

## Route 58 Corridor Economic Development and Land Use Plan

ISLE OF WIGHT COUNTY, VIRGINIA

# FINAL REPORT



January 14, 2010

Adopted January 21, 2010

## Acknowledgements

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## 1. EXECUTIVE SUMMARY

Historically, change has come at a slow pace to Isle of Wight County, however, recent market and regional trends have combined to create increasing pressures for growth and the potential for new development, primarily as a consequence of growth in the larger Hampton Roads area. One of the key issues for this growth potential is to ensure that it provides for high quality employment and community development, while maintaining compatibility with the scale, character and natural and rural setting of the area. The purpose of the Route 58 Economic Development and Land Use Plan is to identify a vision and a strategy for how future growth and potential quality of life enhancements can occur in the Camptown Development Service District (DSD), located in the southernmost portion of the County, and along the length of the Route 58 corridor from the County line with the City of Franklin, to the Village of Carrsville. The Plan is based on extensive economic, land use and transportation analysis, and most importantly on a community involvement process designed to solicit public input to create a broad-based plan with community support.

Public input sessions and a detailed market analysis for the study area highlighted several identifiable strengths of the Route 58 corridor as relates to future growth potential which include:

- Availability of suitable land in large parcels
- Few development constraints
- Scenic rural views
- Good arterial-grade vehicular access

- Less than 30 minutes access to population and commerce centers in Hampton Roads
- Excellent rail access from two railroad lines
- Well located general aviation airport
- Existing industrial base with International Paper and other firms
- Stable residential communities of Carrsville and Camptown
- Favorable governmental climate and policies for quality new growth in the area

Though there are also significant weaknesses to overcome, such as a lack of sewer and water in most of the area, the lack of population to support retail development and intense competition for industrial development in Franklin and other areas of the County, the future could hold significant change for the southern part of the County as the regional economy rebounds and the Port continues to expand. The market sectors that are most promising are the residential and industrial. Growth in these sectors could facilitate some additional but still limited retail and office/service space.

Using the information from the market analysis and early public input sessions, the County held a Forum to develop a “Framework Plan” showing the consensus of public input on where new centers of activity and growth should occur in the future. However, since the market and economic analysis showed insufficient market potential for all of these activity centers to be developed within a 30 year or longer time horizon, the public also considered Alternative Future Scenarios that looked at more likely development scenarios

based on market feasibility. These Alternative Future Plans were considered and refined to create the Future Land Use Plan.

The Future Land Use Plan Map proposes predominantly non-residential uses in the Route 58 study area, proposing industrial development south of Route 58, a mix of business and employment uses with some mixed residential development north of Route 58, in the vicinity of Route 258, and residential development in and around the existing Village of Carrsville. To better envision how the corridor might develop and what development should look like, the Plan includes an Illustrative Concept Plan and specific recommendations for three primary activity nodes: the Southern Industrial Area, the Route 58/Route 258 Intersection and Camptown Area and finally the Village of Carrsville.

The Illustrative Plans emphasize creating more walkable residential and business communities, improving the visual character of development in the corridor and improvements to the existing transportation network to promote connectivity. A series of Phasing Plans also illustrate how development might occur over the next 45 years; if development occurs as projected, the Route 58 corridor could accommodate an additional 365 residential units and approximately 4,500 jobs over the next 30 years. Since job growth is expected to outpace residential development in the corridor, the fiscal impact of the new development is projected to be positive for the County.

The Implementation section of plan suggests the actions that

need to be taken to begin, and a potential time frame for accomplishing, the major objectives of this Corridor Plan. Although successful implementation of the plan will also be determined by individual landowners in the corridor, the County should promote development in accordance with the new plan by being proactive. The next steps needed to achieve the vision articulated in this Plan are to:

- Adopt the recommendations of the Corridor Plan as part of the County's Comprehensive Plan
- Prepare detailed, corridor-specific overlay design standards and amendments to the Zoning Ordinance to support the vision for new development in the Corridor
- Take specific steps to encourage development and redevelopment
- Identify and pursue funding needs and identifying resources for public improvements
- Set priorities for public improvements

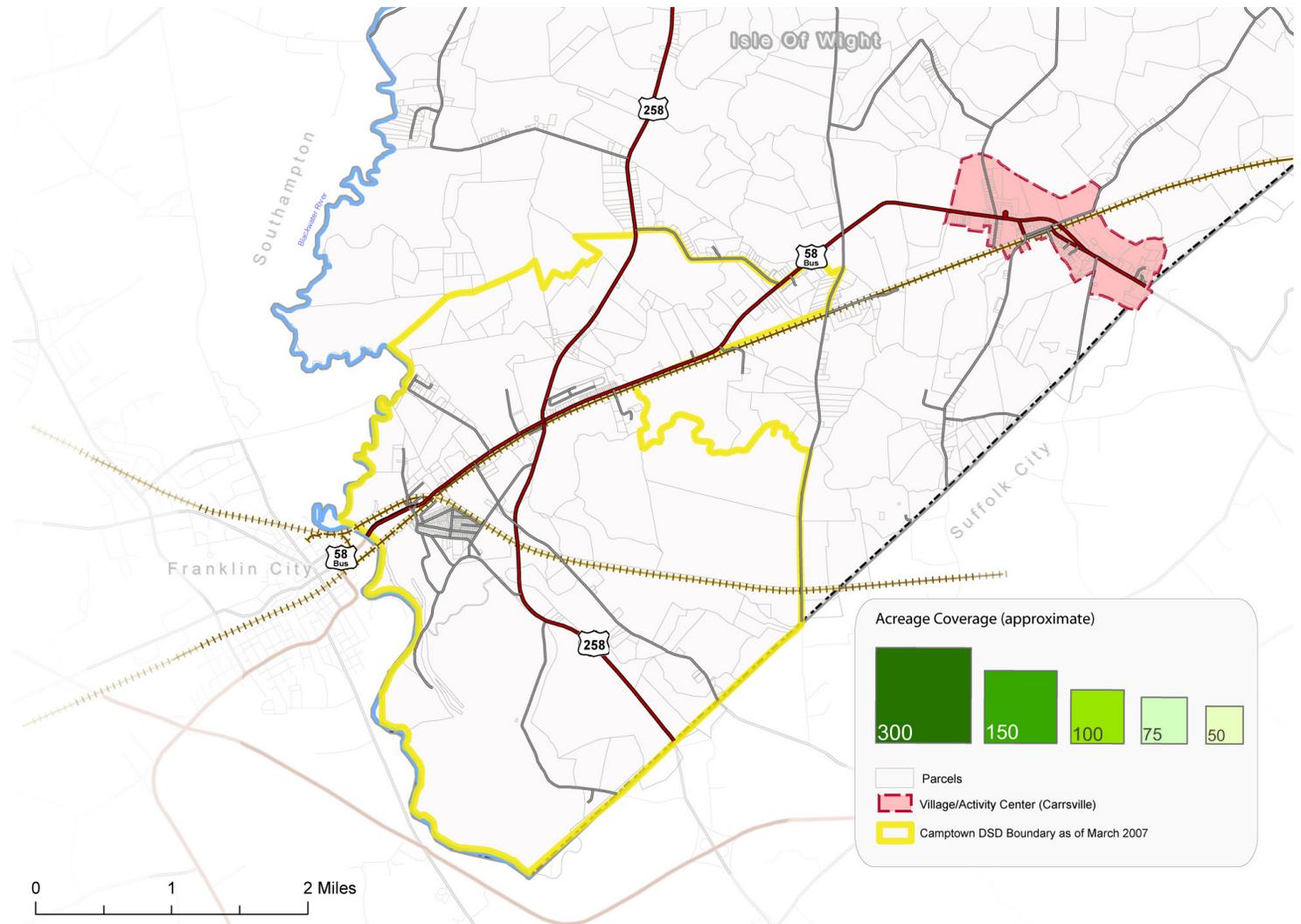


Figure 1.1 - Orientation Map

## 2. COMMUNITY INVOLVEMENT PROCESS

Community involvement was essential to creating the master plan for the Route 58 corridor. Over an eleven month process from August 2007 to July 2008, the vision for Route 58 and the Camptown Development Service District was developed through a series of community forums and meetings with the Southern Development Committee (SDC) that made this project truly a community-driven planning process. The plan was envisioned, reviewed and refined by groups of interested residents and stakeholders who participated in the planning process, including property owners, neighbors, business people, elected officials, appointed officials, County staff and community leaders.

The Route 58 Economic Development and Land Use Plan is based on an extensive public input and consensus-building process undertaken by Isle of Wight County to ensure

that a variety of issues were considered and that the plans were founded upon a broad spectrum of public support. It was supported by the consulting team of Renaissance Planning Group and Thomas Point Associates and involved the participation of many County staff and departments, including the Planning, Engineering, Economic Development, Parks and Recreation, and Tourism/Historic Resources. The meetings and workshops completed as part of this study included the following:

- Visioning Meeting and Visual Preference Survey – August 2007
- Kick Off Meeting with the Southern Development Committee – November 26, 2007
- Interviews with key “stakeholder groups” – November, 2007 – January, 2008
- Southern Development Committee Work Session – January 29, 2008
- Public Forum # 1: “Creating a Vision for the Future of the Route 58 Corridor” – January 29, 2008
- Southern Development Committee Work Session – April 1, 2008
- Public Forum # 2: “Alternative Futures for the Route 58 Corridor” – April 1, 2008
- Southern Development Committee Work Session – May 22, 2008
- Southern Development Committee Work Session – June 30, 2008
- Public Forum # 3: “Implementing the Vision for the Route 58 Corridor” – June 30, 2008

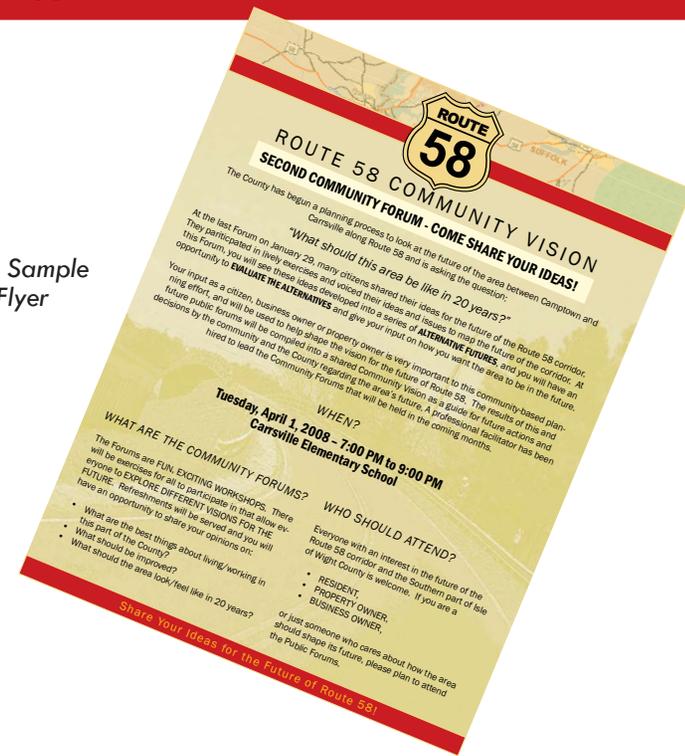
All the Public Forums were advertised in advance, were



open to the public and were attended by a range of community residents and leaders. Participants in the workshops worked through a series of mapping and planning exercises to affirm the collective vision for the future of the area, and the alternatives, overall master plan and implementation ideas were presented to the County and public, with comments and feedback from the meetings incorporated into the final drafts.

Summaries of the meetings are included in an appendix to this report.

Figure 2.1 - Sample Community Flyer

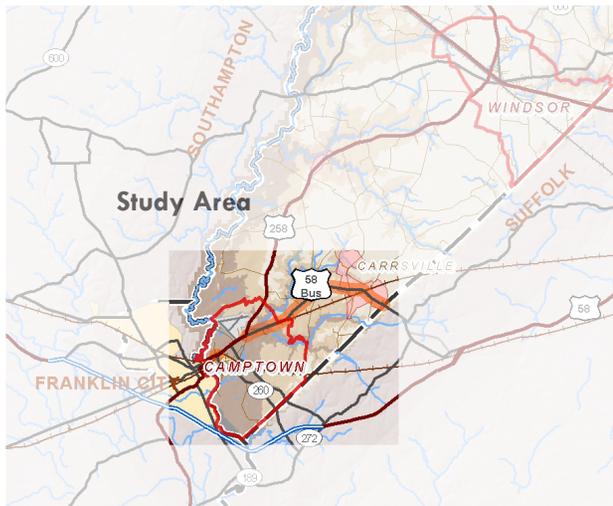


## 3. EXISTING CONDITIONS AND CORRIDOR CONTEXT

### 3.1 Background

Isle of Wight County, Virginia is one of America's most historic settled areas with a relatively stable population and recorded history stretching back almost 400 years. While change has come at a slow pace to the County in the past, recent market and regional trends have combined to create increasing pressures for growth and the potential for new development, primarily as a consequence of growth in the larger Hampton Roads area. One of the key issues for this growth potential is to ensure that it provides for high quality employment and community development, while maintaining compatibility with the scale, character and natural and rural setting of the area.

The focus of this project is the Camptown Development Service District (DSD), located in the southernmost portion of *Figure 3.1 - Study Area Map*



the County, including the length of the Route 58 corridor from the County line with the City of Franklin, to the Village of Carrsville. As described in the County's 2008 Comprehensive Plan, the County has seen a steady increase in development and it will be critically important to balance the needs for economic development and quality of life, with the ability of the County to pay for essential public services over time, as it prepares detailed plans for this area.

Local and national trends ranging from a local to a global scale will be influencing the future of the Route 58 corridor in the coming years. These trends can include the tremendous growth of the Hampton Roads area, the gradual spread of population into rural districts, demographic shifts resulting from the aging of the baby-boomer generation, and impending rail freight and transportation improvements in and around the County.

Growth in Hampton Roads and the surrounding rural region has come in successive waves, affecting communities such as Virginia Beach, Newport News and northern Chesapeake in the 70s and 80s, and more recently areas closer to Isle of Wight County, such as Suffolk and the Western Branch portion of Chesapeake in the 90s and the first years of this decade. As these localities have grown, they have evolved from collections of bedroom suburbs primarily serving employment centers in older urban areas like Norfolk, to becoming employment centers in their own right, with improved jobs/housing balances and a wider range of community services and amenities. It will be important in this planning process to ensure that the Route 58 corridor builds

a stable and diversified economic base that is part of a thriving community in the future. Furthermore, it will be particularly important to understand the vision of the community as a whole and residents in the district and to align the economic development strategy and plan for the area with the goals, economic opportunities and overall vision for the community in the years to come.

### 3.2 Key Issues

The goal of this project is to detail an economic development strategy, an urban design plan and a policy and regulatory framework for the study area that will be implemented potentially through mechanisms such as comprehensive plan amendments, new zoning districts, and new public and private investments over time. The implementing tools for this project need to be both innovative and comprehensive. Central to a successful process and successful final outcomes for this project will be the skillful incorporation of the following issues:

1. A public process that engages the key stakeholders, including local residents, landowners, business and industrial interests and County officials and members of both the preservation and development communities.
2. A comprehensive economic analysis of base economic conditions and demographic trends in the area, such as industrial, residential, and commercial absorption and capture rates.
3. The development of clear options and alternative sce-

narios for the future, along with potential economic benefits and impacts of the scenarios that provide the public and officials with effective choices for deciding its future

4. Detailing a clear and concise policy framework and land use and design vision and implementing ordinances for the study area to ensure that future development and change will be consistent with the public's vision for this community.

5. Incorporating innovative implementation measures through policy and regulatory tools, such as overlay zoning and proffer policies to ensure that key resources are

protected while promoting economic development and revitalization in the area.

### 3.3 Inventory and Analysis

The first half of this document presents the findings and summary conclusions from the first phase of this project – the Inventory and Analysis phase. It consists of a general technical analysis of baseline conditions, documented through maps, tables and narrative descriptions. The basic components of this portion of the report are as follows:

Part 1: Land Use and Transportation Analysis.

Part 2: Demographic and Market Assessment.

This information was essential for the later phases of the project, which included the creation of alternative corridor development scenarios and concluded with development of the preferred scenario. This inventory and analysis was also presented in the public workshops/presentations conducted with the community over the course of this project.



### 3.4 The Regional Context

Isle of Wight County sits in the Hampton Roads section of Virginia, and lies astride a broad regional drainage divide, with portions draining both to the Chesapeake Bay and Sound. It lies just west of the Virginia Port Authority's facilities in Newport News, Norfolk, and Portsmouth, which combined are one of the East Coast's busiest ports.

Isle of Wight's major roadways are Route 460, Route 58, Route 17, Route 10 and Route 258, which link Isle of Wight to the area's interstate highways, I-64, I-95 and I-85.

Isle of Wight's businesses enjoy direct overland access to Hampton Roads' major marine terminals: Portsmouth Marine Terminal, Norfolk International Terminals, Newport News Marine Terminal, and the privately-owned APM Terminals. Both Norfolk Southern Corporation and CSX Transportation freight rail lines provide extensive service to the region's ports and industrial sites, however service to Isle of Wight is limited. The County is within a 30-minute drive of two major public airports, Norfolk International and Newport News/Williamsburg International, and is also served by Franklin Municipal Airport, Suffolk Municipal Airport and the privately-owned Garner Airport.

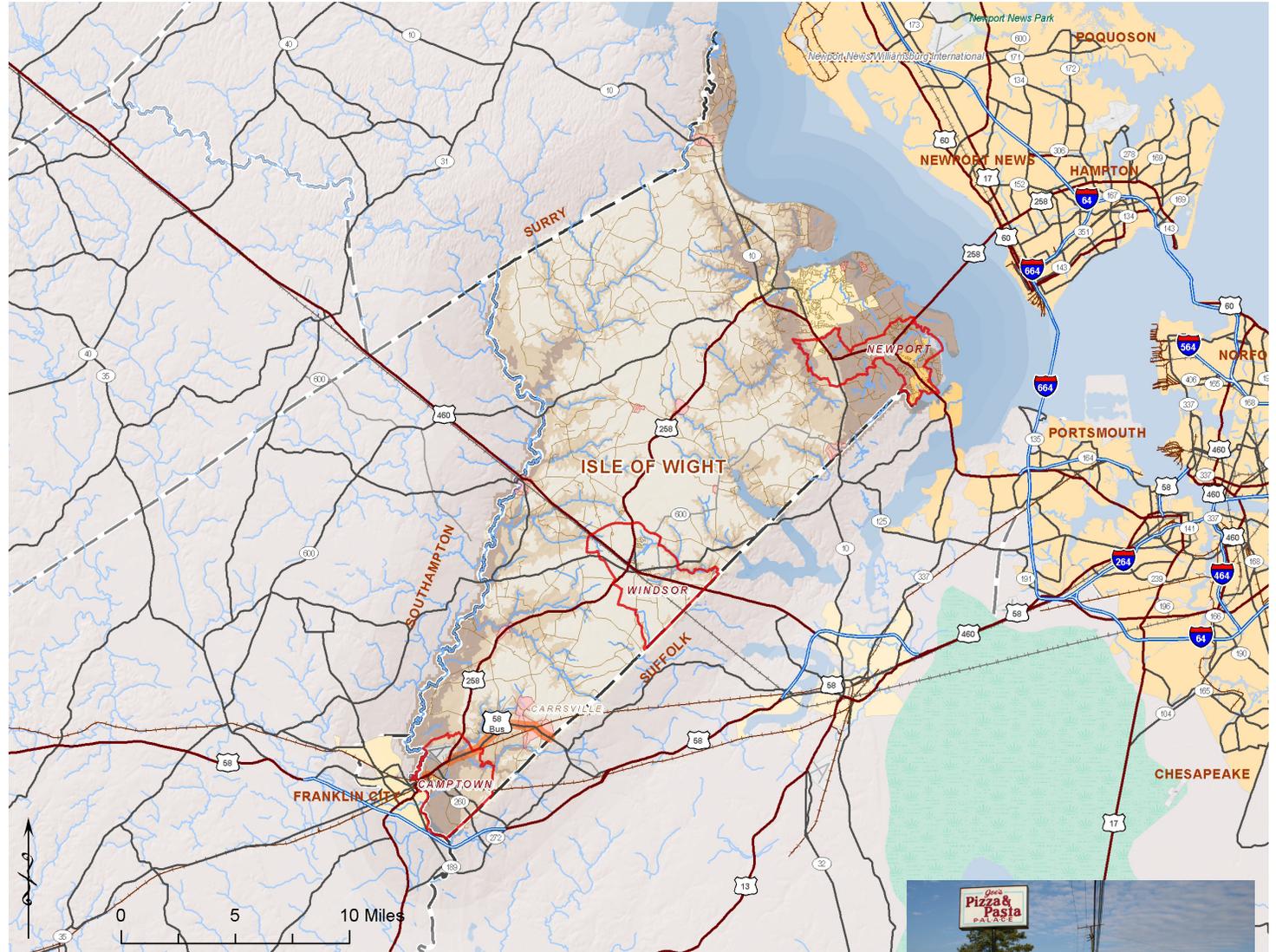


Figure 3.2 - Regional Map



### 3.5 Study Area

The County Comprehensive Plan delineates three Development Service Districts (DSDs) that are intended to be the focus of the majority of the County's future growth and development. The southernmost of these DSDs is the Camptown DSD.

The project area has good arterial road access through Routes 58 and 258, excellent freight rail access with the two rail lines previously described, and the county's only general aviation airport. Industry in the area is anchored by the International Paper Plant, and several smaller enterprises such as Franklin Sheet Metal and Franklin Equipment.

Its general character is still predominantly rural, except for the industrial character of the area around International Paper and the close-knit communities of Camptown and Carrsville.

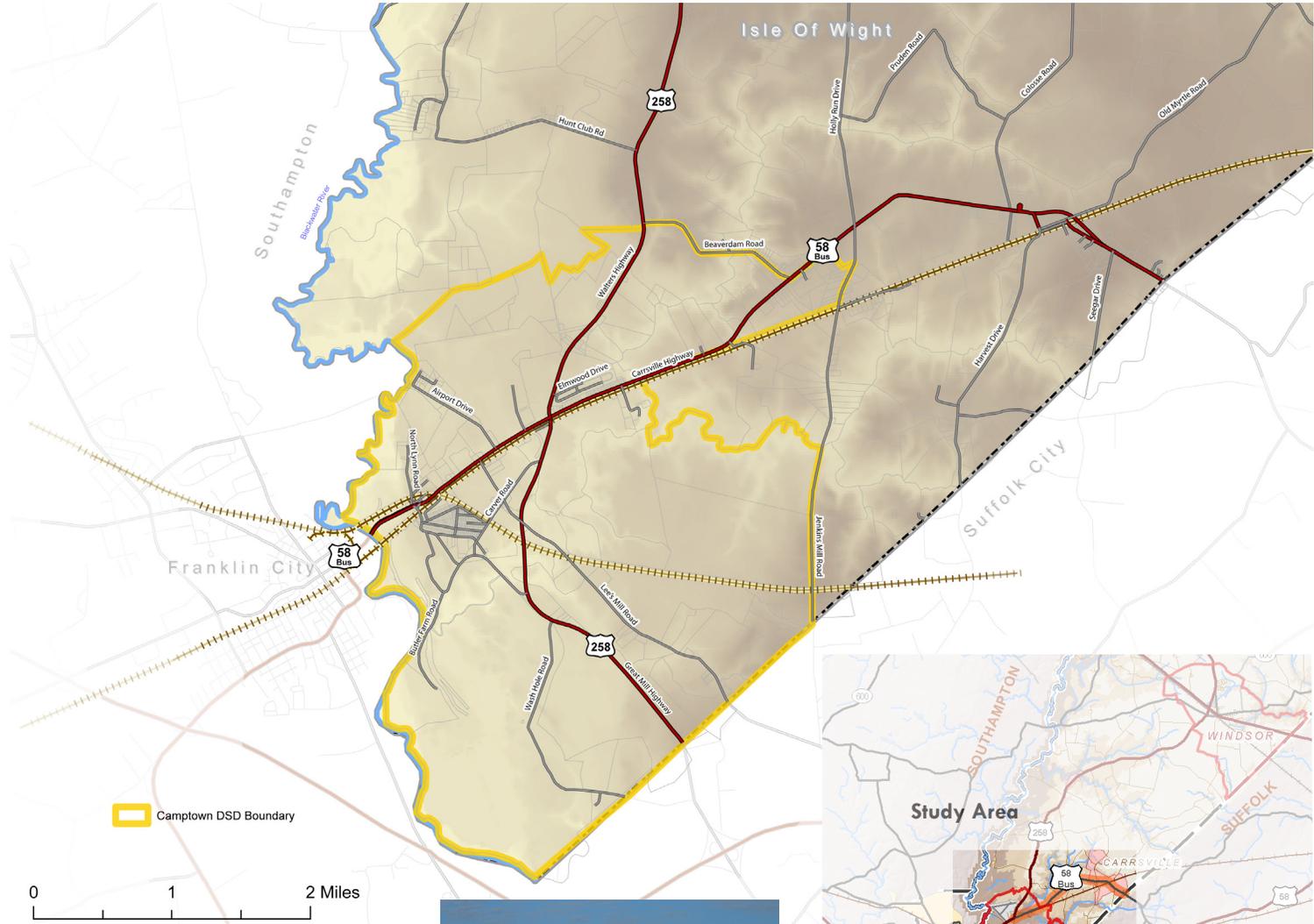


Figure 3.3 - Study Area



### 3.6 Historic Evolution

The historical evolution of settlement in this portion of the County is an important factor to be considered in the development of a vision for its future. The master plan for the area needs to reflect and understand the historic and natural resources of the area and the vision for its future should be respectful of these valuable resources. The following analysis of historical evolution was prepared by the consultant team to present at the Second Public Forum and represents a brief overview of how the landforms and transportation modes over time have influenced the gradual evolution of settlement in the area over time.

#### First Era: Water Transport

The earliest European settlers to this area confronted the basic outlines of the landscape, whose primary features were the broad floodplain of the Blackwater River and the gradual rise of ground that forms an irregular ridge to the east. This ridgeline became an important feature in the landscape, differentiating the general character of the low lying land and the higher ground on each side. The primary mode of transport of the time – by water – dictated the location of Franklin as the first settlement, located at a convenient crossing point of the river.

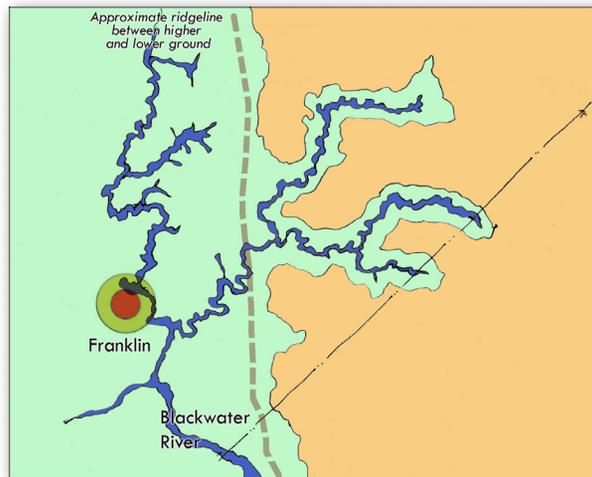


Figure 3.4 - First Era: Water Transport

#### Second Era: Coach Roads

The first roads in the area were the old Courthouse Highway to Smithfield (Route 258), and the road that would become Route 58 linking Franklin to the port towns of Norfolk and Portsmouth. These two roads still form the basic transportation framework for the area. Route 58, in particular, is the “main street” of Carrsville, Camptown and Franklin. Route 258 also fronts some of the oldest homes in the area, including the 18th century Oak Crest house, listed on the National Register.

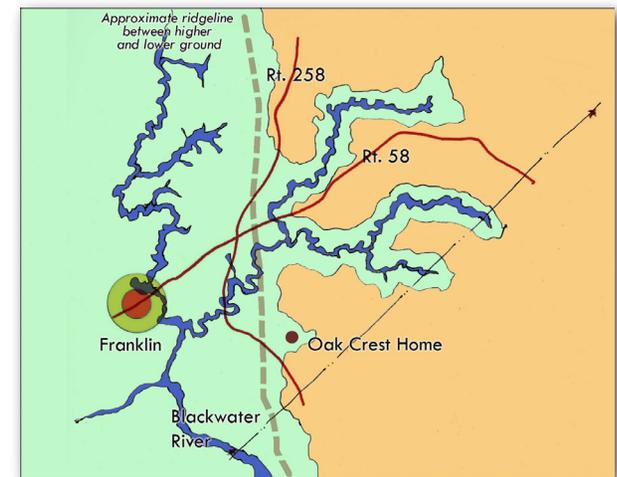


Figure 3.5 - Second Era: Coach Roads

### 3.9 Third Era: The Railroad Age

Railroads developed in this part of the County just prior to the Civil War and greatly influenced its growth. The Petersburg and Weldon Railroad, started in the 1830s, led to the founding of Carrsville, while the Norfolk and Southern line served Franklin and greatly facilitated the development of the Camp lumber facility that would spur the founding of Camptown and later become International Paper.

### The Growth of Communities

The three primary communities in the area are all sited at the junction points of different transportation modes. Carrsville and Camptown are at the junction of road and rail, and Franklin at the junction of road, rail and water. As the corridor grows over time, it is important to recognize the pivotal role played by transportation accessibility in the founding and sustaining of settlements – both current and future ones.

### Fourth Era: The Automobile

The coming of the automobile led to the paving over of old farm roads such as Bevaerdam Road and Jenkins Mill Road that then became the secondary road infrastructure in the area. It also led to the ability to commute to employment in surrounding centers such as Newport News, Suffolk, and Norfolk, while also allowing far-flung workers to commute into the area's employment hub of International Paper. The road network in the area remains essentially a rural one, and future transportation improvements will be needed to accommodate new growth in the corridor.

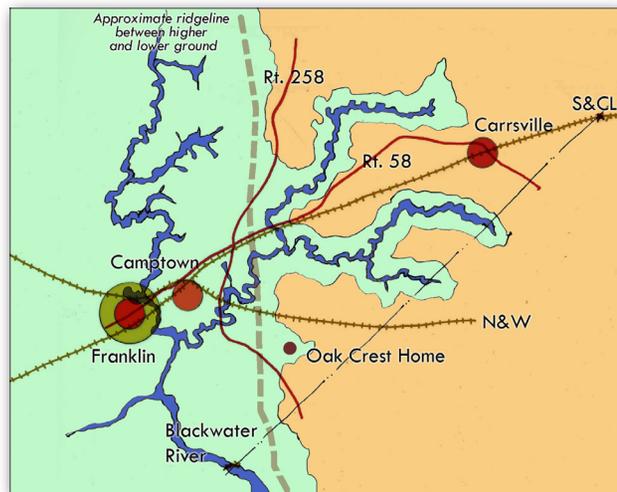


Figure 3.6 - Third Era: The Railroad

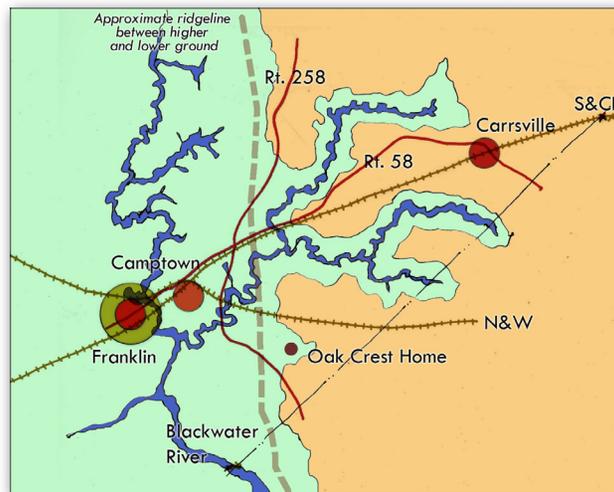


Figure 3.7 - The Growth of Communities

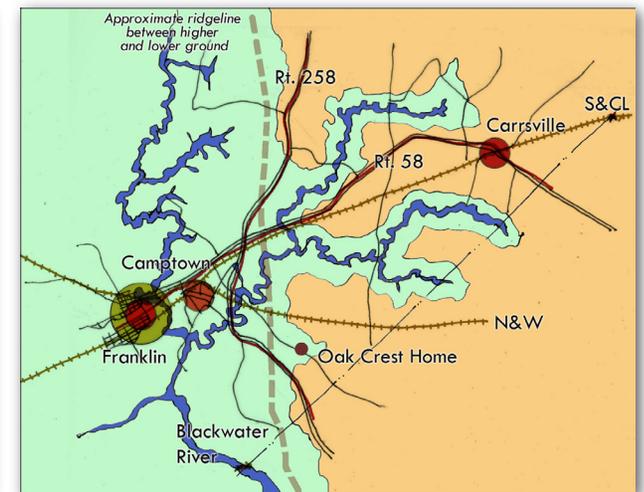


Figure 3.8 - Fourth Era: The Automobile

### 3.7 Aerial

The aerial photograph of the area shows the essentially rural land uses, as well as the general disposition of open and wooded areas. The major wooded areas correspond to the waterways, primarily along the Blackwater River and the associated tributaries.

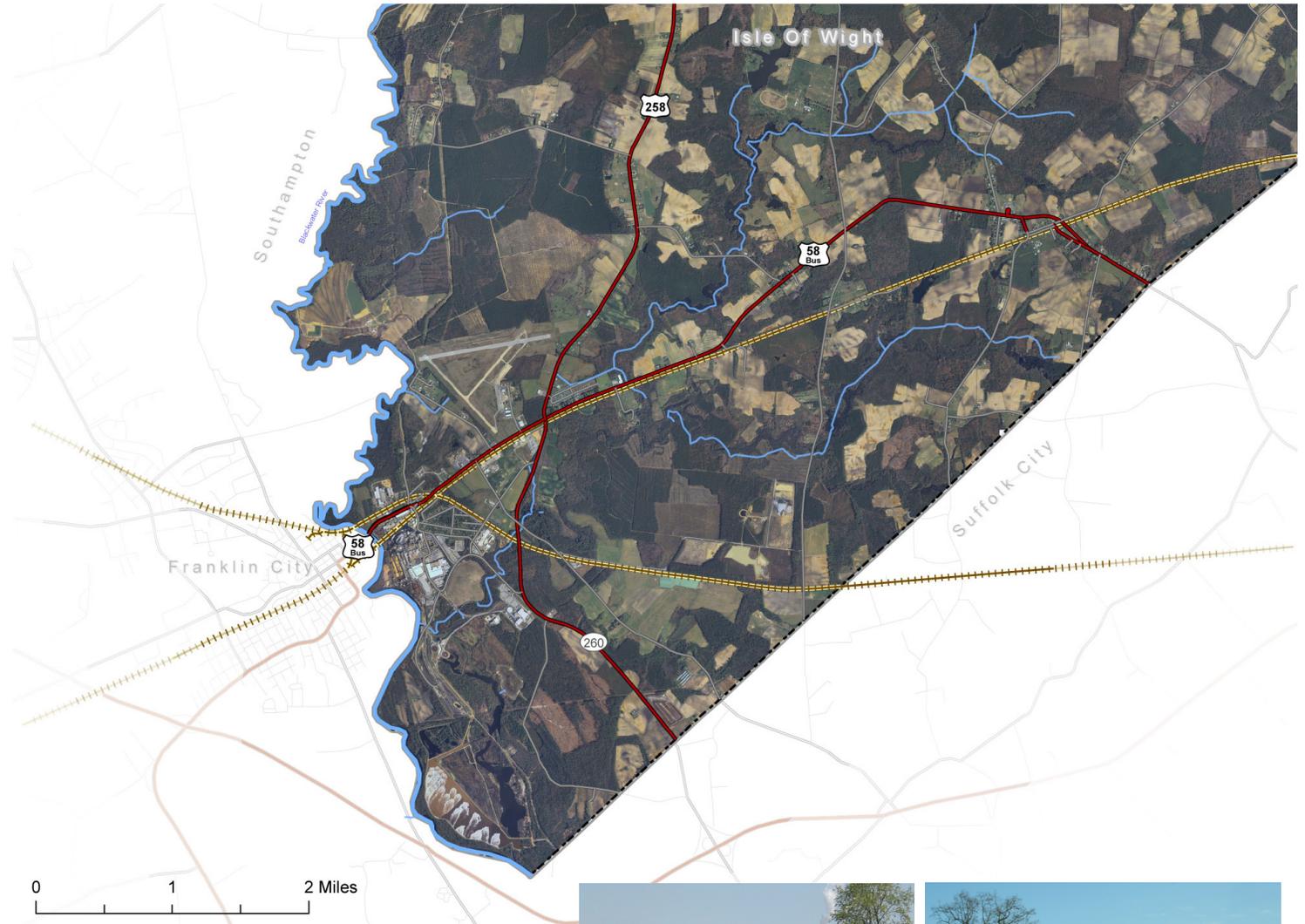


Figure 3.9 - Aerial (2007)



### 3.8 Elevation

The map shows the generalized elevations of the terrain in the project area. Elevations in the area range from 5 to 95 feet above sea level. The map also shows the overall form of the topography in the area, and generalizes the colors as low, medium and higher ground. There is a distinct ridge or bluff running north/south through the area that separates the higher elevations around Carrsville and to the east, from the lower elevations around the river. This ridge is significant also in terms of the local air quality. Residents in the area have noted that the odors from the industrial plant tend to be concentrated west of the ridge line, and are less prevalent east of the ridge.

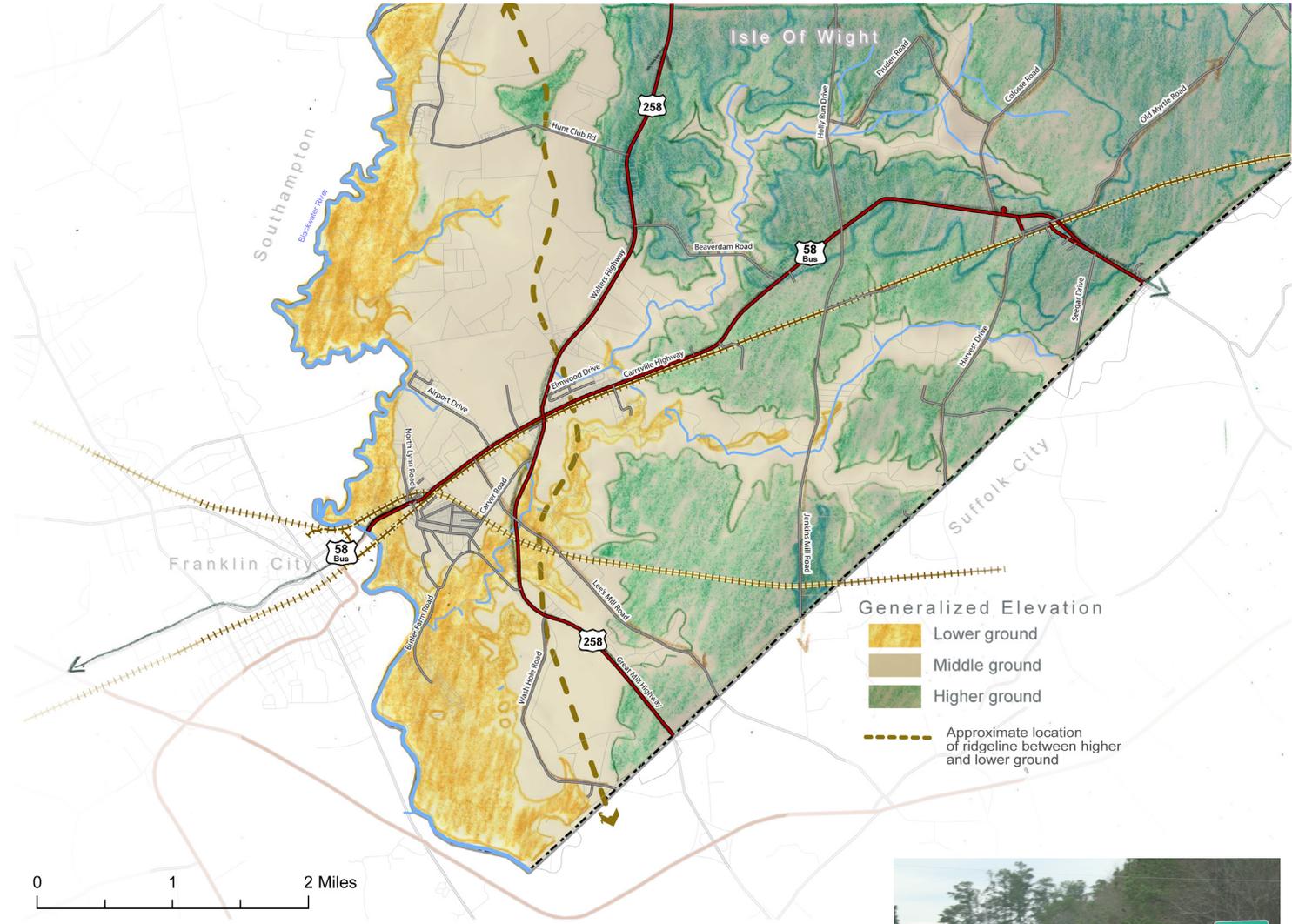


Figure 3.10 - Elevation Map



### 3.9 Flood Risk Zones

The Federal Emergency Management Agency (FEMA) has identified levels of flood risk in the area, deriving from the 100-year and 500-year flood zones. The 100-year zone (1% annual probability of flooding) is fairly well restricted to the verges of the Blackwater River and tributaries, while the 500-year zone (0.2% annual probability of flooding) extends over most of the southern portion of the study area. Recent history has shown an increase in severe floods, especially the major 1999 flooding associated with Hurricane Floyd that affected most of Franklin's downtown and when the Blackwater River set a record flood crest of 26.4 ft. Major flood events followed with Hurricane Isabel in 2003, and a strong unnamed Northeaster in 2006, with a flood crest at approximately 22.7 ft. Prior to these storms, the last major flooding event (classified as 20 ft or more) was in 1940.

