents a significant game-changer if ever developed in the future. Kemp Ford Road simply cannot handle the traffic potentially generated by the development of Penn Hall. Other means of access are required.

It is recommended that the Village Plan for Union Hall include an area of suburban influence, beyond the village boundaries, as an area of study for comprehensive rezoning. The goal is to allow for continued farming, forestall operations, and general agricultural activities, while applying some means of scrutiny for any new residential development.

New large-scale residential development should be subject to the rezoning process, rather than allowed by-right under existing agricultural zoning. The rezoning process should be used to negotiate:

- desired ROW widths
- street interconnectivity
- pedestrian amenities
- open space
- civic amenities.

It is recommended that any undeveloped tract of land larger than five (5) acres within the identified suburban area of influence be evaluated for potential comprehensive rezoning. The County's zoning ordinance should be adjusted to include a "suburban" agricultural category that would allow for continued agricultural use, but would not allow by-right residential development at densities greater than one unit per five (5) acres. As development is proposed in the future, the rezoning process should be used to encourage well-planned, interconnected neighborhoods with significant open space and pedestrian amenities.

AEP may represent a willing partner in the comprehensive rezoning process. Comprehensive rezoning of Penn Hall, as a first step, could help set the stage for subsequent comprehensive rezoning.

### III. PUBLIC INVOLVEMENT

#### Public Meeting Details & Process

A public meeting for Union Hall residents to give input into this process was held on October 5th, 2021 at Franklin Heights Church in Union Hall. 111 people attended the meeting. A survey was launched at the same time and ran through November 1st, 2021. 54 people filled out the survey during the meeting and many more responded to the same survey posted online on the website. The input received from these sources has been extremely valuable to the development of the ultimate recommendations for the Plan.

#### Key Takeaways:

- Desire for a smaller-scale village, in contrast to the scale and design of Westlake
- Desire for shopping and services
- Desire for trails, recreation, and village amenities like a library
- Preference for large lots over small lot residential development
- Desire to maintain rural and scenic character
- Concern about traffic impacts

#### Community Survey Results and Themes

In addition to the survey responses collected in the public meeting, the survey was also posted online. The survey was comprised of 7 questions with multiple choice response options for each question. The survey was conducted from October 8th, 2021, to November 1st, 2021, and it received responses from 327 participants. Many participants expressed a desire for more grocery stores, convenience stores, restaurants, and other shopping opportunities to come to the area in the future. They also requested improvements to broadband internet connectivity, more parks, trails, and recreational facilities, and greater investment in community facilities such as libraries and schools. Most participants supported future



residential development in the form of large rural lots where houses are not visible from the road, but many also supported a variety of housing options ranging from single-family homes to multi-family apartments. However, some residents were concerned about increased traffic and the loss of scenic beauty resulting from future growth and development. Preservation of farmland was also an important issue for many residents who responded to the survey.

Participants were also provided with an opportunity for open-ended written responses. Most written responses echoed the multiple choice options included in the survey, with many participants emphasizing the need for more amenities and shopping opportunities. Some participants expressed skepticism of plans for future development and questioned the county's ability to follow through with plans. Other themes included a desire for:

- Greater access to healthcare facilities and pharmacies
- Increased investment in emergency and rescue services, including a heliport
- Enhancements to utility infrastructure to prepare for future growth
- Investment in bike lanes, particularly on Dillard's Hill and Kemp Ford roads
- Enhanced walkability
- Preservation of the community's rural feel and architectural styles
- Lower speed limits
- Widening of existing roads



## Comparison to 2013 Community Survey

A similar survey of the area was conducted in 2013 as part of the prior village planning effort by the County. Since that time, there has been a dramatic increase in the number of long-term residents of the area. The proportion of trips through the area has remained relatively unchanged since 2013. In 2021, residents expressed a greater desire for entertainment, dining, and shopping than they did in 2013. Residents in 2021 are also more concerned about growth, traffic, and loss of scenic beauty than they were in 2013. Finally, residents' concerns about changes to the feel of Union Hall remain largely unchanged since 2013.

See Appendix 1 for visual representations of survey responses in graph form.

### Question: "How long have you lived in the Union Hall area?"

- "I am not a year-round resident of Union Hall": 42% (2013) / 16% (2021)
- "Less than ten years": 26% (2013) / 32% (2021)
- "My family is originally from Union Hall": 16% (2013) / 10% (2021)
- "More than ten years": 15% (2013) / 42% (2021)

### Question: "If the 'village' of Union Hall has its center at the intersection of Rt. 40 and Kemp Ford Road, how often do you pass through the village of Union Hall?"

- "When I need to make a trip to the store": 39% (2013) / 43% (2021)
- "I make frequent trips every day": 24% (2013) / 28% (2021)
- "On my way to the lake": 29% (2013) / 20% (2021)
- "As part of a commute to work": 7% (2013) / 9% (2021)

### Question: "If the opportunity existed in or around the village of Union Hall, on which of the following would you like to see in the future?"

- Shopping 45% (2013) / 54% (2021)
- Dining 37% (2013) / 57% (2021)
- Entertainment 10% (2013) / 33% (2021)
- None of the above 8% (2013) / 24% (2021)

### Question: "When it comes to growth and development in Union Hall, which of the following are you most concerned about?"

- "I am not concerned about growth": 38% (2013) / 28% (2021)
- "Loss of scenic beauty": 34% (2013) / 37% (2021)
- "Too much traffic": 21% (2013) / 27% (2021)
- "Threat to established businesses": 6% (2013) / 1% (2021)

### Question: "Union Hall would not feel the same anymore if:"

- "It was not surrounded by farmland.": 49% (2013) / 49% (2021)
- "Existing businesses are lost.": 21% (2013) / 20% (2021)
- "Historic buildings are torn down.": 17% (2013) / 20% (2021)
- "40 has to be widened.": 12% (2013) / 11% (2021)

## IV. DEVELOPMENT OF THE VILLAGE PLAN

### Key Questions for the Village Plan

The input from the community meeting, as well as the findings from the analysis phase were presented to the County Planning Commission on October 12, 2021. Based on the overall public input and comments from the Planning Commission, the following four questions were determined to be the key issues in developing the draft Village Plan:

- Where is the village edge?
- What types of development should be included?
- How to maintain a rural context?
- What improvements are needed to support a village?

