





Gloucester Court House Village Sub-Area Plan Adopted February 5, 2013



A Collaborative Effort
of the Gloucester Main Street Preservation Trust
and the County of Gloucester, Virginia



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1. Introduction

A Collaborative Effort of the Trust, the County, and Local Citizens

This Sub-Area Plan is an element of the Gloucester County Comprehensive Plan, yet it is a true collaboration of the Gloucester Main Street Preservation Trust and the County.

The Gloucester Main Street Preservation Trust was founded in 2005 by the late Edward Joseph and his wife, Adrianne Ryder-Cook, for the purpose of enhancing economic activity in Gloucester Court House village. Since its inception, the Trust has undertaken a variety of important projects benefitting the village. Recent initiatives include establishing the Main Street Center in the old Gloucester Exchange Shopping Center, supporting the Gloucester Main Street Association, managing the façade improvement grant program, working to strengthen existing businesses on Main Street, and serving as a business resource for new businesses.

The Trust has collaborated with the County on a variety of projects, and this Sub-Area Plan is a prime example. In a true partnership effort, the Trust has provided most of the funding for consulting assistance, while the County has provided funding assistance and significant in-kind staff support, with the intent to adopt the completed Plan as part of the County's Comprehensive Plan. The process is designed to engage key stakeholders and the community at large in order to produce a Plan that reflects the broad desires and priorities of the community.

Policy Context and Relationship to Other County Plans

Countywide Comprehensive Plan Update. For the past several years, Gloucester County has been engaged in the process of updating its Comprehensive Plan. The Commonwealth of Virginia requires that every local government in Virginia have a Comprehensive Plan, which serves as the primary policy document for guiding growth and public investments countywide. As the Gloucester Comprehensive Plan update nears completion, it is an opportune time to prepare specific land use policies for the long-range development and preservation of the historic heart of the County – the Court House Village area. Since the outcome of this effort will be a policy document, it is referred to as a "sub-area plan," to distinguish it from the Countywide Comprehensive Plan. (The County earlier adopted such an area plan for the Gloucester Point-Hayes area).

The 2010 Gloucester Courthouse Village Plan. The County and the Trust have a successful track record in such collaborative planning efforts, including the preparation of the Gloucester Courthouse Village Plan, a physical design plan for the village Main Street which was prepared in 2009 and adopted by the County Board of Supervisors in 2010. Note that these recommendations are project-oriented, rather than policy-oriented, and thus are different from the purpose of this new Sub-Area Plan. These two plans, however, are intended to be mutually supportive.

The overall intent of the 2010 Gloucester Courthouse Village Plan was to develop a series of key projects and strategies for the revitalization of the Route 17 Business Corridor - Main Street - through a broad and inclusive community process. Thus, that Plan focused on specific, detailed physical improvements to the particular places along the streetscape of historic Main Street in the core of the village. It has been well received by the community and has served as a guideline and catalyst for several recent initiatives.

The 2010 Gloucester Courthouse Village Plan has four components and sets of recommendations: design, economic/ marketing, promotions and organization. The recommendations pertain to specific project areas, which include the gateways, corridor subareas, and Main Street; and to project types, which include signage, place-making art and historic preservation.

The goals of that Plan were to:

- Create a comprehensive public/private plan that can be implemented
- Follow the National Main Street Center approach
- Build on existing organizational and funding assets
- Recognize and enhance village feel, historic ambiance, and quality of life
- Work on traffic and parking issues
- Continue to implement building and streetscape improvements
- Focus on specific themes for revitalization projects
- Create a new brand/image for all village promotional materials
- Base business recruitment strategy on marketing analysis

The 2012 VDOT Business 17 Corridor Planning Study. During the preparation of this Plan, the Virginia Department of Transportation was engaged in a study of the Business 17 from US 17 Bypass south to US 17 Bypass North, to analyze the causes of congestion and provide solutions to remedy them while including multimodal accommodations which extend the village neighborhood design, and extend non-motorized access across US 17 to adjoining neighborhoods and amenities. The findings of this study were not completed in time to be used in preparing this Sub-Area Plan.

The Need for a Sub-Area Plan. Despite the success of the 2010 Gloucester Courthouse Village Plan as a guide for physical improvements to the Main Street corridor, the Trust and the County both recognized the need for an update of long range planning policy for comprehensively managing growth in and around the Village, not only along the Main Street corridor itself.

Thus, in 2011 the process of preparing a Sub-Area Plan for the whole area was initiated. The Area Plan is more of a policy plan, rather than a program for specific physical improvements. Thus, it fits logically into the framework of the County's overall Comprehensive Plan, but with a focus on the Court House Village and surrounding areas. This Area Plan will serve as a *policy guide* for land use and zoning decisions, as well as major capital investment and public program initiatives.

Summary of This Area Plan

Key Purposes and Functions

This Sub-Area Plan is intended to become an element of the County's Comprehensive Plan, and as such will provide the policy framework for future land use and development in the area, including land use regulations and infrastructure decisions made by the County Planning Commission and Board of Supervisors.

This Sub-Area Plan will also provide the basis and guidance for potential grant funding, proffers from rezoning applicants, County's capital improvements program, etc., and will also help guide private sector decision-making to the extent that it provides an indication of the goals and policies of the local government.

The Process of Preparation

The process of preparing this Plan was a combination of analytical and design work done by the consulting team and local professional staff in combination with the creative, policy input from the public at large, and from a County-appointed Steering Committee of volunteers from the County's volunteer board bank, MSPT members, Planning Commission members, and Board of Supervisor members. A Planning Commission review and public hearing took place on January 3, 2013. The Board of Supervisors held their public hearing on February 5, 2013.

Summary of Major Policy Recommendations

The policies of this Plan are derived from its Vision, which was based on the input, ideas, and critiques from the public (at two public forums in 2012), and from the volunteer Steering Committee. The key goals of the Vision are to enhance the economic and social vitality of the Court House village community, while maintaining and enhancing its historic, small-town character, and walkable, mixed-use environment. These central goals are framed within three major thematic elements:

- 1. Connectivity
- 2. Preservation
- 3. Economic Vitality

The policies and priority actions for these three themes are aimed at:

- Improving walkability in and around the village.
- Connecting the Court House village to the surrounding area with roads and trails.
- Improving the safety and function of major roads and road intersections.
- Preserving the major historic assets of the village community and using these to enhance the tourism industry.
- Expanding commercial services and employment opportunities.
- Fostering a land use pattern that meets current and future needs through interconnected, mixeduse development patterns, and a compact pattern of housing with a mix of dwelling sizes and types.

- Expanding the flexibility of zoning regulations to allow and encourage development that has a traditional form, human scale, and sense of place, and supports a variety of uses.
- Preserving and stabilizing existing residential areas and neighborhoods surrounding the village.
- Focusing higher intensity uses in and around the core of the village, with full development of the planning area occurring only gradually over the course of several decades, and only by the initiative of the private market, with complementary support of public facilities.
- Maintaining the current growth management strategies for the County as a whole, while promoting positive development in and around the village.
- Planning for the future and keeping existing conditions in mind, including existing infrastructure issues and concerns.

The Plan offers an overarching strategy for guiding future development within the Court House Village Sub-Area:

- Within the core of the Village (Main Street and contiguous): promote carefully designed, human-scale, infill development along and adjacent to Main Street.
- Adjacent to the Core: promote a compact development pattern of mostly residential uses well connected to the core, with only incremental, small-scale and/or community centered commercial development.
- Edge of the Village Sub-Planning Area: maintain the current development district boundary for public water and sewer service, so as to focus infrastructure, development and vitality in and around the historic village.

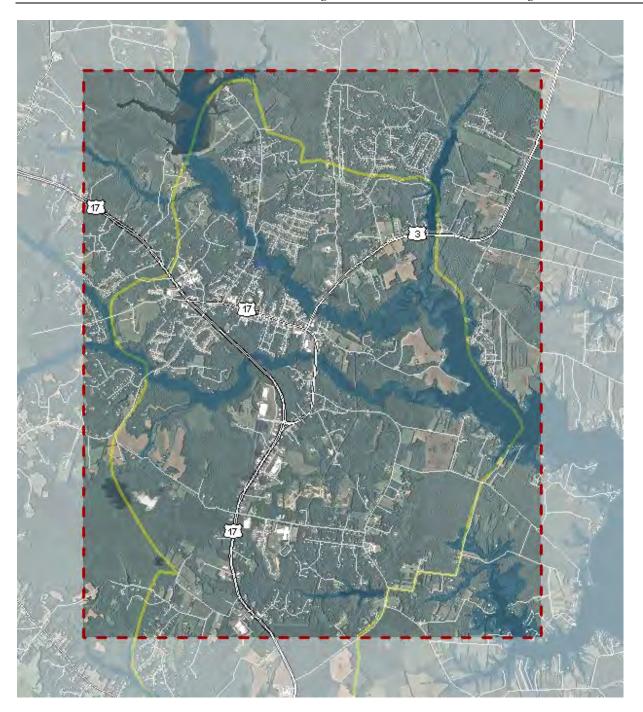
To achieve these goals and policies, the Plan contains a substantial list of Priority Actions for the County to undertake, lead, or support, in conjunction with private civic organizations, developers, landowners, and other citizens.

2. Existing Conditions and Analysis (summary)

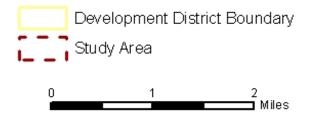
2.1 The Study Area

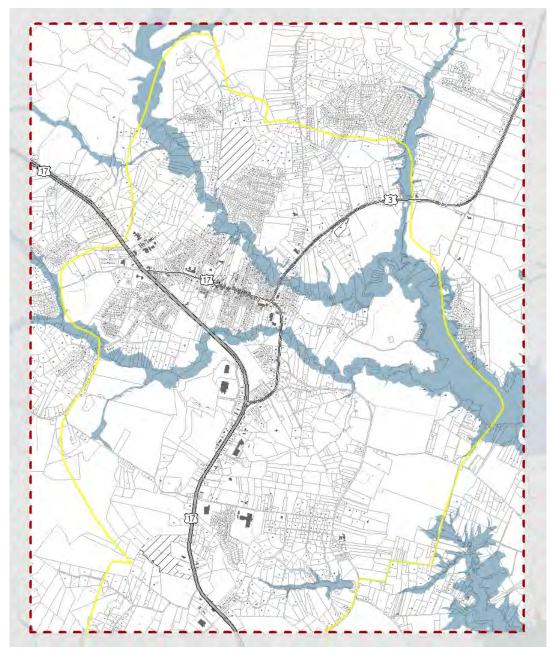
This Sub-Area Plan provides policy guidance for land use and infrastructure decisions for the Court House Village and the surrounding area. The area for study includes the Village itself, as well as surrounding land within the County's defined "Development District" which is the area planned to be served with water and sewer facilities. This is a logical area of focus since public utilities are a major facilitator of new development. The entire study area covers a little over 20,000 total acres.

Following are aerial photographs and planimetric maps showing the study area.

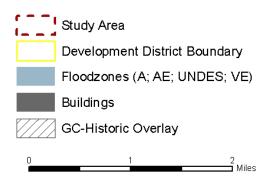


Sub-Area Plan Study Area (photo)





Sub-Area Plan Study Area (planimetric map)



2.2 Physical Framework

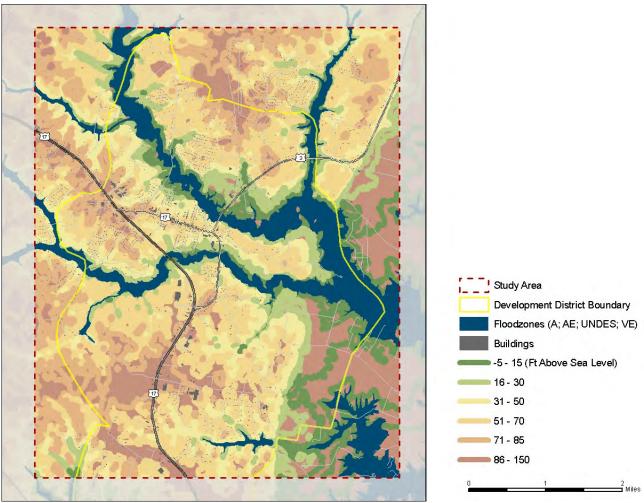
2.2.1 Natural Features

The natural systems, or "green infrastructure," are the most fundamental determinants of urban form and development patterns. In the Court House Village area, the primary natural features are the streams and flood hazard areas that define the peninsular pattern of landforms. The stream corridors are not only barriers to access and development, but also provide opportunities for recreational activities. The topography itself, especially areas of steeper slopes (typically adjacent to streams), also influence the location and pattern of growth, as it is more difficult and costly to build in areas with naturally steep slopes.

Another important natural feature that determines development pattern is the soil suitability for on-site wastewater disposal (septic systems), because in areas where the soil is not suitable for on-site wastewater disposal, central sewer service is necessary to support dense development. However, in the Court House Village planning area, soil suitability for septic is not as important, because the planning area lies within the County's "development district" which is planned for long-term public sewer service.

Following are maps of the study area showing these key natural features.

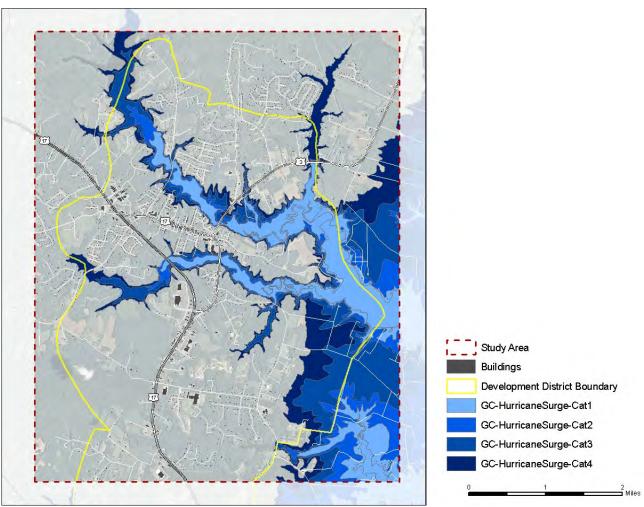
Land Forms / Topography



Source: Gloucester County GIS database / USGS

The land form / topography map above shows the elevation of the land above sea level, which does not directly show the amount of slope, but indicates slopes indirectly. The lowest levels are the floodzones shown in dark blue, with the highest levels shown in brown/tan. This map of land forms clearly shows the peninsula pattern that provides the land use and development framework for the County. The low-lying areas provide opportunities for natural amenities and environmental functions but also create barriers to transportation and development infrastructure. Future land use and development must work within the constraints of these features, and take advantage of the positive aspects.

Hurricane Surge



Source: Gloucester County GIS database / FEMA

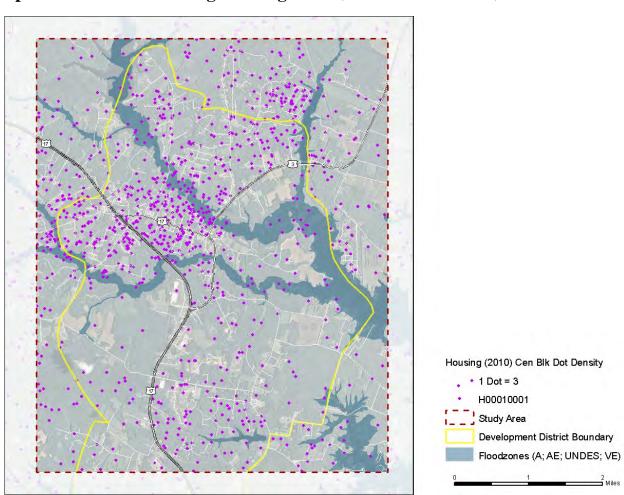
The Hurricane Surge map above shows the various levels of vulnerability to the impacts of hurricanes, with lighter blue areas showing the most vulnerable areas. The pattern closely reflects the pattern of flood-prone areas, and also suggests the geographical constraints on future land use and development.

2.2.2 Manmade Features (Land use, infrastructure, housing, etc.)

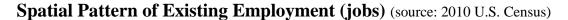
The pattern of roads and buildings provide the most obvious framework feature to the planning area, especially when considering the influence these elements have on future land use and development. The road network (as well as sidewalks and trails) provides the physical access to property, and the existing buildings provide the housing and commercial or industrial space for most human activity. Utility infrastructure, especially sewer lines and power lines, provide the support for more intensive human activities associated with towns and villages. Recreational areas (parks, playgrounds, trails, and "blueways") are manmade features that are often associated with or influenced by the configuration of natural resources such as stream corridors and steep slopes.

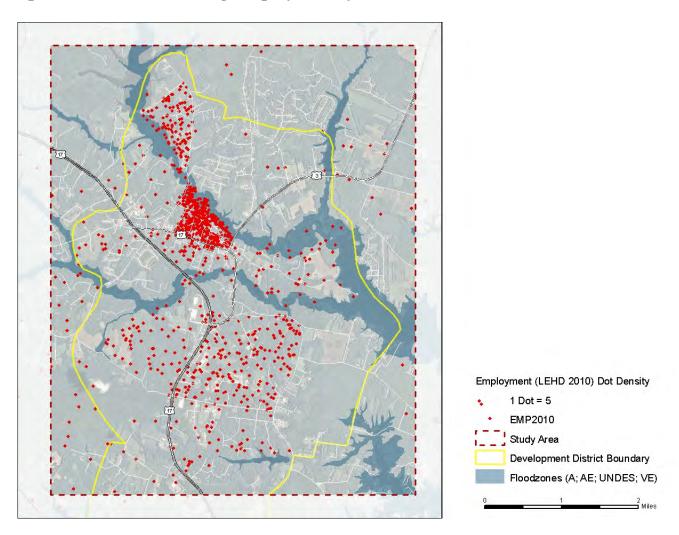
Following are maps of the study area showing these key manmade features.

