

Theme 12: Planning Sectors

Vision

We desire safe and clean Planning Sectors that provide physical and financial security. Within each Planning Sector, we will foster a diversity of income and age levels among residents. We will strive to care for private and public spaces within each Planning Sector. We will revitalize our downtown and commercial entrances to bring more people to live in a manner that respects the comfort of pedestrians first and the essential need for vehicular transport and parking second. We will seek to mix land uses in a manner that enhances the Planning Sector and Town as a whole. We will create and expand access for every citizen to civic spaces that meet multiple needs for mobility, communication, safety, recreation, and art.

North Madison Street



Background

For planning purposes only, the Town has been subdivided into 14 Planning Sectors, or “subareas”. Each subarea was identified based on similarity in general layout, development density, transportation network, etc. The subdivision of the Town into these planning areas will provide opportunity for the development of future Planning Sector-specific policies, plans, and ordinances.

Unlike other Themes found in this Plan, many of the Goals within the Planning Sectors Theme are not applicable Town-wide. These Planning Sector-specific Goals will be used to frame the future development of individual Master Plans for each of the Planning Sectors. These Master Plans should be consistent with all the other Visions contained in the Plan.

For the 2006 Comprehensive Plan, 1 out of the 14 sectors have had a master plan completed---the Courthouse District (for most of the area). This Plan was developed by The Cox Company & Okerlund Associates in 1996 (Cox-Okerlund Study). This study is recommended as a template for future master plans. A Master Plan Screening Survey was conducted of the other 13 sectors for this Plan to identify master planning type Goals and Actions and to prioritize which of the Sectors are most in need of master planning. These Goals and Actions will one day be replaced and updated as funds are found to complete additional master plans.

For each Planning Sector, the following framework has been developed:

- Master Plan or Master Plan Screening Survey
- Current Land Use Summary Description
- Future Land Use Summary Description

Future Land Use Map

Found in this Plan is a Future Land Use Map. Map classifications, including the average residential density desired within each category, are further described below:

Civic: Schools, places of worship, government offices or use, clubs, institutional uses, hospitals, public nursing homes.

High Density Residential: Average density of eight (8) or more dwelling units per acre.

Medium Density Residential: Average density of fewer than eight (8) but four (4) or more dwelling units per acre.

Low Density Residential: Average density of fewer than four (4) but one (1) or more dwelling units per acre.

Very Low Density Residential: Average density of less than one (1) dwelling unit per acre.

Planning Sector (Neighborhood) Commercial: Retail sales establishments, including motor vehicle sales and service, restaurants, hotels/motels, service stations, designed with a pattern and scale appropriate for pedestrian and automobile access and with landscaping and lighting appropriate for use by residents of nearby residential Planning Sectors.

Highway Commercial: Retail sales establishments, including motor vehicle sales and service, restaurants, hotels/motels, service stations, designed with a pattern and scale appropriate for automobile access.

Mixed Use: Retail sales establishments, business/professional offices, institutional, studios, gallery/museum, crafts, specialty shops, bed & breakfast, integrated with clusters of High Density residential housing.

Industrial: Medium and heavy manufacturing at a scale and design less friendly to residential uses.

Light Industrial: Research and development and manufacturing at a scale and design friendly to residential uses.

Open Space: Dedicated open space or recreational space, whether owned publicly or privately. This category includes dedicated open space easements and Town parks.

50 Year Town Vision Concept Map: 2056

Included in this Plan is a vision that extends beyond the likely life of this Comprehensive Plan. This intent of this “big picture” is to portray the long-term direction of development and redevelopment in the Town. This vision is based on the Goals contained in this Plan as well as the practical reality of residential and commercial zoning that pre-dates the development of this Plan. While the exact scale and boundary of these areas will undoubtedly change, three “core” areas of the Town are shown:

Uptown

This area is the “head” of Orange in 2056. Smaller in scale than Historic Downtown and contains a concentration of mixed commercial/office and residential uses. The area, while similar in terms of design and layout to Historic Downtown, contains modern configurations of commercial/retail establishments and office space attractive to knowledge and technology-based companies, combined with housing and amenities attractive to their employees. Surrounding the mixed-use core or commercial center of Uptown are generally higher-density residential housing types giving way to medium density residential development as one travels farther from the commercial core and, finally, low-density single-family homes on the edge of Town. The area has advanced telecommunication systems required by the most advanced businesses.

Midtown

This area is the alternative transportation “spine” that connects Uptown to Downtown. Unrecognizable from its appearance at the turn of the century, the area is now lush with vegetation and streams, reflecting the alluvial soils and springs that were once piped underground. Among these areas are new mixed use structures geared toward smaller companies that do not demand the footprint of larger firms Uptown, and apartments for employees and owners of these smaller firms. Like Uptown, the area has advanced telecommunication systems.

Downtown

This area is the “heart” of Orange in 2056. It has been extensively redeveloped with three story mixed use structures. A thousand or more residents now live Downtown. The area is rich with cultural activities and remains the government center of the Town and Orange County. Due to the decline of petroleum in the early years of the century, and the resulting in-migration of population from suburban to urban centers, many residents in Town work from home or walk to their office.

2026 Comprehensive Plan 50 Year Town Vision Concept Map



Town-Wide Planning Sector Goals

Goal PIS1: Develop Planning Sector-specific planning tools.

Analysis: Distinct Planning Sectors exist within town that likely have different types of needs. At present, the Town has no way to characterize these needs and target specific community improvement programs. As a necessary element of this Comprehensive Plan, the land use committee has recommended the delineation of 14 Planning Sectors within Town.

Action PIS1.1: Identify geographic subsections of Town.

Indicator PIS1.1.1: Sector map of the Planning Sectors of Orange
Benchmark PIS1.1.1: Creation of digital map



Progress PIS1.1.1:

Responsible Party PIS1.1.1: Town Planner
Comprehensive Plan Committee

Implementation PIS1.1.1: 2006

Action PIS1.2: Develop Master Plans for each of the 14 Planning Sectors.

Indicator PIS1.2.1: Master Plan
Benchmark PIS1.2.1: 3 Plans Completed



Progress PIS 1.2.1:

Responsible Party PIS 1.2.1: Town Planner
Planning/Engineering Consultant

Implementation PIS 1.2.1: 2009-2011

Goal PIS2: Ensure Town zoning is in conformity with Town Plan.

Goal PIS3: Ensure that land development is phased with available public infrastructure.

Goal PIS4: Identify and conserve human, social, and environmental architectural assets.

Goal PIS5: Encourage Planning Sector-compatible land uses, buildings, and site design for new development.

Urban Development Area (UDA) & Traditional Neighborhood Development (TND) Goals

Over the past generation, the emerging trend in land use and growth management has been to promote projects that embrace Traditional Neighborhood Development (TND) planning and urban design principles. Beginning in predominantly high-density urban areas, the TND movement has spread across America's suburbs and exurban areas. The TND form of development is an urban design approach based on the historical principles of traditional town and village planning that are familiar to many Virginia communities. However, today's TNDs embrace many of the 21st century building and technology innovations. Essentially, Traditional Neighborhood Development is an approach to community building that embraces the past while looking towards the future. It places emphasis on "human scale" and "livability", concepts that have been often lost in conventional suburban subdivisions. Its aim is to apply contemporary techniques in energy conservation, master planning, urban design, and architecture to achieve environmentally sustainable and economically productive land use patterns. If properly applied, TND planning and zoning principles will yield an integrated and thoughtful approach that benefits the entire community.

Through the passage of Section 15.2-2223.1 of the Code of Virginia, the Commonwealth has now formally recognized the benefits and efficiencies of TNDs. The legislation establishes that each locality, including the Town, that has met minimum levels of decennial population growth must: (1) adopt TND policies and principles into its Comprehensive Plan and (2) designate one or more UDAs on its Future Land Use Map to depict where such development could be encouraged. With the designation of the two UDAs, the Town recognizes that each geographical location is "(i) appropriate for higher density development due to its proximity to transportation facilities, the availability of a public or community water and sewer system, or a developed area, and (ii) to the extent feasible, to be used for redevelopment or infill development." (Section 15.2-2223.1.A, Code of Virginia)

The following UDA/TND goals are intended to supplement the existing goals and recommendations of the Town's Comprehensive Plan. In concert with these, they are to be applied to the specific locations selected for the Town's UDA locations pursuant to requirements of the Code's Section 15.2-2223.1. With their application to be uniquely focused on the selected UDA location(s), it is understood that the TND goals in this section are structured to complement and, where appropriate, expand upon, but not restate, recommendations contained in the Comprehensive Plan.

Goal PIS6: Appropriate Location and TND Densities: Establish appropriate locations in the Town's UDAs for residential and commercial land uses with development densities that promote TND growth.

Analysis: The Town's Future Land Use Plan recognizes the development of the general areas where the UDAs will be located. Within the UDA, there may be more than one individual property that could qualify for the application of a rezoning application to the

TND District. It shall be the responsibility of the Town Council to decide where, when, and to what extent a rezoning to the TND District is to be applied to a given property. The specific project location is of paramount importance in determining whether or not to approve a TND application:

- *The TND should be in close proximity to regional and local transportation networks.*
- *The TND should have available or planned public water and sewer infrastructure.*
- *The TND should be in close proximity to existing developed areas and community facilities.*
- *The TND should embrace property with redevelopment and infill potential, where feasible.*
- *The TND should be located in area that will enhance the “quality of life” of those who live and work there.*
- *The TND should embrace land that has acceptable terrain and environmental characteristics.*

At appropriate locations, a project’s development density should be allocated to ensure physical and economic sustainability for TND forms of development. As the underlying criteria for establishing the TND District’s permitted densities and intensity of land use, the zoning regulations should acknowledge development densities at the levels cited in the UDA legislation. The legislation states that the Comprehensive Plan must recognize densities “that are appropriate for development at a density on the developable acreage of at least” the levels indicated below:

- *Single Family Detached Residential: 4 du/ac*
- *Townhouse Residential: 6 du/ac*
- *Multifamily Residential: 12 du/ac*
- *Commercial and Office: 0.4 FAR*
- *A Blended Mix of Uses at above densities*

While a new TND zoning district should be designed to accommodate these at anticipated minimum densities, the Town may also consider exceeding these levels for projects that meet elevated standards or that are located in designated areas where higher densities would be acceptable. The opportunity to attain bonus density should be based on specific performance criteria. Bonus densities, if needed by the developer to create a sustainable project, could be considered for: (a) innovative development practices, (b) increased recreational improvements, (c) inclusion of high quality civic spaces, (d) proffered public uses, (e) construction of infrastructure beneficial to the Town, (f) commitment to “green” building practices, (g) specific residential types, such as live/work units, affordable housing, and workforce housing and (h) TNDs planned in conjunction with and adjacent to commuter-related and transit projects. This topic is discussed further in Planning Sector Goal #18.