### Franklin County Designated Growth Areas

As in prior village plans such as Westlake/Hales Ford and Ferrum, the village plan for Union Hall will ultimately be brought into the County Comprehensive Plan as a Designated Growth Area (DGA). DGAs are intended to encourage development that makes use of traditional neighborhood design principles. Encouraging these principles in new development within the DGAs will help position Franklin County for growth and economic development, while maintaining its rural look and feel. DGAs also qualify as Urban Development Areas under the State Code, giving the County added eligibility for Smart Scale funding providing the following principles are included in the planning of the area:

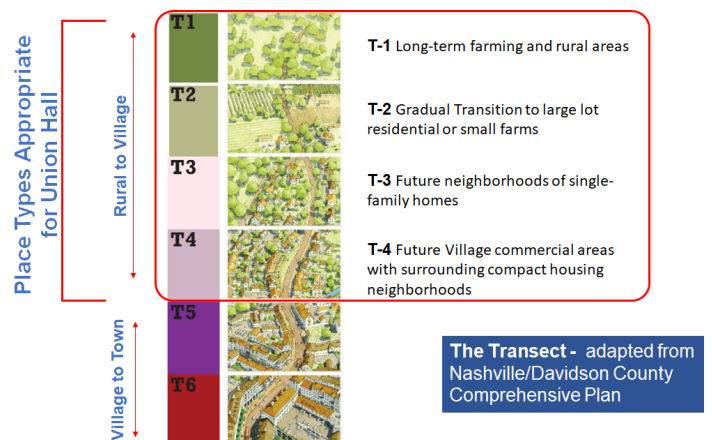
- Pedestrian-friendly road design
- Interconnection of new local streets with existing local streets and roads
- Connectivity of road and pedestrian networks
- Preservation of natural areas
- Mixed-use neighborhoods and a mixture of housing types
- Reduction of front and side yard building setbacks
-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

The County intends to review its zoning and subdivision ordinance to further implement these traditional neighborhood design principles within the DGAs.

### The Transect as a Framework for Future Land Uses

In order to create a framework for proposed future land uses in Union Hall, a traditional planning approach called the Transect

Figure 2: The Transect



was proposed as the organizing principle for future land use districts. The Transect has been used in many plans around the country and is essentially an organizing principle used in form-based planning and zoning that establishes a hierarchy of places/contexts from the most natural to the most urban along a spectrum or “transect” of densities.

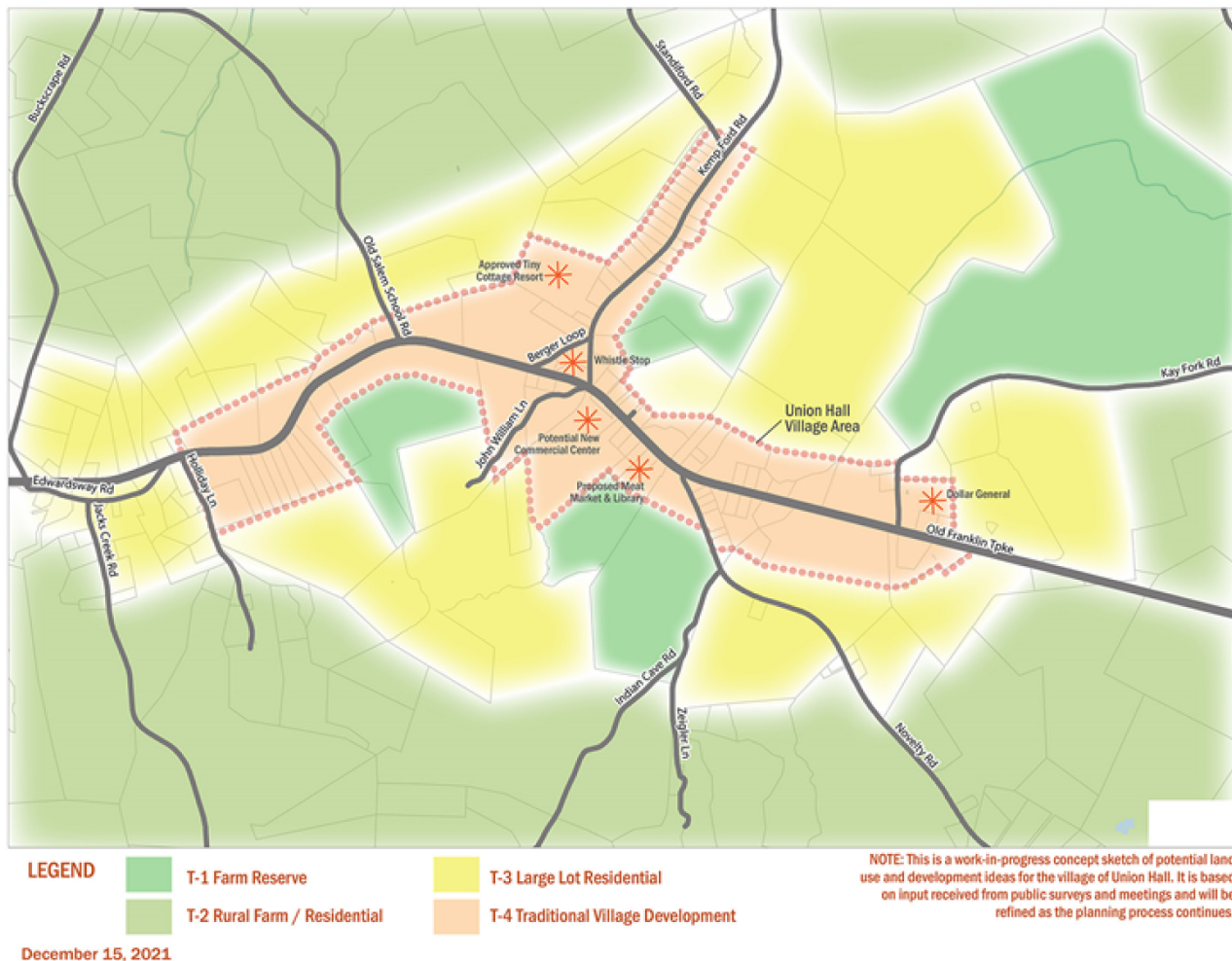
The draft land use plan for the Village proposed four types of areas in and around Union Hall based on the transect concept:

- **T-1 (Farm Reserve)** – a Farm Reserve area that allows farmers to keep farming and are supported by agritourism and the opportunity to market their locally-grown products
- **T-2 (Rural Farm/Residential)** – a Rural Farm and Residential area for smaller farms or very large residential lots or residential clusters
- **T-3 (Large Lot Residential)** – a Large Lot Residential area for homes on 1-10 acres but potentially very small-scale farming as well
- **T-4 (Traditional Village Development)** – A Traditional Village area for small commercial uses and small homes or cottages to support those businesses



Map 14: Union Hall Village Plan (Draft Concept)

## UNION HALL VILLAGE PLAN Draft Concept Plan



### Union Hall Village Concept Plan

A draft Village Concept Plan was developed based on the community and Planning Commission input by the consultant team and County staff. The Draft Concept plan showed a defined Village Boundary (smaller than what was shown in the 2014 Union Hall plan) and a gradation of land use intensity from farm to village using transects. Additionally, a series of future land use policy recommendations were developed to further detail the principles presented in the Draft Concept Plan. These recommendations include the following categories: character, land use, scale, location, open space, and infrastructure.