Spatial Pattern of Existing Housing Units (source: 2010 U.S. Census)



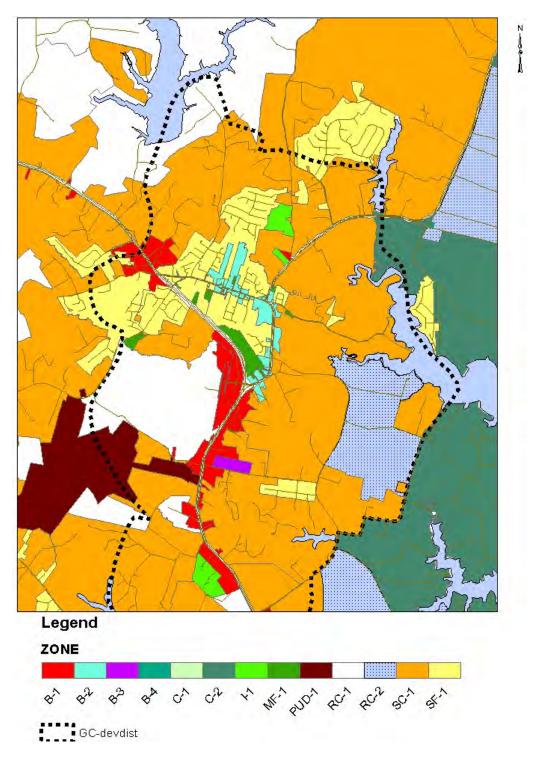
The map above shows a generalized spatial pattern of existing housing units in the study area. Each dot represents three dwellings. The map does not represent precise locations of each dwelling, but rather the general pattern of concentration of units.





The map above shows a generalized spatial pattern of existing jobs in the study area. Each dot represents five jobs. As with the previous map showing housing patterns, this map does not represent precise locations of each job, but rather the general pattern of employment. It clear that jobs are more concentrated than housing in the study area, with greatest concentration at the northern edge of the historic village.

Existing County Zoning (Court House Area)



The map above shows the existing pattern of County zoning districts in the area. Most of the land is zoned at a relatively low density for residential uses, with commercial uses concentrated in the village core and along the Rt. 17 corridor.

2.3 Socio-Economic Framework

2.3.1 Demographics

The major demographic issue for the Sub-Area Plan is how much land will be needed for future residential development during the next two decades (the typical planning horizon for long-range community planning).

An estimate of "land demand" was prepared by forecasting the future population and job growth in the area, and then applying per unit estimates of the amount of land needed for each type of development.

For comparison purposes, the amount of development capacity currently permitted under existing zoning was also calculated, and as expected, the permitted capacity under existing regulations, far exceeds the amount that will actually be needed. This is a normal condition, as zoning regulations and designations are not made with the goal of maintaining the precise amount of land at any given moment in time. What such comparisons do, however, is show that zoning regulations, in and of themselves, are not usually the major constraint to the overall supply of land for development purposes.

On the following pages are tables that show the analysis and forecast of land needed for future residential uses in the study area (as well as for employment uses).

2.3.2 Employment and Economic Base

The major economic issue for the Sub-Area Plan is how best to enhance the economic vitality of the village area without compromising its fundamental natural and cultural resources and amenities. A related issue for planning purposes is the amount of land that will be needed to support expected employment growth in the area.

The village area is the historic heart of Gloucester County in terms of government services, population concentrations, and economic functions. Further enhancement of the local economy is a key priority for long-range planning efforts, but such enhancement must preserve, as well as use, the existing resources.

As can be seen from Table 2 below, the amount of land needed for new employment uses is relatively small; thus, land supply is not the issue. The issue is where and how best to foster economic development activities, and what infrastructure improvements and housing development might best support increased economic activity.

On the following pages are tables that show the analysis and forecast of land needed for future employment uses in the study area (as well as for residential uses).

Table 1.
Residential Land Forecast

| | 2010 | 2020 | 2030 | Total Change 2010-2030 ³ | |
|---|---------------------|------------------------|------------------------|--|--------|
| County wide | | | | | |
| Total county population | 36,858 ¹ | 46,013 ² | 51,824 ² | 14,966 | people |
| Total dwellings units in county | 15,852 ¹ | 18,554 ³ | 21,775 ³ | 5,923 | units |
| Population per household | 2.58 ¹ | 2.48 ³ | 2.38 ³ | | |
| Total new dwelling units added | n/a | 2,702 ³ | 3,221 ³ | 5,923 | units |
| | | | | | |
| CHV Study Area | | | | | |
| Total population in study area at 1.7% annual growth ² | 9,048 ¹ | 10,709 ³ | 12,676 ³ | 3,628 | people |
| Total dwellings in study area | 3,584 ¹ | 4,371 ³ | 5,282 ³ | 1,698 | units |
| Population per household in study area | 2.52 ¹ | 2.45 ³ | 2.40 ³ | | |
| New pop. at 1.7% annual growth ² | n/a | 1,661 ³ | 1,967 ³ | 3,628 | people |
| New dwellings to serve pop. | n/a | 787 ³ | 911 ³ | 1,698 | units |
| Density of new dwellings (gross) | n/a | 1.2 du/ac ³ | 1.2 du/ac ³ | | |
| | | | | | |
| Additional residential land needed in the CHV Study Area | n/a | 656 ac. ³ | 759 ac. ³ | 1,415 | acres |

Sources:

¹ US Census (note that this implies a vacancy rate of 11%)

² Virginia Employment Commission

³ Herd Planning & Design

⁴ GMU Center for Regional Analysis, NPA Data Services, Inc.

Table 2. Employment Land Forecast

| | | 2010 | 2020 | 2030 | Total Change 2010-2030 ³ |
|--|---------------------|--------------------|---------------------|---------------------|--|
| | | 2010 | 2020 | 2000 | 2010 2000 |
| Total jobs in County | | 8,800 ¹ | 10,739 ² | 13,354 ² | 4,554 jobs |
| | | | | | |
| Court House Village Study Area | | | | | |
| Total jobs in area at 2.0% annual growth ^{2, 3} | | 5,140 | 6,266 ² | 7,638 ² | |
| Total new jobs added in study area | | n/a | 1,126 ³ | 1,372 ³ | |
| Number of square feet in study area | sf/job ⁴ | | | | |
| retail | 450 sf/job | 794,250 | | | |
| office | 200 sf/job | 920,200 | | | |
| industrial/warehouse | 900 sf/job | 383,400 | | | |
| total | | 2,097,850 | | | |
| | | | | | |
| | | | | | |
| Number of acres of employment in area | sf/ac ³ | acres | acres | acres | acres added |
| retail | 0.22 FAR | 83 | 101 | 123 | 40 |
| office | 0.25 FAR | 84 | 102 | 125 | 41 |
| industrial/warehouse | 0.15 FAR | 59 | 72 | 88 | 29 |
| total | | 226 | 275 | 336 | 110 |
| | | | | | |
| | | | | | |

Sources:

¹ US Census (note that this implies a vacancy rate of 11%)

² Virginia Employment Commission

³ Herd Planning & Design

⁴ GMU Center for Regional Analysis, NPA Data Services, Inc. (these are generalized numbers, not based on existing conditions in Gloucester)

3. Public Input

3.1 Planning Process

The process was designed to incorporate two major components: broad-based public input from local citizens and stakeholders, supplemented with technical analysis from the consulting planners and staff of the County and Trust.

The public input centered on three main methods:

- Two open public forums the first in May 2012 to receive initial input, and the second in October 2012 to gather reactions to the draft plan that was based on the May input.
- A series of meetings of a County-appointed Citizen Steering Committee, which included key stakeholder representatives.
- A survey questionnaire that was distributed online via the internet.

In addition to these broad-based methods, personal interviews were conducted with several local business owners to better understand the economic environment.

First Public Forum - May 8, 2012

The first public forum was held on May 8, 2012 in the offices of the Gloucester Main Street Preservation Trust. Approximately thirty-five people attended, in addition to support staff and consultants. At this meeting, the professional team provided an overview of the objectives of the process, and then engaged the citizen participants in a series of exercises to elicit their views on the future of the Court House Village. These included a visioning exercise, a "SWOT" analysis (strengths, weaknesses, opportunities, and threats), and a development character exercise in which participants were asked to identify their preferences regarding different forms of development for residential, commercial and institutional uses. The results are summarized in sections 3.3 and 3.4 below.

Steering Committee Input

A citizen Steering Committee was appointed in March 2012 and met seven times to provide policy guidance to the professional staff and consultants. The Committee included a range of prominent local citizens, business people, and government representatives who volunteered to serve the project. The Committee provided input into the process as well as helped the professional team interpret and refine the input received from the broader public. The Committee reviewed and helped shape the content of the draft plan being submitted to the County for formal review, refinement and adoption.

Survey promulgated via Web

Many of the questions that were included in the public forum exercises were also promulgated as a survey, accessed via the County's web site. The results of the online survey broadened the base of citizen input and was generally consistent with the input received at the forum.

Second Public Forum – October 18, 2012

The second public forum was held on October 18, 2012 in the offices of the Gloucester Main Street Preservation Trust. More than 75 people attended, in addition to support staff and consultants. At this meeting, the draft plan was presented through verbal presentations and through the display of graphic images, arranged to provide a rich opportunity for attendees to review the plan elements, ask questions, and offer comments. The Steering Committee and professional team used this input in making final refinements to the draft plan.

The input received at this session was generally positive toward the overall thrust and direction of the Plan. Many of the suggestions received at the Forum were incorporated into the revised draft unless they conflicted with larger goals of the Plan.

Team/Staff Analysis and Plan Preparation

The staff of the Trust and the County, together with the consulting team, held a studio session on June 4 to further develop the ideas generated at the first public forum and through the team's analysis. At this session, the team prepared a draft outline for the plan and identified some of the key concepts that emerged from the public input and technical analysis, and how these might be best organized in a policy document. This outline provided the basis for a first draft sub-area plan which was reviewed by the Steering Committee on August 16. The Committee met again on September 20 to review refinements based on its input. A second public forum to receive broad citizen comment was held October 18. The Committee met again following the public forum to make further refinements based on public comment. The Planning Commission and Board or Supervisors held public hearings in early 2013.

3.2 Vision (derived from public input "themes")

The following is a narrative Vision of the future of the Court House Village Planning Area, derived from the public input process to date.

Twenty years from now, the historic Gloucester Court House Village will be an economically and socially vibrant community that retains its historic, small-town character and its friendly, convenient, quality of life. It will be a compact, attractive, walkable community, in which major activity centers – jobs, housing, government and recreation - are well-connected by safe and pleasing streets, sidewalks, and trails. Strong retail and tourism sectors will make the Village a regional destination and a vibrant market center. Buildings will be well-maintained, and motorvehicle traffic well-managed. Adequate and well-marked parking will be available and convenient for both residents and visitors. The population in and around the Village will be diverse, with young families, singles, couples, and retirees all able to find suitable housing. The environmental and cultural attributes of the area will be preserved as essential foundations for economic and social vitality. Achievement of this Vision will be driven by the energy of the market, and will occur over the long-term.

3.3 SWOT and Survey Exercises (from First Public Forum)

Highlights from initial public input:

Best Things about the Village:

- Historic
- Small
- Friendly
- Convenient
- Compact
- Attractive

What the Village should become:

- Vibrant
- Preserved
- Livable
- Charming
- Unique
- Diverse

Opportunities:

- Take advantage of historic assets
- Increase residential population in Village to support business
- Façade improvements
- Mixed-use development
- Balance the needs of those who live here with those who visit here.

What people do not want:

- Unsightly buildings
- Big box retail that is ugly or undermines main street
- Through traffic/trucks
- Large parking lots
- Unrestrained development
- Resistance to change
- Overzealous government

3.4 Development Character Exercise

In order to better understand the hopes and desires of citizens regarding future development and land use in and around the village, a visual exercise was prepared and executed at the first public forum, as well as later through distribution via the internet.

A series of photographs of different forms of development were presented, and participants were asked to opine whether or not these were appropriate for the Court House Village area. There were photos showing variations for each of three major land use types: residential, commercial, and institutional. Space for detailed written comments was also provided and these comments were compiled.

In the wrap-up portion of the forum, participants discussed their reactions to these images and what it might mean for future development in the village. For example, one key aspect that was highlighted, was a recognition that certain types of development - such as compact, higher density uses - could be appropriate for the village proper, while not necessarily being appropriate for the more rural areas surrounding the core of the village.

On the following pages are images from this exercise that gained high overall ratings from the participants, in the forum, as well as through the web-based survey. In the forum, the rating exercise consisted of participants viewing large scale photographs of the various images posted on the wall, and placing green dots on those images they preferred for the area, and a red dot on any image that they felt was inappropriate. Images that received multiple green dots and either zero or one dot reflected positive preferences of the participants, as a whole.

Generally speaking, the images that gained the most positive reaction were those that reflected a "human-scale" form of development in which motor vehicle storage and movement did not have a priority position over that of the pedestrian. Thus, for example, development types with parking behind buildings and on the street, with front porches and sidewalks, received more support than those with large expanses of parking lots in the front of buildings. Participants discussed some of the "trade-offs" in this form of development, and the tension between "auto-oriented" vs. "pedestrian-oriented" convenience and appearance.

Highest Rated Images at Forum (Zero or One Red Dot):















Highest Rated Images from Survey (at least 75% of respondents rated as appropriate):

















3.5 Steering Committee Input

The project Steering Committee met on March 22, April 19, May 17, June 21, August 16, September 20, and November 15, 2012. The first two meetings were focused on gaining an understanding of the scope of the project, and some of the major issues and opportunities for the village. The May and June meetings were focused on assessing the public input received through the first forum workshop and the survey instrument. The August meeting was focused on reviewing an initial draft plan prepared by the planning team for Committee review. The final two meetings were focused on refining the draft plan and incorporating input from the public received at the second forum.

4. Major Concepts, Goals, and Policies

4.1 Connectivity

One major theme that emerged from the analysis and from the public input was the importance and need for greater physical connectivity within and around the Village. This would include not only streets and motor vehicle connections, but also sidewalks, walking and biking trails, and "blueways" using the stream corridors. Of particular concern were the traffic flow and congestion problems associated with the intersection of Main Street and John Clayton Memorial Highway (Routes 17 and 3/14).

4.1.1 Connectivity Goals

- 1. Improve overall walkability in and around the Village, to support tourism as well as the livability and safety of local residents.
- 2. Separate local vehicular traffic from through traffic, to improve, safety, traffic flow/congestion, and emergency access.
- 3. Reconnect the Court House Village to the rest of the County with better connections of all kinds, as shown conceptually on the connectivity framework map, page 29.

4.1.2 Connectivity Policies

- 1. Improve the Function of Intersection at Main Street and John Clayton Memorial Highway. Any alternate connections around the historic Main Street area should be linked to recreational activities and improved access and safety rather than simply to move traffic around the Main Street area more speedily.
- 2. Create parallel road connections to Main Street and to Route 17.
- 3. Add pedestrian crossings at key points such as Brown Park, Foxmill Natural Area, and both ends of Main Street at Route 17.
- 4. Improve pedestrian and bicycle access to Beaverdam Park, Warehouse Landing, Brown Park, Foxmill Natural Area, and Court House Loop, etc.
- 5. Extend and connect sidewalks to connect major activity centers houses, parks, schools, shops, etc.
- 6. Improve pedestrian and bicycle safety along Ware House Road.
- 7. Encourage street connectivity in all new development, particularly for sites or projects that provide opportunities for major linkages such as the area west of Route 17 and north of Burleigh Road.

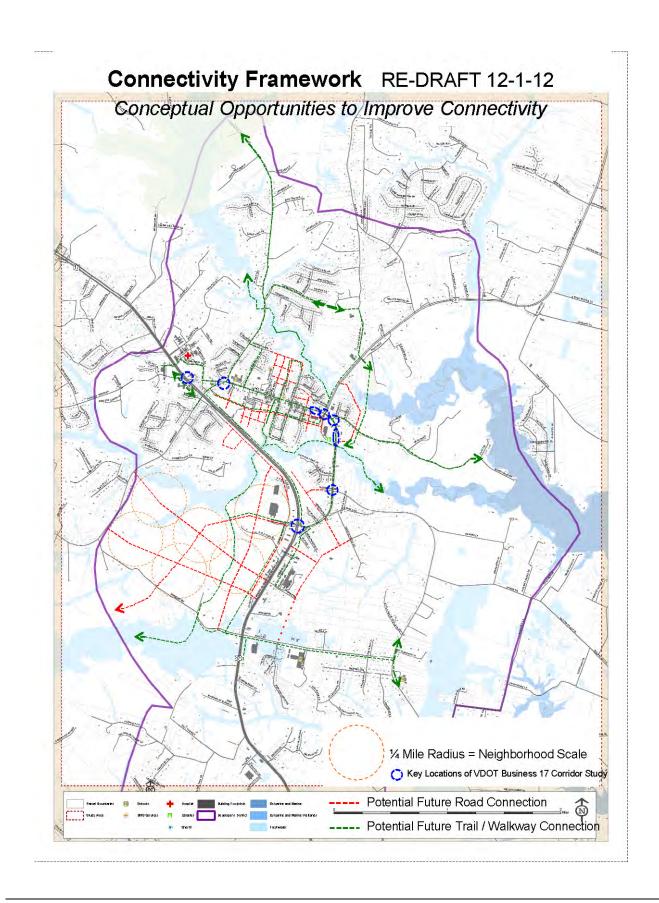
- 8. Encourage "context-sensitive" street design in all new development, in order to support pedestrian and bicycle traffic, as well as motor vehicle traffic.
- Partner with VDOT to promote appropriate traffic-calming techniques that will slow traffic in key places in order to improve safety and promote pedestrian activity on the street.
- 10. Consider the needs of the Court House Village Area when studying and reviewing major transportation routes for the entire County.

4.1.3 Connectivity Priority Actions

- 1. Improve the intersection at Main Street and John Clayton Memorial Highway. The County will meet with neighboring property owners and VDOT, to identify appropriate improvements to the intersection, based in part on the results of the VDOT corridor study. The process will include identification of right-of-way needs, funding sources, and the potential roles of neighboring property owners in terms of how the improvements might enhance or guide redevelopment of their properties.
- 2. Create parallel road connections to Main Street. The County will work with landowners to identify feasible parallel road connections along the Main Street corridor and to promote the construction of those new connections, which may be done in conjunction with various kinds of private site development activities, stemming from subdivision, site plan, boundary line adjustment, rezoning, or other such land development approvals.
- 3. Add pedestrian crossings at key points such as Brown Park, Foxmill Natural Area, and both ends of Main Street at Route 17. The County will work with VDOT to design appropriate pedestrian crossings at these locations.
- 4. Promote parallel road connections to Route 17. The County will work with landowners and VDOT to gradually achieve parallel road connections to help relieve traffic volumes on Rt. 17. Various opportunities exist, including between Burleigh Road and Golf Club Road, and in the vicinity of Food Lion at the northern edge of the planning area.