Management of appropriate density levels is an essential element of UDA planning: For any given project, the final rezoning agreements between the Town and the applicant should establish both a minimum and maximum number of residential units as well as the maximum allowable commercial building area for any given TND project.

Goal PIS7: Mix of Uses: Establish a blended mix of residential and non-residential land uses that reflect TND planning objectives.

Analysis: Creating a mix of uses with flexible and creative approaches to organizing streets, places, buildings, and density is an underlying objective to be promoted in TND zoning practices. Each individual TND project will have a unique mix of uses that reflect its geographical location, parcel size, terrain features, environmental challenges, marketability, and architectural and urban design character. In response, the district must introduce flexibility to avoid the “one size fits all” configuration of conventional zoning districts.

TND land use strategies to guide the optimal mix of uses should focus on how to make neighborhoods more livable and enjoyable places for humans to live, recreate, work, and interact. The TND Master Plan should reflect a mix of uses that creates a strong physical interrelationship among its internal neighborhoods, individual buildings, civic spaces, infrastructure, and landscaping which creates a “sense of place.” Individual buildings should be defined by varying scale and architectural stylings, but commercial and residential buildings should also employ complementary massing, colors, materials and proportions. Since land use regulations should recognize the potential for varied uses within a single building; the new TND district should provide incentives for the placement of residential uses above office and retail uses where appropriate in the core areas of the Town.

Encouraging quality of design should be considered more important than establishing a rigid quantification of land use types. Unlike the more prescriptive criteria found in traditional PUD and PRD districts in Virginia, there is no sound reason to introduce requirements for a pre-established, fixed mix of uses. Zoning districts that have set quantitative thresholds for mix of uses have not been successful and have placed administrative burdens on governance in response to reasonable changes in the marketplace and evolving land use trends. Rather, TND rezoning agreements should establish general parameters within which flexibility is permitted, changing demands are anticipated, and good design is rewarded. In summary, a good TND district will acknowledge that there is a “free market” in play that ultimately decides the demand characteristics as well as the building type, quantity, and price of housing and commercial space to be introduced in a given area. While not jeopardizing the UDA principles, the TND district should provide sufficient flexibility for the developer to plan for a mix of uses that best responds to the projected demographic profile and market characteristics of future Town residents.

Other factors will impact the mix of uses. The size of any TND project will invariably influence the mix of land uses and the ultimate phasing of their implementation. Also, the location of the project in proximity to community and regional commercial uses will affect mix. For this reason, establishing limitation on the overall size of the TND rezoning is not recommended. Many zoning ordinances require either a minimum or maximum district size (i.e. project size) as evidenced in traditional PUD or planned development districts. Some ordinances specify both. This approach has not been particularly successful in enhancing the quality and character of new developments. With the creation of a new TND district, there should be no set minimum or maximum district size for a particular rezoning application. The Town could provide guidance on project sizes based on market and locational considerations, but should not mandate acreage requirements.

Rezoning applications may also include a negotiated phasing agreement that is linked to the project's (a) location within the overall UDA planning area, (b) timing for the provision of adequate public infrastructure and community facilities, (c) fiscal impact on the Town, (d) degree of connectivity with other nearby or contiguous projects, and (e) marketability.

Goal PIS8: Variety of Housing Types: Create a variety of housing types, including affordable and workforce housing, to meet the range of anticipated family income distributions of future residential growth.

Analysis: Orange's Comprehensive Plan provides the foundation for this goal. Further, successful TND communities provide housing for residents of all ages, household sizes, incomes, and occupations. The TND district should incorporate regulations that address a range of residential lot sizes, dwelling types, and building heights. In addressing housing needs that reflect the character of Town population growth, the TND master plan should create individual neighborhoods that yield a mix of residential formats--single family detached, cottages, duplex units, townhouses, condominiums, and other forms of multifamily units. This also includes retirement and age-restricted "villages", assisted living facilities, and nursing units. Criteria for affordable housing consistent with the Town's overall housing policy should be given special attention.

TND design guidelines should promote housing options tailored to the lifestyles, architectural tastes, and budgets of future residents. The architecture of the TND villages should draw inspiration from traditional Virginia towns, as well as from existing notable structures in the Town's designated UDAs. Architectural treatment of "affordable" units should vary little from that of other residences. Attention should be given to a flexible mixing of secondary uses within residential areas, such as live-work units, accessory apartments, and compatible home occupations.

Goal PIS9: TND Lot Types and Geometry: Encourage better spatial organization through the reduction of building setbacks, lot widths, and front and side yards, and the incorporation of smaller lot sizes.

Analysis: The residential neighborhoods within a TND district should include a range of lot sizes capable of efficiently serving housing of different sizes and prices. Flexibility in lot setback and lot area requirements creates opportunities to introduce more varied housing types and styles while yielding more flexibility to the developer to respond to market demands. Within individual blocks, variations in lot frontages, setbacks and size will create a more varied and engaging streetscape. This will encourage a sense of spatial enclosure and appropriate architectural proportions. A more thoughtful design process will eliminate the “cookie-cutter” look common to contemporary subdivision tract housing. This approach should also yield both economic and fiscal benefits as well: Scaling down lot dimensions facilitates more efficient utility alignments and other infrastructure that results in reduced costs for lot development and public maintenance responsibilities.

From a sustainability perspective, this approach promotes a more effective allocation of energy resources, natural materials, and other production resources. For this reason, it is advisable to eliminate rigid geometric standards for minimum residential lots and to encourage flexible approaches that promote appropriately sized lots consistent with the needs of individual residents and neighborhood design objectives. The application for any project within a TND District should have companion design guidelines and graphic standards that structure the intended relationship between lot sizes, yard and setback dimensions, overall building size and height, garage and accessory location, and particular siting arrangements of the building to be placed thereon.

Individual lots should be designed with the larger community and neighborhood in mind. With the objective of placing buildings closer to the street, TND standards for building placement should include approaches that expand upon the traditional method of specifying uniform fixed setbacks for dwellings within any given block. A mix of lot types should be provided in each block. Variable front yard building placement should be a function of its relationship to adjacent dwellings as well as the building’s height, width, and degree to which front porches are incorporated into the building design.

In a TND block, the traditional setback regulation should be replaced by minimum and maximum standards (ie. a setback range in which building may be placed). In a similar fashion, regulations for fixed side yard widths found in typical zoning districts should be replaced by building separation standards that better respond to the building’s architectural character and its relationship within the neighborhood. In some instances, it may be desirable to reduce the minimum separation between buildings to the widths prescribed by building code minimums. Zero lot line building and lot configurations are not recommended due to their prior history of logistical, design, and legal obstacles.

Goal PIS10: Pedestrian and Vehicle Compatibility: Incorporate pedestrian-friendly road and street designs.

Analysis: The dominant TND transportation objective should be to create a welcoming system of linked streets and sidewalks, without giving priority to one over the other. A community's streets represent its most prominent public space. The goal for the coordination of public streets and pedestrian networks should be established via a street and pedestrian master plan, project-specific design guidelines, and proffered zoning agreements. Design emphasis should be placed on safe, attractive, and convenient pathways and sidewalks that can accommodate both pedestrians and bicyclists. TND streets should be of varying scale, landscape form, and proportional geometric character. On-street parking accommodations should be designed to absorb a proportion of the measured demands for the overall TND project.

Reaffirming the intent for transportation in the Town's Comprehensive Plan, the new and redeveloped street patterns should be based on a Regulating Plan to be submitted with the TND zoning application that addresses both street layout and specific design standards. The plan should depict a pattern that is both recognizable to travelers and accommodating to the land uses it serves. Streets should be designed with keen attention given to its public space characteristics and function: Use of cul-de-sacs as well as long, uneventful blocks, should be discouraged, restricted, or eliminated. In their place, a grid (or modified grid) of streets should offer the traveller more options while protecting the residents from excessive vehicular speeds.

The TND should embrace standards for placement of street trees, right-of-way landscaping, crosswalks, utility placement and easements, signage design, and other physical elements that lend comfort and clarity to the community. Travel lanes, on-street parking, and sidewalks should be integrally designed elements in the various street types within a TND project. Sidewalks should be located within the public rights of way and located generally parallel to internal streets. Sidewalk widths should be scaled to best serve the intensity of both vehicular and pedestrian activity along the street.

TND streets should incorporate parking standards that adequately address the uses within the neighborhood. Flexible approaches for parking, both on-street and off-street, should be recognized for residential and non-residential uses. Conventional parking standards are typically use-specific and require that developers provide sufficient parking spaces to meet all but the most intensive days of parking demand for a given use. In a TND community, conventional standards often results in "overkill" and generate excessive pavement coverage: The emphasis in a TND district should be placed on fewer, and not more, parking spaces. The number of on-street spaces, in combination with off-street parking, should count towards the overall parking requirement.