In applying the transect concept to the Union Hall area, a compact village boundary was developed that encompassed the T-4 Traditional Village Development Area. This area is surrounded by larger lot residential uses that can help support small businesses

as the area grows. Farther out, there is space for rural farming and farm reserve parcels in specific locations where landowners expressed that preference.

### Detailed Land Use District Policies

After presenting the Transect framework and basic four Transect zones to the Planning Commission, the following more detailed policies for each future land use district were developed to provide guidance to future development application review within the Union Hall area.

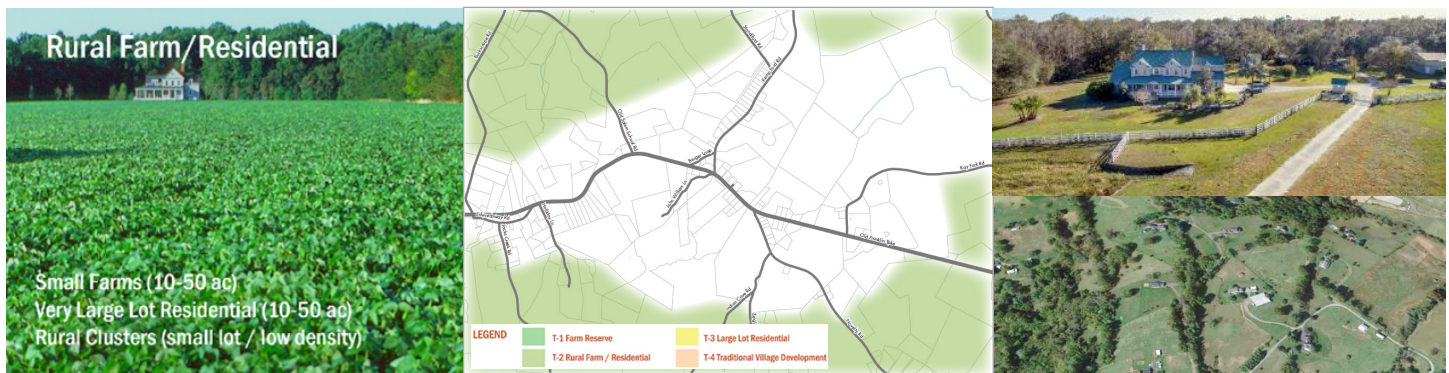


Table 1: Transect T-1 (Farm Reserve)



Category	Description
General Description & Development Character	The Farmland Reserve designation consists of those lands where there is an intent for long term use of the land for farming and forestry uses. These areas should be used for active farming and forestry as well as compatible rural economic development uses such as agritourism or nature-based tourism.
Appropriate Land Uses	<ul style="list-style-type: none"> <li>• Farming, forestry and open space</li> <li>• Limited, rurally focused non-residential uses such as farmstands, farm tours, wineries or agritourism.</li> </ul>
Land Use Mix	Primarily farming and residences associated with farming.
General Scale & Intensity	Overall densities should be 1 unit per 50 acres or lower. Lots should be 25 acres or above. Any non-residential uses should be buffered by extensive open space and vegetation.
General Connections & Locations	Generally located away from existing settlements, these areas are served by existing rural roadways. Connectivity is limited by the existing network and new roadways are discouraged.
Built Form	All structures should be low scale, well buffered and screened by open farmland and woodland and designed to fit in with the surrounding rural character.
Open Space & Recreation	The open space pattern contains natural areas, cultivated fields, pastureland and forest. Farmland Reserve areas form the backbone of the county's rural character and provide green buffers between villages and settled areas.
Appropriate Services & Amenities	Limited availability of public water; no access to public sewer anticipated. Natural areas and passive recreation facilities such as greenways, trails and bikeways.

Table 2: Transect T-2 (Rural Farm/Residential)



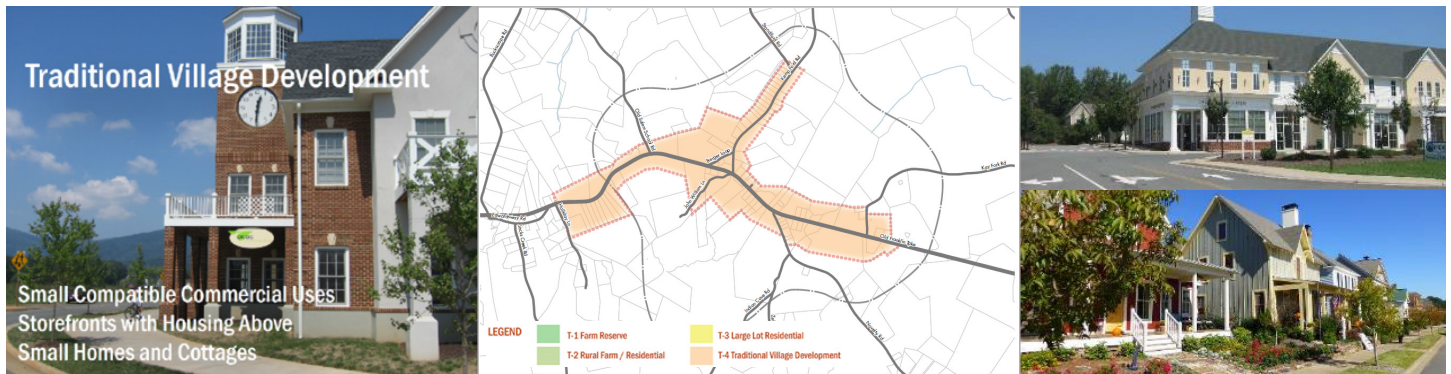
Category	Description
General Description & Development Character	Rural Farm / Residential Areas are areas of mixed farming, forestry and rural residential uses. Homes should be on large lots or clustered with extensive communal preserved open space. Utility extensions should be limited and generally for rural business or institutional uses only. These areas should preserve very low-density rural landscape characters with preserved natural features, scenic viewsheds and homes that are screened and buffered from the roadways. Limited rural business and institutional uses should be located in Traditional Village Development Areas
Appropriate Land Uses	<ul style="list-style-type: none"> <li>• Rural Residential</li> <li>• Limited rurally focused non-residential and employment uses</li> <li>• Farming, forestry and open space</li> </ul>
Land Use Mix	A general proportion of 90%-95% very low density rural residential uses, and 5%-10% rural service, rural industry or institutional uses
General Scale & Intensity	Overall densities should be 1 unit per 10 acres or lower. Lots should be 10 acres or above or arranged in conservation cluster subdivisions that maximize open space protection by locating structures on 25%-40% of the property. The remaining land should be permanently protected through conservation easements.
General Connections & Locations	Generally located away from existing suburban development, these areas are served by existing rural roadways. Connectivity is limited to locations within conservation subdivisions and driveways should generally not enter onto existing rural highways but onto new roads in conservation subdivisions.
Built Form	Homes should be on large lots screened from roadways or clustered together on small lots with building heights of 1 to 2 stories.
Open Space & Recreation	Cluster subdivisions should be designed to fit in with natural features to reduce land disturbance, preserve vegetation, maximize protection of environmentally sensitive features and minimize impervious surface and utility extensions. Preserved open space should include natural areas and common areas for passive recreation. Trails should connect the subdivision to the larger greenway network.
Appropriate Services & Amenities	Public water and sewer are available in some areas but should be limited and generally for rural business or institutional uses only. Public parks and passive recreation facilities such as greenways, trails and bikeways.