Connectivity Concept Map:

The following map (page 29) identifies potential new streets, sidewalks and trails, with an emphasis on taking advantage of all opportunities for pedestrian and bike connectivity (large and small, major and minor, public and private, etc.) Note that this is a *conceptual map* which does not necessarily show every desirable connection, nor is every connection shown necessarily feasible. The purpose of this map is to demonstrate the policy that opportunities for connections that help achieve the Vision of this plan should be pursued wherever and whenever possible, as they arise.



4.2 Preservation

Another major theme that emerged from the analysis and public input was the recognition of the importance of the historic and cultural amenities within and around the Village. The Gloucester Court House Village is rich in historic significance and still retains many of the structures that reflect that significance. These resources are important from a cultural, aesthetic and economic standpoint. They also are the backbone of the outstanding overall visual character of the streetscapes and the "village" character that local residents and visitors appreciate.

4.2.1 Preservation Goals

- 1. Preserve the significant historic, architectural, archaeological, and cultural resources of the Village and the surrounding settlements.
- 2. Preserve the visual character reflected in the human scale of the historic buildings, public spaces, and natural landscape features in and around the Village.

4.2.2 Preservation Policies

- 1. Village Scale, Streetscape, and Character Encourage sensitive and compatible infill development and redevelopment in and around the core of the village, such that it maintains and enhances the traditional "human scale" character of the streetscape, as called for in the policies for economic vitality.
- 2. Historic Circle Maintain the physical design and function of the historic circle as a significant historic asset, as well as a traffic-calming device.
- 3. Historic Buildings Encourage the preservation and adaptive re-use of significant and contributing historic structures, and encourage additions and new structures to respect and complement the character of the historic structures.
- 4. Greens and Parks Encourage improved auto, pedestrian and bicycle connectivity to the existing Beaverdam and Brown parks, as well as adding small parks and "greens" as new development occurs in and around the village core.
- 5. Coordinate with Hampton University for preserving and improving the T.C. Walker property cooperate with the university and other stakeholders to preserve and improve this significant historic site. Pursue opportunities for sensitive redevelopment that could offer economic benefits to the owners as well as to the community.
- 6. Existing Neighborhoods Maintain the stability and general character of established neighborhoods by ensuring that any new development or land use changes are compatible with existing residential uses, and of a moderate scale and scope.
- 7. Permeable surfaces Consider allowing the use of permeable materials in new or rebuilt roads, sidewalks and parking areas where appropriate.

8. Public Art – Encourage the use of historically and culturally compatible art in public spaces, including murals, sculptures and the like.

4.2.3 Preservation Priority Actions

- 1. The County will consider next steps to make historic preservation a priority and expand historic preservation efforts.
- 2. Coordinate with Hampton University to preserve the T. C. Walker property. The County will reach out to coordinate with the University to identify the desired long-term use and design of the property; potential funding/revenue sources, and an implementation plan and timetable.
- 3. The County will work with the Main Street organizations to promote adaptive re-use and preservation of historic buildings in the core of the village. Promotional efforts could include preparing literature that documents successful efforts to date, as well as information on available resources (lenders, designers, contractors, etc.)

4.3 Economic Vitality

Economic vitality underpins all other issues and goals because it is dependent on the historic character of the Village, the quality and functionality of the infrastructure, and the policy and regulatory environment fostered by the County. Tourism is one of the major economic base industries for the Village and it too, relies on the historic resources, connectivity and walkability, and the overall aesthetic quality of the streetscape and landscape in and around the Village.

Overarching Development Strategy of this Sub-Area Plan:

• Within the core of the Village (Main Street and contiguous):

Promote carefully designed, human-scale, infill development along and adjacent to Main Street.

• Adjacent to the Core:

Promote a compact development pattern of mostly residential uses well connected to the core, with only incremental, small-scale and/or community centered commercial development.

• Edge of the Village Sub-Planning Area:

Maintain the current development district boundary for public water and sewer service, so as to focus infrastructure, development and vitality in and around the historic village.

4.3.1 Economic Vitality Goals

- 1. Expand the Tourism economy.
- 2. Enlarge the supply and diversity of housing that meets the needs of the existing and future workforce in the area, as well as retirees and students.
- 3. Expand the supply of commercial services and employment opportunities where appropriate.
- 4. Expand the economic base by fostering more jobs that bring in money from outside the community.
- 5. Foster a land use pattern that meets the needs of current and future residents and employers through an expansion of interconnected, mixed-use development patterns, and a mix of uses and housing types.

4.3.2 Economic Vitality Policies

- 1. Support more and varied housing within Village to increase vitality the area needs more "rooftops" (housing units) and a mix of dwelling types, rental/ownership, and densities.
- 2. Promote Mixed-Use, infill development patterns at the Gateways on Rt. 17, as shown on the future land use concept map.
- 3. Focus on form, scale, design and sense of place, rather than just use, density, buffers, and traffic. New development in and around the village core and along the major streets should have sidewalks and street trees along the frontage, buildings close to the street, parking on the street and/or to the rear of buildings, building heights of one to three stories, and small, usable, spatially-defined open spaces.
- 4. Expand flexibility in land uses and zoning regulations to allow developers to meet the provisions of policies 1 through 3 above.
- 5. Preserve and stabilize existing residential areas and neighborhoods surrounding the village. This policy recognizes that the development district covers a very large area, much of which may not have public water and sewer service for quite some time. Higher intensity uses should be focused in and around the core of the village, with full urbanization of the planning area occurring only gradually over the course of several decades.
- 6. Maintain the current growth management strategies for the County as a whole, but promote positive development in and around the village. The Court House Village should be the focus of much of the residential and employment growth in the County, especially during the next decade as the regional and national economies gradually improve. The County recognizes that the policies of this plan are long-term in nature, and that the full realization of the plan will occur over the course of several decades into the future.

- 7. Consistent with policies 1 through 6 above, the Court House Village area should remain the focal point for locating most major County facilities, such as administration, court functions, schools, libraries, parks, and utilities, including the continuation of incremental improvements to the wastewater treatment infrastructure which the County has been successfully pursuing in recent years.
- 8. Emphasize the tourism industry as the key economic base of the Court House Village:
 - Improve Wayfinding (signage and other spatial information to orient people to the built environment).
 - Improve Parking supply, accessibility, etc. This should entail a multi-pronged effort to update the parking inventory, promote shared parking agreements, update ordinances to facilitate shared parking and efficient parking provisions by landowners, and promote joint, collaborative efforts among the County, landowners and Main Street organizations to enhance the parking supply and accessibility.
 - Promote a "welcoming" civic and business culture.
 - Promoting a wider recognition and understanding of the unique historical assets of the area, including Powhatan/Pocahontas, Battle of the Hook, T. C. Walker, and others.
- 9. Rezoning policy As an element of the County's Comprehensive Plan, this sub-area plan is a guide for future decisions on land use, infrastructure and the like. As such, it is always the duty and authority of the Board of Supervisors to interpret its plan when using it to guide decision-making. As a general principle, the Board should approve only those rezonings that are within the Development District and consistent with the policies of the Comprehensive Plan and this Sub-Area Plan. However, the determination of the level of conformance necessary to conform with this principle is up to the judgment of the Board. When using the plan as a guide, the Board may deviate somewhat from the literal policies of the plan when the larger vision can be better achieved, for example, when major connectivity improvement is offered, other important goals or policies may be achieved such as proffers for key road improvements, etc.
- 10. Maintain the rural character of existing rural roads focus road improvements on improving connectivity within or adjacent to the village core.
- 11. Carefully promote higher residential densities in infill and mixed-use developments to add vitality.
- 12. In the longer term, examine potential small adjustments to the Development District Boundary without significantly increasing its size, in the context of Countywide Growth Management policy.

- 13. Examine the feasibility of adopting a property maintenance code or whether to rely on a vibrant market to support strong maintenance of properties.
- 14. Encourage businesses and developers to expand broadband internet service throughout the area.
- 15. Encourage the creation of additional, well-designed green spaces in and around the Village Core, with convenient access to nearby residences and businesses.
- 16. Pursue the expansion of compatible recreational activities and facilities at Brown Park, the Foxmill Natural Area, and other appropriate green spaces.
- 17. Explore the long-term feasibility of building a parking garage as identified in the 2010 Gloucester Courthouse Village Plan, as a public/private partnership.

4.3.3 Economic Vitality Priority Actions

1. Review and amend the Zoning, Site Plan, and Subdivision Ordinances to ensure adequate flexibility to permit the uses that are needed and desirable, as called for in this plan, and allow the market to work. The focus of this effort will be on the Main Street corridor area and the other areas designated for mixed-uses in this plan.

In addition to reviewing and refining development approval procedures, this process will likely entail amendment to the B-1, B-2 and SF-1 Districts, and may involve the creation of one or more additional districts for the areas of the village where human-scale development is needed.

The County's land development regulations for these areas should require and/or facilitate the establishment or extension of sidewalks and street trees along street frontages, the location of front facades of buildings close to the street, the location of parking on the street and/or to the rear of buildings, building heights of one to three stories (preferably two or more stories to create a sense of spatial enclosure along the street), and small, usable, spatially-defined open spaces. Such amendments may include increasing flexibility for uses, increasing the speed and efficiency of development review and approval processes, and amending the setback, height and density requirements to ensure the appropriate "human scale" character for streetscapes. In general, building height and lot coverage restrictions should control density, so that development intensity can be increased while still maintaining the general scale and "village" character of the area.

Subdivision and site plan standards should be updated to ensure that all new connections are designed to be context sensitive and have an appropriate review and approval process.

2. Continue implementing wayfinding enhancements to add signage and other spatial information to help orient people to the built environment in and around the entire Court House Village.

3. Improve the supply and accessibility of parking in and around the core of the Village. This should entail a multi-pronged effort to update the parking inventory, promote shared parking agreements, update ordinances to facilitate shared parking and efficient parking provisions by landowners, and promote joint, collaborative efforts among the County, landowners, and Main Street organizations to enhance the parking supply and accessibility.

Strategic Policy Designations (Keyed to Strategy Map page 37):

Three "Primary" Economic Activity Nodes

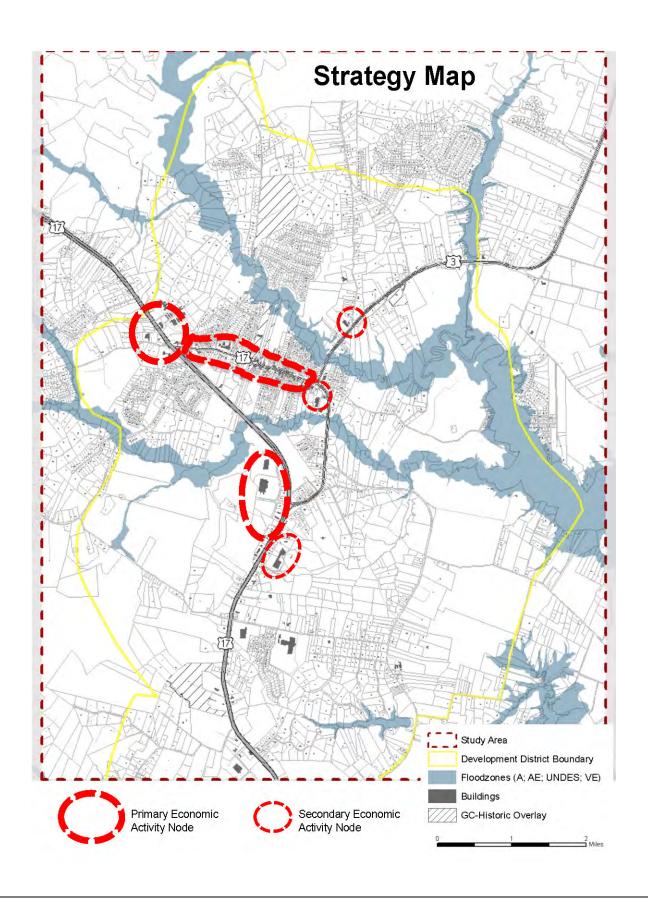
There are opportunities to add commercial infill and mixed use development at three *Primary "Gateway Nodes"* which serve as economic hubs:

- The core area of historic Main Street
- The north intersection of Rt. 17 and Main Street in the area of Fiddler's Green Road and the Medical Center
- The south intersection of Rt. 17 and Main Street in the area of Foxmill Centre.
- The core area of historic Main Street will be enhanced with compatible infill development, with commercial along Main Street (with potential residential units above shops), and mixed residential infill on the blocks behind Main Street, in accord with the other policies of this plan.
- The northern gateway at the Food Lion Shopping Center would be commercial to the extent that it is now zoned commercial, and would allow for a mix of uses, with regulations that ensure a walkable, pedestrian-oriented environment.
- The areas at Foxmill Centre would continue to be developed under currently zoned B-1, with some potential zoning modifications if needed to ensure greater walkability and a mix of uses compatible with retail and residential. There is an opportunity for extending a road to the south of Wal-Mart, connecting it to Burleigh Road; this would facilitate some extension of commercial uses along that road, but most of this area is planned for a mix of residential unit types and densities, to support the adjacent commercial areas and the historic Main Street businesses.

Three "Secondary" Economic Activity Nodes

There are opportunities to add commercial and mixed use development at secondary Gateway Nodes: Old Wal-Mart/Express Drive area, and 7-Eleven/Crab Thicket Road Area. The old Wal-Mart site, like the Edge Hill Shopping Center and the Main Street Center, is an older, asphalt covered shopping center that could be upgraded to be more aesthetically pleasing, better connected to the surrounding areas, and more viable in today's market. It is already zoned B-1 but possibly could support some multi-family (apartments) which could possibly be connected to the Village via Sutton Road. Redevelopment at this site would be more highway-oriented development (larger stores like what is there now), but also with better internal and external connectivity for automobiles, bicycles and pedestrians.

- There are opportunities to redevelop the intersection of Main Street (Rt. 17) and John Clayton Memorial Highway (Rt. 3/14) with mixed-use developments.
- Possibly in conjunction with new development around this key intersection, a redesigned and re-built road intersection is needed to address the congestion problems identified by the County and the public



5. Future Land Use Designations

The following descriptions and visual images show the policies for each of the future land use designations. The color block next to the title of each area is keyed to the Future Land Use Map on page 51.

Historic Main Street Mixed-Use

Village Core – mixed-use, infill commercial development with a pedestrian orientation along historic business area of Main Street. Residential uses on second floors and at the rear of properties that front Main Street. All buildings and site improvements will have the "human" scale of the historic village streetscape, with most building heights not exceeding two stories, although in some cases three stories where appropriate. Encourage Bed & Breakfast enterprises and other compatible lodging, including second-floor living space. In the "garden district" (west of the circle), residential, office and other related, compatible non-residential uses are appropriate – the key is to preserve the character of the area by maintaining the large front yards with parking located at the rear of the site.





Typical Existing Street View



Conceptual Future Street View - Sample Location



Conceptual Future Plan View - Sample Location



Business Mixed-Use

These are areas on the periphery of the historic core of the village, at the primary commercial nodes on Rt. 17 and along the Rt. 17 highway corridor. Much of this land is either currently zoned for business use or adjacent to business zoning. Most of the development to date is auto-oriented in form. These areas can continue to fill in, but should gradually intensify and increase the mix of uses, by adding residential uses, designed for pedestrian and bicycle mobility. Development here should be designed to foster multi-modal transportation and reasonably affordable residential uses.



Typical Existing Street View



Conceptual Future Street View - Sample Location



Conceptual Future Plan View - Sample Location



Village Boulevard Mixed-Use

These are areas that front the Rt. 17 Business entry corridor into the Village, and continue north along Rt. 3/14. This corridor is expected to remain mostly auto-oriented, but there are opportunities along it for mixed-use infill development with commercial and residential components. Higher yet compatible densities may be approved in conjunction with pedestrian-oriented design features and better access to green areas and parks. Encourage Bed & Breakfast enterprises and other compatible lodging.









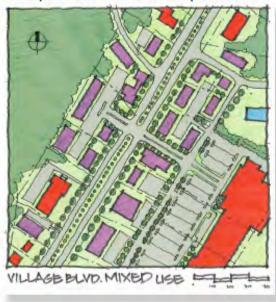
Typical Existing Street View



Conceptual Future Street View - Sample Location



Conceptual Future Plan View - Sample Location



Traditional Village Mixed Infill

These are the areas adjacent to Main Street in the core of the Village. They are mostly residential now, and are expected to continue as mainly residential areas, but with additional infill development - including small lots, accessory dwellings, and mixed unit types – all designed to maintain and enhance the pedestrian-oriented, human scale streetscapes in these areas. Higher densities may be approved in conjunction with pedestrian-oriented design features and better access to green areas and parks, but must be compatible within the context of existing adjacent_development patterns.







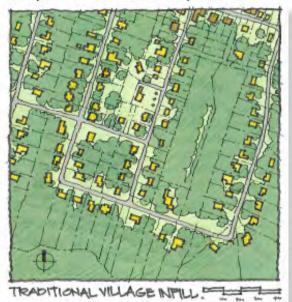
Typical Existing Street View



Conceptual Future Street View - Sample Location



Conceptual Future Plan View - Sample Location



Mixed Residential Expansion

These are areas to the west of the village and to the west of the two primary commercial gateway nodes at the intersections of Rt. 17 with Business 17. These areas provide opportunities for additional residential development that would enhance the vitality of the area, although development will likely happen over a long period of time, and only at the initiative of the landowners / private developers – the land does not have to be developed. It is critical that such areas have a mix of uses, and a mix and range of dwelling types, that the site plans provide for very pedestrian-oriented streetscapes, with parking on street or behind buildings, well-defined green areas or pocket parks, and that they be well-connected to the adjacent commercial areas along Rt. 17. Higher yet compatible densities may be approved in conjunction with pedestrian-oriented design features and better access to green areas and parks. Densities will vary depending on location, and whether infrastructure is in place or provided, and impacts mitigated. Limited, neighborhood-scale commercial uses may be appropriate in key locations. Burleigh Road should be preserved as a "green corridor" with clustered development so as to preserve important open space features.









Sample Location - Aerial



Conceptual Future Street View - Sample Location



Conceptual Future Plan View - Sample Location



Neighborhood Stabilization and Infill

These are areas of existing low-density residential development and undeveloped land. Additional residential infill development is expected, and possibly some residential subdivisions under current zoning densities, but no major new development or large residential rezonings are planned. Current zoning is appropriate. Where opportunities occur, internal and external street and trail connectivity should be enhanced.