Within mixed use neighborhoods, shared parking strategies should be encouraged to reduce the total number of mandatory parking spaces. Applicants should analyze the parking needs of their individual TND projects and present parking evaluations with the rezoning application. The number of spaces, parking location, and design of parking

areas, should consider the shared-parking methodologies developed by the Urban Land Institute and other reputable traffic research institutions.

On-street parking in both residential neighborhoods and commercial areas serves the unique function of creating a safety buffer between travel ways and adjacent sidewalks. While on-street parking in residential areas is typically placed parallel to the curb, angled parking configurations can also be effective in commercial areas. Off-street parking locations should be integral to the design of the overall transportation network.

To the extent feasible, parking lots within a TND project should not front a public street. Parking lots should be relegated to less visible areas of a site. If unavoidable, off-street parking lots facing a street should be screened, with an emphasis on high quality edge and interior landscaping.

Goal PIS11: Design Standards and Criteria for TND Streets: Reduce subdivision street widths and turning radii at streets intersections, and provide standards for enhanced street landscaping, pedestrian improvements, and pavement design.

Analysis: TND streets require a new perspective on traffic circulation and transportation engineering. VDOT now places an emphasis on more flexible standards that abandon the former “one size fits all” approach to urban secondary streets. The scale and capacity of all streets should accommodate the nature and intensity of anticipated vehicular and pedestrian activity. The TND District should demand particular attention be given to individual street type classifications. Whether the type is a boulevard, avenue, residential street, commercial street, or alley, each type will have unique service functions and operating characteristics which are influenced by the geometric configuration of lane widths, intersectional layout, and other design criteria.

For any TND rezoning, the Town’s expectations should be for the applicant to set forth a formal hierarchy of public streets, private streets, and secondary access. This hierarchy should be linked to the TND Regulating Plan, with accompanying engineering and performance standards. Principal commercial streets should look and function differently than quiet residential lanes. Narrow streets should be employed in residential neighborhoods where low volume traffic and speeds are anticipated. In addition to having a lower construction cost than VDOT subdivision street requirements of the past generation, the narrower TND street has less impervious area and enhanced landscaping. Commercial streets and boulevards should be sized for vehicular volumes and operating speeds the reflect varying trip characteristics, parking accommodations, intersectional spacing patterns, and building access requirements.

Land use and transportation design considerations must be carefully coordinated: The relationship among public streets, sidewalks and pedestrian ways, block lengths, on-street and off-street parking areas, street access spacing, loading areas, and utility placement requires a commitment to integrated engineering and urban design principles. Traffic calming is an important consideration in TND street design, utilizing various methods

available to achieve slower traffic speeds. By adding 4-way stop signs or reducing conventional subdivision street and intersection geometry to more proportional dimensions, vehicular speeds can be lowered while reducing construction costs.

Where appropriate, other physical design measures such as roundabouts, intersectional bump outs, textured crosswalks, raised speed tables or speed humps are easily engineered and low cost methods that can be employed to increase safety by reducing vehicular operating speeds.

Goal P1S12: Neighborhood Connectivity: Establish connectivity between internal road and pedestrian networks within TND projects, providing a grid rather than cul-de-sac street pattern.

Analysis: A fundamental feature of a traditional neighborhood development is its clear pattern of internal streets and walkways. Walkability should be a major objective for both residential and non-residential areas. Reflecting on the patterns of traditional Virginia towns, villages and cities, a grid (or block) street pattern and sidewalks has yielded the most efficient and logical system of circulation for both vehicular and pedestrian traffic. A carefully designed street and pedestrian system will serve to calm traffic and reduce overall numbers of trips when compared to a conventional subdivision.

The concept of the grid does not mean that all streets must form a rigid, rectangular geometry. TND streets should respect the “lay of the land” and its sensitive environmental features, sometimes yielding curvilinear street alignments. Thus, transportation plans should still attempt to establish a type of modified (linked) grid that achieves internal interconnectivity within the overall transportation system. In addition to sidewalks, trails within open spaces should also be provided. Where feasible these interior pathways should link public sidewalks with parks and open spaces.

Goal P1S13: Local and Regional Transportation Connectivity: Promote the interconnection of new TND streets with existing streets and roads.

Analysis: Long-term improvements to and maintenance of the existing road network will become increasingly more difficult as the Town absorbs its projected population. State funding levels will not likely increase. If left unchecked, scattered residential development outside the Town in the county’s outlying suburban and rural areas will continue to choke the capacity and vitality of the Town’s road and street system. With the objective of concentrating growth within more strategically planned neighborhoods, existing roads in the UDA will become the receiving conduits for increased traffic volumes. However, well located TND projects can take advantage of proximity to existing regional highways, local collectors, and contiguous neighborhood streets. To achieve enhanced levels of transportation service, interconnectivity of new streets must be coordinated with these existing local and regional streets and roads. In the past, residential developments have been designed as “islands unto themselves.” Subdivisions

with single points of access (such as those featuring long cul-de-sacs) harm intersection service levels and provide little or no benefit to inter-community accessibility.

At the local level, requirements for transportation interconnectivity have been mandated by new VDOT regulations. Transportation planning goals for the UDA will benefit from the adoption of comprehensive standards for a more cohesive local street planning process that ensures interconnectivity between existing and planned new streets. In March 2009, the Commonwealth Transportation Board ushered in the new Secondary Street Acceptance Requirements (SSAR) that established the current rules for newly constructed streets can to be accepted into the state system for public maintenance.

The new SSAR regulations create the legal platform for a much improved communication and approval process between VDOT, local government, and the private sector. In pursuit of improved network efficiency, these standards ensure connectivity of streets between adjacent developments and undeveloped parcels as well as improved connection of newly constructed public streets to both the existing transportation network and future developments. The successful implementation of the interconnectivity objectives within the UDA will depend on:

1. *adoption of a comprehensive transportation plan that addresses the long-term needs of both the UDA and its contiguous areas in the Town,*
2. *a commitment to ensuring project proposals incorporate street alignments consistent with the adopted transportation plans,*
3. *a commitment to the preparation and periodic review and update of transportation plans and officials maps,*
4. *application of SSAR regulations in reviewing street alignments for specific projects subject to subdivision and site plan regulations,*
5. *establish guidelines and rules for proffered alignments for street rights of way and transportation improvements in conjunction with the review and approval of TND district zoning applications, and*
6. *coordinate local transportation planning with Town-wide, county, and regional goals for both vehicular and pedestrian improvements.*

Goal PIS14: Environmental Preservation: Ensure the preservation of natural areas and open space in conjunction with the TND master planning process.

Analysis: The UDA legislation emphasizes the preservation of natural areas. As an integral part of any proposed TND project, areas other than those intended for residential and commercial uses should be allocated for active or passive outdoor activities, with a focus on the preservation of natural areas and environmentally sensitive areas. The TND

District should establish clear expectations and guidelines that emphasize the creation of both public and private recreational areas. Depending on the specific terrain character, geographical location, and community needs, these areas may include civic spaces, active parks, school sites, recreational facilities, or water features (including stormwater management facilities.) The open space plan for a TND should yield a system of passive and active spaces that create coordinated, safe, and environmentally friendly relationships by and between residential uses, commercial uses, civic spaces, parks, and preserved natural areas.

Equally important is a plan of development that ensures sensitive environmental areas that should be preserved, will actually be preserved. This occurs only through a coordinated master planning effort that recognizes and quantifies the overall development potentials and limitations of a given tract. The TND District may include “net developable area” calculation standards and other approaches that reduce the allowable density on subprime land with vulnerable soils, poor geology, quality forest cover, streams, wildlife habitat, wetlands and steep slopes while promoting density enhancements on land with prime building potential. The TND master planning process must also be tuned to identify specific vulnerable environmental features. While the areas of Orange that will be designated for UDAs have relatively minor environmental limitations, the TND regulations could also be uniformly applicable to other more sensitive areas of the Town if similarly designated in future years.

Unlike typical PUD and PRD-styled ordinances that established fixed percentages for required open space, the TND District should establish criteria for the permanent preservation of vulnerable environmental areas and should designated environmental preservation in areas of any UDA properties impacted by flood zone impacts. However, flood-prone areas can still be important community features in the form of athletic fields, trails, or other recreation and open spaces. As in the case of many cities throughout the country, design approaches yielding attractive urban design, active civic spaces, and thoughtful environmental preservation can be mutually compatible. The hurdle for Orange will likely evolve from State and Federal environmental permitting approvals that are not sympathetic to intense development.

Goal PIS15: Phasing of Development: Plan for the phasing of new TND development within the Town’s designated development and redevelopment areas consistent with anticipated population and employment growth.

Analysis: The UDA legislation provides for the Town to address policies and rules for the phasing of land development. Within the context of what is achievable in the TND District, there are two levels at which phasing can be addressed and secured: (a) Big picture: the rezoning decision process, and (b) Project specific: proffered phasing agreements.

(a) Rezoning decision process: The simplest approach is with an “up” or “down” vote; the Town Council can use its authority to control if, when, and where a proposed project

is to be approved. The Council does not have to rezone a property simply because it is located within the designated UDA. Zoning decisions should be made on the basis of availability of adequate public facilities and utilities as well as other factors that impact the ability of the locality to adequately serve the proposed project. If adequate public facilities are not available, zoning applications should not be approved unless commitments are made by the applicant to implement needed improvements. Thus, the approval of prime locations with available infrastructure should be given priority over locations where services are not yet available or programmed for the immediate future.

Under Virginia's enabling statutes for zoning, a locality may incorporate "level of service" standards as a means of determining the adequacy of facilities to serve properties subject to a rezoning application. This includes roads, schools, sewer and water capacity and treatment plants, roads and streets, schools, libraries, parks, public transit, and other elements within the realm of public responsibility. In essence, the locality must understand its own infrastructure conditions and be able to quantify demand and capacity for individual facilities. The locality must first establish these standards and set them forth in either the comprehensive plan or a separate planning document. It would be the Town's responsibility to determine if a proposed rezoning application fails to meet the infrastructure and facility standards. The Town would recommend either denial or approval with conditions tied to the provision of enhancements needed to attain the established service levels. The latter could be accomplished via the developer's voluntarily offered cash proffers or in-kind proffers to construct needed improvements.