The following flood zone definitions are from the following website: [www.floodinfo.com](http://www.floodinfo.com). High Risk Zones (classified as A, AE, V or VE) are areas subject to a 1% or greater chance of flooding in any given year (100-year floods). Living in a 100-year floodplain does not mean a flood occurs once every one hundred years. It means that

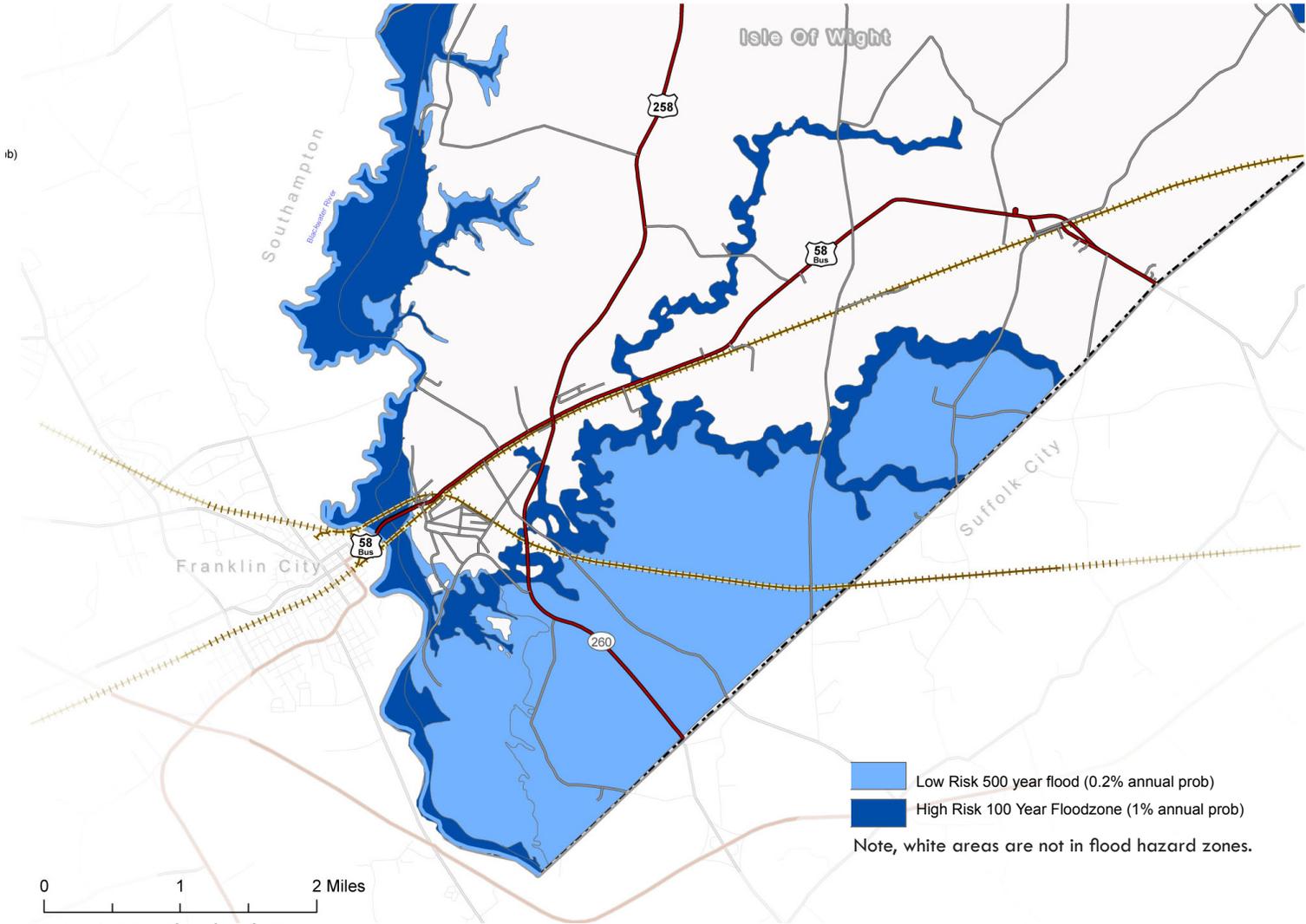


Figure 3.11 - Flood Risk Zones

in any given year, there is a 1% chance or greater that a flood zone will experience flooding that equals or exceeds its boundaries. Low Risk Zones (classified as X, C) are areas of low to moderate flood hazard from the principal source of flood; areas subject to a 0.2% annual chance

flood (500-year flood); or areas protected by levees from the 1% annual chance flood.

### 3.10 Wetlands and Streams

The map shows (in blue) the overall hydrology, or pattern of waterways, in the area. It also shows (in green) the location of potential wetlands identified by the Fish and Wildlife service's National Wetlands Inventory (NWI). The NWI is only a measure of potential wetlands, based on broad national surveys. Actual wetland delineations would need to be identified on the ground from field surveys by qualified specialists and may be more expansive than shown.

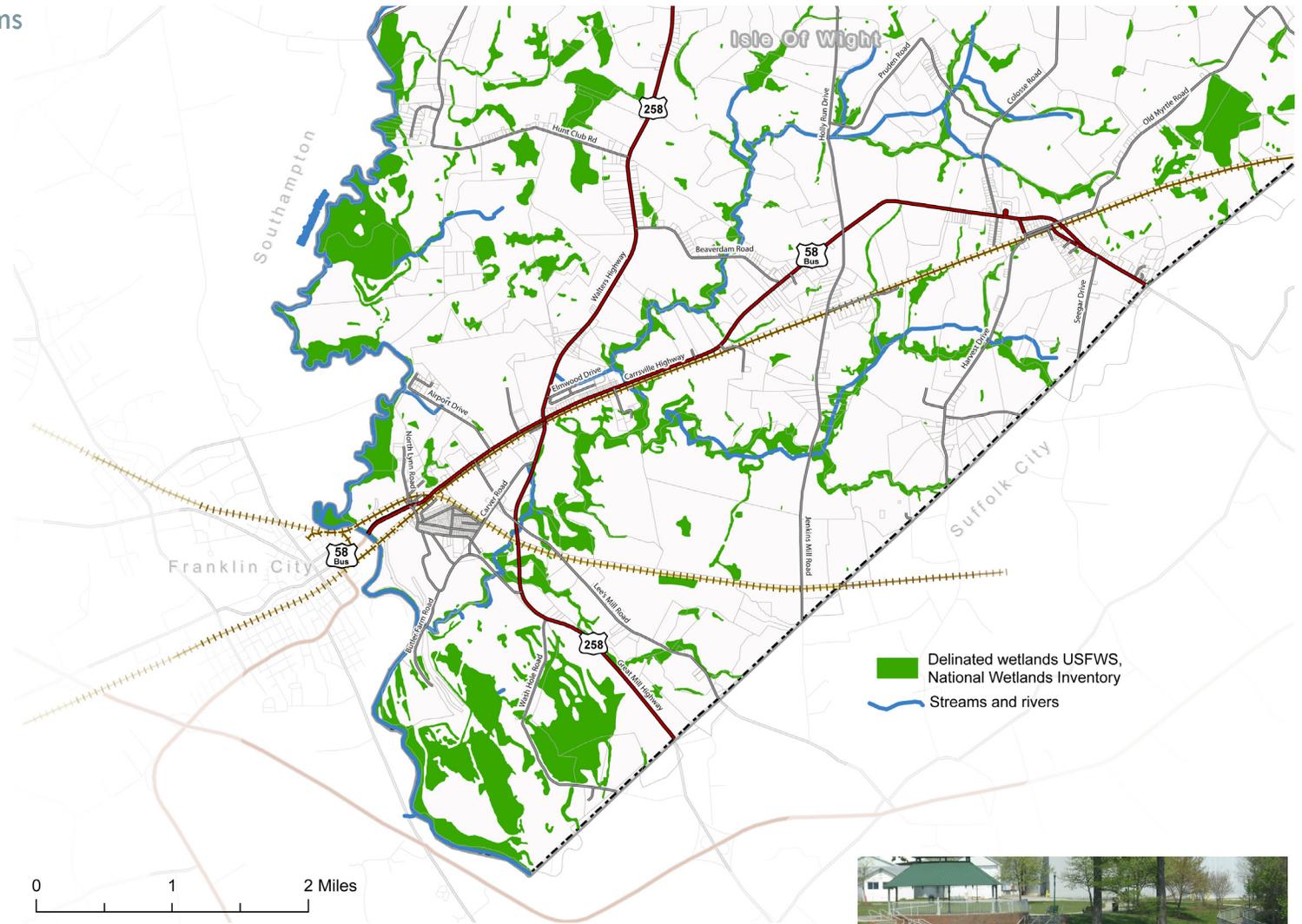


Figure 3.12 - Wetland and Streams



## 3.11 Roads and Transportation

The study area encompasses Route 58 Business and Route 258 and includes two signalized intersections – Route 58 at North Lynn Road / Jamestown Lane (near International Paper) and the intersection of the two major arterials, Route 58 Business and Route 258.

The graphic indicates the current daily traffic volume for the main roadway segments as well as the AM and PM peak hour turning movement volumes at the two signalized intersections. The graphic also indicates the current level of service for each intersection.

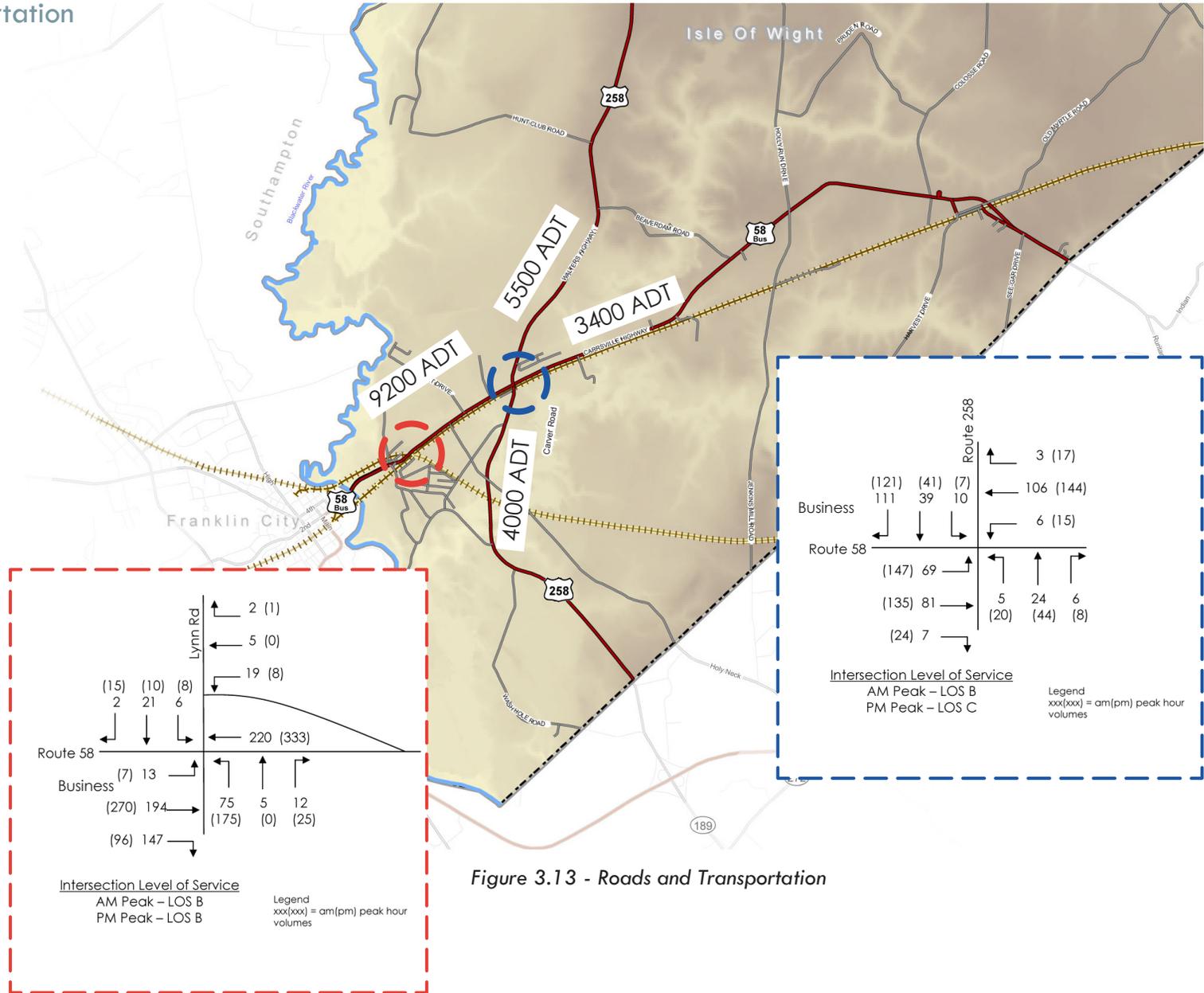


Figure 3.13 - Roads and Transportation

Level of Service is a widely accepted qualitative measure used by traffic engineering professionals to describe operational conditions within a traffic system, generally in terms of factors such as speed, travel time, safety, etc. Traffic flow conditions are divided into six Levels of Service (LOS) ranging from A (ideal, free flow) to F (significant delays). The study intersections currently operate in the LOS B / LOS C range which is considered acceptable by Virginia Department of Transportation (VDOT) standards.

The intersection levels of service and the current annual daily traffic volumes indicate that there is additional capacity available in the arterial corridors. In addition, five to ten percent of the vehicle mix in the study area is classified as heavy trucks. This is slightly higher than for average roadways, but is expected in the vicinity of industrial uses.



Figure 3.14 - Level of Service Table

	Yr 2007 Vol	Current LOS Based	LOS D to E Threshold	LOS E to F Threshold
Route 58 - West End	9200	D	13200	24000
Route 58 - East End	3400	C	13200	24000
Route 258 - North End	5500	D	13200	24500
Route 258 - South End	4000	C	13200	24500

*Note: The last two columns indicate the traffic volume that would be required to trigger a change in Level of Service. Current traffic volumes are well below these levels.*

Figure 3.15 - Area Roads	
Route Number	Road Name
US 58	Southampton Parkway
US 58 Business	Carrsville Hwy
US 258 (south of Route 58)	Great Mill Hwy
US 258 (north of Route 58)	Walters Hwy
Route 611	Joyners Bridge Rd
Rout 613	See-Gar Dr
Route 615 (south of Route 58)	Jenkins Mill Rd
Route 615 (north of Route 58)	Holly Run Dr
Route 616 (south of Route 58)	Lees Mill Rd
Route 616 (north of Route 58)	Airport Dr
Route 618	Wash Hole Rd
Route 630 (east of Route 258)	Beaverdam Rd.
Route 630 (west of Route 258)	Hunt Club Rd
Route 632	Old Myrtle Rd
Route 641 (south of Route 58)	Harvest Dr/Old Carrsville Rd
Route 641 (north of Route 58)	Colosse Rd
Route 691	Jamestown Ln
Route 692	Poor House Rd
Route 696	Pruden Rd

### 3.12 Zoning

The map on this page shows the current zoning for the study area and the immediate vicinity. The majority of land in the study area is zoned Rural Agricultural Conservation, which allows for agricultural and large-lot and clustered rural residential uses. The second most prevalent zoning classification in the study area is the extensive area of General Industrial Conservation on the International Paper landholdings. The remainder of the area contains some larger tracts of General Industrial and Light Industrial zoning, and smaller tracts of residentially-zoned land, mainly around the existing communities of Camptown and Carrsville.

In general, the existing zoning in the Camptown DSD is of a lower intensity than would be expected for an identified development area. This discrepancy is not uncommon in Virginia because the Comprehensive Plan sets a general framework for future land uses but does not, by its adoption, change underlying zoning. Implementation of the plan typically occurs as individual landowners seek to develop their land through rezoning or other types

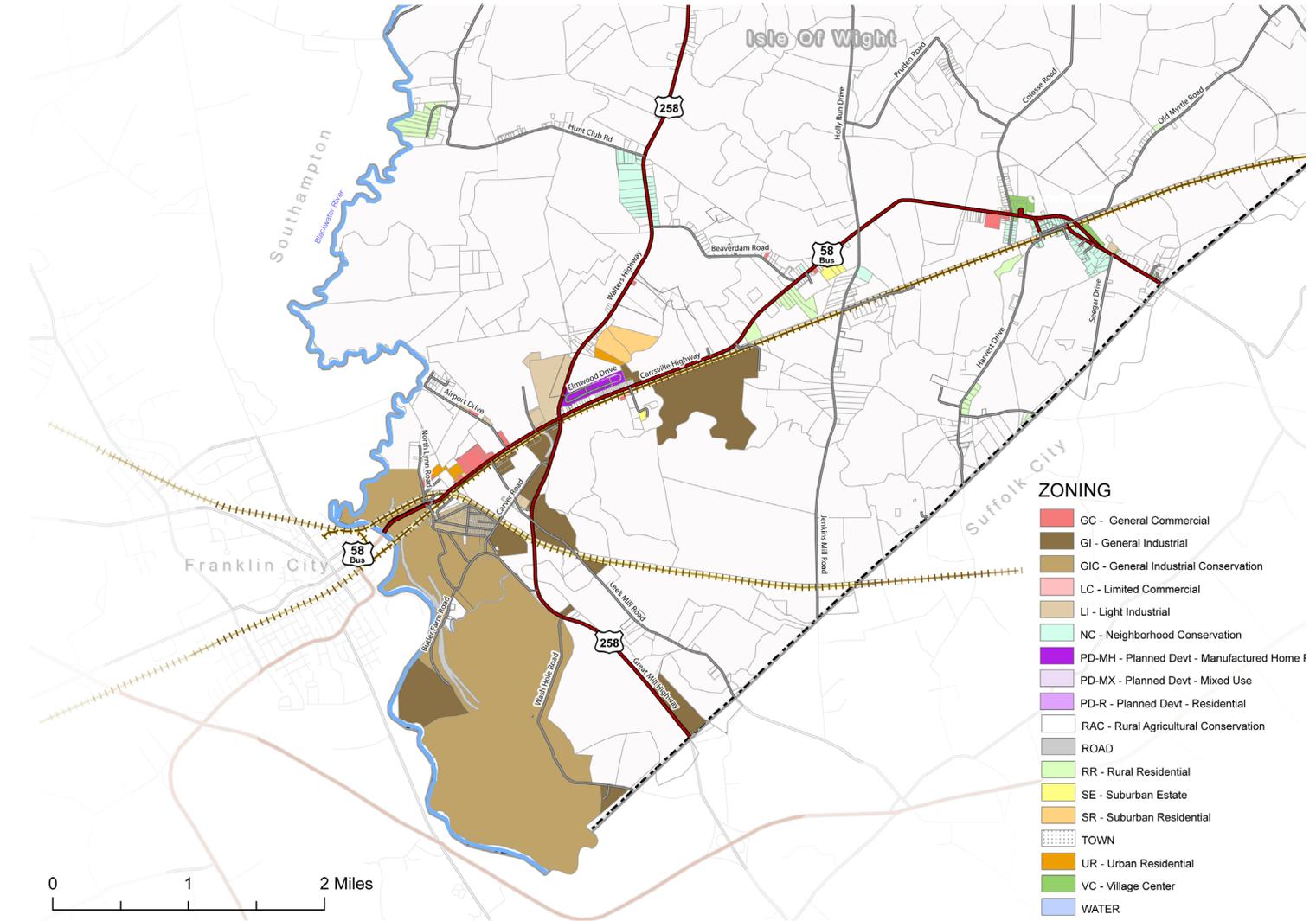


Figure 3.16 - Zoning Map

of development applications. If market pressures increase and central utilities are brought to the area over time, it is reasonable to expect an increase in applications for rezonings to more intensive uses. For this

reason, it is especially important to have a detailed comprehensive plan in place to ensure an orderly and sustainable pattern of development for the area as this happens over time.

### 3.13 Policy Areas

The County's Comprehensive Plan provides a framework for managing growth by identifying areas that are appropriate for development and areas where development should be limited to protect rural character or sensitive environmental features. The County has identified and mapped Land Use Policy Districts to implement this growth management concept. The map on the right shows the general Land Use Policy District designations for the Rt. 58 corridor study area and the immediate vicinity. Most of the area is located in the Camptown Development Service District (DSD). Areas designated as DSDs generally have served and are expected to continue to serve as the principal residential, commercial and employment centers of the County. The boundaries of the Camptown DSD were substantially reduced in 2001 from their former (1991) delineation which extended from Carrsville to the County's southern border. The most recent change to the boundary occurred in 2008 when the County approved the addition of an area north of the railroad tracks and between Route 258 and Route 58. As part of the Comprehensive Plan

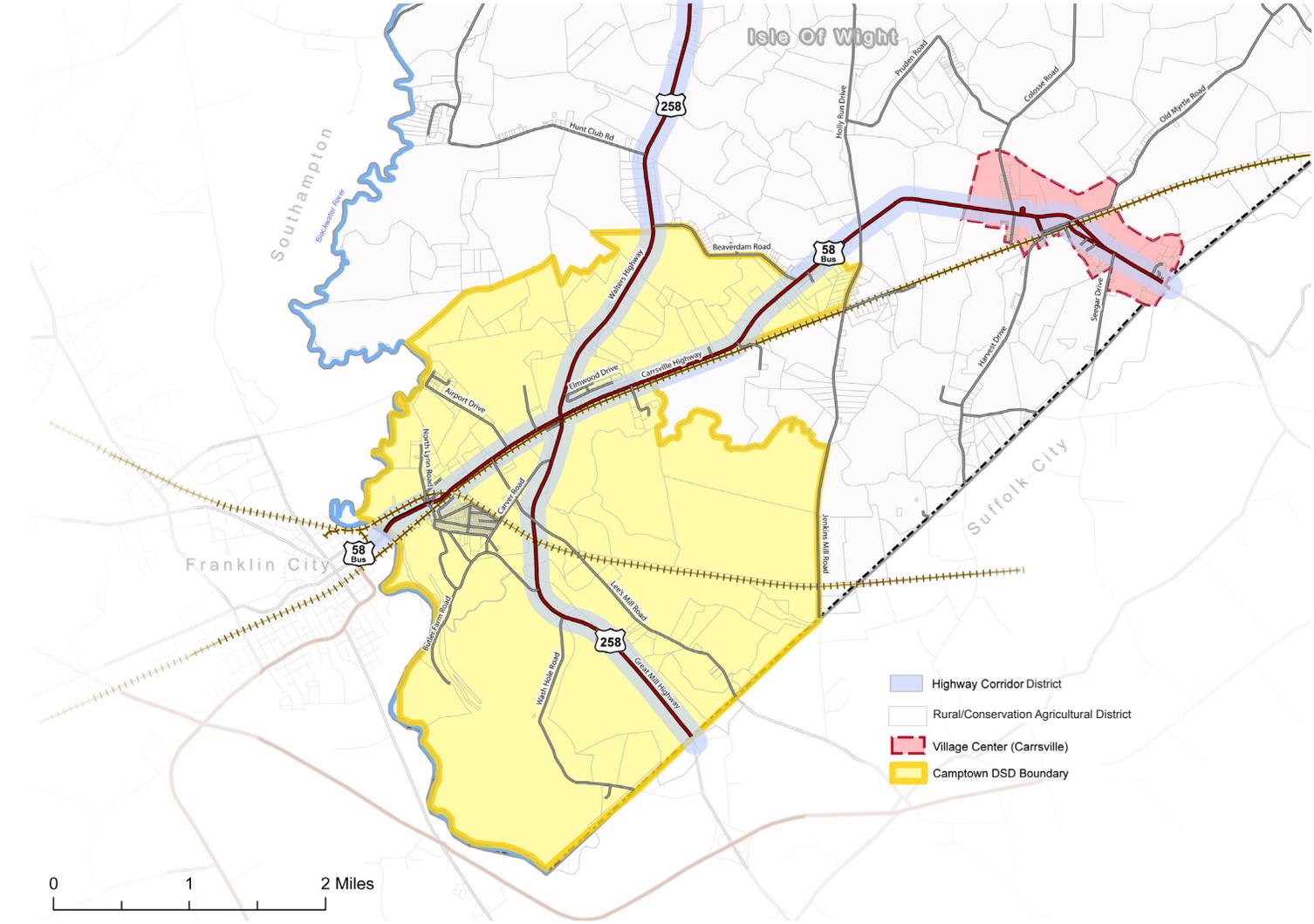


Figure 3.17 - Policy Areas Map

update in 2001, Carrsville was designated as a Village Center. The 2008 Comprehensive Plan update reduced the size of the Carrsville Village Center to the area depicted on the map on this page. Village Centers are generally existing rural crossroads communities, located outside DSDs, that are focal points for surrounding rural areas. The

map also shows the 500 foot wide Highway Corridor Overlay district designated along Routes 58 and 258. This overlay district addresses architectural and aesthetic controls as well as special access and buffering requirements along the County's major highways.

### 3.14 Camptown DSD Land Use Plan

The County Comprehensive Plan includes a General Land Use Plan for the Camptown DSD (see Chapter 4 of the adopted Comprehensive Plan). Under Virginia enabling statutes, the Comprehensive Plan, including associated Future Land Use Maps, are guides for local government planning. The land uses shown on the Camptown DSD Land Use Plan map do not have the “force of law” that an official zoning map would have. The land use map does, however, show the County’s official policy direction and intentions for future land uses in the area, and is the primary basis for deciding on the appropriateness of potential rezonings or development proposals in the DSD.

The Land Use Plan for the Camptown DSD envisions predominantly non-residential development in recognition of the excellent transportation access offered by the existing rail lines, Routes 258 and 58, the strong presence of existing industry (International Paper and Franklin Equipment Company), and proximity of the area to Franklin Municipal Airport. Limited areas of residential and mixed use are proposed in the

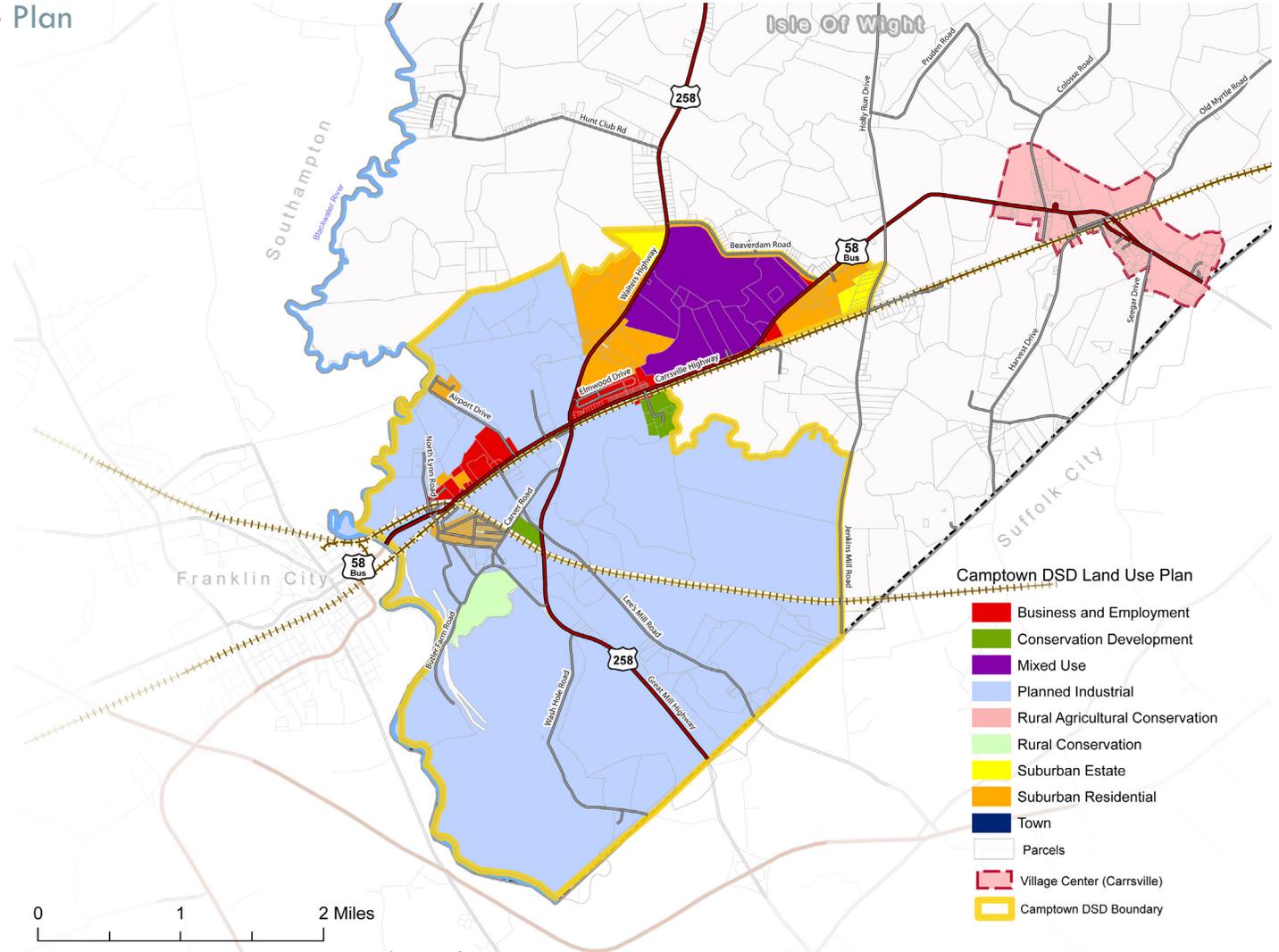


Figure 3.18 - Camptown DSD Land Use Plan

Camptown DSD to provide a balance of uses in the community. New development in and around the Carrsville Village Center is expected to be limited in the near term due to the lack of available public utilities. However, whenever development does occur, it is expected to be compatible with the rural character of the existing village. This docu-

ment, the Route 58 Economic Development and Land Use Plan, provides an additional level of policy detail, as well as specific implementation strategies, to help implement the growth management concept established in Comprehensive Plan particularly as it applies to the Route 58 corridor area, the Camptown DSD, and Carrsville.

### 3.15 Public Facilities and Historic Resources

Community facilities and public utilities are key elements that must be taken into account when planning for the future. Features like schools and recreational facilities act as anchors or community focal points; public utilities, like sewer and water service, act to either define or limit community boundaries or potentially to facilitate expansion of the community. Other amenities, such as historic homes and landscapes, contribute to the unique character of a community and can attract visitors if they are particularly significant and/or strategically incorporated into a community economic development plan.

The map on this page shows a summary of general public facilities and historic resources in the area, including:

- schools
- fire rescue
- waste management convenience stations
- parks
- historic homes
- gas / electric lines

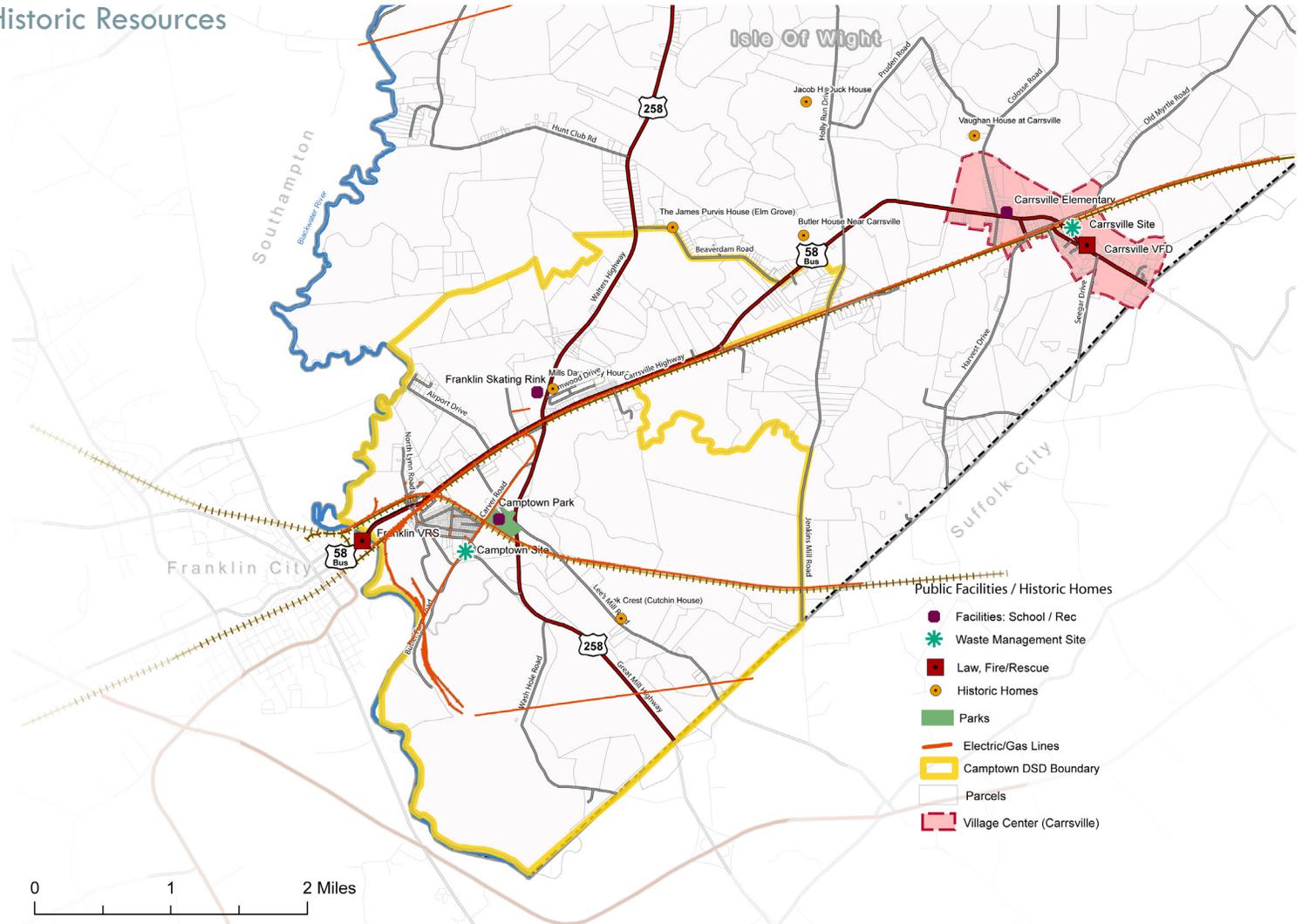


Figure 3.19 - Public Facilities/Historic

Community facilities in the area are located primarily in Camptown and Carrville where there is a concentration of residents. Of special note in Carrville are the existing Carrville Elementary School, post office, community center and Fire/Rescue station and, in Camptown,

a 13-acre public park. The City of Franklin and Isle of Wight jointly operate an indoor skating rink, near the airport on Route 258.

Existing historic structures in the study area and vicinity provide evidence of the long history of settlement in Isle of Wight County. There is one property in the study area that is listed as both a Virginia Historic Landmark and the National Register of Historic Places: Oak Crest. Oak Crest, located on Route 616, Lee's Mill Road, is a well-preserved example of a late 18th-early 19th century dwelling for a middling planter. For almost two centuries, it was the home of fairly prosperous farmers. The Cutchin family was the last family to occupy the house from the mid-1850s into the 1970s when it was finally sold out of the family. Although the house received additions in 1900 and the 1930s, the architectural integrity of the early section is particularly good. Other documented historic structures in and near the study area include: the James Purvis House, the Duck House, the Mill's Daughtery House, the Butler House and the Vaughn House. There are also three Century Farms in the study area. These are farms that are accorded special recognition in the Commonwealth of Virginia because they have been owned and farmed by the same families for at least 100 years.

### 3.16 Public Utilities

One of the most important factors that will determine future growth and development potential in the study area is the availability of central sewer and water service. The County's sewer and water service lines are depicted on the maps on this page; more detailed maps of the existing and future sewer and water facilities of the Camptown DSD are found on the next page. Portions of the study are currently served by central sewer service and water service through agreements with the City of Franklin, as detailed below.

#### Camptown DSD

Sewer and water service is available to only a small portion of the Camptown DSD. The County currently purchases about approximately 120,000 gallons of water per day from the City of Franklin to serve residents and businesses in the Camptown DSD; the County's purchase agreement would allow the purchase of up to an additional 80,000 gallons of water. While the City of Franklin's wells are currently operating below their permitted capacity, expanded service to the Camptown area is constrained by transmission capacity and pressure concerns. International Paper Corporation operates a privately owned water system in the study area, and is permitted to withdraw 32 million gallons per day from their wells.

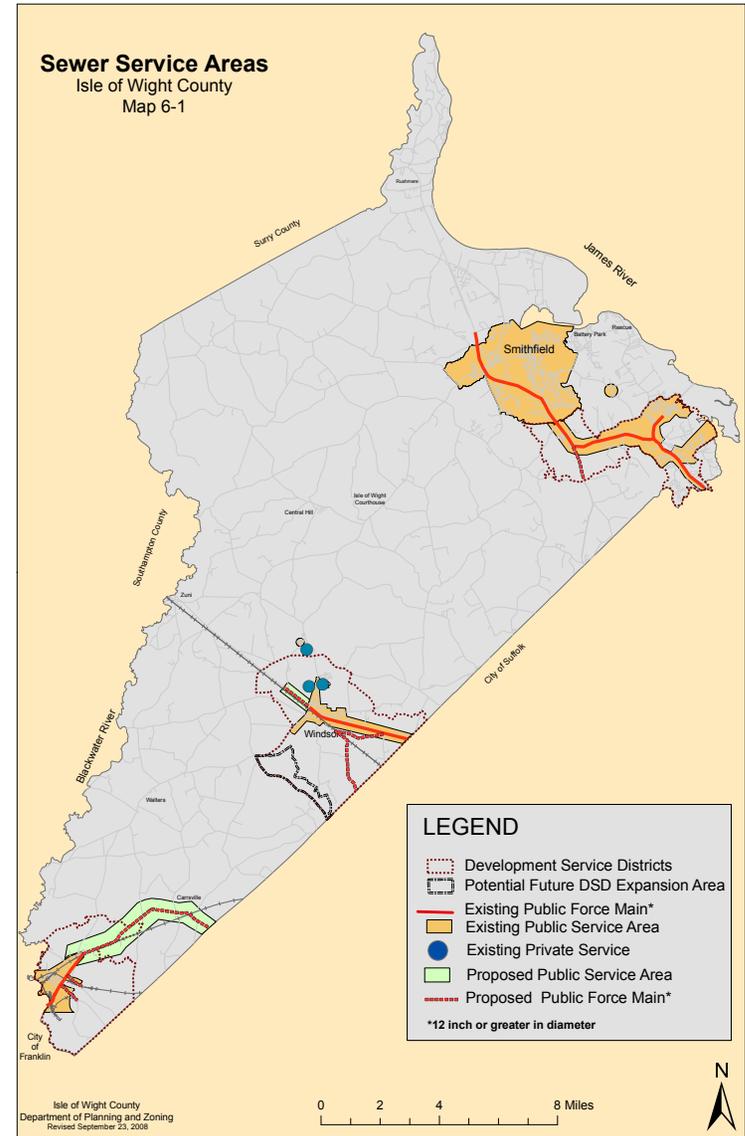


Figure 3.20 - Sewer Service Areas

Sewer in the Camptown DSD is provided by the City of Franklin wastewater treatment system. A cooperative agreement between Isle of Wight County and the City of Franklin allows Isle of Wight to discharge up to 333,000 gpd of wastewater into the Franklin system although the County currently discharges only approximately 130,000 gpd. International Paper discharges a portion of their wastewater to the County's system which accounts for differences between water consumption and wastewater discharge volumes. Several locations in the Camptown DSD rely on private treatment systems or drainfields, which are either failing and/or lack available space for replacement drainfields. Properties in the vicinity of Airport Road and in the Johnson Circle area are two areas that will require the public sewer service to address these critical problems.