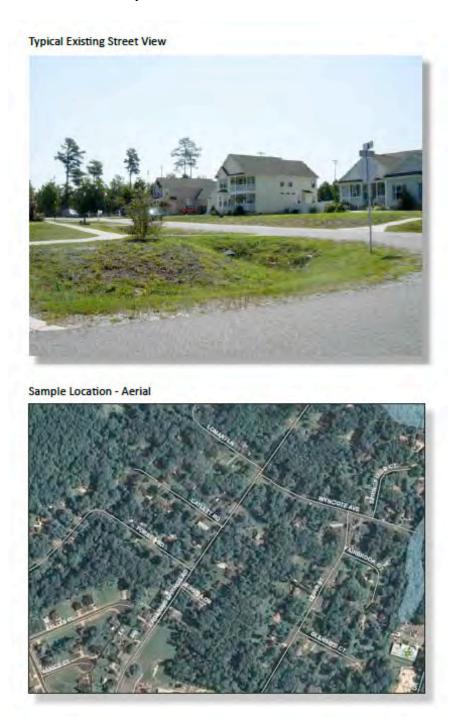


Sample Location - Aerial



Neighborhood Stabilization

These are areas of existing low density residential subdivisions which are mostly well-established neighborhoods. No significant change in uses are planned. Where opportunities occur, internal and external street and trail connectivity should be enhanced.



Public Use

This designation cites the High School and the Jail site on the future land use policy map (the County Court and Administrative complex and the Botetourt Elementary School are shown within the mixed-use historic core area); other current public uses could also be mapped with this designation (major public parks are mapped in green), while still acknowledging the potential for the evolution, rehabilitation or retro-fitting of public buildings for new and different uses in the long term.

Conceptual sample images:

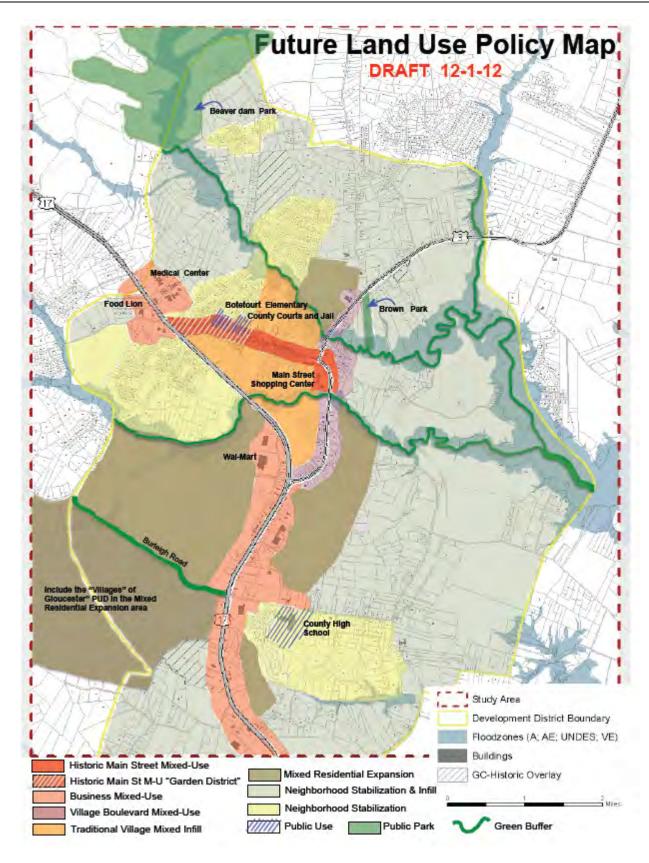


Public Park

Beaverdam Park and Brown Park are shown on the map; other parks may be added.

Green Buffers as needed

Major creeks and streams are noted on the future land use map with a green line, indicating that a variety of policy and regulatory mechanisms may be applied to ensure that any impacts from adjacent development are mitigated, as well as potential use for trail connections. Also shown is a green line for a road buffer along the Burleigh Road corridor.



Mixed-Use Re-Development Concept

In addition to the Future Land Use Map, conceptual designs for key locations within the study area will provide policy guidance to landowners and developers as to the general character of development and redevelopment that the County desires for such sites.

One of these key sites is the intersection of Main Street with Rt. 3/14 - including the Main Street and Edgehill Shopping Centers - which has serious traffic and pedestrian circulation issues, but also offers opportunities for redesign that could enhance the southern gateway entry to the historic core of Main Street.

Potential methods for solving the traffic problem at this key point will be studied by VDOT in its Business 17 Corridor Study, currently underway in parallel with this sub-area plan. There are many possible technical solutions that can be considered. However, two key constraints will need to be resolved:

- The right-of-way at the intersection is constrained by conservation easements on adjacent historic sites.
- There are multiple, somewhat conflicting needs for this intersection which must be balanced, including:
 - North-south through traffic movements at peak hour periods.
 - Traffic calming at the gateway to the historic core of the village
 - Pedestrian safety along sidewalks and at crossings

The following graphics show ideas for the kind of improvements that would help achieve the goals for the village as redevelopment occurs over the long-term. They include:

- An aerial photograph of the existing area around the intersection of Main Street with Rt. 3/14.
- A conceptual sketch plan of how the area might possibly be redeveloped in the long-term.
- A "birds-eye" sketch of how such potential redevelopment might generally appear.
- A street level sketch looking south along Business 17.



Existing Aerial View of Main Street Center Site and Rt. 17 – 3/14 Intersection.



Revised Conceptual Sketch of Potential
Mixed-Use Redevelopment at Rt. 17-3/14 Intersection

Conceptual Sketch Plan of Possible Long-Term Redevelopment.



Preliminary sketch of "Birds-eye" view of alternative conceptual redevelopment (Note that the elements shown in this birds-eye view do not precisely match the elements in the preceding plan sketch – they show two slightly different alternatives, among many alternatives that are possible).

- New buildings are closer to the street with sidewalk between buildings and travelway; parking lot expanse is broken up by low-impact vegetative plantings and smaller (pedestrian scaled) block sizes.
- Note this show maximum long-term build out and a street extension around the back of the existing shopping center, although the feasibility of that routing is uncertain.
- A central green plaza is also shown to the north of the Main Street Center structure.
- Overall, this area remains the transition of auto to pedestrian with the difference that the "main street" feel is extended around the corner toward the south.
- Note that the large existing tree and the Texaco station are retained at intersection of 17 and 3/14.
- Some new buildings are shown added on east side of the boulevard.

Street Level elements of potential redevelopment.

New buildings will be near the roadway with landscaped buffers; road remains a parkway/boulevard but with pedestrian features including sidewalk buffered from road, and exposed aggregate to match main street sidewalks. Intersection potentially is moved closer to the creek and pedestrian cross-walk added; new street frontage and fixtures.

Appendix (under separate cover)

A - Summary of Public Forum Results

- 1. Summary of Input received at First Public Forum open house
 - a. Vision comments
 - b. Vision maps
 - c. SWOT comments from posters
 - d. SWOT question sheet tallies
 - e. Development Character survey results compilation
- 2. Summary of Input received at Second Public Forum open house

B - Summary of Steering Committee Meetings

Official meeting summaries

C - Summary of Survey Results

Brief summary (PDF file of compiled survey results is available on County website)







APPENDIX

Gloucester Court House Village Sub-Area Plan



A Collaborative Effort of the Gloucester Main Street Preservation Trust and the County of Gloucester, Virginia



Appendix

Contents:

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Official meeting summaries

C - Summary of Survey Results

Brief summary (PDF file of all survey results is available from the Planning Department)

A - Summary of Public Forum Results

1. Summary of Input received at Second Public Forum open house

The first of two public forum "open houses" was held May 8, 2012.









a. Vision comments

Summary of Vision Maps and Comments from 5-8-12 Public Forum

Vision "Themes" that Emerged from Work Station Activity

Tourism - History - Events - like Garden Week

- Interpret local history
- Trolley to historic sites

Connections – connect the Courthouse Village

- Loop bike trail
- Continue sidewalks
- Parallel roads / blocks to Main Street
- Connect destinations with trails or sidewalks courthouse hospital parks

Housing

- Attractive to elderly housing health care / history
- Some multi-family / mixed use
- New mixed use at "gateways" on 17

Ideas Shown on Maps from Work Station Activity

Preserve:

- Preserve Beaverdam Park
- Preserve/create park at the end of Warehouse Road
- Preserve green area behind (east) of Market Drive and Beehive Drive
- Preserve historic architecture along Main Street, particularly from Medical Drive to historic circle
- Preserve the historic buildings at Intersection of Main Street and John Clayton Memorial Hwy.
- Preserve the historic circle
- Preserve old Texaco station at corner of Main Street and John Clayton Memorial Hwy.
- Preserve/create daffodil park (Norman Property)
- Potential for park on Tract 4 at creek provide 50' access easement dedicated to County for public access

Create/Improve – Parks and Recreation:

- Bike Trails/paths/running trail along:
 - o Roaring Springs Road
 - o Warehouse Road

- o North side of G.W. Memorial Highway making complete loop around Main Street inside the historic courthouse village.
- Create park to east of Belroi Road at north edge of Geo Wash Mem Hwy.
- Provide water access behind the Main Street Shopping Center.
- Provide water access where John Clayton Memorial Hwy crosses the low area just north of Main Street.

Create/Improve – Roadways:

- Create a small by-pass road link connecting Warehouse Road with John Clayton Memorial Highway, just to the east of Edgehill Street.
- Create a small by-pass road link connecting Warehouse Road with Main Street to the south, connecting to the southern edge of the Main Street Shopping Center, add stop light.
- Pedestrian crossing of John Clayton Memorial Highway just west of Crab Thicket Road, to connect to Brown Park.
- Add small street connection between Lewis Avenue and Walker Avenue (extend Mann Avenue)
- Upgrade the loop of Cart Avenue, South Street and Martin Street to create a little by-pass loop around the historic circle.
- Improve traffic issues at Intersection of Main Street and John Clayton Memorial Hwy.
- Build a bridge to connect T. C. Walker Road with John Clayton Memorial Hwy, parallel to south Main Street.

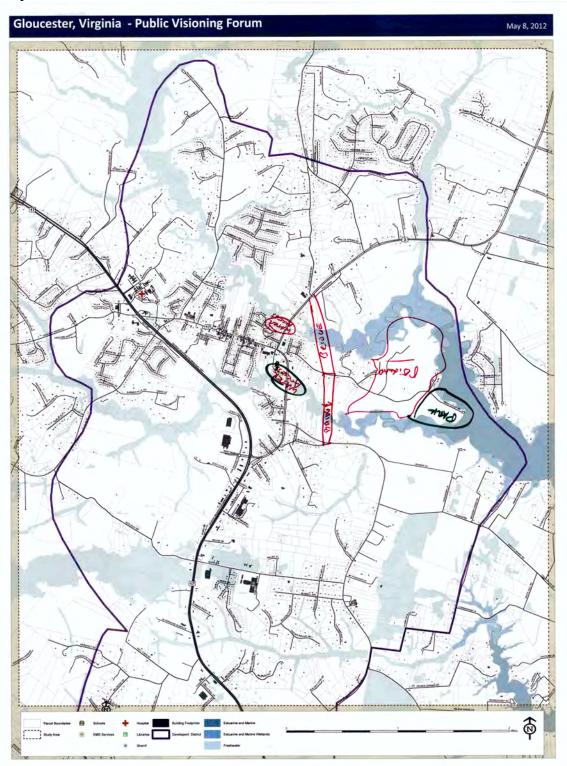
Land Use/Development:

- Return to business use, the building at the SW corner of Main Street and Duval Avenue.
- No more "municipal style" buildings.
- Remove boarded-up building on north side of Main Street near intersection with York Avenue.
- Potential expansion of Service District to the north.
- Sewer pump station to serve area at and beyond Food Lion
- Future Gateway Center near north of Food Lion (some retail, higher density housing seniors)
- Idea for senior day care in or near Medical Center
- Develop the area north of Warehouse Road in the vicinity of Deacon Road and north, for residential uses.

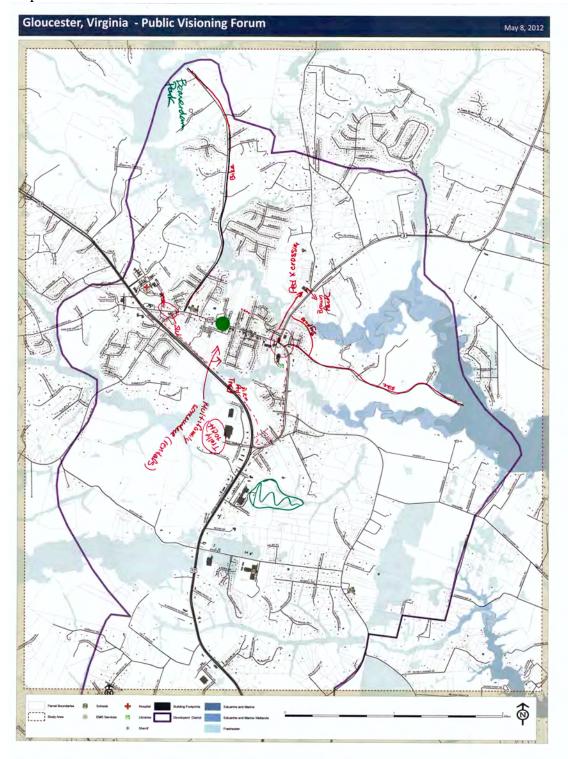
b. Vision maps

Working in informal groups, citizens created five "vision" maps at the first forum, as follows:

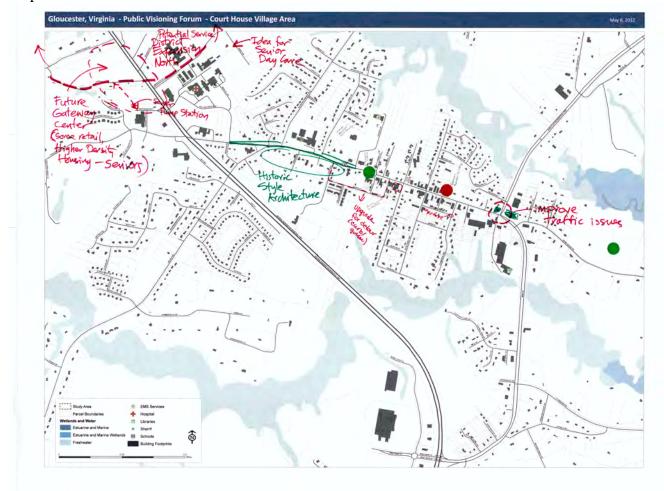
Map 1



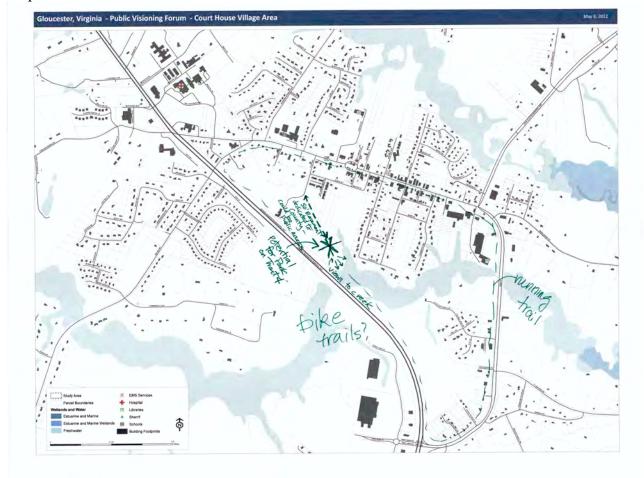
Map 2



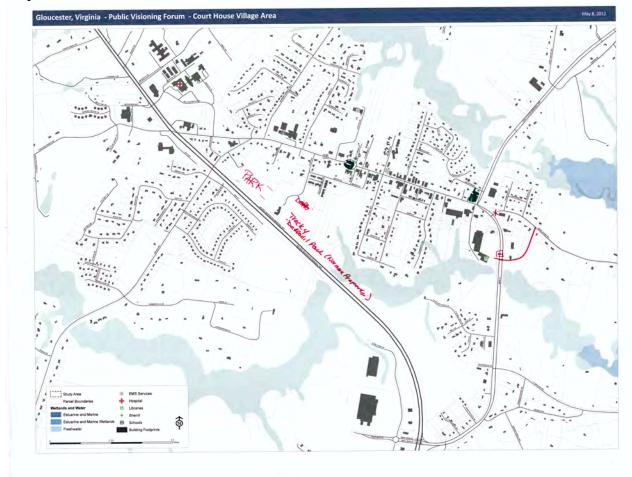
Map 3



Map 4



Map 5



c. SWOT comments from posters

Raw Summary of SWOT Posters from 5-8-12 Public Forum

General Comments at SWOT Station

- Bring the Kids back into Town, on Main Street not out in a rural park.
- Can we get them off the skateboards on the streets to a public skateboard facility without liability?
- Condos, apartments above businesses on Main Street; bring back the small grocery store for the elderly and young families to walk to keep in quaint, two-stories and uniform.
- Bring back a 4th of July parade!
- Keep the small town concept
- De-emphasize parking
- Parking in clusters well landscaped
- Accent on architectural character
- Emphasize pedestrian use
- Think of small European towns with pedestrian usage

d. SWOT question sheet tallies

Raw Summary of SWOT Question Sheets from 5-8-12 Public Forum

1. Write down three words that describe what you like most about the Court House Village Area now:

residential/commercial mix/blend able to walk for shopping, exercise, house to house decent business mix, with capacity for more (in the area) quality and character of buildings and houses

quaint attractive interpersonal

court circle is beautiful fruit stand coffee shops

it feels like a village (very different from a town) main street buildings move in and out and up and down

Historic Intimate Community

Compact Walkable Quaint

Convenience Central Historical

Small town feeling

Locally owned businesses / shops

Small Historic Friendly

Quaint Crime-free Atmosphere

Relaxed Attention to visual Has all types of stores and homes – real town center

2. Write down three words that describe what you would like the Court House Village Area to be like in the Future:

vibrant and viable small businesses on Main Street accessible to residents by foot/bike self-sufficient, so that Mid-Pen'ers would find everything here in the DHV area preserve and build upon historical character

interpersonal attractive educational (attractions)

cultural historical

business center for Gloucester

vibrant retail and office with neighborhoods that have walking access to Main Street

residential and small business - no more municipal buildings - the style doesn't fit!

Vibrant Preserved

Relevant

itelevani

Bustling

Local Safe

Consistency

Parking

Name-brand shopping

PUD – shops, condos, especially for the elderly offer incentives to attract tourists and business

Accessible

Charming

Unique

Interesting

Livable

Busy

Denser residential uses

Open late

Diverse

More viable businesses

More viable residences

3. If you could change ONE THING about the Court House Village Area, what would it be, and why?

What? And Why?