(b) Project-specific phasing agreements: The second level of phasing focuses on the timing and phasing commitments for individual TND projects that the Council believes should otherwise be approved. The TND District can provide both requirements and general guidelines for phasing. For a given project, the Town may seek the development of certain levels of commercial development in advance of residential development. A proffer agreement could be structured to stipulate the timing and quantity of the development of one use relative to the other.

In cases where school and public service capacities are limited, the issuance of a maximum number of annual residential building permits could be stipulated in the applicant's proffer statement. In other instances, the Town may seek the dedication of land within a project for school sites, recreation areas, or emergency service facilities in advance of the developer undertaking other building activities. Phasing agreements can be accomplished with a proffer agreement tied to a graphic phasing plan, both of which could be deemed a condition of the TND rezoning approval.

Goal PIS16: Development Incentives: Explore strategies and initiatives to concentrate financial and other incentives that encourage development within the UDAs rather than scattered throughout the surrounding county and region.

Analysis: The legal view of zoning is that it is based on the police powers of the locality to protect the health, safety and general welfare of its citizens. Historically, zoning

incentives have not often been an element of a police power regulations. This is based on the philosophy that zoning is intended to prevent *bad things from happening* as opposed to creating mechanisms to advance *good things*. However, Section 15.2-2201 of Virginia law acknowledges *incentive zoning* in local zoning ordinances:

"Incentive zoning" means the use of bonuses in the form of increased project density or other benefits to a developer in return for the developer providing certain features, design elements, uses, services, or amenities desired by the locality, including but not limited to, site design incorporating principles of new urbanism and traditional neighborhood development, environmentally sustainable and energy-efficient building design, affordable housing creation and preservation, and historical preservation, as part of the development.

The new TND District presents the opportunity to enact zoning incentives in combination with other governance mechanisms to enhance the quality of the proposed project. Incentives may include increased density, jurisdictional financial support, concessions on inspection fees, deferral of utility fees, real estate tax concessions, tax increment financing (TIF), tax exempt bond support, reduced cash proffer contributions, or any combination of these. The opportunity to attain bonus density should be based on specific performance criteria.

Increased densities could be linked to bonuses for innovative development practices, enhanced landscaping, increased recreational improvements, inclusion of high quality civic spaces, proffered public uses and infrastructure beneficial to the Town, among others. Desirable architectural practices and building use formats may warrant bonus density consideration: The TND district may provide incentives for "green" (such as LEED certified) building practices or for the placement of residential uses above office and retail uses. State statutes provide for jurisdictions that adopt and implement legislation for Road Impact Fees to exempt its UDAs from required contributions.

Goal PIS17: Transferrable Development Rights: Evaluate the potential for the UDAs to serve as receiving areas for any future TDR program established by the Town.

Analysis: The ability for any jurisdiction in Virginia to adopt a transferrable development rights (TDR) program was recognized in the Virginia statutes in 2006. TDR can be employed as a means to preserve open space, farmland, water resources and other sensitive environmental areas where active land development is to be discouraged. In many locales there exists an abundance of existing platted, by-right residential lots located outside of the areas slated by the Comprehensive Plan for higher density development. In many communities, the number of undeveloped by-right building lots could absorb the locale's population for years to come. The existing situation with platted, but undeveloped, lots in Orange is reflective of this all-too-common phenomenon.

While, today, Orange is not a prime candidate for TDRs, they may have a future role in implementing intelligent regional land use plans. The recent state TDR planning legislation has provided a tool to incentivize rural landowners to consider economically beneficial land preservation strategies as an option to rural property development. In a perfect world, counties and towns would work together--employing TDRs--to channel growth demands to core areas and town centers as a means of protecting the outlying farming, forestry, and agricultural resources. However, lacking a legal platform, Virginia is not quite ready for this.

The theory behind TDRs is basic: In areas zoned for agriculture, conservation or preservation, individual properties have underlying development rights corresponding to the density provisions of the parent zoning district. In lieu of developing under the prevailing zoning district, the TDR allows rural property owners to “send” (i.e. sell) the rights to a landowner in the the locality’s designated “receiving” area. The compensation for the exchanged development right would be tied to a privately negotiated agreement with policy guidance from the jurisdiction. Thereafter, the rural landowner forfeits ability to use the development right in perpetuity, thereby reducing the property’s development rights by the number sold.

A TND District is the ideal location for a “receiving” area within jurisdictions that have adopted policies and ordinances that address the transfer of development rights (TDR) from one property to another. If it were feasible for the Town to incorporate TDRs into a coordinated regional growth management program, the new TND District could formally incorporate the TDR program, designate the specific “receiving” area, and provide guidance on the nominal “exchange” rate that would achieve its objectives for both its rural and urban areas. Also, the Town would have the option to recognize that the receiving property is entitled to additional density bonuses for having purchased TDRs.

There are a number of reasons that conservation and rural area planning has not been particularly successful in the State’s transitional rural-to-suburban-to-urban areas: (1) far too many existing, small residential lots of record at reasonable land prices, (2) local governments’ unwillingness to raise minimum lot sizes in their agricultural and conservation districts, (3) counties and their adjoining towns and cities do not interact well in coordinating inter-jurisdictional growth management issues, and (4) the use TDRs being inconsequential and, in some cases, counterproductive to the implementation of high density development and redevelopment activities in pro-growth locales like Orange. While a rural property situated in a county can always be subject to a board-initiated zoning text amendment that effectively “downzones” the rural areas, these rights can neither be removed legislatively from lots that are of record in the locale nor can they be effectively attached to increased density rights in an adjoining incorporated city or town. Also, the political resistance to reducing by-right lot sizes and rural area property rights has been well documented throughout Virginia’s suburbanizing locales, regardless of whether it affects a town or county landowner. TDRs, on the other hand, may prove to be a good alternative in the County if the legal and political climate in both the County and Town of Orange allows it to pursue a transect-based approach to regional land use

planning in the future. Unfortunately, such cooperative agreements are not foreseen in the immediate future.

Goal PIS18: Fiscal Policy: Prioritize funding for housing, economic development, public transportation, and infrastructure projects within the UDAs.

Analysis: The Comprehensive Plan should emphasize opportunities for housing and economic development as well as priorities for public infrastructure to be targeted to the UDAs. This may require an overall assessment of the range of planning policies to which the Town has prescribed over the years. In revisiting policies, the Plan should identify project categories in which state and federal grants and loans could be applied to the UDA. Further, the statement of intent in the TND District text should indicate that the UDA is to be viewed as the primary receiving area for infrastructure, housing and economic development support. This designation should be referenced in any subsequent grant or funding applications for infrastructure improvements.

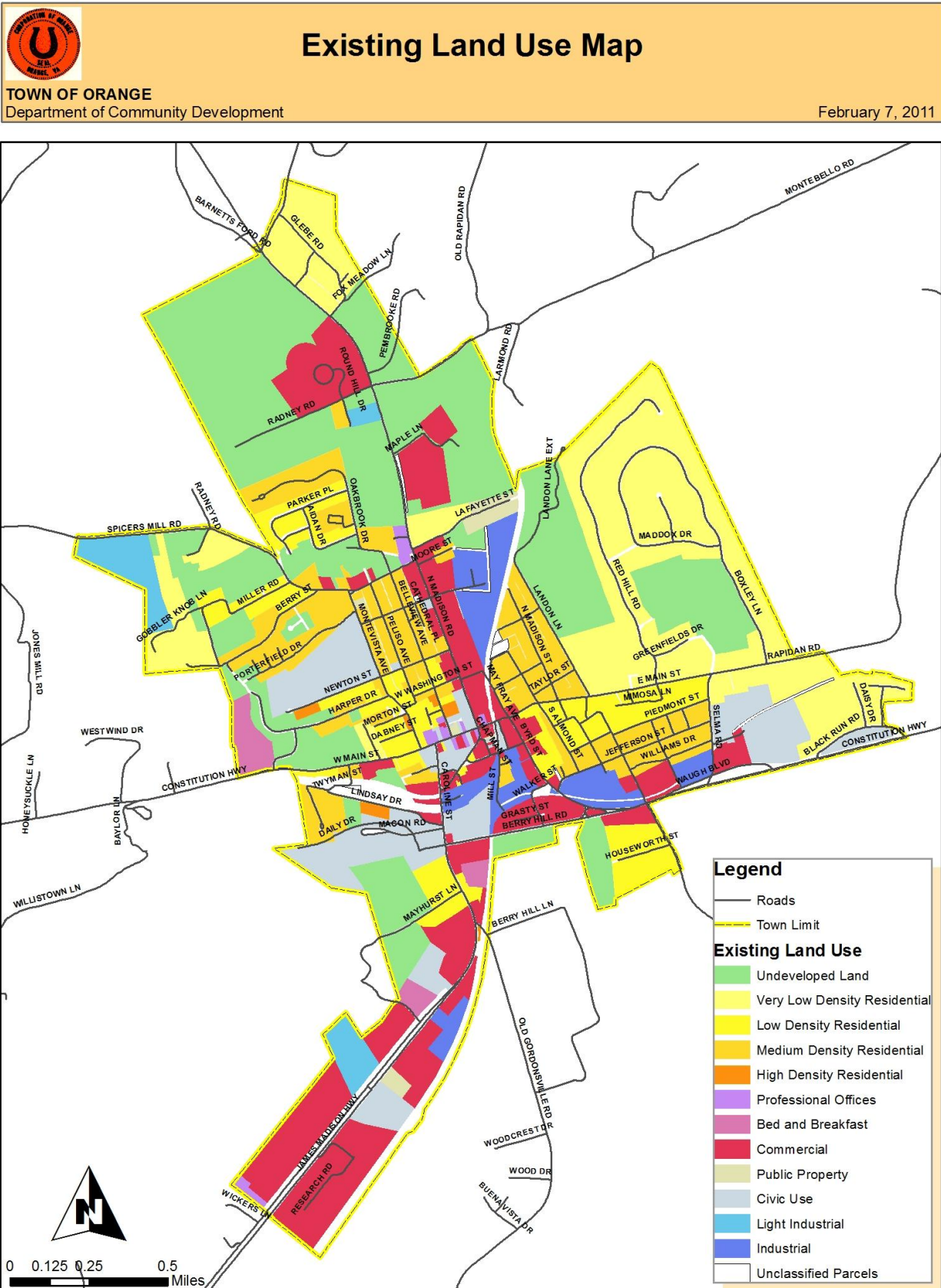
In practice, a locality's fiscal policy often transcends the comprehensive planning and zoning process. However, an understanding of the fiscal impacts of development is essential to programming intermediate- and long-range capital improvements programs and operating budgets. In order to achieve higher density and better organized land use, assurances for adequate urban infrastructure must be in place for successful TND implementation. In addition to transportation service, the provision of water and sewer trunk lines and treatment facilities must be coordinated with proposed development activities. A range of other infrastructure and community facilities will also be demanded.