**Carrsville Area**

The Carrsville community does not currently have a public wastewater system. The elementary school discharges to its own wastewater treatment lagoon. The remainder of the area relies on privately owned individual drainfields. Carrsville Elementary school has its own wastewater lagoon while the rest of the community discharges wastewater to individual drainfields. There are currently approximately 108 individual water connections served by two community wells in Carrsville. These residences are served by new wells that went on-line in past two

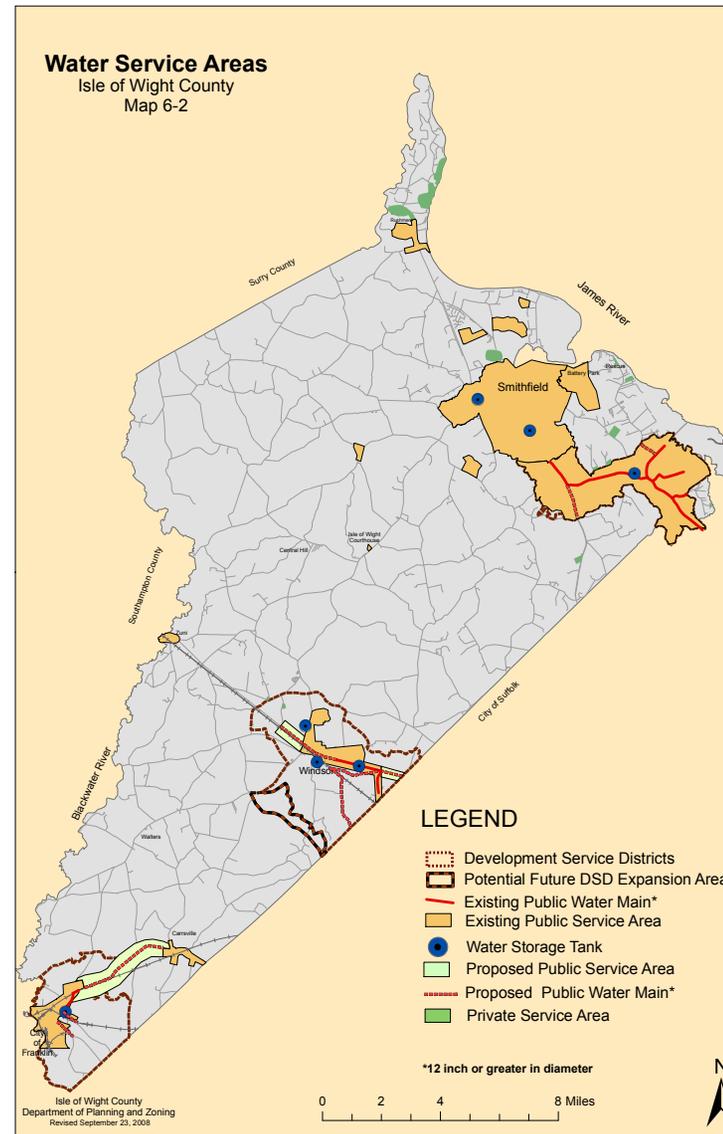


Figure 3.21 - Water Service Areas

years. The new wells were designed to replace old wells that were closed because of high fluoride levels. The new well system was designed to serve existing residents and resolve public health issues; it does not have capacity to accommodate significant new growth.

**Public Utility Expansion**

The County's adopted Comprehensive Plan designates the entire Camptown DSD, the Route 58 Corridor between Camptown and Carrsville, and the Village Center of Carrsville for central sewer and water service. The Sewer and Water Master Plan adopted in 2008 plans for expanded sewer and water capacity to facilitate additional development in the study area. Significant amounts of new development are not anticipated within the next five years but are expected to occur concurrent with the extension of the Hampton Roads Sanitation District sewer facilities through this corridor. Options for expanding sewer and water service to serve future development in the study area are described in more detail in the Implementation Plan.

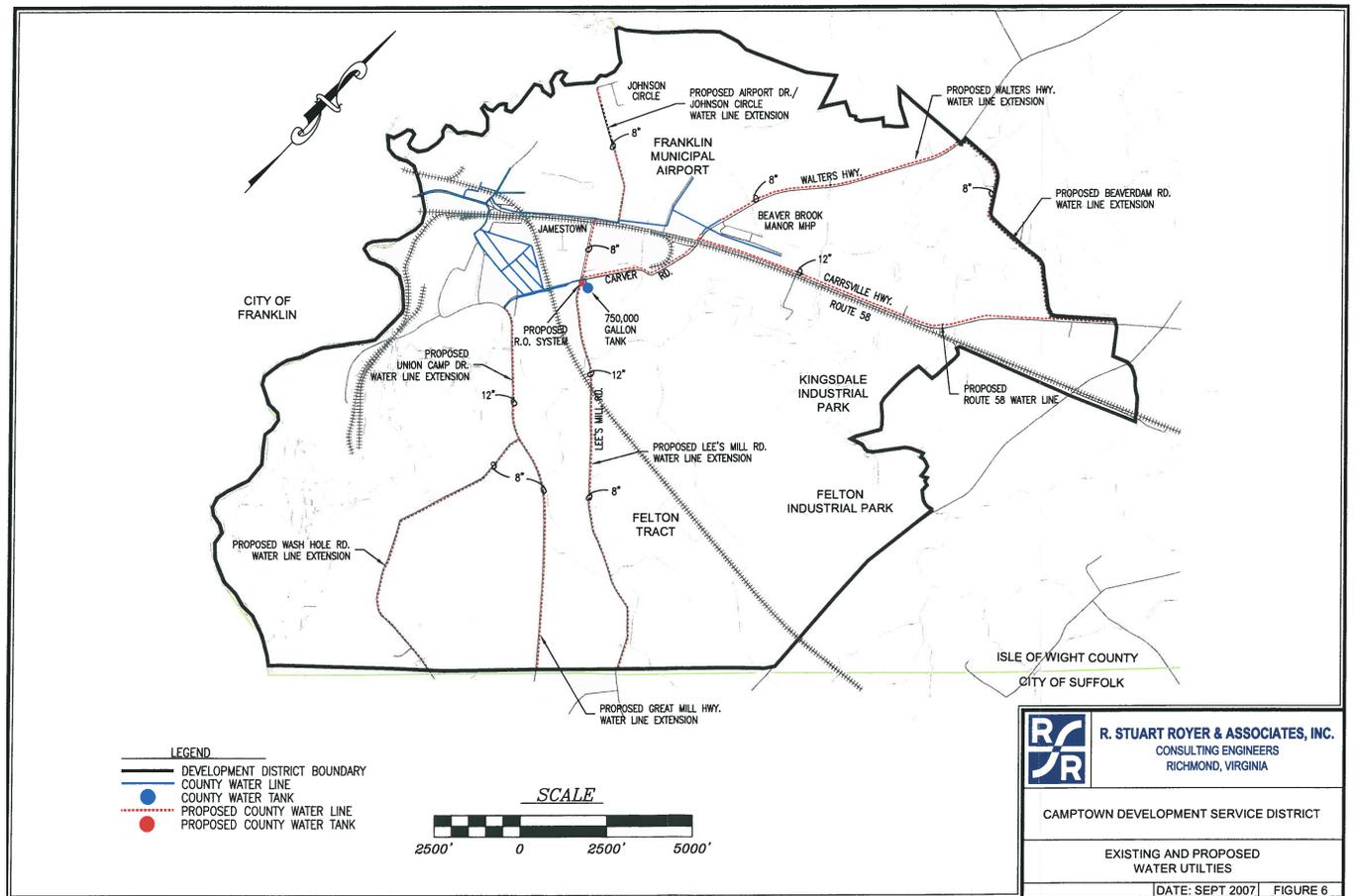


Figure 3.22 - Proposed Water Plan Camptown DSD from the Master Sewer and Water Plan, adopted 2008.

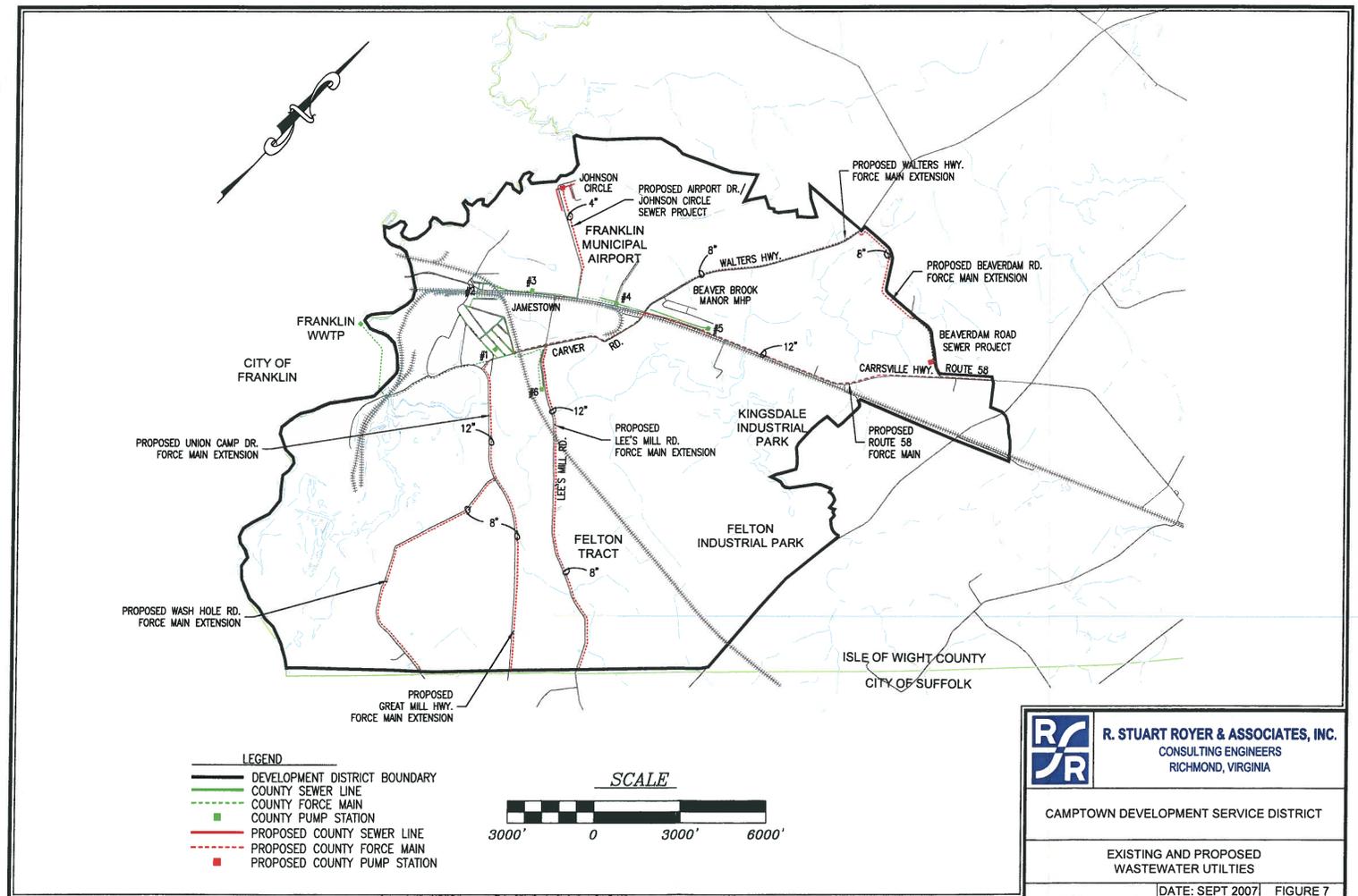


Figure 3.23 - Proposed Wastewater Plan Camptown DSD from the Master Sewer and Water Plan, adopted 2008.

### 3.17 Improved Land Values

The Isle of Wight County tax map database provides assessment values for parcels in the study area. These records show a base land value assessment. They also show an 'improved value' assessment which indicates the presence of structures, landscaping modification or built features that increase the value of the parcel beyond its base value. Improvement values can be an indicator of whether a property is developed or not.

The improved values map shown here reveals that large portions of the study area have low improved values, ranging from \$0 - 20,000, shown in pink. By this indicator these properties could be considered potentially undeveloped. These properties could well be in productive uses such as agriculture, valued as a natural feature, or simply not developable for some reason.

Conversely, this map shows where significant investments have been made such as in the industrial areas around International Paper, the Franklin Municipal Airport, and other residential or commercial areas.

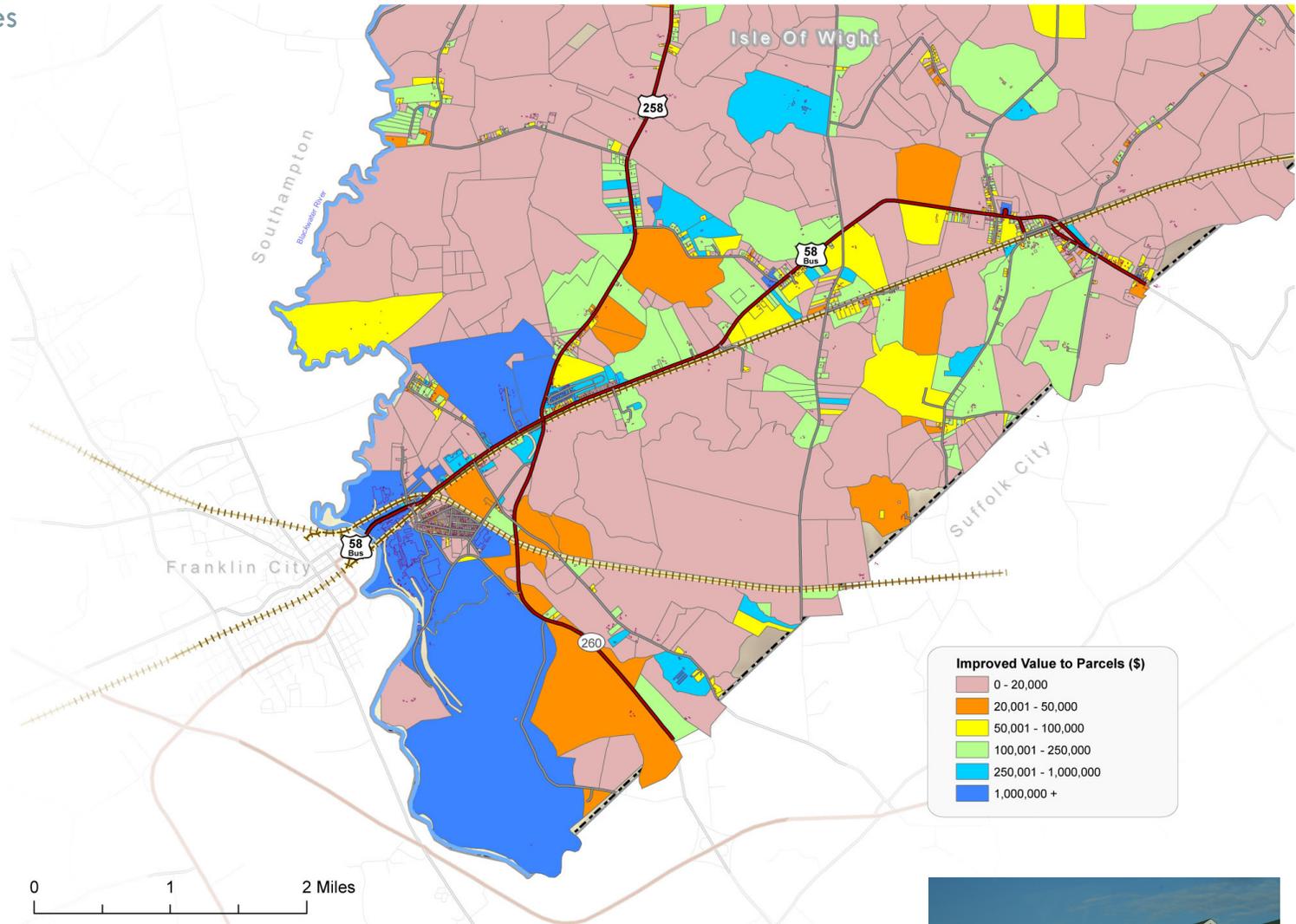


Figure 3.24 - Improved Land Values



## 3.18 Land Use/Population

The Route 58 corridor is generally rural with some industrial and retail development at the west end, mostly centering on the International Paper factory and the Franklin Municipal Airport. There are a few small industrial sites scattered along the corridor and a small concentration of commercial development near Franklin and in and around the villages of Carrsville and Holland (in Suffolk). Residential development is mostly on large lots and farms, scattered along the corridor and in the small communities of Carrsville and Camptown.

The largest concentration of retail activity in the Rt. 58 corridor is in the City of Franklin; the Airway Shopping Center on Rt. 258 near Carrsville is the largest single retail use outside of Franklin. This shopping center, which includes 96,400 square feet, used to include a grocery store but now houses non-standard retail tenants such as a church, used car dealer, and motorcycle training center. International Paper (IP) is the largest non-residential use in the corridor. There are various related manufacturing and trucking operations in the vicinity that exist to serve the IP operation. Aside from the IP complex there are just a few industrial businesses on the corridor and no general occupancy office space in the study area. The 65-acre Airport Industrial Park, located at the on Rt. 58 at Rt. 258 is in the study area. There is also one motel in the study area, near the Industrial Park, at the intersection of Airport Road and Rt. 58.

It is difficult to provide an exact estimate of population in the Rt. 58 corridor since census tract boundaries do not neatly coincide with the area being studied. However, based on information included in the “Demographic and Economic Analysis” for the Route 58 Corridor, which was prepared by Thomas Point Associates in January 2008, the estimated population in the Route 58 corridor study area (as defined in section 4.3) was approximately 1,932 in 2006. In 2000, there were approximately 787 housing units in the corridor according to U.S. Census data. The findings of the Economic and Demographic study, which projects potential market demand in the corridor, are included in detail as part of the Economic and Market Analysis section of this plan.



### 3.19 Conclusions

There are a number of identifiable strengths of the Route 58 corridor related to the corridor's specific attributes, including:

- Availability of suitable land in large parcels
- Few development constraints
- Scenic rural views
- Good arterial-grade vehicular access
- Less than 30 minutes access to population and commerce centers in Hampton Roads
- Excellent rail access from two railroad lines
- Well located general aviation airport
- Existing industrial base with International Paper and other firms
- Stable residential communities of Carrsville and Camptown
- Favorable governmental climate and policies for quality new growth in the area

Though there are weaknesses to overcome, a visionary approach to planning for revitalization of the corridor can realize and even surpass the calculated potential in terms of market demand for additional housing and commercial/industrial development in the area.

In other words, a good plan with a far-sighted vision for the corridor can, itself, help jump start things. Further, follow-up by the County on timely implementation steps can solidify the corridor's attractiveness as a commercial or residential location and ensure that the vision put forth in the plan is ultimately realized. For example, positive implementation steps to better define and enhance the corridor may include:

- Adopting this plan which provides clear development areas and a land use program that is tailored to the market context in the area
- Planning for phased development - complete transformation of the corridor will not happen overnight, so a plan should be broken down into distinct components that can be developed as the market demands
- Establishing design standards for new development that will help protect private investments in the area by main-

*taining a consistent design character and quality of development over time*

- Pursuing a proactive policy to bring water and sewer infrastructure to the area, as well as public facilities and amenities to serve new growth in the corridor
- Protecting the corridor's valued historic, scenic and natural resources so that they will continue to be an amenity for the current and future population
- Designing a transportation system that provides flexibility and safety for the long term, so that adequate traffic capacity is accommodated, while at the same time establishing a design character that allows quality neighborhoods and options for walking and biking in addition to automobile access
- Growing a mix of uses and housing types over the years - the corridor should support not just industry, but retailing and housing, green spaces, and civic uses to make a "complete" community over time

A detailed comprehensive master plan for the area completed with public input gathered through a community planning process, like the one used to prepare this plan, will also establish the best possible platform for enhancing quality of life and economic success for the corridor in the years ahead.



## 4. ECONOMIC AND MARKET ANALYSIS

### 4.1 The Route 58 Corridor

This section presents an analysis of demographic and economic conditions in the Route 58 corridor of Isle of Wight County followed by demographic information, and analyses of these specific market sectors:

- Retail
- Industrial
- Residential
- Hotel and Motel Accommodations

The character of the Route 58 corridor now is generally rural with some industrial and retail development at the west end, mostly centering on the International Paper factory and the Franklin Municipal Airport. There are a few small industrial sites scattered along the corridor and a small concentration of commercial development on the west end near Franklin and to the east in and around Carrsville and Holland (in Suffolk). There are houses, mostly on large lots and farms, scattered along the corridor and in the small communities of Carrsville and Camptown.

### 4.2 Defining the Study Area

The “Route 58 study area” (designated by the red line in Figure 4.1 and herein after referred to as the “study area”) in this analysis is the southern part of Isle of Wight County from Joyner’s Bridge (Virginia Secondary Highway 611) south and east to the boundary between Isle of Wight County and the City of Suffolk and west to the Blackwater River, the boundary between Isle of Wight and Southampton Counties. This “study area” is not the same as

the County’s Camptown Development Service District (DSD), one of three areas in the County designated for special planning attention. The Campton DSD is essentially the southwestern portion of the corridor including the airport and lands west of the airport to the Blackwater River and properties designated for industrial development south of Route 58 and east to Jenkins Mill Road (Virginia Secondary Highway 615). The “study area” is a larger area related to the highway while the DSD is a much smaller area (roughly a quarter of the study area) defined by industrial properties and infrastructure plans.

### 4.3 Demographics of the Study Area

Although it is roughly a third of the land area of Isle of Wight County

the study area population estimated in 2006 (1,932) comprised just 5.9% of the total County population (33,017). It is in some respects quite different from the population of the County as a whole:

- Its growth 1990-2000 was half that of the County’s (10% vs., 19%).

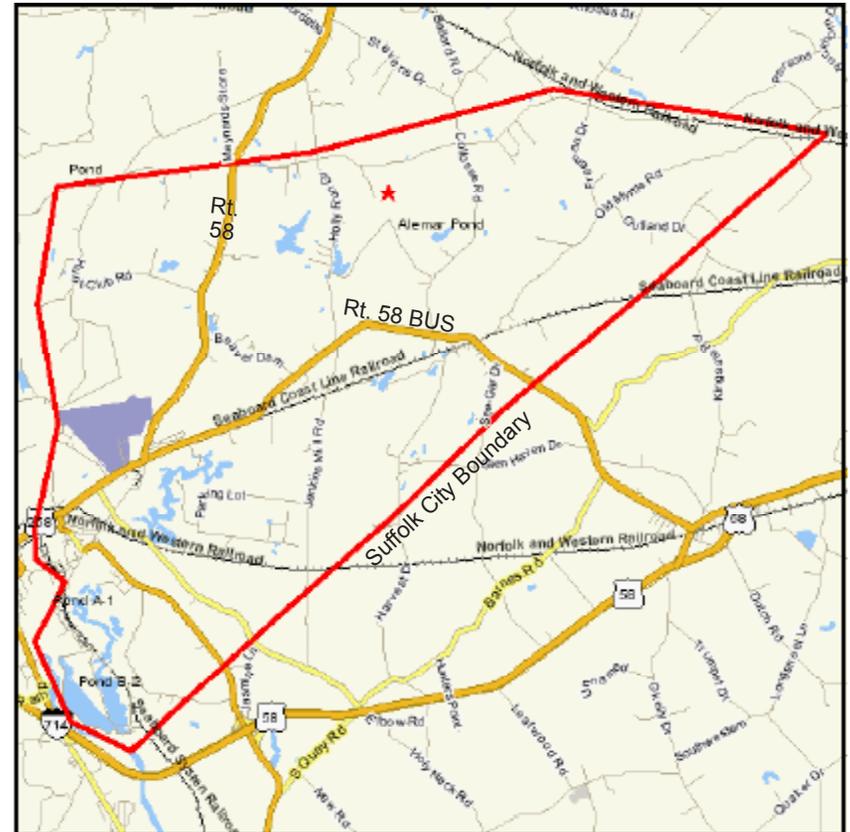


Figure 4.1 - Route 58 Study Area - Southern Isle of Wight County

- The study area population has a much greater proportion of black and African American households (37% vs. 28% countywide).
- Its male/female ratio is 0.85, well below the County ratio of 0.96.
- The study area population is slightly older (39.7 median age) and households are smaller (2.4 persons).
- Median household income (\$30,426) is exactly two-

thirds of the County figure (\$45,667).

- Median value of owner-occupied housing (\$73,590) is 64% of the County value (\$114,867).
- Nearly a third of households (29.7%) are renters, compared to 19% county-wide.
- Most housing units in the study area (65%) are single family detached structures but a significant minority (23%) are mobile homes or trailers; proportions are similar in the County as a whole but single family homes are more common (74%).

Figure 4.2 summarizes some of these demographic features, comparing the study area to a larger market area that includes the population within a ten-minute drive of the mid-point of the corridor and that of the County as a whole. This ten-minute market area population (herein after referred to as the “market area”) is described in more detail in The Retail Sales Section later in this report.

The market area population is similar to the corridor study area in demographic characteristics; while its population is larger (5,083 residents) it declined in the 1990s (by 1.5%). Median household income is higher in the market area (\$39,500) because it excludes some of the most rural residents in the south of the County. Additional demographic data for the study area and market area is included in Appendix B.

Figure 4.2 - Census Overview

### Census Overview, Study Area, Market Area (10-minute Drive) and Isle of Wight County, 2000

Description	Study Area		Market Area		County	
	No.	%	No.	%	No.	%
<b>Population</b>						
2011 Projection	1,955		5,083		36,028	
2006 Estimate	1,932		5,000		33,717	
2000 Census	1,907		4,839		29,728	
1990 Census	1,739		4,914		25,053	
Growth 1990-2000	9.66%		-1.53%		18.66%	
<b>Population by Single Race Classification</b>	1,907		4,839		29,728	
White Alone	1,187	62.2	2,268	46.9	21,130	71.1
Black or African American Alone	703	36.9	2,498	51.6	8,071	27.1
<b>Male/Female Ratio</b>	0.85		0.84		0.96	
<b>Median Age</b>	39.67		38.11		38.75	
<b>Average Age</b>	39.69		38.33		37.84	
<b>Average Household Size</b>	2.42		2.46		2.61	
<b>Average Household Income</b>	\$34,896		\$39,496		\$53,056	
<b>Median Household Income</b>	\$30,426		\$30,689		\$45,667	
<b>Average Travel Time to Work in Minutes</b>	30.69		27.64		31.89	
<b>Tenure of Occupied Housing Units</b>	787		1,965		11,319	
Owner Occupied	553	70.3	1,147	58.4	9,150	80.8
Renter Occupied	234	29.7	818	41.6	2,169	19.2
<b>Median All Owner-Occupied Housing Value</b>	\$73,590		\$78,599		\$114,867	
<b>Median Year Structure Built</b>	1977		1971		1980	
<b>Average Contract Rent</b>	\$308		\$319		\$302	

Source: Claritas, Inc., based on US Census data; Thomas Point Associates, Inc.

In terms of education, the table below shows the study area population lags the County population at all levels and two in five adult residents lack a high school degree.

Figure 4.3 - Education

**Education of Population, 2000: Study Area, Market Area and County**

Level of Education	Study Area		Market Area		County	
	No.	%	No.	%	No.	%
Less than 9th grade	220	16.6	505	15.57	1,662	8.3
Some High School, no diploma	317	23.9	644	19.9	3,122	15.5
High School Graduate (or GED)	448	33.8	969	29.9	6,146	30.5
Some College, no degree	210	15.9	593	18.3	4,280	21.3
Associate Degree	58	4.4	153	4.7	1,392	6.9
Bachelor's Degree	60	4.5	271	8.4	2,476	12.3
Master's Degree	8	0.6	85	2.6	819	4.1
Professional School Degree	4	0.3	19	0.6	160	0.8
Doctorate Degree	0	0.0	3	0.1	64	0.3

Source: Claritas, Inc., based on US Census data; Thomas Point Associates, Inc.

With respect to occupations, the table below shows the largest share of study area residents who work are employed in production, transportation and material moving occupations.

Figure 4.4 - Occupation

**Occupations of Population, 2000: Study Area, Market Area and County**

Occupation	Study Area		Market Area		County	
	No.	%	No.	%	No.	%
Management, Business and Financial Operations	59	7.6	136	6.76	1,751	12.4
Professional and Related Occupations	91	11.7	331	16.5	2,656	18.9
Service	136	17.5	391	19.4	1,705	12.1
Sales and Office	133	17.1	405	20.1	3,336	23.7
Farming, Fishing and Forestry	10	1.3	16	0.8	126	0.9
Construction, Extraction, and Maintenance	142	18.3	291	14.5	1,842	13.1
Production, Transportation, and Material Moving	206	26.5	442	22.0	2,669	18.9

Source: Claritas, Inc., based on US Census data; Thomas Point Associates, Inc.

Isle of Wight County had a population of 29,728 in 2000; according to projections in the County Comprehensive Plan it is expected to grow to 41,500 by 2030, an increase of 11,772 (an annual rate of growth of 1.3% per year).

Assuming that the study area grows at the same rate as the County as a whole, one would project a total new population over the 30-year period of 755, equating to:

- 25 new residents/year
- 10 new housing units/year

The Hampton Roads Planning District Commission projects new jobs in the region and in counties. Its job projections, shown in the table below, indicate 1,643 new jobs in the corridor study area over a 26-year period (63 per year); 91% of the new jobs (1,501) will be in manufacturing, distribution, service and other non-retail sectors.

Figure 4.5 - Employment Projections

**Employment Projections, Isle of Wight County and Study Area, 2000-2026**

	County			Study Area		
	2000	2026	Change 2000-2026	2000	2026	Change 2000-2026
Retail	1,690	2,900	1,210	200	343	143
Other	13,423	23,500	10,077	2,000	3,501	1,501
Total	15,113	26,400	11,287	2,200	3,843	1,643

Source: Hampton Roads Planning District Commission; Thomas Point Associates, Inc.

These projections of population and jobs are a measure of how the extension of current trends and ratios would affect the study area over the next twenty to thirty years. They provide a point of reference for understanding some aspects of the market and development alternatives. However, there are many factors--regional growth trends, County land development policies, local and regional decisions on infrastructure, and others--- that will affect the way that the area actually develops.

## Conclusions

The study area, essentially the lower third of the County, is significantly more rural and different in important respects from the County as a whole:

- The study area minority population is much greater, 37% of the total, compared to 27% of the County population.
- Two in five adult residents of the study area lack a high school degree.
- Median household income (\$30,426) is two-thirds of the County figure (\$45,667).
- Median value of owner-occupied housing (\$73,590) is 64% of the County value (\$114,867).
- Nearly a third of households (29.7%) are renters, compared to 19% county-wide.

Growth projections based on past trends suggest stronger growth in employment in the study area than in population: 25 new residents compared to 63 new jobs yearly.

The market area population, while much larger, is similar to the study area population in most respects. It is distinct in that a majority of the market area population is black or African American (52%) and a larger proportion of households are renters (42%).

These figures simply reflect past trends and ratios and provide a point of reference for understanding market conditions and development issues.

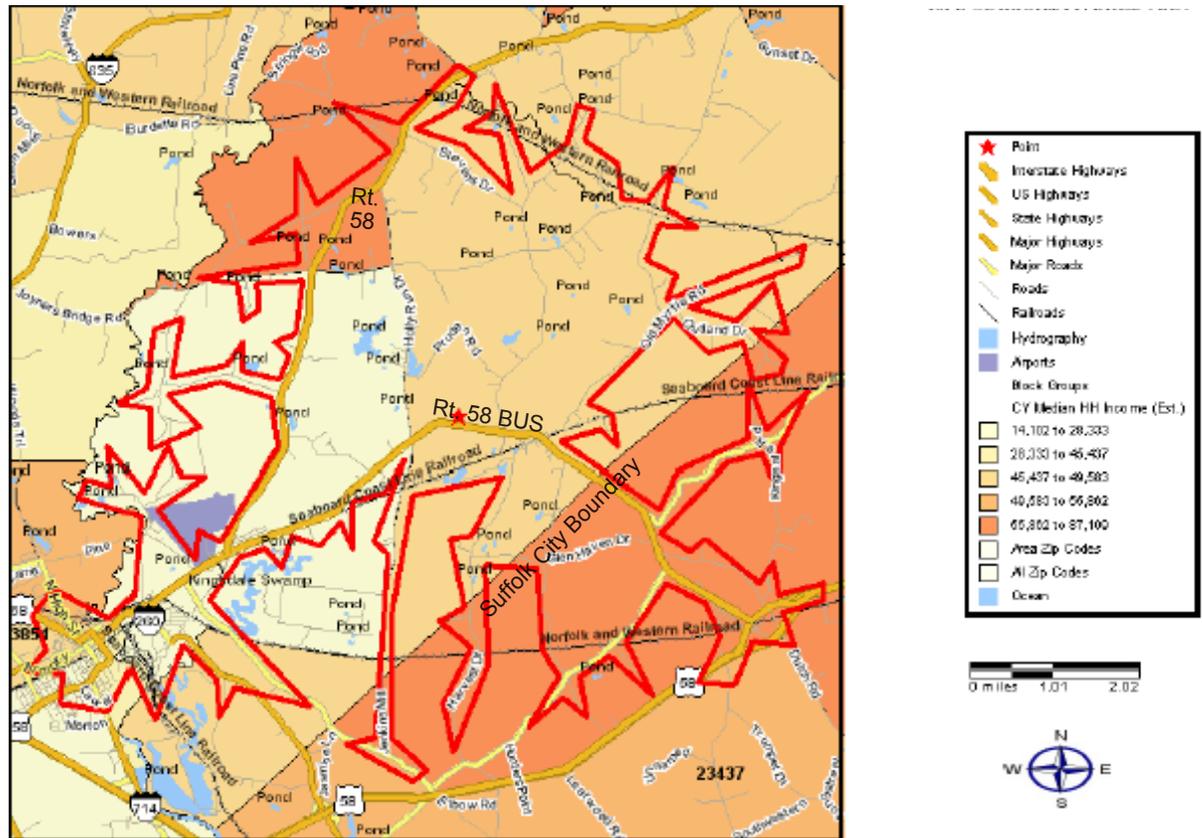
## 4.4 Retail Sales

### The Market Area

The defined “market area” is very similar to the “study area” but is based on drive time rather than jurisdictional boundaries. It is defined as the area within a ten-minute drive of the mid-point of Route 58 in Isle of Wight County, near the intersection of Route 58 and Holly Run Drive

(Virginia Secondary Highway 615, which becomes Jenkins Mill Road south of Route 58). The market area boundary roughly follows Joyners Bridge on the north but extends into Suffolk on the east and includes a large part of the City of Franklin on the west. It does not extend to the southern boundary of Isle of Wight County since the Kingsdale Swamp limits travel to and from that area. The map below shows the boundaries of this area (the heavy line around

Figure 4.6 - Retail Market Area



the edges) and indicates median household income by census tracts (by color tone, according to key on right).

Median household income is highest in the eastern and northern sectors of the market area. The highest incomes are across the Suffolk line.

### Retail Sales and Need

The table to the right shows retail sales and potentials for two geographic areas:

- The 10-minute drive “Market Area”
- Isle of Wight County

The figures indicate a lack of retail development in Isle of Wight County. This gap probably reflects the rapid recent growth in housing that precedes commercial development. They also indicate a surplus of retail development in the Route 58 market area.

The total retail “surplus” in the market area is \$23 million. This is largely due to the significant and growing concentration of retail space that exists in the City of Franklin, which is part of the defined market area. It also helps to explain the fact that the Airway Shopping Center, which appears to be largely empty, has taken on non-standard retail tenants (church, used car dealer, motorcycle training center).

The “retail surplus” is actually a small figure in terms of commercial development potential and will probably be eliminated soon by residential growth. Even within this surplus there are opportunities in specific types of stores but the potential sales figures in those categories (e.g., \$526,000 in furniture) are too small to support a profitable store.

Figure 4.7 - Retail Sales Potential

### Retail Sales Potentials (2007 \$): Retail Market Area and Isle of Wight County

	Retail Market Area			Isle of Wight County		
	Demand Spending	Supply Sales	Opportunity Gap (Surplus)	Demand Spending	Supply Sales	Opportunity Gap (Surplus)
Total Retail Sales	73,083,611	96,335,973	(23,252,362)	601,322,332	253,604,013	347,718,319
Motor Vehicle and Parts Dealers	14,211,069	14,909,911	(698,842)	119,644,302	12,403,007	107,241,295
Furniture and Home Furnishings	1,792,920	1,266,721	526,199	16,273,344	7,612,000	8,661,344
Electronics and Appliance Stores	1,589,490	486,776	1,102,714	13,611,623	4,430,997	9,180,626
Building Material, Garden Equip	7,697,757	7,444,707	253,050	72,080,554	21,790,006	50,290,548
Food and Beverage Stores	9,129,638	5,924,772	3,204,866	67,459,646	62,772,005	4,687,641
Health and Personal Care Stores	4,432,877	5,000,938	(568,061)	31,176,046	20,917,998	10,258,048
Gasoline Stations	8,713,009	17,715,791	(9,002,782)	68,348,152	52,841,996	15,506,156
Clothing and Clothing Accessories	3,073,693	4,250,701	(1,177,008)	26,703,239	2,301,001	24,402,238
Sporting Goods, Hobby, Book, Music	1,065,511	586,045	479,466	9,859,123	1,166,985	8,692,138
General Merchandise Stores	8,617,886	18,322,080	(9,704,194)	69,519,215	13,605,008	55,914,207
Miscellaneous Store Retailers.	1,766,274	1,000,874	765,400	15,825,234	11,285,999	4,539,235
Foodservice and Drinking Places	6,862,074	17,506,859	(10,644,785)	56,089,392	28,343,997	27,745,395

Source: Claritas, Inc.; Thomas Point Associates, Inc.

Note: The difference between demand and supply represents the opportunity gap available for each retail outlet in the specified area. When the demand is greater than (less than) the supply, there is an opportunity gap (surplus) for that retail outlet. For example, a positive value signifies an opportunity gap, while a negative value signifies a surplus.

Moreover, most of this gap is in categories that are not good candidates for a rural location, such as electronics. The County's recent survey of households in the southern part of the County provides the following insights about shopping patterns in the area:

- In terms of volume, area residents do their routine shopping in Franklin. For specialty items they travel all over the region, mostly to Franklin, Chesapeake and Suffolk.
- Most residents (51 of 57) occasionally shop at businesses on the Route 58 corridor even though the retail offerings are very limited; the majority (37) rate shopping in this area as "poor." Joe's Pizza is a very popular restaurant.
- Most residents would prefer to shop for groceries at Farm Fresh, the first choice for more than half (the 57,000 sq. ft. store opened on March 26, 2008); WalMart was first choice for a significant minority.

The grocery category is of special interest because many area residents have expressed the desire for a supermarket. The figures in Exhibit 4.7 indicate that there is support for a store of approximately 11,000 square feet (\$3.2 million in potential sales under the food and beverage store sales line, divided by \$300 in sales per square foot). The problem with this result is two-fold: first, most of the demand actually comes from residents in the western part of this market area who reside closer to a variety of supermarkets in Franklin; and, second, the supported size is not one that groceries outside urban areas find to be cost-effective. Most supermarkets now are 40,000-60,000 square feet and even the smaller "urban guerilla" models are 20,000 sq. ft.

There are actually two vacant grocery stores in this market area, the former Winn Dixie at the Airway Shopping Center and the former Dutch Market in Holland, a 10,000 square foot group of three buildings that is now an auction market and for sale (\$375,000).

#### Conclusion

The study area is part of a retail market area that does not respect County boundaries, but extends into Suffolk and Southampton County. The determining factors are drive time and store locations. In the market area there is actually an excess of retail space; it is in the northern part of the County, where nearly all the residential growth is taking place, that there are retail development opportunities.

Although residents of the study area miss the stores that once existed in the area, they admit a preference for the large national chains on the west side of the City of Franklin within a ten-minute drive of most of the area. The future of retail activity in the Rt. 58 corridor will depend largely on population growth. It is also likely that additional retailing will gravitate to the eastern part of the area that is farthest from Franklin.

## 4.5 Industrial Development

### Industrial Market: Regional and County Industrial Overview

The relative importance of Isle of Wight County in the regional industrial space picture is slight. The total amount of industrial space in the County is just 3% of the regional inventory (Figure 4.8). The vacancy rate of that space at 12% in 2007 was the highest of jurisdictions in the region

in 2007. (Note that the ODU survey included both general occupancy and speculative space).

Figure 4.8 - Industrial Space Occupied

### Industrial Space (000 SF) Occupied, By Jurisdiction and Market Area, 2007

Jurisdiction	Year		Space (SF)		Vac. Rate (%)
	Bldgs (no.)	Total	Vacant		
Isle of Wight	14	2,753	330		12.0%
Suffolk	143	10,197	916		9.0%
Portsmouth	157	3,883	137		3.5%
Southside	2,009	73,314	4,193		5.7%
Total Region	2,699	100,237	5,442		5.4%

Source: E.V. Williams Center for Real Estate and Economic Development (CREED), Old Dominion University; Thomas Point Associates, Inc.

However, Isle of Wight County is growing in terms of its importance in the region. Since 2005 it has added about 700,000 square feet to its inventory of industrial space.

Figure 4.9 - Industrial Space Surveyed

### Industrial Space (000 SF) Surveyed, By Jurisdiction and Market Area, 2003- 2007

Year	Space (SF) by Jurisdiction				
	Isle of Wight	Suffolk	Portsmouth	Southside	Total Region
2003	-	9,234	4,260	66,819	913
2004	-	9,269	3,805	67,119	922
2005	2,061	9,269	3,756	70,241	960
2006	2,425	9,762	4,369	70,796	988
2007	2,753	10,197	3,883	73,314	1,002

Source: E.V. Williams Center for Real Estate and Economic Development (CREED), Old Dominion University; Thomas Point Associates, Inc.