Table 3: Transect T-3 (Large Lot Residential)



Category	Description
General Description & Development Character	Neighborhoods that are predominantly low density residential in character with some variation of densities and unit types. Include a network of community open space and trails. May have centrally located recreational and civic uses and limited neighborhood services that are compatible with the surrounding community character.
Appropriate Land Uses	<ul style="list-style-type: none"> <li>• Low Density Residential</li> <li>• Community civic uses</li> <li>• Neighborhood Business</li> </ul>
Land Use Mix	A general proportion of 90%-95% residential, and 5%-10% neighborhood service or institutional uses. Overall community should have 30%-45% public parks or community open space.
General Scale & Intensity	Low overall densities of 1-10 acres per home with core areas having slightly higher density and edge areas lower densities to provide buffers to adjacent uses. Non-residential intensity should range from 0.1-0.2 FAR.
General Connections & Locations	Generally located among compatible low-density communities served by a connected network of local roadways linkage with enhancements such as bikeways and trails.
Built Form	Traditional Neighborhood Design that is compatible with scale and architectural character of adjacent communities.
Open Space & Recreation	Parks, community open space and landscaped buffers in parking lots. Greenways and trails connecting to surrounding neighborhoods, and the broader community trail and recreation system.
Appropriate Services & Amenities	Public water/sewer may be provided. Opportunity for compatibly scaled public facilities, such as libraries, schools in adjacent Village Areas.

Table 4: Transect T-4 (Traditional Village Development)



Category	Description
General Description & Development Character	Traditional Village centers are small centers with limited commercial or service uses for adjacent rural areas and may have a compact surrounding residential area.
Appropriate Land Uses	<ul style="list-style-type: none"> <li>• Low Density Residential</li> <li>• Rural Mixed Use</li> <li>• Rural Business/ Civic Use</li> </ul>
Land Use Mix	A general proportion of 50%-60% compact residential and 40%-50% rural retail, service, restaurant or institutional uses. Overall center should have 20%-30% public park or open space.
General Scale & Intensity	Commercial uses up to 0.3 FAR and residential up to 4 du/ac.
General Connections & Locations	Generally located at a rural crossroads with a few blocks of rural residential roadways that are connected to adjacent rural highways.
Built Form	Traditional Village centers are defined by rural business uses, often mixed with residential in the same buildings. Buildings reflect rural single family house forms on small lots. Compact areas of small single family or attached housing may surround the core. Buildings have a maximum of 1 to 2 stories.
Open Space & Recreation	Sidewalks in the Rural Center taper down to trails and rural corridors with no shoulders and ditches.
Appropriate Services & Amenities	Supported by public water and/or sewer, schools, public library, pocket parks and civic event spaces.



## V. ZONING RECOMMENDATIONS

A key part of the GAP technical assistance was to document the issues, options and strategic recommendations for potential County Zoning and Subdivision Ordinance amendments to implement the intent of the Village Plan in concert with the County's Comprehensive Plan. Although the grant requirements do not require local ordinance amendments, the scope of work for the GAP Technical Assistance Grant calls for the development of recommended ordinance provisions to implement the policy recommendations.

An assessment was done to assist Franklin County in the compatibility between existing zoning and subdivisions standards with the Union Hall Village plan. The consultants reviewed the County's Zoning Ordinance and Subdivision Regulations as the basis for the following recommendations for amendments that comply with the Village plan and the unique needs and conditions within the County.

Based on the strategic assessment of existing standards and ordinances, the consultant team proposes a series of recommendations to better align the county's overall zoning and subdivision standards with the policies embodied in the Village plan.

### Existing Zoning Districts

The vast majority of parcels in Union Hall are zoned A-1 Agricultural. However, along Rt. 40, there are several parcels zoned B2 – Limited Business District, one parcel zoned M1 – Light Industrial, and one parcel zoned PCD – Planned Commercial Development.

It is also important to note the nearby Penn Hall property, where there is potential for growth. This property is shown on the zoning map below with the portion of the property that has recently gone through a subdivision into 5-acre lots that were put at public auction.

The county has several existing zoning districts that have some limited alignment with the intent of the Village Plan land use districts:

#### A-1 (Agricultural)

A-1 covers existing rural and agricultural areas. Farming is allowed as well as a variety of non-farming uses. Lots smaller than an acre can be divided. This configuration could result in by-right subdivisions that do not meet the vision shared by residents. Note

that the subdivision ordinance allows private roads for subdivisions with 5 acre or larger lots.

- 35,000 s.f. minimum lot size
- Homes and agriculture allowed
- 125-150 ft. min. lot frontage
- Note that concerns have been raised about by-right subdivisions and large variety of permitted uses

#### B-1 (Business, Limited)

B-1 allows a range of neighborhood-scale commercial uses but does not allow for small residential development that might support the village.

- Neighborhood-scaled commerce
- Wide variety of commercial uses
- Residential only in combination with businesses

#### R-E (Residential Estates)

R-E is the existing large-lot residential zone, but it may be more suburban than rural.

- 5-acre minimum lot size
- Homes, gardens and horses, but no other agriculture allowed
- 150 ft. min. lot width

#### PCD (Planned Commercial Development)

PCD is a good option for flexible proposals, but the more complicated process and 5-acre minimum may rule some projects out.