Have more public, community-use spaces/facilities such as green space/parks, arts center (performing, visual), dramatic, theatre, musical, etc Arts)

Traffic patterns – we need a bypass from Rt 14/3 to Main street – near Feguson; limited truck access through CH circle (except for deliveries); rush hour traffic is especially a problem at the Edgehill intersection and will get worse with increased economic development along 3/14 These things help give a community ifs "soul" or spirit. People need "creative" space. We could also use a gateway center for trolleys, buses, tours- especially when big events are planned.

Allow sidewalk seating for restaurants and coffee shops. This would bring out more customers in the evening.

Upgrade the facades on all (most) building – tear down some (planning dept bldg.) and rebuild something with character

Current zoning and use ordinances – no longer applicable or appropriate to modern business conditions

There needs to be consistency with the look of the buildings - too many variations in colors or architectural design. Would create a "cleaner" more inviting look.

Find a way to make the owners of the unsightly building fix them up – eye sore, embarrassing to citizens who live here.

Width and layout of street – street functions as a thru-way, not as a place to stop, shop, visit, and dine.

Provide more opportunities for rental and more affordable residential uses – to attract younger residents to stay in the county

Add similar stores –especially art-related – good business income and street vibrancy only works with enough visitors.

Other comments:

Need strong residents association

Ensure that open/green space is preserved (using preservation easements, if necessary)

Do things to attract more niche businesses

Need to improve hours and more displays at history museum

More things for couples to do.

I know it's not the planning commission's area, but more activity on Sundays would be nice. Open business, concerts, sports, etc.

Parking within the Main Street area needs to be improved.

With the right leadership, vision, and collaboration, Main Street could be a very desirable alternative to Rt 17 and to Peninsula trips. A wonderful ambience could be created as a small

downtown that offers arts, events, welcoming outdoor spaces for gathering, shopping, and dining. The use of physical structure to create a cozy, vintage feeling (Fells Point – Baltimore) would make a big difference, plus more downtown living options.

Gloucester Courthouse could benefit from providing more residential uses above commercial spaces.

e. Development Character survey results compilation

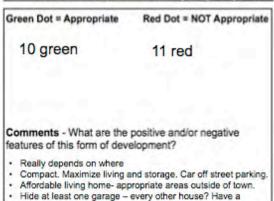
Gloucester Court House Village Sub-Area Plan

Results of **Development Character Survey** Conducted at Public Forum on 5-8-12

What forms of development would be most suitable as growth occurs in and around the Court House Village, especially within the County's defined Development District?









Green Dot = Appropriate Red Dot = NOT Appropriate 21 green 4 red

Comments - What are the positive and/or negative features of this form of development?

- Additional / rental living space above garage (studio)
 Great, but not on Main Street. Better than in front.

variety of profiles





26 red 3 green

Comments - What are the positive and/or negative features of this form of development?

- More of a suburban design
- Not safe for kids Does not encourage walking
- Cheaper to build
- No street lamps pitch black at night (not good).



Red Dot = NOT Appropriate Green Dot = Appropriate 23 green 0 red

Comments - What are the positive and/or negative features of this form of development?

· Developments without sidewalks encourage car-only travel.



Red Dot = NOT Appropriate Green Dot = Appropriate 25 green 0 red

Comments - What are the positive and/or negative features of this form of development?

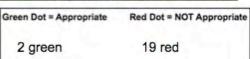
- It works!
- · Must have an alley?



Green Dot = Appropriate Red Dot = NOT Appropriate 7 red 10 green

- Hard to do this within context of "village" plan. OK if 5+ acres!
- Nice, but not viable in a village setting, not if it's 5 acre minimums (in this area) and McMansions 1-acre lots, though, or partial forest, is ok.
- Lumpy large houses dumped on hills seem unattractive. Maybe if integrated into hills.





Comments - What are the positive and/or negative features of this form of development?

- Cluster development would be a better use of lad and make affordable housing.
- Developments that don't have a place to do work are awful for residents.
- Cheap construction will decay within 20 years.



| Green Dot = Appropriate | | Red Dot = NOT Appropriate | |
|-------------------------|---------|---------------------------|--|
| | 3 green | 20 red | |

Comments - What are the positive and/or negative features of this form of development?

- OK if in very tight, controlled apartment type units not on Main street.
- Rear-loaded garages require alleys which constitute more pavement and more storm water run-off.
- Alleys are great, actually allow less pavement because everyone does not need full driveway. YUK!

Res-10



Green Dot = Appropriate Red Dot = NOT Appropriate

20 green 1 red

Comments - What are the positive and/or negative features of this form of development?

Depends on where (small is better)



Green Dot = Appropriate Red Dot = NOT Appropriate

20 green 3 red

Comments - What are the positive and/or negative features of this form of development?

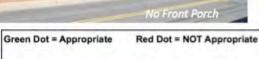
• Main Street only
• Would/could incorporate non-retail office space in some units (?)
• Town center

Streets too narrow

Helps increase density in village

· Great to replace ugly apartments/town house units





5 red

Comments - What are the positive and/or negative features of this form of development?

- On Main Street, this would not create any community unity; the front porch provides a space to gather and see your neighbors

14 green

- Looks good too close to road Porch allows some buffer from the street
- This style came from England not appropriate to our



Red Dot = NOT Appropriate Green Dot = Appropriate 21 green 1 red

Comments - What are the positive and/or negative features of this form of development?

- Porch gives a small town feel
- Screened porch would get some eyes on the street
 Appealing small town design



Green Dot = Appropriate Red Dot = NOT Appropriate 8 green 10 red

Comments - What are the positive and/or negative features of this form of development?

- . I think the scale is too big I agree
- Makes a big wall must be carefully planned



Green Dot = Appropriate Red Dot = NOT Appropriate 6 green 10 red

- It's ugly Needs parking in an alley in the back
- Attached [?] family houses needed design could be
- · Large parking areas are too unattractive and out of scale





Parallel parking in front

Angled parking in front

| Green Dot = Appropriate | Red Dot = NOT Appropriate |
|-------------------------|---------------------------|
| 16 green | 2 red |
| | |

Comments - What are the positive and/or negative features of this form of development?

- Most people don't know how to parallel park
- Pos. streets could stay narrow Like that isn't not too uniform
- Mixed use residential and commercial great!

| Green Dot = Appropriate | Red Dot = NOT Appropriate | | |
|-------------------------|---------------------------|--|--|
| 12 green | 8 red | | |

Comments - What are the positive and/or negative features of this form of development?

- Impossible to back out safely into a busy street (I agree)
- Neg. need wider streets to make work.





| Green Dot = Appropriate | Red Dot = NOT Appropriate |
|-------------------------|---------------------------|
| 4 green | 12 red |

Comments:

- · Attractive, but harms visibility of shops.
- If done with proper landscape material this would work. Large trees reduce the scale while still seeing the storefronts below the branch system.
- Better than other options?
- Shoppers will already know store's location. Design good. Noise abatement.
- Attractive, but not for village.
- Businesses need visibility to stay in business.

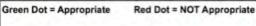


Green Dot = Appropriate Red Dot = NOT Appropriate

| Green Dot - Appropriate | Red Dot - NOT Approp |
|-------------------------|----------------------|
| 19 green | 2 red |

- Only where pedestrian access is key low speed areas
- Good, but poor site layout, reduce the stairs How about some live and work condo's?
- Not in scale to our village
 Can't see this fitting into the village perhaps just outside.
- · One building separately. Not together!





5 green 11 red

Comments - What are the positive and/or negative features of this form of development?

- Too much asphalt needs to be softened with landscaping
- Agree [with landscaping comment]
- Break-up big boxes with alleys, etc?
- Small parking areas on several sides OK for Wal-Mart shopping center not the village!



| Green Dot = Appropriate | Red Dot = NOT Appropriate | | |
|-------------------------|---------------------------|--|--|
| 17 green | 5 red | | |

Comments - What are the positive and/or negative features of this form of development?

- Parking in rear, while aesthetically pleasing, is less
- convenient for shoppers and disliked by retailers. Attractive but not always practical not appropriate for Glouc, Village
- Negative UDA
- Correct concept, wrong picture "New Town" is very different from a vernacular Main Street.



Green Dot = Appropriate Red Dot = NOT Appropriate

7 green 7 red

Comments - What are the positive and/or negative features of this form of development?

- Too much accent on parking.
 Won't work on Main Street.
 Off Main Street this OK.



Green Dot = Appropriate Red Dot = NOT Appropriate

20 green 0 red

- Be sure to put walking edge on curb so you can get out of your car without ruining plants. (as on Main Street)
 Creates a small town atmosphere.



Green Dot = Appropriate Red Dot = NOT Appropriate 15 green 5 red

Comments:

- Cars screened by plantings, but so are businesses.
 Fair approach could be better.
- Takes too much space for CHV Main Street, would work better for other areas. Agree - me too!
- This design is good for a business center (shared reception, break room, conference room and equip. etc).....Gloucester needs a business center.
- Like the landscaping softens but doesn't screen businesses

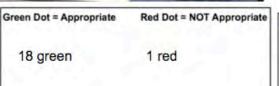


Green Dot = Appropriate Red Dot = NOT Appropriate 4 green 17 red

Comments - What are the positive and/or negative features of this form of development?

- "Sea of asphalt" in front why? Oversized parking lanes.
- Ugly?
- No redeeming qualities to parking
- OK for a school.





Comments - What are the positive and/or negative features of this form of development?

- · Green but bare.
- Sufficient parking on street? And in centralized lots? Encourages walking.



Green Dot = Appropriate Red Dot = NOT Appropriate 14 green 3 red Comments - What are the positive and/or negative features of this form of development?

· Really depends on location.... Needs to be further off of a

- new driveway [?]

 Good for elderly and handicapped.





Two-Story Building

| Green Dot = Appropriate | Red Dot = NOT Appropriate |
|-------------------------|---------------------------|
| 23 green | 1 red |
| Comments - What are the | positive and/or negative |

features of this form of development?

- Good as long as you use wisely (or preserve) the land saved from making building two-story.
 Some place OK.
 Hate all these fake columns!

| Green Dot = Appropriate | Red Dot = NOT Appropriate | | |
|---|---------------------------|--|--|
| 5 green | 15 red | | |
| Comments - What are the features of this form of devi | | | |

- Takes up too much land I agree.
- Ditto
- Just needs to look better

2. Summary of Input received at Second Public Forum open house

The second of two public forum "open houses" was held October 18, 2012.







Comments Received at Second Public Forum 10-18-12

Comments Written on Posters ("post-it" notes)

1 - Plan Process and Content

No comments

2.1 – Major Strategies and Policies – Vision Statement

- What comes first? Roads? Private housing? Business offices?
- Sounds great!
- Keep small town look keep through traffic especially trucks off Main Street
- How will this be phased?
- I don't see any consideration of historic pollution sites: e.g.
 - 1. Sewage treatment plant behind library that when malfunctioned dumped raw sewage into Fox Mill, often weeks at a time.
 - 2. Landfill "dump" across from Cow Creek Mill pond that is likely loaded with metals and toxics, now draining into lower part of Beaver Dam Creek exposing biota.

Does the Plan permit residential development in these areas? How can they be cleaned up? Also, historically is consideration given to the physical environment around the Courthouse itself? The deep ravines have been filled in and the springs (water supply) eliminated e.g. Saunders nursing home underway now.

- Dr. Maynard Nichols

2.2 – Major Strategies and Policies – Connectivity

- Need walkways and bike trails
- Food Lion and medical center connect Cranny Creek and Braxton Lane with parallel road to Rt. 17 with water and sewer infrastructure.
- Intersection at Gloucester Mathews Humane Society and Colonial VA Bank at Sutton Road. A real danger spot.
- Please consider an effort to beautify our older buildings by painting murals on exposed building ends with a theme consistent with the rest of your place.
- Please consider allowing golf cart use within the Courthouse area, e.g. between Newington Church down Main Street and side streets to the library. Make the community more friendly to elderly residents wanting to shop locally.
- All future enhancements should require the use of permeable surfaces. This will reduce runoff and aid in maintaining ground water supplies.
- Concerned with left turn exit from Main Street Center now that access through Laundromat parking lot has been restricted. Accident waiting to happen!
- Please make all sidewalk intersections handicapped accessible so as to be able to have the state paint the crosswalks. They will not paint until this is done.
- Concerns walkway at Francis St. and Duval Av near Foxmill and across 17 very swampy and private property. Aren't there laws with the Chesapeake Bay act that limits construction in and around waterways like Fox Mill Run?

2.3 – Major Strategies and Policies – Preservation

[No comments posted]

2.4 – Major Strategies and Policies – Economic Vitality

- Make broadband internet available to all homes and businesses
- Would be very nice to have a community pool supports livability, health/exercise, recreation, community, engagement (boys and girls clubs), adds to desirability
- Current buildings housing Senior Center/Bay Aging too small to accommodate a rapidly growing senior population. Preference should be given to a new senior center either on Main Street or near the Main Street core (accessibility to shopping, hospitals, churches, physicians)
- More designated parking spaces for Gloucester visitor center current parking behind museum is limited, cramped and too far away. On-street parking often unsuitable.
- Enlarging the supply and diversity of affordable housing should be a major priority.
- Sports area for kids football, soccer, volleyball, basketball.
- Economic engine outdoor draws tourist draw, Chief Powhatan, Pocahontas, Werowocomico vllg.

3.1 – Future Land Use - Map

- Timing Issue of Birdsall property vs. The Villages short term v. long term
- Do not develop across Fox Mill Run Creek
- Chesapeake Bay Ordinance!
- Education need new high school
- Please no road across to Fox Mill Run from Bypass 17!
- Broadband internet service inside yellow line (development district)
- Use the many great historic sites tourism potential (battle of hook, etc)
- Concerned with traffic at Fox Mill and future expansion
- Do a connecting bypass around the Main Street shopping center, Browns Park and Bowling Alley
- Green zone
- Gloucester: A Blue Zone Community!
 - o Make a village greenway from Rt 3/14 at Brown's Park to Rt. 17/Main Street crossing Warehouse Road
 - Make this a wellness area for biking, running, walking (kayaking at Warehouse Road public landing); incorporate this into the village activity
 - Provide showers at Brown's Park so people can shower then go to restaurants
 - Make a Village Farmette on property behind Courthouse Restaurant (parking at Edgehill Shopping Center) have a children's garden; small animals (goats, lambs, ducklings, chicks, etc.) Use volunteer interpreters.
- Why is Burleigh Road Farm projected as Mixed Residential Expansion? This is a great rural
 working farm and should be encouraged and protected not rezoned and predestined for
 development.
- Extend the Development District boundary further north on Rt. 17 as even though there are residential neighborhoods located there the non-residential variables such as traffic (and associated noise) the close proximity to the hospital (nightingale fly-overs) and other businesses is not conducive to a desirable suburban neighborhood environment.
- Rt 17 Past Boundary Line
 - o The residential area just past the development district line on Rt 17 north consists of a few businesses up to Rt. 606. The make-up of most of the residential owners are elderly who no longer desire the trappings of the hospital and Rt. 17 congestion and there is no logical desire for much new residential.
 - o For much new residential development on this part of Rt. 17, other residential owners also consist of landlords who of course have no direct social impact and younger owners thru estate ownership who would not oppose a change over from residential to more commercial development.
- Future Land Use Policy Map shows "Historic Mixed Use on Main Street Center. Main St. Ctr. is "Village Blvd. Mixed Use"

3.2 - Future Land Use - Historic Mixed Use

- Address: dangerous parking situation if you open your door on the street side you are in danger of losing it.
- Address: poor visibility due to parked cars when pulling out onto Main Street from a side street.
- How will this new growth help with cost of water and sewer?
- Please be sure that the intersection at Lewis Avenue has stop light if more traffic will be flowing! It is unsafe now to turn left coming out!
- Maintain and improve existing crosswalks.
- Future needs for public parking should be addressed for the Main Street business area. A two story parking garage adjacent to Main Street is a future need.
- Garden District Area from Court Circle west mixed use; County offices, admin, schools, GIS; churches: 3, Multi-family rentals, should allow mixed-use, business and residences, multi-family.
- How far off Main Street (north and south sides) will the improvement cover?
- 3-story seems excessive for this environment
- Don't eliminate any more parking spaces on Main Street!
- 2-story parking garage?
- Concrete sidewalk panels are uneven people are falling
- Entering 14 from Calhoun extremely dangerous and difficult because of traffic.
- Please!! Limit bike trails.
- Make signage for pedestrian crosswalks cars don't always observe or yield to pedestrians
- Agree! Possibility of flashing lights at Court Circle, Lewis Avenue.
- With parking on both sides of Main Street, it is difficult for cars turning from the side streets to get a clear view of traffic. Have almost been hit on more than one occasion! Major concern.
- Circle at Courthouse is too narrow.
- West side of Main Street is not a "Garden District"

3.3 - Future Land Use - Business Mixed Use

- Bike paths would be a waste of money in this area.
- Would like to see apartments/duplexes (similar to Sanders but more affordable) available for rent or purchase. There is a great need for housing for seniors but the amenities provided by the village would be attractive to singles or small families as well.

3.4 - Future Land Use - Village Boulevard Mixed Use

- Love bike and walking trails in the courthouse.
- Tourism and lodging are related. Put motel/hotel box-type chains on Rt. 17 corridor.
- Allow guest houses and B&Bs in residential areas
- Limit lodging on 14 to keep "greenway" to Mathews.
- Please put bicycle and walking trails in this area (C.H.)
- Would like to see apartments/duplexes (similar to Sanders but more affordable) for rent or purchase. There is a greet need for housing for seniors but the amenities offered by the village

would be attractive to singles and/or small families as well. [this comment was repeated under #3.3]

• Where is this?

3.5 – Future Land Use – Traditional Village Mixed Use

- No open drainage ditches on village side streets. Put in drainage pipe and wastewater control.
- See notes for affordable housing for sections 3.3 and 3.4.

3.6 - Future Land Use -Mixed Residential Expansion

- Too much residential in Mixed Residential Expansion.
- See notes for affordable housing for sections 3.3 and 3.4.

3.7 - Future Land Use -Neighborhood Stabilization and Infill

• Concerns: We are very concerned about maintaining the historic integrity of the land adjacent to our historic property on Fiddlers Green Road. This 8-acre property with 18th century buildings is unique and needs to have appropriate zoning and protection which appears to be in line with this development plan.