The most important force in this market is the Virginia Port Authority (“VPA”). According to the Port’s Strategic Plan:

In 2006 the Port of Virginia handled over 2 million TEU’s (“twenty-foot equivalent unit”) without congestion problems. This was accomplished while terminal expansion construction was underway at both Portsmouth Marine Terminal and Norfolk International Terminal. When planned renovation to the current terminals is complete in 2011 we will have engineered a 30% capacity improvement. In August 2007, A.P. Moeller Terminals<sup>1</sup> opened the first phase of a 285 acre terminal in Portsmouth, VA. This new terminal has introduced an additional 1 million TEU capacity. Upon completion of the second phase this terminal will boast a capacity of 2.1 million TEUs. The VPA will resume operational control of the existing 70-acre terminal, contiguous to our Portsmouth Marine Terminal (PMT). These projects increase terminal capacity at The Port of Virginia to 5 million TEUs. The Virginia Port Authority also plans to begin construction in 2009 on the first phase of Craney Island, a 600 acre terminal, to open in 2017. The full build out of the terminal will be constructed as needed to accommodate demand. This will give Virginia another 5 million TEU capacity for a portwide capacity of 10 million TEUs. Current and future construction plans keep terminal capacity well above the most aggressive cargo forecasts for the next several decades.

The City of Suffolk is now feeling the brunt of port expansion. According to its economic development office

<sup>1</sup> These facilities are now known as APM Terminals.

there are 10 million square feet in planning and 12 million square feet “on the horizon” in the City of Suffolk itself. This is in the context of VPA’s projected need for 50 million square feet of additional space to accommodate port expansion.

There is one public industrial park in Isle of Wight County; the Shirley T. Holland Intermodal Park (formerly called “Commerce Park”), located on Route 460 on the boundary of the Town of Windsor. It was originally 350 acres plus the 1 million square foot building that Cost Plus (distributor for Whole Foods and World Market) occupies. The County recently purchased 600 acres and there is the opportunity to expand it further. The Norfolk Southern Railway owns 1,600 acres in the middle of the area and all of this together is what is described as the “Intermodal Park.” This park is a top priority of the Industrial Development Authority. Sites are available for \$35,000/acre.

The Isle of Wight property owned by Norfolk Southern Corp. lies along the Norfolk-based railroad’s main line between Hampton Roads and western Virginia. Considered a gem for its potential industrial use, the site has been marketed for years by local, state and regional economic development officials (Virginia Pilot, April 22, 2006). This site is potentially available for the development of a very large manufacturing facility, warehouse/distribution or intermodal industrial park.

#### Industry in the Study Area

The largest tax payer in Isle of Wight County is the International Paper factory located at the west end of the Route 58 corridor. International Paper (IP) is an important business in the area and in the County. There are various related manufacturing and trucking operations in the vicinity that exist to serve the IP operation. The IP factory employs 1,050 directly and dependent enterprises employ an additional 350. There are approximately 450 truckloads of lumber coming into the plant every day, seven days per week (94,000 shipments yearly). An estimated 25% of its workers reside in Isle of Wight County; 50% live in Franklin. IP pays roughly a fourth of the County’s total tax collection. The plant was “profitable and well positioned,” according to its communications office, interviewed in May, 2008.

Aside from the IP complex, there are just a few industrial businesses on the corridor and no general occupancy office space in the study area. However this is potentially a good location in a growing market and one not confined to the northern part of the County. The County’s Comprehensive Plan notes the following with respect to the Route 58 cor-



ridor:

“...major development activity is not expected to be substantial in the short term although water and sewer services will be provided to support opportunities for business/industrial development. The County airport location, rail access, proximity to the Route 258/58 corridors ..., the presence of existing utilities and the strong presence of existing industries (International Paper, Inc. and Franklin Equipment Company) all suggest future industrial development opportunities may be greater in this location than in other alternative locations in the County.”

The Franklin Municipal Airport, referenced above, is an important facility that could serve future business in the area. It features a 5,000 foot runway and handles 12,000 operations yearly. There is a firing range and a fire training facility used by departments from throughout the region. The County is also exploring a variety of potential industrial uses to strengthen its business economy. Most recently the County conducted a feasibility study for an ethanol facility in the southern part of the County. The County continues to investigate renewable energy industries, such as bio-fuels and wind generation, for development in the area.

The County also identifies several “featured industrial properties” on its web site, including one in the Route 58 Corridor: the Cutchin Property.

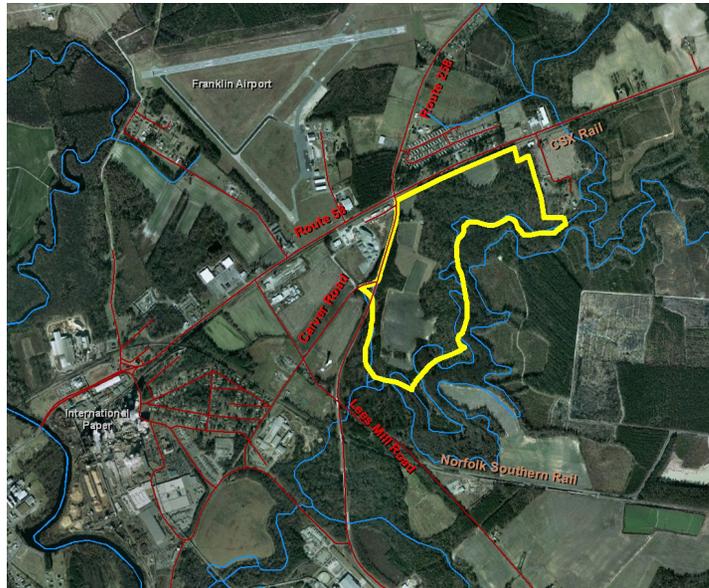


Figure 4.10 - Cutchin Property

Cutchin Property: 145 acres, on Rt. 58; zoned for agricultural use.

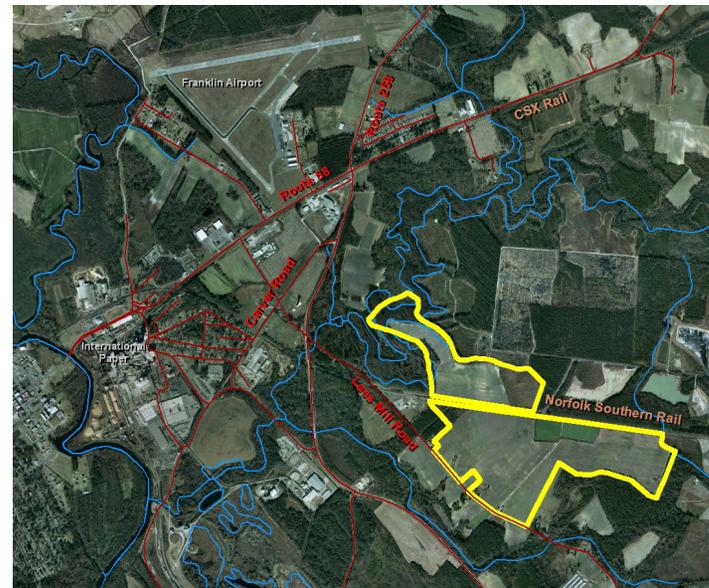


Figure 4.11 - Felton Tract

Felton Tract: 314 acres, located on Lee’s Mill Road. The property is zoned for light industry. This is described in the County’s economic strategy as a “private industrial park.”

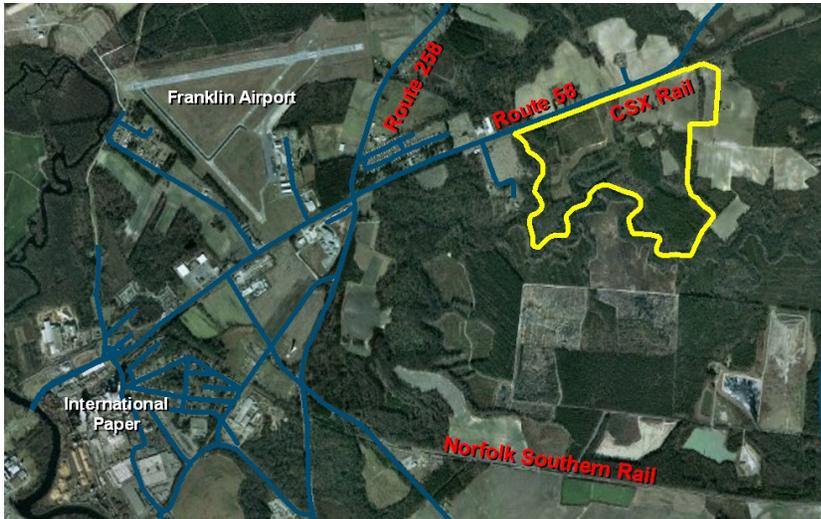


Figure 4.12 - Kingsdale Site  
 Kingsdale Site: 215 acres, zoned industrial, located on Rt.58 Business.



Figure 4.13 - Airport Industrial Park  
 Airport Industrial Park: 65 acres zoned light industrial, located on Rt. 58 at Rte. 258.

**Conclusion**

Isle of Wight County is a relatively small piece in the regional industrial picture. However this situation is changing as development pressures from the Port push new distribution space farther west, through the City of Suffolk and into Isle of Wight County. It seems likely that the Route 460 corridor in the center of the County is best situated with respect to this next wave of development. The location and transportation infrastructure make this the best positioned area in the County for industrial development.

It is also evident that one industrial park will soon be inadequate and Isle of Wight County will want to designate a second park, probably in the southern part of the County. This would be consistent with the Comprehensive Plan. Even the baseline projection of 1,501 new jobs in manufacturing, distribution and service sectors would indicate a demand for 75 acres of industrial land (at 20 jobs/acre) over the next two decades. An aggressive economic development approach would support an industrial park of 3-4 times that size.



### 4.6 Residential Market

Isle of Wight County is a growing factor in the Hampton Roads regional housing market. Purchases of new houses in the County have increased each year as a portion of closings in the Hampton Roads region (includes Chesapeake, Hampton, Poquoson, Portsmouth, Newport News, Norfolk, *Figure 4.14 - Residential Closings*

**Residential Closings, New Construction, 2002-2006:  
Isle of Wight County and Hampton Roads Region**

	Closings by year				
	2002	2003	2004	2005	2006
Isle of Wight County					
No.	130	160	209	320	342
% of regional total	2.5%	3.4%	4.2%	6.3%	7.1%
Hampton Roads	5,230	4,757	4,980	5,061	4,810

Source: E.V. Williams Center for Real Estate and Economic Development (CREED), Old Dominion University; Thomas Point Associates, Inc.

Suffolk, Virginia Beach, Williamsburg, Isle of Wight, James City, South Hampton and York Counties), from 2.5% in 2002 to 7.1% in 2006, as shown in the table below. The various market sectors are of interest. For the region as a whole according to the E.V. Williams Center for Real Estate and Economic Development at ODU, in 2006:

- New home sales accounted for 18% of total sales (27,034).
- A new single family detached home had an average price of \$445,086, up by 12% from 2005.
- Condos (2,716 closings) represented 12% of existing home sales and the average price was \$219,258.
- Townhomes were 15.5% (3,446 closings) at an average price of \$178,000.

#### County and Study Area

According to County figures there is a housing boom underway, almost completely confined to the northern area of the County. The County's recent inventory identified 23 residential projects approved/under construction since 2000, including 3,700 units approved in 18 developments. There is only one project identified in the 2002-2006 data and located outside Smithfield, Windsor Woods, with 130 completed residential units.

Average prices of new homes in Isle of Wight County ranged from \$295,000 to \$504,000, according to a 2006 study (market report, Isle of Wight Route 17 Corridor Master Plan, Randy Gross, October 6, 2008). Land prices averaged \$85,000 for a 1.5 acre residential property. These prices have been attracting home buyers from outside the County since a \$400,000 home would require a median household income of over \$120,000, more than twice the County median family income and three times the figure for the Route 58 study area. In general more than a third of immigration into the County comes from Suffolk, Hampton and Newport News and another 20% come from Chesapeake, Virginia Beach, Norfolk and Portsmouth. Most of the new buyers are younger families with two wage earners.

Rental units are far less prominent in the County housing market since just 19% of County households were classified as renters in the 2000 Census (the national figure is approximately 33%). While the 2000 Census estimated the average rent at \$300 per month, rents associated with new projects are much higher:

- Eagle Harbor: \$930-\$1,300 (\$1.02-\$1.19/SF)
- Wellington Lakes: \$750-\$965 (\$0.97-\$1.10/SF)
- Bradford Mews: \$655-\$730 (\$0.55-\$0.66/SF).

Occupancy in rental units overall at these newer projects was estimated at 98%, indicating very strong demand.

The Route 58 Corridor study area is very different with respect to housing stock from the northern part of the County. Most housing is on rural farm sites and scattered locations. The two concentrations of residential development are the communities of Camptown and Carrsville. The age of the housing stock is similar between the study area and the County although this relationship will change with the large amount of residential development in the Smithfield area. Two important differences are apparent based on the census figures:

- Houses in the study area have a lower median value (\$73,590) compared to the County as a whole (\$114,867).
- There is a higher proportion of renters in the study area (30%).



The Springdale Apartment complex on Route 58 near the Airway Shopping Center property serves elderly renters. There are 80 units and the management company indicated that there is a waiting list of 15 households. The U.S. Federal Department of Housing and Urban Development (HUD) subsidizes rents at this project through the Section 202 program; rents are based on household income, which can't exceed \$17,000/year.

There is very little new housing in the Rt. 58 corridor. Realtors and developers attribute the lack of residential activity in this area to a variety of factors including the lack of infrastructure, appearance of the area and the odor associated with the IP plant.

### Housing Market Conclusion

The County housing market is strong but activity is limited to the northern part of the County:

- The market seems to attract mostly move-ins from elsewhere in the Hampton Roads region and beyond.
- The high cost of lots for development is one factor that seems to put new homes out of the reach of most County residents.

In the study area there has been little residential activity. The baseline projections indicate roughly 10 new housing units per year under current trend conditions. If there were designated sites with appropriate zoning and infrastructure, it is expected that the market would support several times this level of demand. In addition to the potential for

market rate subdivisions over the long term, there seems to be specific needs for affordable housing and rental units, particularly for the elderly.

## 4.7 Hospitality Market

The Isle of Wight Convention and Visitors Bureau (CVB) publishes a pamphlet on historic and other attractions in the County. It lists seven places that offer lodging in the County including three bed and breakfasts:

Figure 4.15 - Lodging, IOW

### Lodging, Isle of Wight County

Name	Location	Price	Rooms
Four Square Plantation	Smithfield	\$75-85	3
Porches on the James	Smithfield	\$105-125	4
Church Street Inn	Smithfield	\$109-149	12
Mansion on Main	Smithfield	\$80-100	4
Smithfield Inn	Smithfield	\$95-155	9
Smithfield Station	Smithfield	\$89-179	42
Econolodge	Carrollton	\$65-72	72
<b>Total</b>			<b>146</b>

Source: Smithfield/Isle of Wight Convention and Visitors Bureau

All of the accommodations are in the northern part of the County, in or near Smithfield. The most recent study of the demand for accommodations (PKF Consulting, Feb. 2001) noted that the EconoLodge had added 24 rooms in 1999 and was keeping room rates low since it accounted for nearly two-thirds of all the rooms in the market area. The same study concluded that there has been growth in this part of the County in the three major segments of demand:

commercial, leisure and group travel. In response to this demand, a new Hampton Inn and Suites with 83 rooms projected opened in early 2009.

The CVB also publishes a Visitor's Guide that identifies leading tourism and recreation attractions. The historic district of Smithfield is the biggest attraction in the County and an important place in the Hampton Roads region. All the major individual attractions are in or near Smithfield, notably historic St. Luke's Church (1632); this is the biggest attraction in the County and drew 10,500 visitors in 2007. The CVB also publishes a map for an audio tour and this tour includes one historic home in the southern part of the County, the Cutchin House known as Oak Crest located on Lee's Mill Road south of Route 58. Oak Crest is a two-story frame house built between 1790 and 1810. It is a Virginia Historic Landmark and is listed on the National Register of Historic Places. Two other notable attractions in the Route 58 area are the annual Christmas parade that takes place on Carrsville Highway in Carrsville which draws about 2,000 watchers, and the group tours of International Paper which take place once per month, May through September, and attract a total of approximately 50 visitors in the season.

### Study Area

There is currently one motel on the Route 58 corridor, the Country Host Inn at the intersection of Route 58 and Airport Road. While the renovation of this complex is underway, the first phase (30 rooms) reopened in 2008. The complete

project will include 91 rooms. Rates will be in the range of \$61-79. The owner is seeking a Best Western franchise and expects it to take effect when the renovation of the other two buildings is complete.

The southern portion of the County is actually a completely different market from Smithfield and the area around it. The City of Franklin and the International Paper complex of businesses drive potential demand for accommodations.

Figure 4.16 - Lodging, Franklin

**Lodging, Franklin, Virginia**

Name	Rooms	
Days Inn	84	\$53-59
Super 8	52	\$59-70
Case House B&B	6	\$95+
Comfort Inn	77	\$79-110
Holiday Inn (under construction)		

Source: Smithfield and Isle of Wight CVB.

Franklin is a city of 8,000 population. Its historic downtown is attractive if not successful from a retail perspective; the new retail space in this area is on Armory Drive to the west of the downtown. The County of Southampton offers a variety of attractions including:

- Paul D. Camp College
- Rawls Museum of Arts
- Southampton Agricultural Museum
- Southampton Forestry Museum

The Isle of Wight County consumer preference survey confirmed that residents of the study area look to Franklin as

the center of the market area. The Hampton Inn was the top choice for accommodations, followed by the Super 8 Motel. Smithfield Station in the northern part of the County was the preferred place for a minority of residents (9 of 56 respondents).

**Hotel Market Conclusion**

Possible sources of demand for accommodations on the Route 58 Corridor include the following:

- Business travelers
- Airport users
- Group travel

There is some activity in each of these categories but very little fundamental change. The key decisive factors with respect to accommodations are:

- Lack of growth in basic components
- Very low traffic
- Lack of any significant tourism attraction
- Competitive environment in Franklin area

With the Country Host Inn (potentially a Best Western) on Route 58 along with construction of a new Holiday Inn on Armory Drive in Franklin just two miles west, there is no support in the area for additional accommodations in the foreseeable future.

### 4.8 Office Market

Isle of Wight County is a very small part of the Hampton Roads regional market. This is a large area that includes over 23 million square feet of general occupancy space plus approximately 3.2 million square feet of owner-occupied space. In 2007 asking rates for office space in this market were in the range of \$15.60-\$16.35 per square foot and the overall vacancy rate was 7.98%. Growth was slow in the past year, just 300,000 square feet in the entire area. The leading trend in the region was the growth of higher density developments that were attracting larger Class-A space tenants.

While there is no inventory of office space in Isle of Wight County it is considered a part of the Southside, one of two subsectors of the regional market. This area includes Portsmouth and Suffolk, the two concentrations of office space that are closest to it. This subsector comprises 15.7 million square feet of office space or 68% of the regional total. More than half of this space is Class B Multi-tenant (see figure 4.17). Class A space refers to new or very recently constructed office buildings that are the best in the area. Class B companies space of good quality but constructed more than 5 years ago. Class C is older renovated space that lacks up to date amenities.



Figure 4.17 - Office Space

Type of Space	Net Leaseable Area	Perc. Of Inventory
Class A Multi-tenant	4,883	31.1%
Class B Multi-tenant	8,286	52.7%
Class C Multi-tenant	353	2.2%
Subtotal Multi-tenant	13,522	86.0%
Owner occupied	2,201	14.0%
<b>Total</b>	<b>15,723</b>	<b>100.0%</b>

Source: E.V. William Center for Real Estate and Economic Development (CREED), Old Dominion University; Thomas Point Associates, Inc.

The nearest concentration of space to Isle of Wight County and the Route 58 corridor study area is in downtown Suffolk, a 20 minute drive from Carrsville. A smaller concentration is in downtown Franklin, a 5-minute drive west of Camptown. Of the two areas, the Suffolk submarket is by far larger with a total of approximately 820,000 square feet of space or 3.6% of the regional total. Absorption was actually negative in 2006 since the amount of vacant space increased by 30,000 square feet in that year.

Office rents in the Southside market area are in the range \$11-19 depending on type and location of space as shown in the table below.

Figure 4.18 - Office Rents

Type of Space	Avg. Rent	Perc. Vacant
Class A	\$ 19.16	4.9%
Class B	\$ 14.49	10.1%
Class C	\$ 11.14	4.1%
<b>Total</b>	<b>\$ 16.08</b>	<b>8.0%</b>

Source: E.V. William Center for Real Estate and Economic Development (CREED), Old Dominion University; Thomas Point Associates, Inc.

#### Isle of Wight County

There is a small market for general occupancy office space in Isle of Wight County, consisting primarily of legal, medical and consultant tenants. It is almost completely located in Smithfield. There is also corporate owner-occupied space associated with major companies in Smithfield.

Even the more heavily travelled Route 460 corridor has very limited general occupancy space, or light industrial/flex space. There is some sign of this in Windsor but it seems limited to financial services and special health care. The nearest location in the County for this type of office activity is Windsor Commons, north of Carrsville.

International Paper in Camptown has a corporate building in the center of the factory complex. There are other companies that also have small office components in industrial complexes. There is really no professional space anywhere on the Route 58 corridor. Residents travel north to Suffolk and Smithfield or west to downtown Franklin for most professional services.

### Office Market Conclusions

There is essentially no general occupancy office development in the southern part of the County and the only corporate office space is what supports manufacturing and distribution businesses in the area. Somewhat surprisingly there is no professional office space for legal, medical and other services in population-driven professional categories and no concentration of light industrial flex space. As population grows there will be a corresponding need for a small service/office center and light industrial flex space. This would probably be in the context of a small shopping center or mixed-use complex that could include 10,000-15,000 square feet.



### 4.9 Overall Conclusions

Isle of Wight County is growing in importance in the region in terms of economic development and the market sectors surveyed. The County is at an early stage of development compared to other locations in the region but it is beginning to gain recognition.

The County is not just one place. The northern part of the County is an active participant in the Hampton Roads region, albeit on the edge, while the southern part, essentially the Route 58 corridor, is a part of Southside Virginia, a rural area that is changing slowly and has yet to feel the full impacts of rapid regional growth. However there is a sense that this area is next after the Route 460 corridor and the ongoing changes in the City of Suffolk are indicative of the speed of potential change.

From a market potential perspective the corridor study area has the following advantages:

- Many large properties (100+ acres under single ownership)
- Proximity to rail service of CSX and Norfolk Southern
- Airport
- Good road and regional access
- Large companies in area
- Available utilities (potential to extend water and sewer)
- Higher elevation than downtown Franklin

However there are significant constraints:

- Limited water and sewer service.
- Lack of population to support retail development
- Low traffic; AADT figures would not support commercial development
- Intense commercial competition (Armory Drive in Franklin)
- Vulnerability due to predominance of one industry, paper
- Smell of paper plant (west end of corridor)

The future could hold significant change for the southern part of the County as the regional economy rebounds and the Port continues to expand. The market sectors that are most promising are the residential and industrial. Growth in these sectors could facilitate some additional but still limited retail and office/service space. The types of actions that are most likely to affect alternatives for the Route 58 corridor include:

- Physical improvements to improve Route 58 and the image of the area
- Extension of water and sewer
- Zoning changes and infrastructure to support development.
- Designation of an industrial park
- Use of incentives perhaps based on adjustments to proffer requirements
- Development of attractions to increase tourism (e.g., historic sites, farm market)
- Application of funds to preserve selected farmland in the area

## 5. FRAMEWORK PLAN DEVELOPMENT

### 5.1 Development of the Framework Plan

The first Public Forum on the Route 58 Economic Development and Land Use Plan was held on January 29, 2008. The meeting was facilitated by the County staff and the consultant team and involved participation from over 60 people, including members of the Southern Development Committee, Board of Supervisors and Planning Commission. As part of this Forum, a facilitated mapping exercise was conducted where the participants were invited to share their ideas for the future of the Rt. 58 corridor and to locate potential new development centers of activity along the corridor.

The results of this exercise were compiled by the consultant team and used to develop a “Framework Plan” showing the consensus of public input on where new centers of activity and growth should occur in the future. The Framework Plan is shown on the following page.

The Framework Plan was generated to serve as a starting point for the development of the Alternative Scenarios in the next phase of the project. It represents all the potential locations that were envisioned for future growth by the public in the mapping exercise. However, the market and economic analysis showed insufficient market potential for all of these activity centers to be developed within a 30 year or longer time horizon. Therefore, the Alterna-



ive Scenarios looked at market-feasible development scenarios, but did so within the context of the consensus-based Framework Plan, so that they would still be reflective of the public vision for the corridor.

# FRAMEWORK PLAN

3-24-08

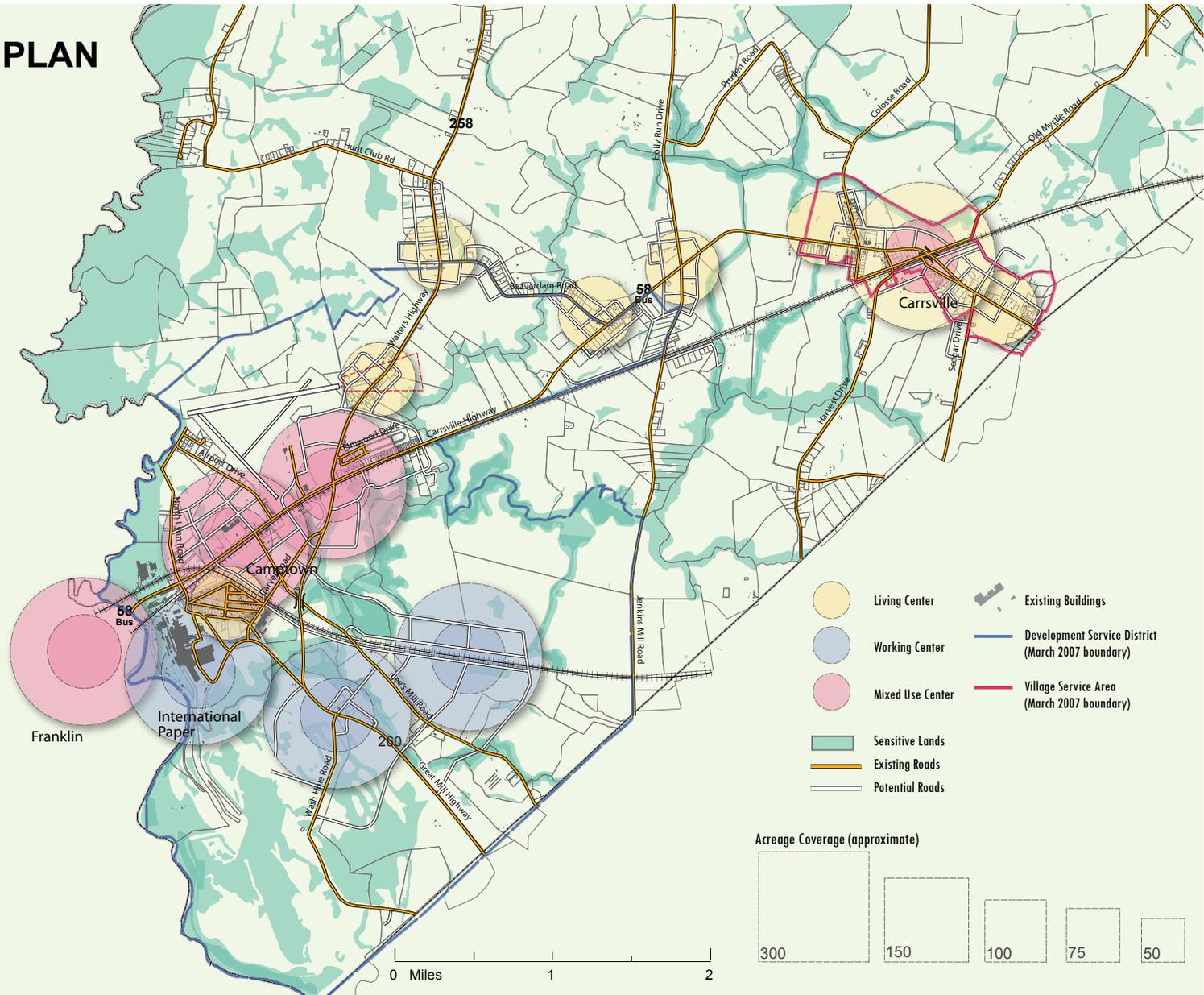


Figure 5.1 - Framework Plan

## 6. ALTERNATIVE SCENARIOS

### 6.1 Background

Following the first Public Forum and the development of the Framework Plan, the consultant team and County staff took the input from the mapping exercises and generated a series of three Alternative Development Scenarios for the corridor. These scenarios represent three distinct development patterns that could potentially emerge in the Route 58 Corridor over 30 or more years, based on the general desires of the community and the results of the economic development and market study. It is important to note that these scenarios were interim products developed to allow the public to consider alternative futures and the implications of various development patterns. They do not reflect current zoning and were not constrained by current land use policies. The purpose of the exercise was to allow citizens to develop a more detailed vision for the Route 58 corridor that could serve as the basis for more detailed land use policies and the inclusion of specific strategies in the Comprehensive Plan to encourage implementation of the new vision for the corridor through individual rezoning and development applications.

The following sections summarize (i) projected demand for jobs and housing in the corridor study area over the next 20 to 25 years based on the findings of the economic development and market study (ii) an approximation of the acreage of land that would be required to accommodate demand based on different rates of growth (iii) a summary of development types that might be appropriate in the corridor. All of these elements are used in various com-

binations as inputs for the Trend Scenario, which assumes the current pattern of scattered development will continue without any additional utility improvements, and the three Alternative Scenarios, which assume development will occur in distinct patterns that may be dependent on utility improvements.

### 6.2 Baseline Capacity & Assumptions

As previously noted in the Economic and Market Analysis section of this report, if the study area grows at the same rate that is projected for the County as a whole in the Comprehensive Plan, (an annual rate of growth of 1.3% per year), the study area would be expected to accommodate 25 new residents per year and 10 new housing units per year. The acreage required to accommodate future residential development in the corridor would vary depending on residential development densities. Also, as previously noted, job projections developed by the Hampton Roads Planning District Commission indicate that there could be 1,643 new jobs in the corridor study area over a 26-year period (63 per year) and that 91% (1,501) of the new jobs would be in manufacturing, distribution, service and other non-retail sectors. Using this baseline projection of 1,501 new jobs in manufacturing, distribution and service sectors would indicate a minimum demand for 75 acres of industrial land (20 jobs per acre is an accepted planning standard for industrial uses frequently used by the Urban Land Institute) over the next two decades. An aggressive

economic development approach, designed specifically to attract appropriate industrial uses to the study area would support an industrial park of 3 to 4 times that size.

The following summarizes the assumptions about the baseline market capacity of the corridor as derived from the preceding market analysis and the land area needed to accommodate each type of use. A low, medium and high growth option is presented for the three major categories of land use anticipated in the corridor: residential, industrial and retail. Aggressive public and private actions to promote economic development would likely accelerate or increase the demand for industrial uses in the corridor. Residential development in the area will be influenced more by the availability of utilities. No expansion of utilities is anticipated in the assumptions for the low rate of residential development, public water service is assumed for the medium level of residential development and the high level assumes public sewer and water service is available. Options for extending utilities into the Camptown DSD, Carrsville and along the Route 58 corridor will be discussed later in this report. Retail development typically follows residential development and it is anticipated that accelerated or additional residential development would accelerate or increase the demand for retail uses. Population projections are not included in the assumptions since such estimates would vary by unit type and because the primary purpose of the exercise was to obtain future acreage demands and to assess alternative physical development patterns. It should be noted that the time horizon for the baseline assumptions is 25 years. More specific examples about what

the form these general categories of development may take is included in the following section of this plan.

#### Residential Assumptions:

LOW (assumes no sewer or water extensions)

10 units per year for 25 years = 250 units

Average density of 3 units/acre, yields **83 acres**

MEDIUM (assumes public water to entire area and limited public sewer extensions)

30 units per year for 25 years = 750 units

Average density of 3 units/acre, yields **250 acres**

HIGH (assumes public water & sewer to entire area)

50 units per year for 25 years = 1,250 units

Average density of 3 units/acre, yields **416 acres**

#### Industrial Assumptions:

LOW (baseline trend, assumes no economic development activity)

1,500 new jobs in 25 years

Average of 20 jobs/acre yields **75 acres**

MEDIUM (assumes moderate economic development activity)

3,000 new jobs in 25 years

Average of 20 jobs/acre yields **150 acres**

HIGH (assumes aggressive economic development activity)

6,000 new jobs in 25 years

Average of 20 jobs/acre yields **300 acres**

#### Retail Assumptions:

LOW (assumes 250 new homes)

10,000 s.f. convenience retail

Average of .25 FAR yields **1 acre**

MEDIUM (assumes 750 new homes)

30,000 s.f. convenience retail

Average of .25 FAR yields **3 acres**

HIGH (assumes 1,250 new homes)

100,000 s.f. destination retail

Average of .25 FAR yields **9 acres**

#### Office Assumptions:

AVERAGE

Assumes 1 office complex of 10,000 s.f.

Average of .3 FAR yields **1 acre**

#### Hospitality (hotel/motel) Assumptions:

AVERAGE

Assumes 1 hotel/motel of 75 rooms

Average footprint yields **3 acres**

#### Civic / Governmental Assumptions:

AVERAGE

Community Center – Assume 1 at 10,000 s.f.

Park & Outdoor Recreation Center Assume 2 at 3 ac. each

Fire Station – assume 1 at 10,000 s.f.

## 6.3 Development Types

In addition to identifying the baseline assumptions for Alternative Scenarios; County staff and the consultant identified Development Types that might be appropriate for this corridor based on the market analysis and economic development study. It is important to note that these development types were used to produce an interim product intended to provide more detail in evaluating a future vision for the corridor and to help the public visualize such uses. The development types listed below and specific uses, intensities and densities were not evaluated for conformity with the existing comprehensive plan or existing zoning regulations; actual development of these land use types, if recommended for development in the corridor, may require revisions to the Comprehensive Plan and/or the Zoning Ordinance. The following is a summary of the key types of development that were used to make the Alternative Scenarios more realistic, along with typical uses and approximate density/intensity associated with each development type; not all uses will be included in the scenarios.

**RESIDENTIAL**

**Low Density Single Family Detached**

Large lots – 1/2 - 2 acres; generally rural settings, usually on well and septic systems

**Moderate Density Single Family Detached**

Moderate lot sizes – 1/4 to 1/2 acres; generally on public water and sewer or clustered communal systems

**Medium Density Single Family Detached**

Small lot sizes – 1/8 to 1/4 acre; on public water & sewer – compact village-like development pattern

**Mixed Density Single Family Detached & Attached**

Mixture of small-lot single family attached units; duplexes and townhomes in a compact neighborhood usually centered around a communal green or open space

**Mixed Density Multi Family Attached**

Multi-family walk-ups and small scale garden apartments, mixed in a compact neighborhood with attached and small single family detached units usually centered around a communal green or open space.

development type: RESIDENTIAL



Figure 6.1 - Residential Development Type

**INDUSTRIAL**

**Bulk Warehouse Space - Manufacturing**

Use: immediate storage to long-term distribution.  
 Size: typically large, 100,000 SF and larger.  
 Extensive loading capabilities: docks and drive-in doors.  
 High ceilings: 20 feet and 30 feet + in new buildings.

**Flex Space: Office/Showroom**

Use: combines office (40%), warehouse (40-60%) and retail showroom (20%).

Size: buildings range from 20,000 to 150,000 SF.  
 Loading capabilities: typically, offer one dock per 10,000 SF.  
 High ceilings: average ceiling height is 20 feet.  
 Parking: typically, 2.5 spaces per thousand square feet.  
 Front exterior features upscale finishes.

**Flex Space: Multi Tenant**

Use: combines office, light manufacturing, assembly and warehouse/distribution.  
 Size: tenant units from 5,000-15,000 SF typically in buildings of 80,000-120,000 SF.  
 Loading capabilities: Buildings typically load from docks and drive-in doors; facilities may be shared; buildings commonly have loading in front and back.  
 High ceilings: ceiling heights range from 16-24 feet.

**development type: INDUSTRIAL**

Figure 6.2 - Industrial Development Type

**RETAIL**

**1. Neighborhood Shopping Center**

Approximately 50,000 – 100,000 s.f. mixed retail shopping center with a grocery store as anchor and local retail, service and restaurant businesses in tenant spaces ranging from 1,000 – 10,000 s.f.

May have a pad site restaurant, bank or gas station

Generally requires significant residential land use in the vicinity – ranging from 1,000 to 2,000 homes within a 10 minute drive

**2. Convenience Shopping Center**

Approximately 12,000 – 20,000 locally-oriented retail with tenant spaces ranging from 1,000 – 5,000 s.f. including uses such as restaurant, dry cleaners, convenience grocery store

**3. Super Service Station**

Service Station with associated convenience retail building of 1,000 – 5,000 s.f.

May also include small restaurant, car wash or other auto-oriented service uses

**development type: RETAIL**



Figure 6.3 - Retail Development Type

**OFFICE**

Small local office complex of approximately 4,000 – 10,000 s.f. with multi-tenant office space for local medical, legal or service providers

**HOSPITALITY**

Hotel/motel of approximately 50-100 rooms and associated restaurant

**CIVIC / GOVERNMENTAL**

- Library – 5,000 – 15,000 s.f.
- Community Center – 5,000 – 10,000 s.f.
- Park & Outdoor Recreation Center – 5 – 40 ac.
- Fire Station – 10,000 – 25,000 s.f.
- Police sub station 5,000 – 15,000 s.f.
- Indoor Recreation Center 20,000 – 40,000 s.f.

development type: VARIOUS



Figure 6.4 - Various Development Types

### 6.4 Potential Alternatives

Using the above assumptions, the following Trend Scenario and Three Alternative Future Scenarios were developed for the corridor. As previously noted, these scenarios were prepared as an interim product to test the potential impact of alternative land use patterns using various assumptions about the type, rate and general location of development using the market study findings about what might be appropriate for the Route 58 corridor. The scenarios, as mapped, do not take into account existing constraints such as current Comprehensive Plan policies or existing zoning regulations. Actual future development will depend on actions taken by the County to promote particular development types and patterns and by individual landowners through development applications.

#### Trend Scenario

This scenario assumes a continuation of current development trends and patterns without utility extensions and without any increase in economic development activity above what has been projected for the area based on regional job forecasts. The Trend Scenario is the baseline for comparison with the three Alternatives that follow. The Trend Scenario assumes no extension of central utilities within the time frame of this study. The Trend Scenario, as mapped, shows one possible option for development that might occur over the next 25 years with the overall number of residential units at the lowest projected level (baseline trend) and the acreage of land that could be expected to develop for non-residential uses at the lowest projected

level (baseline trend). It should be noted that the total acreage depicted for development under this scenario could be higher if the scattered residential development occurred on larger lots. In the Trend Scenario, development is assumed to be of three basic types:

- Continuation of small scale industrial businesses in the vicinity of International Paper and along Route 58 and in the vicinity of / Route 258/Great Mill Highway
- Scattered new rural residential development on well and septic along the major road frontages in the area
- Minor new convenience retail or restaurant/gas station at major intersections

Figure 6.5 - Trend Scenario Land Use Table

LAND USE	Units/Square feet	Acres
Industrial	1,500 jobs	75 acres
Residential	250 units	83 acres
Retail	10,000 sf	1 acre
Office	-	-
Hospitality	-	-
Civic		1 acre
TOTAL		160 ACRES

# TREND SCENARIO

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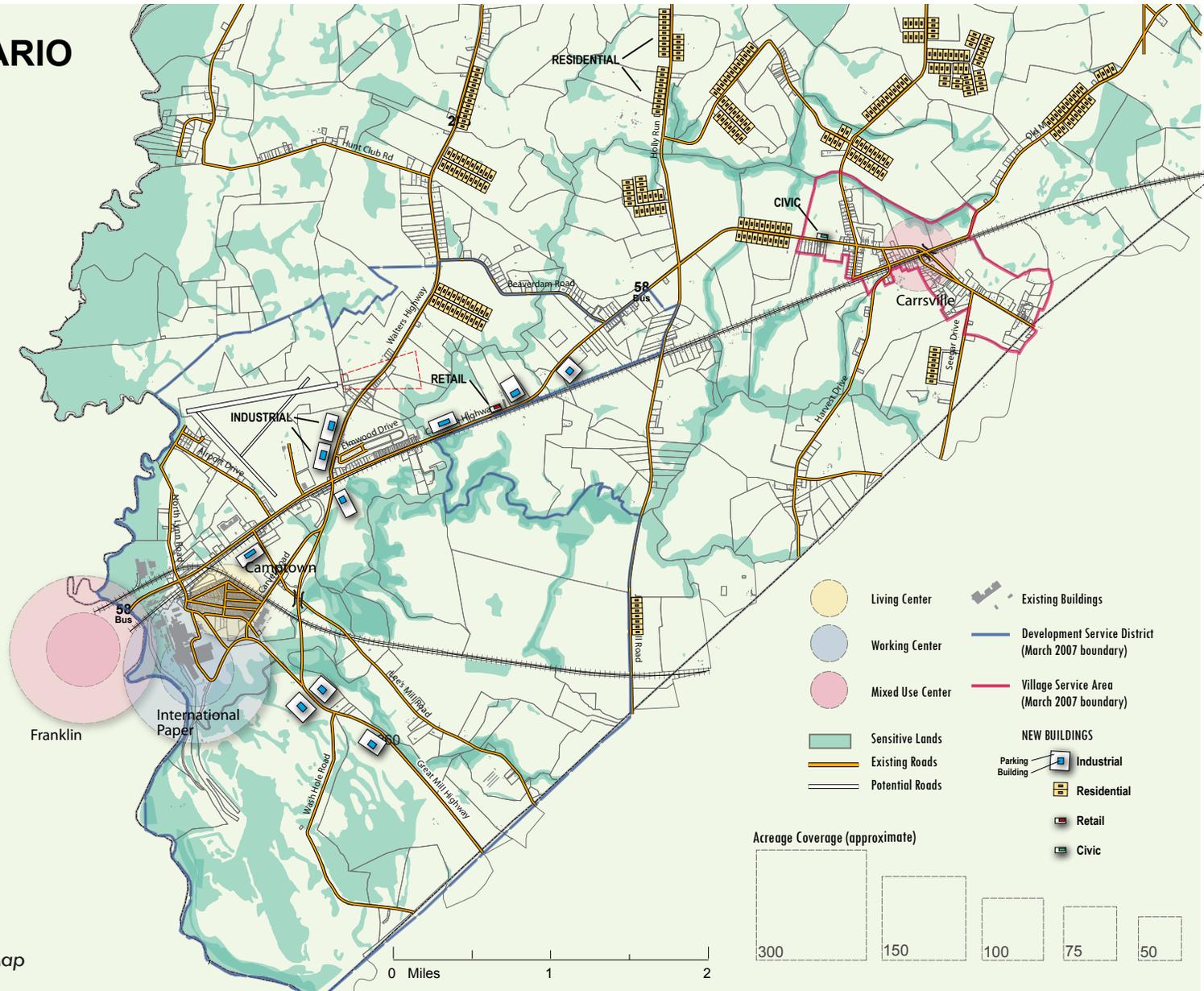


Figure 6.6 - Trend Scenario Map

## A. “New Industrial Center”

The New Industrial Center Scenario Assumes that the primary influence on growth in the corridor will be new industrial development and that it will be focused along Route 258, Route 616, the existing International Paper plant, and the railroad frontages. The New Industrial Center Scenario as mapped shows how development might occur over the next 25 years with the overall number of residential units at the lowest projected level (baseline trend with no sewer and water improvements) and the acreage of land that could be expected to develop for non-residential uses at the highest projected level (aggressive economic development activity). This scenario assumes a wide range of industrial uses and some growth in commercial services to support new jobs and industries. It also assumes some limited residential growth in the Carrsville area. In this scenario, non-residential development activity in the area would outstrip residential development activity. For this scenario to occur, Comprehensive Plan policies, zoning regulations, utility policies and public and private actions would be geared toward encouraging focused non-residential growth in the vicinity of International Paper, south of Route 58 and focusing new residential growth in Camp-town and Carrsville.