- An option for flexible development Wide range of business uses by-right
- Residential allowed by SUP
- Density based on individual proposals
- 5-acre minimum rules out some existing parcels
- Process can be a barrier to developers

For each of the proposed future land use districts, options for how to implement them under revisions to existing zoning categories and how to implement them by adding new zoning districts have been considered, as follows:



## Zoning Recommendation Options

### T-1 Farm Reserve



<b>LEGEND</b>	 T-1 Farm Reserve	 T-3 Large Lot Residential
	 T-2 Rural Farm / Residential	 T-4 Traditional Village Development

To accomplish the farm reserve district, there are two potential options:

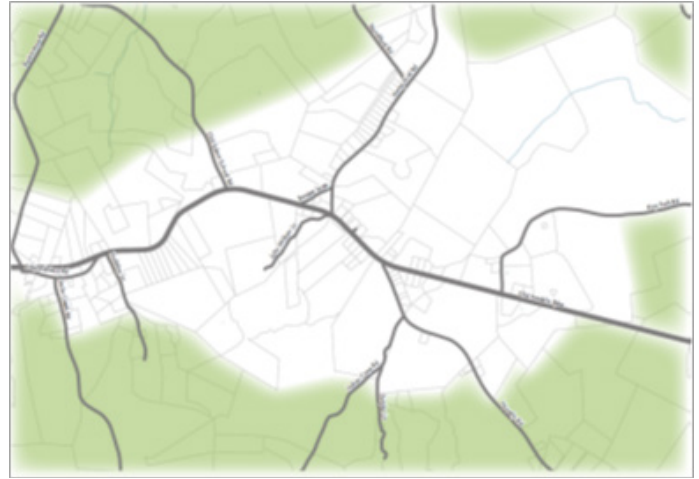
*Option 1 - Add a new development option to R-E or A-1:*

- Allow agritourism
- Allow on-site sale of local products
- Require property to be maintained in larger lot farming
- This option could restrict private roads only to very large lot subdivisions (50 + acres), providing an incentive to preserving open land versus subdividing

*Option 2 - Create a new Rural District:*

- Larger minimum lot size
- Allow only farming, agritourism, and sale of local products

### T-2 Rural Farm/Residential



<b>LEGEND</b>	 T-1 Farm Reserve	 T-3 Large Lot Residential
	 T-2 Rural Farm / Residential	 T-4 Traditional Village Development

Similar zoning options exist to accomplish the rural farm residential district:

*Option 1 - Add a new development option to R-E or A-1:*

- Allow residential, agritourism and on-site sale of local products
- Require 10 acre minimum lot size
- Allow a Rural Cluster to 12,000 s.f. lot size with 75 % open space required

*Option 2 - Create a new Rural District:*

- Allow residential, agritourism and on-site sale of local products
- Require 10 acre minimum lot size
- Allow a Rural Cluster to 12,000 s.f. lot size with 75 % open space required

## T-3 Large Lot Residential



To accomplish the large lot residential district, there are two potential options:

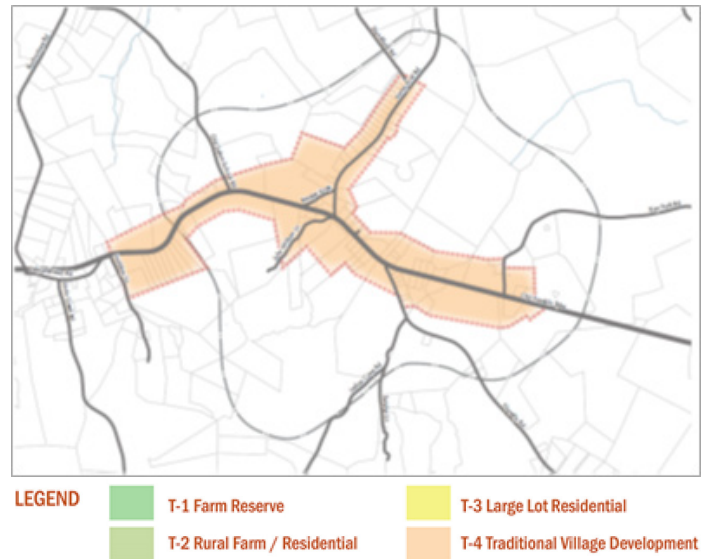
*Option 1 - Add a new development option to R-E:*

- Allow small farming uses depending on lot size
- Lots can be 1 acre minimum lot size if clustered with 75% open space required

*Option 2 - Create a new district:*

- New residential district that allows small farming uses depending on lot size
- Minimum lot size of 4 acres
- Lots can be 1 acre minimum lot size if clustered with 75% open space required

## T-4 Traditional Village Development



To accomplish the Traditional Village Development district, there are more potential paths:

*Option 1 - Expand and modernize list of permitted uses in B-1*

*Option 2 - Revise PCD to:*

- Reduce minimum parcel size to 1 acre
- Add design standards for parking location and built form
- Allow a Rural Cluster to 12,000 s.f. lot size with 75 % open space required

*Option 3 - Create a New Traditional Village District or Overlay District:*

- Allow small scale commercial and residential uses
- Require minimum design standards (parking screened from road, maximum front setbacks, pitched roofs, etc.)

## VI. CONCLUSIONS

### Conclusions

Union Hall is a treasured place in Franklin County. It creates an important impression for travelers coming into the County on Rt. 40. It is also strategically located near the southern shore of Smith Mountain Lake, making it an important area for goods, services and entertainment for those residents. This new Village plan creates a policy framework for achieving the county's and the community's vision for long-term development and preservation of the scenic beauty of the area. The vision for the future of the area that was expressed in the community meeting and survey was clearly for Union Hall to remain a true village, with enhanced shopping, services and residential development but with a clearly defined boundary and ample land around it for large lot residential and farmland preservation. The proposed Village plan honors the intent of that vision with a policy framework of new land use districts to guide future development and a series of zoning options for implementing that policy framework through potential ordinance amendments in the future.