The question "Who pays for new or upgraded infrastructure?" has politicized far too many governmental decisions related to the allocation of capital and operating policies. Achieving the proper balance in fiscal responsibility between existing and future residents is essential to the proper evaluation of any TND project. While there may be areas in which the applicant should be fully responsible for financing new public infrastructure, there will also be cases that warrant (and may be highly desirable for) a certain level of public financial commitment to upgrade existing infrastructure that will benefit the Town at-large. In order to rationally reach these decisions, a capital improvements program and a cash proffer policy (if available) should guide the decision process.

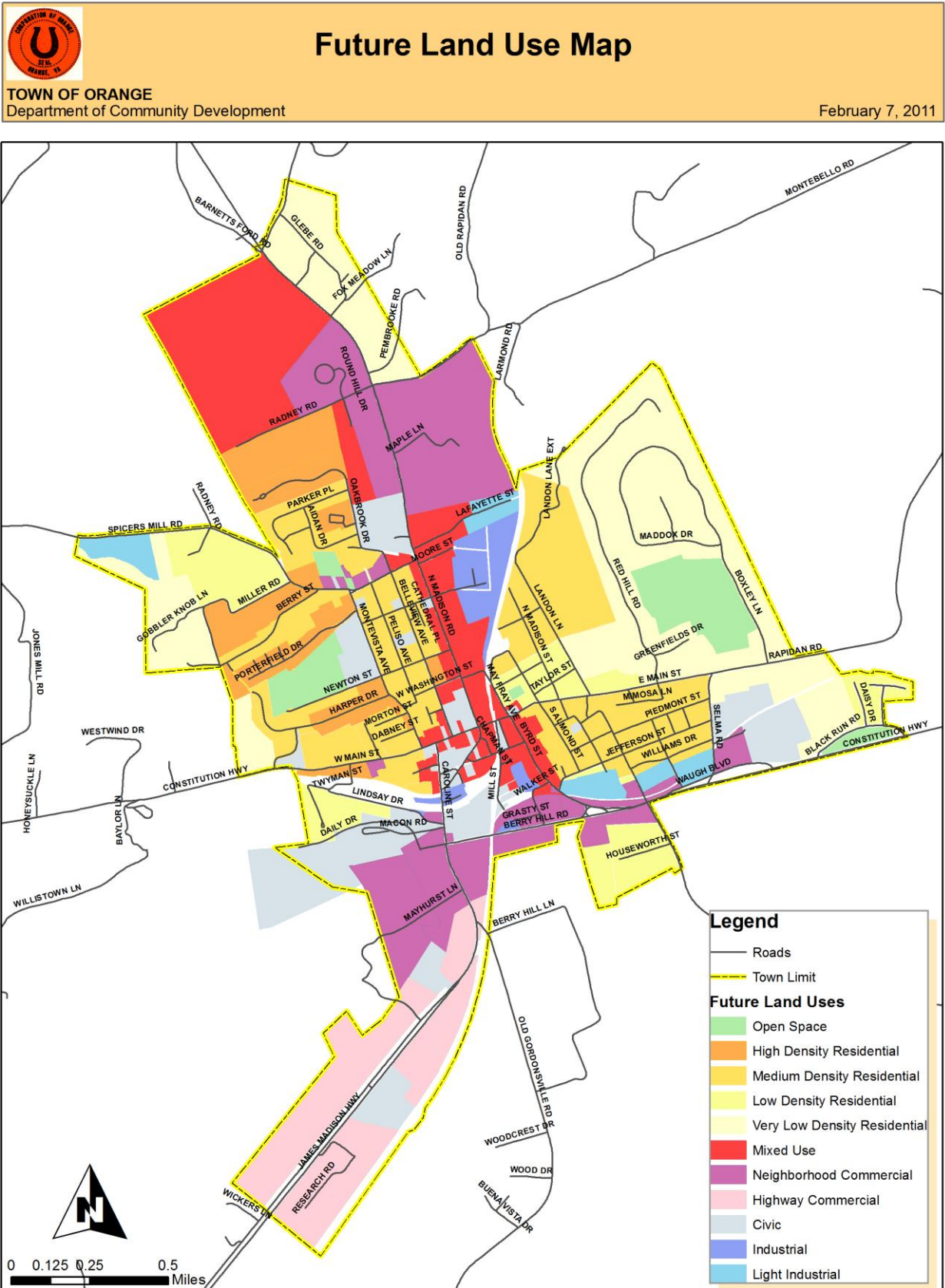
To determine the public revenue generated by and expenditures attributable to a specific TND project, the Town may enact requirements to include a fiscal impact analysis with any rezoning application. Fiscal impact assessments (FIAs) are common application requirements in many urban locales, and they are used to provide essential cost/benefit data helpful to proffer negotiations and budgetary analysis. The FIA would evaluate the overall economic burden or benefits to the Town of any given TND project. The results would yield estimates of all forms of local and state tax revenues, fees, and supplemental

income. Governmental expenditures would focus on capital and operating cost consequences resulting from the new community.