Figure 6.7 - New Industrial Centers Land Use Table

LAND USE	Units/Square feet	Acres
Industrial	6,000 jobs	300 acres
Residential	250 units	83 acres
Retail	30,000 sf	3 acres
Office	10,000 sf	1 acre
Hospitality	75 rooms	3 acres
Civic		3 acres
<b>TOTAL</b>		<b>390 ACRES</b>

# INDUSTRIAL CENTERS SCENARIO

3-24-08

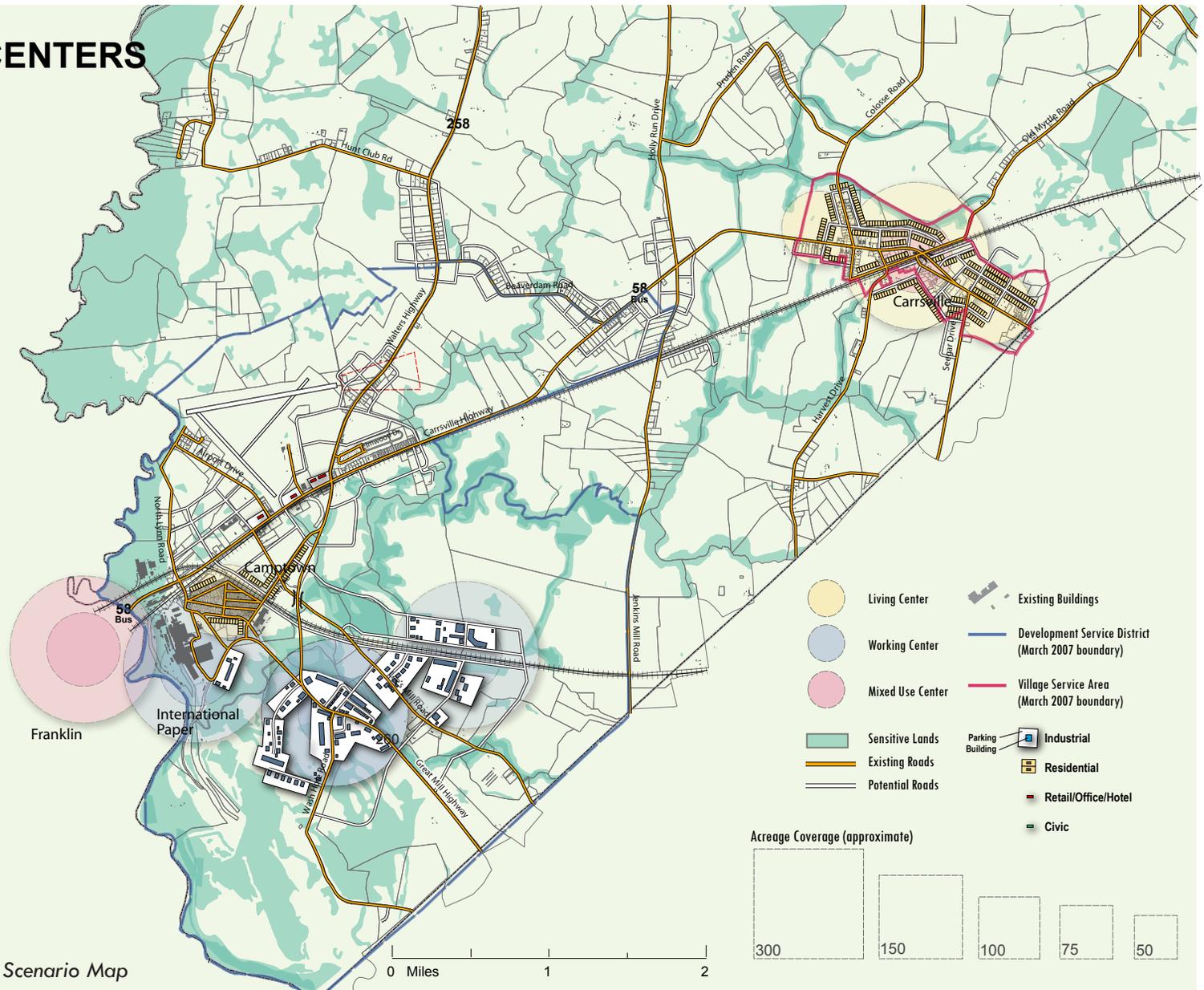


Figure 6.8 - Industrial Centers Scenario Map

## B. “Town Edge”

The Town Edge Scenario assumes that the primary influence on growth in the corridor will come from proximity to development in and around the City of Franklin. The Town Edge Center Scenario as mapped shows how development might occur over the next 25 years with the overall number of residential units at the medium projected level (moderate residential growth with some sewer and water service) and the acreage of land that could be expected to develop for non-residential uses also at the medium projected level (moderate economic development activity). Economic activity, predominantly in the form of industrial development, will be centered on Route 58 expanding east from the City/County line and diminishing as the distance to Franklin increases. New uses will be a combination of mixed density affordable and elderly housing, small convenience retail, and small flex industrial development. This scenario also assumes some expansion of Camptown and some limited new residential development in the Carrsville area. For this scenario to occur, Comprehensive Plan policies, zoning regulations, utility policies and public and private actions would be geared toward encouraging growth in and around existing population centers and promoting economic development along Route 58, near Franklin.

Figure 6.9 - Town Edge Scenario Land Use Table

LAND USE	Units/Square feet	Acres
Industrial	3,000 jobs	150 acres
Residential	750 units	250 acres
Retail	30,000 sf	3 acres
Office	10,000 sf	1 acre
Hospitality	75 rooms	3 acres
Civic		2 acres
TOTAL		409 ACRES

**TOWN EDGE SCENARIO**  
3-24-08

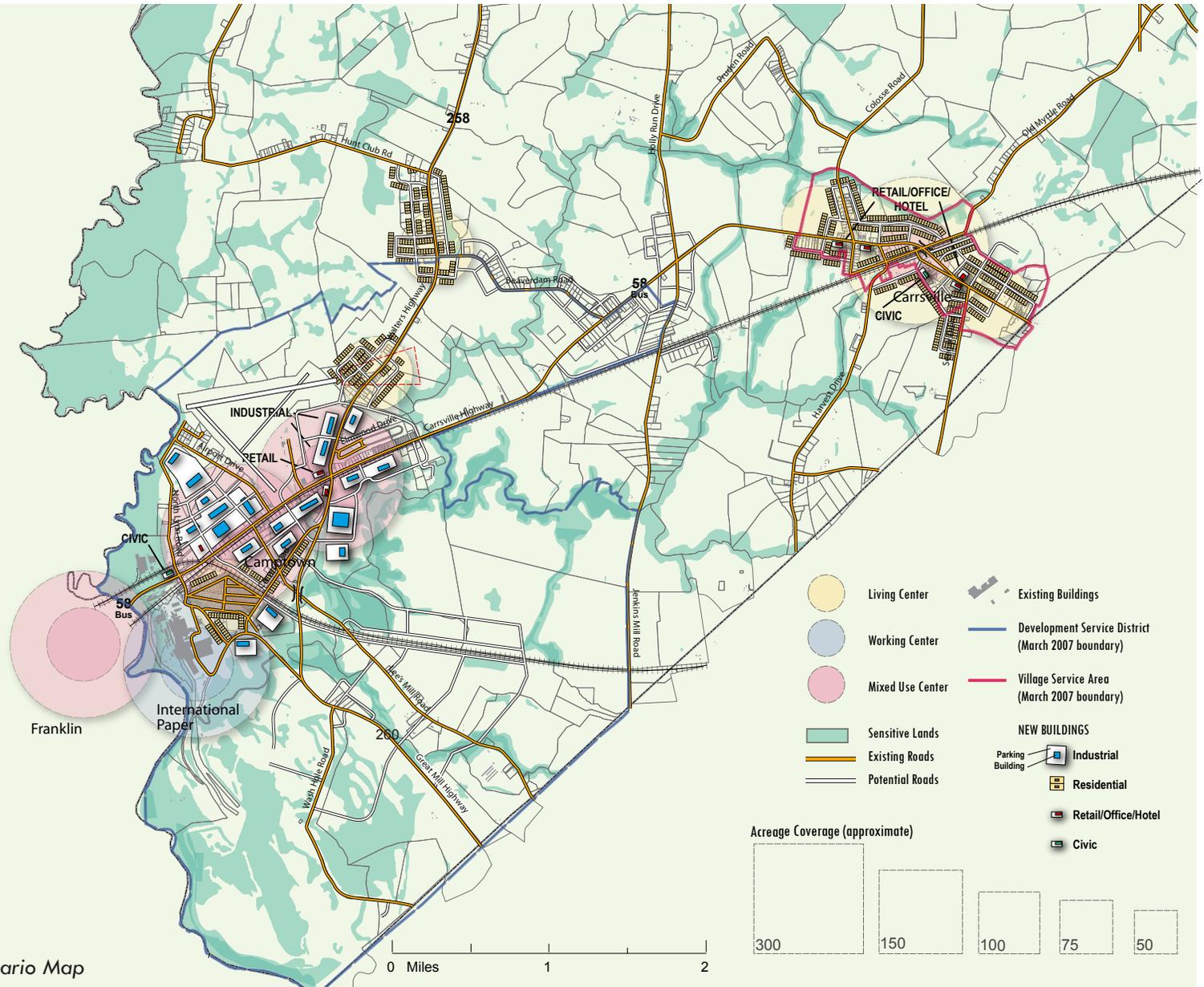


Figure 6.10 - Town Edge Scenario Map

**B. “Rural Village”**

The Rural Village Scenario assumes that the primary development activity will be new residential development, made possible by the extension of central utilities in the area. The Town Edge Center Scenario as mapped shows how development might occur over the next 25 years with the overall number of residential units at the highest projected level (high residential growth with extensive sewer and water service) and the acreage of land that could be expected to develop for non-residential uses at the lowest projected level (baseline trend) for industrial uses but high levels for retail uses. Residential development is extensive and centered in the Carrsville area, at existing crossroads in the form of rural village clusters and along some rural roads in the form large-lot subdivisions. This scenario assumes retail development and limited office uses to support the new residential development, as well as limited new industrial development in the vicinity of the railroad and Camptown. For this scenario to occur, Comprehensive Plan policies, zoning regulations, utility policies and public and private actions would be geared toward encouraging residential growth in compact nodes on central utilities in Carrsville and at rural crossroads with only limited industrial development near railroad lines, away from residential areas.

*Figure 6.11 - Rural Village Scenario Land Use Table*

LAND USE	Units/Square feet	Acres
Industrial	1,500 jobs	75 acres
Residential	1,250 units	416 acres
Retail	100,000 sf	9 acres
Office	10,000 sf	1 acre
Hospitality	75 rooms	3 acres
Civic		2 acres
TOTAL		409 ACRES

# RURAL VILLAGES SCENARIO

3-24-08

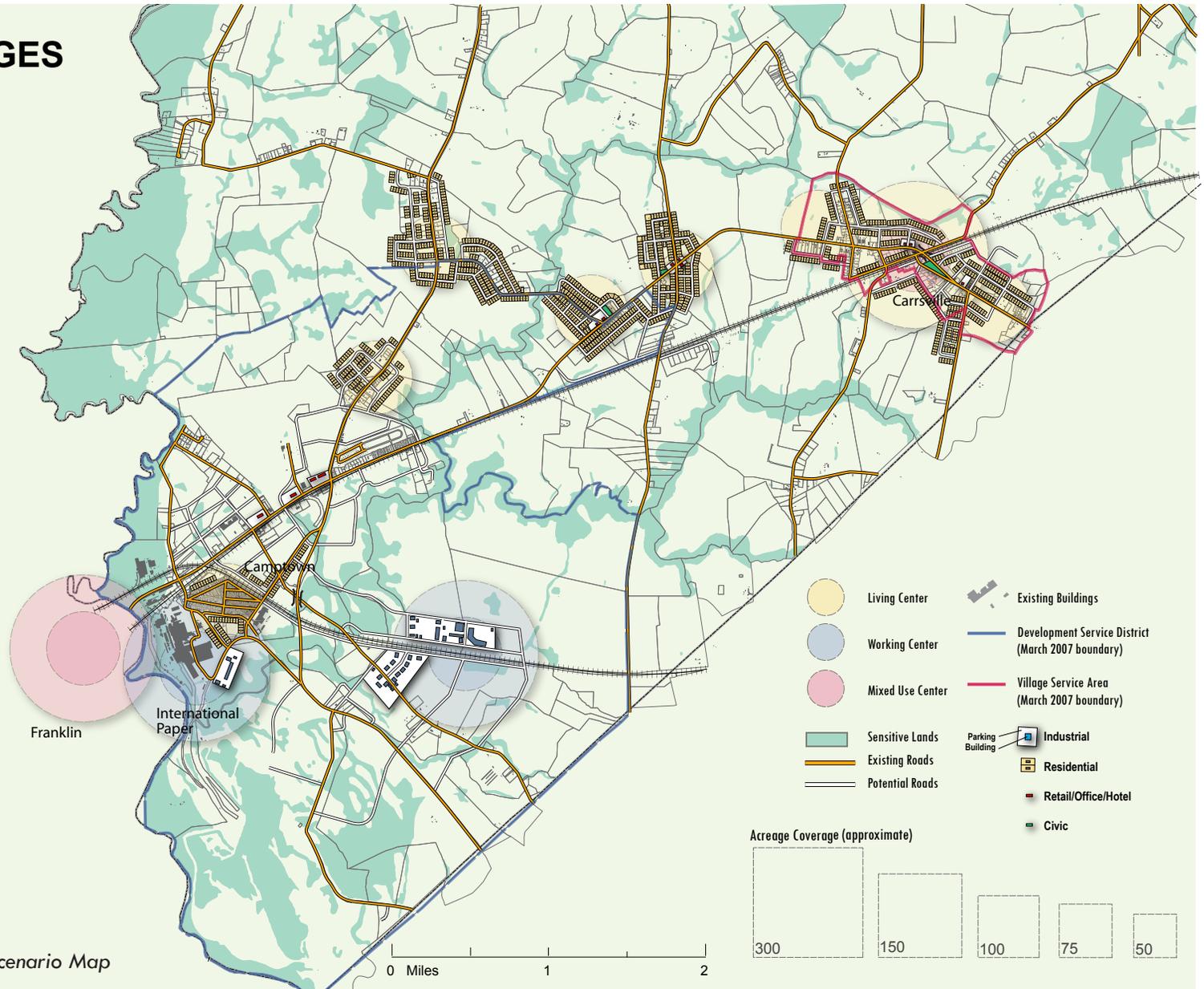


Figure 6.12 - Rural Villages Scenario Map

## 7. SCENARIO EVALUATION

After the Alternative Development Scenarios were completed, they were tested by the consultant team for traffic and market performance and compared carefully. The following summarizes the projected traffic and economic performance of each alternative:

### 7.1 Traffic Comparisons

The traffic analysis of the Alternatives Future Scenarios looked at trip distributions and Average Daily Trips (ADTs) for different segments of Routes 58 and 258. The maps on this page illustrate the traffic distribution percentages on major roadways today and as expected for each scenario. The slight differences in the projected traffic distribution are a result of the variation in the proposed development and land use pattern associated with the scenarios. The chart illustrates current traffic volumes and the differences in the projected ADTs for the study area by major roadway segment for each scenario. While the "Trend Scenario" has the lowest overall projected ADTs, it is because it also has the lowest level of new development. Of the three Alternative Future scenarios, the most balanced in terms of traffic impacts on the different links of each roadway is the "Town Edge" scenario. However, the analysis also shows that none of the scenarios had excessively high ADTs for the roadway capacity at full buildout. The capacity of these segments of Route 58 and Route 258 can generally accommodate the projected traffic volume, in their current

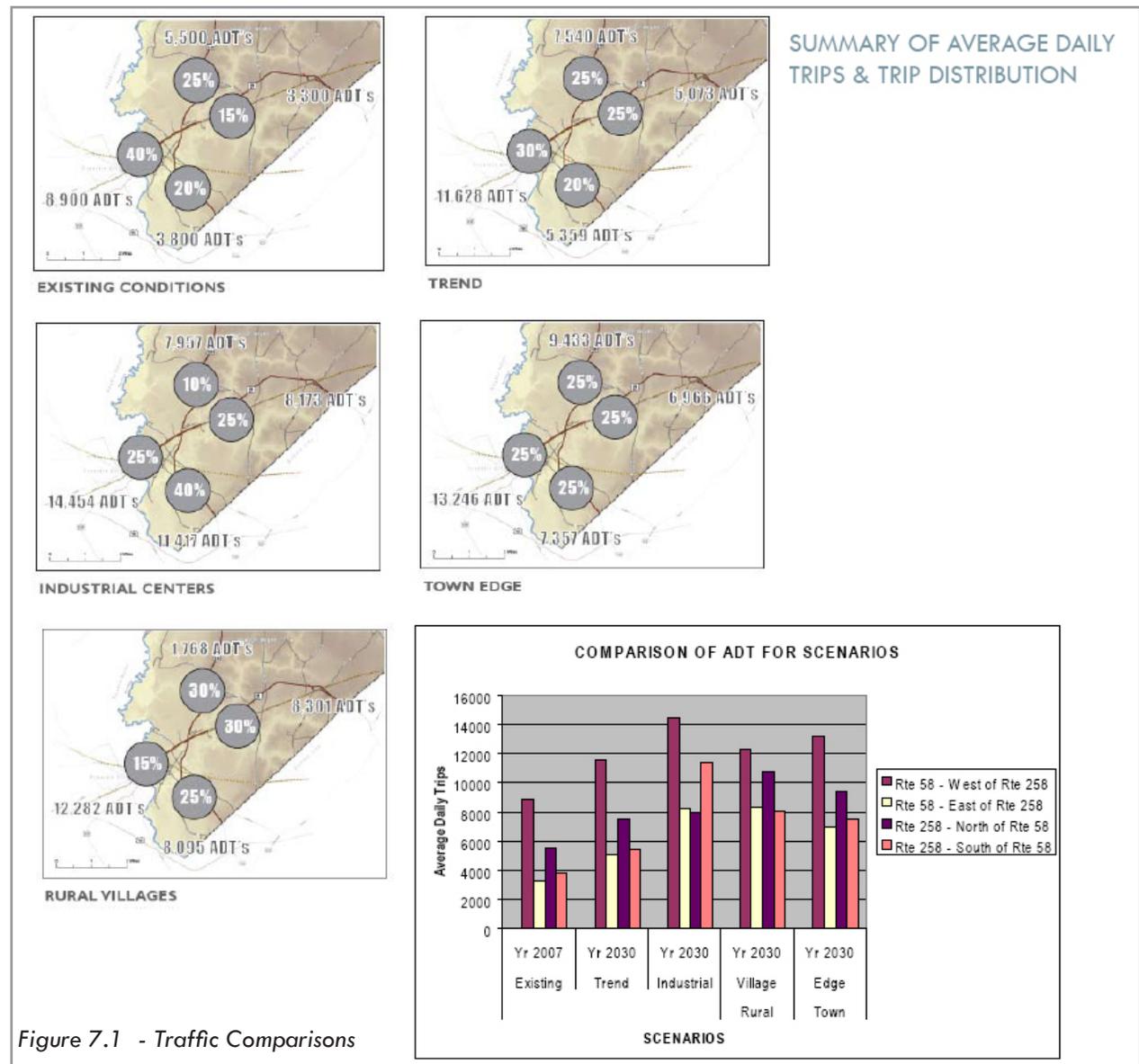


Figure 7.1 - Traffic Comparisons

configuration, under each scenario over the next 25 years. However some improvement may be required to the portion of Route 58 west of Route 258 under the Industrial and Town Edge Scenarios since projected traffic volumes slightly exceed acceptable levels by 2025. It is likely that project related improvements typically associated with individual development proposals, such as frontage improvements, consolidated entrances, improved inter-parcel access, and similar measures in that vicinity would help address this issue.

## 7.2 Market Comparisons

The Alternative Future Scenarios were also analyzed from a market standpoint. This analysis was qualitative and looked at how the uses proposed in each scenario compared with the conclusions of the initial market study for the project. The market findings for each Alternative are summarized below:

### Overview: Market Context for Alternative Future Scenarios

- Residential development potential is stronger on the east end of the Corridor than the west end because it is located farther away from major industrial uses that generate truck traffic and noise; additionally, the west end is closer to regional employment centers in core Hampton Roads communities.
- Proximity to the expanding center of Hampton Roads and Port is a positive factor for residential and non-residential development

- Industrial development potential in the corridor is strong but long-term (5-10 years and beyond).
- There is insufficient demand to support current retail space under existing conditions; however commercial/retail development will follow new residential development.

### A. Industrial Centers

- Residential development potential is limited by the manufacturing activity in the corridor.
- There is adequate land and market for industrial development along Routes 58 and Route 258 and by the airport.
- The Alternative promotes the potential redevelopment of the former Airway Shopping Center site as a focus for commercial activity.
- The higher level of industrial development is positive for the County because it increases revenues without increasing demands for services as much as residential development.

### B. Town Edge

- Additional residential development is unlikely on this scale at the western end of the corridor study area because of the existing level of industrial development in the area which is associated with truck traffic and odor.
- Existing hotel accommodations in the corridor are more than sufficient. There could be the potential for specialty uses like bed and breakfasts if the appearance of the corridor improves and there is a long term, concerted effort to promote historic and recreational attractions in the area.

- The former Airway Shopping Center could be redeveloped for limited office and retail use.
- There is probably support for additional commercial services in the area to support truck operations.

### C. Rural Villages

- Residential development could be built out in a short time.
- Rural village clusters should be a viable alternative for home buyers.
- Additional housing will promote office and retail development that could be satisfied within the rural villages, particularly if the commercial uses are small-scale, and attractively designed to fit-in to existing historic communities or if the new village commercial areas are designed to be attractive destinations.
- Industrial growth under this alternative is very modest.
- New hotel/motel development is unlikely.

### 7.3 Public Input on Alternatives

At the Second Public Forum, held in Carrsville on April 1, 2008, the community and stakeholders had an opportunity to review the Alternative Scenarios and to provide input toward the selection of a Preferred Future Alternative. The meeting was facilitated by the County staff and the consultant team, and included participation from over 35 people, including members of the Southern Development Committee, Board of Supervisors, Planning Commissioners and the public at large. The goal of this workshop was to review the Alternative Future Scenarios for the corridor, solicit input and evaluation of each alternative, as well as input on a potential preferred alternative or combination of the alternatives.

The results from the small group mapping exercises are summarized in Appendix C of this report. The overall preferred Future Alternative from the exercises was the Industrial Centers Alternative. However, there were numerous comments and suggested refinements to this Alternative. Some of these are summarized below:

Suggested Changes to the Industrial Centers Alternative:

- The Rt. 58/258 intersection should be more of a mixed use complex
- Add some housing outside Carrsville in a series of clusters (e.g. along Rts. 58 & 258)
- Is important to provide alternative housing options for Camptown residents
- Refine the scenario to avoid landfills, County land and historic homes
- Development should be coordinated with sewer extension (e.g. from Holland area or Franklin)
- More mixed use is needed near the industrial areas

Based on this input, the consultant team and County staff developed a Future Land Use Plan, which became the basis for the final corridor master plan.



## 8. FINAL MASTER PLAN

The purpose of the Route 58 Economic Development and Land Use Study is to identify a vision and a strategy for how future growth and potential quality of life enhancements can occur in the Camptown Development Service District and the Route 58 corridor. Isle of Wight County has recognized the significance of community corridors like Route 58 by establishing a comprehensive analysis and master planning process for this and other corridors of significance in the County.

The master plan for the Route 58 corridor is based on extensive economic, land use and transportation analysis, and most importantly on the community involvement process with the public, as well as focused work with the Southern Development Committee (SDC), to create a truly broad-based plan with community support. The following section describes the plan in greater detail, including the overall Future Land Use Plan for the Camptown DSD, and a potential Illustrative Development Plan and Phasing Plan as well as details of the intended design features of the plan.

### 8.1 Recommended Future Land Use Plan

The input from the first two Public Forums and the SDC meetings was incorporated into a draft Future Land Use Plan that was reviewed by both the SDC and the public at large at the June 30, 2008 workshop. The results of the workshop were to affirm the Future Land Use Plan shown in Figure 8.1. While this plan differs in some respects from the current comprehensive plan land use designations for the Camptown DSD, most areas have not changed dra-

matically and the overall DSD boundaries were not recommended to be changed from the most recent configuration adopted with the Comprehensive Plan Update of October 2008.

As noted above, there are some differences in the Camptown DSD Land Use Map adopted in October 2008 and the Future Land Use Map included in this plan, most notably in the vicinity of Franklin Municipal Airport. Most of the land surrounding the airport that was designated for Planned Industrial Development has been re-designated for Business and Employment uses that would include a mix of light industrial uses and flex-industrial uses that might include both a wholesale and limited retail component. Heavier, planned industrial uses are proposed closer to existing rail lines.

One area in the vicinity of the airport, adjacent to existing residential development on Airport Drive has been re-designated from Planned Industrial to Mixed Use. This revision reduces opportunities for conflict between existing residences and industrial uses and allows for a range of housing types and price ranges to provide a transition from existing residential areas to business and employment areas. Often, apartments and non-single family residences can be better configured to provide for transitions to non-residential uses than single family homes.

Two small areas on the south side of Rt. 58 were likewise re-designated to Mixed Use, from Planned Industrial, in the vicinity of Carver Road and Jamestown Lane for similar

reasons. Areas located along Route 258, north of Route 58 are now proposed for mixed use development, rather than suburban residential and business and employment, also to promote a wide range of housing types in the Camptown area. Finally, one other difference between the adopted Camptown DSD plan and the Future Land Use Plan map in this document is that an area directly in the path of the Franklin Municipal Airport has been re-designated from Mixed Use and Suburban Residential to Business and Employment to avoid land use conflicts with airport overflights. The revised land use map in this plan will take precedence over the Camptown DSD land use plan, once adopted.



Draft  
Future Land Use Plan

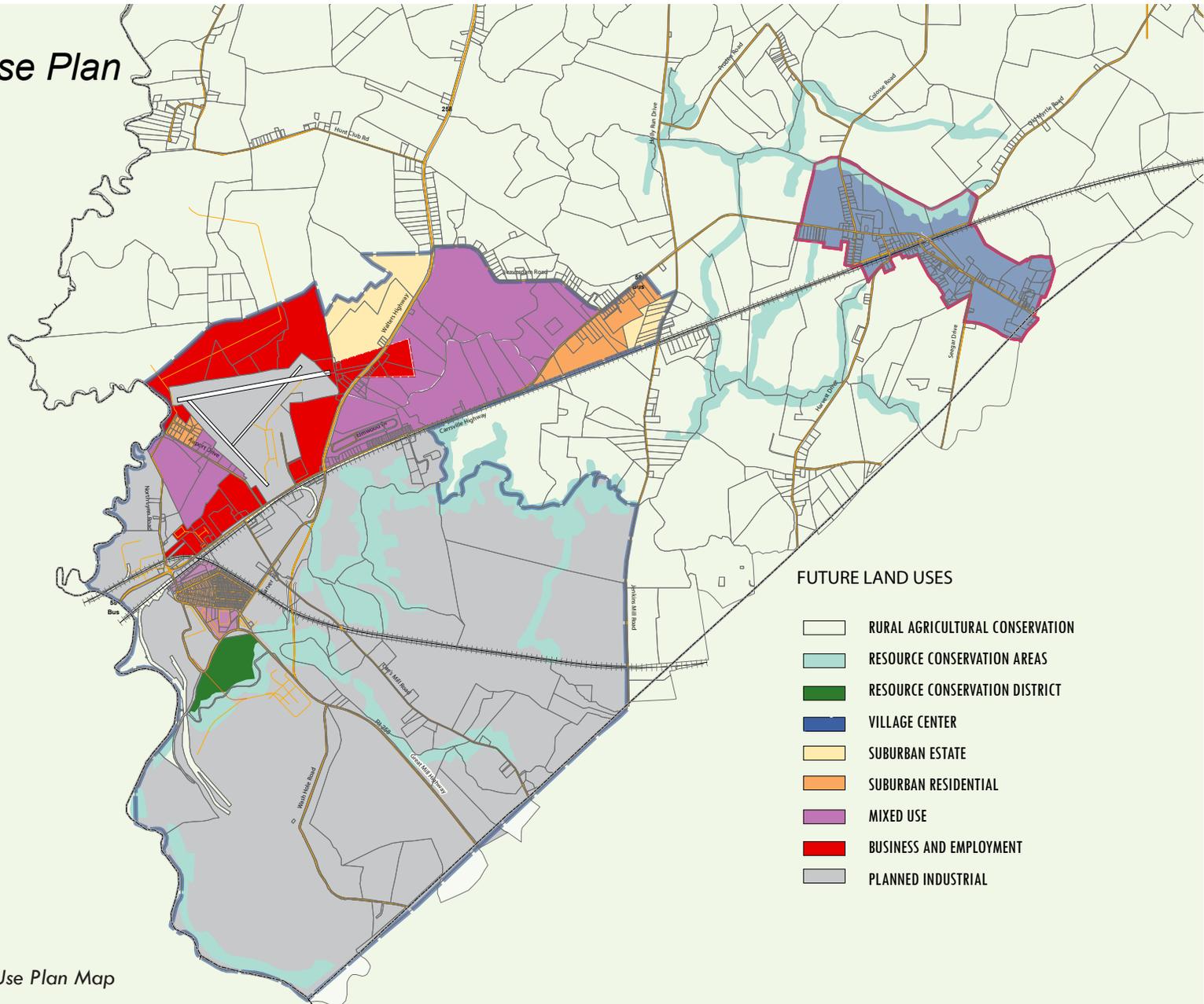


Figure 8.1 - Draft Future Land Use Plan Map

## Future Land Use Map Land Area Summary Tables

The two tables below summarize and compare the approximate acres of the existing and proposed Camptown DSD Land Use Plan. Please note that the overall area of the Camptown DSD is not changed with this Plan. The numbers in Figure 8.1b are a draft version for illustrative purposes only and cannot be finalized until the Plan is approved and converted to a true GIS file.

*Figure 8.1a - Existing DSD Land Use Plan, Land Area in Acres*

LAND USE PLAN - EXISTING	ACRES	PERCENT OF TOTAL
Business and Employment	148	2%
Conservation Development	58	1%
Mixed Use	525	9%
Planned Industrial	5,322	80%
Resource Conservation	76	1%
Suburban Estate	77	1%
Suburban Residential	411	6%
TOTAL	6,617	100%

*Figure 8.1b - Future Proposed DSD Land Use Plan, Land Area in Acres*

LAND USE PLAN - PROPOSED	ACRES	PERCENT OF TOTAL
Business and Employment	475	7%
Conservation Development	0	0%
Mixed Use	803	12%
Planned Industrial	4,905	74%
Resource Conservation	43	1%
Suburban Estate	181	3%
Suburban Residential	170	3%
TOTAL	6,579	100%

## 8.2 Illustrative Concept Plan

The purpose of this project is to give policy guidance and an overall vision to the County for the Route 58 Corridor and Camptown DSD. To provide a clearer sense of how the corridor might develop, the planning process was extended beyond the generalized Future Land Use Map to create a more specific Potential Illustrative Concept Plan. The purpose of the Illustrative Plan and the design details that follow is to give County policy makers, as well as private landowners, members of the public, and potential investors, a way to envision the positive future development of the corridor.

It is important to note that this Potential Illustrative Plan represents only one potential way that the area could develop, based on the policies and future land use recommendations in this document and based on assumptions about market demand, and in some cases, utility improvements. Although specific details of development are shown, the intent is not to require this detailed development plan for any of the landowners in the area, but to provide them with an example of how the policies in this plan could be put into practice in a realistic development scenario. Since the underlying zoning designations are not changed by adoption of this plan, actual development will depend on decisions made by individual landowners through development or redevelopment applications. The potential land uses and site designs that are shown may require rezoning, special exception, subdivision and/or site plan approval.

The Potential Illustrative Plan was developed based on input from the first two Public Forums and the SDC meetings and was reviewed and revised by both the SDC and the

public at large at the June 30, 2008 third Public Forum. It is also derived from, and consistent with, the generalized Future Land Use map developed during these forums. The results of the public review and refinement are expressed in the final Potential Illustrative Plan. Consistent with the visions and desires of the local community and the County, the Potential Illustrative Plan shows three primary nodes of activity and new development or redevelopment. Illustrative plan details for each primary activity node are summarized in this section.

**Potential Illustrative Plan**  
Version incorporating revisions from Third Community Forum 7-25-08

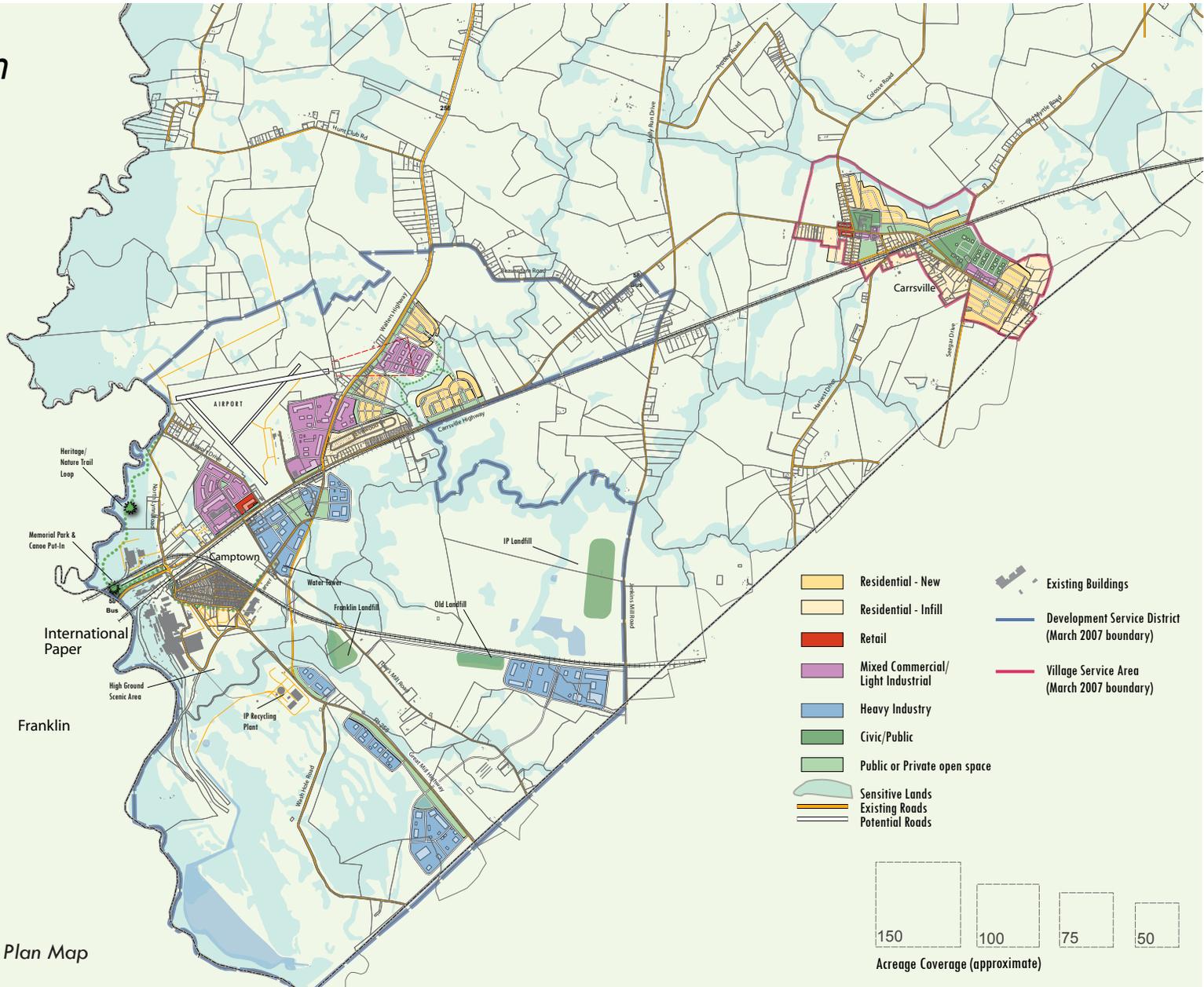


Figure 8.2 - Potential Illustrative Plan Map

### The 58/258 Intersection and Camptown Area

The area around Camptown and the Route 58/Route 258 intersection has a diverse character, with a mix of residential, industrial and small commercial uses. It is the most densely developed portion of the corridor and the community had several goals and recommendations for the area including:

- Visually improve the look of the corridor
- Redevelop the Airway Shopping Center
- Provide new housing opportunities, especially for Camptown residents in and around the area
- Concentrate new light industrial and mixed commercial development in this portion of the corridor
- Take advantage of the natural qualities of the Blackwater River

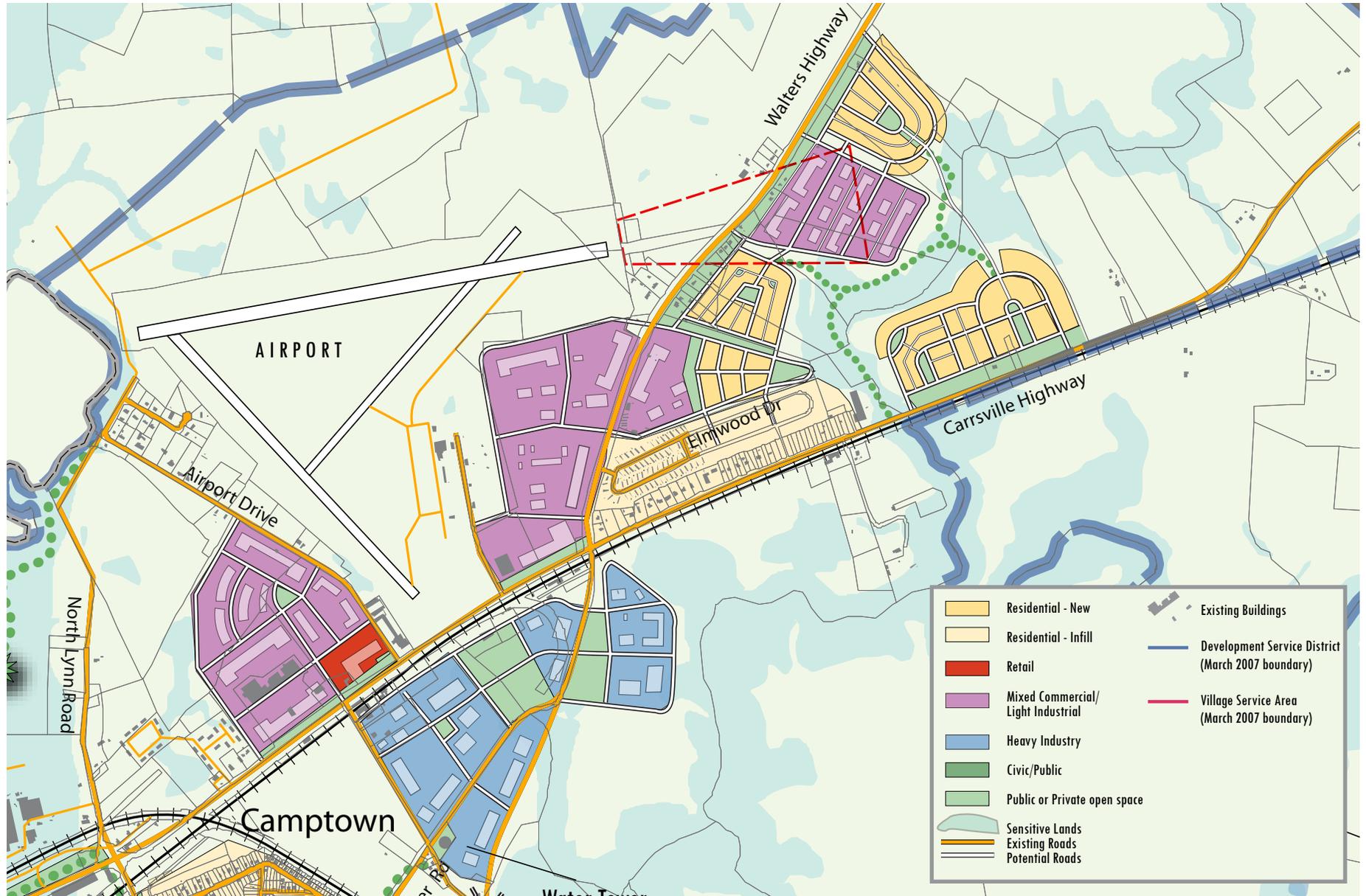
The Illustrative Plan for this area shows a mix of light industrial and commercial redevelopment centered around the airport and the Airway Shopping Center site near the main intersection. The Airway Shopping Center and surrounding area are proposed to be a new light industrial business park, with showroom and wholesale/retail fronts on the corridor, parking and loading areas in the back, and extensive landscaping and setbacks along the road corridors. South of the intersection, the plan proposes a transition to heavier industrial uses such as manufacturing that can take advantage of the railroad access.