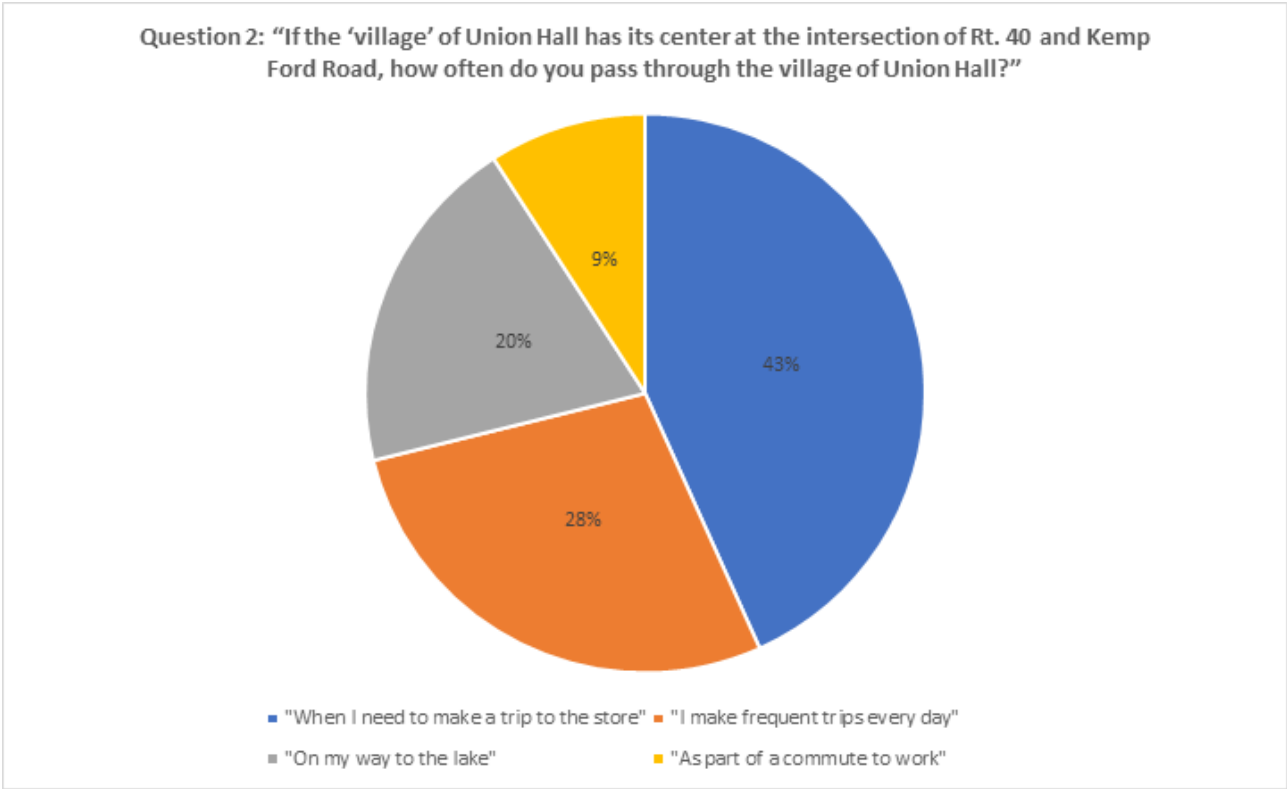
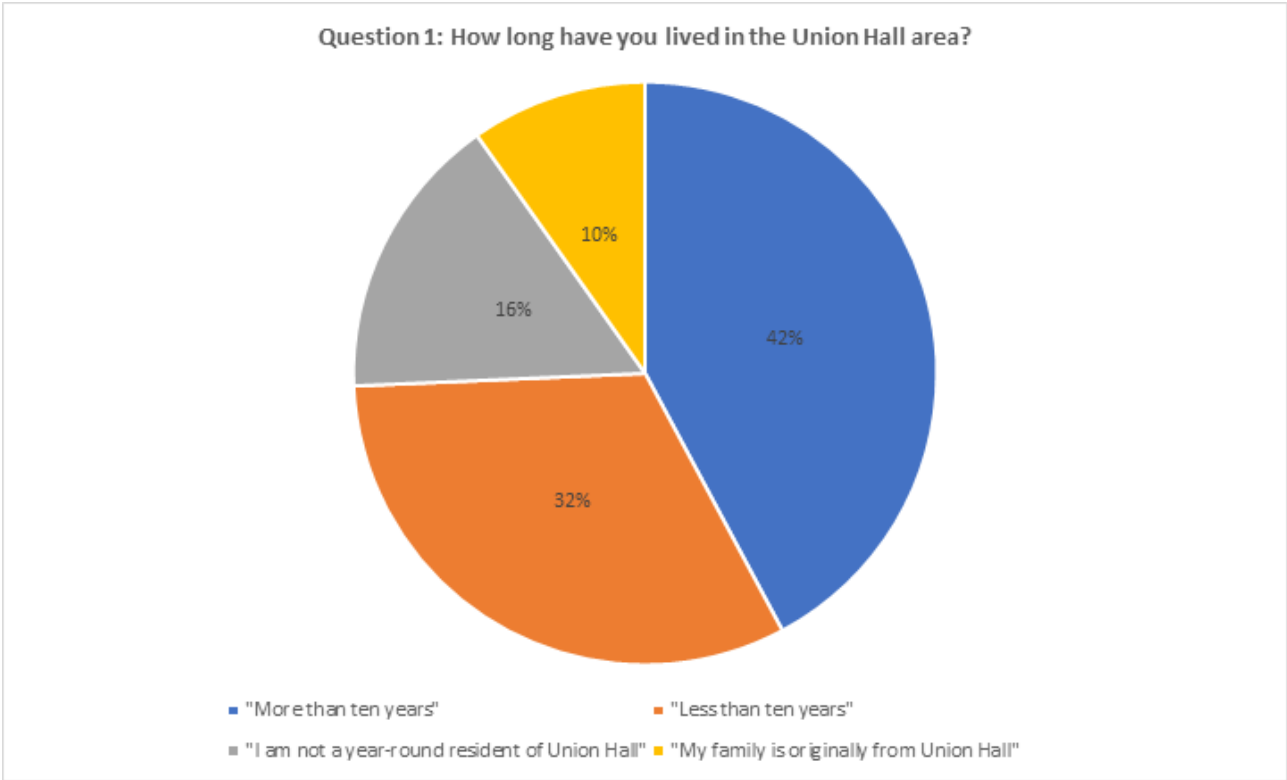
A future important step will be for the county to review its zoning ordinance as needed to enable the type of development and preservation it would like to see in Union Hall. The county may also consider requesting transportation funds through the state SmartScale program or other funding programs to implement some of the potential transportation improvements described in this plan. The policies and recommendations in this plan should help guide the review of private development in concert with the provision of public improvements as Union Hall matures and builds out to realize the vision herein.