3.8 – Future Land Use – Neighborhood Stabilization

• With the high density development potential for land near new high school we need walking paths and bike paths linking these areas to the school campus.

Comments Written on General Comments Sheets

Sheet 1:

With specific reference to projections for fiddlers Green Road – behind food lion Daffodil Gardens and the Adult Day Care facility which already exists does not comply or adhere to your projection – Neighborhood Stabilization Infill models shown. These facilities especially the Adult Day Care and Bay Aging Bus Terminal do not have any curb appeal and are not residential, or in keeping with your projection. We would very much appreciate consideration for "Kenwood" the 8-acre historic property which accesses Fiddlers Green Road. It is the oldest historic property in your area of concern, save the Longbridge Ordinary which was built at the same time.

There were plans for more "workforce" housing for the vacant land between Daffodil Gardens and Kenwood. We would like your group to incorporate this new better plan for that area. The amount of workforce housing on Fiddlers Green Road is most likely a higher density than any other road in Gloucester County – not just within your area of concern. This can be achieved by re-zoning/directing what kind of housing will be built on the property known as Fiddlers Green farm south side of the road; and the area directly opposite of it on the north side – owned by Barbara Clements and her daughter Elizabeth.

The property on the north side, next door to Kenwood, backs on Cranny Creek tributary which needs to be considered as well, both for issues within the Chesapeake Bay preservation and potential water enhancement and use, as well as the woods that this tributary winds through, and then crosses Fiddlers

Green road further west – a pedestrian crossing for Main St. / Fiddlers Green Rd at "17" is long overdue and hopefully is one being studied by VDOT.

A bike trail for Fiddlers Green Road would be an enhancement to the community and complimentary to the Wellness Center Daffodil Gardens and its citizens, as well as the homeowners of the subdivision of Gloucester Village of Fox Run.

Please keep in mind that at present the workforce housing which exists on or just off of Fiddlers Green Road houses nine felons – probably one of the highest densities in this county and needs not to be encouraged for our area, as we already are overwhelmed.

The senior citizens of Daffodil Gardens attempt to walk for exercise along Fiddlers Green Road and endanger themselves when they do. With absence of shoulders for the road or sidewalks this becomes very dangerous and might be considered as well.

Sheet 2:

- Need safe access to Rt. 14/3 / Main Street from Calhoun Street increasingly more dangerous.
- Would like to see green space that is tied to walking/bike/trail in loops to allow for safe recreation
- in relation to VDOT study, need to safely connect both sides of Main Street/Rt 14 intersection
- Rt 14 through traffic must be efficiently routed to Rt 17
- limit temptation to sprawl even though study says we have zoning capacity to add housing, businesses, jobs and population (infill, stay connected, walkability, etc)
- create a muni parking facility like Yorktown redevelopment.

Sheet 3:

- 1 Recommend extending area of limited parking requirement beyond Smith Rd and Court Circle
- 2 Is the language adequate for zoning administrator in existing ordinance regarding when adequate parking is not available.
- 3 ?Two-three story bldg. heights restriction _____ because of and for future of land values.
- 4 Review! Approval time _____ needs review! Shorten. of site and development plans.

Walter Alford

Sheet 4:

- How long will Consultant Team remain with the project? End of plan approval or into implementation phase?
- How will construction be procured?
- Once VDOT improvements are in place, will there be a joint, thoughtful effort in order to maintain construction?
- What environmental impacts will occur? Wetlands, etc....

Verbal Comment:

The map of existing employment on Poster 1 shows too many jobs in Warehouse landing area.

B - Summary of Steering Committee Meetings

March 22, 2012

Court House Village Plan Steering Committee Meeting Summary

March 22, 2012

In attendance:

| Brenda Garton, staff | Ashley Chriscoe, BOS | Charles Records | Mac Houtz | ReNaye Dame |
|-------------------------|----------------------|-----------------|----------------|--------------|
| Anne Ducey-Ortiz, staff | Kenny Richardson, PC | Helen Haley | Nancy Keenan | Ryan Cookson |
| Emily Gibson, staff | Mark Holthaus, PC | James Trotter | Patricia Cowan | Tabb Bridges |
| Jenny Crittenden, staff | David Brown | James Weisel | Ralph Jackson | |

 Staff opened the meeting with a greeting from Brenda Garton, County Administrator. She welcomed committee members and expressed appreciation on behalf of the County for their willingness to serve.

Emily let the group know that this meeting was intended to be brief and informal. The purpose of the meeting was to bring the members together and let them know what to expect as members.

- II. The group went around the room and introduced themselves. Each member spoke to the reason why they volunteered to serve on the committee.
- III. Jenny provided information on the background of the planning effort and how the MSPT "grew" the idea and decided they wanted to move forward with it. This planning effort that is starting is different from the plan done by Frazier and Associates for the MSPT (in partnership with the County) that was adopted 2010. The plan done by Frazier is available on the Planning website as well as the MSPT site at: http://mspt.org/projects.html. That plan focused solely on Main Street and revitalization initiatives for the Main Street commercial core where this planning effort will be to more broadly delineate the boundaries of "Gloucester Court House"- not limited to Main Street and address topics such as land use, economic development, historic preservation, transportation, tourism, etc.

Jenny continued that discussions had been going on about doing a true sub-area plan for the entire Court House area for about a year. In that time the concept grew and the Trust asked the County to be "on-board" with the project in order to make it an effective planning effort from the start. The committee and staff will be working with Herd Planning & Design Ltd. This is a very reputable firm led by Milt Herd who has worked on many projects in the past 20 years in Virginia and throughout the mid-Atlantic. Milt will be joining us at some Steering Committee meetings and all of the public visioning meetings. He has been working behind the scenes for the past few months to learn as much as he can about Gloucester and the Court House area.

*If anyone has someone in mind that would be a great stakeholder for Milt to speak to on one of his visits to Gloucester, please send their information to Jenny.

IV. Anne spoke to the group about what can be expected throughout the process. Members of the committee are expected to attend as many meetings as possible. Steering Committee meetings and public outreach meetings. She let the committee know that staff worked with a similar group of stakeholders as part of the Gloucester Point/Hayes Village Development Area Plan that was recently adopted by the Board after a similar planning effort in the southern portion of the County.

Anne also advised that the County is working with VDOT on a study of the Main Street Corridor. This group will be briefed on the progress of that study and may be asked for input on that project from time-to-time in order to try and "link" our planning efforts for the Court House with the work being done by VDOT.

After Anne presented information to the committee about their responsibilities, members shared questions and concerns.

- This plan is not a repeat of any current plans the county has for the Court House area.
- The plan will be general in nature and help the County's decision makers with code amendments or reviewing applications for the area that is included in the plan.
- The plan's "timeline" is long-term over a 20-year horizon. However, implementation of the plan will take place mostly by private developers and this depends largely on the market and how well the ordinances are in place to allow for implementation.
- V. It was determined that the group will meet the 3rd Thursday of each month for the remainder of the project. The next meeting will be on April 19th at the same location (MSPT offices) at the same time 3:30pm.

During the April 19th Steering Committee meeting the committee members will learn more about the existing conditions in the Court House. This will include maps showing the existing zoning, existing Comprehensive Plan designations, and text explaining each of these.

The first large public outreach meeting will be held on May 8th at 7:00pm in the MSPT office. This meeting will be our first opportunity to gather information from the public on their vision for the Court House area.

Staff anticipates having a second public meeting in September in order to get additional feedback from the public on the work that has been done since we heard from them in May.

April 19, 2012

Court House Village Plan Steering Committee Meeting Summary April 19, 2012

In attendance:

| Anne Ducey-Ortiz, staff | Ashley Chriscoe, BOS | Andy James, BOS | Mac Houtz | ReNaye Dame |
|-------------------------|----------------------|-----------------|----------------|--------------|
| Emily Gibson, staff | Kenny Richardson, PC | Helen Haley | Nancy Keenan | Ryan Cookson |
| Jenny Crittenden, staff | Mark Holthaus, PC | Pat Houtz | Patricia Cowan | Tabb Bridges |
| Hilton Snowden, | David Brown | Theresa Stavens | Ralph Jackson | Rudy Heinatz |
| tourism staff | | | | |

- I. Anne opened the meeting by welcoming everyone back and started introductions around the table. Emily went over the goals for the meeting: 1) existing conditions education and 2) input on the May 8th public forum. She also covered some basic meeting guidelines for the group that can be used at each meeting.
- II. The overview of existing conditions began with information about the current Comprehensive Plan. Staff let the committee know that the Comprehensive Plan is a land use document that provides direction for the staff and Planning Commission to use when making recommendations to the Board of Supervisors on land use decisions. The current Plan speaks to the Court House area being a village, but only provides vague language regarding future land use. This planning effort currently underway by the County/MSPT partnership is an opportunity to provide specific direction on the future growth of the Court House area. This portion included references to the map provided to the committee entitled "1991 Comprehensive Plan Future Land Use Map with Development District" and the text entitled "1991 Comprehensive Plan District Descriptions for the Court House Village Area". Dave asked staff how the original boundary for the Court House village was determined. Anne indicated that it was not "snapped" to parcel lines because of limited GIS capability at the time. Kenny remembered that the Planning Commission used what was considered in the previous Comprehensive Plan when working on the 1991 update.

Next staff provided the committee with information about the current zoning in the area. Two maps were provided showing the current zoning- one with only basic underlying zoning and the other showing Highway Corridor and Historic overlay zoning as well. In addition a handout entitled "Summary of District Regulations and Intent" was provided to let the group know more about what the designations on the map meant. The current zoning in the area is a mix of many colors. This is because Gloucester currently has no true "village" zoning allowing a mix of commercial and residential uses. The closest zoning district is the B-2, Village Business district which allows for an accessory apartment in conjunction with a commercial use. Other aspects of the zoning ordinance are a great start at making the Court House village area more functional. An example was given of the parking requirements allowing the zoning administrator to consider uses in the village differently based on the more pedestrian nature of the area.

Staff reviewed the map with the committee and pointed out several projects that are approved but not constructed. This gives the group an opportunity to see what may start occurring soon as the economy turns around. Ryan asked how frequently the zoning ordinance is updated and/or revised. Anne advised that the county has not undertaken a comprehensive review/re-write of the zoning ordinance since the county-wide rezoning in 1998. However, staff is constantly revising the ordinance based on direction from the Board or items the ordinance does not currently cover. Nancy asked what role data from the Weldon Cooper Center plays in our planning. Staff advised that we use that data, but projections are often off. The economy has slowed Gloucester's growth more than could have been predicted ten years ago. Staff also uses data from the Virginia Employment Commission for projections.

There was a discussion about the Gloucester Point/Hayes Village Development Area Plan and how the current planning effort the group is working on is similar. Staff worked with a Steering Committee on that project and held many public outreach meetings along the way as the plan started taking shape. Similar to the Court House the group started looking at a large area and refined the boundaries based on input and logistics.

The group also talked briefly about the "Gloucester Courthouse Village Plan" prepared by Frazier Associates and adopted in 2010. Implementation of this plan for the Main Street Corridor continues. Jenny is working on many of the plan's recommendations through her work with the MSPT.

- III. Next staff reviewed the documents that have been drafted for the first public meeting on May 8th. The draft agenda proposes a 7pm start time with an overview by Milt Herd, our consultant. After the initial "presentation" the group will break up into smaller groups and visit stations that will be set up in the room. Each station will have a different item for the participants to comment on. After 15 minutes at each station, the group will rotate. Once all stations are complete the remaining attendees will regroup for a few minutes to review the evening and discuss the next steps in the process. This will include letting the group know to expect another public meeting in September. The draft agenda was provided to the group as a handout. Another handout shows the draft study boundary that will be the beginning of the discussion on where the Court House is actually located. Through the process this boundary will continuously be refined.
- **IV.** At the end of the meeting, staff thanked everyone for coming. We look forward to seeing each committee member at the May 8th meeting so that they can participate and hear what the public has to say.

The next meeting of the Court House Steering Committee will be on May 17th at the MSPT office.

May 17, 2012

Large Sheet Exercise with Public Meeting Info, Web Survey Info, and SC Info Public Meeting

NOW:

Historic

Small/Quaint

Central

Attractive/ Beautiful

FUTURE:

Vibrant / Busy

Relevant

Attractive

Diverse

Mix of Housing Types/ Mix of uses

Improve Parking

More activities/ Link w/ education

Update Ordinances

ONLINE

NOW:

Historic

Rural/small/quaint

Walk able

Attractive

Attractive

FUTURE:

Historic

Quaint

Fun

Attractive

Thriving

Update Ordinances

Fix Traffic

More retail

Revitalize run-down buildings

SC MEETING

NOW:

Historic

Vibrant-main st. and beyond

Be a destination

Parks and open spaces

FUTURE:

Welcoming- parking signage, link multi-purpose spaces

Experience

Lodging- village scale

Green space Link Foxmill- Fiddlers Green Modes of transportation- trolley, bike, walk

June 21, 2012

Thank you to everyone who was able to make it to the meeting yesterday. We understand that everyone's schedule is hectic and now that summer is here all of us have a few extra things added to an already full plate. But we want you to know we appreciate the fact that you volunteered to serve on the committee to help make this plan the best it can be.

Yesterday's meeting was very helpful to staff! While going over some of the direction that has been gathered so far from the committee members, other stakeholders, the public forum in May, the internet survey, and the team/staff studio exercise earlier this month we were able to show some of the ideas, concepts, and opportunities that have "risen to the top" for this project. We have heard what folks like about the village now and what they hope the village will become over time. The main goals that emerged through the work done to date are: Connectivity, Preservation, and Vitality. Each of these having several meanings and serving several functions. For your convenience I have attached a copy of the presentation slides that were used during the discussion yesterday. As noted during the meeting, but worth noting again via email, these are for our group's consideration only. Nothing has been finalized and even the first rough draft hasn't been formed yet- text or maps. We just used these as a starting point to lead yesterday's discussion.

We had a lot of good conversation yesterday and touched on some issues that were already being considered and some that need to be added to the work that is going on. I am providing a list below so that everyone can benefit from the excellent feedback we got from the group!

- 1. Hilton let the group know about continuing improvements in the Court Circle. There is an effort through the Vision 2020 Plan to bring these buildings back to the way they were used originally. Also, there are plans for more digs in the Court House area and a hope that they will be public and people can see firsthand the digs in action.
- 2. Also, the EDA is working on plans for the TC Walker property and we'll be working closely with them to ensure our plan fits in with Hampton University/EDA long term vision for the property.
- 3. Kenny reminded us that sometimes working off of what people said they don't like can be an easier way to plan. We will be sure to revisit the negative comments/feedback on the photos and pass this input along to our consultants too.
- 4. Pat brought up the need to incorporate craftsman uses in our planning efforts. Some uses such as potters, furniture restoration, etc. may be great draws for the Court House but could be considered light industrial or another use that may get left out of the plan.
- 5. Andy brought up the need to safer pedestrian access along Ware House Road. Many folks are running, biking, pushing strollers here but trailered boats are also heading down to the landing and VDOT trucks are using part of the road too to access their maintenance facility.
- 6. Similar thoughts were share about access to Beaverdam. This is another key draw to the Court House area and our plan should incorporate plans for Beaverdam, Warehouse Landing, the Foxmill Natural Area, etc. in order to ensure that people who live and visit here can make the most of what we have to offer. Also when talking about more density, we need to be sure

- to plan around these outdoor/recreational spaces so that there is a tradeoff of smaller lots, more people but easy access to amenities that people desire.
- 7. There needs to be a balance of what serves those living here and those visiting here. Main Street and the entire village can't survive by only relying on one. A key to the vitality is to provide a foundation that allows for what will work. Though we had several discussions on what is plan related and what is zoning (which comes after) we all agreed on needed flexibility so that the market can work and property owners with great ideas can be incorporated into the village instead of excluded from it.
- 8. Building on #7 above, Jim brought up that even those who live in the village aren't always walking, shopping, dining as much as we might think. This stems from the larger economic picture (people spending less during the recession) but is important to remember when trying to plan for a "balance".
- 9. Property maintenance issues were brought up. The concept of including those in as goals in the last several planning efforts has come up many times. Our group discussed that while we didn't need to figure out how the county would implement a property maintenance code, we did need to consider where/if it would be appropriate. The conversation ended with the idea of putting together a plan and building such a vibrant core in the Court House area that economic drivers would help take care of issues.
- 10. Mac brought up another great concept which was focused on the "outskirts" of the core area and ensuring that we allow for offices there. Certain uses are going to fit better in different parts of the fringe, but another example of ways we can allow for more uses that are compatible with the "core" area we are considering. These fringe areas may include: Crab Thicket, Short Lane, Burleigh, TC Walker, and perhaps points north of the Court House as well.
- 11. Jenny brought up downtown lodging. Allowing for homes in our "garden district" to be used as B & B's or even a restoration of the old hotel building. These are things that folks are looking for when they visit small communities like ours and we want to ensure that we plan for those to be included.

August 16, 2012

Notes on White Board from Steering Committee Meeting August 16, 2012

- Consistent with Frazier Plan banners at gateway.
- Good to re-work the 17 and 3/14 intersection.
- People don't know *how* to drive that intersection.
- Limit truck thru-traffic (already on Main Street).
- Quadrant intersection design doesn't add capacity for southern movements.
- Consider round-abouts?
- Maybe we're exaggerating this problem at 17 and 3/14 intersection.
- "Business 17" vs. "Main Street VDOT signs won't allow "Main Street."
- Can our zoning regulations actually get to the point of emphasizing *form and scale* rather than *use and density*?
- Visibility problems turning out onto Main Street from side streets require on-street parking spaces for large vehicles or all vehicles to set back from intersections; use brick-surfaced pedestrian crossings to slow traffic; enforce speed limit.
- Update public parking inventory as per Frazier Plan.
- Expand public parking sites.
- Parking garage? Needed? Feasible?
- Expense of the site plan process and the site development costs required discourages adding to the parking supply.
- Intent to make Brown Park senior-friendly.
- Village boulevard land-use form as proposed would be a good transition from Rt. 17 to Main Street
- "Welcome to Historic Gloucester" signs at gateways.
- Paper streets could be built but not with wider right-of-way and only for residential use.
- Don't need a policy of limiting rezonings. The Committee discussed the fact that the Comprehensive Plan in Virginia is a guide for the elected body to interpret, and thus has some inherent flexibility, while still providing a strong defense for the decisions of the Board.
- Key issue is how to get people to come down to Main Street.
- What attracts a tourist? Small, independent, unique shops.
- Need a tour company; educational opportunities will attract parents.