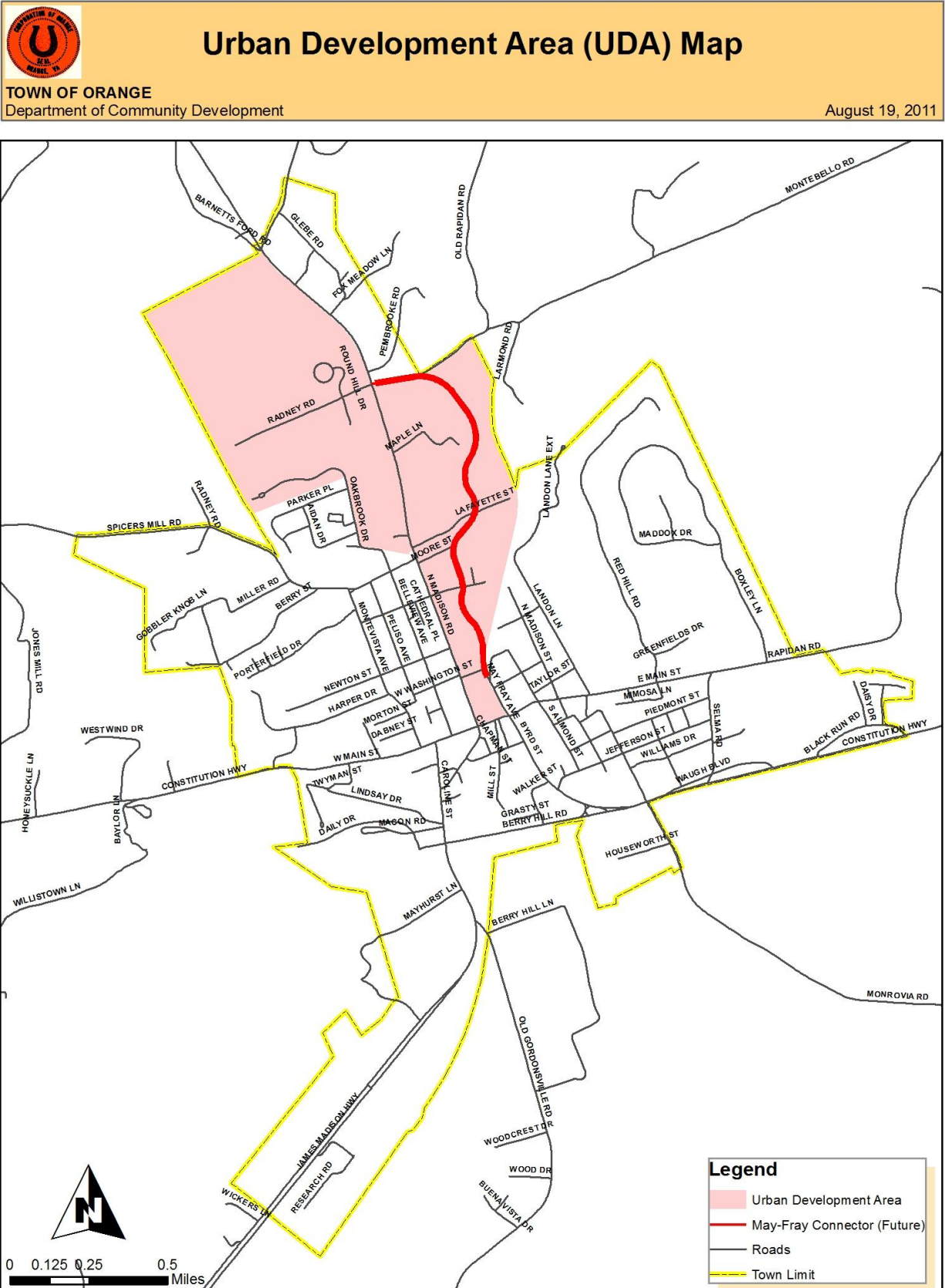
Existing Land Use Map



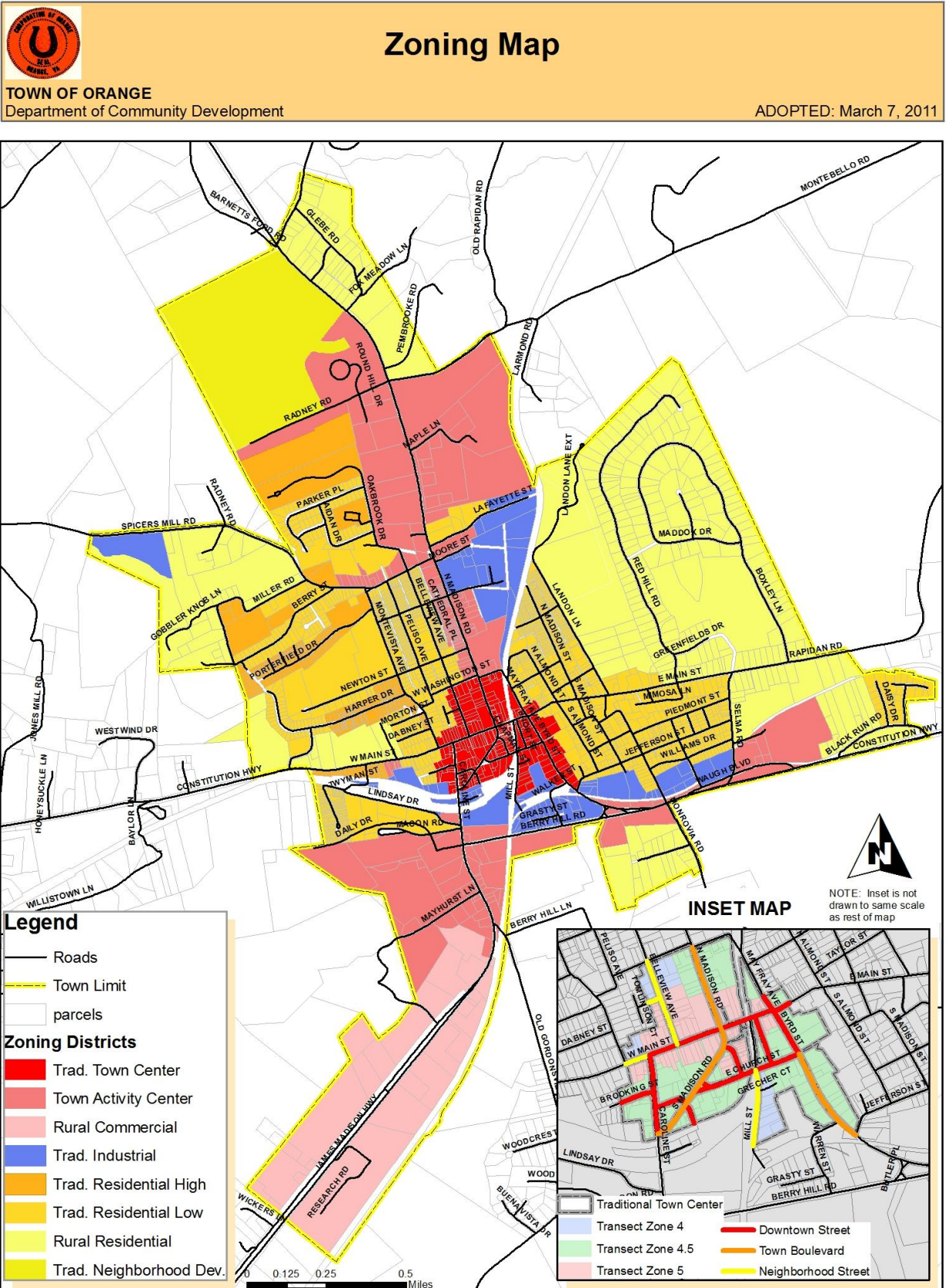
Future Land Use Map



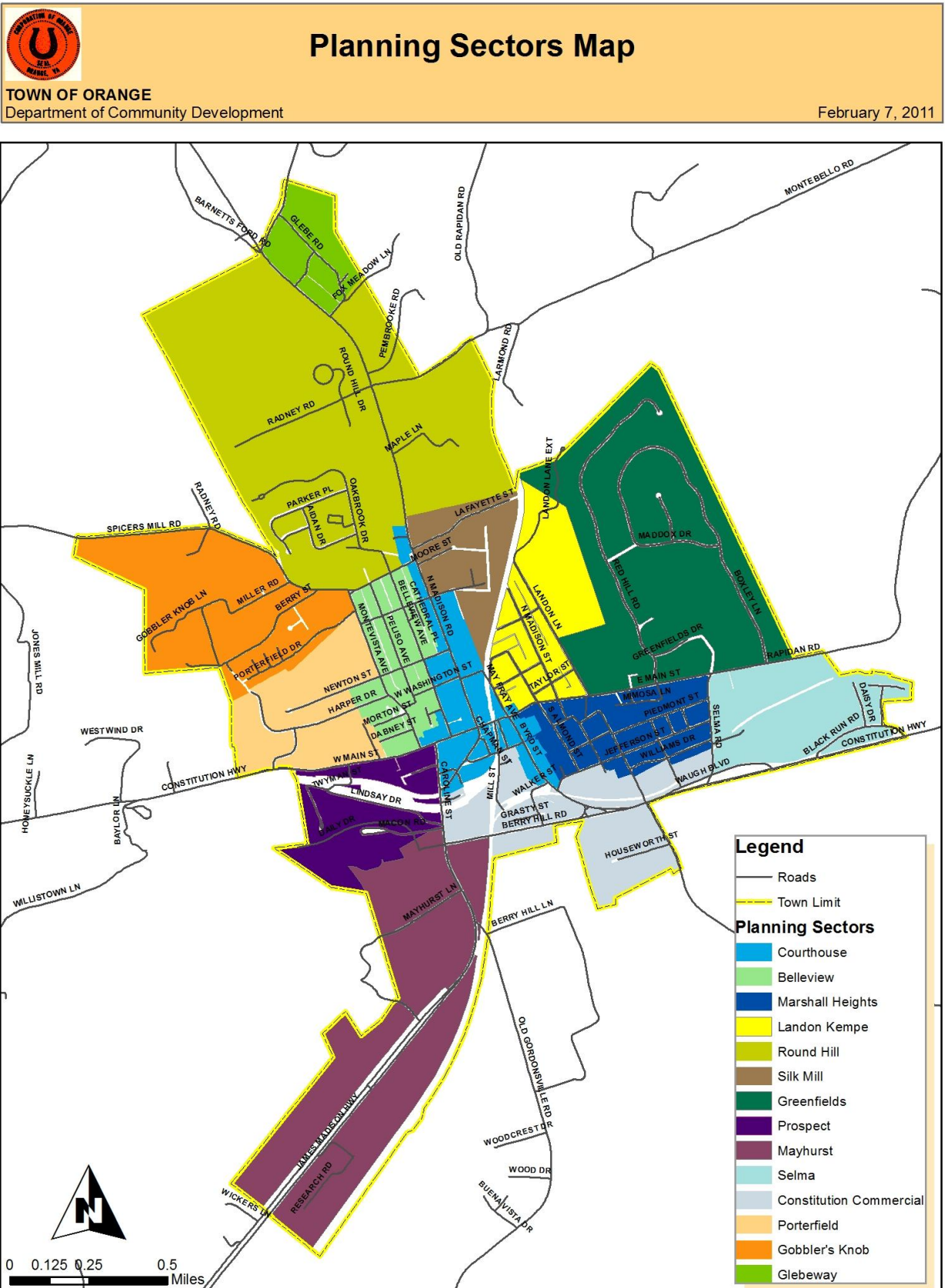
Urban Development Area Map



Zoning Map



Planning Sectors Map



Planning Sector 1: Red Hill/Greenfields

Master Plan Screening Survey

- Characteristics – low density estate residential
- Pedestrian access – Average: no sidewalks in the interior of the Planning Sector, but low traffic volumes make for a pleasant pedestrian atmosphere. The lone sidewalk runs along Route 615.
- Amenities – Close to downtown shops, but on the borderline for comfortable walking distance. No parks exist, but it is close to the Landon Kempe playground and the Planning Sector has a roughly 50-acre parcel protected by a conservation easement. While the parcel is private property, it does give the Planning Sector a large amount of open space. Along the eastern boundary of the Planning Sector (outside of the Town limits, is another large farm (330+ acres) protected by a conservation easement.
- Concerns – Possible crosswalk needed on 615.

Current Land Use

This sector is predominantly very low density residential with open space.

Future Land Use

The sector is very low density residential recognized by the residents of the Town and County as a transitional zone between the town growth boundary/greenbelt and more intensive land uses toward the downtown. A dedicated natural area is used by town residents for passive recreation needs. Hiking and biking trails extend through and around the natural area to connect downtown and other portions of town to the greenbelt.

Planning Sector 2: Selma

Master Plan Screening Survey

- Characteristics – low density residential, civic, and commercial uses
- Pedestrian access – Poor: Few sidewalks. Route 20 is a safety concern for pedestrians due to high traffic volumes.
- Amenities – No parks exist, but the high school and Chatter Island (if improved and connected by sidewalks) could serve the area. Close to downtown shops, but on the borderline for comfortable walking distance.
- Concerns –Needs improved pedestrian access in general. Route 20 traffic.

Current Land Use

This sector is dominated by Civic land uses (Orange County High School and Orange County Public School Administration Building). A large field, “Chatter Island”, is owned by the Town. Low and medium density residential is found to the east and north of the institutional uses. Commercial uses are also found in the area.