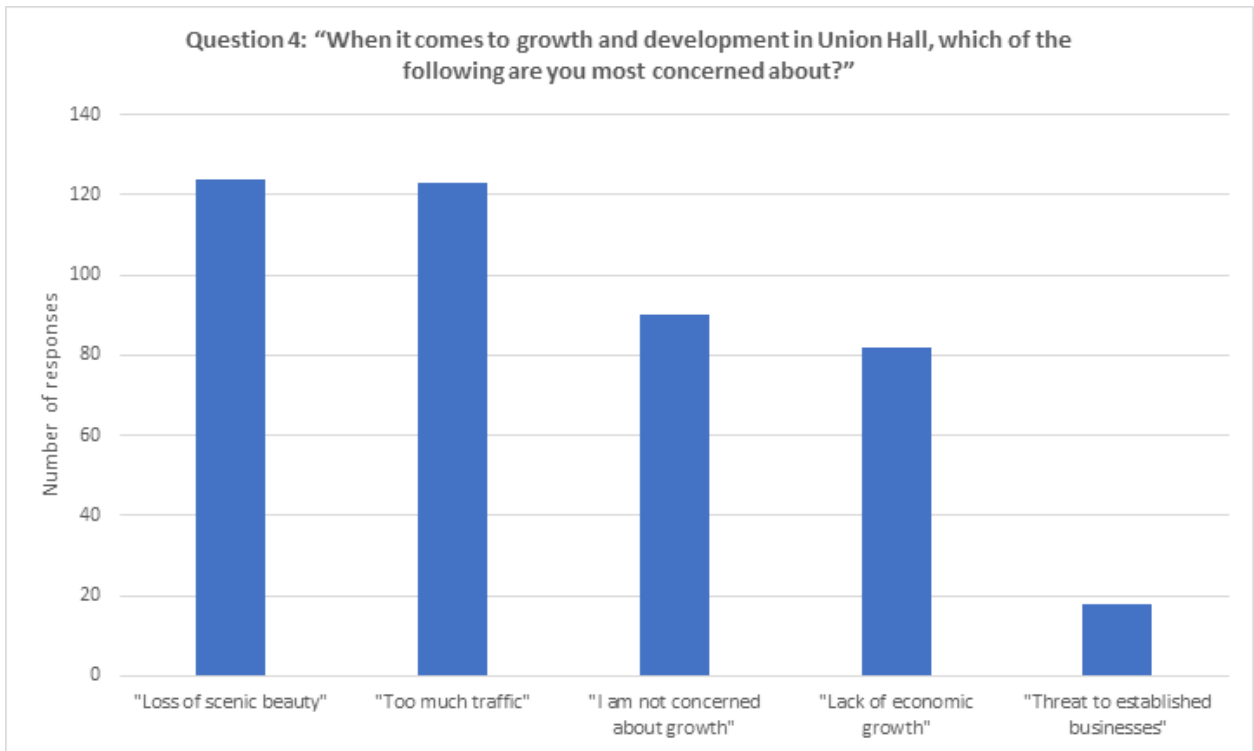
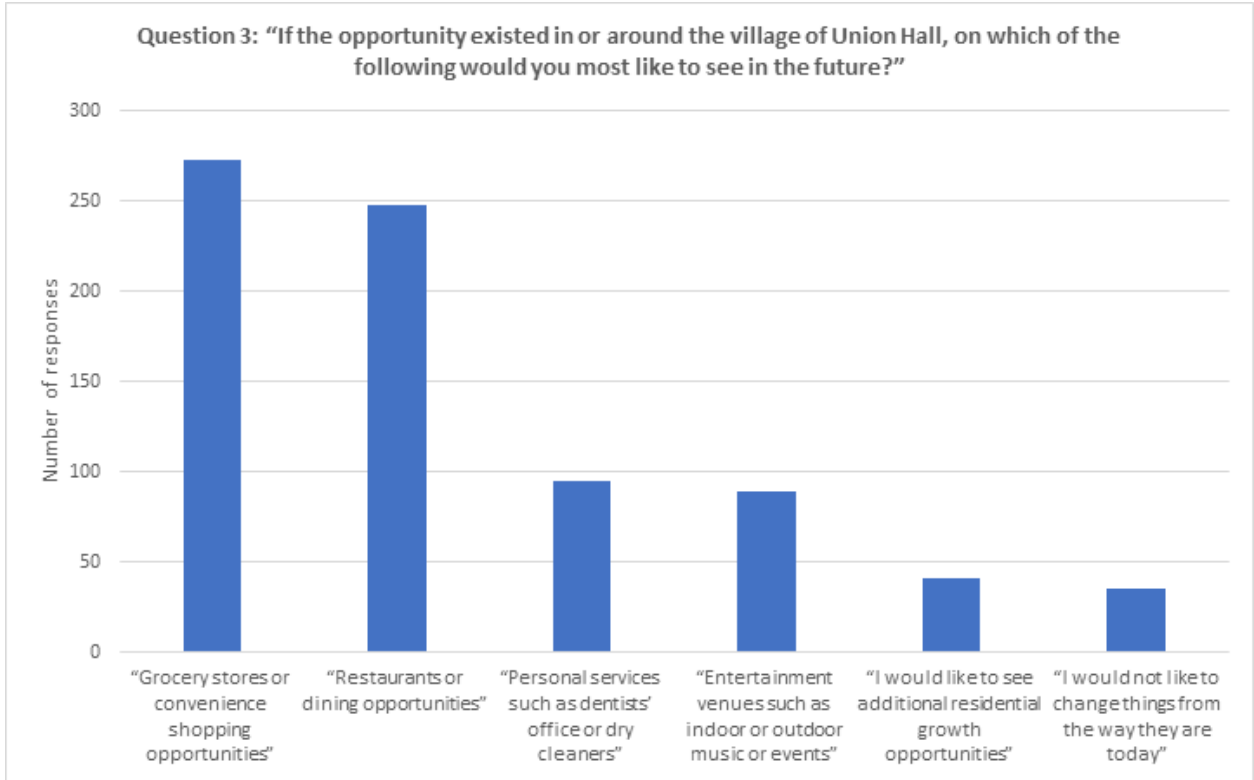