September 20, 2012

Notes on White Board from Steering Committee Meeting 9-20-12

Discussion of Future Land Use Map

- Keep Burleigh Road as a route around the village access management.
- Need safe way to cross Rt. 17 at Library
- Use local photos and/or sketches for land use descriptions (good and bad)
- Avoid drawing proposals for the Rt 17 /3-14 intersection, in light of VDOT study ongoing.
- A "by-pass" around that intersection might help, but it's risky. Maybe as a very long term solution.
- Identify long-term vs. short-term solutions for key issues.
- Show land in conservation easements.
- Show County-owned property as a distinct pattern rather than color.
- Add call-outs for locational reference various road names, place names, etc.
- Show separate long-term connectivity plan? No.
- Show no land use east T. C. Walker road or show change in Development District? Neither show it as Stabilization and Infill (light green) as now shown.
- Show sewer and water edge along T. C. Walker road? No keep it as now shown.
- Show Ladiesmeade subdivision, including 5-acre lot area, as Neighborhood stabilization (yellow)
- Correct color inconsistencies on Map.
- Shape industrial site near Crab Thicket to match industrial zoning.
- Extend Mixed Use Residential Expansion to "villages" rezoning west of Burleigh Road and Development District line, and add a note on the map explaining it.

Discussion of Public Meeting

• Public meeting on Oct 18 will last from 4:00 pm to 8:00 pm, but make sure everybody understands that it's an "open house" format and you can come at ANYTIME.

November 15, 2012

Notes from Steering Committee Meeting 11-15-12

The Committee discussed the Proposed Language to be Added to the Plan Based on Comments Received from Public at Second Forum. The Committee offered the following:

Poster 2.1 – Vision Statement

• Acknowledge that development will be market driven and will occur over the long term.

Poster 2.4 – Economic Vitality

• Broadband/High speed access – promote completion of cable network. Note the value of wireless infrastructure for economic development; need recreation and green space options; need more access to "greens".

Poster 3.1 – Future Land Use Map

- Burleigh Road area/ Birdsall tract focus on connectivity to Courthouse village / 17 corridor context sensitive roadway design.
- 3/14 intersection long-term consideration; issue of alternate connection vs. "by-pass" new connection should be linked to recreation, not intended to quickly get people around Courthouse/Main Street.
- No need to show expanded Development District any farther to the north than now shown on the FLU Map at the 10-18-12 public forum.

Poster 3.2 – Historic Mixed-Use Area

• Traffic calming - partner with VDOT; note other uses in addition to office uses in the "garden district"; 2-3 stories with lot coverage limitations will control density.

Poster 3.3 – Business Mixed-Use Area

• Development pattern should foster multi-modal transportation; will likely be mostly "upscale" development, but will provide opportunities for reasonably affordable residential units.

Discussion of Next Steps:

Consultants will coordinate with staff in preparing a revised draft plan based on this discussion. Staff
will circulate to Steering Committee in early December for review and comment. Expectation would
be to present to Planning Commission for public hearing in January.

C - Summary of Survey Results

Compiled results of the on-line survey (through 6-19-12) are available at the Gloucester County Planning Department and through the County's web site. The on-line survey questions are shown on the following pages. The survey was posted online for a month, beginning immediately after the first public forum in early May 2012.

Overall, the input received from the on-line survey was similar to what was expressed by citizens at the first public forum. The greatest strengths of the Village Area included the historic assets, the small town and community feel, and the walkability. Weaknesses included traffic congestion, lack of safe walking and bicycle paths, buildings that are vacant or in disrepair, and parking issues.

Greatest opportunities cited included maintaining the appearance as a historic, small town, using tourism to drive the economy, more small businesses, and mixed-uses. Key words to describe the desired future included: historic, community, quaint, busy, small, thriving, and beautiful.

Court House Village Area Plan

1. Introduction

This survey will ask for your feedback about the Court House Village Area. This area inludes Main Street, but extends beyond it to nearby subdivisions and the Foxmill Center. For more background information, please be sure to view the presentation available on the Planning Department homepage: www.gloucesterva.info/planning

Study Area



Court House Village Area Plan 2. Strengths, Weaknesses, Opportunities, and Threats For the following questions, think of the positive and negative things about the Court House Village Areas- both current and those that could present themselves in the future. Remember that the area being studied extends beyond Main Street. 1. Thinking about the current Court House Village Area, what do you see as the greatest strengths? 2. Thinking about the current Court House Village Area, what would you identify as the greatest weaknesses? E 3. Looking into the future, what do you see as the Court House Village Area's greatest opportunities? 4. What do you see as the greatest threats to the quality of life inthe Court House Village Area in the future? 5. Please list three words that describe what you like most about the Court House Village Area currently: 6. Please list three words that describe what you would like the Court House Village Area to be like in the future: 7. If you could change ONE THING about the Court House Village Area, what would it be, and why?

Court House Village Area Plan

3. Visual Preference- Residential

Each of the items in this section will show an image and ask for your input on whether they are "appropriate" or "not appropriate" for the area being considered for the plan. As you complete this portion, remember that this area extends beyond Main Street.

Residential 1



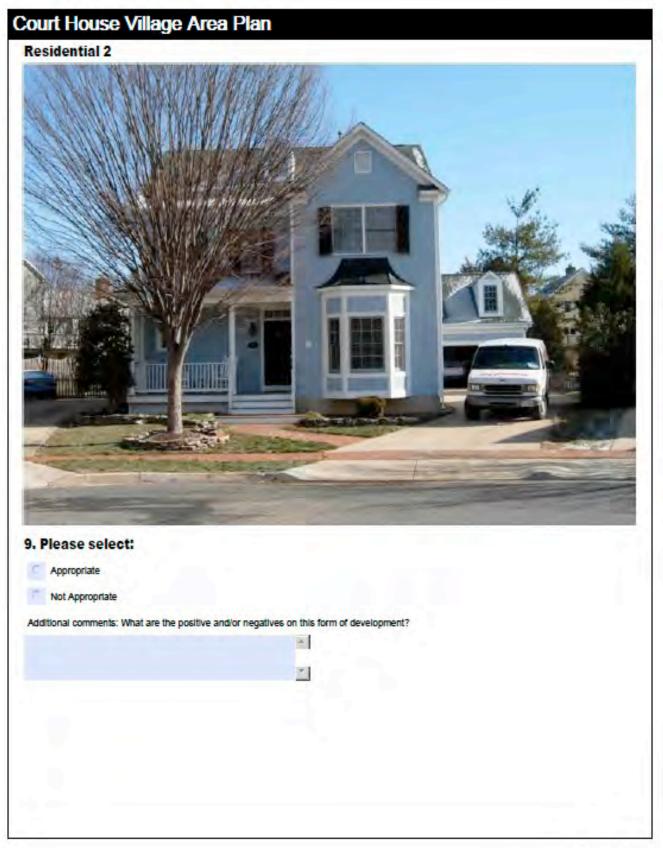
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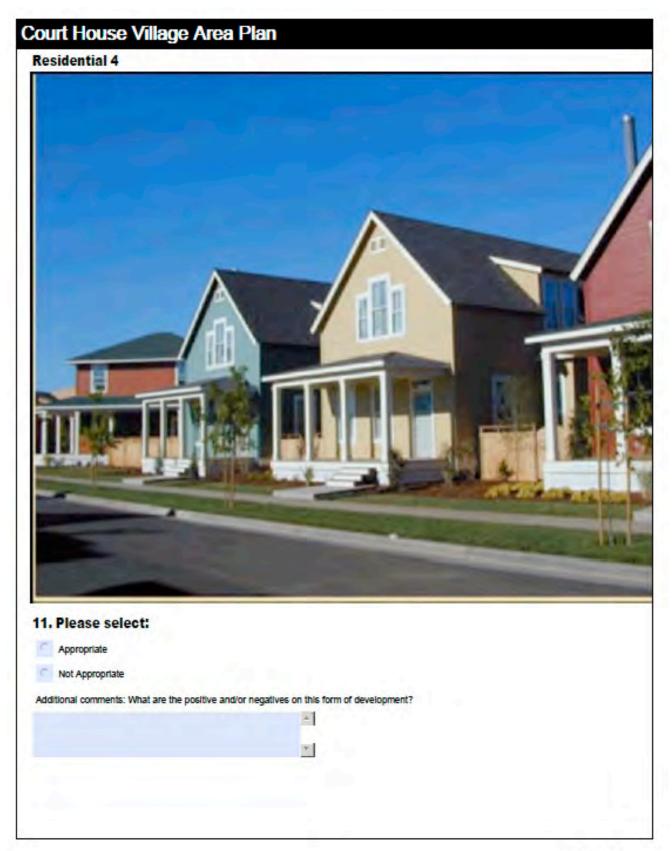
Not Appropriate

Additional comments: What are the positive and/or negatives on this form of development?

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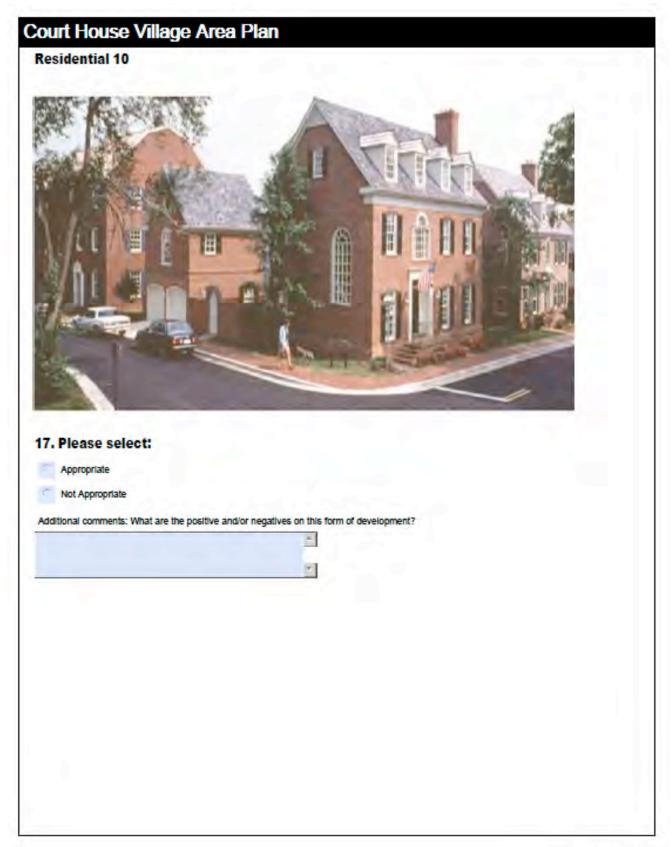
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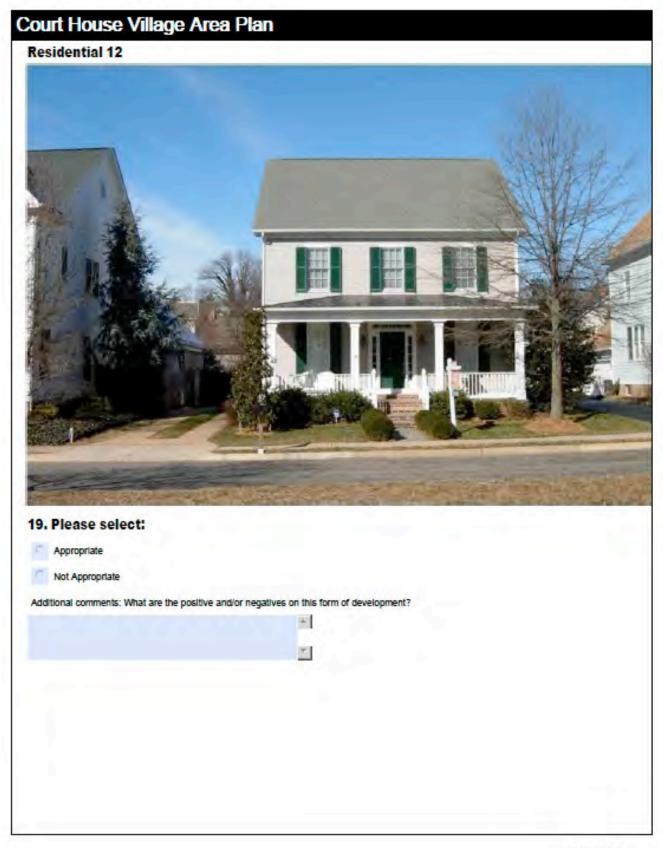


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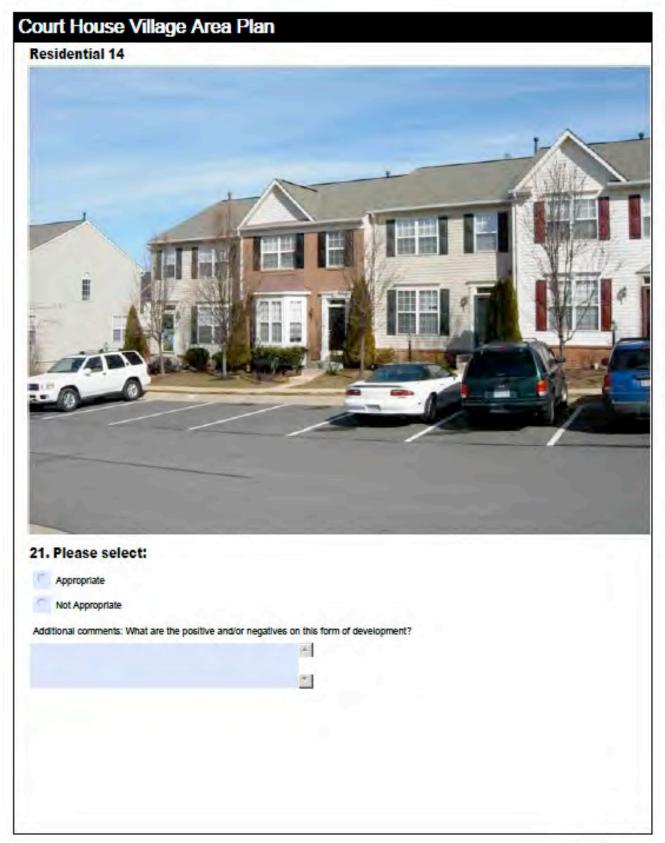
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Court House Village Area Plan

4. Visual Preference- Commercial

Each of the items in this section will show an image and ask for your input on whether they are "appropriate" or "not appropriate" for the area being considered for the plan. As you complete this portion, remember that this area extends beyond Main Street.

Commercial 1



22. Please select:

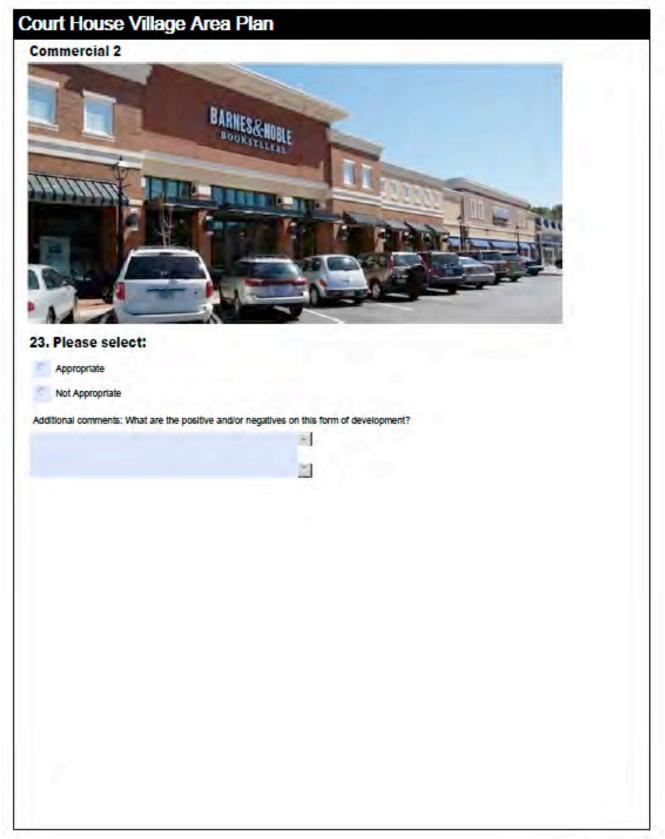




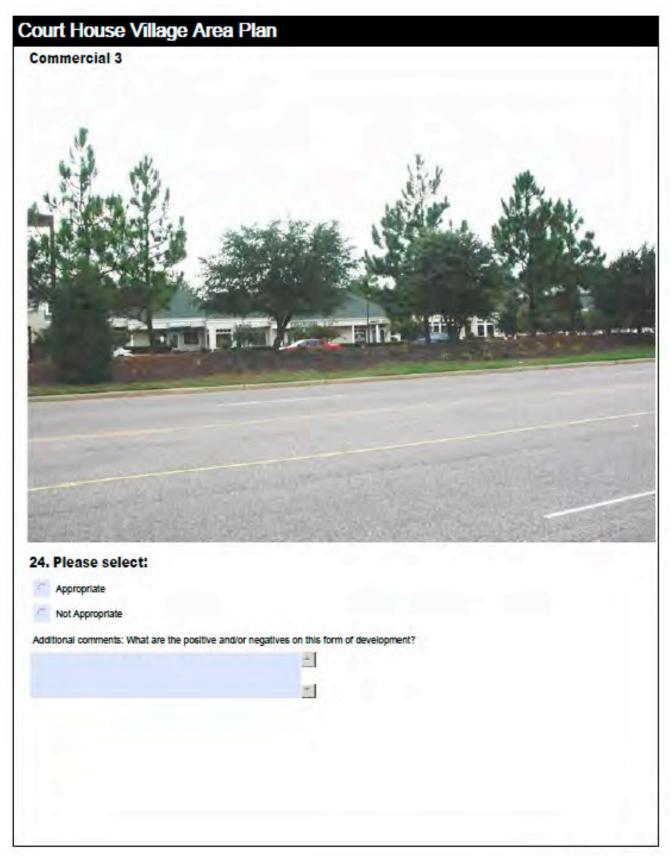
Additional comments: What are the positive and/or negatives on this form of development?