Camptown itself is proposed to be enhanced with redevelopment and infill of the existing housing and improved with the addition of pedestrian pathways connecting residential

areas. Extensive new residential development is not proposed in Camptown due to the continuing industrial nature of the surroundings. Instead, the plan proposes new mixed density and a variety of housing types in two small mixed use clusters along Route 258 and Route 58. This housing should include elderly housing and affordable housing as well as conventional housing appropriate for the local market. The housing clusters incorporate features such as landscaped frontage roads along the highway and controlled access points that are widely separated. The clusters also incorporate a network of inter-connected local streets, with a road across Beaverdam Creek to link the two highways and improve local connectivity. Finally, the plan proposes a small natural area along the Blackwater River as a potential future ecotourism benefit to the County. The natural area would have to be donated or acquired from adjacent landowners, but could include a canoe put-in, boardwalk trail along the floodplain and interpretive markers and trailhead signs.



Figure 8.3 - Illustrative Plan - 58/258 Intersection and Camptown Area



## Southern Industrial Area

The area around the International Paper plant and Route 258 to the south currently includes extensive facilities belonging to International Paper, as well as some smaller industrial users, such as Franklin Equipment. The old road, Lee's Mill Road/Route 616, has a rural quality with rolling farmland and some historic farm properties and houses. By contrast the new road Route 258 (known as Route 260, prior to its improvement and re-naming by VDOT) has excellent roadway geometrics, an overpass over the railroad and is very conducive to new industrial development.

Community input about this area included considerations such as:

- Preserving the historic houses and rural landscape along Lee's Mill Road
- Providing new industrial compatible with the economic focus of the International Paper plant
- Avoiding residential development that would be incompatible with the emerging industrial character of the area

Accordingly, the Illustrative Plan shows this area as a focus for new heavy industrial development. With the excellent access to the Rt. 58 bypass to the south and the rail line to the Hampton Roads ports, there are a number of sites that could be attractive to new industrial users in the future. New industrial development is shown in several clusters along Route 258 and along the railroad. The viewshed of Lee's Mill Road is protected by very extensive setbacks (up to 1,000 feet) and by using existing tree stands and

agricultural lands as screening from the road. Future development along Lee's Mill Road could include low-impact cultural resources such as nature centers, agricultural museums, community gardens, or other public/private partnership opportunities which would protect and enhance the rural character and historic resources of the corridor while maintaining this key rural viewshed. The visual character of Route 258 (formerly Route 260) is protected as well with proposed frontage roads, the County's highway overlay designation and landscaped frontages for any new development along the roadway.



Figure 8.4 - Illustrative Plan Close Up - Southern Industrial Area



### Carrsville Area

Carrsville is a traditional rural railroad village that was transformed in the 1930s by the construction of the Route 58 bridge over the railroad. Much of the development and street pattern of Carrsville occurred in the era when there were at-grade street crossings of the railroad tracks and the railroad served as the heart of the community. However, the village is anchored by an excellent school and fire station and has considerable open land surrounding and within the village that is conducive to new residential development – especially as central utilities are extended to the community. The County is currently exploring options for utility service options for the Carrsville area, and other portions of the Route 58 corridor, through the extension of service from the west through agreements with the City of Franklin and/or from the east by through agreements with the City of Suffolk.

As part of the community input process, several goals and recommendations were identified for the Carrsville area, including:

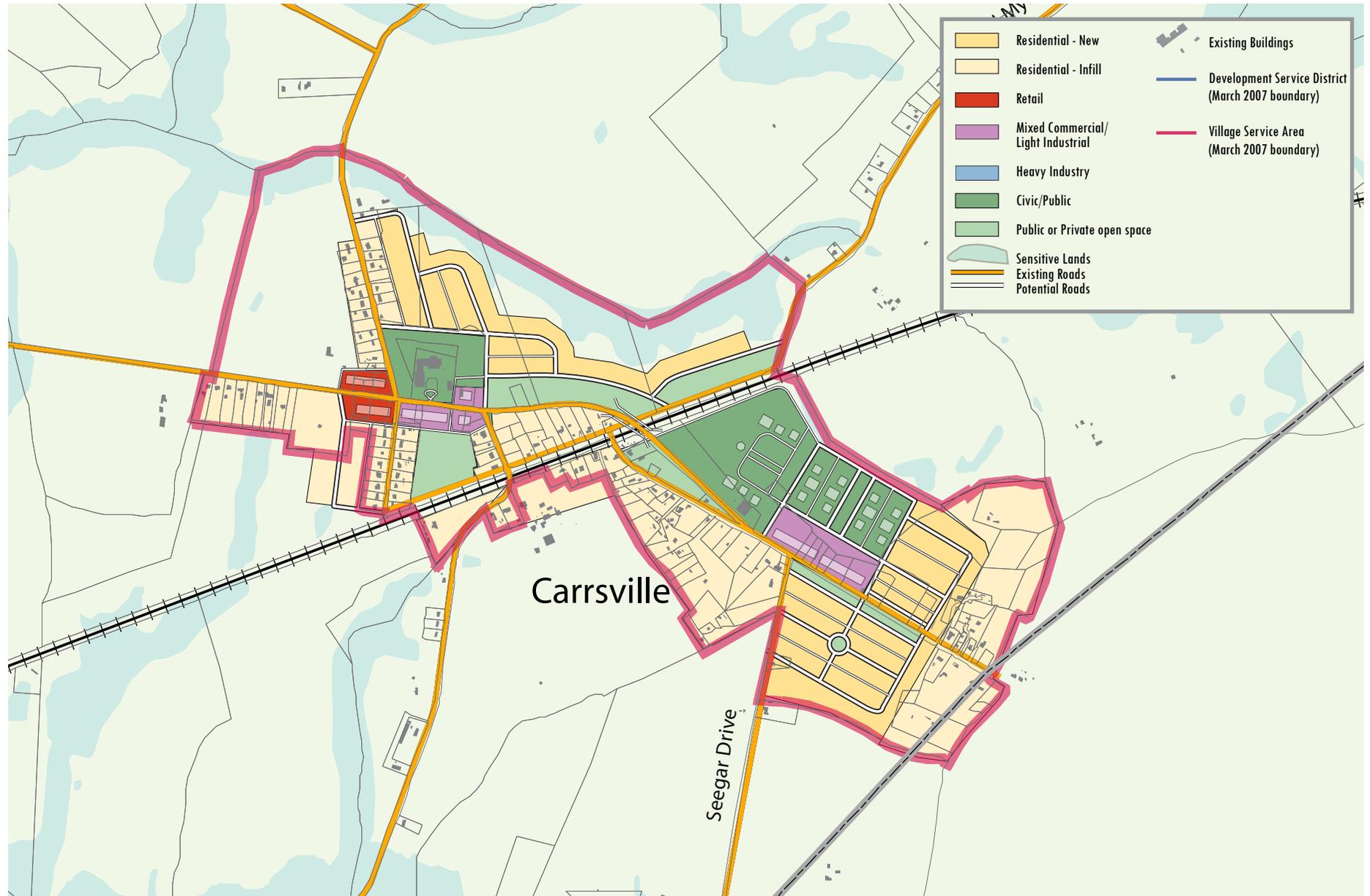
- As central sewer comes to the community, Carrsville should be the primary focus of new residential development in the corridor to strengthen the viability and vitality of the established village.
- New development should not sprawl throughout the corridor but should be related to the existing village as infill and adjacent neighborhoods that connect to the existing village.
- Ideally, there would be a sufficient critical mass of residential development to support new retail in the village.

- The county owned land around the fire station should be the focus for new civic or recreational uses in this part of the County

The Illustrative Plan addresses these goals by proposing a compact and revitalized new Carrsville, with housing following the traditional pattern of blocks and neighborhoods established in the village from historic times. It should be noted that this development pattern, at the densities shown in the Illustrative Plan would typically require the provision of central sewer, central water or both to be fully realized. If utilities are not extended to the village, new residential development would probably occur on larger lots, in a single family configuration subject to well and septic approval. The plan also proposes a new civic complex on the county-owned parcels south of the tracks that could accommodate new recreational areas and any other public facility expansions needed in the future, such as library, fire station expansion, police substation, etc. Consistent with the findings of the market analysis, the plan also allows for a small retail component along the main road next to and across from the school.



Figure 8.5 - Illustrative Plan Close Up - Carrsville Area



### 8.3 Phasing Plan

In order to better understand the potential for growth and change over time in the Route 58 corridor, a Phasing Plan was developed based on the overall development program shown in the Illustrative Plan. The Phasing Plan combines qualitative and quantitative assumptions about future development. The time line of the Phasing Plan is 45 years, broken down into three 15-year increments. The time line was extended to 45 years, which is beyond the 25 year time line of the economic analysis, in order to show sufficient development capacity to fill out the development program embraced by the public and depicted in the Illustrative Plan. The total number of jobs and households projected under the Illustrative Development Plan is derived from the acreage shown for each development type illustrated. The Phased Illustrative Plan maps and tables do not neatly coincide with the growth assumptions used to develop the Alternative Future Development scenarios and is not necessarily intended to correlate directly with the timing assumptions used in that analysis. While 45 years is a long time horizon, it is not unusual for planning purposes to look at the long-term potential of a corridor such as this, and to have a plan in place to address private development proposals as they occur over time.

The intent of the Phasing Plan is not to limit the development potential in any one portion of the corridor but to be able to envision the gradual growth of the corridor as anticipated by the market analysis and to be able to plan for the public facility and infrastructure needed to support the anticipated growth. The Phasing Plans assume some level

of development activity in all of the potential activity nodes identified by the public process and depicted in the overall Illustrative Plan, however, the western end of the corridor is generally expected to develop more rapidly than the eastern end over the 45 year timeframe. Development may or may not occur in the pattern anticipated in the Phasing Plan. The actual pattern of future development will depend on a number of critical factors, among which are:

- The location and timing of utility (public water and sewer) extensions
- The future of rail transport, congruent with the port expansion in Hampton Roads
- The overall future real estate market regionally and nationally
- The timing and intensity of other development in the County, Franklin and adjacent areas of the City of Suffolk especially on the new Rt. 460 corridor
- Actions undertaken by the County to market and promote development and redevelopment in the Corridor
- Decisions made by individual land owners about when and how to develop their properties

### 8.4 Phase 1 – 0-15 Years

The first phase of development is assumed to be focused more on the western end of the corridor, as this is where the bulk of existing development is already located and is closest to existing public utilities. The first phase assumes the redevelopment of the Airway Shopping Center, as well as a small mixed commercial and residential cluster east of the Airport. It also assumes some infill residential development, in both Carrsville and Camptown, and a small industrial complex on Route 258 to the south. Totals for potential Phase One development by number of houses, jobs and acres developed are listed in the table below. This level of development would equate to 20 jobs per acre and residential development at densities between 2 and 3 units per acre. The overall growth rate falls between the low and medium level of residential growth used in the Alternative Future Development Scenarios and just above the medium level for job growth. The density of infill residential development is projected to be lower in every Phase than that of new development because the infill development would be expected to be more like existing single family development within the village; new development at the edges or as extensions of the village would likely include a greater mix of residential unit types.

Figure 8.6 - Summary Table

LAND USE	HOUSES	JOBS	ACRES
Residential - New	165		55
Residential - Infill	90		45
Mixed Commercial/Light Industrial		2,000	100
Heavy Industry		200	10
Retail		50	5
Civic		50	25
<b>TOTAL</b>	<b>255</b>	<b>2,300</b>	<b>240</b>

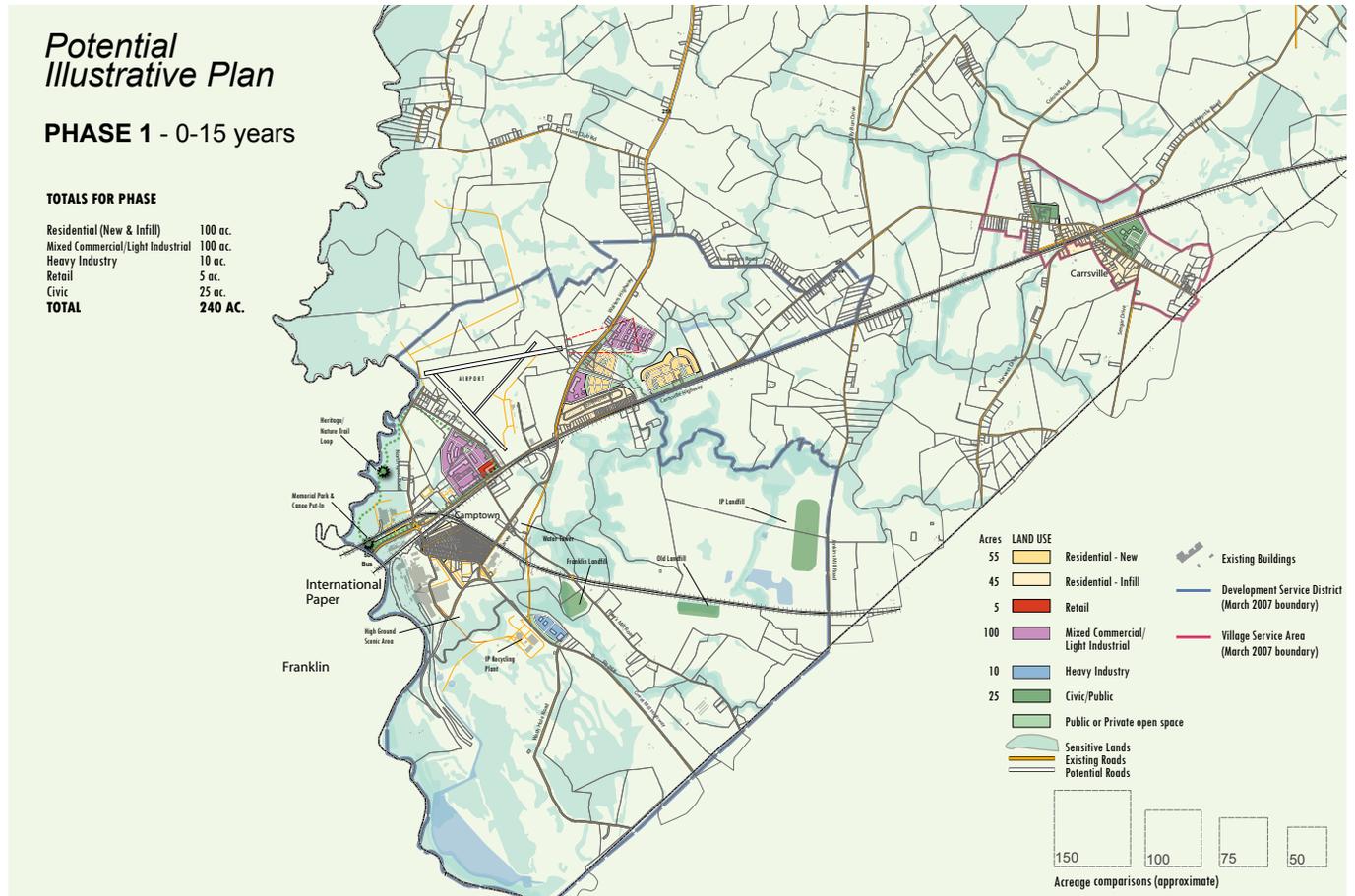


Figure 8.7 - Illustrative Plan Phase 1

## 8.5 Phase 2 – 15-30 Years

In the second phase, new development has expanded to include more heavy industrial development south of Route 58, both at the intersection and further south along Route 258. In addition, further infill residential development in Camptown and Carrsville is shown, as well as a small additional area of residential development in the mixed use cluster around the Airport. Totals for potential Phase Two development by number of houses, jobs and acres developed are listed in the table below. As in Phase One, this level of development would equate to 20 jobs per acre and residential development at densities between 2 and 3 units per acre. The overall growth rate during this Phase is projected to be close to the low level of residential development used for the Alternative Future Development Scenarios and at approximately the medium growth rate for jobs.

Figure 8.8 - Summary Table

LAND USE	HOUSES	JOBS	ACRES
Residential - New	225		75
Residential - Infill	140		70
Mixed Commercial/Light Industrial		2,200	110
Heavy Industry		2,100	105
Retail		100	10
Civic		50	25
<b>TOTAL</b>	<b>365</b>	<b>4,450</b>	<b>395</b>

### Potential Illustrative Plan

#### PHASE 2 - 15-30 years

##### TOTALS FOR PHASE

Residential (New & Infill)	145 ac.
Mixed Commercial/Light Industrial	110 ac.
Heavy Industry	105 ac.
Retail	10 ac.
Civic	25 ac.
<b>TOTAL</b>	<b>395 AC.</b>

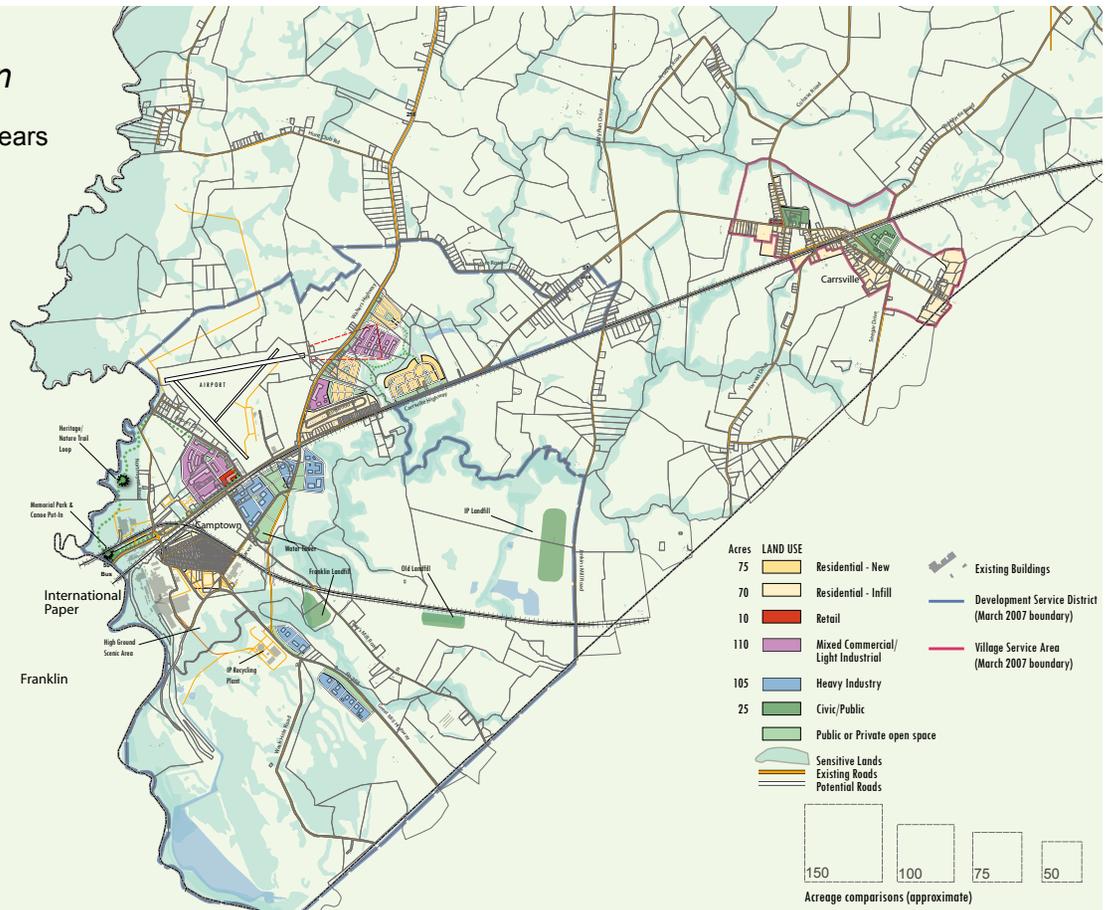


Figure 8.9 - Illustrative Plan Phase 2

## 8.6 Phase 3 – 30-45 Years

Development in the third phase is anticipated to occur when there are extensive public utilities and services in the area and when the mixed commercial and residential clusters in the west end of the corridor have built out. In this phase, the full development of new residential neighborhoods in Carrsville is anticipated, as well as the civic center on the County owned land in Carrsville. In addition, the remainder of the heavy industrial in the south end of Route 258 is anticipated in this phase, concurrent with anticipated utility extensions in this area. The totals for Phase Three development by number of houses, jobs and acres developed are listed in the table below. As in the other phases, this level of development would equate to 20 jobs per acre and residential development at densities between 2 and 3 units per acre. The overall growth rate during this Phase is projected to be between the medium and low level of residential growth used for the Alternative Future Development Scenarios and above the high growth rate for jobs.

Figure 8.10 - Summary Table

LAND USE	HOUSES	JOBS	ACRES
Residential - New	480		160
Residential - Infill	140		70
Mixed Commercial/Light Industrial		4,300	215
Heavy Industry		5,100	255
Retail		150	15
Civic		100	50
<b>TOTAL</b>	<b>620</b>	<b>9,650</b>	<b>765</b>

### Potential Illustrative Plan

#### PHASE 3 - 30-40 years

##### TOTALS FOR PHASE

Residential (New & Infill)	230 ac.
Mixed Commercial/Light Industrial	215 ac.
Heavy Industry	255 ac.
Retail	15 ac.
Civic	50 ac.
<b>TOTAL</b>	<b>765 AC.</b>

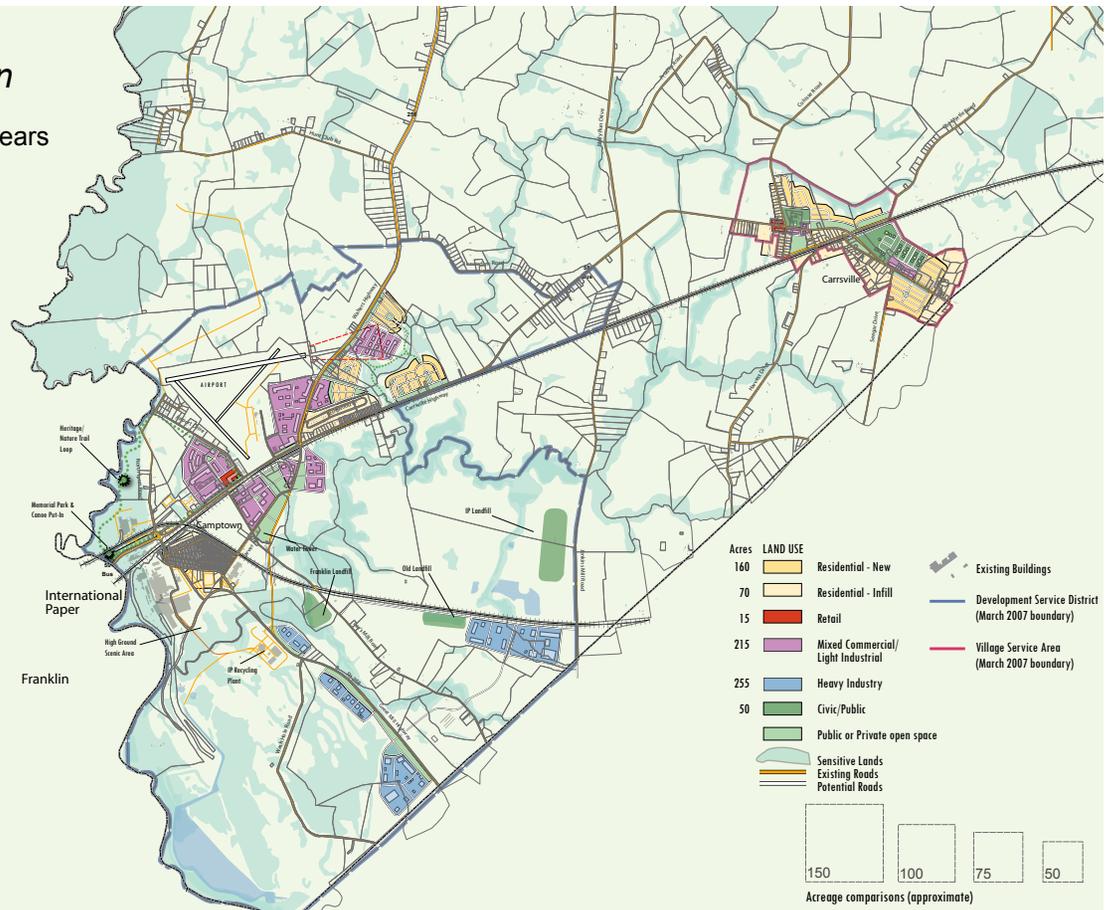


Figure 8.11 - Illustrative Plan Phase 3

## 8.7 Visualizations

The following photo visualizations were created to move a step beyond the Future Land Use Plan and Illustrative Plan to provide images of the preferred design character of improvements in the corridor over time. The enhanced photos are not intended to propose specific improvements, but to set a tone or intended visual character for future public and private investments in the corridor; they simply illustrate how careful attention to land uses, site design and key public improvements can transform the corridor. The photos illustrate some of the implementation and policy recommendations that will be outlined later in the plan.

### Airway Business Park:

The pair of photographs shows a potential “before and after” scenario for the Airway Shopping Center site. It shows the transformation of the old shopping center into a mixed commercial business park. The anticipated uses are light industrial and small-scale retail/wholesale businesses such as building suppliers, equipment or appliance showrooms, business or industrial machine shops, etc.

Preferred design features shown in the visualization include many of the principles outlined in the County’s current Highway Corridor Overlay district which applies to land within 500’ of either side of the Route 58 corridor and other design principles that will be outlined later in this document. The “after” photo features preferred design elements such as:

- Parking and loading areas located to the rear of buildings, so that building fronts face the roadway.
- Uniform building setbacks and enhanced landscaping to improve views from the roadway.
- High quality durable building materials, such as brick, glass, and steel.
- Traditional architectural forms that are compatible with the rural context, such as sloped roofs and regular bands of windows on the facades.
- A multi-purpose trail along the frontage that can accommodate pedestrians and a designated shoulder or bike lane for bicyclists, as recommended in the County’s Pedestrian and Bicycle Plan.
- Consolidated entrances and access management provisions to minimize curb cuts for entrances along Route 58.

Figure 8.12 - Airway Before



Figure 8.13 - Airway After



**Carrsville:**

The “before and after” visualization images for Carrsville show the potential transformation of unused areas along the railroad into a village trail system. Residents of the Carrsville area noted the lack of pedestrian facilities both in this planning process and during preparation of the County’s Pedestrian and Bicycle Facilities Master Plan. A multi-function trail along the railroad tracks could serve as the “spine” for a system of trails or sidewalks in Carrsville that links existing residential areas to new residential develop-

ment and to civic uses. Sidewalk improvements should be targeted to high traffic areas such as in the vicinity of the school, along Route 58 and Old Carrsville Road, initially. These types of improvements would need to be closely coordinated to obtain right of-way for the trail system, either from private owners such as the railroad, or by using public right of way along existing streets. Some of the design features incorporated into the “after” photo include:

- A continuous multi-purpose trail along the railroad that is accompanied by landscaping improvements that help mark and identify the crosswalk and enhance and

buffer the area adjacent to the railroad tracks.

- Safe, marked crosswalks that could be part of a “Safe Routes to School” program.
- Connections to the village’s existing neighborhoods.
- Interpretive and wayfinding signage along the trail.

Figure 8.14 - Carrsville Before



Figure 8.15 - Carrsville After



# 9. TRANSPORTATION

## 9.1 Background

The transportation network, evaluated for potential impacts related to the proposed development alternative, includes Route 58 from the City of Franklin through Carrsville and Route 258 from the County line to north of Beaverdam Road. The existing conditions analysis completed in the initial phase of this process indicated that both of the roadways currently operate at acceptable levels of service. In addition, there were other transportation strengths to build on noted in the study area. From an access standpoint, there is a direct connection to Route 58 to the south via an interchange with Route 258 as well as general proximity to Route 460, which is currently undergoing planning and design for major regional improvements. This provides crucial access to regional roadways for future residential and business users in the area. In addition, there is rail access from two railroad lines and a general aviation airport in the study area presenting an opportunity for true multi-modal transportation in the study area.

## 9.2 Capacity Analysis

Upon selection of a preferred development concept, the potential traffic impacts related to the alternative was evaluated. The preferred alternative has three defined development phases associated with ultimate build years 2025, 2040 and 2050. The background traffic volume for each of the build years was projected based on traffic demand data from VDOT's long range planning process (background growth rate of 2% until 2040 then 1% per

year until the year 2050). The land use associated with the preferred alternative was converted to daily trips per the Institute of Transportation Engineer's (ITE) Trip Generation Manual. The new daily trips were added to the background traffic to derive the projected total build year traffic volumes for the build years of the three phases. The annual daily traffic (ADT) for the various years is illustrated in the graphic below, including the VDOT year 2030 long range projection to serve as a comparison.

Manual (per the Federal Highway Administration and the Transportation Research Board) from A to F that is based on delay, with LOS A being the best and F being the worst. In general LOS A and LOS B indicate little or no delay, LOS C indicates average delay, LOS D indicates delay is increasing and noticeable but is generally acceptable, LOS E indicates the limit of acceptable delay in urban environments, and LOS F is characteristic of over saturated conditions. The LOS results are illustrated in the table and illustrative

maps on the following page. The results align closely with VDOT long range planning projections provided for the study area.

The west end of the Route 58 corridor is the only link expected to drop to LOS E by the year 2025. Potential improvements will depend on the location and level of development, but based on the preferred alternative the current three lane section from the Route 258 intersection to the vicinity of International Paper will require widening to a four lane divid-

ed facility. The eastern link of Route 58 from Route 258 through to the Carrsville area is expected to operate satisfactorily given the preferred development alternative.

The north end of the Route 258 study link is expected to

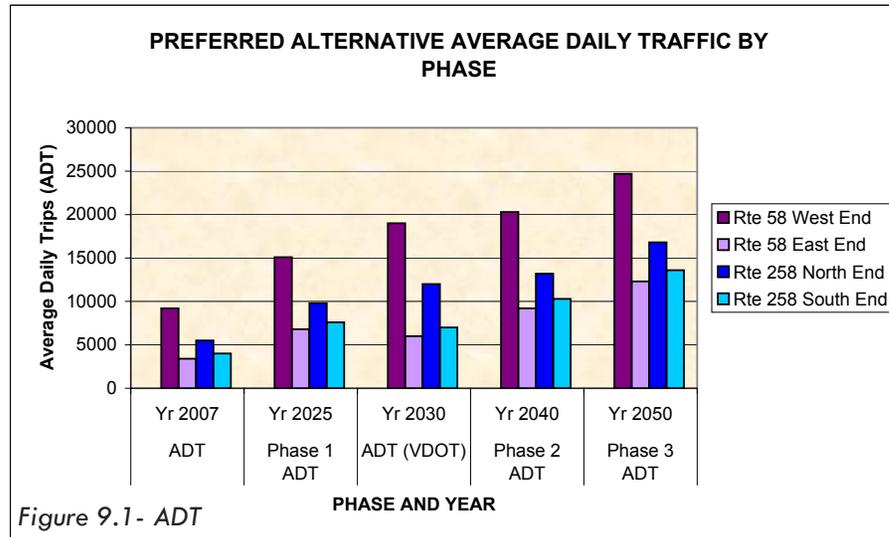


Figure 9.1- ADT

Highway Capacity Software (HCS) link analysis was conducted to evaluate the level of service (LOS) along Route 58 and Route 258 for each of the three phase build years. LOS is a rating scale defined by the Highway Capacity

Figure 9.2 - Study Links Levels of Service

Highway Link	Existing LOS	Future Year Levels of Service (LOS) (Assuming Current Roadway Geometry)		
	Year 2007	Year 2025 Phase 1	Year 2040 Phase 2	Year 2050 Phase 3
Route 58 – West End	D	E	E	F
Route 58 – East End	C	C	D	D
Route 258 – North End	D	D	E *	E
Route 258 – South End	C	D	D	E *

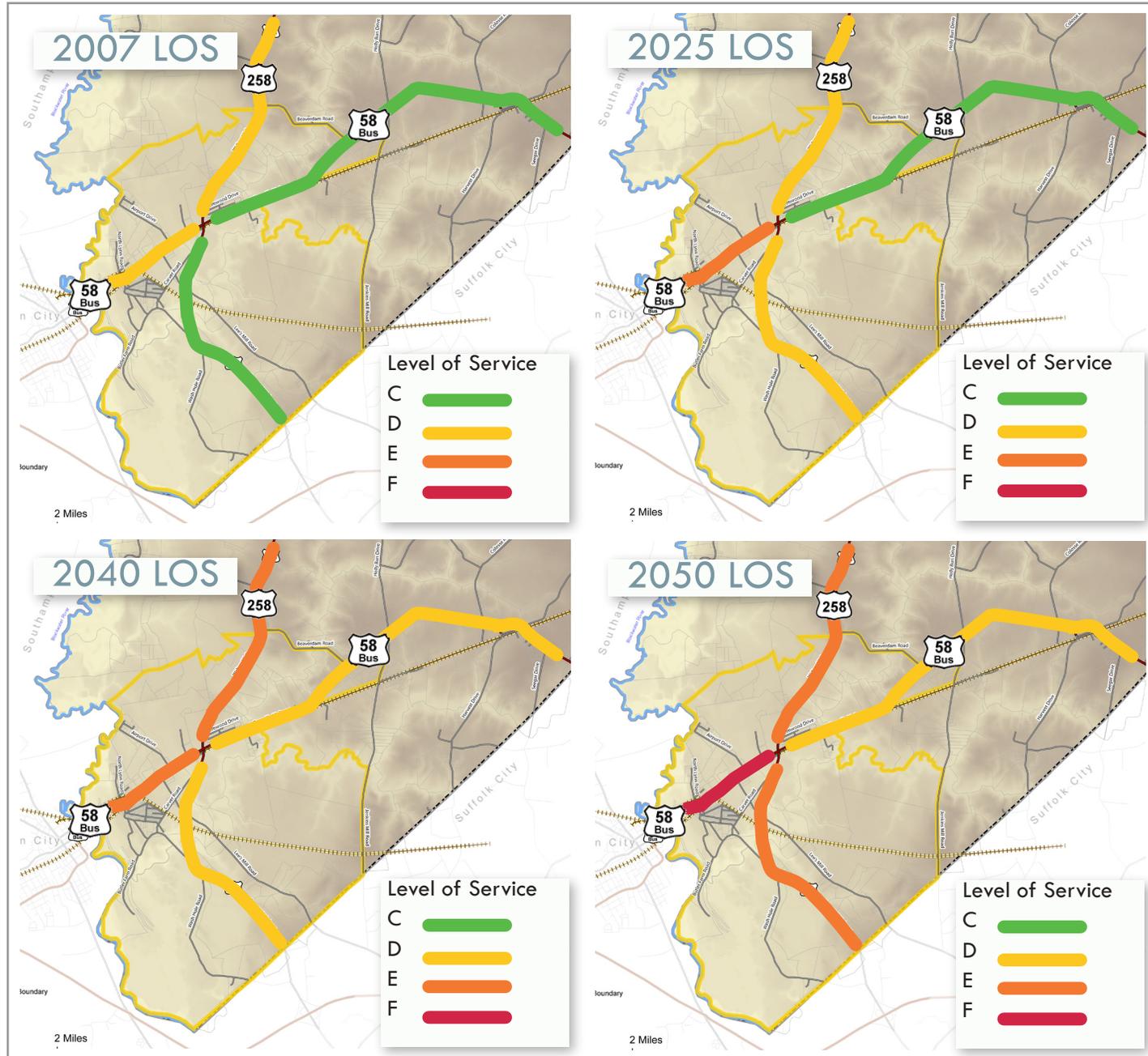
\* Note - These are just over the LOS D threshold, see the discussion on the previous page for more detailed information.

Figure 9.3 - Preferred Alternative Level of Service Thresholds

Highway Link	Yr 2007 Volumes	Yr 2025 Volumes	Yr 2040 Volumes	Yr 2050 Volumes	LOS D/E Volumes	LOS E/F Threshold
Route 58 - West End	9200	15100	20300	24700	13200	24000
Route 58 - East End	3400	6800	9200	12300	13200	24000
Route 258 - North End	5500	9800	13200	16800	13200	24500
Route 258 - South End	4000	7600	10300	13600	13200	24500

# Route 58 Economic Development and Land Use Plan

Figure 9.4 - Level of Service Maps, 2007-2050



operate at LOS E in the year 2040 and year 2050, given build out of Phase 2 and Phase 3, respectively. However, an incremental analysis indicates that the level of service in the year 2040 is expected to be at the LOS D / E threshold with a reasonable volume to capacity ratio near 0.50. By 2050, potential improvements will need to be considered to increase capacity and provide for a satisfactory level of service. A Route 258 Corridor Study completed by VDOT in the 1990s concluded that as the primary north / south connection through the entire County, Route 258 would require capacity improvements in the long term – either through roadway widening or construction on new alignment. A new alignment does provide the added benefit of connectivity in the County with another connection to the developing part of the County. However, given the connection to Route 58 to the south and the potential railroad crossings in the study area, it is likely that a potential new alignment of Route 258 would be north of this study area and the current alignment of Route 258 would be widened to four lanes in the study area – from the vicinity of Beaverdam Road to Route 58.

The south end of the Route 258 study link is expected to operate at LOS E in the year 2050; however, an incremental analysis indicates that the level of service is expected to be at the LOS D / E threshold with a reasonable volume to capacity ratio near 0.50. While this is acceptable for the planning horizon of this study, for longer term planning along this link, a two phase strategy for potential road widening improvements seems appropriate. Given the proposed industrial development to the south of the corridor (planned at this location to provide access to Route 58),

the southern most section of this link is likely to experience higher volumes than the northern section of this link. It will thus be important to plan for potential future improvements to the corridor as the proposed industrial sites develop. The two primary areas to plan for include access management (primarily focusing on limiting access locations per VDOT standards) and obtaining right of way for potential future improvements as the industrial sites develop.

There continues to be discussion regarding a potential airport expansion project. However, an airport improvement project would likely be related to the growth projected as part of the assumed development scenario. Therefore, the related vehicle trips are accounted for in the study trip generation and capacity analysis.

### 9.3 Potential Costs for Major Improvements

Based on VDOT and development related traffic projections, the Route 58 segment west of Route 258 will require widening to a four lane divided facility in the next 20 years. Given the right of way constraints related to the railroad, additional right of way will have to come from the north side of the corridor. Based on a planning level cost analysis, it is expected to cost approximately \$2M to widen from Route 258 to the vicinity of International Paper. The only other link in the study area that is projected to require roadway widening by 2050 is the north end segment of Route 258. It is assumed that a potential Route 258 project within the study area would be part of a much larger Route 258 corridor plan that will most likely result in a series of projects along the corridor. Within this study

area, widening Route 258 to four lanes from the vicinity of Beaverdam Road to Route 58 is expected to cost \$3M.

Figure 9.5 - Projected Road Costs

Roadway	Location	Planning Year	Planning Level Cost Estimate *
Route 58	Route 258 to IP	2025	\$2M
Route 258	Bearverdam Rd to Route 58	2050	\$3M
New Link **	Route 258 to Route 58	2050	\$3M

\* Planning level estimates are in current dollars and do not include right of way or utility costs.