Future Land Use

This sector is dominated by Very Low Density Residential, Civic, and Planning Sector Commercial land uses. Chatter Island is a recreational facility tied to nearby institutional land uses with bike and hiking paths along Byrd Street and the abandoned rail line. Very Low Density Residential uses act as a buffer between the urban growth boundary/greenbelt and more intense residential uses in the Town. Rapidan Road is lined with large canopy trees to the Town limits. While the pavement on Rapidan Road has been improved, the general scale of the road and rural nature remain intact. Signage directing residents and tourists to the Town’s trail system are tastefully found within the sector.

Entrance Corridor Design Concept

Route 20 into Town has been maintained as a rural ditch section. Curb and gutter is not extended beyond Monrovia Road.

Planning Sector 3: Marshall Heights

Master Plan Screening Survey

- Characteristics – Mid-1900’s single family and estate residential
- Pedestrian access – Good; narrow streets in some areas facilitate low vehicular speeds, Poor; wide streets in some areas facilitate high speed traffic without protection of sidewalks.
- Amenities – No parks exist, but close to the high school and Chatter Island (if improved and connected by sidewalks) could serve the area.
- Concerns – Area has a good mix of housing but some properties are in need of attention. Needs better links to recreational opportunities and improved pedestrian access in general.

Current Land Use

Medium density residential is the only land use found in this sector. Sidewalks are generally absent as is consistent canopy tree cover along streets.

Future Land Use

The integrity of the entire sector has been maintained as a medium density residential block with predominate single family homes. The portion of Piedmont Street from Selma to Blue Ridge is traffic calmed. Sidewalks are found in areas with wide streets. A consistent tree canopy is also found on streets within the sector.

Planning Sector 4: Landon/Kempe

Master Plan Screening Survey

- Characteristics – Mainly Residential.
- Pedestrian access – Good: Sidewalks extend through much of the Planning Sector and has good connection to the Downtown district with the exception of May Fray Street.
- Amenities – One community park exists along 615. Also offers some open space with Hillary Farm (ca. 1865), though the farm is not protected. Close and well connected to Downtown district shops.
- Concerns – Area has a good mix of housing but some properties are in need of attention. Some sidewalks are in poor shape although Town has recently upgraded areas.

Current Land Use

The sector is divided into two land use types. To the west of Landon Lane, housing types are medium density residential. To the east of Landon, the Kempe tract is used as pasture.

Future Land Use

The medium density portion of the sector to the west of Landon has been maintained as Medium and Low Density single family residential blocks. The Kempe property has been developed into a new residential Planning Sector at medium density residential, styled using the Planning Sector model form of development. A new road has been built, Landon Extended, and connects to Montebello Road to the North. Another new east-west road has been constructed to connect the Planning Sector to Red Hill Road. These new roads allow the Landon, Red Hill, and Boxley Planning Sectors access to 15 North without going through Downtown.

Planning Sector 5: Courthouse

Courthouse Master Plan

The *Downtown Redevelopment Plan for The Town of Orange*, prepared by The Cox Company and Okerlund Associates, in 1996, provides a portion of the Master Plan for the Courthouse Sector (Appendix IV) and is the prototype for other sectors of the Town. By reference, it is incorporated into this Comprehensive Plan. The following design Principles formed the basis for the Plan:

Principle N1: Keep existing buildings (do not replace with parking lots) whenever practicable.

Principle N2: Redevelop underutilized sites.

Principle N3: Utilize upper stories in existing structures for residential use.

Principle N4: New construction should reach at least two stories in height.

Principle N5: Activities within ¼ mile of the Town center should be linked by a well-defined system of sidewalks and crosswalks, together with pedestrian amenities and public spaces.

Principle N6: All buildings in the downtown area should front the street with minimum setbacks and spaces between buildings.

Principle N7: Existing parking lots should be reorganized, consolidated, internally located within blocks, within a ¼ mile radius of Town center.

Principle N8: Retain on-street parking.

Principle N9: Expand public-private partnerships to improve downtown streetscape, including landscaping, signage, lighting, crosswalks, sidewalks, and bikeways.

Principle N10: Define major entrances to Town of Orange.

Current Land Use

This area is currently composed of three distinct land use types, the downtown district, Madison Road (not including the Silk Mill and American Woodmark properties), and Byrd Street to Jefferson Street. Downtown land uses are pedestrian oriented with limited mixed, public/private, civic, professional office, and commercial uses. Underutilized properties are found scattered throughout the area. Madison Road supports a diversity of land uses, including low density residential, commercial, and civic uses. Byrd Street

contains commercial, mixed, and low density residential uses. In all areas, tree canopy along streets is poor.

Future Land Use

The Downtown, Madison Road, and Byrd Street have been conceptually linked to form a “Courthouse Sector”. Previously underutilized parcels have been developed through public-private partnerships to create 3-story mixed use buildings, containing commercial on the first floor, and professional office and residential on the second and third floors. Infrastructure and landscape improvements have been completed. On Madison Road and Byrd Street, overhead utility lines have been routed underground (or moved to other streets), sidewalks have been completed, and canopy street trees have been planted within vegetated strips. Bike lanes have been painted. Underutilized parcels in the downtown have been redeveloped and canopy trees have also been planted. A public-private partnership was formed to develop a Town-County Government Complex, including parking, in the block bounded by Madison Road, Belleview, Nelson Street, and Main Street. The train station and surrounding area has been further redeveloped. Hiking trails converge in this area from old rail lines to the east and west. Bike lanes also converge in this sector.

The Madison Road “Mid-town” portion of this area becomes a mixed use spine to connect the Roundhill “head” to the Downtown “heart” (see 2056 Long-Range Vision map and accompanying text).

Planning Sector 6: Prospect

Master Plan Screening Survey

- Characteristics – residential (including apartments) and commercial properties
- Pedestrian Access – Needs improvement: sidewalks do exist, but crosswalks are needed at major intersections (Rt. 15 and 20).
- Amenities - Prospect Heights may provide some after school hour recreational opportunities. Many shops in the area, and residents are within easy walking distance to shops in the Downtown district.
- Concerns – Some of the properties need attention. Railroad divides the area and traffic concerns at the Route 20/15 intersection could be a deterrent to pedestrian access.

Current Land Use

The Propect Sector contains low, medium, and high density residential, commercial, civic, and civic land uses. A significant portion of the land area of the sector along Brooking Street (adjacent to railroad) is zoned as industrial

although there are no current industrial uses of land presently taking place. Commercial uses are found along Rt. 15 south of Main Street.

Future Land Use

This sector now extends to the Town growth boundary/greenbelt. Daly Drive now connects Rt. 15 South and Spicer's Mill Road. The area west of the connector has become a new Planning Sector, similar in concept to the Kempe Planning Sector, using the Planning Sector model form of development, but with lower residential densities appropriate as a buffer between the growth boundary and Town. An irregular block road design system has been planned not only for new development in the Prospect Sector, but also for new development in the Porterfield, Gobbler Knob, and Round Hill sectors, providing multiple pathways for vehicular movement from Rt. 15 south north of town. The Rt. 20 corridor is maintained as a primarily residential corridor sympathetic to a new Orange-Montpelier bike/hike trail, extending along the railroad and Rt. 20 to Montpelier. Land along the railroad and at the end of Brooking Street has been developed as residential high density, in a manner sensitive to the needs of the trail system. Adaptive reuse of the historic structures along and interior to Caroline Street for professional office and commercial uses has reconciled the interests of heritage and office/commercial economic development. Canopy trees are planted along Rt. 20 and Caroline Street to beautify these entrance corridors into Town.

Planning Sector 7: May Hurst

Master Plan Screening Survey

- Characteristics - Mainly commercial properties – few scattered dwellings
- Pedestrian access – Poor: Sidewalks do not extend into the majority of the area and Route 15 (4-lanes) does not lend itself to a pedestrian friendly environment.
- Amenities – No Playgrounds though it is close to the fairgrounds in the Constitution Commercial area and the schools in the Prospect area. Shops are not accessible except by vehicle.
- Concerns – very pedestrian unfriendly. Some abandoned structures (old DeVivi restaurant, etc.)

Current Land Use

The May Hurst sector contains commercial uses along Rt. 15, interspersed with residential uses close to Town along and to the north of May Hurst Lane. The undeveloped portion between the town growth boundary/greenbelt and highway commercial uses is largely wooded. Low density residential is found between May Hurst Lane and Daly Road.

Future Land Use

New commercial, light industry/research and development, and industrial uses are found fronting on the east and west side of Rt. 15 to May Hurst Lane. Additional turn lanes and median crossovers have been constructed to facilitate growth in the corridor's business sector. Areas not on Rt. 15 are Medium Density Residential and Mixed Use, with the exception of the area between Berry Hill Road, Caroline Street, and the railroad. New development has begun in the area between Rt. 15 and the growth boundary/greenbelt. Developed using Neighborhood Model design guidelines, sensitive environmental features, including the ridge top and drainages to Tomahawk Creek, are preserved and linked to the town's biking/hiking system and to the middle school complex. Residential density is greatest toward Rt. 15 and least toward the greenbelt boundary.

Neighborhood 8: Porterfield

Master Plan Screening Survey

- Characteristics – Mainly residential.
- Pedestrian access – Needs improvement; Montevista Road facilitates high speed traffic due to excessively wide road widths.
- Amenities – Porterfield Park and Orange Elementary are found. The area is close to downtown shops, but on the borderline for comfortable walking distance.
- Concerns – Porterfield park is underutilized. Some properties are in need of attention. Storm water conveyance system needs to be upgraded.

Current Land Use

Land along Rt. 20 is used as low density residential. Medium density residential is found along Harper Drive. Orange Elementary and Porterfield Park, as Institutional uses, account for a large portion of the sector.