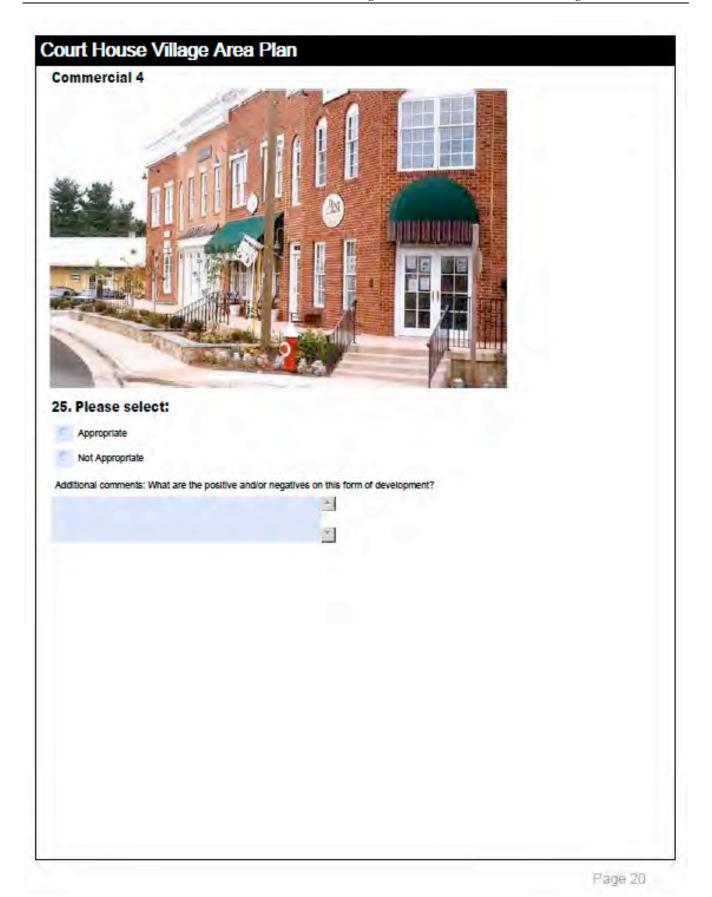


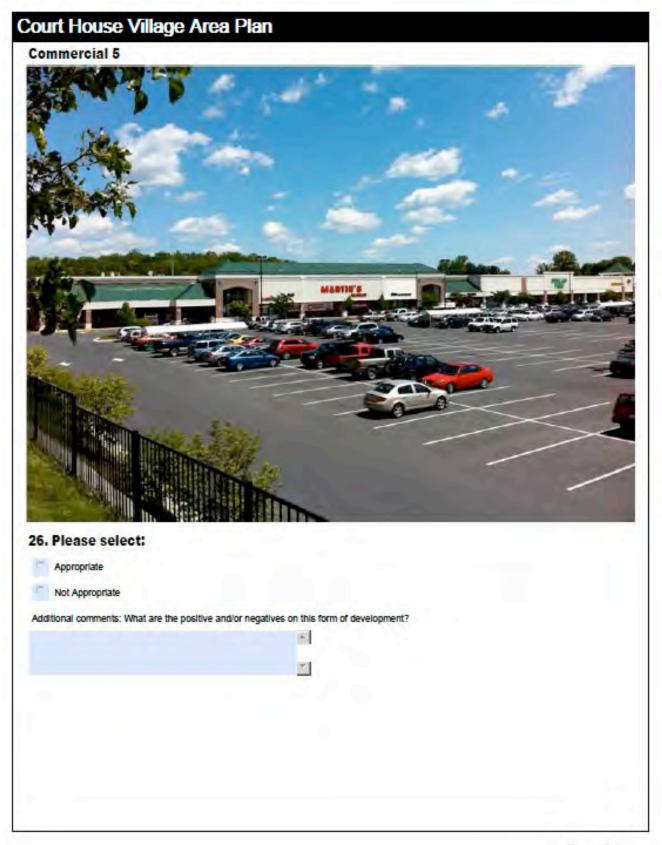


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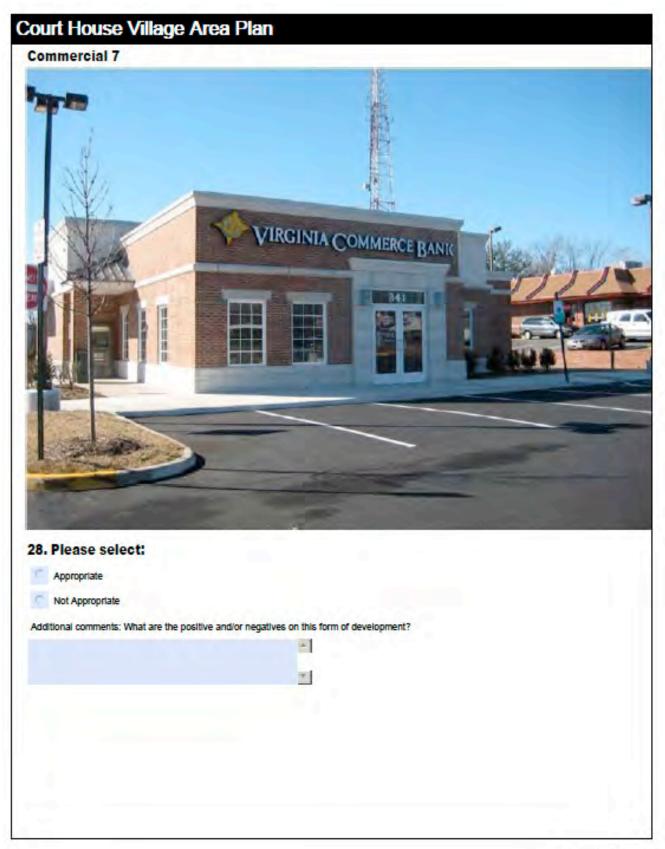


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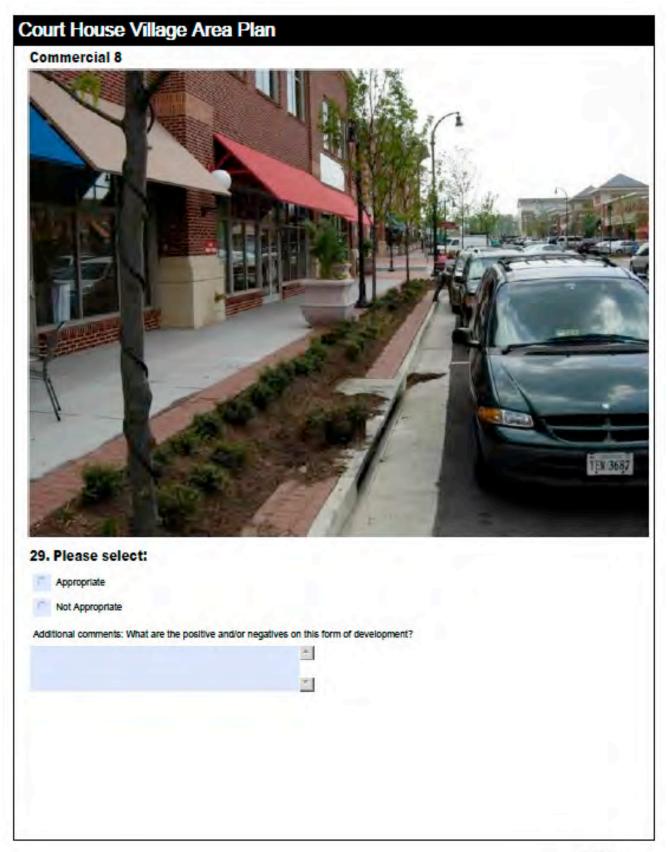




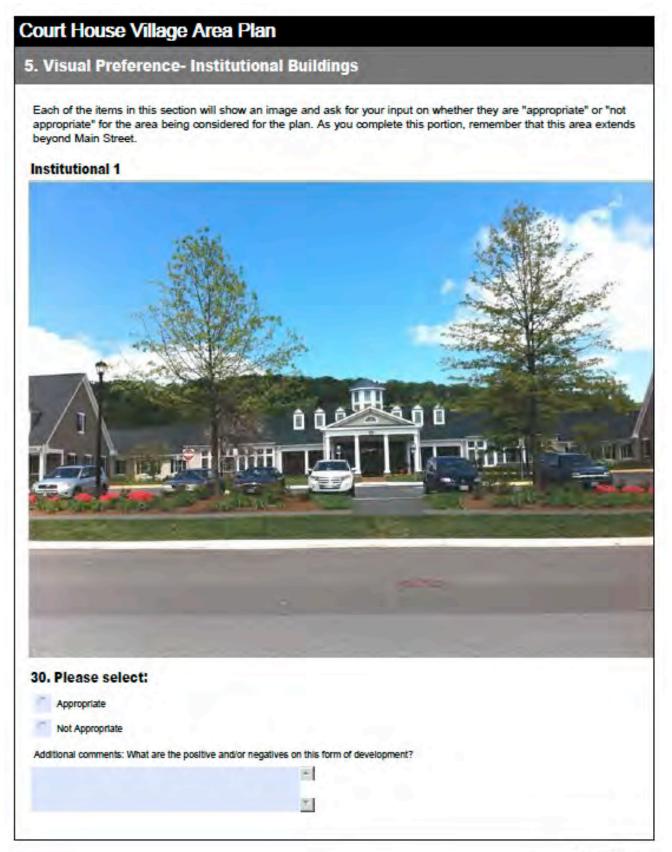




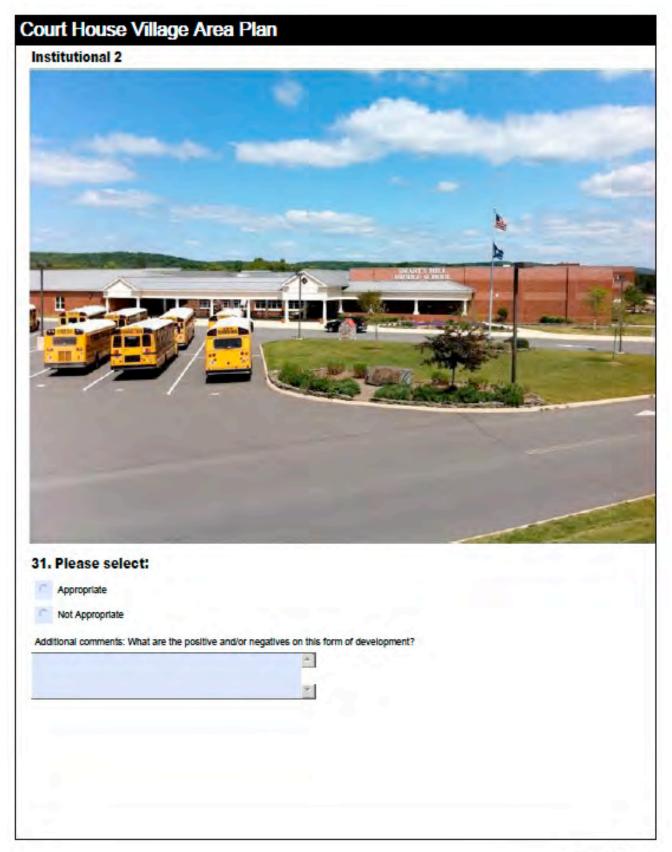
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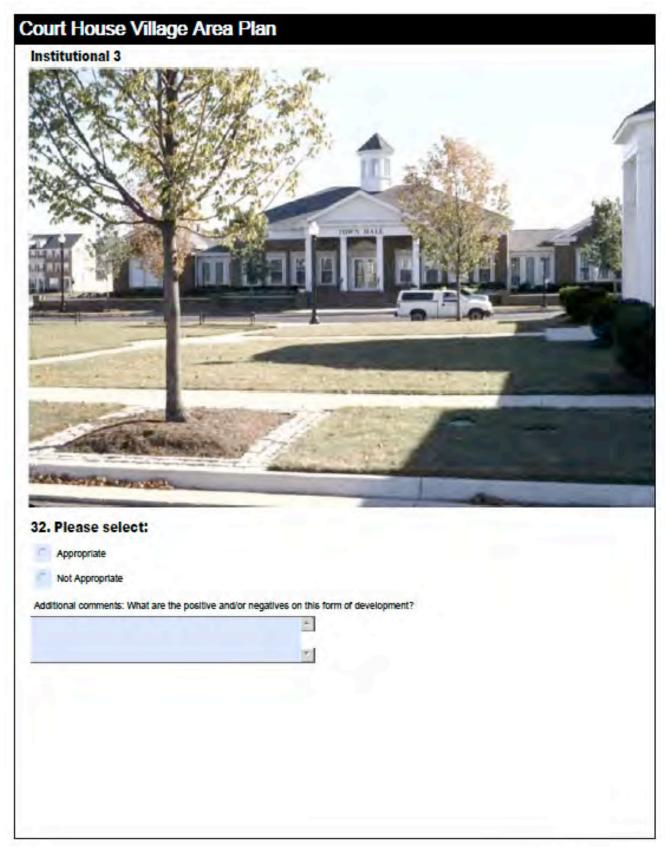
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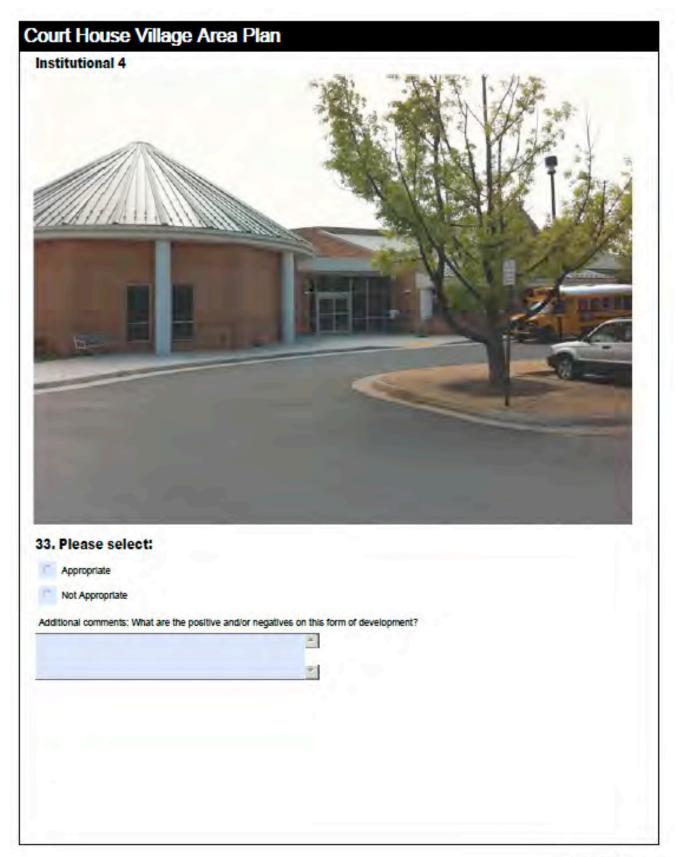


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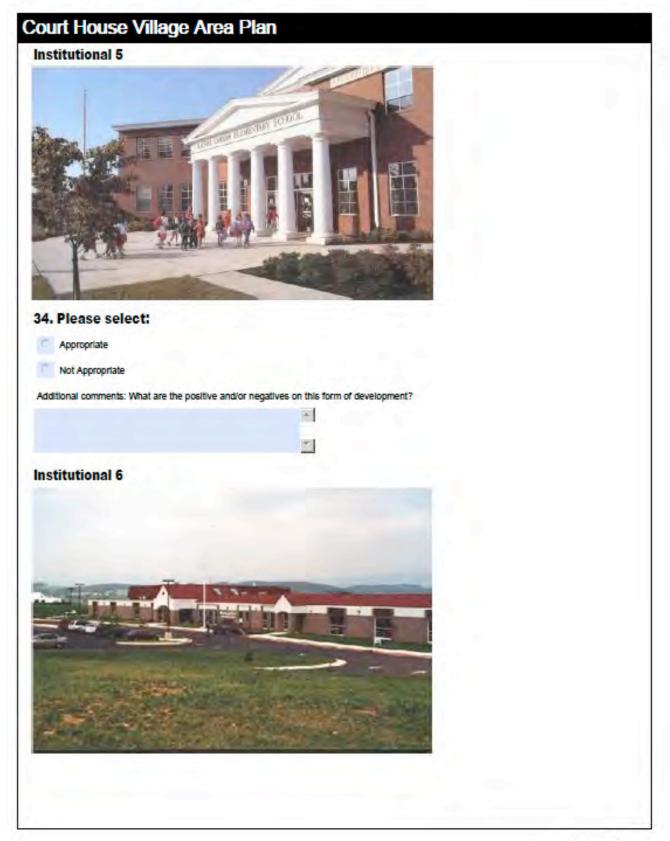


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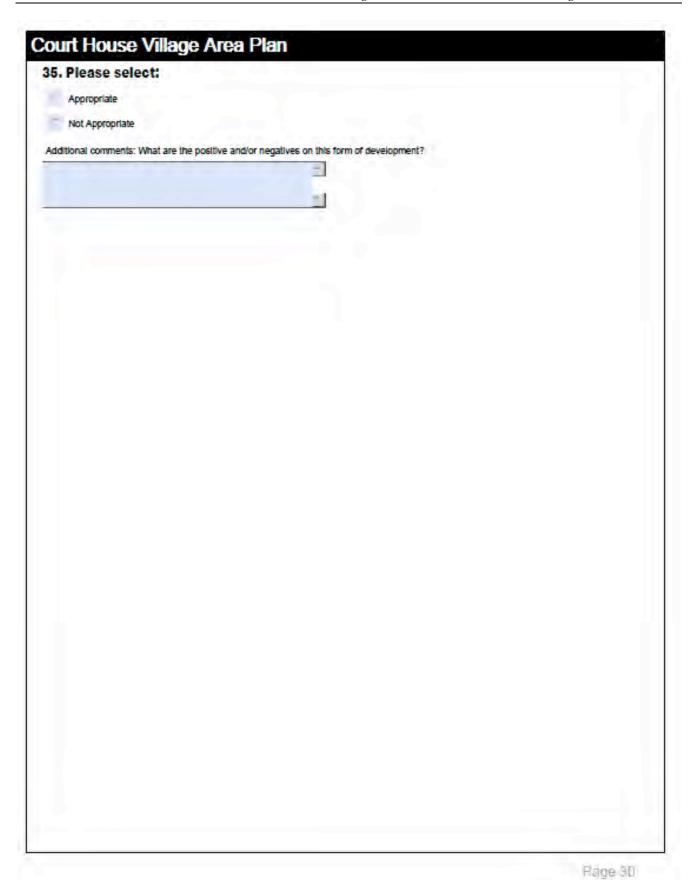




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| Court House Village Area Plan 6. Thank You and Additional Comments | |
|--|---|
| | |
| | time to complete this survey. We appreciate your feedback! elow to share any additional comments you have not been able to |
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