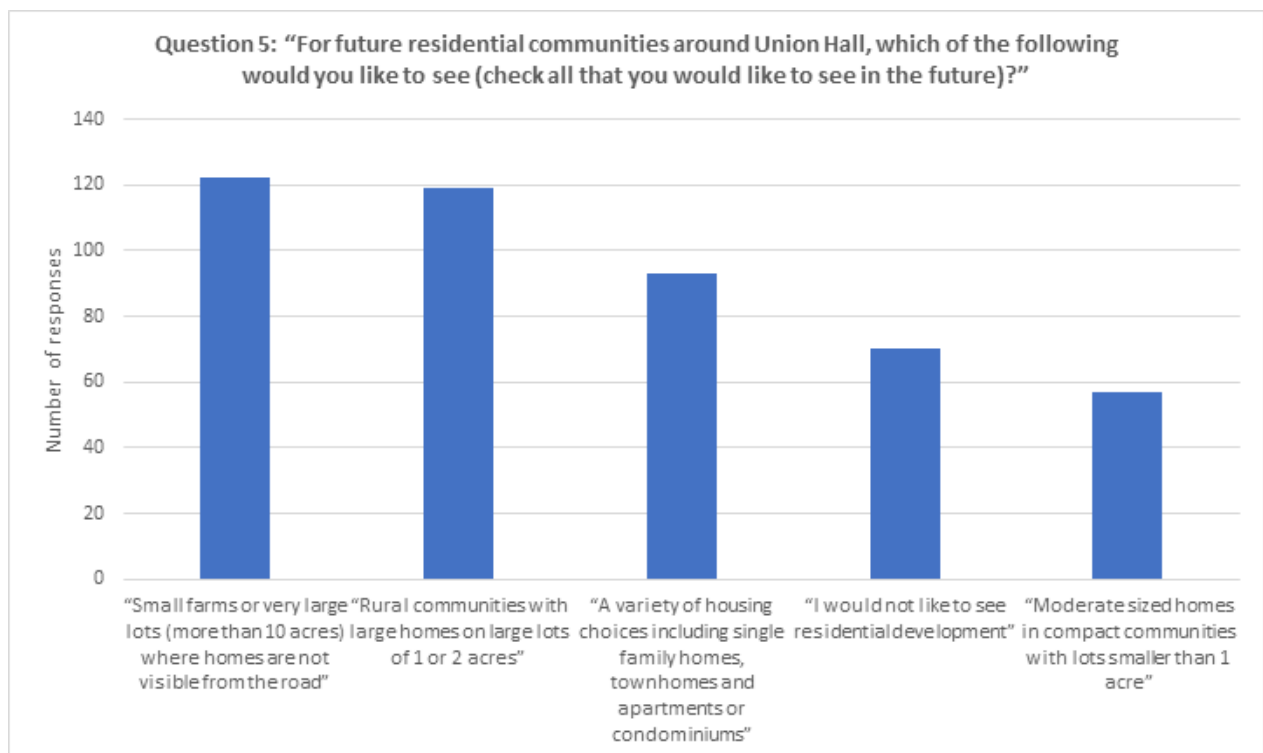
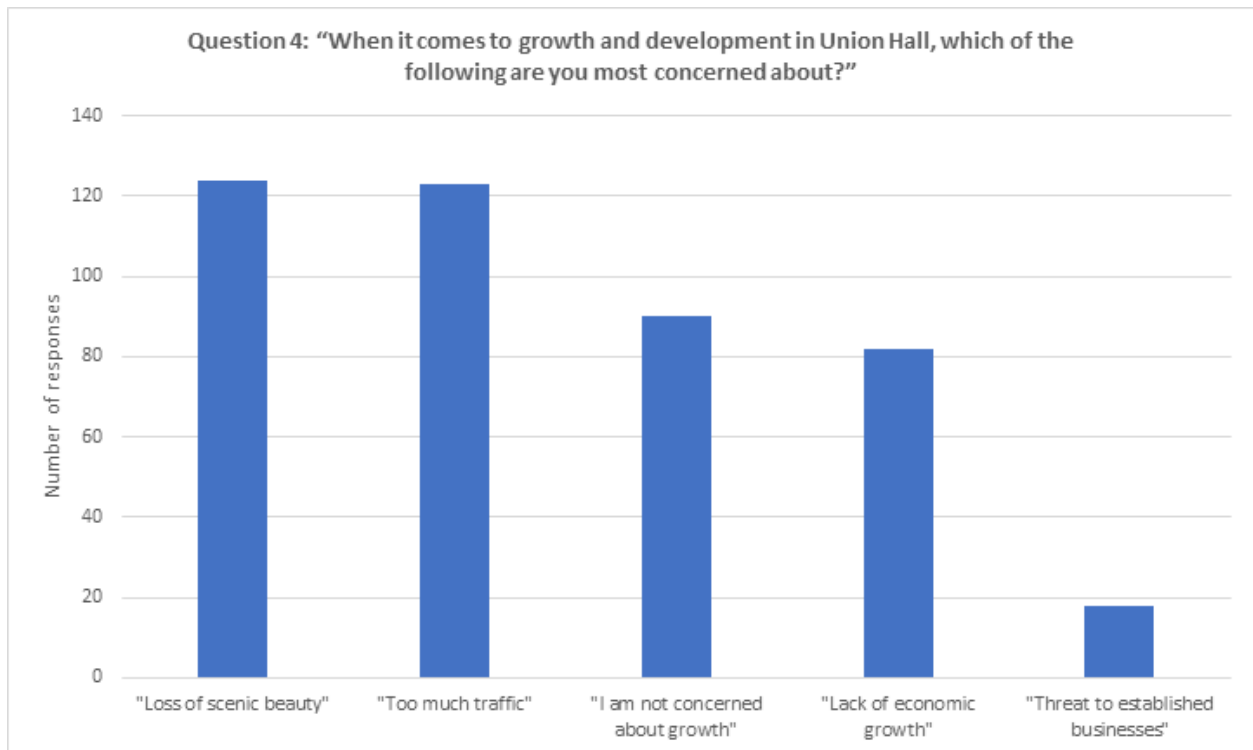
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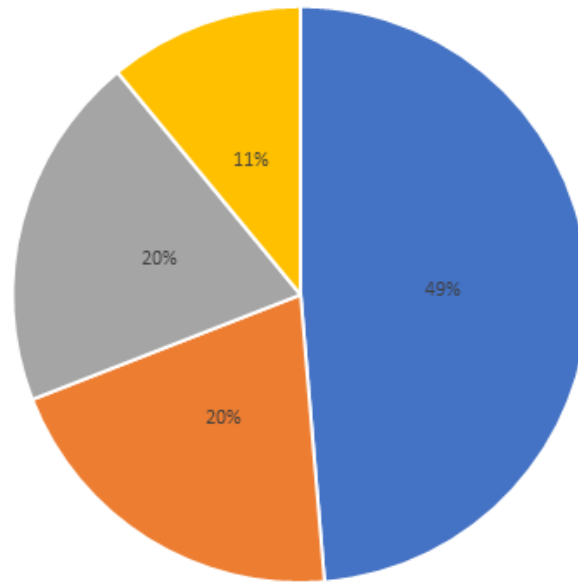
# APPENDIX A: COMMUNITY SURVEY RESPONSES







Question 6: "Union Hall would not feel the same anymore if:"



- "It was not surrounded by farmland." ■ "Historic buildings are torn down."
- "Existing businesses are lost." ■ "40 has to be widened."

Question 7: "What community amenities would you like to see in the future as Union Hall matures:"