Future Land Use

The Aerial DeJarnette parcel has been developed as medium density residential. A children's park has been developed on Town owned land on Rt. 20 to serve new and existing residential development south of Newton Street. Medium Density Residential development has been built along Harper Drive. Very Low Density Residential has been constructed west of Harper Drive to the edge of Town. Low and Very Low Density Residential development has been constructed in the area north and west of Miller Road.

Porterfield Park has been redesigned and redeveloped to include expanded recreational facilities for active retirees and youth. The Town public works

facility has been redeveloped to a use that has a positive impact on surrounding residential areas.

Planning Sector 9: Bellevue

Master Plan Screening Survey

- Characteristics - Residential
- Pedestrian access – Good: Sidewalks extend through most of the district and link to the shops in the Downtown and Silk Mill areas.
- Amenities – One park exists next to the Bellevue Retirement Home that is in poor condition and therefore underutilized. Easy access to shops just outside the area. Homes are older and provide a pleasant atmosphere.
- Concerns – The park should be improved. The equipment quality is very poor. Extensive conversion of single family homes to duplexes and apartments has occurred in the past. This has led to shifts in owner-rent balance in Planning Sector and loss of quality of architectural integrity.

Current Land Use

Medium density residential and civic uses predominate in this sector.

Future Land Use

The park next to Bellevue Apartments has been completely redesigned and reconstructed to better meet the needs of the residents of the area. The former public works facility has been redesigned and redeveloped for a use that has a positive impact on the surrounding residential area. The parking area is a demonstration area for Low Impact Storm Water design and incorporates advanced lighting and landscape buffers to protect surrounding residential landowners.

The Bellevue Planning Sector has gentrified, with conversion of duplexes back to single-family residential dwellings.

Planning Sector 10: Silk Mill

Master Plan Screening Survey

- Characteristics - Commercial.
- Pedestrian access – Average: sidewalk extends along James Madison Hwy. No crosswalks present for access to cross street downtown district shops. Area “feels” unfriendly to pedestrians.
- Amenities – Shopping and restaurants. Silk Mill mixed use.

- Concerns – Some properties are in poor condition. Area contains a great deal of underutilized land.

Current Land Use

The sector is composed primarily of industrial land uses. This includes the American Woodmark and Silk Mill complex. Commercial and low density residential uses are also found.

Future Land Use

Two new roads have been constructed---the May Fray Connector and Spicer's Mill Extended. New businesses along these roads have been developed as a result of expanded access. These include new businesses behind the Faulconer Hardware building that now front on May Fray Extended. A new business park has been constructed at the end of Lafayette Drive. Underutilized parking and railroad areas have been redeveloped into Mixed Uses.

Planning Sector 11: Gobbler's Knob

Master Plan Screening Survey

- Characteristics – Mainly residential.
- Pedestrian access – Poor.
- Amenities – None.
- Concerns –The area needs to be better connected to Town.

Current Land Use

Gobbler's Knob is comprised primarily of low density residential land uses along Spicer's Mill Road. Porterfield Drive and Berry Street contain both low density and high density residential. The large Specialty Weavers parcel is zoned entirely industrial.

Future Land Use

A significant portion of the existing industrial land use is changed to low density residential. A new Radney Road-Harper Drive connector has been constructed and bisects this sector. New estate and/or clustered residential development has been constructed, sensitive to topographic and drainage constraints.

The Baylor Creek floodplain has been reconstructed to more safely receive greater peak flow and volume of storm water from newly developed areas of Town.

Planning Sector 12: Roundhill

Master Plan Screening Survey

- Characteristics – Mixed commercial and residential (mainly apartments some single family).
- Pedestrian access – Poor. Few if any sidewalks extend into the area. Poor connection to Orange Village Shopping Center.
- Amenities – Agricultural nature along this entrance corridor to the town. Older homes along James Madison add to the scenic nature of the corridor. Grocery store and shops. UVA Medical center and the Holiday Inn.
- Concerns – No parks exist in this area. Links to the Town and recreational opportunities are needed. Scenic/Rural nature of the entrance needs to be addressed. The scale of commercial use in this area is significantly out of balance with the rest of Town. Outstanding landscapes and scenic vistas to the east and west of Rt. 15 may be threatened should “standard” commercial development practices occur.

Current Land Use

This sector is primarily agricultural, residential, and commercial uses. Commercial uses are found to the east of Rt. 15 and primarily residential uses to the west. Agricultural use is found just to the south of Radney Road. New residential development is under construction on Kean Road.

Future Land Use

Significant changes in land use have occurred in this sector. Agricultural use on the west side of Rt. 15 has been converted into a neo-traditional pattern of development to include a multi-story, mixed-use core area, with commercial uses occupying the first floor of buildings and residential and/or office uses occupying the upper stories. This mixed-use core area is surrounded by residential land uses of varying densities, including high, medium, and low density housing, as one travels away from the core or “Town Center”. In addition, the sector includes appropriate highway-oriented retail and commercial uses along Rt. 15 as well as a well-connected system of open spaces, village greens, squares, plazas, and pocket parks integrated into the new “Uptown”. Similar in scale and design to the Town’s traditional Planning Sectors, this gateway to Town provides new middle to upper income housing integrated with amenities not previously available Downtown or in other areas of Town. A modified grid vehicular transportation network extends throughout the sector connecting the north, west, east, and south boundaries with new roads to the west and south, essential to reduce vehicular congestion on Madison Road. Bike lanes and hiking trails, where appropriate, extend throughout the sector connecting residents to the commercial uses to the south of the Round Hill property and permitting pedestrians and bicyclists to

travel between various parks and open spaces. The Planning Sector center has been built to complement the existing hotel and contains institutional uses in addition to professional offices, various types of commercial (i.e. service, retail, etc.) uses, and mixed-use buildings. Agricultural use on the east side of Rt. 15 has been converted to low density residential similar to that found in the Glebeway Planning Sector. Two roundabouts have been constructed at the intersection of Radney Road and Rt. 15 and at the intersection of Glebe or Kirkwall to serve as “the primary gateway” into the Town. Parks to the west and east of Rt. 15 have been integrated with commercial, residential, and institutional uses.

Rt. 15 has been maintained as a two-lane road to Radney, with a rural ditch section, with no turn lanes. From the roundabout at Radney, the road become three lanes, with no deceleration or acceleration lanes, and few entrances off of Rt. 15 for commercial uses. Primary and secondary access to these uses is from Radney Road and from the UVA Medical Center drive extended. The rural ditch section is continued from Radney to Spicer’s Mill Road. The Orange Village Shopping Center parking lot has been redeveloped to mixed use. The turn lane and curb and gutter have been eliminated to Spicer’s Mill Road.

The area north of the Oakbrook housing complex has been developed with residential land uses to become part of the Round Hill Planning Sector. A portion of the area south of Oakbrook has been developed with low density residential housing. The wetlands portion of this area has been permanently protected and now has elevated trails through the area. Additional development, containing professional, commercial, and mixed uses, east of Rt. 15, has occurred. A transportation grid system has been developed to serve this area and better connect the Courthouse Planning Sector with Roundhill residents. The grid system also provides multiple route options to connect the northern portion of town with Rt. 15 south and Rts. 20 east and west. Specific improvements include the extension of North Street to Radney Road and the extension of a walking-biking trail from Peliso Avenue to North Street. University Lane also has been extended south of Radney Road and “Tees” near the northern boundary of the Orange County Nursing Home expansion. To the west of Rt. 15, the May Fray connector has been extended to Rt. 632. New recreational areas have been integrated into development projects on the west and east sides of Rt. 15.

Entrance Corridor Design Concept on Rt. 15

Model: UVA Health Center plan with sidewalks, 10-15 back from road, 5-6’ wide.

- Pastoral-estate entrance from Town boundary to Radney Road. This means two travel lanes with no center turn lane and no deceleration lanes. Entrances are strictly limited to intersections with Roundabouts or right in-

right out only. This also includes a ditch section to Radney Road with minimum 100' green space on both sides of road, wherever possible.

- Three lane ditch section from Spicer's Mill Road (one center turn) to Radney Road with approximately 30' setbacks.
- Rework Shopping Center to mirror UVA model.
- Roundabouts at Radney Road, Old Woodberry Road, and at least one more in the center of the Round Hill project.
- Curb and gutter to begin @ Spicer's Mill Road.

Entrance Corridor Design Concept on Spicer's Mill Road

Model: Spicer's Mill road at Grymes School

- Two lane ditch section to Madison Road, with exception of existing curb and gutter.

Planning Sector 13: Glebeway

Master Plan Screening Survey

- Characteristics – Residential.
- Pedestrian access – No sidewalks but light traffic volumes within the Planning Sector make for a comfortable pedestrian atmosphere.
- Amenities – No parks exist. But the Planning Sector does have some open space (not protected) along the eastern most edge.
- Concerns – Lack of connection to rest of Town.

Current Land Use

The entire sector is low density residential use.

Future Land Use

No changes in use have occurred in the sector. A new bike lane now joins Woodberry Forest School with Round Hill, providing easy access for Woodberry faculty and students to Town businesses and services.

Planning Sector 14: Constitution Commercial

Master Plan Screening Survey

- Characteristics – Mainly commercial along Route 20. Few residences.
- Pedestrian access – Poor: few sidewalks. Route 20 is a safety concern for pedestrians due to high traffic volumes.
- Amenities – No parks exist, but the high school and Chatter Island (if improved and connected by sidewalks), in the Selma area, could service the area. Close to downtown shops and restaurants.
- Concerns – Some properties are in need of attention. Needs improved pedestrian access in general.

Current Land Use

This area contains a mix of industrial, residential, commercial, and undeveloped parcels.

Future Land Use

Much of the commercial uses have converted to Mixed Use or Low-Medium Density residential uses. New High and Very High Density projects have been constructed close to Downtown. Chatter Island has been developed into a passive recreational facility and linked through a walking trail to the high school complex.