\*\* See the access management section for new link description

Typically, the funding process for primary highway transportation projects is through the VDOT and the MPO long range planning process and ultimately through the Commonwealth Transportation Board (CTB). However, with the current fiscal issues and the many regional traffic problems, roadway projects continue to be cut from the program leaving many unmet needs in the region. Therefore the County should continue to be creative with opportunities to partner with the State to achieve the overall vision for the corridor. Examples include:

- Acquiring right of way along Route 58 and Route 258 as redevelopment plans go through the process.
- Collecting cash proffers as development and redevelopment occurs as a way for the County to cost share with the state for the major improvements.
- Requiring right of way improvements as part of the development process.

- Coordinate with the state to piggy back on maintenance projects in the area (for example, combining a pavement project with an improvement project to facilitate cost savings).
- Work with the VDOT Local Assistance Division for potential grants through the Economic Development Access Program as a way to develop entrances for the proposed industrial areas along the south segment of Route 258.

## 9.4 Access Management

It is VDOT's responsibility to ensure regional mobility along these two corridors while it is the County's responsibility to ensure that development and redevelopment in the area preserves the capacity of the roads for their regional purposes. VDOT's long range planning process has already identified long term capacity issues with the Route 58 link west of Route 258 and the long term need to improve Route 258, the main north / south connection through the County. This planning process is therefore imperative to guide development and redevelopment in a manner that most efficiently utilizes the transportation network.

For the Route 58 link west of Route 258, the proposed layout of the mixed commercial / light industrial developments allow for joint and cross access to the development site, thus maximizing efficient connection to the roadway. Likewise, the proposed development along the Route 258 link north of Route 58 allows for joint and cross access within the mixed use development. Furthermore, a nearby residential area encourages use of non-motorized modes in an area that is heavily dependent on the automobile. Also, development in this area potentially allows for a new connection from Route 258 to Route 58. A new connection can reduce

vehicle impacts to the signalized intersection of Route 58 and Route 258 as well as increase the viability of non auto uses in the vicinity of the mixed use developments. Each of these new development areas, as well as the potential redevelopment of the Camptown and Carrsville areas, is recommended to redevelop in strong block systems allowing for sidewalk connectivity and providing a more pedestrian scale. Industrial uses are proposed for the south end of Route 258 to provide more direct access to the Route 58 interchange, especially for heavy trucks. This strategy maximizes the use of this Route 258 link.

These proposed strategies incorporate long standing access management principles to allow for the most efficient use of the roadways. In addition, VDOT has recently updated the access management standards for principal arterials (which affects Route 58) and is currently updating the standards for other classifications (which will affect Route 258). Reference "Access Management Regulations: Principal Arterials", "Access Management Design Standards for Entrances and Intersections: Principal Arterials, and soon to be released related documents for minor arterials, collectors and local streets. In addition to the more broad access management concepts already discussed that are incorporated into the preferred alternative, the new access management standards provide specific guidelines for several aspects that are more design oriented and will thus impact the site specific plans as development occurs. There are several specific guidelines that will relate to the study area. These guidelines relate to intersection design (which will apply to all state road access locations and be most relevant to the shared access locations proposed

along both corridors), intersection and entrance spacing, sight distance requirements, crossover spacing (for future divided roadway segments) and turn lane requirements. Specific criteria include:

- Limit number of conflict points (the mixed use development areas facilitate joint and cross access from Route 58 and Route 258)
- Segregate movements (each of the proposed development access locations would require exclusive turn lanes)
- Accommodate pedestrians and bicyclists
- Minimum stopping sight distance of 570' (applies to all access locations along Route 58 and Route 258)
- Intersection sight distance of 665' for two lanes roads (and 775' for future four lane roads) that applies to all proposed developments near intersections along Route 58 and Route 258
- A crossover location approval process for future four lane divided facilities (an approved crossover location plan)
- Signal spacing of 1/2 mile
- Spacing of 1/4 mile between entrances and / or unsignalized intersections (this will require joint or cross access among parcels within the proposed mixed use areas).

## 9.5 Multimodal Planning

Within the context of planning for efficient use of capacity and access management, multimodal planning in the correct context diversifies transportation options. Within this planning area, that primarily relates to pedestrian and bicycle travel. The development of mixed use areas near the Route 58 and Route 258 intersection, as well as the

redevelopment of the Camptown and Carrsville areas to include strong network grids, facilitate walking and bicycling as viable options within the study area. To further enhance these modes as viable options, a multiuse path in the mixed use area would provide non auto access to the denser areas of development. The Camptown and Carrsville development areas could then be connected to the multiuse path and the mixed use area through network connectivity of sidewalks and on road bike lanes. In addition to the potential transportation benefits of these multimodal options, there is a recreational component to this type of infrastructure that enhances the resident's quality of life, especially if the County can tie these facilities into a broader recreational context (i.e., a park or trail facility in the study area or a more regional bike route).

## 9.6 Summary of Transportation Analysis

The following summarizes the various recommendations from the overall transportation discussion presented by roadway link and area

**1) Route 58** (from Route 258 to the vicinity of International Paper) and Route 258 (from Route 58 to Beaverdam Road)

These two links are ultimately projected to require improvements to four lane divided facilities (approximately year 2025 for Route 58 and year 2050 for Route 258). The following steps are recommended as part of this process:

- a) Work with VDOT as part of the long range planning and funding process

- b) Acquire right of way as properties develop
- c) Acquire cash proffers as properties develop to offset the costs of major improvements
- d) Require right of way improvements as part of development plans (but keep in context of ultimate corridor plans)
- e) Coordinate with the state to piggy back on maintenance projects in the area
- f) Maintain access management standards in accordance with VDOT's newest policy guidelines
- g) Require joint and cross access to maintain adequate entrance separations
- h) Widen both facilities to four lane divided roadways
- i) Provide an off road multiuse path along the mixed use development areas
- j) Provide an additional connection between Route 258 and Route 58
- k) Develop a crossover location plan as part of the planning for the four lane divided roadways

### 2) Route 258 (south end of the study area)

This link is expected to operate satisfactorily in the year 2050 and the following recommendations are provided as a means to maintain safe and efficient travel through this segment of the corridor

- a) Develop industrial sites on the south end of this corridor as indicated in the preferred alternative to provide more direct access to the Route 58 interchange
- b) Work with VDOT's Economic Development Access Program for potential grants to develop access roads to the proposed industrial areas.

- c) During site development, plan for a potential four lane divided roadway (consider right of way, entrance requirements and crossover access)

### 3) Camptown and Carrsville Areas

- a) Redevelop the areas in strong block systems to allow sidewalk connectivity and encourage non auto modes.
- b) Connect Camptown and Carrsville to the Route 58 and Route 258 mixed use area (and ultimately the multiuse path) with sidewalks and on road bike lanes
- c) Tie the entire bicycle and pedestrian network into the broader recreational context (local park or trail areas or a regional bike route)

## 9.7 Roadway Corridor Design Guidelines

Effective street design is critical to the viability of existing and new communities and can foster a high quality of life in safe, walkable mixed-use areas. In the Route 58 Economic Development and Land Use Plan, street design should reinforce the distinct differences between rural and developed contexts within the study area. The street design types presented here are prototypes intended to demonstrate the correct design parameters appropriate for the surrounding context, and should be considered whenever building a new street or improving an existing one. These prototypes should be considered in the context of, and may need to be modified to address, site constraints, projected traffic volumes and VDOT and County requirements for road construction.

A Rural Road (Figure 9.6) is primarily oriented toward high speed mobility, but is intended for fairly low volumes of traffic and/or where topography and other elements of the natural landscape limit the amount of right-of-way. A rural road is typically lined with soft shoulders and has open drainage. However, for bicycle accommodation, it is recommended that rural road sections include at least a 6 foot wide paved shoulder on both sides. Roads may be lined with existing trees and natural vegetation and take on the profile of the surrounding landscape. Necessary facilities must also be considered and sensitively integrated with the landscape. This prototype is most appropriate for secondary roads in the study area that are located beyond the identified activity areas. It would be ideal if all secondary rural roads (numbered 600 or higher) in the area had shoulders that could accommodate bicycles; however, given the level of development envisioned over the next 25 to 45 years, this is unlikely to occur without significant public funding. Shoulder improvements to existing roads are most likely to occur in the vicinity of the activity nodes since that is where most development activity will occur.

A Rural Road (Figure 9.7) with a shared-use path incorporates a dedicated path to the side of the roadway for bicyclists, pedestrians, and recreational uses. The shared-use path is separated from the roadway by an open drainage swale. At points, the path can be separated a considerable distance from the roadway to in-

RURAL ROAD

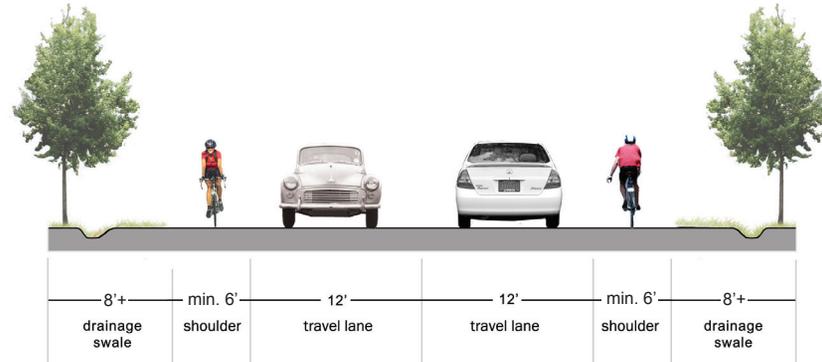


Figure 9.6 - Rural Road

Target speed 35-55 mph

RURAL ROAD WITH SHARED-USE PATH

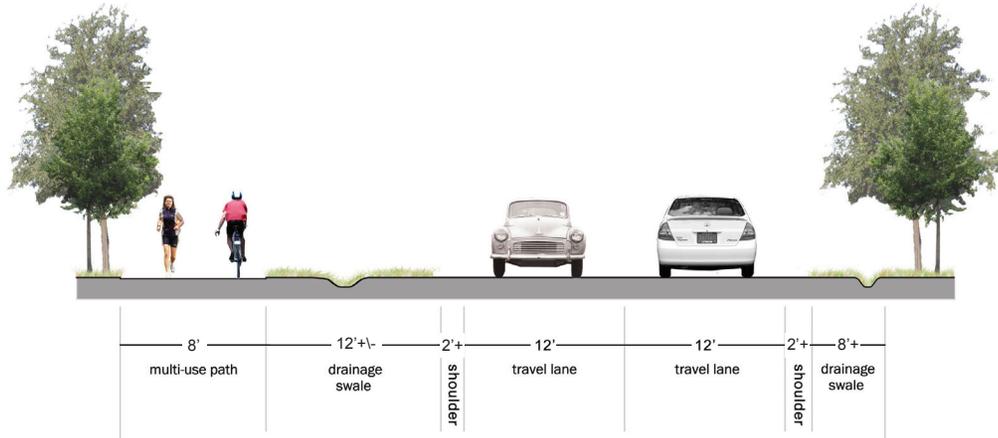


Figure 9.7 - Rural Road with Shared-Use Path

Target speed 35-55 mph

corporate drainage, significant natural features, and the greater network of paths and greenways. Rural Roads should incorporate shared-use paths wherever there is potential bike and pedestrian traffic and there is available right of way. This prototype is most appropriate for secondary roads in the study area that are near identified activity areas, such as those in the Village of Carrsville, in the vicinity of existing and proposed civic uses and the railroad track. This might also be an appropriate prototype for Route 616, if it is the County's desire to protect the historic character of the road leading to Oak Crest while simultaneously providing recreational facilities that might support tourism in the area.

A Parkway (Figure 9.8) moves larger volumes of traffic long distances between concentrated areas. Parkways are characterized by their partially rural qualities and may be bordered by open tracts of farmland or open space areas as well as development. Because of the large distance between major intersec-

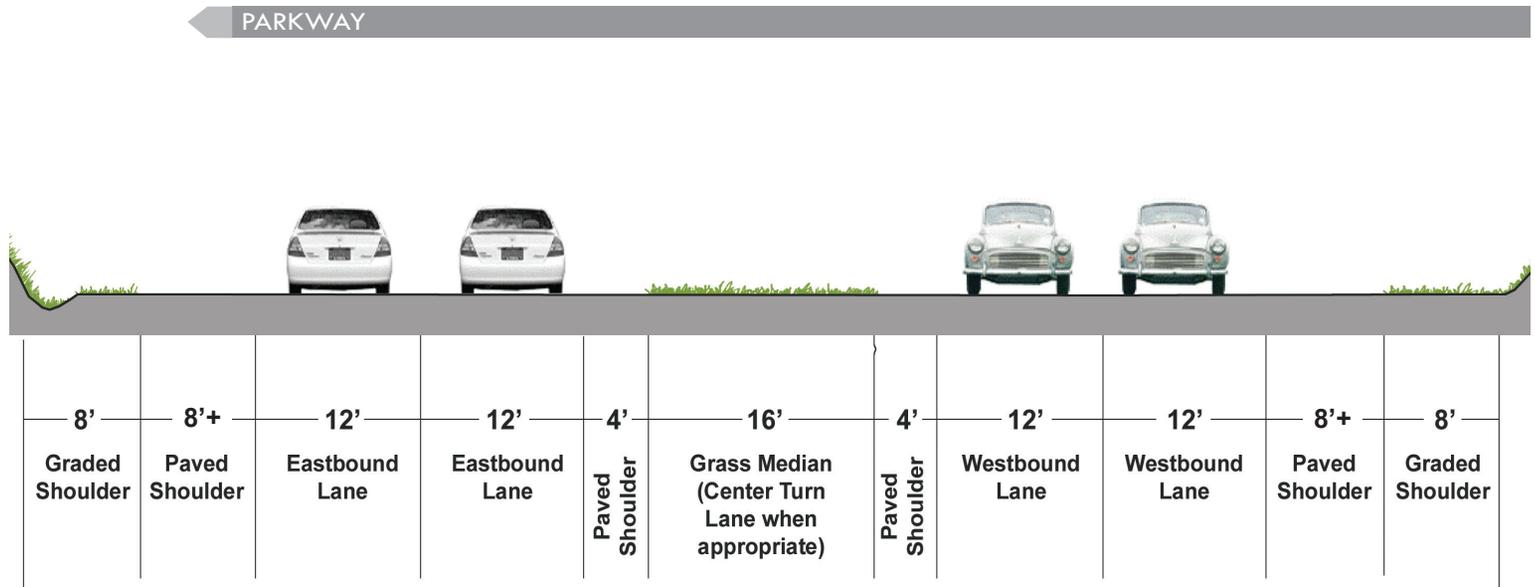


Figure 9.8 - Parkway

Target speed 25-40 mph

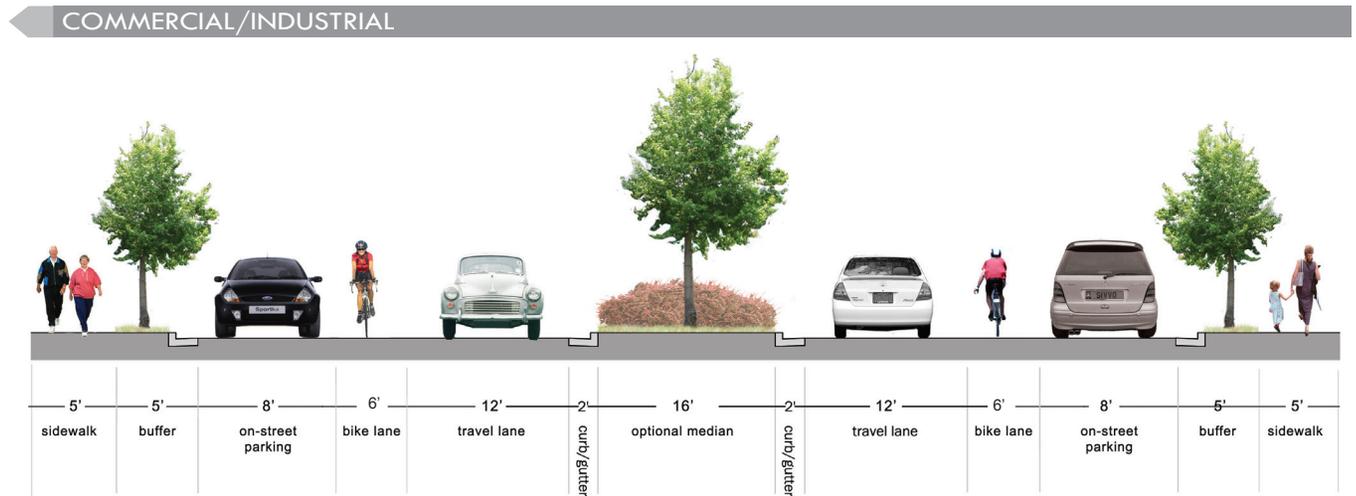


Figure 9.9 - Commercial/Industrial Street

Target speed 25-35 mph

tions, Parkways are able to maintain relatively high target speeds. Where parkways approach more intensely developed walkable centers, their cross-sections should transition into that of a Commercial/Industrial Street. This prototype could be appropriate in the very long term in Planned Industrial Areas, if there is significant development south of Route 58 which generates the need for a four lane roadway. This type of road would be used to connect major industrial development projects and to expand east-west connections in the vicinity. This prototype would be particularly appropriate if agricultural conservation efforts are successful just beyond the boundaries of the study area and there is a need to connect rural areas to industrial areas.

A Commercial/Industrial (Figure 9.9) Street provides short distance, medium speed connections through pedestrian-oriented areas. Commercial/Industrial Streets often include medians and at significant points, such as prominent gateways, medians may be widened to accommodate special landscape treatments. In general, medians may be planted formally with trees or landscaped informally, depending on the context. Bicycle lanes and street trees are appropriate, and emphasize the context of a multi-modal center of activity. . If on-street parking is provided, for example in a commercial area that conforms to new urbanist principles, bike lines might be located between the travelway and on-street parking lanes as

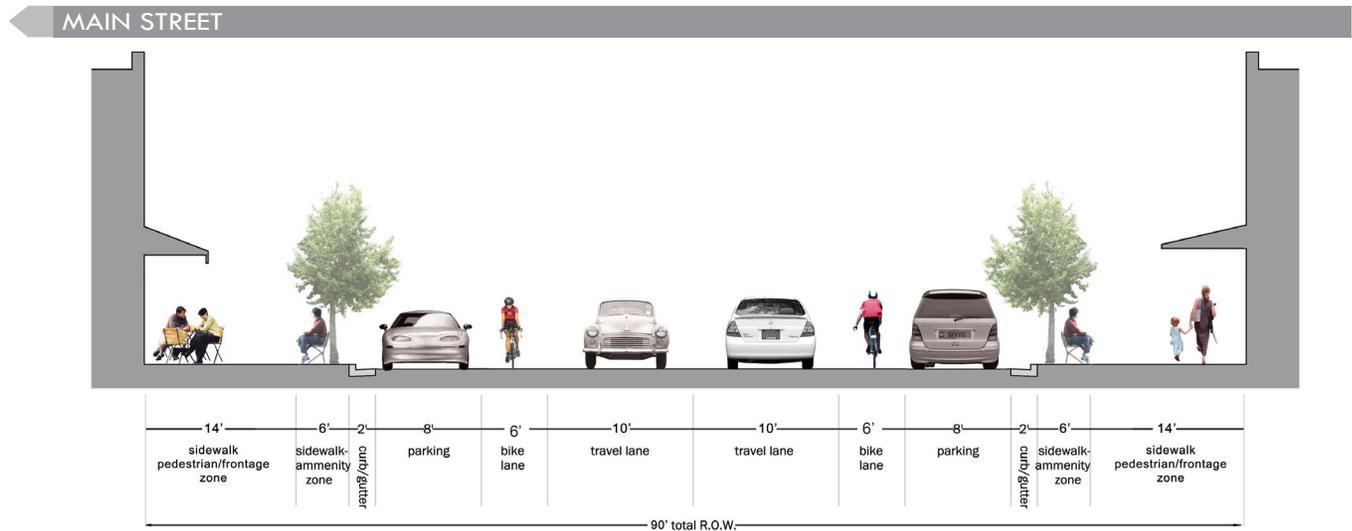


Figure 9.10 - Main Street

Target speed 20-30 mph

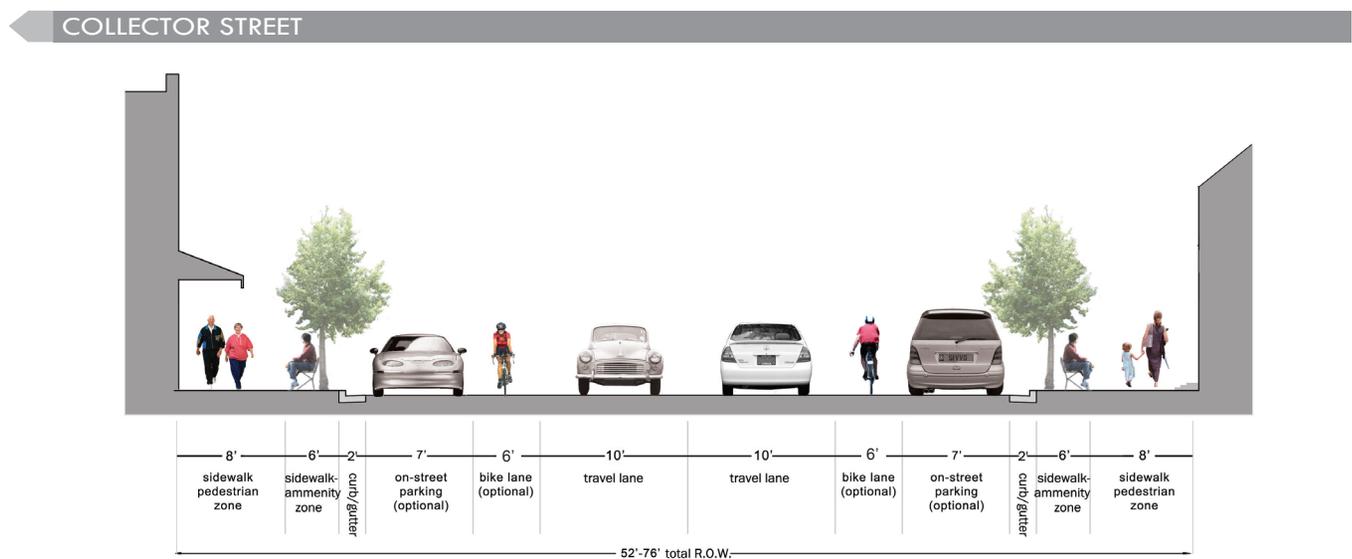


Figure 9.11 - Collector Street

Target speed 25-35 mph

shown in the illustration, to ensure that parked vehicles are next to the curb. This prototype would be appropriate for new industrial parks, business and employment centers or retail areas where on-street parking may be desirable.

A Main Street (Figure 9.10) is a low-speed, pedestrian-oriented street operating within a traditional town or village center, or other medium to high density mixed-use area. Main Streets traditionally serve as a focal point for surrounding areas. The narrow street width, on-street parking, street trees, and small setbacks create spatial enclosure. Sidewalk bulb-outs may be used to minimize pedestrian crossing distances. Individual street trees are typically planted in planting wells. Main Streets have a raised curb and closed drainage. The use of this prototype is somewhat limited in the corridor due to the very rural character of existing settlements; it might be appropriate in new residential and mixed used development if there is sufficient demand for a small retail or business component.

A Collector Street, or local street, (Figure 9.11) can be found connecting neighborhoods of local streets to each other and to surrounding mixed-use centers and major roadways. These are typically lower-speed thoroughfares that are in the context of less-intense surroundings than Main Streets or Commercial/Industrial streets, but more intense than Neighborhood/Local Streets. They typically incorporate bike lanes and wide side-

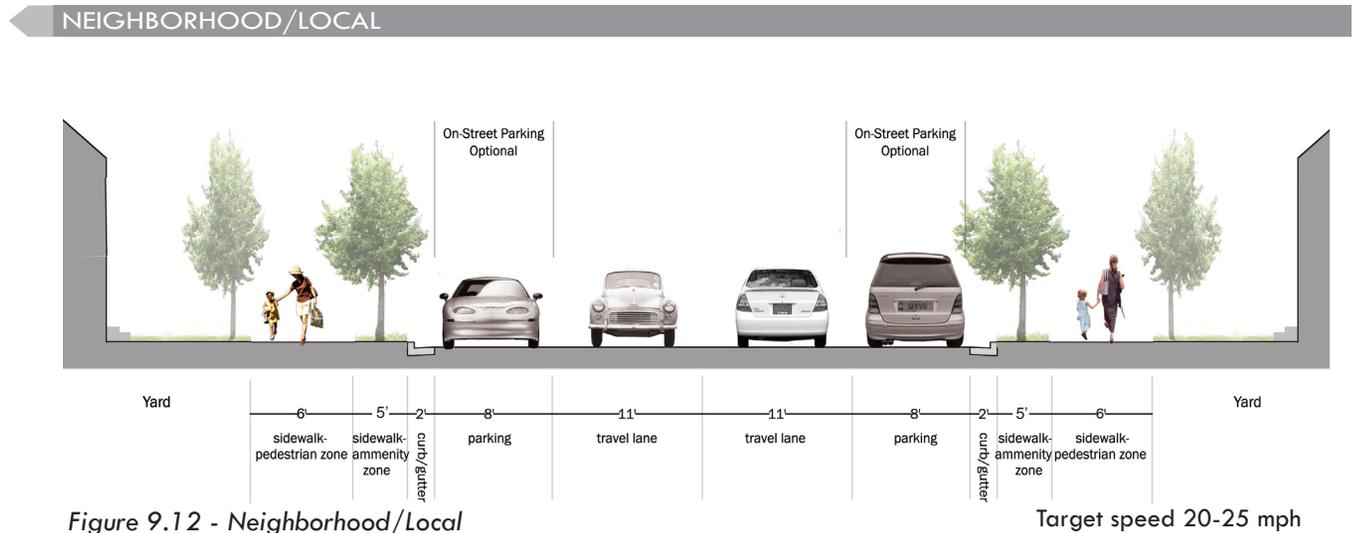


Figure 9.12 - Neighborhood/Local

Target speed 20-25 mph

walks with street trees. Depending upon final design, local and size requirements, this type of street may be appropriate for the New Link proposed between Route 58 and Route 258 in the vicinity of Beaverdam Road/Route 630.

Neighborhood/Local Streets (Figure 9.12) may typically include sidewalks, street trees, and residential on-street parking. Street trees are typically included in a “tree lawn” between the sidewalk and street, rather than being incorporated in sidewalk tree grates. Small building setbacks, such as dooryard or stoop fronts, contribute to the street’s spatial enclosure. Neighborhood Streets usually have curb and gutter drainage unless they are in rural contexts where curb and gutter might be deemed too urban. These types of streets may be appropriate in new residential areas in Suburban Residential areas or Mixed Use areas near Camptown that are designed based on new urbanist design principles or in new residential developments in the

Village of Carrsville. In infill situations on individual lots or very small parcels, the local street design would need to be compatible with existing development adjacent building setbacks to maintain existing village character. In such situations, it may not be practical to require sidewalks or “tree lawns” unless the existing areas are proposed for such improvements as well.

# 10. FISCAL IMPACT ANALYSIS

## 10.1 Development Program

This analysis addresses the fiscal impacts of a development program for the Route 58 Corridor. It provides an estimate of the total costs and benefits to the County of the development program as implemented over a 45-year period.

Due to the extended time-frame and the absence of a specific starting point, the analysis is based completely on the redevelopment concept and assumptions about implementation. At this time there are no specific proposals to develop or redevelop in the study area. Therefore it will be essential that the County update this analysis at least every 3-5 years and as developers come forward with specific proposals.

Figure 10-1 summarizes the three-phased development program in terms of residential and commercial development over the 45-year period:

The most important assumptions are the following:

- Number of persons per household is 2.61, the same figure as in the County population as a whole. This suggests that new residential development will look more like the County as a whole rather than mirroring historic conditions on the Corridor. In fact household size will depend on type of housing developed in the area and whether the mix includes townhouses and special housing for the elderly.
- Employment densities are based on findings on density from studies of the Urban Land Institute: re-

tail, 197 square feet/employee; mixed commercial, 624 square feet; and industrial, 724 square feet.

- Development is spread relatively evenly over the three 15-year periods. This is not the way that actual development will occur since there will be concentrated periods of activity that can carry infrastructure costs.

Figure 10.1 - Development Program by Phase

<b>Development Program by Phase: Route 58 Corridor, Isle of Wight County, Virginia</b>							
<i>Use</i>	<i>Development by Phase</i>						
	<i>Phase 1 (0-15 yrs.)</i>		<i>Phase 2 (16-30 yrs.)</i>		<i>Phase 3 (31-40 yrs.)</i>		
<i>Residential (Units)</i>	<i>Units</i>	<i>Residents</i>	<i>Units</i>	<i>Residents</i>	<i>Units</i>	<i>Residents</i>	<i>Units</i>
	255	666	110	287	255	666	620
<i>Commercial</i>	<i>Jobs</i>	<i>Space (SF)</i>	<i>Jobs</i>	<i>Space (SF)</i>	<i>Jobs</i>	<i>Space (SF)</i>	<i>Jobs</i>
Mxd. Comm./Light Ind.	2,000	1,248,000	200	124,800	2,100	1,310,400	4,300
Heavy Industrial	200	144,800	1,900	1,185,600	3,000	1,872,000	5,100
Retail	50	9,850	50	31,200	50	31,200	150
Civic	50	17,500	-	-	50	31,200	100
<b>Total</b>	<b>2,300</b>	<b>1,420,150</b>	<b>2,150</b>	<b>1,341,600</b>	<b>5,200</b>	<b>3,244,800</b>	<b>9,650</b>

Sources: Renaissance Planning Group; Thomas Point Assocs.; Urban Land Institute

Figure 10-2 summarizes costs per unit and per square foot, and total value. Note that this exhibit and the two that follow summarize estimates in the years that transition between phases. The complete spreadsheet covering all 45 years of the projection is presented in the Appendix to this report.

The present value of the development program amounts to \$241.2 million (in current dollars). The total value is \$688 million over the 45-year period. The figures represent values of \$250,000 per residential unit and costs per square foot for retail (\$120), mixed commercial (\$100) and industrial (\$80). These very rough estimates are appropriate

in light of the presently undetermined nature and quality level of each specific component.

## 10.2 County Income from Development

The following exhibits summarize principal income from the proposed program. Note that these exhibits show an excerpt from the entire spreadsheet that covers the 45-year program. The full spreadsheet is provided as an appendix to this report.

For the purposes of this analysis, it was assumed that the County will continue to receive cash proffers for rezonings

for new development in the corridor at the same basic rate as recent projects have proposed.

Figure 10-3 summarizes the value of proffers for both residential and commercial development components. The calculations are based on the following proffer figures:

Residential (per unit)	\$11,189
Commercial (per 1,000 SF)	
Mixed Comm./Light Ind.	\$593
Heavy Industrial	\$565
Retail	\$632

Figure 10.2 - Development Program by Year

### Development Program for Selected Years (1, 16, 31) Rte. 58 Corridor, Isle of Wight County (Constant Dollars)

Development by Phase and Year				
	Phase 1	Phase 2	Phase 3	
Year	1	16	31	Total, 45 years
Use				
Residential (Units)	17	7	17	620
Commercial (SF)				
Mixed Comm./Light Ind.	83,200	8,320	87,360	2,683,200
Heavy Industrial	9,653	79,040	124,800	3,202,400
Retail	657	2,080	2,080	72,250
Civic (SF)	1,167	-	2,080	48,700
Total	94,677	89,440	216,320	9,937,750

#### Annual Value by Year

Residential (Units)	\$ 4,250,000	\$ 1,833,333	\$ 4,250,000	\$ 155,000,000
Commercial				
Mixed Comm./Light Ind.	\$ 8,320,000	\$ 832,000	\$ 8,736,000	\$ 268,320,000
Heavy Industrial	\$ 772,267	\$ 6,323,200	\$ 9,984,000	\$ 256,192,000
Retail	\$ 78,800	\$ 249,600	\$ 249,600	\$ 8,670,000
Total Annual Value	\$ 13,421,067	\$ 9,238,133	\$ 23,219,600	\$ 688,182,000
Net Present Value:	\$241,194,798			

Source: Thomas Point Associates, Inc.

Figure 10.3 - Projected Income from Proffers

### Projected Income from Proffers, Selected Years (1, 16, 31) Rte. 58 Corridor, Isle of Wight County (Constant Dollars)

	Phase 1	Phase 2	Phase 3	
Year	1	16	31	Total, 45 years
Annual Value by Year				
Residential	\$ 190,213	\$ 82,053	\$ 190,213	\$ 6,937,180
Commercial				
Mixed Comm./Light Ind.	\$ 49,338	\$ 4,934	\$ 51,804	\$ 1,591,138
Heavy Industrial	\$ 5,454	\$ 44,658	\$ 70,512	\$ 1,809,356
Retail	\$ 415	\$ 1,315	\$ 1,315	\$ 45,662
<b>Total Annual Value</b>	<b>\$ 245,420</b>	<b>\$ 132,959</b>	<b>\$ 313,844</b>	<b>\$ 10,383,336</b>
<b>Net Present Value</b>	<b>\$3,964,941</b>			

Source: Thomas Point Associates, Inc.

- The total estimated value of proffers from development over the 45-year period amounts to \$10.4 million
- The net present value of the 45-year stream of proffers is \$3.96 million.

Figure 10-4 summarizes the value of property and sales tax payments to the County. The property tax estimates are calculated based on the current rate of \$0.52 per hundred of assessed value. The sales tax is calculated at 1% of the value of sales with sales estimated at \$300 per square foot of retail space.

- The total value of these tax payments over the 45-year period amounts to \$74.9 million.

- The net present value of the 45-year stream of tax income is \$19.3 million.

### 10.3 County Expenses Associated with Development

TPA estimated expenses associated with the proposed development, based on the number of new residential units. Figure 10-5 summarizes the County budget (fiscal year 2008) by department and the shares allocated between fixed and variable expenses, and the cost of providing government services for additional residents on a per capita basis.

- With 1,618 residents added as a result of the development program, there would be additional annual

operating costs of \$595,414

Note that this figure excludes the single largest component of the County budget, the cost associated with educating the population. The costs of the public school system account for the largest share of the County budget. The approved school budget for fiscal year 2009 is \$65 million, and the County is responsible for 45.4% of that figure (\$29,448,740) with the remainder being provided through State or Federal programs. With 5,270 students, this represents an annual cost per student of \$5,170. The majority of costs are variable (teacher salaries, student transportation, services) and additional students will bring corresponding budget requirements. We estimate that 80% of the costs will vary directly with the number of students and

Figure 10.4 - Projected Income From Taxes

Projected Income from Taxes, Selected Years (1, 16, 31) Rte. 58 Corridor, Isle of Wight County (Constant Dollars)							
	Phase 1		Phase 2		Phase 3		Total, 45 years
	1	16	31	31	31		
Cumulative Value of Development							
Residential (Units)	\$4,250,000	\$ 65,583,333	\$ 95,500,000				
Commercial							
Mixed Comm./Light Ind.	\$8,320,000	\$ 125,632,000	\$ 146,016,000				
Heavy Industrial	\$772,267	\$ 17,907,200	\$ 116,416,000				
Retail	\$78,800	\$ 1,431,600	\$ 5,175,600				
Total Annual Value	\$13,421,067	\$210,554,133	\$363,107,600				
Property Tax							
0.52	\$69,790	\$1,094,881	\$1,888,160				
Sales Tax							
1% local share (sales at \$300/sf)	\$1,970	\$35,790	\$129,390				
<b>Total Annual Value</b>	<b>\$71,760</b>	<b>\$1,130,671</b>	<b>\$2,017,550</b>				<b>\$74,866,783</b>
<b>Net Present Value</b>	<b>\$19,288,777</b>						

Source: Thomas Point Associates, Inc.

Figure 10.5 - Budget

Isle of Wight County Budget, Fiscal Year 2008: Estimated Per Capita Cost By Department					
Department	Budget, FY 2008		Percent Allocation		Per Capita Cost
	Amount	Percent Fixed Cost	Fixed	Variable	
General Government	\$ 4,593,889	0.678		1.00	\$ 42.69
Judicial	\$ 892,360	0.782		1.00	\$ 5.61
Public Safety	\$ 5,809,151	0.688	0.75	1.00	\$ 128.43
General Services	\$ 6,152,116	0.309	0.75	1.00	\$ 85.54
Health and Welfare	\$ 818,796	0.118		1.00	\$ 20.84
Parks and Recreation	\$ 2,031,421	0.459		1.00	\$ 31.72
Community Dev.	\$ 1,842,206	0.667	1	1.00	\$ 53.17
<b>Total</b>					<b>\$ 368.01</b>

1. Pop. 2008 est. at 34,648

Sources: Isle of Wight County; Thomas Point Associates, Inc.

this would indicate a per student cost of \$4,470, to the County after State and Federal shares. With an estimated 0.64 students per household the 620 housing units would bring 397 additional students and an additional annual cost of \$1,773,696 to the County.

While more students will increase operating expenses, based on discussions with the County Public Schools officials it appears unlikely that this level of additional housing will bring a need for a new school. There will be a requirement to expand Carrsville Elementary School; it has a projected need to accommodate 196 students in 2012 and a capacity of 295 (Isle of Wight County Schools Demographic Study, 2008). Windsor Middle School and Windsor High School are both projected to have excess capacity in 2012 and 2017 although the student population has not been projected beyond 2017.

The costs of additional water and sewer are difficult to estimate at this time given the uncertainties associated with exactly where and when development will take place. Costs will also vary depending on the overall project, the size of the pipe, labor costs and other factors that vary widely over time. As a general rule the expected total cost of installation of water and sewer is in the vicinity of \$150 per linear foot based on discussions with the County's engineering consultant. This figure does not include costs that would result from construction of a pumping station, if needed, and excavation under roads and railroads as will be needed at certain locations in the study area.

As to construction of infrastructure, it is assumed that there are two sources of funding for capital costs associated with the development program: private proffers from specific projects and regional public investment in infrastructure costs related to expansion of sewage treatment.

With respect to public safety, parks and recreation and police, it is not expected that the redevelopment program will necessitate additional capital costs. In general, County staff will no doubt have more to say about capital cost implications when specific projects surface; the 45-year perspective makes it difficult to predict requirements.

## 10.4 Conclusions

The net result to the County of the development program for the Route 258 Corridor is a positive ratio of income to expenses under the assumptions and in the framework described above. The County would take in a net total of \$23.2 million in proffers and taxes (present value over the 45-year period). The annual costs associated with the development program in general government costs and expenses associated with the additional students would amount to \$15.1 million (again, the present value of a 45-year stream of expenses).

It is the large amount of commercial development (6 million square feet) in the program that makes the situation very positive from the County's perspective in terms of income and expenses. The sales and real estate tax income from

commercial property represent over 70% of total tax income by the last year of the project. The residential component brings high public costs while the commercial portions of the project bring greater income.

# 11. IMPLEMENTATION PLAN

## 11.1 Introduction

The Route 58 Corridor has a long history, and has traditionally been the focus of settlement and development in the southern end of Isle of Wight County. Current conditions along the corridor, however, are in need of enhancement, both from an economic and aesthetic standpoint. This Corridor Master Plan illustrates current conditions, and shows what can be done to enhance vitality, activity, and value to this key corridor of the County. There is both a need, and there is a possibility for improvement in the corridor.

The key issue now is, how to achieve that vision? What steps need to be taken to take the corridor plan from idea to reality? Achieving the vision that is set out in this Corridor Master Plan will require ongoing attention, advocacy, and new tools. How best to honor the vision of the community, and how to implement their ideas?

The approach to implementation of this Corridor Master Plan needs to be multi-pronged. Action is needed on a number of fronts simultaneously to implement these ideas. Attention is needed by the County and other governmental bodies, and also by private property owners. Partnerships will be important. Proposed Implementation Strategies are discussed below along with specific recommendations for the Study Area.

## 11.2 Encouraging Private Investment

Private investment in Route 58 corridor and nearby properties needs to be sparked. Through civic appeals, construc-

tion of public improvements (as described below), and an array of regulatory incentives (as described below), private property owners need to be encouraged to invest in the Route 58 Corridor in ways that are consistent with the principles and guidelines identified in this plan. The County can articulate, through design guidelines and/or policy statements, the actions that it wishes private property owners to consider.

The undertaking of this Corridor Plan by itself sends a message to property owners and potential developers along Route 58: that Isle of Wight County places high value on the character of this corridor, and welcomes partnership in improving the corridor. Property owners should be encouraged to bring forward proposals for development and redevelopment within the corridor, with attention to the design ideas included in this Plan. The County should pursue policy and regulatory adjustments (as described below). The County also offers the Illustrative Plan and design ideas in this Plan as guidelines for private investment. Developers and property owners are encouraged to invest in properties within the corridor, particularly in the areas shown on the Illustrative Plan and according to the Phasing Plan.

The following summarizes various recommendations to encourage renewed and continuing interest in the corridor among landowners and potential investors:

1. Designate the Camptown DSD, the Village of Carrsville and the portion of the Route 58 Corridor between the Camptown DSD and the Village of Carrsville as a Corridor Improvement District and establish a property improvement

grant program (similar to the one adopted for the Route 17 Corridor and Newport DSD) to be administered by the Industrial Development Authority and the Southern Development Committee (SDC). The goal of the Corridor Improvement District would be to promote property improvements consistent with this plan. Priority should be given to properties with frontage on Route 58 and Route 258. The types of improvements that should be encouraged include landscaping, façade improvement/modernization, installation of sidewalks and multi-purpose trails, improved signage and demolition of blighted structures.

2. Publicize and consider enhancing the real estate tax abatement program for qualifying commercial and industrial structures in the Route 58 study area, or a more limited portion of the area, such as parcels directly abutting Route 58 or Route 258. Section 58.1-3221 of the Code of Virginia provides authority for localities to provide for the partial exemption from real estate tax for commercial and industrial structures that are 20 or more years old for a period of up to 15 years; the County's current program limits the exemptions to buildings 30 years or more in age and for a period not to exceed 5 years.

3. Offer technical assistance for site planning, landscape design and architectural design to owners of key properties in the Corridor to promote development that implements this plan. Alternatively, or in addition to a technical assistance program, the County should identify a Route 58 Corridor ombudsman to guide prospective developers and property owners through the development review process.

4. Provide mailings about incentive programs for the Route 58 corridor to all landowners in the study area and publicize the adoption of the Route 58 master plan through mailings and through civic associations.

5. Coordinate with the County's Department of Economic Development to promote development activities that are consistent with the Route 58 Economic Development and Land Use Plan and develop marketing materials specifically for the Route 58 Corridor.

6. Fund a landscaping demonstration program to upgrade landscaping in key segments of the corridor to provide examples of preferred planting schemes along the Route 58 and Route 258. Priority for demonstration projects should include entrances to key industrial sites in the area (such as the Industrial Park and the Airport) and in gateway locations such as the entrance to Carrsville or the Camptown DSD. This program could also be extended to include signage improvements.

7. Consider adoption of an expedited review policy for development proposals in the Camptown DSD or in a newly developed Revitalization Corridor Zoning Overlay (see discussion of Zoning Recommendations). Rezoning and special exceptions in the district would receive preferential scheduling and site plans could be processed concurrently with the required legislative applications.

### 11.3 Policy and Regulatory Recommendations

#### Comprehensive Plan Recommendations

Encouraging private investments, as well as directly funding public improvements, are key implementation considerations. It is also necessary to refine the County's current policy framework, to be able to influence the form of new private development and to assure that public improvements that are necessary to serve new development are provided as components of new development or redevelopment projects. The most important step to achieve the vision set out in the Corridor Plan is for the County to adopt the Route 58 Economic and Land Use Plan plan as an element of the comprehensive plan so that it is the primary document used to evaluate development applications in the Camptown DSD, the Village of Carrsville and other properties included in the Route 58 study area. This would reinforce the years of work undertaken by the Southern Development Committee and the local citizens to catalyze the revitalization of the Route 58 corridor. The following summarizes recommendations relating to the Comprehensive Plan:

1. The Route 58 Economic Development and Land Use Plan should be immediately adopted as an element of the County's Comprehensive Plan. This can be accomplished by adopting the plan in its entirety as an appendix to the 2008 Comprehensive Plan and by amending relevant por-

tions of the Comprehensive Plan to reference the more detailed Route 58 Economic Development and Land Use Plan. It should be noted in the text that the Future Land Use Map adopted as part of this Plan supersedes the Camptown DSD Land Use Plan Map and to the extent that the Route 58 Plan provides additional detail regarding development in the corridor, the newer plan will take precedence.

2. Once adopted as an element of the Comprehensive Plan, the Route 58 Economic Development and Land Use Plan will be used to evaluate all land development applications, public improvements and roadway improvements in the study area.

#### Zoning Recommendations

Following adoption of this Corridor Plan, work should commence on preparation of zoning revisions, such as a new overlay zoning district and base zoning districts that would provide additional incentives for development or redevelopment that is consistent with this the illustrative plan. Potential Revisions to the Zoning Ordinance are described below.

#### New or Revised Base Zoning Districts

The County's current planned development industrial districts are generally supportive of the type and design of industrial development envisioned in the Route 58 Corridor plan, especially in combination with the overlay districts

as described above. However, revisions to the PD districts and certain residential zoning districts would be required to promote the type of development shown in the illustrative design plans. The primary revisions would be to allow consideration of a smaller minimum district size to promote use of PD districts in the planning area. This could be accomplished by using the Revitalization Overlay District approach described below, rather than by a change to the actual PD zoning district regulations.

The residential development shown in the Illustrative Plans is generally based on traditional or new urban design prototypes that emphasize pedestrian oriented development, street connectivity, civic spaces and a grid street network, etc. The County should consider developing a new traditional residential development district or consider adding a “traditional development option” to its current residential development districts. The Village Residential zoning district could also benefit from additional regulations to promote pedestrian oriented design and to promote traditional development patterns.

### **Revitalization Overlay District**

The County should consider development of a new Zoning Overlay or a significant revision/expansion to the current Highway Overlay District for all or portions of the Route 58 study area, and specifically the properties fronting Route 58 and Route 258. One option is to develop a Route 58/Route 258 Commercial Revitalization overlay district to allow consideration of relaxed standards for re-developing properties that may be hampered by dilapidated struc-

tures, non-conforming lot size/width, frontage, parking, etc. . Properties subject to this overlay would retain their underlying zoning designation (unless the applicant submits a rezoning request) but have more flexibility for reduced front yards, reduced parking requirements, transitional and parking lot landscaping requirement modifications and possibly increased building heights and lot coverage provisions so long as the proposed development meets the County’s goals for improving the area and providing amenities such as landscaping and streetscape improvements to an equivalent degree.

### **Highway Corridor Overlay**

The County’s current Highway Overlay Corridor, which includes all property within 500 feet of either side of Route 58 and Route 258, includes many of the design concepts promoted in this plan including consolidated access points, high-quality building materials, landscape improvements, coordinated signage, streetscape improvements, screening of loading and storage areas, etc. but for only a limited portion of the area. The current overlay also proposes a uniform building setback of 70’ along Route 58 and Route 258 which is more appropriate in a developed area than in a rural area. The County should consider increasing development setbacks along those portions of Route 58 that are proposed to remain in long term agricultural use, between the Camptown DSD and Carrsville. In these areas, building setbacks of 100’ to 200’ feet would be more appropriate to preserve the sense of open farmland and distant rural views.

Additionally, landscaping treatment in the agricultural portions of the corridor should be less formal than in the urban and suburban areas. Landscaping in rural segments of the corridor should be focused on leaving distant views, and emphasizing native tree groupings to create more opacity. Plant materials should be native, non-invasive species of the type historically found on a typical farm in the southeastern part of the County, rather than that found in a manicured landscape. Such trees and shrubs might include Eastern Red Cedar, Sweetbay Magnolia, White Oak, Red Oak, Long Leaf Pine, Dogwood, Redbud, Red Maple, American Holly and other trees that are native to Isle of Wight County. If the County pursues a Route 58/Route 258 Overlay District, it would be appropriate to establish development setback standards through that overlay district rather than through the broader Highway Corridor Overlay.

### **Form Based Code**

Form based code is an emerging land use tool that is appropriate for redevelopment and infill development, particularly in areas where the goal is to promote mixed use development. Form based planning and form based zoning both emphasize the physical form and placement of buildings rather than the uses themselves. For example, a typical zoning ordinance includes a list of permitted uses, setbacks, height limitations and other regulatory statements to control development.

Form based codes provide regulations and often illustrations that address how close buildings are to the street, windows and door openings on walls facing the street, par-

ticularly at street level, and how buildings relate to public spaces. The width and design of streets is also regulated to ensure that buildings and streets are properly designed to create a pedestrian friendly environment (similar to the street design prototypes in this plan). Multiple uses are encouraged in buildings so that residential areas are not separated from employment or shopping activities.

While it may be difficult to implement form based zoning for the entire planning area since so much of the land is currently undeveloped or in agricultural use, form based zoning might be appropriate for limited locations where the County wants to encourage a very specific type of development. For example, the village of Carrsville has an existing character and fabric that could be the basis for a form based zoning district that could be used for new development and infill development. If at some point in the future the International Paper property were ever proposed for extensive redevelopment to something other than predominately industrial use, a form-based zoning approach might be appropriate.

Form based zoning is often imposed by a locality as part of a comprehensive rezoning to promote a specific type of development, rather than by request of the landowner. Further it is most often used in locations where existing infrastructure or adequate public facilities are available to serve new development or redevelopment. In a locality like Isle of Wight, where proffers associated with rezonings often provide significant public improvements, the utility of form based zoning is limited to areas where very specific

design and development objectives override other considerations.

### Corridor Design Guidelines

Subsequent to adoption of this Corridor Plan, it is recommended that the County undertake preparation of corridor-specific design guidelines to guide property owners, developers, and staff in designing and reviewing development proposals within the corridor. The design guidelines may be adopted as an amendment to the Comprehensive Plan, incorporated into a broader Overlay District for the area, similar to the Newport District Overlay or for advisory purposes only. However, implementation of the vision for the corridor is most likely to be achieved if the guidelines are adopted as part of the County's regulatory or policy documents.

The guidelines should generally address setback, building orientation, and dimensional characteristics and the overall design principles described in the Corridor prototypes summarized in the previous section. This would mean, for example, that there would not be a single uniform building setback for the entire corridor, but that setbacks would vary in relation to the "corridor context zone" in which they were located (e.g. Rural, Parkway, Collector, Main Street, etc.). Following are examples of development standards and guidelines that illustrate topics that the new overlay district might cover, which may serve as a starting point for drafting the district:

**Buildings/Architecture:** Traditional architectural forms that are compatible with the rural context, such as sloped roofs and regular bands of windows on façades should be encouraged, particularly along Route 58 and Route 258. Large industrial or warehouse building masses should be broken up with horizontal and vertical relief to the façade to provide a sense of scale and special architectural features at entry points. External mechanical equipment (including any rooftop equipment, satellite dishes, as well as ground mounted mechanical equipment) should be totally screened from view with materials that are similar to or the same as those used on the majority of the building. The screening of the mechanical equipment shall be coordinated with the rest of the architecture so as to avoid being seen as an "add-on". New residential development in Camptown and Carrsville should be compatible with existing development in scale, materials and form.

**Building Colors/Materials:** High quality durable building materials, such as brick, architectural block, glass, wood, stucco, and steel should be encouraged; highly reflective or corrugated metallic surfaces should be discouraged. Generally, large single use buildings should be designed with muted earth tones to blend with the surrounding landscape. A variety of building materials, styles and façades should be encouraged in pedestrian oriented areas to promote visual interest. White should not be a dominant color for warehouses or industrial structures or on any building that exceeds two stories. Within a campus of buildings, exterior finish materials and color palettes should be coordinated to be compatible with all other buildings. Roof and building

façade colors shall be coordinated to complement each other.

**Setbacks:** Buildings should be set back from the street in accordance with the Corridor prototypes (see previous section) so that they are appropriate to the corridor context zone in which they are located.

**Entrances:** For all new buildings, an operable building entrance should face the street. In the case of corner lots, the primary entrance(s) should face the street from which the building is addressed.

**Building Height:** Industrial buildings should be low profile, generally not exceeding two stories. However, it may be desirable to allow for increased height and intensity at critical nodes in the corridor, such as activity centers, to allow for strategically increased density such as the Airway Shopping Center property, if it is redeveloped in accordance with the recommendations of this plan. Buildings in residential and commercial areas should be human scale.

**Location of Off-Street Parking and Loading Areas:** Off-street parking and loading areas should not be located between the building and the street it fronts, but should be located behind the building or should be screened from the street with landscaping to completely screen views of parking from the street. To the maximum extent practicable, off-street parking and loading areas should be located as far as possible from existing single-family detached residential uses.

**Landscaping:** New developments should provide street trees in, and landscaping along, the corridor in accordance with County standards and with the Highway Overlay District as may be amended.

**Multi Modal:** Developments fronting a street should incorporate sidewalks, trails or other multi-modal features in accordance with appropriate to the corridor context zone in which they are located.

**Signage:** A “public” signage plan should be developed to give identity and an overall “theme” to the Route 58 corridor (theme will be discussed in more detail in the Economic Development Program Section); such signs should use a common color scheme or font to distinguish them from private signs. These signs should be used to identify gateways into the corridor from the East (in Carrsville) and from the West (at the Blackwater Bridge or just before it). In general, public and private signs should be of high quality materials, muted colors, illuminated only as necessary (internal lighting is preferred). Monument signs should generally be encouraged along major arterials rather than pole signs to reduce visual clutter. Signage within individual developments should be compatible in terms of style and color. Historic-style light fixtures and street signage should be encouraged in new and existing communities, including Camptown and Carrsville.

**Utility Lines:** Promote burying utility lines as new development occurs and work with VDOT as improvements are made to Route 58 and Route 258 to bury existing utility lines where feasible.

Development of design standards that might be included in overlay zoning districts as discussed above, would help assure that new development and redevelopment of properties in the corridor takes place in a manner that advances community objectives.

### **Direct Public Investment and Operational Changes**

The most obvious and direct way to accomplish a physical change within the Route 58 Corridor is to use public resources to directly fund improvements and take actions at the County-level to transform the character of the corridor. These include actions such as developing pedestrian improvements in Camptown and Carrsville, developing a shared-use bike and pedestrian trail along the Railroad right-of-way and in the Route 58 and Route 258 corridors, converting the former school building in Carrsville into a community center, and expanding the Blackwater Nature Trail to connect with other regional trail systems. The timing of these projects will vary significantly depending on the availability of funding and community priorities.

The County should continue to pursue grant funds for public improvements. Possible funding sources include Community Development Block Grant funds, programs administered by the Virginia Main Street program, more aggressive advocacy of tax credit programs related to historic properties, and funding from the State or Federal Government for specific projects that improve the safety and character of individual areas, such as the Safe Routes to School program, Recreation Access program, Pedestrian and Bicycle Safety program and the Transportation Enhancement pro-

gram, among others. The list of recommended public improvements is extensive and has been incorporated into an Action Plan table that identifies recommendations for public improvements within public rights-of-way in this Corridor Plan and proposes timeframe for the improvements. Suggestions for operational adjustments and staff initiatives are also identified in the Action Plan table.

### 11.4 Capital Project Implementation

The task of undertaking the various capital projects outlined in this Corridor Plan can be mentally and financially daunting. Transforming a rural/industrial corridor like Route 58 that experienced decades of almost no growth may seem like an overwhelming proposition. For that reason, it is imperative that the development and revitalization of this corridor be undertaken in an incremental fashion. It will take time and resources, but by focusing on certain community focal points one at a time, the County and potential partners in other agencies or the private sector can begin to shape a new image for Route 58 that will guide the corridor and community for the next 40 years or more. The Illustrative Plan depicts the type and location of development that is desired in the corridor; the Phasing Plans offer one possible scenario for how future development could evolve over the next 45 years. Actual development will depend on the market, private land owner decisions and capital facilities investments made by the County. Some public investments would have more of an influence on the market and on development timing than others.

A key element in catalyzing development in the corridor will be the extension of public utilities – especially public wastewater – into the corridor. Since the specific operational plan for utility extensions has not been detailed yet, the development of other public improvements and investments should remain flexible and be closely coordinated with the evolution of plans for utility extensions. For example, the extension of a public sewer line from the West or East will influence which end of the corridor will develop or redevelop faster, and other public investments should piggyback onto the sewer investment in order to provide the best leveraging of public funds to stimulate private investments.



### 11.5 Public Utilities

*NOTE: - Most of the following information is taken from Isle of Wight County's Water and Sewer Master Plan*

#### Public Water

##### Camptown Area

Currently, through an existing bulk water purchase agreement (200,000 gallons per day), the City of Franklin supplies water to the Camptown area. The County currently uses approximately 120,000 gallons of water per day. The City has a 12-inch waterline that connects to the County's 8-inch line where Route 58 crosses over the border between Isle of Wight and the City of Franklin. The County also has a 750,000 gallon elevated water tank on Carver Road to provide water storage for the area.

While the City of Franklin's wells are currently operating below their permitted capacity, expanded service to the Camptown area is constrained by transmission capacity and pressure concerns.

Over the past several years, the majority of the Camptown water distribution system has been replaced. Areas along Carrsville Highway, North Lynn Road, Airport Road, Walters Highway, and around International Paper may need to be replaced to handle higher demand capacity as economic growth occurs in these areas. International Paper Corporation operates a privately owned water system, and is permitted to withdraw 32 million gallons per day from their wells.

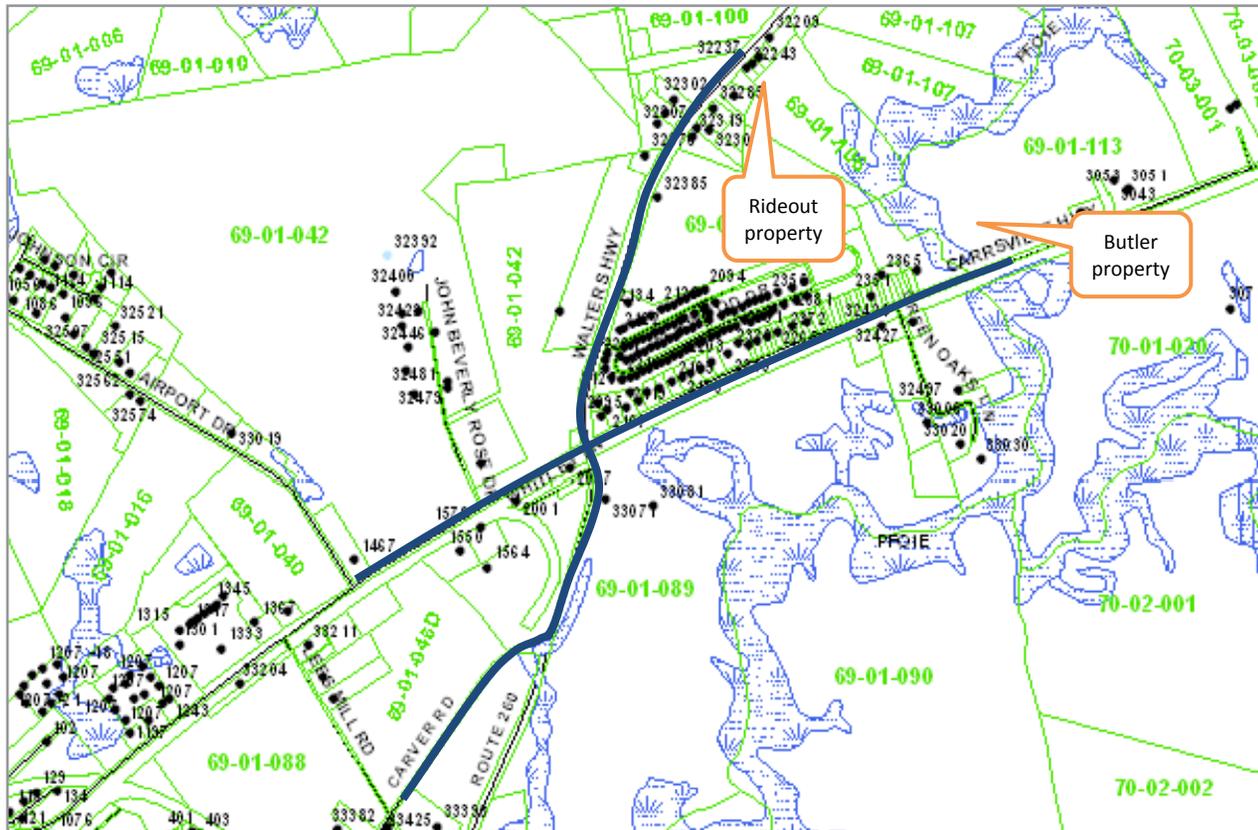


Figure 11.1 - Approved 8-inch water lines extensions Master Sewer and Water Plan, adopted 2008.

In 2009 the County updated portions of the 2008 Master Water and Sewer Plan to include an 8-inch water line extension moving eastward along Route 58, past Green Oaks Lane, to the edge of property currently identified as the “Butler property” and an additional 8-inch water line extension moving north from the intersection of Route 58 and Route 258 to the edge of property currently identified as the “Rideout property.” Final engineering is expected to be completed on this project by the end of 2010.

**Carrsville Area**

The County recently invested in a new community well system to serve Carrsville. The new two well system includes a 25,000 gallon ground storage tank and 6,951 gallon hydro pneumatic pressure tank, providing a total effective volume of 24,730 gallons. There are currently approximately 108 individual water connections in Carrsville, including the elementary school. The new wells and water system were designed to replace existing community wells that were ex-

hibiting unacceptably high fluoride levels. While the new system may accommodate a few additional connections, it was designed to serve current users, not to accommodate new development.

Figure 11.2 - Carrsville Well System

	Well 1	Well 2
Well Yield	100 gpm	150 gpm
Well Pumping Rate	85 gpm	82 gpm
Fluoride level	3.22 ppm	3.25 ppm

For development to occur in the Carrsville area, the County will need to increase the well capacity and withdrawal permit or find another supply source for the Carrsville community. If larger pumps are installed matching the minimum well yield of 100 gpm, a water demand of 75,000 gpd can be supported. However, the Carrsville community is limited by storage capacity.

**Public Wastewater**

**Camptown Area**

Sewer treatment service to the Camptown area is provided by the Franklin wastewater system. A cooperative agreement between Isle of Wight County and the City of Franklin allows Isle of Wight to discharge up to 333,000 gpd of wastewater into the Franklin system. The County currently discharges approximately 130,000 gpd. International Paper discharges a portion of their wastewater to the County’s system, thereby accounting for the difference in the water consumption and wastewater discharge values.

The County owns and operates the sewage collection and conveyance system within the Camptown area which includes gravity sewer, six (6) pump stations and force main. Pump station number 6 will require reconditioning and upgrading to provide for anticipated future commercial and industrial growth. There are several locations within the Camptown area currently utilizing private treatment systems or drainfields, which are either failing and/or lack available space for replacement drainfields.

#### **Carrsville Area**

The Carrsville community does not currently have a public wastewater system. The elementary school discharges to its own wastewater treatment lagoon. The remainder of the area utilizes privately owned, individual drainfields. The development of this area will be limited based on the soil conditions and land available to accept new septic drainfields unless Carrsville is served by public sewer.

A key factor in phasing and attracting development in the corridor will be the extension of public utilities into the corridor. According to discussions with the Hampton Roads Sewer District, County officials and City of Suffolk, there are at least two possibilities for extending sewer throughout the Route 58 corridor in the future:

- Further extension of the lines from the Franklin wastewater system eastward through the corridor; or
- A regional trunk line from Suffolk that would need to be extended by HRSD and with the approval of Suffolk.

There is some interest from Suffolk in serving the Holland community just east of Carrsville with central sewer, although their preference is that the sewer would come from the west, rather than by extending existing lines from the east. Since the timing and priorities for major sewer trunk line extensions has not yet been determined, the phasing of other public improvements and investments should remain flexible so as to be closely coordinated with utility extensions.

It is also important that the alignment taken by future sewer lines and sewer service areas should respect the land uses and policies in this master plan, particularly the configuration of the Development Service District. If a central sewer line is run along the entire Route 58 corridor, provisions should be made so as not to induce development in rural areas outside the DSD by establishing no or only a very narrow sewer service area in the portion of the corridor beyond the Camptown DSD. If the central sewer line running along Route 58 is a forced main, the County may limit sewer line extensions into rural areas by limiting or precluding lateral expansions outside the Camptown DSD through the process outlined in State Code Section 15.2-2232. This process requires that major utility lines extensions be evaluated for conformance with the Comprehensive Plan.

### **11.6 Economic Development Programs**

Residents of the Route 58 Corridor are seeking economic development initiatives that will lead to more jobs and economic activity in the area. The County's Economic Develop-

ment efforts for the Route 58 Corridor should build on the findings of the Market Study conducted for this plan, the Future Land Use Map, and the concept of activity nodes developed by citizens and depicted in the Illustrative Plan. While the County will have to be flexible to accommodate changing technologies, industrial innovation and uncertain market conditions, this plan will provide a means for evaluating economic development opportunities within the framework of a long-term vision developed specifically for this area, rather than on a piecemeal basis as individual proposals come forward. It will also allow the County to embrace a coordinated, multi-pronged Economic Development Strategy to attract development that is best suited for the area and has the most potential for sustained success and growth.

#### **Industrial and Retail Development**

The County should take the initiative to identify specific types of businesses that would be likely to benefit from a location in this area with proximity to International Paper and with accessible to the Franklin Airport, and the Norfolk Southern and CSX Railways. There are some identifiable targets based on discussions with industrial developers and brokers in the area such as regional distribution centers, alternative energy producers and regional construction contractors. The County should study the specific needs of these and other potentially interested types of businesses to create a strategy to introduce and attract targeted firms to appropriate locations in the Corridor. This is a long-term effort but it will pay off for the County in the expansion of its commercial tax base.

The proposed retail program that evolved through the planning process requires a larger number of households than now exists in the study area. In fact there is an excess of supply of retail compared to demand in the area now. This is the result of new shopping centers and supermarkets on the west side of Franklin that have drawn away much of the market support that existed in the 1970s for the supermarket and other stores at the Airway Shopping Center in Camptown. Now residents in south Isle of Wight County can drive just 5-10 minutes to a variety of stores including Farm Fresh and WalMart SuperCenter.

It will take roughly 2,200 new households to bring enough income (at average household income of \$37,100) to support a grocery store of 25,000 square feet. Other sizes of stores may be possible as supermarket retailing continues to evolve and chains bring new products to the market place. In the current environment based on the consultant's experience this is the smallest size of a food store that could be attracted. Smaller food stores would be possible if the area attracts households with significantly higher incomes because these types of specialty food stores sell more expensive food items and non-food grocery items (such as flowers and cosmetics) and can therefore be supported by a smaller, but higher income population. To attract a grocery store to the area, the County will need to monitor the growth of the population and income in the area, maintain contact with a network of food store brokers and developers in the mid-Atlantic and make those individuals aware of the opportunity as it unfolds.

### **Redevelopment of the Airway Shopping Center**

This property, once the retail anchor of the Route 58 Corridor, suffered from physical decline and disinvestment. It has improved in recent years under new ownership and it should continue to do so as the Corridor and the entire area grows and gains population. Right now this is a good location for flex-office and retail businesses serving Camptown and West Franklin. This property is expected to redevelop as the owner attracts more businesses and improves cash flow.

There are ways that Isle of Wight County could make redevelopment happen faster short of buying the property and finding a developer to redevelop it, probably under a complex and expensive redevelopment agreement. The best course of action is for the County to negotiate with the present owner and attempt to reach an agreement about improvements and the attraction of new stores, possibly using incentives such as tax abatements and public area improvements (e.g., drainage, access) to make redevelopment a more attractive option. Additionally the County could provide technical assistance to the owner or a future owner to improve the current site design by consolidating entrances, enhancing landscaping to improve views from the road, upgrading building facades and adding interior parking lot landscaping, attractive lighting and uniform on-site signage. The Visualization in Section 8.7 depicts one way that the Airway Shopping Center site could be redeveloped as a small office park with buildings patterned after traditional architectural forms using high quality building materials and with parking located to the rear of the

buildings rather than along the roadway. This visualization or something similar could be used to market the property to potential buyers.

### **Agricultural Preservation**

In May of 2005, the Board of Supervisors adopted the Purchase of Agricultural Conservation Easements (PACE) Program, a voluntary program that pays landowners to protect their farm and forest land. Landowners enter into agreements to sell the development potential of qualifying property to the County while maintaining the right to continue agricultural or forestry related activities on the property. At this time the County's priorities for expenditure of its limited agricultural preservation funds are in the north and central parts of the County where the diminishing supply of farm land makes purchase very expensive. While there is greater pressure to preserve undeveloped land in parts of the County where the demand for development is greatest, there is a case to be made for buying strategically located farmland now in more rural parts of the County when prices are relatively low and larger tracts can be assembled. It can be expected that land values in the Route 58 corridor will grow significantly once the plan is approved and implementation begins.

Preservation of farmland in and around the study area by public or private means is an important element of preserving the historic landscape of southern Isle of Wight County that supports the overall rural economy and efforts to promote tourism. Century Farms located in the study area might be particularly important focal points for agri-

cultural activities in the study area in that these properties would have special significance in promoting agriculturally based tourism through activities such as farm tours, farm markets and other farm enterprises that both attract visitors to the area and help maintain the long term viability of agriculture in the County by diversifying income sources for agricultural operators.

### **Tourism and Recreational Development**

There is an opportunity for more tourism and recreational attractions in the Route 58 Corridor, for residents as well as tourists. The development of a land and water trail system on the Blackwater River north of Route 58 will bring recognition to the entire Corridor as a destination for County residents and others in the region. It will also bring more traffic and enhance retail potentials in the area.

There is also an opportunity to expand marketing of historic attractions in and along the Corridor, including Century Farms, as noted above. The Oak Crest House is the only National Register property in the study area but there are other historic homes and resources including several churches that the community holds in high regard that could be featured in marketing the area to tourists. The old Carrsville School is another culturally and historic structure that could be used as a focal point for community activities, either as a community center or library that could also serve as an orientation center for visitors to the area. The County should work with the School Board and residents of the area to develop a suitable adaptive use for this structure.

The County should work to develop materials that promote the area's history and work with area residents to develop tourism supportive uses such as bed and breakfasts and country inns in existing historic buildings. The County should consider promoting other recreational uses that are compatible with agriculture and industry. Outdoor recreational activities such as campgrounds, or outdoor sports compounds that include paintball, target shooting, and similar uses would attract tourists to the area while maintaining the rural landscape and diversifying the rural economy in a way that would not preclude the transition of land to industrial use when there is market for such uses.

Developing a marketing strategy and a theme for the Route 58 Corridor would promote the overall vision for the corridor while also providing an identity that sets the area apart and makes it unique in the region. The County should develop a theme that promotes the area's historic past, its agricultural and natural resources, and its industrial past and future. This theme should be evident in marketing literature developed for potential industrial investors and tourists. The overall idea is that the historic Route 58 Corridor, (rich in natural resources and resource based industry) is the leading the way to an innovative future that promotes both industry and community.

### **Promotion of Specialized Housing Opportunities**

The one specialized housing project in the Corridor is the Springdale Apartments complex near the Airway Shopping Center. There is a greater opportunity for additional units to support the requirements of elderly residents in the

Corridor and elsewhere in the County. There are sites on Route 58 that would make excellent locations for additional housing of this type. Areas depicted for mixed use development on the Future Land Use plan could accommodate a variety of housing types to serve several income levels would be appropriate. Rental housing for the elderly, workforce housing and even assisted living facilities could be developed in these areas. There are low-income housing tax credits available for developers to provide housing to households at or below 60 percent of median household income. There may be opportunities to use this source of funding at various locations in the Corridor to address special housing needs.

## 11.7 Action Plan

### **Introduction**

This portion of the Implementation Plan provides a summary of various actions that the County must take to begin accomplishing the objectives of this Corridor Plan. Many of these action steps have been discussed in more detail as recommendations in the text of the plan. This section brings all those recommendations together and provides a suggested timeframe for the each action. In some cases, certain actions must be taken before others; for example to use this plan as the primary document for evaluating development proposals in Route 58 Corridor, it must be adopted as an element of the Comprehensive Plan. In other cases, the recommended timeframes are flexible and may need to be adjusted as opportunities arise; for example a new

source of grant funding may make it possible to make a particular public improvement sooner than expected. The proposed timeframes for action provide a general sense of priority, but are not intended to be deadlines for action or to suggest that any item is less important than another. The section also includes a discussion of potential funding sources for the many improvements recommended in the action plan.

## Funding Sources

Principal funding sources for recommended improvements in the Route 50 Corridor will include the following:

**Development Proffers:** Development proffers are obtained as part of the conditional zoning approval known as “re-zoning.” These are voluntary contributions of cash or in-kind improvements accepted by the Board of Supervisors at the time of rezoning that are intended to address the impacts of the proposed development. Proffers may be used to help offset the costs of utility extensions and improvements, road improvements, school construction and other public facility improvement costs. Proffers may also include the donation of land for new school, park or other public use sites.

**Grants:** There are various sources of grants available for some of the projects included in this plan. Grant money may come from State or Federal Agencies or from private entities such as non-profit organizations. The County may use community development block grant funds for some improvements in neighborhoods, as in the Camptown and Carrsville areas. There are also transportation grants that

may be available to support improvements to Route 58. There are private grant sources that may be appropriate for funding specific types of community improvements.

**Capital Budgeting:** The County uses a five-year capital budget cycle to fund and prioritize public improvements. The Capital Improvement Plan is funded by a variety of sources including general tax revenues and bonds. There should be an effort to introduce projects in the Route 58 Corridor into the capital budgeting process with priorities and designated years in which planned action will take place. This will give property owners and developers a clear understanding of the County’s commitment and a sound framework for private investment.

**State Road Improvement Funds:** The primary source for funding general road improvements in Isle of Wight County is the Virginia Department of Transportation.

## Action Summary Chart

The following chart provides a list of recommended next steps to implement the Corridor Plan divided into four time frames: Immediate (3 months to 2 year time frame for implementation), short term (2 to 5 year time frame), medium term (5 to 10 year time frame), and long term (10 to 20 year). At the end of each recommendation is a reference to where additional information relating to the action may be found, and potential funding sources.



# Route Economic Development and Land Use Plan

Figure 11.3a - Immediate Actions

Immediate (3 months - 2 years)			
No.	Action	Reference	Possible Funding Source
I-1	Adopt the Route 58 Economic Development and Land Use Plan as an element of the County's Comprehensive Plan	Section 11.3 – Policy and Regulatory Changes, Comprehensive Plan	Local Revenues
I-2	Designate the Camptown DSD, the Village of Carrsville and the portion of the Route 58 Corridor between the Camptown DSD and the Village of Carrsville as a Corridor Improvement District and establish a property improvement grant program (similar to the one adopted for the Route 17 Corridor and Newport DSD) to be administered by the Industrial Development Authority and the Southern Development Committee (SDC).	Section 11.2 – Encouraging Private Investment	Local Revenues
I-3	Publicize and consider enhancing the real estate tax abatement program for qualifying commercial and industrial structures in the Route 58 study area, or a more limited portion of the area, such as parcels directly abutting Route 58 or Route 258.	Section 11.2 – Encouraging Private Investment	Local Revenues
I-4	Offer technical assistance for site design, landscape design and architectural design to owners of key properties in the Corridor to promote development that implements this plan and/or appoint a Route 58 Corridor ombudsman to guide prospective developers and property owners through the development review process.	Section 11.2 – Encouraging Private Investment	Local Revenues
I-5	Provide mailings about incentive programs for the Route 58 corridor to all landowners in the study area and publicize the adoption of the Route 58 master plan through mailings and through civic associations.	Section 11.2 – Encouraging Private Investment	Local Revenues; economic development grant funding; private organizations
I-6	Coordinate with the County's Department of Economic Development to promote development activities that are consistent with the Route 58 Economic Development and Land Use Plan and develop marketing materials and industry studies specifically for Route 58 Corridor.	Section 11.2 – Encouraging Private Investment; Section 11.6 - Economic Development Programs, Industrial and Retail Development	Local Revenues; economic development grant funding
I-7	Develop a marketing strategy to promote the area's history and work with area residents to develop tourism supportive uses such as bed and breakfasts and country inns in existing historic buildings, promote recreational uses that are compatible with agriculture and industry and provide an identity and theme that sets the area apart and makes it unique in the region.	Section 11.6 - Economic Development Programs, Tourism & Recreation and Agricultural Preservation	Local Revenues; economic development grant funding
I-8	Seek funding from State or Federal grant programs or from County funds to establish uniform landscaping with street trees and decorative plantings at focal points along the corridor. Additionally, fund a landscaping demonstration program to upgrade landscaping in key segments of the corridor to provide examples of preferred planting schemes along the Route 58 and Route 258. Priority for demonstration projects should include entrances to key industrial sites in the area (such as the Industrial Park and the Airport) and in gateway locations such as the entrance to Carrsville or the Camptown DSD.	Section 11.2 – Encouraging Private Investment; Section 11.3 - Policy and Regulatory Recommendations, Corridor Design Guidelines	Local Revenues; State & Federal Grant Programs

Figure 11.3b - Immediate Actions continued

Immediate (3 months - 2 years) - Continued			
No.	Action	Reference	Possible Funding Source
I-9	Consider adoption of an expedited review policy for development proposals in the Camptown DSD or in a newly developed Revitalization Corridor Zoning Overlay.	Section 11.3 – Policy and Regulatory Recommendations, Revitalization Overlay District	Local Revenues
I-10	Consider revisions to the Zoning Ordinance to allow consideration of smaller minimum district sizes to promote use of PD districts in the planning area.	Section 11.3 – Policy and Regulatory Recommendations, New or Revised Base Zoning Districts	Local Revenues
I-11	Consider development of a new Zoning Overlay or a significant revision/expansion to the current Highway Overlay District for all or portions of the Route 58 study area, and specifically the properties fronting Route 58 and Route 258 with the intent of increasing development setbacks along those portions of Route 58 that are proposed to remain in long term agricultural use, between the Camptown DSD and Carrsville.	Section 11.3 – Policy and Regulatory Recommendations, Revitalization Overlay District and Highway Corridor Overlay	Local Revenues
I-12	Develop and adopt corridor-specific design guidelines to guide property owners, developers, and staff in designing and reviewing development proposals within the corridor.	Section 11.3 – Policy and Regulatory Recommendations, Corridor Design Guidelines and Section 9.7 Roadway Corridor Design Guidelines	Local Revenues; State & Federal Grant Programs
I-13	Develop Corridor Signage to serve as gateways into the corridor from the East (in Carrsville) and from the West (at the Blackwater Bridge or just before it). The signage should be designed to give identity and an overall “theme” to the corridor.”	Section 11.3 - Policy and Regulatory Recommendations, Corridor Design Guidelines; Section 11.6 - Economic Development Programs, Tourism and Recreation	State & Federal Grant Programs; local enhancement or economic development grants; private development proffers
I-14	Partner with the developer of the Airway Shopping Center property to provide design and engineering assistance to help market the property as a light industrial “Commerce Park” as indicated in the plan.	Section 11.6 - Economic Development Programs, Redevelopment of Airway Shopping Center and Section 8.7 – Visualizations	Local revenues and local economic development grant funding
I-15	Add historic-style light fixtures and street signage in the corridor communities of Carrsville and Camptown.	Section 11.3 - Policy and Regulatory Recommendations, Corridor Design Guidelines and Section 8.7 – Visualizations	Local revenues, private development proffers; local enhancement grant programs

Figure 11.4 - Short Term Actions

Short Term (2-5 years)			
No.	Action	Reference	Possible Funding Source
S-1	Develop pedestrian improvements in the existing corridor communities of Carrsville and Camptown (crosswalks, trails, sidewalk improvements);	Section 9.6 – Summary of Transportation Analysis	Federal and State Grant programs; private development proffers
S-2	Partner with private developers or the State on road long-term improvements to the main roadways and intersections of Route 58 and 258 including crosswalks, turn lanes and widenings as needed.	Section 9.6 – Summary of Transportation Analysis	Private Development Proffers & VDOT
S-3	Create better trail connections from Camptown to the new elderly housing and business park areas north of Route 58.	Section 9.6 – Summary of Transportation Analysis; Section 11.3 - Policy and Regulatory Recommendations, Corridor Design Guidelines	Federal and State Grant programs; private development proffers
S-4	Evaluate the feasibility of implementing form based zoning for the Village of Carrsville and targeted redevelopment areas.	Section 11.3 – Policy and Regulatory Recommendations, Form Based Code	Local Revenues
S-5	Evaluate funding incentives and options to address special housing needs in the area.	Section 11.6 - Economic Development Programs, Promotion of Specialized Housing Opportunities	Local Revenues; State & Federal Grant Programs
S-6	Develop detailed plans and identify funding mechanisms for the provision of sewer and water service to the entire Camptown DSD.	Section 11.5 – Public Utilities	Local Revenues

Figure 11.5 - Medium Term Actions

Medium Term (5-10 years)			
No.	Action	Reference	Possible Funding Source
M-1	Develop a mixed shared-use trail for bicyclists and pedestrians along the railroad right-of-way and on Routes 58 and 258 through the existing corridor communities and in any new developments that they connect to.	Section 9.6 – Summary of Transportation Analysis	Federal and State Grant programs; private development proffers
M-2	Develop a nature trailhead with parking area and natural trail along the Blackwater River.	Section 11.6 - Economic Development Programs, Tourism and Recreation	Federal and State Grant programs (may involve local match)
M-3	Work with County School Administration on opportunities to convert the old Carrsville school building to a new community center.	Section 11.6 - Economic Development Programs, Tourism and Recreation	Local Revenues
M-4	Develop detailed plans and identify funding mechanisms for the expansion/provision of sewer and water service to the entire Village of Carrsville.	Section 11.5 – Public Utilities	Local Revenues; State Grant Programs

Figure 11.6 - Long Term Actions

Long Term (10-20 years)			
No.	Action	Reference	Possible Funding Source
L-1	Create civic open space in Carrsville to serve as a “Village Green” and focal point for a new walkable village center.	Section 11.3 - Policy and Regulatory Recommendations, Corridor Design Guidelines	Private Development Proffers
L-2	Develop civic functions (police substation and library extension, and create a park or designated, maintained open space) as part of the County owned land in Carrsville	Section 11.3 - Policy and Regulatory Recommendations, Corridor Design Guidelines	Capital Improvement Plan, Capital Budget & Bonds
L-3	Expand the Blackwater Nature Trail to connect with other regional trail systems.	Section 11.6 - Economic Development Programs, Tourism and Recreation	Federal and State Grant programs (may involve local match)
L-4	Work with VDOT to develop plans and identify funding sources for improving Route 58, west of Route 258 to a four lane divided roadway.	Section 9.6 - Summary of Transportation Analysis	Private Development Proffers & VDOT